

# Greenspaces Technical Advisory Committee

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Meeting Notice and Agenda  
May 9, 2001  
1 to 3 p.m.  
Metro Regional Center, rm. 370

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## AGENDA

1:00 - 1:10 pm (10 min.)  
INTRODUCTIONS AND ANNOUNCEMENTS

REGIONAL GREENSPACES SYSTEM MAP  
Jennifer Budhabhatti

1:10 - 1:40 pm (30 min.)  
Review of comments (matrix) from fall workshops

1:40 - 1:50 pm (10 min.)  
Report on additional modeling of natural areas (new emphasis on upland areas);  
presentation of results

1:50 - 2:20 pm (30 min.)  
Report on riparian corridor refinements; coordination with Metro's Goal 5 Inventory project

2:20 - 2:50 pm (30 min.)  
GTAC MAP REVIEW  
Everyone

Jennifer Budhabhatti is back from her maternity leave and has been refining the draft Regional Greenspaces System Map that GTAC and other local "experts" reviewed last fall. She will present the latest information about the state of the map, map refinements and coordination with Metro's Goal 5 inventory work. There will be time for review of the latest draft Regional Greenspaces System Map and for questions. Maps will be distributed to take away for further study by GTAC members.

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Next GTAC meeting: Wednesday, June 13, 1 to 3 p.m. at Metro

**METRO POLICY ADVISORY COMMITTEE**

**PARKS SUBCOMMITTEE**

**FINAL REPORT**  
**As approved by MPAC**  
**April 25, 2001**

**MPAC Parks Subcommittee**

Chuck Becker, Mayor of Gresham  
Richard Kidd, Mayor of Forest Grove  
Mark Knudsen, Chair of Board of Directors of  
Tualatin Hills Park and Recreation District  
Doug Neeley, City Councilor of Oregon City  
Becky Read, citizen of Washington County  
David Bragdon, Presiding Officer of the Metro Council  
Jim Zehren, citizen of Multnomah County, Chair of Subcommittee

## MAJOR IDEAS IN THIS REPORT

- Parks and related lands and facilities are an essential element of the urban form of our neighborhoods, communities, and region. They constitute a critical component of livability that is of increasing importance to our citizens as development and redevelopment continue apace in our metropolitan area.
- Metro's adopted *Regional Growth Concept* and related regional policies well acknowledge the critical role of the full spectrum of parks and related lands and facilities—at the neighborhood, community, city, county, and regional levels—in our metropolitan area's quality of life. However, Metro and its local government partners have not taken the steps needed for the parks-related elements of our region's growth management policies to be adequately implemented.
- The Metro Council, in collaboration with MPAC and local governments, should act to bring parks and related lands and facilities up to par with such important regional policy areas as land use, transportation, and environmental protection. Failure to do so will place citizen support of the *Regional Growth Concept*—and perhaps Metro itself—increasingly in jeopardy.
- The \$135.6 million Open Spaces, Parks and Streams Bond Measure passed by the region's voters in 1995 has resulted in important additions to the regional and local natural areas in public ownership in this metropolitan area. For the full spectrum of regional and local parks and related lands and facilities to be acquired, developed, operated, and maintained as needed for livability, however, additional capital and noncapital resources are required.
- Local park providers in the region face chronic constraints in securing adequate, stable funding for local parks and related lands and facilities. Metro should expand its mission to assist its local partners in this policy area in a variety of ways, most importantly by providing technical and financial assistance. In so doing, Metro should respect local prerogatives.
- Metro should continue to develop the Regional System of natural areas and trails, irrespective of their ownership. To do so will require substantial additional monies to fund development and operation of the properties purchased with the 1995 bond proceeds and to fund acquisition of additional properties, consistent with the vision set out in the *Greenspaces Master Plan*.
- The Metro Council should mobilize the regional community in support of a major new regional effort to fund and otherwise deliver the full spectrum of parks and related lands and facilities needed to effectively implement the *Regional Growth Concept* and to maintain and enhance livability in the metropolitan area. This region's voters strongly supported the 1995 bond measure, and last November Seattle's voters soundly passed a new \$200 million parks and greenspaces levy. It is time for our regional community to take this next major step in order to secure our quality of life and that of future generations.

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EXHIBITS

## INTRODUCTION

### **Subcommittee Creation and Charge**

The MPAC Parks Subcommittee was created by the Metro Policy Advisory Committee ("MPAC") of Metro on September 20, 1999. As subsequently articulated by the Subcommittee and approved by MPAC, the purpose of the Subcommittee was to analyze and make recommendations to MPAC regarding the following:

1. The effectiveness of Metro's parks inventory system completed in late 1999 to provide on-going information and guidance to MPAC and the Metro Council regarding the numbers, types, locations, and status of improvements of local and regional parks and natural areas within the metropolitan area.
2. The need for and nature of regional "standards", "goals", "measures", or other idealized indicators of the extent of local parks and natural areas within the metropolitan area, in the context of the *Regional Growth Concept*, irrespective of whether such indicators be merely advisory or otherwise.
3. The need for and nature of a new local parks and natural areas title to be added to the *Urban Growth Management Functional Plan*. The subject matter of any such new title would be independent of the subject matter addressed in, or being addressed regarding, existing Title 3 of the *Urban Growth Management Functional Plan*.

During the course of the Subcommittee's research and deliberations, additional relevant issues were identified and subsequently addressed in this report. Such additional topics include funding for the region's parks and related lands and facilities, the status of capital and non-capital parks-related needs, and current parks-related programs and policy-development work of Metro and its local government partners.

### **Subcommittee Membership**

Chuck Becker, Mayor of Gresham  
Richard Kidd, Mayor of Forest Grove  
Mark Knudsen, Chair of Board of Directors of Tualatin Hills Park and Recreation District  
Doug Neeley, City Councilor of Oregon City  
Becky Read, citizen of Washington County  
David Bragdon, Presiding Officer of the Metro Council  
Jim Zehren, citizen of Multnomah County, Chair of Subcommittee

The Subcommittee also acknowledges the early contributions of Dan Saltzman, City Commissioner of Portland, and (former MPAC member) Chuck Peterson, Chair of Board of Directors of Oak Lodge Sanitary District.

### **Subcommittee Staff Support**

Charlie Ciecko, Regional Parks and Greenspaces Director  
Heather Nelson Kent, Regional Parks and Greenspaces Manager  
Elaine Wilkerson, former Growth Management Director  
Mark Turpell, Growth Management Manager  
Ken Helm, Office of General Counsel  
John Houser, Metro Council Analyst  
Paul Couey, Metro Executive Office (former employee)  
Karen Withrow, Metro Executive Office  
Cathy Kirchner, Metro Executive Office

The Subcommittee also acknowledges the participation and contributions of representatives of various local park providers and interest groups, including but not limited to Jim Sjulín and John Sewell of Portland Parks and Recreation, Steve Bosak of the Tualatin Hills Park and Recreation District, and Mike Houck of the Audubon Society of Portland.

### **Subcommittee Meetings**

The Subcommittee has met a total of 18 times, first on September 22, 1999 and last on February 14, 2001. This final version of the Subcommittee's report follows twelve draft versions.

### **Key Definition: "Parks and Related Lands and Facilities"**

The subject matter of this report presents certain basic terminological complications. The Subcommittee is named the "MPAC Parks Subcommittee", but the subject studied by the Subcommittee and addressed in this report involves more than "parks" per se. Depending on the context, that subject matter includes not only "parks" but also "natural areas", "open spaces", "greenspaces", "trails", "green ways", "recreation lands and facilities", "public plazas and town squares", and similar such lands and facilities that are publicly-owned or dedicated to public use. For ease of reference, this report arbitrarily uses the generic term "parks and related lands and facilities" to refer to that full spectrum of lands and facilities.



## FINDINGS AND CONCLUSIONS

### A. LEGAL SETTING AND EXISTING POLICY

**A.1 State Law.** The *Statewide Planning Goals* of the State of Oregon make virtually no references to "parks" per se and do not require local governments to take any specific actions to actually provide parks and related lands and facilities within their jurisdictions. *Statewide Planning Goal 8 (Recreational Needs)* requires local governments to "satisfy the recreational needs" of their citizens. *Statewide Planning Goal 11 (Public Facilities and Services)* references "recreational facilities and services" in identifying types of "Urban Facilities and Services", but omits "recreational facilities and services" from those facilities to be described in statutorily required "Public Facilities Plans" to be prepared in conjunction with local comprehensive plans. Oregon Administrative Rule ("OAR") 660-034-0040 adopted by the Land Conservation and Development Commission ("LCDLDC") authorizes local park providers to prepare local parks master plans and local jurisdictions to amend their comprehensive plans to implement such local parks master plans.

**A.2 Metro Charter.** The *Metro Charter* requires that the *Regional Framework Plan* address, in addition to eight other categories of growth management and land use concerns, "parks, open spaces and recreational facilities".

**A.3 RUGGOs and Regional Growth Concept.** The *Regional Urban Growth Goals and Objectives ("RUGGOs")* and the *Regional Growth Concept* contain numerous provisions indicating the importance of establishing, monitoring, and achieving numeric goals for the spectrum of parks and related lands and facilities from local to regional in scale. A summary of such provisions is attached as Exhibit 1.

**A.4 Chapter 3 of Regional Framework Plan.** Chapter 3 of the *Regional Framework Plan*, a copy of which is attached as Exhibit 2, includes key ideas and represents existing Metro policy regarding parks and related lands and facilities, at both the regional and local levels.

**A.4.1 Regional.** The regional parks and related lands and facilities policies ("goals and objectives") set out in Chapter 3 of the *Regional Framework Plan* include the following key sections:

- (i) Section 3.1 relates to an inventory and identification of "regionally significant parks, natural areas, open spaces, vacant lands, trails and greenways."
- (ii) Section 3.2 relates to continued development of a "Regional System of Parks, Natural Areas, Open Spaces, Trails and Greenways . . . to achieve the following objectives:

- (a) protect the region's biodiversity;
  - (b) provide citizens the opportunity for, primarily, natural resource dependant recreation and education;
  - (c) contribute to the protection of air and water quality; and
  - (d) provide natural buffers and connections between communities."
- (iii) Section 3.3 relates to management of "the publicly-owned portion of the regional system of parks, natural areas, open spaces, trails and greenways" so as "to protect fish, wildlife, and botanic values and to provide, primarily, natural resource dependant recreational and educational opportunities."
  - (iv) Section 3.4 relates to the protection, establishment, and management of a "regional trails system" so as to "provide access to publicly owned parks, natural areas, opens paces, and greenways, where appropriate."

**A.4.2 Local.** The community and neighborhood parks and related lands and facilities policies ("goals and objectives") set out in Chapter 3 of the *Regional Framework Plan* include the following key sections:

- (i) Section 3.5.1 recognizes that "local governments shall remain responsible for the planning and provision of community and neighborhood parks, local open spaces, natural areas, sports fields, recreation centers, trails, and associated programs within their jurisdictions."
- (ii) Section 3.5.2 requires that Metro, pending its adoption of a "functional plan" for parks, encourage local governments to adopt specific measurable, numeric "level of service standards for provision of parks, natural areas, trails, and recreation facilities in their local comprehensive plans."
- (iii) Section 3.5.7 requires that urban reserve master plans "demonstrate that planning requirements for the acquisition and protection of adequate land to meet or exceed locally adopted levels of service standards for the provision of public parks, natural areas, trails, and recreation facilities . . . will be adopted in the local comprehensive plans", such that no urban reserve areas are

brought into the region's urban growth boundary ("UGB") if this demonstration is not made.<sup>1</sup>

- (iv) Section 3.5.8 requires that Metro, in cooperation with local governments, adopt a "functional plan" that "establishes the criteria which local governments shall address in adopting locally determined 'level of service standards'" and "region-wide goals for the provision of parks and open space in the various urban design types identified in the 2040 regional growth concept". The functional plan is to apply to all lands currently within the UGB and in "the urban reserves within Metro's jurisdiction when urban reserve concept plans are approved."

**A.5 Urban Reserves Language.** Given the abandonment of the designation of urban reserves and the current approach to master planning and development of lands to be added to the UGB, the language of Sections 3.5.7 and 3.5.8 of the *Regional Framework Plan* (relating to parks within urban reserves) is outdated.

**A.6 UGMFP.** Although the existing *Urban Growth Management Functional Plan* ("UGMFP") includes regional goals, standards, or performance requirements for local governments to meet regarding (1) local housing density, (2) local employment density, (3) local parking, (4) local urban streambeds and floodplain management areas, (5) local retail space in employment and industrial areas, (6) local street design and connectivity, and (7) local transportation system performance, it does not include any regional goals, standards, or performance requirements for local governments to meet regarding local parks and related lands and facilities.

**A.7 Metro Council Resolution 97-2562B.** In 1997, the Metro Council adopted a policy (set out in Resolution No. 97-2562B, a copy of which is attached as Exhibit 3) of allowing exceptions to local jurisdictions' housing, employment, and other targets established in the *UGMFP* if the particular local jurisdictions can demonstrate their inability to meet the targets due to their actions to protect "environmentally sensitive lands" from development. The "environmentally sensitive lands" referenced in Resolution No. 97-2465B include "parks, open space, recreational trails, and other sensitive areas . . . even if they include what has been classified as 'buildable' in Metro's [buildable lands] inventory."

**A.8 October 2000 Update of *Urban Growth Report*.** In October 2000, the Metro Council adopted an update to the *Urban Growth Report* (by means of Ordinance No. 00-871A) which concluded that adequate buildable land is available within the

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<sup>1</sup> See Finding and Conclusion A.5.

current UGB<sup>2</sup> to enable local jurisdictions to achieve their *UGMFP* housing and employment targets between 1998 and 2017 *even after 3,700 acres are excluded from the buildable land inventory to account for acquisition or other dedication of land for additional parks and related lands and facilities.*<sup>3</sup> Accordingly, local jurisdictions' efforts to acquire or otherwise dedicate additional land for parks and related lands and facilities should not significantly diminish their ability to meet their *UGMFP* housing and employment targets unless and until those jurisdictions have acquired or dedicated more than their respective shares of 3,700 acres of the region's otherwise buildable land.<sup>4</sup>

**A.9 3,700 Acre Projection.** It is important to understand and keep in mind that the 3,700 acres of land for parks and related lands and facilities discussed in Finding and Conclusion A.8 is nothing more than an assumption—a projection of a future outcome—without any legal force or effect to cause any acreage to actually be acquired or dedicated for parks and related lands and facilities in the region.

**A.10 Local Park System Master Plans.** While most local park providers in the region have established park system master plans for their respective jurisdictional areas, not all of these master plans have been incorporated into local comprehensive plans.

