

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A	)	RESOLUTION NO. 96-2331
REFINEMENT PLAN FOR FANNO CREEK	)	
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, Fanno Creek Greenway 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<sup>A</sup> 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 Fanno Creek 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<sup>A</sup>.

ADOPTED by Metro Council this 16<sup>th</sup> day of May, 1996.

  
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 Jon Kvistad, Presiding Officer

Approved as to Form:

  
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 Daniel B. Cooper, General Counsel

## Staff Report

### CONSIDERATION OF RESOLUTION NO. 96-2331, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE FANNO CREEK GREENWAY TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN

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Date: April 26, 1996

Presented by: Charles Ciecko  
Jim Desmond

#### PROPOSED ACTION

Resolution No. 96-2331 requests the adoption of Target Area boundaries and objectives for the Fanno Creek Greenway Target Area. These boundaries and objectives will be used to guide Metro in the implementation of the Open Space Bond Measure.

#### BACKGROUND AND ANALYSIS

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

"Beaverton vicinity, Fanno Creek Greenway. Acquire up to 12 miles of trail corridor along the greenway."

In the 1992 Green Spaces Master Plan the target area was described as follows:

"Fanno Creek Greenway (Fanno Creek Watershed). Fourteen-mile stretch through residential, commercial and industrial lands. Densely forested land and scattered wetlands in upper reaches. Cutthroat trout habitat in some areas."

#### **Target Area Description:**

The Fanno Creek watershed drains the west side of the Tualatin Mountains and West Hills, running through parts of the City of Portland, Multnomah County, Washington County, and the cities of Beaverton, Tigard and Durham. Fanno Creek meanders approximately 14 miles through residential, commercial and industrial lands before entering the Tualatin River. The upper reaches and headwaters of Fanno Creek are in a semi-developed state and still contain isolated wetland and forest remnants. The lower reach, which runs through Beaverton, Tigard and Durham, has significant amounts of riparian corridor in public ownership.

There are several significant tributaries to Fanno Creek: east of Highway 217, they include Sylvan, Ivey, Pendleton, Vermont, Wood, Progress, Ash, Red Rock and Ball creeks; west of Highway 217 are Belton, Hiteon, Summer, and Pinebrook creeks.

The creek as a whole shows clear signs of degradation as a result of stormwater runoff from impervious surfaces and individual development within the watershed.

Land use protection for Fanno Creek varies from jurisdiction to jurisdiction. For a summary of current land use requirements see Appendix A.

## 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 Spaces 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 Spaces Implementation Work Plan.

During the refinement process, field visits were conducted by Metro staff and environmental and planning consultants, biological assessments were undertaken on several important parcels; and planning documents were assessed. Twenty-two individuals were interviewed, representing property owners, governmental agencies, natural resource experts and non-profit advocacy groups. The stakeholders interviewed and a summary of their comments are listed in Appendix B.

A public workshop was conducted on April 16, 1996, at the Beaverton City Hall to discuss the overall target area and the proposed program objectives. Approximately 52 persons attended the workshop; 27 attendees completed the questionnaire distributed by staff. Key elements emphasized were protection of the watershed and the tributaries that feed Fanno Creek for water quantity and quality, followed by connecting links to open space natural areas, parks, trails, and greenways. Wetland and riparian corridors ranked highest for other interests to be considered, followed by preservation and restoration of natural wildlife habitat.

Q. #1. Prioritization of Key Elements	First Preference	2nd	3rd	4th	5th	6th
Protection of watershed & tributaries	45%	15%	7%	26%	7%	0
Links to open spaces, etc.	23%	18%	23%	22%	7%	7%
Acquisition of 100 year flood plain	19%	34%	26%	11%	3%	7%
Pedestrian/bike paths	11%	23%	23%	7%	29%	7%
Large acreage for passive recreation	7%	7%	19%	18%	38%	11%

\* Not all respondents answered all questions.

Q. #2 Other Interests for Consideration	First Preference	2nd	3rd	4th	5th	6th
Wetlands & riparian corridors	63%	26%	4%	4%	0%	3%
Natural wildlife habitat	29%	60%	11%	0%	0%	0%
Public access	11%	11%	15%	49%	3%	11%
Educational opportunities	0%	3%	60%	7%	15%	15%
Picnicking areas	0%	0%	3%	18%	56%	23%

Questions and comments from the floor are summarized in Appendix C. A copy of the questionnaire is attached as Appendix D.

## **Regional Parks and Greenspaces Advisory Committee**

A presentation of the staff report was given by Metro staff and its consultants at a public meeting at Metro Regional Center on April 25, 1996. The Advisory Committee voted to recommend adoption of the objectives with an amendment to Appendix E ( Challenge Grant Guidelines). The amendment recommended the following:

1. Grant money may not be used to purchase "developer set-asides.
2. Any property purchased must have creek frontage or wetland features.
3. The property must contribute benefits to the Fanno Creek watershed.
4. All grant projects must be approved by the Advisory Committee.

Appendix E has been modified to reflect items 2 and 3. Items 1 and 4 were not included because of the following:

- There may be a need to purchase a "developer set-aside" in order to allow public access, or to restore the site.
- Presenting potential purchases to the advisory committee would be difficult because of the "confidentiality " problem and the need to respond quickly to an opportunity (the advisory committee meets once a month).

