

## GTAC Meeting Notice

**To:** Greenspaces Technical Advisory Committee

**When:** October 13, 1999  
Wednesday  
1:00 pm to 3:00 pm

**Where:** Oswego Heritage House  
398 10<sup>th</sup> Street  
(10<sup>th</sup> Street & "A" Ave.)  
Lake Oswego, OR 97034

**PLEASE NOTE  
CHANGE OF  
MEETING LOCATION!!!**

### AGENDA

1	<b>Natural Areas Mapping Update</b> <ul style="list-style-type: none"><li>• Presentation / Discussion</li></ul>	EcoTrust – Jeff Campbell, Jennifer Budhabhatti	1:00 – 1:30 pm	30 min.
2	<b>Master Planning Guidelines</b> <ul style="list-style-type: none"><li>• Discussion / Finalize</li></ul>	Jane Hart	1:30 – 2:30 pm	60 min.
3	<b>MPAC Zehern Proposal</b> <ul style="list-style-type: none"><li>• Discussion</li></ul>	Charles Ciecko, Heather Nelson Kent	2:30 – 2:45 pm	15 min.
4	<b>Public Involvement</b> <ul style="list-style-type: none"><li>• Presentation</li></ul>	Jennifer Budhabhatti	2:45 – 3:00 pm	15 min.

# RE: AGENDA ITEM 7.2



CITY OF  
**PORTLAND, OREGON**

OFFICE OF PUBLIC UTILITIES

Jim Francesconi, Commissioner  
1221 S.W. Fourth Avenue  
Portland, Oregon 97204-1994  
(503) 823-3008  
FAX: (503) 823-3017

September 21, 1999

Metro Policy Advisory Committee  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Members of MPAC:

Charles Jordan, Director of Parks and Recreation, and I want to take this opportunity to support James A. Zehren's motion to you which he will introduce at the MPAC meeting of September 22. The purpose of his motion is in support of a work program that will result in a "functional plan" focused on Metro's, local governments'; and special districts' efforts to maintain and add the full spectrum of active and passive parks, recreation areas, and natural areas at the neighborhood, community, and regional levels. We encourage Metro to plan for a system of parks in the region not just for regionally significant parks. We support his statement on page four of his letter of September 15, 1999, to the Metro Policy Advisory Committee.

...although we have seen fit to take action through the UGMFP, to establish *regional* goals, standards, and performance measures for *local* housing density, and *local* employment density, and *local* parking, and *local* urban streambeds and flood management areas, and *local* retail space in employment and industrial areas, and *local* street design and connectivity, and *local* transportation system performance, we have not taken action at the *regional* level to address *local* parks, recreation areas, and open space? Of all policy areas for us to back away from, why in the world should it be that one?

Our support for the need to plan for a regional system of parks and recreation has been voiced before. Charles Jordan sent the attached memorandum to Mike Burton, John Fregonese, and Charles Ciecko on July 14, 1997. As he noted on page 2 of his memorandum the focus of the framework plan was too narrow. It did not:

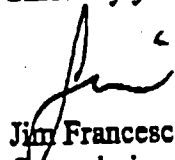
...provide the basis all of us need to define what the system is, how well it serves the region's population, what deficiencies exist, a strategy for overcoming them (current and projected), and a funding plan for implementing the agreed upon strategy.

More recently, on July 19, 1999, John Sewell, Chief Planner for Portland Parks and Recreation sent a memorandum to Charlie Ciecko about the June 1999 Draft Functional Plan for the Components of the Regional System (attached). He states that he wants to:

...express my continuing discomfort with how you define a regional parks system, re: "The interconnected system of regionally significant parks, natural areas, open spaces, trails, greenways, for wildlife, fish and people as described in Metro's Regional Framework Plan." I understand that Metro manages part of a regional park system, but does it not have a responsibility as a regional planning agency to plan for a system of parks in the region? It cannot assess and plan for parks, open spaces and recreational opportunities for a piece of the system any more than it can for urban form, housing, or transportation as examples.

The director and I both applaud the progress Metro has made in establishing regional parks and natural areas. We would like to encourage Metro to show the same support for regional and system planning for parks and for regional requirements. We wish to see parks, open space, and recreation placed on the same footing as other functional planning elements. We in the region today and tomorrow deserve no less.

Sincerely yours,



Jim Francesconi  
Commissioner of Public Utilities

C: Dan Saltzman  
Charlie Hales  
Charles Jordan  
James A. Zehrman  
Zari Santner  
John Sewell  
Jim Sjulian

# PORTLAND PARKS AND RECREATION



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JIM FRANCESCONI, COMMISSIONER

CHARLES JORDAN, DIRECTOR

## MEMORANDUM

Date: July 14, 1997

To: Mike Burton  
John Fregonese  
Charles Ciecko

From: Charles Jordan

Re: Portland Parks and Recreation Review of Metro's Regional Framework Plan

Portland Parks staff have met and discussed the May 1997 draft of Regional Framework Plan and have developed the following comments. At this point, due to the severe time constraint, our attention has focused on the direction and policies of Chapter 3 Parks, Open Spaces and Recreation. As we continue to review the entire document and communicate with other City of Portland Bureaus who have participated more fully in the RFP process, it is likely additional comments will be submitted.

### Chapter 3 Parks, Open Spaces and Recreational Facilities

The *Overview* appropriately addresses regional issues: How many parks there are, how much acreage, and the diversity of parks and recreational resources ranging from regional parks to neighborhood swimming pools. As an introduction to the range of diversity of the regional parks system, the *Overview* is right on track. It firmly states what Metro's charter authorizes it to do:

"...acquire, develop, maintain, and operate a system of parks, open spaces and recreational facilities."

However, this statement is made and then the discussion shifts to the fact that the policies and implementation of the parks, open spaces, and recreational component of the RFP are based upon the Metropolitan Greenspaces Master Plan.

"The Metropolitan Greenspaces Master Plan describes goals and policies related to establishing an interconnected system of natural areas, open space, trails and greenways for wildlife and people throughout the metropolitan area."

The discussion immediately shifts from the broad range of parks and recreational facilities that comprise a regional parks system to an emphasis on natural areas and trails which is a relatively small part of what makes up a regional parks and recreation system. It is the part that, relatively speaking, serves fewer people and consumes fewer resources than the intensively used active

recreational resources such as sports fields, swimming pools and play areas. This narrowness of focus is not in keeping with the Metro Charter, and it does not provide the basis all of us need to define what the system is, how well it serves the region's population, what deficiencies exist, a strategy for overcoming them (current and projected), and a funding plan for implementing the agreed upon strategy. Without this comprehensive assessment it is impossible to determine who should be responsible for what parts of the parks and recreation system.

An example of the inconsistency between Metro's Charter and the issues addressed in Chapter 3 is dramatically illustrated on page 99. Under *Analysis* the RFP states:

"New neighborhoods and communities must include adequate parks and open spaces. Land set aside for parks and open spaces must be included in the planning for future urbanization inside and outside the Urban Growth Boundary."

In the next paragraph, under *Identification and Inventory of the Regional System*, the inclusive plan is jettisoned and the discussion focuses on the Metropolitan Greenspaces Master Plan which is a:

"...systematic, scientific identification, inventory and assessment of natural area features in the metropolitan region."

Metro seems aware of its larger responsibility because it references its Charter, but because these responsibilities have not yet been fully developed, the RFP necessarily falls back on the Greenspaces Master Plan, which is just one element of the regional parks and recreation system.

The RFP states that currently regionally significant parks, natural areas and trails are managed by many public agencies with varying financial resources. The result is little consistency in the development, operation, and management coupled with little or no integration regarding funding, user fees, or visitors service. This is stated as if *prima facie* is a bad thing. But is it? The assumption is made that centralized development, etc. is good, but this is only an assumption. To conclude whether or not it is or isn't ought to be based on an analysis of what the region's park system is, what people want from it, how it should be planned, funded and operated, and what the options are for doing so. The positive and negative consequences can be evaluated and a direction then set.

The RFP states that until Metro can prepare master plans/management plans for sites acquired it will landbank them. This is more easily said than done. Our experience has been that once areas are acquired by the public, it is difficult to police them, difficult to keep people out and difficult to suppress damaging or illegal activities. A good example, or bad as the case may be, is Powell Butte. When it was exclusively reserved for water facilities and off limits to the public, the site was being destroyed by bikers and other illegal activities, and was a source of neighborhood complaint. Only with planning and development as a nature park were these activities curtailed, the site improved, and the uses channeled into those that help protect the sites natural resources.

This point is made to illustrate that each site is unique, and an assessment of how it is used and abused before the master/management plans are developed is in order. There are sites that may be made available to some degree before full-scale planning and the full range of improvements are available to the public.

The RFP proposes local governments should be required to plan for locally significant open spaces, etc. It seems this could lead to two totally disjointed planning efforts, or maybe three. With Metro executing the regional planning for regionally significant natural areas and locals planning for locally significant open spaces, active recreation sites, etc. - it appears no one jurisdiction is responsible for regionally significant recreational resources that are not solely natural areas: In Portland's case this can range from Washington Park to Waterfront Park to the new Eastbank Esplanade. Won't all of levels of planning need to be integrated into a regional planning framework? Without this, why would Metro suggest a one-half mile park or recreation facility for all residents. How does this standard fit into planning for parks and recreation at the regional level and in compliance with the 2040 Plan? We need a plan before that type of arbitrary standard is established.

#### **Recommendation**

There is a need for a regional parks plan that includes more than natural areas and trails. While Metro has been successful and should continue its work in this arena, the regional plan for parks, natural areas and recreational resources should be inclusive. It should encompass all park programs and facilities in the region such as significant natural resources like Forest Park, Powell Butte Nature Park, the urban forest, as well as community parks, plazas, sports stadiums, swimming pools, community centers, etc.

If we want to create a truly successful regional framework plan for parks and recreation, it needs to spell out how the region provides parks and recreation programs and facilities throughout Metro's boundaries. To do this we need an inventory and classification of parks, and we need to establish levels of service and policies for providing service. Using this as our baseline, we can then identify roles and responsibilities of municipalities, counties and Metro. Roles and responsibilities should address the need for continuing master planning in compliance with the 2040 Plan, for funding for parks and recreational facilities region-wide, and for an assignment of who programs and maintain what types of parks, natural areas and facilities.

It seems the region would be best served if Metro supported regional park planning, the development of standards, regional funding and equity as its basic policy rather than support only the trails and natural areas Metro owns, manages or develops. To support this recommendation the following policy framework is proposed in draft form:

#### **3.1 Inventory and Identification**

Inventory the existing system of parks, natural areas and recreation programs and facilities.  
A potential list of services includes the following:

neighborhood parks  
natural areas/wildlife refuges  
floodplains/wetlands  
sports camps & programs  
golf courses  
urban forestry  
boat landings  
community gardens  
community centers  
cultural programs  
outdoor recreation  
tennis facilities  
playgrounds  
raceways (i.e. PIR)  
memorials & monuments  
recreation programs  
others...

recreational trails  
stormwater facilities  
stream corridors  
historic properties/landscapes  
scenic drives and parkways  
urban parks and plazas  
public gardens  
aquatic facilities  
community school programs  
senior recreational facilities  
environmental education  
sports stadiums, athletic fields, running tracks  
outdoor courts (volleyball, lawn bowling)  
picnic & special events facilities  
fitness programs  
biological reserves

### **3.2 Level of Service**

Using the regional inventory and identification as a foundation, develop agreed upon service standards in collaboration with local park providers and broad-based public surveys.

- Adopt a typology for parks and recreation services that is in keeping with the standards of livability that is unique to the Portland metropolitan region.
- Develop (or propose) standards for parks and recreation services that will provide citizens of the region with a variety of opportunities for active and passive recreation and that will meet the needs of the citizens today and in the year 2040.

### **3.3 Assess Existing Conditions and Future Needs**

- Based on the inventory and the regional standards assess the current level of parks and recreation services and project the anticipated needs based on the 2040 Plan.
- Assess existing distribution, connectivity, availability and deficiencies of parks and recreation services within the region.
- Assess the future public need for parks and recreation services within the region, noting local preferences and projected trends and density patterns.
- Assess to what extent services provided locally are serving regional users and where services provided regionally are serving local users.

### **3.4 Characterize the Regional and Local Park Systems**

Define what the regional park and recreation system encompasses and how it will serve the region's needs.

- Through the use of user surveys and information from service providers, develop criteria that determines to what extent services are regional or local in nature.
- Where feasible, develop a database to assist with this determination.

### **3.5 Roles and Responsibilities**

In collaboration with local providers, develop criteria for determining when and in what form regional and local support should be provided to deliver parks and recreation services.

### **3.6 Funding**

In collaboration with local providers, analyze funding sources that are or are potentially available to pay for parks and recreation services required by a comprehensive regional system.

- Identify available current and potential local, regional, and state sources of funding.
- Assess adequacy of funding sources to meet service standards for local and regional components of a comprehensive parks and recreation system.
- For the regional system, develop a prioritized list of capital and operating funding needs.
- If needed, develop recommendations for additional funding sources that would enable local and regional parks and recreation providers to meet recommended service standards.

### **3.7 (Implementation?? and) Operations**

Identify the most appropriate methods of operating and programming the regional system.