**A.11 Local Parks Level of Service Standards.** Only a few local park providers in the region have established and formally adopted comprehensive level of service standards for parks and related lands and facilities located within their jurisdictions. Most local analyses of park needs are performed to support adoption of local park system development charges ("SDC's"). While adequate for those purposes,

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<sup>2</sup> The buildable land inventory analyzed by Metro staff in its *Urban Growth Report 2000 Update* (July 5, 2000) includes 3,500 acres (18,100 dwelling units) added to the UGB in December 1998 and 384 acres (2,100 dwelling units) added to the UGB in December 1999.

<sup>3</sup> Subject to certain technical qualifications, this 3,700-acre figure was determined by assuming that approximately the same percentage of buildable land developed within the UGB between 1998 and 2017 will be acquired or otherwise dedicated to parks and related lands and facilities as the percentage of existing developed land within the UGB that is currently in public ownership or otherwise dedicated to parks and related lands and facilities.

<sup>4</sup> The definition of "parks" used by Metro staff for purposes of the buildable land inventory is an expansive one—including, for example, not only parks and related lands and facilities as that term is used in this report but also cemeteries, private golf courses, school play fields, fairgrounds and stadiums, and certain other miscellaneous public lands. Nonetheless, the 3,700-acre figure appears to be an appropriate one to use to approximate the need for parks and related lands and facilities into the future because the expansive definition allows for enhancements of service levels within areas of the region that currently are under-served by parks and related lands and facilities.

such analyses typically are insufficient to establish long-term needs across the full spectrum of parks and related lands and facilities within local jurisdictions.

**A.12 Metro Legal Authority.** It appears that Metro has authority under state statutes, the *Statewide Planning Goals*, state regulations, and the *Metro Charter* to require local governments to amend their comprehensive plans to require certain level of service standards for parks and related lands and facilities.<sup>5</sup> It follows that Metro also likely has authority to merely require local governments to "consider" the impacts of new residential developments on the adequacy of local parks—including how well the proposed developments would be served by existing local parks and by those to be added by the developments. However, in Section 3.5.8 of the *Regional Framework Plan*, Metro has chosen not to fully exercise its legal authority in this area. In Section 3.5.8, Metro requires the development of a functional plan (yet to be developed) which is to establish "criteria" that local governments are only required to "address" in adopting their own local level of service standards. The functional plan also is to establish "region-wide goals for the provision of parks and open space in [the] various urban design types", but Section 3.5.8 does not require local governments or their level of service standards to meet or conform to the goals.

**A.13 Measure 7 and *Dolan v. City of Tigard*.** If Metro did require the region's local governments to include in their local comprehensive plans a requirement that certain level of service standards for parks and related lands and facilities be met, the local governments could face at least two significant legal obstacles if they attempted to implement Metro's requirement by making compliance with the level of service standards a condition of development approval. First, if Measure 7 amending the

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<sup>5</sup> It is true that Oregon Revised Statute ("ORS") 197.712(2)(e), *Statewide Planning Goal 11*, and OAR 660-011-0005(1) all mention only "sewer", "water", and "transportation" when describing the public facilities to be included in the "public facilities plans" required to be prepared in conjunction with local comprehensive plans. However, the omission of parks and related lands and facilities from these statutory and regulatory references to "public facilities" does not in itself mean that Metro—or a local government—could not legally make the adequacy of parks and related lands and facilities a condition of development approvals. This interpretation of Oregon law is bolstered by the fact that ORS 195.110 (requiring each local jurisdiction containing a high growth school district to include a "school facilities plan" as an element of the local comprehensive plan) includes the following provision:

"Notwithstanding any other provision of state or local law, school capacity shall not be the sole basis for the approval or denial of any residential development application, unless the application involves changes to the local governmental comprehensive plan or land use regulations." ORS 195.110(10).

The absence of a similar provision in state statutes barring the adequacy of parks and related lands and facilities from being used as the basis for approval or denial of a development application suggests that such an approach is valid under Oregon's statewide land use system. For this and other reasons mentioned, Metro likely has the legal authority to require local governments to amend their comprehensive plans to require that certain Metro-prescribed level of services standards or other goals concerning parks and related lands and facilities be met.

Oregon Constitution as passed by the state's voters on November 7, 2000 is upheld and not repealed or modified, any development approval denied on the basis of the inadequacy of parks or related lands and facilities likely would result in a Measure 7 claim for compensation. Second, the dictates of *Dolan v. City of Tigard* would require that there be a rational and proportional nexus between the condition of approval and the impact of the proposed development on parks and related lands and facilities. If these obstacles somehow could be overcome, however, local governments likely could legally require a property owner or developer to dedicate land for parks and related lands and facilities, or money in lieu thereof, as a condition of development.

## **B. STATUS OF CURRENT PROGRAMS AND POLICY-DEVELOPMENT WORK**

**B.1 1995 Open Spaces, Parks and Streams Bond Measure.** Passage and implementation of the 1995 Open Spaces, Parks and Streams Bond Measure is generally viewed as the single most popular thing Metro has done. Although there have been recent discussions of those involved in the 1995 bond measure regarding a return to the region's voters with a new measure, no conclusions have been reached as to the specific program to be funded or the timing of the effort. Nonetheless, all involved in the 1995 effort view it as only a first step in creating a Regional System of parks and related lands and facilities that is intended to grow along with the region's population.

**B.2 Focus on Regional-Scale.** The Regional Parks and Greenspaces Department's current programs and pending *Greenspaces Protection Plan* are primarily focused on the continued development of a "Regional System" of regional-scale parks, natural areas, open spaces, trails, and greenways and not on development of the full spectrum of parks and related lands and facilities in the region—including parks and related lands and facilities at the neighborhood, community, city, county, and regional levels. In taking this approach, the Department believes it is following the policy direction set out in both the *Greenspaces Master Plan* and Chapter 3 of the *Regional Framework Plan*.

**B.3 Regional Parks Inventory.** In late 1999, Metro completed a new parks inventory of the full spectrum of parks and related lands and facilities within the metropolitan area. The inventory is scheduled for an update every five years, subject to funding availability. School sites have since been added to the inventory—irrespective of whether such school sites are or will remain available for parks-related uses. Two important limitations of the parks inventory are: (i) the data are based on each parcel being coded as one discrete type of park or facility, even if the parcel is multi-functional in nature, and (ii) the data are not aggregated by urban design type.

**B.4 Lack of Comparative Data.** Notwithstanding Metro's completion of its parks inventory, with respect to the full spectrum of parks and related lands and facilities we as a region do not have data to document whether we are doing better than, about the same as, or worse than we were five, ten, or twenty years ago. Even

assuming that we are simply trying to maintain the level of service that we historically had at any given time, we do not have data to document whether we are out in front of growth, are just keeping up, or are falling behind. We do not have data to document whether we are doing better than other comparable regions, about the same, or worse. There is no money budgeted to obtain this kind of data, except as may become available through the five-year updates of Metro's parks inventory.

**B.5 Uncertainty of Amount of Unfunded Capital Needs.** Given the absence of any regionally-adopted level of service criteria, goals, or other standards or benchmarks for the full spectrum of parks and related lands and facilities within the metropolitan area, it currently is not possible to describe in dollar terms the region's unfunded capital needs for parks and related lands and facilities in the same way that it is possible to describe the region's unfunded capital needs for other public facilities, such as for transportation.

**B.6 Regional Parks and Greenspaces Advisory Committee.** Metro's Regional Parks and Greenspaces Advisory Committee is a citizen committee that advises the Metro Council, Executive Officer, and Regional Parks and Greenspaces Department regarding Metro's regional parks and greenspaces program. Although the Committee has provided valuable advice and has particularly played a significant role in helping make the implementation of the 1995 Open Spaces, Parks and Streams Bond Measure as successful as it has been, the Committee has not focused on the kind of broad regional policy issues relating to the full spectrum of parks and related lands and facilities that are the subject of this report.

**B.7 GTAC and Its February 2000 Report.** Metro's Greenspaces Technical Advisory Committee ("GTAC") is a committee of local parks and natural area professionals and representatives of related non-profit organizations that advises the Metro Council, MPAC, and the Regional Parks and Greenspaces Department regarding implementation of Chapter 3 of the *Regional Framework Plan* and the *Greenspaces Master Plan*. In February 2000, after an 18-month effort to address the mandates of Chapter 3 of the *Regional Framework Plan*, GTAC approved a report prepared by a subcommittee entitled *Level of Service Standards, Criteria and Guidelines for Local Park Providers*, a copy of which is attached as Exhibit 4. Key aspects of and information provided by this GTAC report are as follows:

**B.7.1** The report outlines criteria and a process for local park providers to follow in adopting comprehensive level of service standards within their own jurisdictions. It provides definitions, classifications, and various types and sources of measures and standards, so as to provide a common "language" and approach for local jurisdictions to follow.

**B.7.2** The report does not recommend any specific parks level of service standards to be adopted or considered by Metro or local jurisdictions. The report

also does not expressly resolve the role of Metro, if any, in the development of local level of service standards. However, the report recommends that local jurisdictions identify and adopt their own level of service standards.

**B.7.3** The report does not provide parks level of service "goals" for the various urban design types, as required by Section 3.5.8 of the *Regional Framework Plan*, citing lack of committee and staff resources to do so. However, the report expresses the committee's commitment to develop such goals if regional resources to do so are provided.

**B.7.4** The report documents that of the 24 local park providers in the region (i) all but four have adopted parks SDCs (excluded are Clackamas County, Gladstone, Wood Village, and Washington County) but (ii) only six have formally adopted comprehensive parks level of service standards (included are North Clackamas Park and Recreation District, Milwaukie, Gresham, Tualatin Hills Park and Recreation District, Hillsboro, and Lake Oswego).

**B.7.5** The report's recommendations include the following:

- (i) Provide stable funding for (a) parks level of service goals for the urban design types, (b) parks level of service standards applied to Metro's regional parks inventory to establish benchmarks and standardized measures of progress, (c) grants to local park providers for development of level of service standards and master planning, and (d) acquisition and development of new parks and facilities;
- (ii) Provide incentives for comprehensive parks, recreation, and open space master plans;
- (iii) Encourage community involvement in development of park level of service standards and park system master plans;
- (iv) Encourage partnering between park providers and other jurisdictions and schools; and
- (v) Encourage Metro and local governments to adhere to the intent of Section 3.5.7 of the *Regional Framework Plan* by requiring planning and provision of parks and related lands and facilities as a condition of including land within the UGB.

**B.8 Regional Goal 5 Inventory.** Metro's Growth Management Department has initiated work on a regional Goal 5 inventory to identify "regionally significant riparian and upland natural resource areas." This work is relevant to the work of the



Regional Parks and Greenspaces Department on the Regional System described in the *Greenspaces Master Plan* and Chapter 3 of the *Regional Framework Plan*.

**B.9 Parks-Related Urban Issues Addressed by Parks Professionals and Agencies.** Despite the crucial role that parks and related lands and facilities can and do play in creating the urban form and contributing to the livability of our neighborhoods, communities, and cities generally, and of our mainstreets, town centers, and regional centers more specifically, parks issues historically have been addressed primarily by parks professionals, departments, and special districts and only rarely by urban planning and development professionals and departments. This has been the case at all levels of government, including Metro. One explanation for this is the absence of any requirement under Oregon's land use planning laws that parks and related lands and facilities actually be provided.

## **C. EXISTING FUNDING APPROACHES**

**C.1 1995 Bond Measure.** The 1995 Open Spaces, Parks and Streams Bond Measure has produced some \$135.6 million in funds for new land and access to parks and related lands and facilities inside and outside of the UGB. However, as promised to the region's voters, use of the 1995 bond measure monies has been restricted to expenditures for acquisition of or improvements to *natural areas only*. Also, by law the bond monies cannot be used for operations and maintenance expenses. To date, the bond measure has enabled Metro to purchase more than 6,400 acres from over 200 willing sellers in "target areas" that were identified when the measure was submitted to the region's voters. Additionally, approximately 18 percent of the bond measure funds, or about \$25 million, has been or will be distributed to local park providers in the region for identified "local greenspace" acquisitions and related capital improvements. To date, approximately 75 such local projects have been completed at an estimated cost of \$18 million.

**C.2 Local Property Taxes and General Revenues.** Virtually all local park providers in the region are funded primarily with local property taxes, whether as part of local general revenues or in the form of capital bond levies, serial levies, or dedicated tax bases. Generating stable, adequate funding for local parks and related lands and facilities through such local property tax and general fund sources has proved to be problematic.

**C.2.1 Local General Revenues.** The simple, fundamental fact is that parks and related lands and facilities historically have tended to lose out in local government priority-setting to such competing needs as police, fire, schools, local transportation, and economic development. Absent a substantial change in local voters' priorities, there is no reason to believe that this age-old obstacle to funding parks with local general fund monies will be overcome. This problem is even more pronounced in jurisdictions where Measure 5's \$10 cap on the overall

non-school property tax rate has been reached (where Measure 5 "compression" is in effect).

**C.2.2 Local Park Bonds.** During the last decade, voters in the region's various cities and park and recreation districts have both approved and turned down bond measures for land acquisition and other capital improvements for local parks and related lands and facilities. Use of this funding mechanism is constrained by voters' reluctance to approve the increased property taxes required to pay off the bonds. This problem has been exacerbated by Oregon voters' general sensitivity to property tax increases in recent decades and by the Measure 50 double-majority requirement in off-year elections. Use of this funding mechanism also has the limitation of the bond proceeds not being legally available to pay for operations and maintenance costs.

**C.2.3 Local Parks Serial Levies or Tax Bases.** In the case of two local park providers, Tualatin Hills Park and Recreation District and North Clackamas Park and Recreation District, property taxes support parks programs and operations and maintenance expenses through special voter-approved serial levies or tax bases. However, more general use of this kind of mechanism to fund local parks and related lands and facilities is limited by the same factors that limit the effectiveness of the use of local general fund monies and local parks bonds. Such measures have to compete with local funding needs for police, fire, schools, local transportation, and economic development, they must overcome voters' resistance to property tax increases, their passage is made more problematic in jurisdictions that are in Measure 5 compression, and they face the Measure 50 double-majority requirement in off-year elections.

**C.3 Local Parks SDCs.** Despite widespread use of parks SDCs by local park providers in the region,<sup>6</sup> there are limitations to the effectiveness of SDCs in paying for local parks and related lands and facilities: (i) they impact housing affordability (a partial solution to which is to exempt non-profit low and moderate income housing), (ii) the revenues they raise by law cannot be used to address pre-existing deficiencies in built-out areas, (iii) the revenues they raise by law cannot be used to pay for operations and maintenance costs, (iv) they produce only a small percentage—commonly as low as 20 to 30 percent—of the revenues actually needed to pay the costs of the park land and facilities needs resulting from the growth, and (v) local jurisdictions are subject to public criticism and potential development community backlash—and even lawsuits from development interests—if the rate of the parks SDC in a given jurisdiction is higher than the rates of parks SDCs in other jurisdictions in the region.

