

Metro | Agenda

Meeting: Metro Council
Date: Thursday, February 4, 2016
Time: 2 p.m.
Place: Metro Regional Center, Council Chamber

REVISED 02/02/16

CALL TO ORDER AND ROLL CALL

1. CITIZEN COMMUNICATION

2. CONSENT AGENDA

- 2.1 Consideration of Council Meeting Minutes for January 28, 2016

3. RESOLUTIONS

- 3.1 **Resolution No. 15-4670**, For the Purpose of Approving the Parks and Nature System Plan **Kathleen Brennan-Hunter, Metro**
- 3.2 **Resolution No. 16-4684**, For the Purpose of Amending the Oregon Zoo Bond Implementation Plan **Heidi Rahn, Metro
Amy Cutting, Metro**

4. ORDINANCES (SECOND READ)

- 4.1 **Ordinance No. 16-1368**, For the Purpose of Responding to the Remand from the Oregon Court of Appeals and the Land Conservation and Development Commission Regarding the Designation of Urban Reserves in Clackamas County **Roger Alfred, Metro**

5. CHIEF OPERATING OFFICER COMMUNICATION

6. COUNCILOR COMMUNICATION

ADJOURN

AN EXECUTIVE SESSION WILL BE HELD IMMEDIATELY FOLLOWING THE PUBLIC MEETING PURSUANT TO ORS 192.660(2)(f), TO CONSIDER INFORMATION OR RECORDS THAT ARE EXEMPT BY LAW FROM PUBLIC INSPECTION.

Television schedule for February 4, 2016 Metro Council meeting

<p>Clackamas, Multnomah and Washington counties, and Vancouver, WA Channel 30 – Community Access Network <i>Web site:</i> www.tvctv.org <i>Ph:</i> 503-629-8534 Call or visit web site for program times.</p>	<p>Portland Channel 30 – Portland Community Media <i>Web site:</i> www.pcmtv.org <i>Ph:</i> 503-288-1515 Call or visit web site for program times.</p>
<p>Gresham Channel 30 - MCTV <i>Web site:</i> www.metroeast.org <i>Ph:</i> 503-491-7636 Call or visit web site for program times.</p>	<p>Washington County and West Linn Channel 30– TVC TV <i>Web site:</i> www.tvctv.org <i>Ph:</i> 503-629-8534 Call or visit web site for program times.</p>
<p>Oregon City and Gladstone Channel 28 – Willamette Falls Television <i>Web site:</i> http://www.wftvmedia.org/ <i>Ph:</i> 503-650-0275 Call or visit web site for program times.</p>	

PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times. Agenda items may not be considered in the exact order. For questions about the agenda, call the Metro Council Office at 503-797-1540. Public hearings are held on all ordinances second read. Documents for the record must be submitted to the Regional Engagement and Legislative Coordinator to be included in the meeting record. Documents can be submitted by e-mail, fax or mail or in person to the Regional Engagement and Legislative Coordinator. For additional information about testifying before the Metro Council please go to the Metro web site www.oregonmetro.gov and click on public comment opportunities.

Metro respects civil rights

Metro fully complies with Title VI of the Civil Rights Act of 1964 and related statutes that ban discrimination. If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit www.oregonmetro.gov/civilrights or call 503-797-1536. Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1890 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at www.trimet.org.

Thông báo về sự Metro không kỳ thị của

Metro tôn trọng dân quyền. Muốn biết thêm thông tin về chương trình dân quyền của Metro, hoặc muốn lấy đơn khiếu nại về sự kỳ thị, xin xem trong www.oregonmetro.gov/civilrights. Nếu quý vị cần thông dịch viên ra dấu bằng tay, trợ giúp về tiếp xúc hay ngôn ngữ, xin gọi số 503-797-1890 (từ 8 giờ sáng đến 5 giờ chiều vào những ngày thường) trước buổi họp 5 ngày làm việc.

Повідомлення Metro про заборону дискримінації

Metro з повагою ставиться до громадянських прав. Для отримання інформації про програму Metro із захисту громадянських прав або форми скарги про дискримінацію відвідайте сайт www.oregonmetro.gov/civilrights або Якщо вам потрібен перекладач на зборах, для задоволення вашого запиту зателефонуйте за номером 503-797-1890 з 8.00 до 17.00 у робочі дні за п'ять робочих днів до зборів.

Metro 的不歧视公告

尊重民權。欲瞭解Metro民權計畫的詳情，或獲取歧視投訴表，請瀏覽網站 www.oregonmetro.gov/civilrights。如果您需要口譯方可參加公共會議，請在會議召開前5個營業日撥打503-797-1890（工作日上午8點至下午5點），以便我們滿足您的要求。

Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo www.oregonmetro.gov/civilrights. Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullamada dadweyne, wac 503-797-1890 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqa ka hor kullanka si loo tixgaliyo codsashadaada.

Metro의 차별 금지 관련 통지서

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

Metroの差別禁止通知

Metroでは公民権を尊重しています。Metroの公民権プログラムに関する情報について、または差別苦情フォームを入手するには、www.oregonmetro.gov/civilrights。までお電話ください公開会議で言語通訳を必要とされる方は、Metroがご要望に対応できるよう、公開会議の5営業日前までに503-797-1890（平日午前8時～午後5時）までお電話ください。

សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានក្បួនលក្ខណ៍រើសអើងសម្រាប់ទស្សនាការសាធារណៈ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការការបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

إشعار بعدم التمييز من Metro

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

Paunawa ng Metro sa kawalan ng diskriminasyon

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

Notificación de no discriminación de Metro

Metro respeta los derechos civiles. Para obtener información sobre el programa de derechos civiles de Metro o para obtener un formulario de reclamo por discriminación, ingrese a www.oregonmetro.gov/civilrights. Si necesita asistencia con el idioma, llame al 503-797-1890 (de 8:00 a. m. a 5:00 p. m. los días de semana) 5 días laborales antes de la asamblea.

Уведомление о недопущении дискриминации от Metro

Metro уважает гражданские права. Узнать о программе Metro по соблюдению гражданских прав и получить форму жалобы о дискриминации можно на веб-сайте www.oregonmetro.gov/civilrights. Если вам нужен переводчик на общественном собрании, оставьте свой запрос, позвонив по номеру 503-797-1890 в рабочие дни с 8:00 до 17:00 и за пять рабочих дней до даты собрания.

Avizul Metro privind nediscriminarea

Metro respectă drepturile civile. Pentru informații cu privire la programul Metro pentru drepturi civile sau pentru a obține un formular de reclamație împotriva discriminării, vizitați www.oregonmetro.gov/civilrights. Dacă aveți nevoie de un interpret de limbă la o ședință publică, sunați la 503-797-1890 (între orele 8 și 5, în timpul zilelor lucrătoare) cu cinci zile lucrătoare înainte de ședință, pentru a putea să vă răspunde în mod favorabil la cerere.

Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

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

Agenda Item No. 2.1

Consideration of Council Meeting Minutes for January 28, 2016

Consent Agenda

Metro Council Meeting
Thursday, February 4, 2016
Metro Regional Center, Council Chamber

Agenda Item No. 3.1

Resolution No. 15-4670, For the Purpose of Approving
the Parks and Nature System Plan

Resolutions

Metro Council Meeting
Thursday, February 4, 2016
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE
PARKS AND NATURE SYSTEM PLAN

)
)
)

RESOLUTION NO. 15-4670

Introduced by Chief Operating Officer Martha
Bennett in concurrence with Council
President Tom Hughes

WHEREAS, in May 1995, voters of the Metro region approved Ballot Measure 26-26, authorizing Metro to issue \$135.6 million for bonds for Open Spaces, Parks, and Streams to purchase land in regional target areas; and

WHEREAS, in November 2006, voters of the Metro region approved Metro's Natural Areas Bond Measure, authorizing Metro to issue \$227.4 million for bonds to purchase land in regional target areas; and

WHEREAS, in May 2013, voters approved a five-year local option levy for the purpose of preserving water quality, fish and wildlife habitat and maintaining Metro's parks and natural areas for the public; and

WHEREAS, Metro now owns over 17,000 acres of parks and natural areas, 15 sites with formal public access, and 10 additional sites with planning and construction for formal public access underway; and

WHEREAS, the five-year work plan for the levy prioritized development of a system plan for Metro's Parks and Nature portfolio; and

WHEREAS, Metro conducted extensive stakeholder interviews and public outreach with residents, community-based organizations, the Metro Policy Advisory Committee, and local government partners regarding the system plan and considered information and feedback received from that process; and

WHEREAS, the Parks and Nature System Plan is intended to function as a guiding document, articulating the mission of Metro's Parks and Nature Department and Metro's role in the region as a provider of parks, trails and natural areas, and creating a set of strategies to guide Metro's work in the future; now therefore,

BE IT RESOLVED that the Metro Council hereby adopts the Parks and Nature System Plan, attached hereto as Exhibit A.

ADOPTED by the Metro Council this fourth day of February 2016.

Tom Hughes, Council President

Approved as to Form:

Alison R. Kean, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 15-4670, FOR THE PURPOSE OF ADOPTING THE PARKS AND NATURE SYSTEM PLAN

Date: February 4, 2016

Prepared by: Kathleen Brennan-Hunter, 503-797-1948

BACKGROUND

Metro's portfolio of natural areas, parks, trails and nature programs has grown dramatically during the past two decades, laying the groundwork for a world-class regional park system – a major attraction for residents and businesses. With the passage of the 2013 Parks and Natural Areas Local Option Levy, Metro recognized that there was a need for a system plan to guide the vision and strategic planning of its Parks and Nature portfolio. The system plan project is built on previous work, including the 2011 Portfolio Report, which analyzed opportunities and challenges for Metro's natural areas, parks and trails.

OUTREACH EFFORTS

The Parks and Nature System Plan project started in spring 2014 with extensive staff review of existing plans and policies and general public outreach to determine what residents of the region value about parks and nature. From there, the process involved more targeted outreach to key partners and stakeholders, multiple in-depth engagements with the Metro Council, and staff work to incorporate feedback, perform technical analysis and develop the draft plan.

The draft plan was released to the public in December 2015. Staff hosted a series of workshops, group meetings, and individual briefings with stakeholders and partners in December and January 2016. Extensive feedback was received, and staff carefully considered and incorporated it into the draft plan.

METRO COUNCIL ENGAGEMENT

Over the course of the last 18 months, multiple engagements with the Metro Council focused on answering the key policy questions driving Metro's Parks and Nature programs. Those policy questions included defining and articulating Metro's mission and role in the region as it relates to parks and nature, and determining the strategic direction for the future. The policy guidance provided by the Council in those meetings is the core of the plan.

SYSTEM PLAN SUMMARY

This planning effort covers a broad spectrum of material – from the history of Metro's work as a park provider to a set of strategies that guide the agency's work in the future. The primary elements of the system plan include:

- Mission statement: The system plan formally articulates that Metro “protects water quality, fish and wildlife habitat, and creates opportunities to enjoy nature close to home through a connected system of parks, trails and natural areas.”

- **Role in the region:** Clarifies that Metro’s portfolio plays a key role in advancing the mission and that Metro does not operate local and neighborhood parks, indoor or developed swimming facilities, or indoor recreation centers.
- **Operating model:** Defines the types of criteria and questions Metro will use in determining site ownership and operations.
- **Metro’s portfolio:** Includes an updated classification system for Metro’s sites and organizes the portfolio by a new concept – naturehoods. The region is divided into 11 naturehoods based on unique geographic and ecological identities, providing a new way for people to think about where they live.
- **Strategies:** The system plan identifies six mission-critical strategies that highlight the highest priorities for advancing Metro’s Parks and Nature work. The other strategies are organized into broad categories: Protect and Conserve Nature, Create and Maintain Great Places, Connect People to Nature, Support Community Aspirations and Convene, Plan and Build a Regional Trails System.

NEXT STEPS

The strategies and actions identified in the system plan set out an ambitious work program that will come to life over the next five years. By the end of 2016, Metro’s Parks and Nature Department will develop a detailed implementation plan, including roles, responsibilities, actions – and tools to evaluate this work. Focusing on conservation science, securing long-term funding, developing and operating welcoming and inclusive parks and incorporating equity across the Parks and Nature portfolio are key to the long-term success of the program.

ANALYSIS/INFORMATION

1. **Known Opposition** None

2. **Legal Antecedents**

Metro Council Resolution No. 92-1637, “For the Purpose of Considering the Adoption of the Metropolitan Greenspaces Master Plan,” adopted July 23, 1992.

Metro Council Resolution No. 94-2049B, “For the Purpose of Modifying the Submission to the Voters of a General Obligation Bond Indebtedness to Proceed with the Acquisition of Land for a Regional System of Greenspaces.”

Resolution No. 06-3672B, “For the Purpose of Submitting to the Voters of the Metro Area a General Obligation Bond Indebtedness in the Amount of \$227.4 Million to Fund Natural Area Acquisition and Water Quality Protection” was adopted March 9, 2006.

Resolution No. 12-4398, For the Purpose of Referring to the Voters of the Metro Area a Local Option Levy for the Purpose of Preserving Water Quality, Fish and Wildlife Habitat and Maintaining Metro’s Parks and Natural Areas for the Public.

3. **Anticipated Effects** Approval of Resolution 15-4670 will formally adopt Metro’s Parks and Nature System Plan.

4. **Budget Impacts** None



PARKS & NATURE SYSTEM PLAN

WINTER 2016



Metro



ABOUT METRO

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to providing services, operating venues and making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

METRO COUNCIL PRESIDENT

Tom Hughes

METRO COUNCILORS

Shirley Craddick, District 1

Carlotta Collette, District 2

Craig Dirksen, District 3

Kathryn Harrington, District 4

Sam Chase, District 5

Bob Stacey, District 6

AUDITOR

Brian Evans

Prepared in collaboration with:
GreenWorks, P.C.
24 NW 2nd Ave., Suite 100
Portland, Oregon 97209

TABLE OF CONTENTS

Chapter 1	Introduction	7
Chapter 2	Mission and Role in the Region	13
Chapter 3	Planting Roots in Parks and Nature	27
Chapter 4	Metro's Portfolio	41
Chapter 5	Trends	141
Chapter 6	Mission-Critical Strategies	153
Chapter 7	Strategies Protect and Conserve Nature	163
Chapter 8	Strategies Create and Maintain Great Places	171
Chapter 9	Strategies Connect People to Nature	179
Chapter 10	Strategies Support Community Aspirations	187
Chapter 11	Strategies Convene, Plan and Build a Regional Trail System	193
Chapter 12	Conclusion and Next Steps	201

A BRIGHTER, WILDER FUTURE

From preserving farmland to brewing beer, Oregonians do a world-class job at the things we love – and protecting nature towers near the top of that list.

Over the last quarter-century, voters have supported investments to build a regional park system that spans 17,000 acres and touches every community in the greater Portland area. Metro is proud to serve as steward of the forests, savannas, wetlands and riverbanks that make this region unique.

Our landscape creates a stunning place to call home, and a lot of opportunities to explore. By protecting nature, we keep our air and water clean. We secure the future of native fish, wildlife and plants. We make our communities more resilient, and more fun. We attract businesses and tourists who seek out a beautiful, healthy, playful destination.

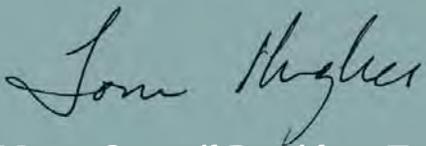
After 25 years of investment, Metro owes it to Oregonians to make the most of the land they've protected. Very few metropolitan areas have the opportunity before us: leveraging our natural setting to create a brighter, wilder future. That's why we're crafting a Parks and Nature System Plan to guide the next generation of decisions and investments.

A plan can be a powerful tool. We've seen proof in the 1992 Greenspaces Master Plan, which charted a vision and galvanized support to bring it to life. Today, that plan has translated to a big portfolio of parks, trails, natural areas, nature programs and historic cemeteries. What we need is an overarching strategy to protect, care for and connect people with these special places.

While laying out Metro's mission, role and priorities, the system plan also promises to make sure that nature benefits our whole community. Sparkling water, soaring birds and family picnics belong to every Oregonian – including people of color and low-income residents, who have often been left behind by public investments. It is Metro's responsibility, and our honor, to build an equitable Parks and Nature system.

We have all the right ingredients: A landscape worth protecting. People who love it. A track record of innovation and investment. And, now, a plan to guide our efforts over the next 25 years and beyond.

Let's get started.

A handwritten signature in black ink that reads "Tom Hughes". The signature is written in a cursive, flowing style.

Metro Council President Tom Hughes



A COMMUNITY EFFORT

Thank you, partners and community members, for shaping Metro's Parks and Nature System Plan. You have been generous with your time, talent and perspective - from local government leaders who hosted detailed conversations with Metro's Parks and Nature team to families who took a few minutes at a summer festival to share what nature means to them. Contributors include fellow park providers, local governments, community-based organizations and representatives from conservation, recreation, business, neighborhood, health and other nonprofit groups. This plan reflects your voices, and your commitment to clean water, healthy wildlife habitat and opportunities to connect with nature.





CHAPTER 1: INTRODUCTION

INVESTING IN NATURE
COMMUNITY CONNECTIONS
LOOKING AHEAD

1

2

3

4

5

6

7

8

9

10

11

12



INTRODUCTION

No matter where you stand in the greater Portland area, nature is never far. With 17,000 acres, Metro manages parks and natural areas across every community in the region – from Chehalem Ridge in the west to the Sandy River Gorge in the east, from Blue Lake and Broughton Beach in the north to Graham Oaks in the south.

This portfolio of land represents both a big opportunity and a big responsibility. Voters have trusted Metro to wisely spend the money they've invested through two regional bond measures and a levy – more than \$400 million – to protect and care for these special places, while also creating opportunities for people to enjoy them.

In 2015, Metro celebrated its 25th year as a parks provider. This milestone comes at a time of tremendous growth, with new destinations, programs and partnerships taking root. A strong plan is needed to guide future decision-making and investments, building a world-class Parks and Nature system that will serve the region's residents for another quarter century and beyond.

Metro's flourishing network of parks, trails, natural areas, nature programs and cemeteries supports the agency's broader mission: making a great place. As Metro invests in livable communities, connections with nature are as critical as homes, jobs and transportation. A successful Parks and Nature system protects water quality and vanishing wildlife habitat. It increases housing values and attracts employers to the region, providing welcome access to the great outdoors for people who live in urban and suburban neighborhoods.

Perhaps most importantly, Oregonians' sense of place is rooted in the forests, rivers and meadows that Metro protects. Nature makes this place feel like home.



INVESTING IN NATURE

People have demonstrated their commitment to nature over the last quarter century by building a unique regional park system – one of just a handful in the United States with nature at its heart.

Starting with the closure of the St. Johns Landfill and transfer of Multnomah County’s parks and cemeteries, Metro has evolved into a major landowner, manager and regional leader. Twice, the region’s voters have directed Metro to acquire additional natural areas to protect water quality, fish and wildlife habitat, and opportunities for people to connect with nature.

Top priority was given to buying sensitive habitat, before it was developed or rose dramatically in price. As a result, Metro has helped increase the region’s portfolio of publicly owned natural areas and parkland by more than 25 percent, bringing the grand total to nearly 70,000 acres – enough to cover the entire cities of Beaverton, Hillsboro and Gresham. Residents can exercise, commute and connect with nature on the first 225 miles of a regional trails network that someday may expand to 900 miles.

In 2013, voters passed a levy to care for Metro’s Parks and Nature portfolio. Across the region Metro is restoring habitat, improving parks for visitors, opening new sites, expanding opportunities to volunteer and learn about nature, and supporting community projects. Several new initiatives are designed to better serve residents who historically have missed out on the benefits of nature, including people of color and low-income communities.

1

2

3

4

5

6

7

8

9

10

11

12



COMMUNITY CONNECTIONS

Metro is not in this alone. By its very nature, developing a regional system has been a collaborative effort.

Metro's two bond measures both included funds for cities, counties and local park providers to invest in nature close to home. A few local jurisdictions care for properties that Metro owns. And Nature in Neighborhoods grants support local partnerships to restore habitat, open and improve parks, and involve the community.

The regional trails program, in particular, depends heavily on local partners to build and maintain new corridors. Metro's role has been one of convener, technical expert and steward of the region's vision, as well as securing the rights to build missing sections that force runners, walkers and bicyclists onto public streets.

Like Metro, many local jurisdictions balance managing their natural landscapes day-to-day with proactively addressing challenges such as invasive plants, unauthorized trails and transient camping. Meanwhile, as the greater Portland area grows and becomes more diverse, partners see a shared opportunity to make parks and nature relevant to the communities they serve.

Recognizing the importance of these shared challenges – and the opportunities to make the most of nature – local governments, private businesses, nonprofit groups and community members came together to launch an innovative coalition known as The Intertwine Alliance. This broad-based group works to create, care for and promote a world-class network of natural areas, parks and trails. Nurturing this partnership and reaching out to the community is an integral part of Metro's work going forward.

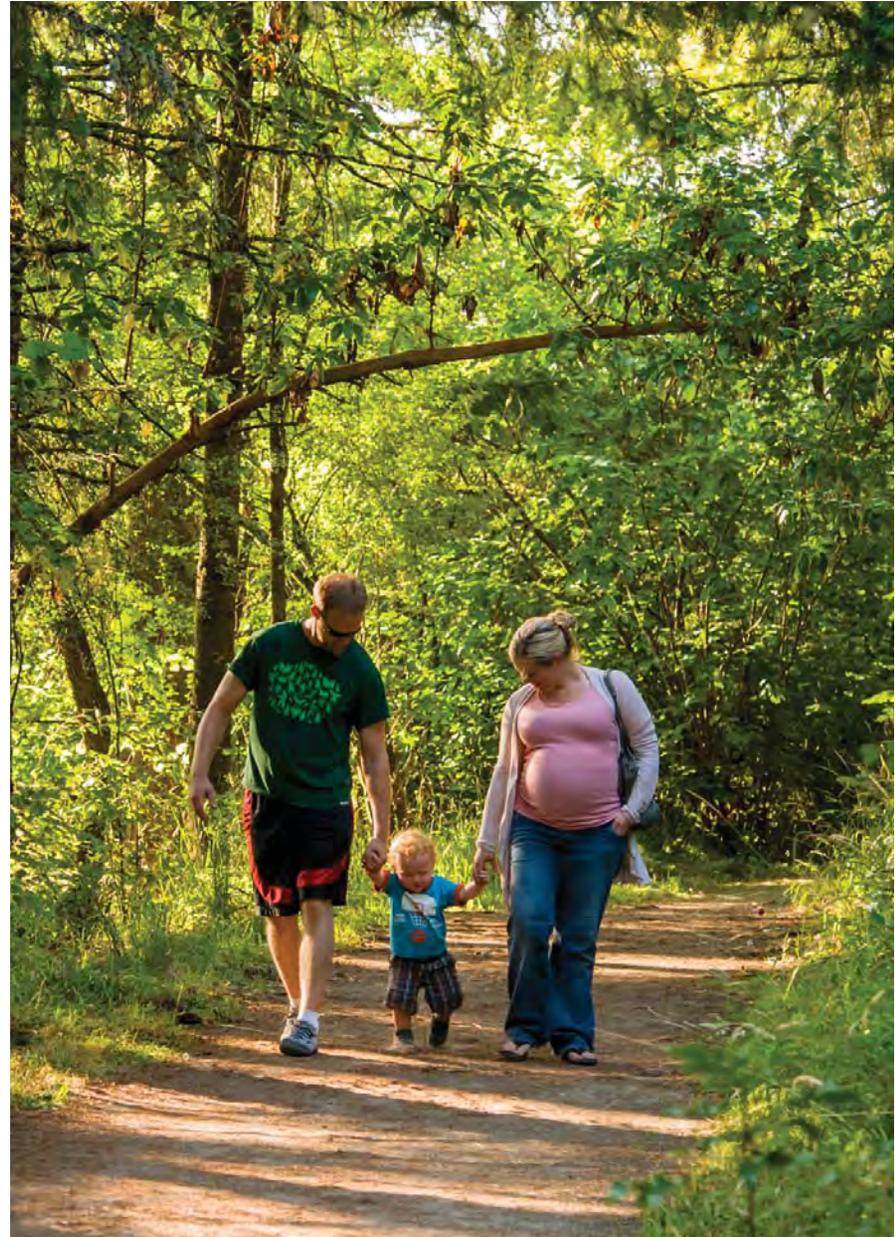
LOOKING AHEAD

After a quarter century of rapid growth, Metro Parks and Nature has a clear vision of its land and programs. Growing from its roots in Multnomah County, Metro now has a presence across the region and plays a critical role in providing residents a complete system of parks, trails and natural areas. It's time to plan for the next generation of decision-making and investments.

The Parks and Nature System Plan lays out Metro's mission and role, the state of the portfolio today, trends that will shape this work and a slate of strategies to guide the future. By providing clarity on Metro's direction, the plan is intended to support Metro's partners and strengthen relationships – complementing the broader regional network of parks, natural areas and trails. This plan also provides a framework for future decisions about the funding needed to sustain Metro's Parks and Nature portfolio. While setting the vision for the next two decades, the system plan will be updated every five to seven years.

Metro's vision will succeed only if it benefits diverse communities across our region. Too often, parks and nature investments have focused on people who are already engaged, and already have access to the outdoors. Woven throughout the Parks and Nature System Plan, Metro makes commitments to doing a better job serving people of color and low-income communities. Making a difference will take resources, planning, collaboration, careful listening – and time.

The system plan will play out on the ground in many tangible ways, from prioritizing restoration efforts to helping shape the look and feel of future destinations. Ultimately it elevates the region's stunning landscapes, popular destinations and fun programs to more than individual successes, tying them together as part of a world-class Parks and Nature system.



1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 2: MISSION AND ROLE IN THE REGION

MISSION
ROLE IN THE REGION
OPERATING MODEL
COMMUNITY VALUES

1

2

3

4

5

6

7

8

9

10

11

12



“It is our assertion that if we are to have parks and open space areas in the future, we need to reposition our planning and funding priorities now to reflect the importance of greenspaces in our urban fabric. The protection, acquisition and active stewardship of greenspaces must become just as important as planning highways, transit, water and sewer lines, and other basic services.”

Metropolitan Greenspaces
Master Plan, 1992

This call to action in the 1992 Greenspaces Master Plan helped spur a remarkable investment in the greater Portland region’s parks and natural areas over the last two decades. It also started Metro’s transformation into one of the largest land managers in the region. Metro’s mission as a provider of parks and natural areas has been shaped by two bond measures, the 2013 local option levy and regional planning efforts such as The Intertwine Alliance’s Regional Conservation Strategy and Biodiversity Guide for the Greater Portland-Vancouver Region.

METRO'S PARKS AND NATURE MISSION STATEMENT

Metro Parks and Nature protects water quality, fish and wildlife habitat, and creates opportunities to enjoy nature close to home through a connected system of parks, trails and natural areas.



1

2

3

4

5

6

7

8

9

10

11

12

1

ROLE IN THE REGION

2

Metro's work is deeply connected with its partners', in both local government and community-based organizations. The system plan is intended to clarify Metro's role, particularly its niche relative to other park providers.

3

More than 20 years of policy, voter investment and community support have established Metro as a provider of parks, trails and natural areas. This portfolio plays an essential role in protecting clean air, water, and fish and wildlife habitat while providing access to nature. Because Metro's portfolio has been built around natural resources, it looks different than most park providers' – and so do access opportunities. When you arrive at a Metro destination, you'll have a front-row view of some of the most spectacular habitat in the greater Portland area. Across its portfolio, Metro leads science-based restoration activities, provides nature education and volunteer programs, invests in community nature projects and plays a key role in convening local, regional, state and federal partners.

4

5

6

7

8

9

10

11

12

It is just as important to be clear with partners about what Metro doesn't provide. In general, Metro does not operate local and neighborhood parks, sports complexes, indoor or developed swimming facilities or recreation centers. However, stakeholder feedback demonstrated that these facilities are very important to the community, particularly in underserved neighborhoods.

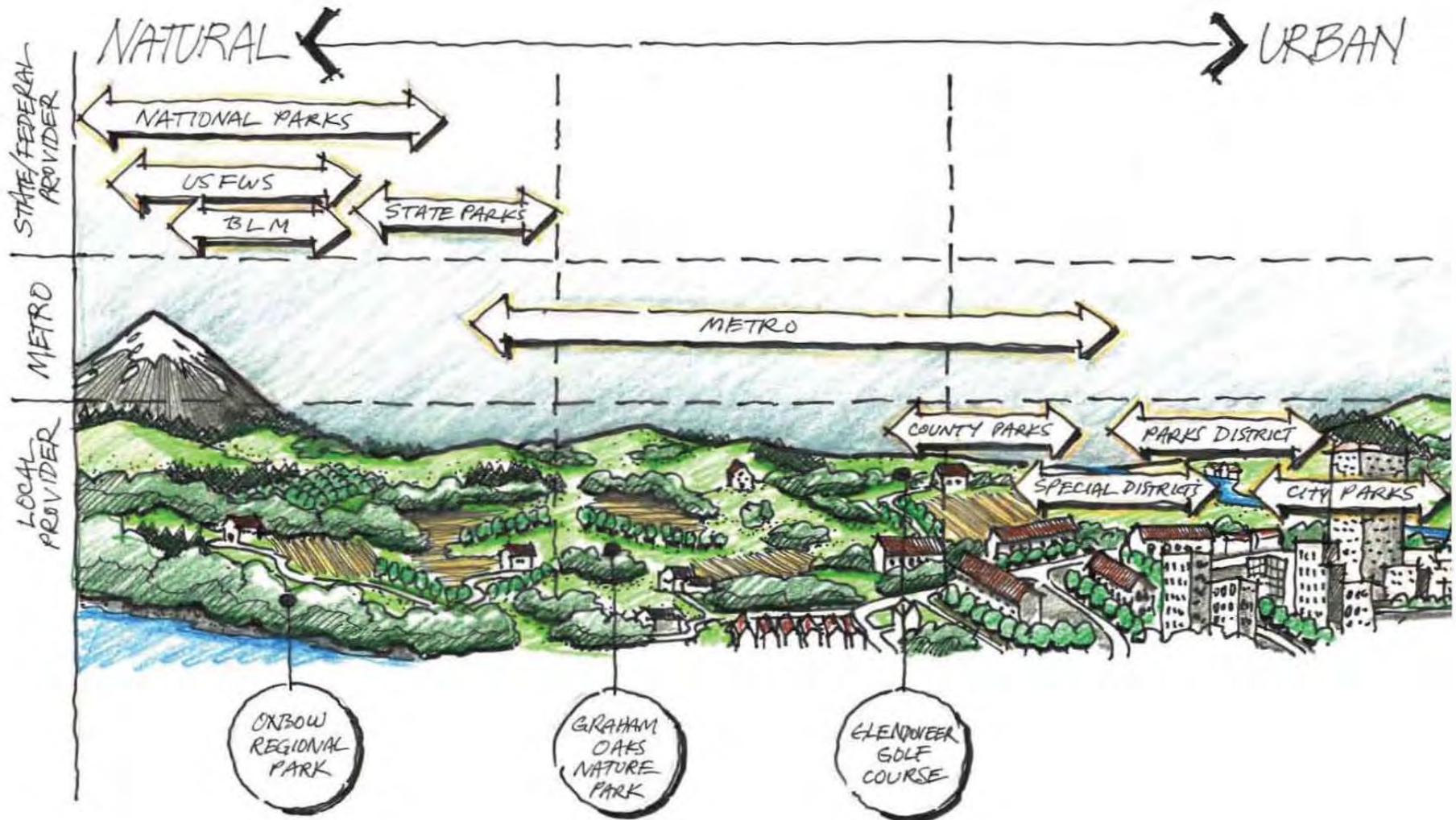
Metro's work is built on partnerships with local governments, which are strongest when parks systems complement – rather than compete with – one another. Community and partner engagement has reflected strong support for Metro's role. Partners and the public want to see Metro focus on its niche of protecting natural resources, providing outdoor experiences with nature at their core, working with partners to complete the regional trails system and investing in local communities.

Metro fills a crucial role in the spectrum of parks, between urban providers like cities and parks districts and federal and state parks. The greater Portland region has a strong network of local park providers and an excellent system of protected state and federal land. However, Metro is one of the few agencies focusing on large-scale conservation of natural areas close to home in an urban setting. As the graphic shows, Metro has some facilities that are an unusual fit within its mission – but every provider has outliers. In Metro's case, the best examples include Glendoveer Golf Course and its historic cemeteries; while these sites don't have natural resources at their core, Metro has worked to integrate experiences with nature.

Metro's role is distinguished from other providers in several important ways. First, Metro focuses on natural areas protection and ecosystem conservation in an urban context. Second, Metro can acquire and provide access to large sites that typically are beyond the reach of local jurisdictions, but closer to population centers than those managed by state and federal providers. Finally, Metro's resources support regional partners through grants and other active partnerships.

REGIONAL LEADERSHIP

While growing in its role as a major park provider, Metro remains a committed leader in advancing regional initiatives to protect, restore and connect people with nature. Metro will continue to take a collaborative approach, working with The Intertwine Alliance, local park providers, community-based organizations and other partners. Convening regional projects and sharing technical expertise are important parts of Metro's role.



- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

OPERATING MODEL

Defining Metro's role in the region is an important part of its evolution as a landowner and operator. It's also critical to be clear how Metro will operate its diverse portfolio of parks, trails and natural areas. The size and span of Metro's holdings show the importance of having a clear operating strategy.

Metro's policy is to own and operate parks and natural areas that are consistent with its Parks and Nature mission. The primary goal is always to ensure that the desired outcomes on the site are achieved – whether they are water quality and habitat improvements or high-quality opportunities to enjoy nature. Any choices to transfer ownership of sites or contract operations will ensure that the region's residents are recognized for their investments in the site.

This model provides a framework for making decisions in the future for how new parks, trails and natural areas will be operated. It is not intended to suggest changes in operations for any current Metro sites.

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

- Metro sites and facilities will be consistent with Metro's role in the region providing access to nature through a connected system of parks, trails and natural areas.
- The primary objective is always to ensure that Metro's desired outcomes are achieved.
- All decisions should be consistent with the Metro values.
- Any decisions to transfer ownership and/or contract out operations must contractually ensure that the region's residents be recognized for their financial contributions to the site or facility in a manner consistent with their investment.



The operating model provides a set of tools for analyzing decisions about new acquisitions and how Metro operates sites in its portfolio. They are intended to inform decisions that are ultimately made by the Metro Council and staff. The diagrams on the following pages outline criteria for assessing what sites are part of Metro's portfolio and how they should be operated.

OPERATING MODEL: CRITERIA FOR ASSESSING METRO'S PORTFOLIO

OWN OR TRANSFER TO PARTNER?

OWN

- Operations and maintenance align with Metro's core role
- Site or facility is consistent with Metro's mission

TRANSFER

- Operations and maintenance do not align with Metro's core role (for example, regional trail easements)
- Metro lacks expertise to operate or maintain the site or facility

OPERATE OR CONTRACT FOR OPERATIONS?

OPERATE

- Site or facility aligns with Metro's mission
- Metro expertise is necessary to achieve desired outcomes at the site or facility
- Partners lack expertise or capacity to effectively manage the site or facility

CONTRACT

- Metro lacks technical expertise for effective operations of the site or facility
- Site or facility is connected to a site owned and managed by a partner and is most effectively managed by that partner
- Partner is well-positioned to manage the site and has a demonstrated ability to manage the site or facility consistent with Metro's objectives

OPERATING MODEL: CRITERIA FOR ASSESSING SITE OPERATIONS

COMPENSATE CONTRACTOR FOR OPERATIONS?

COMPENSATE

- Metro is contracting for specific expertise with a concessionaire agreement
- Metro is contracting with a local government partner as a cost savings measure
- Metro is contracting with local government to increase partner capacity and payments are limited in size and duration

DON'T COMPENSATE

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

ACCEPT OWNERSHIP OF SITE FROM OTHER GOVERNMENT OR ACT AS CONTRACT OPERATOR?

ACCEPT OWNERSHIP

- Site or facility is consistent with Metro's mission
- Transfer includes any existing revenue sources or reserve accounts associated with the site or facility
- Ownership would not interfere with Metro's ability to manage current sites and facilities
- Plan is in place for funding of long-term operations and maintenance for the site or facility

ACT AS CONTRACT OPERATOR

- Site or facility would be consistent with Metro's regional role with parks, trails and natural areas
- Owner compensates Metro for the full cost of operations, including administration and overhead

1

2

3

4

5

6

7

8

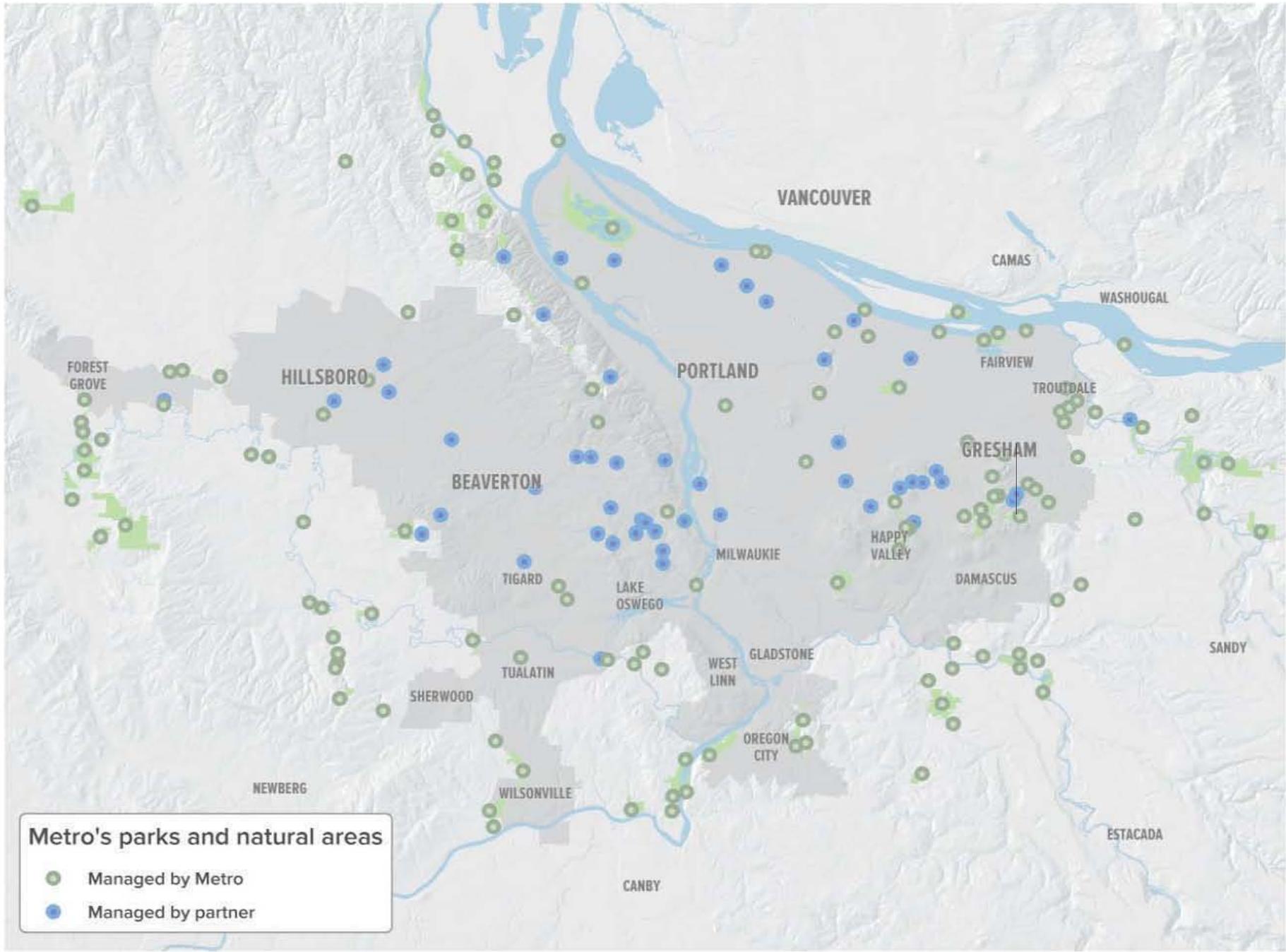
9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12





1

2

3

4

5

6

7

8

9

10

11

12

1

COMMUNITY VALUES

2

Community members, partners, the Metro Council and Metro staff shaped the foundation for the Parks and Nature System Plan through an extensive series of engagements during 2014 and 2015.

3

4

More than 2,100 people shared what they value about nature through Metro's online engagement tool, Opt In. Another thousand visitors talked with Metro's Parks and Nature team at a booth that traveled across the region, from the Jade Night Market in east Portland to the First City Festival in Oregon City.

5

6

Partners engaged in the future of Metro's Parks and Nature work through visits with city managers and park district leaders, and multiple rounds of partner meetings. Dozens of organizational stakeholders participated in one of these forums, helping define what's important to them for the future of Metro's system of parks, trails and natural areas.

7

8

As these conversations crisscrossed the region, several major themes emerged: Oregonians appreciate the clean air, water and wildlife habitat that nature provides. They love to spend time in nature, connecting with the natural world and one another. And many feel a connection to something greater when they can spend time to reflect, renew and rejuvenate in the great outdoors. There is also a deep and growing commitment to ensuring that our region's diverse communities can all benefit from nature.

9

10

11

12

System plan engagement shaped a series of foundational statements that guide Metro's Parks and Nature System Plan – and the day-to-day work of carrying it out.



SYSTEM PLAN FOUNDATIONAL STATEMENTS

NATURE

Oregon is renowned for clean water, fresh air and healthy wildlife habitat – assets that draw people here, and keep them here. Oregonians can depend on Metro to safeguard those qualities across the region, from the Chehalem Mountains in the west to the Sandy River in the east. Using science to protect nature for current and future generations is at the heart of Metro's role.

OUTDOOR RECREATION

Nature supports healthy, active outdoor lifestyles. Whether you're picnicking at Blue Lake Regional Park, strolling through a forest listening for birds, fishing for steelhead on the Sandy River or jogging on the Fanno Creek regional trail, you will find a destination that meets you where you are.

DIVERSITY, EQUITY AND INCLUSION

Diverse communities should feel safe and welcome at parks, trails and natural areas. Working together, Metro and our partners create opportunities for all our residents to work at, play in and care for these special places – ensuring that everyone gains from the benefits of nature.

CONNECTIONS WITH NATURE

People depend on nature for peace, quiet and renewal. Metro provides opportunities to immerse yourself in nature – and give back – by learning, volunteering and connecting to the outdoors.

VIBRANT COMMUNITIES

Having nature nearby makes our communities happier and healthier. By protecting regional parks, trails and natural areas, we create a big backyard for people living in urban areas. Nature supports strong, resilient communities where people want to live and attracts businesses and tourists to the region, encouraging investments in the local economy.

STEWARDSHIP

Metro is committed to responsibly caring for the nature and places entrusted to us in a changing climate. We use a transparent and accountable approach to planning, managing and protecting the public's investments.





CHAPTER 3: PLANTING ROOTS IN PARKS AND NATURE

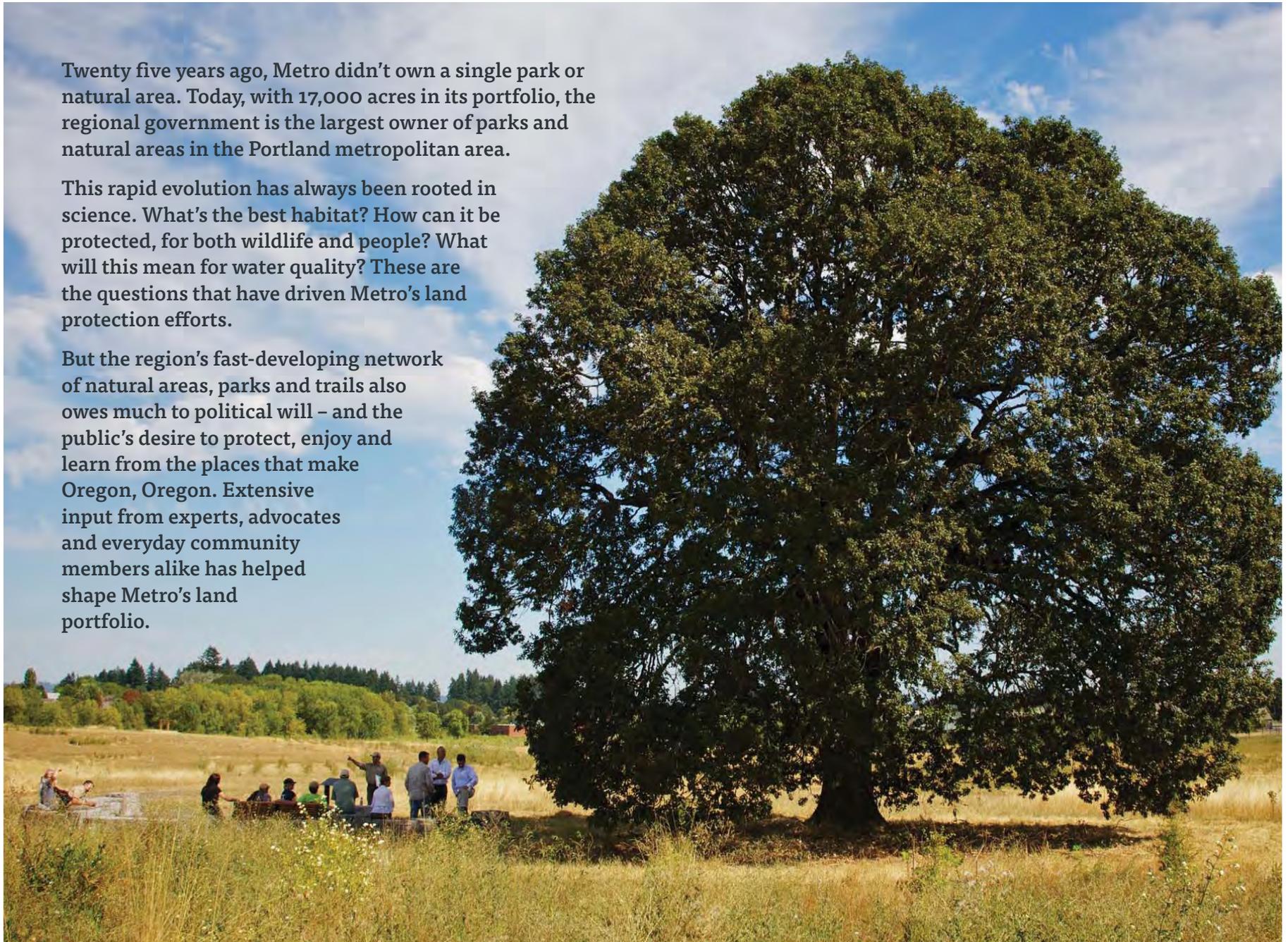
GETTING INTO THE PARKS BUSINESS
METRO GOES BACK TO THE BALLOT
DEVELOPING THE 'REGIONAL SYSTEM'
'FOUR PARKS IN FOUR YEARS'
CREATING A MOVEMENT: NATURE IN NEIGHBORHOODS
ADVOCATES COME TOGETHER
CARING FOR METRO'S PARKS AND NATURAL AREAS

1
2
3
4
5
6
7
8
9
10
11
12

Twenty five years ago, Metro didn't own a single park or natural area. Today, with 17,000 acres in its portfolio, the regional government is the largest owner of parks and natural areas in the Portland metropolitan area.

This rapid evolution has always been rooted in science. What's the best habitat? How can it be protected, for both wildlife and people? What will this mean for water quality? These are the questions that have driven Metro's land protection efforts.

But the region's fast-developing network of natural areas, parks and trails also owes much to political will – and the public's desire to protect, enjoy and learn from the places that make Oregon, Oregon. Extensive input from experts, advocates and everyday community members alike has helped shape Metro's land portfolio.



GETTING INTO THE PARKS BUSINESS

Like many Metro stories, the agency's entry into the parks business begins with garbage. In 1990 Metro was designated the lead agency in the St. John's Landfill closure, which established a trust for management of the landfill along with the adjacent Smith and Bybee Lakes – a 1,900-acre wildlife refuge in North Portland. Metro took the helm in implementing a natural resource plan for the wetland and managing the area for visitors. The Metro Council and the Portland City Council adopted the plan in a historic joint meeting. The area's other major property owner, the Port of Portland, also supported the plan.

Meanwhile, Metro launched a region-wide planning effort to inventory key natural areas and find a way to protect these special places. Using infrared photography, the fieldwork of local wildlife biologists and community input, Metro mapped the region's significant wetlands, uplands and forests. This effort, which was funded partially by a federal appropriation, revealed that some 29 percent of the 370,000-acre region in Clackamas, Multnomah and Washington counties was considered natural areas. Of that, less than 9 percent was protected.

Biologists analyzed the maps and recommended what to protect, based on ecological significance and connections that help wildlife move from place to place. More than 200 meetings were held, involving hundreds of people who identified their most important and most cherished places.

A group of activists led by the 40-Mile Loop Land Trust, the Audubon Society of Portland and The Wetlands Conservancy was advocating for a regionally planned and funded system of natural areas, parks and trails. They organized groups of community members concerned about specific natural areas to form a coalition known as FAUNA, "Friends and Advocates of Urban Natural Areas." FAUNA mobilized hundreds of people to identify natural areas as part of Metro's inventory.

In July 1992, the Metro Council adopted the Metropolitan Greenspaces Master Plan. It established a vision of a cooperative regional system of parks, natural areas, trails and greenways for wildlife and people. In the process, the plan described a collection of bluffs and buttes, forests and fens, hills and valleys. This blueprint specifically prioritized 57 of these areas and 34 trails and greenways on the Oregon side of the Columbia River. A separate, complementary process was undertaken by the City of Vancouver and Clark County on the north side of the Columbia. In Oregon, all three counties, more than 20 cities, two park districts and hundreds of businesses, interest groups and community members formally endorsed the plan. As the first step to making the vision a reality, Metro councilors also placed a \$200 million greenspaces bond measure on the November ballot. The bond measure, which authorized Metro to become involved in parks, would raise property taxes to buy land for a regional system of parks, trails and natural areas.

1

2

3

4

5

6

7

8

9

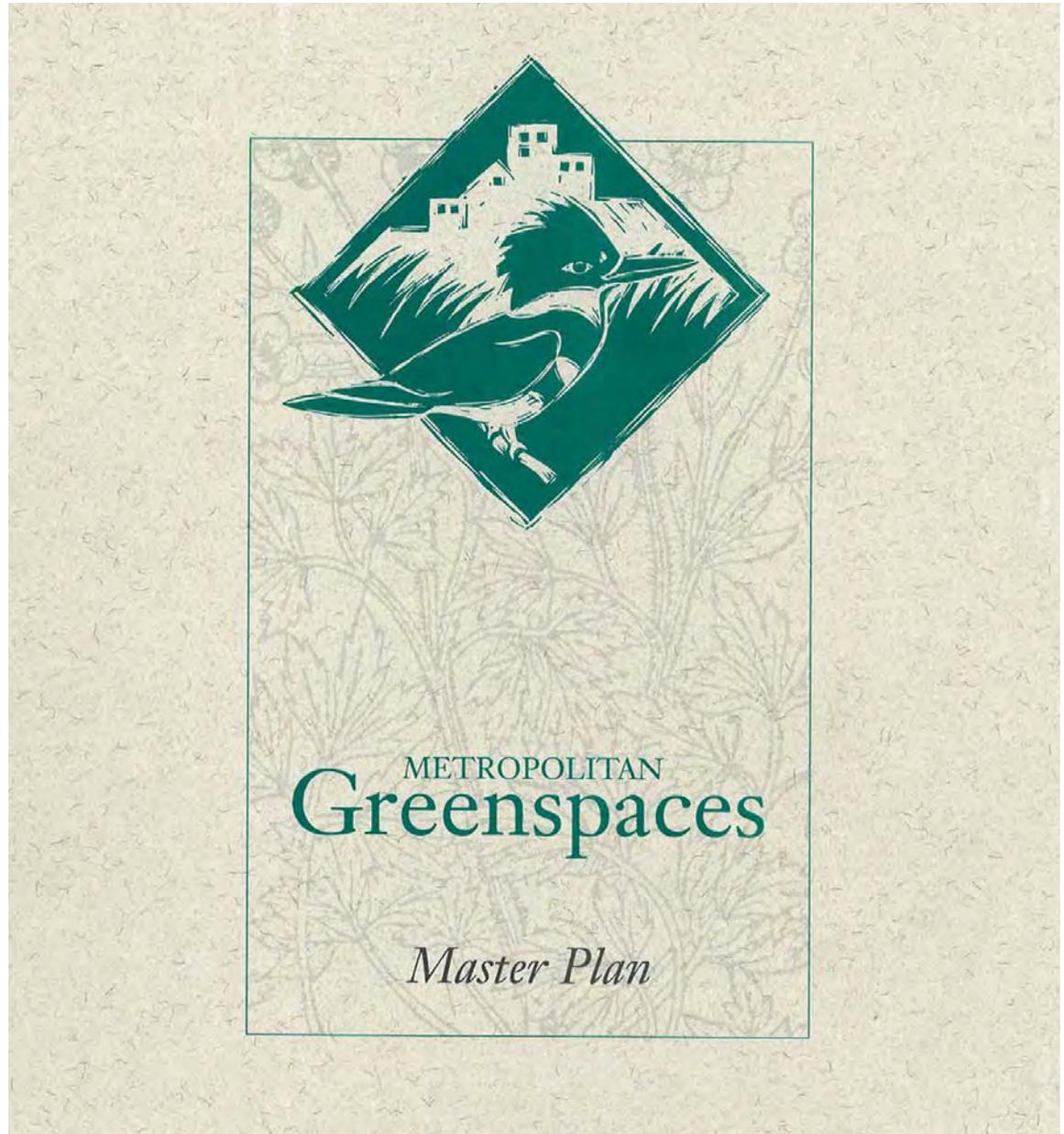
10

11

12

The Metro Council endorsed a public awareness effort for the new master plan and ballot measure. But, weeks before the election, it was clear that the small, grassroots campaign had far to go to generate the regional support needed to pass the measure. Despite the passionate efforts of a handful of volunteers – including the construction of a human-sized birdhouse in Pioneer Courthouse Square – the measure failed with 44 percent approval.

Days after the election, an editorial in *The Oregonian* urged advocates to try again. “We can’t save what is already gone,” the editorial said. “The region must act soon to save its natural treasures before they disappear forever.” Moving forward, Metro officials and their partners focused on two key shortcomings of the \$200 million ballot measure: the lack of specifics in the proposal and Metro’s lack of experience as a park provider.



METRO GOES BACK TO THE BALLOT

Metro began gaining experience quickly in 1995, when Multnomah County transferred ownership, responsibility and staff for its regional parks, boat ramps, historic cemeteries and Glendoveer golf facilities to Metro. Almost overnight, Metro became a regional park provider responsible for managing more than 3,500 acres of parks and natural areas – one of the largest land portfolios in the region.

Meanwhile, Metro began gearing up for a second try at the ballot. The Metro Council turned to local government representatives on the Greenspaces Policy Advisory Committee for help. Their recommendations were reviewed by a “Blue Ribbon Committee” of business and civic leaders, and a new ballot measure began to take shape.

This time, Metro Executive Officer Mike Burton also added a strategy committee to answer a critical question: “If the Open Spaces, Parks and Streams ballot measure is approved on Tuesday, what should we do on Wednesday?” The committee, which represented extensive experience in real estate, financing, property management, trail and natural resource protection, called for a public “refinement” process to define objectives in each area where

land was to be purchased. This way, if the measure passed, Metro could maximize the return on the public’s investment.

The Metro Council submitted to voters its repackaged proposal – a \$135.6 million general obligation bond – for a special election in May 1995. The measure called for buying land in 14 “target areas” and six regional trail and greenway projects. It also authorized the distribution of \$25 million to local park providers for capital projects that provided new or improved access to nature. The ballot’s explanatory statement added key details, stating that the bond measure was dedicated to preserving local land for parks and trails and “providing areas for walking, picnicking and other outdoor recreation.” Metro also committed to taking care of the land that voters were protecting. “New funding will be needed for maintenance of future public use improvements,” the statement said.

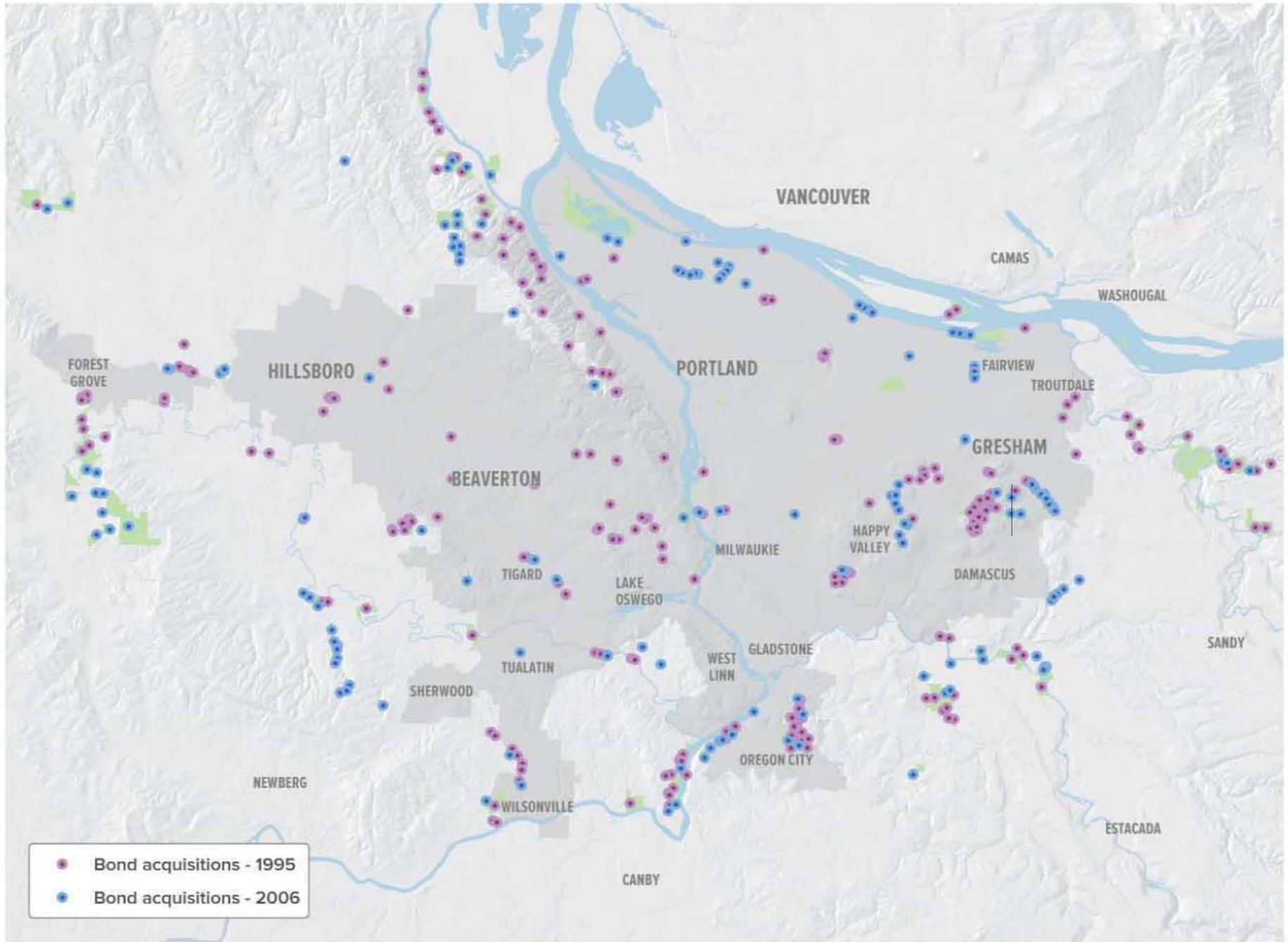
Although core supporters continued to play an important role, the effort grew from a grassroots crusade led by FAUNA to a professional, strategic campaign. Many of the Blue Ribbon Committee members enlisted as supporters, and the campaign continued to widen the tent beyond the

environmental community. The most surprising new recruit was the Home Builders Association of Metropolitan Portland, a group that had opposed the previous effort.

In the end, 63 percent of voters said yes to Measure 26-26. More importantly, the measure passed handily in all three counties. In the months following the election, Metro conducted a significant outreach and public involvement process to shape the acquisition strategy for each of the target areas approved by voters. Direct mail, community presentations, open houses and formal adoption of the plans by the Metro Council engaged thousands of people in establishing the goals and priorities for Metro’s land acquisition program.



- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



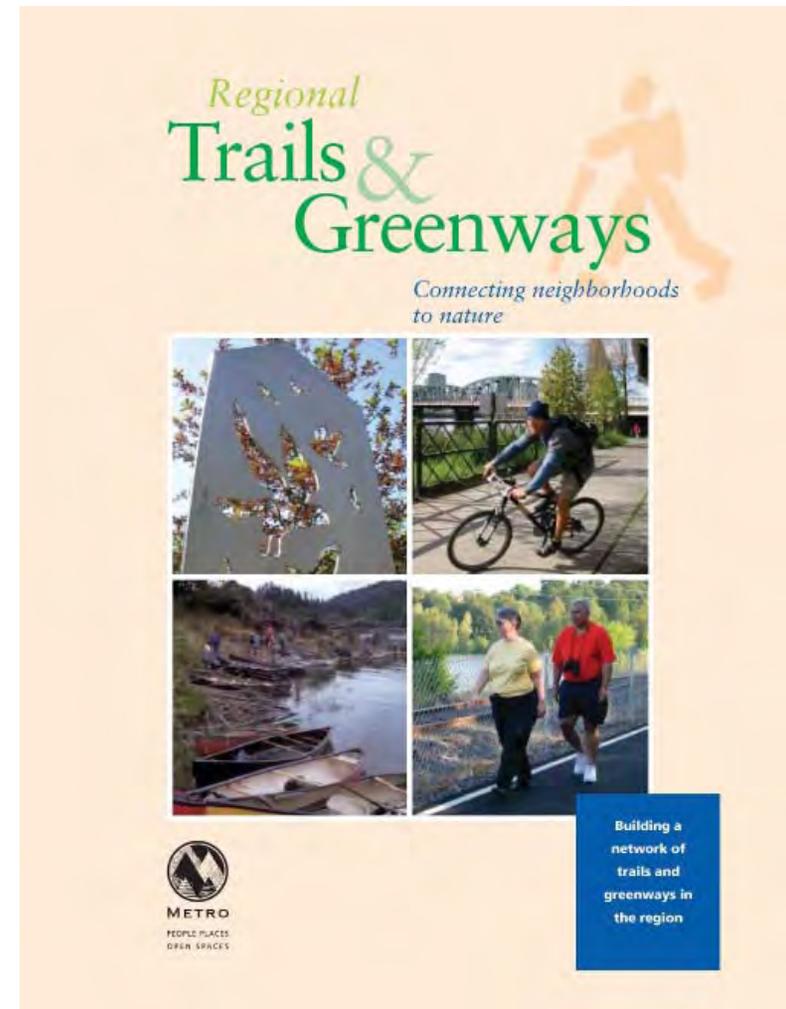
DEVELOPING THE ‘REGIONAL SYSTEM’

While Metro was achieving success with the 1995 bond measure, the agency was also building a growth management strategy and vision for the future with local governments and residents. Regional leaders decided to expand the urban growth boundary as necessary, but focused on “growing up, not out” by concentrating growth in regional hubs near public transit. This philosophy was the heart of the 2040 Growth Concept, a long-range vision adopted region-wide in 1995, and the Council’s 1997 Regional Framework Plan.

The plan directed Metro to inventory, protect and manage a regional system of natural areas, parks, trails and greenways and, in cooperation with local governments, find long-term, stable funding to help plan, acquire, develop, manage and maintain this regional system. These policies – many straight out of the Greenspaces Master Plan – gained authority because they were integrated into the region’s long-term land use vision.

This progress triggered a new phase of partnership-building, research and planning for Metro’s Greenspaces Technical Advisory Committee. Members inventoried the region’s parks, prioritized significant natural areas and helped the Metro Council officially define and select regional trails. During this time Metro’s Quarterly Trails Forum, a grassroots collection of trail advocates and park and transportation professionals, met every three months to share information and resources. With their input, the Metro Council adopted a Regional Trails Plan in 2002, replacing the list of trails in the Greenspaces Master Plan and creating a conceptual map that showed their routes.

Meanwhile, a parks subcommittee of the Metro Policy Advisory Committee issued a report calling for action to elevate parks and natural areas to the same level as regional priorities such as land use and transportation planning. The so-called “Zehren report” – nicknamed for advisory committee member and parks advocate Jim Zehren – pushed Metro to seek funding beyond the 1995 bond measure.



1

2

3

4

5

6

7

8

9

10

11

12

1

‘FOUR PARKS IN FOUR YEARS’

2

Metro Councilor David Bragdon was determined to follow through on the bond measure’s commitment to provide people with access to some of the new lands that Metro had acquired. In 2001, he encouraged the Metro Council to appoint a 17-member Green Ribbon Committee that included a mix of elected officials and business and community leaders. The Council asked the group to examine Metro’s natural areas, identify priorities for development within the next five years and make recommendations to the Metro Council on how to pay for improvements and ongoing operations.

3

In their final report, the committee proposed a \$60 million package, funded through an increase in Metro’s solid waste excise tax. The report identified four “anchor” sites and four trails as top priorities, with seven other sites recommended as second-tier priorities.

4

5

6

7

8

9

10

11

12

The Metro Council had promised voters to care for land protected by the 1995 bond measure, but the increasing acreage and cost of managing these areas required additional support beyond Metro’s general fund. In 2002, councilors approved a two-year, \$1-per-ton increase in the solid waste tax. Then, in 2004, the Council considered extending and increasing the funding to provide long-term care for Metro’s natural areas and to develop “four parks in four years” – a new catchphrase for the effort – as recommended by the Green Ribbon Committee.

In the end, the Council increased the tax to \$1.50 per ton and committed to opening new parks at three of the anchor sites identified by the Green Ribbon Committee: Mount Talbert near Happy Valley, Cooper Mountain near Beaverton and Graham Oaks, then known as the Wilsonville Tract. Rather than developing a fourth new site, Metro invested these funds

in significant upgrades at Smith and Bybee Wetlands. The money also was designed to provide for additional maintenance, restoration and renewal and replacement needs at all Metro parks and natural areas – “to take care of what we already have,” as the Metro Council ordinance put it.

Putting an exclamation point on a decade of work supported by the 1995 bond measure, Metro launched an outreach effort in summer 2005 designed to report back to voters on the region’s progress: 8,000 acres of new natural areas preserved, 74 miles of river and stream banks protected and more than 100 community parks and nature projects completed. And, now, three new nature parks were on the way. While there had been ongoing efforts to showcase results, this was the largest public awareness campaign for Metro’s natural areas in more than a decade, reaching far into the community with special events, public tours, TV, radio and print advertising, bus ads, billboards and direct mail.



Mount Talbert Nature Park



Cooper Mountain Nature Park



Smith and Bybee Wetlands



Graham Oaks Nature Park

1
2
3
4
5
6
7
8
9
10
11
12

CREATING A MOVEMENT: NATURE IN NEIGHBORHOODS

Metro was building not just a natural areas and parks network, but also community awareness and stewardship. By 2004, more than 12,000 people attended Metro’s special events and education and interpretation programs every year. Between 2001 and 2006, some 6,500 volunteers donated more than 100,000 hours to Metro’s parks and natural areas programs. And, every year, Metro awarded more than a dozen habitat restoration and environmental education grants to community groups, nonprofits and schools, funded by the U.S. Fish and Wildlife Service.

In 2004, the Metro Council also revamped and established a new Greenspaces Policy Advisory Committee, which enlisted community members and technical experts to further the vision of the Greenspaces Master Plan and the Regional Framework Plan. This new group replaced separate technical and community advisory committees.

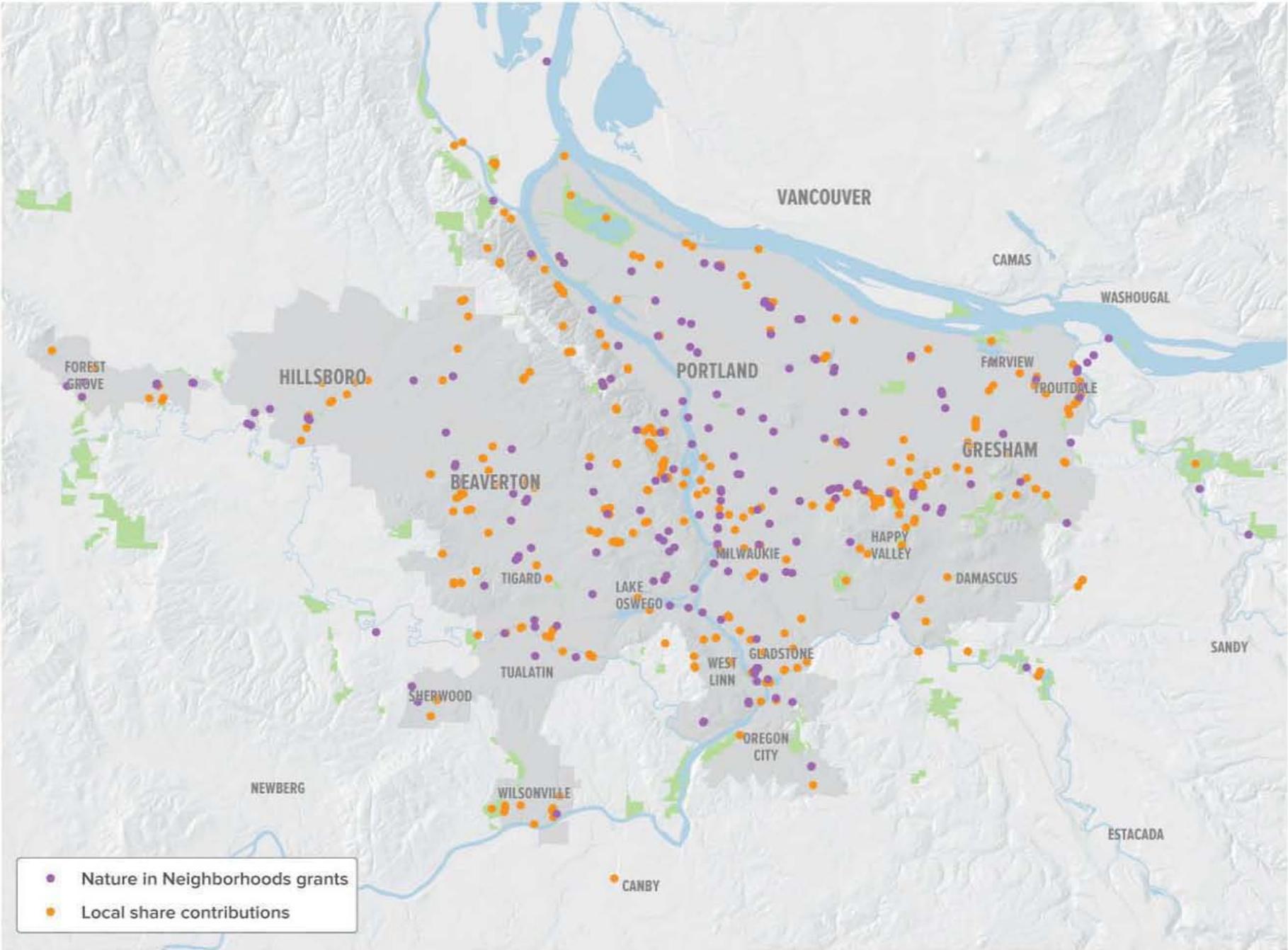
During this time, the region was struggling to agree on how to best use Metro’s land use authority to protect natural resources inside the urban growth boundary. The Metro Council was responsible for implementing the State of Oregon’s natural resources, scenic and historic areas and open spaces planning requirements, known as “Goal 5.” Navigating a highly contentious political process, the Council in 2005 launched a broad-based initiative called Nature in Neighborhoods to conserve, protect and restore the region’s highest value fish and wildlife habitat. Nature in Neighborhoods called for a comprehensive approach, including voluntary, incentive-based and educational elements. The Metro Council committed to monitor and evaluate Nature in Neighborhoods over a 10-year period.

The Council also decided to continue Metro’s natural areas protection effort by asking voters to support another bond measure – and established a Blue Ribbon Committee to help shape it. Like the previous measure, this one would direct Metro to buy

land from willing sellers and protect it as natural areas, wildlife habitat and outdoor destinations, with some funds distributed directly to local jurisdictions. The bond issue was pegged at \$135 million to \$270 million, to be determined by the Council after recommendations from the Blue Ribbon Committee, the new Greenspaces Advisory Committee, local jurisdictions and the community at large. The Metro Council conducted public involvement and consulted with local government partners across the region and, ultimately, referred a \$227.4 million package to voters in 2006.

Measure 26-80, “Natural Areas, Parks and Streams,” passed with nearly the same strong support as its predecessor 11 years earlier. Because it appeared on the ballot in a regular November election with higher voter turnout, more than 300,000 people voted “yes” – nearly twice as many as in 1995. Metro again conducted extensive public outreach and engagement after the measure’s approval, including mailings to more than 40,000 households in and around the target areas, community presentations and both actual and “virtual” open houses. The Council again adopted detailed plans for each target area, and staff began purchasing new properties for protection.

By early 2016, nearly 5,500 additional acres had been secured, bringing the total to more than 13,500 acres and counting between the two bond measures. As envisioned, Metro opened regional nature parks at Mount Talbert, Cooper Mountain and Graham Oaks. A new capital grants program has invested nearly \$15 million in innovative community projects. After passage of the 2006 bond measures, the Metro Council opted to “undedicate” the \$1.50-per-ton solid waste excise tax that had been set aside for park development and long-term maintenance, diverting that money to other agency priorities. Funding to develop the three new nature parks came from the 2006 bond measure.



- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

1

2

3

4

5

6

7

8

9

10

11

12

ADVOCATES COME TOGETHER

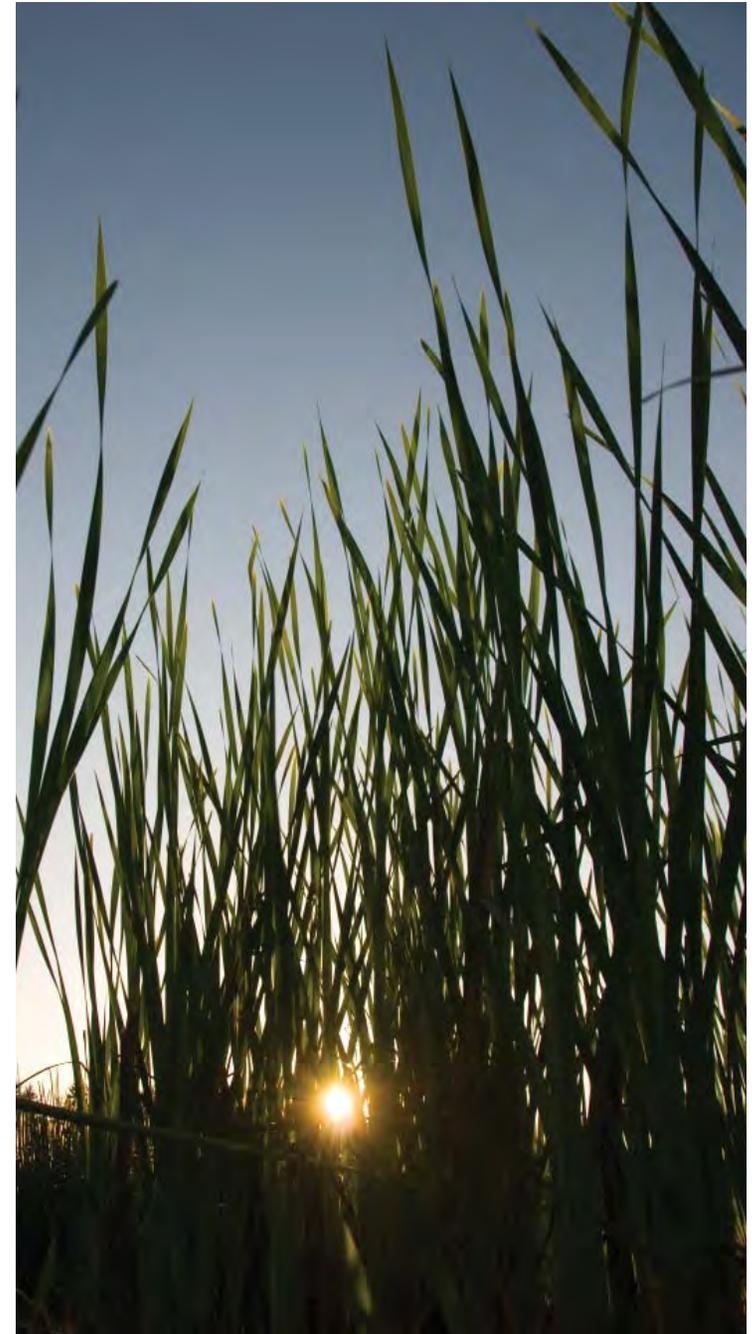
While building its own portfolio, Metro has also worked to build a regional support network. In 2007, Metro Council President David Bragdon – who had focused on natural areas as a district councilor – gathered hundreds of business, government and community leaders under the banner of “Connecting Green” and challenged them to create “the best parks system in the world.” This event, which featured a talk by Chicago Mayor Richard Daley, launched a new era of cooperation between activists and business leaders. An eclectic mix of partners committed to making the region’s network of parks, trails and natural areas a calling card and competitive advantage.

Following extensive research and outreach, the system was renamed and branded The Intertwine, to reflect the interconnected nature of the region’s parks, trails and natural areas. In 2008, Metro and its partners founded The Intertwine Alliance, a coalition of nonprofit organizations, government agencies and corporate partners dedicated to expanding the system. The effort focuses on a few key initiatives: protecting and restoring the highest-value habitats and the region’s biodiversity, completing a network of bicycle and pedestrian trails, building and maintaining a world-class outdoor recreation network, and fostering stewardship through nature education.

In 2011, The Intertwine Alliance became an official nonprofit with its first board of directors and executive director. This major step forward attracted regional attention, including an Oregonian editorial. “The Intertwine Alliance has already demonstrated, contrary to conventional wisdom,” The Oregonian wrote, “that park providers are willing to think outside their own park and trail systems.”

Today, Alliance membership stands at 140-plus and growing, from Travel Portland to The Trust for Public Land, from Keen Footwear to Clean Water Services. Metro continues to play a central role in the regional network, as a founding partner and financial contributor.

Intertwine members have collaborated on many significant projects. A Regional Conservation Strategy, for example, guides natural resource protection and habitat restoration. An Active Transportation Plan lays out a vision for integrated investments in walking, biking and public transit.



CARING FOR METRO'S PARKS AND NATURAL AREAS

As Metro continued to acquire land and establish itself as a park provider, caring for this growing portfolio became a top priority – as had been anticipated in both bond measures. In 2012, the Metro Council again turned to community leaders for advice on next steps.

An advisory committee agreed that Metro had a duty to care for its natural areas and parks, and recommended asking voters to approve a five-year operating levy. Additionally, the committee suggested including and supporting communities that had not always benefitted from Metro's Parks and Nature investments – particularly low-income communities and communities of color.

The Metro Council sent a \$10-million-per-year proposal to the ballot, asking the typical household to commit \$20 per year to maintain and improve Metro's Parks and Nature portfolio. Voters said yes in May 2013, continuing their investment in the land they had protected over the previous two decades.

About half the levy funding goes toward restoration and maintenance: controlling invasive weeds, boosting native plants and animals, and improving habitat for fish and wildlife. Restoration takes different forms across Metro's land, from creating habitat for endangered fish to thinning overcrowded forests so sunshine can reach native oak and madrone trees. Weed treatment spans the entire 17,000-acre portfolio.

The levy foots the bill for community planning efforts that will formally welcome visitors to priority sites, including Newell Creek Canyon in Oregon City, the North Tualatin Mountains northwest of Forest Park, Killin Wetlands near Banks and Chehalem Ridge near Forest Grove. Meanwhile, visitor improvements are underway at the destinations that 1.3 million visitors per

year already enjoy, from a new overflow parking lot at Cooper Mountain Nature Park to a new entry, native landscaping and bathrooms at Blue Lake Regional Park.

Community investments and programming also get a significant boost from the levy. Nature in Neighborhoods grants are now available for restoration, conservation education and trails projects, in addition to the capital grants funded by the 2006 bond measure. Metro has expanded its nature education and volunteer programs, offering more opportunities to get involved – as well as innovative new partnerships like the Youth Ecology Corps job-training program with Mt. Hood Community College's Project YESS.

Throughout every program area, Metro is taking active steps to include diverse and underserved communities. A new effort called Partners in Nature piloted projects with groups including Self Enhancement, Inc. and the Center for Intercultural Organizing to develop unique nature programs specific to the communities they serve. Working with community-based organizations, Metro is developing an approach to designing parks and natural areas that are welcoming to diverse communities. And a concerted effort to support diverse contractors has helped the Parks and Nature Department exceed Metro's goals for using Minority, Women and Emerging Small Business contractors.

As Metro continues to invest the 2006 bond measure and 2013 levy, the focus has turned toward the long-term future: What does a complete Metro Parks and Nature system look like? What funding is needed to sustain it? And what priorities come first?





CHAPTER 4: METRO'S PORTFOLIO

PROGRAM AREAS
THE HEART OF METRO PARKS AND NATURE: THE PLACES
NATUREHOOD DESCRIPTIONS
REGIONAL TRAILS
HISTORIC CEMETERIES

1

2

3

4

5

6

7

8

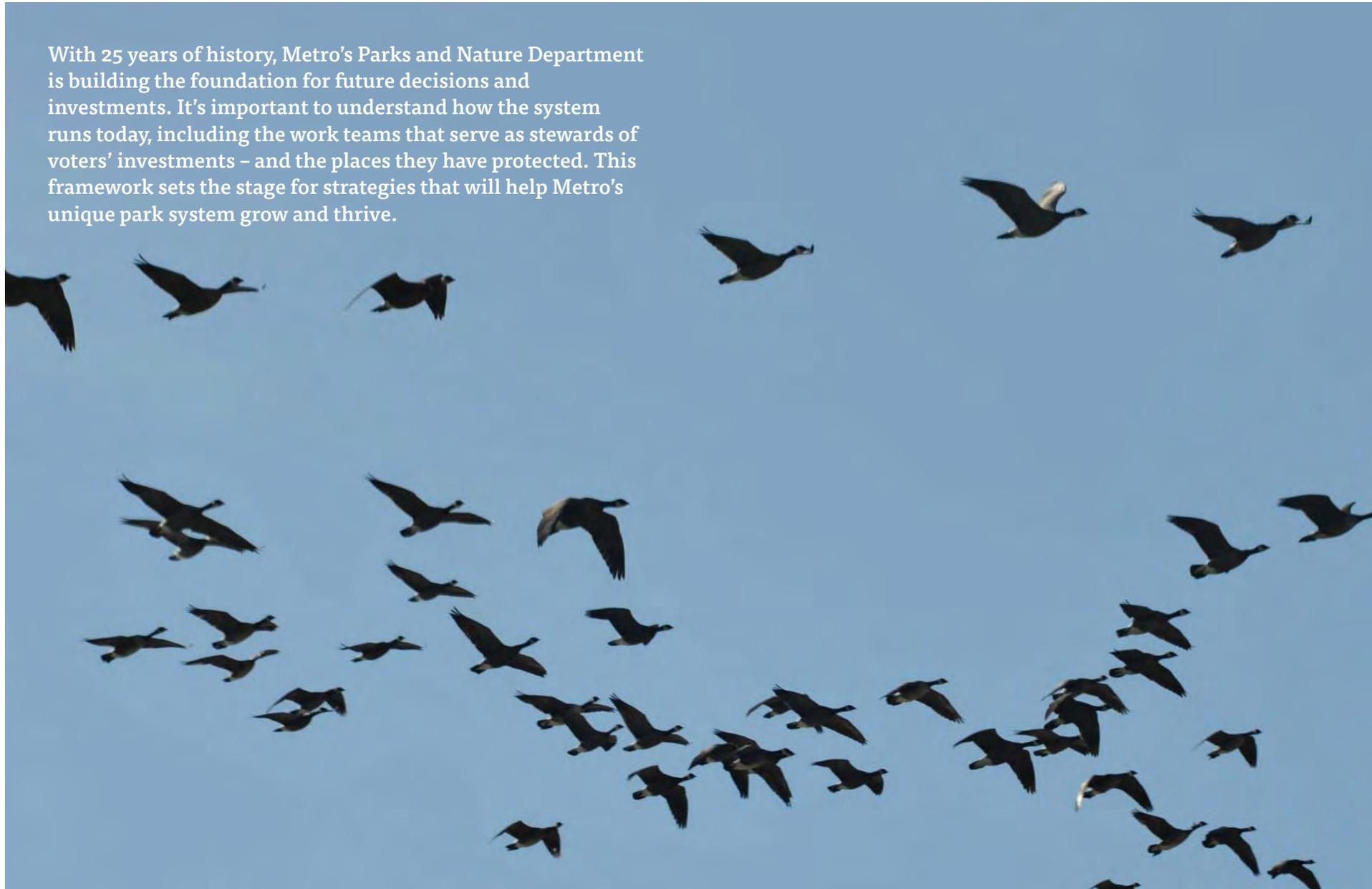
9

10

11

12

With 25 years of history, Metro's Parks and Nature Department is building the foundation for future decisions and investments. It's important to understand how the system runs today, including the work teams that serve as stewards of voters' investments - and the places they have protected. This framework sets the stage for strategies that will help Metro's unique park system grow and thrive.





PROGRAM AREAS

Fulfilling Metro's Parks and Nature mission requires contributions across nine major program areas, drawing on specialized professional backgrounds such as natural resource science, real estate acquisition and grant-making. Parks and Nature leaders are committed to integrating priorities across each work team, ensuring that the whole is more than the sum of its parts.

No single work group is responsible for Metro's commitment to diversity, equity and inclusion. Instead, every work team within the Parks and Nature Department is expected to take tangible steps toward extending the benefits of nature to communities who have missed out in the past. For example, the planning team is charged with designing welcoming, inclusive parks, while the science and land management teams are increasing the proportion of contracts awarded to firms owned by people of color, women and new entrepreneurs.

LAND ACQUISITION

Metro's Parks and Nature work begins with the land that voters have protected for its water quality, wildlife habitat and recreation potential. The land acquisition team purchases property from willing sellers at fair market value, within target areas specified by the 2006 bond measure.

CONSERVATION SCIENCE

For Metro, buying a new natural area isn't an ending; it's an opportunity to begin the complex process of protecting and restoring some of Western Oregon's most important natural treasures. The conservation science team takes short-term actions and develops long-term plans for each site, preserving the best remaining habitat – and, in many cases, helping native plants and animals make a comeback.

1

2

3

4

5

6

7

8

9

10

11

12

1

LAND MANAGEMENT

Metro cares for voter-protected land by treating weeds, carrying out restoration plans and helping ensure each site is safe and secure. The land management team plays an important role in building relationships with neighbors at sites with limited or light public access.

2

3

4

PARK OPERATIONS

Metro's park operations team welcomes 1.3 million people per year to public destinations within the Parks and Nature portfolio. Duties range from greeting visitors to watering plants, from evaluating customer service to replacing aging facilities. All park operations work supports a common goal: providing fun, safe and interesting places to connect with nature.

5

6

7

8

9

10

11

12

PARKS, TRAILS AND NATURAL AREAS PLANNING

As more voter-protected land opens to the public, the Parks and Nature planning team collaborates with communities to plan high-quality destinations. Visitor improvements are designed to protect water quality and wildlife habitat while creating opportunities for people to enjoy nature in areas where it makes sense.

EDUCATION AND VOLUNTEER PROGRAMS

Metro invites Oregonians to learn about nature and give back to their community through nature programming. Nature education highlights include field trips for schools and groups, a year-long nature immersion series and the Youth Ecology Corps job-training program. The volunteer team offers opportunities to enhance Metro's parks, natural areas and cemeteries while building relationships and developing a sense of stewardship.