- Metro should develop master/management plans for the regional facilities on a system wide basis.
- Metro should assist local governments in developing master/management plans for community & neighborhood parks.
- Propose policy to develop (interim) management guidelines for land banked sites.



- ✓ Develop specific criteria for acquisition of land for all types of recreational facilities, including natural areas.

### **3.8 Coordination**

- ✓ Encourage coordination between agencies, bureaus and departments who have land management responsibilities that overlap.

(Address the connection between parks, land use, transportation and stormwater, etc. discuss where appropriate throughout the plan.)

### **3.9 Education, Stewardship & Public Involvement**

- ✓ Encourage and facilitate public participation in the design, implementation and management of the regional and local park systems.
- ✓ Provide and promote opportunities for the public to engage in stewardship activities in all publicly owned park land.

### **3.9 (Interim) Reaffirm Metro's role in carrying out the Greenspaces Master Plan**

- ✓ Metro should proceed with its plans for acquisition and protection of natural areas, open spaces, etc. as identified in the Greenspaces Master Plan.

#### **??? Develop specific policy for:**

*system priorities*

*transportation/bike & ped*

*natural resource protection*

*energy efficiency*

*urban forestry*

*urban form/urban vitality*

*water quality/conservation*

*clean air*

*multi-objective planning opportunities*

c: Councilor Susan McLain  
Rosemary Furfey  
Barbara Herget  
Mayor Rob Drake  
Commissioner Francesconi  
Commissioner Hales


Portland Parks and Recreation  
1120 SW Fifth Ave., Ste. 1302  
Portland, Oregon 97204  
Phone (503) 823-PLAY



*Dedicated to enriching  
the lives of citizens  
and caring for  
Portland's natural beauty*

July 19, 1999

**MEMORANDUM**

To: Charlie Ciecko, Parks Director Metro  
From: John Sewell, Chief Planner, Portland Parks   
Subject: Draft Functional Plan for Components of the Regional System, June 1999

Thank you for the opportunity to comment on the June 1999 Draft Functional Plan for the Components of the Regional System, hereafter referred to as the Functional Plan.

First, I want to express my continuing discomfort with how you define a regional parks system, re: "The interconnected system of regionally significant parks, natural areas, open spaces, trails, greenways, for wildlife, fish and people as described in Metro's Regional Framework Plan." I understand that Metro manages part of a regional park system, but does it not have a responsibility as a regional planning agency to plan for a system of parks in the region? It cannot assess and plan for parks, open spaces and recreational opportunities for a piece of the system any more than it can for urban form, housing, or transportation as examples. Portland continues to stress this issue. This is not a new concern about how Metro does its planning. Refer to Charles Jordan's memorandum to Mike Burton, John Fregonese, and Charles Ciecko of July 14, 1997, re "Portland Parks and Recreation Review of Metro's Regional Framework Plan." Our position has not changed, and we do not see that Metro has yet considered assuming its responsibility to plan for a system of parks, open space, and recreational opportunities in the region.

Now let me move on to the specifics of functional planning for the regional system.

**Section 2. Applicability**

We need a fine-grained approach for determining when a master plan is needed, and we may want to include management plans as an alternative. First, a master plan every ten-years is a very rough measure or trigger for undertaking plan updates. Let me give you an example. I believe Waterfront Park could ideally profit from a new master plan. The existing plan is 25 years old, and it would behoove the city to take a fresh look at the park. But it would take, I expect, a two-year effort and probably \$150,000 to do the plan. If we aren't expecting massive changes to the park, if the park's uses and improvements aren't expected to change dramatically in the foreseeable future could Parks justify or would Council approve an expenditure of \$150,000? I think not. The park has a new system of utilities and new management practices, and we will live with this system for the foreseeable future even though a new master plan would be desirable.

Using Waterfront Park as an example, we need refined measures for what may trigger a new master plan. These include: (1) significant degradation or overuse of the park or facility, (2) significant new demands on a park or facility, and (3) plans to invest a significant amount of money in capital improvements. If one or

more of these criteria doesn't apply, a calendar for plan updates seems arbitrary and the need less than apparent.

An option may be to include in Section 2 another plan category. This would be a management plan as an alternative to master plans. Our need to respond to changes in use, condition of the resource, and new regulations (local, state, or federal) could warrant new management plans on a fairly frequent schedule. Our experience is that management plans can be done faster and using fewer resources than full master plans require. And they often address the issues all of us need to be concerned about most frequently: and that is how our parks are managed, how they're maintained, how they're used, and how well we are meeting required regulations. Indeed, appropriately structured a management plan can establish monitoring criteria that could help us decide when a full master plan is required.

#### Section 4: Master Planning Guidelines

Article 2 lays out a minimum master planning process. It seems more than minimal if we are discussing regionally significant parks, open spaces, and facilities. Let me provide an example: We followed most of these steps for Woods Park in SW Portland, a habitat site where improvements will be minimal and our major emphasis will be on improved management. For larger, more complex resources, Gabriel Park could be an example; we would see a much more extensive process. You do say your process is the minimum, but it seems more than minimal and would usually prove to be inadequate.

Another question I have, and this may be my confusion over what Metro means by regionally significant parks, is does Metro want to assign staff to planning for all regionally significant parks, open spaces, and facilities whether or not they are owned by Metro? I don't have a problem with this desire to be involved. But I am unclear if this is what is meant or if Metro is interested exclusively in property it owns whether managed by Metro or locally.

Article 2 c.: I don't understand what identifying surplus land and determining alternative use for such property means? Again, as an example, if we are dealing with a park or cohesive piece of property, it uses will either be for active or passive recreation or natural resource protection. If we surplus property, a rare circumstance, it is usually of a stand-alone parcel of land that doesn't have much potential for recreational use or as a natural resource.

Article 2 d.: It may be fine to look at the State Comprehensive Outdoor Recreation Plan (SCORP) in responding to recreation demands, but the SCORP is so general that it has little utility in determining demand for a particular site. An emphasis on existing use, surveys, and public meetings is a much surer avenue for gauging recreational demand.

Again, my major concern is with the emphasis solely on master plans and on a calendar for when they're updated. I believe management plans are a less expensive, flexible way to respond more rapidly to changing conditions and needs, and I believe a calendar is far too arbitrary as a means of deciding when we prepare new plans.

# Re: Agenda Item 7.2



## TUALATIN HILLS PARK & RECREATION DISTRICT ADMINISTRATION OFFICE

Ronald D. Willoughby  
General Manager

15707 S.W. Walker Road • Beaverton, Oregon 97006 • (503) 645-6433 • Fax (503) 531-8230

### BOARD OF DIRECTORS

Janet Allison  
Bruce Dalrymple  
John Griffiths  
Mark Knudsen  
Terry Moore

September 22, 1999

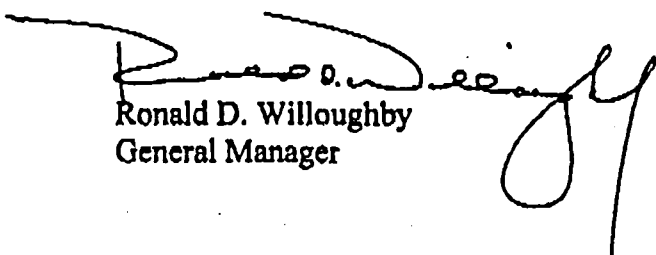
Dear Members of MPAC:

I have read, with interest, the correspondence sent to you by Mr. James Zehren dated September 15, 1999.

While I appreciate the points made by Mr. Zehren, I must state, for the record, that the Tualatin Hills Park & Recreation District supports the philosophy that local jurisdictions must set standards of service for their own service area. The residents of our District expect a certain level of service and are willing to fund it accordingly. This local choice and decision making process varies throughout our region. To impose one standard may not apply, or be possible in another.

The Tualatin Hills Park & Recreation District appreciates the opportunity to comment on this important issue.

Sincerely,

  
Ronald D. Willoughby  
General Manager



**METRO POLICY ADVISORY COMMITTEE**  
**Members and Alternates by Position**  
**September 1999**

<b>Position</b>	<b>Member</b>	<b>Alternate</b>
1 - Multnomah Co. Commission	Commissioner Lisa Naito (Vice-Chair) Multnomah County 1120 SW 5th Ave. #1500 Portland, OR 97204 P: 248-5217 F: 248-5262 <a href="mailto:Lisa.H.Naito@co.multnomah.or.us">Lisa.H.Naito@co.multnomah.or.us</a>	Commissioner Diane Linn Multnomah County 1120 SW 5 <sup>th</sup> Ave #1500 Portland OR 97204 P: 248-5220 F: 248-5440 <a href="mailto:Diane.M.Linn@co.multnomah.or.us">Diane.M.Linn@co.multnomah.or.us</a>
2 - Multnomah Co. 2nd Largest City (Gresham)	Mayor Charles J. Becker City of Gresham 1333 NW Eastman Parkway Gresham, OR 97030-3813 P: 618-2584 F: 665-7692 <a href="mailto:becker@ci.gresham.or.us">becker@ci.gresham.or.us</a>	Councilor Chris Lassen City of Gresham 1333 NW Eastman Parkway Gresham, OR 97030-3813 P: 618-2584 F: 665-7692 <a href="mailto:lassen@ci.gresham.or.us">lassen@ci.gresham.or.us</a>
3 - Multnomah Co. Other Cities	Councilor David Ripma City of Troutdale 4220 S. Troutdale Road Troutdale, OR 97060 P: 252-5436 x8754 F: (360) 817-8505 <a href="mailto:DCR@sharpwa.com">DCR@sharpwa.com</a>	
4 - Multnomah Co. Special Districts	Jeff Grover Corbett Water District 2524 SE Mannthay Corbett, OR 97019 P: 695-2651 F: <a href="mailto:GROV.Indus@Juno.Com">GROV.Indus@Juno.Com</a>	Jeff Kee Burlington Water District 13638 NW Riverview Dr. Portland, OR 97231-2200 P: 240-0233 F: 397-5171 <a href="mailto:jkee@teleport.com">jkee@teleport.com</a>
5 - City of Portland Council	Mayor Vera Katz City of Portland 1221 SW 4 <sup>th</sup> , Room 340 Portland, OR 97204 P: 823-4120 F: 823-3588 <a href="mailto:mayorkatz@ci.portland.or.us">mayorkatz@ci.portland.or.us</a>	Commissioner Erik Sten City of Portland 1221 SW 4th Avenue, Room 240 Portland, OR 97204 P: 823-3589 F: 823-3596 <a href="mailto:erik@ci.portland.or.us">erik@ci.portland.or.us</a>
6 - City of Portland Council	Commissioner Dan Saltzman City of Portland 1221 SW 4th Avenue, Room 230 Portland, OR 97204 P: 823-4151 F: 823-3036 <a href="mailto:dsaltzman@ci.portland.or.us">dsaltzman@ci.portland.or.us</a>	Commissioner Erik Sten City of Portland 1221 SW 4th Avenue, Room 240 Portland, OR 97204 P: 823-3589 F: 823-3596 <a href="mailto:erik@ci.portland.or.us">erik@ci.portland.or.us</a>



METRO

Position	Member	Alternate
7 - Clackamas Co. Commission	Commissioner Michael Jordan Clackamas County 906 Main Street Oregon City, OR 97045 P: 655-8581 F: 650-8944 michaeljor@co.clackamas.or.us	Commissioner Larry Sowa Clackamas County 906 Main Street Oregon City, OR 97045 P: 655-8581 F: 650-8944 larrysowa@co.clackamas.or.us
8 - Clackamas Co. Largest City (Lake Oswego)	Councilor Tom Lowrey City of Lake Oswego P.O. Box 369 Lake Oswego, OR 97034 P: 635-6000 F: 697-6594	Councilor Jack Hoffman Dunn Carney 851 SW 6th, 15th floor Portland, OR 97204 P: 306-5324 F: 224-7324 jdh@dunn-carney.com
9 - Clackamas Co. Other Cities	Mayor Jill Thorn City of West Linn P.O. Box 48 West Linn, OR 97068 P: 635-9307 F: 635-2537 jillthorn@hotmail.com	Mayor Eugene Grant City of Happy Valley 1211 SW 5 <sup>th</sup> Ave, Suite 1700 Portland, OR 97204 P: 222-9981 F: 796-2900 EGrant@schwabe.com
10 - Clackamas Co. Special Districts	Chuck Petersen (2 <sup>nd</sup> Vice-chair) Oak Lodge Sanitary District 15430 SE Dana Avenue Milwaukie, OR 97267-3546 P: 654-9698 F: 513-5401	John Hartsock Boring Fire District #59 12042 SE Sunnyside #561 Clackamas, OR 97015 P: 780-4806 F: 658-3395
11 - Washington Co. Commission	Commissioner Andy Duyck Washington County 155 N. First Ave. Ste 300 Hillsboro, OR 97124 P: 648-8681 F: 693-4545	Commissioner Delna Jones Washington County 155 N First Ave. Ste 300 Hillsboro, OR 97124 P: 648-8681 F: 693-4545 delna_jones@co.washington.or.us
12 - Washington Co. Largest City (Beaverton)	Mayor Rob Drake City of Beaverton PO Box 4755 Beaverton, OR 97076 P: 526-2481 F: 526-2571 rdrake@ci.beaverton.or.us	Councilor Wes Yuen City of Beaverton PO Box 4755 Beaverton, OR 97076 P: 526-2345 F: 526-2479 wesyuen@earthlink.net
13 - Washington Co. Other Cities	Mayor Lou Ogden (Chair) City of Tualatin 21040 SW 90th Avenue Tualatin, OR 97062 P: 692-0163 F: 692-0163 lou.ogden@juno.com	Mayor Richard Kidd City of Forest Grove 2405 Pacific Avenue Forest Grove, OR 97116 P: 359-5851 F: 359-5081



