

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING ) RESOLUTION NO. 96-2341  
A REFINEMENT PLAN FOR THE )  
COLUMBIA RIVER SHORELINE ) Introduced by Mike Burton  
AND ISLANDS TARGET AREA ) Executive Officer  
AS OUTLINED IN THE OPEN SPACE )  
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 Columbia River Shoreline and Islands 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 Columbia River Shoreline and Islands 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 13<sup>th</sup> day of June, 1996.

  
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Jon Kvistad, Presiding Officer

Approved as to Form:

  
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Daniel B. Cooper, General Counsel

EXHIBIT A

Legal Description of the Taber property

A tract of land located in Section 21, Township 2 North, Range 1 West of the Willamette Meridian, in the County of Multnomah and State of Oregon more particularly described as follows:

Commencing at the most Northerly Northeast corner of the James Menzie Donation Land Claim, being Claim No. 45 Notification No. 4492; thence North  $30^{\circ}46'$  East 1728.6 feet; thence North  $36^{\circ}34'$  West 2156.0 feet to a 1 inch iron pipe located on the West bank of the Gilbert River; thence South  $72^{\circ}28'10''$  West (the Deed bearing for the same line is South  $72^{\circ}39'$  West) 1874.51 feet; thence North  $17^{\circ}21'$  West 495.81 feet to a 1 inch iron pipe and the true point of beginning, said point being the Northeast corner of the tract conveyed to Multnomah County by Deed recorded April 12, 1962, in Book 2111 Page 175, Deed Records; thence North  $72^{\circ}28'10''$  East 1575.76 feet to a 5/8 inch iron rod on the West bank of the Gilbert River; thence along said West bank North  $28^{\circ}12'30''$  West 286.05 feet to a 5/8 inch iron rod; thence continuing along said bank North  $13^{\circ}48'40''$  West 431.93 feet to a 1 inch galvanized iron pipe, said pipe being the most Easterly corner of the tract conveyed to Multnomah County by Deed recorded May 25, 1967 in Book 563 Page 664 Deed Records; thence South  $63^{\circ}20'40''$  West along the boundary line of said tract 1569.19 feet to a 1 inch galvanized iron pipe; thence South  $17^{\circ}21'$  East continuing along said boundary line 463.26 feet to the true point of beginning.

## Staff Report

### **CONSIDERATION OF RESOLUTION NO. 96-2341, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE COLUMBIA RIVER SHORELINE AND ISLANDS TARGET AREA AS OUTLINED IN THE OPEN SPACES IMPLEMENTATION WORK PLAN**

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**Date:** May 23, 1996

**Presented by:**

**Charles Ciecko  
Jim Desmond**

#### **PROPOSED ACTION**

**Resolution No. 96-2341 requests approval of a refinement plan and adoption of target area boundaries and objectives for The Columbia River Shoreline and Islands 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) is as follows:

"Troutdale vicinity. Columbia River Shoreline. Acquire 95 acres of riparian and island habitat west of the Sandy River."

In the 1992 Greenspaces Master Plan, the Columbia River Shoreline area is described as follows:

"Columbia River Shoreline. (Columbia River watershed). Important wildlife refuges (osprey, bald eagles, herons) and recreational resources on Gary, Flagg, Government and West Hayden Islands."

#### **Target Area Description**

The Columbia River Shoreline target area is broadly defined as the immediate shoreline (land north of the levee) from the Sandy River delta west to Kelly Point Park, with emphasis on the area east of Interstate 205. The area has a mix of land uses including industrial, commercial, residential (both houses and houseboats), developed recreation and open space. Marine Drive, a high-volume arterial that serves as a truck route, parallels the shoreline for most of the target area, either on the top of the levee or adjacent to it. Most of the undeveloped shoreline is a narrow band of upland (located between the levee and the Columbia River) that contains herbaceous vegetation, rip-rap, dredge spoil and paved trails. Only very scattered, small, remnant forested riparian habitat is present.

For general planning purposes, Columbia River Shoreline can be divided into five segments.

Sandy River to Chinook Landing. This stretch of shoreline is within unincorporated Multnomah County and the City of Fairview; it is adjacent to the City of Troutdale. This segment is different in character because Marine Drive runs southeast, away from the levee, from Chinook Landing to Interstate 84. The land area between the levee and the river is wider than other segments of

the shoreline, however, scattered industrial sites, marinas, and active sand and gravel operations fragment the riparian area. The west bank of the Sandy River is the largest block of riparian forest in the target area and matches the undisturbed habitat areas east of the Sandy River.