### **Findings:**

- Fanno Creek is a regionally significant natural resource due to its fish, wildlife, recreation and educational value. In order to complete the greenway system in the Beaverton/ Tigard vicinity, the major emphasis for acquisition must be placed on the main stem of Fanno Creek. Significant amounts of riparian corridor are already in public ownership, however major portions are not protected and need to be acquired in order to have a continuous greenway.
- The main stem of Fanno Creek is fairly intact from the mouth to Vista Brook Park. From Vista Brook Park, the creek splits into numerous tributaries which have been highly urbanized. There is no logical greenway pattern that can be established in the northern portion of the watershed. The greenway/corridor will need to consist mainly of street access linking isolated parcels.
- When possible, Metro acquisitions should be multi-purpose. Special emphasis should be placed on connecting the greenway/corridor to other public facilities and regional target areas such as the Tualatin River Greenway, Beaverton Creek Trail, Summer Creek Trail, Marquam/Wildwood Trail, Terwilliger Greenway and Tryon Creek State Park.
- The riparian corridor is important to protect on all portions of the creek and its tributaries in order to enhance water quality and habitat value. Emphasis should be given, however, to the creek confluence's, tributary headwaters (particularly those located in the upper reaches of the watershed), the gaps in public ownership, and the mouth of Fanno Creek where it enters the Tualatin River.
- Flooding is a significant problem in the Fanno Creek watershed. When possible Metro should work with local agencies to acquire properties that could limit future flood damage.

- Significant wetlands need protection along Sylvan, Pendelton, Woods and Ash creeks. A challenge grant account should be established to leverage available financial resources.
- Land acquisition alone will not sufficiently protect water quality, fish/wildlife habitat, or recreational values of Fanno Creek. Other strategies including careful stormwater management, education, and effective stream buffers will be required.

**GOAL:**

Establish 12 miles of greenway along Fanno Creek and its tributaries in order to protect water quality, fish, wildlife, and recreational values.

**OBJECTIVES:**

The following are prioritized specific objectives of the Fanno Creek Greenway Refinement Plan.

**Tier I Objectives:**

- Complete a continuous greenway along the main stem by acquiring stream-front lands between the Tualatin River and Vista Brook Park.
  
- Encourage participation of other governments and non-profit organizations in the protection/enhancement of water quality and water quantity by establishing a challenge grant account for land acquisition along the following Fanno Creek tributaries:
  - Pendleton Creek
  - Woods Creek
  - Sylvan Creek
  - Ash Creek

The challenge grant funds shall be administered as detailed in Appendix E.

**Partnership Objectives:**

- Encourage local jurisdictions to establish linkages between the Fanno Creek Greenway and the following existing or planned features:
  - Tualatin River Greenway
  - Beaverton Creek Trail
  - Summer Creek Trail
  - Marquam Trail/Wildwood Trail
  - Terwilliger Greenway
  - Tryon Creek State Park

**Executive Officer's Recommendation**

The Executive Officer recommends passage of Resolution No. 96-2331.

## Fanno Creek Greenway

### Planning and Land Use Opportunities/Limitations

Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
Ash Creek (headwaters, north and south forks)	Portland Basin: 644 acres  [The Fanno Creek basin covers 4,700 acres of SW Portland.]	Environmental Overlay Zones  [Coordination with Portland's ongoing SW Community Plan process is imperative. Among other opportunities may be the potential for creation of public recreational trail designations along Fanno tributaries in the City's Comprehensive Plan.]	<p>Segments of the south Ash Creek fork in the vicinity of Dickinson Road are within the Environmental Protection zone. These segments reflect the fragmented nature of the creek corridor, which is interrupted by existing housing development between 59th and 64th Ave. The Environmental Conservation zone provides a buffer outside of the Protection zone and continues north and east of Dickinson Park. The Conservation zone permits controlled development whereas the Protection zone prohibits most development (trails and restoration work allowed after review). The large parcel west of the park (a wooded ravine) should be considered as a possible target site for title or easement acquisition.</p> <p>The north Ash Creek fork flows across mostly developed, medium-density residential lots. The corridor is within a Protection zone with a Conservation zone buffer between the City limits and SW 55th Ave. Additional Environmental zone (E-zone) areas are located south of the creek near Brugger Rd. The developed lot pattern will make any greenway proposals in this subbasin a challenge; such a greenway, however, if found to be feasible, would provide a link between Moon Shadow and Woods Creek Parks.</p>
Ash Creek (north and south forks, main stem)	Washington Co. Basin: 1,118 ac.	Significant Natural Resource	<p>County maps identify areas where Significant Natural Resources (SNR) likely exist; it is left to the developer to determine/delineate the extent of the resource. An array of SNR designations exist along both forks of Ash Creek, including wildlife habitat, water areas and wetlands. Widths of SNR designations vary between 0 (several gaps exist) and 500 feet. Based on the Code provisions (Section 422), a minimum 25-foot setback from Ash Creek is expected with additional setbacks depending on the findings of the developer's consultant. There is evidence of development within SNR areas suggesting that the effectiveness of this regulation needs field verification.</p> <p>Both forks have identified park deficient areas near the Portland City Limits. Scenic features are also identified near the City Limits, and at Metzger Park and Hwy. 217.</p>
Ash Creek (confluence with Fanno Creek)	Tigard Basin: 785 acres	Sensitive Lands	<p>The main stem of Ash Creek is designated on Tigard's Sensitive Lands map with both wetland and floodplain resources. Tigard and other jurisdictions in Washington County apply the Unified Sewerage Agency 25-foot setback standard from streams and wetlands. This standard does not provide full resource protection, however, because development is still permitted using buffer averaging and/or impact mitigation.</p> <p>Tigard requires floodplain and trail dedication with most development, but this was challenged (and struck down for a particular site) in <i>Dolan v. City of Tigard</i>. The Sensitive Lands ordinance remains in effect today though the City Attorney is now preparing amendments to permit easements in lieu of land dedication.</p>

Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
Ball Creek	Lake Oswego Basin: 866 acres [The lower 2,700 feet (174 acres) of Ball Cr. is in Tigard with a 25' Sensitive Lands buffer (it widens to 300' at Fanno confluence).]	Major Stream Corridor Buffer Zone  [Other regulations apply to tree removal, steep slopes, etc. but these are neither specific to the riparian corridor nor do they provide significant resource protection.]	Ball Creek channel, its banks and a 25-foot area beyond the top-of-bank are part of the buffer zone. Actual buffer zone boundaries may differ and are normally established at the time of development application. Development in buffer is subject to standards that include a no-feasible-alternatives test and a loss-of-economic-use test. Recreational trails and facilities, road and utility crossings, and stormwater facilities are permitted.  The creek passes two school sites (Oak Creek Elementary School and Portland Community College) and may offer associated education/restoration opportunities. However, connectivity between schools and lower Ball and Fanno Creeks is limited by housing developments. Southwood Park could serve as a local hub, particularly if expanded through acquisition (fee title or other) of forested ravines to south. A pond in Southwood Park (north of sewer plant) is identified as a Distinctive Natural Area (see further discussion of DNAs below).
Carter Creek	Lake Oswego Subbasin of Ball Creek (accounts for half of Ball Cr. acreage noted above)	Major Stream Corridor Buffer Zone	The same Lake Oswego buffer zone standards apply as those for Ball Creek.  Corridor has the potential to link Fanno Greenway to Waluga Park (and points east such as Iron Mountain Park) while passing special features such as the Distinctive Natural Area discussed below. Conservation/trail easements within buffer zone may be an attractive option for developers who can appreciate the amenity value of a connected greenway serving their development and who have no other beneficial use of the buffer.
Douglas fir grove along Carter Creek (and other Distinctive Natural Areas in subbasin)	Lake Oswego Acreage varies	Distinctive Natural Area	A Douglas fir grove located south of Meadows Road and north of Carter Creek is identified by the City as a Distinctive Natural Area (DNA). The area is zoned for Commercial/Industrial use and requires a 15 percent open space/park land set-aside for new development (some exceptions apply). Proximity to Carter Creek and set-aside rule may permit incorporation into greenway.  Two other Douglas fir groves (DNAs) are located within the subbasin. One is north of Burma Road between Bangy and Kimball Court. This grove is separated from Carter Creek by Bonita Road and has limited potential for incorporation into a greenway corridor. The other grove is west of Peters Road and is surrounded by existing housing development; this grove also is a substantial distance from either Carter or Ball Creeks. Both of these Distinctive Natural Areas appear to be too isolated to incorporate as a local link in the greenway system.  One additional DNA—the Kruse Oak/Ash Forest—is located north of Kruse Way near Westlake Drive. This forest, like the groves discussed above, is isolated by roads and development. However, potential integration exists if a roadway link were to be established between Carter Creek and Westlake Park.



Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
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<p>Fanno Creek (unnamed headwater tributaries--<u>north</u>)</p>	<p>Multnomah Co. Basin: 258 acres</p>	<p>Hillside Development and Erosion Control  [New Significant Environmental Concern regs took effect Oct. 7, 1995 but do not apply to urban areas (i.e., within the UGB) such as this.]</p>	<p>This reach of Fanno Creek headwater tributaries is not directly or effectively protected by Multnomah County regulations. The Hillside Development and Erosion Control regulations provide limited, indirect conservation measures. A Hillside Development Permit is required in hazard areas (which apply only in the northwest corner of this sub-basin) or in areas exceeding 25% slope. If a permit is required, a geo-tech report must be prepared. However, based on consultations with geo-technical engineers, development within these steep or hazard lands will always be possible if funding is available for site engineering.</p> <p>This area will eventually annex to the City of Portland and receive Environmental zoning but current annexation plans (through 1997) do not include this area.</p> <p>This County section consists of two headwater tributaries that would be dry during the primary (summer) greenway use season. Nevertheless, the corridors remain forested and existing open space set-asides north of Thomas and 53rd Park and possible future PUD set-asides along the west creek fork could potentially be linked south to Fanno.</p>
<p>Fanno Creek (unnamed headwater tributaries--<u>north</u>)</p>	<p>Portland Basin: 1,020 ac.</p>	<p>Environmental Overlay Zones</p>	<p>This area is located between the Ivey and Sylvan Creek subbasins; jurisdiction is split between Portland and Multnomah County. As discussed above, there is essentially no protection in place for the creeks within the County. By contrast, Portland E-zones protect a 100-foot wide corridor along the creek.</p> <p>Greenway planning becomes challenging here because the tops and bottoms of these tributaries are in Portland while their middle reaches are in the County. As noted above, the unincorporated County land will annex to the City of Portland but no current annexation plans are in place. The two tributaries that appear to have the greatest greenway potential are: 1) the creek that passes Thomas and 53rd Park, and 2) the creek near SW Shattuck Road. Both creeks have a combination of large and/or undeveloped lots and existing open space set-asides. The latter creek (2) might serve as a connection to Council Crest Park and from there to downtown Portland via Marquam Nature Park and the Terwilliger Parkway.</p>
<p>Fanno Creek (unnamed headwater tributaries--<u>south</u>)</p>	<p>Portland Basin: 1,000 ac.</p>	<p>Environmental Overlay Zones</p>	<p>This is the far eastern headwaters of Fanno Creek. Protection measures in this area vary from Conservation zoning (along most of main stem Fanno) to Protection zoning (along most of the small headwater tributaries). Like the greenspaces themselves, the environmental zoning is somewhat fragmented. A large protected area is located along a forested ravine north of Hillsdale Park and Gray School.</p> <p>Existing development patterns may force some greenway linkages onto existing roads. As the easternmost point in the Fanno basin, this area could provide an important east-west link to the Terwilliger Parkway and points north and south.</p>

Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
Fanno Creek (main)	Beaverton Basin: 2,140 ac.	Significant Natural Resource Areas [Floodplain and Significant Tree regulations also apply.]	The reach of Fanno Creek passing through Beaverton is designated as a Significant Natural Resource Area (SNRA). Most of this area is City-owned open space (Fanno Creek Greenway). Upstream of Denney Road the creek crosses privately-owned, large lots that are "developed" outside of the SNRA area. This northern reach contains a more intact forested riparian corridor than the City greenway which lacks riparian vegetation in many areas. The entire reach of Fanno through Beaverton is protected by Floodplain and Significant Tree regulations as well as its SNRA designation. Beaverton is reported to have the most stringent regulations in Washington County.  Other SNRAs are located at Hyland Forest, at the west end of the Whitford Middle School, and north of Hackmore Ct. near 130th Ave. These areas are islands of forest surrounded by roads and development and are not associated with riparian corridors.
Fanno Creek (main)	Clackamas Co. Basin: 203 acres	Not applicable	This small section of Clackamas County technically is part of the Fanno basin but no watercourses or resource areas are located here. The subbasin is a residential community severed from any possible links to the Fanno Creek Greenway by Interstate 5 and existing industrial development in Tigard.
Fanno Creek (main)	Tigard Basin: 3,767 ac.	Sensitive Lands	The main stem of Fanno flows from Beaverton into Tigard where it is in a Sensitive Lands buffer varying in width between 200 and 800 feet. Both floodplain and wetland resources are designated as Sensitive Lands. Streams and wetlands receive a 25' setback under the USA requirements (see discussion for Ash Creek). However, this setback can be encroached upon through setback averaging or impact mitigation. As noted below, Tigard normally requires that development stay out of floodplains.  This reach of Fanno includes the A-Boy Plumbing site at Main Street which was the subject of the U.S. Supreme Court case, Dolan v. City of Tigard. No significant changes have transpired since the court's decision was issued except that Tigard is now relying more on floodplain and trail easements than on land dedications.
Fanno Creek (main)	Washington Co. Basin: 1,040 ac.	Significant Natural Resource	Significant Natural Resource designations apply to Fanno Creek but vary in width from 25 to 500 feet or more. One designated "significant natural area" (SNA) is located along Fanno north of Vermont St. and east of Nicol Rd. This SNA also is an identified scenic feature and links the Portland Golf Club with Bauman Park. As such, the site may be an important target acquisition site. Parts of this area will annex to Beaverton and parts to Portland; however, annexation boundaries, schedule and proposed resource regulations have not been determined.
Fanno Creek (confluence w/Tualatin)	Durham Basin: 151 acres	Greenway District	Durham's Greenway District is essentially a floodplain ordinance with limits on siting of structures within the 100-year floodplain. Durham requires dedication of floodplain areas to the City, but requirements appear ambiguous. Except for the northern 600' of Fanno near the railroad, all of greenway is already part of Durham City Park.

Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
Ivey Creek	Portland Basin: 304 acres	Environmental Overlay Zones	<p>Ivey Creek is a small tributary to Fanno that splits into two forks south of Hamilton Street. The north fork passes Hamilton Park. The creek is within continuous Protection zones (of 100 feet or more width) for most of its length. Conservation zones provide an additional buffer along certain parts of the creek.</p> <p>Some large lots and open space set-asides exist, particularly south of the park. A greenway link between the park and Fanno may be possible via conservation/trail easements. Council Crest Park is located at the top of the subbasin and is the closest park or potential greenway feature to downtown Portland within the Fanno basin. Links from the park to downtown via Marquam Nature Park and the Terwilliger Parkway may be possible.</p>
Pendleton Creek	Portland Basin: 231 acres [The last 1,000' (9 ac.) of creek is in Washington Co with 25' buffer.]	Environmental Overlay Zones	<p>Pendleton Creek is a small subbasin at the western boundary of Portland. Protection zones follow the creek between about 54th Avenue and the City limits. A large area of Conservation zone covers the forest north of the Alpenrose Dairy site (see comments for Vermont Creek). North-south linkages between the typically east-west corridors (e.g., Woods Creek, Vermont Creek and Fanno's main stem) could potentially be established through the forest and a redeveloped dairy site, and/or via Fairvale Court (through or adjacent to Pendleton Park and Hayhurst School).</p>
Summer Creek	Beaverton Basin: 1,332 ac.	Significant Natural Resource Area [Floodplain and Significant Tree regulations also apply.]	<p>SNRA protection along Summer Creek headwater tributaries ranges in width from 0 (where gaps exist) to 300 feet. The City inventory also shows scattered areas of Significant Trees in the Summer Creek basin. The largest of these, south of Weir Rd. near 160th Ave., is now mostly built out with housing and the Nancy Ryles school.</p> <p>Numerous large, undeveloped lots can still be found along portions of the Summer Creek tributaries and may be possible target sites for title or easement acquisition.</p>
Summer Creek/Bull Mountain	Tigard Basin: 1,248 ac.	Sensitive Lands	<p>The Bull Mountain area in the south part of the Summer Creek subbasin has been annexed incrementally to the City of Tigard, with large parcels yet to be incorporated. Slopes over 25% are designated Sensitive Lands; however, these lands can and are being readily developed subject to erosion and geo-technical standards. At the base of Bull Mountain, beginning in Jack Park, a Summer Creek tributary is protected with a Sensitive Lands (wetland) designation. Here, as in other parts of Washington County, the 25-foot Unified Sewerage Agency setback standard applies. This standard does not provide full resource protection, however, because development is still permitted with buffer averaging and/or impact mitigation.</p> <p>Though the slope provisions will not protect Bull Mountain, there is evidence that the stream corridors are receiving some open space set-asides when development occurs. Streamside linkages through these open spaces may be possible to connect Jack, Summerlake and Woodard Parks, as well as Fowler and Mary Woodward Schools.</p>

Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
Summer Creek/Bull Mountain	Washington Co. Basin: 1,363 ac.	Significant Natural Resource	<p>The northern slopes of Bull Mountain support the headwater tributaries to Summer Creek. Both the slopes and the tributaries are designated SNRs; the slopes west of the BPA/PGE power lines are "wildlife habitat" while the slopes to the east are "significant natural areas." The Bull Mountain slopes are also designated scenic features. North of Bull Mountain, Summer Creek tributaries are also designated SNR.</p> <p>Despite these protection designations, some of these slopes and riparian corridors have already been developed which suggests, as previously mentioned, that the regulations do not effectively protect natural resources. Portions of Bull Mountain have recently been annexed to Tigard which has designated slopes over 25% as Sensitive Lands. Acquisition should be considered at Bull Mountain and along Summer Creek tributaries before future development cuts off existing access corridors.</p>
Sylvan Creek (headwaters)	Multnomah Co. Basin: 266 acres [The northernmost tip of this creek (81 acres) begins in Portland, where it also has no environmental protection.]	Hillside Development and Erosion Control  [New Significant Environmental Concern (SEC) regulations took effect October 7, 1995 but do not apply to urban areas such as this.]	<p>This stream and associated tributaries in unincorporated Multnomah County are not directly protected. A Hillside Development Permit is required in hazard areas (which applies only along the easternmost border of this sub-basin) or in areas exceeding 25% slope. These regulations do not provide effective protection for the stream corridor as discussed previously for the County portion of Fanno Creek headwaters.</p> <p>Two areas of the Sylvan Creek portion of Multnomah County are slated to be annexed to the City of Portland. The Highlands subdivision and parts of Sunset Hwy. corridor are planned for annexation June 30, 1996; the 1995 Street of Dreams area is scheduled for June 30, 1997. A Boundary Commission meeting on this subject was held February 8, 1996. With no County SEC protection, the City will annex these areas without automatic protection; based on adjoining City E-zones, Protection and Conservation zoning along the creek can be expected but may be delayed for months if not years.</p> <p>The 1995 Street of Dreams development set aside open space areas along the creek that could provide some north-south connectivity; access south into Washington County becomes a problem, however, due to the existing housing development pattern.</p>
Sylvan Creek (headwaters)	Washington Co. Basin: 419 acres	Significant Natural Resource	<p>Though some wooded riparian corridor remains, this area of Sylvan is too densely platted and developed to provide real greenway opportunity. Raleigh Wood Park, though close to the main stem of Fanno, is isolated from it by major development at the Scholls Ferry Rd./Beaverton-Hillsdale Hwy. interchange. Though annexation boundaries are presently in dispute, this area will most likely annex to Portland rather than Beaverton. Metro is helping to mediate the dispute and is responsible for coordinating and approving the boundary determination.</p>

Resource/Corridor	Jurisdiction	Regulation	Opportunities/Limitations
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Vermont Creek	Portland Basin: 773 acres  [The outfall of this creek (last 700 feet, 38 acres) is in Washington Co. where it is identified as a SNR.]	Environmental Overlay Zones  [Coordination with Portland's ongoing SW Community Plan process is imperative.]	Vermont Creek received slightly unusual treatment by the City in that Protection zones were adopted without the typical Conservation zone buffer. The creek is still reasonably well protected within an average 100-foot wide corridor. Existing development patterns have restricted the riparian corridor width and fragmented some of its connectivity.  A Fanno Creek Resource Center is proposed along the creek at Shattuck and Vermont. Links downstream to Bauman Park and on to the Alpenrose Dairy site (see discussion for Fanno, Washington County). Redevelopment options that include recreational facilities are contemplated for the Alpenrose Dairy site in the SW Community Plan.  Gabriel Park, near Vermont Creek headwaters, is one of the largest parks in the Fanno Basin. While a connected greenway system along Vermont Creek could be difficult to achieve, multi-modal connections (primarily pedestrian and bicycle) over local streets from the park to other parts of the greenway system (such as Woods Creek) could be accomplished relatively easily. Multnomah Community Center and St. John Fisher, Maplewood and Hayhurst Schools are all within walking distance of Gabriel Park.
Woods Creek	Portland Basin: 550 acres	Environmental Overlay Zones	Woods Creek is possibly the most intact riparian corridor within Portland's roughly 4,700-acre headwaters section of the Fanno Creek basin. Beginning at Woods Memorial Park, the corridor is covered by Protection zones as wide as 300 feet with a surrounding buffer of Conservation zones which occasionally cover an additional 500 feet or more. The presence of undeveloped lots (both large and small) and three parks--Woods, April Hill and Hideaway (nearby in Washington County)--make this functioning corridor an opportune greenway target area. While the creek and some of its riparian corridor are protected, acquisition of trail easements would still be required. Since many contiguous lots are undeveloped and topographically constrained, fee title purchase may prove a worthwhile acquisition tool. The proximity of local schools--Maplewood and Smith--offers education and restoration opportunities as well (Portland Parks has worked with these schools on education/restoration projects in the past).
Woods Creek	Washington Co. Basin: 236 acres	Significant Natural Resource	County maps show a patchwork of habitat, water area and open space designations. As discussed for Ash Creek (above), minimum 25-foot creek buffers can be assumed.  Hideaway Park and identified scenic resources are located near the Portland City Limits. The Woods/Fanno Creek confluence is in the Portland Golf Club. Public pedestrian access through the Club may not be desirable, although use of the forest groves between fairways may be feasible (in a manner similar to the public recreational trail at Glendoveer Golf Course and others).