COMMUNITY INVESTMENTS AND PARTNERSHIPS

Supporting local communities is a core role for Metro Parks and Nature. "Local share" from the 2006 bond measure allows cities, counties and park providers to invest in nature projects close to home, such as purchasing natural areas or improving parks. Nature in Neighborhoods grants in several categories – capital, restoration, nature education and trails – reward innovative ways to nurture nature in an urban region. And the new Partners in Nature program collaborates with culturally specific community-based organizations to tailor nature programming to the populations they serve.

HISTORIC CEMETERIES

At the intersection of the past and present, Metro manages 14 historic cemeteries across Multnomah County. The cemeteries team sells available spaces for burial and cremation, cares for the properties and builds relationships with surrounding communities. Metro's cemeteries function both as burial grounds and as park-like spaces to walk and connect with nature.

SUPPORT TEAMS

Communications, finance and legal teams support Metro's Parks and Nature Department by engaging the community and ensuring that voters' money is invested responsibly.



1
2
3
4
5
6
7
8
9
10
11
12

THE HEART OF METRO PARKS AND NATURE: THE PLACES

In the greater Portland region, nature creates a backdrop for family photographs, weekend walks, computer screensavers, tourist guidebooks and national news coverage – in other words, it’s a big part of who we are. Metro’s Parks and Nature properties reflect the region’s unique natural environment, from the ancient forest at Oxbow Regional Park to the languid flow of the Tualatin River beside a future boat launch, from wetlands in North Portland to towering oak trees along the curves of the Willamette Narrows in West Linn. Thanks to these iconic places, Oregon’s urban heart has native salmon, Western meadowlarks and blacktailed deer close to home.

Protected land also connects Oregonians to their history and culture. From time immemorial, native people have lived on and shaped the places that people rely on today to experience nature. From Canemah Bluff in Oregon City to Blue Lake Regional Park in Fairview, Metro honors that history across many of the places it manages on behalf of the public.

This natural landscape also provides a framework for organizing and describing the 17,000 acres that Metro manages. Because, when it comes to nature, city and county lines don’t matter. Rivers, forests and native birds have no idea when they’re moving from one community to the next. Yet, with more than 130 distinct clusters of land, Metro needs a way to manage its portfolio today and plan for the future. Voter-approved bond measures designated “target areas” where Metro has purchased natural habitat – a logical approach for investing these funds, but not for managing a large, diverse portfolio that spans decades, communities and funding sources.



Oxbow Regional Park



Tualatin River Boat Launch



Smith and Bybee Wetlands



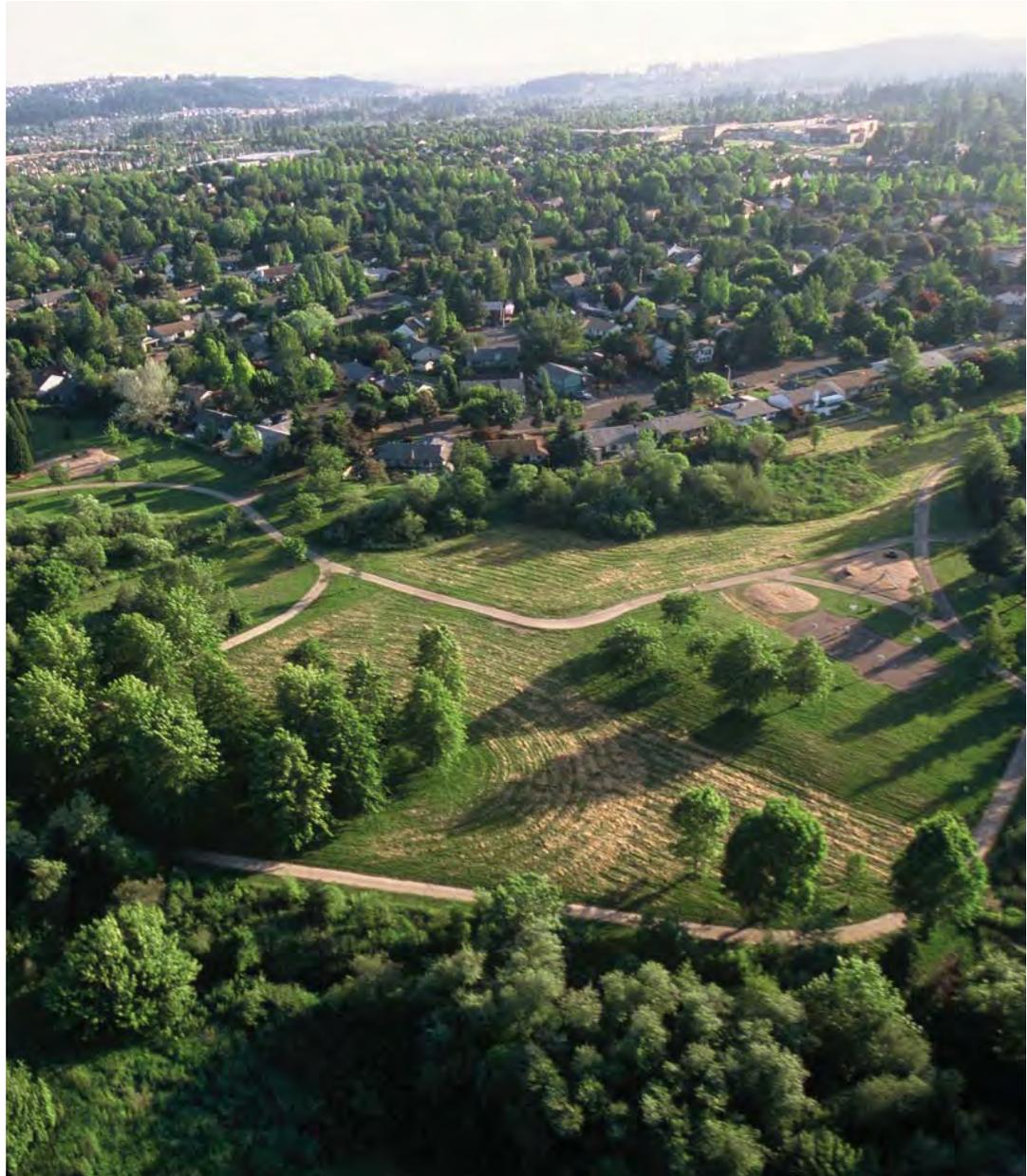
Willamette Narrows Natural Area

NATUREHOODS

To organize its Parks and Nature portfolio, Metro has defined 11 “naturehoods” named for their unique geographic and ecological identities. Boundaries blend conservation priorities with features such as watersheds and ridgelines, helping differentiate the region’s unique landscapes. Naturehoods also support Metro’s scientific, integrated approach to conserving, enhancing, regenerating and restoring the landscape.

Across Metro’s portfolio of voter-protected land, naturehoods bring the region’s unique character to life. For example, in the Tonquin Naturehood, large boulders and scoured ponds tell the tale of historic floods that ripped through the area – and set the backdrop for today’s Graham Oaks Nature Park and Ice Age Tonquin Trail. In the Clackamas River Naturehood, the namesake gives life to nearby Christmas tree farms, as well as native turtles, salmon and other wildlife.

Each naturehood provides a new way of thinking about where you live, just as meaningful as your neighborhood or the Pacific Northwest.



Fanno Creek Regional Trail

1

2

3

4

5

6

7

8

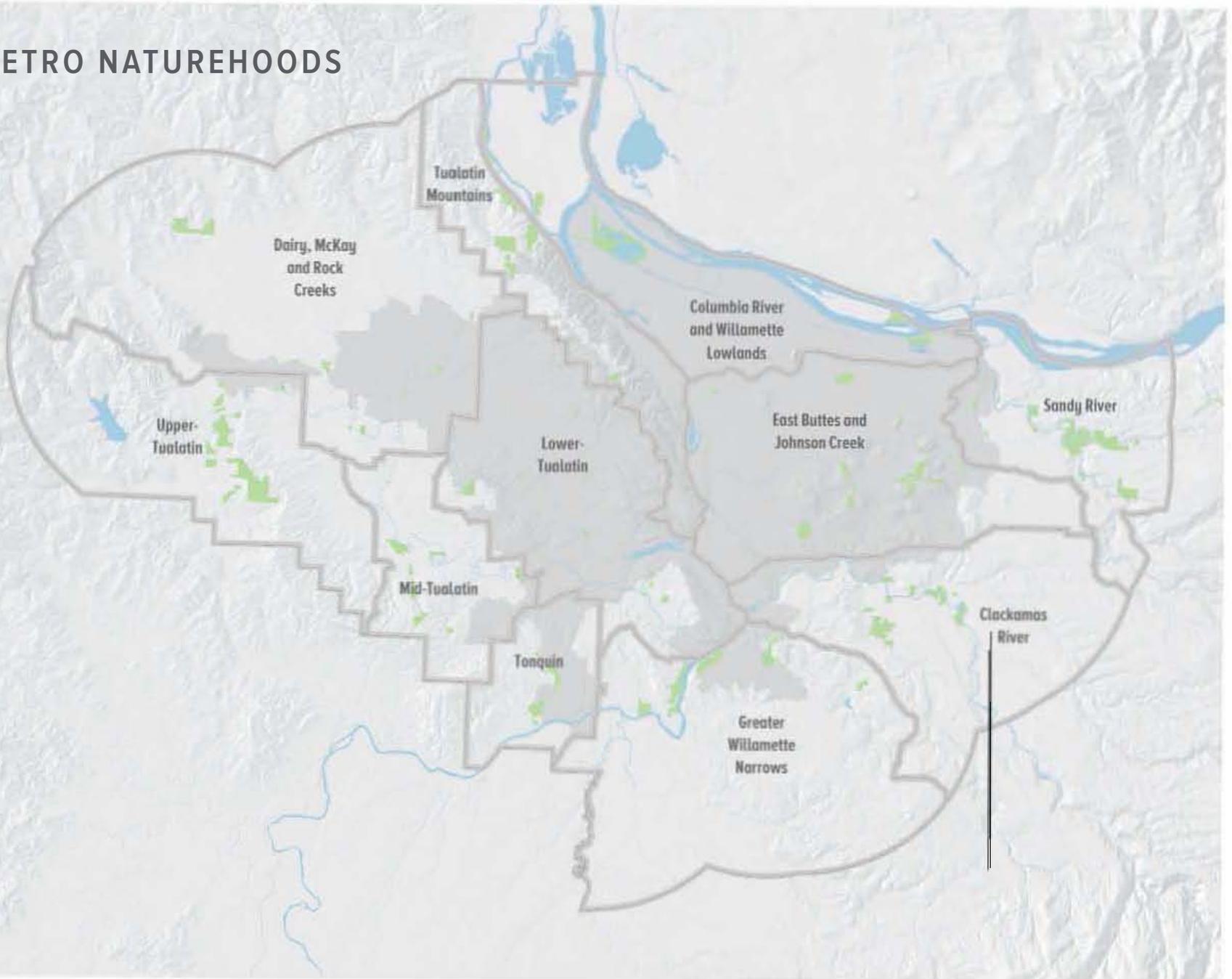
9

10

11

12

METRO NATUREHOODS



- 1
- 2
- 3
- 4**
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

METRO NATUREHOODS	PAGE	DESCRIPTION
Clackamas River	59	Includes sites on the Clackamas River, Deep Creek and Clear Creek, offering regionally important opportunities to aid in salmon recovery through in-stream, floodplain and riparian enhancement projects on the Clackamas River and its two most important tributaries.
Columbia River and Willamette Lowlands	62	Includes most of the historic Columbia and Willamette floodplains such as Sauvie Island, Multnomah Channel and the Columbia River bottomlands including the Columbia Slough and Columbia River islands. Major opportunities within this naturehood are primarily wetland related, but also include regionally important large patches of floodplain forest, as well as two notable prairie and savanna restoration opportunities.
Dairy, McKay and Rock Creeks	71	Focuses on Tualatin tributaries north of the river. Floodplain wetlands and forests are the focal points of this naturehood.
East Buttes and Johnson Creek	75	Includes properties throughout outer Southeast Portland, Gresham and Happy Valley/Damascus. Together the East Buttes properties are the backbone of protection of regionally important large blocks of upland forest. Johnson Creek offers important enhancement opportunities for water quality, flood mitigation and locally important fish habitat improvement.
Greater Willamette Narrows	82	Includes the Willamette Narrows complex, Canemah and Weber Farms natural areas, and Newell and Abernethy creeks. This area supports some of the most important opportunities for enhancing oak savanna and woodland in the region, as well as supporting large blocks of riparian and upland forest at all of the sites.
Lower-Tualatin	87	Encompasses the lower Tualatin River including the Stafford and Fanno Creek areas, and is the most urbanized portion of the watershed. It excludes nearby Tryon Creek State Park and Riverview Natural Area, where Metro has a conservation easement, which are included in the Tualatin Mountains naturehood. The emphasis here is on water quality protection through riparian habitat restoration, although native turtles and small patches of oak habitat are present.
Mid-Tualatin	90	Extends from upstream of the confluence of Fanno Creek to just downstream of the confluence of Rock Creek and includes the Tualatin National Wildlife Refuge. The prairie and oak sites are the most regionally significant elements, although locally significant opportunities for wetland, riparian forest and Coho salmon restoration are found throughout the naturehood.
Sandy River	93	Includes the mainstem Sandy River and two important lower tributaries (Gordon and Beaver creeks). Major issues include regionally important salmon habitat and protecting and restoring large blocks of contiguous upland and riparian forest.
Tonquin	97	Includes the Coffee Lake complex, Graham Oaks Nature Park and Corral Creek. This relatively small but diverse naturehood supports an outstanding wetland restoration opportunity at Coffee Lake Creek, as well as locally important stream and forest restoration. Savanna restoration at Graham Oaks Nature Park is a highly visible and accessible location to share important nature lessons.
Tualatin Mountains	100	Includes Abbey, McCarthy, Burlington and Ennis creeks, and extends south to Tryon Creek State Park. The Tualatin Mountains offer a regionally important large block of forest habitat extending from the inner city to the edges of the coast range. Although there are important riparian habitat restoration opportunities, the focus here is on managing and restoring large blocks of upland forest.
Upper-Tualatin	104	Extends along the main stem Tualatin River from above the Dairy Creek confluence to Wapato Lake and includes the portion of the Chehalem Mountains running north-south adjacent to the Wapato Lake Wildlife Refuge. It includes lower sections of Carpenter and Gales creeks. Includes opportunities to enhance prairie, floodplain wetlands, riparian habitat and Coho salmon habitat. Chehalem Ridge presents a regionally significant large block of upland forest.

1

2

3

4

5

6

7

8

9

10

11

12

CLASSIFICATION OF METRO'S INVENTORY

Within each naturehood, Metro manages a variety of properties along the spectrum from popular destinations to sensitive habitat where humans rarely set foot. However, up to this point, Metro has not established definitive criteria for classifying its inventory. The way sites were named has evolved over time, starting with the transfer of the Multnomah County properties such as Blue Lake Regional Park, Chinook Landing Marine Park and Howell Territorial Park. Through the 1995 and 2006 bond measures, properties acquired for habitat protection typically were assigned as natural areas with a few key sites selected for development as nature parks.

After 25 years of exponential growth, Metro's Parks and Nature portfolio needs a classification system to help focus planning, development and management. The new system outlined here describes the primary characteristics and values of each type of place, from regional recreation areas to habitat preserves. Using this system as a guide, Metro can ensure consistency across the region when planning for natural resource protection, park development, amenities and programming.



Metro's Parks and Nature classification system is designed to support clear communication among Metro's staff and partners, as well as the general public. By learning how a Metro site is classified, people will also gain a clear picture of how it is used and managed, and what level of public access to expect. For the most part, different classification titles signify different types of resources and access.

However, these distinctions are not absolute. Properties set aside primarily for one type of resource or designation may also contain other types. For example, one of Metro's flagship nature parks – Graham Oaks in Wilsonville – covers 250 acres of rolling Willamette Valley lowland, home to oak savanna, oak woodlands, wetlands and a mature fir forest. Although visitors can explore Graham Oaks through a four-mile trail system, sensitive habitat within the park is still protected, restored and monitored. In a park system with nature at its heart, Metro's focused scientific efforts to protect wildlife, restore habitat, and provide clean air and water extend across property classifications.



Graham Oaks Nature Park oak savanna restoration

1

2

3

4

5

6

7

8

9

10

11

12



REGIONAL RECREATION AREA

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



REGIONAL NATURE PARK

Protected for their scenic, historic or natural features, Regional Nature Parks are carefully developed and opened to the public as places to connect with nature. Regional Nature Parks offer unique recreation and education experiences in outstanding natural settings. In these places, Metro promotes activities like hiking and quiet enjoyment of nature and wildlife, sharing the story of some of the region's most unique cultures, landscapes and natural systems. Metro continues its efforts to restore and preserve water quality and wildlife habitat.



REGIONAL NATURAL AREA

Regional Natural Areas are protected landscapes that have substantially retained their natural character. Metro focuses its management activities on restoration and enhancement for the benefit of the region's native fish and wildlife, water and air quality. Public access is managed at select locations with a mind toward respecting the sensitive balance between recreation and habitat protection.

1

2

3

4

5

6

7

8

9

10

11

12



REGIONAL HABITAT PRESERVE

REGIONAL HABITAT PRESERVE

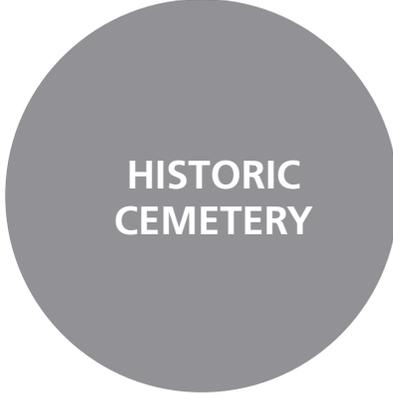
Regional Habitat Preserves play an instrumental role in preserving clean air and water, and protecting our region's biodiversity. Metro manages these unique and sensitive landscapes with a focus on ecological integrity of rivers, streams and wetlands; regeneration of once-common plant and wildlife communities;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



REGIONAL TRAIL

REGIONAL TRAIL

Regional Trails differ from local trails in that they are usually larger in scope, crossing neighborhood lines and linking cities, counties and even states. As excellent places for hikers, walkers, runners, cyclists and paddlers to exercise and experience nature, Regional Trails are destinations unto themselves – but they also take us from the places we live to the places we learn, work, shop and play. Most Regional Trails are maintained by local jurisdictions; however, Metro serves as a convener in planning the overall regional trails system.

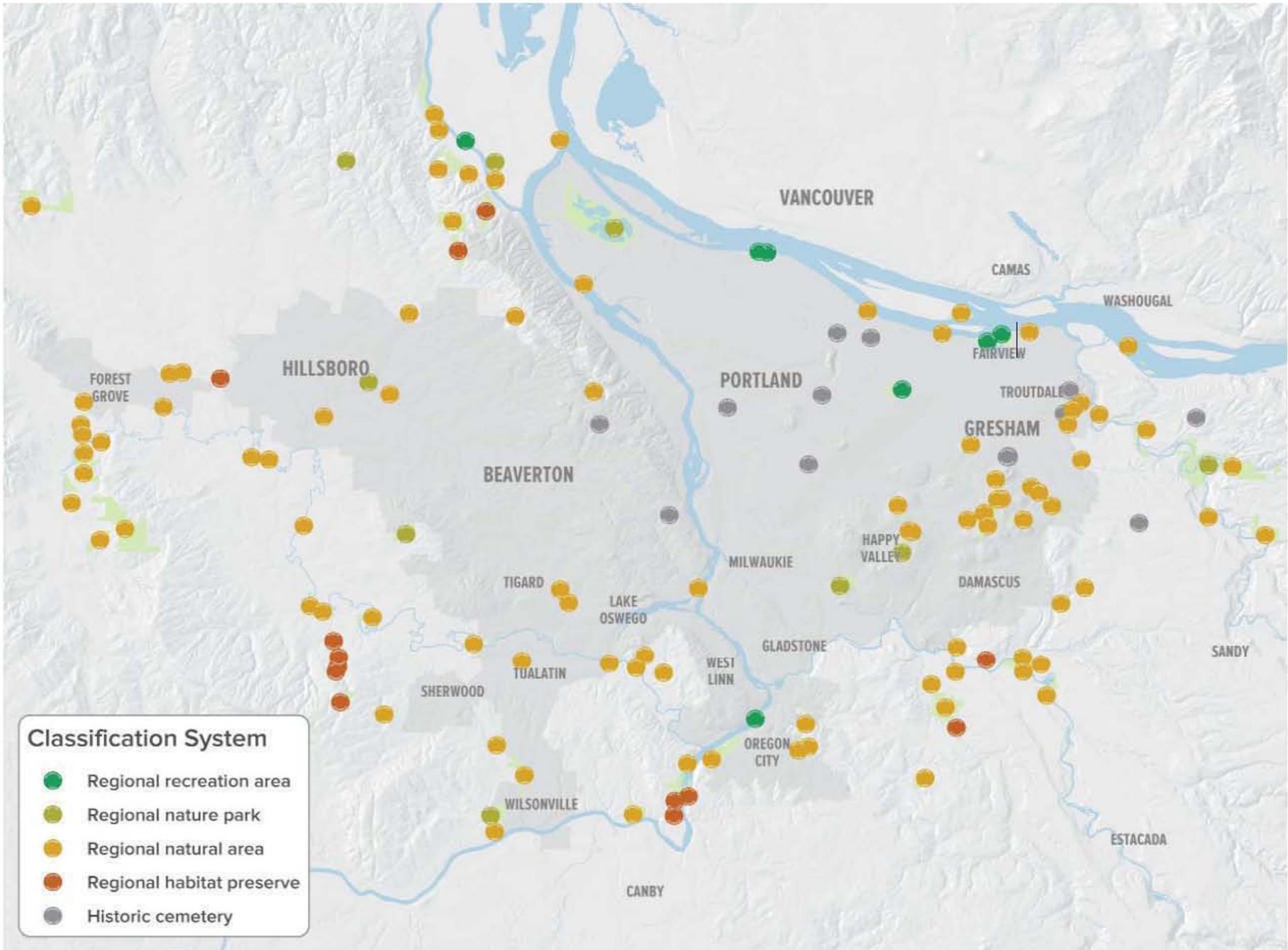


HISTORIC CEMETERY

HISTORIC CEMETERY

Metro's Historic Cemeteries are valued as sacred places. The public can seek them out for burial options, in addition to visiting a loved one's grave, conducting historical research, and simply reflecting or connecting with nature. Metro's Historic Cemeteries host many types of light recreation such as walking, birding, horticulture interpretation and appreciation, historical research and art.

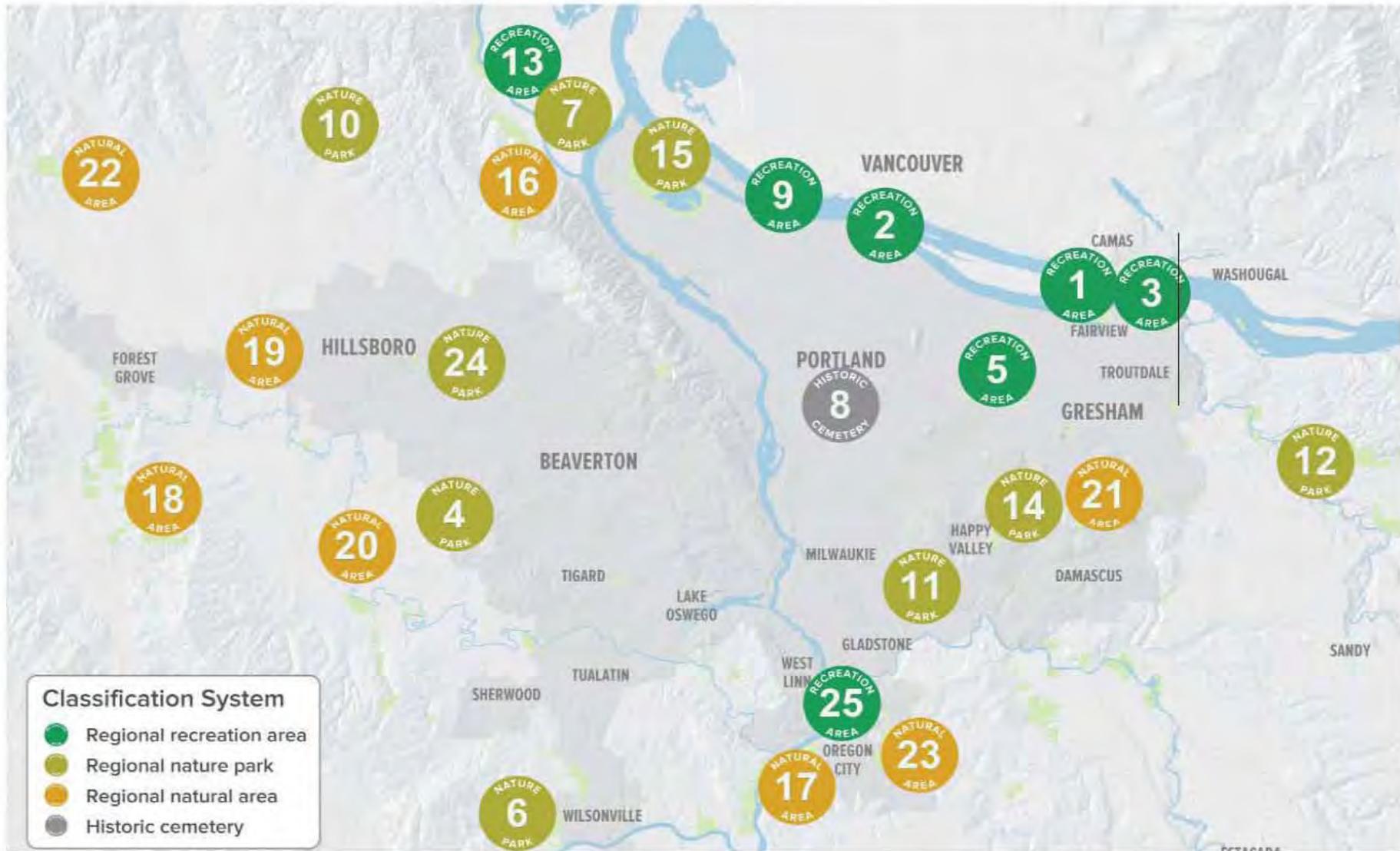
- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12





- 1
- 2
- 3
- 4**
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12
-
-

METRO CLASSIFICATION	METRO DESTINATIONS/ PUBLIC ACCESS SITES	DESTINATION MAP #	NATUREHOOD
REGIONAL RECREATION AREAS	Blue Lake Regional Park	1	Columbia River and Willamette Lowlands
	Broughton Beach	2	Columbia River and Willamette Lowlands
	Chinook Landing Marine Park	3	Columbia River and Willamette Lowlands
	Glendoveer Golf Course	5	East Buttes and Johnson Creek
	M. James Gleason Memorial Boat Ramp	9	Columbia River and Willamette Lowlands
	Mason Hill Park	10	Tualatin Mountains
	Sauvie Island Boat Ramp	13	Columbia River and Willamette Lowlands
Willamette Falls Riverwalk (coming soon)	25	Greater Willamette Narrows	
REGIONAL NATURE PARKS	Cooper Mountain Nature Park	4	Lower Tualatin
	Graham Oaks Nature Park	6	Tonquin
	Howell Territorial Park	7	Columbia River and Willamette Lowlands
	Mount Talbert Nature Park	11	East Buttes and Johnson Creek
	Oxbow Regional Park	12	Sandy River
	Scouters Mountain Nature Park	14	East Buttes and Johnson Creek
	Smith and Bybee Wetlands	15	Columbia River and Willamette Lowlands
Orenco Woods Nature Park (coming soon)	24	Dairy, McKay and Rock Creeks	
REGIONAL NATURAL AREAS	Burlington Creek Forest Natural Area (coming soon)	16	Tualatin Mountains
	Canemah Bluff Natural Area (coming soon)	17	Greater Willamette Narrows
	Chehalem Ridge Natural Area (coming soon)	18	Upper Tualatin
	East Council Creek Natural Area (coming soon)	19	Dairy, McKay and Rock Creeks
	Farmington Natural Area (coming soon)	20	Mid-Tualatin
	Gabbert Hill Natural Area (coming soon)	21	East Buttes and Johnson Creek
	Killin Wetlands Natural Area (coming soon)	22	Dairy, McKay and Rock Creeks
Newell Creek Canyon Natural Area (coming soon)	23	Greater Willamette Narrows	
REGIONAL CEMETERY	Lone Fir Historic Cemetery	8	East Buttes and Johnson Creek



Classification System

- Regional recreation area
- Regional nature park
- Regional natural area
- Historic cemetery

Existing

- | | |
|--------------------------------|--|
| 1) Blue Lake Regional Park | 6) Graham Oaks Nature Park |
| 2) Broughton Beach | 7) Howell Territorial Park |
| 3) Chinook Landing Marine Park | 8) Lone Fir Cemetery |
| 4) Cooper Mountain Nature Park | 9) M. James Gleason Memorial Boat Ramp |
| 5) Glendoveer Golf Course | 10) Mason Hill Park |

- | |
|-----------------------------------|
| 11) Mount Talbert Nature Park |
| 12) Oxbow Regional Park |
| 13) Sauvie Island Boat Ramp |
| 14) Scouters Mountain Nature Park |
| 15) Smith and Bybee Wetlands |

Coming Soon

- | | |
|-----------------------------|--------------------------------|
| 16) Burlington Creek Forest | 21) Gabbert Hill |
| 17) Canemah Bluff | 22) Killin Wetlands |
| 18) Chehalem Ridge | 23) Newell Creek Canyon |
| 19) East Council Creek | 24) Orenco Woods Nature Park |
| 20) Farmington Natural Area | 25) Willamette Falls Riverwalk |

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

1

NATUREHOOD DESCRIPTIONS

2

3

4

Naturehoods provide a framework for organizing and describing the 17,000 acres that Metro owns and manages. Get to know each naturehood in the Metro Parks and Nature system by reading about voter-protected land, exploring a map and learning about highlight destinations. Within each area, Metro's inventory includes a range of properties – from Regional Recreation Areas to Regional Habitat Preserves.

5

6

The section that follows provides a map of each naturehood, a naturehood description and individual highlights of Metro properties located in the naturehoods listed below:

7

8

9

10

11

12

- CLACKAMAS RIVER
- COLUMBIA RIVER AND WILLAMETTE LOWLANDS
- DAIRY, MCKAY AND ROCK CREEKS
- EAST BUTTES AND JOHNSON CREEK
- GREATER WILLAMETTE NARROWS
- LOWER TUALATIN
- MID-TUALATIN
- SANDY RIVER
- TONQUIN
- TUALATIN MOUNTAINS
- UPPER-TUALATIN



CLACKAMAS RIVER NATUREHOOD

Along the Clackamas River just upstream from Barton Park, Metro's River Island property provides 240 acres of habitat for plants and wildlife, including endangered salmon and steelhead, native turtles and migratory birds. Metro is spearheading a major restoration project, working with numerous partners, to return River Island to a natural, wilder existence and help improve water quality in a river that provides drinking water to hundreds of thousands of people.

Further west, more restoration is underway at Clear Creek Natural Area. Situated beyond Oregon City and Carver, nestled among Christmas tree farms, Metro's Clear Creek Natural Area serves as a haven for wildlife. Named for the creek that snakes through this canyon, the natural area is home to endangered Coho and Chinook salmon, as well as deer, coyote, beaver and otter. Brilliant purple camas bloom in the spring; fungi can be found in the fall. Extensive restoration has improved the health of the site, supporting salmon and prairie habitat.

Additional Metro natural areas trace the Clackamas River on its path through rare habitats. For wildlife, Deep Creek is the equivalent of a freeway, making connections between the Clackamas River and the Cascades, the East Buttes area of Gresham and the urbanized Johnson Creek. Frequent travelers include Coho and spring Chinook salmon, wild winter steelhead, cutthroat trout and lamprey eel. Because Deep Creek and its tributaries flow into the Clackamas River, they have a significant effect on water quality.

Acres: 1,476

Access considerations: River Island is a cherished place for people to fish and enjoy nature. Also on the Clackamas River, the 174-acre North Logan Natural Area, which is used by people rafting, tubing and fishing, has potential to support a nature park. Most other properties in this naturehood have sensitive habitat and are recommended as habitat preserves.

Clear Creek was targeted as a potential nature park during the first bond measure, due to its spectacular scenery and environmental education potential. Sensitive habitat will require careful planning to balance access with natural resource protection.

Other public agencies manage large parks in the area, including Milo McIver State Park and Barton Park. Ongoing acquisition efforts may affect options for potential future public use.

Key partnerships: Clackamas County Parks, Clackamas Soil & Water Conservation District, Clackamas River Watershed Council, Oregon Department of Fish and Wildlife, Oregon Parks and Recreation, Oregon Wildlife Heritage Foundation, Portland General Electric. Metro has an active restoration partnership with the Springwater Environmental Sciences School adjacent to Clear Creek Natural Area.

Regional context: Changes in the Clackamas River related to historic gravel mining and the 1996 floods are creating significant management challenges, which will require a multi-partner solution and substantial funding.

Metro is undertaking extensive restoration work at places like River Island and Clear Creek Natural Area. The Clear Creek prairie is also an important anchor habitat for regional conservation.



1

2

3

4

5

6

7

8

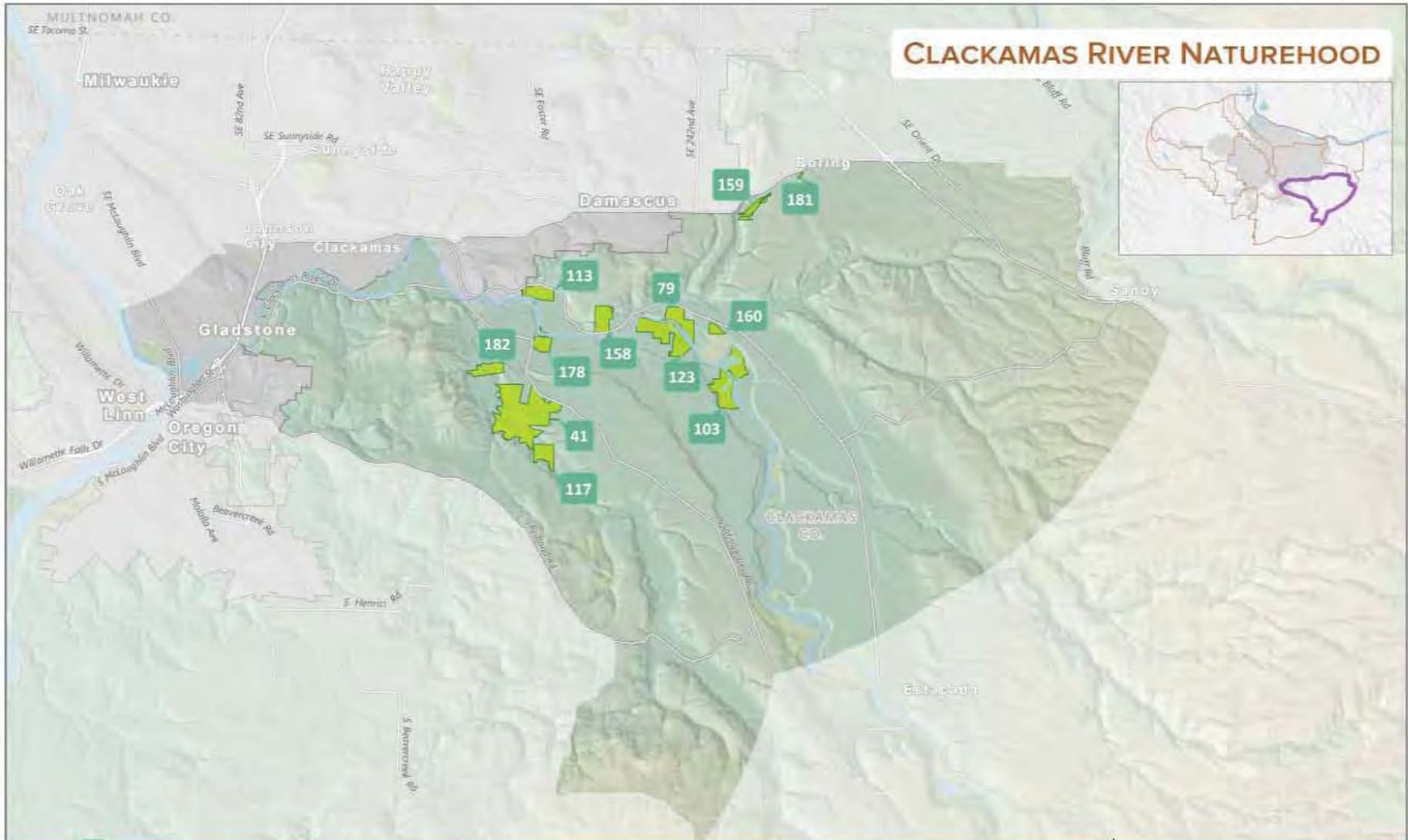
9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



CLACKAMAS RIVER NATUREHOOD

Managed by Metro

- | | | | |
|-------------------------|------------------------------------|------------------------------|---|
| 41) Clear Creek Canyon | 113) Richardson Creek Natural Area | 158) Clackamas Bluff | 178) Bakers Ferry Conservation Easement |
| 79) Barton Natural Area | 117) Jonsson Center | 159) Deep Creek Natural Area | 181) Cazadero North |
| 103) River Island | 123) North Logan | 160) Cazadero Natural Area | 182) Clear Creek North |

NATUREHOOD HIGHLIGHTS

RIVER ISLAND NATURAL AREA

Nestled on the Clackamas River just upstream from Barton Park, River Island provides habitat for plants and wildlife, including endangered salmon and steelhead, native turtles and migratory birds. It is also a favorite place for people to fish and enjoy nature. Years of gravel mining and record flooding in 1996 altered the natural area's landscape and changed the Clackamas River's path through the gravel mine – bad news for wildlife that depend on the river. Metro is undertaking a major restoration project to improve fish and wildlife habitat by returning the river channel to a more natural state and treating invasive species.

Acres: 235

Public use: Most public access in the area is through Clackamas County's adjacent Barton Park.

Key partnerships: Clackamas County, Clackamas River Basin Watershed Council, Portland General Electric, State of Oregon

Regional context: The Clackamas River supplies drinking water to hundreds of thousands of people and supports significant runs of federal- and state-listed fish species, including Chinook salmon, Coho salmon, steelhead, cutthroat trout, bull trout and Pacific lamprey.



REGIONAL
NATURAL
AREA

River Island Natural Area



REGIONAL
NATURAL
AREA

River Island Natural Area

1

2

3

4

5

6

7

8

9

10

11

12

COLUMBIA RIVER AND WILLAMETTE LOWLANDS NATUREHOOD

People know Metro's Columbia River holdings best by Smith and Bybee Wetlands, but this naturehood also includes significant parcels of land protected for fish and wildlife habitat along the region's two iconic rivers. Metro owns additional sites along the nearby Columbia Slough, a rich network of waterways and wildlife.

Off the shores of the Columbia, Metro parks and natural areas run from the confluence of the Sandy and Columbia rivers to Sauvie Island. Metro natural areas range from the sloughs, wetlands and forests at Smith and Bybee Wetlands to 220 acres on the tip of Government Island. Government Island is part of a series of islands in the Columbia that provide habitat for fish, deer, beaver, otter and birds – and a spot for boaters to fish, eat lunch or walk in the shade of large cottonwood trees.

Along the Multnomah Channel, Metro turned back the clock to mimic historical flooding patterns that nurtured wildlife and plants. Control structures hold water each winter and spring and allow wetlands to drain slowly each summer, as they did before farming and development disrupted the ecosystem. Metro and partners planted tens of thousands of native trees and shrubs. Now, it's common to see Northern red-legged frogs, bald eagles and great blue heron.

Acres: 3,177

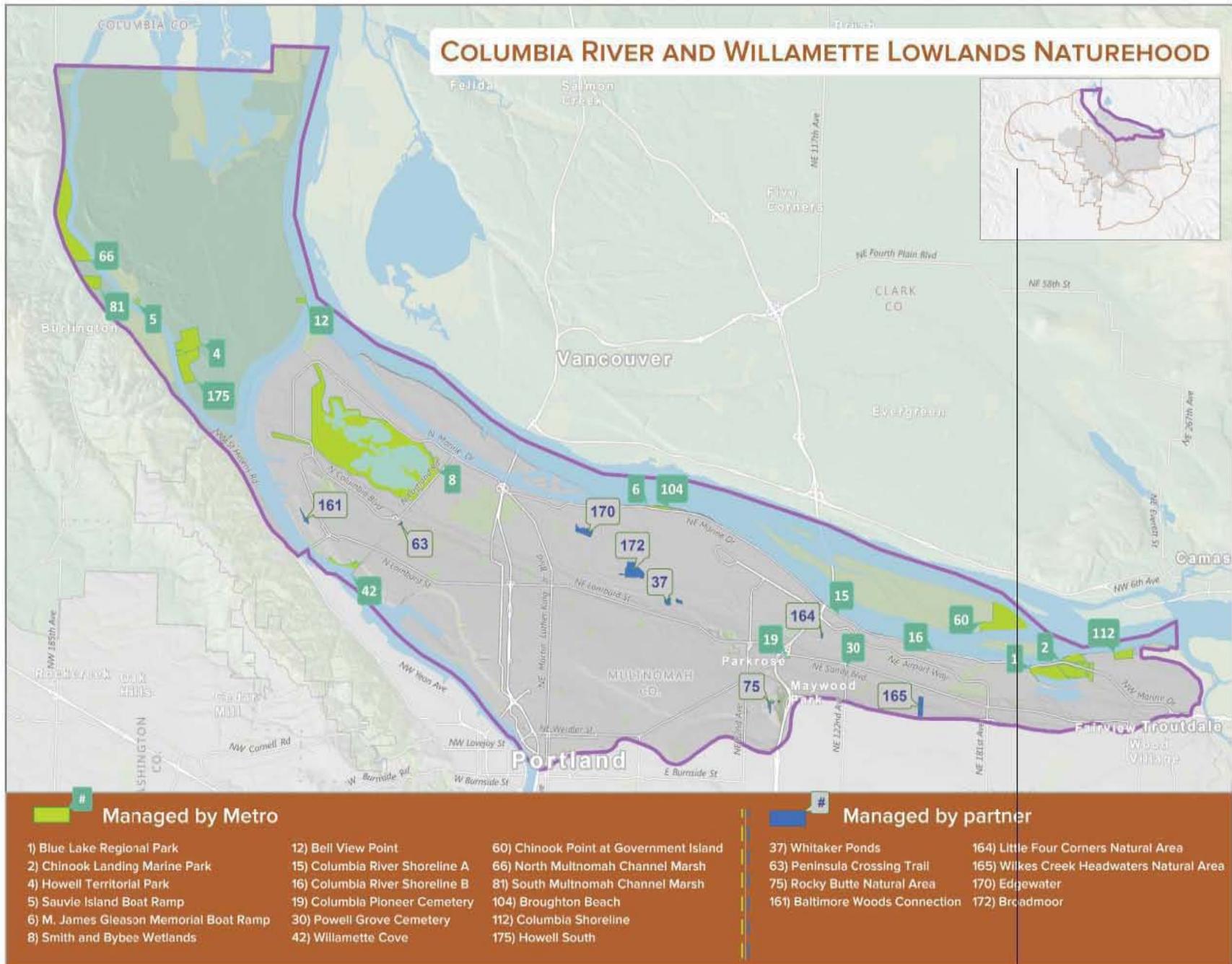
Access considerations: The Columbia Slough Trail provides the primary access in and around the slough. Lands protected for their habitat value and water quality benefits are less likely to provide access. Multnomah Channel offers opportunities for low-impact wildlife viewing.

Key partnerships: 40-Mile Loop Land Trust, Bonneville Power Administration, City of Portland, Columbia Slough Watershed Council, Ducks Unlimited, East Multnomah Soil & Water Conservation District, Friends of Smith & Bybee Lakes, Lower Columbia River Estuary Partnership, Oregon Department of Fish & Wildlife, Oregon Parks and Recreation, Port of Portland, Smith and Bybee Wetlands Advisory Committee, St. Johns Neighborhood Association

Regional context: The Columbia Slough, a 19-mile network of remnant lakes, wetlands and slow-moving channels, stretches from Fairview Lake to Kelley Point Park, where the Willamette and Columbia rivers meet. The slough and its banks provide valuable habitat for plants, fish and wildlife, including deer, beaver, river otter, 25 fish species and 175 bird species. Metro has protected land that provides habitat connections and water quality benefits along the slough.

On the Willamette, Multnomah Channel is a spectacular example of restored wetlands, showcasing Metro's science-based approach to land management.





- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

COLUMBIA RIVER AND WILLAMETTE LOWLANDS NATUREHOOD HIGHLIGHTS

BLUE LAKE REGIONAL PARK

Twenty minutes from downtown Portland, Blue Lake Regional Park offers a wealth of ways to enjoy the outdoors, from boating, fishing and swimming to picnics, community events and special programs. The park's namesake is a 64-acre natural lake fed by underground springs, which helps visitors cool off on hot days. Amenities include a Lake House available for rentals, a spray ground, a nature-based playground, a discovery garden, boat rentals, disc golf course, sports facilities and a wetland area with a viewing platform and trail. The 2013 levy has made it possible to carry out many visitor improvements, including a new entryway, bathrooms and native landscaping.

Acres: 180

Public use: More than 300,000 visitors per year, with a diverse audience including people who speak Spanish, Ukrainian and Russian.

Key partnerships: The City of Fairview has been a longtime supportive partner. The City of Portland operates several groundwater wells beneath the undeveloped eastern portion of the park.

Regional context: At one time Blue Lake Regional Park reportedly was the Nichaqwli Village, home to Chinook Indians and noted in the journals of Lewis and Clark. A section of the 40-mile Loop trail system travels through the park's northern boundary and provides access to a 20-mile stretch of trail between Troutdale and Smith and Bybee Wetlands. Blue Lake is one of the only parks in the greater Portland area with a swimming lake.



Blue Lake Regional Park

BROUGHTON BEACH

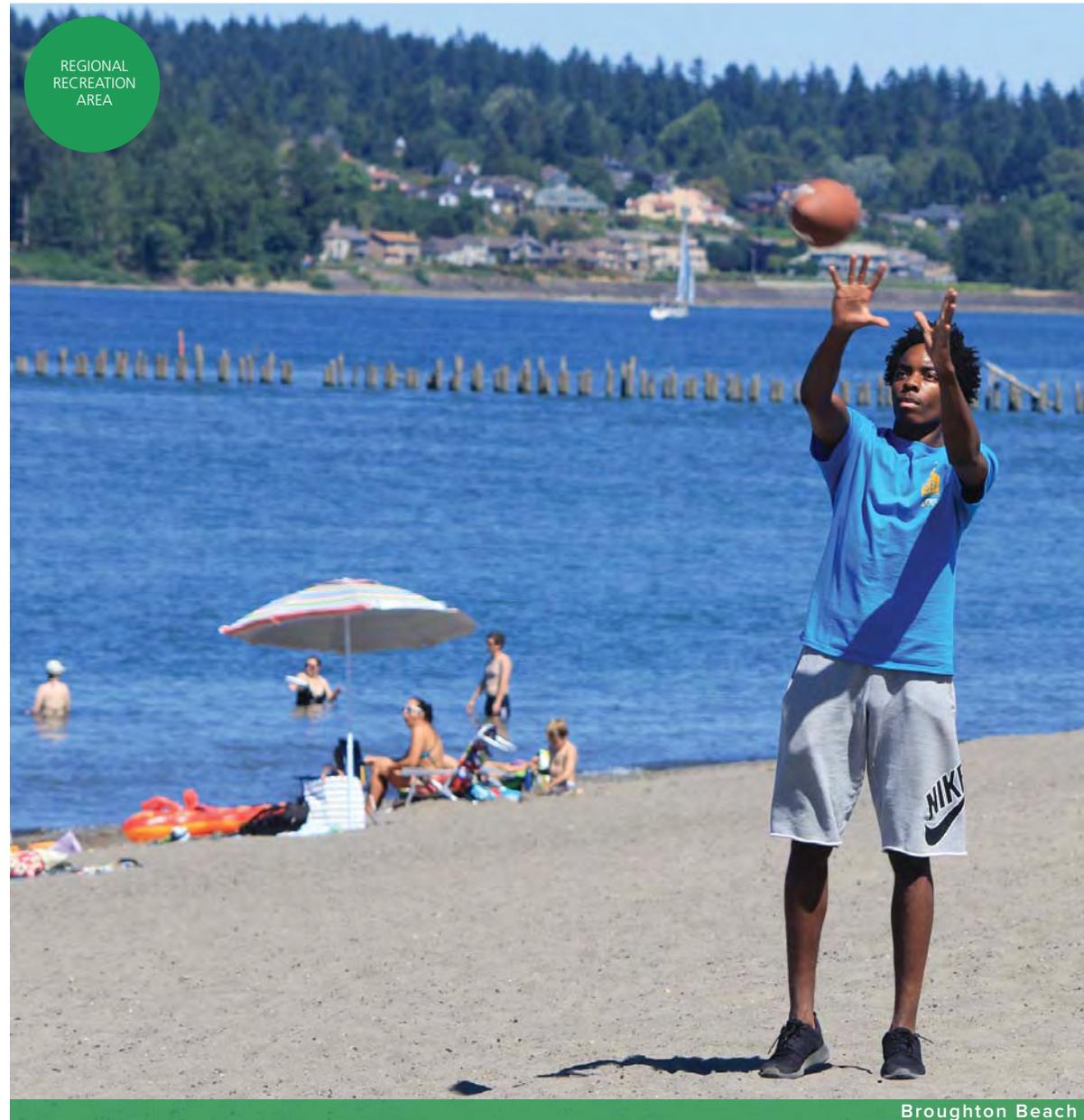
Across from Portland International Airport, Broughton Beach provides a clean, safe, sandy place to play along the Columbia River – one of the region's best urban beaches. Visitors enjoy walking, beachcombing, picnicking and more. On a clear day, they can also catch a great view of Mount Hood.

Acres: 10

Public use: In recent years, Broughton Beach has undergone a transformation from notorious party destination into a family-friendly venue, thanks to Metro's effort to clean up the beach and redesign the adjacent parking lot at Metro's M. James Gleason Memorial Boat Ramp.

Key partnerships: Multnomah County River Patrol, Port of Portland, Oregon State Marine Board

Regional context: Broughton Beach is one of only a handful of urban beaches in the Portland area. It is adjacent to M. James Gleason Memorial Boat Ramp, extending the recreational opportunities along Marine Drive.



1

2

3

4

5

6

7

8

9

10

11

12

Broughton Beach

1

2

3

4

5

6

7

8

9

10

11

12

CHINOOK LANDING MARINE PARK

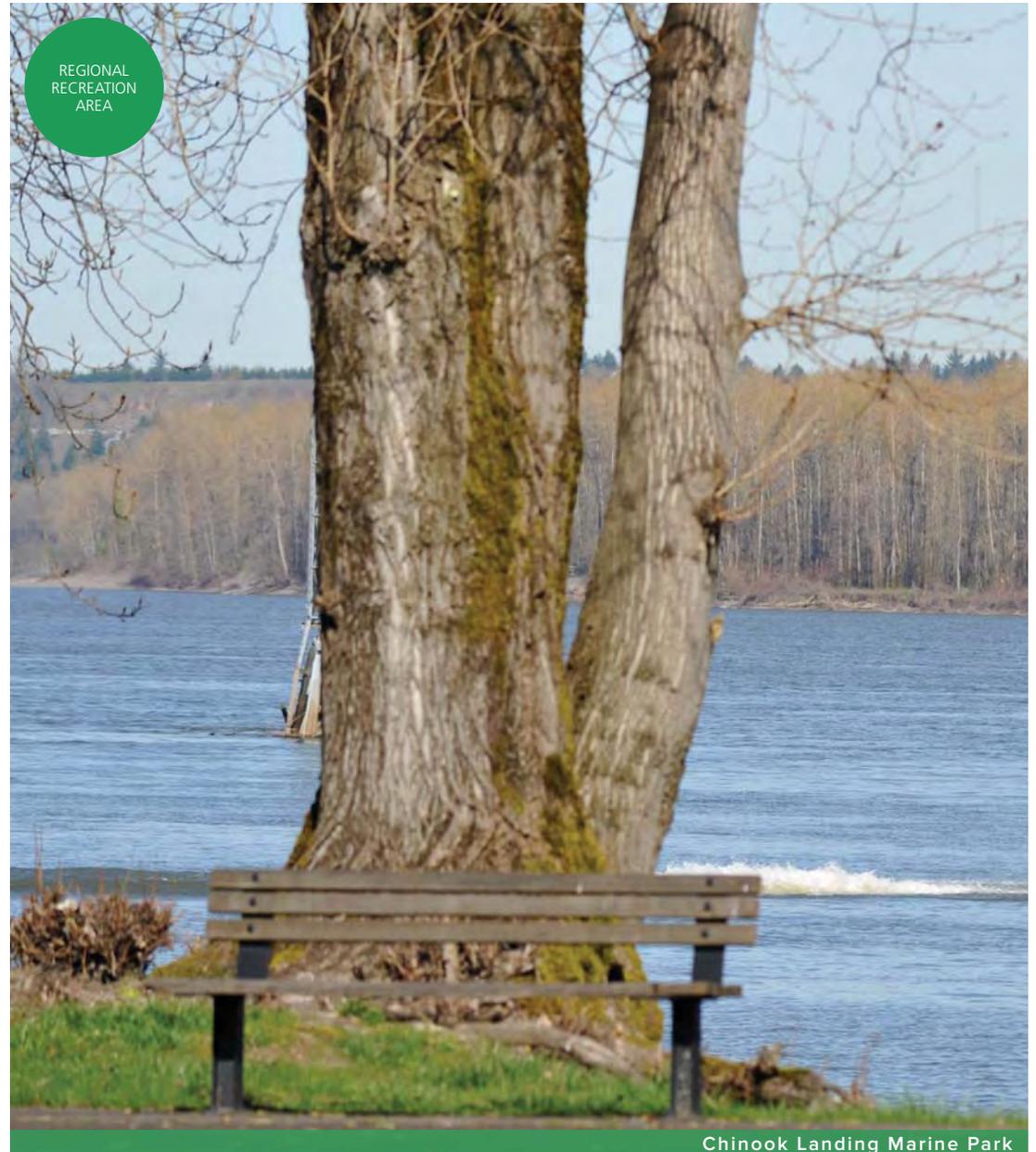
With six launching lanes on the Columbia River, Chinook Landing is one of the largest public boating facilities in Oregon. The park offers picnic areas, wetland and wildlife habitat, disabled-accessible docks, restrooms and a seasonal river patrol station. Improvements to Chinook Landing's parking and walking trail were recently completed.

Acres: 18

Public use: 180,000 visitors per year

Key partnerships: The Oregon State Marine Board provides periodic funding for maintenance of the boat ramp. The Multnomah County River Patrol is also a partner.

Regional context: Chinook Landing Marine Park draws boaters from the greater Portland-Vancouver area.



Chinook Landing Marine Park

HOWELL TERRITORIAL PARK

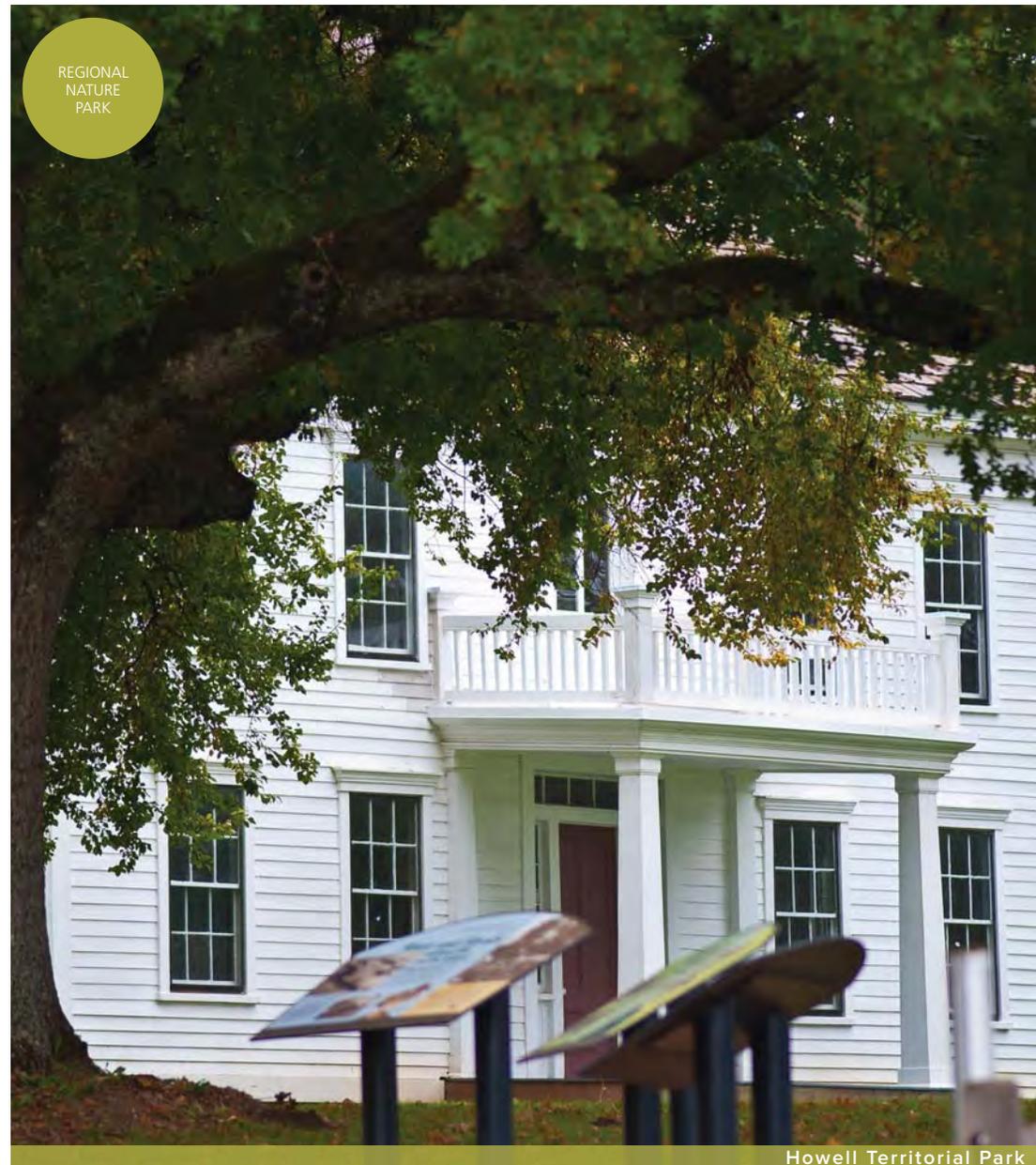
Tucked away on Sauvie Island, Howell Territorial Park is a great destination for picnickers, bird watchers and history buffs. The region's natural and cultural history come together in one serene, pastoral setting. Attractions include a picnic shelter, a pioneer orchard, large natural wetlands and an authentically restored farmhouse built in the 1850s. Interpretive signage tells the story of Sauvie Island and the families who homesteaded and farmed here. School education programs are a popular activity at the park.

Acres: 100

Public use: 4,600 visitors, mostly for education programs

Key partnerships: Sauvie Island Center runs the education programs at the park and leads field trips for school students. Sauvie Island Organics food co-operative leases land at the park to grow vegetables. Janus Youth Food Works Program involves high school students in growing vegetables at the park.

Regional context: Very few historic farms are open to the public in the greater Portland area. There is untapped potential to increase programming, including providing tours of the historic home. Demand for agricultural education also is growing.



Howell Territorial Park

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

M. JAMES GLEASON MEMORIAL BOAT RAMP

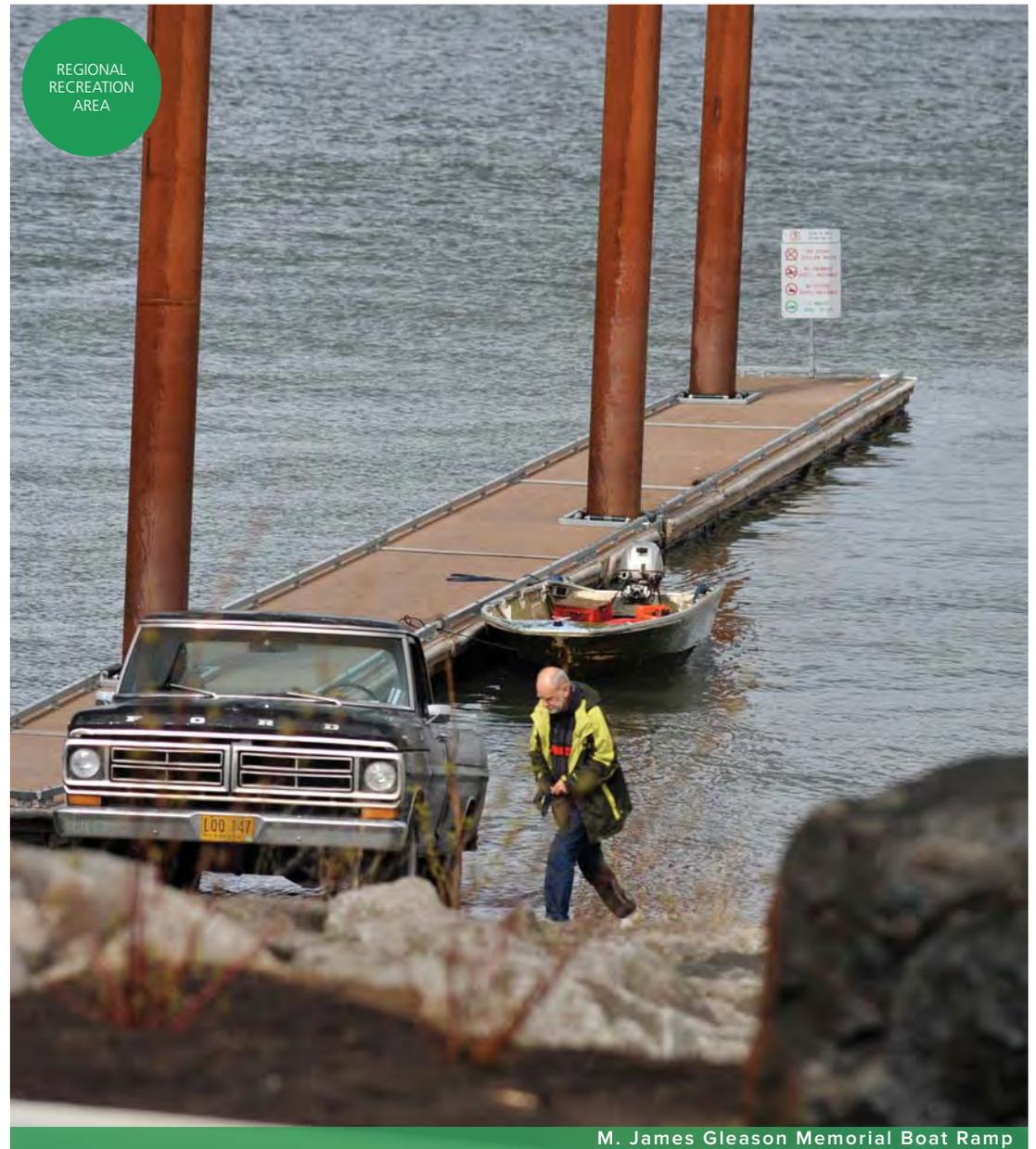
Minutes from downtown Portland, the M. James Gleason Memorial Boat Ramp offers a convenient public launch on the Columbia River. Recent upgrades include a debris deflection wall, extra launch lanes, boarding docks, restrooms, river maps and a river patrol office.

Acres: 18

Public use: Tens of thousands of users visit the boat ramp adjacent to Broughton beach annually.

Key partnerships: The Oregon State Marine Board provides periodic funding for maintenance of the boat ramp. The Multnomah County River Patrol is also a partner.

Regional context: M. James Gleason Memorial Boat Ramp is one of the most popular public boating ramps in Oregon. Several projects were recently completed at the ramp to improve operations of the facilities and visitor experience.



M. James Gleason Memorial Boat Ramp

SAUVIE ISLAND BOAT RAMP

Sauvie Island Boat Ramp gives boaters an opportunity to enjoy the quiet waters and wildlife of the Multnomah Channel. In recent years, the site has been upgraded to include a new launch ramp, new parking lot, new restrooms, lighting and landscaping with native and salvaged vegetation.

Acres: 6

Public use: 10,000 to 15,000 visitors per year

Key partnerships: The Oregon State Marine Board provides periodic funding for maintenance.

Regional context: The only public boat ramp on the Multnomah Channel, this facility serves all of Sauvie Island.



1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

SMITH AND BYBEE WETLANDS

Take the Interlakes Trail or go by boat to explore one of the largest protected wetlands in an American city. Either way, you might find beaver, river otter, black-tailed deer, osprey, bald eagles and Western painted turtles at Smith and Bybee Wetlands. You'll also find major restoration projects: a water control structure is restoring the network of sloughs, wetlands and forests that existed more than 200 years ago. The former St. Johns Landfill is now a meadow and an integral part of the habitat.

Acres: 1,880

Public use: 18,000 visitors per year

Key partnerships: The Smith and Bybee Wetlands Advisory Committee is an active partner, advising on the site's restoration and use. Other partners include the 40-Mile Loop Land Trust, City of Portland, Columbia Slough Watershed Council, Friends of Smith & Bybee Lakes, Port of Portland, and the St. Johns Neighborhood Association.

Regional context: One of the region's best-kept secrets, Smith and Bybee Wetlands is surrounded by neighborhoods, port terminals, warehouses and commercial development. When built, the North Portland Greenway Trail and missing links in the Columbia Slough Trail will allow people to walk or bike through the natural area to jobs and other destinations. As the last big piece of floodplain wetland at the confluence of the Columbia and Willamette rivers, the site has ecological and historic significance.



Smith and Bybee Wetlands

DAIRY, MCKAY AND ROCK CREEKS NATUREHOOD

On the region's western fringes, Metro serves as the steward of several significant expanses of wildlife habitat.

Tucked along Highway 6 on the way to the Oregon coast, Killin Wetlands Natural Area is known as a haven for elusive marsh birds – and bird watchers. Between Hillsboro and Cornelius, Dairy and McKay creeks converge at the interface of farmland and urban development. By protecting land along these major tributaries to the Tualatin River – as well as nearby wetlands – Metro has helped improve water quality. Other Metro acquisitions expanded Jackson Bottom Wetlands Preserve in Hillsboro.

The health of the Tualatin River is greatly influenced by headwater and tributary streams like Rock Creek. If water is kept cool, clear and clean, benefits will flow downstream. Nestled between Portland and the developing Bethany urban area, Metro properties offer people and wildlife a refuge from development pressures. This area is home to bobcats and elk, as well as steelhead, trout and Coho salmon.

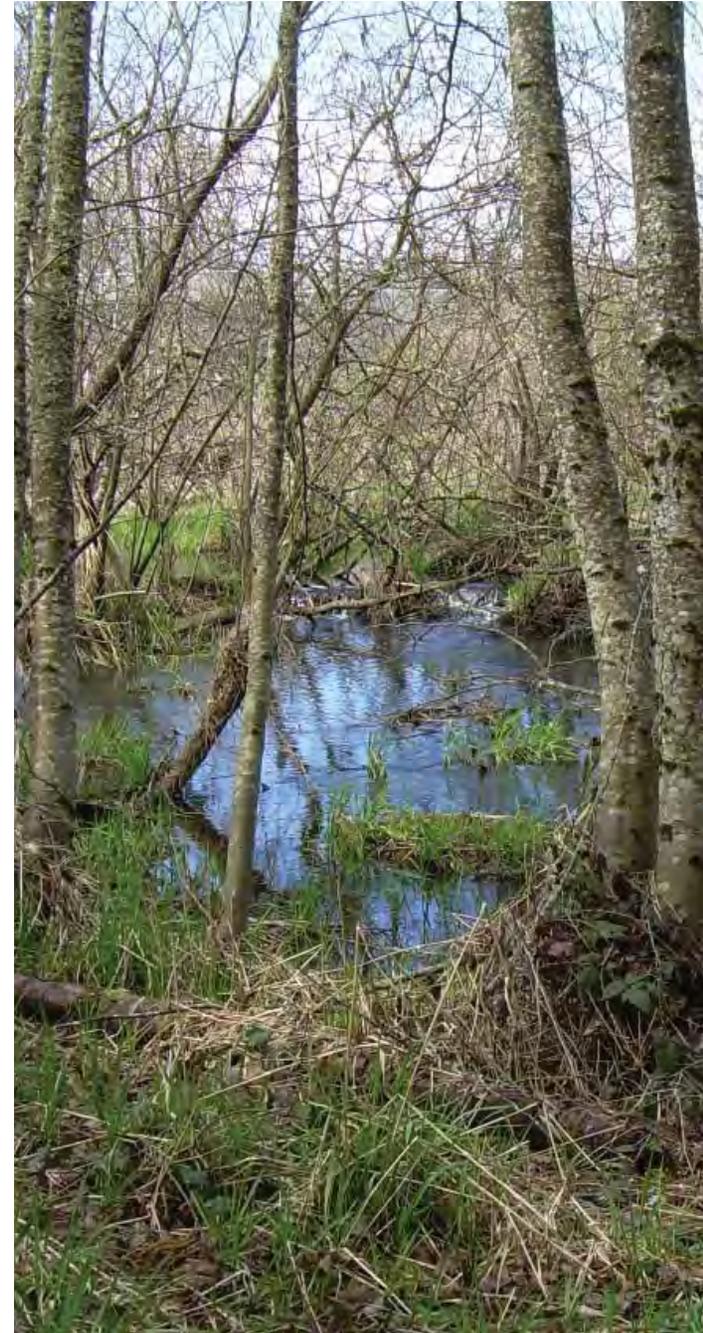
Acres: 946

Access considerations: Part of Metro's land lies along the proposed Council Creek Trail, providing options for a public natural area. The isolated Dairy-McKay Confluence Natural Area, along its namesake creek, is suited to a habitat preserve.

Sensitive habitat precludes high levels of access on Rock Creek Headwaters properties. Public use will be provided on the nearby Rock Creek Greenway trail, which is described in the trails section of this chapter.

Key partnerships: City of Cornelius, City of Hillsboro, Clean Water Services, Columbia Land Trust, West Multnomah Soil & Water Conservation District

Regional context: Dairy, McKay, Council and Rock creeks provide a key conservation corridor between the growing communities of Cornelius and Hillsboro. Metro is actively working on trail easements in this area with the City of Hillsboro, using the city's local share allocation from Metro's 2006 bond measure.



1

2

3

4

5

6

7

8

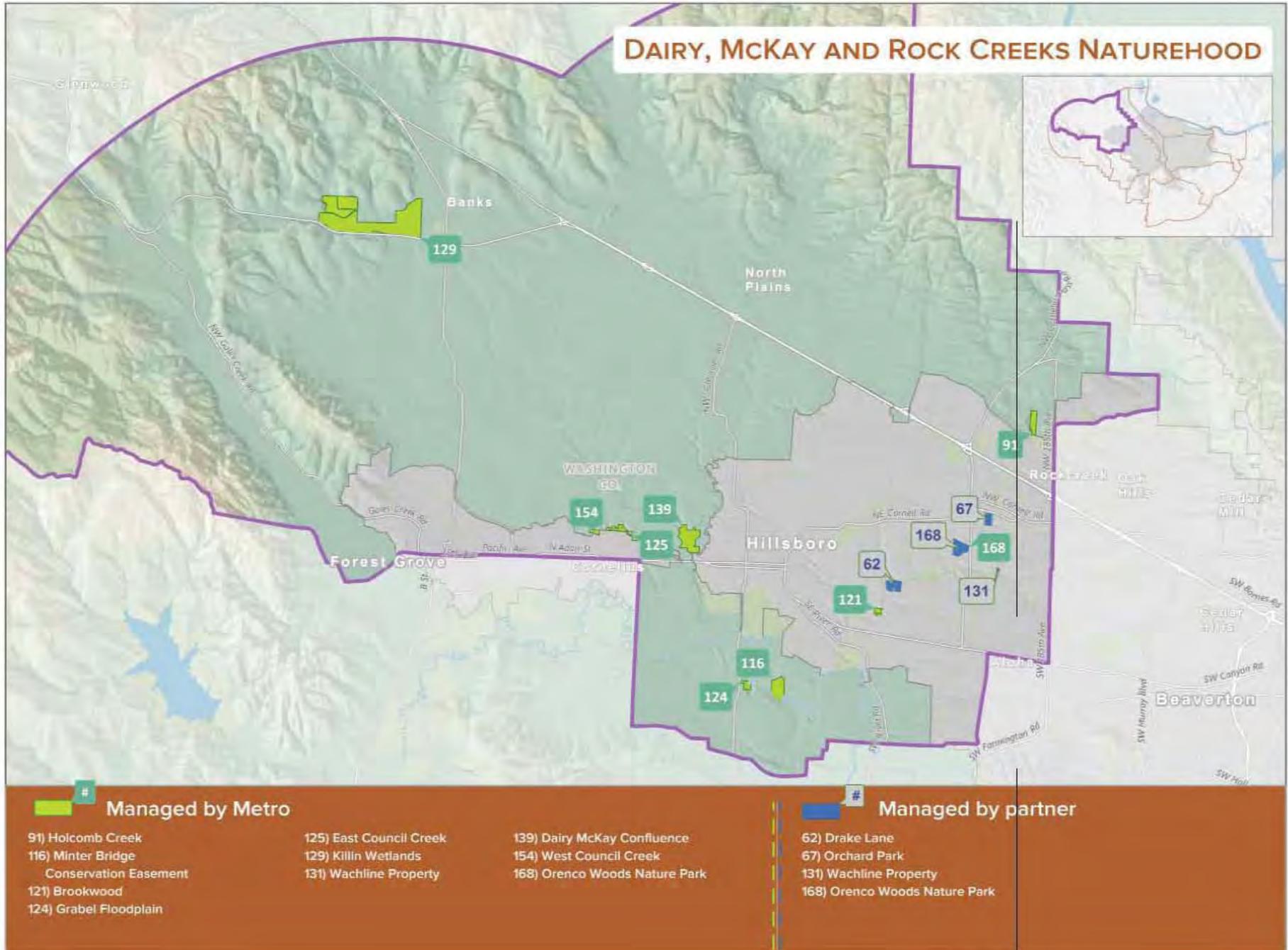
9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



DAIRY, MCKAY AND ROCK CREEKS NATUREHOOD HIGHLIGHTS

KILLIN WETLANDS NATURAL AREA

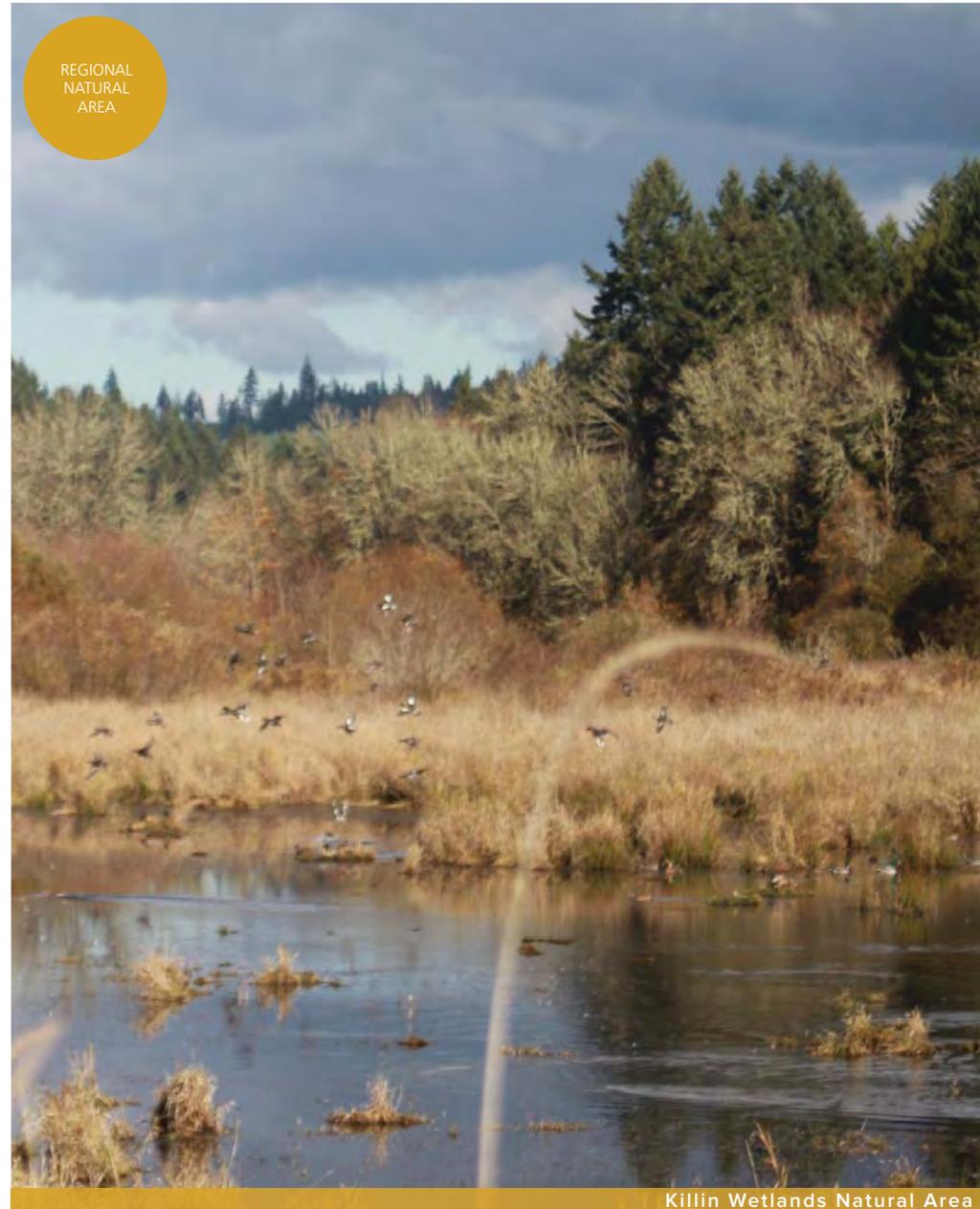
Nestled near Banks, Killin Wetlands Natural Area is known as a haven for elusive marsh birds. One of the Willamette Valley's largest remaining peat soil wetlands, it represents the last 2 percent of scrub-shrub marsh in the region and supports a rare assemblage of plants and animals. These ecologically significant wetlands improve water quality, provide wildlife habitat and store floodwater.

Acres: 590

Public use: Killin Wetlands is popular with birders, but has no parking or amenities. Metro has engaged the public to plan for both restoration of the site and public access, with proposed amenities including a viewing platform, trails and parking. Formally supporting use will alleviate safety concerns and impacts on both the wetlands and neighboring farmers. The new amenities are scheduled to open to the public in 2017.

Key partnerships: City of Banks, Washington County

Regional context: The natural area's reputation as a site for regionally significant bird watching has led to challenges in managing human use from a safety perspective because there is no formal place to park. Metro is resolving this issue with a carefully designed project to meet both restoration and access goals.



Killin Wetlands Natural Area

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

ORENCO WOODS NATURE PARK

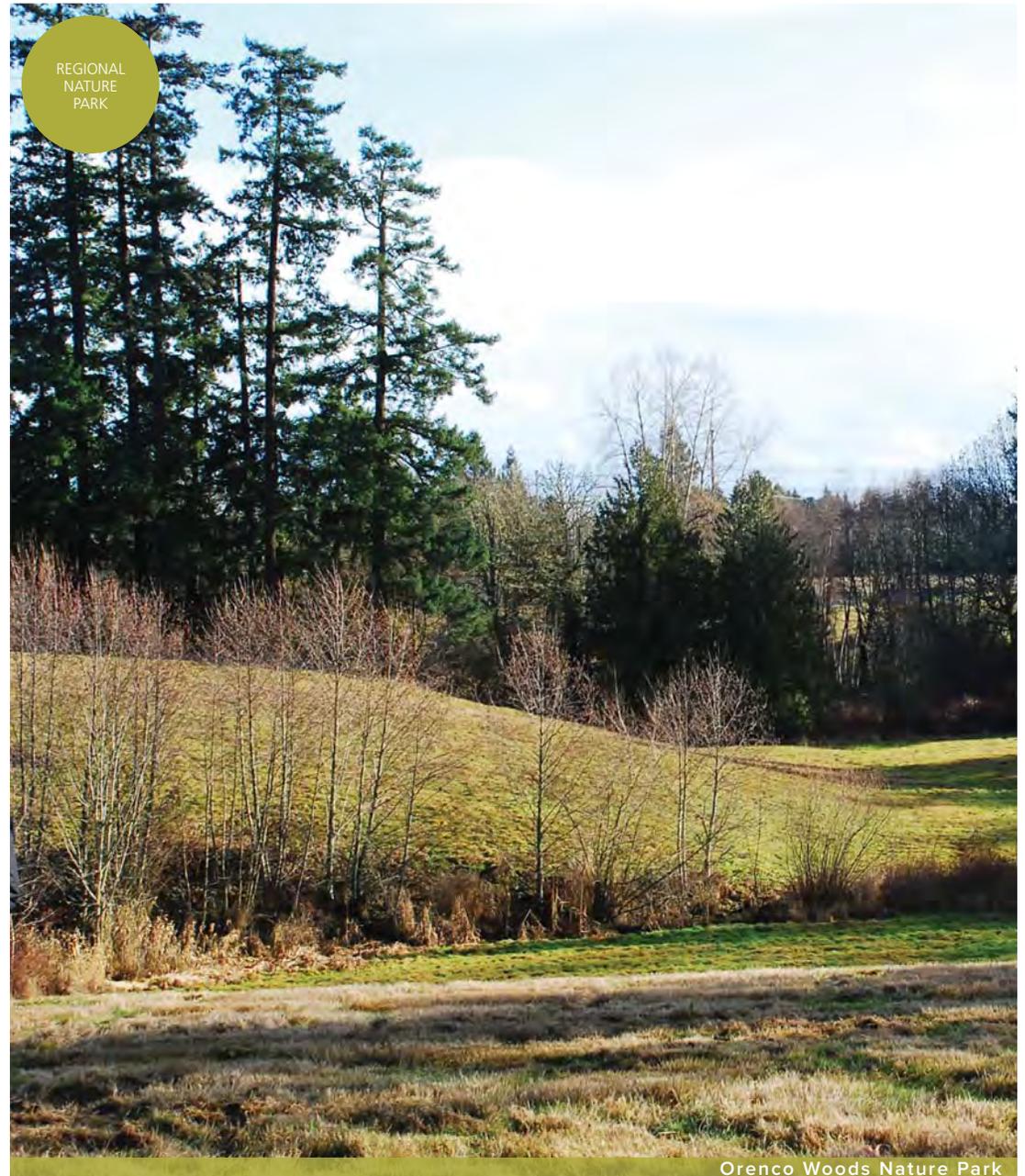
Hillsboro residents will soon enjoy walking, picnicking and learning about nature at Orenco Woods Nature Park, a collaboration between Metro and the City of Hillsboro. Nestled within the historic Orenco neighborhood, the park is located near the MAX Blue Line and Orenco Elementary School. Visitors will see Rock Creek snaking through the voter-protected land, and eventually they will be able to connect with the Rock Creek Trail. The parkland was once part of the Oregon Nursery Co., later became a golf course – and, before the housing market crashed, was platted as a residential development.

Acres: 45

Public use: Orenco Woods Nature Park will soon open to the public, with improvements slated to be completed by the end of 2016. Amenities will include parking, a nature-based play area, at least one picnic shelter, a restroom, soft-surface trails and education stations.

Key partnerships: City of Hillsboro, Clean Water Services

Regional context: In addition to the local trail in the park, a segment of the regional Rock Creek Trail will pass through the site, and is slated for completion in 2016. While not open to the public, the McDonald House on the park property is especially meaningful to the local community, and was recently included on the National Register of Historic Places.



Orenco Woods Nature Park

EAST BUTTES AND JOHNSON CREEK NATUREHOOD

Ancient lava domes that make up the East Buttes look out on spectacular valleys, rich farmland and sparkling Cascade peaks. Mount Talbert and Scouters Mountain nature parks provide forested refuges surrounded by communities growing more dense each year. In addition to the large nature parks, Metro natural areas offer trail opportunities, regionally important swaths of upland forest and creek headwaters, which protect threatened fish and other wildlife.

Johnson Creek passes through Gresham, Happy Valley, Milwaukie and Portland as it flows 26 miles from its headwaters near the Sandy River to its meeting point with the Willamette. It once hosted many native fish, which might thrive once again with partners collaborating to protect and restore habitat. Metro's patchwork of natural areas along Johnson Creek includes clusters of land near Gresham.

Acres: 1,725

Access considerations: Metro is working with the City of Gresham to explore opportunities for expanding public access at Gabbert Hill in the East Buttes, which could include formalizing existing use trails and installing a trailhead.

Key partnerships: City of Damascus, City of Gresham, City of Portland, East Multnomah Soil & Water Conservation District, Johnson Creek Watershed Council, North Clackamas Parks & Recreation District

Regional context: The area south of Butler Road provides particularly important wildlife habitat and connectivity. Metro continues working to connect parcels. Johnson Creek represents a multi-partner success story with three major elements: enhancing the Springwater Trail, acquiring land and restoring a creek corridor. Illegal use is straining staff capacity and threatening natural resources in some places. High neighbor demand led to interim strategies to plan and accommodate use. Partners' capacity limits efforts in some areas.