METRO

Position	Member	Alternate
14 - Washington Co. Special Districts	Carol Gearin TVF&R 2420 NW 119th Avenue Portland, OR 97229 P: 643-4311 F: 641-4427 gandgintel@aol.com	Mark Knudsen Tualatin Hills Park & Rec. 1480 NW 130th Portland, OR 97229 P: 537-7000 F: 537-7007 info@SpringbrookNW.com
15 - Tri-Met Board of Directors	Bernie Giusto City of Gresham Police Department 1333 NW Eastman Pkwy Gresham, OR 97030 P: 618-2314 F: 665-1639 plane@ci.gresham.or.us	
16 - Citizen - Washington County	Rebecca Read College of Urban & Public Affairs Portland State University P.O. Box 751 Portland, OR 97207-0751 P: 725-5143 F: 725-5199 readr@pdx.edu	
17 - Citizen - Clackamas County	Scott Leeding Ken Hoffman, Inc. 9123 SE St. Helens St., Suite 100 Clackamas, OR 97015 P: 655-1711 F: 655-2216	Ed Gronke 4912 SE Rinearson Rd. Milwaukie, OR 97267 P: 656-6546 F: 656-6546 (call) gronke@teleport.com
18 - Citizen - Multnomah County	James A. Zehren Stoel Rives LLP 900 SW 5th Avenue, Suite 2300 Portland, OR 97204 P: 294-9616 F: 294-9167 jازهren@stoel.com	
19 - State Agency Growth Council (Advisory Only)	Richard Benner DLCD 635 Capitol St NE Ste 200 Salem, OR 97301 dick.benner@state.or.us P: 373-0050 ext. 222 F: 378-5518	Jim Sitzman DLCD 800 NE Oregon St., #18 Portland, OR 97232 P: 731-4065 F: 731-4068
20 - Clark Co., WA Commission	Commissioner Craig Pridemore Clark County PO Box 5000 Vancouver, WA 98666-5000 P: (360) 397-2232 F: (360) 397-6058 cpridemo@co.clark.wa.us	



METRO

Position	Member	Alternate
21 - City of Vancouver	Councilor Rose Besserman City of Vancouver 608 Umatilla Way Vancouver, WA 98661 P: (360)696-8121 F: (360)696-8049	Councilor Jack Burkman City of Vancouver 210 East Thirteenth Street Vancouver, WA 98668-1995 P: (360) 696-8121 F: (360) 696-8049
22 - Metro Councilor (Liaison Only)	Councilor Susan McLain Metro 600 NE Grand Avenue Portland, OR 97232-2736 P: 797-1553 F: 797-1793 mclains@metro.dst.or.us	
23 - Metro Councilor (Liaison Only)	Councilor Rod Park Metro 600 NE Grand Avenue Portland, OR 97232-2736 P: 797-1547 F: 663-2696 parkr@metro.dst.or.us	
24 - Metro Councilor (Liaison Only)	Councilor Bill Atherton Metro 600 NE Grand Avenue Portland, OR 97232-2736 P: 797-1887 F: 697-6594 athertonb@metro.dst.or.us	
25 - Governing Body of School District	Chuck Meyer Chair, Beaverton School Board 6580 SW Nehalem Ln. Beaverton, OR 97007 P: (360) 418-8244 F: 651-8764 cemeyer@bpa.gov	
26 - Clackamas Co. 2nd Largest City (Oregon City)	Commissioner Doug Neeley City of Oregon City P.O. Box 351 Oregon City, OR 97045 P: 657-0891 F: 657-1955 dneeley@teleport.com	Mayor John F. Williams, Jr. City of Oregon City 1176 Sunny Lane Oregon City, OR 97045 P: 657-2868 F: 657-1229 oldjohn@teleport.com
27 - Washington Co. 2nd Largest City (Hillsboro)	Mayor Gordon Faber City of Hillsboro 123 W. Main St. Hillsboro, OR 97123 P: 681-6100 F: 681-6232	Councilor John Godsey 12526 NW Greenbriar Pkwy Beaverton, OR 97006 P: 690-6600 F: 690-2595
28 - Port of Portland		



**Summary of Written Comments received from GTAC Members on Draft Master  
Planning Guidelines as of July 30, 1999**  
(Presented in order of section in the document that they apply to)

**General Comments**

1. Rather than considering each public property independently, the work described in the Parks and Natural Areas Protection Plan should be used to identify parks that are best suited for natural area protection vs. recreation depending on the natural resources at the site, and how the site fits into the regional system. *USFWS*

2. Concern about how Metro defines a regional parks system. While metro only manages part of the regional system of parks, doesn't Metro have a responsibility as a regional planning agency to *plan* for the overall system of parks in the Region? *City of Portland*

**Section 2. Applicability**

1. 2.A. Need refined measures for what may trigger a new master plan. May want to include a management plan category in section 2. This would be a management plan as an alternative to master plans. Management plans can be done faster and for less money than a full master plan. Appropriately structured, a management plan can establish monitoring criteria that could help decide when a master plan is required. *City of Portland*
2. 2.A. Does the definition of public use include a trail traversing a portion of a regional component, when the trail alignment was developed through a formal master plan process with public participation? *City of Tigard*
3. 2.A.1. Do the planning guidelines apply to Metro local share program acquisitions and development projects that were financed with Metro funds, or do they just apply to components of the Regional Park System? *THPRD*
4. 2.B.1. Is Metro the 'governing body' or local governments? *THPRD*

**Section 3 Implementation Alternatives**

5. 3.B. Compliance with 3 year requirement may be too short, especially for smaller local governments who don't have the resources. *THPRD*
6. 3.B. Provision should be made for extensions of the three year compliance period when appropriate circumstances exist. *City of Tigard*

7. 3.B. A calendar is too arbitrary as a means of deciding when to prepare a master plan or a management plan. *City of Portland*

#### Section 4 Master Planning Guidelines

8. 4.A.2.a.1 Recommend allowing governments to establish one project advisory committee to study all sites assisted by Metro. Individual committees for each master planned property would be an administrative nightmare. Consider allowing standing committees, which are currently in place to function in this capacity if desired by the local government (i.e., Parks Advisory Committees)

Does Metro have staff, time or interest to be involved in this process with all local governments? *THPRD*

9. 4.A.2a-h This is too minimal of a planning process for components of the regional system. It seems that it would usually prove to be an inadequate level of planning. *City of Portland*

10. 4.A.2.b. Specific guidelines and/or performance standards should be developed for this section to ensure consistency and adequate natural resource protection. Issues include protecting/restoring natural vegetation adjacent to streams and wetlands; developing Best Management Practices for park maintenance and operations; leaving snags and downed wood in place in natural areas; providing stormwater management that doesn't impact quality or quantity of runoff into natural water bodies.

Develop a policy that prohibits allowing mitigation on public property, unless the impact is to occur on site. *USFWS*

11. 4.A.2.c. What does identifying surplus land and determining alternative uses for those lands mean? *City of Portland*

12. 4.A.2.c. Who defines what is 'surplus property' and what is not? Local governments or Metro? *THPRD*

13. 4.A.2.d. SCORP is so general that it has little utility in determining demand for a particular site. An emphasis on existing use, surveys, and public input is a much surer avenue for gauging recreational need. *City of Portland*

#### Section 5 Definitions

14. Master Plan Add ...'and guidelines' after the word establishes in the first line of the definition. *THPRD*

15. Add surplus property to the definition section. *THPRD*

**Summary Minutes from GTAC Discussion on Master Planning Guidelines**  
**August 11, 1999**

The following is a summary of the discussion on the June 1999 draft Master Planning Guidelines that took place at the August 11, 1999 GTAC meeting. The discussion was based on a handout (attached) that summarized the written comments on the draft guidelines that had been received by Metro Parks staff as of August 1, 1999. The discussion generally followed the guidelines in consecutive order of the sections and got as far as the beginning of Section 4. The June draft has been updated to include GTAC recommendations made by consensus at the August 11, 1999 meeting. The revised draft is attached for your review. Please be prepared to discuss and finalize the guidelines at the October GTAC meeting.

**1. Issue: Site Master Planning in Context of the Regional System**

**Comments:**

- When individual sites are being master planned, the inventory of existing conditions should be conducted in context of the surrounding landscape and the Regional System.
- There needs to be a contextual link between what is being recommended at a specific site and the Regional System.

**Recommendation:** See proposed text change in Section 4,A.,2.,b,1.

**2. Issue: What is the definition of Regionally Significant?**

**Comments:**

- There were several comments and questions about which parks and natural areas will be identified as 'Regionally Significant' in context of the Regional System.

**Recommendation:** None. GTAC will discuss the definition of 'Regionally Significant' at a future GTAC meeting.

**3. Issue: Master Plan vs. Management Plan & Requirement to update existing Master Plans every 10 years.**

**Comments:**

- Include a management plan as an alternative to preparing a master plan
- The master plan provides the vision and a management plan implements the master plan. Master plans are generally not done over; instead management plans are used to make adjustments along the way.
- Need to justify need for a new master plan and triggers (thresholds) could help address the need.
- Meeting certain thresholds would lead to a management plan and others would lead to a master plan.

- Threshold requirements for a new master plan should not be tied to timeframe but to change in use, expansion in use or new public use.
- The debate is not about if planning is needed, how to pay for it is the larger issue.
- A management plan is usually less costly.
- The suggested 10 year timeline in Section 2., A., 2. is arbitrary. What is important is to conduct planning, public involvement, site inventory, and receive formal adoption by a governing body.
- A management plan can still be needed in areas where there is no public use allowed.

**Recommendation:** See proposed text changes in Section 2., A., 2. and Section 3., A., 2.

**4. Issue: Applicability of Guidelines**

**Comments:**

- Metro clarified that public use includes a trail traversing a portion of a site identified as a component of the Regional System.
- Metro clarified that the planning guidelines do not apply to 'local' sites that received Metro open space bond funds assuming it is not part of the regional system.

**Recommendation:** None.

**5. Issue: Three Year Timeframe for Compliance with Guidelines**

**Comments:**

- Extensions to the timeframe should be allowed under certain circumstances.
- What is the hammer for not complying?
- Achieving compliance needs to be scheduled in to budgets and work plans
- What would the check point for compliance be? Periodic Review?
- Another incentive for compliance would be to create a regional funding source for preparing master plans.

**Recommendation:** None. Consensus was achieved on the need for extensions but no criteria were developed. Extension criteria should be recommended at the next GTAC meeting.



## Open Space and Project Management Department

### Memorandum

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**To:** Members of GTAC

**From:** Deborah Lev, Natural Resources Coordinator DL

**Subject:** Comments on Master Planning Guidelines, August 1999 Draft

**Date:** October 13, 1999

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I missed the discussion at the last meeting so some of these issues may already have been beaten to the ground, but here are some thoughts on the current proposed language and how it reads, from the perspective of managing public natural areas in Lake Oswego.

In general, we find these requirements too specific. We would rather allow more leeway to local jurisdictions to devise appropriate planning procedures. Another concern is the assumption that local governing bodies have adopted all park plans. Since this has not been done in Lake Oswego, the effect would be to require master plans for all currently used parks and open spaces that become part of the regional system. This is a burden no local provider can assume.

#### Section 1 Intent

Protection of resources (c) should be the primary concern. Consistency in master planning (a) may be desirable but guidelines for resource management are more important than master planning guidelines. Consistency in development and operation (b) may not be possible and may not even be desirable. Certainly there is a place in the regional system for public lands with active interpretive programs and facilities and public lands with little-used trails and no regular maintenance.

#### Recommendation:

Put (c) first.

Delete (b) or refer only to "*consistent resource management*"

#### Section 2 Applicability

Many areas which may well be identified as part of the regional system are the "undeveloped" sections of more formal parks. Master plans for these parks have not been adopted by a governing body. The proposed language would therefore dictate that almost every park in the City fall under these guidelines, requiring a master plan within three years.

#### Recommendation:

Change A. 3. To: *A master plan or management plan is not currently in use.*

### **Section 3 Implementation alternatives**

Three years is too short to address a large number of existing holdings without formal master plans. (see section 2 comments) Three years with an extension option seems appropriate to open new lands for formal public use.

#### Recommendation:

3. B. If Section 2. A. is not changed, allow more time than 3 years

3. C. Change "Any variation" to: Any *major* variation

### **Section 4 Master Planning Guidelines**

4 A. 2. Requirements are too specific to accomplish the purpose of A. 1.. Advisory committee make-up, number of public workshops and the length of the public comment period do not assure consistent management of natural resources.

#### Recommendation

4. A. 2. a. 1.

Inclusion of regulatory agencies and Metro should not be required if their participation cannot be assured. Require that Metro and regulatory agencies be notified of master planning efforts, allowing their participation. Appropriate regulatory agencies should be listed.

