

Council
11/22/94
#4.1

MINUTES OF THE METRO COUNCIL

October 27, 1994

Council Chamber

Councilors Present: Presiding Officer Judy Wyers, Deputy Presiding Officer Ed Washington, Richard Devlin, Jim Gardner, Mike Gates, Sandi Hansen, Jon Kvistad, Ruth McFarland, Susan McLain, Rod Monroe, Terry Moore and George Van Bergen

Councilors Absent: Roger Buchanan

Presiding Officer Wyers called the regular meeting to order at 4:03 p.m.

1. INTRODUCTIONS

None.

2. CITIZEN COMMUNICATIONS TO THE COUNCIL ON NON-AGENDA ITEMS

None.

3. EXECUTIVE OFFICER COMMUNICATIONS

3.1 LCDC Rule Making Re: Rural Communities

General Counsel Dan Cooper explained that LCDC had progressed rapidly on rule making for more detailed regulation for "rural communities," or unincorporated areas outside the Urban Growth Boundary (UGB) where there had been a pattern of development in the past. He said Larry Shaw, Legal Counsel, briefed the Planning Committee on the same issue and that the Committee had approved Mr. Shaw giving a presentation to LCDC so that their rule making would be consistent with Metro's stance on lands outside the UGB. He said Metro had not taken any formal position with LCDC as yet. He said Mr. Sadlo made a presentation to LCDC this date on Metro's behalf.

Councilor Van Bergen asked what LCDC's intent was. Legal Counsel Todd Sadlo explained the issues arose via Curry County in 1000 Friends of Oregon v. LCDC. He said it was now commonly called the "Curry County Case." He said the question being asked was what must a county do before allowing urban uses on rural lands and its holdings. He said the Court stated that urban uses could not take place on rural lands unless either a showing was made that the jurisdiction had complied with Goal 14 or that an exception had been taken to Goal 14, the urbanization goal. He said up to that point, Goal 14 had related only to changing UGBs. He said before that, counties had traditionally taken exception to Goals 3 and 4, the farm and forestry goals, to explain why they wanted to put non-farm or non-forestry uses on rural lands. He said the Curry County case occurred because that county proposed putting certain densities of uses on lands that they had used Goals 3 and 4 for in exceptions in the past. He said eight years later, it was still not clear what urban and rural uses were and how intense those uses could be before Goal 14 was invoked. He said it was not clear what densities of housing, commercial or industrial uses could be applied and when it was appropriate to install water and sewer hook-ups or other uses considered to be urban or urban services. He said according to DLCD, there were 363 unincorporated communities in Oregon, most of which were store, gas station, church and some houses types of communities/developments, but said some of those were the size of cities such as Boring and Damascus which were not incorporated and not within Metro's jurisdictional boundaries. He said Metro's interest was in LCDC's proposed amendments to Goal 11, the urban services goal, and Goal 14, the urbanization goal, and their rules dealing with same. He said the new rules would allow unincorporated communities to have water and/or sewer systems and would define the kinds of commercial and industrial uses they could make. He said the counties would draw boundaries around their now unincorporated communities and then follow the new rules being

developed by LCDC. He said if that was done, they would not have to follow the exceptions process on those properties when they underwent periodic review. He said testimony to the LCDC was mostly in support of such amendments. He said Metro offered amendments to require that county plans and land use regulations related to unincorporated communities must be applied consistent with Metro's Regional Urban Growth Goals and Objectives (RUGGOs) and Metro's Regional Framework Plan when that was finalized. He said Metro was not seeking to extend its authority, just to have it recognized within its boundaries. He said Metro was also inadvertently left out of a section stating that unincorporated community planning must be coordinated with other jurisdictions, special districts and nearby cities that might be affected by the changes. He said LCDC staff agreed and would present those amendments to the LCDC board.

The Council and Mr. Sadlo discussed the issues. Councilor Van Bergen said the issues were complex and would be problematic in the future.

4. ORDINANCES, FIRST READINGS

4.1 Ordinance No. 94-574, An Ordinance Repealing Ordinance No. 94-556C Relating to Taxation

The Clerk read the ordinance for a first time by title only.

Presiding Officer Wyers referred Ordinance No. 94-574 to the Finance Committee for consideration.