1

2

3

4

5

6

7

8

9

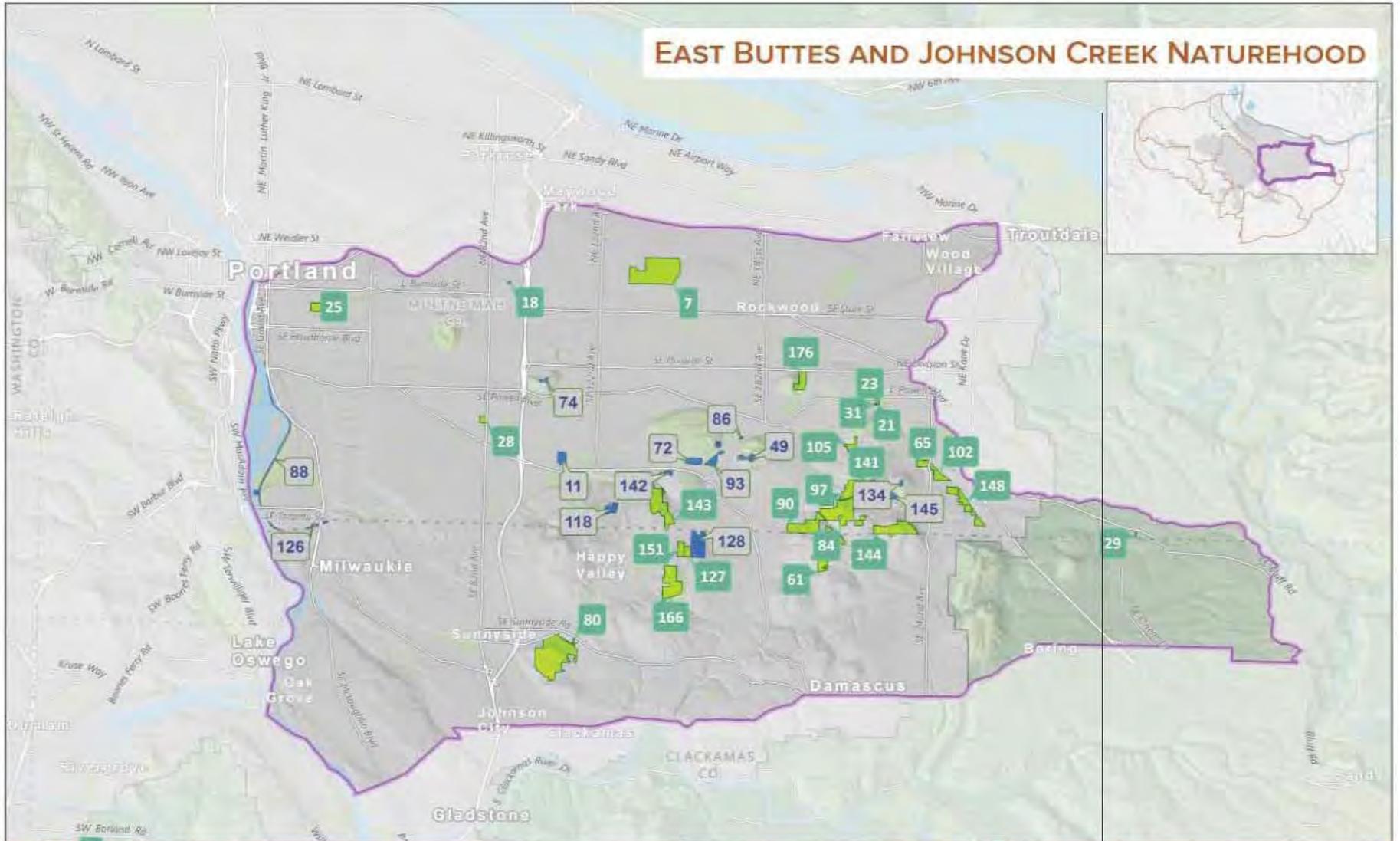
10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

EAST BUTTES AND JOHNSON CREEK NATUREHOOD



Managed by Metro

- | | | |
|-----------------------------|-------------------------------|----------------------------------|
| 7) Glendoveer Golf Course | 29) Pleasant Home Cemetery | 90) West Bliss Butte |
| 18) Brainard Cemetery | 31) White Birch Cemetery | 97) Gabbert Hill |
| 21) Escobar Cemetery | 61) East Bliss Butte | 102) Ambleside |
| 23) Gresham Cemetery | 65) Hogan Road | 105) Chastain Creek Natural Area |
| 25) Lone Fir Cemetery | 80) Mount Talbert Nature Park | 127) Upper Mitchell Creek |
| 28) Multnomah Park Cemetery | 84) Towle Butte | 141) Gabbert Hill East |

- | |
|------------------------------------|
| 143) Buttes Natural Area |
| 144) Sunshine Butte |
| 148) Upper Johnson Creek |
| 151) Upper Mitchell Creek West |
| 166) Scouters Mountain Nature Park |
| 176) Grant Butte Wetlands |

Managed by partner

- | | |
|----------------------------------|---------------------------------|
| 11) Beggars-Tick Wildlife Refuge | 118) Campfire Properties |
| 49) Jenne Butte | 126) Johnson Creek Park |
| 72) Powell Butte Nature Park | 128) Upper Mitchell Creek East |
| 74) Kelly Butte Natural Area | 134) Hogan Butte North |
| 86) Springwater Trail East | 142) Gilbert Ridge Natural Area |
| 88) Springwater Trail | 145) Hogan Butte |
| 93) Schwelzer Restoration Area | |



- 1
- 2
- 3
- 4**
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12
-
-

1

EAST BUTTES AND JOHNSON CREEK NATUREHOOD HIGHLIGHTS

2

GABBERT HILL NATURAL AREA

3

Located adjacent to the Gabbert Butte neighborhood three miles from downtown Gresham, mature forests cover the steep hillsides of Gabbert Hill Natural Area and protect Butler Creek and other tributaries of Johnson Creek. An access road to a City of Gresham water storage facility and existing informal trails cross the property, established by local users over time. The site may one day connect to the nearby Gresham Butte and existing Saddle Trail.

4

Acres: 100

5

Public use: Metro is working with the City of Gresham to develop a full master plan for the management of Gabbert Hill, which may include formalizing existing trails and installing a trailhead to welcome more users. Public access will be carefully balanced with the need to protect the site's important natural resources and accommodate service to Gresham's municipal water storage facility.

6

Key partnerships: City of Gresham

7

Regional context: Gabbert Hill is one of nine extinct volcanic domes comprising the East Buttes, a formation that extends from Gresham south to the Clackamas River. Together the buttes form a broad migratory corridor of native ecosystems that support a wide diversity of wildlife.

8

9

10

11

12



Gabbert Hill Natural Area

GLENDOVEER GOLF COURSE

Glendoveer Golf Course provides challenging play for every level, with two 18-hole courses operated by a contractor. This recreation destination, located in an underserved area of outer Northeast Portland, also features footgolf, tennis courts and a restaurant. Along the perimeter, a two-mile fitness trail draws joggers and walkers to the natural setting.

Acres: 230

Public use: Glendoveer's perimeter trail receives more than 150,000 users annually.

Key partnerships: This facility is privately operated, except for the fitness trail and natural areas maintained by Metro.

Regional context: Glendoveer competes with five other publicly owned and operated golf courses in the region. Golf rounds have decreased over the last few years; the trail and tennis facilities draw more users. The facility serves as a meeting place for neighborhood civic functions. Multiple capital improvements have been completed recently to help renovate a number of aging facilities at the property.



Glendoveer fitness trail



Glendoveer Golf Course

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

MOUNT TALBERT NATURE PARK

Perched on top of a former lava dome, surrounded by suburban neighborhoods and shopping centers, Mount Talbert Nature Park provides a forested oasis and a four-mile trail network.

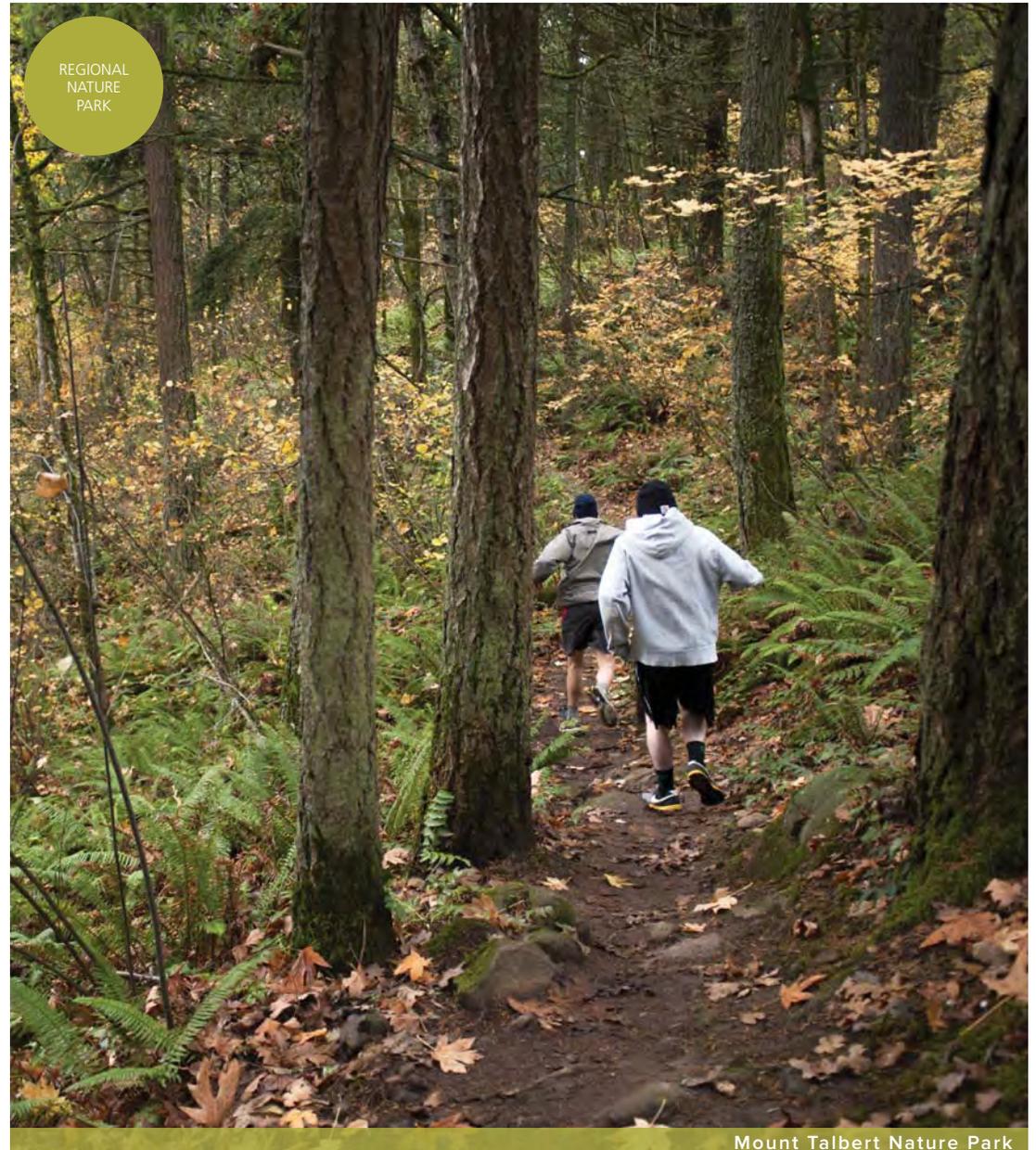
Visitors might encounter deer, Western gray squirrels, pileated and hairy woodpeckers, white-breasted nuthatches and Western tanager. Mount Talbert is a legacy of Metro's Parks and Nature program; land was purchased with the first voter-approved bond measure and developed with the second.

Acres: 220

Public use: Mount Talbert Nature Park receives approximately 33,000 visitors annually. There are several access points for people entering the park on foot from nearby neighborhoods.

Key partnerships: North Clackamas Parks & Recreation District operates the park.

Regional context: Mount Talbert is the largest of a group of extinct lava domes that stretch from Portland's Rocky Butte southward to the Clackamas River. The future 17-mile Mount Scott-Scouters Mountain loop trail will connect to Mount Talbert.



Mount Talbert Nature Park

SCOUTERS MOUNTAIN NATURE PARK

Minutes from Happy Valley neighborhoods, a steep road lined with fir trees leads to Scouters Mountain Nature Park. The site opened to the public in 2013, and visitors can now enjoy a picnic shelter, restrooms, a loop trail and parking. On clear days, the top of the butte offers views of Mount Hood. This natural area is part of the East Buttes network of ancient lava domes.

Acres: 100

Public use: Visitor counts are not yet available. Scouters Mountain reflects the lowest level of development within the regional nature park classification.

Key partnerships: City of Happy Valley, North Clackamas Parks & Recreation District

Regional context: Scouters Mountain Nature Park is surrounded by suburban neighborhoods; the community has long advocated for its protection. Metro continues to protect land in the East Buttes area through the 2006 bond measure.



Scouters Mountain Nature Park

1

2

3

4

5

6

7

8

9

10

11

12

1

GREATER WILLAMETTE NARROWS NATUREHOOD

2

3

4

Transformation is underway at Newell Creek Canyon, a 300-acre swath of protected scenery and wildlife habitat. Historically, oak woodlands, prairie and old-growth Douglas fir forests covered this naturehood. Metro has protected land along Newell Creek, which supports native Coho salmon, cutthroat trout and steelhead. More recently, efforts expanded to Abernethy Creek, a Willamette River tributary with cedar, fir, maple and alder trees along its banks. Despite nearby development, this is the largest undeveloped natural area on the region's south side. With the land in protection, Metro is engaged in a planning process to balance Newell's development into both a nature park and habitat preserve.

5

6

7

8

9

10

11

12

To the west and further south, the Willamette River flows through a stretch of steep cliffs and rocky islands called the Willamette Narrows. Upland bluffs offer trees, huge basalt rocks and river views, while lower portions offer river access. Minutes from town, the area can feel untouched and remote. Metro land along the river, including several small islands, is home to deer, coyote, frogs, osprey, owls, heron and songbirds – as well as woodlands, upland prairies and an unusual wetland called a fen. This naturehood also includes Canemah Bluff Natural Area, which overlooks the Willamette River in Oregon City.

Acres: 1,494

Access considerations: Neighbors have used Canemah for years. In 2011, Metro developed an interim plan to protect natural resources and minimize impacts. Today, the site is formally open as a natural area but could support a nature park in the future.

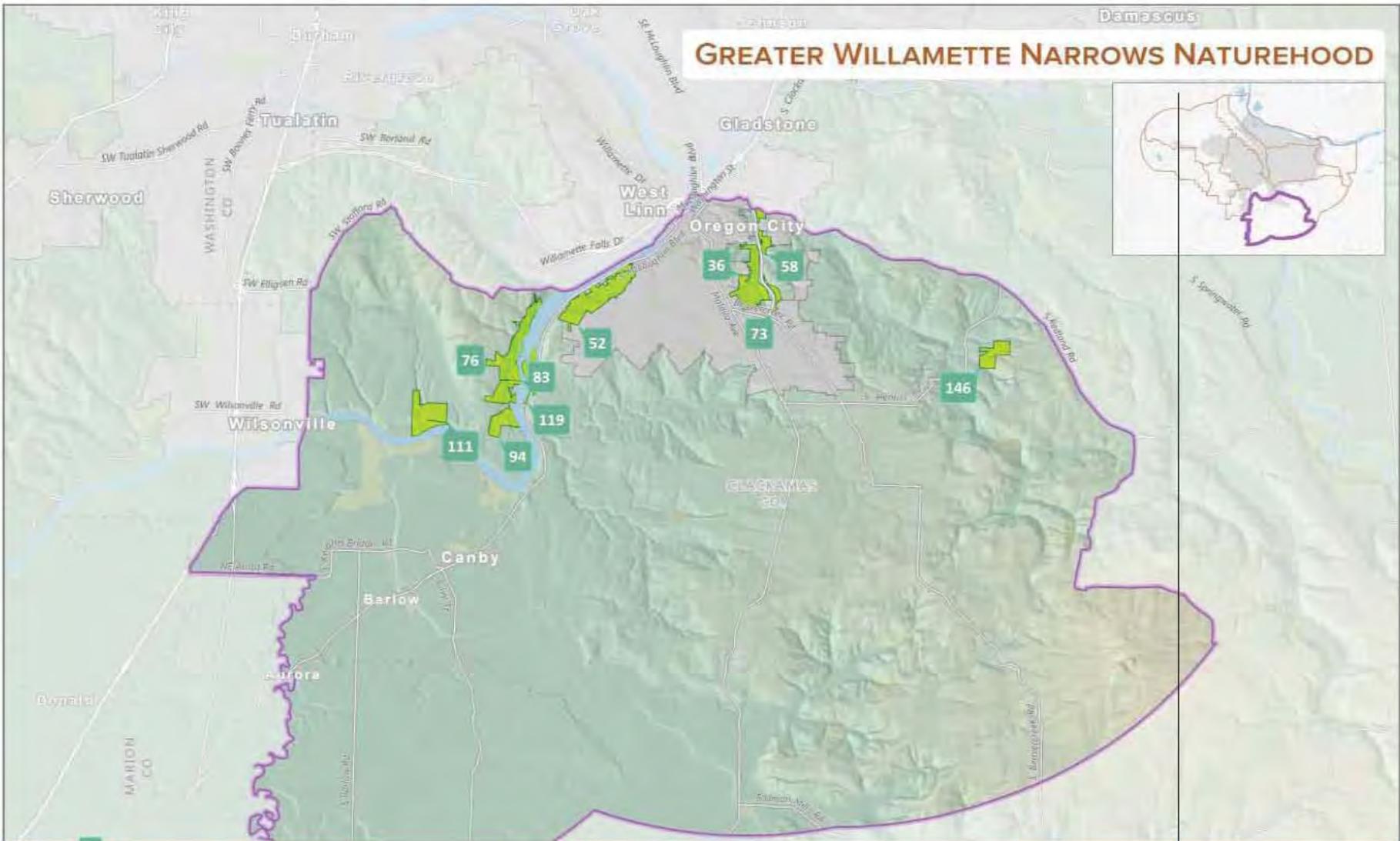
The Weber Farm Natural Area, which is leased to a farmer, could offer a challenging but enjoyable walk to the Canby Ferry below. Metro's remaining land in the area, which features sensitive and rare habitats, is suitable for habitat preserves.

Key partnerships: Canemah Cemetery Association, Canemah Neighborhood Association, Clackamas Community College, City of Oregon City, City of Portland, Confederated Tribes of Grand Ronde, Greater Oregon City Watershed Council, Oregon Department of Fish and Wildlife, Oregon Parks and Recreation, Oregon Enhancement Board, Sabin-Shellenberg Professional Technical Center (North Clackamas School District facility), SOLV

Regional context: Willamette Narrows is probably the single most important part of the region for conserving oak woodlands, which have declined dramatically in the Willamette Valley. Limited physical access to these sites poses a significant challenge for any potential public use, and islands in the Willamette River present a management challenge for illegal use.

Highway 213 runs through portions of the area where Metro is working to protect habitat. Along with the Willamette Narrows area, Canemah Bluff Natural Area is part of a regionally important site for oak and prairie.

GREATER WILLAMETTE NARROWS NATUREHOOD



Managed by Metro

- 36) Newell Creek Canyon
- 52) Canemah Bluff
- 58) North Newell Creek

- 73) Maple Lane Natural Area
- 76) Willamette Narrows Forest
- 83) Camas Cliffs

- 94) Peach Cove Fen
- 111) Weber Farm Natural Area

- 119) Rock Islands
- 146) Upper Abernethy

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

1

NATUREHOOD HIGHLIGHTS

2

3

4

CANEMAH BLUFF NATURAL AREA

Formed by ancient lava flows and carved by the force of the Missoula floods, Canemah Bluff overlooks the Willamette River in Oregon City. Metro began protecting land here in 1996 and assembled a natural area piece by piece. Visitors enter through Oregon City's Canemah Neighborhood Park, then use unpaved trails to explore rare Oregon white oak and Pacific madrone trees, as well as Douglas fir, maple and alder.

5

6

Acres: 270

7

Public use: An overlook on the bluff is under construction and will incorporate exposed bedrock to preserve the unique geology of the site. The overlook will provide increased safety and improved visitor experience. Metro is also improving trail segments to increase universal access and reduce natural resource impacts.

8

9

Key partnerships: Canemah Cemetery Association, Canemah Neighborhood Association, City of Oregon City, Confederated Tribes of Grand Ronde

10

11

Regional context: Along with the Willamette Narrows area across the river, Canemah Bluff Natural Area is part of a regionally important site for oak woodlands and prairie habitat.

12



Canemah Bluff Natural Area

NEWELL CREEK CANYON NATURAL AREA

Surrounded by Oregon City neighborhoods and Clackamas Community College, Newell Creek Canyon has a loyal following in the community. The natural area provides spectacular scenery and wildlife habitat – from its namesake creek to groves of Western red cedar trees, from deer to red-legged frogs. Newell Creek has also faced challenges, including illegal encampments, littering and unauthorized trails. During 2014 and 2015, Metro worked with the community to plan for the future, including continued habitat restoration, trail improvements and formal visitor amenities.

Acres: 230

Public use: Metro is working with the community to determine how it can best enhance visitor experience and transform the canyon into a restored natural area with safe trail access, education and recreation opportunities. The process will shape the landscape of Newell Creek Canyon for decades to come, creating a major destination in the Greater Willamette Narrows area.

Key partnerships: City of Oregon City, Clackamas Community College, Clackamas County Social Services, Clackamas Soil & Water Conservation District, Greater Oregon City Watershed Council, Oregon City Trails Alliance, Oregon Department of Fish and Wildlife, Oregon Parks and Recreation, Oregon Enhancement Board

Regional context: Newell Creek Canyon Natural Area was a success story of the 1995 bond, with a large block of habitat for wildlife and potential to support a regional trail. Since then, illegal use has increased management challenges and costs. Appropriate public use may help deter illegal camping that is damaging natural resources. Highway 213 runs through portions of the area where Metro is working to protect habitat.



Newell Creek Canyon Natural Area

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

WILLAMETTE FALLS RIVERWALK

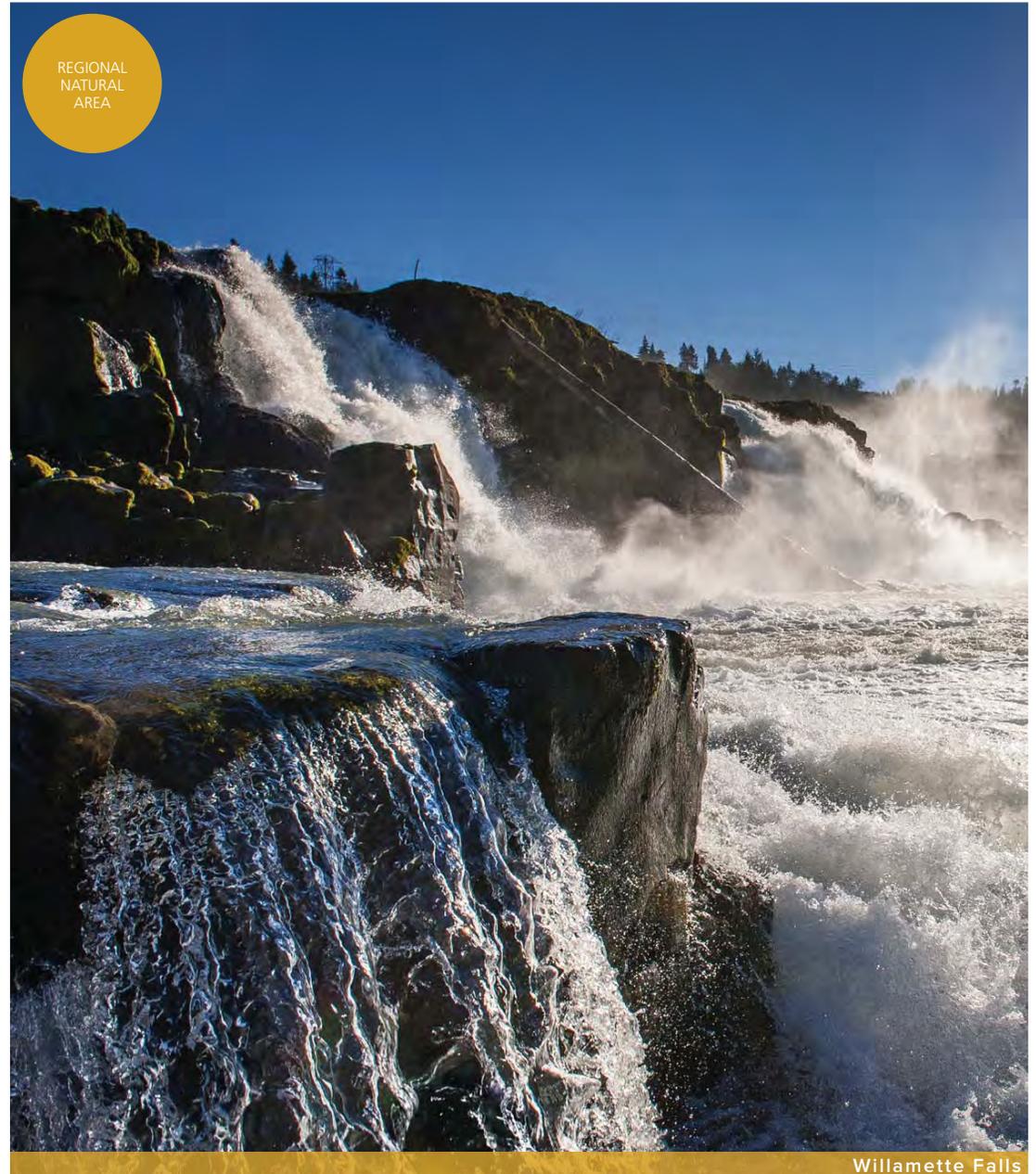
In downtown Oregon City, the awe-inspiring beauty of Willamette Falls has been closed to the public for more than 150 years. But this historical and cultural treasure is on the path to being rediscovered, thanks in part to a partnership among Metro, Oregon City, Clackamas County and the State of Oregon. A public riverwalk is the key element of the visitor experience envisioned by the Willamette Falls Legacy Project team and community members. When built, the riverwalk will give the public a front-row view of the falls while protecting water quality and the species that depend on clean water. Metro is playing a lead role in the development of the riverwalk.

Acres: 10

Public use: The riverwalk will provide the primary public access to the larger Willamette Falls site, with protected views of intact natural habitats along the river and falls.

Key partnerships: City of Oregon City, Clackamas County, State of Oregon

Regional context: In addition to providing exceptional public access along the river and falls, the riverwalk project is rooted in three other core values: historic and cultural interpretation, economic redevelopment and healthy habitat. The riverwalk is envisioned as a catalyst for a much larger transformation of the site: a thriving, connected downtown anchor, with room for housing, public spaces, habitat restoration, education and employment.



Willamette Falls

LOWER-TUALATIN NATUREHOOD

A signature destination on the edge of Beaverton, Cooper Mountain Nature Park draws visitors from across the region to explore high-quality oak and prairie habitat. Elsewhere in the Lower-Tualatin River Naturehood, Metro's holdings along Fanno Creek play an important role in partners' efforts to conserve this major urban tributary to the Tualatin.

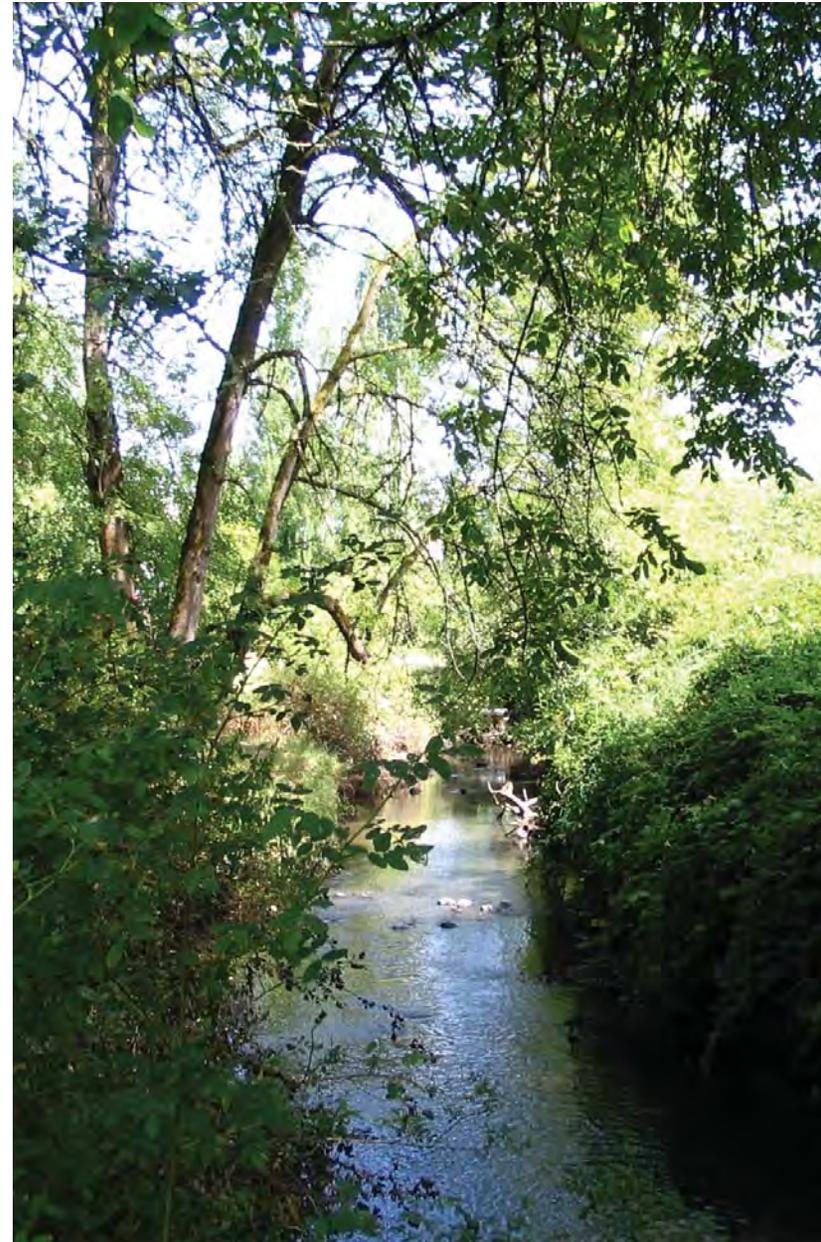
Further south, Metro is enhancing water quality and floodplain health and providing future trail connections in the Stafford Basin triangle between Lake Oswego, West Linn and Tualatin. A natural area north of Interstate 205 expands a wildlife corridor along Wilson Creek, a tributary of the Tualatin River. Metro's remaining land in the area is a forest nestled along Pecan Creek, where restoration work has helped remove invasive species.

Acres: 512

Access considerations: Cooper Mountain Nature Park receives tens of thousands of visitors each year. Metro has secured rights to build part of the Fanno Creek Greenway Trail, which is about half built and eventually will traverse 15 miles through Beaverton, Tigard, Durham and Tualatin. Trail and community advocates have proposed creating the Stafford Trail, which would cut through the area from the Tualatin River near Stafford Road south to the Willamette River.

Key partnerships: City of Lake Oswego, City of Tigard, City of West Linn, Clean Water Services, Tualatin Hills Park & Recreation District

Regional context: Cooper Mountain Nature Park provides the primary access in this naturehood. Acquisition in the Stafford Basin is in the early stages; future opportunities will depend on what land can be protected. Existing holdings provide anchors of habitat in an area with an uncertain future.



1

2

3

4

5

6

7

8

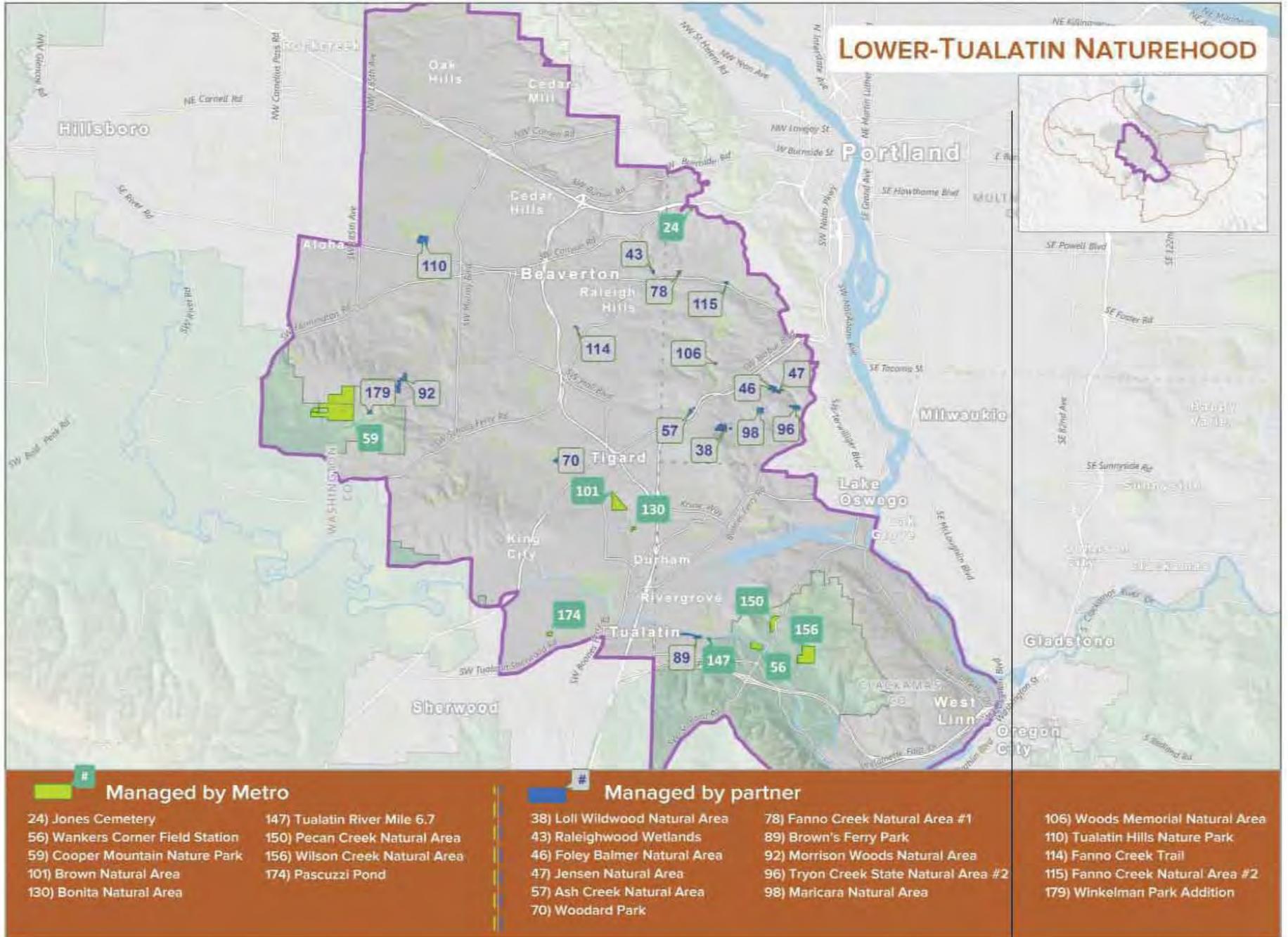
9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



LOWER-TUALATIN NATUREHOOD HIGHLIGHTS

COOPER MOUNTAIN NATURE PARK

Nestled on the southern edge of Beaverton, Cooper Mountain Nature Park offers spectacular views of the Tualatin River Valley. Three-and-a-half miles of trails take visitors through forests, prairies and oak woodlands. These habitats are home to rare and endangered species, including the pale larkspur wildflower and the elusive Northern red-legged frog. Cooper Mountain was protected, restored and opened through Metro's two voter-approved bond measures.

Acres: 230

Public use: 80,000 visitors per year

Key partnerships: Tualatin Hills Park & Recreation District operates the active components of the park, including the trailhead and trails, a nature play area and a sustainably designed nature house that hosts classes and community events. Metro manages the natural resources at the park.

Other partners include the Beaverton School District and Tualatin Valley Fire & Rescue.

Regional context: Cooper Mountain Nature Park serves surrounding neighborhoods in the Beaverton area, but also functions as a regional destination. The rare oak savanna habitat found here is one of the best remaining examples in the Willamette Valley. Cooper Mountain Nature Park may someday connect with the Westside Trail, tying into the region's trail system.



1

2

3

4

5

6

7

8

9

10

11

12

1

MID-TUALATIN NATUREHOOD

Flowing from the Chehalem Mountains, multiple streams that feed the Tualatin River provide significant wildlife habitat and safeguard water quality. Though it traverses urban areas of Sherwood, Cedar Creek supports many fish. Chicken Creek provides wetland, riparian and upland habitat for migratory birds, endangered fish and other wildlife. And, nestled in forests of fir, maple, alder and cedar trees, Baker Creek is home to sensitive wildlife such as Northern red-legged frogs.

2

3

4

The Tualatin River supports an abundance of fish and wildlife. Washington County's only river is also important to human health – it provides drinking water to 200,000 homes and businesses. Metro's protected lands include potential river access points and property next to the Tualatin River Wildlife Refuge. At Quamash Prairie, restoration has transformed a farm field into a wetland with thousands of native trees, shrubs and plants.

5

6

7

Acres: 810

Access considerations: Public access is not a primary focus in this area due to the goal of improving water quality. However, visitors will soon be able to enter the Tualatin River from a paddle-access boat launch at Farmington Natural Area, completing the first section of the Tualatin River Trail. Natural areas or nature parks could be supported at four additional sites: Quamash Prairie, Rivers Bend Prairie, Heritage Pine and Baker Creek. Water access would be a significant feature.

8

9

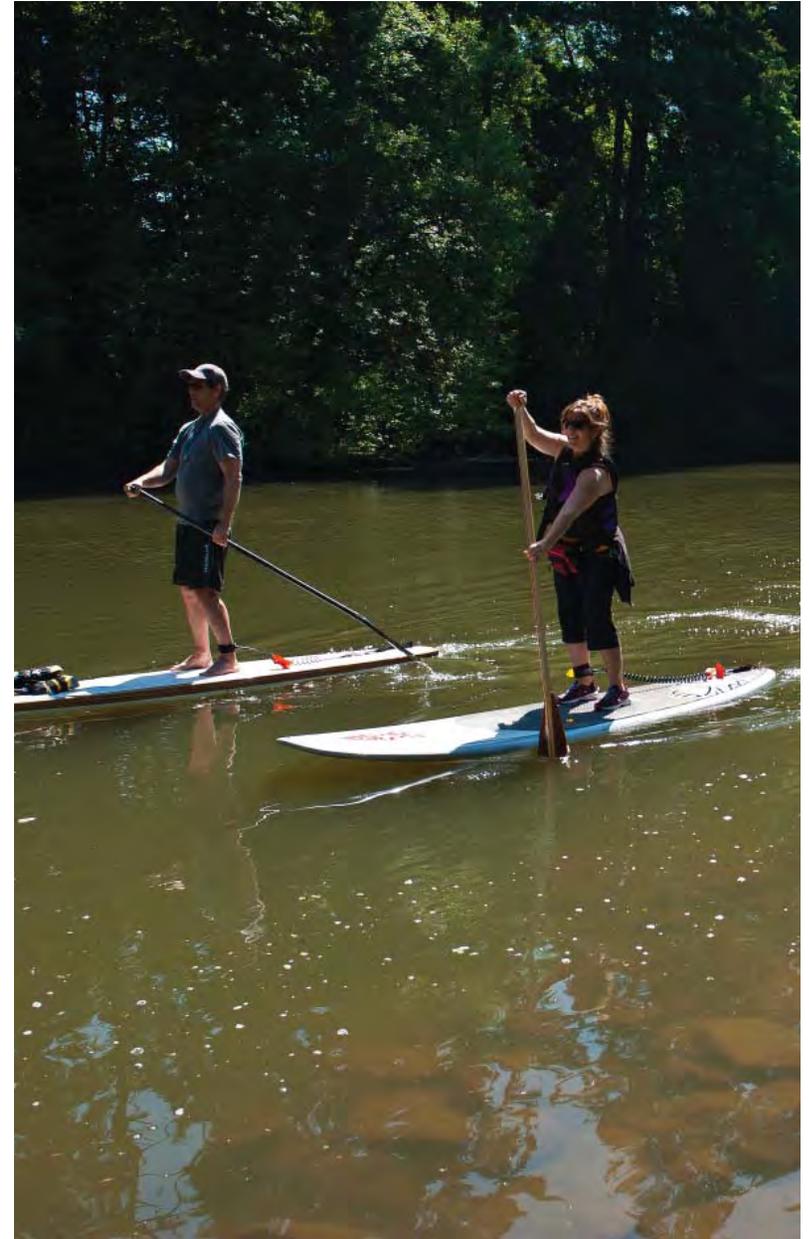
10

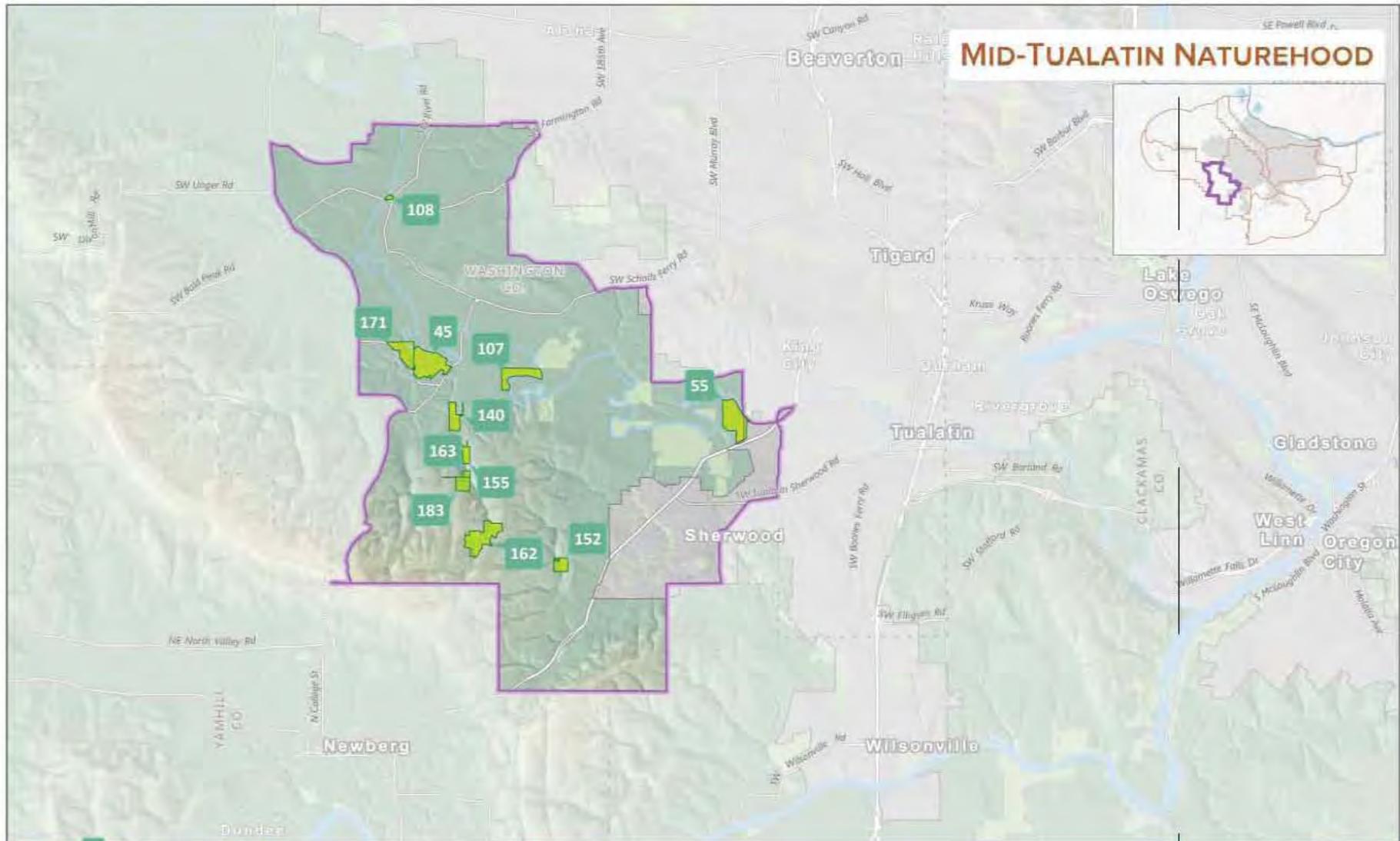
Key partnerships: City of Tualatin, Clean Water Services, Natural Resources Conservation Service, Tualatin Riverkeepers, U.S. Fish and Wildlife Service

11

12

Regional context: Multiple sites protect Tualatin River water quality and wildlife through riparian, floodplain, forest and prairie restoration and provide potential river access. Future opportunities will depend on what land Metro can protect.





<p>Managed by Metro</p>		
45) Quamash Prairie	140) Baker Heaton Confluence	163) Baker Creek Woods Conservation Easement
55) Heritage Pine	152) Upper Chicken Creek	171) Quamash Prairie II
107) River's Bend Prairie	155) Middle Baker Creek	183) Baker Creek Woods
108) Farmington Natural Area	162) Baker Creek Canyon	

1
2
3
4
5
6
7
8
9
10
11
12

1

MID-TUALATIN NATUREHOOD HIGHLIGHTS

2

FARMINGTON BOAT LAUNCH AND NATURAL AREA

Beginning in late 2016, people can launch their kayaks or canoes on the Tualatin River from a new access point at Metro's Farmington Road Natural Area. Visitors might spot blue heron or belted kingfishers overhead while they enjoy a picnic before heading to the water. And, just as exciting, they'll no longer need to travel 10 miles from one boat launch to the next. Metro's voter-protected natural area helps complete the vision for a connected Tualatin River Water Trail, while supporting clean water and protecting wildlife habitat.

3

4

5

6

Acres: 6.3

7

Public use: In addition to the launch site, public use amenities at the Farmington Natural Area will include basic restrooms, a parking lot and picnic tables. The site is slated to open to public use in late 2016.

8

9

Key partnerships: Army Corps of Engineers, City of Hillsboro, Clean Water Services, State of Oregon, Tualatin River Watershed Council, Tualatin Riverkeepers, U.S. Environmental Protection Agency, Washington County

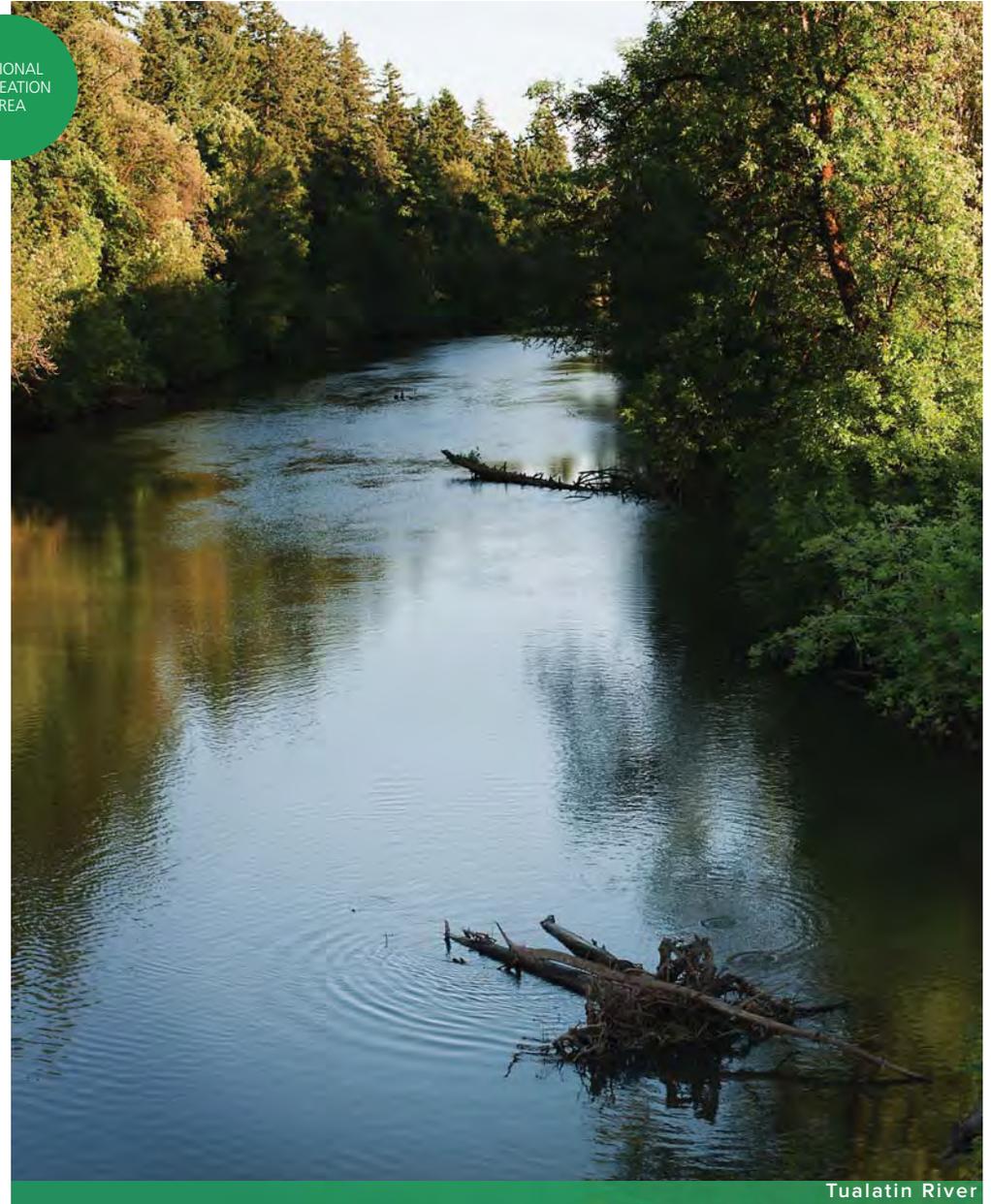
10

11

Regional context: Opening a new launch will help realize the long-held vision for a Tualatin River Water Trail that connects communities and creates opportunities for people to enjoy the river. The new launch will be the only one within the 10-plus mile stretch between Rood Bridge in Hillsboro and Eagle Landing in Washington County.

12

REGIONAL
RECREATION
AREA



Tualatin River

SANDY RIVER NATUREHOOD

Metro is leaving its mark on a 12.5-mile stretch of the Sandy River Gorge, where the river winds its way through 800-foot-high basalt and sandstone canyons. At 800 acres, Oxbow Regional Park is a major destination in the Sandy River naturehood, a place where visitors can enjoy river access and old-growth forest.

Protected Sandy River tributaries also provide healthy habitat for native salmon and steelhead and a wildlife corridor for bear and elk traveling the 55-mile path from Mount Hood to the Columbia River. For example, Beaver Creek flows through rural, residential and commercial neighborhoods as well as the Mt. Hood Community College campus. Further east, protected land on Buck and Gordon creeks forms a connection with Oxbow Regional Park. This part of the lower Columbia River also includes the 50-acre Gary Island and the 15-acre Flagg Island. These islands help to provide habitat for fish, deer and other species.

Acres: 2,080

Access considerations: The City of Troutdale has developed a park and nature trail at the Beaver Creek site using local share funds from Metro's 2006 bond. Metro and partners have made significant progress completing a trail in the Sandy River Delta area where the Sandy and Columbia rivers meet. The partially built Beaver Creek Canyon Trail, which is part of the 40-Mile Loop, will pass near Beaver Creek Natural Area. A greenway is envisioned to connect the trail to Oxbow Regional Park.

Key partnerships: Bureau of Land Management, City of Portland, City of Troutdale, East Multnomah Soil & Water Conservation District, Mt. Hood Community College, Multnomah County, Portland General Electric, Sandy River Basin Partners, Sandy River Connections Working Group, The Nature Conservancy, Western Rivers Conservancy

Regional context: The Sandy is one of the most important salmon refuges in the lower Columbia River. Partners, including the Bureau of Land Management and Western Rivers Conservancy, have also protected hundreds of acres of habitat in this area.

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

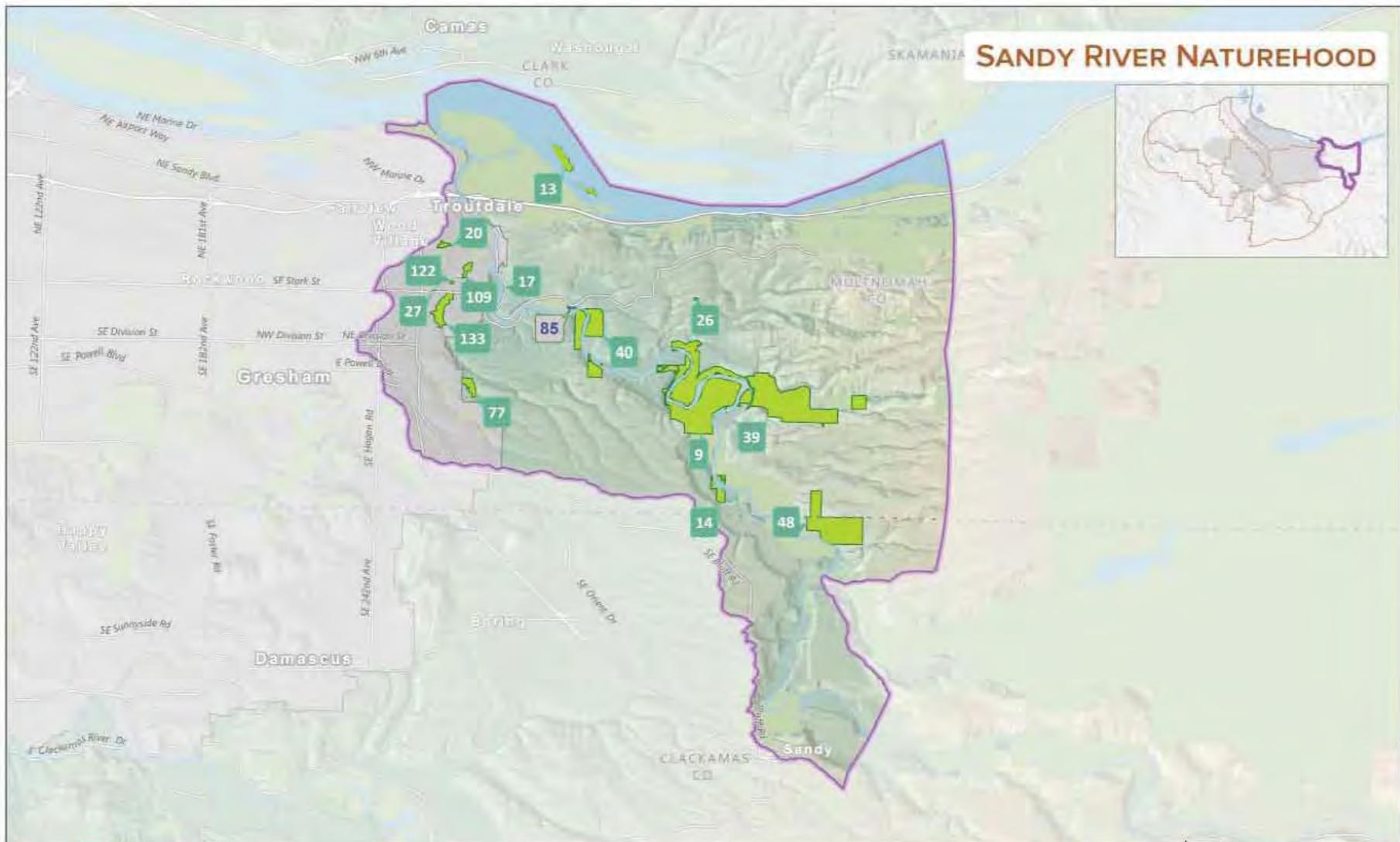
9

10

11

12





SANDY RIVER NATUREHOOD



Managed by Metro		Managed by partner	
9) Oxbow Regional Park	26) Mountain View Corbett Cemetery	77) Arrow Creek Conservation Easement	85) Dabney State Recreation Area #1
13) Gary and Flagg Islands	27) Mountain View Stark Cemetery	109) North Beaver Creek Greenway	
14) Indian John Island	39) Buck and Gordon Creeks	122) Beaver Creek Woods	
17) Sandy River Shore A,B,C	40) Springdale Natural Area	133) South Beaver Creek Greenway	
20) Douglass Cemetery	48) Chinquapin Bluffs		

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

1

SANDY RIVER NATUREHOOD HIGHLIGHTS

2

OXBOW REGIONAL PARK

3

Nestled in the wild and scenic Sandy River Gorge, Oxbow Regional Park offers rare access to many of the region's natural wonders and provides a variety of unique recreational opportunities. The river draws swimmers, rafters, kayakers and anglers. Fifteen miles of trails invite you to explore an ancient forest with centuries-old trees and ridges and ravines carved by volcanic and glacial flows. Campfire programs are popular with overnight campers at Oxbow.

4

Acres: 800

5

Public use: Oxbow Regional Park attracts an average of 230,000 visitors per year. Fifty-seven sites are available for overnight camping.

6

7

8

9

10

11

12

Key partnerships: Partners include the Sandy River Basin Watershed Council, and Bureau of Land Management and Oregon Department of Fish and Wildlife, who own land within the park.

A variety of recreational groups and schools visit Oxbow regularly.

Regional context: At the far east side of the region, Oxbow is Metro's most remote nature park. It offers one of only four public access points in the Sandy River Gorge. Every fall, people come to experience the miracle of the salmon returning to their spawning grounds to lay their last eggs before perishing in the waters where they were born. Visitors are willing to drive long distances because of the beautiful scenery and the unique recreational and wildlife viewing opportunities. Levy and grant funds are improving camping opportunities as well as renovating a playground at the park.



REGIONAL
NATURE
PARK

Oxbow Regional Park

TONQUIN NATUREHOOD

Unique geologic features left by ancient floods shaped the Tonquin geologic area near Wilsonville, Sherwood and Tualatin. Protecting rocky outcrops that frame these former lake bottoms provides rich, complex wildlife habitat and preserves rare geologic features. Metro developed Graham Oaks Nature Park, which includes 1 mile of the Ice Age Tonquin Trail. Further north, 165 acres of rich Coffee Creek bottomlands will allow for an expansion of the regional trail.

Acres: 538

Access considerations: Any additional access is likely to be concentrated around the Ice Age Tonquin Trail, which will connect the Willamette and Tualatin rivers and the cities of Sherwood, Tualatin and Wilsonville.

Key partnerships: City of Sherwood, City of Tigard, City of Tualatin, City of Wilsonville, The Wetlands Conservancy, U.S. Fish and Wildlife Service

Regional context: This area combines rapid growth with several areas included in future urban reserves. Ongoing floodplain restoration is partially dependent on future acquisition of key linkage properties. Development of the Ice Age Tonquin Trail, which weaves through this target area, offers opportunities to support important wildlife corridors while improving the regional trails system.



1

2

3

4

5

6

7

8

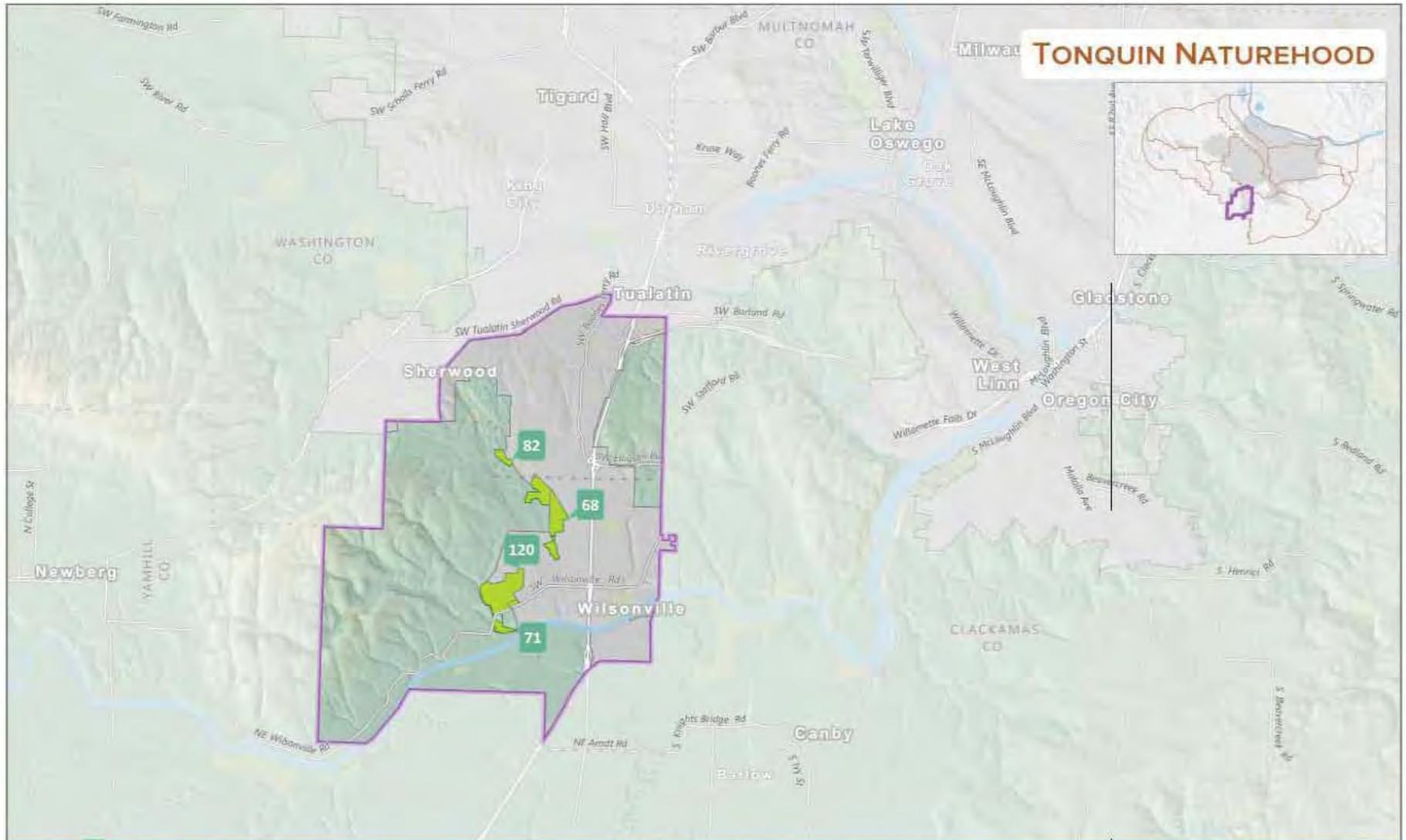
9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



TONQUIN NATUREHOOD

 **Managed by Metro**

- 68) Coffee Lake Creek Wetlands
- 71) Corral Creek Natural Area
- 82) North Coffee Lake Creek Wetlands
- 120) Graham Oaks Nature Park

TONQUIN NATUREHOOD HIGHLIGHTS

GRAHAM OAKS NATURE PARK

Once home to the Kalapuya Indian tribe and later homesteaded by pioneers, Graham Oaks is one of several major nature parks protected, restored and opened in the last decade through voter investments in the region. Visitors can explore more than three miles of trails, traversing a restored oak woodland, a wetland and a conifer forest. The nature park also features sustainable design and construction.

Acres: 250

Public use: Graham Oaks Nature Park receives approximately 63,000 visitors a year.

Key partnerships: The West Linn-Wilsonville School District operates two schools and an environmental education center next door to Graham Oaks Nature Park, and students regularly use Graham Oaks as a learning laboratory. The City of Wilsonville worked closely with Metro during park design and construction.

Regional context: Graham Oaks Nature Park serves busy residential communities in the heart of Wilsonville. A 1-mile section of the future 22-mile Ice Age Tonquin Trail winds its way through the nature park and provides a safe route to school for nearby neighborhoods.



Graham Oaks Nature Park

1

2

3

4

5

6

7

8

9

10

11

12

1

TUALATIN MOUNTAINS NATUREHOOD

2

3

4

A forested ridge stretching from the coast range to the Portland metropolitan area defines the Tualatin Mountains naturehood. It divides the lowlands of the Willamette and Columbia rivers from the Tualatin Valley. Forest Park, owned and managed by the City of Portland, stretches nearly eight miles along the northeast slope of the Tualatin Mountains, covering 5,000 acres and earning distinction as the nation's largest natural urban forest reserve. Visitors can explore 70 miles of trails and see an abundance of wildlife. There are opportunities to provide a buffer for wildlife and improve visitors' experience at this signature park. Metro has protected trailheads, surrounding land and "missing" pieces in the park.

5

6

North of Forest Park, Metro has protected four sites collectively known as the North Tualatin Mountains, which help protect large blocks of upland forest and vital corridors between Forest Park and the Coast Range for native fish and wildlife.

7

8

Acres: 1,919

9

Access considerations: In the North Tualatin Mountains, Metro engaged in a planning process to identify formal access for hikers, horseback riders and cyclists on portions of the Burlington Creek Forest and McCarthy Creek Forest sites, while maintaining low access at Ennis Creek Forest and North Abbey Creek Forest to protect sensitive habitat.

10

11

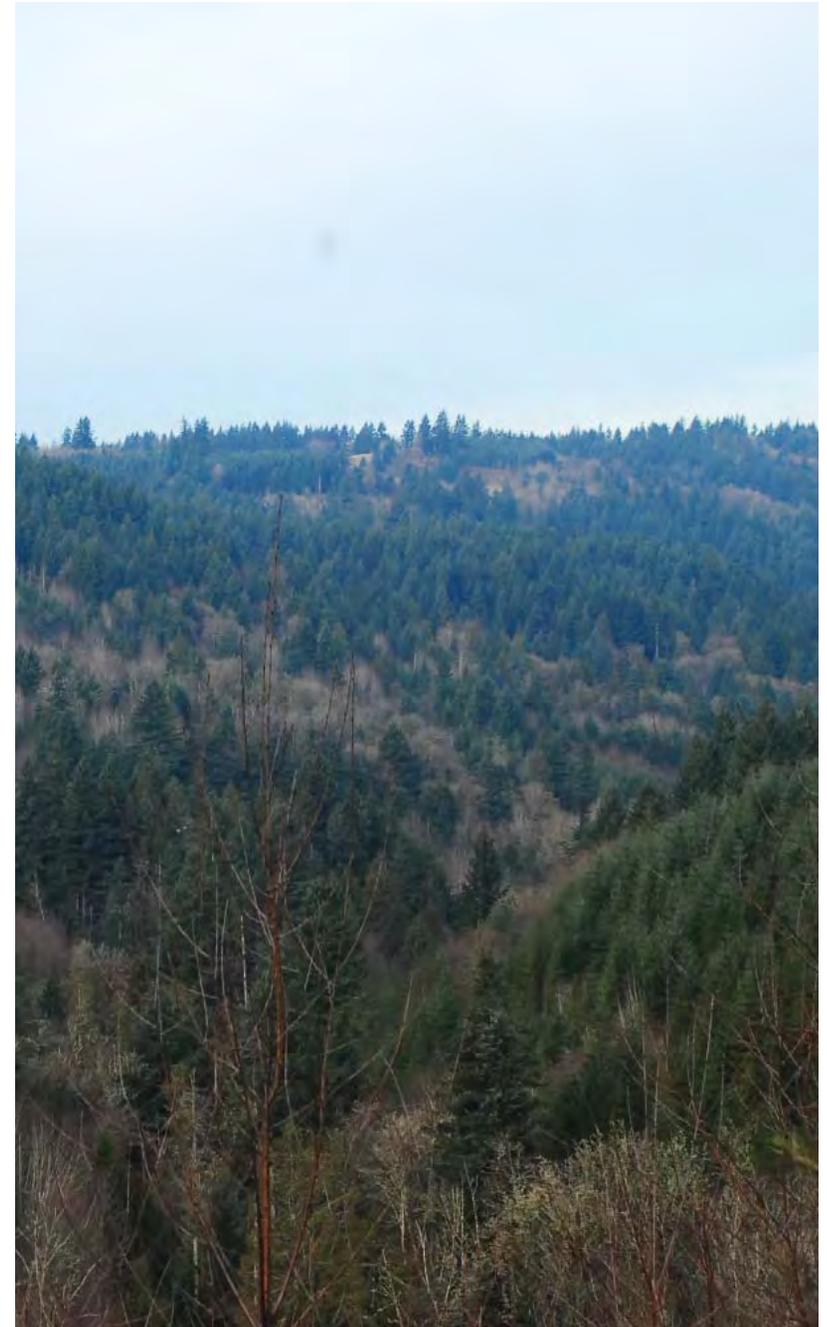
Key partnerships: Audubon Society of Portland, City of Portland, Forest Park Conservancy, West Multnomah Soil & Water Conservation District

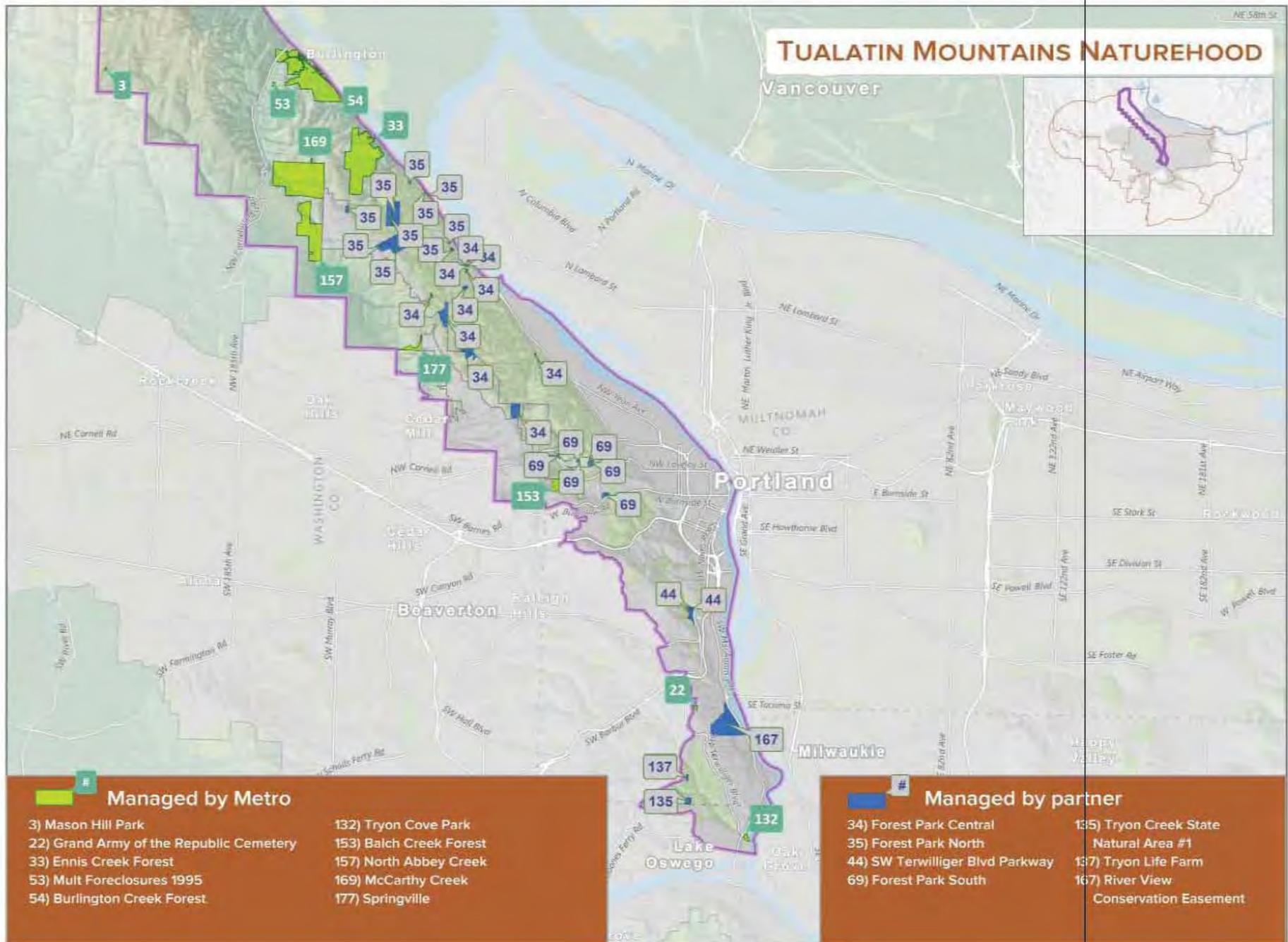
12

Regional context: This area serves as a regional icon for upland forest and connects to the Coast Range.

High demand for use and partner funding shortages present challenges. The large size of Metro's properties affords opportunities to accommodate a wide variety of uses.

Some Metro sites are already managed by the City of Portland as part of Forest Park.





- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

1

TUALATIN MOUNTAINS NATUREHOOD HIGHLIGHTS

2

NORTH TUALATIN MOUNTAINS

3

North of Forest Park, old logging roads weave through clusters of Douglas fir trees and other upland forest habitat. Drawing on two voter-approved bond measures, Metro has protected four sites collectively known as the North Tualatin Mountains: Burlington Creek Forest, McCarthy Creek Forest, Ennis Creek Forest and North Abbey Creek Forest natural areas. Metro is actively restoring this former timber land to a diverse native habitat, and a community planning effort completed in 2016 lays the groundwork to begin inviting people to connect with nature here by hiking, off-road cycling and more.

4

Acres: 1,300

7

Public use: After more than a year engaging community members, Metro recommended that two of the four sites in the North Tualatin Mountains be opened for public access, to include a mix of hiking and off-road cycling trails. Access will be focused at the Burlington Creek site and parts of the McCarthy Creek site, two areas with former logging roads. All four sites will continue to be restored to protect and enhance wildlife habitat and water quality.

8

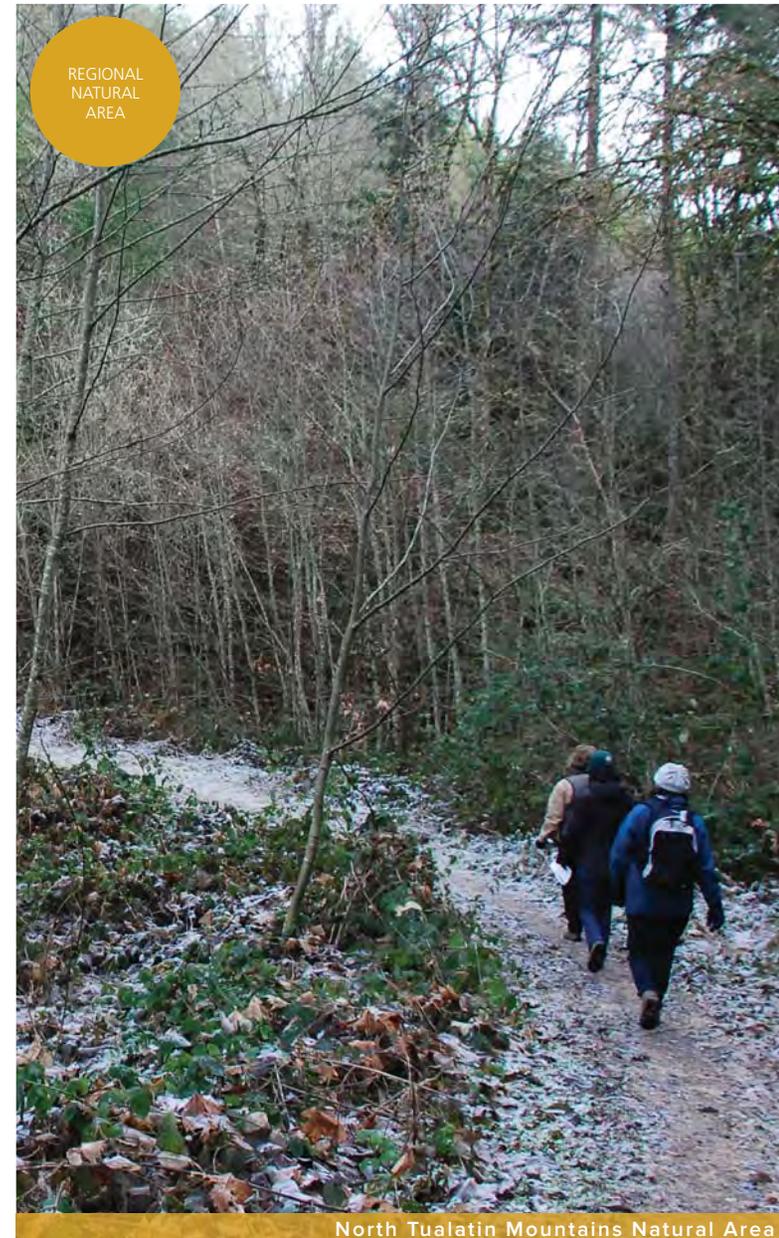
9

Key partnerships: The planning process involved many stakeholders, including neighbors, technical experts, conservation groups, outdoor education groups, public agencies, schools and others.

11

12

Regional context: The four properties that collectively make up the North Tualatin Mountains site help knit together vital corridors between Forest Park and the Coast Range for native fish and wildlife to access larger areas of habitat in the region.



MASON HILL PARK

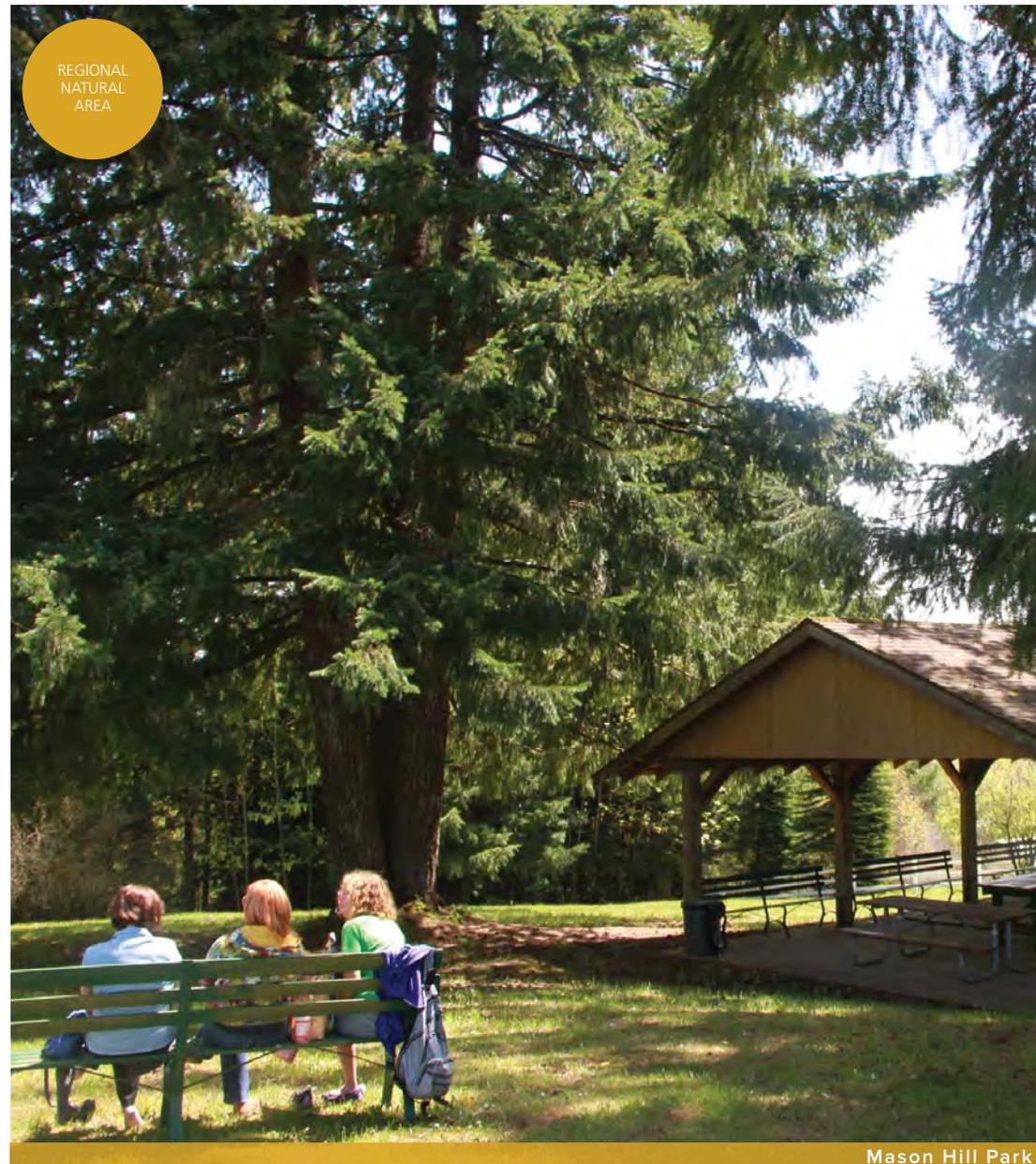
Beyond Forest Park in western Multnomah County, Mason Hill provides a scenic wayside for cyclists exploring the rolling hills. Visitors come for the scenic picnic area and spectacular views of the Tualatin Valley. The namesake for this small pocket park was a pioneer school established here in 1891; the original school bell is mounted on the picnic shelter. The park is dedicated to the Oregon pioneer residents of the area.

Acres: 1

Public use: Most visitors live nearby or stop during bicycle rides; there is no off-street parking, but cars sometimes park along the edge of the road.

Key partnerships: The Jacobs Foundation helped establish and dedicate the park, along with other community members and Multnomah County.

Regional context: Because much of the region's west hills area is rural, Mason Hill is one of the only traditional "urban" neighborhood parks. The facilities consist of a covered picnic area and an outhouse. Recent improvements were completed to the park's signage, fencing and site furnishings.



Mason Hill Park

1

2

3

4

5

6

7

8

9

10

11

12

1

UPPER-TUALATIN NATUREHOOD

2

Chehalem Ridge Natural Area rises above the small town of Gaston, an iconic symbol of the region's investments in protecting nature. But it is far from an island in western Washington County, where Metro has protected and restored significant landscapes.

3

4

Metro's holdings at Wapato Lake and Gales Creek provide important connections to Chehalem Ridge. Every winter, rich floodplains along Gales Creek and the upper Tualatin River provide habitat for waterfowl and store floodwater. Upland areas help plants and wildlife connect with Chehalem, and floodplains stretch toward the Tualatin National Wildlife Refuge. The threatened Nelson's checkermallow thrives in wet prairies; Oregon white oak and ash line streams. Near Forest Grove, native habitat enhances the setting for an adjacent trail.

5

6

Acres: 2,477

7

Access considerations: Chehalem Ridge Natural Area could offer recreational uses that are limited or unavailable elsewhere, such as mountain biking or horseback riding. A planning process is underway for access opportunities, drawing on extensive outreach to partners and community members.

8

9

Other portions of Metro's holdings in the area are better suited to habitat preserves.

10

Key partnerships: City of Forest Grove, City of Gaston, Clean Water Services, Gaston School District, Natural Resource Conservation Service, U.S. Fish and Wildlife Service

11

Regional context: Staff have discovered regionally significant wildlife and several oak groves at Chehalem Ridge Natural Area, which someday could connect both people and animals with the Wapato unit of the Tualatin River National Wildlife Refuge.

12

The U.S. Fish and Wildlife Service is developing the Wapato Unit of the Tualatin Refuge here. Metro supports these efforts and is collaborating to build connections to Chehalem Ridge Natural Area.



1

UPPER-TUALATIN NATUREHOOD HIGHLIGHTS

2

CHEHALEM RIDGE NATURAL AREA

3

Perched above Gaston, forested Chehalem Ridge Natural Area overlooks Tualatin Valley farmland and five Cascade peaks. It is the largest property Metro has bought. On a tour, you might spot deer tracks or visit a beaver pond. You'll see a rare oak-madrone woodland and streams that flow to the Tualatin River. A focus on restoration has jump-started the transformation from a young Douglas-fir timber crop to an old-growth forest that will support diverse wildlife and clean water. Metro is now beginning to engage the community in a plan that will continue to nurture habitat while preparing to welcome visitors, too.

5

6

7

8

Acres: 1,230

9

Public use: Chehalem Ridge Natural Area could offer recreational uses that are limited or unavailable elsewhere, such as mountain biking or horseback riding.

10

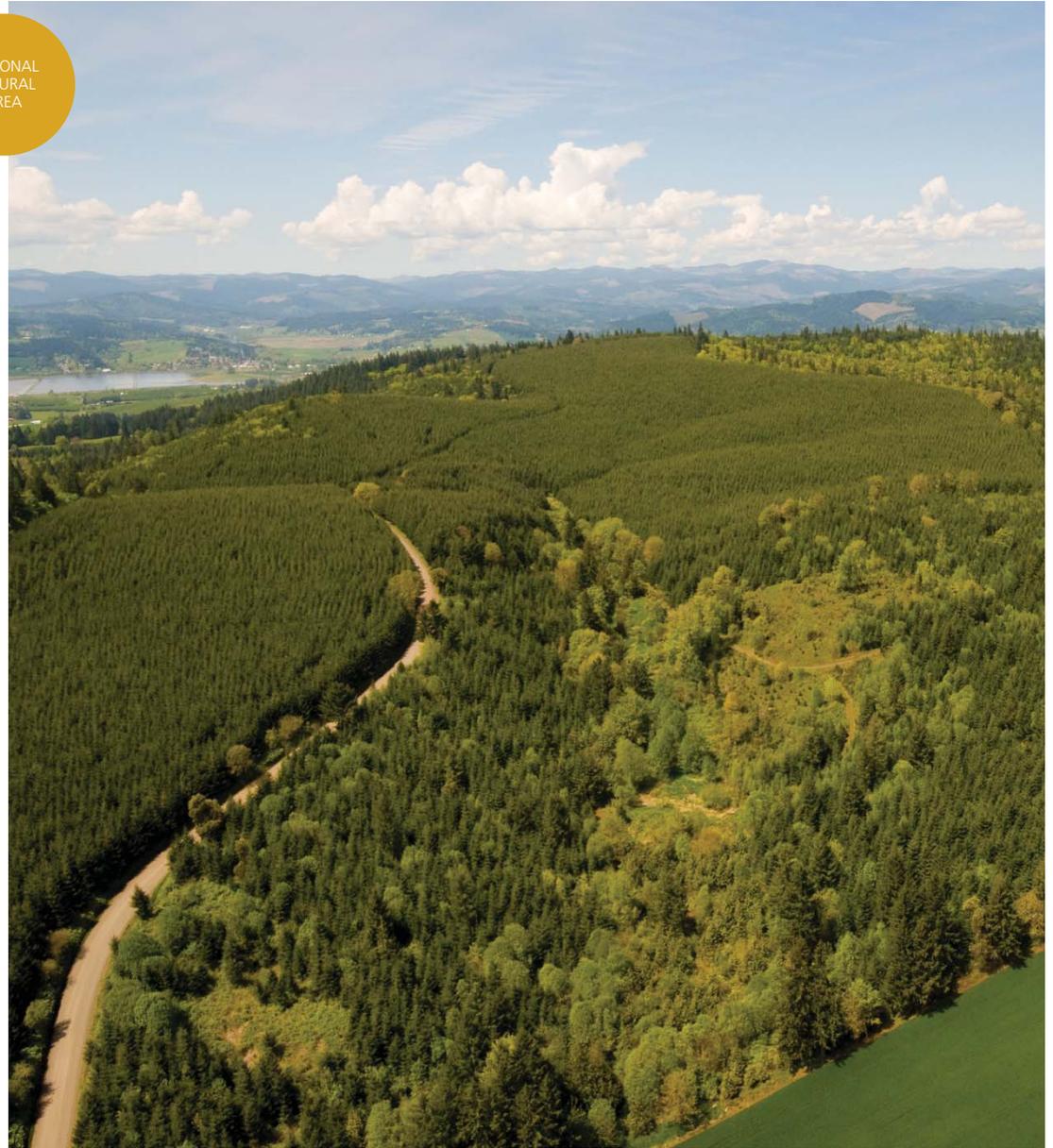
Key partnerships: City of Forest Grove, City of Gaston, Gaston School District, Trust for Public Land

11

12

Regional context: Metro science staff have discovered regionally significant wildlife and several oak groves on the site, which someday could connect both people and animals with the Wapato unit of the Tualatin River National Wildlife Refuge.

REGIONAL
NATURAL
AREA



Chehalem Ridge Natural Area

REGIONAL TRAILS

Metro typically doesn't own or maintain regional trails, but the agency's leadership has made many of those trails possible. Metro has fostered regional partnerships for long-range trail planning, spearheaded the development of a regional trails plan and map, and provided and secured funding for design, engineering and construction. Through its two natural areas bond measures, Metro has also built 11 miles of local trails at three large nature parks and secured the rights to build many more miles of trail.

Metro dedicates resources from the land acquisition program to closing trail gaps and working with groups such as the 40-Mile Loop Land Trust and The Intertwine Alliance. This investment has put Metro in the forefront of the effort to plan and build a model regional trail system.

Acquiring rights to close trail gaps can be deceptively difficult. The transaction cost for an easement is generally low, but filling a gap often requires agreements with many individual landowners and takes just as much staff time, planning and paperwork as any other deal. And, eventually, filling the gap requires extensive planning and collaboration with partners. In some cases, Metro owns the underlying land or trail easement even though local partners build and manage the trail. The Springwater Trail is a good example: Metro owns easements on a three-mile stretch along the Willamette River, a soon-to-be-built section through the Sellwood neighborhood and the Three Bridges area in Southeast Portland, but the City of Portland handles construction and maintenance.

The map shows existing and planned trails in the region. While Metro has not played a direct role in all of them, Metro supports trail projects throughout the region by convening trail planners, providing technical support to projects, and using 2006 bond funds for trail easement acquisition and trail construction.

The trails described in detail here reflect projects where Metro has played a major role.