Chinook Landing to I-205. This stretch of shoreline is within the City of Fairview, the City of Gresham and the City of Portland. This segment is a narrow strip of land between the levee and the river, with Marine Drive running along the top of the levee. The area is mostly developed for sand and gravel operations, houseboat marinas and housing. From 158th Avenue east to McGuire Point (180th Avenue) the shoreline is undeveloped and publicly owned, with a bikeway running along the shoreline and separated from Marine Drive.

I-205 to I-5. This stretch of shoreline is entirely within the City of Portland. Most of the undeveloped land is owned by the Port of Portland as part of Portland International Airport. Other uses include houseboat marinas, residences and water-oriented commercial development.

I-5 to Kelly Point Park. This stretch of shoreline is entirely within the City of Portland. Most of the shoreline is developed for industrial uses associated with the Port of Portland.

Columbia River Islands. The Columbia River islands are all at least partially forested and offer relatively high quality wildlife habitat. The four islands that were identified in the Greenspaces Master Plan are just some of the Columbia River islands from the Sandy River to the Willamette River. Gary and Flagg islands, which are already managed by Metro (Multnomah County transfer), are east of the Sandy River confluence and are a part of the Columbia River Gorge National Scenic Area and included in the Sandy River Delta Plan prepared by the U.S. Forest Service. Government Island, largely owned by the Port of Portland, except for approximately 220 acres of private land on the eastern tip, is forested with meadows that are used for livestock grazing. The Jewit Lake basin, on Government Island, is currently being managed by the Port of Portland to enhance wildlife values through wetlands restoration. West Hayden Island, also owned by the Port of Portland, is a combination of riparian forests, wetlands, upland meadows, and sandy beaches, although most of the habitat has been disturbed, in some way, by farming, grazing and filling associated with the disposal of dredge spoils.

The target area overlays a number of local jurisdictions, including Multnomah County, Troutdale, Fairview, Gresham, Portland, the Port of Portland, and the Multnomah County Drainage District.

### **Refinement Process**

The Open Spaces Implementation Work Plan, adopted by the Metro Council in November 1995, requires that a Refinement Plan be submitted to the Council for review and adoption prior to the acquisition of property in 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. 95-228. 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."

During the refinement process, Metro staff compiled available information about the Columbia River Shoreline target area, analyzed maps, and conducted biological field visits. Individuals

were interviewed representing various governmental agencies, property owners, neighborhood associations, non-profit advocacy groups, and natural resource experts. The key points from the interviews are summarized in Appendix A.

A public workshop to discuss the proposed Refinement Plan was held on May 9, 1996 at Blue Lake Park. Fourteen people attended and their comments are summarized in Appendix B.

### **Findings**

- Only scattered remnant forested riparian habitat is still present along the Columbia River Shoreline. These remaining areas are potentially developable, however, the mitigation required for forested wetlands could make it prohibitively expensive. With the possible exception of a few areas, most undeveloped sites are small, isolated parcels that have been disturbed in some manner. Some large blocks of riparian cottonwood forest still remain northeast of Troutdale. While development potential is limited, these lands are still at risk from logging or poor land management.
- The Columbia River Bikeway provides public trail access along the shoreline. In many places, the trail is adjacent to Marine Drive, a high-volume, high-speed truck route that can create unsafe conditions for pedestrians and bicyclists. There is a great deal of support for providing a path that is physically separated from Marine Drive, similar to the segment that runs from 148th Avenue to 180th Avenue.
- The Columbia River Bikeway, which is part of the 40-mile Loop Trail System, is incomplete in the sense that it lacks good connections to other regional trails, especially on the east end. The existing bikeway ends on Marine Drive near the Troutdale Airport. There may be opportunities to link the bikeway to other trails further east to the Columbia River Gorge, the Sandy River, and the Beaver Creek Canyon Greenway. A number of stakeholders interviewed expressed an interest in making a trail connection along the top of the levee from Chinook Landing to the Sandy River and around to Interstate 84. Partnership opportunities are possible with other local jurisdictions to make other north/south trail connections, such as the Gresham/Fairview Trail, or along the Columbia Slough.
- Public access to the Columbia River shoreline should be improved. There are a limited number of areas where people can enjoy the shoreline, especially if they do not have a boat. Broughton Beach was identified as the major area that serves this purpose, with other areas such as Sauvie Island or Rooster Rock State Park being less accessible or farther away from the Metro region.
- According to the Oregon State Marine Board, the Portland metropolitan area is deficient in boat access sites. This deficiency will grow as the area's population increases. Enhanced boater access facilities are needed along the Columbia River.

