

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING) RESOLUTION NO. 96-2357
A REFINEMENT PLAN FOR THE)
MULTNOMAH CHANNEL TARGET AREA) Introduced by Mike Burton
AS OUTLINED IN THE OPEN SPACE) Executive Officer
IMPLEMENTATION WORK PLAN)

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

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

WHEREAS, the Multnomah Channel was designated as a greenspace of regional significance in the Greenspaces Master Plan and identified as a regional target area in the Open Space, Parks and Streams Bond Measure; and

WHEREAS, in November 1995, the Metro Council adopted the Open Space Implementation Work Plan, which calls for a public "refinement" process whereby Metro adopts a Refinement Plan including objectives and a confidential tax-lot-specific map identifying priority properties for acquisition; and

WHEREAS, Resolution No. 95-2228^A authorizes the Executive Officer to purchase property with accepted acquisition guidelines as outlined in the Open Space Implementation Work Plan, now therefore,

BE IT RESOLVED,

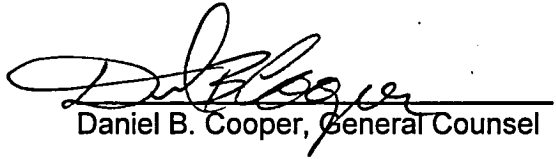
That the Metro Council adopts the Multnomah Channel Refinement Plan, consisting of objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, authorizing the Executive Officer to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan adopted in November, 1995 and in Resolution No. 95-2228^A.

ADOPTED by Metro Council this 11th day of July, 1996.



Jon Kvistad, Presiding Officer

Approved as to Form:



Daniel B. Cooper, General Counsel

Staff Report

CONSIDERATION OF RESOLUTION NO. 96-2357, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE MULTNOMAH CHANNEL TARGET AREA AS OUTLINED IN THE OPEN SPACES IMPLEMENTATION WORK PLAN

Date: JUNE 19, 1996

Presented by: Charles Ciecko
Jim Desmond

PROPOSED ACTION

Resolution No. 96-2357 requests approval of a refinement plan and adoption of target area boundaries and objectives for the Multnomah Channel 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 92-2029B) is as follows:

"Multnomah Channel. Acquire 500 acres along west bank of channel for wildlife habitat in Willamette Greenway."

In the 1992 Greenspaces Master Plan, the Multnomah Channel/Sauvie Island refinement area is described as follows:

"The Multnomah Channel/Sauvie Island complex is among the largest remnants of a once common system of braided channels, wetlands and riparian areas along the Willamette and Columbia rivers. While family farms and nurseries are the dominant uses on Sauvie Island, the combination of vegetative and wildlife communities make this one of the more biologically diverse areas in the region. Its location between the Columbia River and the Tualatin Mountains/West Hills geographic units increases its value for ecosystem connectivity."

TARGET AREA DESCRIPTION

The Multnomah Channel target area is located approximately four miles north of Portland city limits. It extends from the south tip of Sauvie Island, north six miles to Rocky Point, a geographical landmark on the mainland. The original target area description in the bond measure fact sheet limited the area to the west bank of the channel. It is now apparent that it is important to also protect the land on the east side of the channel. Therefore, the target area includes land on both sides of the Multnomah Channel as well as the Tualatin Mountains watersheds west of Highway 30 which drain to the Multnomah Channel.

Approximately 400 acres of the target area is already in public ownership. This area, known as Burlington Bottoms, was purchased by the Bonneville Power Administration (BPA) as a mitigation project.

Multnomah Channel is a narrow channel of the Willamette River which flows on the west side of Sauvie Island to the Columbia River. All migrating salmon use the channel to enter the Willamette River rather than entering from the Columbia River. The lowland area along the channel is composed of floodplain/river terrace wetlands which were common along metropolitan-area rivers prior to settlement. The area provides important habitat for a variety of wildlife. The target area has connections or proximity to other existing open spaces including the Forest Park Ancient Forest, Wapato State Park and Howell Territorial Park.