1

2

3

4

5

6

7

8

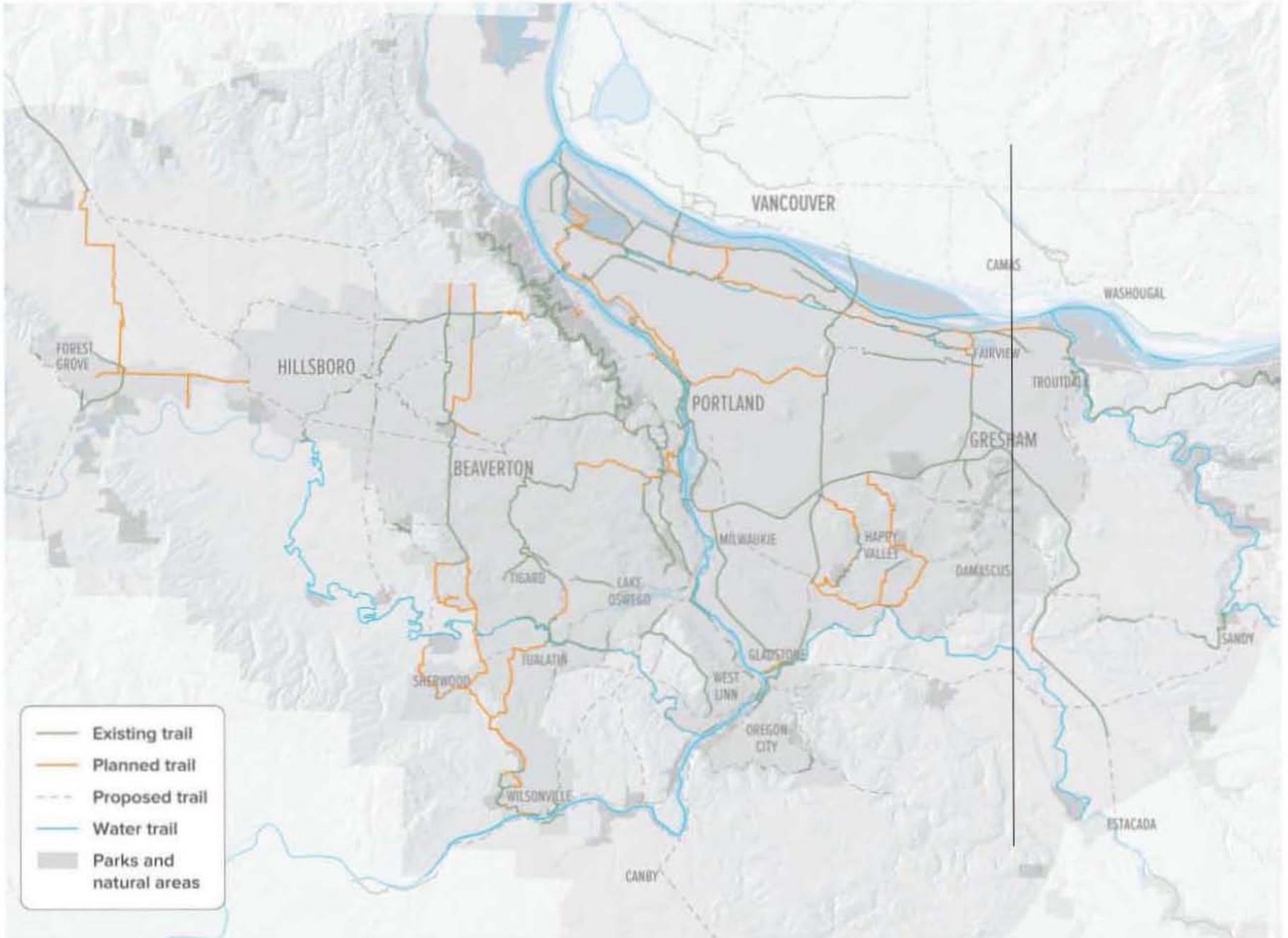
9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



CAZADERO TRAIL

One hundred years ago, trains chugged along Deep Creek, transporting timber from Cascade forests to the Portland riverfront. Nature lovers can soon traverse a four-mile stretch of that journey between Boring and Barton by foot, bike or horseback. The former rail line is being reinvented as the Cazadero Trail, an extension of the Springwater Trail. Metro helped fund development of Boring Station Trailhead on the north, and purchased land for a trailhead on the south, in Barton.

Public use: The Cazadero Trail runs from Boring south to Barton. Someday, it could extend beyond Barton through Eagle Creek, Estacada and the Faraday, Cazadero and Promontory Park areas on up the Clackamas River corridor, eventually connecting to Mount Hood and the Pacific Crest Trail.

Key partnerships: Clackamas County Parks, Oregon Department of Fish and Wildlife, Oregon Parks and Recreation

Regional context: Metro's Deep Creek and Cazadero Trail target areas are intertwined, with the trail focusing on access and Deep Creek focusing on habitat.

Oregon Parks and Recreation recently constructed the trail from Boring to the north fork of Deep Creek. The Cazadero Trail will someday connect to Sandy via the new Tickle Creek Trail.



Cazadero Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

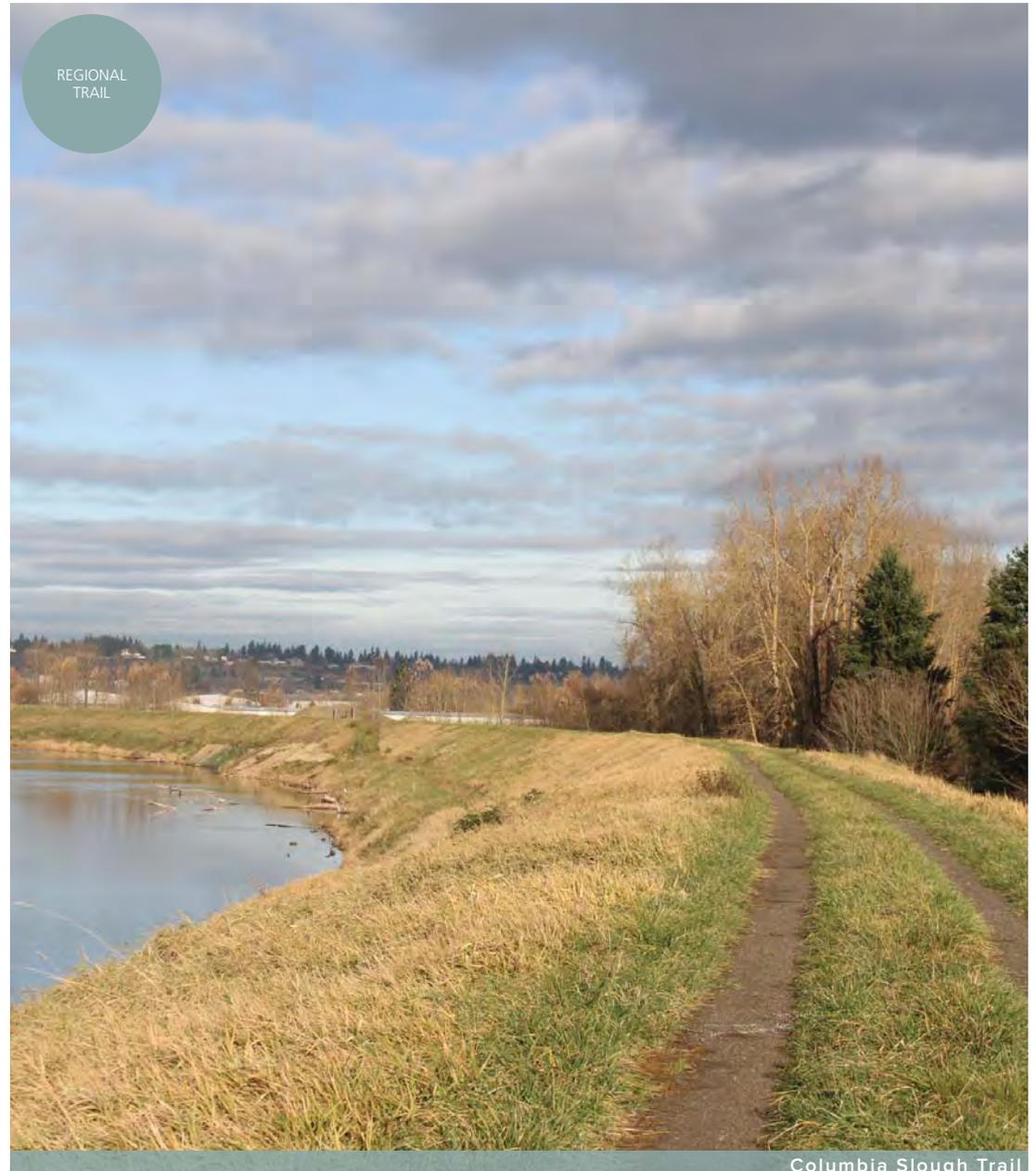
COLUMBIA SLOUGH TRAIL

The Columbia Slough begins in Fairview and meanders west for 19 miles to Kelley Point Park, where it empties into the Willamette River. The trail passes along beautiful natural features and provides opportunities to spot wildlife. Half of the Columbia Slough Trail through this area is built and being used. Completed sections include multi-use paths and pedestrian-only paths. Approximately three-fourths of the completed trail will provide bicycle access. Future sections will connect to Metro's Smith and Bybee Wetlands and Blue Lake Regional Park.

Public use: 200,000 trips in 2015. When complete, the Columbia Slough Trail will connect to a network of existing and proposed regional trails. It will link people to nature, jobs, schools and transit. Canoe launches are located at Kelley Point Park and Whitaker Ponds Natural Area.

Key partnerships: 40-Mile Loop Land Trust, City of Gresham, City of Portland, Columbia Slough Watershed Council, Multnomah County Drainage District, Port of Portland

Regional context: The Columbia Slough Trail is part of the northern portion of the 40-Mile Loop trail network (which is actually closer to 140 miles) and connects to the I-205 Trail and Peninsula Crossing Trail.



Columbia Slough Trail

FANNO CREEK TRAIL

The Fanno Creek Trail will traverse 15 miles, weaving through Tualatin, Durham, Tigard and Beaverton, and ending at the shores of the Willamette River in Southwest Portland. The trail, which is a little more than half built, will connect to schools, parks and other community destinations. Metro's purchases have helped to secure rights to build portions of the trail, and to restore water quality and protect wildlife habitat in this developed portion of the Tualatin River. Great blue heron and groves of Oregon ash trees are just a few of the things to see on the trail.

Public use: 460,000 trips in 2015. The trail serves as a commuter and recreational trail. Numerous community parks are along or near the trail, including Greenway Park, Cook Park and Dirksen Nature Park, as well as community centers and golf courses.

Key partnerships: City of Beaverton, City of Durham, City of Portland, City of Tigard, City of Tualatin, Clean Water Services, Tualatin Hills Park & Recreation District, Tualatin Riverkeepers, Washington County

Regional context: Other jurisdictions manage trail and recreation uses on some Metro-owned land. The trail is mostly complete in Beaverton, about half complete in Tigard and partially complete in Portland. In Tualatin, the trail connects to the future 22-mile Ice Age Tonquin Trail and the Tualatin River Greenway Trail.



Fanno Creek Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

GRESHAM-FAIRVIEW TRAIL

The Gresham-Fairview Trail provides a north-south connection between the Springwater and Marine Drive trails, linking neighborhoods, schools, businesses, parks and natural areas along the way. Most of the trail has been built, and Metro is collaborating with Gresham and Fairview to help finish the job by securing rights to build a missing northern section that will connect to Blue Lake Regional Park. The trail will improve commuting and recreation options.

Public use: 100,000 trips in 2015. This trail serves as a major north-south commuter and recreational trail, connecting to multiple neighborhoods and light rail.

Key partnerships: City of Fairview, City of Gresham

Regional context: Federal funding, a Congressional appropriation and state transportation grant helped build a bike/pedestrian bridge over Powell Boulevard. The trails connects to light rail and five other regional trails.



Gresham-Fairview Trail



Gresham-Fairview Trail

MARINE DRIVE TRAIL

The Marine Drive Trail is a 20-mile section of the 40-Mile Loop trail system that extends from Kelley Point Park at the confluence of the Columbia and Willamette rivers to Troutdale. The bike path features stunning views of Mt. Hood. It connects five major Metro sites: Smith and Bybee Wetlands, the Expo Center, M. James Gleason Memorial Boat Ramp, Blue Lake Regional Park and Chinook Landing Marine Park. Metro recently built a three-quarter mile trail segment in Blue Lake Regional Park. In addition, Metro recently acquired several trail easements to help close four remaining gaps.

Public use: 350,000 trips in 2015. The trail provides recreation and off-street commuting options. There is also a connection from the trail to Portland International Airport.

Key partnerships: 40-Mile Loop Land Trust, City of Fairview, City of Gresham, City of Portland, City of Troutdale, Multnomah County, Multnomah County Drainage District, Port of Portland

Regional context: The 40-Mile Loop system is actually closer to 140 miles; this trail makes up the northern portion and connects to the Sandy River.



Marine Drive Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

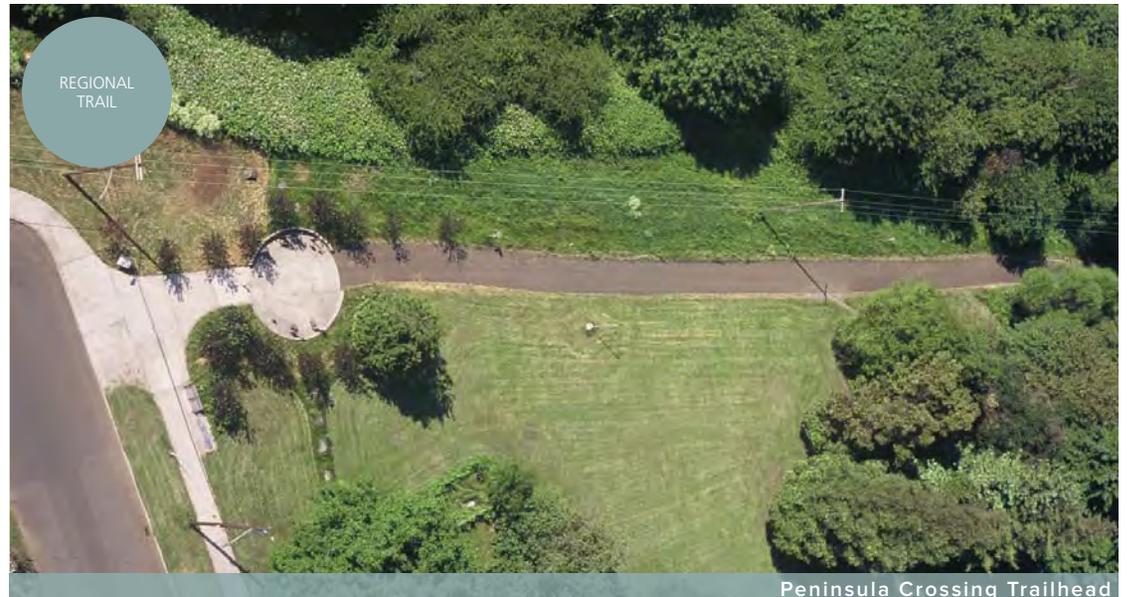
PENINSULA CROSSING TRAIL

Open since 1998, this recreation and commuting trail serves a highly populated urban area in North Portland. It connects schools, businesses and shopping areas to homes and apartments – and connects Willamette Boulevard bike lanes to Smith and Bybee Wetlands, the Columbia Slough and Marine Drive Trail.

Public use: 150,000 trips in 2015. Trail users can access three bus lines. The University of Portland and Roosevelt High School's running teams and other students use the trail. A diversity of ethnic groups, income levels and ages also use the trail.

Key partnerships: 40-Mile Loop Land Trust, City of Portland

Regional context: The trail is owned and maintained by the City of Portland and is part of the 40-Mile Loop trail system.



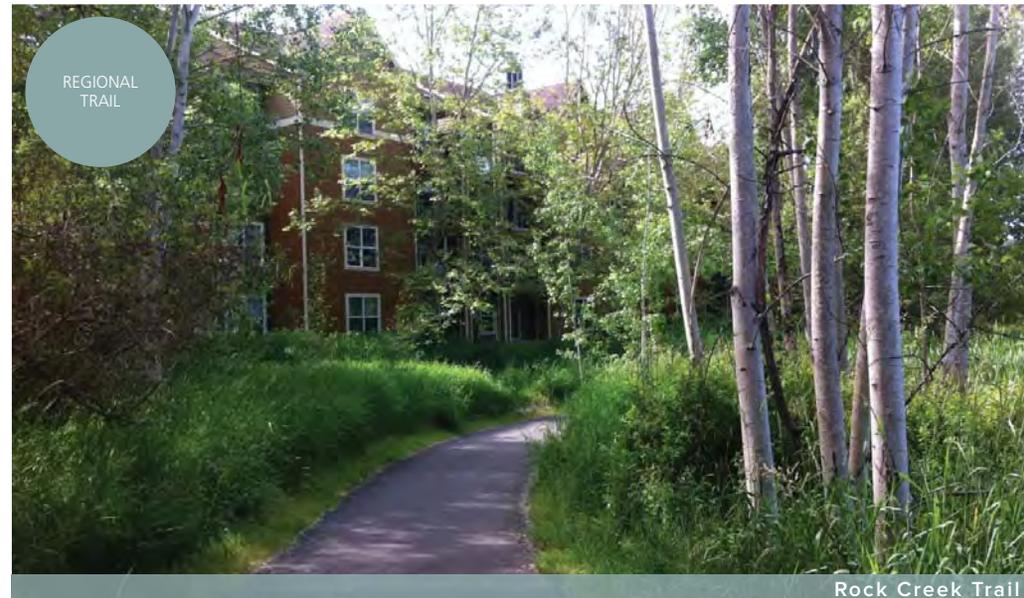
ROCK CREEK TRAIL

Residents in this growing part of the region will soon be able to enjoy an 8-mile trail that stretches across Hillsboro and Bethany. The developing trail meanders along scenic Rock Creek. Metro has protected land along the creek and continues to help the City of Hillsboro secure rights to build the trail. The Tualatin Hills Park & Recreation District recently built missing sections within its district, including a connection to Portland Community College's Rock Creek campus.

Public use: 190,000 trips in 2015. From the Tualatin River at Rood Bridge Park in Hillsboro, this trail parallels Rock Creek and heads northeast through Hillsboro, eventually connecting to the Westside Trail in Bethany. Several segments are complete. Metro has acquired property for the trail under the 1995 and 2006 bond measures.

Key partnerships: City of Hillsboro, Clean Water Services, Tualatin Hills Park & Recreation District, Washington County

Regional context: The greenway connects Hillsboro with employment areas, Orenco, Amber Glenn, Tanasbourne, the Westside Trail, the Tualatin River, Bethany and Portland Community College's Rock Creek campus.



Rock Creek Trail



Rock Creek Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

SPRINGWATER TRAIL

The region's premier trail, the Springwater Trail serves three cities, two counties and the community of Boring. The trail links to schools, the region's central business and industrial districts, and dense residential areas. Trail users can explore Oaks Bottom Wildlife Refuge, Powell Butte, Sellwood Riverfront Park, Johnson Creek and Gresham's Main City Park. Metro purchased rights to build a three-mile section along the Willamette River, and recently filled part of a prominent gap in the Sellwood neighborhood. The City of Portland plans to build another three-quarter mile segment of the trail to partially close the Sellwood gap.

Public use: 1.2 million trips in 2015. The trail is built on a former railroad bed and is flat, which makes it popular with seniors and those less able to navigate hills.

Key partnerships: 40-Mile Loop Land Trust, City of Gresham, City of Milwaukie, City of Portland, Clackamas County,

Regional context: While Metro owns fee and trail easements in certain sections, the trail is mostly owned by the City of Portland. Portland, Gresham and Clackamas County maintain the trail. The trail connects to the Milwaukie light-rail line's Tacoma Street station.



Springwater Trail



Springwater Trail Three Bridges

ICE AGE TONQUIN TRAIL

The Ice Age Tonquin Trail will connect the Willamette and Tualatin rivers and the cities of Wilsonville, Sherwood and Tualatin. Metro completed a master plan in 2012 with the local partners that will build and maintain the trail. This 22-mile pathway traverses a landscape with visible marks from ancient floods that shaped the region. The trail will connect neighborhoods, schools, town centers, transit and natural areas, including Metro's Graham Oaks Nature Park.

Public use: 200,000 trips in 2015. The Ice Age Tonquin Trail will serve commuters and recreational users. Connections to surrounding homes and businesses will make this a highly used trail.

Key partnerships: City of Sherwood, City of Tualatin, City of Wilsonville, The Wetlands Conservancy, Tualatin River National Wildlife Refuge, Washington County

Regional context: Portions of the Ice Age Tonquin Trail are built in Metro's Graham Oaks Nature Park, the Villebois community, Tualatin Community Park, and Stella Olsen Park in Sherwood. When completed, the trail will connect to three other regional trails and possibly to Champoeg State Park over the proposed French Prairie Bridge in Wilsonville.



Ice Age Tonquin Trail



Ice Age Tonquin Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

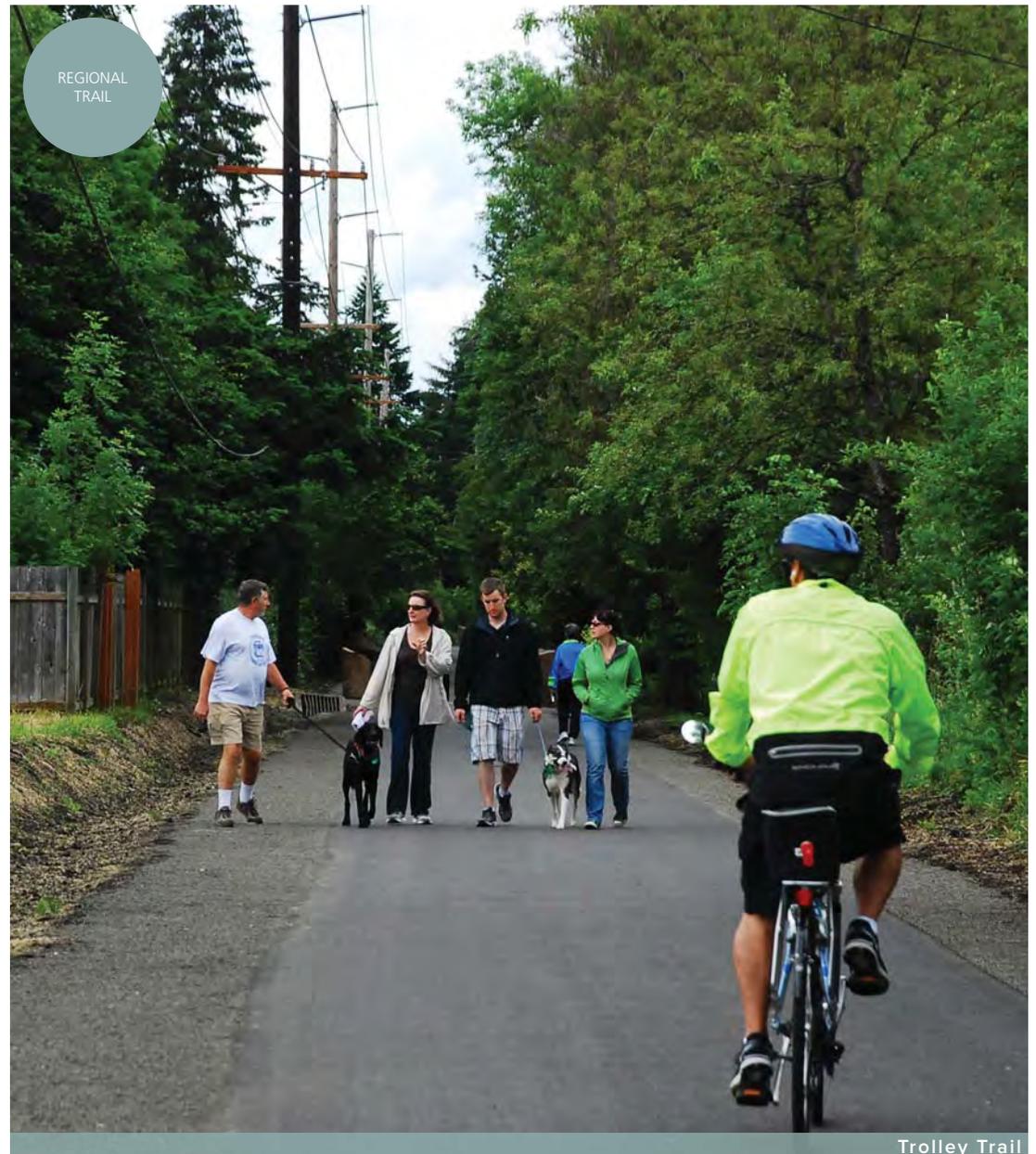
TROLLEY TRAIL

A former streetcar line has been transformed into an urban trail between Milwaukie and Gladstone, with a connection to Oregon City. The Trolley Trail is adjacent to residences, businesses, shops, schools and parks. It connects with Park Street Station along the new Milwaukie light-rail line.

Public use: 140,000 trips in 2015. Thousands of people are using the trail for commuting and recreation.

Key partnerships: City of Gladstone, City of Milwaukie, Friends of the Trolley Trail, North Clackamas Parks & Recreation District, TriMet

Regional context: The trail is owned and operated primarily by North Clackamas Parks & Recreation District and the City of Gladstone. The City of Milwaukie is building a new section of the trail along Southeast 17th Avenue that will connect Milwaukie Riverfront Park with the Springwater Trail.



Trolley Trail

TUALATIN RIVER WATER TRAIL AND TUALATIN RIVER GREENWAY TRAIL

Someday, people will be able to explore the Tualatin River by boat, bike or foot on two sister trails: a greenway trail along the banks and a water trail in the river itself. Metro has acquired six sites along the river that could serve both trails. Partners have completed the six-mile stretch of the greenway trail from Browns Ferry Park to Cook Park, and developed nine launch sites for the 40-mile water trail. A new segment of the greenway trail passes through the heart of Tualatin. The popular Ki-a-kuts Bridge connects pedestrians from Tualatin Community Park with Tigard's Cook Park and Durham City Park.

Public use: 490,000 trips in 2015. Metro is developing a new launch site at Farmington Natural Area, which will be open to the public in 2017. It will be the only launch site along a 10-mile stretch of river. Existing launch sites are at Rood Bridge Park, Eagle Landing, 99W Bridge, Jurgens Park, Cook Park, Tualatin Community Park, Browns Ferry Park and River Grove Boat Ramp.

Key partnerships: City of Hillsboro, City of Tigard, City of Tualatin, City of West Linn, Clean Water Services, Tualatin Riverkeepers, Washington County

Regional context: The water trail and the greenway trail will connect to the future Westside Trail and Ice Age Tonquin Trail where those two trails meet at the Tualatin River and to the Fanno Creek Trail in Durham. The greenway trail will provide access to Browns Ferry Park, Tualatin Community Park, Cook Park, Durham Park, Jurgens Park and the Tualatin River National Wildlife Refuge.



Tualatin River Water Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

WESTSIDE TRAIL

The partially built Westside Trail follows a power line corridor along a north-south path through eastern Washington County. When complete, it will serve thousands of residents and scores of businesses, shops and schools along its 26-mile route. The trail connects with many regional and neighborhood parks, including the Tualatin Hills Nature Park, King City Park and Forest Park. It will also meet up with eight other regional trails.

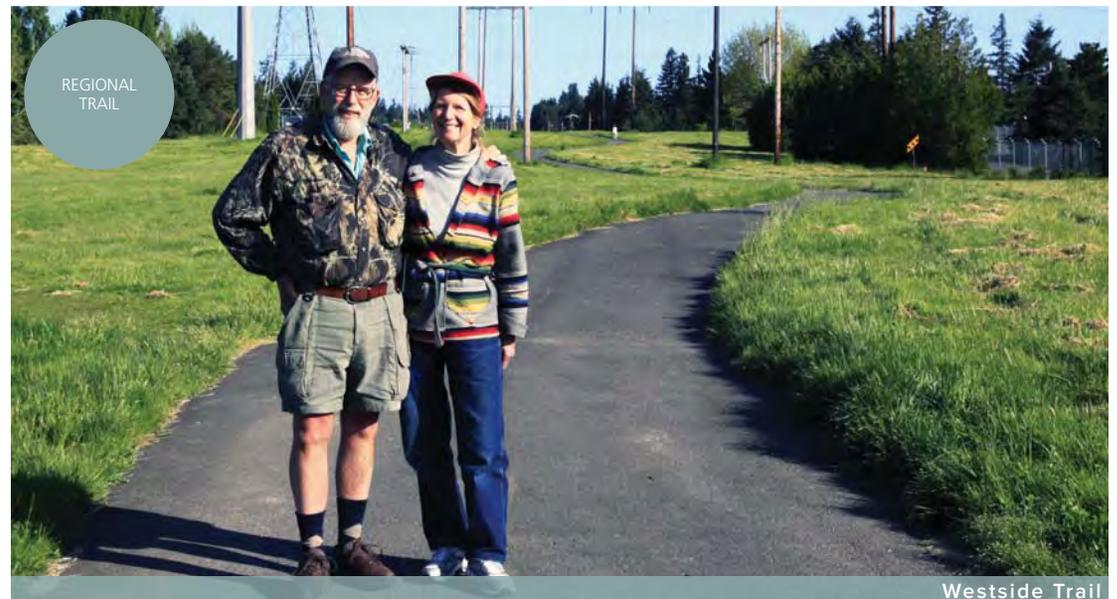
Public use: 130,000 trips in 2015. Some of the trail is challenging for accessibility due to steep grades, but partners are committed to making it accessible for all levels of users. It is anticipated that the trail will serve as a major commuter and safe-routes-to-school corridor.

Key partnerships: Bonneville Power Administration, City of King City, City of Portland, City of Tigard, Multnomah County, Tualatin Hills Park & Recreation District, Washington County

Regional context: Several sections have already been built or are being designed to be built by Tualatin Hills Park & Recreation District. Metro and agency partners completed a master plan in 2013 that includes strategies for creating a pollinator corridor along the trail.



Westside Trail



Westside Trail

WILLAMETTE RIVER GREENWAY TRAIL

The partially-completed Willamette River Greenway trail system has two main sections. The northern section provides a scenic, riverside connection between thriving neighborhoods in North Portland, Swan Island, University of Portland, the central city and major regional recreational facilities. The southern section creates a water trail and greenway corridor south of Portland to the cities of Lake Oswego, West Linn and Wilsonville with access to parks on the shores of the Willamette.

Public use: It is anticipated that the northern part of the Willamette River Greenway Trail will serve tens of thousands of commuters and recreational users, including the ten thousand employees at Swan Island as well as those in the Lloyd and Lower Albina districts.

Metro is leading the development of a public riverwalk at Willamette Falls in Oregon City, a multi-jurisdictional project that will close a key trail gap in the regional system.

Key partnerships: 40-Mile Loop Land Trust, City of Lake Oswego, City of Milwaukie, City of Oregon City, City of Portland, City of West Linn, City of Wilsonville, NpGREENWAY



Willamette River Greenway Trail

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

Regional context: Built segments of the greenway trail offer users a high-quality nature experience in Portland, Lake Oswego, Milwaukie, West Linn, Oregon City and Wilsonville. Metro has acquired property and property rights for additional trail segments to close critical gaps in the system.



Willamette riparian area



Willamette Narrows Natural Area

HISTORIC CEMETERIES

Metro's 14 historic cemeteries encompass a total of 66 acres and are managed as active facilities, offering scenic tranquility and a unique glimpse into the history of the region. Most were established during the early homesteading period, between 1850 and 1870. The cemeteries are open to visitors and provide opportunities for picnicking and contemplation in a natural setting. The stewardship of these special places is taken very seriously, and some have active volunteer groups that plan events and help with maintenance. Each Halloween, more than 1,000 people participate in a community event at Lone Fir Cemetery. Cemeteries can play a part in trail planning, too, providing a peaceful segment for a regional trail.

METRO HISTORIC CEMETERIES	ACRES	NATUREHOOD
Brainard Cemetery	1.1 acres	East Buttes and Johnson Creek
Columbia Pioneer Cemetery	2.4 acres	Columbia River and Willamette Lowlands
Douglass Cemetery	9.1 acres	Sandy River
Escobar Cemetery	0.5 acres	East Buttes and Johnson Creek
Grand Army of the Republic Cemetery	2.0 acres	Tualatin Mountains
Gresham Pioneer Cemetery	2.0 acres	East Buttes and Johnson Creek
Jones Cemetery	3.25 acres	Lower Tualatin
Lone Fir Cemetery	30.5 acres	East Buttes and Johnson Creek
Mountain View Cemetery - Corbett	2.0 acres	Sandy River
Mountain View Cemetery - Stark	0.75 acres	Sandy River
Multnomah Park Cemetery	9.25 acres	East Buttes and Johnson Creek
Pleasant Home Cemetery	2.0 acres	East Buttes and Johnson Creek
Powell Grove Cemetery	0.5 acres	Columbia River and Willamette Lowlands

1

2

3

4

5

6

7

8

9

10

11

12

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12



 **Historic cemetery**

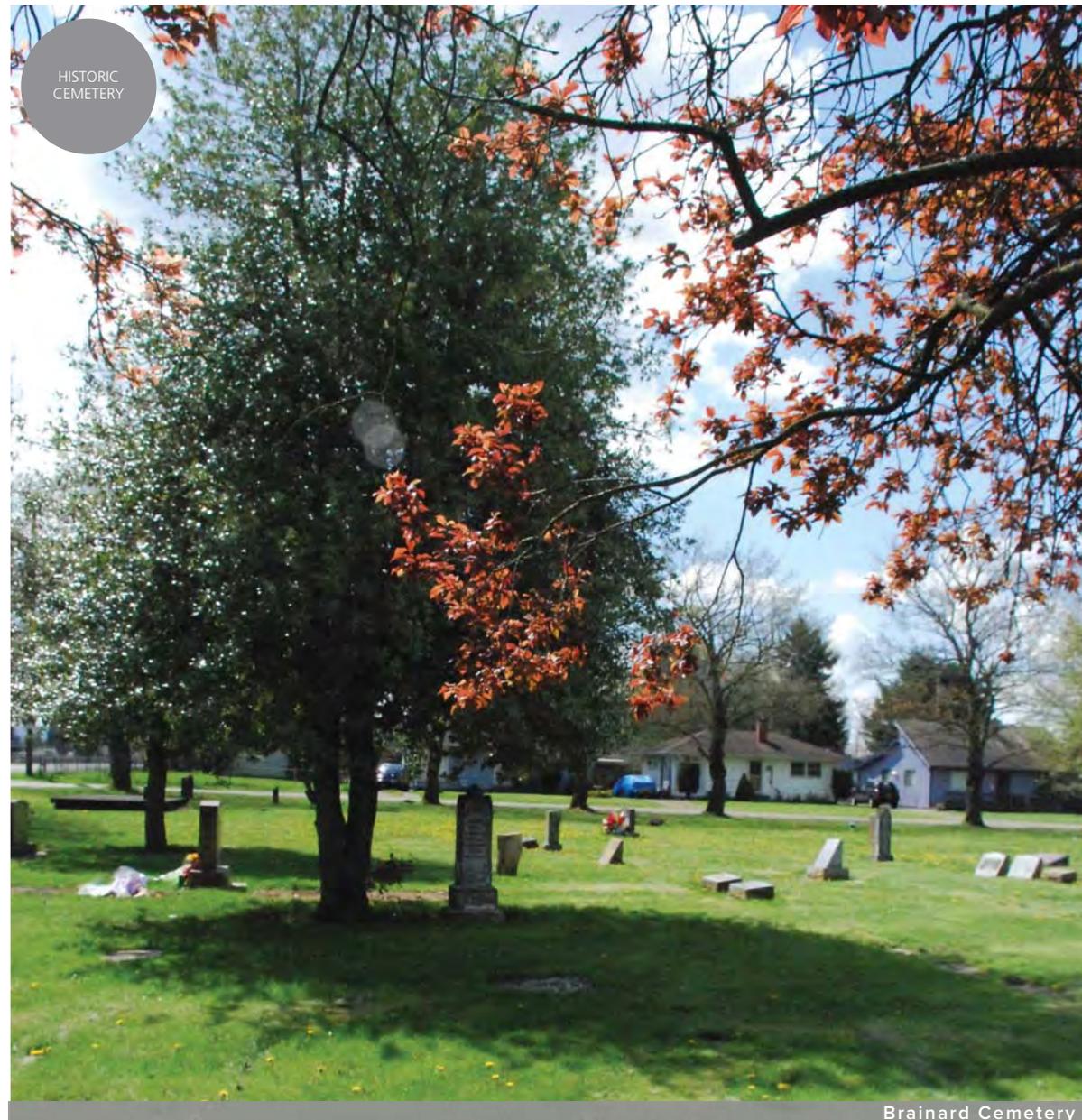
- | | | | |
|------------------------------|--|-----------------------------------|---------------------------|
| 1) Brainard Cemetery | 5) Grand Army of the Republic Cemetery | 9) Mountain View Corbett Cemetery | 13) Powell Grove Cemetery |
| 2) Columbia Pioneer Cemetery | 6) Gresham Cemetery | 10) Mountain View Stark Cemetery | 14) White Birch Cemetery |
| 3) Douglass Cemetery | 7) Jones Cemetery | 11) Multnomah Park Cemetery | |
| 4) Escobar Cemetery | 8) Lone Fir Cemetery | 12) Pleasant Home Cemetery | |

BRAINARD CEMETERY

Set high on a crest near the intersection of Northeast Glisan Street and Northeast 90th Avenue, Brainard Cemetery is an open, airy property, full of sun on pleasant days. Situated across from Multnomah University, this cemetery boasts views of Rocky Butte Natural Area and Mount St. Helens to the north. With the feel of a neighborhood park, the property appears tidy and welcoming to nearby residents.

Acres: 1.1

Key facts: Established in 1867. There are no internal roads; all access and parking for this site is accommodated on public streets surrounding the property on the east, south and west boundaries. The cemetery serves several Slavic and Southeast Asian communities.



Brainard Cemetery

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

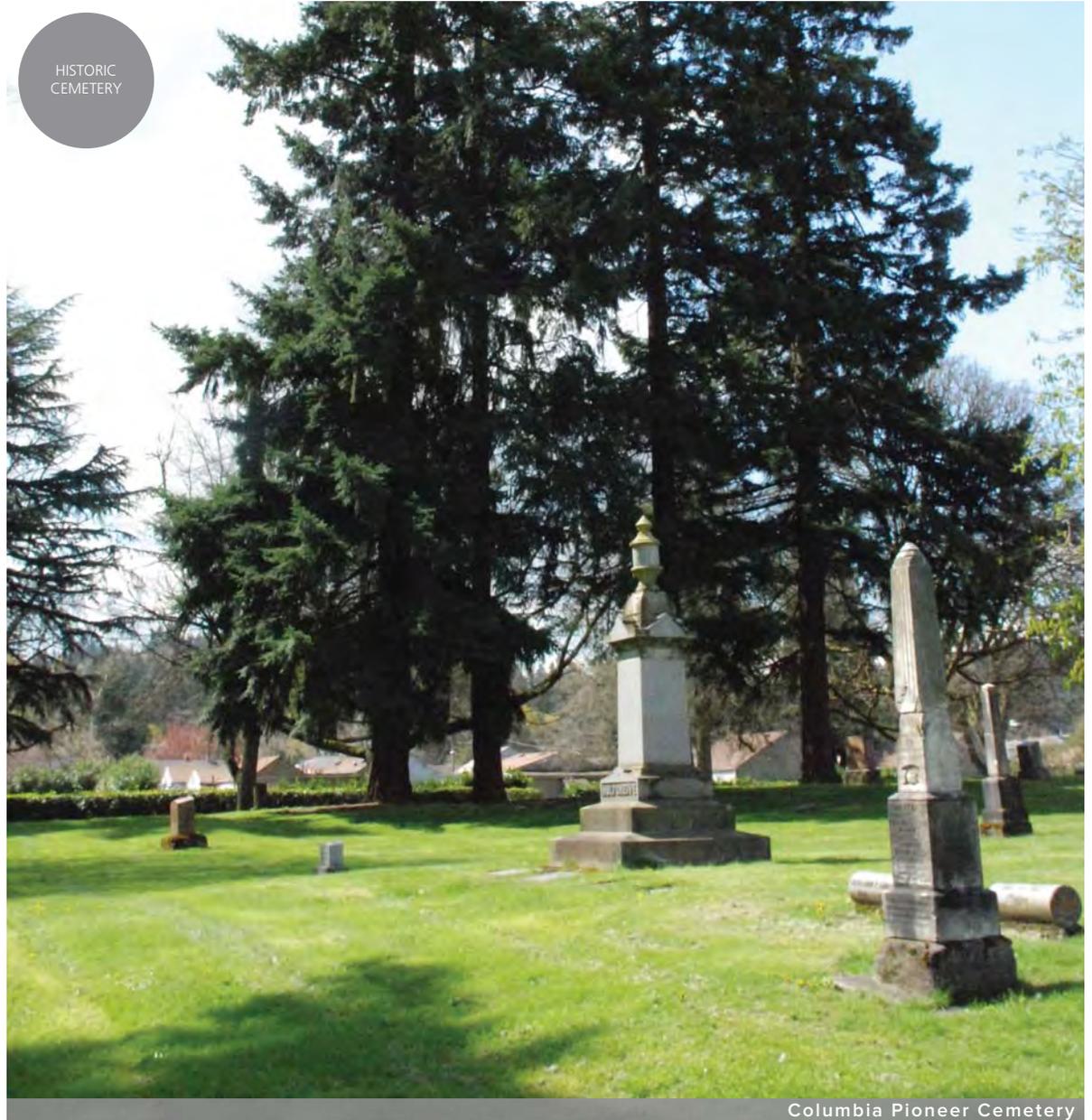
COLUMBIA PIONEER CEMETERY

Located on the northeast side of Portland, this property is fairly small, but has a significant number of burial spaces available, and has potential for infill casket and cremation opportunities. Although the site is located at a busy intersection, cemetery visitors feel as though they're in a quiet neighborhood park. Area residents enjoy this green space for sunning and other passive recreation.

Acres: 2.4 acres

Key facts: Established in 1877. This site has no defined paved roads or parking; however, there is a "U" shaped grass drive with access to Northeast Sandy Boulevard. Most visitor parking routes are through the adjacent neighborhood to the east, with access to the site from Northeast 99th Avenue. The cemetery is frequently used by neighbors who want a place to relax or enjoy a picnic; it serves as the only "park" for the area, with the next closest open space at the Grotto.

HISTORIC
CEMETERY



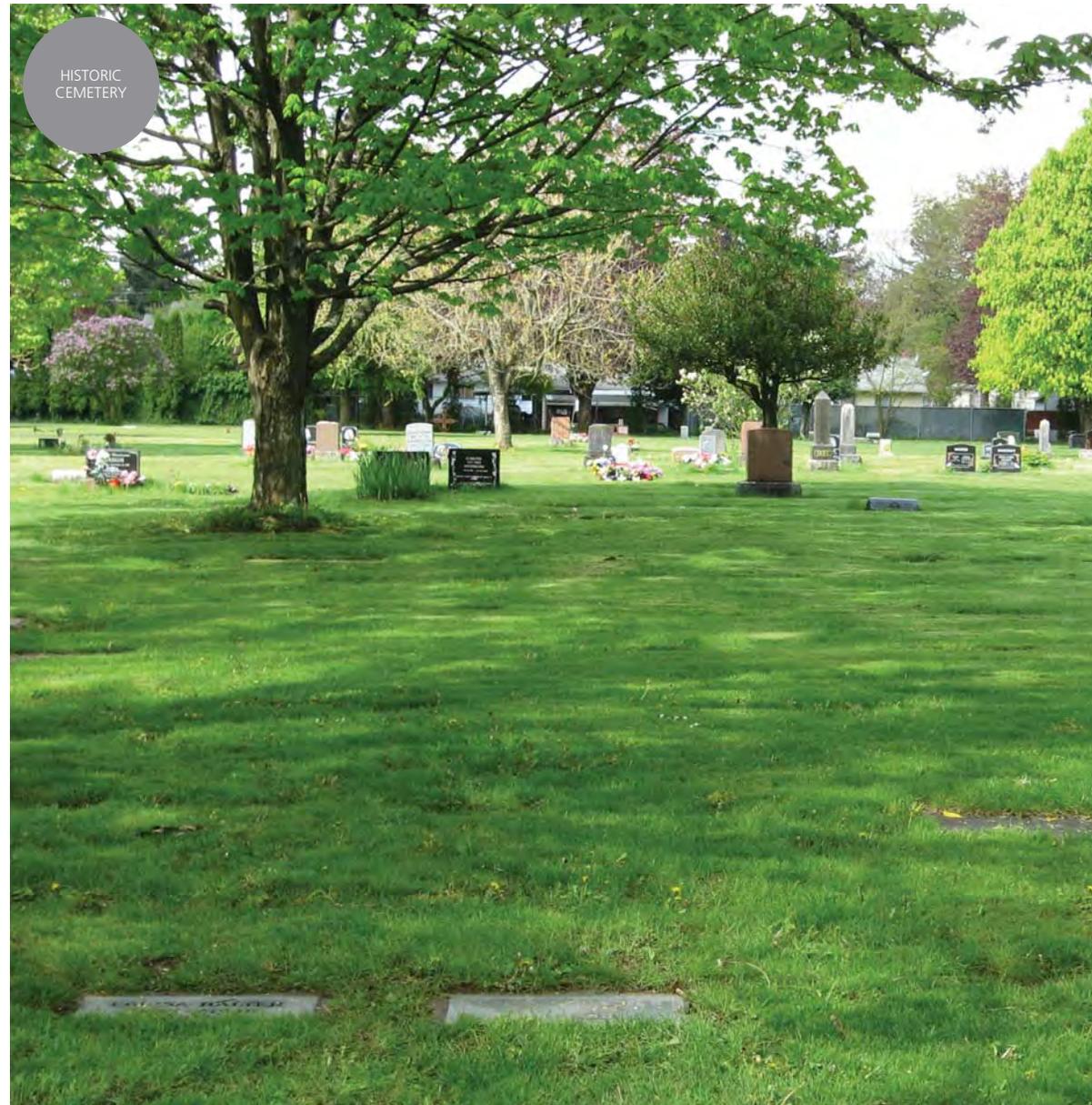
Columbia Pioneer Cemetery

DOUGLASS CEMETERY

Located in central Troutdale, this property has more available land for future development than any other Metro cemetery. Surrounded by quiet neighborhoods, it features large swaths of open lawn. A prominent grove of Douglas fir trees in the middle separates the old and newer sections. This grove instills a woodland feel and provides shelter for visitors to pause and reflect on their loved ones. Neighbors use the cemetery as a quiet respite to picnic and reflect. There is a small Jewish section in Block 10.

Acres: 9.1

Key facts: Established in 1914. Douglass Cemetery is surrounded by dense residential housing developments and a church to the north end of the property. The nearest main roadways are Cherry Park Blvd. and Troutdale Road. There is a network of internal roads, which can accommodate parking for services.



HISTORIC
CEMETERY

Douglass Cemetery

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

ESCOBAR CEMETERY

Escobar Cemetery is nestled in a corner where Johnson Creek intersects with the Springwater Trail, the southeast segment of the 40-Mile Loop. The cemetery is highly visible from the corridor and receives visits from trail users pausing to rest. Often one sees families taking a break at Escobar, stopping to sit, reflect and learn about history. While not large in size, the cemetery is a pleasant park-like space that benefits from its orientation to the trail and the adjacent Gresham Cemetery.

Acres: 0.5

Key facts: Established in 1914. This site has no road access or parking. Visitors share the one-lane dirt access road with Gresham Cemetery to the north, which is also used for parking for small processional events. Larger events overflow into a church parking lot to the north or a school parking lot to the west.



GRAND ARMY OF THE REPUBLIC CEMETERY

Grand Army of the Republic Cemetery appears as a large clearing in the woods, on a hillside in Southwest Portland. The cemetery is primarily a single, large, open lawn area that slopes to the north, with graves laid out in a formal, semi-circular pattern that harkens back to Victorian times. The property is adjacent to River View and Greenwood Hills cemeteries, and very near Beth Israel and Ahavai Shalom cemeteries.

Acres: 2.0

Key facts: Fourteen Civil War veterans formed the Grand Army Cemetery Association and purchased the cemetery in 1882. The Daughters of Union Veterans of the Civil War subsequently took over management and administration. This site has no defined paved roads or parking; however, there is a network of gravel drives throughout the site. Visitors park on the paved drive separating this cemetery from Greenwood Hills Cemetery.



HISTORIC
CEMETERY

Grand Army of the Republic Cemetery

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

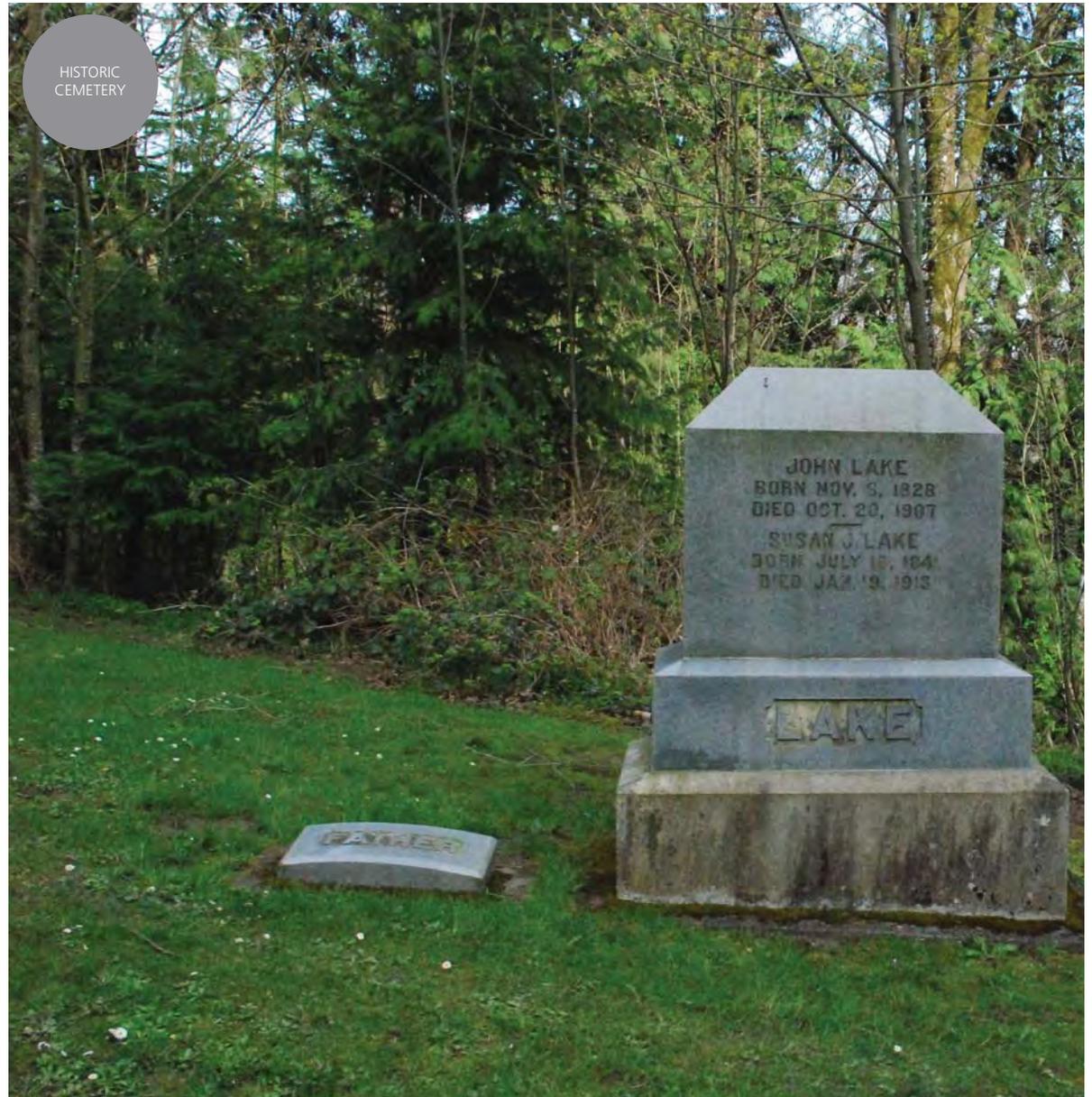
12

GRESHAM PIONEER CEMETERY

Gresham Pioneer Cemetery is perched above the banks of Johnson Creek at the edge of town. Its natural setting and mature vegetation help create a peaceful, intimate feel throughout the property.

Acres: 2.0

Key facts: Established in 1851. This site has a one-lane dirt access road on the north side of the property which is also used for maintenance and parking for small processional events. Larger events overflow in the church parking lot to the north and the school parking lot to the west. Miyo Iwakoshi, believed to be the first Japanese person to live in Oregon, is interred here.



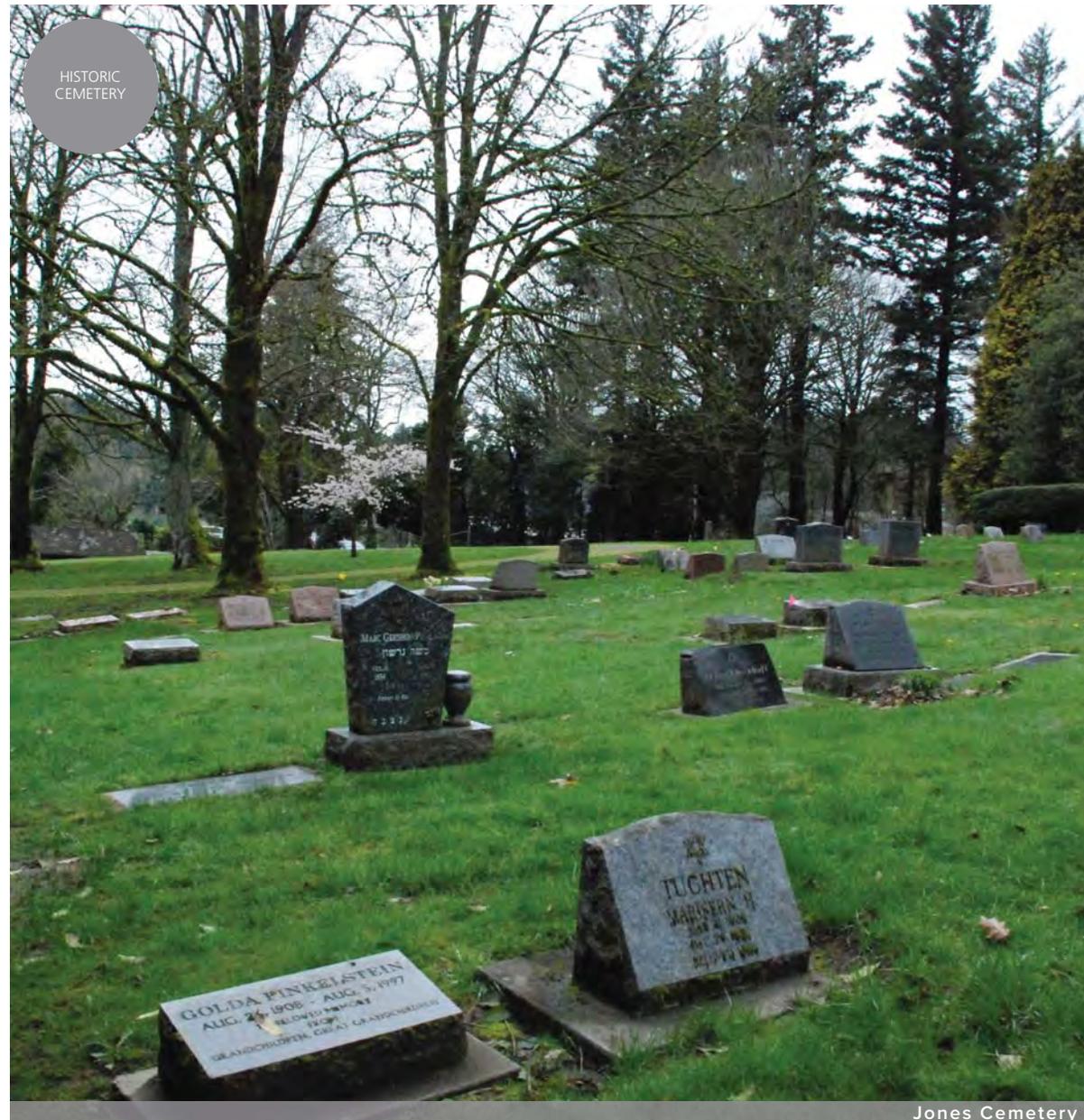
Gresham Pioneer Cemetery

JONES CEMETERY

Tucked away in the Sylvan area, near the intersection of Southwest Scholls Ferry Road and Highway 26, Jones Cemetery has the feel of a secret garden. The northern portion provides a dense canopy of mature deciduous and conifer trees, and the south area opens into a lawn and a central park planted with dogwood trees. The Chehalem Mountains are visible to the southwest. Families seeking an intimate final resting place in this part of the Portland metropolitan area often gravitate to Jones Cemetery. The cemetery services members of the Jewish community, specifically the Havurah Shalom. There has also been a recent influx of Romanian burials due to a large Romanian church nearby.

Acres: 3.25

Key facts: Established in 1854. There is one internal loop road that accommodates most processional parking. However, for large services, the parking lot of an adjacent church is used.



Jones Cemetery

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

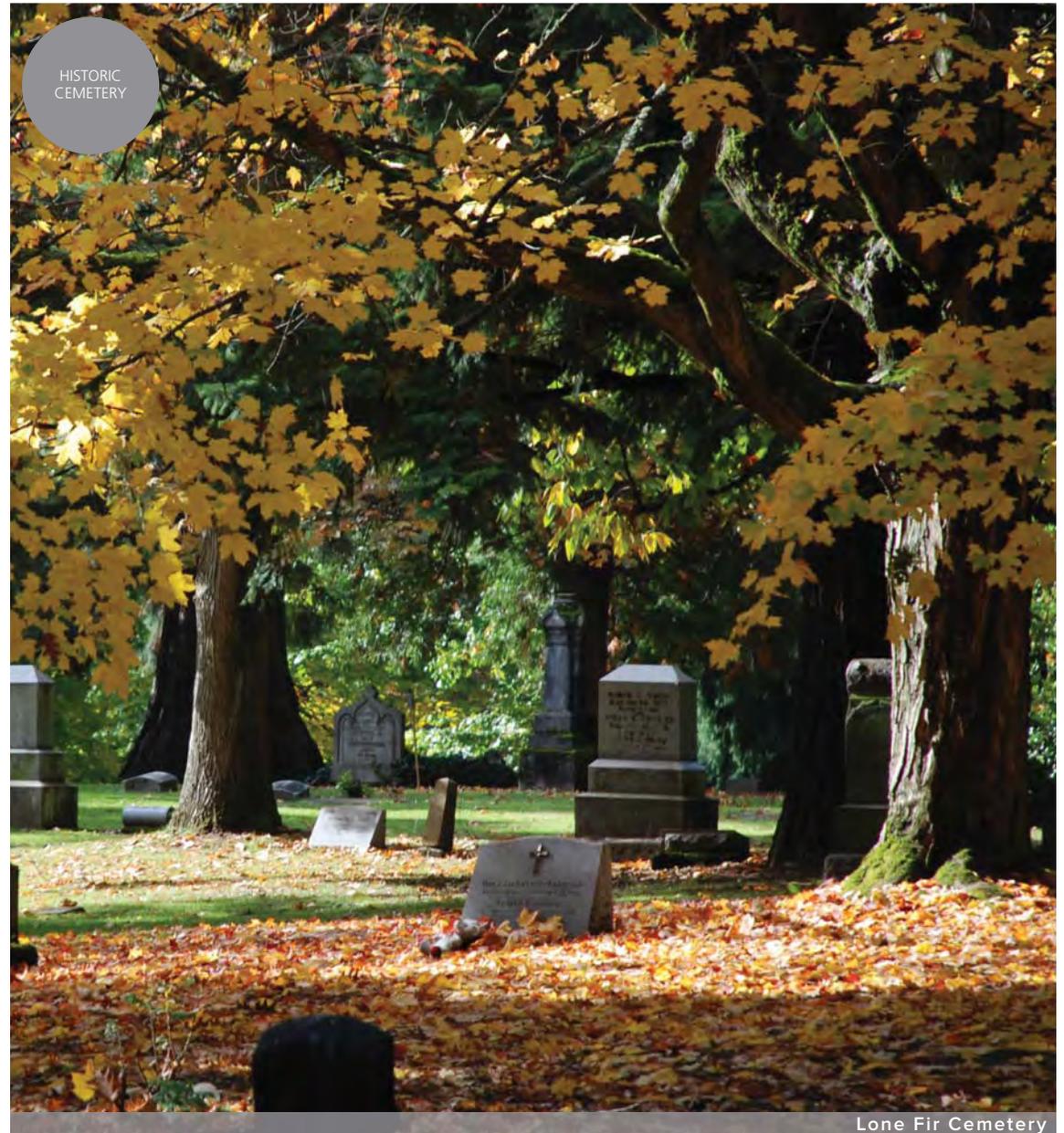
12

LONE FIR CEMETERY

Lone Fir Cemetery is often referred to as one of Portland's richest outdoor history museums and botanic gardens. The cemetery reads like a good book, telling the story of the many eras of settlement and development of the Portland area. This 30-acre property also acts as a valuable arboretum and contains a wide variety of coniferous and deciduous trees and shrubs of notable sizes, species and histories. Nestled into an active neighborhood in close-in Southeast Portland, the cemetery provides a venue for historical and cultural events, as well as much-needed park space for visitors and area residents.

Acres: 30.5

Key facts: Established in 1855. The Chestnut Grove Memorial Garden opened within Lone Fir in 2013, providing an option for the increasing number of people who choose to be cremated. A heritage and memorial garden is planned for the early Chinese workers and Hawthorne Asylum patients buried here, who will be honored at the garden site now known as Block 14. There is a network of internal roads, and all parking for services can be accommodated internally. There is also ample street parking in the surrounding neighborhood. National Geographic recently named Lone Fir one of the world's must-see cemeteries.



Lone Fir Cemetery

MOUNTAIN VIEW CEMETERY – CORBETT

This rural cemetery is set atop a small hill overlooking the many fruit and vegetable farms, vineyards and orchards off of Southeast Smith Road, just south of Corbett. While surveying breathtaking views of Mount Hood to the east and the Washington Cascades to the north, visitors can envision what this intimate cemetery looked like when it was first established.

Acres: 2.0

Key facts: Established in 1880. This site has no internal roadways or parking. People access the cemetery from a small roadway that connects Southeast Smith and Evans roads; this small access road also provides parking, but it is steep and suffers from rainwater runoff. The cemetery is surrounded by agriculture on all sides.



Mountain View - Corbett Cemetery



Mountain View - Corbett Cemetery

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12

MOUNTAIN VIEW CEMETERY – STARK

This cemetery is situated on a bluff along Southeast Stark Street, the historic east-west route connecting the Sandy River to Southeast Portland. Located just north of Mt. Hood Community College, the property is surrounded by mature Douglas fir trees and provides neighborhood residents a quiet park area for passive recreation.

Acres: 0.75

Key facts: Established in 1886. There are no internal paved roads or parking areas. A short road enters the site from the southwest corner.



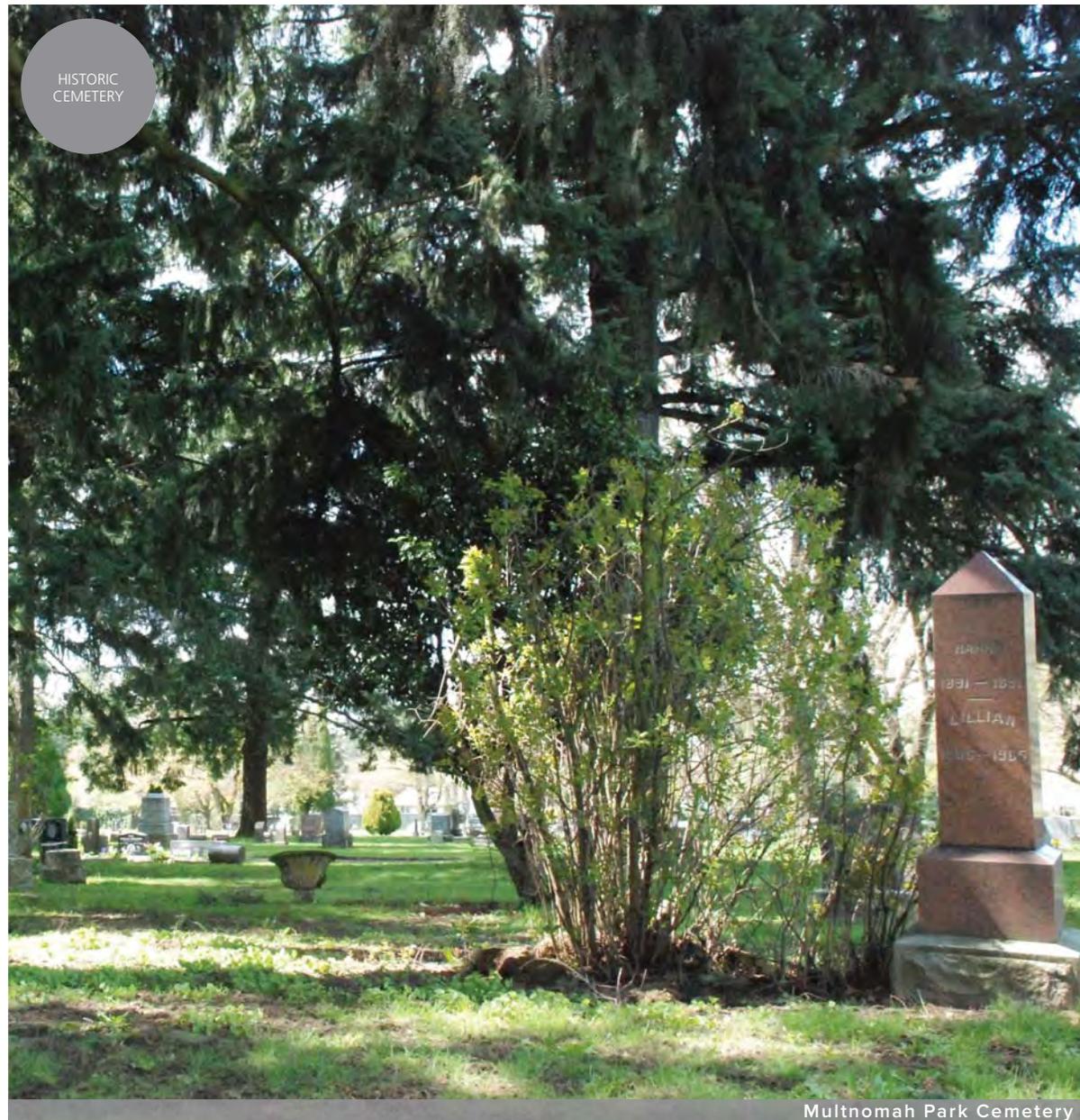
Mountain View - Stark Cemetery

MULTNOMAH PARK CEMETERY

Multnomah Park Cemetery was founded by O.P. Lent, who settled the historic Lents neighborhood. This property provides important greenspace in a busy urban area in Southeast Portland. It is located along Holgate Boulevard, at Southeast 82nd Avenue.

Acres: 9.25

Key facts: Established in 1888. There is a network of internal roads, and parking for services can be accommodated internally.



Multnomah Park Cemetery

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

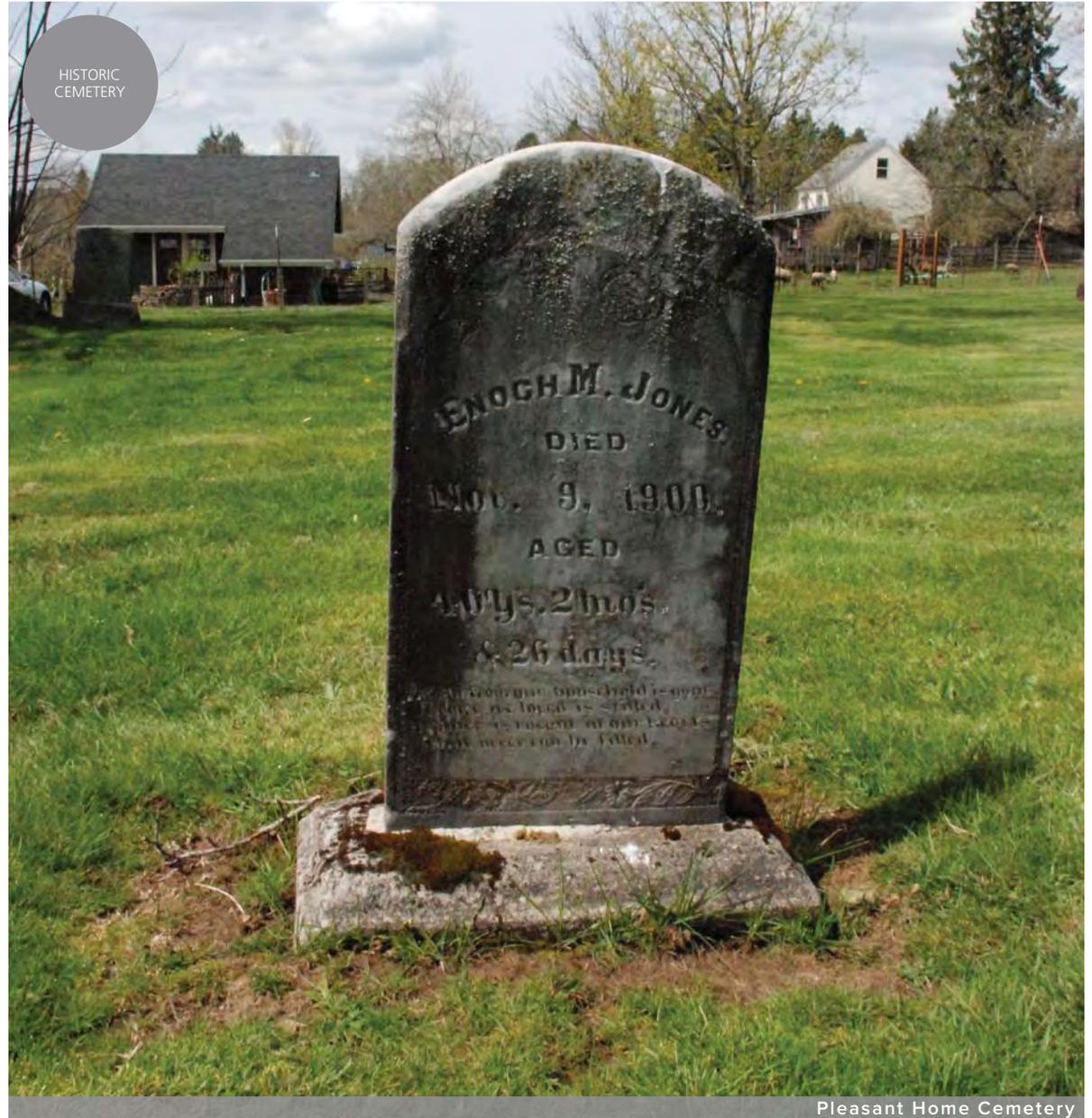
12

PLEASANT HOME CEMETERY

This rural cemetery provides a pastoral setting for the families it serves, reminiscent of the pioneer era when it was established. Located at the intersection of two early thoroughfares in Gresham, it is adjacent to a church with small farms and clusters of rural housing nearby. While the north end is open and provides space for burial plots, the south end of the property slopes to Johnson Creek, providing visitors the opportunity to cool off under a rich riparian canopy.

Acres: 2.0

Key facts: Established in 1884. This site has no internal roadways or parking. Parking is shared with an adjacent church lot to the north.



HISTORIC
CEMETERY

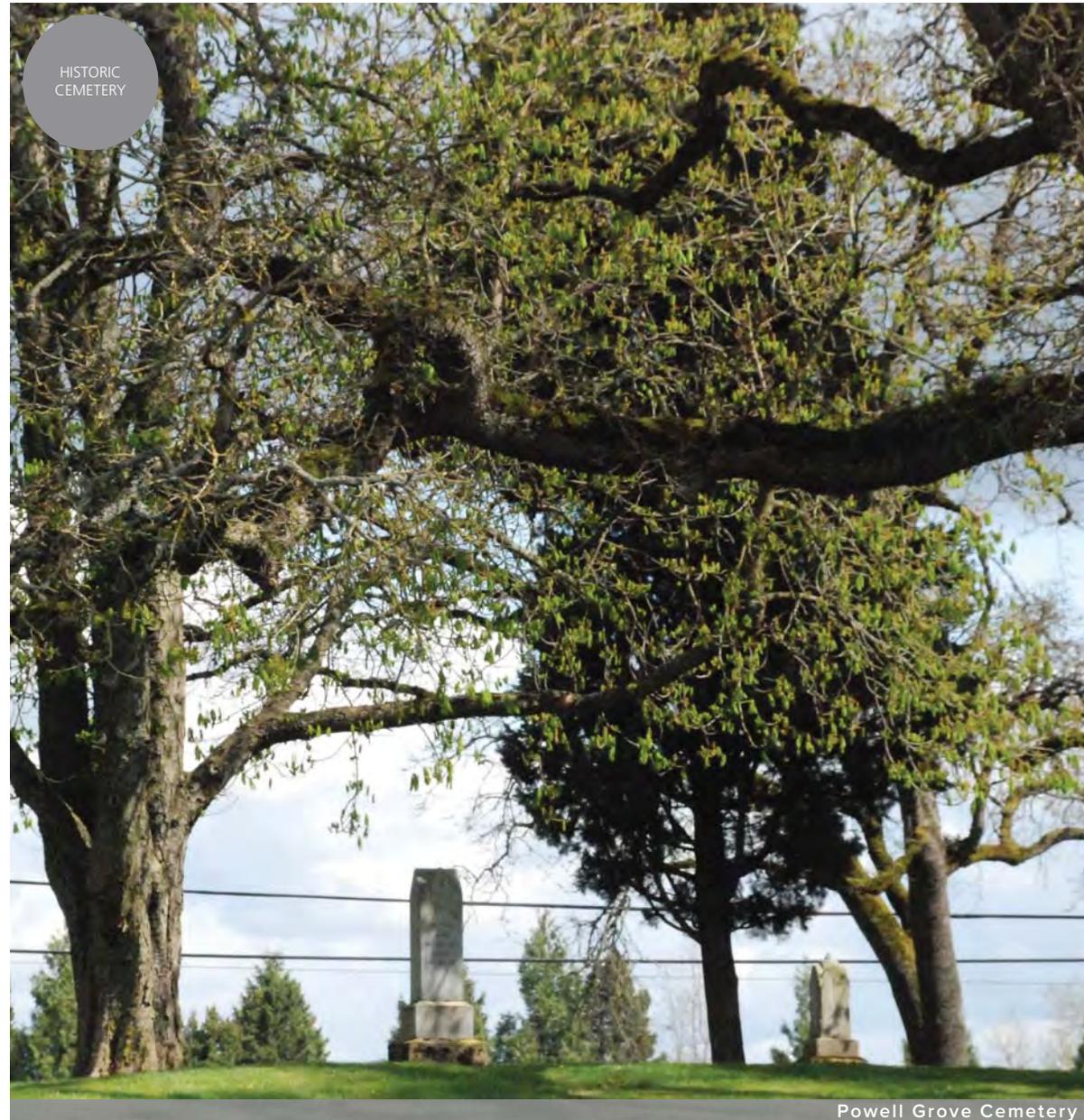
Pleasant Home Cemetery

POWELL GROVE CEMETERY

Similar to other Metro historic cemeteries, Powell Grove is located along an historic route – in this case, Northeast Sandy Boulevard at the intersection with busy 122nd Avenue. Today, the cemetery appears as a small remnant landscape in the middle of a traffic circle at the intersection of these two busy roads. While somewhat challenging to access, it provides the final resting places for the Powell and Reynolds families, who settled the Parkrose area of Portland.

Acres: 0.5

Key facts: Established in 1848. There are no internal paved roads or parking areas. Parking and access are available on the north side of the site, within the Northeast Sandy Boulevard right-of-way. The site is surrounded by major public roadways.



1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

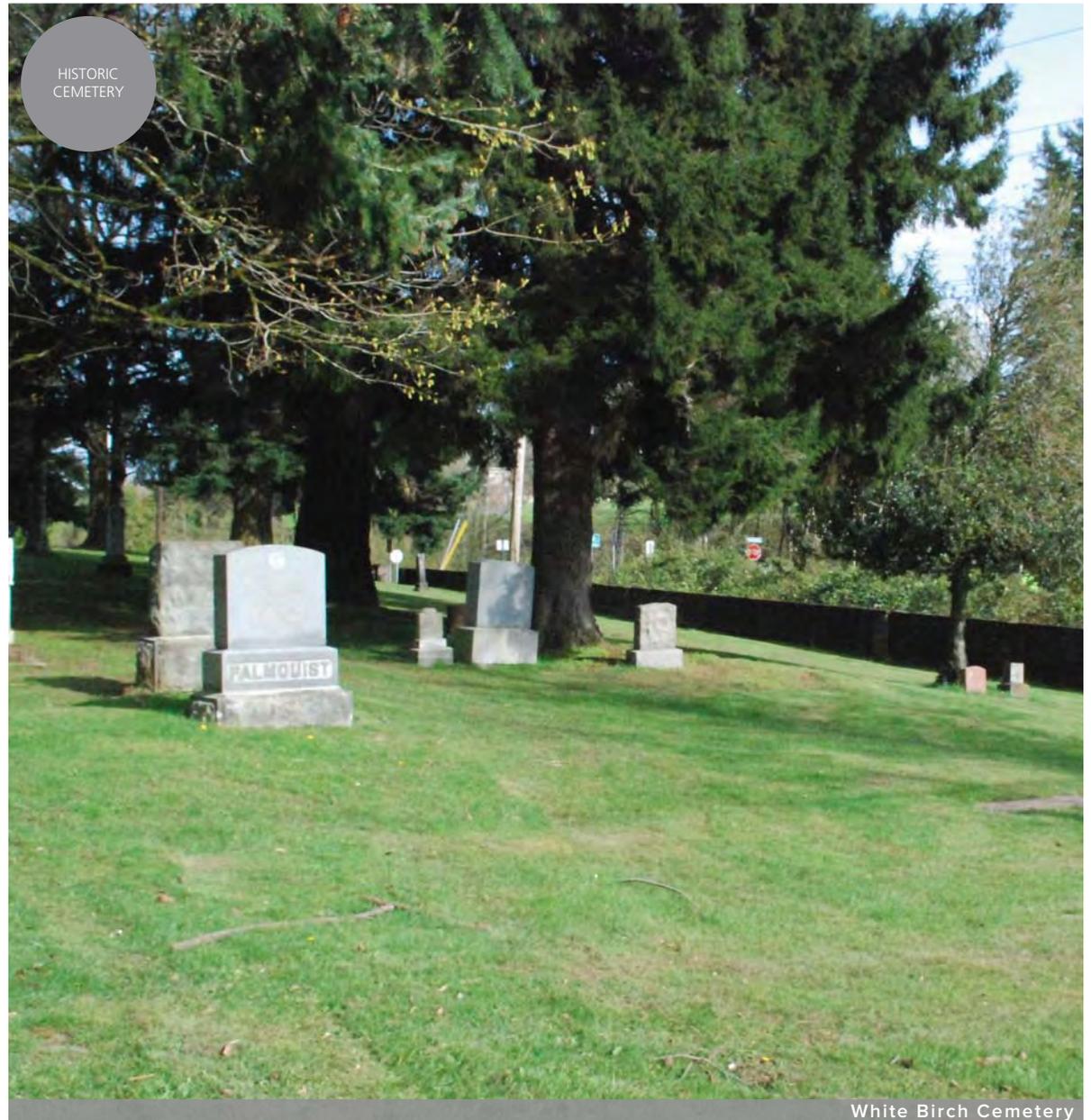
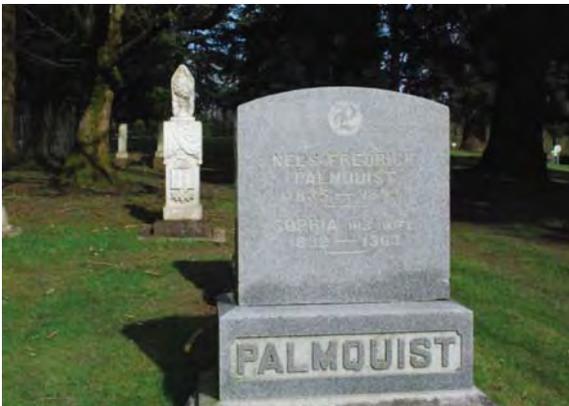
12

WHITE BIRCH CEMETERY

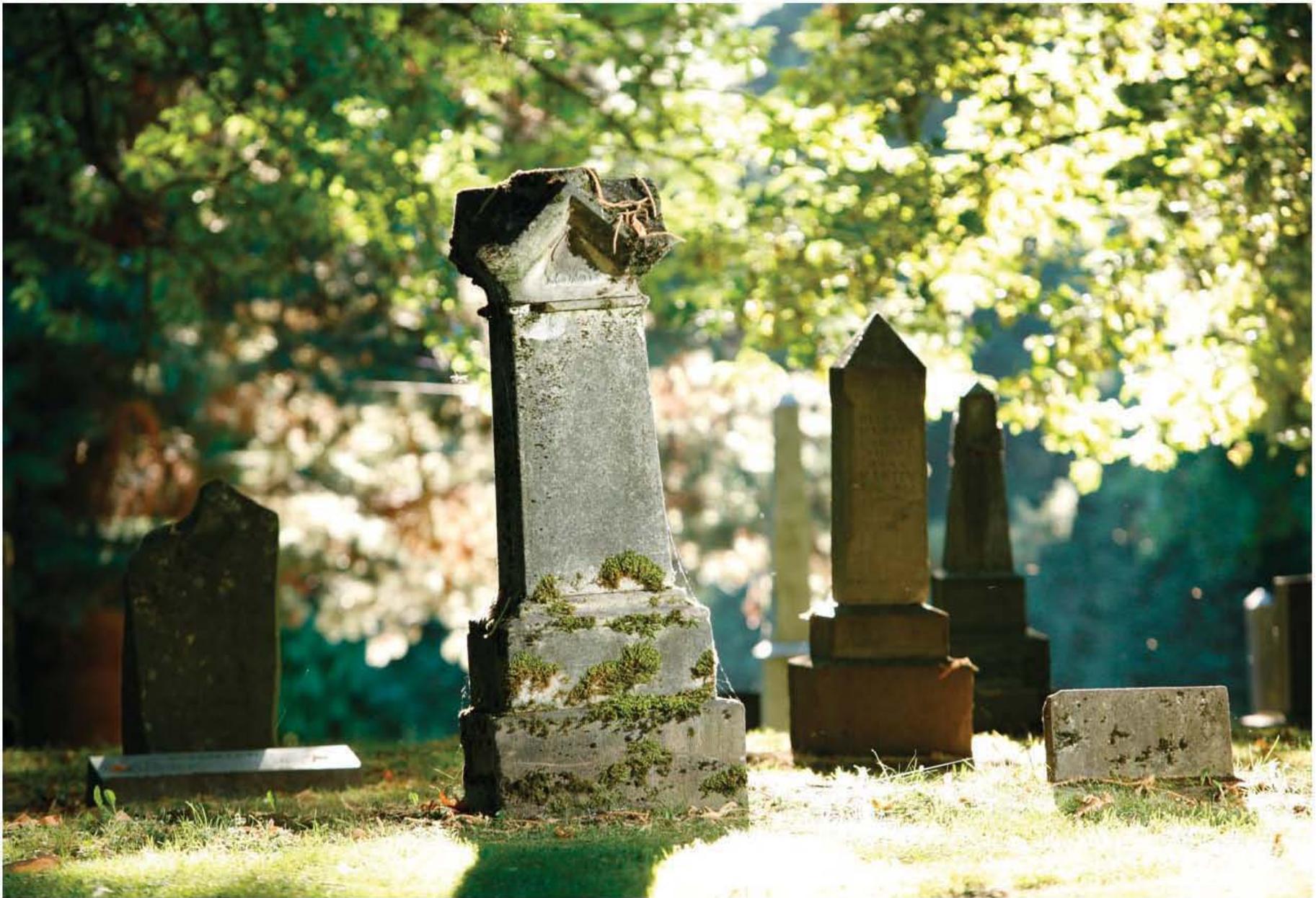
White Birch Cemetery, one of three adjacent historic properties in west Gresham, features a number of early Japanese interments and several beautiful, historic headstones. Located between the Springwater Trail and West Gresham Elementary School, this small cemetery is visible and easily accessed from Southwest Walters Drive. Similar to the adjacent Gresham Pioneer and Escobar cemeteries, this property presents an intimate burial choice for families in the area.

Acres: 0.5

Key facts: Established in 1888. This site has no road access or parking. Visitor and processional parking is shared with the school to the north.



White Birch Cemetery



1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 5: TRENDS

POPULATION GROWTH
DEMOGRAPHIC DIVERSITY
OBESITY AND HEALTH
A CHANGING PLANET
INVESTING IN METRO PARKS AND NATURE

1

2

3

4

5

6

7

8

9

10

11

12



POPULATION GROWTH

As the world and the greater Portland region changes, Metro Parks and Nature must adapt to serve the community, stay relevant and sustain strong support.

Our population is growing in both numbers and diversity. Health challenges are on the rise. Climate change threatens the natural systems that Oregonians have worked so hard to protect. And funding for this work will decline significantly without sustained investment.

These trends underscore the importance of clean water, healthy wildlife habitat and connections with nature, informing strategies for the future of Metro's Parks and Nature system. More people are being born in the greater Portland area, and moving here. Metro takes a lead role in forecasting this growth and strategizing where newcomers will live and work, and how they'll get from place to place.

Metro's most recent Urban Growth Report predicted an additional 600,000 residents in the seven-county area between 2015 and 2035 – the equivalent of adding the city of Portland's population to the region. This projection, which was vetted by a panel of economists and demographers, is consistent with the region's past growth.

Population forecasts inform not only Metro, but also local jurisdictions, community organizations and businesses as they consider new policies, investments and actions to maintain the region's quality of life and promote prosperity.

As the population grows, so does the need to preserve natural resources, link communities with trails and provide places where people can connect with nature.

PAST GROWTH - FUTURE FORECAST



Source: *Metro Urban Growth Report: Investing in Our Cities 2015-2035*

1

2

3

4

5

6

7

8

9

10

11

12

1

DEMOGRAPHIC DIVERSITY

As Oregon's population gets bigger, it is also getting more diverse.

2

Latino residents accounted for 12 percent of Oregon's population in 2010, up from 8 percent a decade earlier. The Asian population increased by 40 percent during the same period, and the city of Portland's nonwhite population increased from 25 percent to 28 percent.

3

4

5

It is critical to understand the barriers to outdoor recreation for different ethnic and racial groups – and to determine how Metro can best provide experiences that meet their needs.

6

Research shows that, in general, people of color are less likely than white people in the United States to spend time on outdoor recreation. As a result, many residents of the greater Portland region miss out on the health, social and other benefits of protecting nature.

7

8

Affordable parks with good public transit access are important to communities of color, Metro heard during a series of focus groups with culturally specific audiences in 2015. Participants placed a high value on clean, safe and well-maintained destinations, noting that many parks in underserved communities do not meet those standards. Communities of color also viewed parks and natural areas as an opportunity to honor their culture and to promote community health.