5. ORDINANCES, SECOND READINGS

5.1 Ordinance No. 94-576A, Relating to the Naming of Facilities Owned or Operated by Metro

The Clerk read the ordinance for a second time by title only.

Presiding Officer Wyers announced that Ordinance No. 94-576 was first read on September 22, 1994 and referred to the Regional Facilities Committee for consideration. The Committee considered the ordinance on October 5 and 19 and referred Ordinance No. 94-576A to the full Council for consideration.

Motion: Councilor Gates moved, seconded by Councilor Devlin, for adoption of Ordinance No. 94-576A.

Councilor Gates gave the Regional Facilities Committee's report and recommendations. He explained the ordinance would remove the Council from the process of naming facilities that Metro did not own. He said Section E stated that part of a facility could be named after a person or persons, living or deceased, with exceptions and said the committee established the criteria for naming facilities for living persons. He said the committee specifically wished to prevent facilities from being named after politicians when they were serving in their office.

Presiding Officer Wyers opened the public hearing.

No persons appeared to testify and the public hearing was closed.

The Council briefly discussed the ordinance.

Vote: Councilors Devlin, Gardner, Gates, Hansen, Kvistad, McFarland, McLain, Monroe, Moore, Van Bergen, Washington and Wyers voted aye. Councilor Buchanan was absent. The vote was 12/0 in favor and Ordinance No. 94-576A was adopted.

5.2 Ordinance No. 94-579, An Ordinance Amending the FY 1994-95 Budget and Appropriations Schedule by Transferring \$35,000 from the General Fund Contingency to Materials & Services in the Regional Parks and Greenspaces Department and Recognizing a \$2,000 Grant from the USDA Soil

Conservation Service for the Purpose of Matching Federal Funding to Support the Columbia Slough Envirocorps Project; and Declaring an Emergency (Public Hearing)

The Clerk read the ordinance for a second time by title only.

Presiding Officer Wyers announced that Ordinance No. 94-576 was first read on October 13 and referred to the Regional Facilities and the Finance Committees for consideration. The Regional Facilities Committee considered the ordinance on October 19 and the Finance Committee considered it on October 26. Both committees recommend the ordinance to the full Council for adoption.

Motion: Councilor Washington moved, seconded by Councilor Hansen, for adoption of Ordinance No. 94-579.

Councilor Washington gave the Regional Facilities Committee's report and recommendations. He explained the project would be a joint effort between various agencies providing funds with Metro serving as the host agency. He said college students hired had already started work on the project and listed the benefits to the area and citizens because of this project.

Presiding Officer Wyers opened the public hearing.

No persons appeared to testify and the public hearing was closed.

Councilor Van Bergen said he had asked Council Administrator Don Carlson to submit a memorandum assessing the fiscal issues related to this ordinance. He expressed concern about the status of the General Fund Contingency because it was half way through the 1994-95 fiscal year and said many more demands would be made on the Contingency fund before the end of the fiscal year. He advised the Council to be aware of the balance of that account as additional ordinances to amend the Budget came before them.

The Council briefly discussed the issues. Councilor Hansen noted that the ordinance would help supplement and complete other projects started in relation to Metro's various functions such as closing the St. Johns Landfill, environmental work and the Greenspaces Program.

Vote: Councilors Devlin, Gardner, Gates, Hansen, Kvistad, McFarland, McLain, Monroe, Moore, Van Bergen, Washington and Wyers voted aye. Councilor Buchanan was absent. The vote was 12/0 in favor and Ordinance No. 94-579 was adopted.

6. RESOLUTIONS

6.1 Resolution No. 94-1974, For the Purpose of Extending the Fuel Purchase Agreements with Devin and Stein Oil Companies Until May 31, 1995

Main Motion: Councilor Hansen moved, seconded by Councilor Gates, for adoption of Resolution No. 94-1974.

Councilor Hansen gave the Solid Waste Committee's report and recommendations. She explained in April 1994 Metro began purchasing fuel used by Jack Gray Transport (JGT) used by their trucks to transport solid waste to the Columbia Ridge Landfill in Gilliam County. She said that decision was saving Metro money now, but noted that staff had asked for an extension to allow them to work on contract details further.