The area is characterized by an ash, willow and cottonwood forest, with some meadows and pasture. Seasonal and perennial ponds are found throughout the area. The area is below 50 feet elevation and is inundated by the channel. Approximately 60% of the site is estimated to be wetland, although no specific delineation has been completed. The wetland habitat attracts a large concentration of migratory waterfowl, including tundra and trumpeter swans. The shoreline has a number of small coves which provide cover for a variety of wildlife. The wetlands are fed from both perennial and intermittent streams in the adjacent Tualatin hills. Portions of this watershed have been logged in the past.

A few homes and farm buildings are located in the area. The homes are all adjacent to Highway 30. A rail line parallels Highway 30 along the length of the target area. One grade crossing provides site access. This access is located just north of the Burlington Bottoms wetland.

Currently, this area is zoned as MUA-20 which allows one home per 20 acres. Most of the land is presently grazed and all is within the 100 year flood plain. The shoreline area is subject to development for houseboat moorages and other water dependent uses.

The target area also has a rich historical and cultural background. It was an important and heavily used area for Native Americans for collection of Wapato, a major food source. Fort Williams, which was located on Sauvie Island, was one of the first fur trading sites in the region.

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. 95-2228. Resolution No. 95-2228 "authorizes the Executive Officer to acquire real property and property interests subject to the requirements of the Acquisition Parameters and Due Diligence guidelines of the Open Space Implementation Work Plan."

During the refinement process, Metro staff compiled available information about the Multnomah Channel 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. Interviews were conducted with 12 people, representing island and channel residents, public agency managers, and marina owners. The key points from the interviews are summarized in Appendix A. Interviews were not conducted with the property owners in the target area.

All of the property owners have been previously contacted by The Nature Conservancy under the direction of Metro.

A public workshop to discuss the proposed refinement plan was held on May 29, 1996 at Linnton Community Center. The meeting was attended by approximately 30 people. Property owners were invited to the public meeting and some attended. The people at the meeting were supportive of the program. No suggestions were made to alter the acquisition plans. Comment from this meeting are summarized in Appendix B.

Findings

- The Multnomah Channel target area is a regionally significant natural resource due to its water quality, flood storage, recreation, fish and wildlife values.
- The bond measure goal of acquiring 500 acres will help to expand and link existing open spaces as well as protect valuable wetland habitat, and maintain open water boating opportunities in the Channel.
- The area includes sites of archeological and historical significance that should be protected.
- Because of the Channel's narrow width it is important to maintain the existing open waterway for boating and fishing, as well as for its fish and wildlife habitat and scenic values. These values will be compromised by further encroachment from marina and/or houseboat moorage development.
- Land should be purchased which expands the wildlife habitat area of Burlington Bottoms. Acquisition should also look to improving existing access constraints posed by the existing rail line.
- The west side of the channel from Burlington Bottoms to Rocky Point contains the most significant habitat and it is under the most development pressure. A number of development proposals have been attempted on this property in the past although access, water, wetlands, and floodplain considerations limit the development potential.
- Land on the east side of the channel from Wapato State Park, north to the dike/channel, is contiguous to existing open spaces and contains areas which could be restored. Protection of this area would be important to protect the wildlife corridor between the Island and the channel. Further, protection would not interfere with agricultural activities.
- Land in the Tualatin Mountains should be acquired for water quality protection. The perennial and intermittent streams are a valuable fresh water source for the wetlands in Burlington Bottoms and along the Channel. Because this area is relatively large, it may be necessary to simply acquire stream bank easements beyond what may be protected by the forest practices act. Further stream assessment may be necessary to determine which streams or segments thereof may be most valuable biologically.

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 June 18, 1996. This analysis and the

resulting objectives were approved by a unanimous vote of the Regional Parks and Greenspaces Advisory Committee.

GOAL: Create a future natural area/regional park site of 1000 acres of unique riparian habitat along Multnomah Channel.