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

A presentation of the staff report was given by Metro staff and consultants at a public meeting in Room 370A of Metro Regional Center on April 25, 1996. This analysis and the resulting objectives were approved by a unanimous vote of the Regional Parks and Greenspaces Advisory Committee.

## **GOAL**

Preserve remaining habitat along the Columbia River shoreline and islands from NE 33rd Avenue east to the Sandy River. Improve opportunities for public access to the Columbia River.

## **OBJECTIVES**

### **Tier I Objectives**

- Acquire/protect the remaining riparian habitat associated directly with the Columbia River shoreline and islands. Particular emphasis shall be placed on mature cottonwood forest areas located north of the levee.
- Acquire lands along the shoreline suitable for future public access, including boater access.
- Consolidate public ownership of Columbia River islands.

### **Tier II Objectives**

- Consolidate public ownership along the shoreline. Where possible, priority should be given to those parcels that will facilitate a future separated trail along the river from Blue Lake Park to M. James Gleason Boat Ramp and from Chinook Landing to the Sandy River.

### **Tier III Objectives**

- Protect/acquire cottonwood forest/wetland habitat south of Marine Drive; specifically along NE 185th west of Blue Lake, Osbourne Creek Wetland and Four Corners.

### **Partnership Recommendations**

- Work with the cities of Troutdale, Fairview, Gresham and Portland to acquire and develop appropriate trail linkages along the shoreline and connections to the Columbia Slough and associated wetlands.
- Work with Port of Portland to manage Port-owned lands to provide better public access to the shoreline.
- Participate in the Government Island joint management planning process with the Port of Portland, Oregon State Parks and the State Marine Board.

### **Executive Officer's Recommendation**

The Executive Officer recommends passage of Resolution No. 96-2341.

**APPENDIX A**  
**Columbia River Shoreline/Islands**  
**Stakeholder Interview Summary**

- Currently no public access to river in Gresham.
- Need to protect forested wetlands west of Blue Lake Park and incorporate a trail system from the Columbia Slough to the river.
- City of Fairview Parks Master Plan focuses on trail connections to the south shore of Fairview Lake and Osbourne Creek.
- Riparian forest strip between dike and shoreline along Columbia and Sandy rivers would complement the Sandy River Delta area, which is in public ownership.
- The west bank of the Sandy River is inside the scenic area, so any development project can not impact wild and scenic values.
- ODOT has been discussing plans for new trail connections across Sandy River as part of a new I-84 bridge.
- Acquisitions need to be a part of a bigger picture, not scattered sites.
- Government Island: private land would be a good acquisition to block up public ownership. Port of Portland, Metro, State Parks and Marine Board are starting management plan process.
- Kelly Point to I-5: not much opportunity.
- Portland: not much along shoreline, mostly Port of Portland industrial lands.
- East of Fairview has the best natural values.
- Potential connections to shoreline.
- Need to look at access to shoreline and eliminate need to travel across Marine Drive (public safety issue).
- Highest priority is to establish a trail along the top of the dike from Chinook Landing to I-84 on Sandy River and to move the trail off Marine Drive, east of 223rd Ave.
- Fairview: natural area with forested wetlands east of Chinook Landing.
- Forested wetlands along Marine Drive (east of 223rd Ave) should be considered.
- Four Corners area is possible connection to the slough, only some of the area is protected.

- Most of shoreline between I-205 and 181st is public ownership or developed.
- Gateway to Columbia River Gorge at I-84 and Sandy River will provide connections to 1000 Trails area.
- Westside of Sandy River should be connected to match public holdings along eastside.
- The top of the dike makes a natural pathway through area.
- 133rd to I-205: mixed ownership (City, Port of Portland, private) - development difficult due to airport approaches, City sewer outfall would discourage houseboats.
- Broughton Beach: only regional beach access, important to maintain access.