First Motion to Amend: Councilor Van Bergen moved, seconded by Councilor Kvistad, to change the May 31, 1995 date to January 31, 1995.

Councilor Van Bergen explained the May deadline gave staff too much time. He said other options could be used to deal with the contract, such as putting the contract out to bid. He said the fuel could be procured at different locations.

The Council discussed the motion to amend. Councilor Moore noted Solid Waste Department staff's memo on the issues and asked staff to explain same.

John Houser, Senior Council Analyst, said the Committee wanted staff to explore the various possibilities for the contract. He said federal regulations regulating the trucking industry had changed, and said there were also a possibility of getting gas from Tri-Met. He said Tri-Met received very favorable rates and said staff needed time to explore and pursue different options that would save Metro funds.

Second Motion to Amend: Councilor Gardner moved, seconded by Councilor Devlin, to change the May 31, 1995 date to March 31, 1995.

The Council discussed the second motion to amend. Councilor McLain said there were other demands on Solid Waste demand that also required timely response. She did not favor the January 31 end date.

Vote on Second Motion to Amend: Councilors Devlin, Gardner, Gates, Hansen, McFarland, McLain, Monroe, Moore and Washington voted aye. Councilors Kvistad, Van Bergen and Wyers voted nay. Councilor Buchanan was absent. The vote was 9/3 in favor and the motion to substitute March 31 for January 31 passed.

The Council discussed the issues further.

Vote on First Motion to Amend: Councilors Devlin, Gardner, Gates, Hansen, Kvistad, McFarland, McLain, Monroe, Moore, Washington and Wyers voted aye. Councilor Van Bergen voted nay. Councilor Buchanan was absent. The vote was 11/1 in favor and the motion to amend the date May 31, 1995 to March 31, 1995 passed.

Vote on Main Motion as Amended: Councilors Devlin, Gardner, Gas, Hansen, Kvistad, McFarland, McLain, Monroe, Moore, Washington and Wyers voted aye. Councilor Van Bergen voted nay. Councilor Buchanan was absent. The vote was 11/1 in favor and Resolution No. 94-1976 was adopted as amended.

7. COUNCILOR COMMUNICATIONS AND COMMITTEE REPORTS

7.1 Metro Legislative Agenda

Merrie Waylett, Director of the Office of Public and Government Relations, distributed her memorandum dated October 27, 1994, "Implementation of Consideration of Metro's 1995 State Legislative Process and Agenda" and explained same.

Noel Kline, Western Advocates, discussed their efforts on Metro's behalf. He said their goal had always been to talk to elected officials before the beginning of State Legislative sessions. He said he did not expect to know what policy direction Metro would wish to take until after the November 8 General Election.

Councilor Moore said issues of concern to her were the possibility of state funding for the Metro Washington Park Zoo's new entrance; funding for regional recreational facilities, transportation package funding and overall funding concerns for the agency as a whole. She said the State Legislature should also be urged to support Metro's RUGGOs.

Councilor McLain asked for a listing of legislative committees, their membership and when they would meet.

Presiding Officer Wyers asked if legislative issues should continue to be processed by Council committee for direction. Councilor Gates said the Governmental Affairs Committee had traditionally reviewed legislative issues. The Council as a whole agreed that the Governmental Affairs Committee should continue to process the issues.

Councilor Moore supported Item B in Ms. Wallet's memorandum: "Approve in concept, prior to the end of this year the recommended guidelines and process for considering legislation when the session begins as proposed in the attached draft." The Council as a whole agreed to that procedure also.

The Council thanked Ms. Waylett and Mr. Kline for their efforts on Metro's behalf.

Councilor Gates discussed End or the Oregon Trail Interpretive Center construction now in progress in Oregon City.

Councilor Gates discussed Metro Committee for Citizen Involvement funding. He said it cost 7.5 cents per citizen in the region to maintain that funding and asked the Council to continue it in the future.

Councilor Kvistad reported on "Listening Post" hearings held throughout the region on Metro Region 2040 Program. He said the hearings to-date had been really well received and that Metro had received a lot of positive feedback. He thanked the Planning Committee; Council Department staff Gail Ryder, Senior Council Analyst, and Susan Lee, Committee Recorder; Planning Department staff, especially Mark Turpel and John Fregonese for their presentations; and also from the Planning Department, Ken Gervais, Sherry Oeser and Mary Weber. He thanked the members of the Metro Committee for Citizen Involvement who came and served as volunteers and thanked Rick Bullock, Security Officer, for his assistance at meetings.