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<sup>6</sup> See Finding and Conclusion B.7.4.

**C.4 Local Parks SDCs on Commercial Development.** Of the local park providers in the region utilizing parks SDCs, only four—the cities of Durham, Hillsboro, Oregon City, and Wilsonville—apply their parks SDCs to commercial development in addition to residential development. At least two local park providers, Portland Parks and Recreation and the North Clackamas Park and Recreation District, have developed rates for parks SDCs on commercial development but have not implemented those charges because of opposition from the commercial development community.

**C.5 Enterprise Revenues.** Some of the region's local park providers, as well as the Regional Parks and Greenspaces Department, rely on enterprise revenues for a portion of their funding requirements. However, this approach is generally limited by a strong public sense that parks and related lands and facilities constitute public goods which should be provided free or for only a modest fee. Golf courses and similar recreation facilities can be exceptions, but even swimming pools usually are not self-financed because user fees covering the full cost would exceed their users' ability or willingness to pay.

**C.6 Developer Dedication of Land.** Local governments that assemble land for development or redevelopment have the opportunity to require dedication of land for parks as a condition of the sale of the land to the developer. Also, sometimes developers will voluntarily dedicate land for a park as part of the creation of a marketable development or in exchange for a credit against a park SDC. Such dedication of land for parks can be troublesome, however, because they often end up being the least desirable lands for parks and also because maintenance of small isolated parks within developments can be inefficient unless local landowners take responsibility for it.

**C.7 De Facto Regional Parks.** One factor contributing to local governments' inability to fully fund neighborhood, community, city, and county park needs is the fact that some "de facto" regional parks—those not owned or operated by Metro—are currently paid for entirely with local resources. A regional funding source could allow reallocation of those local resources to fund other local park needs.

**C.8 Partnering.** Many local park providers in the region partner with schools, other public agencies, and even non-profit organizations for parks and related lands and facilities. This approach has been shown to be workable and cost-effective. Similar partnering with private entities can also be effective, although access and liability issues can be barriers.

**C.9 Parks Foundation and Gifts.** At least one local park provider, Portland Parks and Recreation, is considering the creation of a foundation to seek, receive, and hold large-scale corporate and personal gifts. While this approach may have merit for large park providers, most smaller park providers lack the ability to create and sustain a successful foundation. In any event, such private fund raising generally should be

viewed as an alternative approach to paying for special park-related projects and not as a workable alternative to adequate, sustained public funding of parks and related lands and facilities.

**C.10 City of Ashland Niche Tax For Parks.** Of local parks providers in Oregon, only the City of Ashland appears to take a significantly different approach to funding acquisition of property for its parks and related lands and facilities. Restaurant expenditures in Ashland are subject to a special one percent tax which supports additions to that city's park system.

**C.11 Funding of Regional Parks and Greenspaces Department.** Except for its acquisition program (funding by the 1995 bond measure), the Regional Parks and Greenspaces Department is reliant on an eclectic array of funding sources that include enterprise revenues, federal grants, recreational vehicle registration fees, and the Metro excise tax. All of these sources appear to be volatile and inadequate to meet the Department's current requirements, especially given Metro's growing greenspaces property portfolio.

**C.12 State and Federal Grant Programs.** Many local park providers and the Regional Parks and Greenspaces Department compete for state and federal grants to support the capital expansion, renovation, or enhancement of their parks and related lands and facilities. Although these sources of financial assistance are important, they have their limitations. For example, many such sources require 50 percent or more in matching funds. Also, use of the funds is restricted to capital projects only (operations and maintenance cannot be funded) and the available resources are limited. Examples of these grant programs include:

- (i) Land and Water Conservation Fund  
Source: federal off-shore oil leases; current year: \$858,000 (local parks statewide)
- (ii) State Parks Grant Fund for Local Parks  
Source: state lottery; current biennium: \$5.0 million (statewide)
- (iii) Urban Parks and Recreation Recovery  
Source: federal general fund; current year: \$28 million (nationwide)
- (iv) State Marine Board Facilities Grant  
Source: recreational boat registrations and marine fuel taxes; current biennium: \$3.8 million (statewide)
- (v) County Opportunity Grant Program  
Source: recreational vehicle registrations; current biennium: \$750,000 (counties only)

- (vi) National Trails Grants  
Source: federal motor vehicle taxes; current year: \$740,000 (nationwide; 30 percent motorized trails, 70 percent other trails)
- (vii) Clean Vessel Act Grants  
Source: federal marine fuel tax; current year: \$1.4 million (nationwide)

#### D. NEED FOR ACTION

**D.1 Important But Limited Impact of 1995 Bond Measure.** The Open Space, Parks and Streams Bond Measure approved by the region's voters in 1995 has enabled both Metro and the region's local governments to make timely, valuable acquisitions of land and access to parks and related lands and facilities in this metropolitan area. However, as promised to the voters, these acquisitions are limited to *natural areas only*. Also, by law the bond monies cannot be used to pay for operations and maintenance costs. Moreover, the bond measure should be viewed as only the first step in making the vision of the *Greenspaces Master Plan* a reality, particularly given that the region's population continues to grow. As such, although the 1995 bond measure has helped significantly in important ways, it has not provided sufficient funds to address the region's needs across the full spectrum of neighborhood, community, city, county, and regional parks and related lands and facilities. There continue to be substantial unmet needs at all levels throughout the region.

**D.2 3,700 Acres Needed to Be Set Aside From 1998-2017 to Maintain "Status Quo" in Region.** As addressed in Finding and Conclusion A.8, the most recent Metro update (in June 2000) of the *Urban Growth Report* projects that 3,700 acres of buildable land in the region will be acquired or otherwise dedicated to parks and related lands and facilities between the years 1998 and 2017. As discussed, this 3,700 figure is based on the assumption that as buildable land is developed in the region between 1998 and 2017, the same percentage of land will be set aside for parks and related lands and facilities as is currently set aside within the region's developed area. Although only an assumption that itself will not cause any land to be acquired or dedicated for parks purposes, this 3,700 figure can provide a useful insight into *approximately* how much land will need to be set aside within each local jurisdiction between 1998 and 2017 in order for the current percentage of land in use for parks and related lands and facilities to be maintained—i.e., in order for the status quo to be maintained within the urbanized area of the region. To this end, Table 1 allocates the 3,700 acres to each local jurisdiction in the metropolitan area based on the proportionate shares of the housing targets for 2017 currently set out in Title 1 of the *UGMFP*.

**TABLE 1**  
**ALLOCATION OF BUILDABLE LAND NEEDED TO BE**  
**SET ASIDE IN PORTLAND REGION TO MAINTAIN**  
**"STATUS QUO" OF PARKS AND RELATED LANDS AND**  
**FACILITIES, 1998-2017, BY JURISDICTION, BASED ON**  
**ALLOCATION OF HOUSING TARGETS IN UGMFP**

<b>Jurisdiction</b>	<b>Absolute Number of Housing Units</b>	<b>Percent of Total</b>	<b>Proportionate Share of Acres for New Parks and Related Lands and Facilities</b>
Beaverton	15,021	6.2%	228
Cornelius	1,019	0.4%	15
Durham	262	0.1%	4
Fairview	2,921	1.2%	44
Forest Grove	2,873	1.2%	44
Gladstone	600	0.2%	9
Gresham	16,817	6.9%	255
Happy Valley	2,030	0.8%	31
Hillsboro	14,812	6.1%	225
Johnson City	168	0.1%	3
King City	182	0.1%	3
Lake Oswego	3,353	1.4%	51
Maywood Park	27	0.0%	1
Milwaukie	3,514	1.4%	53
Oregon City	6,157	2.5%	93
Portland	70,704	29.0%	1,072
River Grove	(15)	0.0%	0
Sherwood	5,010	2.1%	76
Tigard	6,073	2.5%	92
Troutdale	3,789	1.6%	57
Tualatin	3,635	1.5%	55
West Linn	2,577	1.1%	39
Wilsonville	4,425	1.8%	67
Wood Village	423	0.2%	6
Clackamas County	19,530	8.0%	296
Multnomah County	3,089	1.3%	47

Jurisdiction	Absolute Number of Housing Units	Percent of Total	Proportionate Share of Acres for New Parks and Related Lands and Facilities
Washington County	54,999	22.5%	834
TOTALS	243,993	100.0%	3,700

Although one may be tempted to question the assumptions and implications of the methodology used to create *Table 1*, the numbers set out in *Table 1* dramatically portray the *order of magnitude* need for new parks and related lands and facilities that the metropolitan area faces across the jurisdictions of the region. To be clear, the Subcommittee does not include *Table 1* in this report to convey or suggest that each local jurisdiction should acquire by 2017 the particular number of acres that are listed in the table for parks and related lands and facilities. Rather, the Subcommittee includes *Table 1* to emphasize the rough magnitude of the need for new parks and related lands and facilities in the region.<sup>7</sup>

**D.3 Citizen Demand for "Green".** Independent of numerical projections such as those set out in *Table 1*, the need for parks and related lands and facilities within the UGB has been increasingly emphasized by the citizens of this region as they see more and more "green" disappearing within their neighborhoods and communities. This phenomenon is due in part to the effects of growth generally but also is due in part to higher density infill and redevelopment occurring in the region. Even if inaccurate or unfair, certain citizens and interest groups and some local elected officials blame this growing problem on the implementation of the *Regional Growth Concept*. In reality, the problem is not due to the content of the *Regional Growth Concept* but rather due to the failure of the region to fully implement all elements of the *Regional Growth Concept*—especially those elements relating to parks and related lands and facilities.<sup>8</sup> Absent timely action that results in more parks and related lands and facilities actually being provided in the neighborhoods and communities of the region, citizen support for

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<sup>7</sup> As explained in the Footnote 3, the 3,700 acres allocated by *Table 1* assumes that essentially the same percentage of buildable land developed within the UGB between 1998 and 2017 will be used for parks and related lands and facilities as the percentage of existing developed land within the UGB that currently is being used for parks and related lands and facilities. This suggests that areas of the region which currently are underserved by parks and related lands and facilities would continue to be underserved even if the acreages set out in *Table 1* were actually acquired or otherwise dedicated to parks and related lands and facilities by the year 2017. This outcome would be mitigated to some extent, however, because the definition of "parks" used by Metro staff in developing the 3,700-acre projection is an expansive one including more than parks and related lands and facilities as that term is used in this report. See footnote 4.

<sup>8</sup> See Exhibit 1.

the *Regional Growth Concept* — and perhaps Metro itself — will increasingly be in jeopardy.

**D.4 Public Plazas for Urban Centers.** The need for additional parks and related lands and facilities, including town plazas and public squares, has been documented as part of the regional center, town center, and other planning efforts being undertaken to implement the *Regional Growth Concept*. For example, in the City of Portland citizen-based planning efforts for mixed-use centers at Gateway, Hollywood, Kerns, Lents, Hillsdale, Sellwood-Moreland, and Albina have all resulted in an identified need for a public square, "park block", or similar park enhancement to be incorporated into the center. Portland has experienced similar outcomes in its neighborhood planning along mainstreets identified in the *Regional Growth Concept*. In virtually all of these instances, Portland Parks and Recreation has little or no funding to pay for the public squares and other parks enhancements being advocated by the citizen planning committees and their staffs. Similar situations exist throughout the region, including in the town centers planned for Oregon City, Milwaukie, Troutdale, Sunset, and Raleigh Hills.

**D.5 Critical Component of Livability.** This region's citizens and their elected officials, reflecting Oregonians' special relationship with their environment, view neighborhood, community, city, county, and regional parks and related lands and facilities as a critical component of livability. To the extent we fail as a region to provide the full spectrum of parks and related lands and facilities, the quality of life in this metropolitan area will decline.

**D.6 Documented Economic and Other Benefits.** Numerous studies have documented the physiological, psychological, environmental, and economic benefits of parks and related lands and facilities, including but not limited to significant increases in property values of contiguous and nearby residential and commercial properties.

**D.7 Cooperation and Coordination of Parks Providers.** As the metropolitan area continues to grow and infill and redevelopment occur, meeting the demands for parks and related lands and facilities across the region will require increased and more effective cooperation and coordination between and among the region's park providers.

**D.8 Aid to Meeting Environmental and Habitat Constraints.** More parks and related lands and facilities, especially those emphasizing natural resource protection, will better equip this metropolitan area to respond to regulation and avoid constraints relating to endangered species, water quality, and similar habitat and natural resource concerns.



**D.9 Chronic Lack of Adequate Resources.** Given the problematic nature of existing approaches to funding,<sup>9</sup> local and regional park providers—and their citizen-constituents—continue to experience a sustained, substantial, and pervasive lack of resources for parks and related lands and facilities within the metropolitan area. This funding problem applies to all aspects of the provision of local and regional parks and related lands and facilities, namely: (i) planning, (ii) land acquisition, (iii) development of improvements and facilities, (iv) operations, and (v) maintenance. Absent action by all levels of government, including Metro, there is little reason to believe that this chronic problem of under-funding of parks and related lands and facilities in the region will be adequately addressed to maintain livability.

**D.10 Limited Local Funding.** Without a substantial change in local voters' priorities, the current outlook for increasing local funding for local parks and related lands and facilities in the region generally is not encouraging given local reliance on property taxes and general fund revenues. As local budgets tighten, competition with local demands for police, fire, schools, local transportation, and economic development will only heighten. Plus the combined effects that voter resistance to increases in property taxes, Measure 5 compression, and the Measure 50 double-majority requirement will have on local parks property tax measures are not likely to dissipate. Indeed, all local parks funding measures which appeared on the November 2000 ballot in the Portland metropolitan area were defeated by the voters. While there are varying theories to explain these defeats at the polls, the Subcommittee believes these outcomes more likely reflect voters' opposition to property tax increases than voters' lack of support for enhancements to local parks and related lands and facilities and related programs.

**D.11 Local Parks and Schools.** As local parks and related lands and facilities must compete for land and local funding, there is a need for greater coordination between local park providers and school districts in preparing capital improvement plans and acquiring land. Joint or contiguous park/school sites could be obtained by means of joint purchase options, land exchanges, or other means. Particularly, shared use of swimming pools, tennis courts, gymnasiums, playing fields, and similar athletic facilities should be encouraged. Acknowledgement also should be given, however, to the property management issues that arise from such shared use, particularly relating to allocations of cost. Such issues should be expected to become more vexing as school budgets become more constrained.