**Stakeholders Interviewed:**

Bob Acres, 40-Mile Loop, 665-5519

Alice Blatt, 253-6247

Duncan Brown, Bob Glasscock, Portland Bureau of Planning, 823-7841

Charlie Ciecko, Metro, 797-1843

Julie Conway, Les Wilkins, Marianne Zarkin, Parks and Recreation Division, City of Gresham  
618-2858

Gary Coons, Columbia Neighborhood Association, 230-3845

Tim Hayford, Mult. Co. Drainage District, 281-5675

Jerry Hedrick, Division of State Lands, 378-3805 ext. 274

Virginia Kelley, USFS - Columbia River Gorge National Scenic Area, 386-2333

Valerie Lantz, City of Troutdale, 665-5175

Jim Laubenthal, Port of Portland, 731-7526

Glenn Littrell, Oregon State Parks, 695-2261

Anne Nickel, Columbia Corridor Association, 287-8686

Chris Noble, Jane Graybill, Jean Ridings, Friends of Blue Lake, 666-6433

Linda Robinson, 261-9566



**Appendix B  
Columbia Shoreline  
Comments from the Public Workshop held May 9, 1996**

The Lake House, Blue Lake Park, Fairview  
Attendance: 14 citizens

- How long will you wait until you pass on a property and go on to Tier II?

Answer: We won't hold off on going ahead with Tier II. We'll budget for the properties in Tier I and hold the money for them for several years. If after several years the property owners are still not willing sellers, we may go back to Metro Council and ask the council if they want to change acquisition objectives.

- Does Metro maintain control of properties after they are acquired?

Answer: In our master plan, we're required to ask local jurisdictions to see if they want to manage a property. We will work out agreements with local jurisdictions for management.

- If local jurisdiction bought a property, would they have to use it for the same purposes as Metro?

Answer: No, not if they are using unrestricted funds. Metro will be landbanking property. Our primary focus will always be to preserve the natural resource.

- How far in from the shoreline will you pursue acquisitions?

Answer: Our Metro attorney has advised us that because of the bond language, we need to show that no land is available on the shore or islands before we can acquire land south of the shoreline.

- Troutdale adopted a master plan recently. Our [Troutdale's] intention is to have continuous natural area along the west shore of the Sandy River out to the Columbia River. Metro's proposed plan for this area overlaps with Troutdale's plan. The Troutdale plan shows a combination of greenway to be left natural and parks for public access to be managed by the city. The bulk of it is to be left in a natural state.

- Gresham finished their parks master plan also. The City of Gresham is most interested in the area west of Blue and Fairview lakes, within the City of Gresham. (Two persons raised their hand as being in support of this area).

- The bond language refers to cultural values. Are there any cultural values or sites on the islands?

Answer: The City of Portland did not identify any cultural resources on the islands.

- Is any area south of Fairview Lake included?

Answer: The bond measure drafts included areas south of Fairview Lake, but Fairview requested that they be taken off the bond measure. The Metro Council voted to take them off the bond, so they are not included.

- The area west of Fairview Creek where it enters Fairview Lake is zoned for residential, with a few very small parks with trails through the residential area. It is unfortunate because that is the Osborne Creek forested wetland in that area. We fought very hard to have it preserved. There are very few forested wetlands remaining. Also, another forested Wetland remains on the Winmar property.

- In talking to people who live in the area, in reference to a trail, it would be nice to buy an easement to the south side of the dike, from 184th to Blue Lake [Chinook Landing to the Sandy Delta]. Will other ownership be affected?

Answer: The Dike is an easement owned by the Army Corps of Engineers (as indicated by Tim Haford at the drainage district.) We talked about trying to get a trail on top of the dike. We could work with adjacent land owners.

- Did you have any contact with Reynolds Aluminum in this process?

Answer: No, but they were invited tonight.

- When the audience was asked if there was general agreement with the prepared objectives, the group generally answered yes.
- I would like to see the south of Fairview Lake included, and I'd like to see a trail on the dike.
- I feel strongly about preserving a historic, forested wetland remnant in the Winmar property at about 185th. It's not protected. It's my understanding from the Division of State Lands that that area is still available for industrial development. In the permitting process they decided that it is not a wetland, but we all know it is full of water now and is a wetland.
- Reference made to the Four-Corners area between the Columbia River and the Columbia Slough.
- Is Metro targeting any of the P-zone property, and if so why?

Answer: Not on this Columbia Shoreline project, but in other areas we are. We may purchase it to restore it and give public access. There are a variety of reasons for acquiring P-zone properties. Price should reflect zoning and that the land is nearly useless for development.

- Will you landbank land without public access, such as on the islands?

Answer: We're not going to fence off Government Island. The money should go to buy land, not improvements. This is what the voters wanted. We can use bond money for stabilization to secure the property.

- Do you have a priority on less expensive land?

Answer: All real prioritization is done by our staff biologist. Then we consider the best bargains, partners, leveraged money and willing sellers.

- Would you manage the islands with the Port of Portland?

Answer: There are ongoing discussions regarding Metro managing certain properties owned by Port of Portland.