OBJECTIVES:

Tier I Objectives

- Acquire properties along the west side of Multnomah Channel from Harborton, downstream approximately seven miles, for the following purposes:
 - Maintenance and improvement of connections for wildlife between the Tualatin Mountains and Multnomah Channel and Sauvie Island.
 - Protection of land for wildlife, flood control, water quality and scenic resources.
 - Protection of buffer for sensitive habitat in Burlington Bottoms.
 - Maintenance of existing recreation activities in Multnomah Channel.
 - Provision of resource dependent recreation opportunities.

Tier II Objectives:

- Acquire lands on the east side of the channel from Wapato State Park to the Dike/Sauvie Island Road confluence for following purposes:
 - Maintenance and restoration of habitat.
 - Enhancement/preservation of habitat and protection of historic resources.
 - Acquire parcels to increase existing public open space.

Tier III Objectives:

- Acquire land or otherwise protect specific Tualatin Mountain streams which drain to Multnomah Channel via the target area. Priority should be given to buffers along streams.

Executive Officer's Recommendation

The Executive Officer recommends passage of Resolution No. 96-2357.

APPENDIX A
Multnomah Channel Target Area
Summary of Stakeholder Interviews

Comments during stakeholder interviews concentrated on four areas: recreation use, habitat, land use/development issues and historic use.

RECREATION USE

- Doesn't want to see a boat parking lot but would like to maintain views from the water to the riparian areas.
- Feels the area is too valuable to just let sit and that it does have potential to serve some recreation needs.
- Uses such as trailer parking, boat repair are not water dependent uses and do not need to be located next to the water.
- Doesn't necessarily support the development of recreation trails through the Burlington Bottoms, Multnomah Channel area.
- Many people are concerned about new marina development along the channel. Concerns range from visual quality, wildlife impacts to boating restrictions.
- People are also concerned with the size of some boats which are taking over the channel. This is seen as changing the character of the channel. The limited moorage space may be taken over by newer larger boats which will limit recreation use.
- The Harborton property should be developed as a marine park. It is out of the shipping channel and could relieve pressure on the recreation development channel.
- Boat moorage is in high demand.
- Limit parking and cars.

HABITAT

- The Burlington Bottoms and Multnomah Channel areas are good habitat for a number of birds, mammals and reptiles.
- The adjacent Tualatin Hills provide fresh water for the Multnomah Channel wetlands. Area is one of few undeveloped bottomland areas which is fed by fresh water streams within the metropolitan area. Protection of the hills is important for preservation of the quality of the water in the wetlands.
- This area is probably one of the best remaining areas with the wildlife values that were lost through the construction of dams and urbanization.
- Area has good connections to other existing public open spaces as well as the channel.

- People are concerned with bank erosion. Some people pointed out that because the docks and breakwaters at marinas tend to break the waves, erosion problems are lessened. Erosion problems should be addressed by re-vegetation or breakwaters.
- County maps show as much as 60 percent of the area along the channel area categorized as wetland.
- Almost all of the undeveloped lands along the channel are in the 100 year floodplain. Many of these land areas are about seven feet below the 100 year flood plain.
- A number of large (4' diameter) pre-settlement ash trees are in the area. These are rare and are very valuable for wildlife.
- One of few riparian areas which is not dike developed or armored within the Metro area.
- The area which has the highest development potential is also the area with the highest wildlife value.

LAND USE / DEVELOPMENT

- Little area in the channel is open water because of the number of moorage. The Channel is already over-crowded and it should not be further restricted.
- The Oregon State Marine Board recognizes that the area has problems with over-development and crowded conditions.
- A number of development proposals have taken place on the bottomland in the past few years. All have been stopped because of the difficulty in developing the property. A golf course has been recently proposed for the area, but was not completed.
- Development potential into the area is somewhat limited because of the rail line.

HISTORIC USE

- Squatters lived on the property in the past and currently live on the channel just to the north of the Burlington Bottoms area. They have lived there for a number of years.
- The Burlington Bottoms area may contain hazardous wastes from past rail road and sawmill activities.
- The channel area on the island side has historical significance including Lewis and Clark travel route, the Fort William Trading Post and Native American habitation.
- Metro has been actively pursuing purchase of what is described in this report as Tier I lands for approximately two years. The Nature Conservancy has been contracted to pursue negotiations.
- The historic island ferry bisects the Burlington Bottoms property.