Councilor Kvistad said he wanted to cancel the next regular Planning Committee meeting only one legislative item was pending and proposed scheduling that at the next regular Planning Committee meeting because the Planning Committee had met numerous times via the "Listening Posts." Councilors Kvistad and Moore discussed the proposed cancellation. Councilor Moore said the Committee could use that meeting date to do further work on 2040.

Councilor Moore said last week she attended "Partnerships for the Willamette Valley's Future" in Corvallis sponsored by the Portland Progress Board. She said the meeting was quite valuable and the issues were relevant to the issues facing Metro today.

Councilor Moore said she and Mel Huie, Senior Regional Planner, hosted a Regional Trails Workshop last Saturday at Metro Regional Center and that persons from Washington, Idaho and Montana attended. She said the issues were very interesting and covered various trail types and their locations.

Councilor Hansen said a special Regional Facilities Committee meeting would be held November 30 to take care of extra work.

Councilor Hansen said she had enjoyed participating in the Listening Post meetings and said citizens had been really responsive and positive about meetings held in their communities to solicit their opinions.

Councilor McLain discussed the Water Resource Policy Advisory Committee meeting which met October 26 and discussed the 2040 Plan. She said representatives from various water districts and sewer agencies were there. She said those in attendance were enthusiastic about various aspects in the 2040 Plan and were eager to apply them to their own various operations.

Councilor Kvistad also thanked Andy Cotugno, Director of Planning; Lisa Creel, Senior Public Affairs Specialist; and Cheri Arthur, Council Department Secretary; for their assistance on the Listening Post meetings. He said Ms. Arthur had been particularly helpful in fielding calls from the public.

Presiding Officer Wyers said she met with Pamela Webb, executive officer of the Portland Progress Board, the date of this meeting. She said the Board wanted local governments to commit to their benchmarks. She said she told Ms. Webb that she could not commit for the Council without consulting them and could not commit for the 1995 Council.

Metro Council
October 27, 1994
Page 6

Presiding Officer Wyers said no Council meetings would be canceled in November or December to accommodate or adjust for the holidays. She said the only change would be to move the regular November 24 Council meeting to Tuesday, November 22, to accommodate for the Thanksgiving Day holiday.

Mr. Carlson announced that Gail Ryder, Senior Council Analyst, had submitted her resignation and had given one week's notice. He said he would work with the Planning Department to see if existing Metro staff could fill her place until the 1995 Council took office in January.

Presiding Officer Wyers introduced ex-Councilor-appointee Ed Gronke who was in attendance at this meeting.

All business having been attended to, Presiding Officer Wyers adjourned the regular meeting at 5:40 p.m.

Respectfully submitted,

Paulette Allen
Clerk of the Council
102794M.DOC

PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 94-2039, AUTHORIZING EXECUTION OF A MEMORANDUM OF UNDERSTANDING (MOU) REGARDING CONFORMITY OF PORTIONS OF THE AIR QUALITY MAINTENANCE AREA OUTSIDE OF METRO'S BOUNDARIES

Date: November 18, 1994

Presented by: Councilor Moore

Committee Recommendation: At the November 17 meeting, the Committee voted 7-0 to recommend Council adoption of Resolution No. 94-2039. Voting in favor: Councilors Devlin, Gardner, Gates, Kvistad, McLain, Monroe and Moore. Councilor Washington was absent.

Committee Issues/Discussion: Andy Cotugno, Planning Director, presented the staff report. He noted that provisions of the Federal Clean Air Act now require conformity between local transportation and air quality plans. He explained that if the boundaries of the air quality planning area (Portland/Vancouver Interstate Air Quality Maintenance Area (AQMA)) are greater than those of the transportation planning area (in the Portland area, the boundary is the Metro boundary) then a process must be developed to address air quality issues related to transportation projects outside of the transportation planning area. The Oregon portion of the AQMA includes rural areas in Clackamas, Multnomah and Washington Counties and the cities of Gaston, Banks and North Plains which are outside of Metro's boundaries.