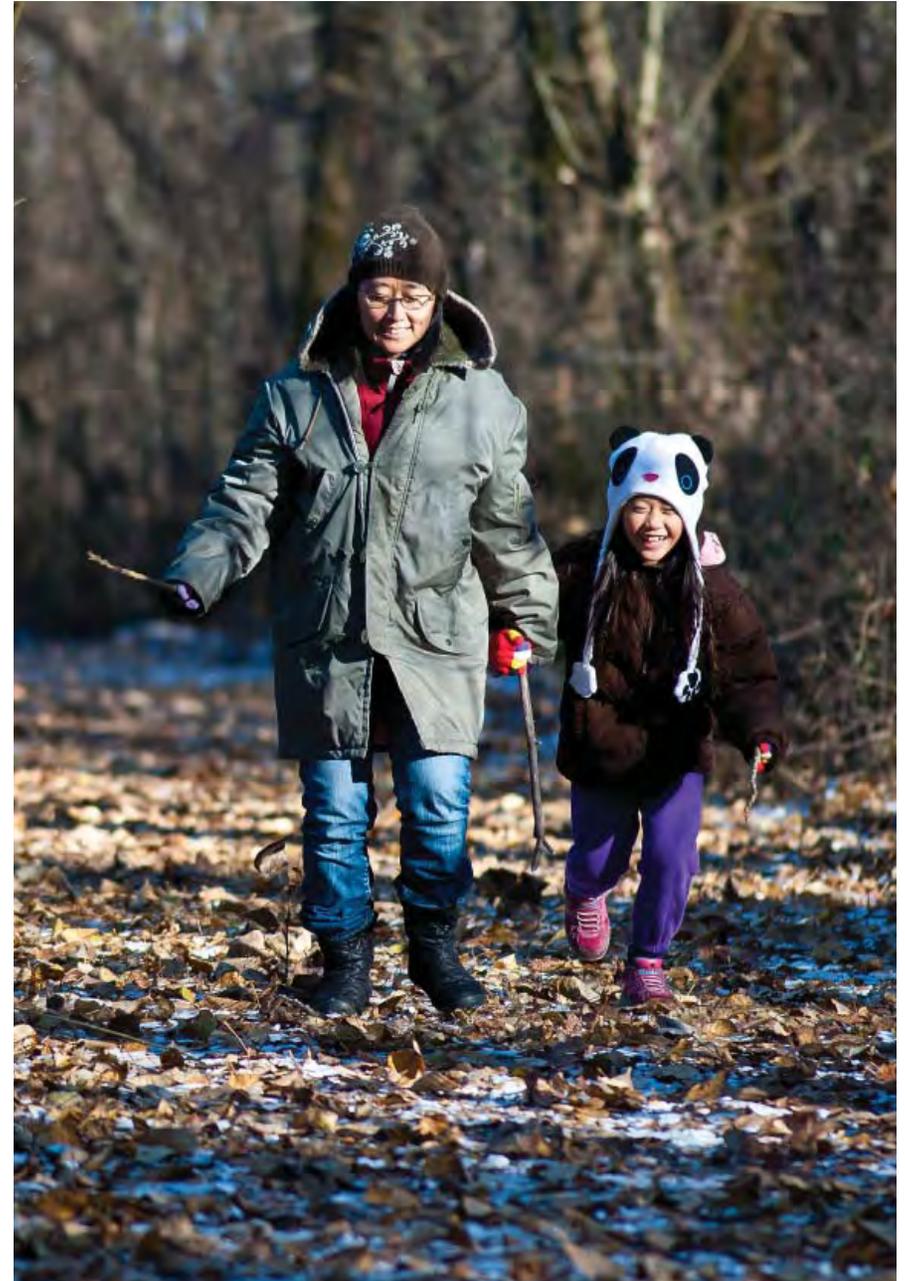
9

10

11

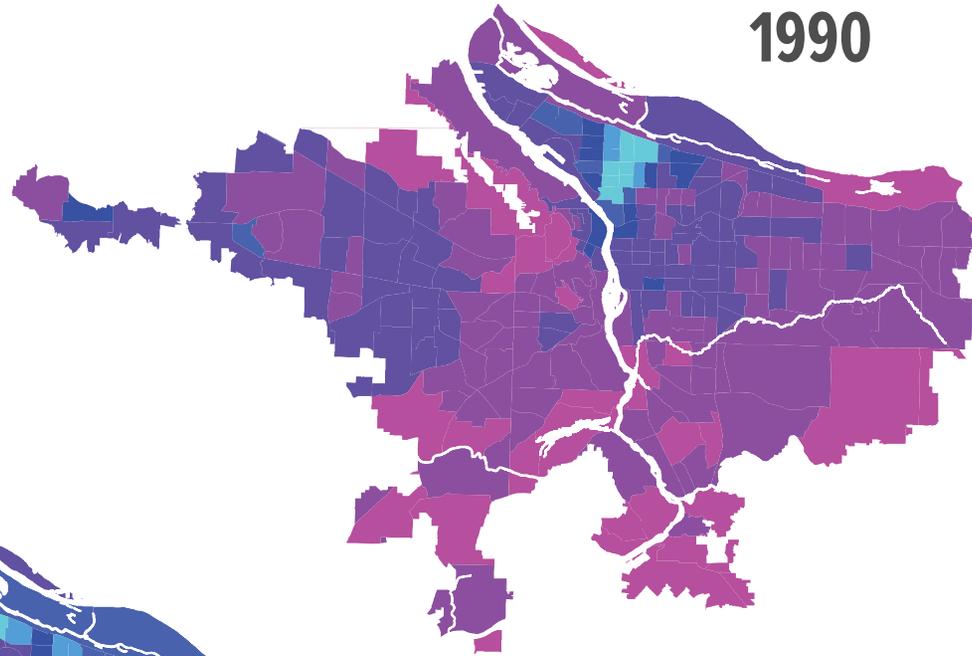
Oregonians are also getting older, and that too has implications for how people want to experience nature. In 2011, just over 16 percent of Oregon's total population was 65 or older. That number will increase dramatically as baby boomers continue to enter retirement age, with Oregon's senior citizen population increasing more rapidly than the national average. In 2020, Oregon will be home to 48 percent more elderly people than it was a decade before.

12

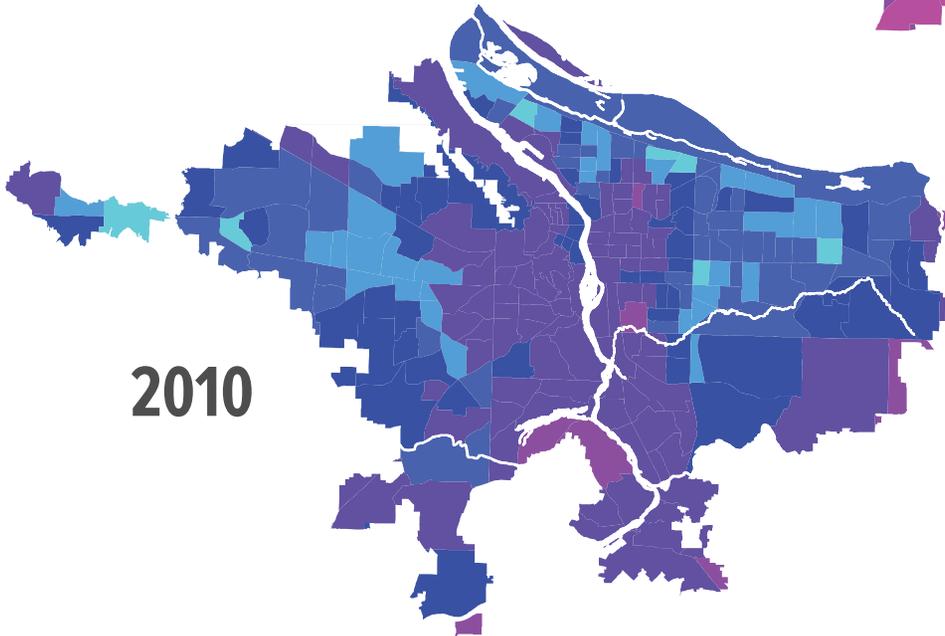


People of color by census tract 1990-2010

1990



2010



**People of color
(as % of census tract population)**

- 50.1% - 79.8%
- 40.1% - 50%
- 30.1% - 40%
- 20.1% - 30%
- 10.1% - 20%
- 5.1% - 10%
- 2.9% - 5%

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12

1

With careful planning, Metro Parks and Nature can play a vital role in addressing the health and economic challenges of an aging population. Metro should consider what kind of trails older people will need, what kind of parks will inspire them to get outdoors and what programming might appeal to them.

2

3

Baby boomers place more importance on trails and parks close to home. Over a third of Oregon boomers and pre-boomers volunteer in their communities. And walking is the top activity for Oregonians in all age groups over 40.

4

5

As big as the baby boomer generation is, millennials ultimately will make up an even larger share of the population. Inspiring this generation is critical to the long-term success of Metro Parks and Nature.

6

7

Research has shown that people who do not participate in outdoor recreation when they're young are less likely to participate in those activities as adults. Child advocacy expert Richard Louv directly links the lack of nature in the lives of today's wired generation – he calls it nature-deficit – to some of the most disturbing childhood trends, such as the rises in obesity, attention disorders and depression.

8

9

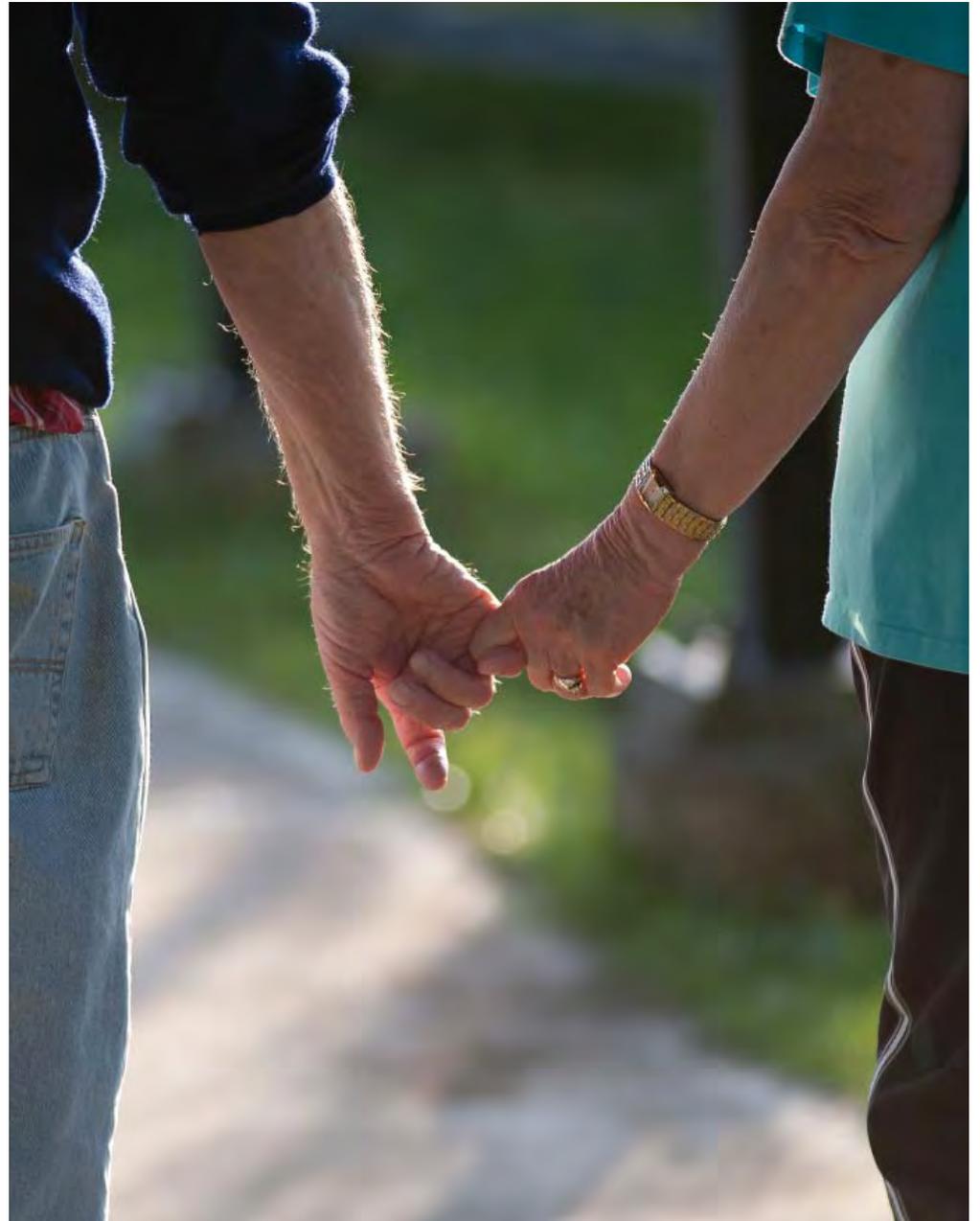
10

Across Oregon, rural children spend the most time outdoors, followed by urban children and then suburban children. Almost all parents felt it was a priority for their child to dedicate more time to outdoor activities according to the Oregon Statewide Comprehensive Recreation Plan.

11

12

By giving Oregon's young people opportunities to experience nature, Metro can not only improve public health and well-being, but also help secure future stewardship and investments.

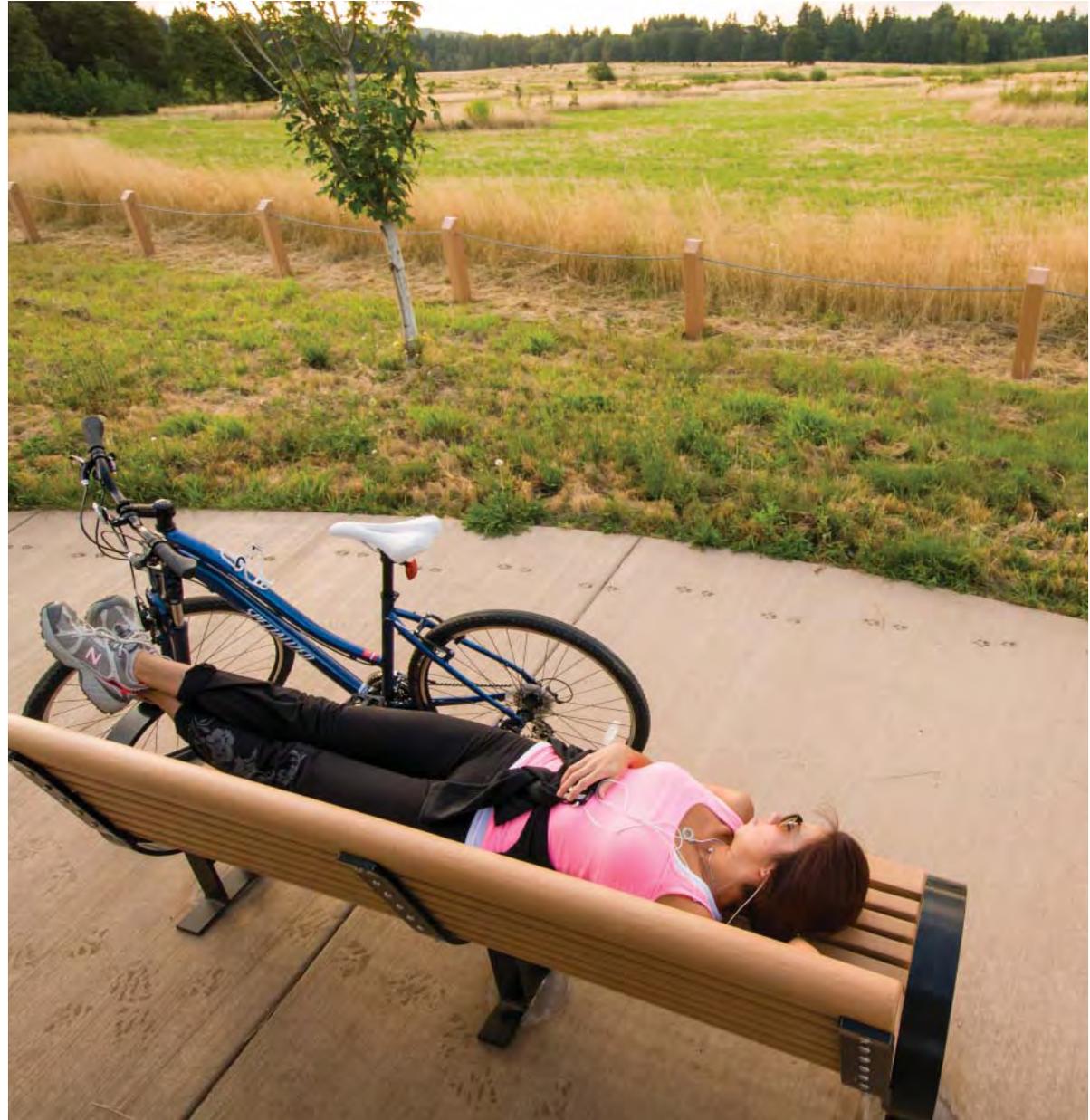


OBESITY AND HEALTH

Across all age groups, people are sitting more and moving less – and gaining weight.

More than one-third of adults in the United States are obese. Being significantly overweight is a key indicator of public health because it significantly increases the risk for many diseases, lowers life expectancy and lowers overall quality of life.

The prevalence of hiking and urban trails in Oregon is associated with higher rates of physical activity, indicating that parks and nature have the power to make a difference. People cite two main constraints to participating in recreation programs: high cost and lack of information, both factors that Metro can address.



1

2

3

4

5

6

7

8

9

10

11

12

1

A CHANGING PLANET

2

Population growth plays out in the natural world as well as the human world. More people translate to more development, which chips away at wetlands, prairies and forests – compromising our ecosystem and the plants, animals and natural communities that depend on it.

3

4

Another major threat is invasive species. When plants and animals move beyond their natural ranges, they degrade and destroy important habitats. Native species can reach dangerously low numbers and, eventually, disappear. Sometimes this happens because one species directly wipes out another. Other times, the relationship is more subtle; ecological processes and natural habitats change, making it difficult for native species to thrive.

6

7

History shows that it is cheaper and more effective to prevent water pollution and species declines in the first place, rather than cleaning up polluted streams and rebuilding dwindling populations.

8

9

Climate change increases the urgency of protecting and restoring the natural environment. Over the last century, the average temperature in the Pacific Northwest has increased by 1.5 degrees Fahrenheit. Snowpack has been lost in the Cascades, and the timing and volume of stream flows have shifted. Habitat and migration patterns are changing. And so is the range where you can find insects, birds, trees and flowering plants.

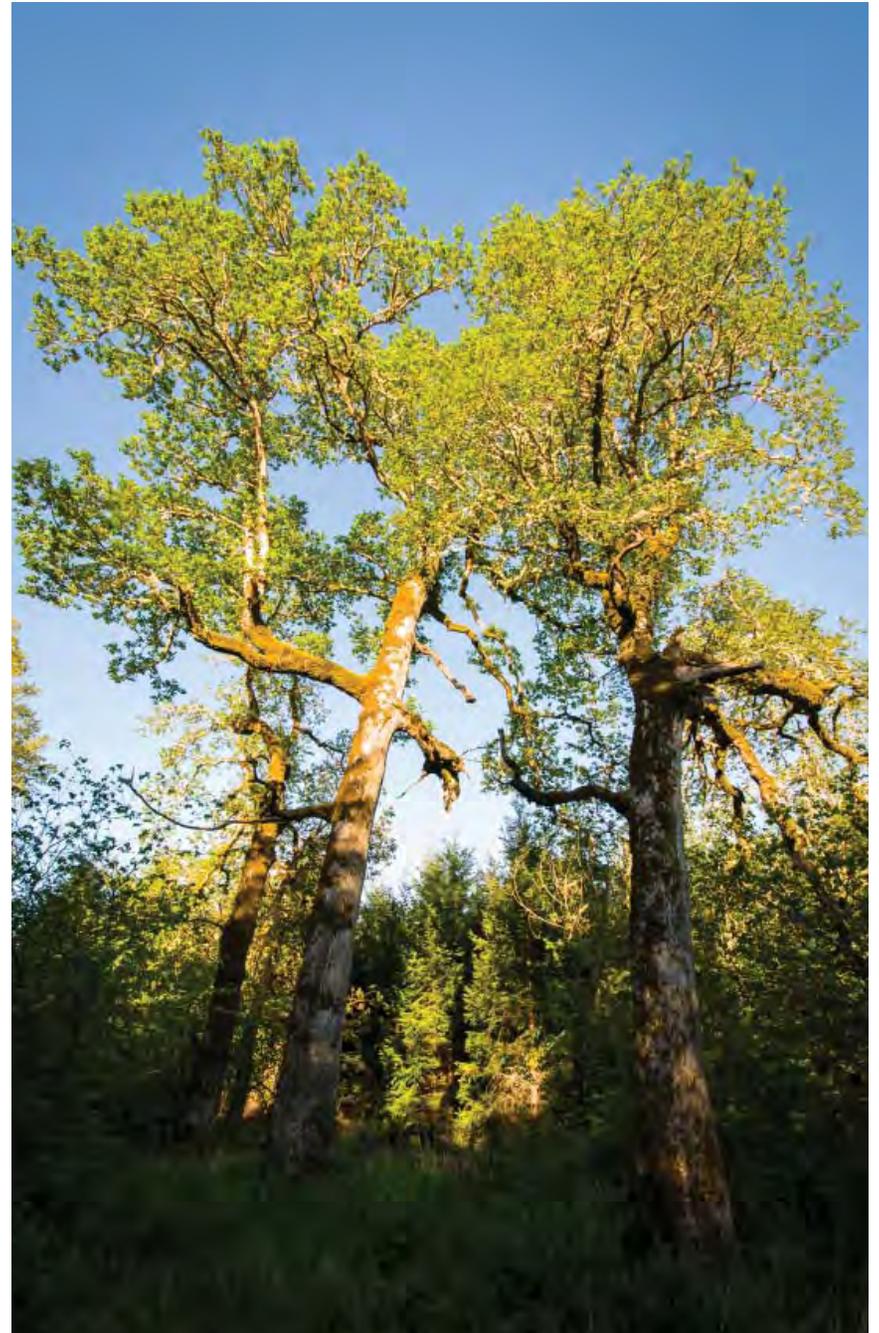
10

11

As much as we know about climate change, there's also a lot we don't know. How quickly will it progress? What's the cumulative impact on our landscape?

12

It will be important for Metro to adapt its Parks and Nature strategy as more is learned about changes in the human and natural worlds, drawing on The Intertwine Alliance's Regional Conservation Strategy as a starting point. That will require Metro to effectively engage the community in the economic, environmental and social benefits of nature.





1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12



INVESTING IN METRO PARKS AND NATURE

Voter investments have formed a strong foundation for Metro Parks and Nature, and made this department a strategic priority in Metro's budget. However, significant challenges face Metro in the near future.

In Metro's general fund, which pays for many primary programs and support services, costs continue to rise faster than revenues. The general fund supports a portion of Metro's Parks and Nature work as well as many other departments, from Human Resources and Communications to Planning and Development and the Oregon Zoo. The general fund comes primarily from charges for services, grants, property taxes, construction excise tax and excise taxes on Metro's facilities and services.

Meanwhile, the \$10 million per year raised by the Parks and Natural Areas Levy will expire on June 30, 2018. Without renewing this funding or replacing it through another source, Parks and Nature operations will be dramatically reduced. The levy supports natural area restoration and maintenance, natural area improvements for visitors, park maintenance and improvements, volunteer and nature education programs, and community grants.

Finally, Metro's Natural Areas Bond – the fuel for land acquisition and capital projects – is on track to be fully spent by 2020. Local governments are nearly finished investing their share of the bond measure, and the final round of Nature in Neighborhoods Capital Grants is slated for 2016.

Understanding and planning for future funding sources will be essential as Metro's Parks and Nature team maps out strategies and finds ways to put them on the ground.



1
2
3
4
5
6
7
8
9
10
11
12





CHAPTER 6: MISSION-CRITICAL STRATEGIES

1

MISSION-CRITICAL STRATEGIES

As the greater Portland region continues to grow, Metro's Parks and Nature Department will play a critical role in protecting the natural environment and serving the people who treasure it.

2

3

The system plan outlines strategies that provide a roadmap for improving on successful places and programs, developing new and innovative approaches, and strengthening relationships with partners. Each strategy lays out not only what Metro Parks and Nature will do, but also how. What does success look like? And what are the most important actions to get started?

4

5

6

Six mission-critical strategies come first, because they are the highest priorities for advancing Metro's Parks and Nature work on behalf of the region. Some mission-critical strategies are threaded through many program areas, while others describe distinct efforts. The common thread: Each mission-critical strategy is deeply embedded in Metro's Parks and Nature mission. These strategies deserve extra resources and scrutiny.

7

8

The remaining strategies – which represent a large, important body of work – are organized by five broad categories that guide Metro's portfolio going forward.

9

10

These strategies provide high-level guidance, laying the groundwork for more detailed work plans. By the end of 2016, Metro will complete an implementation plan that spells out roles and responsibilities, timelines and ways to evaluate the success of each strategy.

11

12

MISSION-CRITICAL STRATEGIES

- > Use science to guide Metro's Parks and Nature portfolio.
- > Ensure that Metro Parks and Nature programs and facilities support the needs of underserved communities, including communities of color, low-income communities and young people.
- > Develop a stable, long-term funding source to support Metro's Parks and Nature portfolio.
- > Ensure that parks, trails, natural areas and cemeteries managed by Metro are knit together into an integrated system.
- > Diversify the businesses and people who do contracted work for Metro Parks and Nature.
- > Build, sustain and leverage partnerships to advance the region's shared commitment to an interconnected system of parks, trails and natural areas.

FOUNDATIONAL STATEMENT	STRATEGY
MISSION-CRITICAL STRATEGIES	Use science to guide Metro's Parks and Nature portfolio
	Ensure that Metro Parks and Nature programs and facilities support the needs of underserved communities, including communities of color, low-income communities and young people.
	Develop a stable, long-term funding source to support Metro's Parks and Nature portfolio.
	Ensure that parks, trails, natural areas and cemeteries managed by Metro are knit together into an integrated system.
	Diversify the businesses and people who do contracted work for Metro Parks and Nature.
	Build, sustain and leverage partnerships to advance the region's shared commitment to an interconnected system of parks, trails and natural areas.
PROTECT AND CONSERVE NATURE	Protect and connect significant landscapes through land acquisition and restoration.
	Lead regional efforts to protect and manage significant landscapes beyond Metro's portfolio.
	Incorporate climate resilience and adaptation into Metro's work.
CREATE AND MAINTAIN GREAT PLACES	Develop and operate welcoming places that include our region's diverse communities.
	Provide diverse, high-quality visitor experiences through a system of safe, secure and well-maintained parks, trails, natural areas and cemeteries.
	Position the historic cemeteries program to meet the needs of the region in the future.
CONNECT PEOPLE TO NATURE	Provide diverse and meaningful volunteer and learning opportunities.
	Build public awareness and trust through a strategic communications program.
	Increase the capacity of communities of color and other underserved communities to be conservation leaders.
SUPPORT COMMUNITY ASPIRATIONS	Fund grant programs that support communities' connection to nature.
	Develop a wide range of relationships and partnerships in communities that have limited access to nature.
CONVENE, PLAN AND BUILD A REGIONAL TRAIL SYSTEM	Work collaboratively to complete the planned and proposed regional trails network.
	Improve the diversity of the region's trail experiences through strategic planning, local partnerships and investment.
	Prioritize trails planning and development projects that connect communities, particularly communities of color and low-income populations, to nature.

1

2

3

4

5

6

7

8

9

10

11

12

USE SCIENCE TO GUIDE METRO'S PARKS AND NATURE PORTFOLIO.

MISSION-CRITICAL STRATEGY

The foundation of Metro's parks and nature system is a science-based approach to protecting water quality, wildlife habitat and opportunities for people to enjoy nature. Conservation science runs through the entire program, providing the context to make decisions about priorities and investments. By focusing on science, Metro also creates unique destinations where visitors can experience and appreciate Oregon's natural treasures.

Outcomes

- Water quality and fish and wildlife habitat are protected and improved throughout the region.
- Projects and programs are guided by the best available science.

Key actions

- Using science as a guide, plan for the long term protection of natural areas through a variety of strategies.
- Continue to develop and refine management practices across the portfolio.
- Share what we learn with partners to advance conservation science in the region.



ENSURE THAT METRO PARKS AND NATURE PROGRAMS AND FACILITIES SUPPORT THE NEEDS OF UNDERSERVED COMMUNITIES, INCLUDING COMMUNITIES OF COLOR, LOW-INCOME COMMUNITIES AND YOUNG PEOPLE.

MISSION-CRITICAL STRATEGY

Metro is committed to ensuring that all our region's diverse communities benefit from investments in protecting water quality, wildlife habitat and opportunities to enjoy nature. Buying outdoor gear or driving a long way to reach a park can be barriers. Plus, for some communities, limited or negative experience spending time outdoors creates feelings of fear or discomfort. Metro works collaboratively with underserved communities to acknowledge, address and begin overcoming these historical disparities.

Outcomes

- People visiting Metro parks and natural areas increasingly reflect the demographics of the region.
- Park visitors and program participants from underserved communities report that they feel welcome and included in park planning, design, and department services and programs.

Key actions

- Continue funding for the Partners in Nature program, which establishes partnerships to develop unique, culturally specific programming.
- Implement results from the Connect with Nature program, which engages underserved communities in planning welcoming parks and natural areas.

- Increase partnerships with community-based organizations to provide internships for youth from communities of color and other underserved communities, including programs that help these young people learn about and gain access to career pathways related to parks and nature.
- Continue existing methods and create new opportunities for formal and informal engagement with youth, communities of color and low-income communities in planning efforts and program development.
- Lead region-wide efforts with The Intertwine Alliance and others to ensure communities of color have access to parks, trails and natural areas. Engage public agencies and non-profit organizations in these efforts.

1

2

3

4

5

6

7

8

9

10

11

12

1 DEVELOP A STABLE, LONG-TERM FUNDING SOURCE TO SUPPORT METRO'S PARKS AND NATURE PORTFOLIO.

MISSION-CRITICAL STRATEGY

Reliable, stable and long-term funding is critical to Metro's ability to protect water quality, wildlife habitat and opportunities for people to enjoy nature. Inconsistent funding will erode Metro's ability to plan for future investments, consistently protect and maintain natural areas, and ensure the long-term health of the places voters have protected. While revenues such as parking fees and facility rentals may support developed parks, they are not available for natural areas – making region-wide fees or taxes the most viable option.

Outcomes

- The local option levy is renewed, and operations and maintenance funding is secured for FY 2019-2024.

Key actions

- Refer a renewal of the local option levy to the ballot prior to its expiration on June 30, 2018.
- Following renewal of the local option levy, convene a study to consider long-term funding solutions.
- Determine a funding source for implementation of significant capital programs such as closing regional trail gaps, protecting significant landscapes and providing additional public access to Metro sites.

2 ENSURE THAT PARKS, TRAILS, NATURAL AREAS AND CEMETERIES MANAGED BY METRO ARE KNIT TOGETHER INTO AN INTEGRATED SYSTEM.

MISSION-CRITICAL STRATEGY

During the next three years, Metro will open several new sites for access to nature. Most are in parts of the region where Metro's on-the-ground presence has been focused primarily on natural areas restoration. In addition, with parks, trails, natural areas and cemeteries now housed in the same department, opportunities to serve the public and manage assets at the system scale will require new, comprehensive approaches.

Outcomes

- Metro has a professionally managed regional system, using best management practices where they exist and developing new ones to serve the unique system in the greater Portland metropolitan area.
- Metro's parks and natural areas reinforce strong community park systems, helping to build an integrated regional network.

Key actions

- Develop an operational plan that incorporates new parks, existing nature parks, and recreation areas, as well as natural areas, land management and restoration.
- Develop comprehensive capital improvement plan, repair and replacement plan, and asset management system for entire portfolio.
- Evaluate parking fees to consider equity and ensure a consistent approach across Metro's system.

DIVERSIFY THE BUSINESSES AND PEOPLE WHO DO CONTRACTED WORK FOR METRO PARKS AND NATURE.

MISSION-CRITICAL STRATEGY

Metro routinely solicits services from the professional community to support its Parks and Nature work, including restoration, land management, park development and other key program areas. Building capacity in new partners and contractors – including firms registered as Minority, Women and Emerging Small Businesses – generates jobs and economic benefits for traditionally underrepresented communities. Diversifying business relationships also helps develop environmental stewardship and build trust.

Outcomes

- Historically underrepresented partners and contractors feel connected to Metro’s parks and natural areas and see the value for their members.
- The demographics of Metro’s partners and contractors begin to change to better reflect the overall makeup of the region’s population.
- Metro’s Parks and Nature Department meets and exceeds agency goals for Minority, Women and Emerging Small Business participation in contracting.

Key actions

- Provide education sessions to inform contractors and partners about Metro’s services and Metro’s mission. Provide tools and information to support contractors and partners in developing proposals for Metro’s contracts.
- Continue to enhance departmental contracting practices to prioritize Minority, Women and Emerging Small Business participation.



1

2

3

4

5

6

7

8

9

10

11

12

BUILD, SUSTAIN AND LEVERAGE PARTNERSHIPS TO ADVANCE THE REGION'S SHARED COMMITMENT TO AN INTERCONNECTED SYSTEM OF PARKS, TRAILS AND NATURAL AREAS.

MISSION-CRITICAL STRATEGY

Partnerships play a critical role in fulfilling the vision of a world-class network of parks, trails and natural areas that make the most of the greater Portland region's natural setting. As a regional convener and land manager, Metro leads key initiatives and brings together governments, conservation and recreation groups, community-based organizations, businesses and schools to achieve shared goals – from protecting water quality to better serving communities of color. Investments in community nature projects are an important tool to support partners and build a regional network of parks, trails and natural areas. As a co-founder and core partner of The Intertwine Alliance, Metro continues to fulfill its leadership role through this growing group of allies.

Outcomes

- A diverse network of partners supports the region's integrated system of parks, trails and natural areas, as well as individual efforts to protect and connect with nature.
- Communities across the region – including those that are historically underserved – benefit from clean water, healthy fish and wildlife habitat and opportunities to connect with nature.
- Resources are identified to support conservation, recreation and nature education at a regional scale.

Key actions

- Working with The Intertwine Alliance, convene partners and provide technical expertise to advance high-priority regional projects.
- Find ways to continue investing in community nature projects that achieve important outcomes beyond Metro's portfolio of land.
- Pursue partnerships and initiatives that increase participation among communities of color and underserved communities.

PARTNERSHIP CONNECTS STUDENTS WITH NATURE

While it may not seem like that big of a deal to go for a walk in the woods, many young people in the greater Portland area never have that opportunity. For them, nature can be an intimidating place, said Jackie Murphy, a career development manager at Self Enhancement, Inc.

As part of a collaboration with Metro, middle school students from SEI visited North Abbey Creek Natural Area near Forest Park to learn how bees help pollinate plants. But for many children, this was primed to be their first exposure to bees that didn't involve a stinger.

"They think bees will attack," Murphy said. "There are some misconceptions of what's out in the environment. It's just not something they see in their day-to-day neighborhood. They think, 'I don't like it because it's gross or nasty.'"

A lot of that, Murphy said, is simply because of lack of exposure. Residents without cars aren't likely to explore places like North Abbey or Multnomah Falls, she said.

SEI and Metro worked together in 2014 to develop nature lessons, projects and field excursions for hundreds of the young people served by SEI – one of several new Partners in Nature collaborations that Metro has developed to engage underserved communities. Based in North Portland, SEI supports at-risk urban youths through a charter school, summer and after-school programming, and family support services.

After completing the program with Metro, students said by a wide margin that they felt more comfortable in nature. About a third said they'd be interested in exploring careers tied to natural resources and the environment.

"In natural resource and environmental jobs, a low percentage of people of color are employed in those areas," Murphy said. "With this relationship with Metro, exposing kids early on, they're gaining interest, and we can connect their interest in an area they can explore and pursue into college and a career."



1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 7: STRATEGIES | PROTECT AND CONSERVE NATURE

1

2

3

4

5

6

7

8

9

10

11

12



STRATEGIES | PROTECT AND CONSERVE NATURE

Metro Parks and Nature protects and manages natural areas for their ecological value and the benefits they provide to the people, economy and quality of life of the greater Portland region. Bond measures approved by voters in 1995 and 2006 have allowed Metro to purchase regionally significant wildlife habitat for public protection, while a 2013 levy has expanded the Parks and Nature team's ability to care for and restore the landscape. Continued land acquisition and restoration is central to preserving high-quality fish and wildlife habitat and access to nature close to home. With regional projections showing continued population growth over the next 20 years and beyond, natural resource protection must anticipate and keep ahead of potential impacts.

STRATEGIES | PROTECT AND CONSERVE NATURE

- > Protect and connect significant landscapes through land acquisition and restoration.
- > Lead regional efforts to protect and manage significant landscapes beyond Metro's portfolio.
- > Incorporate climate resilience and adaptation into Metro's work.

PROTECT AND CONNECT SIGNIFICANT LANDSCAPES THROUGH LAND ACQUISITION AND RESTORATION.

PROTECT AND CONSERVE NATURE STRATEGY

Buying and restoring high-quality land is essential to protecting water quality, fish and wildlife habitat and opportunities for people to enjoy nature – both at individual sites and at a regional scale. Ecological value will remain a high priority for future acquisition decisions as Metro balances other factors, particularly for properties where public access is important.

Outcomes

- Water quality and fish and wildlife habitat are protected and improved throughout the region.
- Metro parks and natural areas support native plants, animals and habitats that improve ecological health and diversity.
- Metro sites serve as regional anchors for The Intertwine’s connected network of protected land – an essential ingredient for promoting healthy, high-quality populations of native plants, animals and habitats that extend to surrounding property.

Key actions

- Continue implementation of the 2006 Natural Areas Bond and 2013 Parks and Natural Areas Levy work plans.
- As Metro completes the 2006 bond program, work with the Metro Council, The Intertwine Alliance and partners to develop plans for continuing land acquisition. The long-term approach should be based on the Regional Conservation Strategy and include a focus on connecting natural areas.
- Restore high-priority habitat as defined by the Regional Conservation Strategy and Biodiversity Guide for the Greater Portland-Vancouver Region, and federal and state conservation plans.
- Work with regional partners to define measures and benchmarks to evaluate Metro’s portfolio.



1

2

3

4

5

6

7

8

9

10

11

12

1 LEAD REGIONAL EFFORTS 2 TO PROTECT AND MANAGE 3 SIGNIFICANT LANDSCAPES BEYOND 4 METRO'S PORTFOLIO.

5 PROTECT AND CONSERVE NATURE STRATEGY

6 Metro serves the region by leading and participating in
7 collaborative efforts to conserve and enhance our community's
8 ecological health. Protecting water quality and wildlife habitat,
9 along with farm and forestland, are key drivers of regional land
10 use. Metro's role bridging land use and transportation planning
11 and natural areas conservation means that Metro is uniquely
12 positioned to convene across audiences and interests. This work
ensures that strategies are addressing the most important places
and habitats in the region and that regulatory and programmatic
approaches work hand in hand in achieving the desired regional
outcomes.

Outcomes

- Improvements will be measured in ecological health indicators such as water quality, wildlife and pollinator habitat, and increased resilience and adaptation to a changing climate.
- Effective, lasting partnerships will be developed around important topics such as invasive species control, water quality protection, wildlife habitat conservation, urban natural areas, urban access to nature, community engagement and secure funding streams for improving ecosystem health.
- Increases will be demonstrated in acres of land conserved, connectivity among protected landscapes, shade along waterways, community support for wildlife-friendly landscaping, and other metrics.

- Many diverse organizations in our community work together and feel their actions are valued as they implement the Regional Conservation Strategy, support planning and development of new nature parks and fill gaps in the regional trails system.

Key actions

- Convene regional discussions through The Intertwine Alliance about land conservation and the relationship between habitat protection and urban natural areas.
- Dedicate Metro staff time toward partnerships, regional collaboration and demonstration projects.
- Support habitat conservation, restoration and nature education in local communities through Nature in Neighborhoods grants or other programs.
- Provide direct staff support to help maintain partnerships; Metro staff also serves as organizers and key anchor members in working groups and watershed councils.
- Continue to monitor local government compliance with Title 13, including encouraging local governments to promote nature-friendly and low-impact development practices and other non-regulatory activities such as investing in habitat conservation and restoration activities.
- Continue to play an ongoing role as regional coordinator for data related to natural resources in the region such as rivers, streams, wetlands, floodplains, habitats of concern, tree canopy, and other natural resources.
- Support peer-reviewed, academic research that advances the conservation goals in the Regional Conservation Strategy.

INCORPORATE CLIMATE RESILIENCE AND ADAPTATION INTO METRO'S WORK.

PROTECT AND CONSERVE NATURE STRATEGY

Habitat loss, invasive species and climate change pose a major threat to the plants, animals and natural communities that support and enrich human life. By nurturing a resilient, adaptable ecosystem, Metro's Parks and Nature work can help prepare the greater Portland region for the future. Making a difference requires four important steps: Help robust populations of native plants and animals thrive within healthy habitats. Connect those healthy habitats, creating biodiversity corridors that support native plants and animals during climate change. Integrate climate change into planning efforts. And lastly, learn from changes on the ground and adapt Metro's approach accordingly.

Outcomes

- Local populations of native plant and animal species are stable or increasing, and can adapt to changing conditions without human assistance.
- Climate change plays a role in strategic and conservation planning, informing strategies to promote resilience and adaptation.

Key actions

- Work with the conservation and academic community to develop a tool to assess habitat connectivity and identify priority areas for linking natural area anchor sites.
- Work with government, nonprofit and academic partners to develop conservation science that predicts the likely effects of climate change on our ecosystem and informs strategies to help our community prepare.
- Ensure restoration plans and land acquisition strategies address climate change resiliency for native habitats in Metro's portfolio.



1

2

3

4

5

6

7

8

9

10

11

12



MULTNOMAH CHANNEL MARSH PROJECT BOOSTS ACCESS TO CRUCIAL HABITAT FOR JUVENILE SALMON

As winter storms replenish the region's waterways, juvenile salmon will find one more place to grow and thrive. A years-long project is restoring native wetlands at Metro's Multnomah Channel Marsh, a narrow area of more than 300 acres wedged between Highway 30 and the channel, just across from Sauvie Island.

The project made it easier for juvenile Chinook and coho salmon, steelhead and cutthroat trout, and Pacific and brook lamprey to swim into the marsh. Improved connections are important because the marsh's slower waters provide crucial habitat with abundant food and fewer predators, boosting the health of young salmon before their journey to the ocean.

In October 2014, crews breached two 100-foot-wide sections of the earthen berm along the channel, creating openings that will allow salmon to enter the marsh when the water level rises.

Workers also removed three culverts under the property's sole road, replacing them with a 27-foot-wide bridge to allow fish and wildlife easier passage through the wetlands.

"A lot of the work we've done out here is to get water back to some semblance of what it used to be here," says Curt Zonick, a senior natural resources scientist at Metro. "What we've done is to try to get water back onto the site, and then get it moving through the site."

A partnership between Metro and Ducks Unlimited, the project is made possible in part by the region's 2013 Parks and Natural Areas Levy. Multnomah Channel restoration also has benefitted from \$240,000 in grants from the U.S. Fish and Wildlife Service, the Oregon Watershed Enhancement Board and Ducks Unlimited.

On an autumn morning in 2014, bald eagles perched on trees across the channel as egrets, blue herons and other birds soared across the quiet landscape, occasionally landing in the wetlands to fish. Northern red-legged frogs, which previously crowded into two small beaver ponds, now lay their eggs through more than 100 acres of the restored wetland.

1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 8: STRATEGIES | CREATE AND MAINTAIN GREAT PLACES

1

2

3

4

5

6

7

8

9

10

11

12



STRATEGIES | CREATE AND MAINTAIN GREAT PLACES

Metro creates opportunities to enjoy nature at parks, trails and other outdoor destinations, as well as through volunteer and education programs. With nature at its heart, this portfolio is designed to complement the facilities and experiences offered by fellow park providers across the greater Portland region.

STRATEGIES | CREATE AND MAINTAIN GREAT PLACES

- > Develop and operate welcoming places that include our region's diverse communities.
- > Provide diverse, high-quality visitor experiences through a system of safe, secure and well-maintained parks, trails, natural areas and cemeteries.
- > Position the historic cemeteries program to meet the needs of the region in the future.

DEVELOP AND OPERATE WELCOMING PLACES THAT INCLUDE OUR REGION'S DIVERSE COMMUNITIES.

CREATE AND MAINTAIN GREAT PLACES STRATEGY

People come to Metro destinations to connect with nature, whether that means hiking, having a picnic, watching wildlife, bicycling, fishing or camping. In many cases, visitors get to enjoy these activities in some of the region's most pristine, ecologically intact places. Acquisition, planning, development and operations should support meaningful experiences for visitors from a variety of cultures, while also protecting natural resources. By understanding a site's landscape and cultural history, Metro can better plan for the future in a culturally sensitive manner. Involving a broad cross section of the public and community-based organizations in designing and developing outdoor destinations can generate creative solutions, build connections and forge strong partnerships for the future.

Outcomes

- Park designs reflect local communities' diversity, history and culture.
- Metro's parks and natural areas provide exceptional opportunities to connect with nature.
- Communities feel engaged and actively participate in designing Metro nature parks.
- Metro's nature parks attract a broad and diverse group of visitors.

Key actions

- Plan, develop and operate great parks and natural areas that are welcoming and inclusive.
- Develop processes to assess the cultural significance of sites undergoing access planning and incorporate this information in the design of existing and future facilities.
- Develop and refine public engagement approaches to work cooperatively with community groups.
- Review opportunities for new recreation options that meet existing needs and emerging trends, and help to provide universal access.



1 PROVIDE DIVERSE, HIGH-QUALITY VISITOR EXPERIENCES THROUGH A SYSTEM OF SAFE, SECURE AND WELL-MAINTAINED PARKS, TRAILS, NATURAL AREAS AND CEMETERIES.

2 3 4 5 6 7 8 9 10 11 12

CREATE AND MAINTAIN GREAT PLACES STRATEGY

By providing unique and high-quality nature destinations, Metro can enrich visitors' experiences and deepen their connections with nature, recreation and culture. Planning for visitors includes identifying potential audiences, considering their preferences, motivations and expectations, and projecting and predicting trends. Developing visitor services and safety standards is vital to evaluating strengths and weaknesses in the field and adapting Metro's program for the future.

Outcomes

- Metro promotes safety and security of visitors, program participants and staff consistently across all sites.
- Metro sites attract people, effectively engage them during their visit and inspire them to deepen their relationship with Metro Parks and Nature.
- Metro sites and facilities are accessible to a broad spectrum of residents and visitors.
- Metro parks and natural areas have well-maintained infrastructure, nature education and interpretation, native plants and trees, and wildlife habitat.
- Metro sites are clean, safe and well-maintained.



Key actions

- Continue investments in improving visitor experiences at existing destinations, and expanding or opening destinations that have been slated for formal public access.
- Develop a consistent approach to evaluating the strengths and weaknesses of Metro's visitor services programs, providing the foundation to ensure a safe, secure and high-quality experience.
- Develop a complete asset inventory and maintenance program across parks, trails, natural areas and cemeteries to ensure a consistent approach at the regional scale.
- Develop and implement an interpretive plan as part of the master planning process for all new nature parks.

POSITION THE HISTORIC CEMETERIES PROGRAM TO MEET THE NEEDS OF THE REGION IN THE FUTURE.

CREATE AND MAINTAIN GREAT PLACES STRATEGY

Metro's historic cemeteries program manages 14 properties in Multnomah County, at the intersection of the past and present. Once simple, unplanned burial grounds, Metro's historic cemeteries have evolved into park-like spaces reflecting the character of the region. Today, much like in the mid-19th century, city dwellers find respite in the unlikely confines of cemeteries. The program faces both challenges and opportunities, from changing burial preferences to declining inventory and extensive deferred maintenance. Addressing these needs will ensure that Metro's historic cemeteries program is positioned to meet the region's needs in the future.

Outcomes

- Metro cemeteries are a valued part of their local communities.
- Communities develop a sense of ownership and stewardship of their local cemeteries.
- Metro cemetery programs are sustainable, in terms of both operations and long-term capital maintenance.

Key actions

- Review and update Cemetery Operations Assessment and Financial Planning Report.
- Ensure that long-term capital planning incorporates cemeteries.
- Develop a stewardship and engagement plan that promotes Metro cemeteries as community spaces.



1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12



VISITOR IMPROVEMENTS, HABITAT GO HAND-IN-HAND AT KILLIN WETLANDS

For years, devoted birders in the Portland metro region have headed to an area about two miles west of Banks in search of the prized American bitterns and soras.

But with no formal public access to Metro's Killin Wetlands Natural Area, birders often park on the side of Northwest Cedar Canyon Road and set up their scopes on the roadway.

Not for long. Metro is moving forward with a plan to improve safety by opening up public access to a portion of the 590-acre site, while also restoring habitat and allowing farming to continue on another portion of the property.

Community members and partners attended two open houses in the winter and spring of 2015. Many of the features they requested, such as trails and viewing stations, are included in the access plan.

Killin Wetlands improvements are designed to maintain a light touch on the landscape and habitat. The site includes significant wetlands and a very rare example of Willamette Valley scrub-shrub marsh habitat.

The Audubon Society has designated the site as an Important Bird Area. The site also supports an abundance of rare plants and animals, including Geyer willows and the state-sensitive Northern red-legged frog. Beavers, ducks and the occasional elk also call the place home.

"I'm very excited about the new access," said Stefan Schlick, a Hillsboro resident and a birder involved with the Audubon Society of Portland who helped shape the access project.

1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 9: STRATEGIES | CONNECT PEOPLE TO NATURE

1

2

3

4

5

6

7

8

9

10

11

12



STRATEGIES | CONNECT PEOPLE TO NATURE

Metro is committed to deepening people's relationship with nature, whether that means becoming a regular at a Metro nature park or learning about the importance of stewardship. Volunteer and education programming, communications efforts and partnerships all play essential roles. Metro prioritizes engagement with communities that traditionally have lacked opportunities to connect with nature.

STRATEGIES | CONNECT PEOPLE TO NATURE

- > Provide diverse and meaningful volunteer and learning opportunities
- > Build public awareness and trust through a strategic communications program.
- > Increase the capacity of communities of color and other underserved communities to be conservation leaders.

PROVIDE DIVERSE AND MEANINGFUL VOLUNTEER AND LEARNING OPPORTUNITIES.

CONNECT PEOPLE TO NATURE STRATEGY

Metro Parks and Nature offers two major programming channels: volunteer opportunities and nature education. Volunteer programs are designed to build community relationships, foster stewardship at Metro sites and get work done on the ground. The program is designed to benefit both Metro and its volunteers – and supports the Parks and Nature mission. Metro’s nature programming focuses on improving environmental literacy and building conservation leadership.

Outcomes

- Volunteers complement, integrate and enhance Metro programs.
- Volunteers meet needs in historically underserved communities within Metro service areas.
- Through Metro programs and regional partnerships, Metro helps improve environmental literacy among residents.
- Conservation education program participants have greater knowledge of the relationship between people and nature.
- Participation increases in Metro’s volunteer and education activities.

Key actions

- Integrate volunteer and education programs with project and program work across Metro’s Parks and Nature portfolio.
- Leverage the Oregon Zoo’s education center to integrate messages and engage audiences in conservation.
- Continue to align Metro’s conservation education grant funding with regional and Metro strategies, including the Oregon Environmental Literacy Plan, Next Generation Science Standards, STEM school partnerships and Metro’s Environmental Literacy Framework.
- Develop partnerships with community-based organizations to deliver culturally relevant and culturally responsive conservation education curriculum and programs.
- Offer a spectrum of volunteer and nature education programs to individuals and groups at key Metro destinations that engage a range of people, from first-time visitors to experts looking for a deeper nature immersion.

1

2

3

4

5

6

7

8

9

10

11

12

BUILD PUBLIC AWARENESS AND TRUST THROUGH A STRATEGIC COMMUNICATIONS PROGRAM.

CONNECT PEOPLE TO NATURE STRATEGY

Engaging people in Metro's Parks and Nature portfolio is critical to the region's long-term success caring for nature – and the public's opportunities to enjoy it. With strategic investments, Metro can raise awareness, bring more visitors to Metro destinations, meaningfully engage diverse audiences, create a cohesive identity and strengthen partnerships. The general public doesn't distinguish between natural areas and parks, or levy investments and bond investments. People connect with places and the values they represent, such as spending time with family, keeping our air and water clean, and creating a great place to call home.

Outcomes

- More people know and support Metro's Parks and Nature work.
- More people visit Metro Parks and Nature destinations.
- The audience engaged in Metro's Parks and Nature work reflects community demographics.

Key actions

- Implement an updated visual identity that unifies the look and feel of Metro Parks and Nature, better connecting it with Metro as a whole.
- Build the audience for compelling, transparent storytelling about Metro's Parks and Nature work through print and digital channels, including Our Big Backyard magazine and Metro News.
- Invest in place-based engagement, bringing together communities to plan, enjoy and celebrate voter-protected land near them.
- Develop a Parks and Nature engagement strategy that integrates communications, programming and visitor services activities.
- Ensure that every significant outreach and engagement project addresses the needs of underserved communities, including people of color, low-income residents and limited-English speakers.

INCREASE THE CAPACITY OF COMMUNITIES OF COLOR AND OTHER UNDERSERVED COMMUNITIES TO BE CONSERVATION LEADERS.

CONNECT PEOPLE TO NATURE STRATEGY

The region will continue to urbanize and become more racially and ethnically diverse in the future. By 2043, no single ethnic group will constitute a majority of the U.S. population. People of color tend to face more barriers to outdoor recreation, meaning they participate at lower rates – and receive fewer of nature’s social, emotional, physical, economic and community benefits. Nature’s impact on everyday life underscores the importance of engaging communities of color in conversations about conservation, ecology, stewardship and recreation.

Outcomes

- Long-term relationships are developed to engage individuals, groups and organizations in exploring what work can be done together and documenting the challenges that lie ahead.
- Local groups have the capacity and support to directly manage programs that benefit their members and serve communities of color and other historically disadvantaged populations.

Key actions

- Create opportunities for partnerships with local communities and community-based organizations about conservation, ecology, and stewardship activities and programs.
- Identify programs and strategies that have been successful to engage and attract communities of color to Metro venues and share these learnings with other partners and park providers.
- Place a high priority on funding programs and strategies that build capacity within communities of color and other historically disadvantaged groups and among organizations that directly serve them.



1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12



MEET NANG DUNN, DISTANCE RUNNER AND COOPER MOUNTAIN FAN

Like many runners, Nang Dunn loves to connect with nature and stay in shape – an impressive feat with three kids. Unlike most runners, she also has a higher goal: supporting children and families in her native Laos.

This Beaverton resident lived in a re-education camp before moving to the United States with her family when she was 12. Now an accomplished ultra-marathoner, she stitched together her passion and her past by founding the VillageRun Foundation.

Hosting 5K races raises money to build and refurbish schools, provide school supplies and educate people about human trafficking. In 2013, Dunn and two other women ran a 125-mile relay across Laos to fuel this work and promote running as a sport.

Here in Oregon, forested trails and rural vistas at Cooper Mountain Nature Park provide a backdrop for training.

Q. When and why did you start running?

A. I've always been active in sports – usually team sports – but after the birth of my second child, it was so hard to get everything together to continue to play on a team. I decided to start running because I could put my kids in a stroller and head out the door to be active.

Q. Where did the idea come from, to run across Laos?

A. The idea was sparked in 2011 when my parents and I took our first trip back to Laos after leaving 27 years earlier. There were some memories from my childhood in the re-education camp, and planning the run and doing it helped me find some closure and to move forward. It was also a good goal for running. I wanted to push beyond the marathon and into the ultra-marathon.

Q. How is it to train at Cooper Mountain?

A. Training at Cooper Mountain is great! The trail loops allowed me to set up aid stations for myself so I could train for long distances. Cooper Mountain is close enough to home that I can run there from my house. I love being out there and just feeling the energy of nature without having to travel far. We are truly blessed to have something like this in our backyard.

1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 10: STRATEGIES | SUPPORT COMMUNITY ASPIRATIONS

1

2

3

4

5

6

7

8

9

10

11

12



STRATEGIES | SUPPORT COMMUNITY ASPIRATIONS

Metro's Parks and Nature team brings together a wide variety of stakeholders and community members to achieve local, regional and state goals. By serving as a resource and convener, Metro helps expand partners' collective knowledge and capacity to accomplish individual and shared objectives. Benefits go beyond nature; this work also supports local communities' economic and social vitality.

STRATEGIES | SUPPORT COMMUNITY ASPIRATIONS

- > Fund grant programs that support communities' connection to nature.
- > Develop a wide range of relationships and partnerships in communities that have limited access to nature.

FUND GRANT PROGRAMS THAT SUPPORT COMMUNITIES' CONNECTION TO NATURE.

SUPPORT COMMUNITY ASPIRATIONS STRATEGY

Access to nature close to home is a fundamental value of this region. Challenges such as transportation, time, income and capacity limit access to nature for many communities across the greater Portland area. Metro has long played a key role in providing resources to local communities to support parks, trails, natural areas and outdoor education opportunities close to home. Metro's Nature in Neighborhoods grants programs support communities in providing access to nature, with an emphasis on underserved communities such as people of color and people with low incomes.

Outcomes

- Community organizations, particularly communities of color and other underserved groups, submit competitive grant proposals.
- Awarded grants expand the regional network of parks, trails and natural areas.
- Local scale wildlife habitat improves in communities across the region.

Key actions

- Provide technical assistance and support to grant applicants, with an emphasis on reaching out to underserved communities and their representatives.
- Continue to provide a variety of grant programs that are responsive to community needs and support Metro in achieving the conservation and equity goals of the Parks and Nature Department.
- Support partnerships by facilitating habitat restoration and nature education on lands not owned by Metro through Nature in Neighborhoods grants or other funding mechanisms.
- Place a high priority on funding qualified grant applications submitted by organizations that directly serve communities of color and other disadvantaged groups.

1

2

3

4

5

6

7

8

9

10

11

12

1 DEVELOP A WIDE RANGE OF 2 RELATIONSHIPS AND PARTNERSHIPS 3 IN COMMUNITIES THAT HAVE LIMITED 4 ACCESS TO NATURE.

5 SUPPORT COMMUNITY ASPIRATIONS STRATEGY

6 Community members in some parts of the region lack good access to nature, because there are few parks and natural areas nearby – and limited transportation options. Metro will work with community representatives to identify and develop ways to improve access, inform community members and encourage use of parks and natural areas.

7 Outcomes

- 8 • Residents and communities learn about and take advantage of enhanced opportunities to enjoy nature.
- 9 • Metro coordinates with partners in the greater Portland region to help implement or advocate for culturally specific strategies to improve access to nature.
- 10 • Metro regularly works with representatives of community groups to inform people about opportunities to enjoy nature and encourage participation.

11 Key actions

- 12 • Identify and reach out to specific community groups that historically have had limited access to parks and natural areas.
- Identify sources of access limitation, such as distance to parks or natural areas, lack of transit, bicycle or pedestrian connections, and lack of awareness of Metro nature destinations and programs.
- Work with Metro’s Equity Strategy Advisory Committee and local community groups to identify culturally specific solutions to improving access and awareness.

METRO GRANT HELPS OAK GROVE RESIDENTS SHAPE SUSTAINABLE LIGHT RAIL STATION

Oak Grove resident Chips Janger is obsessed with bringing nature back to his community in unincorporated Clackamas County. While many people might have made an effort to plant some trees, Janger went big and took on the Park Avenue light rail station – a transit stop unlike any other, at the end of TriMet’s new Orange Line.

With four ecosystems and seven planting zones, a net-zero energy consumption parking garage powered by 144 solar panels and a stormwater treatment system, the station is poised to be a model for integrating habitats in development. The project received a big boost from a \$350,000 Metro Nature in Neighborhoods grant awarded in 2010.

“We had two great partners on this project: Metro and TriMet,” Janger said. “Not only did we create the most interesting, habitat-friendly station – the greenest station perhaps in the U.S. – but we also get to use it as an example for the redevelopment of McLoughlin Boulevard.”

Metro Councilor Carlotta Collette, whose district includes the station, remembers speaking

to Janger in 2008 after he expressed an interest in integrating nature into new development in Oak Grove.

“Chips and I started talking and he said, ‘We want to build something that integrates habitat.’ I was almost joking and said, ‘There’s about to be a concrete park-and-ride, so you have this incredible opportunity.’”

Knowing he had community connections, TriMet officials reached out to Janger to help involve local residents more in the project.

“We said yes, we could do that. However, we want something that integrates habitat,” Janger said. “We wanted to take the most degraded area in Oak Grove and tear out the asphalt and tear out the cement and bring the forest back.”

TriMet had concerns about the cost, he said, “so, we sat down with Metro and started talking about a Nature in Neighborhoods grant.”

Nature in Neighborhoods grants support innovative projects that protect, restore and engage people in nature close to home. The grants are available thanks to voter support for Metro’s 2006 natural areas bond measure and the 2013 parks and natural areas levy.

For the Oak Grove station, TriMet chipped in federal money to provide matching funds for the Nature in Neighborhoods grant. But it was working with Janger and his neighbors that transformed the project, said Jeb Doran, a landscape architect and the urban design lead for TriMet on the Park Avenue Station.

“Being involved in the grant gave them a tool to infuse their community values into all the phases of the project,” Doran said.

Janger didn’t just advocate for the Park Avenue station to reflect the natural landscape. He did the landscaping – with 200 of his neighbors. Officials at TriMet had never seen this type of community participation.

Collette said she feels fortunate to have Janger in her district. “Not only did he change one station itself, but in the process, he changed people’s perspective of what Oak Grove is. There is a sense in Oak Grove that we can do big, important things.”



1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 11: STRATEGIES | CONVENE, PLAN AND BUILD A REGIONAL TRAIL SYSTEM

1

2

3

4

5

6

7

8

9

10

STRATEGIES I

REGIONAL TRAILS

Bringing together many partners, Metro plays a lead role in planning and building a connected system of regional trails that becomes more than the sum of its parts. The trail system has linked communities that make up the greater Portland region, but many gaps remain, forcing runners, walkers, cyclists and other visitors onto public streets. Trails play a critical role in the region's active transportation networks. Filling gaps – large and small – will connect more people with the trail system, meet transportation and recreation needs, and provide access to nature. A visionary trail system connects with people and places, and influences the development, restoration and use of surrounding land.

Metro's overarching goal is to build the regional trail network collaboratively, increasing overall access and connectivity across the greater Portland area. Metro also aspires to build on the strengths of its trail program to increase the region's capacity for forward-thinking, innovative and inclusive trail planning and design.



COMPLETE AND PROMOTE A WORLD-CLASS TRAIL SYSTEM THROUGH STRATEGIC PLANNING, LOCAL PARTNERSHIPS AND INVESTMENT.

REGIONAL TRAILS STRATEGY

As convener, planner, advocate and provider, Metro influences the types of trails that are designed and implemented throughout the region. Approximately 350 miles of trail have been built across the Metro region to date, toward an ambition of 1,000 miles imagined in the 2008 Bi-State Regional Trails System Plan. Completing construction of the remaining sections of the planned and proposed regional trail network is estimated to provide additional trail access to 250,000 people on foot and 339,000 on bicycle, bringing multiple social, health and economic benefits.

To build a system that responds to community needs and becomes a recognized world-class asset, it is important to assess trail offerings from visitors' perspectives – whether they're looking for exercise, transportation, nature or a beautiful view. Ensuring that trail users feel safe is a central outcome.

Outcomes

- The Metro trail system is a trail tourism destination and seamlessly connects the region's community to nature via a world class trail system.
- Metro and partners design and build a regional trail system that offers a unique diversity of experiences, from natural areas to waterways and horse riding to off-road cycling.
- The trail system is accessible to people of all abilities.
- Experiences offered by the trail system reflect desires and needs voiced by community members.
- Regional trails are safe and users feel secure traveling along them.

Key actions

- Implement trail designs that offer a wide range of trail experiences to connect people to nature, improve transportation options and make trails accessible to the entire community.
- Coordinate regional trail planning with Metro's Regional Transportation Plan and Active Transportation Plan.
- Develop new funding sources for local match on trail grants and continuing the trail easement acquisition program beyond the completion of the 2006 Bond.
- Work with partners to prioritize investments of federal, state and local funds towards completion of the regional trail system.
- Work with partners to reassess how well the regional trail system is serving community needs and respond to changing preferences.
- Develop criteria and approach for evaluating the trail user experience, for consistent use across the region.

1

2

3

4

5

6

7

8

9

10

11

12

DEVELOP TRAIL PROJECTS THAT IMPROVE ACCESS, SERVE UNDERREPRESENTED COMMUNITY NEEDS AND CATALYZE ADDITIONAL INVESTMENT IN THE REGIONAL TRAIL SYSTEM.

REGIONAL TRAILS STRATEGY

Metro is committed to improving trail access and resulting health and community outcomes across the region. The traditional approach to prioritizing trail planning, while effective at growing the network, is often based on “project readiness.” This model has the potential to result in inequitable or unbalanced investments that serve some communities and not others. Many communities in our region may not have the resources to champion and advance trail work on the ground. As a result, vital trail segments key to unlocking the network may go unnoticed, and some communities miss out on the many social, economic and health benefits of living and working near trails. As a regional leader, it is Metro’s responsibility to ensure that the regional network serves all communities.

Residents have consistently identified hiking and walking as two of the top recreational activities in the state. Diverse trail types and experiences provide opportunities for people to experience nature. Through Metro’s role as a trail planner and convener, improving trails in underserved communities provides an opportunity for Metro to address historic nature deficits in areas lacking parks, trails or natural areas.

Outcomes

- Metro and partners provide technical resources to build regional trails that directly benefit underserved areas and communities.
- Metro grant-making resources support trail investments in underserved areas and communities.

- Trail planning processes directly involve, and reflect the input of, residents from traditionally underserved areas and communities.
- Trail projects provide access to nature, supporting Metro’s broader efforts to improve community health.
- Underserved communities have increased opportunities to enjoy nature through a more connected trail network.

Key actions

- Identify the investments required to expand the regional trail network in underserved areas. Conduct a health impact assessment to evaluate the distribution of potential health outcomes associated with completion of the planned and proposed regional network.
- Provide technical assistance that targets underserved communities, including planning workshops and grant-writing support.
- Assist small cities with trail planning and development projects.
- Work with local governments, trail advocates and planners to identify owners and operators for regional system gaps that directly benefit underserved communities.
- Direct resources to acquire property and easements in underserved areas.
- Invite new trail partners to the table through strategic and intentional outreach.
- Work with partners and community members during planning and design to meet local access needs.

PURSUE LEGISLATIVE CHANGES TO FACILITATE TRAIL PROJECTS TO REMOVE FUNDING AND PERMITTING BARRIERS TO TRAIL DEVELOPMENT.

REGIONAL TRAILS STRATEGY

Metro, local governments and other partners have been very successful in completing trail projects. However, there are opportunities to reduce the time it takes to complete projects, lower their cost, and improve grant proposals. Metro can provide leadership by coordinating the efforts to streamline trail projects in the region.

Outcomes

- Public investment is leveraged to extend and improve trail projects.
- Regulatory system supports aspirational trail development.
- Trail construction costs are proportional with associated design and permitting costs.

Key actions

- Advocate to change the way trail development is regulated, alleviating the burden of stringent land use regulations and associated planning costs.
- Work with congressional delegations and federal agencies to reduce the burden of trail design, engineering and building regulations on project cost.
- Develop a funding source for providing local match for Metro when applying for state and federal grants.
- Advocate for local jurisdictions to require trail development or trail access as a condition of land use development approval when developing in or near a planned trail corridor.

STRATEGIES | REGIONAL TRAILS

- > Complete and promote a world-class trail system through strategic planning, local partnerships and investment.
- > Develop trail projects that improve access, serve underrepresented community needs and catalyze additional investment in the regional trail system.
- > Pursue legislative changes to facilitate trail projects to remove funding and permitting barriers to trail development.

1

2

3

4

5

6

7

8

9

10

11

12

1

2

3

4

5

6

7

8

9

10

11

12



MEET GEORGENA MORAN, TRAIL LOVER AND ADVOCATE

If you're hiking or biking in the greater Portland area, you might spot Georgena Moran with a smile on her face and an iPad rigged to her wheelchair. This nifty contraption could empower a whole generation of people with disabilities to explore trails that – until now – felt out of reach.

Moran is the force behind Access Recreation, an interactive map showcasing regional trails for people of all abilities. A grant from Metro footed the bill for equipment, a webmaster, a photographer and videographer to bring her vision to life.

Like many hikes, Moran's project brings moments of discovery along the way – and deep satisfaction at the end.

Q. Where did you get the idea to create trail maps for people with disabilities?

A. I was looking for a backcountry trail to hike as a power chair user. It was hard to find trail information for people of all abilities. As I looked into possibilities, I found that local agencies were unable to promote (Americans with Disabilities Act) access, citing legal problems, mostly liability. I brought federal, state and local park agencies together to answer: How do we provide information? An opportunity to experience a new trail never before accessible to a person with a disability is amazing.

Q. Why are these maps important?

A. A major obstacle is there are so many different people with different types of disabilities. A trail is usable in a different manner from person to person. By 2012, we had developed guidelines that trail agencies could use. Imagine all the trails out there – 2 percent are ADA accessible. Sometimes it's because of a minor obstacle. If you can see what the obstacle might be, you can plan for it.

Fourteen agencies picked their prime trails, and I'm going to share them with the world. We are creating something that's so innovative. We're hoping the nation and the world will recognize how to be more inclusive and to use some of these techniques, because they are so simple and cost very little with no liability. By the end of mapping the 24th trail in June 2016, this product is going to be exceptional.

Q. What impact did the grant have on your project?

A. It helped us buy the crucial equipment, an iPad, and helped me create a new invention for my wheelchair. It attaches to the seat of the chair, extending over my lap, so I can drive with my right hand and take pictures with my left. It makes for a steady shot, which is difficult. It's all about fun and love for the project, thus the sheer amount of hours we are putting into it. The more people, we touch the better.

1

2

3

4

5

6

7

8

9

10

11

12





CHAPTER 12: CONCLUSION AND NEXT STEPS

1

CONCLUSION AND NEXT STEPS

2

Metro's system of parks, trails, natural areas and cemeteries is the manifestation of a quarter century of commitment, action and investment by the region's residents, elected officials and communities. It is a remarkable achievement, particularly given the progress that has been made in a relatively short period of time. However, recognizing this achievement does not signify that the work is done. The system plan sets the course for the next 25 years of Metro's Parks and Nature program.

3

4

5

6

The system plan is a natural evolution and a critical step in Metro's 25-year journey as a parks provider. It is a major milestone, and it also represents the beginning of a new phase. The system plan does not address every issue or opportunity that Metro faces in its Parks and Nature programs, but it does provide a framework for continuing to invest in and enhance Metro's system through a set of specific strategies and actions.

7

8

9

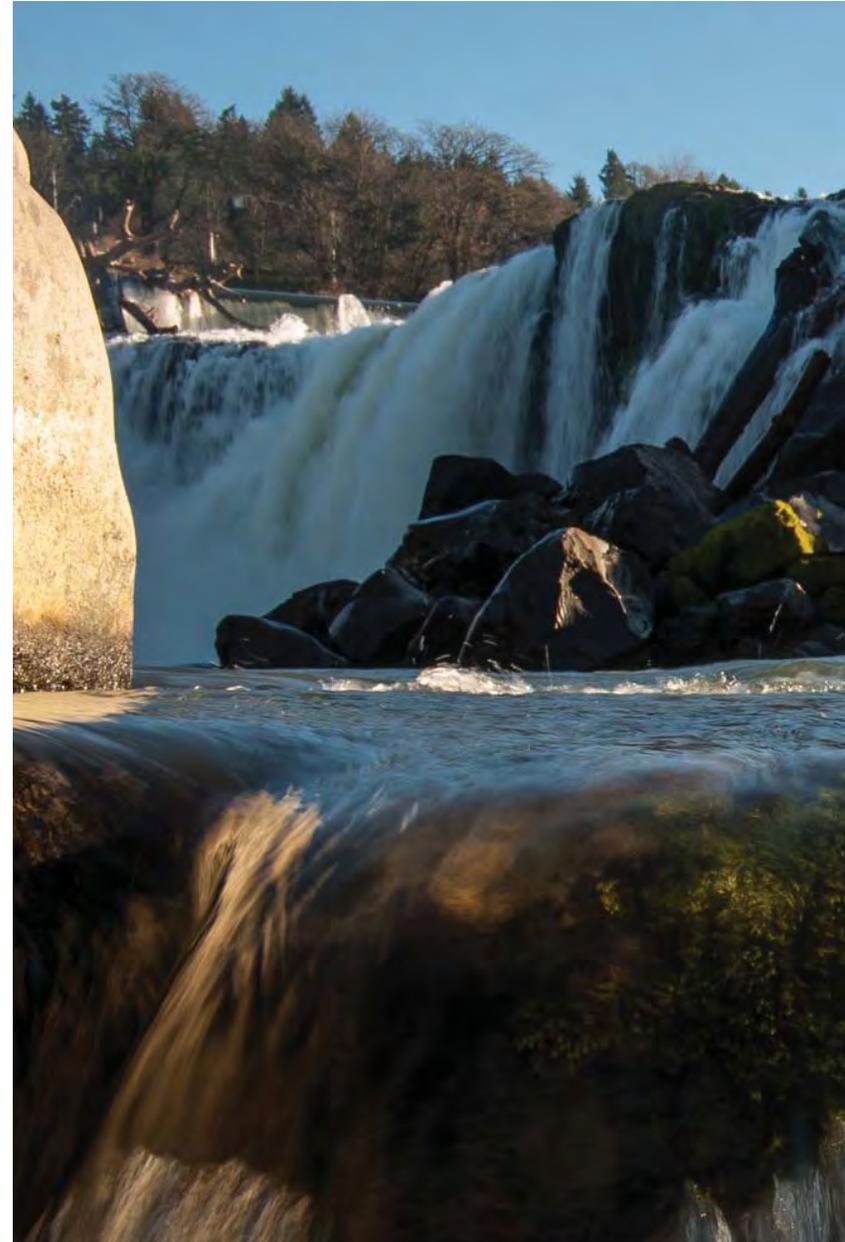
10

Strategies and actions identified here set out an ambitious work program that will come to life over the next five years. By the end of 2016, Metro's Parks and Nature Department will develop a detailed implementation plan, including roles, responsibilities, actions - and tools to evaluate this work. Focusing on conservation science, securing long-term funding, developing and operating welcoming and inclusive parks, and incorporating equity across the Parks and Nature portfolio are key to the long-term success of the program. Just as a diverse group of partners helped Metro get to this point, the body of work laid out in the system plan will require the continued partnership of local governments, residents and community organizations.

11

12

The system plan focuses on Metro's portfolio of parks, trails, natural areas and cemeteries, while reaffirming Metro's role as a key player and convener in the larger regional system collectively owned and managed by all of the jurisdictions across the greater Portland area. This planning process reaffirms Metro's historic role in planning for parks and natural areas across the region, while emphasizing Metro's increasing role as a distinct operator and setting the stage for continued conversations and progress in a growing and changing region.





- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11
- 12**
-
-

RECOMMENDED ACTION

Staff recommends approval of Resolution 15-4670.

Agenda Item No. 3.2

Resolution No. 16-4684, For the Purpose of Amending
the Oregon Zoo Bond Implementation Plan

Resolutions

Metro Council Meeting
Thursday, February 4, 2016
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) RESOLUTION NO. 16-4684
OREGON ZOO BOND)
IMPLEMENTATION PLAN) Introduced by Chief Operating Officer
) Martha J. Bennett in concurrence with
) Council President Tom Hughes

WHEREAS, at the General Election held on November 4, 2008, the Metro Area voters approved Oregon Zoo Bond Measure 26-96, entitled "Bonds to Protect Animal Health And Safety; Conserve and Recycle Water"; and

WHEREAS, in 2010, the Zoo launched the Oregon Zoo Comprehensive Capital Master Plan process, to ensure that the Oregon Zoo Bond Measure is implemented within budget, in a fashion that effectively integrates bond projects with existing exhibits, preserves opportunities for future non-bond funded projects and makes the maximum use of existing and proposed infrastructure; and

WHEREAS, via Metro Council Resolution 11-4292, entitled "For the Purpose of Approving the Oregon Zoo Bond Implementation Plan," the Metro Council approved the Zoo Bond Implementation Plan portion of the Oregon Zoo Comprehensive Capital Master Plan; and

WHEREAS, the Zoo Bond Implementation Plan contains bond fund allocation project budgets ("Project Budgets") for each Oregon Zoo Bond Measure project. The polar bear construction budget listed in the 2011 Bond Implementation Plan was \$18,079,392. Including project staff and owner's contingency costs, the total Project Budget was established at \$20.1 million; and

WHEREAS, as a result of escalating costs in the construction market and based on its experiences on previous bond projects, Metro estimates needing an additional \$3.6 million to meet the Polar Bear Project scope of work, exceeding the Project Budget for the Polar Bear Project approved by the Metro Council in the Zoo Bond Implementation Plan; and

WHEREAS, the Zoo bond program holds \$4.8 million in unallocated program contingency funds, and the allocation of \$3.6 million of said funds to the Polar Bear Project would leave only \$1.2 million remaining in the unallocated Zoo bond program contingency fund; and

WHEREAS, a combination of Polar Bear Project scope reduction of \$1.0 million, to be identified by engaging internal and external stakeholders in thorough decision-making processes during the design phase, and the allocation of \$2.6 million of contingency funds to the Polar Bear Project, will ensure that design and construction of the Polar Bear Project proceeds on schedule and project vision is retained, while preserving \$2.2 million in the unallocated Zoo bond program contingency fund to better ensure that Metro retains the flexibility to meet the future budget needs of the primate/rhino project in the context of continuing construction cost escalations; now therefore

BE IT RESOLVED that the Metro Council hereby:
Amends the Zoo Bond Implementation Plan portion of the Oregon Zoo Comprehensive Capital Master Plan to accept \$1 million in Polar Bear Project scope reductions, and approves the allocation of \$2.6 million of Zoo bond program contingency funds to the Polar Bear Project, for a new project budget of \$22,707,853.

ADOPTED by the Metro Council this _____ day of _____ 2016.

Tom Hughes, Council President

Approved as to Form:

Alison R. Kean, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 16-4684 FOR THE PURPOSE OF AMENDING THE OREGON ZOO BOND IMPLEMENTATION PLAN

Date: January 25, 2016

Prepared by: Heidi Rahn
503-220-5709

BACKGROUND

At the General Election held on November 4, 2008, Metro Area voters approved Oregon Zoo Bond Measure 26-96, entitled “Bonds to Protect Animal Health and Safety; Conserve and Recycle Water.” This measure outlined a series of capital improvements that will provide enhanced welfare and care for Zoo animals, protect animal health and safety, increase access to conservation education, conserve water and harvest storm water for reuse, and improve water quality.

The zoo bond program is more than half way through upgrading 40 percent of the zoo campus. Projects complete include the new veterinary medical center, installation of the modern filtration system for the penguin pool, Condors of the Columbia, and Elephant Lands. The new education center is currently under construction. Remaining projects include the new polar bear habitat and related infrastructure and expansion of the primate and rhino habitats. Construction is scheduled to be complete on all projects in 2020.

Metro developed a 20-year Comprehensive Capital Master Plan (CCMP) for the zoo campus. The bond measure project portion of the CCMP is called the bond project implementation plan, and it includes a strategy, schedule, and budget to implement the bond measure projects.

Prior to seeking proposals for design and construction services on the new polar bear habitat and related infrastructure project, staff analyzed the commitment to voters, the pre-schematic design, and cost estimates approved in the bond implementation plan against current market conditions.

Commitment to voters

The zoo committed to protecting the health of polar bears and providing cooler temperatures and more humane conditions by removing concrete and adding land and pool space.

Pre-schematic design

The vision is to develop a new and larger habitat to encourage and promote exploring, digging, swimming, scratching and other natural behaviors. As the world’s largest land predators, polar bears need space and the proposed upgrade will offer them not only more room but also a safer and more natural and diverse habitat to explore.

As envisioned, the project will expand the bears’ access to natural substrate, renovate and increase the efficiency of the water-filtration system, reduce temperatures, chill the pool water, provide vistas, and increase both land and pool space. New holding areas will have better lighting and ventilation, allowing for better care for the animals.

The Oregon Zoo has the opportunity to educate guests about climate change as well as the research the zoo conducts with polar bears to assess the impacts of such changes. A key component of the new polar

bear exhibit will be to bring the zoo's research and positive reinforcement training activities to the forefront of the visitor experience. One of the main objectives of the interpretive messaging will be to introduce facts about climate change, polar bear conservation, and actions visitors can take to preserve polar bears and their arctic habitat.

Infrastructure work associated with the polar bear project includes a public plaza with guest amenities, visitor path upgrades, and the final phase of upgrading utilities as part of the bond program water and energy conservation measures. The polar bear project will also connect to the geothermal slinky system installed during the construction of Elephant Lands to exchange heat and cooling between the habitats.

See Attachment 1 for the pre-schematic design of the new polar bear habitat.

Cost estimate

The Metro Council approved the Bond Implementation Plan and project budgets in 2011. The polar bear project budget, including staffing, interpretives and contingency, was established at \$20,107,853¹. Construction cost escalation was estimated at 6 percent. Actual escalation to date, plus forecasted escalation² at the start of construction in 2017, is estimated to be 18 percent. Project management and interpretive fabrication costs have increased due to known requirements needed to successfully complete the project.

The revised cost estimate to meet the approved pre-schematic design exceeds the original project budget. Given the current construction market and experiences on previous projects, zoo bond staff estimates needing an additional \$3.6 million to meet the polar bear project scope of work.

The zoo bond program has \$4,830,549 remaining in unallocated program contingency funds. The primate/rhino project will be impacted by cost escalation, but the scope and budget can be more easily managed given the limited civil/site work needed.

Options considered

The Oregon Zoo Bond Citizens' Oversight Committee and Zoo Bond Steering Group considered several options to address the additional funding need.

- **Scope Reduction**
Staff analyzed the level of scope reduction needed in order to meet the original budget. This would require a significant reduction in the size and complexity of the exhibit given the extensive site work required to create streams, shores, and vista overlooks. This limits the scale and diversity of the natural habitat designed in the pre-schematic phase.
- **Budget Addition**
Add \$3.6 million to the project budget from the unallocated bond program contingency to cover the full scope of the project. Given the projection for additional costs to complete the final projects, this option significantly limits the zoo bond program contingency fund.

¹ The polar bear budget listed in the 2011 Bond Implementation Plan was \$18,079,392. At that time, the project staff and owner's contingency budgets were in separate line items. Project staffing and owner's contingency have since been incorporated into individual project budgets, resulting in a polar bear project budget of \$20,107,853. This is not an increase over what was approved by the Metro Council, but rather just a budget reallocation.

² Rider Levett Bucknal Construction Cost Index Jan. 2012 through Feb. 2017

- **Combination of Scope Reduction and Budget Addition**

Add \$2.6 million to the polar bear project budget from the unallocated bond program contingency and identify \$1 million in scope reductions during the schematic design phase. Options for scope reduction and prioritization would be identified via a thorough decision-making process in the design phase, engaging internal and external stakeholders. Considerations will include, but are not limited to, reducing the number of holding areas, off-exhibit yards, or combining the research station with the main visitor education and viewing area. This option maintains the extent of the civil/site work needed to create a diverse habitat, and provides adequate labor, interpretive, and contingency funds. It would also provide more flexibility and security to ensure future needs can be met with the remaining unallocated program contingency funds.

ANALYSIS/INFORMATION

1. **Known Opposition** There is no known opposition of this resolution.

2. **Legal Antecedents** Metro Council Resolution No. 08-3945 (“Submitting to the Voters of the Metro Area a General Obligation Bond Indebtedness in the Amount of \$125 Million to Fund Oregon Zoo Capital Projects to Protect Animal Health and Safety, Conserve and Recycle Water, and Improve Access to Conservation Education; and Setting Forth the Official Intent of the Metro Council to Reimburse Certain Expenditures Out of the Proceeds of said Bonds Upon Issuance”), dated on May 8, 2008; Metro Ballot Measure 26-96, approved by voters at the November 4, 2008 general election; Metro Council Resolution No. 11-4292 approving the Bond Implementation Plan.

3. **Anticipated Effects**

The Oregon Zoo Bond Citizens’ Oversight committee and Zoo Bond Steering Group recommend a combination of scope reduction and budget additions for the Councils’ consideration to preserve the vision for the project, while ensuring the remainder of the bond program commitments can be fulfilled. Options for \$1 million in scope reduction and prioritization will be determined in the design phase and reviewed by the Oregon Zoo Bond Citizens’ Oversight Committee to ensure the project is able to meet the original commitment to the voters. The addition of \$2.6 million to project budget will provide the polar bears with an expanded and diverse habitat of streams, pools, shores, and vista overlooks.

4. **Budget Impacts**

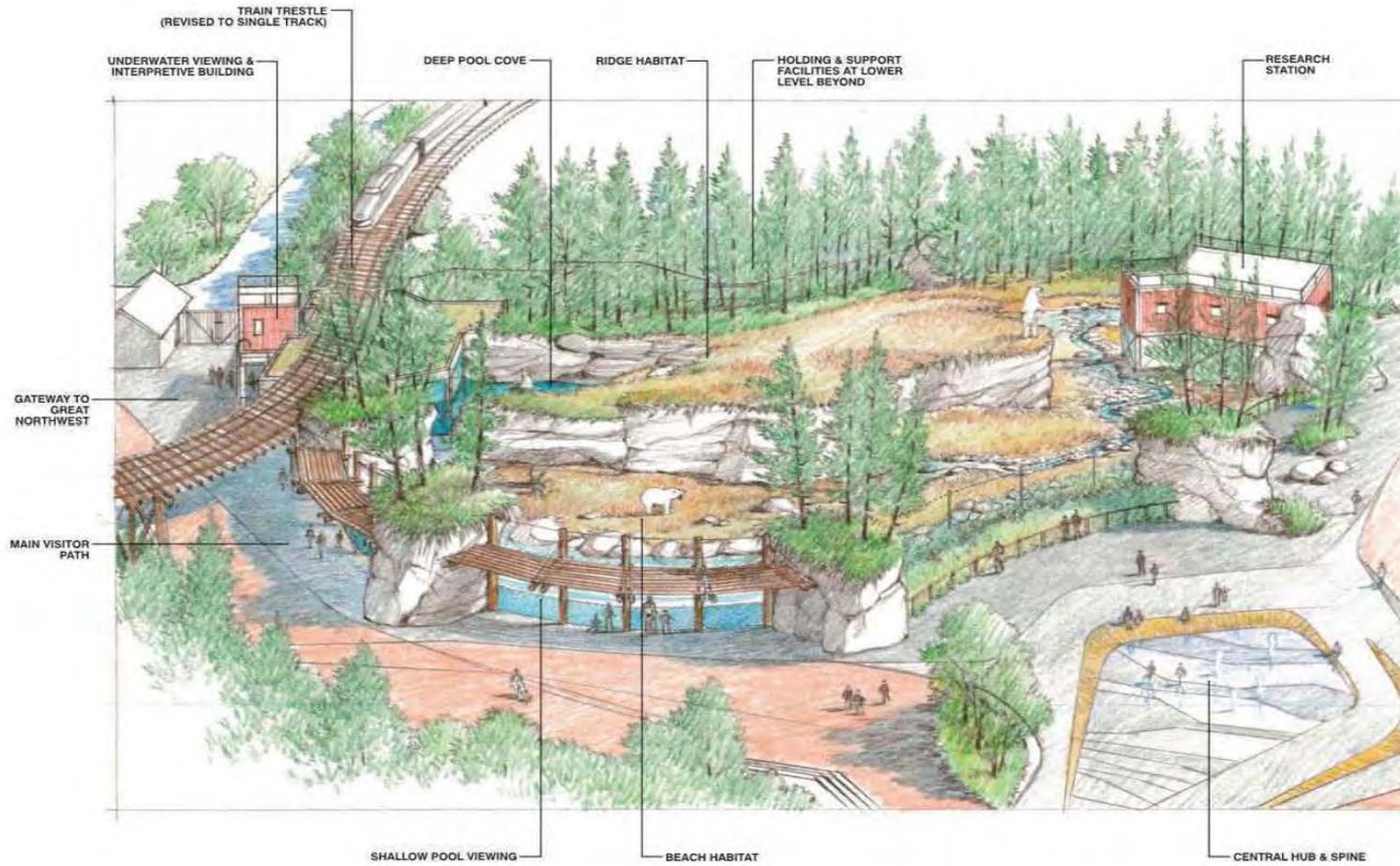
Reallocate \$2.6 million from the \$4,830,549 in unallocated bond funds (bond program contingency) to the polar bear project budget. The revised polar bear habitat and related infrastructure project budget would be \$22,707,853. This will leave \$2,230,549 remaining in bond program contingency for future needs.