**D.12 Limited Regional Parks and Greenspaces Operating Budgets.** The level of recent operating budgets of the Regional Parks and Greenspaces Department has been inadequate to enable the Department to fully perform all of its existing responsibilities including maintenance of the properties acquired with 1995 bond measure proceeds. A portion of the Department's recent operating budgets has been paid for out of a fund balance. At the current draw-down rate, resources in the fund

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<sup>9</sup> See section C of these Findings and Conclusions.

balance will be depleted in two to three years. Metro staff estimate that full funding of the Department's existing responsibilities without drawing on the fund balance would require an additional \$1.6 million annually. As such, unless significant new funding is made available, major reductions in the Department's existing programs will become necessary. Given this situation, a substantial increase in the Department's budget will be required to enable the Department to not only continue its current programs but also manage an expansion of its mission to address the full spectrum of parks and related lands and facilities in the region.

**D.13 Lack of Funding for Development of Properties Acquired With 1995 Bond Proceeds.** There is a substantial and growing problem of lack of funding for planning, development, and operations of the natural-area properties that have been and are being acquired by Metro with the 1995 bond monies. To date, approximately 6,400 acres of such natural areas have been acquired, creating the potential for up to 21 new regional parks and natural areas in the metropolitan area. Metro staff estimate that the cost of planning and developing these new sites for public use will be in the range of \$50-70 million, and that the operating cost for these sites once developed will be \$5.0-5.5 million annually. There currently is essentially no funding available to develop these sites for public use or to operate them after their development.

**D.14 Cost of Developing Criteria and Goals Needed to Assess Capital Needs.** As already discussed,<sup>10</sup> the absence of regionally-adopted level of service criteria, goals, or other standards or benchmarks for the full spectrum of parks and related lands and facilities within the metropolitan area makes it impossible to describe in dollar terms the region's unfunded capital needs for such parks and related lands and facilities. The time and resources required to develop and adopt such level of service criteria, goals, or other standards or benchmarks, and to establish the unfunded capital cost of achieving those desired outcomes in the region, should not be underestimated. As a point of reference, Metro's preparation and adoption of the 2000 version of the *Regional Transportation Plan* took four years and more than \$4 million to complete.

**D.15 Potential Impact of Measure 7.** If the Measure 7 amendment to the Oregon Constitution ultimately is upheld and not repealed or modified (or if it is replaced by a similar measure), the need for action to achieve the full spectrum of parks and related lands and facilities in the region will be heightened. This will be the case because local zoning and other local regulatory approaches to maintaining natural areas, habitat, and other elements of the "green" within our communities may become financially infeasible.

**D.16 Need for Concerted Action.** Parks and related lands and facilities don't just happen. They require action—ultimately by governments and their citizens—to cause them to happen. Enhancing the full spectrum of parks and related lands and

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<sup>10</sup> See Finding and Conclusion B.5.

facilities in this metropolitan area will require concerted action by Metro and the region's local governments to educate and mobilize the citizens of the region.

## **E. TRADEOFFS/CHOICES/POSSIBILITIES**

**E.1 Ongoing Central Role For Local Parks Providers.** Whatever role Metro might play in addressing the full spectrum of parks and related lands and facilities within the region, the fact is the vast majority of parks and related lands and facilities in this metropolitan area are funded, owned, and operated by local park providers. There are no reasons to believe that this state of affairs will, or should, change. Any actions taken to expand Metro's parks-related mission should acknowledge and be consistent with this reality.

**E.2 Reallocation of Other Public Resources Not Feasible.** The only available approach to significantly increasing expenditures for parks and related lands and facilities within existing governmental revenue levels would be to redirect funding from other public services such as police, fire, schools, transportation, and economic development. This does not appear feasible.

**E.3 Competing Perspectives on Regionally-Adopted Standards or Goals.** There are competing perspectives regarding the relative advantages and disadvantages of regionally-adopted level of service standards or goals regarding parks and related lands and facilities.

**E.3.1 Arguments in Favor of Regionally-Adopted Standards or Goals.** Advocates for regionally-adopted level of service standards or goals for parks and related lands and facilities argue that the existence of such standards or goals would provide both substantive justification and "political cover" for local park providers when dealing with the development community and others who oppose parks requirements. An example of this occurs when a developer objects to a neighborhood or community-scale park being required within a large development on the basis that the development abuts a city, county, or regional scale natural area. The existence of a set of regionally-adopted standards or goals could help justify and explain the need for the local-scale parks and provide political support to the local jurisdiction. Another example occurs when a local jurisdiction attempts to establish or increase a parks SDC. Again, the existence of regionally-adopted standards or goals could aid the local jurisdiction in justifying the establishment of or an increase in the SDC in order to better meet its needs for parks and related lands and facilities. Currently local jurisdictions frequently must not only make their own case for the parks SDC they propose, but also must explain why they need the particular rate of parks SDC they seek when other local jurisdictions in the region either have no parks SDC or a parks SDC at a lower rate. Advocates of regionally-adopted standards or goals also argue that they generally would serve to heighten awareness and stimulate action in the region regarding this important policy area.

**E.3.2 Arguments in Opposition to Regionally-Adopted Standards or Goals.** Critics of regionally-adopted level of service standards or goals for parks and related lands and facilities, including many local park providers, are concerned that the regionally-standards or goals might call for fewer parks than they otherwise would want in their local jurisdictions. Should this happen, they foresee the regionally-adopted standards or goals being used to undercut both the justification of the need and the practical politics of the local jurisdiction's efforts. Critics of regionally-adopted standards or goals also stress the fact that local parks generally are locally funded. As such, they wonder what would happen if local citizens did not want to pay for the local parks that were regionally "required". Another basic problem cited regarding regionally-adopted standards or goals is that the need for local parks and related lands and facilities varies from local jurisdiction to local jurisdiction—depending on demographics, topography, access to parks and natural areas outside the jurisdictional boundary, preferences of the jurisdiction's citizenry, etc.—and that local needs change overtime as demographics, development patterns, and societal preferences change.

**E.4 Optional Applications of Regionally-Adopted Standards or Goals.** One possible resolution of the basic issue addressed in Finding and Conclusion E.3 would be for Metro to adopt standards or goals that were "model" standards or goals—meaning that a local park provider would be required only to (i) consider the Metro "model" standards or goals and (ii) thereafter adopt its own level of service standards or goals. Another possibility would be for Metro to condition a local park provider's receipt of future regional funds for local parks and related lands and facilities on the local park provider's having (i) considered Metro's "model" standards or goals and (ii) thereafter adopted its own level of service standards or goals. A related possibility would be for Metro to condition the local park provider's receipt of future regional funds for local parks and related lands and facilities on the local park provider's adoption of level of service standards or goals that were consistent with Metro's standards or goals.

**E.5 Identification of "Regional" Irrespective of Ownership.** One approach to addressing the full spectrum of regional parks and related lands and facilities in a metropolitan area that has not been fully utilized in this region is to identify and classify the inventory of parks and related lands and facilities existing throughout the region using consistent terminology regardless of ownership. In this way, certain parks and related lands and facilities that are owned and operated by a city or local park district but that nonetheless are of a regional scale or nature could be identified and classified as "regional" (without any transfer of ownership or management responsibility). This approach could be important for accurately assessing the full spectrum of existing regional-scale parks and related lands and facilities across the region. This approach also could be important should federal, state, or regional funds become available to pay for development, improvement, or maintenance of existing regional-scale parks and related lands and facilities within the metropolitan area, regardless of ownership.

**E.6 Caveat Regarding Identification of "Regional" Irrespective of Ownership.** Adopting the approach discussed in Finding and Conclusion E.5 of identifying and classifying "regional" parks and related lands and facilities regardless of their ownership should be undertaken with full awareness of the long history of the efforts it has taken to establish the degree of regional consensus that now exists relating only to regional-scale natural areas and trails. Indeed, there presently are ongoing formal and informal discussions occurring pursuant to Chapter 3 of the *Regional Framework Plan* regarding the alternative meanings and effects that could result from regional-scale natural areas and trails not owned by Metro being identified and classified as "regional" and therefore as part of the Regional System. Absent a significant increase in political consensus being achieved within the region regarding this subject, the approach referenced in Finding and Conclusion E.5 likely should first be applied to regional-scale natural areas and trails and only thereafter to other regional-scale parks and related lands and facilities such as regional-scale active parks and recreational facilities.

**E.7 User and Visitation Surveys of "Regional" Parks and Related Lands and Facilities.** In recent discussions within this metropolitan area regarding the factors that should be considered in identifying and classifying natural areas that are part of the Regional System, both the "biological" and "social" characteristics of the particular area have been considered as criteria. Without this approach being abandoned, another factor that could be considered in identifying and classifying "regional" parks and related lands and facilities as referenced in Finding and Conclusion E.5 would be the results of user and visitation surveys that Metro could systematically conduct in collaboration with its local partners. This is an approach that has been used effectively in other metropolitan areas in support of regional parks systems.<sup>11</sup>

**E.8 Parks Land Acquisition Lending Bank.** One possibility for Metro to consider with respect to local parks and related lands and facilities is the establishment of a parks land acquisition lending bank from which local parks providers could borrow to timely purchase needed parcels for parks and related lands and facilities when the opportunity existed and before acquisition costs escalated. The bank could be funded by a one-time regional bond levy and with other public, private, and nonprofit sector dollars. The local jurisdiction borrowing the funds from the bank would be required to

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<sup>11</sup> For example, the Metropolitan Council of the Twin Cities metropolitan area of Minnesota has conducted periodic visitor surveys in that region's park system since 1978. (The Metropolitan Council does not own or operate any parks or related lands and facilities, including those classified as part of the "regional" system; all are owned and operated by local park providers.) The Metropolitan Council's survey work has assessed visitation levels and preferences across the regional park system, including parks, trails, and interpretive centers. The data collected have been used by the region's planners and decision-makers, particularly as the basis for establishing funding formulas for distribution of regional and state parks monies within the metropolitan area. A copy of a portion of *Twin Cities Regional Parks 1998 Summer Visitor Study Final Report* issued by the Metropolitan Council in August 1999 is attached as Exhibit 5.

pay back the loan, as local monies became available, pursuant to a loan agreement between Metro and the local jurisdiction.

**E.9 Local Parks Providers' Use of Metro's Bond Rating.** Another possible way that Metro could provide support for local parks and related lands and facilities would be to allow smaller local parks providers to use Metro's more favorable bond rating to more cost-effectively finance their local parks-related capital expenditures.

**E.10 New Regional Funding.** For Metro to effectively broaden its parks-related mission to address the full spectrum of parks and related lands and facilities within the region, new regional funding will be required. Such additional regional funding will be needed to pay for Metro's direct costs and also for technical and financial assistance to local governments, for not only for parks-related capital costs (land acquisition and development) but also parks-related non-capital costs (planning, data collection and inventory work, research and analyses, operations, and maintenance).

**E.11 Excise Tax on Solid Waste Tip Fee.** One possibility for generating additional regional revenues to pay for planning, data collection and inventory work, research and analyses, operations, maintenance, and other non-capital costs of parks and related lands and facilities would be for Metro to increase its excise tax on the tip fee levied at its solid waste transfer stations. The logical nexus for such a tax would be that the solid waste stream collected at Metro's transfer stations represents a depletion and diminution of our region's land base and natural environment, on the one hand, and that our regional and local parks systems work to maintain and enhance that land base and natural environment, on the other. One attribute of Metro's excise tax applied to the region's solid waste stream is that it is a revenue source no other regional jurisdiction has available. Metro staff estimate that an addition 1 percent excise tax levied on the current tip fee at Metro's existing solid waste transfer stations would generate approximately \$600,000 to \$700,000 annually. The current tip fee, including Metro's excise tax, is the equivalent of \$62.50 per ton; in prior years this figure was as high as \$75 per ton.

**E.12 Regional Funding Options.** Other possibilities for generating additional resources at the regional level for capital and non-capital needs of parks and related lands and facilities include:

- (i) A nominal region-wide "park utility fee" paid by all residential, commercial, and industrial properties.
- (ii) A real estate transfer tax.
- (iii) A special niche tax.

- (iv) A region-wide serial levy for park planning, operations, and maintenance.<sup>12</sup>
- (v) A new regional bond measure for capital expenditures.<sup>13</sup>
- (vi) An annexation fee.

**E.13 1995 Bond Measure Success.** However daunting the task of generating new revenues to better fund parks and related lands and facilities in the region may seem, it is instructive to remember what can be accomplished when committed parks advocates, concerned citizens, and savvy political leaders join forces in appealing to voters. The 1995 Open Spaces, Parks and Streams Bond Measure in the amount of \$135.6 million was passed by a region-wide yes vote of 64 percent yes, 36 percent no. This success followed a 1992 defeat of the predecessor regional greenspaces bond measure in the amount of \$200 million by a region-wide vote of 44 percent yes, 56 percent no. These very different outcomes from 1992 to 1995 are frequently explained by the following factors: the determination of the amount of the 1995 measure by aggregating the costs of a list of identified needs; the commitment to voters to use the 1995 bond proceeds only for specific regional and local projects that were listed and identified on maps; a heightened awareness of citizens in 1995 compared to 1992 of the increasing loss of the region's greenspaces due to growth; a more effective, better financed campaign in support of the 1995 measure; and—perhaps—the decrease in the amount of the bonds from \$200 million in 1992 to \$135.6 million in 1995.

**E.14 November 2000 Parks Levy in Seattle.** Acknowledging the typical, good natured (but healthy) skepticism of this region's residents regarding the civic achievements of our neighbors in the Puget Sound area, we nonetheless might also draw inspiration from the City of Seattle's success this past November in obtaining voters' approval of a \$198.2 million Neighborhood Parks, Greenspaces, Trails and Zoo Levy. Information regarding this November 2000 Seattle levy is attached as Exhibit 6. This eight-year, special municipal levy, which was passed by a vote of 55 percent yes, 45 percent no, will result in nearly \$200 million in new monies being allocated in four categories: (i) \$25 million for land acquisition for parks, greenbelts, and natural areas, (ii) about \$103 million for development of parks, playfields and facilities, and boulevards

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<sup>12</sup> Although the Open Spaces, Parks and Streams Bond Measure approved by 64 percent of the region's voters in 1995 provided for the bonds to be repaid with a regional property tax levy, and although some property tax-funded local capital programs have received voter approval within the region since 1995, there continues to be substantial and seemingly increasing voter resistance to the use of the property tax as a means of funding public sector capital expenditures. As such, although use of the property tax to fund the capital needs of the full spectrum of parks and related lands and facilities within the region should not be discarded, alternative tax and revenue sources should be creatively identified and carefully considered.