Cotugno explained that the purpose of this resolution is to authorize a Memorandum of Understanding (MOU) with the affected counties and cities for areas outside of the Metro boundaries. Cotugno noted that, since Metro already performs the modelling and analysis work for air quality determinations on transportation projects inside the Metro boundary, the MOU would propose the extend this authority to those areas inside the local AQMA, but outside of Metro's boundaries. Cotugno said that preliminary discussions had been held with the affected jurisdictions concerning the proposed MOU, and noted that Gaston had reacted negatively.

Councilor McLain suggested that she and staff set up meetings with the affected cities in her area to work toward addressing any concerns that they might have. Cotugno indicated that he would support convening such meetings.

Councilor Moore asked about the effect of not being able to develop a solution to this issue. Cotugno commented that local projects would not be eligible for federal funds unless agreement can be reached on how to address projects outside of Metro's boundary.

REGIONAL FACILITIES COMMITTEE REPORT

RESOLUTION NO. 94-1983, ADOPTING POLICIES FOR THE MANAGEMENT OF
THE PARKS/EXPO FUND

Date: November 17, 1994

Presented by: Councilor Hansen

COMMITTEE RECOMMENDATION: At its November 16, 1994 meeting the Regional Facilities Committee voted 3-0 to recommend Council adoption of Resolution No. 94-1983. Councilors Hansen, McFarland, and Moore voted in favor. Councilors Gates and Washington were absent.

COMMITTEE DISCUSSION/ISSUES: Finance Director Jennifer Sims and General Services Director Doug Butler presented the staff report. Ms. Sims reviewed the history of having the Expo Center and the regional parks system placed in the same fund, which originated at Multnomah County. She said Councilors Hansen and Monroe convened interested Metro and MERC staff this spring, and directed them to come up with a set of recommendations to resolve questions of fund management. The principal issue was how best to provide sufficient operating funds for the parks system, using Expo revenues, while assuring that Expo would have sufficient revenue to meet its operating and capital needs. Ms. Sims said that the staff working group broadened its original charge to include recommendations on establishing a sustainable financial plan to support healthy and viable operations for both Parks and Expo. The result of their work is contained in this resolution, which contains a series of recommendations and recommended actions.

Mr. Butler discussed each of the recommendations, contained in Exhibit A. Those include:

- Limit capital expenditures at Expo and Parks to only those necessary for health and safety, until an Intergovernmental Agreement with Multnomah County is concluded which transfers ownership.
- Provide a funding split of Expo revenues to provide \$325,000 plus Expo excise tax revenues, to support Parks. This split will last through FY 1996-97. Any other net Expo revenue will stay with Expo. A sustainable source of operating revenues for Parks should be implemented by then, at which point Expo revenues will be dedicated to Expo.
- Future expansion of Expo can be justified, and such expansion should be done prior to making extensive capital improvements at the existing facility. This would allow continued use of the facility while improvements are made.
- Establish renewal & replacement accounts for both Expo and Parks, including Glendoveer Golf Course.

- Operational funding should be identified prior to acquisition of new parks facilities.
- Council should adopt criteria to guide negotiations with Multnomah County for phase 2 of the IGA. Multnomah County facilities that do not fit in the Parks Department's mission should not be transferred to Metro.

In response to a question from Councilor McFarland, Regional Parks & Greenspaces Director Charlie Ciecko said the long-term need for Parks is greater than the \$325,000 plus excise tax, and a funding source for operations will need to be more than that amount.

Ms. Sims summarized the "Recommended Actions" in Exhibit B, saying they were essentially a distillation of the recommendations discussed earlier under Exhibit A. She said these work items represent a 1 1/2 to 2 year work effort, to be incorporated into staff's work plans upon adoption of the resolution. This list is intended to guide staff and the Council in determining policies and issues to be addressed in the coming months.

REGIONAL FACILITIES COMMITTEE REPORT

RESOLUTION NO. 94-1991A, ESTABLISHING AN ADVISORY COMMITTEE TO EXAMINE THE FINAL TRANSFER AND CONSOLIDATION OF CERTAIN CITY OF PORTLAND FACILITIES AT METRO

Date: November 17, 1994

Presented by: Councilor McFarland

COMMITTEE RECOMMENDATION: At its November 16, 1994 meeting the Regional Facilities Committee voted 3-0 to recommend Council adoption of Resolution No. 94-1991A. Councilors Hansen, McFarland, and Moore voted in favor. Councilors Gates and Washington were absent.