APPENDIX B

*Greenspace Planning and Public Involvement - Fanno Creek*

CONTACT LIST

(April 18, 1996)

Cont. P	Name	Affiliation	Address	Phone	Fax	Cont. Resp.	Date Cont.	Comments
1	Bill Barber	Metro, Transportation (Bicycles)	600 NE Grand Ave Portland, Oregon 97232	797-1758		MW / MF	3/20	<ul style="list-style-type: none"> <li>• need east-west connections and access points</li> <li>• greenway important for recreation and transportation – "the scenic route"</li> <li>• greenway important as incubation site for beginning bikers</li> <li>• need redesign of some existing segments</li> </ul>
1	Andy Cotugno	Metro Transportation	600 NE Grand Ave. Portland, Oregon 97232	797-1763		MW / MF	3/20	<ul style="list-style-type: none"> <li>• get as much connectivity as possible [connect Tualatin River with Terwilliger/Markham]</li> <li>• combination of sidewalks / bike paths greenway / natural areas / parks</li> <li>• match local option projects to Greenway goals</li> <li>• greenway connection most important in high density areas</li> </ul>
1	Allison Dobbins	Metro, Transportation (pedestrians)	600 NE Grand Ave. Portland, Oregon 97232	797-1748		MW / MF	3/20	<ul style="list-style-type: none"> <li>• connect schools and neighborhoods to designated greenway access points along route</li> <li>• integrate sidewalk construction to greenway access</li> </ul>
1	Dave Drescher	Metro, DRC	600 NE Grand Ave. Portland, Oregon 97232			MW	1/30	<ul style="list-style-type: none"> <li>• background - Fanno Creek Greenway</li> </ul>
1	Lori Faha	Tualatin Basin designated management group	USA	648-8730		MW / MF	3/19	
1	Rosemary Furfey	Metro Growth Management	600 NE Grand Ave. Portland, Oregon 97232	797-1726		MW	3/26	<ul style="list-style-type: none"> <li>• 100 year floodplain out of developable land in 2040 plan</li> <li>• working on code language for natural resource protection</li> <li>• storm water management <u>not</u> included in current work</li> </ul>

**Greenspace Planning and Public Involvement - Fanno Creek**

**C O N T A C T L I S T** *continued*

<i>Cont P</i>	<i>Name</i>	<i>Affiliation</i>	<i>Address</i>	<i>Phone</i>	<i>Fax</i>	<i>Cont. Resp.</i>	<i>Date Cont.</i>	<i>Comments</i>
1	Leonard Gard	SWNI	SW Neighborhood Office 7688 SW Capitol Highway Portland, Oregon 97219	823-4592		MW / MF	3/20	<ul style="list-style-type: none"> <li>provide access to neighborhood centers [Gabriel Park, Garden Home]</li> <li>favor developing several options for Portland portion of greenway</li> </ul>
	Dan Haggerty	Fans of Fanno Creek				MW / MF	3/27	<ul style="list-style-type: none"> <li>support purchase of infill along mainstem of Fanno Creek</li> <li>negotiate with landowners and developers to develop environmental design standards (alternatives to purchase and / or easements)</li> </ul>
	Andy Harris					MW	3/11	<ul style="list-style-type: none"> <li>existing connection between Willamette River downtown – PCC – Tryon via public / private easements / natural areas / parks</li> <li>20% natural area set aside for development</li> <li>explore tax adjustments for land trust donations or fee relief</li> </ul>
1	Mike Houck	Portland Audubon Society	5151 NW Cornell Rd. Portland, Oregon 97210			MW / MF	3/27	<ul style="list-style-type: none"> <li>support acquisition of gaps in trail (mouth of Fanno to Portland Golf Club)</li> <li>integrate active / passive recreation and wildlife habitat</li> <li>choose least cost / least environmental damage routes for trail</li> </ul>
1	Mel Huie	Metro, Parks and Greenspace	600 NE Grand Ave. Portland, Oregon 97232			MW	1/30	Background Interview: Fanno Creek Greenway
1	John Lecavalier	Fans of Fanno Creek	6300 SW Nicol Rd. Portland, Oregon 97223	246-7771		MW / FM	3/27	See Dan Haggerty
1	Deb Lev	City of Lake Oswego	380 A Avenue Lake Oswego, Oregon 97034	635-0290		MW	3/11	see Andy Harris