4. A. 2. a. 3. Delete.

4. A. 2. a. 4. Delete public review period requirement.

4. A. 2. a. 5. Change to : *Formal adoption as determined by local jurisdiction.*

4. A. 2. b.

I agree with USFWS (comment 10 August 11, 1999 list) that specific guidelines for resource management should be developed. In addition to those listed, I would add use of herbicides/pesticides, invasive species control, use of impervious surfaces.

4. A. 2. c.

Perhaps the identification of "surplus land" is more relevant to Metro's own bond measure purchased properties, which may include houses and other facilities, than for most locally managed sites. I would rather not see this requirement as it may bring up the issue of developing sections of open spaces that could be managed for passive recreation or enhanced as resource buffers.

#### Recommendation

Delete this section

4. A. 2. h. 1.

#### Recommendation

Change to: *Present draft master plan document for approval and adoption as determined by local jurisdiction.*



TUALATIN  
HILLS  
PARK &  
RECREATION  
DISTRICT ADMINISTRATION OFFICE

15707 S.W. Walker Road • Beaverton, Oregon 97006 • 645-6433 • Fax 690-9649

July 8, 1999

Ms. Jane Hart  
Metro Regional Parks & Greenspaces  
600 NE Grand Avenue  
Portland, OR 97232-2736

Re: Review Comments on the Master Planning Guidelines

Dear Ms. Hart: *Jane,*

Per your request at our last GTAC Meeting I would like to offer THPRD's comments on the referenced document. Overall, this is a very good document. Please allow me to share some questions and suggestions which are of concern to us.

1. Do the planning guidelines apply to Local Share Program acquisition and development projects that we financed with Metro funds, or do they just apply to components of the Regional Park System?
2. What is the Regional System? We consider it to be Metro owned sites only, and not local parks. Please clarify further in Section 5.
3. Section 2.B.1 - Please clarify whom this refers to when you state "reviewed, updated and adopted by a governing body....." Is Metro the governing body? Local governments?
4. Section 3.B - Compliance with the 3 year requirement may be too short. We've got the resources to do the planning, but I'm not sure we can make it within that time frame. What about the smaller local governments who don't have the resources? They may not even get off the ground to start the planning process within 3 years.
5. Section 4.A.2.a.1 - We suggest allowing local governments to establish one project advisory committee to study all sites assisted by Metro. Individual committees for each different site will be an administrative nightmare. Please consider allowing standing committees which are currently in place to function in this capacity if desired by the local government (such as our Nature Park or Trails Advisory Committees).  
  
Lastly - Does Metro have the staff, time or interest to be involved in this process? This will be very time consuming.
6. Section 4.A.2.a.5 - Please again clarify who the governing body adopting the plan will be.
7. Section 4.A.2.c - Who defines what is "surplus property" and what is not? Local governments or Metro?
8. Section 5 - Please consider adding the underlined to the following sentence: *The document which formally establishes direction and guidelines for the development, operation, maintenance, management and programming.....greenways.*
9. Section 5 - Please consider adding "Surplus Property" to your list of definitions.

Again, this is a good document. I hope our comments are helpful, and we thank you for the opportunity to express our concerns.

Sincerely,

Stephen A. Bosak, CLP  
Superintendent of Planning & Development

Sent by fax to 797-1797 and mailed on July 8, 1999 (1 page).

Jennifer Thompson's comments on *June 1999 Draft* Functional Plan for Components of the Regional System

General Comments:

Rather than considering each public property independently, the work described in the Parks and Natural Areas Protection Plan should be used to identify parks that are best suited for natural area protection vs. recreation depending on the natural resources at the site, and how the site fits into the regional system.

Recommend developing a policy that prohibits allowing mitigation on public property, unless the impact is to occur on site.

Section 2. A.

Define "formal public use" (i.e. does it include passive recreation/trails/etc.?)

Section 4. A. 2. h.

Specific guidelines and/or performance standards should be developed for this section to ensure consistency and adequate natural resource protection. Issues include protecting/restoring natural vegetation adjacent to streams & wetlands; developing BMPs for park maintenance and operations; leaving snags and downed wood in place in natural areas; providing stormwater management that doesn't impact quality or quantity of runoff into natural water bodies; etc.




Portland Parks and Recreation  
1120 SW Fifth Ave., Ste. 1302  
Portland, Oregon 97204  
Phone (503) 823-PLAY



*Dedicated to enriching  
the lives of citizens  
and caring for  
Portland's natural beauty*

July 19, 1999

**MEMORANDUM**

To: Charlie Ciecko, Parks Director Metro  
From: John Sewell, Chief Planner, Portland Parks   
Subject: Draft Functional Plan for Components of the Regional System, June 1999

Thank you for the opportunity to comment on the June 1999 Draft Functional Plan for the Components of the Regional System, hereafter referred to as the Functional Plan.

First, I want to express my continuing discomfort with how you define a regional parks system, re: "The interconnected system of regionally significant parks, natural areas, open spaces, trails, greenways, for wildlife, fish and people as described in Metro's Regional Framework Plan." I understand that Metro manages part of a regional park system, but does it not have a responsibility as a regional planning agency to plan for a system of parks in the region? It cannot assess and plan for parks, open spaces and recreational opportunities for a piece of the system any more than it can for urban form, housing, or transportation as examples. Portland continues to stress this issue. This is not a new concern about how Metro does its planning. Refer to Charles Jordan's memorandum to Mike Burton, John Fregonese, and Charles Ciecko of July 14, 1997, re "Portland Parks and Recreation Review of Metro's Regional Framework Plan." Our position has not changed, and we do not see that Metro has yet considered assuming its responsibility to plan for a system of parks, open space, and recreational opportunities in the region.

Now let me move on to the specifics of functional planning for the regional system.

**Section 2. Applicability**

We need a fine-grained approach for determining when a master plan is needed, and we may want to include management plans as an alternative. First, a master plan every ten-years is a very rough measure or trigger for undertaking plan updates. Let me give you an example. I believe Waterfront Park could ideally profit from a new master plan. The existing plan is 25 years old, and it would behoove the city to take a fresh look at the park. But it would take, I expect, a two-year effort and probably \$150,000 to do the plan. If we aren't expecting massive changes to the park, if the park's uses and improvements aren't expected to change dramatically in the foreseeable future could Parks justify or would Council approve an expenditure of \$150,000? I think not. The park has a new system of utilities and new management practices, and we will live with this system for the foreseeable future even though a new master plan would be desirable.

Using Waterfront Park as an example, we need refined measures for what may trigger a new master plan. These include: (1) significant degradation or overuse of the park or facility, (2) significant new demands on a park or facility, and (3) plans to invest a significant amount of money in capital improvements. If one or

more of these criteria doesn't apply, a calendar for plan updates seems arbitrary and the need less than apparent.

An option may be to include in Section 2 another plan category. This would be a management plan as an alternative to master plans. Our need to respond to changes in use, condition of the resource, and new regulations (local, state, or federal) could warrant new management plans on a fairly frequent schedule. Our experience is that management plans can be done faster and using fewer resources than full master plans require. And they often address the issues all of us need to be concerned about most frequently: and that is how our parks are managed, how they're maintained, how they're used, and how well we are meeting required regulations. Indeed, appropriately structured a management plan can establish monitoring criteria that could help us decide when a full master plan is required.

#### **Section 4. Master Planning Guidelines**

Article 2 lays out a minimum master planning process. It seems more than minimal if we are discussing regionally significant parks, open spaces, and facilities. Let me provide an example: We followed most of these steps for Woods Park in SW Portland, a habitat site where improvements will be minimal and our major emphasis will be on improved management. For larger, more complex resources, Gabriel Park could be an example; we would see a much more extensive process. You do say your process is the minimum, but it seems more than minimal and would usually prove to be inadequate.

Another question I have, and this may be my confusion over what Metro means by regionally significant parks, is does Metro want to assign staff to planning for all regionally significant parks, open spaces, and facilities whether or not they are owned by Metro? I don't have a problem with this desire to be involved. But I am unclear if this is what is meant or if Metro is interested exclusively in property it owns whether managed by Metro or locally.

Article 2 c.: I don't understand what identifying surplus land and determining alternative use for such property means? Again, as an example, if we are dealing with a park or cohesive piece of property, it uses will either be for active or passive recreation or natural resource protection. If we surplus property, a rare circumstance, it is usually of a stand-alone parcel of land that doesn't have much potential for recreational use or as a natural resource.

Article 2 d.: It may be fine to look at the State Comprehensive Outdoor Recreation Plan (SCORP) in responding to recreation demands, but the SCORP is so general that it has little utility in determining demand for a particular site. An emphasis on existing use, surveys, and public meetings is a much surer avenue for gauging recreational demand.

Again, my major concern is with the emphasis solely on master plans and on a calendar for when they're updated. I believe management plans are a less expensive, flexible way to respond more rapidly to changing conditions and needs, and I believe a calendar is far too arbitrary as a means of deciding when we prepare new plans.

## MEMORANDUM

### CITY OF TIGARD

---

TO: Jane Hart FAX: 797-1797  
FROM: Duane Roberts  
DATE: 7/30/99  
SUBJECT: Proposed Park System Master Plan Guidelines

I have reviewed a copy of the June 1999 draft of the functional plan for parks and open space.

In general, the proposed guidelines reflect a traditional approach to park and open space master planning and do not appear to impose an undue burden on park providers.

We recently completed a planning process similar to the one you have laid out for a parcel located within the Tigard portion of the regional system. The only glitch in the process was the relatively high cost of consultant services.

The three-year compliance period appears to provide ample time for completing the required planning work. However, provision should be made for extensions of time under appropriate circumstances.

Would appreciate your comments on the following: Does the definition of formal public use include a trail traversing a portion of a regional component, when the trail alignment was developed through a formal master plan process with public participation?

~~JUNE~~AUGUST 1999 DRAFT

FUNCTIONAL PLAN  
FOR  
COMPONENTS OF THE REGIONAL SYSTEM

Title \_\_\_\_: MASTER PLANNING FOR PUBLICLY  
OWNED COMPONENTS OF THE REGIONAL SYSTEM  
OF PARKS, OPEN SPACES, NATURAL AREAS, TRAILS  
AND GREENWAYS

**Section 1. Intent**

Establish master planning guidelines that assure:

- a. a level of consistency and continuity in the development of master plans for publicly owned components of the Regional System.
- b. consistent management, development and operation of publicly owned components of the Regional System.
- c. protection of natural resources on publicly owned components of the Regional System.

**Section 2. Applicability**

A. This Title applies to publicly owned components of the Regional System where formal public use is occurring or expected to occur in the future and:

1. A master plan does not exist.
2. ~~A change in use, expansion in use or a new public use is being proposed to~~ A ~~an existing~~ master plan exists but that was adopted or updated by a governing body ~~10 years or more~~ prior to the effective date of this Title.
3. A master plan or master plan update was completed but not formally adopted by a governing body.

- B. This Title does not apply to publicly owned components of the Regional System when:
1. Master plans have been reviewed, updated and adopted by a governing body ~~within 10 years~~ prior to the effective date of this Title.
  2. A local park master plan has been adopted pursuant to Oregon Administrative Rule (OAR) 660, Division 34, section 0040, for amending an acknowledged comprehensive plan and zoning ordinance to implement a local park master plan.
  3. Master plans for state owned park lands have been adopted pursuant to OAR 660, Div. 34, sections 0000-0035.
  4. Lands are owned by the Federal government and Metro has no jurisdiction.

### **Section 3. Implementation Alternatives for Cities and Counties and State**

- A. Managers of publicly owned components of the Regional System shall comply with this Title by:
1. Initiating and completing a park master planning process which addresses the guidelines in section 4 of this Title prior to the development of facilities that support formal public use of the site.
- Or
2. Updating an existing park master plans ~~which have not been reviewed that was adopted~~ by a governing body ~~within ten years of prior to~~ the effective date of this Title when a change in use, expansion in use or a new public use is being proposed. ~~the effective date of this Title.~~ Updated master plans will address the master planning guidelines in section 4 of this Title.

Or

3. Demonstrating that a local park master plan was prepared and adopted pursuant to OAR 660, Div. 34, section 0040.

Or

4. Demonstrating that a master plan for state owned park land was prepared and adopted pursuant to OAR 660, Div. 34, sections 0000-0035.
- B. Managers of publicly owned components of the Regional System that are open to formal public use at the effective date of this Title, shall demonstrate compliance of those components with the provisions of this Title within three (3) years of the effective date of this Title.
- C. Any variation to a master plan adopted pursuant to this Title shall be incorporated by an amendment process. Amended master plans shall be consistent with the master planning guidelines in section 4 of this Title, be publicly noticed and be adopted by the same governing body that adopted the master plan.

#### **Section 4. Master Planning Guidelines**

##### **A. Master Planning Guidelines**

1. The purpose of these guidelines is to assure a level of consistency in the management of components of the Regional System for the protection of fish, wildlife, botanic, scenic and cultural values and the provision of primarily natural resource dependent recreation and education opportunities.
2. In developing a master plan, managers of components of the Regional System shall conform to the following guidelines:
  - a. **Provide Meaningful Public Involvement**  
At a minimum the master planning process shall include:
    1. Establishment of an independent project advisory committee that includes but is not limited to representatives of park constituents, Metro Regional Parks and Greenspaces, relevant resource / planning / regulatory agencies, general public,

and local park advisory board members, or other appropriate stakeholders.