<sup>13</sup> See footnote 12

and trails, (iii) about \$61 million for maintenance and programming for parks, environmental stewardship, facilities, recreation, and the region's zoo, and (iv) \$10 million for a future acquisition and development fund. Interestingly, this successful 2000 Seattle measure followed a \$215 million King County Fields and Streams Bond Measure in 1996 which was defeated by a vote of 47 percent yes, 53 percent no, and a \$100 million City of Seattle Commons Park Levy in 1995 which was defeated by the same vote of 47 percent yes, 53 percent no. The approach taken to structure and market the successful November 2000 Seattle levy was based in part on lessons learned from the Portland region's 1995 bond measure—in particular, the ideas of determining the amount of the levy by aggregating the costs of a list of identified needs, making a commitment to voters to use the revenues generated only for specific projects that were listed and identified on maps, and appealing to voters through a targeted, community-based campaign.



## RECOMMENDATIONS

### GENERAL RECOMMENDATIONS

**1.1 In cooperation with local governments, Metro should expand its current mission to help address the full spectrum of parks and related lands and facilities in the region.** The Metro Council, in consultation with the region's local governments through MPAC and otherwise, should act to expand Metro's mission relating to the full spectrum of local, community, city, county, and regional parks and related lands and facilities within this metropolitan area as specifically set forth in these Recommendations. The Metro Council should take these actions in order to fully implement the spirit and the letter of the *Metro Charter*, the *RUGGOs*, the *Regional Growth Concept*, and the *Regional Framework Plan*; in order to maintain public support for implementation of the *Regional Growth Concept* generally and the *UGMFP* in particular; in order to maintain public support for Metro itself as our regional government; and ultimately in order to maintain and enhance the quality of life and livability of this metropolitan area.

**1.2 Metro and local governments should raise the priority of parks and related lands and facilities in order to maintain and enhance livability within the region.** With the involvement and support of the region's local governments, the Metro Council should take the specific actions recommended in this report so as to raise the relative importance and priority of parks and related lands and facilities in the region's overall planning and growth management effort. The Metro Council should do so with the objective of bringing parks and related lands and facilities up to par with such other critical regional policy and planning areas as land use, transportation, and environmental protection. The Metro Council should act as recommended because—at both the regional and local levels—our parks and related lands and facilities face on-going and substantial under-funding and inaction while new development and infill, the associated loss of "green" in our neighborhoods and communities, and the resulting diminution in our quality of life continue apace. The need for such action by both Metro and local parks providers will increase due to Measure 7, unless it is struck down, repealed, or modified, because of its impact on local zoning and other local regulatory approaches to maintaining the "green" within our region.

**1.3 Metro should lead an effort to generate new regional resources for parks and related lands and facilities.** In making the specific Recommendations that follow, the Subcommittee is mindful that their successful implementation will require Metro to generate significant new resources—both to fund Metro's own parks-related programs and to enable Metro to provide technical and financial assistance to the region's local parks providers. The Subcommittee believes that Metro and its local government partners can and must find a way to join forces to mobilize our regional community to support a new era of expanded funding for parks and related lands and facilities in this metropolitan area at this important time in our history. This effort should

be initiated immediately. The region's citizens are primed to support this kind of expanded regional effort to significantly enhance parks and related lands and facilities—if carefully conceived and adequately explained. Oregonians, including those of us who live in this metropolitan area, are wed to this beautiful place in which we live. We love our green landscape, and we want our children and grandchildren to be able to experience it first-hand. Consistent with these values, the 1995 bond measure acquisition program is viewed as the single most popular thing that Metro has done. For these reasons, the Subcommittee believes that the citizens of this region ultimately will support a major new parks and related lands and facilities effort if it is designed consistent with our values, if the funding and implementation scheme is fair and reasonable, and if these attributes are effectively communicated.

**1.4 Metro should continue its efforts to make the vision of the *Greenspaces Master Plan* a reality.** Metro has a unique responsibility to act to address the regional-scale aspects of our metropolitan area's parks and related lands and facilities. No other entity is in the position to address these issues as is Metro. Metro has made very substantial progress, over a considerable period of time and with some difficulty, in building a regional consensus and beginning to assemble the Regional System of regional-scale natural areas and trails envisioned in the *Greenspaces Master Plan* and described in Chapter 3 of the *Regional Framework Plan*. The Subcommittee supports this effort and encourages its continuation, including the movement toward cooperatively incorporating into the Regional System those regional-scale natural areas and trails owned by local jurisdictions as well as those owned by Metro. The Subcommittee also supports the eventual expansion of this effort to include within the Regional System other types of regional-scale parks and related lands and facilities, whether they be owned by local parks providers or Metro.

**1.5 Metro should assist local governments with local parks and related lands and facilities.** Metro also needs to act to assist its local partners in addressing the local aspects of this metropolitan area's parks and related lands and facilities. Our local governments are capable of acting and contributing to the solutions to the local dimensions of the problem, and they should be expected to do so. But the undeniable realities of Oregon's system of public finance result in our local parks providers being chronically constrained from solving the problem without assistance from other levels of government. Given the fundamental importance of parks and related lands and facilities in the *Regional Growth Concept* and their role in the region's livability, and given the *Metro Charter's* dictate that Metro's most important service is "to preserve and enhance the quality of life and the environment for ourselves and future generation", it is both appropriate and imperative that Metro act to assist local parks providers.

**1.6 Metro should respect local prerogatives.** In taking action to address not only the regional but also the local aspects of our metropolitan area's parks and related lands and facilities issues, Metro need not and should not invade the proper prerogatives of local governments. Indeed, Metro need not and should not make

decisions regarding local parks issues that are better and more appropriately made at the local level by local elected officials, local park staffs, and local citizens. Such an approach by Metro is neither necessary nor desirable, and is not reflected in the Recommendations of the Subcommittee.

**1.7 MPAC and other local governments should encourage the Metro Council's favorable action on these Recommendations.** MPAC and all local parks providers and other local governments in the metropolitan area should take action to encourage the Metro Council's acceptance and implementation of these Recommendations by (i) adopting and transmitting to the Metro Council a resolution of endorsement and support and (ii) encouraging citizens, community groups, businesses, and other organizations and interests to convey to the Metro Council their endorsement and support.

## **SPECIFIC RECOMMENDATIONS**

### **2. Affirmation and Furtherance of Existing Regional Policies and Programs.**

**2.1 Metro should affirm and further existing regional policies and programs concerning parks and related lands and facilities.** The Metro Council should affirm, clarify, and emphasize the fundamental importance of the full spectrum of parks and related lands and facilities in achieving the regional quality of life and community livability espoused in the *RUGGOs*, the *Regional Framework Plan*, and the *UGMFP*. This should be accomplished by:

**2.1.A. Technical amendments to *Regional Framework Plan* relating to parks and related lands and facilities in land to be added to the UGB.** The Metro Council should make technical amendments to Sections 3.5.7 and 3.5.8 of the *Regional Framework Plan* so that the language of those sections comports with the current realities of Metro's approach to urban reserve areas and the planning and development of lands to be added to the UGB. In so doing, Metro should not abandon the basic public policy that is reflected in the current text of Sections 3.5.7 and 3.5.8.

**2.1.B. Affirmation and clarification of existing policy giving local jurisdictions relief from *UGMFP* requirements if thwarted by local actions to expand parks and related lands and facilities.** The Metro Council should affirm and clarify the policy established in Metro Council Resolution No. 97-2562B, which provides that the Metro Council will allow exceptions to particular local jurisdictions' housing, employment, and other targets established in the *UGMFP* if the local jurisdictions can demonstrate their inability to meet the targets due to acquisition or dedication of buildable land for parks and related lands and facilities. In so doing, however, the Metro Council also should clearly communicate how the policy relates to the current *Urban Growth Report* which indicates that adequate

buildable land is available within the region to enable local jurisdictions to achieve their *UGMFP* housing and employment targets between the years 1998 and 2017 even after 3,700 acres are excluded from the buildable land inventory to account for acquisition or other dedication of land for additional parks and related lands and facilities.

**2.1.C. Development and adoption of generalized criteria for level of service standards and of region-wide goals for the urban design types, for parks and related lands and facilities.** Consistent with Section 3.5.8 of the *Regional Framework Plan*, the Metro Council should fund an effort by its Regional Parks and Greenspaces and Growth Management staffs, in cooperation with their local counterparts on GTAC and the Metro Technical Advisory Committee ("MTAC"), to jointly develop generalized criteria for level of service standards, and region-wide goals for the various urban design types, for parks and related lands and facilities in the region. Such generalized criteria and region-wide goals should be advisory only and should not be legally binding on local parks providers. Such generalized criteria and region-wide goals should expressly state that they are to serve as models and guidelines for local parks providers to consider in adopting their own level of service standards, and that such generalized criteria and region-wide goals are not intended to serve as minimums, maximums, or other uniform level of service standards for local parks providers to achieve.

**2.1.D. Technical and financial assistance to local governments for the development and adoption of their own level of service standards for parks and related lands and facilities.** Upon completion of the tasks set out in item 2.1.C, the Metro Council should fund technical assistance by its Regional Parks and Greenspaces and Growth Management staffs as well as direct financial assistance to the region's local parks providers so as to aid them in developing and adopting their own local level of service standards and master plans for the local parks and related lands and facilities within their jurisdictions. This technical and financial assistance should be aimed at both (i) assisting local park providers with planning, acquiring, and developing local parks and related lands and facilities for the public uses and intrinsic values they provide and (ii) aiding local jurisdictions with integrating their parks and related lands and facilities into the local urban form in ways that help create a sense of place and community in town centers and regional centers and along mainstreets and that generally serve to enhance neighborhood and community livability—as determined by the local jurisdictions consistent with the *Regional Growth Concept*.

**2.1.E. Continuation of efforts to create a Regional System of regional-scale parks and related lands and facilities regardless of their ownership.** Metro should continue its work toward creating an integrated Regional System of regional-scale parks and related lands and facilities, regardless of their ownership. In so doing, Metro initially should continue its

focus on regional-scale natural areas and trails, as envisioned in the *Greenspaces Master Plan* and described in Chapter 3 of the *Regional Framework Plan*. Thereafter, Metro should expand its focus to include other regional-scale parks and related lands and facilities such as regional-scale active parks and recreational facilities. In developing this Regional System, Metro should utilize the information obtained from the user and visitation surveys advocated in Recommendation 4.2.

**2.1.F. Continuation of efforts to encourage and facilitate partnering regarding parks and related lands and facilities.** Metro should continue its efforts to encourage and facilitate partnering between and among the region's parks providers, other public agencies, nonprofit organizations, community groups, businesses, and citizens as a creative and cost-effective means of delivering parks and related lands and facilities.

**3. A New UGMFP Parks Title, Modified Metro Department Roles, and A New Metro Advisory Committee.**

**3.1 Metro should add a new, limited parks title to the UGMFP.** The Metro Council should add a new title to the *UGMFP* requiring cities and counties, as part of the process for reviewing development proposals, to assess and consider the extent to which the proposed development will (i) impact existing parks and related lands and facilities within the jurisdiction and (ii) be served by parks and related lands and facilities including any to be provided as part of the development. This new title of the *UGMFP* should also encourage but not require local jurisdictions, within such constraints as Measure 7 and *Dolan v. City of Tigard*,<sup>14</sup> to consider (a) requiring developers to dedicate park land or money in lieu thereof as a condition of development approval, (b) setting parks SDC rates at levels based on actual acquisition and development costs for parks and related lands and facilities, and (c) enacting parks SDCs that are applicable to commercial development as well as residential development.

**3.2 Metro should consider expanding the capacity of key Metro departments regarding parks and related lands and facilities.** As available resources allow, the Metro Council should expand the capacity of the Regional Park and Greenspaces Department consistent with the broadening of Metro's park-related mission to address the full spectrum of parks and related lands and facilities within the metropolitan area. This expansion of staff capacity should be calculated to bring to bear the needed types and numbers of professional staff and other resources required for Metro to achieve its broadened parks-related mission. The Metro Council also should enhance the resources of Metro's Growth Management Department as feasible to enable that staff and program to perform its elements of Metro's broadened parks-related mission.

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<sup>14</sup> See footnote 12

**3.3 Metro should create a new Regional Parks Policy Advisory Committee.** The Metro Council should reformulate the existing Regional Parks and Greenspaces Advisory Committee so as to broaden its focus to include the policy issues involved in achieving the full spectrum of neighborhood, community, city, county, and regional parks and related lands and facilities within this metropolitan area. Renamed the Regional Parks Policy Advisory Committee ("RPPAC"), the basic roles of the new committee should be to monitor, evaluate, enhance awareness, and make recommendations regarding ongoing efforts within the metropolitan area to establish and maintain the full spectrum of parks and related lands and facilities required for the quality of life and community livability espoused in the *RUGGOs*, the *Regional Framework Plan*, and the *UGMFP*. RPPAC should be staffed by the Regional Parks and Greenspaces staff and advised by GTAC as to parks and related lands and facilities issues per se, and by Metro's Growth Management staff and MTAC as to issues relating to the role of parks and related lands and facilities in achieving desired urban form. RPPAC should be involved in the collection, compilation, analyses, and issuance of the parks-related information referenced in Recommendations 4.1 through 4.5. All parks-related matters acted upon by the Metro Council should be subject to prior consultation with and advice from RPPAC.

#### **4. Improved Information Regarding Parks and Related Lands and Facilities.**

**4.1 Metro should enhance the regional parks inventory.** The Regional Parks and Greenspaces Department should do additional work to enhance the existing regional parks inventory so that:

- (i) the data are collected and analyzed in a way that reflects the nature of those parcels of parks and facilities that are multi-functional in nature;
- (ii) the data are aggregated by urban design type;
- (iii) the data can be used to identify and classify the full spectrum of existing parks and related lands and facilities within the region according to their purpose, scale, and service areas, regardless of current or future ownership or operation;
- (iv) historic and current data are compiled and analyzed to provide conclusions as to whether as a region we are or are not doing as well regarding parks and related lands and facilities as we were in prior decades, whether our system of adding parks and related lands and facilities in the region is or is not keeping up with growth, and whether as a region we are or are not doing as well regarding parks and related lands and facilities as comparable regions;
- (v) the data can be used to identify opportunities for expanding cooperation and coordination between and among the region's parks providers as a means of meeting needs for parks and related lands and facilities; and

- (vi) the data can be used by Metro to periodically prepare and publish a report on the status of the full spectrum of parks and related lands and facilities in the region, as advocated in Recommendation 4.4.

**4.2 Metro should conduct user and visitation surveys of regional-scale parks and related lands and facilities.** As part of its ongoing work toward creating an integrated Regional System of regional-scale parks and related lands and facilities, Metro in cooperation with its local partners should initiate a program of periodic user and visitation surveys of those parks and related lands and facilities otherwise considered to be of a "regional" scale or nature, regardless of their ownership. Metro should model its user and visitation survey program after those of other regions that have used such approaches successfully, such as the program of the Metropolitan Council of the Twin Cities of Minnesota.