**Stakeholders List
Multnomah Channel Refinement Plan**

Name	Affiliation
Russ Pinto 821 SE 14 Ave Portland, OR 97214 (503) 230-1221	Nature Conservancy Channel Resident
Gordon Howard 2115 SE Morrison St. Portland, OR 97214 (503) 248-3034	Multnomah County Planning
Susan Muir 2115 SE Morrison St. Portland, OR 97214 (503) 248-3034	Multnomah County Planning
Sue Bielke 17330 SE Evelyn Clackamas, OR 97215 (503) 657-2000	ODFW
Joe Peseck 17330 SE Evelyn Clackamas, OR 97215 (503) 657-2000	ODFW
Donna Matrazzo 19300 NW Sauvie Island Road Portland OR 97231 621-3049	Sauvie Island Conservancy
Charlie Craig 905 NE 11th Portland Or 97208 Route: EWP	Bonneville Power Administration
Darrell Larson 14426 NW Larson Rd Portland, OR (503) 286-01223	Waterfront Owners and Operators of Oregon Vice President

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Stakeholder

Affiliation

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ODFW

Oregon Department of Fish and
Wildlife - Sauvie Island

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Portland General Electric
Environmental Services

Jean Fears
18143 NW Reeder Rd.
Portland, OR
(503) 621-3625

Sauvie Island Outlook
Community Newspaper

Susan Spandrol

Waterfront Owners and
Operators of Oregon

(503) 286-5537

President

Mike Livingston
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(503) 464-8127