2. Creation of a project mailing list and notification to interested citizens about project information.
3. Delivery of at least two public workshops.
4. Publication of a draft master plan for public comment and review. Public review period shall last not less than 3 weeks.
5. Formal adoption by the appropriate governing body.

b. Assure Resource Protection

1. Inventory Existing Site Conditions in context of the surrounding landscape and the overall Regional System. At a minimum, describe and map existing conditions including natural, cultural, scenic, and recreational resources, ownership, zoning, land use regulations, topography, infrastructure and easements. If applicable, "existing conditions shall also include park facilities, visitation, budgetary and operations information.
2. Assess the occurrence, value and sensitivity of the site's natural, cultural, recreational and scenic resources.
3. Identify strategies to protect and / or enhance natural and cultural resource values
4. Identify and evaluate issues and needs and constraints and opportunities.
5. Identify management practices to protect natural, cultural and scenic resources from inappropriate use and development.
6. Identify strategies to avoid or mitigate significant impacts from adjacent land uses on site uses, facilities and resources.
7. Identify strategies to avoid or mitigate significant impacts from park use on adjacent lands.

c. Identify Surplus Property

Identify lands that are surplus to the needs of the master plan and recommendations for alternative use.

- d. Respond to Regional Recreation Demands and Trends  
Master plans will be responsive to recreation demands and trends identified in the State Comprehensive Outdoor Recreation Plan (SCORP).
- e. Identify Appropriate Public Uses and Activities  
Provide appropriate natural resource based recreation, education, interpretive and stewardship opportunities and related facilities at the site.
  - 1. Identify a preferred range of public opportunities.
  - 2. Identify and locate necessary site improvements to support preferred public uses.
- f. Achieve Land Use and Zoning Compatibility  
Master Plan must be compatible with relevant statewide goals and laws and the relevant sections of local comprehensive plans and zoning codes.
- g. Produce Master Plan Document  
At a minimum master plan document shall include sections on:
  - 1. Existing conditions
  - 2. Issues and Needs
  - 3. Resource Protection and Management
  - 4. Recommended public uses and activities
  - 5. Recommended site improvements
  - 6. Implementation
  - 7. Public Involvement
- h. Adoption
  - 1. Present draft master plan document to parks advisory board, if applicable, and appropriate governing body for approval and adoption.
  - 2. Provide Metro with a copy of the adopted master plan.



## Section 5: Definitions<sup>1</sup>

**Formal Public Use** – Public access and use is intentionally provided and managed by a park provider. Necessary site improvements are present to support preferred public uses.

**Governing Body** – The official decision making body for a local jurisdiction, park district or land owning agency.

**Master Plan** – The document which formally establishes direction for the development, operation, maintenance, management and programming for specific units of land assembled as part of the Regional System of parks, open space, natural areas, trails, and greenways.

**Natural resource based recreation** – Recreation activities which require a specific natural resource, or are customarily pursued in a predominately natural setting. Examples include, but are not necessarily limited to picnicking, camping, fishing, hiking, wildlife viewing and boating.

**Regional Component** – An individual park, natural area, open space, trail or greenway that is part of the overall landscape identified to be included in the Regional System.

**Regional System** – The interconnected system of regionally significant parks, natural areas, open spaces, trails, greenways, for wildlife, fish and people as described in Metro's Regional Framework Plan.

**Surplus Property** – Property within the master planning study area that is not needed to satisfy goals of the master plan.

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<sup>1</sup> Definitions based on Greenspaces Master Plan and Park Planning Guidelines 3<sup>rd</sup> Edition (NRPA 1997)




## Open Space and Project Management Department

### Memorandum

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**To:** Members of GTAC

**From:** Deborah Lev, Natural Resources Coordinator 

**Subject:** Comments on Master Planning Guidelines, August 1999 Draft

**Date:** October 13, 1999

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I missed the discussion at the last meeting so some of these issues may already have been beaten to the ground, but here are some thoughts on the current proposed language and how it reads, from the perspective of managing public natural areas in Lake Oswego.

In general, we find these requirements too specific. We would rather allow more leeway to local jurisdictions to devise appropriate planning procedures. Another concern is the assumption that local governing bodies have adopted all park plans. Since this has not been done in Lake Oswego, the effect would be to require master plans for all currently used parks and open spaces that become part of the regional system. This is a burden no local provider can assume.

#### Section 1 Intent

Protection of resources (c) should be the primary concern. Consistency in master planning (a) may be desirable but guidelines for resource management are more important than master planning guidelines. Consistency in development and operation (b) may not be possible and may not even be desirable. Certainly there is a place in the regional system for public lands with active interpretive programs and facilities and public lands with little-used trails and no regular maintenance.

#### Recommendation:

Put (c) first.

Delete (b) or refer only to "*consistent resource management*"

#### Section 2 Applicability

Many areas which may well be identified as part of the regional system are the "undeveloped" sections of more formal parks. Master plans for these parks have not been adopted by a governing body. The proposed language would therefore dictate that almost every park in the City fall under these guidelines, requiring a master plan within three years.

#### Recommendation:

Change A. 3. To: *A master plan or management plan is not currently in use.*

### **Section 3 Implementation alternatives**

Three years is too short to address a large number of existing holdings without formal master plans. (see section 2 comments) Three years with an extension option seems appropriate to open new lands for formal public use.

#### Recommendation:

3. B. If Section 2. A. is not changed, allow more time than 3 years

3. C. Change "Any variation" to: Any *major* variation

### **Section 4 Master Planning Guidelines**

4 A. 2. Requirements are too specific to accomplish the purpose of A. 1.. Advisory committee make-up, number of public workshops and the length of the public comment period do not assure consistent management of natural resources.

#### Recommendation

4. A. 2. a. 1.

Inclusion of regulatory agencies and Metro should not be required if their participation cannot be assured. Require that Metro and regulatory agencies be notified of master planning efforts, allowing their participation. Appropriate regulatory agencies should be listed.

4. A. 2. a. 3. Delete.

4. A. 2. a. 4. Delete public review period requirement.

4. A. 2. a. 5. Change to : *Formal adoption as determined by local jurisdiction.*

4. A. 2. b.

I agree with USFWS (comment 10 August 11, 1999 list) that specific guidelines for resource management should be developed. In addition to those listed, I would add use of herbicides/pesticides, invasive species control, use of impervious surfaces.

4. A. 2. c.

Perhaps the identification of "surplus land" is more relevant to Metro's own bond measure purchased properties, which may include houses and other facilities, than for most locally managed sites. I would rather not see this requirement as it may bring up the issue of developing sections of open spaces that could be managed for passive recreation or enhanced as resource buffers.

#### Recommendation

Delete this section

4. A. 2. h. 1.

#### Recommendation

Change to: *Present draft master plan document for approval and adoption as determined by local jurisdiction.*

~~AUGUST~~ OCTOBER 1999 DRAFT

**FUNCTIONAL PLAN  
FOR  
COMPONENTS OF THE REGIONAL SYSTEM**

**Title \_\_\_\_: MASTER PLANNING FOR PUBLICLY  
OWNED COMPONENTS OF THE REGIONAL SYSTEM  
OF PARKS, OPEN SPACES, NATURAL AREAS, TRAILS  
AND GREENWAYS**

**Section 1. Intent**

Establish master planning guidelines that assure:

- a. a level of consistency and continuity in the development of master plans for publicly owned components of the Regional System.
- b. consistent management, development and operation of publicly owned components of the Regional System.
- c. protection of natural resources on publicly owned components of the Regional System.

**Section 2. Applicability**

- A. This Title applies to publicly owned components of the Regional System where formal public use is occurring or expected to occur in the future and:
  1. A master plan does not exist.
  2. A change in use, expansion in use or a new public use is being proposed to an existing master plan that was adopted or updated by a governing body prior to the effective date of this Title.
  3. A master plan or master plan update was completed but not formally adopted by a governing body.

- B. This Title does not apply to publicly owned components of the Regional System when:
1. Master plans have been reviewed, updated and adopted by a governing body prior to the effective date of this Title.
  2. A local park master plan has been adopted pursuant to Oregon Administrative Rule (OAR) 660, Division 34, section 0040, for amending an acknowledged comprehensive plan and zoning ordinance to implement a local park master plan.
  3. Master plans for state owned park lands have been adopted pursuant to OAR 660, Div. 34, sections 0000-0035.
  4. Lands are owned by the Federal government and Metro has no jurisdiction.

### **Section 3. Implementation Alternatives for Cities and Counties and State**

- A. Managers of publicly owned components of the Regional System shall comply with this Title by:
1. Initiating and completing a park master planning process which addresses the guidelines in section 4 of this Title prior to the development of facilities that support formal public use of the site.
- Or
2. Updating an existing park master plan that was adopted by a governing body prior to the effective date of this Title when a change in use, expansion in use or a new public use is being proposed. Updated master plans will address the master planning guidelines in section 4 of this Title.
- Or

3. Demonstrating that a local park master plan was prepared and adopted pursuant to OAR 660, Div. 34, section 0040.

Or

4. Demonstrating that a master plan for state owned park land was prepared and adopted pursuant to OAR 660, Div. 34, sections 0000-0035.

*shall document the status of each component of RS.*

At the effective date of this Title, ~~Managers~~ of publicly owned components of the Regional System ~~that are open to formal public use at the effective date of this Title~~, shall demonstrate compliance of these components with the provisions of this Title ~~when the following conditions exist: within three (3) years of the effective date of this Title.~~

1. The natural resources of a site are degraded;
2. inappropriate uses are occurring on the site;
3. There is a change in use, expansion in use or a new public use is being proposed;
4. jurisdiction receives regional system funding for planning and development of component of the Regional System;

Any major variation to a master plan adopted pursuant to this Title shall be incorporated by an amendment process. Amended master plans shall be consistent with the master planning guidelines in section 4 of this Title, be publicly noticed and be adopted by the same governing body that adopted the master plan.

#### Section 4. Master Planning Guidelines

##### A. Master Planning Guidelines

1. The purpose of these guidelines is to assure a level of consistency in the management of components of the Regional System for the protection of fish, wildlife, botanic, scenic and cultural values and the provision of primarily natural resource dependent recreation and education opportunities.
2. In developing a master plan, managers of components of the Regional System shall conform to the following guidelines:

a. Provide Meaningful Public Involvement

At a minimum the master planning process shall include:

1. Establishment of an ~~independent~~ project advisory committee for the purpose of bringing stakeholder perspectives to the review and development of the master planning process and products. A project advisory committee should ~~that~~ includes but is not be limited to representatives of park constituents, Metro Regional Parks and Greenspaces, relevant natural resource ~~/planning/~~ regulatory agencies, general public, and local park advisory board members, local planning agencies and ~~or~~ other appropriate stakeholders. If preferred, an existing park advisory committee may be used for ~~the same~~ purpose.

*special interest groups*

*this*

2. Creation of a project mailing list and notification to interested citizens about project information. ~~It is important to involve as many interested public citizens and natural resource regulatory agencies as possible.~~

~~is important to involve as many interested public citizens and natural resource regulatory agencies as possible.~~

3. Delivery of at least two public workshops.
4. Publication of a draft master plan for public comment and review. Public review period shall last not less than 3 weeks.
5. Formal adoption by the appropriate governing body.

b. Assure Resource Protection

1. Inventory existing site conditions in context of the surrounding landscape and the overall Regional System. At a minimum, describe and map existing conditions including natural, cultural, scenic, and recreational resources, ownership, zoning, land use regulations, topography, infrastructure and easements. If applicable, "existing conditions shall also include park facilities, visitation, budgetary and operations information.

*It is the intent of this provision to encourage the greatest possible public involvement in decision making. If comp of the regional system*

2. Assess the occurrence, value and sensitivity of the site's natural, cultural, recreational and scenic resources.
  3. Identify strategies to protect and / or enhance natural and cultural resource values
  4. Identify and evaluate issues and needs and constraints and opportunities.
  5. Identify management practices to protect natural, cultural and scenic resources from inappropriate use and development.
  6. Identify strategies to avoid or mitigate significant impacts from adjacent land uses on site uses, facilities and resources.
  7. Identify strategies to avoid or mitigate significant impacts from park use on adjacent lands.
- c. **Identify Surplus Property**  
Identify lands that are surplus to the needs of the master plan and recommendations for alternative use.
- d. **Respond to Regional Recreation Demands and Trends**  
Master plans will be responsive to recreation demands and trends identified in the State Comprehensive Outdoor Recreation Plan (SCORP).
- e. **Identify Appropriate Public Uses and Activities**  
Provide appropriate natural resource based recreation, education, interpretive and stewardship opportunities and related facilities at the site.
1. Identify a preferred range of public opportunities.
  2. Identify and locate necessary site improvements to support preferred public uses.
- f. **Achieve Land Use and Zoning Compatibility**  
Master Plan must be compatible with relevant statewide goals and laws and the relevant sections of local comprehensive plans and zoning codes.



- g. **Produce Master Plan Document**  
At a minimum master plan document shall include sections on:
  - 1. Existing conditions
  - 2. Issues and Needs
  - 3. Resource Protection and Management
  - 4. Recommended public uses and activities
  - 5. Recommended site improvements
  - 6. Implementation
  - 7. Public Involvement
- h. **Adoption**
  - 1. Present draft master plan document to parks advisory board, if applicable, and appropriate governing body for approval and adoption.
  - 2. Provide Metro with a copy of the adopted master plan.