**Greenspace Planning and Public Involvement - Fanno Creek**

**C O N T A C T L I S T** *continued*

<i>Cont P</i>	<i>Name</i>	<i>Affiliation</i>	<i>Address</i>	<i>Phone</i>	<i>Fax</i>	<i>Cont. Resp.</i>	<i>Date Cont.</i>	<i>Comments</i>	
1	Jim	McIlhinney	THPRD		645-6433		MW	3/11	<ul style="list-style-type: none"> <li>• multi-purpose / multi-modal trail but primarily recreational</li> <li>• THPRD greenway goals: fill in the gaps within district / connect employment centers</li> <li>• just beginning to use conservation easements / very interested in partnerships</li> <li>• water quality / floodplain acquisition ok – but need recreation value</li> <li>• connect to Beaverton downtown</li> </ul>
	Terry	Moore	Portland Planning Bureau		823-3045		MW / MF	3/26	
1	Andy	Priebe	THPRD		645-6433		MW	3/11	see Jim McIlhinney
	Jim	Sjulin	Portland Parks	1120 SW Fifth Ave., Rm 1300 Portland, Oregon 97204	823-5122		MW	4/3	
	Dave	Smith	Wildlife Biologist (member of USA / Fanno Creek Management Plan Team)	3559 NW Stanton Portland, Oregon 97212	335-0380		MW / MF / DA	3/19	<ul style="list-style-type: none"> <li>• significant natural areas within Fanno Basin study area (USA management project) <ul style="list-style-type: none"> <li>– mouth of Fanno Creek (Durham Park / Cook Park / USA prop.)</li> <li>– Tigard Woods</li> <li>– East of 217 crossing (Beaverton)</li> <li>– OES marsh / Tower Field wetland</li> </ul> </li> </ul>
1	Kendra	Smith	KAI (Project Manager USA / Fanno Creek Management Pan)	12600 SW 72nd Tigard, Oregon 97223	w968-1605 h203-1382		MW / MF	3/5	<ul style="list-style-type: none"> <li>• provide continuous link of resources <ul style="list-style-type: none"> <li>– wildlife habitat</li> <li>– water quality</li> <li>– recreation: active and passive</li> </ul> </li> <li>• suggested connections: <ul style="list-style-type: none"> <li>– Rock Creek / Forest Park via downtown Beaverton</li> </ul> </li> <li>• USA Management Study focusing on restoration of floodplain function</li> </ul>
1	Arnin	Wahab	Portland BES	1120 SW Fifth Avenue Portland Oregon 97204	823-7895		MW / MF	1/21 & 3/5	



## APPENDIX C

### Fanno Creek Public Workshop Public Comments

April 16, 1996, 7 - 9 p.m., Beaverton City Hall

Attendance: 52 citizens

- I'm from Garden Home. I like your idea in Tier I in Scholls Ferry. I encourage you to go a few blocks further to Vista Brook Park. Most adjacent properties have already been acquired by THPRD.
- I have a question regarding the long-term sustainability of the water quality. Can it be maintained? I'm encouraging you to look at the headwaters, not just the trail or greenway.
- It's important to look at the integrity of the stream system as a whole.
- (Owns property on Fanno Creek in Tigard) Get enough property together conglomerated to make a difference. My fear is that "beads on a necklace" will be too disjointed. Coe development: otters, marmonts, etc. If you create that area, the people can walk through something nice, surrounded by natural setting.
- What percentage of continuous lands can be acquired? If can't get continuous, do we buy large pieces? Do we have the money to get those four large pieces? You're saying we can take care of purchasing tier I?
- Don't buy Greenway Park. Are you going to build bridges?

**Answer:** No.

- I live in Durham. Since 1966 when Durham was founded, I've been involved. I know the feeling of Durham City Council. I don't think Durham is interested in connecting Durham City Park to Tigard. We talked about connecting to Durham School and Tigard City Park, but were concerned about access. It's much easier to manage without having public access through the back. I've been on the city council for the first 16 years and planning commissioner for 9 years. I don't know how desirable a connection would be. We're concerned about vandalism, vehicles coming through, etc.
- I want to make a case for Woods Creek headwaters acquisition south of Multnomah Blvd. to the headwaters and Woods Park. Please give this serious consideration. (Cedar Meadows)
- (from Sylvan Creek) The tributaries are essential. I would like to see priorities (tiers) reversed to **first** protect the tributaries and headwaters. I'm concerned about the meaning of tier I and tier II.
- I live in southwest Portland. Southwest has a Southwest Plan that will make the area more dense. I want to make an argument for open spaces--for trees along Arnold Creek--to be able to **see** from my home. I want to argue for scattered open spaces.
- I've been a stakeholder on Fanno Creek for 30 years. Some money should be spent on **flood control**. We have more and more roofs, paving, flooding, etc. The creek rises eight to nine feet within 24 hours. Belle Air and Allen Blvd. are under water.

- What's your program for conservation easements?

**Answer:** We can accept gifts or purchase easements were applicable. Conservation easements provide for perpetual restriction on future use of the property, reduce estate taxes, and are considered by the IRS to be charitable gift deductions.

- Regarding flood control: USA [Unified Sewerage Agency] and BES [Portland Bureau of Environmental Services] want preservation, but BES has no budget for preservation in southwest Portland. I want to see money go into **parks**, not sewerage easements, utility uses of the land, etc.
- **Metro:** Let's see a show of hands of who wants the priority to be  
     main stem protection: 18  
     headwaters protection: 18
- It's more than just flood control; it's fish habitat, water quality and quantity of flow; phosphorous removal.
- What do you know about Beaverton local share?