RECOMMENDED ACTION

Approve resolution 16-4684 for the purpose of amending the Oregon Zoo bond implementation plan and a revised polar bear habitat and related infrastructure project budget of \$22,707,853.

ATTACHMENT 1 : POLAR BEAR PRE-SCHEMATIC DESIGN





Agenda Item No. 4.1

Ordinance No. 16-1368, For the Purpose of Responding to the
Remand from the Oregon Court of Appeals and the Land
Conservation and Development Commission Regarding the
Designation of Urban Reserves in Clackamas County

Ordinances (Second Read)

Metro Council Meeting
Thursday, February 4, 2016
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RESPONDING TO)	ORDINANCE NO. 16-1368
THE REMAND FROM THE OREGON)	
COURT OF APPEALS AND THE LAND)	Introduced by Martha J. Bennett, Chief
CONSERVATION AND DEVELOPMENT)	Operating Officer, with the concurrence of
COMMISSION REGARDING THE)	Tom Hughes, Council President
DESIGNATION OF URBAN RESERVES IN)	
CLACKAMAS COUNTY)	

WHEREAS, in 2007 the Oregon Legislative Assembly enacted SB 1011, authorizing Metro and the three counties in the Metro region to designate urban and rural reserves; and

WHEREAS, between 2008 and 2010 Metro and the three counties conducted an extensive public process bringing together citizens, stakeholders, local governments and state agencies to consider and apply the urban and rural reserve factors to land surrounding the Metro urban growth boundary (UGB); and

WHEREAS, in 2010 Metro and each of the three counties entered into intergovernmental agreements mapping the areas that were determined to be most appropriate as urban and rural reserves under the applicable factors; and

WHEREAS, in 2011 Metro and the three counties submitted ordinances and findings formally adopting the urban and rural reserve designations to LCDC for acknowledgement, and those designations were approved and acknowledged by LCDC in 2012; and

WHEREAS, in 2014 the LCDC acknowledgement order was remanded by the Oregon Court of Appeals, and the Oregon Legislative Assembly enacted HB 4078, which legislatively designated a revised map of urban and rural reserve areas in Washington County; and

WHEREAS, in 2015 LCDC issued an order remanding the remaining urban and rural reserve designations to Metro, Multnomah County, and Clackamas County for further review consistent with the Court of Appeals opinion; and

WHEREAS, Metro held public hearings on October 8, 2015, November 19, 2015, and January 14, 2016 at which the Metro Council accepted testimony regarding the urban and rural reserve designations in Clackamas County; and

WHEREAS, the Metro Council has reviewed the staff report, the testimony submitted by interested parties, and all other materials in the record, and concludes that the urban reserve study areas identified as areas 4A, 4B, 4C, and 4D (generally referred to as "Stafford") are correctly designated as urban reserve areas under the applicable urban reserve factors; and

WHEREAS, the Metro Council concludes that no changes to the map of urban and rural reserve areas that was adopted by Metro and Clackamas County in 2011 are appropriate; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The map of urban and rural reserves in Clackamas County is hereby adopted as depicted on Exhibit A, attached and incorporated into this ordinance.
2. The Findings of Fact and Conclusions of Law in Exhibit B, attached and incorporated into this ordinance, explain how the urban and rural reserve designations depicted on Exhibit A are consistent with state law.
3. The prior record of proceedings before LCDC in the 2011 acknowledgment review resulting in LCDC Order 12-ACK-001819 is hereby adopted and incorporated as part of the record in this proceeding.

ADOPTED by the Metro Council this _____ day of February 2016.

Tom Hughes, Council President

Attest:

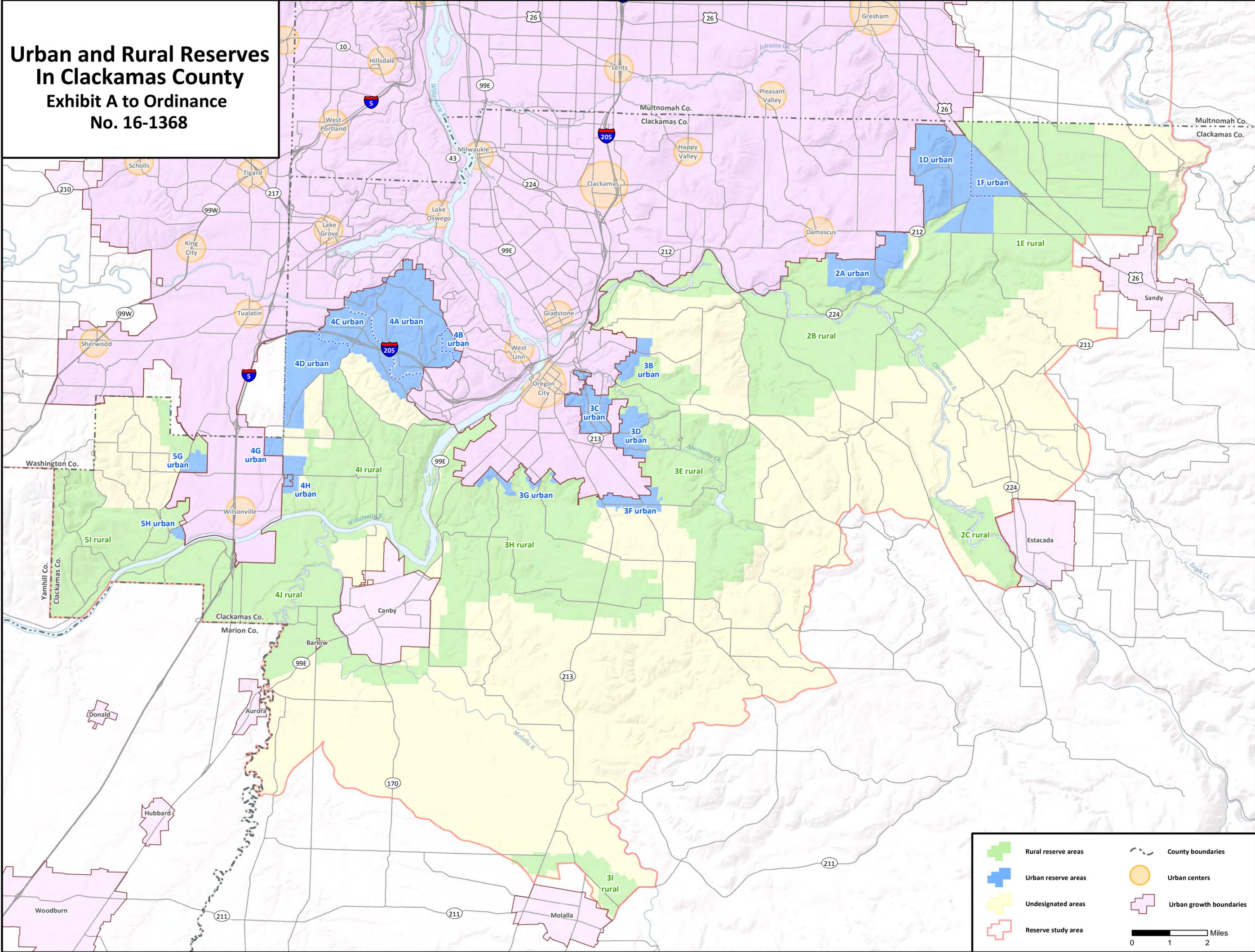
Approved as to Form:

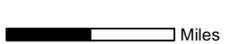
Alexandra Eldridge, Recording Secretary

Alison R. Kean, Metro Attorney

Urban and Rural Reserves In Clackamas County

Exhibit A to Ordinance
No. 16-1368



	Rural reserve areas		County boundaries
	Urban reserve areas		Urban centers
	Undesignated areas		Urban growth boundaries
	Reserve study area		Miles

0 1 2

Exhibit B to Ordinance No. 16-1368

REASONS FOR DESIGNATION OF URBAN AND RURAL RESERVES IN CLACKAMAS COUNTY

The Metro Council adopts these findings for the purpose of responding to the decision of the Oregon Court of Appeals in *Barkers Five LLC v. Land Conservation and Development Commission*, 261 Or App 259 (2014) and LCDC's Remand Order 14-ACK-001867 regarding certain urban reserve designations in Clackamas County. These findings include the original findings adopted by the Metro Council in 2011 providing the reasons for designating urban and rural reserves, as well as new and supplemental findings that address the issues identified by the Court of Appeals regarding designation of the Stafford area in Clackamas County as urban reserve. These findings also include supplemental findings regarding the supply of urban reserves in the entire region and the regionwide balance findings required under OAR 660-027-0040(10).

Metro's supplemental findings regarding the supply of urban reserves and the regionwide balance requirements are set forth below in Section V. Metro's supplemental findings regarding the Stafford urban reserve designation are set forth below in Section VIII. To the extent any of the new supplemental findings in Sections V and VIII are inconsistent with other findings in this document that were previously adopted in 2011, the supplemental findings shall govern.

Those portions of Metro's original 2011 findings providing reasons for designation of urban and rural reserves in Washington County have been removed from this document, because the Washington County reserve areas were established and acknowledged by the Oregon Legislature in 2014 via House Bill 4078. Portions of the 2011 findings providing reasons for designation of urban and rural reserves in Multnomah County have also been removed, because Multnomah County is undertaking its own process to address the Court of Appeals remand regarding rural reserve designations in that county.

I. BACKGROUND

The 2007 Oregon Legislature authorized Metro and Clackamas, Multnomah and Washington Counties ("partner governments") to designate urban reserves and rural reserves following the process set forth in ORS 195.137 – 195.145 (Senate Bill 1011) and implementing rules adopted by the Land Conservation and Development Commission (LCDC) (OAR 660 Division 27). The Legislature enacted the new authority in response to a call by local governments in the region to improve the methods available to them for managing growth. After the experience of adding over 20,000 acres to the regional urban growth boundary (UGB) following the soil-capability-based priority of lands in ORS 197.298, cities and the partner governments wanted to place more emphasis on the suitability of lands for sustainable urban development, longer-term security for agriculture and forestry outside the UGB, and respect for the natural landscape features that define the region.

The new statute and rules make agreements among the partner governments a prerequisite for designation of urban and rural reserves. The remarkable cooperation among the local governments of the region that led to passage of Senate Bill 1011 and adoption of LCDC rules

continued through the process of designation of urban reserves by Metro and rural reserves by Clackamas, Multnomah and Washington Counties. The partners' four ordinances are based upon the separate, formal intergovernmental agreements between Metro and each county that are part of our record, developed simultaneously following long study of potential reserves and thorough involvement by the public.

The four governments submitted their ordinances with designated reserves to LCDC in periodic review on June 23, 2010. On October 29, 2010, the Commission gave its oral approval to the reserves designated in Clackamas and Multnomah Counties and to the rural reserves and most of the urban reserves in Washington County. The Commission, however, rejected the designation of Urban Reserve 7I, north of Cornelius, and directed reconsideration of Urban Reserve 7B, north of Forest Grove. The Commission authorized Metro and Washington County to consider designating as urban reserve, or leaving undesignated, land the County had previously designated rural reserve or left undesignated. In order to provide flexibility, the Commission also returned the rural reserves in Washington County for further consideration.

Washington County and Metro responded to LCDC's oral decision by revising the intergovernmental agreement between them and adopting ordinances amending their respective comprehensive plan and regional framework plan maps (Washington County Ordinance No. 740; Metro Ordinance No. 11-1255). The ordinances made the following changes:

- The designation of Area 7I as urban reserve (623 acres) was removed
- 263 acres of Area 7I were designated rural reserves
- 360 acres of Area 7I were left undesignated
- The urban reserve designation of the 28-acre portion of Area 7B that lies east and north of Council Creek was removed; the portion was left undesignated
- 352 acres of undesignated land north of Highway 26, south of West Union Road, east of Groveland Road and west of Helvetia Road were designated urban reserve
- The rural reserve designation of 383 acres of Rural Reserve 6E south of Rosedale Road, west of 209th Avenue and north of Farmington Road was removed; the portion was left undesignated.

Metro Supp Rec. 798.

These revisions reduced the acres of urban reserves in Washington County by 299 acres, reduced the acres of rural reserves by 120 acres and increased the acres adjacent to the UGB left undesignated by 391 acres, all compared with the reserves submitted to LCDC in June, 2010. Overall, there are 13,525 acres of urban reserves and 151,209 acres of rural reserves in Washington County, in part reflecting refinements of boundaries as they relate to street rights-of-way, floodplains and improved tax lot alignments. Metro Supp Rec. 799.

II. OVERALL CONCLUSIONS

With adoption of Metro Ordinance No. 11-1255, Metro has designated 28,256 gross acres as urban reserves, including urban reserves in each county. Metro Supp Rec. 799. These lands are now first priority for addition to the region's UGB when the region needs housing or employment capacity. As indicated in new policy in Metro's Regional Framework Plan in Exhibit A to Ordinance No. 10-1238A, the urban reserves are intended to accommodate population and employment growth for 50 years, to year 2060.

Clackamas County Ordinance No. ZDO-233 designates 68,713 acres as rural reserves in Clackamas County. Multnomah County Ordinance No. 2010-1161 designates 46,706 acres as rural reserves in Multnomah County. Washington County Ordinance No. 740, which revised the county's designation of rural reserves following LCDC's remand of urban and rural reserves in the county, designates 151,209 acres of rural reserves. Metro Supp Rec. 798. As indicated in new policies in the Regional Framework Plan and the counties' comprehensive plans, these rural reserves – 266,628 acres in total – are now protected from urbanization for 50 years. Metro Supp. Rec. 798. The governments of the region have struggled with the urban-farm/forest interface, always searching for a “hard edge” to give farmers and foresters some certainty to encourage investment in their businesses. No road, stream or floodplain under the old way of expanding the UGB offers the long-term certainty of the edge of a rural reserve with at least a 50-year lifespan. This certainty is among the reasons the four governments chose the longer, 50-year, reserves period.

The region's governments have also debated how best to protect important natural landscape features at the edges of the urban area. The partners' agreements and these ordinances now identify the features that will define the extent of outward urban expansion.

The region's urban and rural reserves are fully integrated into Metro's Regional Framework Plan and the Comprehensive Plans of Clackamas, Multnomah and Washington counties. Metro's plan includes a map that shows urban and rural reserves in all three counties. Each of the county plans includes a map that shows urban and rural reserves in the county. The reserves shown on each county map are identical to the reserves shown in that county on the Metro map. Each of the four plans contains new policies that ensure accomplishment of the goals for the reserves set by the four local governments and by state law. These new policies are consistent with, and carry out, the intergovernmental agreements between Metro and the three counties signed in February, 2010, and the supplemental agreement between Metro and Washington County signed on March 15, 2011. Metro Supp. Rec. 285.

Together, these reserves signal the region's long-term limits of urbanization, its commitment to stewardship of farmland and forests, and its respect for the natural landscape features that give the people of the region their sense of place. Urban reserves, if and when added to the UGB, will take some land from the farm and forest land base. But the partners understood from the beginning that some of the very same characteristics that make an area suitable for agriculture also make it suitable for industrial uses and compact, mixed-use, pedestrian and transit-supportive urban development. The most difficult decisions made by the four governments

involved Foundation Agricultural Land¹ near the existing UGB and the circumstances in which this land should be designated as urban reserve to accommodate growth in a compact form and provide opportunities for industrial development, difficult or impossible on steep slopes. Metro designated 15 areas composed predominantly of Foundation Land as urban reserve, totaling 11,551 acres.²

Some important numbers help explain why the partners came to agree that the adopted system, in its entirety, best achieves this balance. Of the total 28,256 acres designated urban reserves, approximately 13,624 acres are Foundation (11,551 acres) or Important (2,073 acres) Agricultural Land. This represents only four percent of the Foundation and Important Agricultural Land studied for possible urban or rural reserve designation. If all of this land is added to the UGB over the next 50 years, the region will have lost four percent of the farmland base in the three-county area. Metro Supp.Rec. 799; 804-05.

There is a second vantage point from which to assess the significance for agriculture of the designation of urban reserves in the three-county region: the percentage of land zoned for exclusive farm use in the three counties that is designated urban reserve. Land zoned EFU³ has emerged over 35 years of statewide planning as the principal land base for agriculture in the counties, and is protected for that purpose by county zoning. The inventory of Foundation and Important Agricultural Lands includes land that is “exception land,” no longer protected for agriculture for farming. Of the 28,256 acres designated urban reserves, some 13,746 acres are zoned EFU. Even including the 3,532 acres of these EFU lands that are classified by ODA as “conflicted”, these 13,746 acres represent slightly more than five percent of all land zoned EFU (266,372 acres) in the three counties. If the “conflicted” acres are removed from consideration, the percentage drops to less than four percent. Metro Supp.Rec. 799; 804-05.

A third vantage point adds perspective. During an approximately 30-year period leading to establishment of the statewide planning program and continuing through the acknowledgement and early implementation of county comprehensive plans, the three counties lost more than 150,000 acres of farmland. Metro Supp. Rec. 799; 804-05. By contrast, if all the zoned farmland that is designated urban reserve is ultimately urbanized, the regional will have lost only 13,746 acres over 50 years.

If the region’s effort to contain urban development within the existing UGB and these urban reserves for the next 50 years is successful, the UGB will have accommodated an estimated 74 percent increase in population on an 11-percent increase in the area within the UGB. No other

¹ Those lands mapped as Foundation Agricultural Land in the January, 2007, Oregon Department of Agriculture report to Metro entitled “Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands.”

² 1C (East of Gresham, portion); 1F (Boring); 5A (Sherwood North); 5B (Sherwood West); 6A (Hillsboro South, portion); 6B (Cooper Mt. Southwest); 6C (Roy Rogers West); 6D (Beef Bend South); 7B (Forest Grove North); 7C (Cornelius East); 7D (Cornelius South); 7E (Forest Grove South); 8A (Hillsboro North); 8B (Shute Road Interchange and new Area D); 8C (Bethany West)

³ Includes all farm zones acknowledged to comply with statewide planning Goal 3, including Washington County’s AF-20 zone.

region in the nation can demonstrate this growth management success. Most of the borders of urban reserves are defined by a 50-year “hard edge” of 266,628 acres designated rural reserves, nearly all of which lies within five miles of the existing UGB. Of these rural reserves, approximately 248,796 acres are Foundation or Important Agricultural Land. Metro Supp. Rec. 799; 804-05.

Why did the region designate *any* Foundation Agricultural Land as urban reserve? The explanation lies in the geography and topography of the region, the growing cost of urban services and the declining sources of revenues to pay for them, and the fundamental relationships among geography and topography and the cost of services. The region aspires to build “great communities.” Great communities are those that offer residents a range of housing types and transportation modes from which to choose. Experience shows that compact, mixed-use communities with fully integrated street, pedestrian, bicycle and transit systems offer the best range of housing and transportation choices. *State of the Centers: Investing in Our Communities*, January, 2009. Metro Rec. 181-288. The urban reserves factors in the reserves rules derive from work done by the region to identify the characteristics of great communities. Urban reserve factors (1), (3), (4), and (6)⁴ especially aim at lands that can be developed in a compact, mixed-use, walkable and transit-supportive pattern, supported by efficient and cost-effective services. Cost of services studies tell us that the best landscape, both natural and political, for compact, mixed-use communities is relatively flat, undeveloped land. *Core 4 Technical Team Preliminary Analysis Reports for Water, Sewer and Transportation*, Metro Rec. 1163-1187; *Regional Infrastructure Analysis*, Metro Rec. 440-481.

The region also aspires to provide family-wage jobs to its residents. Urban reserve factor (2) directs attention to capacity for a healthy economy.⁵ Certain industries the region wants to attract prefer large parcels of flat land. Staff Report, June 9, 2010, Metro Rec. 172-178. Water, sewer and transportation costs rise as slope increases. *Core 4 Technical Team Preliminary Analysis Reports for Water, Sewer and Transportation*, Metro Rec. 1163-1187; *Regional Infrastructure Analysis*, Metro Rec. 440-481. Converting existing low-density rural residential development into compact, mixed-use communities through infill and re-development is not only very expensive, it is politically difficult. Metro Rec. 289-300.

Mapping of slopes, parcel sizes, and Foundation Agricultural Land revealed that most flat land in large parcels without a rural settlement pattern at the perimeter of the UGB lies in Washington County, immediately adjacent to Hillsboro, Cornelius, Forest Grove, Beaverton, and Sherwood. These same lands provide the most readily available supply of large lots for industrial development. *Business Coalition Constrained Land for Development and Employment Map*,

⁴ (1) Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;
(3) Can be efficiently and cost-effectively service with public schools and other urban-level public facilities and services by appropriate and financially capable providers;
(4) Can be designed to be walkable and service with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate services providers;
(6) Includes sufficient land suitable for a range of needed housing types.

⁵ (2) Includes sufficient development capacity to support a healthy economy.

Metro Rec. 301; 1105-1110. Almost all of it is Foundation Agricultural Land. Metro Supp. Rec.799. Had the region been looking only for the best land to build great communities, nearly all the urban reserves would have been around these cities. It is no coincidence that these cities told the reserves partners that they want significant urban reserves available to them, while most other cities told the partners they want little or no urban reserves. *Washington County Cities' Pre-Qualified Concept Plans*, WashCo Rec. 3036-3578. These facts help explain why there is more Foundation Agricultural Land designated urban reserve in Washington County than in Clackamas or Multnomah counties. Had Metro not designated some Foundation Land as urban reserve in Washington County, it would not have been possible for the region to achieve the “livable communities” purpose of reserves in LCDC rules [OAR 660-027-0005(2)].

Several urban reserves factors focus on the efficient, cost-effective installation, operation and maintenance of public services to urban reserves once they are included within the UGB.⁶ Urban reserve factor (6) calls for land suitable for needed housing types. The partners began the analysis by examining lands within five miles of the UGB. Most of these lands initially studied are beyond the affordable reach of urban services. As noted above, water, sewer and transportation costs rise as slope increases. *Core 4 Technical Team Preliminary Analysis Reports for Water, Sewer and Transportation*, Metro Rec. 1163-1187; *Regional Infrastructure Analysis*, Metro Rec. 440-481. Not only does most of the Important Agricultural Land and the Conflicted Agricultural Land within five miles of the UGB exhibit steeper slopes than the Foundation Land close to the UGB; these non-Foundation Lands also exhibit rural residential development patterns on smaller parcels (“exception lands”). Metro Supp. Rec.799; 807; WashCo Rec. 1891-1894; 2905. With one exception (small portion of Urban Reserve 1F), designated urban reserves lie within two miles of the UGB. Metro Supp. Rec.806.

Despite these geopolitical and cost-of-services realities, the reserves partners designated extensive urban reserves that are *not* Foundation Agricultural Lands in order to meet the farm and forest land objectives of reserves, knowing these lands will be more difficult and expensive to urbanize. The following urban reserves are principally Conflicted and Important Agricultural Land:

- Urban Reserve 1D east of Damascus and south of Gresham (2,716 acres), ClackCo Rec. 1723;
- Urban Reserve 2A south of Damascus (1,239 acres), ClackCo Rec. 1722;
- Urban Reserves 3B, C, D, F and G around Oregon City (2,232 acres), ClackCo Rec. 1718-1720;
- Urban reserves 4A, B and C in the Stafford area (4,699 acres), ClackCo Rec. 1716;
- Urban reserves 4D, E, F, G and H southeast of Tualatin and east of Wilsonville (3,589 acres), ClackCo Rec. 600;
- Urban Reserve 5F between Tualatin and Sherwood (572 acres); WashCo Rec. 3517; 2998;
- Urban Reserve 5G west of Wilsonville (203 acres) ClackCo Rec. 711-712; and
- Urban Reserve 5D south of Sherwood (447 acres), WashCo Rec. 3481; 2998.

⁶ Urban Reserve factors (1) (efficient use of public infrastructure); (3) (efficient and cost-effective public services); (4) (walkable, bikeable and transit-supportive).

These non-Foundation Lands designated urban reserve, which total approximately 15,700 acres, (55 percent of all lands designated urban reserve), are the most serviceable among the non-Foundation Lands within the initial study area. Metro Supp Rec.804-05; WashCo Re. 3006-3010; 3015.

Many areas of Important and Conflicted Agricultural Lands were not designated urban reserve in part because the presence of steep slopes, bluffs, floodplains, streams and habitat, limiting their suitability or appropriateness for urbanization:

- Rural Reserve 1B (West of Sandy River): the Sandy River Canyon and the county's scenic river overlay zone. MultCo Rec. 2961-2965; 2973-2985;
- Rural Reserve 2B (East Clackamas County): steep bluffs above the Clackamas River. ClackCo Rec. 560-563; 568-571;
- Rural Reserve 3E (East of Oregon City): steep slopes along Abernethy, Clear and Newell Creeks. ClackCo Rec. 748-755;
- Rural Reserve 3H (South of Oregon City): steep slopes drop to Beaver and Parrot Creeks. ClackCo. Rec. 557; 1718;
- Rural Reserve 4I (Pete's Mtn.): steep slopes. ClackCo Rec. 741-743;
- Rural Reserve 5C (East Chehalem Mtns): steep slopes and floodplain of Tualatin River; WashCo Rec. 2998-3027;
- Rural Reserve 5I (Ladd Hill): steep slopes and creek traverses. ClackCo. Rec. 592-595;
- Rural Reserve 6E (Central Chehalem Mtns.): steep slopes and floodplain of Tualatin River. WashCo Rec. 2998-3027;
- Rural Reserve 7G (West Chehalem Mtns.): steep slopes and floodplain of Tualatin River. WashCo Rec. 2997; 3006-3010; 3027;
- Rural Reserve 7H (West Fork of Dairy Creek); steep slopes on David Hill. WashCo. Rec. 3013; 3029; 3107;
- Rural Reserves 9A-9C (Powerlines/Germantown Road-South): steep slopes, many stream headwaters and courses. MultCo. Rec. 11; 329-330; 3004-3015;
- Rural Reserve 9D (West Hills South): steep slopes, many stream headwaters and courses. MultCo Rec. 2993-3033.

Metro Supp Rec. 806.

Urban reserve factors (5), (7) and (8)⁷ seek to direct urban development away from important natural landscape features and other natural resources. Much of the Important and some Conflicted Agricultural Lands are separated from the UGB by, or include, important natural landscape features or rural reserves on Foundation or Important Agricultural Land:

⁷ (5) Can be designed to preserve and enhance natural ecological systems;
(7) Can be developed in a way that preserves important natural landscape features included in urban reserves;
(8) Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves.

- Rural Reserve 1B (West of Sandy River): the Sandy River Canyon (Wild and Scenic River). MultCo Rec. 2961-2965; 2973-2985;
- Rural Reserve 2B (East Clackamas County): Clackamas River and canyons of Deep, Clear and Newell Creeks. ClackCo. Rec. 1722;
- Rural Reserve 3E (East of Oregon City): Willamette River and canyons of Abernethy, Clear and Newell Creeks. ClackCo Rec. 560-563;
- Rural Reserve 3H (South of Oregon City): Willamette Narrows, Canemah Bluffs and canyons of Beaver and Parrot Creeks. ClackCo. Rec. 553-554;
- Rural Reserve 4I (Pete’s Mtn.): Willamette Narrows on eastern edge. ClackCo. Rec. 596;
- Rural Reserve 5C (East Chehalem Mtns): Chehalem Mtns., floodplain of Tualatin River and Tualatin River National Wildlife Refuge. WashCo Rec. 2988-3027; 9677-9679;
- Rural Reserve 5I (Ladd Hill): Parrett Mtn., Willamette River, Tonquin Geological Area. ClackCo. Rec. 592-595;
- Rural Reserve 6E (Central Chehalem Mtns.): Chehalem Mtns., floodplain of Tualatin River. WashCo Rec. 2998-3027;
- Rural Reserve 7G (West Chehalem Mtns.): Chehalem Mtns., floodplain of Tualatin River. WashCo Rec. 3029; 3095; 3103;
- Rural Reserves 9A-9C (Powerlines/Germantown Road-South): steep slopes (Tualatin Mountains), stream headwaters (Abbey Creek and Rock Creek) and courses. MultCo. Rec. 11; 329-330; 3004-3015; 3224-3225; 3250-3253; 9322-9323;
- Rural Reserve 9D (West Hills South): steep slopes, many stream headwaters (Abbey Creek and Rock Creek) and courses. MultCo Rec. 2993-3033.

Metro Supp. Rec. 800-01; 821.

Third, much of the Important and Conflicted Agricultural Lands rates lower against the urban reserves factors in comparison to areas designated urban reserve, or remain undesignated for possible designation as urban reserve if the region’s population forecast proves too low:⁸

- Clackamas Heights, ClackCo Rec. 1721;
- East Wilsonville, ClackCo Rec. 1715;
- West Wilsonville, ClackCo Rec. 1713;
- Southeast of Oregon City, ClackCo Rec. 1719;
- Southwest of Borland Road, ClackCo Rec. 740-747;
- Between Wilsonville and Sherwood, ClackCo;
- Powerline/Germantown Road-South, MultCo Rec. 2909-2910.

⁸ “Retaining the existing planning and zoning for rural lands (and not applying a rural or an urban reserves designation) is appropriate for lands that are unlikely to be needed over the next 40 years, or (conversely) that are not subject to a threat of urbanization.” Letter from nine state agencies to the Metro Regional Reserves Steering Committee, October 14, 2009, page 15.

Lastly, some of the Important and Conflicted Agricultural Lands lie adjacent to cities in the region that have their own UGBs and want their own opportunities to expand over time:

- Estacada
- Sandy

The partners also considered the rural reserve factors when considering whether to designate Foundation Agricultural Land as urban reserve. The first set of rural reserve factors focuses on the suitability and capability of land for agriculture and forestry. The factors in this set that address agricultural suitability and capability derive from the January, 2007, Oregon Department of Agriculture report to Metro entitled “Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands.” All of the Foundation Lands designated urban reserve are potentially subject to urbanization [rural factor (2)(a)] due to their proximity to the UGB and suitability for urbanization, as described above. See, e.g., WashCo Rec. 2984-2985; 2971-2972; 3013-3014. All of the Foundation Lands designated urban reserve are also capable of sustaining long-term agricultural or forest operations [factor (2)(b)]. WashCo rec. 2972-2973; 2985; 3015. Similarly, all of the Foundation Lands designated urban reserve have soils and access to water that render them suitable [factor (2)(c)] to sustain agriculture. See, e.g., WashCo Rec. 2972-2975; 2985; 2998; 3016-3018. These lands also lie in large blocks of agricultural land and have parcelization, tenure and ownership patterns and agricultural infrastructure that make them suitable for agriculture. WashCo Rec. 2975; 2985; 3019-3024; 3027. The identification of these lands as Foundation Agricultural Land by the Oregon Department of Agriculture is a reliable general source of information to support these findings. See also WashCo Rec. 2976-2983; 3019-3025.

Notwithstanding these traits that make these lands suitable for agriculture and forestry, some of the urban reserves on Foundation Land rate lower on the rural reserve factors than Foundation Land *not* designated urban reserve. WashCo Rec. 2978; 3025. Urban Reserves 6A (portion), 6B, 6C, 6D, 5A, 5B and 1F lie within Oregon Water Resources Department-designated Critical or Limited Groundwater Areas and have less ready access to water [factor (2)(c)]. WashCo Rec. 2294-2302; 2340; 2978-2979; 3019-3023; 3025; 3058-3061; 3288; 3489-3490. Metro Supp. Rec. 799-800; 809. Urban Reserves 8A, 8B (with new Area D, 6A (portion), 6B, 6D (portion), 5A, 5B, 1C and 1D are not within or served by an irrigation district. Metro Supp. Rec. 799; 808. WashCo Rec. 2340; 3019-3023; 3025 Urban Reserve 6A contains the Reserves Vineyards Golf Course. Metro Supp. Rec. 799.

The second set of rural reserve factors focuses on natural landscape features. All of the Foundation Lands designated urban reserve are potentially subject to urbanization [factor (3)(a)] due to their proximity to the UGB and their suitability for urbanization, as described above. The identification of these lands as Foundation Agricultural Land by the Oregon Department of Agriculture is a reliable general source of information to support this finding. Because urban reserves are intended for long-term urbanization, the partners were careful to exclude from urban reserves large tracts of land constrained by natural disasters or hazards incompatible with urban development. Metro Rec. 301; 1105-1110; WashCo Rec. 2986. Small portions of these urban reserves are vulnerable to hazards, but city land use regulations will limit urban development on

steep slopes, in floodplains and areas of landslides once the lands are added to the UGB. Metro Supp. Rec.821; WashCo Rec. 2986.

Little of these Foundation Lands are mapped as significant fish, plant or wildlife habitat [factor (3)(c)], the mapping of which is largely subsumed on the landscape features map. For the same reasons, little of these lands are riparian areas or wetlands. As with all lands, these lands are important for protection of water quality. But the lands are subject to local, regional, state and federal water quality regulations. See, e.g., WashCo Rec.2986-2987.

There are several inventoried natural landscape features [factor (3)(e)] within the Foundation Lands designated urban reserve. Rock Creek flows through a portion of Urban Reserve 8C (Bethany West). The IGA between Washington County and Metro included a provision to limit development on approximately 115 acres of constrained land within the portion of the watershed in 8C, through application of the county's Rural/Natural Resources Plan Policy 29 and Clean Water Services programs developed to comply with Title 13 (Nature in Neighborhoods) of Metro's Urban Growth Management Functional Plan. Metro Rec.821. Urban Reserve 6B includes portions of the slopes of Cooper Mountain. Metro's Cooper Mountain Nature Park lies within this area and protects much of the mountain's slopes. Metro Supp. Rec.821. Urban Reserve 6D includes a segment of Tualatin River floodplain. King City will apply its floodplains ordinance to limit development there. WashCo. Rec. 3462-3463; Metro Supp. Rec.821. There are such inventoried natural landscape features at the edges of Urban Reserves 6A (South Hillsboro, Tualatin River), 6C (Roy Rogers West, Tualatin River), 6D (Beef Bend, Tualatin River), 7C (Cornelius East, Dairy Creek), 7D (Cornelius South, Tualatin River), 7E (Forest Grove South, Tualatin River and Lower Gales Creek) and 8A (Hillsboro North, McKay Creek); Metro Supp. Rec.821. These features serve as edges to limit the long-term extent of urbanization and reduce conflicts with rural uses [factor (3)(f)] .

Urban Reserves 1F, 8A and 8B (new Area D) lessen the separation [factor (3)(g)] between the Metro urban area and the cities of Sandy and North Plains, respectively. But significant separation remains (Sandy: approximately 9,000 feet; North Plains: approximately 2,000 feet). Metro Supp. Rec.803; WashCo Rec. 2987. Finally, because private farms and woodlots comprise most of these Foundation Lands, they do not provide easy access to recreational opportunities as compared to Important and Conflicted Lands.

As indicated above and in county findings in sections VI through VIII, these 15 urban reserves on Foundation Agricultural Land rate highly for urban reserves and rural reserves. In order to achieve a balance among the objectives of reserves, Metro chose these lands as urban reserves rather than rural reserves. The characteristics described above make them the best lands for industrial use and for compact, mixed-use, pedestrian-friendly and transit-supportive communities. Designation of these areas as urban reserve will have little adverse impact on inventoried natural landscape features. Notwithstanding the loss of these lands over time, urbanization of these lands will leave the agricultural and forest industries vital and viable in the region.

The record of this two and one-half-year effort shows that not every partner agreed with all urban reserves in each county. But each partner agrees that this adopted system of urban and rural reserves, in its entirety, achieves the region's long-range goals and a balance among the

objectives of reserves: to accommodate growth in population and employment in sustainable and prosperous communities and neighborhoods, to preserve the vitality of the farms and forests of the region, and to protect defining natural landscape features. The partners are confident that this system of reserves will allow the continuation of vibrant and mutually-reinforcing farm, forest and urban economies for the next 50 years. And the partners agree this system is the best system the region could reach by mutual agreement.

III. OVERALL PROCESS OF ANALYSIS AND PUBLIC INVOLVEMENT

A. Analysis and Decision-Making

The three counties and Metro began reserves work as soon as LCDC adopted the new rules on reserves (OAR Division 27). The four governments formed committees and began public involvement to raise awareness about reserves and help people learn how to engage in the process. Each of the four governments selected one of its elected officials to serve on the “Core 4”, established to guide the designation process and formulate recommendations to the county boards and the Metro Council. The four governments also established a “Reserves Steering Committee” (RSC) to advise the Core 4 on reserves designation. The RSC represented interests across the region - from business, agriculture, social conservation advocacy, cities, service districts and state agencies (52 members and alternates).

The four governments established an overall Project Management Team (PMT) composed of planners and other professions from their planning departments. Each county established an advisory committee to provide guidance and advice to its county board, staffed by the county’s planning department.

As part of technical analysis, staff gathered providers of water, sewer, transportation, education and other urban services to consider viability of future service provision to lands within the study area. The parks and open space staff at Metro provided guidance on how best to consider natural features using data that had been deeply researched, broadly vetted and tested for social and political acceptance among Willamette Valley stakeholders (Oregon Wildlife Conservation Strategy, Pacific Northwest Research Consortium, Willamette Valley Futures, The Nature Conservancy’s Ecoregional Assessment). Business leaders, farm bureaus and other representative groups were consulted on an ongoing basis.

The first major task of the Core 4 was to recommend a reserves study area to the county boards and the Metro Council. With advice from the RSC, the county advisory committees and public comment gathered open houses across the region, the Core 4 recommended for further analysis some 400,000 acres around the existing urban area, extending generally five miles from the UGB. The four governments endorsed the study area in the fall of 2008. Then the task of applying the urban and rural reserve factors to specific areas began in earnest.

The county advisory committees reviewed information presented by the staff and advised the staff and county boards on how each “candidate area” rated under each reserves factor. The county staffs brought this work to the RSC for discussion. After a year’s worth of work at regular meetings, the RSC made its recommendations to the Core 4 in October, 2009.

Later in the fall, each elected body held hearings to hear directly from their constituents on proposed urban and rural reserves. Public involvement included six open houses, three Metro Council hearings around the region and a virtual open house on the Metro web site, all providing the same maps, materials and survey questions.

Following this public involvement, the Core 4 submitted its final recommendations to the four governments on February 8, 2010. The recommendation included a map of proposed urban and rural reserves, showing reserves upon which there was full agreement (the large majority of proposed reserves) and reserves upon which disagreements were not resolved. The Core 4 proposed that these differences be settled in bilateral discussions between each county and Metro, the parties to the intergovernmental agreements (IGAs) required by ORS 195.141. Over the next two weeks, the Metro Council reached agreement on reserves with each county. By February 25, 2010, Metro had signed an IGA with Clackamas, Multnomah and Washington counties. Metro Rec.302; 312; 404.

The IGAs required each government to amend its plan to designate urban (Metro) or rural (counties) reserves and protect them for their intended purposes with plan policies. The IGAs also set times for final public hearings on the IGA recommendations and adoption of ordinances with these plan policies in May and June. The four governments understood that the IGAs and map of urban and rural reserves were not final decisions and, therefore, provided for final adjustments to the map to respond to public comment at the hearings. By June 15, 2010, the four governments had adopted their reserves ordinances, including minor revisions to the reserves map.

B. Public Involvement

From its inception, the reserves designation process was designed to provide stakeholders and the public with a variety of ways to help shape the process and the final outcome. Most significantly, the decision process required 22 elected officials representing two levels of government and 400,000 acres of territory to craft maps and agreements that a majority of them could support. These commissioners and councilors represent constituents who hold a broad range of philosophical perspectives and physical ties to the land. Thus, the structure of the reserves decision process provided motivation for officials to seek a final compromise that met a wide array of public interests.

In the last phase of the reserve process – adoption of ordinances that designate urban and rural reserves – each government followed its established procedure for adoption of ordinances: notice to citizens; public hearings before its planning commission (in Metro’s case, recommendations from the Metro Planning Advisory Committee) and public hearings before its governing body. But in the more-than-two years leading to this final phase, there were additional advisory bodies established.

The RSC began its work in early 2008. RSC members were expected to represent social and economic interests to the committee and officials and to serve as conduits of communication back to their respective communities. In addition, RSC meetings were open to the public and provided an additional avenue for citizens to voice their concerns—either by asking that a

steering committee member represent their concern to the committee or by making use of the public testimony period at the beginning of each meeting.

Once the three county advisory committees got underway, they, like the RSC, invited citizens were to bring concerns to committee members or make statements at the beginning of each meeting.

Fulfilling the requirements of DLCD's administrative rules on reserves and the reserves work program, the three counties and Metro developed a Coordinated Public Involvement Plan in early 2008 that provided guidance on the types of public involvement activities, messages and communications methods that would be used for each phase of the reserves program. The plan incorporated the requirements of Oregon law and administrative rules governing citizen involvement and reflects comments and feedback received from the Metro Council, Core 4 members, each jurisdiction's citizen involvement committee, other county-level advisory committees and the RSC. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) reviewed and endorsed the Public Involvement Plan.

The four governments formed a public involvement team, composed of public involvement staff from each county and Metro, to implement the Public Involvement Plan. The team cooperated in all regional efforts: 20 open houses, two "virtual open houses" on the Metro web site, additional online surveys, presentations, printed materials and analysis and summaries of comments. The team members also undertook separate county and Metro-specific public engagement activities and shared methodologies, materials and results.

Elected officials made presentations to community planning organizations, hamlets, villages, city councils, advocacy organizations, civic groups, chambers of commerce, conferences, watershed councils, public affairs forums, art and architecture forums, and many other venues. Staff and elected officials appeared on television, on radio news broadcasts and talk shows, cable video broadcasts and was covered in countless news articles in metro outlets, gaining publicity that encouraged public engagement. Booths at farmers' markets and other public events, counter displays at retail outlets in rural areas, library displays and articles in organization newsletters further publicized the opportunities for comment. Materials were translated into Spanish and distributed throughout all three counties. Advocacy organizations rallied supporters to engage in letter email campaigns and to attend public meetings. Throughout the reserves planning process the web sites of each county and Metro provided information and avenues for feedback. While there have been formal public comment periods at key points in the decision process, the reserves project team invited the public to provide comment freely throughout the process. In all, the four governments made extraordinary efforts to engage citizens of the region in the process of designating urban and rural reserves. The public involvement plan provided the public with more than 180 discrete opportunities to inform decision makers of their views urban and rural reserves. A fuller account of the public involvement process the activities associated with each stage may be found at Staff Report, June 9, 2010, Metro Rec. 123-155; Metro Supp. Rec.47.

Following remand of Urban Reserves 7B and 7I in Washington County by LCDC on October 29, 2010, Metro and Washington County signed a supplemental IGA to re-designate urban and rural reserves in the county. Metro Supp. Rec. 285. Each local government held public hearings prior to adoption of the supplemental IGA and prior to adoption of their respective ordinances amending their maps of urban and rural reserves. Metro Supp. Rec. 328; 604.

IV. AMOUNT OF URBAN RESERVES

A. Forecast

Metro developed a 50-year “range” forecast for population and employment that was coordinated with the 20-year forecast done for Metro’s UGB capacity analysis, completed in December, 2009. The forecast is based on national economic and demographic information and is adjusted to account for regional growth factors. The partner governments used the upper and lower ends of the 50-year range forecast as one parameter for the amount of land needed to accommodate households and employment. Instead of aiming to accommodate a particular number of households or jobs within that range, the partners selected urban reserves from approximately 400,000 acres studied that best achieve the purposes established by the Land Conservation and Development Commission (set forth in OAR 660-027-0005(2)) and the objectives of the partner governments.

B. Demand and Capacity

Estimating land demand over the next 50 years is difficult as a practical matter and involves much uncertainty. The Land Conservation and Development Commission (LCDC) recognizes the challenge of estimating long-term need even for the 20-year UGB planning period. In the section of OAR Division 24 (Urban Growth Boundaries) on “Land Need”, the Commission says:

“The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.”

OAR 660-024-0040(1). The uncertainties loom much larger for a 40 to 50-year estimate. Nonetheless, Metro’s estimate of need for a supply of urban reserves sufficient to accommodate housing and employment to the year 2060 is soundly based in fact, experience and reasonable assumptions about long-range trends.

The urban reserves estimate begins with Metro’s UGB estimate of need for the next 20 years in its *Urban Growth Report 2009-2030*, January, 2010 (adopted December 17, 2009). Metro Rec. 646-648; 715. Metro relied upon the assumptions and trends underlying the 20-year estimate and modified them where appropriate for the longer-term reserves estimate, and reached the determinations described below.

The 50-year forecast makes the same assumption on the number of households and jobs needed to accommodate the population and employment coming to the UGB from the seven-county metropolitan statistical area (MSA) as in the *Urban Growth Report*: approximately 62 percent of the MSA residential growth and 70 percent of the MSA employment growth will come to the

metro area UGB. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C, Metro Rec. 599; Appendix 3E-D, Metro Rec. 606-607.*

Metro estimates the demand for new dwelling units within the UGB over the next 50 years to be between 485,000 and 532,000 units. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C, Metro Rec. 599.* Metro estimates between 624,300 and 834,100 jobs will locate within the UGB by 2060. *COO Recommendation, Urban Rural Reserves, Appendix 3E-D, Table D-3, Metro Rec. 607. Staff Report, June 9, 2010, Metro Rec. 121-122.*

The region will focus its public investments over the next 50 years in communities inside the existing UGB and, as a result, land within the UGB would develop close to the maximum levels allowed by existing local comprehensive plan and zone designations. This investment strategy is expected to accommodate 70 to 85 percent of growth forecasted over that period. No increase in zoned capacity within the UGB was assumed because, at the time of adoption of reserves ordinances by the four governments, the Metro Council will not have completed its decision-making about actions to increase the capacity of the existing UGB as part of Metro's 2009 capacity analysis. For those areas added to the UGB between 2002 and 2005 for which comprehensive planning and zoning is not yet complete, Metro assumed the areas would accommodate all the housing and employment anticipated in the ordinances that added the areas to the UGB over the reserves planning period. Fifty years of enhanced and focused investment to accommodate growth will influence the market to use zoned capacity more fully.

Consistent with residential capacity analysis in the *Urban Growth Report*, vacant land in the existing UGB can accommodate 166,600 dwelling units under current zoning over the next 50 years. Infill and re-development over this period, with enhanced levels of investment, will accommodate another 212,600 units. This would leave approximately 152,400 dwelling units to be accommodated on urban reserves through 2060. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C, pp. 5-6, Metro Rec. 602-603.*

Based upon the employment capacity analysis in the *Urban Growth Report*, the existing UGB has sufficient capacity – on vacant land and through re-development over the 50-year reserves period – for overall employment growth in the reserves period. However, this supply of land does not account for the preference of some industrial employers for larger parcels. To accommodate this preference, the analysis of the supply of larger parcels was extrapolated from the *Urban Growth Report*. This leads to the conclusion that urban reserves should include approximately 3,000 acres of net buildable land that is suitable for larger-parcel industrial users. *COO Recommendation, Urban Rural Reserves, Appendix 3E-D, Metro Rec. 609-610; Staff Report, June 9, 2010, Metro Rec. 122.*

Metro assumed residential development in urban reserves, when they are added to the UGB over time, would develop at higher densities than has been the experience in the past, for several reasons. First, the region is committed to ensuring new development at the edges of the region contributes to the emergence of “great communities”, either new communities or as additions to existing communities inside the UGB. Second, because many urban reserves are “greenfields”, they can be developed more efficiently than re-developing areas already inside the UGB. Third, demographic trends, noted in the *Urban Growth Report* that is the starting point for Metro's

2010 capacity analysis, indicate increasing demand for smaller housing units. This reasoning leads to the assumption that residential development will occur in reserves, when added to the UGB, at 15 units per net buildable acre overall, recognizing that some areas (centers, for example) would settle at densities higher than 15 units/acre and others (with steep slopes, for example) would settle at densities lower than 15 units/acre. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C, pp. 6-7*; Staff Report, June 9, 2010, Metro Rec. 121-122.

Metro also assumed greater efficiencies in use of employment lands over the next 50 years. The emerging shift of industrial activity from production to research and development will continue, meaning more industrial jobs will be accommodated in high- floor-to-area-ratio (FAR) offices rather than low-FAR general industrial space. This will reduce the need for general industrial and warehouse building types by 10 percent, and increase the need for office space. Office space, however, will be used more efficiently between 2030 and 2060, reducing that need by five percent. Finally, the analysis assumes a 20-percent increase in FARs for new development in centers and corridors, but no such increase in FARs in industrial areas. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C*, Metro Rec. 603-604; Staff Report, June 9, 2010, Metro Rec.121-122.

These assumptions lead to the conclusion that 28,256 acres of urban reserves are needed to accommodate 371,860 people and employment land targets over the 50-year reserves planning period to 2060. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C*, Metro Rec. 601-603; *Appendix 3E-D*, Metro Rec.607-610; Staff Report, June 9, 2010, Metro Rec.121-122. The nine state agencies that served on the Reserves Steering Committee said the following about the amount of urban land the region will need over the long-term:

“The state agencies support the amount of urban reserves recommended by the Metro COO. That recommendation is for a range of between 15,000 and 29,000 acres. We believe that Metro and the counties can develop findings that, with this amount of land, the region can accommodate estimated urban population and employment growth for at least 40 years, and that the amount includes sufficient development capacity to support a healthy economy and to provide a range of needed housing types.” *Letter to Metro Regional Steering Committee, October 14, 2009*, Metro Rec. 1373.

Based upon the assumptions described above about efficient use of land, the four governments believe the region can accommodate 50 years worth of growth, not just 40 years of growth.

V. SUPPLEMENTAL FINDINGS REGARDING 50-YEAR SUPPLY OF URBAN RESERVES AND REGIONWIDE BALANCE

The findings in this Section V supplement the findings adopted by the Metro Council in support of the original 2011 approval of urban and rural reserves via Metro Ordinance 11-1255. To the extent any of the findings in this section are inconsistent with other findings in this document that were previously adopted in 2011, the findings in this Section V shall govern. These findings address issues related to the regionwide supply of urban reserves and the overall balance of reserves in light of the Oregon Legislature’s enactment of House Bill 4078, which had the effect of reducing urban reserve acreage in Washington County by approximately 3,210 acres.

On April 21, 2011, Metro enacted Ordinance 11-1255 adopting the urban and rural reserve designations agreed upon by Metro and the three counties, and submitted that ordinance and accompanying findings to LCDC for acknowledgement. On August 19, 2011, LCDC voted to approve and acknowledge the reserve designations made by Metro and the counties, and LCDC issued Acknowledgment Order 12-ACK-001819 on August 14, 2012. Twenty-two parties filed appeals of the LCDC Order, and on February 20, 2014 the Oregon Court of Appeals issued its opinion in the *Barkers Five* case, affirming LCDC's decision regarding the majority of the 26 assignments of error raised by the opponents, and remanding the LCDC Order on three substantive issues.

First, the court concluded that LCDC incorrectly approved Washington County's application of the rural reserve factors pertaining to agricultural land, because the county relied on factors that were different from those required by statute for determining whether lands should be designated as rural reserve. The court held that the county's error required remand of all urban and rural reserves in Washington County for reconsideration.

Second, the court held that LCDC incorrectly concluded that Multnomah County had adequately considered the rural reserve factors pertaining to Area 9D. The court found that the county's findings were not sufficient to explain why its consideration of the applicable factors resulted in a designation of rural reserve for *all* of Area 9D, given the fact that property owners in that area had identified dissimilarities between their land and other land in the same study area.

Finally, the court held that LCDC did not correctly review Metro's urban reserve designation of the Stafford area for substantial evidence. The court concluded that Metro failed to adequately respond to evidence cited by opponents from Metro's 2035 Regional Transportation Plan (RTP) indicating that traffic in the Stafford area was projected to exceed the capacity of certain roads by 2035.

Immediately after the Court of Appeals issued its opinion, work began on legislation designed to resolve issues regarding the remand of urban and rural reserves in Washington County. On March 7, 2014 the Oregon Legislature passed House Bill 4078, which legislatively approved Metro's 2011 UGB expansion, enacted revisions to the reserves map in Washington County, and added an additional 1,178 acres of urban reserves to the UGB.

As described in Section IV of these findings, when Metro and the three counties adopted their maps of reserve areas, they agreed on a total of 28,256 acres of urban reserves, which reflected Metro's estimate of the acreage that would be required to provide a 50-year supply of urbanizable land as contemplated under ORS 195.145(4). The specific forecast described above in Section IV (which is based on the September 15, 2009 Metro COO Recommendation) is for a range of between 484,800 and 531,600 new dwelling units over the 50-year period ending in 2060. Metro relied on the high point of that forecast range in estimating that the region would need a supply of urban reserves sufficient to provide for approximately 152,400 new dwelling units outside of the existing UGB through 2060.

After LCDC voted to approve Metro's findings and acknowledge the designation of 28,256 acres of urban reserves in August of 2011, Metro relied on those designations to expand the UGB onto

1,986 acres of urban reserves in Washington County. However, that expansion was called into question by the Court of Appeals decision in *Barkers Five*, which reversed and remanded all of the urban and rural reserve designations in Washington County. The compromise reflected in House Bill 4078 included legislative approval and acknowledgement of the 1,986 acres of 2011 UGB expansions in order to provide certainty to the relevant cities regarding their ability to urbanize those expansion areas.

In addition to acknowledging the UGB expansion areas already approved by Metro, House Bill 4078 added another 1,178 acres of urban reserves to the UGB in Washington County, converted 2,449 acres of urban reserves to rural and undesignated, and converted 417 acres of rural reserves to urban reserves. These legislative adjustments resulted in a net reduction of 3,210 acres of urban reserves below the amount that existed after Metro's UGB expansion decision in 2011. The legislative revisions, together with the 1,986 acres of urban reserves that Metro brought into the UGB, result in a new total of 23,060 acres of urban reserves in the region, which is 5,196 fewer acres than originally adopted by Metro and the counties.

The legislature's removal of 3,210 acres of urban reserves via HB 4078 potentially implicates two elements of state law governing reserves. First, ORS 195.145(4) requires the designation of a sufficient amount of urban reserve areas to provide the Metro region with a 40 to 50 year supply of urbanizable land. Second, OAR 660-027-0040(10) requires Metro and the counties to adopt findings explaining why the reserve designations achieve the objective stated in OAR 660-027-0005(2) of a balance in urban and rural reserves that "best achieves" livable communities, viability and vitality of farm and forest industries, and protection of important natural landscape features.

However, as described below, the enactment of HB 4078 resulted in the legislative acknowledgement of the new amount of urban reserves and the new balance of urban and rural reserves as being in compliance with all aspects of state law. Therefore, the Metro Council concludes that in the absence of any changes to the existing mapped acreage of urban and rural reserves in Clackamas County and Multnomah County, the existing supply and balance of reserves meet all applicable state requirements and there is no need for Metro to revisit the standards related to the 50-year supply or "best achieves" requirements as part of these findings. In the *Barkers Five* opinion, the Court of Appeals remanded the designation of all urban and rural reserves in Washington County for reconsideration. As a result of this wholesale remand of the entire Washington County reserves package, the court also noted that "any new joint designation" of reserves by the county and Metro on remand would also require new findings addressing the "best achieves" standard in OAR 660-027-0005(2). *Barkers Five* at 333.

Thus, the court's opinion provides that the best achieves standard would only be triggered in the event there are any *new* designations of reserve areas on remand that are different from what was approved in the original decision. That is because the stated purpose of the best achieves standard is to ensure that the overall "balance in the designation of urban and rural reserves" across the entire region "best achieves" liveable communities, vitality of farm and forest uses, and protection of natural features that define the region. Thus, any changes in the "balance" of those designations by Metro and the counties on remand would require a reassessment of

whether and how those objectives are still met. But, in the absence of any changes to the reserve maps, no further assessment would be required.

This aspect of the Court of Appeals decision was overridden with respect to Washington County by the enactment of HB 4078, which legislatively established a new map of the locations of the UGB and urban and rural reserves in Washington County. This legislative action negated the court's directive requiring remand to Metro and Washington County for reconsideration of the reserve designations. The enactment of HB 4078 also negates any need to reconsider or apply the best achieves standard, which is an administrative rule requirement that was necessarily preempted by the legislature as part of its decision to redesignate substantial portions of the Washington County reserve areas. As long as the remand proceedings regarding Clackamas County and Multnomah County do not result in changes to the reserves maps in those counties, there is no need to reconsider the best achieves standard to account for the HB 4078 revisions.

The Oregon legislature is presumed to be aware of existing law when it enacts new legislation. *Blanchana, LLC v. Bureau of Labor and Industries*, 354 Or 676, 691 (2014); *State v. Stark*, 354 Or 1, 10 (2013). This presumption also applies to administrative rules adopted by LCDC. *Beaver State Sand & Gravel v. Douglas County*, 187 Or App 241, 249-50 (2003). When the legislature adopted revisions to the Washington County reserves map as part of HB 4078, it is presumed to have been aware of LCDC's administrative rule requiring that there be a balance in reserve designations that "best achieves" the stated goals. The adoption of HB 4078 created a statutory requirement regarding the location of reserves in Washington County that takes precedence over LCDC's "best achieves" rule and does not require subsequent action by LCDC, Metro or the counties to explain why the statute satisfies an administrative rule requirement, because statutes necessarily control over administrative rules.

The express terms of HB 4078 also indicate a legislative intent to preempt existing land use law. Each section of HB 4078 that establishes new locations for reserve areas or the UGB begins with the phrase "*For purposes of land use planning in Oregon, the Legislative Assembly designates the land in Washington County...*" HB 4078, Sec 3(1), (2), (3) (2014). The legislature was aware that its actions in redrawing the UGB and reserve maps had the effect of acknowledging the new maps as being in compliance with state law, and thereby preempting other land use planning rules (including for example LCDC's Goal 14 rules regarding UGB expansions). The legislature included this language to clearly state that its action in adopting the new maps constituted acknowledgment of compliance with state law, and that it need not demonstrate compliance with other existing land use statutes, goals or rules, including the "best achieves" standard and the statutory requirement to provide a 40 to 50 year supply of urban reserves. For these reasons, so long as there are no revisions on remand to the reserve maps in Clackamas County or Multnomah County, the HB 4078 revisions to the reserve designations in Washington County do not create a need to reconsider compliance with the "best achieves" standard or the sufficiency of the supply of urban reserves.

VI. IMPLEMENTING URBAN RESERVES

To ensure that urban reserves ultimately urbanize in a manner consistent with the Regional Framework Plan, Ordinance No. 10-1238A amended Title 11 (Planning for New Urban Areas)

(Exhibit D) of Metro’s Urban Growth Management Functional Plan to require planning of areas of urban reserve prior to inclusion into the UGB. Title 11 now requires a “concept plan” for an urban reserve area prior to UGB expansion. A concept plan must show how development would achieve specified outcomes. The outcomes derive from the urban reserve factors in OAR 660-027-0050, themselves based in part on the characteristics of “great communities” identified by local governments of the region as part of Metro’s “Making the Greatest Place” initiative. Title 11 sets forth the elements of a concept plan, including:

- the general locations of types of uses
- the general locations of the urban services (including transportation systems) needed to support the uses
- estimates of the cost of the services to determine the feasibility of urbanization and to allow comparisons of urban reserves
- the locations of natural resources that will be subject to Title 3 and 13 of the UGMFP
- agreement among local governments and other service providers on provision of services to the area
- agreement among the local governments on annexation of the area to a city or cities and responsibility for planning and zoning.

Title 11 continues to limit development in areas added to the UGB to protect the opportunity for efficient urbanization during the time needed to adopt new local government plan provisions and land use regulations. Title 11, together with the comprehensive plans of the receiving local governments and Metro’s Regional Framework Plan (including the 2035 Regional Transportation Plan), will ensure land use and transportation policies and designations will allow mixed-use and pedestrian, bicycle and transit-supportive development once urban reserve areas are added to the UGB. Staff Report, June 9, 2010, Metro Rec.8-13.

VII. REASONS FOR URBAN AND RURAL RESERVES IN CLACKAMAS COUNTY

A. Introduction

Brief Outline of Clackamas County Process.

Working in conjunction with Metro Staff, and staff from the other two Metro counties, Clackamas County staff initially identified a study area large enough to provide choices for urban reserves, along with areas threatened by urbanization for consideration as rural reserves. (ClackCo Rec. 26) The initial study area was over 400,000 acres. (ClackCo Rec. 251-256.)

The county then convened a Policy Advisory Committee (PAC) made up of 21 members representing cities, citizen organizations and other stakeholders. Clackamas County Record 18-20. The PAC met 22 times over a year and a half before forwarding its recommendations to the Board of County Commissioners. The record of materials before the PAC included close to a thousand pages of information addressing each of the reserves factors. (ClackCo Rec. 1 to 995). At its second meeting, the PAC was informed that the standards in OAR Division 27 were to be applied as factors, rather than as individual criteria. (ClackCo Rec. 27.)

The PAC adopted an initial screen of rural reserve areas in January, 2009.(ClackCo Rec. 354 to 356.) In May and June of 2009, the PAC and staff further evaluated the rural reserve candidate areas and forwarded a more detailed recommendation to the BCC. (ClackCo Rec. 529-676).

The PAC began its more detailed evaluation of Urban Reserves through the summer of 2009, specifically evaluating each urban reserve candidate area considering each of the urban reserve factors. (ClackCo Rec. 677 to 851).

In the summer of 2009, the Clackamas County Planning Commission held three meetings to discuss and make recommendations on both Urban and Rural Reserves. (ClackCo Rec. 1835 to 1960).

The PAC and Planning Commission recommendations were forwarded to the Board of County Commissioners in September, 2009. The board evaluated all of the potential reserves areas, and forwarded its own recommendation to Metro’s Reserves Steering Committee (RSC). (ClackCo Rec. 1589-1729).

Between September 2009 and February, 2010, the recommendations were refined and discussed both regionally and within the county. (ClackCo Rec.1729 -1807). See timeline of “milestones” at Clackamas County Record 1807. On February 25, the county authorized its chair to sign an Intergovernmental Agreement with Metro agreeing to specific reserves designations in Clackamas County. (ClackCo Rec. 1817-1833) (“Reserves IGA”).

After the Reserves IGA was signed, the county and Metro further refined the reserves map, ultimately adopting the reserves designations that were submitted to DLCD in June.

B. Clackamas County: Urban Reserves

The factors for designation of urban reserves are set forth at OAR 660-027-0050:

Urban Reserve Factors: When identifying and selecting lands for designation as urban reserves under this division, Metro shall base its decision on consideration of whether land proposed for designation as urban reserves, alone or in conjunction with land inside the UGB:

(1) Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;

(2) Includes sufficient development capacity to support a healthy economy;

(3) Can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers;

(4) Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers;

(5) Can be designed to preserve and enhance natural ecological systems;

(6) Includes sufficient land suitable for a range of needed housing types;

(7) Can be developed in a way that preserves important natural landscape features included in urban reserves; and

(8) Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves.

It is important to note that the reserves factors are not criteria to be met individually. Rather, the factors are considerations to be weighed and balanced in light of the overall purpose of the reserves decision, and the regional context. There are a number of areas which might be designated as either urban reserve or rural reserves, and the designations are interdependent, in the sense that land designated as a rural reserve is no longer among the options available for rural reserves.

Urban Reserves 1D and 1F: Boring

General Description: This Urban Reserve comprises approximately 4,200 acres, bordered by the cities of Gresham on the north and Damascus on the west. The eastern-most boundary of this Urban Reserve is located approximately two miles from the City of Sandy's Urban Reserve. The community of Boring, which is identified as a Rural Community in the County Comprehensive Plan, is located in the southern part of this area, and its boundary is the southern edge of this Urban Reserve. Highway 26 forms the northern boundary of this Urban Reserve.

Development in this area is focused in the community of Boring, which has several commercial and employment uses and a small residential community. There is also an area of non-conforming commercial uses located at the eastern edge of this Urban Reserve, along the north side of St. Hwy. 212. Rural residential homesites mixed with smaller farms characterize the area west of 282nd Avenue. The area east of 282nd Ave., north of Boring, has several larger, flat parcels that are being farmed.

There are two significant buttes located in the northwest part of this Urban Reserve. These buttes have been identified as important natural landscape features in Metro's February 2007 "Natural Landscape Features Inventory". These buttes are wooded. Existing rural homesites are scattered on the slopes. There is minimal development potential on these buttes.

The area west of SE 282nd Ave., outside Boring, is identified as Conflicted Agricultural Land. The area east of SE 282nd Ave, (Area1F) is identified as Foundation Agricultural Land. This is the only Foundation Agricultural Land in Clackamas County included in an Urban Reserve.

Conclusions and Analysis: Designation of the Boring Area as an Urban Reserve is consistent with OAR 660-027. The Boring Urban Reserve provides one of Clackamas County's few identified employment land opportunities. The larger, flat parcels in Area 1F are suitable as employment land. This area is served by St. Hwy. 26 and St. Hwy 212, transportation facilities that have been identified by ODOT as having additional capacity. Development of this area for

employment uses also would be a logical complement to the Springwater employment area in Gresham.

Portions of this Urban Reserve also satisfy some of the factors for designation as a Rural Reserve. Area 1F is comprised of Foundation Agricultural Land. Two buttes located in the northwest corner of this Urban Reserve are included in Metro's February 2007 "Natural Landscape Features Inventory". The City of Sandy has requested a Rural Reserve designation for Area 1F, to maintain separation between the Portland Metro Urban Growth Boundary and the City's urban area.

On balance, designation as an Urban Reserve is the appropriate choice. As explained below, designation as an Urban Reserve meets the factors for designation provided in OAR 660-027-0050. Area 1F is the only Urban Reserve in Clackamas County containing Foundation Agricultural Land. While this area does contain commercial farms, it also is impacted by a group of non-conforming commercial uses located near the intersection of the two state highways. The area west of SE 282nd is identified as Conflicted Agricultural Land. The two state highways and the rural community of Boring provide logical boundaries for this area.

The Boring Urban Reserve and the Urban Reserve that includes the Borland Area (Area 4C) are the only areas containing a significant amount of larger, flatter parcels suitable for employment uses. The Principles for concept planning recognize the need to provide jobs in this part of the region, and also recognize that the Boring Urban Reserve is identified principally to meet this need. There are no other areas with land of similar character in the eastern part of the region. Designation of Areas 1D and 1F as an Urban Reserve is necessary to provide the opportunity for development of employment capacity in this part of the region. These facts justify including this small area of Foundation Farmland in the Urban Reserve, in accord with OAR 660-027-0040(11).

The two buttes have little or no potential for development. While they could be designated as a Rural Reserve, such a designation would leave a small Rural Reserve located between the existing Urban Growth Boundary and the remainder of the Boring Urban Reserve. The buttes can be protected by the city which will govern this area when it is added to the Urban Growth Boundary. The Principles also recognize the need to account for these important natural landscape features during development of concept plans for this area.

The City of Sandy has objected to the designation of Area 1F as an Urban Reserve. ClackCo Rec.3286-3288. The City points to a 1998 Intergovernmental Agreement among Metro, Sandy, Clackamas County and, the Oregon Department of Transportation.⁹ Among other things this IGA states a purpose to "designate areas of rural land to separate and buffer Metro's Urban Growth Boundary and Urban Reserve areas from the City's Urban Growth Boundary and Urban Reserve areas. The IGA also recognizes the desire to protect a view corridor along Hwy 26. The parties are negotiating an update to this agreement.

The Principles require concept planning for the Boring Urban Reserve to "recognize the need to provide and protect a view corridor considering, among other things, landscaping, signage and

⁹ The agreement was never signed by the Oregon Department of Transportation.

building orientation....” The two miles between the Boring Urban Reserve and the City of Sandy’s Urban Reserve area is being designated as a Rural Reserve, assuring separation of these two urban areas.

Designation of the Boring Urban Reserve is consistent with the factors for designation provided in OAR 660-027-0050.

- 1) The Boring Urban Reserve can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. Metro’s Urban Study Area Analysis (Map A) demonstrates the relatively large amount of land suitable for development in this urban Reserve, particularly in Area 1F and the eastern half of Area 1D. The existing community of Boring also provides a focal point for commercial and residential development in this Urban Reserve. The buttes in the northwestern corner of this area, adjacent to Damascus and Gresham, have very little potential for additional urban-level development, but most of the rest of this Urban Reserve, comprised of larger lots with moderate or flat terrain, can be developed at urban densities.
- 2) The Boring Urban Reserve includes sufficient development capacity to support a healthy economy. This is one of the few areas in Clackamas County, adjacent to the Urban Growth Boundary, with access to a state highway, and possessing larger parcels and flat terrain conducive to development of employment uses. The area also is proximate to the Springwater employment area in Gresham. The existing community of Boring provides the opportunity for redevelopment providing the commercial uses supportive of a complete community.
- 3) The Boring Urban Reserve can be efficiently and cost-effectively provided with public facilities necessary to support urban development. While substantial investment will be necessary to provide facilities, compared to other areas in the region, the Boring Urban Reserve Area has a high or medium suitability rating (see Sewer Serviceability Ratings Map and Water Serviceability Map). ODOT has indicated that this area is “moderately suitable” for urbanization, which is one of the higher ratings received in the region. While the buttes and steeper terrain on the west will be difficult to develop with a road network, the rest of the Urban Reserve is relatively flat and unencumbered.
- 4) Most of the Boring Urban Reserve can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers. The buttes and associated steep slopes would be difficult to develop. The rest of the Urban Reserve has few limitations to development of multi-modal, urban neighborhoods.
- 5) The Boring Urban Reserve can be planned so that natural ecological systems and important natural landscape features can be preserved and enhanced. The buttes and associated steep terrain are the most significant features in this Urban Reserve. Parcelization and existing development, in addition to the physical characteristics of these areas make development potential extremely limited. The Principles note the need to recognize these important natural landscape features when a concept plans are developed.

- 6) The Boring Urban Reserve includes sufficient land suitable to provide for a range of housing types. This Urban Reserve has more land suitable for development than other Urban Reserves in Clackamas County. There is an existing community that will provide a focal point for the eventual urbanization of the Boring Urban Reserve.
- 7) Concept planning for the Boring Urban Reserve can be designed to avoid or minimize adverse effects on important farm and forest practices and on important natural landscape features on nearby land. The area along the western half of this Urban Reserve is identified as Conflicted Agricultural Land and is adjacent to the cities of Gresham and Damascus. The northern boundary is clearly delineated by Hwy 26. Most of the southern boundary is formed by the existing developed community of Boring. Hwy 212 provides a clear demarcation from the rest of the area south of this Urban Reserve. The size of this area also will allow planning to design the urban form to minimize effects on the agricultural areas to the north and east.

Urban Reserve 2A: Damascus South

General Description: The Damascus South Urban Reserve is approximately 1,240 acres. This Urban Reserve is adjacent to the southern boundary of the City of Damascus. Approximately 500 acres is located within the City of Damascus, although outside the Urban Growth Boundary. The southern and western boundaries of the Urban Reserve are clearly demarked by the steep terrain characterizing the Clackamas Bluffs, which are identified as an important natural landscape feature in Metro's February 2007 "Natural Landscape Features Inventory." The eastern boundary of the Urban Reserve is established by the Deep Creek Canyon, which also is identified as an important natural landscape feature.

This urban reserve is comprised of moderately rolling terrain, with a mix of farms and scattered rural residential uses on smaller parcels. There are several larger ownerships located east of SE 282nd Avenue. The entire area is identified as Conflicted Agricultural Land.

Analysis and Conclusions: Designation of the Damascus South Urban Reserve area is a logical extension of the City of Damascus, providing additional opportunity for housing and employment uses. Portions of this area are already located in the City of Damascus. Additional areas were identified as important developable urban land in the Damascus Concept Plan. The boundaries of the Damascus South Urban Reserve are formed by important natural landscape features.

This area was considered for designation as a Rural Reserve, but does not satisfy the factors stated in OAR 660-027-0060. The entire area is designated as Conflicted Agricultural Land. Some of the land is located within the City of Damascus. The southern boundary of the Urban Reserve is established to exclude the Clackamas Bluffs, which are identified in Metro's February 2007 "Natural Landscape Features Inventory". The eastern boundary excludes the Noyer and Deep Creek canyons, which also were included in this inventory.

As explained in the following paragraphs, designation as an Urban Reserve is consistent with the factors for designation set forth in OAR 660-027-0050.

OAR 660-027-0050

- 1) The Damascus South Urban Reserve can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. A large part of this area already is located within the City of Damascus. Parts of the Urban Reserve were planned for urban development in the Damascus Concept Plan. While there are several older subdivisions scattered throughout the area that may be difficult to redevelop, most of this area is comprised of larger parcels suitable for development at urban densities, with mixed use and employment uses. The terrain for most of the area is gently rolling, and there are no floodplains, steep slopes, or landslide topography that would limit development potential.
- 2) There is sufficient development capacity to assist in supporting a healthy economy. The eastern part of this area, in particular, is characterized by larger parcels, with few development limitations, that are suitable for development of employment uses.
- 3) The Damascus South Urban Reserve can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers. There have been no comments from local school districts indicating any specific concerns regarding provision of schools to this area, although funding for schools is an issue throughout the region. Technical assessments rate this area as having “high suitability” for the provision of sewer. Addition of the eastern part of this Urban Reserve will facilitate the provision of sewer to the existing urban area within the City of Damascus. ClackCo Rec. 795- 796. This area is rated as having “high and medium suitability” for the provision of water. The ability to provide transportation facilities is rated as “medium” for this area, which has few physical limitations. ClackCo Rec. 797-798.
- 4) The Damascus South Urban Reserve can be developed with a walkable, connected system of streets, bikeways, recreation trails and public transit, provided by appropriate service providers. As previously explained, the physical characteristics of this area will be able to support urban densities and intensities necessary to create a multi-modal transportation system. Previous planning efforts, including the Damascus Concept Plan, demonstrate this potential.
- 5) Development of the Damascus South Urban Reserve can preserve and enhance natural ecological systems. The boundaries of this Urban Reserve avoid the steeper terrain of the Clackamas Bluffs and the Deep Creek Canyon. The area is large enough to provide the opportunity for flexibility in the regulatory measures that create the balance between protection of important natural systems and development.
- 6) The Damascus South Urban Reserve includes sufficient land suitable for a range of needed housing types. As previously explained, there are few physical impediments to development in this Urban Reserve. This area also is adjacent to the developing urban area of Damascus, which also will be providing housing for this area.

- 7) There are no important natural landscape features identified Metro's 2007 "Natural Landscape Features Inventory" located in the Damascus south Urban Reserve. The boundaries of this Urban Reserve are designed to exclude such features from the Urban Reserve.
- 8) Development of this Urban Reserve can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves. This area is identified as Conflicted Agricultural Land, primarily because it is physically isolated from other nearby agricultural land. The Deep Creek and Noyer Creek canyons provide a physical boundary from nearby agricultural areas to the east. Similarly, these areas, and the Clackamas Bluffs, are not identified as areas where significant forest operations are occurring.

Urban Reserves 3B, 3C, 3D, 3F and 3G: Holcomb, Holly Lane, Maple Lane, Henrici, Beaver Creek Bluffs in Oregon City Area.

General Description: These five areas comprise approximately 2150 acres, located adjacent to the City of Oregon City. The Holcomb area is approximately 380 acres, along SE Holcomb Rd., adjacent to Oregon City on the east. Terrain is varied, with several flat parcels that could be developed in conjunction with the Park Place area, which was recently included in the Urban Growth Boundary. This area is developed with rural residences. The area is comprised of Conflicted Agricultural Land.

The Holly Lane area is approximately 700 acres, and includes the flatter parcels along SE Holly Lane, Hwy. 213, and the steep canyon bordering Newell Creek, which is identified as an important natural landscape feature in Metro's February 2007 "Natural Landscape Features Inventory". There are landslide areas identified along the Newell Creek canyon (see Metro Urban and Rural Reserve Study Areas Landslide Hazard Map). Development in this area is sparse, except for rural residences developed along SE Holly Lane. This area is identified as Conflicted Agricultural Land.

The Maple Lane area is approximately 480 acres, located east of Oregon City. Terrain is characterized as gently rolling, with a few larger flat parcels located adjacent to Oregon City. The area is developed with rural residences, with a few small farms. The area is identified as Conflicted Agricultural Land.

The Henrici area is approximately 360 acres, located along both sides of Henrici Road., immediately south of Oregon City. Terrain for this area is moderate, and most of the area is developed with residences on smaller rural lots. There are a few larger parcels suitable for redevelopment. This area contains Conflicted Agricultural Land.

The 220 acre Beaver Creek Bluffs area is comprised of three separate benches located immediately adjacent to the City of Oregon City. The boundaries of this area generally are designed to include only tax lots on the plateau that drops down to Beaver Creek. Development in this area consists of rural residences and small farms. The area is identified as Important Agricultural Land.

Conclusions and Analysis: Designation of the Oregon City Urban Reserves is consistent with OAR 660-027. These five smaller areas have been identified in coordination with the City of Oregon City, and are designed to complete or augment urban development in the City. The areas designated take advantage of existing services inside the Urban Growth Boundary. In most cases, the boundaries of the reserves are formed by steep slopes (Henrici Road being the exception). While terrain poses some limitations on development, each area has sufficient developable land to make service delivery feasible.

None of the identified areas meet the factors of OAR 660-027-0060, for designation as Rural Reserves. With the exception of the Beaver Creek Bluffs, the Oregon City Urban reserve is Conflicted Farmland. The Beaver Creek Bluffs area, which is identified as having Important Agricultural Land, includes only those tax lots with land located on the plateau above the flatter area south of Oregon City. The important natural landscape features in the area (Newell Creek, Abernethy Creek and Beaver Creek) generally are excluded from the Urban Reserve.

The most significant issue for debate is whether or not to include the Newell Creek Canyon in the Urban Reserve. There is little or no development potential in this area, because of steep terrain and landslide hazard. The Principles recognize that concept planning for this area will have to recognize the environmental and topographic constraints posed by the Newell Creek Canyon. It also makes governance more sensible, allowing the City of Oregon City to regulate this area, instead of leaving an island subject to County authority.

Designation of the Oregon City Reserves is consistent with OAR 660-027-0050.

- 1) The Oregon City Urban Reserves can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. All of the Urban Reserve area is adjacent to the City of Oregon City. Oregon City has indicated both a willingness and capability to provide service to these areas. Each area is appropriate to complement or complete neighborhoods planned or existing within Oregon City. In the case of the Holly Lane area, much of the Urban Reserve has little potential for development. The area along SE Holly Lane, however, does have flatter topography where urban development can occur, and Holly Lane has been identified by the City as an important transportation facility.
- 2) The Oregon City Urban Reserves, when considered in conjunction with the existing urban area, includes sufficient development capacity to support a healthy economy. The Henrici area has some potential for additional employment uses. The remaining areas are smaller additions to the existing urban form of the City of Oregon City and will complete existing neighborhoods.
- 3) The Oregon City Urban Reserve can be efficiently and cost-effectively provided with public facilities necessary to support urban development. This Urban Reserve Area is considered to have a “high” suitability rating for sewer and water facilities. Oregon City has indicated an ability to provide these services, and the areas have been designed to include the most-easily served land that generally is an extension of existing development with the Urban Growth Boundary. Transportation is more difficult, as there is no additional capacity on I-205, and improvements would be costly. As previously noted,

this is the case for most of the region. While topography may present some difficulty for developing a complete transportation network, this Urban Reserve area has been designed to take advantage of existing transportation facilities within Oregon City.

- 4) Most of the Oregon City Urban Reserve can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and transit. In most cases, development of this area will be an extension of urban development within the existing neighborhoods of Oregon City, which will allow completion of the described urban form. Newell Creek Canyon will remain largely undeveloped, so such facilities will not need to be provided in this area.
- 5) The Oregon City Urban Reserve can be planned so that natural ecological systems and important natural landscape features can be preserved and enhanced. Abernethy Creek and Beaver Creek and the steep slopes around these two creeks have been excluded from designation as an Urban Reserve. As previously explained, the Newell Creek Canyon has been included in the Urban Reserve. The Principles will assure that concept planning accounts for this important natural landscape feature, the area is recognized as having very limited development potential, and Oregon City is the logical governing authority to provide protective regulations.
- 6) Designation of these five areas as an Urban Reserve will assist Oregon City in providing a range of housing types. In most cases, development of this Urban Reserve will add additional housing.
- 7) Concept planning for the Oregon City Urban Reserve can be designed to avoid or minimize adverse effects on important farm and forest practices and on important natural landscape features on nearby land. The Beaver Creek Bluffs area is separated from the farmland to the south by a steep hillside sloping down to Beaver Creek. The other areas are adjacent to Conflicted Agricultural land. There are scattered small woodlots to the east, identified as “mixed Agricultural/Forest Land on ODF’s Forestland Development Zone Map, but these are generally separated by distance and topography from the Holly Lane, Maple Lane, and Holcomb areas. Important landscape features and natural areas in the vicinity generally form boundaries for the Urban Reserves. Concept planning can assure that development within the Urban Growth Boundary protects these features.

Urban Reserves 4A, 4B and 4C: Stafford, Rosemont and Borland

General Description: These three areas comprise approximately 4,700 acres. Area 4A (Stafford) is located north of the Tualatin River, south of Lake Oswego, and west of West Linn. Area 4B (Rosemont) is a 162 acre area located adjacent to West Linn’s recently urbanized Tanner Basin neighborhood. Area 4C (Borland) is located south of the Tualatin River, on both sides of I-205. Area 4C is adjacent to the cities of Tualatin and Lake Oswego on the west and West Linn on the east. As a whole, this area is bounded by existing cities and urban development on three sides. The southern boundary generally is framed by the steeper terrain of Pete’s Mountain. East of Stafford Road, the adjacent area is not designated as either an Urban or Rural Reserve. West of Stafford Road, the adjacent area is designated as an Urban Reserve (Area 4D, Norwood).

Much of this area is developed with rural residences on large parcels. The Borland area also includes several churches and schools. The terrain of this area is varied. Most of area 4B is gently rolling, while the rest of the area east of Wilson Creek has steeper terrain. The area south of Lake Oswego, along Stafford Rd and Johnson Rd., generally has more moderate slopes. The Borland area, south of the Tualatin River, also is characterized by moderate slopes.

Wilson Creek and the Tualatin River are important natural landscape features located in this area. These two features and their associated riparian areas and floodplains are included in Metro's February 2007 "Natural Landscape Features Inventory".

This entire area is identified as Conflicted Agricultural Land, even though approximately 1100 acres near Rosemont Road are zoned Exclusive Farm Use. Commercial agricultural activity in this area is limited and mixed; wineries, hay production, horse raising and boarding, and nurseries are among the farm uses found in the Stafford, Rosemont and Borland areas. The Oregon Department of Forestry Development Zone Map does not identify any Mixed Forest/Agriculture or Wildland Forest located with this Urban Reserve.

Conclusions and Analysis: After weighing the factors, we find that the designation of these three areas as an Urban Reserve is consistent with OAR 660-027-0050. The specific factors for designation stated in OAR 660-027-0050 are addressed in following parts of this analysis.

No area in Clackamas County engendered as much public comment and diversity of opinion as this Urban Reserve. The Stafford and Rosemont areas were of particular concern to property owners, neighborhood groups, cities and the Stafford Hamlet citizens group. Interested parties provided arguments for designation of some or all of the area north of the Tualatin River as either an Urban or Rural Reserve, or requested that this area remain undesignated. The cities of West Linn, Tualatin and Lake Oswego consistently expressed opposition to designation of any of this area as an Urban Reserve. This Urban Reserve does have several limitations on development, including areas with steep slopes and floodplains.

After weighing the factors, designation as an Urban Reserve is the most appropriate decision. In evaluating this area, it is important to keep in mind the context and purpose of the urban and rural reserves designations. Because urban reserves are intended to provide a land supply over a 50-year time horizon, it is important to evaluate areas based on their physical characteristics rather than the current desires of various jurisdictions. It is also important to evaluate areas in light of the overall regional context. Designation of this 4,700 acre area as an Urban Reserve avoids designation of other areas containing Foundation or Important Agricultural Land. It would be difficult to justify urban reserve designations on additional Foundation Agricultural Land in the region, if this area, which is comprised entirely of Conflicted Agricultural Land, were not designated as an Urban Reserve (see OAR 660-027-0040(11)).

In fact, the three counties have applied the rural reserve factors and designated significant portions of the three-county area as rural reserve. Those areas do not provide viable alternatives to Stafford.

While acknowledging that there are impediments to development in this area, much of the area also is suitable for urban-level development. There have been development concepts presented for various parts of this area. ClackCo Rec. 3312. An early study of this area assessed its

potential for development of a “great community” and specifically pointed to the Borland area as an area suitable for a major center. ClackCo Rec. 371. Buildable land maps for this area provided by Metro also demonstrate the suitability for urban development of parts of this Urban Reserve See, “Metro Urban Study Area Analysis, Map C”. The County was provided with proposed development plans for portions of the Stafford area. For example, most of the property owners in the Borland have committed their property to development as a “town center community.” ClackCoRec. 3357-3361. Another property owner completed an “Urban Feasibility Study” showing the urban development potential of his 55-acre property. ClackCo Rec. 3123-3148. Those plans provide examples of the ability to create urban-level development in the Stafford areas.

An important component of the decision to designate this area as an Urban Reserve are the “Principles for Concept Planning of Urban Reserves”, which are part of the Intergovernmental Agreement between Clackamas County and Metro that has been executed in satisfaction of OAR 660-027-0020 and 0030. Among other things, these “Principles” require participation of the three cities and citizen involvement entities—such as the Stafford Hamlet—in development of concept plans for this Urban Reserve. The Principles also require the concept plans to provide for governance of any area added to the Urban Growth Boundary to be provided by a city. The Principles recognize the need for concept plans to account for the environmental, topographic and habitat areas located within this Urban Reserve.

Designation of this area as a Rural Reserve has been advocated by interested parties, including the City of West Linn. Application of the factors for designation (OAR 660-027-0060) leads to a conclusion that this area should not be designated as a Rural Reserve. The entire area is comprised of Conflicted Agricultural Land, and is not suitable to sustain long-term agricultural and forestry operations, given land use patterns, the lack of agricultural infrastructure and the adjacent land use pattern. OAR 660-027-0060(b)-(d).

There are important natural landscape features in this area (Tualatin River and Wilson Creek). Protection of these areas is a significant issue, but can be accomplished by application of regulatory programs of the cities that will govern when areas are added to the Urban Growth Boundary, as contemplated by OAR 660-027-0050(7). The Principles specifically require recognition of the development limitations imposed by these natural features, in the required development of concept plans.

Designation of the Stafford, Rosemont and Borland areas as an Urban Reserve is based upon application of the factors stated in OAR 660-027-0050.

- 1) This Urban Reserve can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments in conjunction with land inside the urban growth boundary. Physically, this area is similar to the cities of West Linn and Lake Oswego, which are developing at urban densities. The area abuts existing urban development on much of the perimeter, facilitating logical extensions of that development. We recognize that the development potential of portions of this Urban Reserve is constrained by steep slopes and by the Tualatin River and Wilson Creek riparian areas. However, there are sufficient developable areas to create an urban community. The Borland Area has been identified as a suitable site for more intense urban development, including a town center. The Rosemont Area complements existing

development in the Tanner Basin neighborhood in the City of West Linn. The Stafford Area has sufficient capacity to develop housing and other uses supportive of the more intense development in the Borland Area. As previously noted, potential development concepts have been submitted demonstrating the potential to develop this area at urban densities sufficient to make efficient use of infrastructure investments.

- 2) This 4700-acre Urban Reserve contains sufficient development capacity to support a healthy economy. The Borland Area has been identified as being suitable for a mixed-use, employment center. ClackCo Rec. 371. There are a number of larger parcels in the area which may have potential for mixed use development. While densities would not be uniform across the landscape of this 4700 acre area, together, Stafford and Borland provide the opportunity to create a mix of uses, housing types and densities where the natural features play a role as amenities.

Testimony submitted by the cities of Tualatin and West Linn (“Cities”) asserts that the level of parcelization, combined with existing natural features, means that the area lacks the capacity to support a healthy economy, a compact and well-integrated urban form or a mix of needed housing types.