**4.3 Metro should produce periodic reports on the estimate of unfunded capital needs for the full spectrum of parks and related lands and facilities within the region.** Metro should determine and report to the citizens of the region its estimate of the unfunded capital needs for the full spectrum of parks and related lands and facilities within the metropolitan area. This estimate should be based on (i) the generalized level of service criteria and region-wide goals for parks and related lands and facilities in each of the urban design types jointly developed by the Regional Parks and Greenspaces and Growth Management staffs and their local counterparts on GTAC and MTAC,<sup>15</sup> (ii) local park providers' estimates of the unfunded capital needs for local parks and related lands and facilities within their own jurisdictions, as formally determined and submitted to the Metro Council by the city council, county board, or other governing body of the local park provider, (iii) the enhanced regional parks inventory data, and (iv) Metro's estimates of the costs of planning and developing regional-scale parks and related lands and facilities within the region, regardless of ownership, including the properties that have been and are being acquired by Metro with the proceeds from the 1995 bond measure.

**4.4 Metro should produce every five years a "report to the region" on the full spectrum of parks and related lands and facilities within the region.** As soon as practicable, Metro should prepare and release a "report to the region" on the status of the full spectrum of parks and related lands and facilities within the region. Thereafter, the report should be updated and reissued every five years. Each such five-year "report to the region" should include information regarding: (i) the establishment and formal adoption by local parks providers of level of service standards and jurisdiction-wide master plans for local parks and related lands and facilities, (ii) the extent to which local planning efforts for regional centers, town centers, mainstreets, and other urban design types identify the need for public squares, "parks blocks", or similar parks enhancements, and the availability of funding to meet those needs, (iii) the

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<sup>15</sup> See Recommendation 2.1.C.

availability of resources for regional and local parks and related lands and facilities within the region, by jurisdiction, (iv) the number, nature, and location of regional-scale parks and related lands and facilities, regardless of ownership, and the status of their development, and (v) the general level of achievement of level of service standards and of implementation of master plans for regional and local parks and related lands and facilities throughout the region.

**4.5 Metro should perform and disseminate legal and other analyses relating to the limits of governmental authority concerning parks and related lands and facilities.** Metro should perform on an on-going basis legal and other analyses, and should periodically report its findings and conclusions to the region's local parks providers, regarding the limits of governmental authority given such constraints as Measure 7 and *Dolan v. City of Tigard* to (i) require developers to dedicate park land or money in lieu thereof as a condition of development approval, (ii) set parks SDC rates at particular levels based on actual acquisition and development costs for parks and related lands and facilities, and (iii) enact parks SDCs applicable to commercial as well as residential development.

## **5. Increased Regional Funding for Parks and Related Lands and Facilities.**

**5.1 Metro should consider creating a parks land acquisition lending bank for use by local parks providers.** Metro should explore the feasibility of establishing a land acquisition lending bank from which local parks providers could borrow to timely purchase needed parcels for parks and related lands and facilities when the opportunity existed and before acquisition costs escalated.

**5.2 Metro also should consider allowing smaller local parks providers to use Metro's more favorable bond rating to finance their parks-related capital expenditures.** Metro should explore the feasibility of establishing a program under which smaller local parks providers could utilize Metro's higher bond rating to finance their capital expenditures for parks and related lands and facilities.<sup>16</sup>

**5.3 Metro and local governments should provide funding incentives and priorities for shared development and use of park and school facilities so as to reduce the competition for limited local funding.** Any new regional funding for local parks and related lands and facilities should include funding incentives and priorities for coordination of capital improvement planning and site acquisition for parks and schools as well as shared use of athletic facilities for park and school purposes.

**5.4 Metro should commence and lead an effort toward achieving significant new regional funding for the full spectrum of parks and related lands and facilities in the metropolitan area.** The Metro Council should immediately initiate an effort to collaborate with local park providers and other local governments,

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<sup>16</sup> See Finding and Conclusion E.8.



advocates of parks and related lands and facilities, community leaders, and citizens throughout the region to determine the relative advantages and disadvantages of the optional approaches to generating significant and timely additional regional resources in support of the full spectrum of parks and related lands and facilities in the metropolitan area—for both capital and noncapital expenditures as described in this report. In so doing, the Metro Council should consider the funding possibilities set out in Findings and Conclusions E.11 and E.12. The Metro Council also should determine and evaluate the amounts and timing of the new regional funding required to implement the various Recommendations made by the Subcommittee.

**5.5 Metro should assure accountability regarding new funding generated.** Whatever form or forms new regional revenue sources for parks and related lands and facilities might take, the Metro Council should take steps to assure accountability to the region's voters and taxpayers. The Subcommittee is mindful of the accountability measures built into the implementation of the 1995 Open Spaces, Parks and Streams Bond Measure which have assured that voters received what they were promised. On the other hand, the Subcommittee is also aware that after Oregonians voted in 1998 to supplement and expand financial support for Oregon State Parks with lottery proceeds, certain budgetary actions were taken that reduced support from other traditional funding sources to the extent that the impact of the new funds was substantially diminished. In this regard, the Subcommittee wishes to underscore its intent in advocating new funding in these Recommendations. That is, the Subcommittee is recommending a significant increase in regional funding for regional and local parks and related lands and facilities in this metropolitan area—not a replacement for existing regional and local funds. To this end, the Metro Council should take steps to assure that new funds, when they become available, are used to supplement and enhance current resources for parks and related lands and facilities at both regional and local levels.

**5.6 Metro and local governments should encourage continued funding of state and federal parks programs.** As they collaborate to increase regional funding, the Metro Council, MPAC, and other local parks providers and local governments in the region should affirmatively encourage the Legislative Assembly and Oregon's Congressional Delegation to support continued if not increased funding for state and federal grant programs which leverage regional and local investments in parks and related lands and facilities.

## EXHIBITS

1. *RUGGOS AND REGIONAL GROWTH CONCEPT; EXCEPTED PROVISIONS ON PARKS AND RELATED LANDS AND FACILITIES*
2. *CHAPTER 3 OF REGIONAL FRAMEWORK PLAN*
3. *METRO COUNCIL RESOLUTION NO. 97-2562B AND RELATED MEMORANDUM OF METRO EXECUTIVE OFFICER MIKE BURTON*
4. *LEVEL OF SERVICE STANDARDS, CRITERIA AND GUIDELINES FOR LOCAL PARKS PROVIDERS, dated February 23, 2000, prepared by GREENSPACES TECHNICAL ADVISORY COMMITTEE*
5. *EXCERPTED PORTION OF TWIN CITIES REGIONAL PARKS 1998 SUMMER VISITOR STUDY FINAL REPORT dated August 26, 1999, issued by METROPOLITAN COUNCIL (TWIN CITIES OF MINNESOTA)*
6. *INFORMATION REGARDING SUCCESSFUL NOVEMBER 2000 CITY OF SEATTLE NEIGHBORHOOD PARKS, GREEN SPACES, TRAILS AND ZOO LEVY*

**EXHIBIT 1  
MPAC PARKS SUBCOMMITTEE REPORT**

**RUGGOS AND REGIONAL GROWTH CONCEPT;  
EXCEPTED PROVISIONS ON PARKS AND  
RELATED LANDS AND FACILITIES**

**RUGGOS**

The RUGGOS include numerous goals, objectives, and planning activities relating to the role to be played by parks and related lands and facilities in the region's future. For example:

"The region's growth will be enhanced by . . . maintaining a compact urban form, with easy access to nature." *RUGGO Goal II, item III*

"Sufficient open space in the urban region shall be acquired or otherwise protected and managed to provide reasonable and convenient access to sites for passive and active recreation." *RUGGO Objective 15.*

"Quantifiable targets for setting aside certain amounts and types of open space shall be identified." *RUGGO Objective item 15.1.*

"Identify areas within the region where open space deficiencies exist now, or will in the future, given adopted land-use plans and growth trends, and act to meet those future needs. Target acreage should be developed for neighborhood, community and regional parks, as well as for other types of open space in order to meet local needs while sharing responsibility for meeting metropolitan open space demands." *RUGGO Objective 15 Planning Activity 1.*

"Reduce negative impacts [of the regional transportation system] on parks, public open space, wetlands and negative impacts on communities and neighborhoods . . ." *RUGGO Objective subitem 19.2.3.*

"The identity and functioning of communities in the region shall be supported through . . . the recognition and protection of critical open space features in the region." *RUGGO Objective item 25.1.*

"The identify and functioning of communities in the region shall be supported through . . . ensuring that incentives and regulations guiding development and redevelopment of the urban areas promote a settlement

**EXHIBIT 2**  
**MPAC PARKS SUBCOMMITTEE REPORT**  
**CHAPTER 3 OF *REGIONAL FRAMEWORK PLAN***

See attached.

pattern which . . . provides access to neighborhood and community parks, trails and walkways, and other recreational and cultural areas . . .," *RUGGO Objective subitem 25.iii.c.*

"A regional landscape analysis shall be undertaken to inventory and analyze the relationship between the built and natural environments and to identify key open space, topographic, natural resource, cultural and architectural features that should be protected or provided as urban growth occurs." *RUGGO Objective 25 Planning Activity 1.*

### ***Regional Growth Concept***

The *Regional Growth Concept* also addresses the conceptual role of parks and related land and facilities in the region. For example:

"Recognition and protection of open spaces both inside the UGB and in rural reserves outside urban reserves are reflected in the Growth Concept. Open spaces, including important natural features and parks, are important to the capacity of the UGB and the ability of the region to accommodate housing and employment." *Regional Growth Concept at RUGGO page 26.*

"The areas designated open space on the Concept map are parks, stream and trail corridors, wetlands and floodplains, largely undeveloped upland areas and areas of compatible very low density residential development . . . Local jurisdictions are encouraged to establish acres of open space per capital based on rates at least as great as current rates, in order to keep up with current conditions." *Regional Growth Concept at RUGGO page 28.*

"Designating . . . areas as open spaces would have several effects. First it would remove these land [sic] from the category of urban land that is available for development. The capacity of the UGB would have to be calculated without these, and plans to accommodate housing and employment would have to be made without them." *Regional Growth Concept at RUGGO page 28.*

**EXHIBIT 3  
MPAC PARKS SUBCOMMITTEE REPORT**

***METRO COUNCIL RESOLUTION NO. 97-2562B*  
AND RELATED MEMORANDUM OF  
METRO EXECUTIVE OFFICER MIKE BURTON**

See attached.

**EXHIBIT 4  
MPAC PARKS SUBCOMMITTEE REPORT**

***LEVEL OF SERVICE STANDARDS, CRITERIA  
AND GUIDELINES FOR LOCAL PARKS PROVIDERS,  
dated February 23, 2000, prepared by  
GREENSPACES TECHNICAL ADVISORY COMMITTEE***

See attached.

**EXHIBIT 5  
MPAC PARKS SUBCOMMITTEE REPORT**

**EXCERPTED PORTION OF  
TWIN CITIES REGIONAL PARKS 1998 SUMMER  
VISITOR STUDY FINAL REPORT  
dated August 26, 1999, issued by  
METROPOLITAN COUNCIL (TWIN CITIES OF MINNESOTA)**

See attached.



**EXHIBIT 6**  
**MPAC PARKS SUBCOMMITTEE REPORT**  
**INFORMATION REGARDING SUCCESSFUL**  
**NOVEMBER 2000 CITY OF SEATTLE**  
**NEIGHBORHOOD PARKS, GREEN SPACES,**  
**TRAILS AND ZOO LEVY**

See attached.

**MTAC Report to the Metro Policy Advisory Committee**  
concerning  
**MPAC Parks Subcommittee Final Report**  
4/18/2001

**REPORT PURPOSE** To provide MPAC with Metro Technical Advisory Committee observations concerning technical, policy, legal and process issues along with implementation effects of the MPAC Parks Subcommittee Final Report, dated April 4, 2001.

**BACKGROUND** The MPAC Parks Subcommittee worked for 17 months and wrote and reviewed 12 drafts to complete this report. There are seven major ideas in the report including: 1. Parks and related lands and facilities are an essential element of urban form; 2. Metro's 2040 Growth Concept recognizes the role of parks, but Metro and local governments haven't adequately implemented them; 3. Metro and local governments should elevate the importance of parks; 4. While a \$135 million regional bond measure was approved and lands acquired, additional capital and non-capital resources are needed; 5. Metro should expand its mission to assist its local government partners consistent with respecting local prerogatives; 6. the regional system of natural areas and trails should continue to be developed irrespective of ownership; 7. The Metro Council should mobilize community support of a major new regional parks effort.

**MAJOR OBSERVATIONS** MTAC supports the MPAC Parks Subcommittee Final Report and offers the following range of technical and policy observations for MPAC consideration:

**1. Parks Are Essential to Maintain Public Support for 2040.** Accordingly, parks should be elevated in their priority. (Policy)

**2. Tie to 2040 Growth Concept.** There is not a clear definition of the role of parks within the 2040 design types. More work should be done

to establish what we need to do within each design type and how this works for the overall regional vision. (Policy, Technical, Process)

**3. Don't Use Uniform Standards.** Because of the wide variety of local situations and the need for flexibility, uniform standards throughout the region should not be adopted. If standards are proposed, there should be a low minimum threshold to which communities can add as they wish. (Policy)

**4. Incorporated Local Governments are Best Suited to Provide Parks.** Unincorporated areas are particularly underserved and cities are better local park providers. (Policy)

**5. There are Many Competing Uses** In addition to the land needs for parks, there are the land needs for schools, affordable housing and other uses. If parks are acquired, surrounding land values go up making other uses more expensive to provide. (Policy)

**6. Urgent Action Needed. Focus on Funding.** Open lands are rapidly disappearing within the UGB. Further acquisitions are needed ASAP. There is a need for an aggressive revenue strategy. A regional park and sustainability fund using niche taxes might be considered. Regional funding assistance particularly for underserved areas would help. (Policy)

**7. The Paradigm Must Change.** If the recommendations of the report, especially funding, are to be implemented, public values will have to shift. We will need to engage the public in this effort. (Policy, Process)

MTAC Report to the Metro Policy Advisory Committee  
concerning  
MPAC Parks Subcommittee Final Report  
4/18/2001

**8. Where to Invest?** The region needs to decide where best to further invest in natural areas - within the UGB or outside? Should continuous greenbelts or key sites within the UGB that help alleviate the impacts of development be acquired? Recommend purchases inside the UGB. (Policy)

**9. Private Partners Can Provide Some Parks.** There are examples of private developers or private/public partnerships providing public open spaces if there are appropriate incentives. One incentive is reducing or eliminating landscaping requirements in lieu of a public plaza in higher density developments. (Technical, Implementation)

**10. Other Public Facilities Can Help Fund.** Using sanitary sewer and/or storm water system funds for acquiring utility rights of ways can do double duty as open spaces. Also, school lands can also serve as open spaces if there is coordinated management. Urban renewal is also a tool. (Technical, Implementation)

**11. Goal 11 Addition.** The State's public facility goal could be revised so that parks are included within the list of public facilities that must be planned. (Policy)

**12. Help Develop Defensible SDC's.** System development charges could provide more support if adequate data and resources are used

to document costs and need. A regional database could help. (Technical)

**13. Need for Operating and Maintenance Resources.** Securing public open spaces is important, but adequate funds for operation and maintenance must be made available to provide a complete package. (Policy)

**14. Involve Other Organizations.** There are many organizations - landscape architects, Oregon Park Association, etc., that could assist. (Process)

**15. Goal 8 Consistency.** Implementation of recommendations should be consistent with the State's Goal 8. (Technical)

**16. The Impact Analysis Needs Clarification.** On page 31 there is reference to an impact analysis. More definition of this is needed. (Technical & possibly Policy)

**17. Park Additions & Title 1 Targets.** It is unclear as to whether additions of park lands affect Metro Functional Plan Title 1 targets for housing and jobs. This should be clarified. (Policy)

**18. Policy Determination by MPAC and Metro Council.** Having a parks policy group is a good idea, but policy direction should be ultimately be determined through MPAC recommendations and Metro Council action. (Policy, Process)

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May 2001

## PROCESS TO SELECT THE TOP 200 REGIONALLY SIGNIFICANT NATURAL AREAS: *A summary*

This memo summarizes the various steps used to identify the top 200 regionally significant natural area sites for the Greenspaces Protection Plan. The criteria used to develop the top 200 regionally significant sites were derived from the 1992 Greenspaces Master Plan. Natural areas were inventoried and ranked for their wildlife habitat criteria in 1998, followed by public and expert technical review of these regional criteria. The criteria recommended by these groups, resulted in the top 200 list of regionally significant natural areas.