**Answer:** \$239,000 unallocated. Public meetings will be held by Beaverton Council.

- We can't purchase all green areas. \$3.5 million is not much. Concentrate on getting land in the stem and at the headwaters that if not gotten now, will be soon developed. You should go after what's now available. Concentrate on what is going to be developed. There may be more money available in the future. It's crazy to go traipsing after the first three little acres. Voters didn't vote on specific green blobs. Go after more money later--need another bond measure. (followed by applause from many participants)

We will need another bond measure

- I hope you're first in line to volunteer to help a money bond measure. It takes hours and hours to get one passed!
- Which neighborhood association did you go to? You need to go through the grass roots organizations. CPOs are not neighborhood associations! The county line divides. Land use committee and board are key to getting to neighborhood associations, and you are not there!! You have to be present.
- It may not be best to have predetermined criteria. I'd like to see multiple areas, multiple criteria for multiple areas.
- I'm interested in a specific area. These people [staff] have more information than all of us in this room. You'll never please all of the people. It's commendable to have goal and get input, but it's like having a basketball team and filling spots on the team. Regardless of overall objectives, it's important to make the best purchase at that time. Have flexibility.
- In order to measure success afterwards, it may be worth having an easily attainable conceptual goal so you can point to success to bid for more money. That's is therefore a strong argument for main stem acquisition. It's hard to see if you were successful if acquire in small areas in the headwaters.

- One goal of Fanno Westside Trail is to connect to Tigard, Durham, Tualatin. It is a way to give southwest Portland residents access within five years to a trail that they don't have to drive to.
- I would like to see the GIS layer of citizen nominations on a map. In 1992 nominations were done.
- Have you run into opposition from local jurisdictions in other target areas?

**Answer:** Local jurisdictions are usually supportive.

- LIDs? encourage preservation of land?
- I support acquisition of the headlands area. I grew up in the area and want woods for children to play in, to protect water quality.
- If spend money in the first year or two, then go to the voters to get more money.
- You've got to be fair with what you present and deliver. I want a management plan. We were told we could get open spaces in southwest Portland, but instead it is out in Washington County.
- I want to protect the stream integrity. I don't want bureaucratic references to water quality. I'm referring to the ecology of the stream: the riparian areas, wildlife area and the fish in the stream. Nail down what you mean to preserve in a "natural state." A natural state does not exist in many areas.
- Create a system that gets better. I don't want it to be changed 50 years from now. I want it **for perpetuity**. This may be a way to move sewers back to streets.
- We can't anticipate what will come in the future; there may be unexpected alternatives we can't imagine now.

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### FANNO CREEK GREENWAY QUESTIONNAIRE

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The Metro staff invites you to participate in the refinement process for the Fanno Creek Greenway study. Refinement is the public process through which Metro adopts specific geographical boundaries and objectives for each target area. In the course of this process we interview stakeholders, evaluate the undeveloped land in the target area and formulate preliminary objectives. Please assist us by completing this questionnaire and sharing your ideas.

1. For the Refinement process being undertaken by the Metro staff, what key elements of the Fanno Creek Greenway acquisition should be emphasized? (Rank in order from 1 to 5, with 1 being the most preferred choice, and 5 as the least important ).

- \_\_\_\_\_ Connecting links to open space natural areas, parks, trails and greenways.
- \_\_\_\_\_ Acquisition of the 100-year floodplain for urban open space, water quality, flooding protection, selected public access, etc.
- \_\_\_\_\_ Acquisition of land for future pedestrian/bike paths along the greenway.
- \_\_\_\_\_ Acquisition of larger acreage parcels adjacent to Fanno Creek for passive recreation purposes and rest stops along the greenway.
- \_\_\_\_\_ Protection of the watershed and the tributaries that feed Fanno Creek for water quantity and quality.
- \_\_\_\_\_ Other \_\_\_\_\_

2. What other interests should be considered? (Rank 1 to 5)

- \_\_\_\_\_ Preservation/restoration of natural wildlife habitat
- \_\_\_\_\_ Picnicking areas
- \_\_\_\_\_ Public access
- \_\_\_\_\_ Wetlands and riparian (streamside) corridors
- \_\_\_\_\_ Educational opportunities
- \_\_\_\_\_ Other \_\_\_\_\_

3. Specifically, where would you like to have better access to Fanno Creek?

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4. Are there any locations where you would recommend against access?  
Please briefly explain why.

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5. What further suggestions would you propose to enhance the Fanno Creek Greenway?

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6. What additional information would be helpful to you?

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7. Additional comments:

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8. Are you interested in participating in the Open Space Program as a willing seller or benefactor in the form of a donation, dedication or conservation easement?

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Name, Address, Phone (OPTIONAL)

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\_\_\_\_\_ Please add my name to your Fanno Creek Greenway Mailing List regarding future information, public meetings and events.

Please return to Metro Open Spaces Program, 600 Northeast Grand Avenue, Portland, OR 97232-2736. You may also call Metro's Open Spaces Hotline at 797-1919 for more information or to leave a comment.

## Appendix E

### CHALLENGE GRANT GUIDELINES

- \$1,000,000 challenge grant account.
- Willing seller.
- The property under consideration must include creek frontage or wetland features and its purchase must benefit the watershed.
- Subject to deed restriction keeping property in natural condition in perpetuity.
- Available until 1999 (or until the fund is depleted, whichever is first).
- First come/first served.
- Site must be predominantly in natural condition at time of purchase.
- Goal of a minimum 25% non-Metro match.

# DRAFT REFINEMENT PLAN

## LEGEND



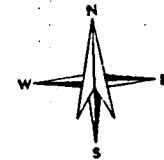
TIER I

## Fanno Creek Greenway

### OWNERSHIP

- Federal
- State
- County (> .2 acres)
- City
- School District
- Service District
- Parks/Open Space

- Rivers/Streams
- Contour lines



METRO  
 600 NE Grand Ave.  
 Portland, OR 97232-2736  
 (503) 797-1700

Scale: 1" = 4700'  
 0 4700