## **Section 5: Definitions<sup>1</sup>**

**Formal Public Use** – Public access and use is intentionally provided and managed by a park provider. Necessary site improvements are present to support preferred public uses.

**Governing Body** – The official decision making body for a local jurisdiction, park district or land owning agency (or their formal designee).  
When two agencies share management responsibility for a publicly owned component of the regional system, both may need approval from their respective governing bodies (or their formal designees).

**Major Variation** – A change in use, expansion in use, or a new public use being proposed to an existing master plan.

**Master Plan** – The document which formally establishes direction for the development, operation, maintenance, management and programming for

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<sup>1</sup> Definitions based on Greenspaces Master Plan and Park Planning Guidelines 3<sup>rd</sup> Edition (NRPA 1997)

specific units of land assembled as part of the Regional System of parks, open space, natural areas, trails, and greenways.

*for example*

**Natural Resource Regulatory Agency** – An agency that administers regulatory environmental protection programs including such as US Fish and Wildlife (USFWS), Oregon Department of Fish and Wildlife (ODFW), National Marine Fisheries Service (NMFS), Army Corps of Engineers (ACOE), Division of State Lands (DSL), Department of Environmental Quality (DEQ), Bureau of Environmental Services (BES), ~~Natural Resources Conservation Service (NRCS)~~

**Natural resource based recreation** – Recreation activities which require a specific natural resource, or are customarily pursued in a predominately natural setting. Examples include, but are not necessarily limited to picnicking, camping, fishing, hiking, wildlife viewing and boating.

*special interest group*

**Project Advisory Committee** – *specifically* A ~~newly~~ created review committee designated by a jurisdiction whose purpose is to bring stakeholder perspectives to the review and development of site specific master planning processes and products. Committee membership should include but not be limited to representatives of park constituents, Metro Regional Parks and Greenspaces, natural resource regulatory agencies, general public, local park advisory board members, local planning agencies and other appropriate stakeholders.

**Regional Component** – An individual park, natural area, open space, trail or greenway that is part of the overall landscape identified to be included in the Regional System.

**Regional System** – The interconnected system of regionally significant parks, natural areas, open spaces, trails, greenways, for wildlife, fish and people as described in Metro's Regional Framework Plan.

**Surplus Property** – Property within the master planning study area that is not needed to satisfy goals of the master plan.



METRO

## MEMORANDUM

DATE: September 29, 1999  
 TO: GTAC Members  
 FROM: Charlie Ciecko, Chair, GTAC *CC*  
 RE: MPAC Subcommittee on Local Parks

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The Regional Parks and Greenspaces planning staff made a presentation to Metro's Policy Advisory Committee (MPAC) on Wednesday, September 22, 1999 regarding the status of work on implementation of Chapter 3 of the Regional Framework Plan. In advance of the September 22 meeting, citizen member, Jim Zehren submitted a resolution to MPAC regarding the role of Metro in local park level of service standards. Please find attached, the memo and resolution, as well as letters commenting on the proposal for your information.

Following the department's presentation, there was a lively discussion among MPAC members about the Regional Framework Plan policies and Zehren's proposal. The discussion resulted in the formation of an MPAC Subcommittee on Local Parks, charged with developing a recommendation for further MPAC consideration. The subcommittee is scheduled to meet on Oct. 6, 1999. Please see enclosed agenda for details.

Jim Zehren will chair the sub-committee. Members of MPAC who volunteered to participate in the subcommittee included:

- Commissioner Dan Saltzman, City of Portland
- Councilor David Ripma, City of Troutdale
- Councilor Tom Lowrey, City of Lake Oswego
- Chuck Petersen, Special Districts of Clackamas County
- Mayor Charles Becker, Gresham
- Mark Knudsen, Tualatin Hills Parks and Recreation
- Rebecca Reed, Citizen, Washington County

Please take the time to read the proposal and minutes of the MPAC discussion. We have scheduled time at the October GTAC meeting (October 13, 1999 at Oswego Heritage House, downtown Lake Oswego) in order to answer questions and provide additional information. If you have questions in the meantime, please feel free to call me (797-1843) or Heather Nelson Kent (797-1739) and we would be happy to discuss.

# JAMES A. ZEHREN

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email jazehren@stoel.com

September 15, 1999

Metro Policy Advisory Committee  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

**Re: Motion to Address (i) Parks and Natural Areas Protection Plan, (ii) Metro Inventory of Non-Regional Parks, Recreation Areas, and Open Spaces and (iii) New Parks Title For *Urban Growth Management Functional Plan***

Dear Fellow Members of MPAC:

I am writing to urge your support for the attached motion which I propose to introduce at the September 22, 1999 (next) meeting of MPAC relating the parks topics on our agenda. I have prepared the motion in response to the *Parks and Natural Areas Protection Plan/Phase II - FY 1999-2000* document by Metro staff that was included in the meeting packet for our August 25, 1999 MPAC meeting. A copy of that document, with my markups, is attached as EXHIBIT A.

**The Problem Isn't What the Staff Work Plan Includes; The Problem Is What the Staff Work Plan *Doesn't* Include**

In reviewing the *Parks and Natural Areas Protection Plan/Phase II - FY 1999-2000* document, and as indicated by my markups on it, I was very disappointed to see that the work plan provides for a "protection plan" focused only on Metro's preservation of "natural areas" that are of "regional scale". As I wrote in my August 27, 1999 letter to our chair, Mayor Ogden, that is very different from a work plan that will result in a "functional plan" focused on Metro's, local governments', and special districts' combined efforts to maintain and add the complete spectrum of active and passive parks, recreation areas, and natural areas at the neighborhood, community, *and* regional levels.

To be clear, in my view the problem with the *Parks and Natural Areas Protection Plan/Phase II* staff work plan is not what it advocates, namely the preparation of a "protection plan" for regional-scale natural areas. I am all for that work, and strongly support it. The

problem with the *Parks and Natural Areas Protection Plan/Phase II* staff work plan rather is what it does *not* advocate, which is a true "functional plan" effort to ensure that the jurisdictions in this region adequately provide the local *and* regional parks and related public lands needed to maintain our quality of life as we densify and urbanize.

### **MPAC and the Metro Council Have A History On This Issue**

I am particularly sensitive to this issue because I have participated in MPAC's work related to this subject since MPAC was created--and as a member of RPAC (Regional Policy Advisory Committee) before that--work which resulted in certain important and highly relevant parks-related provisions in the *RUGGOs*, in the *Regional Growth Concept*, and in the *Regional Framework Plan*.

Attached as EXHIBIT B is a summary I prepared two years ago of excerpts from the *RUGGOs* and from the *Regional Growth Concept* which document the importance of parks, open space, and related public lands in this metropolitan area's planning and growth management effort. I encourage you to examine EXHIBIT B yourself, but note the following items that stand out:

- "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 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." *RUGGO Objective 15 Planning Activity 1*.
- "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*.
- "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*.

- "Local jurisdictions are encouraged to establish acres of open space per capita 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.*

As to the *Regional Framework Plan*, during its formulation in the fall of 1997 there was considerable discussion at an MPAC subcommittee and at MPAC regarding the need to follow through on the above provisions of the *RUGGOs* and *Regional Framework Plan*. Attached as EXHIBIT C is a copy of the relevant portion of the MPAC meeting minutes for October 22, 1997 (see item 5.1 beginning on page 3). As you can read in those meeting minutes, although there was no resolution of the underlying regional-local policy issues, there was agreement that the underlying regional-local policy issues should be addressed in a parks functional planning process to be initiated after adoption of the *Regional Framework Plan*. MPAC's recommendation to that effect was subsequently approved by the Metro Council, resulting in certain parks-related language in the final *Regional Framework Plan* as formally adopted.

Attached as EXHIBIT D is a copy of the relevant portion of Chapter 3 of the *Regional Framework Plan*. As you can read, explicit references are made in subsections 3.5.2 and 3.5.8 to a "functional plan" to be adopted for parks. Subsections 3.5.2 and 3.5.8 merit repeating here:

"3.5.2 Pending adoption and implementation of a *function plan* referenced in section 3.5.8, Metro shall encourage local governments to (I) adopt level of service standards for provision of parks, open spaces, natural areas, trails, and recreation facilities in their local comprehensive plans and (II) locate and orient such parks, open space, natural areas, trails, etc., to the extent practical, in a manner which promotes non-vehicular access. '*Level of service standards*' means: a formally adopted, measurable goal or set of goals related to the provision of parks and recreation services, based on community need that could include but not be limited to: 1) park acreage per 1,000 population; 2) park facility type per 1,000 population; 3) percentage of total land base dedicated to parks, trails and open spaces; 4) spacial distribution of park facilities." (Emphases added.)

"3.5.8 Metro, in cooperation with local governments shall develop a *functional plan* which establishes the criteria which local governments shall address in adopting a locally determined '*level of service standard*.' The functional plan shall also establish 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 shall apply to the portion of the region within the Urban Growth Boundary and the urban reserves within Metro's jurisdiction when urban reserve concept plans are approved." (Emphases added.)*

The point is this: MPAC and the Metro Council have been down this road before. At that time the decision was made to prepare a "functional plan" for parks. Metro should follow through on that decision. Although the "functional plan" for parks now logically should probably be in the form of a new title in the UGMFP, rather than a new free-standing functional plan per se, Metro should not back away from this important work however it be formulated.

### **It Is More Important Than Ever For Metro to Address Local Parks Issues**

The reasons for a functional plan approach for parks are just as valid today as they were in December 1997—in fact, there are even more reasons. The policy justifications are addressed in part in the *RUGGOs* and the *Regional Growth Concept*. In addition, I must continue to ask: Of all the attributes of this special place called the Portland metro area in this special state called Oregon, isn't its being *green* the most compelling? As such, if there is any attribute of this region that we should strive to protect in our planning and growth management efforts, shouldn't it be to retain how *green* this place is?

Isn't it ironic, then, that although we have seen fit to take action through the UGMFP to establish *regional* goals, standards, and performance measures for *local* housing density, and *local* employment density, and *local* parking, and *local* urban streambeds and flood management areas, and *local* retail space in employment and industrial areas, and *local* street design and connectivity, and *local* transportation system performance, we have not taken action at the *regional* level to address *local* parks, recreation areas, and open space? Of all policy areas for us to back away from, why in the world should it be that one?

We all hear from citizens, all the time, I am sure, of their rising concerns about the loss of the *greenness* around them as infill and new development occur in this region. I know that I do. Part of the consequence of this rising concern is an increasing skepticism and even hostility toward Metro and its 2040 plan: e.g., "2040 means density". And as our density-favoring policies continue to have effect, and as the market itself increasingly trends in that direction, this concern and the related skepticism and hostility will not go away. For this reason, I genuinely fear that unless Metro acts soon and in a high visibility way to give the region's citizens some of the "good stuff" (parks, urban amenities, etc.) so as to make the increasing densities not only palatable but desirable, we may lose our entire regional planning effort and even our regional government to a citizen revolt. For this fundamental reason, I

believe, we must commit ourselves as a region to forcefully address this local parks issue so that "2040 means density" becomes "2040 means density but also parks".

To be sure, local governments and special districts historically have had difficulties in funding their parks capital and maintenance programs. But all the more reason to bring regional attention and pressure to bear on this issue! Local jurisdictions need the same kind of regional support--and, frankly, regional requirements--in this policy area as they do in all the other policy areas that Metro has addressed in the UGMFP. Let Metro take the heat, it's used to it; and, ultimately, I have no doubt that this is a winning issue for Metro with the region's voters. So let's figure out *as a region* the best regulatory, funding, and partnering tools to get the local parks job done. Let's find out *as a region* what has worked well elsewhere in the United States or even in other countries. And, by all means, since we do not seem to know, let's find out *as a region* how well we are doing at maintaining an adequate system of local parks, recreation areas, and open spaces as this metropolitan area continues to develop and redevelop pursuant to our regional plan.

#### **Local Governments and Special Districts Should Not Be Left To Take On Alone the Politically Difficult and Important Local Parks Issue**

We shouldn't continue to let our local jurisdictions struggle with this problem and fight this fight on their own. It was difficult even for the City of Portland to adopt a parks systems development charge because of special interest opposition; the amount of the City's parks systems development charge is lower than first proposed, and there still is no parks system development charge for commercial and industrial development in the City. And need we ask how easy it has been for the Tualatin Hills Parks & Recreation District to implement its new systems development charge, given that the District lowered the amount of its proposed charge under pressure from groups such as the Home Builders Association of Metropolitan Portland and then ended up being sued by that organization anyway? What are other local jurisdictions and parks districts likely to do in the face of those kinds of pressures? This is too important and too difficult an issue for local jurisdictions to take on alone,

All things considered, Metro should address this local parks issue as a key element of this metro area's regional approach to growth. In this vein, there are reasons why the program for the National Conference on Regional Strategies scheduled for October 1999 in Tennessee includes a session on parks and open space, which it labels "the regional 'lifeblood'", and describes the importance of the subject as follows:

"Open space is a key regional asset which must be conserved, due not only to its environmental value, but also to the variety of programs and services carried out through parks, and their role as a major economic development engine with rising property values and tourist attraction."