### 1. Regionally Significant Criteria for Greenspaces Master Plan - 1989

In 1989, a natural area survey was conducted to identify over 100 natural areas in the three county regions. Regional Significance was defined by a technical and public process and 53 sites were chosen based on the criteria for regional significance. The criteria are listed below:

#### *Ecological criteria*

- Relative rarity of the ecosystem
- Connectivity to other habitat needs
- Biological diversity
- Parcel size
- Presence of wetlands and waterways
- Feasibility of ecological restoration

#### *Social criteria*

- Geographic distribution
- Connection to other sites
- Natural qualities of the landscape
- Proximity of sites to public access
- Views and vistas
- Local public support
- Historical/cultural significance

### 2. Inventory and ranking of natural area sites. - 1998

Natural areas were delineated in 1998 based on land cover data (1998), aerial photos and land use information. Natural areas were ranked based on their biological suitability for wildlife habitat by Metro staff and state and federal biologists. Natural areas that were large and close to protected natural areas, parks and water features were rated higher for their habitat values, than smaller natural areas adjacent to highways, major arterial roads and high density areas (Ecotrust 1998).

### 3. Public Outreach of Regionally Significant Criteria (Values)- 2000

In 2000, 5 workshops were held in communities around the region and citizens were asked to select their top criteria for rating natural area sites based on the regionally significant criteria generated through the Greenspaces Master Plan. An unscientific sampling of over 82 people who returned surveys showed that overall

ecological criteria were preferred over community criteria, their ranking based on preference were as follows:

***Ecological value***

Presence of wetlands and waterways  
Presence of endangered species  
Quality of habitat  
Connection with other habitat

***Community value***

Lack of natural areas in vicinity  
Community support for protection  
Ability to provide trail linkages

**4. The Greenspaces Technical Advisory Team input for Regionally Significant Criteria - 2000**

Local government representatives along with state and federal representatives and nonprofit agencies were invited to choose criteria important to determine regional significance. Their preference is listed below:

***Ecological values:***

Proximity to Goal 5 riparian areas (wetlands and waterways)  
Proximity to other natural areas  
Relative size  
Species richness (threatened and endangered species included) based on Oregon Natural Heritage data of 56 vertebrate species of concern.

***Community values were based on the following indicators:***

2015 forecast population density within ½ mile of the natural area  
Proximity to regional trail corridors  
Proximity to schools, including public and private colleges and universities

**5. Top 200 sites identified - 2000**

Based on the regional criteria chosen by the technical team and the public outreach, 200 natural area sites were identified inside Metro's Boundary and 100 sites were identified outside the Metro boundary. Sites that possessed both ecological and ecological and community values were among the top 200.

**6. Corridor mapping- 2000**

A Greenspaces Technical Advisory Committee workshop was conducted and members used their local knowledge to connect the top 200 natural area sites through streams and uplands. In addition, all streams that had listed threatened and endangered fish were also added to the corridor mapping. Draft regional maps were generated through this process.

**7. Local outreach of top 200 sites and corridor – 2000-2001**

Over ten workshop were held in communities through out the region where local government representatives, friends groups, and watershed groups attended and suggested changes to the draft maps based on their knowledge of the local area. A matrix was developed based on this feedback, and the map was amended to reflect changes suggested by the participants.

## SITE CORRECTION MATRIX

May 8,2001

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
<b>HOUSEKEEPING ITEMS</b>				
<b><i>EAST OF THE WILLAMETTE</i></b>				
1	City of Fairview	Metro acquisition site include in the Regional System RS)	Include site in the Regional System (RS)	Housekeeping item
2	City of Fairview	Remove the GTAC corridor, site is developed	Site is partially developed, 150 feet wide corridor still undeveloped- keep that corridor in the RS	Housekeeping item
3	City of Fairview	Site is a park- include in corridor	Include site as a corridor	Housekeeping item
4	City of Fairview	Site is a park-	Agree – it is outside the RS	Housekeeping item
5	City of Gresham	Include this natural area acquisition site as a corridor	Agree- include acquisition site as a corridor	Housekeeping item
20	Columbia Slough watershed	Show additional acreage to Whittaker Ponds	Yes – add acreage	Housekeeping item Also re rank site
20a	Staff recommendation	Site is a golf course, remove it from the RS	Yes- remove it from the RS and keep it as a corridor	Site is a golf course. Keep it as a corridor in the RS
21	Port of Portland	Site is filled- remove natural area designation	Yes – remove it from a natural area designation	Site has Max line running through it- fragmented
22	Metro staff	Golf Course with fences around site – remove site from RS	Yes- remove as a regionally significant site- keep it as a corridor or a natural area	Has a high Goal 5 rank and trail rank. But area is fenced. May be a corridor for birds but not for mammals
<b><i>WEST OF THE WILLAMETTE</i></b>				
26	City of Durham	No lakes present in area- water treatment site	All water treatment sites will be removed from the map at a later date.	Housekeeping Item
30	City of Wilsonville	Remove site as a natural area designation- golf course	Yes take it out of natural area designation	Isolated piece of property- is a golf course.
41	USA	This corridor is key for wildlife	Yes it is. Keep it as in the RS	Keep it in the RS
49a	USA	Keep Bronson Creek as a wildlife corridor	Yes- it is a corridor	Keep as a corridor- links two regionally significant sites
*53	City of Tualatin	Add to the Regional System (Pascuzzi wetlands) owned by	Yes, if appropriate should be added to RS	Site is connected by a stream and is protected through a

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
		Nature Conservancy		non-profit organization.
<b>FITS REGIONALLY SIGNIFICANT CRITERIA</b>				
<b><i>EAST OF THE WILLAMETTE</i></b>				
4a	Staff comment	Why is this site regionally significant?	Keep it as regionally significant	Overall rank is 185 <sup>th</sup> . It has a high goal 5 value (96) and a high trail (99) and high population value (88)
8	Clackamas Watershed	Salmon bearing stream outside Metro's boundary but inside the Regional System boundary – should be a RS site	Agree – site is RS	Site was classified as one of the top 100 sites outside the Metro Boundary
11	Clackamas Watershed	Extend corridor to McIver Park. It is a fish bearing stream and maintains connectivity to Park outside Metro's boundary	Agree- extend corridor to McIver Park	There are Regional sites at either sides of the corridor and they should be connected.
12	Clackamas Watershed	Extend corridor between significant sites – outside Metro boundary	Agree – corridor should be extended to connect sites	Regionally significant sites should be connected
13	Clackamas Watershed	Extend the corridor to adjacent site. Protect canyon	Agree. Extend the corridor to the south and draw riparian corridor near stream to other sites	Corridor is a significant connection to the regional sites
14	Clackamas Watershed	Include the site as regionally significant – outside Metro Boundary	Agree.	Site is rated no 44 on regionally significant list
15 b	Staff Comment	Why is this regionally significant	Keep it as a regionally significant site	Overall ranking 79, private property Size 27, Goal 5 79, Richness 30, Trails 99, population 96
17	Clackamas County and City of Oregon City	Include site as regionally significant- outside Metro's boundary. Protect Beaver creek all the way to Stongate Farms and connect to Monpano Reservoir	Yes- include as corridor	Connect the site to Abernathy creek in the north and west to Beaver Creek up to the Willamette River. Keep as corridor only!
70	City of Portland	Include land adjacent to Johnson Creek as a corridor. This site has important biological values	Yes- include as corridor	The site should be part of the RS as a corridor
71	City of Portland	Include this site that is	Yes- include into the	Site is adjacent to

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
		adjacent to Johnson Creek into the Regional System. Less than 5 acres	corridor	Johnson Creek – public property include in RS as a corridor
74	City of Portland	Include Windsor Court wetland and adjacent property as a corridor	Yes – include the site as a corridor into the RS	Site is adjacent to Johnson Creek- publicly owned and has a wetland
75	City of Portland	Minthorne springs and N. Minthorne Creek- mark that area as a corridor. Trib of Mt. Scott Creek. Lots of Sidalcea	Yes- include the site as a corridor into the RS	Site is connected to an existing corridor, thus include the site as a connecting corridor.
76	City of Portland	10 acres of Riparian forest adjacent to Johnson creek- public property?	Yes- include the site as a corridor into the RS	Site is adjacent to Johnson Creek
95	City of Portland – Parks	Extend corridor of a creek swale upto Meldrum Bar to 99E	Yes- extend the corridor	
<b>WEST OF THE WILLAMETTE</b>				
27	Staff Comment	Why is this site regionally significant-?	Yes keep it as regionally significant in the RS	Overall ranking 50 Size 43 NA Prox- 37 Richness 23 Goal 5 92 Trails 99 Pop 75
28	City of Wilsonville	Add site as natural area- Metro's acquisition site	Yes – add it	Metro has recently purchased the site
31	THPRD	Why is this mitigation site significant?	Keep as regionally significant	It is composed of two sites right adjacent to Fanno Creek. Overall rating is 170, and Goal 5 is 96
34	THPRD	What is this site?	It is regionally significant, keep it as is	Significance # is 63, Goal 5 75, richness is 78 Canopy Cover – forested, Trail planned through this area
40	Audubon	Include site into the system	The site is not regionally significant. But since streams run through the site it may be important to maintain corridors through streams.	Site is partially (40%) a golf course and it is 500 <sup>th</sup> on the significance list. A portion of site should be delineated as a corridor.



SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
42	City of Hillsboro	Include all of future Jackson Bottom sites as RS on map	Yes sites are targeted for purchase. They will be included as a corridor and as part of the RS	Sites are being farmed and they will be part of Jackson Bottom in the future
44/45	USA/Audubon	Link RS to Natural Areas adjacent to Forest Park through Warbler Creek	Yes – through a corridor	link site through Warbler Creek
46	THPRD	Why is this site regionally significant?	Yes- keep the site as regionally significant.	Site is near Primate Center Significance # = 145 <sup>th</sup> Goal 5 88 Trail = 99 Population is 98- good canopy closure!
46a	USA/Audubon	Link Abbey creek to natural areas near Forest Park	Yes	Yes provide corridors through Abbey Creek to natural areas near Forest Park
47	USA/Audubon	Link Rock Creek to natural areas near Forest Park	Yes	Yes provide the corridor and extend link to natural areas near Forest Park
48	USA	This is a highly degraded corridor surrounded by urban uses	Yes– keep it as corridor	450 feet wide- may be protected by Goal 5 and could be a restoration site.
49	THPRD	Why is this site regionally significant?	Keep it as RS	Overall significance – 111, Size 11, Richness – 27, Goal 5 – 94. Widest part of corridor across stream- 1500 feet. Nice upland site attached
50	USA	Narrow corridor- only for trails- urbanized	Yes- it is urbanized keep as a trail and corridor	Corridor is narrow and urbanized, narrow it to show level of urbanization
51	THPRD trails group	Highly urbanized corridor- make it skinny	Yes	Corridor will be shifted east to show green infrastructure- could be a trail corridor
52	Audubon	Why is area not marked	Yes- site should be	Site is part in and

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
		regionally significant??	regionally significant	out of the metro boundary- Rank is 28 <sup>th</sup> and there fore regionally significant
57	Lake Oswego	Include stream and adjacent property as a corridor	Yes agree we will include site as a corridor	
58	Staff comment	Why is this site regionally significant? Why is it not linked to a corridor	Yes the site is regionally significant and could be linked to the nearest corridor	Site can be linked to the nearest corridor. Site is # 67 on list, Size is 23, Richness is 30 and Goal 5 is 92.
59	Staff comment	Why is this site in the RS? Site was marked by GTAC as a corridor	Only portions of site that contains a waterway should be included as a corridor	Site is the International Racetrack and except for a narrow corridor near waterways, site should not be considered as RS
62	Staff comment	Why is this site regionally significant? It does not have links- is isolated	Site should be linked to RS and site is regionally significant	Site fits in top 100 sites outside the Metro boundary. Site is located near a corridor and can be linked to the RS
63	Staff comment	Why is this site regionally significant?	Yes keep site as regionally significant and link it to nearest corridor	Site is # 96, goal 5 is 83 and trails is # 99. Site can be connected to the nearest corridor
65	Staff comment	Why is this site regionally significant? Could it be linked to a corridor	Site can be connected to a corridor. Keep it as regionally significant	Site # 55, Richness = 70, Goal 5 #84 and trails #99
67	USFWS	Include proposed site as Tualatin Wildlife Refuge as part of the RS	Yes include site as part of the RS	Proposed addition is farmed but will be part of the Tualatin Refuge
73	City of Portland-Parks	Extension of Marx Crest Bluff- + McKormick Park extend the corridor to include an oak community corridor	Yes – include the site as a corridor into the RS	Site forms an important connection and has an oak community corridor.
77	City of Portland-Parks	Connect Doan Lake Creek to the Willamette from Forest heights. There is a spring from the culvert that goes into the Willamette. Include site as corridor in the RS.	Yes- connect the spring to the Willamette and include site as corridor. This site may require a field visit to determine its accessibility to wildlife.	