However, much of the area consists of large parcels. For example, the *West Linn Candidate Rural Reserve Map* shows that, of a 2980-acre “focus area,” 1870 acres are in parcels larger than five acres, and 1210 acres in parcels larger than 10 acres. The map is indexed at Metro Rec. 2284 and was submitted by the Cities of Tualatin and West Linn with their objections. With the potential for centers, neighborhoods and clusters of higher densities, for example in the Borland area, we find the area does have sufficient land and sufficient numbers of larger parcels to provide a variety of housing types and a healthy economy.

Cities also argue that the amount of natural features render the area insufficient to provide for a variety of housing types. Cities contend that the amount of steep slopes and stream buffers renders much of the area unbuildable. We find that cities overstate the amount of constrained land in the area, and the effect those constraints have on housing capacity. For example, cities’ analysis applies a uniform 200-foot buffer to all streams. Actual buffers vary by stream type. See Metro Code § 3.07.360. Similarly, cities assert that the slopes in the area mean that the area lacks capacity. Slopes are not *per se* unbuildable, as demonstrated by the existing development in West Linn, Lake Oswego, Portland’s West Hills and other similar areas. Moreover, only 13% of the “focus area” consists of slopes of over 25%, and these often overlap with stream corridors. *Stafford Area Natural Features Map*, indexed at Metro Record 2284, and submitted by the Cities of Tualatin and West Linn with their objection.

- 3) This Urban Reserve can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers over a 50-year horizon. As with all of the region’s urban reserves, additional infrastructure will need to be developed in order to provide for urbanization. It is clear that development of new public infrastructure to accommodate 50 years of growth will not be “cheap” anywhere. Relative to other areas under consideration for

designation, however, this Urban Reserve area is suitable. Technical assessments rated this area as highly suitable for sewer and water. ClackCo Rec. 795-796; Metro Rec. 1163, 1168-1180. The July 8, 2009, technical memo prepared by Clackamas County also demonstrates the suitability of this area for various public facilities. ClackCo Rec. 704. This area can be served by the cities of Tualatin, West Linn and Lake Oswego. These cities have objected to designation of this area as an Urban Reserve, but have not stated that they object because they would not be able to be an urban service provider for some part of the area.

The cities of Tualatin and West Linn argue that the area should not be designated as an Urban Reserve, citing the cost of providing transportation infrastructure. It is true that transportation infrastructure will be the most significant challenge. This is the case for most of the region. ODOT noted that most area state highway transportation corridors have either low or medium potential to accommodate growth. (*Clackamas County Record* 800 – 801). An April 6, 2009 letter from six state agencies to the Metro Reserves Steering Committee notes that most transportation corridors have severe transportation issues. ClackCo Rec. 843. Moreover, we make this decision after consideration of regional consideration of relative transportation costs. See, *Regional Infrastructure Analysis 2008, Metro Record, starting on page 440; Memo and Maps regarding Preliminary Analysis of Providing Urban Level Transportation Service within Reserves Study Area, Metro Rec., starting on page 1181; ODOT Urban Reserve Study Area Analysis, Metro Rec., page 1262.*

This Urban Reserve has physical characteristics – steep terrain, the need to provide stream crossings – that will increase the relative cost of transportation infrastructure. I-205 and I-5 in this area will need substantial improvements with consequent “huge” costs. ClackCo Rec. 850. However, considering those costs, and in light of reserves designations elsewhere in the region, urban reserves designation of Stafford is still appropriate. Most other comparable areas are either urban or rural reserves, and don’t provide viable alternatives to Stafford.

Cities argue that the 2035 Regional Transportation Plan (“RTP”) indicates that much of the transportation infrastructure in the area will be at Level of Service “F” by 2035, and that therefore the Stafford area cannot be served at all. The RTP is a prediction of and plan to address traffic flows for a 25-year period. Conversely, the Reserves Designations are intended to address a 50-year time frame, rather than a 25-year time frame. Metro Rec. 1918. The record reflects that the transportation system will necessarily change in 25 years. In that vein, the “Regional High Capacity Transit System” map identifies a new light rail line in the vicinity of I-205 as a “next phase” regional priority. See ClackCo Rec. 734; 822-833.

Similarly, Metro’s panel of sewer experts rated the entire Stafford area as having a “high” suitability for sewer service. See, e.g., Metro Rec. 1174. We find this analysis more probative for comparisons across areas than the analysis submitted by cities. Moreover, since the analysis of urban reserves addresses a 50-year time frame, we do not find that the current desire of neighboring cities to the serve the area influences the question whether the area “can be served.”

- 4) This Urban Reserve can be planned to be walkable, and served with a well-connected system of streets, bikeways, recreation trails and public transit, *particularly in conjunction with adjacent areas inside the urban growth boundary* as contemplated by the administrative rule. The Borland Area is suitable for intense, mixed-use development. Other areas suitable for development also can be developed as neighborhoods with the above-described infrastructure. The neighborhoods themselves can be walkable, connected to each other, and just as important, connected to existing development in the adjacent cities. Stafford abuts existing urban level development on three sides, much of it subdivisions. See *West Linn Candidate Rural Reserve Map*, indexed at Metro Record 2284, and submitted by the city with its objection. There are few areas in the region which have the potential to create the same level and type of connections to existing development. There is adequate land to create street, bicycle and pedestrian connections within and across the area with appropriate concept planning. In making this finding, we are aware of the natural features found within the area. However, those features do not create impassable barriers to connectivity.
- 5) This Urban Reserve can be planned to preserve and enhance natural ecological systems and preserve important natural landscape features. The significance of the Tualatin River and Wilson Creek systems has been recognized. The Principles specifically identify the need to plan for these features, and recognize that housing and employment capacity expectations will need to be reduced to protect important natural features. Urbanization will occur in a city, which is obligated by state and regional rules to protect upland habitat, floodplains, steep slopes and riparian areas, as contemplated by OAR 660-027-0050(7). However, we find that, even with those protections, there is sufficient development capacity in this 4700-acre area to warrant inclusion in the urban reserve.
- 6) This Urban Reserve in conjunction with the Urban Reserve to the south (Area 4D, Norwood), includes sufficient land to provide for a variety of housing types. In addition to the developable areas within the Stafford, Rosemont and Borland areas, this Urban Reserve is situated adjacent to three cities, and will augment the potential for housing in these existing cities.
- 7) This Urban Reserve can be developed in a way that avoids or minimizes adverse effects on farm and forest practices and adverse effects on important natural landscape features, on nearby land. Viewed in the regional context, this factor militates strongly in favor of the inclusion of Stafford as an Urban Reserve. This Urban Reserve is situated adjacent to three cities, and along I-205. It is identified as Conflicted Agricultural Land, and is adjacent on the south to another Urban Reserve and an undesignated area that is comprised of Conflicted Agricultural Land. The Stafford area is separated from areas of foundation and important farmland by significant distances, a freeway and other natural and man-made barriers. The eventual urbanization of Stafford will avoid the urbanization of much higher-value farmland elsewhere. Adverse impacts on the important natural landscape features within Stafford may be avoided or minimized through the application of the provisions of Metro Titles 3 and 13.

This separation from significant agricultural or forest areas minimizes any potential effect on farm or forest practices. The Urban Reserve also is separated from other important natural landscape features identified on Metro's February 2007 "Natural Landscape Features Inventory". The ability to plan for protection of the Tualatin River and Wilson Creek has been discussed.

Urban Reserves 5G, 5H, 4H and 4D: Grahams Ferry, SW Wilsonville, Advance and Norwood

General Description: This Urban Reserve is comprised of three smaller areas adjacent to the City of Wilsonville (Grahams Ferry, SW Wilsonville and Advance), and a larger area located along SW Stafford Rd., north of Wilsonville and southeast of Tualatin (Norwood Area). The Norwood area is adjacent to an Urban Reserve in Washington County (I-5 East Washington County, Areas 4E, 4F and 4G). Area 5G is approximately 120 acres, relatively flat, adjacent to services in Wilsonville, and defined by the Tonquin Geologic Feature, which forms a natural boundary for this area. It is identified as Conflicted Agricultural Land.

Area 5H is a small (63 acre) site that is adjacent to services provided by the City of Wilsonville. Corral Creek and its associated riparian area provide a natural boundary for this area. It is identified as Important Farmland. Area 4H comprises approximately 450 acres, and is located adjacent to the City of Wilsonville. This part of the Urban Reserve has moderate terrain, and a mix of larger parcels and rural residences. This area is identified as Important Agricultural Land.

Area 4D comprises approximately 2,600 acres, and is adjacent to a slightly smaller Urban Reserve in Washington County. This area is parcelized, generally developed with a mix of single family homes and smaller farms, and has moderately rolling terrain. All of this area is identified as Conflicted Agricultural Land.

Conclusions and Analysis: Designation of these four areas as Urban Reserve is consistent with OAR 660-027. The three smaller areas are adjacent to the City of Wilsonville, and have been identified by the City as appropriate areas for future urbanization. ClackCo Rec.1174. The boundaries of these three areas generally are formed by natural features. No Foundation Agricultural Land is included in any of the four areas. While Area 4D has limitations that reduce its development potential, inclusion as an Urban Reserve is appropriate to avoid adding land that is identified as Foundation Agricultural Land.

Area 5G does not satisfy the factors for designation as a Rural Reserve. The boundary of this area reflects the boundary of Tonquin Geologic Area, which is an important natural landscape feature identified as a Rural Reserve. Area 5H does meet the factors for designation as a Rural Reserve, but its proximity to existing services in Wilsonville and the natural boundary formed by Corral Creek, separating these 63 acres from the larger Rural Reserve to the west, support a choice to designate this area as an Urban Reserve.

Similarly, parts of Area 4H could meet the factors for designation as a Rural Reserve. Again, the area also is suitable for designation as an Urban Reserve, because of its proximity to Wilsonville, which has indicated this as an area appropriate for urbanization. The eastern limits of this area have been discussed in some detail, based on testimony received from property owners in the area. The northeastern boundary (the Anderson property) is based on a significant creek. South of Advance Rd., the decision is to leave four tax lots west of this creek undesignated (the Bruck

property), as these lots comprise over 70 acres of land designated as Important Agricultural Land. The part of this Urban Reserve south of Advance Road contains smaller lots, generally developed with rural residences.

Area 4D does not meet the factors for designation as a Rural Reserve. The entire area is comprised of Conflicted Agricultural Land, and has no important natural landscape features identified in Metro's February 2007 "Natural Landscape Features Inventory."

This Urban Reserve does meet the factors for designation stated in OAR 660-027-0050.

- 1) The Wilsonville Urban Reserve (total of the Grahams Ferry, SW Wilsonville, Advance Rd. and Norwood Areas) can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. The three smaller areas adjacent to the City of Wilsonville all will take advantage of existing infrastructure. The City of Wilsonville has demonstrated an ability to provide necessary services and govern these three areas. The information provided by the City and Metro's Urban Study Area Analysis (Map C1) show that these three areas have physical characteristics that will support urban density. These three areas also will complement existing development in the City of Wilsonville.
- 2) The larger Norwood area, which has rolling terrain, and a mixture of smaller residential parcels and farms, will be more difficult to urbanize. This area is adjacent to Urban Reserves on the west, north and south. The Borland Road area, adjacent on the north is expected to develop as a center, with potential for employment and mixed-use development. The Norwood area can be urbanized to provide residential and other uses supportive of development in the Borland and I-5 East Washington County Urban Reserve areas.
- 3) The Wilsonville Urban Reserve contains land that generally will provide development capacity supportive of the cities of Wilsonville and Tualatin, and the Borland and I-5 East Washington County Urban Reserve areas. Viewed individually, these four areas do not have physical size and characteristics to provide employment land. As has been explained, and as supported by comments from the City of Wilsonville, development of these areas will complement the urban form of the City of Wilsonville, which historically has had sufficient land for employment. The 2004 decision added to the Urban Growth Boundary between the cities of Wilsonville and Tualatin, land which was contemplated to provide additional employment capacity. The Wilsonville Urban Reserve, and in particular the Norwood area, will provide land that can provide housing and other uses supportive of this employment area.
- 4) The Wilsonville Urban Reserve can be efficiently and cost-effectively provided with public facilities necessary to support urban development. The comments from the City of Wilsonville and the Sewer Serviceability and Water Serviceability Maps demonstrate the high suitability of the three smaller areas adjacent to Wilsonville. The Norwood area (Area 4D) is rated as having medium suitability. Transportation facilities will be relatively easy to provide to the three areas adjacent to the City of Wilsonville. The steeper terrain and location of the Norwood area will make development of a network of

streets more difficult, and ODOT has identified the I-5 and I-205 network as having little or no additional capacity, with improvement costs rated as “huge”. The decision to include this area as an Urban Reserve is based, like the Stafford area, on the need to avoid adding additional Foundation Agricultural Land. There are other areas in the region that would be less expensive to serve with public facilities, especially the necessary transportation facilities, but these areas are comprised of Foundation Agricultural Land.

- 5) The Wilsonville Urban Reserve areas can be planned to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit. As has been discussed, the three smaller areas adjacent to the City of Wilsonville can be developed to complete or complement existing and planned urban development in Wilsonville. The Norwood area will be somewhat more difficult to develop, but the terrain and parcelization are not so limiting that the desired urban form could not be achieved. Like Stafford, this part of the Wilsonville Urban Reserve will be more difficult to develop with the desired urban form, but is being added to avoid adding additional foundation Agricultural Land.
- 6) The Wilsonville Urban Reserve can be planned so that natural ecological systems and important natural landscape features can be preserved and enhanced. The boundaries of the areas comprising the Wilsonville Urban Reserve have been designed with these features providing the edges. The three areas adjacent to the City of Wilsonville will take advantage of existing plans for protection of natural ecological systems.
- 7) The Wilsonville Urban Reserve, in conjunction with land within adjacent cities, includes sufficient land suitable to provide for a range of housing types. The SW Wilsonville and Advance Road areas are particularly suited to provide additional housing, as they are located adjacent to neighborhoods planned in Wilsonville. As has been previously discussed the Norwood area has physical limitations, but these should not restrict as substantially the potential for housing.
- 8) Concept planning for the Wilsonville Urban Reserve can avoid or minimize adverse effects on important farm and forest practices and on important natural landscape features on nearby land. The boundaries of this Urban Reserve have been designed to use natural features to provide separation from adjoining Rural Reserves that contain resource uses.

The Sherwood School District requested an Urban Reserve designation be applied to an area just south of the County line and the City of Sherwood. ClackCo Rec. 2504. Clackamas County and Metro agree to leave this area undesignated. This decision leaves the possibility for addition of this land to the Urban Growth boundary if the School District has a need for school property in the future and is able to demonstrate compliance with the standards for adjustments to the Urban Growth boundary.

C. Clackamas County: Rural Reserves

Rural Reserve 5I: Ladd Hill

General Description: This Rural Reserve Area is located west and south of Wilsonville, and adjacent to the French Prairie Rural Reserve (Area 4J). There is also a small part of this Rural Reserve located north of Wilsonville, extending to the County line, recognizing the Tonquin Geologic Area. The northern boundary of Area 5J is located along the boundary between the delineations of Conflicted and Important Agricultural Land. All of this Rural Reserve is located within three miles of the Portland Metro Urban Growth Boundary.

The area west of Ladd Hill Road contains the steeper slopes of Parrett Mountain, which is identified as an important natural landscape feature in Metro's February 2007 "Natural Landscape Features Inventory". The remainder of the area has moderately sloping terrain. The entire area is traversed by several creeks (Mill Creek, Corral Creek, Tapman Creek), which flow into the Willamette River, which also is identified as an important natural landscape feature. FEMA floodplains are located along the Willamette River. Landslide hazards are identified along Corral Creek.

With the exception of the Tonquin Geologic Area, all of Rural Reserve Area 5I is comprised of Important or Foundation Agricultural Land. The part of this area lying south of the Willamette River contains the Foundation Agricultural Land. The area contains a mixture of hay, nursery, viticulture, orchards, horse farms, and small woodlots. The Oregon Department of Forestry Development Zone Map identifies scattered areas of mixed forest and agriculture, and wildland forest (particularly on the slopes of Parrett Mountain).

Conclusions and Analysis: Designation of the Ladd Hill area as a Rural Reserve is consistent with OAR 660, Division 27. Except for the Tonquin Geologic Area, all of Rural Reserve Area 5I contains Important or Foundation Agricultural Land, and is located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify designation as a Rural Reserve, with the exception of the Tonquin Geologic Area, which is identified as Conflicted Agricultural Land.

Designation of the Tonquin Geologic Area as a Rural Reserve is consistent with the Rural Reserve Factors stated in OAR 660-027-0060(3). This area has not been identified as an area suitable or necessary for designation as an Urban Reserve. The boundaries of the Rural Reserve have been established to recognize parcels that have physical characteristics of the Tonquin Geologic Area, based on testimony received from various property owners in the area, and the City of Wilsonville. ClackCo Rec. 2608. For these stated reasons and those enunciated below, designation of this part of the Tonquin Geologic Area as a Rural Reserve is consistent with the factors provided in OAR 660-027-0060(3).

Rural Reserve 4J: French Prairie

General Description: This Rural Reserve Area is located south of the Willamette River and the City of Wilsonville, and west of the City of Canby. It is bordered on the west by I-5. This area is generally comprised of large farms. The area is generally flat. The Molalla and Pudding Rivers are located in the eastern part of this area. The Willamette, Molalla and Pudding Rivers

and their floodplains are identified as important natural landscape features in Metro’s February 2007 Natural Landscape Features Inventory.”

All of this Rural Reserve is classified as Foundation Agricultural Land (identified in the ODA Report as part of the Clackamas Prairies and French Prairie areas). This area contains prime agricultural soils, and is characterized as one of the most important agricultural areas in the State.

Conclusions and Analysis: Designation of Area 4J as a Rural Reserve is consistent with OAR 660, Division 27. This entire area is comprised of Foundation Agricultural Land located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify designation of this area as a Rural Reserve.

However, county staff and the PAC also evaluated the French Prairie area under the other rural reserves factors, and found that it rated “high” under all of the factors related to long-term protection for the agriculture and forest industries. ClackCo Rec. 590-592. The analysis is set forth as follows:

- (a) Are situated in an area that is otherwise potentially subject to urbanization during the applicable period described in OAR 660-027-0040(2) or (3) as indicated by proximity to a UGB or proximity to properties with fair market values that significantly exceed agricultural values for farmland, or forestry values for forest land;

The French Prairie area is adjacent to the Portland Metropolitan Urban Growth Boundary, and has access to Interstate 5 and Highway 99E, and has a high potential for urbanization, as evidenced by the submittals of proponents of designating the area as an urban reserve.

- (b) Are capable of sustaining long-term agricultural operations for agricultural land, or are capable of sustaining long-term forestry operations for forest land;

The French Prairie area is identified as Foundation agricultural land, and is part of a large agricultural region.

- (c) Have suitable soils where needed to sustain long-term agricultural or forestry operations and, for agricultural land, have available water where needed to sustain long-term agricultural operations; and

The area is predominantly Class II soils, and much of the area has water rights for irrigation.

- (d) Are suitable to sustain long-term agricultural or forestry operations, taking into account:

(A) for farm land, the existence of a large block of agricultural or other resource land with a concentration or cluster of farm operations, or, for forest land, the existence of a large block of forested land with a concentration or cluster of managed woodlots;

The French Prairie area is a large block of agricultural land with large parcels. There is some localized conflict with nonfarm uses.

(B) The adjacent land use pattern, including its location in relation to adjacent non-farm uses or non-forest uses, and the existence of buffers between agricultural or forest operations and non-farm or non-forest uses;

(C) The agricultural or forest land use pattern, including parcelization, tenure and ownership patterns; and

The Willamette River provides an effective edge for much of the area, and much of the area is in large lots.

(D) The sufficiency of agricultural or forestry infrastructure in the area, whichever is applicable.

The French Prairie area is close to the agricultural centers of Canby, Hubbard and St. Paul, and has excellent access to transportation infrastructure. There are some issues with movement of farm machinery on heavily used routes.

Therefore, on balance, we would designate Area 4J as a rural reserve even in the absence of OAR 660-027-0060(4).

Rural Reserves 3E and 3H: Oregon City

General Description: This area lies east and south of the City of Oregon City. This area is bounded by the Willamette River on the west. The southern boundary generally is a line located three miles from the Portland Metro Area Urban Growth Boundary. A substantial part of Area 3H also is located within three miles of the City of Canby's Urban Growth Boundary.

Area 3E, located east of Oregon City, is characterized by a mix of rural residential homesites, small farms, and small woodlots. Most of the area has a moderately rolling terrain. The area includes portions of the Clear Creek Canyon, and Newell and Abernethy Creeks, all of which are identified as important natural landscape features in Metro's February 2007 "Natural Landscape Features Inventory". Part of Area 3E also is identified by the Oregon Department of Forestry as a mixed forest/agricultural development zone. Most of Area 3E is identified as Conflicted Agricultural Land. There is an area identified as Important Agricultural Land, in the southeast corner of Area 3E.

Area 3H, located south of Oregon City, is characterized by larger rural residential homesites, particularly in the western part of this area, and farms. Beaver Creek and Parrot Creek traverse this area in an east-west direction. The Willamette Narrows and Canemah Bluff are identified as important natural landscape features in the Metro's February 2007 "Natural Landscape Features Inventory" and form the western boundary of Area 3H. The Oregon Department of Forestry designates the Willamette Narrows as wildland forest. All of this area is classified as Important Agricultural Land, except for the area immediately east of the City of Canby, which is designated as Foundation Agricultural Land.

Conclusions and Analysis: The designation of Areas 3E and 3H as a Rural Reserve is consistent with OAR 660-027, Division 27. All of Area 3H is Important or Foundation Farmland, located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify designation of Area 3H as a Rural Reserve.

The designation of Area 3E is appropriate to protect the Important Farm Land in the southeast corner of this area, and the area identified as mixed forest/agricultural land by ODF. Designation as a Rural Reserve also is justified to protect Abernethy Creek, Newell Creek and Beaver Creek and their associated riparian features, which are identified as important natural landscape features. Designation as a Rural Reserve of the portions of Area 3E not identified as Foundation or Important Agricultural Land, is consistent with the Rural Reserve Factors stated in OAR 660-027-0060(3), for the following reasons:

- 1) Abernethy Creek and Newell Creek and their associated riparian areas are identified as important natural landscape features in Metro's February 2007 "Natural Landscape Features Inventory". A portion of Beaver Creek also is located in this area; Beaver Creek was added to this inventory in a 2008 update.
- 2) This area is potentially subject to urbanization during the period described in OAR 660-027-0040(2), because it is located adjacent to and within three miles of the City of Oregon City.
- 3) Most of this area has gently rolling terrain, but there also are several steeply-sloped areas. There are several landslide hazard areas located within Rural Reserve Area 3E (see 1/25/09 Metro Landslide Hazard Map).
- 4) The designated Rural Reserve area comprises the drainage area for Abernethy and Newell Creeks which provide important fish and wildlife habitat for this area.

Rural Reserves 3H (parts) 4J, 2C and 3I: Canby, Estacada and Molalla

General Description: Rural Reserves have been designated adjacent to the cities of Canby (parts of Areas 3H and 4J) Estacada and Molalla. These Rural Reserves were designated after coordinating with all three cities, and the cities do not object to the current designations.

Rural Reserve Area 2C is located adjacent to the western boundary of the City of Estacada. This area includes the Clackamas River and McIver State Park. It is identified as Important Agricultural Land. Most of this Rural Reserve also is identified as wildland forest on the ODF Forestland Development Zone Map. All of this Rural Reserve is located within three miles of Estacada's Urban Growth Boundary.

Rural Reserves are located on the south, west and eastern boundaries of the City of Canby. All of this area is identified as Foundation Agricultural Land. The area north of the City, to the Willamette River, has been left undesignated, although this area also is identified as Foundation Agricultural Land. This area was left undesignated at the request of the City of Canby, in order to provide for possible future expansion of its Urban Growth Boundary. The Oregon Department of Agriculture preferred leaving the area north of the City undesignated, instead of an area east of the City, which also was considered. All of the designated Rural Reserves are within three miles of the City of Canby.

Area 3I is located north and east of the City of Molalla. This area is located within 3 miles of Molalla's Urban Growth Boundary. All of the designated Rural Reserve is identified as Foundation Agricultural Land.

Conclusions and Analysis: Designation of the Rural Reserves around Canby and Estacada is consistent with OAR 660, Division 27. In the Case of Canby, the entire area is identified as Foundation Agricultural Land, and is located within three miles of Canby’s Urban Growth Boundary. In the case of Estacada, the entire Rural Reserve area is identified as Important Agricultural Land, and is located within three miles of Estacada’s Urban Growth Boundary. Rural Reserve 3I, near Molalla, is located within three miles of the urban growth boundary and also is identified as Foundation Agricultural Land. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify the Rural Reserve designation of these areas.

Rural Reserve 4I: Pete’s Mountain/Peach Cove, North of the Willamette River

General Description: This Rural Reserve is bounded by the Willamette River on the east and south. On the north, Area 4I is adjacent to areas that were not designated as an Urban or Rural Reserve. There are two primary geographic features in this area. The upper hillsides of Pete’s Mountain comprise the eastern part of this area, while the western half and the Peach Cove area generally are characterized by flatter land. The Pete’s Mountain area contains a mix of rural residences, small farms and wooded hillsides. The flat areas contain larger farms and scattered rural residences. All of Area 4I is located within three miles of the Portland Metro Urban Growth Boundary.

All of Rural Reserve 4I is identified as Important Agricultural Land (the “east Wilsonville area”), except for a very small area located at the intersection of S. Shaffer Road and S. Mountain Rd... The Willamette Narrows, an important natural landscape feature identified in Metro’s February 2007 “Natural Landscape Features Inventory”, is located along the eastern edge of Area 4I.

Conclusions and Analysis: Designation of this area as a Rural Reserve is consistent with OAR 660-027, Division 27. With the exception of a small area at the intersection of S. Shaffer Rd. and S. Mountain Rd., all of this area is identified as Important Agricultural Land and is located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), the area identified as Important Agricultural Land requires no further explanation to justify designation as a Rural Reserve. The few parcels classified as Conflicted Agricultural Land are included to create a boundary along the existing public road.

East Clackamas County Rural Reserve (Area 1E and Area 2B)

General Description: This area lies south of the boundary separating Clackamas and Multnomah Counties. This area generally is comprised of a mix of farms, woodlots and scattered rural residential homesites. Several large nurseries are located in the area near Boring. The area south of the community of Boring and the City of Damascus contains a mix of nurseries, woodlots, Christmas tree farms, and a variety of other agricultural uses.

Most of the area is identified as Foundation or Important Agricultural Land. The only lands not identified as Foundation or Important Agricultural Land are the steeper bluffs south of the City of Damascus. Much of this steeper area is identified by the Oregon Department of Forestry as mixed farm and forest.

There are several rivers and streams located in this area. The Clackamas River, Deep Creek, Clear Creek and Noyer Creek, and the steeper areas adjacent to these streams, are identified as

important natural landscape features in Metro’s February 2007 “Natural Landscape Features Inventory”.

All of this Rural Reserve is located within three miles of the Portland Metro Area Urban Growth Boundary, except for a small area in the eastern part of the Rural Reserve. This small area is located within three miles of the City of Sandy’s Urban Growth Boundary.

Conclusions and Analysis: The designation of this area as a Rural Reserve is consistent with OAR 660-027, Division 27. Except for the steep bluffs located adjacent to the Clackamas River, all of this area is identified as Foundation or Important Agricultural Land and is located within three miles of an urban growth boundary. Pursuant to OAR 660-27-0060(4), no further explanation is necessary to justify designation as a Rural Reserve all of this area except for the aforementioned bluffs.

Designation as a Rural Reserve of the steep bluffs, not identified as Foundation or Important Agricultural Land, is consistent with the Rural Reserve Factors stated in OAR 660-027-0060(3).

- 1) This area is included in Metro’s February 2007 “Natural Landscape Features Inventory”.
- 2) This area is potentially subject to urbanization during the period described in OAR 660-027-0040(2), because it is located proximate or adjacent to the cities of Damascus, Happy Valley, and Oregon City, and the unincorporated urban area within Clackamas County.
- 3) Portions of this area are located within the 100 year floodplain of the Clackamas River. Most of the area has slopes exceeding 10%, with much of the area exceeding 20%. Portions of the area along Deep Creek are subject to landslides.
- 4) This hillside area drains directly into the Clackamas River, which is the source of potable water for several cities in the region. The Rural Reserve designation will assist protection of water quality.
- 5) These bluffs provide an important sense of place for Clackamas County, particularly for the nearby cities and unincorporated urban area. Development is sparse. Most of the hillside is forested.
- 6) This area serves as a natural boundary establishing the limits of urbanization for the aforementioned cities and unincorporated urban area and the Damascus Urban Reserve Area (Area 2A).

D. Clackamas County: Statewide Planning Goals

Goal 1- Citizen Involvement

In addition to participation in Metro’s process, Clackamas County managed its own process to develop reserves recommendations:

Policy Advisory Committee

The county appointed a 21-member Policy Advisory Committee (PAC) made up of 7 CPO/Hamlet representatives, 7 city representatives, and 7 stakeholder representatives. The PAC held 22 meetings in 2008 and 2009. The PAC made a mid-process recommendation identifying reserve areas for further analysis, and ultimately recommended specific urban and rural reserve designations. The PAC itself received significant verbal and written input from the public.

Public Hearings

In addition to the meetings of the PAC, the county held a number of public hearings as it developed the ultimate decision on reserves:

2009

- Aug. 10: Planning Commission hearing on initial recommendations.
- Sept. 8: Board of County Commissioners (“BCC”) hearing on initial recommendations
- Feb. 25: BCC Hearing on Intergovernmental Agreement

2010

- March 8, 2010: Planning Commission hearing on plan and map amendments.
- April 21, 2010: BCC hearing on plan and map amendments
- May 27, 2010: BCC reading and adoption of plan and map amendments, and approval of revised IGA.

Through the PAC, Planning Commission and BCC process, the county received and reviewed thousands of pages of public comment and testimony.

Goal 2 – Coordination

“Goal 2 requires, in part, that comprehensive plans be ‘coordinated’ with the plans of affected governmental units. Comprehensive plans are “coordinated” when the needs of all levels of government have been considered and accommodated as much as possible.’ ORS 197.015(5); *Brown v. Coos County*, 31 Or LUBA 142, 145 (1996).

As noted in the findings related to Goal 1, Clackamas County undertook continuous and substantial outreach to state and local governments, including formation of the Technical Advisory Committee. For the most part, commenting state agencies and local governments were supportive of the urban and rural reserve designations in Clackamas County. Where applicable, the specific concerns of other governments are addressed in the findings related to specific urban and rural reserves, below.

Goal 3 - Agricultural Lands

The reserves designations do not change the county’s Plan policies or implementing regulations for agricultural lands. However, the designation of rural reserves constrains what types of

planning and zoning amendments can occur in certain areas, and therefore provide greater certainty for farmers and long-term preservation of agricultural lands.

Goal 4 - Forest Lands

The text amendment does not propose to change the county's Plan policies or implementing regulations for forest lands. However, the text does establish rural reserves, which constrain what types of planning and zoning amendments can occur in certain areas, for the purpose of providing greater certainty for commercial foresters and long-term preservation of forestry lands.

Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources

The text amendment does not propose to change the county's Plan policies or implementing regulations for natural resource lands. However, the text does establish rural reserves, which constrain what types of planning and zoning amendments can occur in certain areas, for the purpose of providing for long-term preservation of certain of the region's most important, identified natural features. The county has determined that other natural features may be better protected through an urban reserve designation, and the eventual incorporation of those areas into cities. In certain areas, for example Newell Creek Canyon, the protection of Goal 5 resources is enhanced by the adoption of planning principles in an Intergovernmental Agreement between the County and Metro.

Goal 9 - Economy of the State

The proposed text amendment is consistent with Goal 9 because it, in itself, does not propose to alter the supply of land designated for commercial or industrial use. However, the text does establish urban reserves, which include lands suitable for both employment and housing. In Clackamas County, specific areas were identified as appropriate for a mixed use center including high intensity, mixed use housing (Borland area of Stafford) and for industrial employment (eastern portion of Clackanomah). These areas will be available to create new employment areas in the future if they are brought into the UGB.

Goal 10 - Housing

The proposed text amendment is consistent with Goal 10 because it, in itself, does not propose to alter the supply of land designated for housing. However, the text does establish urban reserves, which include lands suitable for both employment and housing. One of the urban reserve factors addressed providing sufficient land suitable for a range of housing types. In Clackamas County, there is an area identified as appropriate for a mixed use center including high intensity, mixed use housing (Borland area of Stafford) and many other areas suitable for other types of housing.

Goal 14 - Urbanization

The proposed text amendment is consistent with Goal 14. The program for identifying urban and rural reserves was designed to identify areas consistent with the requirements of OAR Chapter 660, Division 27. The text amendment does not propose to move the urban growth boundary or to change the county's Plan or implementing regulations regarding unincorporated communities. However, the amendment does adopt a map that shapes future urban growth boundary amendments by either Metro or the cities of Canby, Molalla, Estacada or Sandy.

VIII. SUPPLEMENTAL FINDINGS REGARDING THE DESIGNATION OF URBAN RESERVES IN CLACKAMAS COUNTY

The findings in this Section VIII supplement the findings adopted by the Metro Council in Section VII.B regarding Clackamas County urban reserve areas 4A, 4B, 4C, and 4D (collectively referred to as “Stafford”). To the extent any of the findings in this section are inconsistent with other findings in this document that were previously adopted in 2011, the findings in this Section VIII shall govern.

A. Senate Bill 1011 and the Discretionary Urban Reserve Factors

In 2007 the Oregon Legislature enacted Senate Bill 1011, authorizing Metro and the three counties to designate urban and rural reserves. Senate Bill 1011 was proposed by agreement among a broad coalition of stakeholders in response to widespread frustration regarding the existing process for Metro-area UGB expansions. In particular, the statutory requirements for UGB decisions often fostered inefficient and inflexible decision-making, because the hierarchy of lands listed in ORS 197.298 requires Metro to first expand the UGB onto the lowest quality agricultural lands regardless of whether those lands could be cost-effectively developed. Senate Bill 1011 addressed these problems by allowing Metro and the counties significant discretion to identify urban and rural reserves outside of the existing UGB as the areas where future UGB expansion will or will not occur over the next 50 years.

A primary goal of Senate Bill 1011 was to provide more flexibility to allow UGB expansions into areas that would be the most appropriate for urbanization. To accomplish that goal, the legislature authorized Metro and the counties to designate urban and rural reserve areas based on discretionary “consideration” of several nonexclusive “factors” designed to help determine whether particular areas are appropriate for development or for long-term protection. The legislature purposely did *not* create a list of mandatory approval criteria requiring findings that each standard must be satisfied. Rather, the reserve statute and rules allow Metro and the counties to consider and weigh each factor in order to reach an overall conclusion regarding whether a reserve designation is appropriate. All factors must be considered, but no single factor is determinative.

The factors that must be considered regarding the designation of urban reserves are described in the state rule as follows:

“When identifying and selecting lands for designation as urban reserves under this division, Metro shall base its decision on consideration of whether land proposed for designation as urban reserves, alone or in conjunction with land inside the UGB:

- (1) Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;
- (2) Includes sufficient development capacity to support a healthy economy;

- (3) Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;
- (4) Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;
- (5) Can be designed to preserve and enhance natural ecological systems; and
- (6) Includes sufficient land suitable for a range of housing types;
- (7) Can be developed in a way that preserves important natural resource features included in urban reserves; and
- (8) Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves.”

After LCDC adopted rules implementing SB 1011 in January of 2008, Metro and the three counties began a two-year public process that included an extensive outreach effort bringing together citizens, stakeholders, local governments and agencies throughout the region. That process involved the application of the urban and rural reserve factors to land within approximately five miles of the UGB, and resulted in three IGAs being signed by Metro and each county in 2010 mapping the areas that were determined to be most appropriate as urban and rural reserves under the statutory factors. Clackamas County and Metro agreed that, under the factors, Stafford is an appropriate area for future urbanization.

B. Application of the Urban Reserve Factors Under *Barkers Five*

LCDC reviewed the reserve designations adopted by Metro and the counties and issued an acknowledgement order approving all reserves in August of 2012. Twenty-two parties filed appeals of LCDC’s order with the Oregon Court of Appeals, including the City of West Linn and the City of Tualatin (the “cities”). The cities argued that Stafford should not have been designated as urban reserve because it cannot be efficiently and cost-effectively served by transportation facilities and other public services. In support of that argument the cities pointed to projected future traffic conditions in the Stafford area as estimated by Metro’s 2035 Regional Transportation Plan (RTP).

The Court of Appeals issued the *Barkers Five* opinion in February of 2014, affirming LCDC’s decision on the majority of the 26 assignments of error raised by the opponents, and remanding on three issues. Regarding Stafford, the court rejected the cities’ argument that the eight urban reserve factors are mandatory criteria that must each be independently satisfied for each study area. Rather, the court held that the legislature’s intent was not to create approval standards, but rather “factors” to be considered, weighed and balanced in reaching a final decision.

However, the court agreed with the cities’ argument that Metro and LCDC failed to adequately respond to evidence cited by the cities in the 2035 RTP that traffic in the Stafford area was projected to exceed the capacity of certain roads by 2035. The court found that the cities had

presented “weighty countervailing evidence” that transportation facilities in the Stafford area could not support urbanization, and that LCDC and Metro failed to provide any “meaningful explanation” regarding why, in light of the cities’ conflicting evidence, the urban reserve designation was still appropriate for Stafford.

In addition to their argument regarding transportation facilities, the cities also argued that they had submitted evidence to Metro and LCDC showing that sewer and water services could not be cost-effectively extended to Stafford, and that Metro and LCDC also failed to adequately respond to that evidence. The Court of Appeals did not directly address this argument, because the court’s ruling regarding the transportation issues also requires consideration on remand of the cities’ evidence and argument regarding water and sewer services.

Significantly for purposes of these findings, the Court of Appeals upheld LCDC’s interpretation of the phrase “consideration of factors” in the statute and the urban reserve rules as being intended to apply in the same manner as the factors that apply to a decision regarding the location of a UGB expansion under Goal 14. The court agreed with LCDC that there are three key principles involved in the correct application of the urban reserve factors: (1) Metro must “apply and evaluate” each factor, (2) the factors must be “weighed and balanced as a whole,” with no single factor being determinative, and (3) based on the evaluation of each factor, and the weighing and balancing of all factors, Metro must “meaningfully explain” why an urban reserve designation is appropriate. *Barkers Five* at 300-301.

As correctly explained by LCDC and affirmed by the Court of Appeals, the statute and rules governing the designation of urban reserves provide significantly more discretion to Metro regarding the “consideration of factors” than the cities choose to believe. In their submittal to the Metro Council, the cities admit that the urban reserve factors are not approval criteria but assert that the factors do not call for “discretionary” decisions. Given the clear description of the decision-making process by the Court of Appeals it is difficult to understand why the cities do not believe that Metro is afforded discretion regarding its consideration of the factors.

As explained by the court, Metro’s obligation under the factors is to provide a written evaluation of each factor as it applies to an area, weigh and balance all factors as a whole, and then provide a meaningful explanation regarding its ultimate decision for designating the area. Under this methodology, Metro is not required to conclude that a particular area has a high ranking under each factor in order to find that an urban reserve designation is appropriate, so long as each factor is evaluated, all factors are balanced, and the conclusion is explained. In fact, Metro could conceivably conclude that Stafford completely fails under one or more of the factors, so long as Metro provides a meaningful explanation regarding why an urban reserve designation is nonetheless appropriate after all of the factors are “weighed and balanced” together. The very nature of a process that directs Metro to “weigh and balance” a list of factors against each other inherently involves the exercise of considerable discretion. Thus, Metro disagrees with the cities’ suggestion that Metro does not have significant discretion regarding its consideration of the urban reserve factors.

The following Section C of these findings describes the reasons why Metro again concludes that the Stafford area was correctly designated as an urban reserve area in 2011, utilizing the

direction provided by the Court of Appeals regarding the correct methodology for considering the urban reserve factors.

C. Reasons for Stafford Urban Reserve Designation

The designation of Stafford as an urban reserve area was the culmination of a lengthy and collaborative regional process from early 2008 through 2010. Metro and the three counties formed committees, began a public involvement process, and established a Reserves Steering Committee to advise the Core 4 regarding reserves designations. The steering committee included 52 members and alternates representing interests across the region – business, agriculture, conservation groups, cities, service districts, and state agencies. Technical analysis regarding the application of the urban reserve factors to particular study areas was provided by specialized expert groups, including providers of water, sewer, transportation, education, and other urban services.

The four study areas that comprise what is collectively referred to as “Stafford” are shown on the map attached to this staff report as Attachment 1. More specifically, the four areas are known as Stafford (Area 4A), Rosemont (Area 4B), Borland (Area 4C) and Norwood (Area 4D). As shown on the map, Areas 4A, 4B, and 4C together comprise the “triangle” area that is adjacent to the cities of West Linn, Lake Oswego, and Tualatin. Those three study areas consist of approximately 4,700 acres and were considered together as Area U-4 by Clackamas County in their urban reserve analysis. Area 4D contains approximately 1,530 acres and is located to the south and east of the “triangle,” adjacent to the City of Tualatin on the north and the Washington County border on the west. There are three other acknowledged Washington County urban reserve areas (Areas 4E, 4F, and 4G) that are located between Area 4D and the City of Tualatin.

In considering the designation of Stafford as an urban reserve area, it is important to remember the context and purpose of the urban and rural reserves designations. Because urban reserves are intended to provide a land supply over a 50-year time horizon, the designation of urban reserve areas must be based on their physical characteristics, including development capacity and future serviceability, rather than the current desires of nearby jurisdictions or current infrastructure conditions. Although there are some impediments to development in parts of these four study areas due to slopes and natural features – as there are in most areas of our region – most of the land is suitable for urban-level development, and development concept plans have been prepared for the Stafford area describing potential development scenarios.

Physically, the Stafford area is very similar to the cities of West Linn and Lake Oswego, which are successfully developing at urban densities. The Stafford area is immediately adjacent to existing urban development in three cities, facilitating logical extensions of infrastructure. Stafford is bisected by Interstate 205 and is within three miles of Interstate 5. Unlike any other urban reserve study area in the region, the 4,700 acres in the “triangle” that comprise study areas 4A, 4B and 4C are actually surrounded on three sides by existing cities and attendant urban infrastructure. While development levels would not be uniform across all four urban reserve areas, due in part to topography and natural resource areas, the opportunity exists to create a mix of uses, housing types and densities where the natural features play a role as amenities, while complementing existing development in the adjacent neighborhoods.

It is also important to consider the designation of these areas in light of the overall regional context. The reserve statute and rules require Metro to designate an amount of urban reserves sufficient to provide a 50-year supply of land for urban growth across the entire Metro region. All four Stafford study areas are identified by the Oregon Department of Agriculture (ODA) as “conflicted” agricultural land that is not suitable to sustain long-term agricultural operations. Designation of the Stafford area as urban reserve helps to avoid urban designation of other areas in the region, particularly in Washington County, that contain more important or “foundation” agricultural land. There are no other areas in the region that provide a similar amount of non-foundation farmland that are also surrounded on three sides by existing urban development and rank as highly as Stafford under the urban reserve factors.

It is true that the Stafford area’s status as conflicted agricultural land is not itself directly relevant to Metro’s application of the urban reserve factors, in that the factors do not consider soil type or the presence of agricultural uses. However, it is also true that many of the reasons that resulted in ODA’s designation of Stafford as conflicted agricultural land are the same reasons that Stafford ranks highly as an urban reserve area under the applicable factors, such as: proximity to existing urban development, high land values that support urban development, the presence of existing commercial, residential and institutional uses in the area, and high potential for future residential development. The ODA Report describes the Stafford area as follows:

“The integrity of the agricultural lands located within this subregion is seriously compromised. The few existing commercial operations located in the area are compromised by surrounding area development, parcelization and the potential for future residential development within the exception areas located in the subregion and at the edges along the UGB. Land values reflect the current nonresource zoning and/or the speculative land market that exists in the area due to its location. The core agricultural block is relatively small, providing little opportunity for the island to stand-alone.

“South of the Tualatin River the few remaining agricultural operations are located on lands zoned for rural residential use, in an area containing several nonfarm uses that are generally not considered to be compatible with commercial agricultural practices. Such uses include churches, schools and retail commercial. High-density residential development also exists along the river. This area also shares an edge with the City of Tualatin. Along this edge, inside the UGB, exist high-density single-family and multifamily residential development. Finally, the entire area south of the river is a recognized exception area that provides no protection for farm use.” ODA Report, page 35.

The conclusions of the ODA Report provide support for Metro’s conclusion that the existing characteristics of Stafford make it an area that has high potential for future urban development, which is the entire purpose behind Metro’s application of the urban reserve factors – identifying those locations across the region where future urbanization makes the most sense.

The following subsections of these findings provide the Metro Council’s evaluation of each factor as it relates to Stafford. The Metro Council adopts and incorporates the findings in Section VIII.B above regarding the evaluation of each factor as applied to Areas 4A, 4B, 4C, and 4D. To the extent any of those findings may conflict with the findings set forth in this section, the findings in this section shall apply.

1. Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments.

The Metro Council finds that the primary focus of this factor is whether there is urbanizable land in the study area within sufficient proximity to existing urban infrastructure to allow for efficient use of that infrastructure. In other words, does the area include developable land that is located in such a way that future development may utilize existing roads, water and sewer services? Regarding Stafford, the answer to this question is a resounding yes. As described elsewhere in these findings, Stafford is the only urban reserve study area that is physically surrounded on three sides by existing city boundaries, dense urban development, and available public infrastructure. It is also bisected by Interstate 205 and located within three miles of Interstate 5. Stafford is an anomalous rural area that is surrounded by urban development, and its unique location between and adjacent to the cities of West Linn, Tualatin, and Lake Oswego facilitates the logical and efficient extension of future development and related infrastructure, which is the focus of factor #1.

There is no legitimate question regarding the future developability of the Stafford area, particularly given the proliferation of urban development on identical adjacent terrain. It is true that there are hills and slopes in the northern portion of Area 4A – however none of the slopes present development challenges that are any different from existing development on the other side of those same hills in the cities of West Linn and Lake Oswego. The topography of Area 4A is essentially identical to that of adjacent urbanized portions of those two cities. Further, existing residential development in the Atherton Heights subdivision in the northern portion of the Stafford Basin is successfully located on a tall hillside that is significantly steeper than any of the slopes in Area 4A. Development in many other parts of the Metro region, including Forest Heights in the City of Portland, has been successful on steeper hillsides that present more challenges to development than the comparatively gentle and rolling hills of Stafford. Arguments from the cities that the hills of Stafford are too steep to be developed are easily refuted by simply looking at existing development in other parts of the region, or at development on the other side of the same hills in West Linn and Lake Oswego.

It is true that any future development in the Stafford area would need to be varied in density across the basin due to slopes and other natural features including riparian habitat areas that must be protected. However, there are sufficient developable areas to create a vibrant and diverse urban area, as depicted in the conceptual development plan submitted by OTAK entitled “Clackamas County’s Next Great Neighborhood.” As shown in those materials, the topography of Stafford and the location of easily developed land in the Borland area (Area 4C) create the possibility of a development pattern that includes a mix of existing smaller acreage home sites, lower density neighborhoods, medium density neighborhoods, and mixed use commercial and office areas. Higher density residential, mixed use and employment areas could be located in the relatively flat Borland area, closer to Interstate 205. As depicted in OTAK’s conceptual plan,

medium-density walkable neighborhoods could be developed along the east side of Stafford Road, while existing low density neighborhoods and natural areas further to the north and east could remain. The Rosemont area (Area 4B) could provide residential development that complements existing similar development in the adjacent Tanner Basin neighborhood in West Linn.

The Metro Council finds that the focus of factor #1 is primarily on the potential location of future urban development in relation to existing infrastructure, while factor #3 considers whether urban facilities and services may be provided cost-effectively. However, because the two factors have been addressed concurrently in prior proceedings, the findings below regarding factor #3 are also expressly adopted here for purposes of factor #1.

2. Includes sufficient development capacity to support a healthy economy.

Areas 4A, 4B, and 4C contain approximately 4,700 acres and Area 4D contains approximately 1,530 acres. Together these areas are approximately 6,230 acres, and would provide the region with a significant amount of development capacity through the end of the urban reserve planning horizon in 2060. Metro and the three counties adopted a total of 28,256 acres of urban reserves, which is an amount deemed sufficient to provide the Metro region with a 50-year supply of urbanizable land. Almost half of that amount, 13,874 acres, was located in Clackamas County, and the 6,230 acres located in the Stafford area therefore comprise almost half of the county's total urban reserves. Since the enactment of House Bill 4078, which adopted Metro's 2011 addition of 1,986 acres to the UGB and further reduced the amount of urban reserves in Washington County by about 3,200 acres, the 6,230 acres in Stafford now comprise approximately 27% of the total urban reserve area for the entire Metro region. Thus, based solely on the math, the fact that the Stafford area provides a significant percentage of the 50-year supply of urban reserves for the entire region supports a conclusion that Stafford provides future development capacity sufficient to support a healthy economy under factor #2.

The Metro Council also relies upon its findings set forth immediately above under factor #1 regarding the developability of the Stafford area, as well as the OTAK conceptual development plan discussed in that section, and the findings above in Section VII.B in support of a conclusion that Stafford can be developed at sufficient capacity to support a healthy urban economy. The Metro Council finds that factor #2 calls for an inherently discretionary finding regarding what amount of capacity might "support a healthy economy." The Metro Council further finds that this factor does not establish any particular threshold amount of development that is required to "support" a healthy economy; arguably, any amount of additional development capacity in Stafford could meet that very generally stated goal. However, as described above in the findings regarding factor #1 and in the OTAK conceptual plans, the Stafford area has the potential to provide significant future development capacity that would be sufficient to "support a healthy economy" as contemplated under factor #2.

3. Can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers.

The primary dispute regarding Stafford’s designation as an urban reserve arises under factor #3. Although addressed in tandem with factor #1 by the cities, in the LCDC acknowledgment order, and on appeal to the Court of Appeals, the cities’ arguments regarding future provision of facilities and services are focused on costs of roads and the cities’ financial ability to provide water and sewer services under this factor. As described above, the Metro Council finds that factor #1 regarding “efficient use” of existing and future infrastructure is primarily focused on the location of future urban development in relation to existing and planned infrastructure, while factor #3 expressly considers the “cost-effective” provision of urban facilities and services. The cities’ arguments related to costs of providing transportation, water and sewer services are more appropriately considered under factor #3.¹⁰ However, the findings above regarding factor #1 are also expressly adopted for purposes of factor #3.

In its review of the Stafford urban reserve designations, the Court of Appeals held that Metro and LCDC failed to adequately respond to evidence submitted by the cities regarding future traffic conditions in the Stafford area as projected in Metro’s 2035 RTP. Although the court did not rule on the cities’ arguments regarding the feasibility of providing water and sewer, those issues are also considered as part of these findings. The remainder of this section responds to the evidence submitted by the cities regarding the future provision of (a) transportation facilities, and (b) water and sewer services.

a. Transportation Facilities

During the Metro and LCDC proceedings in 2011 the cities contended that Stafford should not be designated as an urban reserve because traffic projections in Metro’s 2035 RTP (adopted in 2010) indicate that four principal roads in the Stafford area will be “failing” under Metro’s mobility policies in the RTP. The four facilities at issue are Stafford Road, Borland Road, Highway 43, and portions of Interstate 205. The cities cited the 2035 RTP as evidence that Stafford did not comply with urban reserve factors #1 and #3 regarding the provision of urban services.

Specifically, the cities argued that because the RTP forecasted the roads at issue to be above capacity in 2035, future urban development in Stafford could not be efficiently or cost-effectively served by transportation infrastructure because there is no current funding to fix the problems. Therefore the cities argued: (a) Stafford could not “comply” with the factors, and (b) the Metro and LCDC decisions were not supported by substantial evidence in the record. The Court of Appeals rejected the cities’ first contention, holding that the urban reserve factors are not approval criteria and therefore “compliance” with each of the factors is not required. However, the court went on to agree with the cities that the evidence they cited regarding

¹⁰ Although factor #1 and factor #3 are similar, they should not be construed to have an identical meaning, because doing so would render one of them superfluous. When different language is used in similar statutory provisions, it is presumed to have different intended meanings. *Lindsey v. Farmers Ins. Co.*, 170 Or App 458 (2000).

transportation system forecasts in the 2035 RTP had not been adequately addressed by Metro. Therefore, the court concluded that LCDC failed to correctly review Metro's decision for evidentiary support.

The primary flaw in the cities' argument regarding this factor is that the 2035 RTP traffic forecasts and related mobility policy maps are not directly relevant to the question posed by the urban reserve factors, which is whether Stafford can be efficiently and cost-effectively served with transportation facilities within a 50-year horizon. The RTP traffic forecasts are constantly evolving projections that provide a snapshot in time of the current estimates of future traffic congestion in the next 25 years. Those estimates are based on funding for system improvement projects that are *currently* listed in the RTP, and are subject to significant change over the next 25 to 50 years. New improvement projects for roads and highways are added to the RTP project list on a regular basis (sometimes even between each four-year RTP update cycle, as occurred in 2013 via Metro Resolutions 13-4420, 13-4421, 13-4422, 13-4423, and 13-4424), and funding for those projects is adjusted and prioritized based on need given existing and planned levels of development. When new proposed improvement projects are added to the RTP project list, the effects of those future improvements are then applied to the 25-year traffic congestion forecast for the region as shown on the mobility policy maps in the RTP. When new road improvement projects are added, there is a corresponding decrease in projected congestion for areas that are served by those roads.

The cities argued that the 2035 RTP demonstrates that there are no currently identified funds to fix the problems associated with traffic forecasts on the roads they identified. But this argument ignores how the planning process actually works for transportation projects, and the fact that new improvement projects are added to the RTP list on a regular basis. It is true that in 2010, when the snapshot was taken in the 2035 RTP of funding for the project lists and corresponding traffic forecasts, there was no identified funding for transportation projects designed to serve an urbanized Stafford. But when an area such as Stafford that is outside of the UGB is identified as a potential location for new urban development, the planning process that is required for urbanization will include identification of new and necessary transportation system improvements to serve future urban development in that area, and those improvements will then be included on the RTP project list. Adding those improvements to the RTP project list will then reduce the amount of congestion forecasted on the RTP mobility policy maps for that area.

Thus, there is a "chicken/egg" problem with the cities' reliance on the traffic forecasts in the 2035 RTP as evidence that Stafford cannot be served by roads and highways in the area due to a lack of funding. When the 2035 RTP was adopted in 2010, the Stafford area was simply another rural residential area outside of the UGB, and had not been specifically designated as an area for future urban development. Therefore, the 2035 RTP did not prioritize funding for improvement projects in the Stafford area that would be necessary for new urban development arising out of a UGB expansion. In the absence of an existing plan for urbanization of Stafford in 2010, there is no reason why the region would prioritize funding in the 2035 RTP for improving roads to accommodate new urban development in that area.

In 2010 Metro adopted amendments to Title 11 of the Urban Growth Management Functional Plan specifically designed to ensure that areas proposed for urbanization through a UGB

expansion can and will be served with public facilities such as roads. Title 11 now requires that local governments must adopt concept plans for an urban reserve area prior to any such area being added to the UGB by Metro. Concept plans must include detailed descriptions and proposed locations of all public facilities, including transportation facilities, with estimates of cost and proposed methods of financing. Concept plans must be jointly prepared by the county, the city likely to annex the area, and appropriate service districts.

The Title 11 concept planning requirements will apply to Stafford if and when that area is proposed for inclusion in the UGB by a city, and will require detailed planning regarding how transportation services will be provided to the area, including a description of methods for financing those services. That urban planning process will require adding specific transportation improvement projects to the RTP project lists for purposes of ensuring there can be adequate capacity to serve the Stafford area. At that point, once urban development in Stafford takes some planning steps towards potential reality, the region could decide to add and prioritize improvement projects on the RTP project lists that would be necessary to facilitate new urban development in that area. But in 2010, because Stafford was not in the UGB and not even an urban reserve area, there was no reason to include or prioritize projects in the 2035 RTP to facilitate its development.

The RTP is a constantly evolving document that merely provides a periodic snapshot forecast of regional traffic congestion based on current funding priorities for improvement projects on the RTP project list. The RTP project list is amended and revised on a regular basis. If at some point in the future, a portion of Stafford is proposed to be added to the UGB, concept planning under Title 11 must occur and necessary transportation system improvement projects would be added to the RTP project lists at that time. The Metro Council finds that the 2035 RTP does not constitute compelling evidence that the Stafford area cannot be efficiently served by transportation facilities over a 50-year horizon.

Further, the more recently adopted 2014 RTP includes updated mobility policy maps that reveal the fallacy of the cities' arguments. The 2014 RTP shows that the 2035 RTP mobility policy maps relied upon by the cities are already outdated and do not constitute substantial evidence to support a conclusion that it is not possible for Stafford to be served by roads on a 50-year planning horizon. On July 17, 2014, the Metro Council adopted amendments to the 2035 RTP via Metro Ordinance No. 14-1340, and also changed the name of the RTP to "2014 RTP." The mobility policy maps in the 2014 RTP show significant improvement in forecasted traffic congestion on principal roads in the Stafford area for the new RTP planning horizon that ends in 2040, as compared to the mobility policy maps relied upon by the cities from the 2035 RTP. Copies of the three most relevant 2014 maps are included in the record as Exhibit B to the September 30, 2015 staff report (these are close-up versions of the maps focused on the Stafford area and do not show the entire region).

The maps relied upon by the cities from the 2035 RTP are included in the record as Exhibit C to the September 30, 2015 staff report. Sections of roads that are shown in red are locations that in 2010 were projected to exceed acceptable volume-to-capacity ratios in 2035, based on three different funding scenarios for improvements identified on the RTP project lists. The first scenario is the "no build" map (Figure 5.5), shown on Exhibit C-1, which essentially shows the

worst case scenario in that it assumes all of the usual projected increases in population, jobs and new housing units for the region, but assumes that *none* of the improvements projects listed in the 2035 RTP will actually be built by 2035. Therefore, this is the map with the most red lines. The second scenario is the “2035 Federal Policies” map (Figure 5.7), shown on Exhibit C-2, which assumes that all improvement projects identified on the RTP “financially constrained” list are built (*i.e.*, projects using funds from existing identifiable revenue sources). This map shows decreases in projected congestion compared to the “no build” map. The third scenario is the “2035 Investment Strategy” map (Figure 5.9), shown on Exhibit C-3, which assumes availability of additional funding for improvement projects that are listed on the RTP project list and are not “financially constrained” by existing revenue sources, but could be constructed assuming that other potential funding sources become available.

Comparing the 2014 RTP mobility policy maps to the 2035 RTP maps reveals significant improvements in projected traffic congestion levels in the Stafford area. The 2035 Investment Strategy map shows all of Interstate 205, all of Highway 23, and most of Borland Road and Stafford Road in red, meaning that they are projected to exceed Metro’s mobility policy standard of 0.99 v/c in 2035. Exhibit C-3 to September 30, 2015 staff report. However, the corresponding 2040 Investment Strategy map from the 2014 RTP shows no portion of Interstate 205 or Borland Road in red, and much smaller portions of Highway 43 and Stafford Road in red. Exhibit B-3 to September 30, 2015 staff report. Therefore, to borrow the imprecise language employed by the cities, these facilities are no longer projected to be “failing” as the cities previously claimed. The dramatic change regarding the forecast for Interstate 205 in this area is due in part to new project assumptions for the I-205 and I-5 system that had not been included in the 2035 RTP. One of the specific investment strategies included in the 2014 RTP is to “address congestion bottleneck along I-205.” (2014 RTP Appendix 3.1, page 302).

The significant improvements in projected traffic congestion in the Stafford area in just four years between Metro’s adoption of the 2035 RTP and the 2014 RTP provide evidence that refutes the cities’ arguments and supports a conclusion that Stafford could be efficiently and cost-effectively served by transportation facilities under the relevant urban reserve factors. This evidence provides the “meaningful response” to the evidence cited by the cities from the 2035 RTP that the court of appeals found was lacking. At the same time, this evidence illuminates the fundamental problem with the cities’ arguments that were based on the 2035 RTP mobility policy maps. As explained above, the 25-year RTP mobility policy maps reflect a constantly changing set of projects and related funding assumptions that do not constitute substantial evidence for purposes of determining whether Stafford may be efficiently and cost effectively served by transportation facilities on a 50-year planning horizon.

b. Water and Sewer Services

At the Court of Appeals, the cities also challenged the evidentiary support for Metro’s findings regarding the provision of water and sewer service to Stafford under urban reserve factors #1 and #3. The court did not specifically review these arguments, but instead remanded the entire Stafford reserve designation based on its ruling regarding transportation issues.

The evidentiary record supporting Metro’s consideration of each urban reserve factor is extensive. Regarding provision of water and sewer to Stafford under urban reserve factors #1 and

#3, Metro adopted detailed findings citing specific evidence supporting an urban reserve designation under the factors, set forth above in Section VII.B. Those findings note that technical assessments provided to the Core 4 Reserves Steering Committee by working groups consisting of experts and actual service providers rated the Stafford area as being “highly suitable” for both water and sewer service.

A summary of the analysis regarding water service suitability is included in the record as Exhibit E to the September 30, 2015 staff report, which is a memorandum from the Core 4 Technical Team to the Core 4 Reserves Steering Committee dated February 9, 2009. The water service analysis was coordinated by the Regional Water Providers Consortium, and involved review of specific reserve study areas by a large group of water service providers, who applied specific criteria to each area including: (a) proximity to a current service provider; (b) topography; (c) use of existing resources; and (d) source of water. Each area was analyzed by the group of experts, ranked as high, medium, or low suitability for providing water services, and mapped. The results of the group’s analysis were presented at a meeting of the technical committee of the Regional Water Providers Consortium and the proposed map was provided to all members of the committee for review and comment. As shown on the map attached to the Core 4 memo, the Stafford area was ranked as being “highly suitable” for water service.

A summary of the analysis regarding sewer service suitability is included in the record as Exhibit F to the September 30, 2015 staff report, which is also a memorandum from the Core 4 Technical Team dated February 9, 2009. The sewer service analysis was the result of work done by a “sanitary sewers expert group” of engineers and key staff from potentially impacted service providers, who applied their professional expertise and knowledge of nearby areas and facilities. The expert group applied a set of criteria to each reserve study area, including (a) topography; (b) proximity to a current waste water treatment plant; (c) existing capacity of that plant; and (d) the ability to expand the treatment plant. Each area was analyzed by the group of experts, ranked as high, medium, or low suitability for providing sewer services, and mapped. The results of the group’s analysis were digitized and sent to all participating service providers for comment. As shown on the map attached to the Core 4 memo, the Stafford area was ranked by the expert group as being “highly suitable” for sewer service.

Further analysis regarding water and sewer services in urban reserve areas was undertaken by Clackamas County and provided in a technical memorandum dated July 8, 2009, included in the record as Exhibit G to the September 30, 2015 staff report. That memorandum provides a detailed analysis of each reserve study area under the urban reserve factors and makes recommendations for each study area. Regarding Stafford, the county analysis recommends designating Stafford as urban reserve, based in part on the fact that it ranks “high” for both water and sewer serviceability. As concluded by the county, the area can be relatively easily served because of proximity to existing conveyance systems and pump stations.

The City of Tualatin submitted evidence challenging the Clackamas County analysis regarding water and sewer based on a report prepared by engineering firm CH2M Hill, which was forwarded to the Core 4 Reserves Steering Committee on October 13, 2009. In that letter, the city expresses disagreement with many of the county’s conclusions regarding the suitability

rankings, and provided its own cost estimates regarding future provision of water and sewer services.

Metro staff reviewed the analysis in the City of Tualatin's letter and the CH2M Hill materials and prepared a responsive memorandum dated September 17, 2015, attached as Exhibit I to the September 30, 2015 staff report. As described in that memo, the fundamental flaw in the city's argument is that the city's analysis and cost estimates do not consider the same geographic area that was studied by Clackamas County and Metro, and therefore the comparisons provided by the city are not accurate. The map attached to Exhibit I illustrates the significant differences between the two study areas. The county's analysis was for its urban reserve study area U-4, which consisted primarily of the area that became areas 4A and 4B – land between the existing UGB and Interstate 205 – plus the portion of area 4C located north of I-205. However, the city's analysis considers only the area proximate to the City of Tualatin, bounded by the Tualatin River to the north and Stafford Road to the east, thereby excluding all of areas 4A and 4B, which comprised the vast majority of the land analyzed by the county in its analysis. The flaws resulting from this approach regarding application of the urban reserve factors are described in the staff memorandum dated September 17, 2015.

4. Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers.

The Metro Council finds that there are no impediments to the design of future development in the Stafford area that would prevent it from being served with a well-connected system of streets, bikeways, walkable pedestrian paths and recreation trails, or public transit. The Stafford area is already relatively developed, compared with many other urban reserve areas, and is currently served with a well-connected system of streets. Designing a new urban area to be walkable and bikeable is no more complicated than designing road improvements that include sidewalks and bike lanes as portions of the new urban area develop. There is a sufficient amount of undeveloped land in the Stafford area to design street, bicycle and pedestrian connections within and across the area as part of future concept planning.

As noted in the findings above in Section VII.B, the location of Stafford immediately adjacent to three existing cities and urban development on three sides makes it considerably easier to design new urban areas that provide transportation connections to existing infrastructure. Any portions of Stafford that are first proposed for inclusion inside the UGB will necessarily be adjacent to the existing UGB and related transportation facilities. The Metro Council finds that there are few, if any, other areas in the region that have the potential to create the same level and type of pedestrian connections within and across the area.

As described elsewhere in these findings, any future proposals to include some portion of Stafford within the UGB will require that area to first be concept planned under Title 11 of Metro's Urban Growth Management Functional Plan (UGMFP). Title 11 requires concept plans for an area to include detailed descriptions and proposed locations of all public facilities, including transportation facilities and connections of any new transportation facilities to existing systems. Concept planning will require provision for bikeways, pedestrian pathways and, where appropriate, recreational trails. The existing IGA between Metro and Clackamas County

regarding the designation of Stafford as an urban reserve area provides that any future concept plans for the area will include the Borland Road area as being planned and developed as a town center area serving the other parts of Stafford to the north (Area 4A) and south (Area 4D). The IGA also specifically requires that future concept planning will ensure that areas suitable for a mix of urban uses “will include designs for a walkable, transit-supportive development pattern.”

A very preliminary conceptual development plan for Stafford was submitted by OTAK, entitled “Clackamas County’s Next Great Neighborhood.” As shown in those materials, and as provided in the IGA between Metro and the county, future planning for development across Stafford could include a relatively dense and pedestrian friendly mixed use town center and office district in the Borland area (Area 4C), as well as medium density walkable neighborhoods in the same area and further to the north along Stafford and Johnson Roads. The OTAK plan also depicts conceptual street design that includes the sidewalks and bike lanes that would be required as part of a concept plan proposal under Title 11 for future urbanization of any portion of the Stafford area. The OTAK proposal supports Metro’s finding that Stafford can be designed to be walkable and served with streets and other alternative transportation options.

The cities assert that Stafford could never be walkable and connected due to existing parcelization and because they believe that some larger parcels are “unlikely to redevelop.” The Metro Council finds that the cities’ opinion regarding whether or not particular parcels in the Stafford area are likely to redevelop does not affect the Council’s evaluation under urban reserve factor #4, which asks the question of whether the area “can be designed” to be walkable and served with streets, bikeways, trails and public transit. The question is not whether or when particular parts of Stafford may or may not be developed, the question is whether, assuming that urbanization will occur at some point in the future, the area “can be designed” in a way to accommodate future transportation needs, including alternative transportation and recreation. The Metro Council finds that there is no reason the Stafford area cannot be designed in such a manner, as evidenced by the OTAK conceptual plan.

5. Can be designed to preserve and enhance natural ecological systems.

Similar to urban reserve factor #4, the relevant question to be considered under this factor is whether proposed future urban development in the Stafford area “can be designed” to preserve and enhance natural ecological systems. The Metro Council finds that there are no significant challenges to designing future development in the Stafford area in a manner that will preserve and enhance natural ecological systems in the area. In fact, the existing IGA between Metro and the county specifically requires that any future concept planning for Stafford “shall recognize environmental and topographic constraints and habitat areas,” including the riparian areas along creeks in the North Stafford Area, “recognizing that these areas include important natural features, and sensitive areas that may not be appropriate for urban development.” Thus, the intent behind urban reserve factor #5 has been embedded in the requirements for planning any future development in the Stafford area and those development plans can (and must) be designed to protect and enhance natural ecological systems. Also, as noted in the findings above in Section VII.B, any future development will be subject to state and Metro rules that are specifically designed to protect upland habitat, floodplains, steep slopes and riparian areas.

The cities do not attempt to argue that future development in Stafford cannot be designed to protect natural ecological systems. The cities instead contend that doing so will reduce the amount of developable land and make connectivity, walkability and development of the remaining lands “much more difficult and expensive.” However, the question posed by urban reserve factor #5 is not whether protecting ecological systems will make it more difficult or expensive to develop other areas. The question is whether future development “can be designed” to preserve and enhance ecological systems. The Metro Council finds that the answer to that question is very clearly yes.

Metro’s findings and the IGA with Clackamas County acknowledge the existence of some environmentally constrained lands and the fact that those areas will reduce the total amount of developable acreage in Stafford. However, that fact does not impact the overall analysis under the factors, weighed and balanced as a whole, regarding whether or not the entire 6,230-acre Stafford area should be designated as an urban reserve. As concluded elsewhere in these findings, even when environmental protections are taken into account Stafford provides sufficient development capacity to support a healthy economy under factor #2 and includes sufficient land suitable for a range of needed housing types under factor #6.

6. Includes sufficient land suitable for a range of needed housing types.

The four areas that constitute the Stafford area contain approximately 6,230 acres. The topography is varied, from the rolling hills in the north to the comparatively flat areas to the south in Borland and Norwood. The variations in topography and existing development patterns enhance the ability of Stafford to provide a diverse range of needed housing types across the area. As depicted in the conceptual plan submitted by OTAK, and as provided in the IGA between Metro and Clackamas County, the Borland area provides a potential mixed use town center area, including higher density housing in the form of apartments or condominiums. The area south of Luscher Farm along Stafford and Johnson Roads includes generally larger lots that could be developed as medium-density neighborhoods that still focus jobs and housing closer to the vicinity of Interstate 205. The OTAK proposal also identifies the northern portion of Area 4A as being a potential location for somewhat lower density single-family neighborhoods. Types and density of future development in Stafford would not be proposed until a concept plan is prepared by one of the adjacent cities for some portion of the Stafford area, and Metro determines there is a need to expand the UGB into that particular area. The Metro Council finds there is sufficient land in the Stafford area to provide the full range of needed housing types.

7. Can be developed in a way that preserves important natural landscape features included in urban reserves.

The Metro Council finds that the Stafford area can be developed in a way that preserves important natural landscape features. The two important natural landscape features that have been identified to date are the Wilson Creek and Tualatin River systems. For the same reasons described above regarding factor #5, which requires evaluation of the ability to preserve Wilson Creek and other riparian areas, these riparian areas may also be preserved as important natural landscape features. Any future plans for development in Stafford will need to be made in compliance with applicable state and Metro regulations that are specifically designed to protect upland habitat, floodplains, steep slopes and riparian areas. There are no significant challenges to

designing future development in the Stafford area in a manner that will preserve natural landscape features. The Metro Council expressly adopts the findings above regarding factor #5 regarding this factor.

8. Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserve.

Stafford is an ideal candidate for urban reserve under this factor because of its location. Areas 4A and 4B are surrounded on three sides by existing urban development, and future development of those areas would have no potential adverse effects on farm or forest practices, or on any land designated as rural reserve. Similarly, Area 4C is adjacent on the east and west sides to urban development in the cities of Tualatin and West Linn, and its southern boundary is adjacent to an undesignated area that consists of conflicted agricultural land. Area 4D is adjacent to the City of Tualatin and to other large urban reserve areas (Areas 4E, 4F, and 4G) that are located between Area 4D and the cities of Tualatin and Wilsonville. Most of the eastern boundary of Area 4D is adjacent to an undesignated area, with a small portion adjacent to a rural reserve area that consists of conflicted agricultural land. To the extent that any future development in the Stafford area could have potential adverse effects on farm and forest practices, which appears very unlikely based on its location, the Metro Council finds that future planning of development in Stafford can be designed to avoid or minimize adverse effects on farm and forest practices on nearby land.

9. Weighing and Balancing of the Factors and Explanation of Why an Urban Reserve Designation is Appropriate for Stafford.

As explained by the Court of Appeals, Metro’s role is first to apply and evaluate each factor; next, the factors must be “weighed and balanced as a whole.” As noted by the court, no single factor is determinative, nor are the individual factors necessarily thresholds that must be met. *Barkers Five* at 300. Accordingly, even if Stafford entirely failed under one or more of the factors as part of the evaluation, Metro could still conclude that an urban reserve designation is appropriate after all of the factors are weighed and balanced together, so long as a “meaningful explanation” is provided for that conclusion.

Based on the foregoing evaluation of each of the urban reserve factors, the Metro Council concludes that the Stafford area earns a very high ranking under seven of the eight factors, and an average ranking on factor #3 regarding cost-effective provision of urban services. There is no dispute that extending services to the Stafford area will be expensive; however, there are significant costs and challenges associated with providing new urban services to any part of the region where new urban development is being proposed. The Metro Council disagrees with the cities’ position that in order to be designated as an urban reserve, funding sources must be identified for all future infrastructure needs and improvements necessary for the urbanization of Stafford. That position is not consistent with the statutory purpose of urban reserves, which is to designate a 50-year supply of potential urban land for the region. The level of detail the cities desire at this stage will be correctly considered at the time a particular area is proposed for addition to the UGB, which may or may not occur for the entire Stafford area over the next 50 years.

The process of future urban development of Stafford is likely to occur over the course of many decades. The first step in any potential addition of a portion of Stafford into the UGB will require one of the cities to propose a concept plan for a particular expansion area, as required by Title 11 of the UGMFP. Under Title 11, that plan must include detailed descriptions and proposed locations of all public facilities, including transportation facilities, with estimates of cost and proposed methods of financing. In other words, the details regarding exactly how any portion of Stafford will be served with infrastructure, and how that infrastructure will be paid for, must be worked out at the time an area is considered for inclusion in the UGB so that a decision can be made regarding whether actual urbanization is possible and appropriate.

The 50-year growth forecast indicates that the Metro region will need to be able to accommodate between 1.7 and 1.9 million new residents by 2060. September 15, 2009 COO Recommendation, App. 3E-C, Table C-2. The purpose of designating urban reserve areas is to identify locations across the region that would provide the best opportunities for providing homes and jobs for those new residents within the 50 year horizon. Urban reserve designations should not, and do not, require the identification of all future sources of funding for infrastructure within the urban reserve areas today.

Based on the analysis set forth above, and the weighing and balancing of all urban reserve factors as a whole, the Metro Council concludes that Stafford is appropriately designated as an urban reserve area under the applicable statutes and rules. Given the unique location of Stafford, its proximity to existing cities, its size and ability to provide a significant amount of development capacity in the form of a wide range of needed housing types as well as mixed-use and employment land, its location in an area that consists of conflicted agricultural land where adverse impacts on farm use can be avoided, and its high ranking under nearly all of the urban reserve factors, Stafford is one of the most obvious candidates for an urban reserve designation in the entire region.

IX. CONSISTENCY WITH REGIONAL AND STATE POLICIES

A. Regional Framework Plan

Policy 1.1: Urban Form (1.1.1(a); 2.3)

The determination of the amount of urban reserves needed to accommodate growth to the year 2060 was based upon the current focus of the 2040 Growth Concept on compact, mixed-use, pedestrian-friendly and transit-supportive communities and a new strategy of investment to use land more efficiently. The reserves decision assumes that residential and commercial development will occur in development patterns more compact than the current overall settlement pattern in the UGB. In addition, amendments made by the reserves decisions to Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan place greater emphasis than the previous version of Title 11 on “great communities” that achieve levels of intensity that will support transit and other public facilities and services.

Policy 1.4: Economic Opportunity (1.4.1)

The four governments selected urban reserves with factor OAR 660-027-0050(2) (healthy economy) in mind. Rating potential urban reserves for suitability for industrial development, using staff maps and the *Business Coalition Constrained Land for Development and Employment Map* produced by Group McKenzie, resulted in designation of thousands of acres suitable for industrial and other employment uses as urban reserves. These reserves are distributed around the region to provide opportunities in all parts of the region.

Policy 1.6: Growth Management (1.6.1(a))

See finding for Policy 1.1.

Policy 1.7: Urban/Rural Transition

The four governments inventoried important natural landscape features outside the UGB and used those features to help make a clear transitions from urban to rural lands. The findings above explain how the governments applied the landscape features factors in OAR 660-027-0060(3) in designation of urban and rural reserves and demonstrate the use of natural and built features to define the extent of urban reserves.

Policy 1.11: Neighbor Cities

The four governments reached out to the non-Metro cities within the three counties and to Columbia, Yamhill and Marion counties and their cities to hear their concerns about designation of reserves near their boundaries. All expressed an interest in maintenance of separation between the metro urban area and their own communities. The four governments were careful not to designate urban reserves too close to any of these communities. As the findings above indicate, the counties consulted with “neighbor cities” within their borders about which lands near them should be left un designated so they have room to grow, and which lands to designate rural reserve to preserve separation. The city of Sandy asked Metro and Clackamas County to revise the three governments’ agreement to protect a green corridor along Hwy 26 between Gresham and Sandy. At the time of adoption of these decisions, the three governments agreed upon a set of principles to guide revision to the agreement to use reserves to protect the corridor.

Policy 1.12: Protection of Agriculture and Forest Resource Lands (1.12.1; 1.12.3; 1.12.4)

See section II of the findings for explanation of the designation of farmland as urban or rural reserves. Metro’s Ordinance No. 10-1238A revises Policy 1.12 to conform to the new approach to urban and rural reserves.

Policy 1.13 Participation of Citizens

See sections III and IX (Goal 1) of the findings for full discussion of the public involvement process. The findings for each county (sections VI, VII and VIII) discuss the individual efforts of the counties to involve the public in decision-making.

Policy 2.8: The Natural Environment

The four governments inventoried important natural landscape features outside the UGB and used the information to identify natural resources that should be protected from urbanization. The findings above explain how the governments applied the landscape features factors in OAR 660-027-0060(3) in designation of rural reserves for long-term protection of natural resources.

B. Statewide Planning Goals

Goal 1 - Citizen Involvement

The four governments developed an overall public involvement program and, pursuant to the Reserve Rule [OAR 660-027-0030(2)], submitted the program to the State Citizen Involvement Advisory Committee (CIAC) for review. The CIAC endorsed the program. The four governments implemented the program over the next two and a half years. Each county and Metro adapted the program to fit its own public involvement policies and practices, described above. In all, the four governments carried out an extraordinary process of involvement that involved workshops, open houses, public hearings, advisory committee meeting open to the public and opportunities to comment at the governments' websites. These efforts fulfill the governments' responsibilities under Goal 1.

Goal 2 - Land Use Planning

There are two principal requirements in Goal 2: providing an adequate factual base for planning decisions and ensuring coordination with those affected by the planning decisions. The record submitted to LCDC contains an enormous body of information, some prepared by the four governments, some prepared by their advisory committees and some prepared by citizens and organizations that participated in the many opportunities for comment. These findings make reference to some of the materials. The information in the record provides an ample basis for the urban and rural reserve designated by the four governments.

The four governments coordinated their planning efforts with all affected general and limited purpose governments and districts and many profit and non-profit organizations in the region (and some beyond the region, such as Marion, Yamhill and Polk Counties and state agencies) and, as a result, received a great amount of comment from these governments. The governments responded in writing to these comments at several stages in the two and one-half year effort, contained in the record submitted to LCDC. See Attachment 2 to June 3, 2010, Staff Report, Metro Rec. ___. These findings make an additional effort to respond to comments from partner governments (cities, districts, agencies) on particular areas. These efforts to notify, receive comment, accommodate and respond to comment fulfill the governments' responsibilities under Goal 2.

Goal 3 - Agricultural Lands

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands subject to Goal 3. Designation of agricultural land as rural reserve protects the land from inclusion within an urban growth boundary and from re-

designation as urban reserve for 50 years. Designation of agricultural land as urban reserve means the land may be added to a UGB over the next 50 years. Goal 3 will apply to the addition of urban reserves to a UGB. The designation of these urban and rural reserves is consistent with Goal 3.

Goal 4 - Forest Lands

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands subject to Goal 4. Designation of forest land as rural reserve protects the land from inclusion within an urban growth boundary and from re-designation as urban reserve for 50 years. Designation of forest land as urban reserve means the land may be added to a UGB over the next 50 years. Goal 4 will apply to the addition of urban reserves to a UGB. The designation of reserves is consistent with Goal 4.

Goal 5 - Natural Resources, Scenic and Historic Areas and Open Spaces

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands inventoried and protected as Goal 5 resource lands. Designation of Goal 5 resources as rural reserve protects the land from inclusion within an urban growth boundary and from re-designation as urban reserve for 50 years. Designation of Goal 5 resources as urban reserve means the land may be added to a UGB over the next 50 years. Goal 5 will apply to the addition of urban reserves to a UGB. The designation of reserves is consistent with Goal 5.

Goal 6 - Air, Water and Land Resources Quality

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations intended to protect air, water or land resources quality. Nor does designation of reserves invoke state or federal air or water quality regulations. The designation of reserves is consistent with Goal 6.

Goal 7 - Areas Subject to Natural Hazards

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations intended to protect people or property from natural hazards. Nonetheless, the four governments consulted existing inventories of areas subject to flooding, landslides and earthquakes for purposes of determining their suitability for urbanization or for designation as rural reserve as important natural landscape features. This information guided the reserves designations, as indicated in the findings for particular reserves, and supported designation of some areas as rural reserves. Goal 7 will apply to future decisions to include any urban reserves in the UGB. The designation of reserves is consistent with Goal 7.

Goal 8 - Recreational Needs

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations intended to satisfy recreational needs. The designation of reserves is consistent with Goal 8.

Goal 9 - Economic Development

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands subject to Goal 9. All urban and rural reserves lie outside the UGB. No land planned and zoned for rural employment was designated rural reserve. Designation of land as urban reserve helps achieve the objectives of Goal 9. Much urban reserve is suitable for industrial and other employment uses; designation of land suitable for employment as urban reserve increases the likelihood that it will become available for employment uses over time. The designation of reserves is consistent with Goal 9.

Goal 10 - Housing

All urban and rural reserves lie outside the UGB. No land planned and zoned to provide needed housing was designated urban or rural reserve. The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and does not remove or limit opportunities for housing. The designation of reserves is consistent with Goal 10.

Goal 11 - Public Facilities and Services

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and does not place any limitations on the provision of rural facilities and services. The four governments assessed the feasibility of providing urban facilities and services to lands under consideration for designation as urban reserve. This assessment guided the designations and increases the likelihood that urban reserves added to the UGB can be provided with urban facilities and services efficiently and cost-effectively. The designation of reserves is consistent with Goal 11.

Goal 12 - Transportation

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and does not place any limitations on the provision of rural transportation facilities or improvements. The four governments assessed the feasibility of providing urban transportation facilities to lands under consideration for designation as urban reserve, with assistance from the Oregon Department of Transportation. This assessment guided the designations and increases the likelihood that urban reserves added to the UGB can be provided with urban transportation facilities efficiently and cost-effectively. The designation of reserves is consistent with Goal 12.

Goal 13 - Energy Conservation

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and has no effect on energy conservation. The designation of reserves is consistent with Goal 13.

Goal 14 - Urbanization

The designation of urban and rural reserves directly influences future expansion of UGBs, but does not add any land to a UGB or urbanize any land. Goal 14 will apply to future decisions to

add urban reserves to the regional UGB. The designation of urban and rural reserves is consistent with Goal 14.

Goal 15 - Willamette River Greenway

No land subject to county regulations to protect the Willamette River Greenway was designated urban reserve. The designation of urban and rural reserves is consistent with Goal 15.

SUPPLEMENTAL STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 16-1368 FOR THE PURPOSE OF RESPONDING TO THE REMAND FROM THE OREGON COURT OF APPEALS AND THE LAND CONSERVATION AND DEVELOPMENT COMMISSION REGARDING THE DESIGNATION OF URBAN RESERVES IN CLACKAMAS COUNTY

Date: January 7, 2016

Prepared by: Roger Alfred, Senior Assistant Attorney

PROPOSED ACTION

Adoption of Ordinance No. 16-1368 responding to the Oregon Court of Appeals opinion in *Barkers Five LLC v. Land Conservation and Development Commission*, 261 Or App 259 (2014) and LCDC Remand Order 14-ACK-001867 regarding the designation of urban reserves in Clackamas County.

BACKGROUND

This staff report supplements the prior staff report dated September 30, 2015, which provided background and analysis concerning the proposed designation of urban reserve areas 4A, 4B, 4C, and 4D (collectively referred to as “Stafford”). Ordinance No. 16-1368 is before the Council on first read on January 14, 2016.

The Metro Council held public hearings on October 8, 2015 and November 19, 2015 and received a considerable amount of public testimony regarding the reserve designations in Clackamas County. At those two hearings, 40 individuals appeared in person and provided verbal testimony to the Council, and 29 written submittals were provided. A considerable amount of the testimony did not relate to the urban reserve designation of Stafford, but rather to the Langdon Farms property and other areas in Clackamas County designated as rural reserves. It is expected that additional written testimony will be provided at the January 14, 2016 public hearing.

PROPOSED FINDINGS

Staff has provided a set of proposed supplemental findings for review by the Council. The findings are “supplemental” in that they are in addition to the reserve findings previously adopted by the Council in 2011 in support of the original urban and rural reserve decision. Because the Council must also re-adopt the prior findings regarding Clackamas County reserves as part of this ordinance, the supplemental findings are incorporated into the previous findings in three locations: (1) a short three-paragraph introduction at the very beginning; (2) a new Section V addressing issues regarding the 50-year supply of land and regionwide balance; and (3) a new Section VIII providing supplemental findings regarding Stafford. Also, because Washington County reserves have been completed via legislative action and because Multnomah County is undertaking its own process to address the remand, portions of the previous 2011 findings regarding those two counties have been removed.

PROPOSAL

As described in the proposed findings, staff’s analysis of the evidence in the record continues to support the decision by Metro and Clackamas County to designate the Stafford area as urban reserve under the

applicable factors. The Metro Council will take evidence and testimony at the public hearing on the first read of the ordinance on January 14, 2016; a second read of the ordinance is scheduled for February 4, 2016.

ANALYSIS/INFORMATION

Known Opposition: The cities of West Linn, Tualatin and Lake Oswego continue to oppose the designation of Stafford as an urban reserve area. Some residents of the Stafford Hamlet have also voiced concerns and opposition to the designation.

Legal Antecedents: Oregon Revised Statute (ORS) 195.137 to 195.145 and 197.651, and Oregon Administrative Rules chapter 660, division 27 authorize the designation of urban and rural reserves in the Metro region. The previous decision by Metro and the three counties to approve urban and rural reserves in 2011 was approved and acknowledged by LCDC in Order 12-ACK-001819, which was remanded by the Oregon Court of Appeals in *Barkers Five LLC v. Land Conservation and Development Commission*, 261 Or App 259 (2014).

Anticipated Effects: The adoption of Ordinance No. 16-1368 constitutes Metro's approval of the designation of urban and rural reserves in Clackamas County and Metro's adoption of findings of fact and conclusions of law in support of that decision.

Budget Impacts: There is no budget impact.

RECOMMENDED ACTION

Staff recommends adoption of Ordinance No. 16-1368.



Metro | Memo

Date: January 22, 2016
To: Metro Council
From: Roger Alfred, Office of Metro Attorney
Subject: Reserves Remand – Final Evidentiary Submittal

Attached to this memorandum are two maps generated by Metro staff using our Regional Land Information System that show slopes and existing development in the vicinity of Stafford and in the Forest Heights neighborhood in the City of Portland.