And there are reasons why Metro's own former chief growth management planner, John Fregonese, in describing what he has learned about the most important things Oregonians want in their cities, said the following in a speech to the City Club of Portland on July 30, 1999:

"Open space near high density. One of the consistent things that we hear [is] people hate high density when it's all crammed together, when there's no parks, there's no greenery. Just 'cause we're moving from the farm into the city, just 'cause we're giving up symbolic agriculture, doesn't mean we're lost our love of nature. That nature has to be close by, it has to be something you can see, and touch, and smell during the day. If you look at northwest Portland, I mean right there with Forest Park, that's kind of an ideal. Certainly even downtown with the Park Blocks."

#### Summary Conclusion

Metro needs to get involved in the local parks issue, for the same reasons it has needed to get involved in the other local issues on which it has done so much important work. The issue needs to be sorted through regionally and then implemented regionally and locally, just as MPAC and the Metro Council decided in December 1997 and just as the *RUGGOs* and the *Regional Framework Plan* require. How the details should be worked out and how the tough decisions should be made is precisely what the functional planning process should be all about. We have struggled with those kinds of details before, and fought those kinds of fights before, regarding other policy areas. We can do it regarding parks, too. And we must do it, if we are going to be successful in maintaining the quality of life in this region and the viability of our regional planning effort. Let's get on with it.

I urge your support on this important issue.

Very truly yours,



James A. Zehren

JAZ:jao

Enclosures

cc (w/encls): The Hon. Mike Burton  
The Hon. Metro Councilors  
Ms. Elaine Wilkerson  
Mr. Charles Ciecko

**ZEHREN MOTION RE: (I) PARKS AND NATURAL AREAS PROTECTION PLAN,  
(II) METRO INVENTORY OF NON-REGIONAL PARKS, RECREATION AREAS,  
AND OPEN SPACES AND (III) NEW PARKS TITLE FOR URBAN GROWTH  
MANAGEMENT FUNCTIONAL PLAN**

MPAC recommends to the Metro Council and the Executive Officer the following, for the following purposes:

1. That Metro proceed with preparation of the *Parks and Natural Areas Protection Plan* as proposed by Metro staff.

*The purpose of this Protection Plan is to further implementation of the Metropolitan Greenspaces Master Plan.*

2. That, in addition, Metro work in consultation with local governments and involved special districts to establish a system for determining and monitoring, on a regular periodic basis, the inventory of neighborhood, community, and other parks, recreation areas, and open spaces of less than regional scale that exist in the various urban design types within the Urban Growth Boundary.

*The purpose of this inventory is for Metro to be able to determine and monitor the extent to which non-regional parks, recreation areas, and open spaces are being maintained and added as higher density refill and new urbanization occur, consistent with the provisions of the RUGGOs, Regional Growth Concept, and Regional Framework Plan.*

3. That, in addition, Metro work in consultation with MPAC to prepare and adopt, by a specific date to be determined, a new title of the *Urban Growth Management Functional Plan* (UGMFP) which (i) establishes--as goals, objectives, standards, targets, or other agreed measures--minimum amounts of land to be set aside in local jurisdictions or involved special districts for parks, recreation areas, and open spaces of less than regional scale in the various urban design types, as refill and new urbanization occur within the Urban Growth Boundary, and (ii) allows local jurisdictions and involved special districts maximum flexibility in determining the means and methods for achieving the agreed minimums. Such means and methods could include but would not be limited to such established approaches as fee acquisition, purchase of development rights, joint parks-school programs, joint public-private

partnerships, mandatory dedication of portions of land being developed, mandatory payment of money in lieu of dedication, system development charges, bond measures, special levies, and other approaches to be determined by the local jurisdictions or involved special districts.

*The purpose of this new title of the UGMFP is to give to the achievement of agreed minimums of non-regional parks, recreation areas, and open space within the UGB the same priority as the achievement of the agreed goals for the other non-regional activities and facilities currently set out in the UGMFP, including: (i) housing density, (ii) employment density, (iii) parking, (iv) urban streambeds and flood management areas, (v) retail space in employment and industrial areas, (vi) street design and connectivity, and (vii) transportation system performance. Without Metro action to assure achievement of agreed minimums of non-regional parks, recreation areas, and open spaces within the UGB, implementation of the RUGGOs, Regional Growth Concept, and Regional Framework Plan will be at risk.*

## PARKS AND NATURAL AREAS PROTECTION PLAN PHASE II – FY 1999-2000

**Goal:** To protect plant and wildlife biodiversity and provide citizens access to nature.

**Objectives:**

- To inventory, analyze, map and protect an interconnected system of parks, natural areas, trails and greenways for fish, wildlife and people.
- To adopt a Parks and Natural Areas Protection Plan (Metro functional plan) that will consist of regulatory and non-regulatory tools to protect the system. Regulatory tools include Goal 5, title 3 and other related regulatory measures. Non regulatory tools include acquisition, conservation easements, education and other appropriate tools.

1  
NOT  
A  
FUNCTIONAL  
PLAN!

**Policy Background:**

Chapter 3 of the Regional Framework Plan gives Metro the policy direction to continue pursuing the goals of the Metropolitan Greenspaces Master Plan by developing a Parks and Natural Areas Protection Plan. The Plan will be implemented using regulatory and non-regulatory standards, guidelines and recommendations for protecting regionally significant sites, corridors and trails, and by developing a plan to finance the protection and management of regional sites.

**Project Background:**

The project has been divided into three phases. This outlines the highlights of Phase II of a three-year project.

**Phase I:** In Phase I, (FY 1998-99), the Metro Regional Parks and Greenspaces staff worked with the Greenspaces Technical Advisory Committee (GTAC) to identify a planning boundary, initiate an inventory of parks and natural areas inside that boundary, and to develop a compendium of regulatory and non-regulatory policies used locally, nationally and internationally to protect natural resources. Metro's consultants are using satellite imagery, in conjunction with aerial photo-interpretation, to map the forest canopy, land cover, land use and natural areas inside the planning boundary.

**Phase II:** In Phase II, (FY 1999-00), products will be developed and reviewed by Metro staff and a technical team consisting of GTAC members, non profit, state and federal natural resource agencies (among others). These products will be reviewed by the following:

- Technical groups such as GTAC and Goal5 technical committee, if appropriate
- Policy bodies such as Metro Policy Advisory Committee and Metro Council
- Public groups, including Metro citizen advisory committees and the general public.

The Metro Council adopts the Regional System Map by resolution.

**Phase III:** In Phase III, (FY 2000-01), public workshops will be conducted for four to five "pilot" areas identified in the Regional System Map. These workshops will test application of regulatory and non-regulatory tools for protecting regional system components. The results

Parks  
Spaces?

65

generated through these workshops and Phase II products will provide the basis for the Parks and Natural Areas Protection Plan (Metro functional plan).

### Tasks/ Products/Timelines for Phase II

#### **Task 1: Review the policy compendium document.**

Metro staff and the technical team will highlight the results of the policy compendium and other policy related recommendations from the Regional Goal 5 workshops to identify preferred strategies for protecting natural resources in the Portland Metropolitan area.

- **Product:** A technical document recommending a range of regulatory and non-regulatory strategies for protecting regionally significant natural resources.
- **Timeline :** July - November, 1999

#### **Task 2: Review and analyze natural area maps for habitat-wildlife relationships.**

Metro Parks and Greenspaces, United States Fish and Wildlife (USFWS), Oregon Department of Fish and Wildlife (ODFW) and the Oregon Natural Heritage Program will map natural areas with high habitat value and associated potential presence of wildlife. USFWS and ODFW are funding this task with Metro providing base maps and technical assistance.

- **Product:** GIS map layers identifying at-risk wildlife species habitat within the regional boundary study area, including areas that aid in supporting viable populations and/or provide linkages to other habitat and a report summarizing the methods used to accomplish the process.
- **Timeline:** August – November, 1999

#### **Task 3: Define and map existing regionally significant natural areas, open spaces, trails, corridors and parks.**

Using existing definitions of "regionally significant" from the Greenspaces Master Plan, "regionally significant sites" will be mapped. In addition, the definition of "regionally significant" will be refined and new areas will be mapped using GIS modeling.

- **Product:** Revised definition for "regionally significant". Database and map of regionally significant natural areas, open spaces, parks, trails, corridors and wildlife connections.
- **Timeline:** September – November, 1999

#### **Task 4: Identify areas that are "deficient" in regionally significant natural areas, parks, open spaces, and areas that lack connectivity for wildlife and people.**

Develop criteria to determine areas with a "deficiency" in regional sites and connections. These criteria will be used to map "deficiencies" using GIS modeling.

- **Product:** Definition for "deficiency". Maps will illustrate "deficiency areas".
- **Timeline:** November 1999 – February 2000

**Task 5: Identify opportunities and constraints that relate to the Regional System**  
Inventory and map existing information on opportunity areas such as trails, brownfields, utility corridors, and abandoned roads. Areas identified as "deficient" (Task 4) will be the focus of studies for opportunity areas. Restoration opportunities will also be identified using current and historic vegetation maps. Constraints such as transportation corridors and proposed urban expansion areas and development sites will be identified and mapped.

- **Product:** Maps and associated database showing potential opportunity areas, restoration opportunities and constrained sites.
- **Timeline:** October 1999 – February 2000

**Task 6: Identify and map the "Regional System"**  
Metro staff and technical team will generate regional scale maps showing existing and potential regional sites for fish, wildlife and people. These maps will be presented to the general public for input and comment and then forwarded to the Metro Council.

- **Product:** A Regional System Map and associated database will be generated through this process. Maps will be refined to depict the public's input for regionally significant sites and corridors. Public comments will be documented.
- **Timeline:** March - June, 2000

**ATTACHMENT TO OCTOBER 1, 1997  
MEMO FROM JAMES A. ZEHREN TO JOHN FREGONESE**

***RUGGOs and Regional Growth Concept  
Provisions on Parks, Open Space, Etc.***

***RUGGOs***

The *RUGGOs* include numerous goals, objectives, and planning activities relating to the role to be played by parks, open space, etc. in our 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 II.i.*

"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.i.*

"The identity 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 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, open space, etc. 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.*



**METRO POLICY ADVISORY COMMITTEE MEETING RECORD**  
**October 22, 1997 Meeting 5:00 PM**  
**Metro Council Chambers**

**Committee Members Present:** Chair Rob Drake, Rose Besserman, Bud Farm, Carol Gearin (Alternate for Rob Mitchell), Judie Hammerstad, Scott Leeding, Tom Lowrey (Alternate for Bill Klammer), Peggy Lynch, Susan McLain, Gussie McRobert, Chuck Meyer, Lou Ogden, Chuck Petersen, David Ripma, Dan Saltzman, Jean Schreiber, Judie Stanton, Jim Zehren.

**Alternates Also Present:** John Hartsock, Alternate Clackamas Co. Special Districts; Richard Kidd, Alternate Small Cities Washington County; Rod Monroe, Alternate Metro School Boards; Jill Thom, Alternate Clackamas Co. Other Cities.

**Metro Staff Present:** John Fregonese, Mark Turpel, Heather Nelson, Larry Shaw, Jennifer Budhabhatti, Jane Hart, Charles Ciecko, Nancy Goss Duran, Sonny Conder, Jennifer Bradford

**Also Present:** Mayor Charlotte Lehan, City of Wilsonville; Greg Nokes, Oregonian; Jim Sjulín, Portland Parks; Dennis Tooley, US West; Ed Gronke, Clackamas Business Roundtable; John Sewell, Portland Parks; Tom Coffee, Lake Oswego; Mary Kyle McCurdy, 1000 Friends of Oregon; Elana Emlan, Portland Planning; Greg Chew, McKeever/Morris; Jim Peterson, Multnomah Neighborhood Association; Barbara Fryer, City of Beaverton; Steve Bosak, THPRD, Christopher Juniper, Coalition for a Livable Future; Pat Ribellia, Hillsboro; Kristen Hughes, Hillsboro; Irene Marvich, Coalition for a Livable Future; Jessica Glenn, Coalition for a Livable Future; J. Michael Reid, RPGAC Chairman; Scott Talbot, Hillsboro; Richard Ross, Gresham.

**1. INTRODUCTIONS**

Chair Drake called the meeting to order.

**2. PUBLIC COMMENT**

Chair Drake asked that those with public comments about the Regional Framework Plan make the comments during the discussion on the topic.

He said that MTAC had submitted a recommendation to MPAC and would like to present it. He introduced David Knowles from the City of Portland and MTAC.

David Knowles introduced Richard Ross from the City of Gresham and Maggie Collins from the City of Milwaukie.

Richard Ross explained that MTAC has recommended using the Draft Regional Framework Plan as an "interim report" to meet the deadline for adoption of the plan by December 31, 1997. MTAC thinks that the pieces of the Plan do not fit together as well as they should.

Maggie Collins said that MTAC is recommending that there be a four to six months technical and policy review process to complete the work of integration and refinement. She stressed the importance of having consistency from chapter to chapter for implementation by local jurisdictions.

Chair Drake asked the effect this might have on the legal requirements of adoption of the Framework Plan by December 31, 1997.

Larry Shaw informed members that the Charter requires that the mandatory list of subjects must be addressed in the Plan that is adopted by the end of the year. MPAC has recommended two or three more areas to address. He indicated that there can be changes in the Framework Plan and that Functional Plans can be adopted after the end of the year.