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
78	City of Portland-Parks	Mouth of Miller Creek drops into the Mutnomah Channel only on south side of map, not north side. Show the north side as a corridor	Yes- connect the north side as a corridor	
79	City of Portland-Parks	Extend corridor on East side of Willamette and include as part of the RS	Yes- extend corridor and include it in the RS	Site is not developed and has vegetation and is adjacent to the Willamette River
80	City of Portland-Parks	Powell Butte (Johnson creek extension- close the gap with a corridor	Yes – extend corridor- Foster Road may be a barrier	Extend corridor until further information is available
84	City of Portland – Parks	Include corridor south of Highway 26 uphill to Humprey and Patton as part of the RS	Yes- extend corridor	Road may be a barrier, but it is okay to extend the corridor south of the highway to an already existing corridor
85	City of Portland-Parks	Add Nyberg Wetlands into the RS- Owned by Wetland Conservancy	Yes add Nyberg Wetlands into the System	Protected area
86	City of Portland – Parks	Extend Hedges Creek as a corridor in the RS	Yes extend the creek as a corridor	Corridor now linked to the Tualatin River in the RS
87	City of Portland-Parks	Consider this area as part of the RS.	Yes – as a corridor-linked to the Tualatin River.	Area was regionally significant in 1992? Does make sense to at least keep it as a corridor. Also a link to the Tualatin River
88	City of Portland-Parks	Ivy Creek Corridor – include as a corridor	Yes- include as corridor in the RS	Site is really skinny and cannot be seen on the map.
89	City of Portland-Parks	Tryon Creek Corridor- Fish present- include as corridor	Yes- include as corridor	
91	City of Portland-Parks	Add a corridor to Ash Creek	Yes- Ash Creek should be included as a corridor	Ash Creek can link to a nearby corridor.
92	City of Portland-Parks	Add a corridor to Lower Red Rock Creek	Yes- A corridor was added	Corridor links to a natural area in public property towards the east end of the drainage
93	City of Portland-	Add a corridor to	Yes- include site as a	It is a very narrow

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
	Parks	Vermont Creek – extend corridor south of Shoabe Terrine’s property	corridor	corridor because of intense development.
94	City of Portland-Parks	Keep Pendelton Creek as a corridor	Agree-	It is a narrow corridor because of development-Restoration opportunities?
<b>DOES NOT FIT CRITERIA OF REGIONAL SIGNIFICANCE</b>				
<b><i>EAST OF THE WILLAMETTE</i></b>				
4b	Staff comment	Why is this site regionally significant?	Site should not be regionally significant- thus designate site as natural area but not a regionally significant site	Site is a golf course. Overall ranking is 132, Size 20, Goal 5 82, Richness 30, Trails 50 and Population is 99
6	City of Troutdale	This corridor should be reanalyzed to determine under laying land uses	Yes – the corridor should be narrowed to reflect under laying land use	The site is 70 to 80% agriculture lands, except for a corridor that flows the stream corridor, thus limit the corridor to the stream.
7	City of Troutdale	Same issue as above		
15	Happy Valley	Site is developed – remove designation as natural area	Agree Partially- site that is cemetery and golf course should be considered a natural area and rest of the site should not be considered as a natural area	Site is partly a golf course, partly a cemetery and partly owned by investment bankers to be developed.
16	Audubon	Add both sites as regionally significant	Disagree- site is not a RS site	Site does not belong to top 100. Has very low ecological values, isolated site. Does have high population rank 99
23	Metro staff	Why was this site ranked regionally significant – why was it not included as a corridor- analyze	Yes- take it out of the RS. Keep site as a natural area	Site is a golf course. Ranked high on trail and Goal 5. Owned by a private firm
24	Metro staff	Why is this site a regional site?- analyze	Yes- Remove designation of regionally significant site. Show it as a natural area and a corridor	Site is a public golf course. Site ranked high for trails and it is 100% in flood plain. May serve as a corridor.
29	City of Wilsonville	Remove site as natural	No keep it as a natural	Site not yet

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
		area designation- site developed	area	developed- designation will be removed once developed
32	THPRD	This is a golf course, should be removed of the regional significance list	Yes, remove it from being regionally significance but keep it as a corridor in the RS	It is a privately owned golf course and overall value is 120 <sup>th</sup> , Goal 5 value is 92. A proposed trail will run through it..
33	USA	This is a degraded corridor running through downtown Beaverton. Remove it from RS	Yes, portions of corridor are very developed, but portions are forested and may have restoration potential	Developed site- but may remain in RS because of restoration potential
36	THPRD	There is an apartment complex on this significant site	Keep it as a corridor, but take it out as a top 200 regionally significant site.	Significance # is 182 Goal 5 #99. Site is a narrow riparian corridor surrounded by 150 to 300 feet.
39 and 39a	Metro Open Spaces Staff	Include sites in the RS- future acquisition sites	No- include sites later	Include sites once they are acquired by Metro
60	Staff comment	Why is this site in the RS? Site was marked by GTAC as a corridor-	Site should not belong in the RS	Site is an active playfield. Does not fit criteria of RS or a corridor.
61	Staff comment	Why is this site regionally significant?	This site should not be included as RS	Sites are locally significant and not RS. The site is isolated from other sites.
64	Staff comment	Why is this site regionally significant?	-Remove site from the RS	Site is developed and should not be in the RS
66	Staff comment	Why is this site Regionally Significant?	This site should not be included in the RS	There is a highway that separates two locally regionally significant sites. Thus it is not a regional issue.
<b>WEST OF THE WILLAMETTE</b>				
82	City of Portland – Parks	Upper Rock Creek as it emerges out of the Forest Park area- assign a corridor	No- keep it as it is	Site is outside Metro Boundary and thus it may not be necessary to assign it as a corridor

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
<b>FURTHER ANALYSES IS NEEDED/Staff has made recommendations</b>				
<b><i>EAST &amp; WEST OF THE WILLAMETTE</i></b>				
9	Clackamas Watershed	Salmon bearing stream outside Metro's boundary should be included as part of the RS	The site could function as a corridor (regional system) but is not a regional site	Site was not classified in the top 100 outside Metro's boundary. Richness is low and it is not an exception land.
10	Clackamas Watershed	Extend corridor to Eagle Fern County Park along fish bearing stream outside Metro's boundary	The site could function as a corridor (regional system) but is not a regional site	Site is not on the top 100 list outside Metro's boundary. Highways and roads fragment the natural area.
15a	Happy Valley	Site is developed, remove it from RS	Keep it as a corridor	Site borders a stream and thus should be part of the RS as a corridor
17a	Clackamas County	A small piece of land that is included inside No 17 part is inside Metro's boundary and part is outside Metro's boundary. Part owned by Mahonia land trust and by Clackmas County	Needs further analyses	CONTACT CLAKAMAS COUNTY
18	Port of Portland	90 acre wetland mitigation site- include it in the RS	Include site in the RS	Site has restoration potential and is adjacent to the RS
19	Columbia Slough watershed	Include site in RS	Include site in RS	Site is included in the RS as a corridor
20	Columbia Slough Watershed	Show additional acreage to Whittaker ponds	Analyze to determine significance of site	???
25	Clackamas County	Add site to RS. Publicly owned	Not enough information	Call County (site is in private ownership)
35	THPRD	This site is subdivided into a housing development	Joe Price will reanalyze site data to determine significance	Include site in the RS as a corridor
37	THPRD	This Nike site should be in the RS system	Yes include it in RS and analyze it to determine level of significance	Extend the corridor to include the Nike site
38	Washington County Park	Future state park- link it to RS	May deal with this later when state park is purchased	Spoke to Jack Wiles, not a done deal and thus we may need to wait
43	THPRD	This site is subdivided	Site is not regionally significant but could be	

SITE NUMBER	PROPOSER	RECOMMENDATION	STAFF RECOMMENDATION	RATIONAL
			added as a corridor to the RS	
54	City of Tualatin	Add site to the RS	Reanalyze site. Joe Price will reevaluate the status of site.	Overall Rank is 300, not near a corridor- issue could be debated
55	Lake Oswego	Link 3 adjacent parks to Lake Oswego	The parks could be linked through a corridor and brought into the RS	
56	Lake Oswego	What is this natural area?	To be determined	
68	Staff comment	This was a regionally significant site in 1989, why is it left out?	Additional staff research is needed.	
69	Staff comment	Is this model partial to sites near riparian area and have ignored large upland sites?	Another model should be run that does not have proximity to riparian corridors as a criteria	Please refer to the uplands map.
72	City of Portland	Baxter Mckormick site- reused as natural area site	Site is a future restoration site	Refer to the map
81	City of Portland	Along Willamette south of Harborton- couple 100 acres of land. Dumped sawdust. Could be restoration sites	Site is a future restoration site	Refer to the map
83	City of Portland	Restore Columbia Bank and add as corridor	Site is a future restoration site	Refer to the map

Regional Trails and Greenways Plan

**Nomination Form**

*to add a new trail or greenway to the map, to change alignment of a trail or greenway already on the map or to make a technical correction to the map*

**RETURN TO METRO BY JUNE 29, 2001**

(fill out a form for each nomination, change or technical correction)

Date:	
Nominator Name:	
Title:	
Organization/Agency:	
Phone & Fax:	
E-mail Address:	

Signature: \_\_\_\_\_

1.	Name of trail or greenway:	
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2.	What type of change to the map is being proposed? (place an "X" next to the appropriate type)	
	<input type="checkbox"/>	add a new trail or greenway to the map
	<input type="checkbox"/>	make a change to alignment on a trail or greenway already on the map
	<input type="checkbox"/>	technical correction (e.g. section of trail has been built since last update, line on map was incorrectly mapped; trail or greenway actually is in a different location; comprehensive plan change; etc.)

**NOTE: For technical corrections, you only need to describe the change and submit a map. Do not fill out the rest of the form.**

3.	Description of trail or greenway (or description of technical change):

4.	Estimated length in miles:	
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<b>5.</b>	<b>Trail or greenway is located in the following local jurisdictions and counties:</b>

<b>6.</b>	<b>List any groups or organizations supporting your trail nomination. Describe any public involvement activities and meetings that have been held related to this trail.</b>

<b>7.</b>	<b>Coordination with local, regional, state and federal plans:</b>
	<b>Is the trail or greenway in the local comprehensive plan and local parks/trails master plans? Please describe.</b>
	<b>Is the trail or greenway in any regional trails or greenway plans? Please describe.</b>
	<b>Is the trail or greenway in the state trails plan or Willamette River Greenway? Please describe.</b>
	<b>Is the trail or greenway in any federal plans? Please describe.</b>

## Regional Significance

To complete this section, please refer to "Criteria for Determining Regionally Significant Trails and Greenways".

8.	Is the trail or greenway primarily separated from streets and roads (at least 75% of the length)?	
9.	Please place an "X" next to the criteria met by the nominated trail or greenway (need at least four):	
	A. Located along the Willamette Greenway	
	B. Multi-jurisdictional, including Washington State	
	C. Connects regionally significant parks and greenspaces	
	D. Connects to other regionally significant trails	
	E. Connects regional centers, town centers, industrial areas and/or light-rail station areas	
	F. Connects to or through significant habitat areas, wildlife corridors or publicly-owned LCDC Goal 5 resources	
	G. Likely that the trail will receive use, including use by citizens from various areas of the region	
10.	Other comments:	

## Other information

### Attach a map of the trail or greenway.

Clearly denote in some fashion the proposed trail or greenway alignment or changes. The alignment should be conceptual. If your local planning department does not have mapping capabilities, a map can be purchased from Metro's Data Resource center (797-1742). A Thomas Guide map or other map may be substituted if cost is a consideration.

### Attach an aerial photo of the trail or greenway.

Clearly denote in some fashion the proposed trail or greenway alignment or changes. The alignment should be conceptual. If your local planning department does not have the ability to get you an aerial photo, one can be purchased from Metro's Data Resource center (797-1742). **If this is too costly for your agency/organization, please call Mel Huie to discuss other options.**

**DUE ON JUNE 29, 2001**

(earlier would be appreciated)

**Please feel free to fill out this form electronically, but you still need to submit a hard copy with the required attachments to Mel Huie, Metro Regional Parks and Greenspaces, 600 NE Grand Ave. Portland OR 97232. If you have any questions, please call 797-1731 or send e-mail to [huiem@metro.dst.or.us](mailto:huiem@metro.dst.or.us).**

## GTAC Representatives

Mike Houck	Audubon Society of Portland
Barbara Fryer	City of Beaverton
Richard Reynolds	City of Cornelius
Roel Lundquist	City of Durham
John Andersen	City of Fairview
Melissa Widman	City of Fairview
Jon Holan	City of Forest Grove
Jonathan Block	City of Gladstone
Phil Kidby	City of Gresham
Cathy Daw	City of Happy Valley
Scott Talbot	City of Hillsboro
Jane Heisler	City of Lake Oswego
Lisa Hamerlynck	City of Lake Oswego
Joann Herrigel	City of Milwaukie
Dee Craig	City of Oregon City
John Sewell	City of Portland
Reed Rainey	City of Sherwood
Duane Roberts	City of Tigard
Valerie Lantz	City of Troutdale
Paul Hennon	City of Tualatin
Ken Worcester	City of West Linn
Chris Neamtzu	City of Wilsonville
Mike McLees	Clackamas County
Charles Ciecko	Metro
Susan Muir	Multnomah County
Mike Henley	North Clackamas Parks & Recreation District
Holly Michael	ODFW
Tom Bouillion	Port of Portland
Jack Wiles	State of Oregon
Jayne Cronlund	Three Rivers Land Conservancy
Steve Bosak	Tualatin Hills Park & Recreation District
Jennifer Thompson	USFWS
Matt Dunnahoe	Washington County
Chris Wayland	Washington County Parks

May Meeting

GREENSPACES TECHNICAL ADVISORY COMMITTEE

*please sign in...*

name	organization	email
Ric Catron	City of Gresham	
Jennifer Thompson	U.S. FWS	
Scott Talbot	City of Hillsboro	
Mel Huie	Metro Regional Parks & greenspaces	
Tom Bouillion	Port of Portland	bouilt@portpdx.com
Paul Schaefer	WAVO - planning Division	
Cathy Daw	City of Happy Valley	
Deborah Lev	City of Portland	

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J.O. PRICE

Metro

May 2001

GREENSPACES TECHNICAL ADVISORY COMMITTEE

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Melissa Wickman	C. of Fairview	
Cathy Daw	City of Happy Valley	
Debbie Smith	Co of Beaverton	
Barbara Wacker	40-Mile Loop	bfw7335@msn.com
Valerie Fordy	City of Troutdale	
Mary Cook (Swanson)	Clackamas County	
Duane Robert)	Tigard	

GREENSPACES TECHNICAL ADVISORY COMMITTEE

*please sign in . . .*

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