Portland General Electric
Property Services Manager

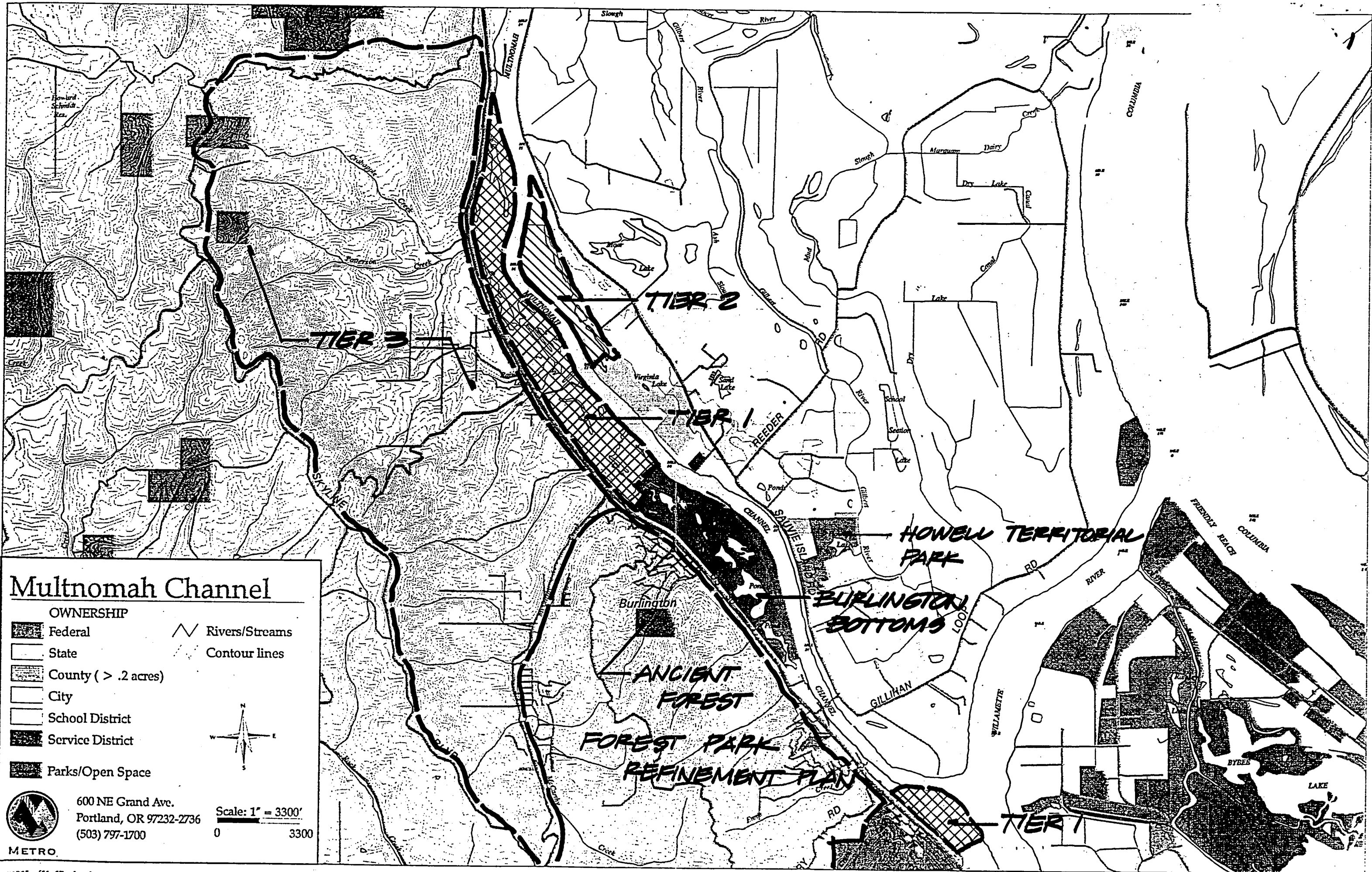
APPENDIX B

Multnomah Channel Open Spaces Public Workshop Comments May 29, 1996, Linnton Community Center

The meeting was attended by approximately 30 people. Property owners, marina operators and residents of the channel were represented.

Nancy Chase gave an overview of the Bond Measure and the project. Consultant Bo Nevue gave an overview of the project area and the objectives and priorities for acquisition. The meeting was then opened for questions. Questions and comments are as follows:

- One attendee wanted to know if the forest area which is above Burlington Bottoms was included as a Tier I priority on the Forest Park refinement plan. (It is.)
- A property owner who had property in both Tier I and Tier III wondered if it was possible to sell development rights in the Tier I area for increased development rights in the Tier III area. (Negotiations such as this must conform to county and state planning regulations.)
- People wanted to know what would happen to the land after purchase. (No action other than maintenance of nuisances would occur. Metro does not have money to develop these properties at this time. If the area were developed, a public process and master plan would need to be developed.)
- One property owner wondered if it was safe to assume there may be more money to purchase land along the channel. Specifically, would groups such as The Nature Conservancy (TNC) have some money to acquire additional property. (We did not know of any; the area probably does not meet TNC requirements for habitat value.)
- A question was asked about a newspaper article. The article mentioned that the average cost per acre of land which had been acquired was \$6000. Could property owners assume that this property would be worth about that much? (No.)
- If Metro acquired the land, would they ever sell it? (Only after a management plan and public hearing process determined that the land was not needed.)
- One person thought that maintenance of the area would be a concern--specifically that blackberry may take it over if it was not managed.
- One person voiced concern about no access and no use of the area.
- Conversely, someone was concerned about all the trails constructed in the Burlington Bottoms area. (No new trails have been constructed in the Burlington Bottoms area.)
- A question was raised about the accuracy of the wetlands delineation which was shown on the map. (The delineation was provided by the County. A specific delineation on the site has not been completed.)
- A correction was noted about a zoning change which had occurred between the Harborton site and Burlington Bottoms. The area now is zoned MUA - 20.
- A correction was noted on the length of the dike which was shown on the plan.



Multnomah Channel

OWNERSHIP

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

Rivers/Streams

Contour lines

Scale: 1" = 3300'

0 3300

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METRO