Councilor McLain said that there has been a great deal of work done beyond that document. She agrees that everyone wants the best possible document, but does not want to back off the momentum and the work already done on some important issues. She does not think the Council would want to adopt the Draft Plan and not include all the work that has been done. Like with Title 8, there can be additional work after adoption. She indicated that there may be areas where there will need to be placeholders.

Mayor Ogden asked if an "interim" report would be easier to modify.

Larry Shaw said that whatever is adopted will be the foundation document until it is amended. There would be no benefit in adopting an "interim" Plan.

Jim Zehren commented that prolonging the work on the Framework Plan will put off some of the work needed for the functional plans. The functional plans are what will make the Framework Plan work.

Commissioner Saltzman indicated that there may be turnover on MPAC at the beginning of the year. There have been some good policy decisions that have been made and a great deal of work that has been done.

Rod Monroe stated that it would be best for the Council to adopt the Framework Plan with a clear understanding that there would be refinements within a certain period of time. It is important to have a structure in place and that it not be considered temporary by the use of the term interim.

Discussion: There was additional discussion on having a refinement process and on whether there should be an interim plan adopted.

Motion #1	Mayor McRobert moved to ask the Metro Council to approve the Regional Framework Plan by 12/31/97 with the understanding there will be up to six month refinement period in which MPAC can provide recommendations to the Council.  Lou Ogden seconded the motion.
Discussion	Peggy Lynch stated that there should be language in the Framework Plan which clearly states there will be a refinement period. She also noted that MPAC should be working on functional plans that need to be done during that period of time.
Vote #1	The consent agenda was approved as corrected.

### 3. CONSENT AGENDA

Motion #2	Peggy Lynch moved to adopt the consent agenda. Chuck Petersen seconded the motion.
Discussion	Peggy Lynch stated that on page 8, she did not move to adopt Alternative D. She also noted that on page 5, John Fregonese's comment should read "relatively small growth" and not "no growth".
Vote #2	The consent agenda was approved as corrected.

### 4. Council Update

Councilor McLain informed members that the Council will be voting on the Urban Growth Report tomorrow. She indicated there were 7 amendments on the table with 3 of them being put forward by Councilor Naito and Councilor McLain jointly. The other amendments were from Councilor Morissette.

### 5. Old Business

Commissioner Hammerstad said that prior to the vote on Affordable Housing on October 8, there was one point on Alternative B that was not discussed. The last item, *"Requires modification of the UGB code to allow for preferential ugb expansion when 50% of units are affordable."* was not discussed. She said that MTAC had specifically deleted this item from their recommendation.

Motion #3	Commissioner Hammerstad moved to delete the provision from the MPAC majority recommendation on housing policy, <i>"Requires modification of code to allow for preferential UGB expansion when 50% of the units are affordable."</i>  Peggy Lynch seconded the motion.
Discussion	Peggy Lynch emphasized that the urban reserves are not going to be separate communities but part of the community.  Chair Drake called for a vote.
Vote #3	The motion passed by unanimous vote.

#### 5.1 Framework Plan

Chair Drake asked for public comment on Parks, Chapter 3.

Steve Bozak, from Tualatin Hills Recreation and Parks, thanked Commissioner Saltzman and Jim Zehren for the work and advocacy on parks. He was involved in working with GTAC in refining the Chapter 3 language. GTAC is made up of staff from the parks departments of most of the jurisdictions in Metro. GTAC believes that parks and recreation are part of the infrastructure and

should be considered essential for livability. The GTAC recommendation was based on vision tempered by experience. The recommendations from GTAC are realistic and they respect the role of local government in having to implement the mandates from Metro.

Mike Houck, from the Coalition for a Livable Future and Audobon Society, said he supports the language proposed by Mr. Zehren that strengthens GTAC's recommendations. Although he has a great deal of respect for the parks specialists on GTAC, the bar needs to be raised. Parks need to be put on the same level as transportation and land use issues.

Mayor Lehan of Wilsonville said she has always been an advocate for parks and environmental issues. She presented a letter of support for the GTAC recommendation. Although the points addressed in Mr. Zehren's recommendation are notable, the requirements are too prescriptive. Need, priority and funding vary from community to community. Setting regional standards without funding would be extremely difficult. She asked that MPAC support the GTAC recommendation.

Commissioner Saltzman said that there was a great deal of debate on the issues at the subcommittee meeting last Thursday. He said that GTAC's recommendation represents a consensus version crafted by park professionals. He asked Jim Zehren to address his suggested changes to the GTAC recommendations.

Jim Zehren passed out some additional information on parks that included excerpts from the RUGGOs and the importance placed on parks. He also pointed out a recent resolution #97-2562A presented by Mike Burton and passed by Council with a slight change. The resolution was for the purpose of supporting cities' and counties' implementation of functional plan policies to actively protect parks, open space, recreation trails, stream corridors and other environmentally sensitive lands. He explained his proposed changes to GTAC's recommendation. He explained that policy needs to be developed at the regional level because of issues of equity, transit and managed density. Parks need to be a priority. He emphasized the need for a functional plan that included funding implementation. Planning for parks should be part of planning of density. He emphasized the need to have regional policy and goals for parks.

Mayor McRobert stated that much of Mr. Zehren's proposal should be in a functional plan. She addressed the problems associated with limited funding. She indicated that for parks, local jurisdictions need to have money.

Jim Zehren responded that beginning at the bottom of page 2 of his proposal, it indicates that a functional plan would have to be adopted that included the listed criteria.

Councilor Ripma suggested that possibly the mandates should only apply to the urban reserve areas.

Commissioner Hammerstad suggested that MPAC could pass the GTAC proposal and take up the issue of a functional plan and what should apply inside the UGB or to the urban growth boundaries at a later date.

Mayor Ogden agreed that the Framework Plan should develop policy and not get into the functional plans. He agreed that MPAC should move on.

Councilor Lowery stressed that there needs to be funds to pay for parks if a government is being responsible. If citizens want more parks they will pass the needed bond measures. He would support another Metro sponsored bond measure for parks.

Commissioner Saltzman said he was comfortable with the GTAC language, but thinks it does not go far enough. Jim Zehren's proposal brings parks to the same level as other areas addressed in the Framework Plan.

Motion #3	<p>Commissioner Hammerstad moved to approve the suggestions submitted by GTAC on parks.</p> <p>Mayor Ogden seconded the motion</p>
Amendment #1 to Motion 3	<p>Peggy Lynch moved to amend the motion to change the language of 3.5.2 to Jim Zehren's recommendation: "Pending adoption and implementation of the functional plan referenced in section 3.5.8, Metro shall encourage local governments to (i) adopt level of service standards for provisions of parks, natural areas, trails, and recreational facilities in their local comprehensive plans and (ii) to locate and orient such parks, open spaces, natural areas, trails, etc., to the extent practical, in a manner which promotes non-vehicular access."</p> <p>Commissioner Saltzman seconded the motion to amend.</p> <p>Discussion: There was discussion whether or not the language changes were needed because of state requirements.</p> <p>Vote: The amendment passed by a vote of 9 yes to 5 no.</p>
Amendment #2 to Motion 3	<p>Commissioner Saltzman moved to add his amendment #2 (on his handout) to the end of 3.5.8, "Metro will work with local government to promote a broader understanding of the importance of open space to the success of the 2040 regional growth concept and to develop tools to assess open space.</p> <p>Chuck Petersen seconded the motion to amend.</p> <p>Discussion: There was discussion about the need to make Metro obligated to be part of the solution.</p> <p>Vote: The amendment passed with a vote of 7 yes and 4 no.</p>
Amendment #3 to Motion #3	<p>Councilor Ripma moved to add Jim Zehren's last sentence to the end 3.5.7 of the GTAC proposal, "No urban reserve area shall be brought within the Urban Growth Boundary unless the requirements set out in this Subsection 3.5.7 are met."</p> <p>Commissioner Saltzman seconded the motion to amend.</p>

	<p><b>Discussion:</b></p> <p>Rod Monroe said he thought it was important to add this language.</p> <p>Mayor McRobert asked Larry Shaw if the urban reserve masterplan has the same status as the greenspaces master plan.</p> <p>Larry Shaw indicated that this brings up more than one issue in considering the effect of this language and the limitations of state law. He indicated that it could be interpreted as a defacto moratorium. He said that this may need additional work.</p> <p>Mayor Ogden said it should be in a functional plan. He pointed out that local jurisdictions are still going to have to pay for parks unless developers are going to have to do it.</p> <p>Commissioner Hammerstad said she supported this amendment. This is what was done in Sunnyside in planning the communities. It is important to have SDCs for parks and to have language that has consequences.</p> <p>Carol Gearin agreed that the language needs to be strong.</p> <p><b>Vote:</b> The motion passed by a majority of the vote.</p>
Amendment #4 to Motion #3	<p>Jim Zehren moved to amend Motion #3 to add language to 3.5.8 of the GTAC proposal, "The functional plan shall apply to the portion of the region inside the Urban Growth Boundary and the Urban Reserve when urbanized."</p> <p>Peggy Lynch seconded the motion.</p> <p><b>Vote:</b> The motion to amend passed with one no vote.</p>
Vote on Motion #3	<p>The motion to approve the motion to support the GTAC recommendation on parks with the amendments outlined above was approved with one member voting no.</p>

## SCHOOLS

Mayor Drake asked for comments on the proposals for language for schools.

John Fregonese said that this was carried over from the last meeting. Staff were asked to review the language. He said the appropriate language changes were made in the new draft language of the proposals by the MPAC subcommittee language.

- 3.4.5 Metro shall encourage local governments to integrate local and neighborhood trail systems with the Regional Trail System.

### **3.5 Provision of Community and Neighborhood Parks, Open Spaces, Natural Areas, Trails and Recreation Programs**

- 3.5.1 Metro shall recognize that local governments shall remain responsible for the planning and provision of community and neighborhood parks, local open spaces, natural areas, sports fields, recreational centers, trails, and associated programs within their jurisdictions.
- 3.5.2 Pending adoption and implementation of the functional plan referenced in section 3.5.8, Metro shall encourage local governments to (I) adopt level of service standards for provision of parks, natural areas, trails, and recreational facilities in their local comprehensive plans and (II) locate and orient such parks, open spaces, natural areas, trails, etc., to the extent practical, in a manner which promotes non-vehicular access. "Level of service standards" means: a formally adopted, measurable goal or set of goals related to the provision of parks and recreation services, based on community need that could include but not be limited to: 1) park acreage per 1,000 population; 2) park facility type per 1,000 population; 3) percentage of total land base, dedicated to parks, trails and open spaces; 4) spatial distribution of park facilities.
- 3.5.3 Metro shall encourage local governments to be responsive to recreation demand trends identified in the State Comprehensive Outdoor Recreation Plan (SCORP).
- 3.5.4 Metro shall encourage local governments to develop, adopt and implement Master Plans for local parks and trail systems, natural areas, and recreational programs.
- 3.5.5 Metro, in cooperation with local governments, state government, and private industry shall work to establish a supplemental funding source for parks and open space acquisition, operations and maintenance.
- 3.5.6 Metro shall encourage local governments to identify opportunities for cooperation and cost efficiencies with non-profit organizations, other governmental entities, and local school districts.
- 3.5.7 Urban Reserve master plans shall 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 recreational facilities, will be adopted in the local comprehensive plans. Lands which are undevelopable due to natural

hazards or environmental protection purposes (i.e., steep slopes, floodways, riparian corridors, wetlands, etc.) shall not be considered to meet the natural area level of service standards unless the land will be preserved in perpetuity for public benefit. Proposed public parks, open spaces, natural areas, trails, etc. shall be located in a manner which promotes non-vehicular traffic. No urban reserve area shall be brought within the Urban Growth Boundary unless the requirements set out in this subsection 3.5.7 are met.

3.5.8 Metro, in cooperation with local governments shall develop a functional plan which establishes the criteria which local governments shall address in adopting a locally determined "level of service standard." The functional plan shall also establish region-wide goals for the provision of parks and open space in various urban design types identified in the 2040 regional growth concept. The functional plan shall apply to the portion of the region within the Urban Growth Boundary and the urban reserves within Metro's jurisdiction when urban reserve conceptual plans are approved.

3.5.9 Metro will work with local governments to promote a broader understanding of the importance of open space to the success of the 2040 Growth Concept and to develop tools to assess open space on a parity with jobs, housing, and transportation targets in the Regional Framework Plan.

### **3.6 Participation of Citizens in Environmental Education, Planning, Stewardship Activities, and Recreational Services.**

3.6.1 Metro will encourage public participation in natural, cultural and recreation resource management decisions related to the Regional System.

3.6.2 Metro will provide educational opportunities to enhance understanding, enjoyment and informed use of natural, cultural, and recreational resources.

3.6.3 Metro will provide and promote opportunities for the public to engage in stewardship activities on publicly owned natural resource lands. Cooperative efforts between Metro and private non-profit groups, community groups, schools and other public agencies should be encouraged.

3.6.4 Metro should provide opportunities for technical assistance to private owners for stewardship of components of the Regional System.

3.6.5 Metro and local governments should work with state, federal, non-profit and private partners to facilitate stewardship and educational opportunities on publicly owned natural resource lands.



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