The attached map of the Stafford area clearly depicts significant residential development on the steep hillsides adjacent to Stafford in the cities of Lake Oswego and West Linn. The map includes 10-foot contour lines, and shows slopes of 10% and greater shaded in green and slopes of 25% and greater shaded in brown. As shown on those maps, many neighborhoods have been developed in the Stafford vicinity that are located on slopes of 10% and even 25%.

The attached map of the Forest Heights neighborhood in the City of Portland provides additional support for the testimony submitted by Don Hanson of Otak via letter dated January 12, 2016. That letter describes the feasibility of developing residential neighborhoods in areas with slopes that are considerably steeper than the slope conditions in urban reserve study area 4A in Stafford. As shown on the attached map, nearly all of the homes built in Forest Heights are located on slopes that exceed 10% and many are built on slopes that are 25% or greater.

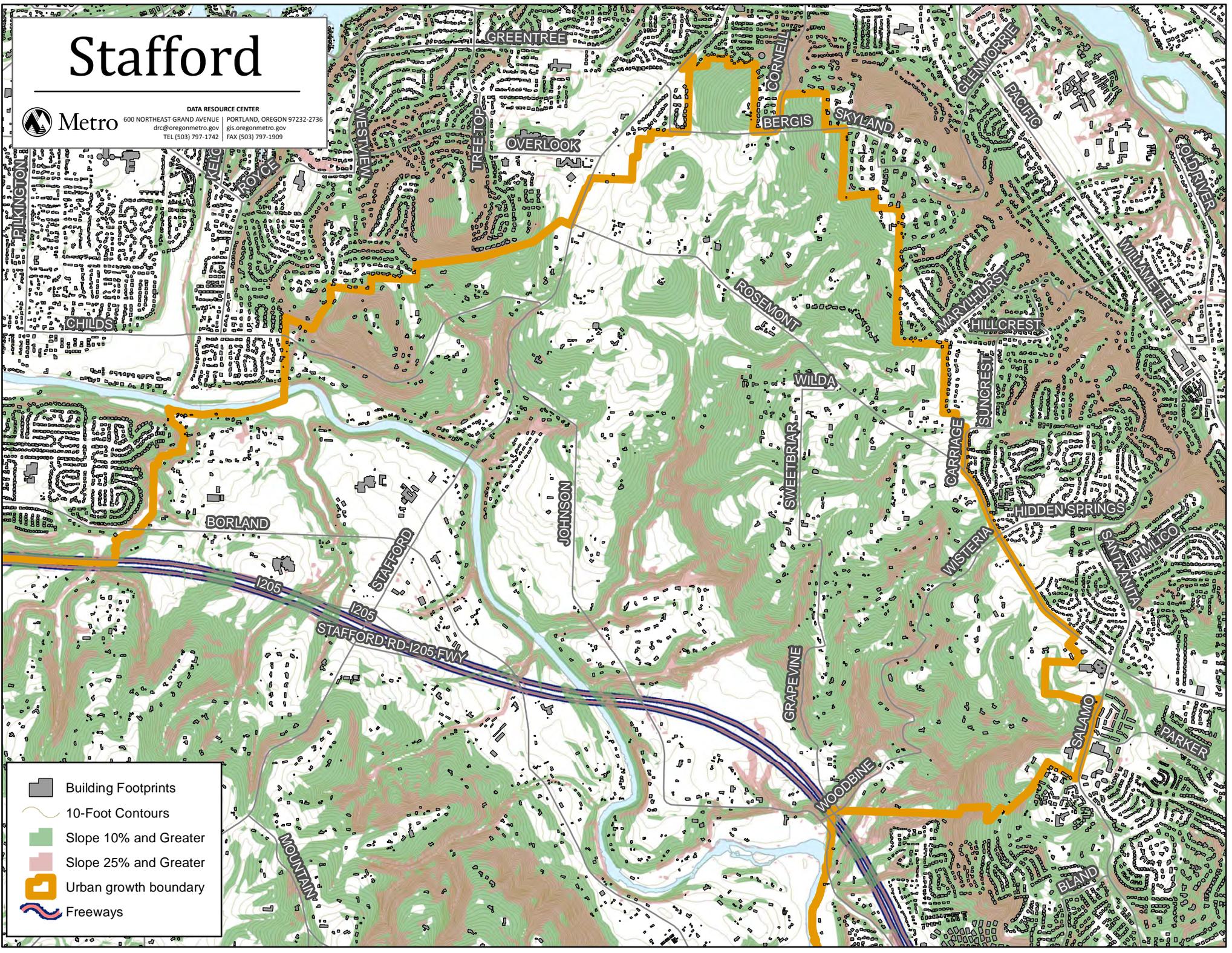
Stafford



Metro

DATA RESOURCE CENTER

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736
drc@oregonmetro.gov | gis.oregonmetro.gov
TEL (503) 797-1742 | FAX (503) 797-1909



- Building Footprints
- 10-Foot Contours
- Slope 10% and Greater
- Slope 25% and Greater
- Urban growth boundary
- Freeways

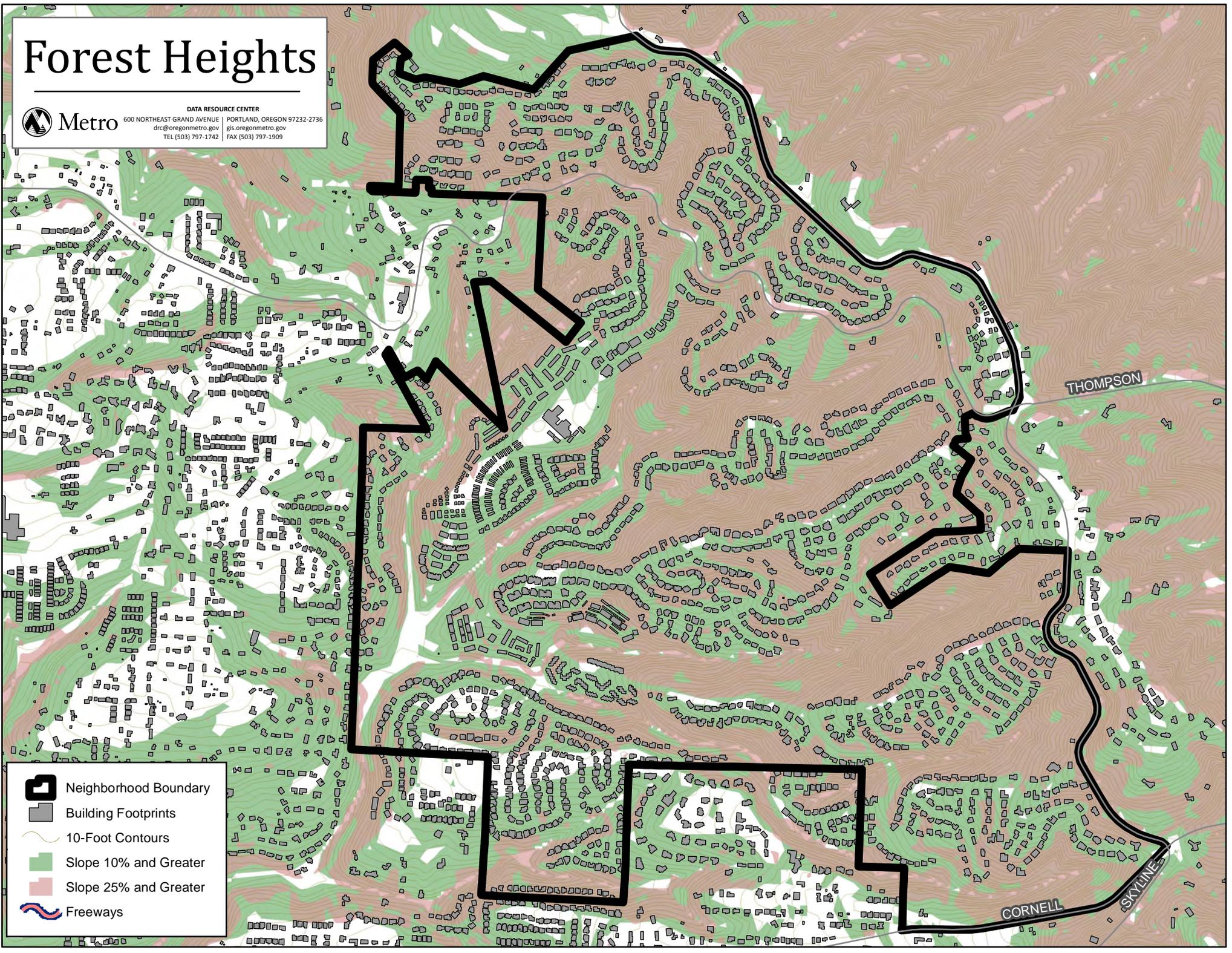
Forest Heights



Metro

DATA RESOURCE CENTER

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736
drc@oregometro.gov | gis.oregometro.gov
TEL (503) 797-1742 | FAX (503) 797-1909



Neighborhood Boundary



Building Footprints



10-Foot Contours



Slope 10% and Greater



Slope 25% and Greater



Freeways

Jeffrey G. Condit, P.C.
jeff.condit@millernash.com
503.205.2305 direct line

January 22, 2016

Mr. Tom Hughes
Council President
and Metro Councilors
Metro Regional Center
600 N.E. Grand Avenue
Portland, Oregon 97232-2736

Subject: Testimony of the Cities of West Linn and Tualatin on Ordinance
No. 16-1368 (Stafford Urban Reserve Designation)

Dear Council President Hughes and Metro Councilors:

We represent the Cities of Tualatin and West Linn ("Cities"). Please accept this letter into the record as the Cities' final testimony on the designation of the four Stafford study areas as urban reserve.

I. RESPONSE TO ADDITIONAL EVIDENCE

A. January 12, 2016, letter from Herb Koss, Chair of the Stafford Landowners Association. Mr. Koss posits several methods for financing infrastructure in Stafford, which he argues demonstrates that Stafford can cost-effectively be served.

The threshold problem is that his analysis does not apply to all of Stafford. He notes on page 2 of his letter that under his proposal and analysis, only five neighborhoods would be developed, "and the other neighborhoods left as is because of the lack of development interest or challenging topography." He suggests that only 1,050 acres in Stafford and Borland be designated. Mr. Koss's analysis is therefore not relevant to the decision before Metro, which designates all four Stafford URAs.

We addressed Mr. Koss's arguments about the viability of SDC Revenue Bonds to finance Stafford infrastructure in prior testimony. Mr. Koss's January 12 letter exhibits a misunderstanding about how revenue bonds work. He talks about

Mr. Tom Hughes
Metro Council
January 22, 2016
Page 2

developers purchasing revenue bonds to provide the funds to construct public improvements. This is not how revenue bonds work. Revenue bonds are issued by the local government and are backed by a specific revenue stream, in this case SDCs. See ORS 279A.150. The fundamental problem with SDC revenue bonds is that SDC revenue is variable, and therefore local governments can't absolutely commit (as they can with utility revenue bonds) that funds will be available to pay off the bonds. Because of this volatility, such bonds would be very difficult to underwrite. I have not been able to find a single instance in which they have been issued in Oregon.

What he seems to be actually talking about is providing developers with SDC credits for building needed infrastructure identified in the SDC capital improvement plan. This would work for upsizing infrastructure required to serve a development, e.g., a wider pipe or additional right-of-way. But it is not a viable method for the extensive system-wide improvements necessary to service Stafford at build-out.

This testimony does not demonstrate that Stafford can be "cost effectively served by appropriate and financially capable service providers" under Factor 3.

B. January 12, 2016, letter from Glen Bolan of Otak on behalf of the Stafford Property Owners Association. Mr. Bolan lists a number of methods for financing infrastructure in Stafford and claims that these would produce sufficient revenue over time to fund development. He cites to three developments in Washington County where they have been used successfully.

The Cities possess all of these tools except for the Washington County Transportation Development Tax. The problem is that these tools (SDCs, local improvement districts, reimbursement districts, and differential taxing districts) will not provide sufficient revenue to make the fundamental system improvements necessary to serve urbanization in Stafford (especially with regard to transportation) without being so unduly burdensome that they will stymie the very development that they are designed to support. The City of Springfield attempted to use local improvement districts to fund substantial urban expansion in the 1970s, only to face massive defaults and foreclosures when the economic downturn in the early 80s caused the tax and LID liens to exceed the value of the lots.

In order to implement a transportation development tax, Clackamas County would have to refer such a tax to its voters. ORS 203.055. The likelihood of such a tax passing in much more rural Clackamas County, where voters refused to pay

Mr. Tom Hughes
Metro Council
January 22, 2016
Page 3

for the Sellwood Bridge project and adopted a measure to require a public vote on light rail construction by large margins, is slim to none.

The three projects in the letter are all located in Washington County, involve a much smaller amount of territory than Stafford, and don't present infrastructure challenges, particularly with regard to transportation. This testimony does not constitute evidence that Stafford can be efficiently and cost-effectively developed as envisioned under Factors 1 and 3.

C. January 12, 2016, letter from Don Hansen of Otak on behalf of the Stafford Property Owners Association. Mr. Hansen cites the Forest Heights development in the northwest hills of Portland as an example that demonstrates that a mixed-use development can be sited on steep slopes.

If Metro was only considering a 300-acre designation directly adjacent to West Linn or Lake Oswego that could be served by gravity sewer, this example might well be relevant. In Stafford, however, the Council must consider the impacts of urbanization of 6,000 acres. The difficulties of service to Stafford are not just steep slopes, but substantial parcelization, significant environmental features, and the basic inadequacy of existing infrastructure (particularly with regard to transportation) to serve even the current levels of development. This combination of factors is what make Stafford so impracticable to urbanize.

The Metro Council is required by Goal 2 to coordinate with other governmental entities that will be affected by its land use decisions. The three cities that are the only viable service providers to Stafford—Tualatin, West Linn, and Lake Oswego—are all opposed to its designation as urban reserve because their analyses indicate that they cannot cost-effectively provide service to Stafford now or in the foreseeable future. This testimony should be accorded greater weight by the Metro Council than testimony by property owners (and their consultants) who will experience an immediate value bump upon designation and do not have to worry about the long-term costs of service and negative impacts on liveability.

The Cities' and Lake Oswego's objection to the designation of Stafford is in stark contest to municipalities in Washington County, including the Cities of Hillsboro, Forest Grove, and Cornelius. These cities were staunch supporters of designation of adjacent urban reserve areas because such areas were reasonably serviceable and because urbanization would provide a net economic benefit to those cities. There is no

Mr. Tom Hughes
Metro Council
January 22, 2016
Page 4

reason for the Cities and Lake Oswego to oppose the designation of Stafford if urbanization were as easy and cost-effective as the proponents claim. The Metro Council should defer to the expertise of the cities who will be required to serve the areas.

D. November 2000 Urban Reserve Area 34 Fiscal Impact Analysis Prepared by EcoNorthwest and Otak. Although not clear from the Staff Report, this analysis appears to have been submitted into the record by Otak in support of its testimony.

This analysis, conducted by the City of Tualatin sixteen years ago, is of limited relevance to the current designation before the Metro Council. First, it only addresses urbanization of former URA 34, which consists of the 567-acre portion of current URA 4C north of I-205.¹ Second, it is primarily concerned with the impact of urbanization on the City's general fund revenue, and only cursorily addresses cost of utility and transportation infrastructure.²

URA 4C consists of 1,360 acres. In addition, under the designation currently before the Metro Council, the City of Tualatin's service obligation would extend to Area 4D (Norwood) as well. The 2000 analysis is therefore not relevant to the costs of urbanization of the areas being considered as part of this proceeding.

It is important to place analyses in their historical context. The City of Tualatin did not participate in the appeal of the designation of Area 34 in 2000. It did not initially oppose the designation of Areas 4C (Borland) and 4D (Norwood) during proceedings that led up to the current designation, relying on the Core 4/Clackamas County Analysis.³ The City's opposition began after it received the July 13, 2009, CH2M Hill Study (attached as Ex. 7 to our November 19, 2015, testimony), which demonstrated that the Core 4/Clackamas County study was flawed and unreliable.

The draft findings conclude that the CH2M Hill study is irrelevant and not substantial evidence because it does not address all of Stafford. The problem is that

¹ Area 34 was designated as urban reserve by Metro under the LCDC urban reserve rule that predated the current statute. This designation was overturned in the case of D.S. Parklane Development, Inc. v. Metro, 165 Or App 1, 994 P2d 1205 (2000).

² For example, it doesn't address any improvements to I-205, Stafford Road, or Highway 43.

³ The Metropolitan Policy Advisory Committee recommended designation of Borland and Norwood, but recommended that Areas 4A (Stafford) and 4B (Rosemont) be left undesignated.

Mr. Tom Hughes
Metro Council
January 22, 2016
Page 5

Stafford consists of four different urban reserve areas. The CH2M Hill study addressed Areas 4C (Borland) and 4D (Norwood) and Area 4E.⁴ These are the urban reserve areas that City of Tualatin will be required to serve, and so the CH2M Hill analysis is manifestly relevant to whether areas 4C and 4D qualify for designation under the Factors relating to efficient and cost-effective provisions of urban services.⁵ It is the best evidence in the record and is the only evidence upon which a reasonable person would rely.

E. "Scenario Concepts and Evaluation of Stafford Basin Urban Reserve Area" (October 2015), "Borland: Clackamas County's 21st Century Mixed Use Urban Center" (April 19, 2011), "Stafford Complete Communities, Employment District" (October 27, 2003), "Rosemont Village Concept Plan" (July 21, 1998). All of these documents were prepared by or for Mr. Koss or the Stafford Property Owners Association. All suffer from the same defect as Otak's "Clackamas County's Next Great Neighborhood:" They show a lot of pretty pictures on a map with no substantive analysis whatsoever of existing infrastructure or the types and costs of new infrastructure necessary to make these visions a reality.

The 2011 and 2015 documents are based upon Mr. Koss's plan for Stafford which leaves a large portion of Stafford undesignated. This is inconsistent with the decision before the Metro Council and is inconsistent with Metro's 2040 TAZ forecast allocations for households and employment in Stafford. See Ex. 9 to the Cities' November 19, 2015, testimony. These documents do not constitute evidence in support of designation of the four Stafford study areas under the Factors.

II. ADDITIONAL ARGUMENT

As the staff report indicates, the revised Findings are basically the prior findings with Washington County excised, with the addition of supplemental findings related to Stafford. The problem is that the changes to the Metro Decision made by HB 4078 require Metro to readdress the "best achieves" standard.

OAR 660-027-0005(2) (the "best achieves" standard) states the objective of the urban/rural reserves process is "a balance in the designation of urban and rural

⁴ The Cities did not oppose the designation of Area 4E as urban reserve.

⁵ As the Cities have argued previously, the CH2M Hill study is also relevant to Areas 4A and 4B because it demonstrates that the flaws in the much less detailed and specific Core 4/Clackamas County analysis.

Mr. Tom Hughes
Metro Council
January 22, 2016
Page 6

reserves that, in its entirety, best achieves livable communities, the viability and vitality of agricultural and forest industries and protection of the important natural landscape features that define the region for its residents."

The proper application of this standard was one of the hotly-contested issues before the Court of Appeals. The Barkers Five court essentially affirmed what it understood LCDC's interpretation to be. 216 Or App 311 to 318. Material to LCDC's consideration on remand, the court concluded that the "best achieves" standard requires a qualitative balancing of the three competing objectives that underscore the designation of urban and rural reserves listed in OAR 660-027-0005(2) with regard to the designation of urban and rural reserves "in its entirety." Barkers Five, 261 Or App at 312 to 316.

The problem with relying on the "best achieves" determination in the prior findings is that HB 4078 changed the designation in two material ways. First, and most obviously, HB 4078 significantly changed the urban and rural reserve designations in Washington County. See HB 4078 § 3. Second, HB 4078 commands LCDC to ignore the employment capacity of certain lands subject to the changes made by HB 4078 at the time of first legislative review of the UGB following passage of HB 4078. HB 4078 § 3(5), (6). This could cause Metro to add more land than is actually needed for employment use under Goals 9 and 14 and change the urban reserve needs.

HB 4078 does not address the question of whether the amended designations "best achieves" the balance of the factors in HB 660-027-0005(2). Metro must therefore review the designation as modified by HB 4078 "in its entirety" to determine if the modified decision continues to "best achieve" the qualitative balance required by the rule.

III. CONCLUSION

One of the most disappointing aspects of the proposed decision is that it does not even try to give the Cities a reason not to appeal. Metro's analysis continues to be that the issues and evidence presented by the Cities are not relevant given a fifty-year planning horizon and because the region will be required to plan for urbanization and service if Stafford is designated. As we have noted many times, the problem with this analysis is that, once designated as urban reserve, Stafford will become first priority for urbanization each time an adjustment to the urban growth boundary is considered. As the record demonstrates, property owners will be pushing for urbanization at each

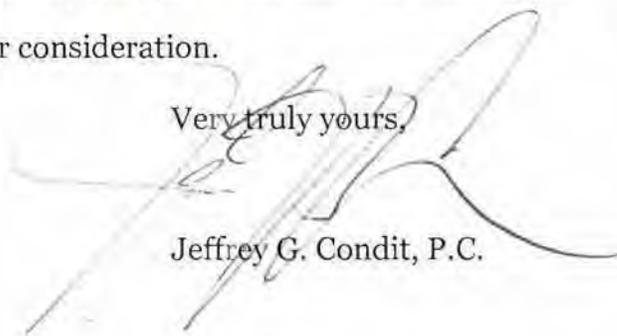
Mr. Tom Hughes
Metro Council
January 22, 2016
Page 7

opportunity and Metro will be required to consider it. The Cities will be forced to oppose, resulting in needless conflict, costs, and waste of staff time and resources. Although the cities would likely prevail, the conflict will continue tensions, could politically destabilize the subregion, and could undermine support for a regional approach. The Metro Council only has to look back to Damascus to see the future in Stafford.

If Metro is really serious about its conclusion that the region can solve the urbanization problems in Stafford given the 50-year planning horizon, impose a condition in the proposed ordinance that Stafford cannot be considered as an addition to the UGB until 2030 unless the consideration is requested by the city that would provide urban services to the territory proposed for addition to the UGB.

Thank you for your consideration.

Very truly yours,



Jeffrey G. Condit, P.C.

Materials following this page were distributed at the meeting.



METRO COUNCIL MEETING
Meeting Minutes
January 28, 2016
Metro Regional Center, Council Chamber

Councilors Present: Deputy Council President Craig Dirksen, and Councilors Sam Chase, Carlotta Collette, Shirley Craddick, Kathryn Harrington, and Bob Stacey

Councilors Excused: Council President Craig Dirksen

Deputy Council President Craig Dirksen called the regular council meeting to order at 2:02pm.

1. CITIZEN COMMUNICATIONS

Ms. LeeAnne Ferguson, Portland: Ms. Ferguson spoke to the Council about the For Every Kid Coalition, noting that it represents over 80 organizations and 2,500 members in the region, and that Council received a letter from the coalition last week. She requested that funding be included in proposals in the Regional Flexible Funds Allocation process for Safe Routes to School, specifically asking for \$15 million.

2. CONSENT AGENDA

Motion:	Councilor Sam Chase moved to adopt items on the consent agenda.
Second:	Councilor Shirley Craddick seconded the motion.

Vote: Deputy Council President Dirksen, and Councilors Chase, Collette, Craddick, Harrington, and Stacey voted in support of the motion. The vote was 6 ayes, the motion passed.

3. RESOLUTIONS

3.1 **Resolution No. 15-4672**, For the Purpose of Authorizing General Obligation Bonds Under the 2008 Oregon Zoo Bond Measure

Motion:	Councilor Kathryn Harrington moved to approve Resolution 15-4672.
Second:	Councilor Carlotta Collette seconded the motion.

Deputy Council President Dirksen called on Ms. Kathy Rutkowski, Metro's Budget Manager, to provide a brief staff report. Ms. Rutkowski provided background on the 2008 Oregon Zoo Bond, explaining what has been used and what is still remaining to be authorized. She noted conditions that dictate how much of the bond funds can be issues at a time and anticipated funds to be issued over the next two years.

Council Discussion

There were no questions from Council. Councilors noted their appreciation for the great work that Ms. Rutkowski and staff had down in protecting the buying value of taxpayers' investments through the payment schedule.

Vote:

Deputy Council President Dirksen, and Councilors Chase, Collette, Craddick, Stacey, and Harrington voted in support of the motion. The vote was 6 ayes, the motion <u>passed</u> .
--

4. ORDINANCES (SECOND READ)

Deputy Council President Dirksen noted that there were several members of the public who had filled out testimony cards relating to Ordinance Nos. 15-1364 and 15-1366, requesting that they give their testimony at this time.

Ariel Whitacre, Portland: Ms. Whitacre addressed the Metro Council on the two ordinances, noting her request for Council to delay their votes today. She said that the Natural Areas Land Management Team's opinion was that this code change is not only about clarification but provides authorization of a proposed rule enforcement manual, which has yet to be approved. She added that the proposed manual could put the team in potentially dangerous situations that they are not trained for and that the work should be performed by trained law enforcement instead.

Kristina Prosser, Troutdale: Ms. Prosser spoke to the safety inadequacies that the proposed rule enforcement manual presents for staff, including safety issues surrounding working alone in remote natural areas, limited cell phone reception in some natural areas, lack of physical addresses in some natural areas, and little to no training in handling situations (such as dealing with citizens with mental illness or drug abuse issues). She recommended that the Metro Council hire law enforcement officers to handles these types of duties instead of the Natural Areas Land Management Team.

Justin Cooley, Tigard: Mr. Cooley requested that the Metro Council delay their votes on the two ordinances today. Mr. Cooley emphasized that in addition to the previous testimony heard, another consideration is that the current staff team was hired as a direct result of the 2013 levy, so they should continue working on the levy-related work only and not be assigned unrelated duties.

Erica Askin, Portland: Ms. Askin, representing the Natural Areas Land Management Team as their labor union rep (LIUNA Local 483), spoke to the Metro Council about additional concerns of the Union including that the proposed rule enforcement manual indicated significant changes to the work conditions of the union members, potentially putting them in harm's way. She also noted that professional law enforcement should be handling those duties and requested that Council to either table the vote until these concerns are addressed between the union and management, or to specifically record that the adoption of the ordinances will not authorize the manual.

Council Questions

Councilors requested that the Metro Attorney, Ms. Alison Kean, clarify whether the adoption of the ordinances would adopt or approve the proposed rule enforcement manual that staff referred to. Ms. Kean clarified that the ordinance changes add authority that already exists in State law under Oregon Code to cite for civil penalties and that Council was not being asked to rule on any labor issue, which would be handled in labor negotiations, or any changes to Metro or staff authority.

Councilors thanked staff for their testimony and stated that they appreciated their concerns, as well as appreciation for the great work that they do in our natural areas and parks.

4.1 **Ordinance No. 15-1364**, For the Purpose of Amending Metro Code Chapter 2.03 to Approve a Schedule of Civil Penalties for Metro's Parks, Cemeteries, and Natural Areas

Deputy Council President Dirksen noted that the first read and public hearing on this ordinance took place on January 21st.

Motion:	Councilor Shirley Craddick moved to approve Ordinance 15-1364.
Second:	Councilor Sam Chase seconded the motion.

Council discussion:

There was none.

Vote: Deputy Council President Dirksen, and Councilors Harrington, Stacey, Craddick, Collette, and Chase voted in support of the motion. The vote was 6 ayes, the motion passed.

4.2 **Ordinance No. 15-1366**, For the Purpose of Amending Metro Code Chapters 10.01 and 10.02 to Clarify Rule Enforcement Procedures Within Metro's Parks, Cemeteries, and Natural Areas

Deputy Council President Dirksen noted that the first read and public hearing on this ordinance took place on January 21st.

Motion:	Councilor Shirley Craddick moved to approve Ordinance 15-1366.
Second:	Councilor Carlotta Collette seconded the motion.

Council discussion:

There was none.

Vote: Deputy Council President Dirksen, and Councilors Harrington, Stacey, Craddick, Collette, and Chase voted in support of the motion. The vote was 6 ayes, the motion passed.

5. CHIEF OPERATING OFFICER COMMUNICATION

Ms. Martha Bennett provided an update on the following events or items: Thank you to staff that brought food for the diversity lunch today, upcoming Equitable Housing Summit on Monday, Feb. 1st, and the kick-off of the Chehalem Master Planning process on February 24 from 6-8pm at Central Cultural de Washington County.

6. COUNCILOR COMMUNICATION

Councilors provided updates on the following meetings or events: Kick-off of Chehalem Ridge Master Planning process on February 24, Forest Grove Town Hall meeting at the Community Auditorium, Tualatin River Keepers Annual Meeting at Beaverton Library starting at 12:30pm this weekend, Wednesday's Council and MPAC-sponsored Speaker Series "Inclusive Economy" and panel discussion, Tuesday's Clackamas County Diversity Leadership Commission meeting, and tonight's Clackamas Cities Dinner.

7. ADJOURN

There being no further business, Deputy Council President Dirksen adjourned the regular meeting at 2:37 p.m. The Metro Council will convene the next regular council meeting on Thursday, February 4, 2015 at 2 p.m. at the Metro Regional Center in the council chamber.

Respectfully submitted,

A handwritten signature in cursive script that reads "Alexandra Eldridge".

Alexandra Eldridge, Regional Engagement & Legislative Coordinator

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF JAN. 28, 2016

Item	Topic	Doc. Date	Document Description	Doc. Number
2.0	Minutes	01/21/2016	Council Meeting Minutes from January 21, 2016	012816c-01
4.1, 4.2	Testimony, handout	01/28/2016	Testimony from Ariel Whitacre on Ordinance Nos. 15-1364, 15-1366	012816c-02
4.1, 4.2	Testimony, handout	01/28/2016	Testimony from Kristina Prosser on Ordinance Nos. 15-1364, 15-1366	012816c-03
4.1, 4.2	Testimony, handout	01/28/2016	Testimony from Justin Cooley on Ordinance Nos. 15-1364, 15-1366	012816c-04

PARKS & NATURE SYSTEM PLAN

WINTER 2016



Nature makes this place feel like home

No matter where you stand in the greater Portland area, nature is never far. With 17,000 acres, Metro manages parks and natural areas across every community in the region – from Chehalem Ridge on the west to the Sandy River Gorge on the east, from Blue Lake and Broughton Beach on the north to Graham Oaks on the south.

This portfolio of land represents both a big opportunity and a big responsibility. Voters have trusted Metro to wisely spend the money they've invested through two regional bond measures and a levy – more than \$400 million – to protect and care for these special places, while also creating opportunities for people to enjoy them.

In 2015, Metro celebrated its 25th year as a parks provider. This milestone comes at a time of tremendous growth, with new destinations, programs and partnerships taking root. A strong plan is needed to guide future decision-making and investments, building a world-class Parks and Nature system that will serve the region's residents for another quarter century and beyond.

Metro's flourishing network of parks, trails, natural areas, nature programs and cemeteries supports the agency's broader mission: making a great place. As Metro invests in livable communities, connections with nature are as critical as homes, jobs and transportation. A successful Parks and Nature system protects water quality and vanishing wildlife habitat. It increases housing values and attracts employers to the region, providing welcome access to the great outdoors for people who live in urban and suburban neighborhoods.

Perhaps most importantly, Oregonians' sense of place is rooted in the forests, rivers and meadows that Metro protects. Nature makes this place feel like home.

The Parks and Nature System Plan lays out Metro's mission and role, the state of the portfolio today, trends that will shape this work and a slate of strategies to guide the future. By providing clarity on Metro's direction, the plan is intended to support Metro's partners and strengthen relationships – complementing the broader regional

network of parks, natural areas and trails. This plan also provides a framework for future decisions about the funding needed to sustain Metro's portfolio of parks, trails, natural areas, nature programs and cemeteries.

Metro's vision will succeed only if it benefits diverse communities across our region. Too often, parks and nature investments have focused on people who are already engaged, and already have access to the outdoors. Woven throughout the Parks and Nature System Plan, Metro makes commitments to doing a better job serving people of color and low-income communities. Making a difference will take resources, planning, collaboration, careful listening – and time.

The parks and system plan will play out on the ground in many tangible ways, from prioritizing restoration efforts to helping shape the look and feel of future destinations. Ultimately it elevates Metro's stunning landscapes, popular destinations and fun programs to more than individual successes, tying them together as part of a world-class Parks and Nature system.

MISSION

Metro's Parks and Nature mission

"It is our assertion that if we are to have parks and open space areas in the future, we need to reposition our planning and funding priorities now to reflect the importance of greenspaces in our urban fabric. The protection, acquisition and active stewardship of greenspaces must become just as important as planning highways, transit, water and sewer lines, and other basic services."

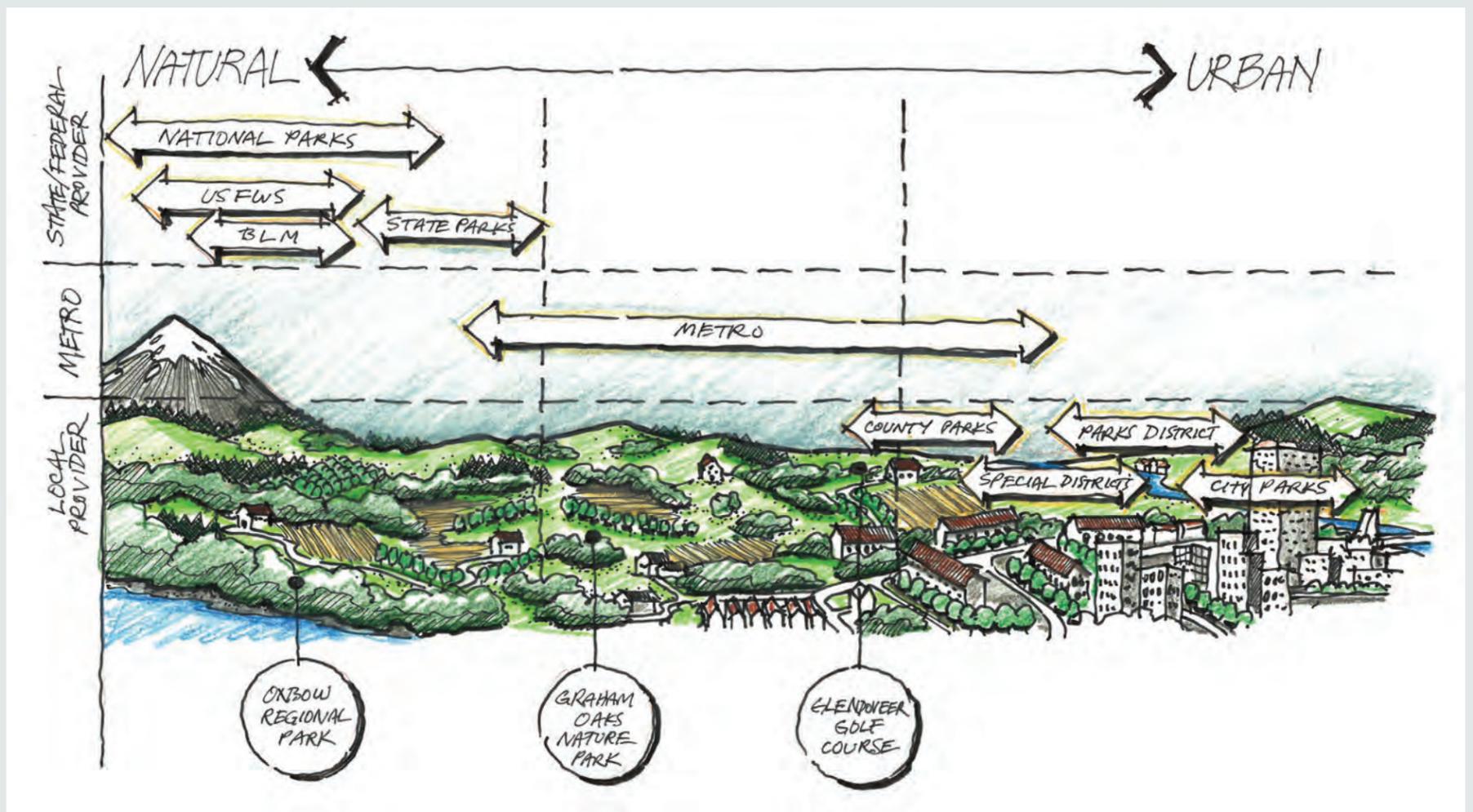
METROPOLITAN GREENSPACES
MASTER PLAN, 1992

This call to action in the 1992 Greenspaces Master Plan helped spur remarkable investment in the greater Portland region's parks and natural areas over the last two decades. It also started Metro's transformation into one of the largest land managers in the region. Metro's mission as a provider of parks and natural areas has been shaped by two bond measures, the 2013 local option levy and regional planning efforts such as

the Regional Conservation Strategy for the greater Portland area.

METRO MISSION STATEMENT

Metro Parks and Nature protects water quality, fish and wildlife habitat, and creates opportunities to enjoy nature close to home through a connected system of parks, trails and natural areas.



Metro's role in the region

More than 20 years of policy, voter investment and community support have established Metro as a provider of parks, trails and natural areas. The system plan clarifies Metro's role, particularly its niche relative to other park providers. Metro's work is built on partnerships with local governments, which are strongest when parks systems complement – rather than compete with – one another.

When you arrive at a Metro destination, you'll have a front-row view of some of the most spectacular habitat in the greater Portland area. Across its portfolio Metro leads science-based restoration, provides nature education and volunteer programs, invests in community nature projects

and plays a key role in convening local, regional, state and federal partners to plan and develop parks, natural areas and regional trails.

It is just as important to be clear about what Metro *doesn't* provide. In general, Metro does not operate local and neighborhood parks, sports complexes, indoor or developed swimming facilities or indoor recreation centers.

The greater Portland region has a strong network of local park providers and an excellent system of protected state and federal land. However, Metro is one of just a few agencies focusing on large-scale conservation of natural areas close to home in an urban setting. Metro can acquire and

provide access to large sites that typically are beyond the reach of local jurisdictions, but closer to population centers than those managed by state and federal providers. Metro's resources also provide unique support to regional partners through grants and partnerships.

While growing in its role as a major park provider, Metro remains a committed leader in advancing regional initiatives to protect, restore and connect people with nature. Metro will continue to take a collaborative approach, working with The Intertwine Alliance, local park providers, community-based organizations and other partners.

NATUREHOODS

Metro's Parks and Nature portfolio: a collection of 'naturehoods'

In the greater Portland region, nature creates a backdrop for family photographs, weekend walks, computer screensavers, tourist guidebooks and national news coverage – in other words, it's a big part of who we are. Metro's Parks and Nature properties reflect the region's unique natural environment, from the ancient forest at Oxbow Regional Park to the languid flow of the Tualatin River beside a future boat launch, from wetlands in North Portland to towering oak trees along the curves of the Willamette Narrows in West Linn.

To organize its Parks and Nature portfolio, Metro has defined 11 "naturehoods" named for their unique geographic and ecological identities. For example, in the Tonquin Naturehood, large boulders and scoured ponds tell the tale of historic floods that ripped through the area – and set the backdrop for today's Graham Oaks Nature Park and Ice Age Tonquin Trail. In the Clackamas River Naturehood, the namesake gives life to nearby Christmas tree farms, as well as native turtles, salmon and other wildlife. Each naturehood provides a new way of thinking about where you live, just as meaningful as your neighborhood or the Pacific Northwest.

Within each naturehood, Metro manages a variety of properties along the spectrum from popular destinations to sensitive habitat where humans rarely set foot. However, up to this point, Metro has not established definitive criteria for classifying its inventory. The way sites were named has evolved over time, starting with the transfer of Multnomah County properties such as Blue Lake Regional Park, Chinook Landing Marine Park and Howell Territorial Park. Through the 1995 and 2006 bond measures, properties acquired for habitat protection typically were assigned as natural areas with a few key sites selected for development as nature parks.

After 25 years of exponential growth, Metro's Parks and Nature portfolio needs a classification system to help focus planning, development and management. The new system outlined in the system plan describes the primary characteristics and values of each type of place, from regional recreation areas to habitat preserves. Using this system as a guide, Metro can ensure consistency across the region when planning for natural resource protection, park development, amenities and programming.



FIND YOUR NATUREHOOD

Read the full system plan to discover – or rediscover – voter-protected land in your part of the greater Portland region.

- Clackamas River
- Columbia River and Willamette Lowlands
- Dairy, McKay and Rock creeks
- East Buttes and Johnson Creek
- Greater Willamette Narrows
- Lower-Tualatin
- Mid-Tualatin
- Sandy River
- Tonquin
- Tualatin Mountains
- Upper Tualatin



ON THE GROUND

Putting the system plan on the ground

As the greater Portland region continues to grow, Metro's Parks and Nature Department will play a critical role in protecting the natural environment and serving the people who treasure it.

The system plan outlines strategies that provide a roadmap for improving on successful places and programs, developing new and innovative approaches, and strengthening relationships with partners. Each strategy lays out not only what Metro Parks and Nature will do, but also how. What does success look like? And what are the most important actions to get started?

Six mission-critical strategies come first, because they are the highest priorities for advancing Met-

ro's Parks and Nature work on behalf of the region. Some mission-critical strategies are threaded through many program areas, while others describe distinct efforts. The common thread: Each mission-critical strategy is deeply embedded in Metro's Parks and Nature mission. These strategies deserve extra resources and scrutiny.

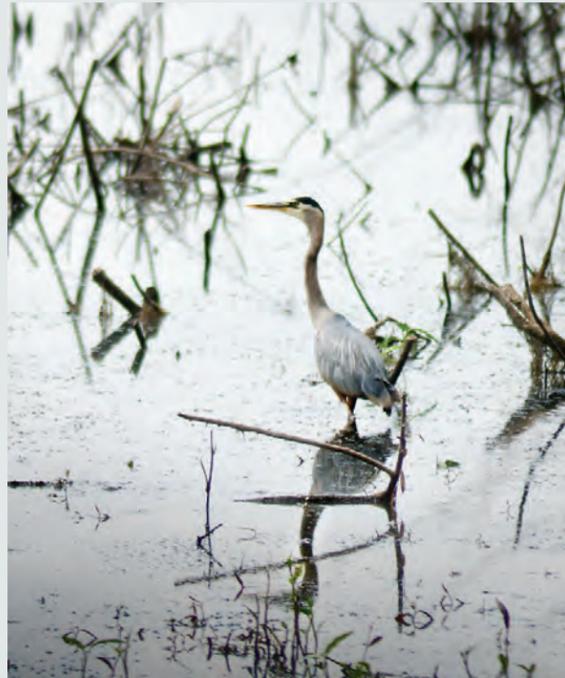
MISSION-CRITICAL STRATEGIES

- ▶ Use science to guide Metro's Parks and Nature portfolio.
- ▶ Ensure that Metro Parks and Nature programs and facilities support the needs of underserved communities, including communities of color, low-income communities and young people.
- ▶ Develop a stable, long-term funding source to support Metro's Parks and Nature portfolio.

- ▶ Ensure that parks, trails, natural areas and cemeteries managed by Metro are knit together into an integrated system.
- ▶ Diversify the businesses and people who do contracted work for Metro Parks and Nature.
- ▶ Build, sustain and leverage partnerships to advance the region's shared commitment to an interconnected system of parks, trails and natural areas.

The remaining strategies - which represent a large, important body of work - are organized by five broad categories that guide Metro's portfolio going forward.

- ▶ Protect and Conserve Nature
- ▶ Create and Maintain Great Places
- ▶ Connect People to Nature
- ▶ Support Community Aspirations
- ▶ Convene, Plan and Build a Regional Trail System



The system plan is a natural evolution and a critical step in Metro's 25-year journey as a parks provider. It is a major milestone, and it represents the beginning of a new phase.

Strategies and actions in the system plan set out an ambitious work program. Focusing on conservation science, securing long-term funding, developing and operating welcoming and inclusive parks and incorporating equity across the Parks and Nature portfolio are key to the long-term success of the program. Just as Metro did not get to this point without the help of a diverse group of partners, the body of work laid out in the system plan cannot be completed without the continued partnership of the local governments, residents and community organizations that supported the creation of the system.

A brighter, wilder future

From preserving farmland to brewing beer, Oregonians do a world-class job at the things we love - and protecting nature towers near the top of that list.

Over the last quarter-century, voters have supported investments to build a regional park system that spans 17,000 acres and touches every community in the greater Portland area. Metro is proud to serve as steward of the forests, savannas, wetlands and riverbanks that make this region unique.

Our landscape creates a stunning place to call home, and a lot of opportunities to explore. By protecting nature, we keep our air and water clean. We secure the future of native fish, wildlife and plants. We make our communities more resilient, and more fun. We attract businesses and tourists who seek out a beautiful, healthy, playful destination.

After 25 years of investment, Metro owes it to Oregonians to make the most of the land they've protected. Very few metropolitan areas have the opportunity before us: leveraging our natural setting to create a brighter, wilder future. That's why we're crafting a Parks and Nature System Plan to guide the next generation of decisions and investments.

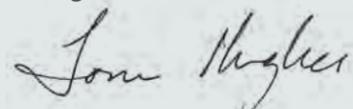
A plan can be a powerful tool. We've seen proof in the 1992 Greenspaces Master Plan, which charted a vision and galvanized support to bring it to life. Back then, our natural setting was a palette waiting to be protected. Today, that plan has translated to a big portfolio of parks, trails, natural areas, nature programs and historic cemeteries. What we need is an overarching strategy to protect, care for and connect people with these special places.

While laying out Metro's mission, role and priorities, the system plan also promises to make

sure that nature benefits our whole community. Sparkling water, soaring birds and family picnics belong to every Oregonian - including people of color and low-income residents, who have often been left behind by public investments. It is Metro's responsibility, and our honor, to build an equitable Parks and Nature system.

We have all the right ingredients: A landscape worth protecting. People who love it. A track record of innovation and investment. And, now, a plan to guide our efforts over the next 25 years and beyond.

Let's get started.



Metro Council President Tom Hughes

Metro Council President

Tom Hughes

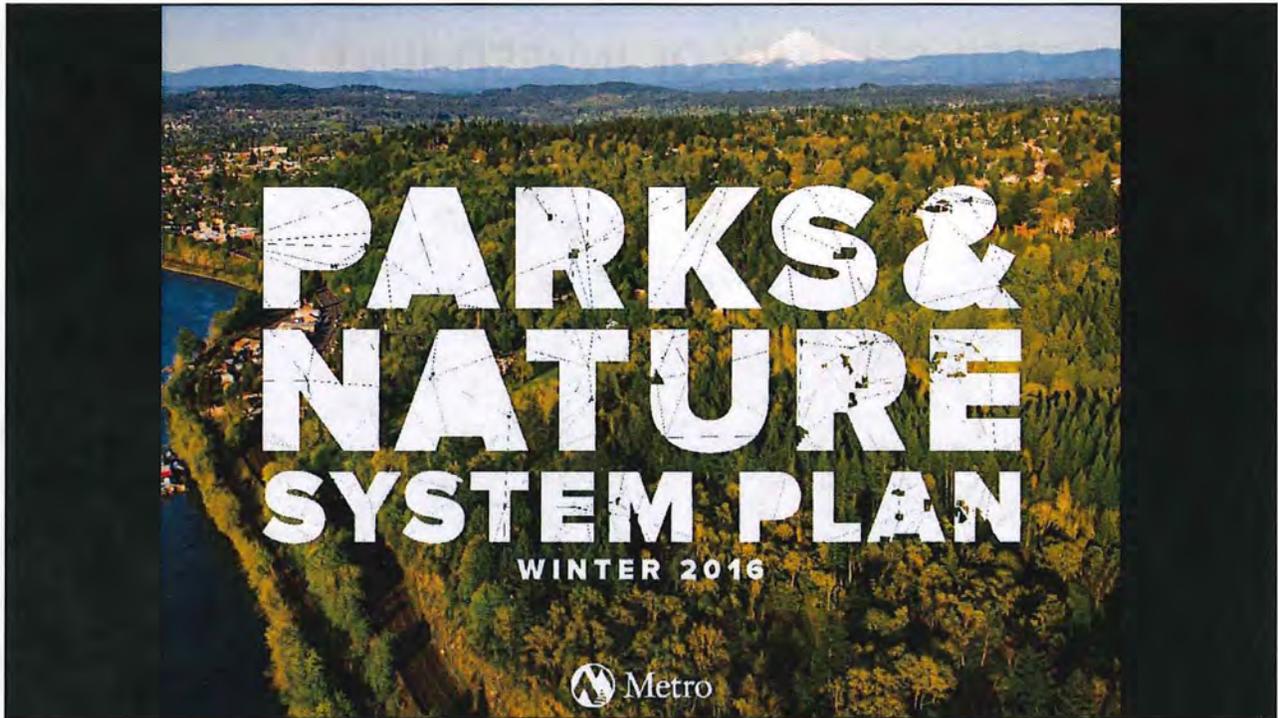
Metro Councilors

Shirley Craddick, District 1
Carlotta Collette, District 2
Craig Dirksen, District 3
Kathryn Harrington, District 4

Auditor

Brian Evans

Thanks to voters, Metro Parks and Nature protects clean water, healthy wildlife habitat and opportunities to connect with nature on 17,000 acres across the greater Portland region. Explore news, photos and events at oregonmetro.gov/parksandnaturenews



WADING INTO THE PARKS BUSINESS

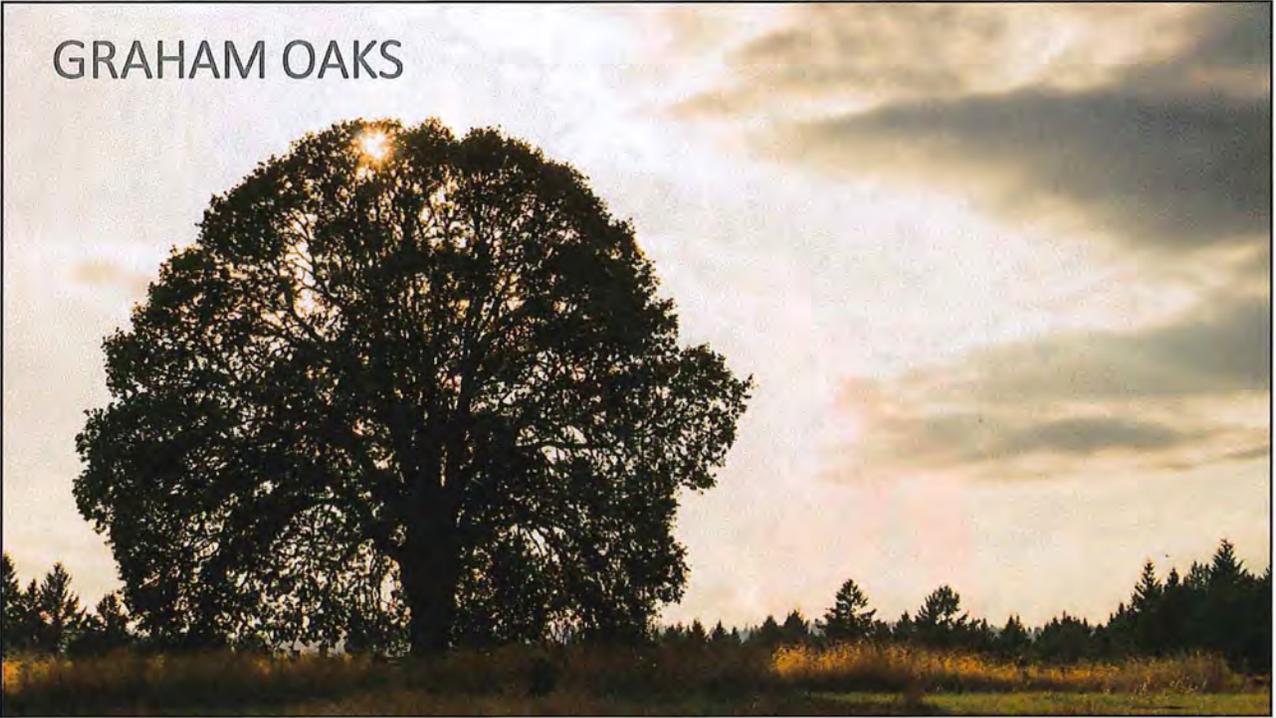
A QUARTER-CENTURY OF INVESTMENT



NEWELL CREEK CANYON

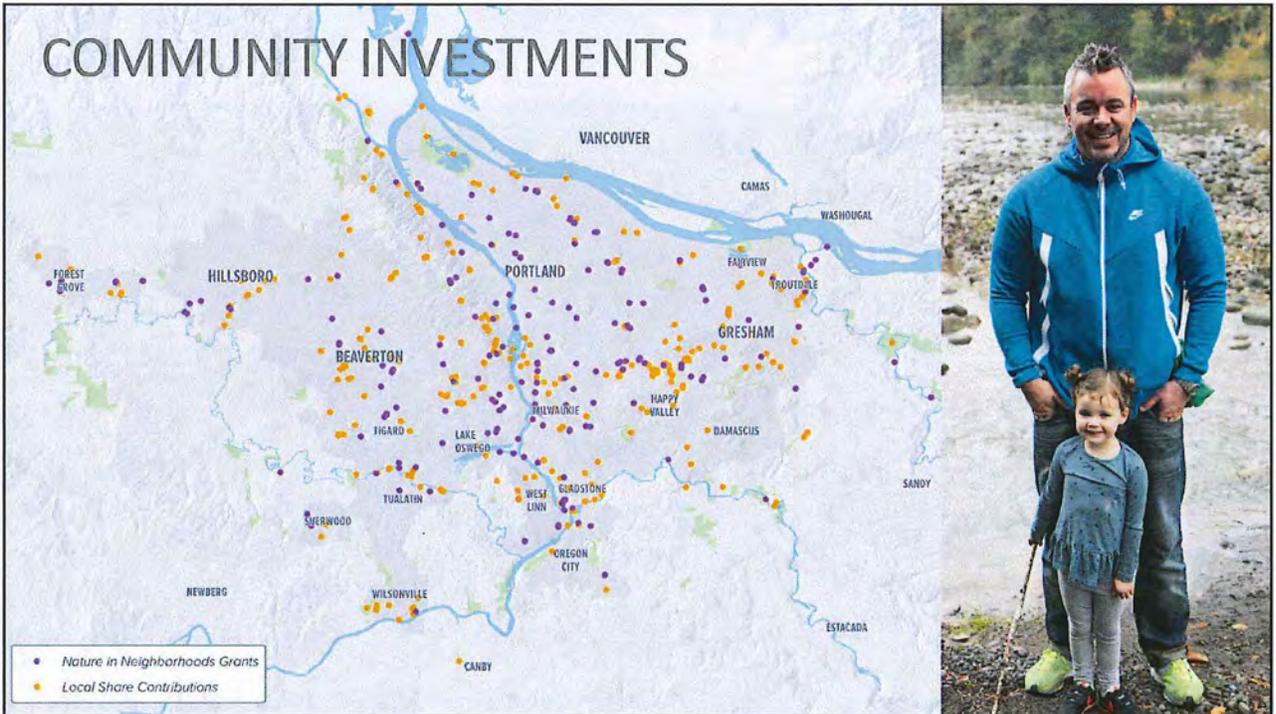


GRAHAM OAKS



CHEHALEM RIDGE



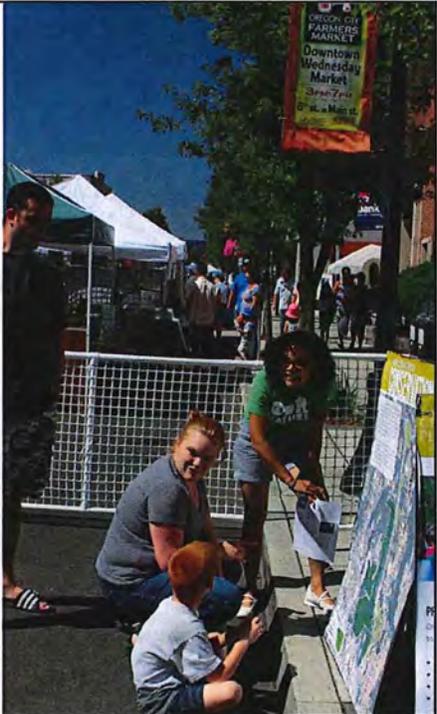




PLANNING FOR THE FUTURE

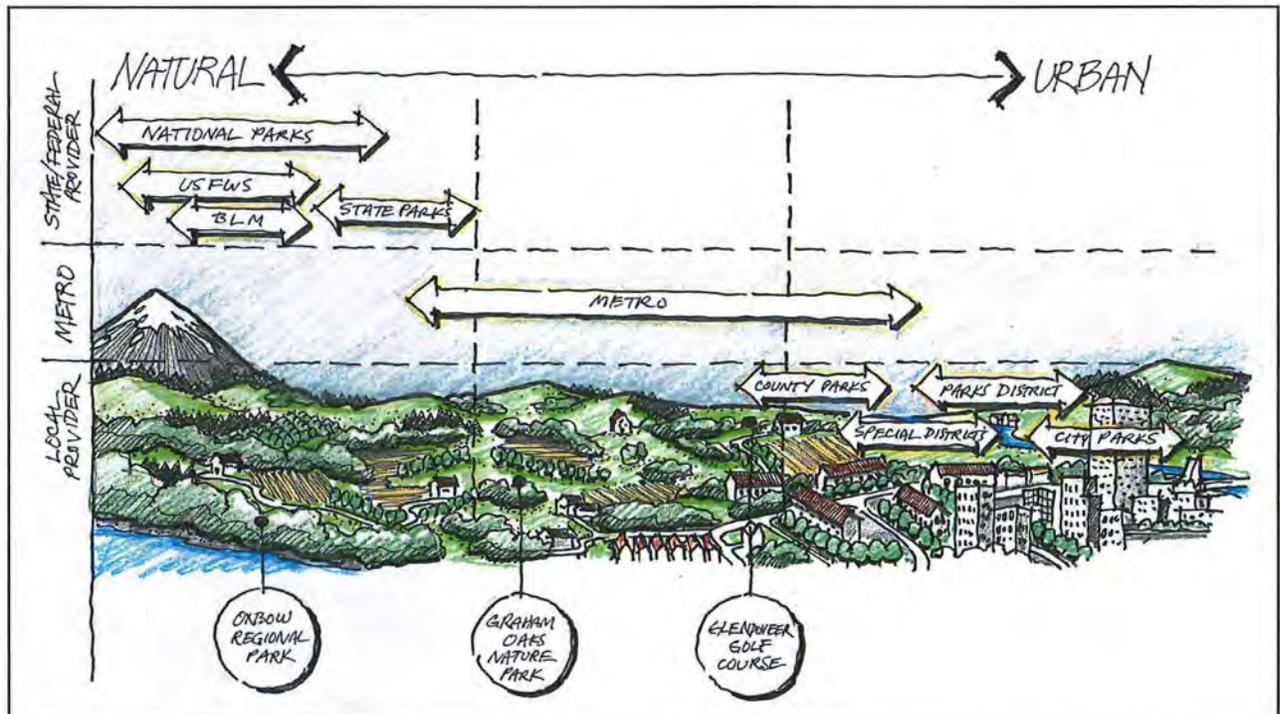
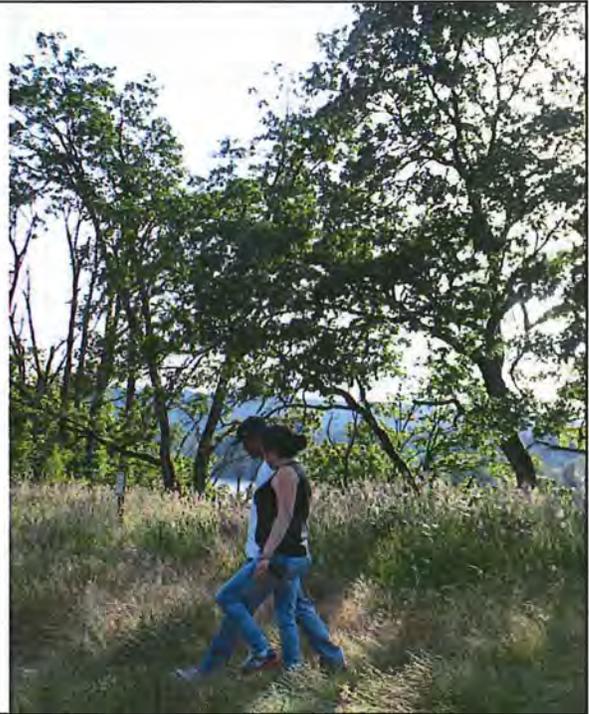
SHAPING THE PLAN

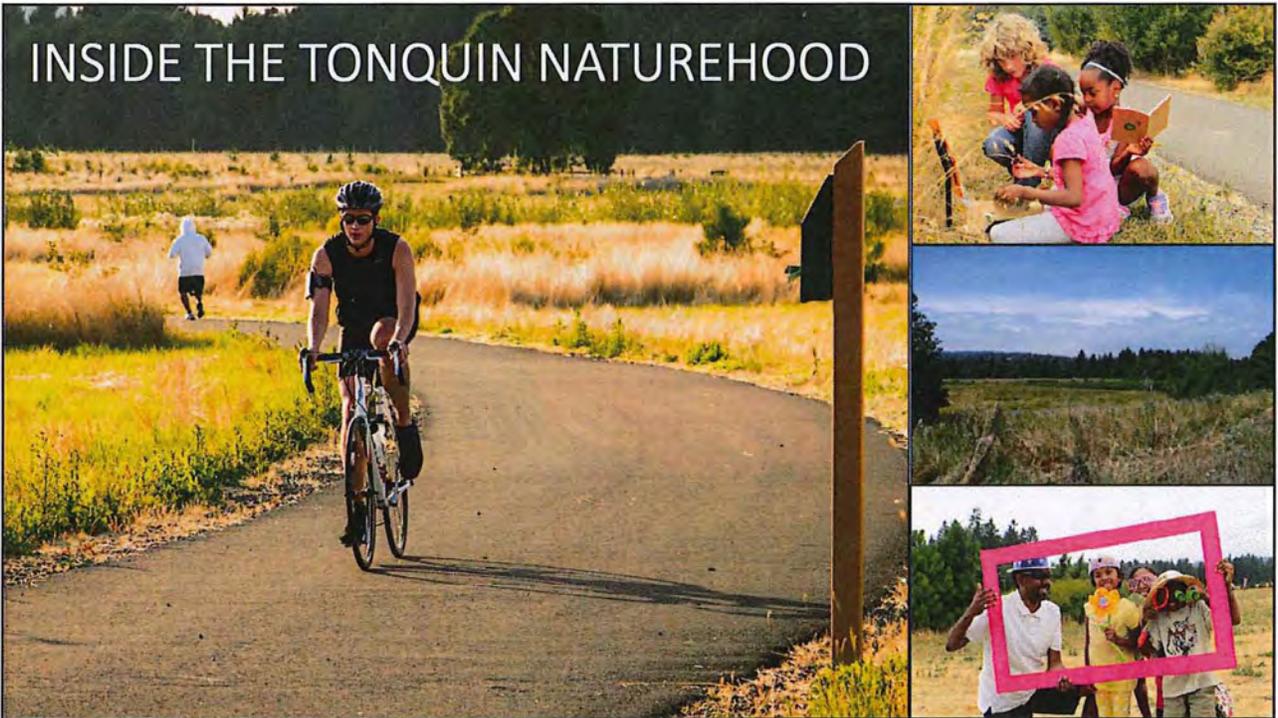
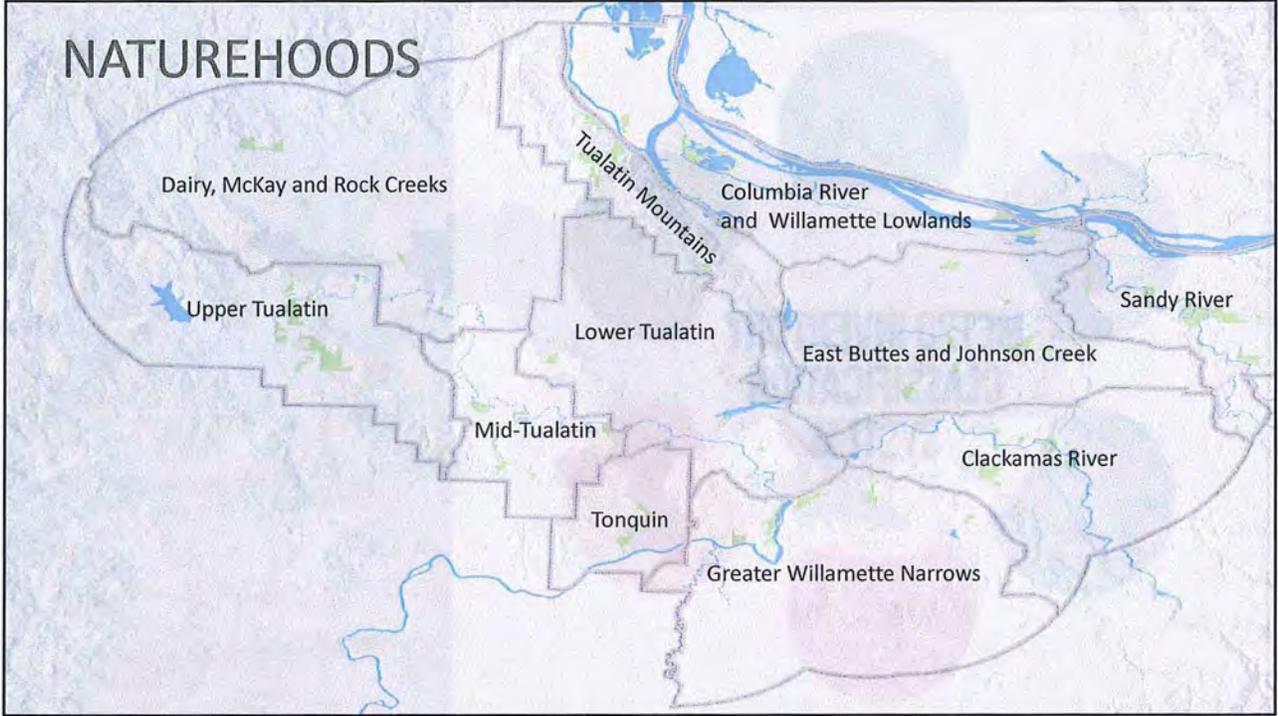
- | | |
|-----------------------|-------------------------------|
| City managers | State and federal agencies |
| Park directors | Elected officials |
| Watershed councils | The Intertwine Alliance |
| Conservation groups | Neighborhood groups |
| Chambers of commerce | Recreation organizations |
| Development community | Nature education groups |
| Visitor associations | Community-based organizations |
| Equity partners | |



MISSION STATEMENT

Metro Parks and Nature protects water quality, fish and wildlife habitat, and creates opportunities to enjoy nature close to home through a connected system of parks, trails and natural areas.



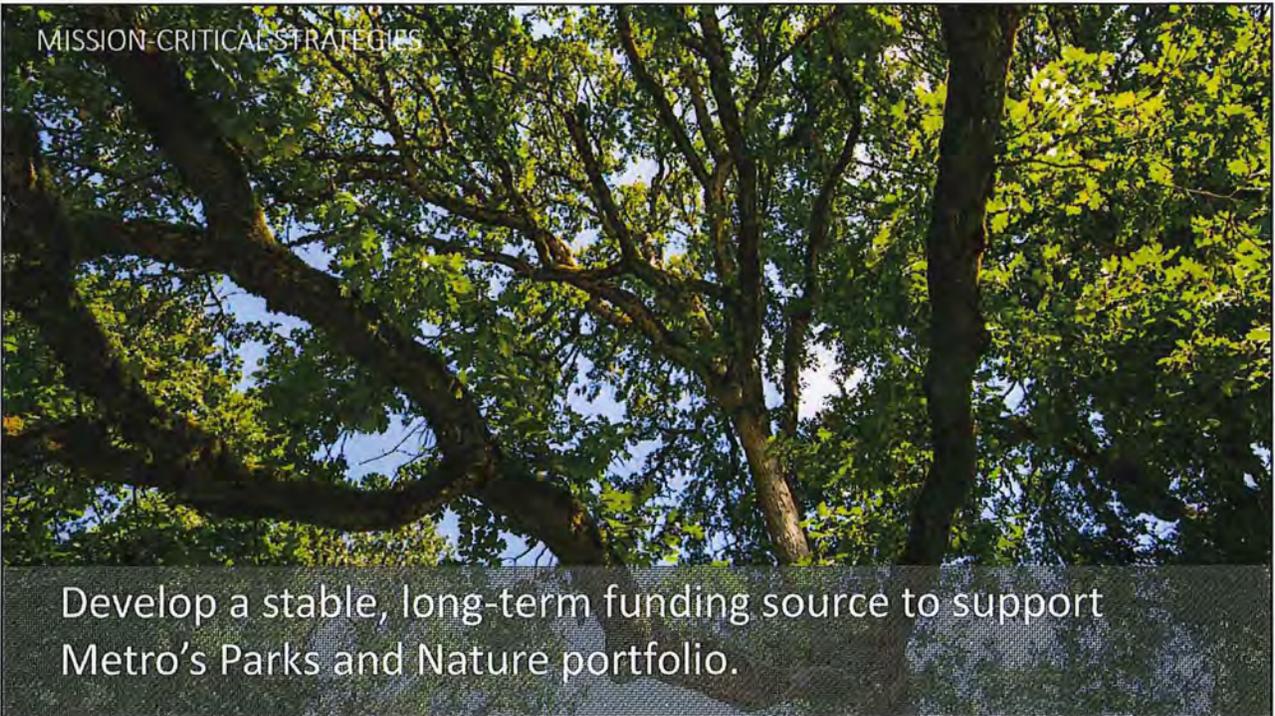






MISSION-CRITICAL STRATEGIES

Ensure that programs and facilities meet the needs of underserved communities, including communities of color, low-income communities and young people.



MISSION-CRITICAL STRATEGIES

Develop a stable, long-term funding source to support Metro's Parks and Nature portfolio.

MISSION-CRITICAL STRATEGIES



Ensure that parks, trails, natural areas and cemeteries managed by Metro are knit into an integrated system.

MISSION-CRITICAL STRATEGIES



Diversify the businesses and people who do contracted work for Metro Parks and Nature.

MISSION-CRITICAL STRATEGIES

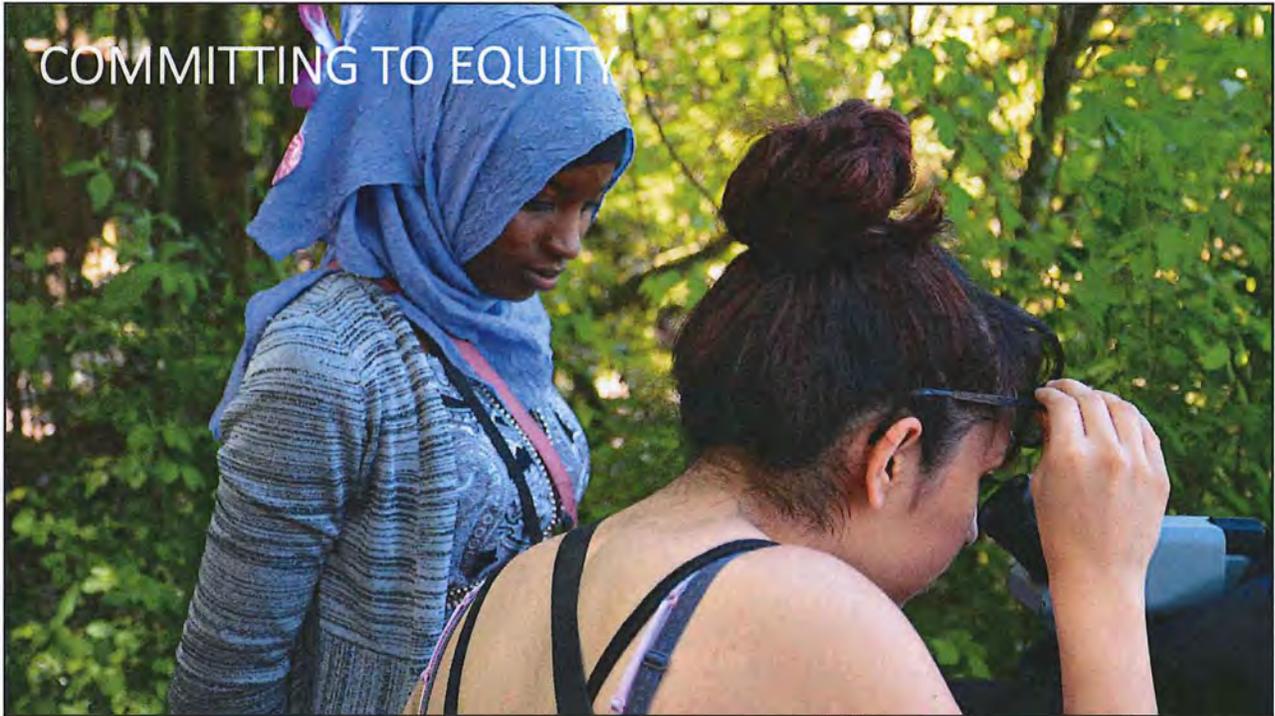


Build, sustain and leverage partnerships to advance the region's shared commitment to an interconnected system of parks, trails and natural areas.



PROGRAM-AREA STRATEGIES

- Protect and conserve nature
- Create and maintain great places
- Connect people to nature
- Support community aspirations
- Convene, plan and build a regional trail system







Staff

Mike Houck, Executive Director

Officers

M J Cody, Chair

Goody Cable, Vice-chair

Bob Wilson, Secretary/Treasurer

Board

Mike Faha

Steffeni Mendoza Gray

Mel Huie

Tom Liptan

Kelly Puntaney

Jim Rapp

Ruth Roth

Judy BlueHorse Skelton

Advisory Board

Bill Blosser,
Bill Blosser Consulting

Janet Cobb,
California Oak Foundation

Patrick Condon,
University of British Columbia

John Fregonese, President,
Fregonese Associates, Inc.

Randy Gragg, University of Oregon
John Yeon Center

Steve Johnson, Public
Involvement Consultant

Jon Kusler, Association of
Wetland Managers

Peg Malloy, Director,
Portland Housing Center

Dr. Rud Platt, Ecological Cities
Project

Rodolpho Ramina, Sustainability
Consultant, Curitiba, Brazil

Ann Riley, California Department
of Water Resources

Geoff Roach, Tualatin Hills Park &
Recreation District

Jennifer Thompson,
U. S. Fish and Wildlife Service

Paddy Tillett, Architect, ZGF,
Portland

Ethan Seltzer, Director, PSU
School of Urban Studies and
Planning

David Yamashita,
Senior Planner, Long Range Planning,
Maui, Hawaii

Dr. Alan Yeakley, PSU
Environmental Sciences and
Resources

Lynn Youngbar, Organizational
Development Consultant

February 4, 2016

Tom Hughes, President
Metro Council
600 NE Grand Avenue
Portland, OR 97232

President Hughes and Councilors,

I am writing to congratulate you and your staff on completion of the *Parks and Nature System Plan*. This is an historic milestone for Metro and for the region. I have read the entire plan and submitted comments to your staff. I want to particularly call out your staff as among the most effective of any parks and natural area provider in the region, and beyond. The staff ecologists are especially versed in identifying high priority sites for acquisition, prescribing restoration and future desired ecological conditions, and management regimes.

I say an historic milestone because it is just that. Metro had been asked to create a regional park inventory coming out of recommendations of the 1984 Columbia-Willamette Futures Forum which sought to create regional funding strategies for libraries, parks, and schools. Sound familiar? In response to that mandate from the Futures Forum Mel Huie and his team which included Murase and Associates landscape architecture team and Lynn Sharp, wildlife consultant, had completed a comprehensive inventory of parks. Unfortunately, the natural resource component was less than robust owing in large part to the fact that there was no detailed aerial mapping of the regions natural landscapes and local governments had paid little or no attention to natural area protection and local park providers, even Portland Parks and Recreation and THPRD, were focused on active recreation facilities. Serendipitously, I had at about that time received an \$116,000 grant from Meyer Memorial Trust with which I had proposed to work with whatever agency existed or to work to create an agency that would create a bi-state "Metropolitan Wildlife Refuge System." Weeks after receiving the grant I got a phone call from Mel who, on the advice of Barbara Walker of the 40-Mile Loop Land Trust, invited me to meet with him and his team to discuss the refuge concept and how it might complement Metro's regional park inventory.

Metro Councilors Richard Devlin, Sandi Hansen and Ruth McFarland and Mel's park inventory team were receptive to the suggestion that in light of a void in regional natural area planning that Metro had a role to play given natural resources that cross jurisdictional boundaries are within Metro's purview as an issue of metropolitan concern.

What followed was a remapping of the region with infrared aerial photography by Dr. Joe Poracsky at PSU's Geography Department, Metro Council approval of launching a parks and natural areas program, and Metro Council adoption of

the 1992 *Metropolitan Greenspaces Master Plan* for the Portland-Vancouver bi-state region. What followed was transfer of Multnomah County's park and natural area system to Metro, and passage of the 1995 regional bond measure that set Metro on the path to become the region's only natural area focused park provider and, as importantly, a regional leader in creating what the 1971 CRAG *Urban Outdoors* plan, the 1992 Greenspaces Master Plan, and the 2005 Metro Council Adopted Greenspaces Policy Advisory Committee (GPAC) envisioned as a world class system of parks, trails, and natural areas.

From that historical perspective I'm hopeful that you will agree that, while the *System Plan* is a critical step in Metro's successful management of what is now more than 17,000 acres of some of the region's most ecologically, culturally and aesthetically most significant landscapes, that it's just that--- a step in what has been a long progression of Metro's commitment to ensuring the region continues to possess a high quality of life and retain ecosystems that will contribute to the region's biodiversity and ability to mitigate for and adapt to Climate Change as well as contribute to the region's economic and human health.

The themes in my comments to staff were: 1). The need for Metro to continue its leadership role in the regional effort to create a world class system of parks, trails, and natural areas. Metro holdings, as significant as they are, are but a part of the much larger regional system; 2). The need to more explicitly describe how the system will contribute to mitigating and adapting to Climate Change; 3). The need for Metro Parks and Nature Program to continue its focus on natural areas, even in the face of what I predict will be increased pressure to expand its mandate to provide active recreational activities which should remain the purview of local park providers just as East Bay Regional Park District and local park providers have done in the San Francisco Bay region; 4). Metro should continue to work with *The Intertwine Alliance* which you literally birthed and its most significant partner to implement *The Intertwine* vision as articulated in CRAG's *Urban Outdoors*; the 2005 Greenspaces Policy Advisory Committee and *Greenspaces Master Plan* and updated vision through the Alliance (I would argue Olmsted's 1903 master plan for Portland Parks was as much an inspiration as modern plans). Regarding the latter comment I am pleased to see that the *System Plan* has been updated to spell out Metro's relationship to The Intertwine Alliance and describe how Metro will provide leadership through the Alliance into the future.

Again, congratulations to your staff for creating another in a string of foundational and inspirational documents that will allow us to collectively create a world class system of parks, trails, and natural areas that will contribute to the ecological, economic, cultural, and human health of Portland-Vancouver metropolitan region.

Respectfully,



Mike Houck



Oregon Zoo Polar Bear Habitat and Related Infrastructure

Budget Discussion and Recommendation

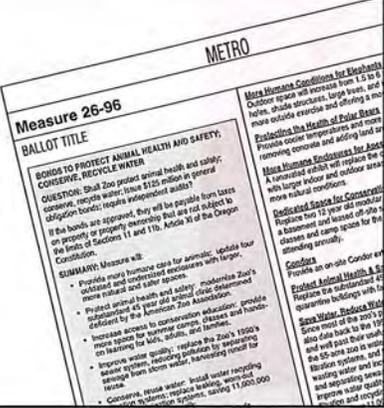
Heidi Rahn, Zoo Bond Program Director
Amy Cutting, Animal Curator

February 4, 2016

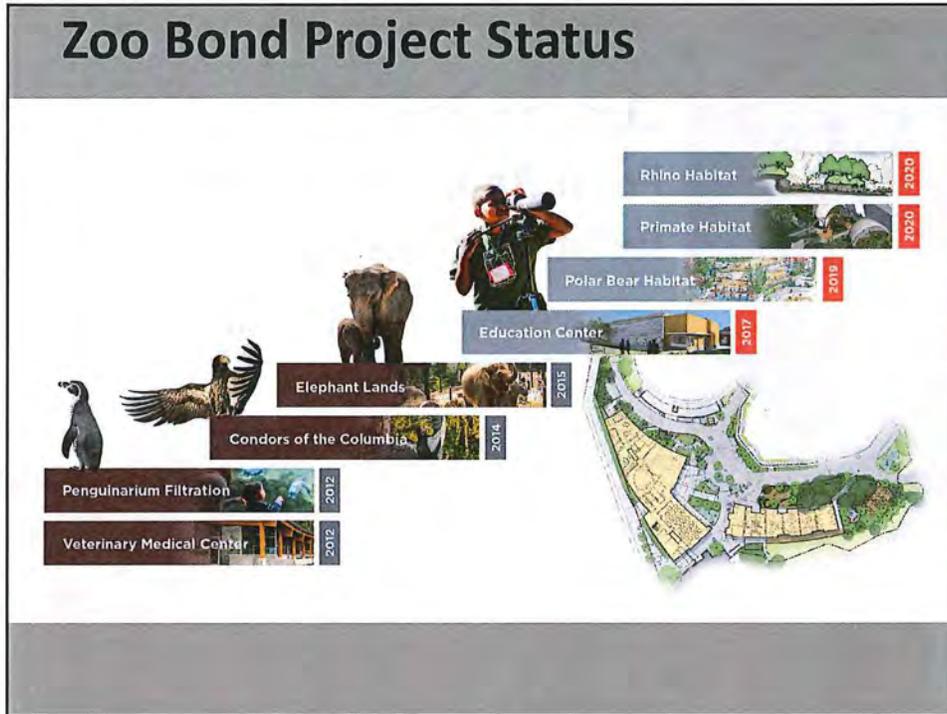



Commitment to Voters

1. Protect animal health and safety
2. Improve sustainability
3. Increase access to conservation education



Zoo Bond Project Status



Community Engagement

- Citizens' Oversight Committee
- Annual financial audit
- Partner development
- Oregon Zoo Foundation support
- Jobs and MWESB contractors
- Visitor engagement

On Budget

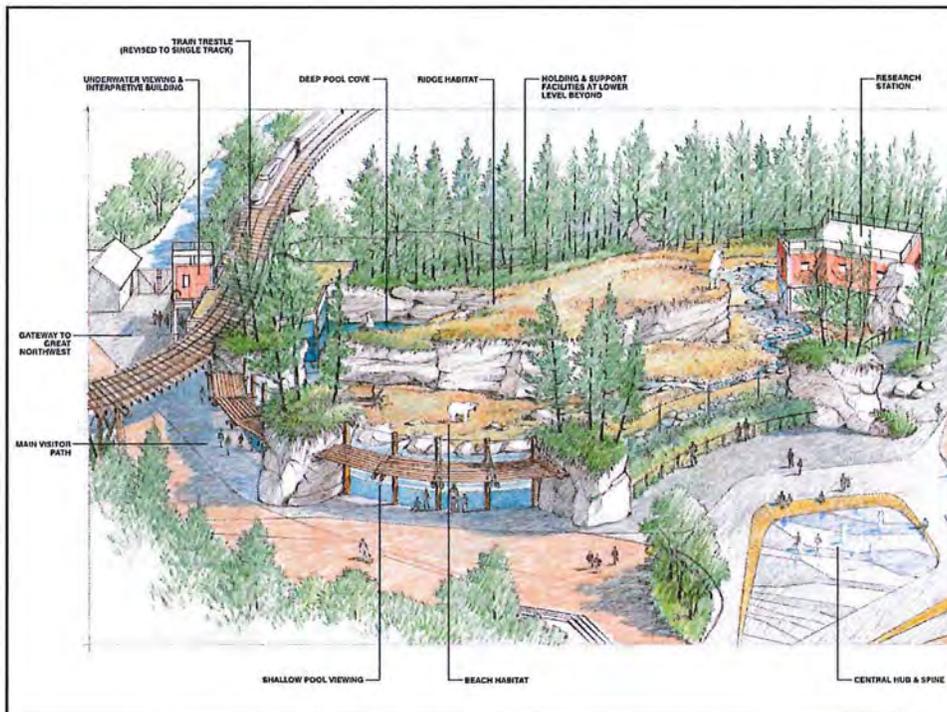
- Successfully managed first four projects within approved budgets
- Sold first bond at favorable rate and received \$10m bond premium
- Second bond sale in March 2016
- Expenditures to date \$83m
- Total resources \$144m



Polar Bear Habitat

The Polar Bear project will provide a new and larger habitat that will encourage and promote natural behaviors.

- Exploring
- Digging
- Swimming
- Scratching
- Viewing





Situation Assessment

- Project budgets were allocated in 2011
- Cost escalation is 12% higher than estimated
- Additional resources needed to meet original concept
- Unallocated bond premium funds available \$4.8m



Guiding Principles

- Meet commitment to voters
- Maintain diversity of habitat
- Manage risk with project contingency funds
- Retain adequate program contingency



Commitment to Voters

Measure 26-96 Explanatory Statement

Protecting the Health of Polar Bears

Provide cooler temperatures and more humane conditions by removing concrete and adding land and pool space.



Project Budget

- Increase budget for design, construction, and owners costs
- \$20.1m original budget estimate
- \$22.7m recommended budget

Recommendation

- Allocate \$2.6m of the \$4.8m unallocated bond premium funds to add resources to project
- Reduce project scope during design phase, as needed

Questions?



On April 21, 2011, Metro enacted Ordinance 11-1255 adopting the urban and rural reserve designations agreed upon by Metro and the three counties, and submitted that ordinance and accompanying findings to LCDC for acknowledgement. On August 19, 2011, LCDC voted to approve and acknowledge the reserve designations made by Metro and the counties, and LCDC issued Acknowledgment Order 12-ACK-001819 on August 14, 2012. Twenty-two parties filed appeals of the LCDC Order, and on February 20, 2014 the Oregon Court of Appeals issued its opinion in the *Barkers Five* case, affirming LCDC's decision regarding the majority of the 26 assignments of error raised by the opponents, and remanding the LCDC Order on three substantive issues.

First, the court concluded that LCDC incorrectly approved Washington County's application of the rural reserve factors pertaining to agricultural land, because the county relied on factors that were different from those required by statute for determining whether lands should be designated as rural reserve. The court held that the county's error required remand of all urban and rural reserves in Washington County for reconsideration.

Second, the court held that LCDC incorrectly concluded that Multnomah County had adequately considered the rural reserve factors pertaining to Area 9D. The court found that the county's findings were not sufficient to explain why its consideration of the applicable factors resulted in a designation of rural reserve for *all* of Area 9D, given the fact that property owners in that area had identified dissimilarities between their ~~land and other land in the same~~ northern and southern portions of the study area.

Finally, the court held that LCDC did not correctly review Metro's urban reserve designation of the Stafford area for substantial evidence. The court concluded that Metro failed to adequately respond to evidence cited by opponents from Metro's 2035 Regional Transportation Plan (RTP) indicating that traffic in the Stafford area was projected to exceed the capacity of certain roads by 2035.

Immediately after the Court of Appeals issued its opinion, work began on legislation designed to resolve issues regarding the remand of urban and rural reserves in Washington County. On March 7, 2014 the Oregon Legislature passed House Bill 4078, which legislatively approved Metro's 2011 UGB expansion, enacted revisions to the reserves map in Washington County, and added an additional 1,178 acres of urban reserves to the UGB.

As described in Section IV of these findings, when Metro and the three counties adopted their maps of reserve areas, they agreed on a total of 28,256 acres of urban reserves, which reflected Metro's estimate of the acreage that would be required to provide a 50-year supply of urbanizable land as contemplated under ORS 195.145(4). The specific forecast described above in Section IV (which is based on the September 15, 2009 Metro COO Recommendation) is for a range of between 484,800 and 531,600 new dwelling units over the 50-year period ending in 2060. Metro relied on the high point of that forecast range in estimating that the region would need a supply of urban reserves sufficient to provide for approximately 152,400 new dwelling units outside of the existing UGB through 2060.