- What is your timeline to accomplish Tier I and II?

Answer: It depends on the willing sellers. We hope to adopt a plan by mid-June. We are already talking to some interested sellers. We are hoping to get 60% of the land purchased in the first year of the program.

**Appendix C  
Columbia Shoreline/Islands  
Biological Resources Overview**

May 1, 1996

This report documents findings of the initial biological resources investigation of the Columbia Shoreline and Islands target area where land acquisition is proposed as part of the Metro Open Spaces Program. The target area for this investigation was 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 area. 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. The results of the initial studies are 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 for the target area.

The lower Columbia Shoreline is defined for this study as the immediate shoreline from the Sandy River delta to Kelly Point Park, with emphasis on the area east of Interstate 205. The islands within the target area are all located within the Columbia River and include Flag, Sand, Government, Gary, and Hayden islands. The study area has a mixture of land uses including industrial, commercial, agricultural, housing, developed recreation and open space. The majority of the immediate, undeveloped Columbia shoreline is a narrow band of upland habitat, between the levee and the river, that contains herbaceous vegetation, rip-rap, dredge spoil, and paved trails. Only very scattered remnant forested riparian resources are present in this area. Marine Drive, a high volume arterial, is located on or near the levee for the majority of the study area. The exception to this is the area between the Sandy River and Chinook Landing where Marine Drive diverts to the south. Scattered industrial sites, moorages, a marina, and active dredge spoil areas fragment the riparian area along the river between the Interstate 205 bridge and the Sandy River. Due to the above mentioned factors, wildlife habitat value for the majority of the Columbia River shoreline is low. The exceptions are the areas where riparian forest and wetland habitats exist.

All of the islands are providing relatively high quality wildlife habitat, excluding the eastern portion of Hayden Island where extensive development exist. Each island is at least partially forested. Other habitats include wetlands, meadows, sloughs and upland shrub. Government Island, mostly under Port of Portland management, provides some high quality habitat features, however livestock grazing has reduced habitat suitability for many wildlife species. The Jewit Lake basin, on Government Island, is currently being managed to enhance wildlife habitat by excluded cattle and controlling water levels.

The land outside of the levee, often called South Shore, has a long history of land modifications including draining, stream/slough channeling, land clearing, agriculture, filling and leveling, and industrial and commercial development. Only remnant areas of undeveloped habitats are found in the area. Commercial development and agriculture are the predominate land uses of the area with the exception of Blue Lake Park.

The remnant forest habitat found in the study area is largely associated with sloughs and wetlands that were likely less desirable for development or agriculture. These forested habitats are presently dominated by lowland deciduous trees -- cottonwood, willow, and ash. The understory is often young cottonwood and willow with scattered native shrubs, e.g. elderberry, snowberry, wild rose, and hazelnut. Blackberry is very common and is often the dominant shrub in these areas. These areas are providing the most important wildlife habitat in the South Shore area. Numerous natural resource studies of been conducted in this region by private groups and public agencies. Many of the studies describe in detail wildlife use, habitat conditions, and conservation plans for South Shore. Since South Shore is not considered a priority area (Tier I or II) for this target area, extensive interviews or information reviews were not conducted. If Metro decides to explore the South Shore for land acquisition, meetings with agencies and organizations (BES, Multnomah County, etc.) conducting work in the area should be scheduled to coordinate conservation and management efforts.

Acquisition and protection should focus on islands, remnant lowland forest and wetland areas, particularly in areas with increasing development pressures. Priority should be given to lands that will (1) maintain corridors, (2) increase the size of protected or dedicated lands (i.e. mitigation sites and E-zones), and (3) protect significant wildlife areas (i.e. heron rookeries).

#### **Persons interviewed and general comments:**

##### **Esther Lev, Wetlands Conservancy Biologist**

- concerned about existing forested wetlands such as the Subaru wetlands
- feels that acquisition sites should compliment the extensive work being completed on the South Shore/Columbia Slough areas

##### **Joe Pesek, ODFW Biologist**

- states the heron rookeries are very important
- would like to see all of Government Island under public ownership
- concerned about the few remaining forested wetlands

##### **Mike Houck, Portland Audubon Biologist**

- would like to see the Subaru wetlands, all the islands, and the heron rookery by Heron Lake Golf Course protected.

##### **Mary Abrams, BES staff**

- identified several sites that would compliment existing or future BES water quality facilities, all in the South Shore area

Prepared by: David R. Smith, Wildlife Dynamics, Inc.