COMMITTEE DISCUSSION/ISSUES: MERC General Manager Pat LaCrosse presented the staff report. He said the 1989 Consolidation Agreement that transferred management of the City facilities to Metro was considered to be the first phase of a two-phase process. The second phase was to consider the transfer of ownership of those facilities. The MERC Commission has discussed the status of the agreement over the past several months, and Commission members and staff have raised the issue in meetings with four of the five Portland City Council members in recent weeks.

Mr. LaCrosse discussed changes to the original proposal, which calls for the task force to start earlier. The earlier date is to accommodate the need to address issues specific to Civic Stadium (which is the subject of Resolution 94-1991A). The revised resolution will have the Consolidation Agreement discussions take place before the Stadium discussions, because the issues of management and ownership to be addressed here will determine which agency will have the responsibility to address the Stadium questions.

RECEIVED MAR 15 1994

METROPOLITAN EXPOSITION-RECREATION COMMISSION

Resolution 94-74

Recommending that the Portland City Council and Metro Council resolve in 1995 to examine the final transfer and consolidation of certain City facilities at Metro.

Whereas, Metro and the City of Portland entered into an agreement in 1989 to transfer the operation of certain City owned facilities to Metro for management as phase one of a two phase agreement; and

Whereas, the facilities--namely the Portland Center for the Performing Arts and the Civic Stadium--have been operated by MERC, a Metro subsidiary, for 5 years; and

Whereas, the original agreement anticipated a more complete consolidation of city owned facilities within the MERC system as soon as possible after January 4, 1992, deadlines for completion of the first; and

Whereas, Metro and the City approved amendments to the agreement in 1992, which included a deadline of June 30, 1993 for agreement on language to implement further consolidation, and

Whereas, since target dates for concluding further consolidation have passed, it is now timely that the two governments revisit the agreement, update any provisions needing updating, and negotiate phase two of the agreement leading to consideration of transfer of title to the facilities to Metro/MERC; now therefore,

BE IT RESOLVED that the MERC requests that the Metro Council and Portland City Council resolve:

- 1) That a special advisory committee be established to review all aspects of past, current, and future facilities managed by MERC to assess finances, organization, overall costs and budget, and any other items related or affecting consideration of the permanent transfer of these and future facilities.
- 2) That the committee be composed of two city council members appointed by the Mayor, two Metro Councilors appointed by the presiding officer, the Metro Executive Officer, and two MERC Commissioners appointed by the chair, and two citizen members one each appointed by the Mayor and the presiding officer.

- 3) That the committee will be appointed and begin no later than July 1st, 1995 and will study the issues for no more than one year and will issue a report with recommendations to both elected bodies, MERC, and the public.
- 4) That the recommendations will deal with all relevant issues including:
 - A. Observations on the financial operation and health of MERC itself;
 - B. An appropriate model for operation and management of the currently existing MERC system of facilities;
 - C. The potential for transfer of additional City-owned facilities to Metro, for inclusion in the system of facilities currently managed by MERC;
 - D. The issue of whether, when and in what manner the title to the currently city-owned facilities should be transferred;
 - E. Integration of the Stadium T.F. recommendations into this scope as they may effect finance, management and operation;
 - F. Other issues as deemed appropriate by the committee.
- 5) That the effort will be supported by staff from Metro, MERC and the City, and contracted consultants to the extent the parties agree on payment.

Passed by the Commission on November 9, 1994

Chairman

Secretary-Treasurer

APPROVED AS TO FORM:
Daniel B. Cooper, General Counsel

By: _____
Mark B. Williams
Senior Assistant Counsel

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING AN) RESOLUTION NO. 94-1991
ADVISORY COMMITTEE TO EXAMINE THE)
FINAL TRANSFER AND CONSOLIDATION) Introduced by Councilor
OF CERTAIN CITY OF PORTLAND) Sandi Hansen
FACILITIES AT METRO)

WHEREAS, Metro and the City of Portland entered into an agreement in 1989 to transfer the operation of certain City-owned facilities to Metro for management as phase one of a two-phase agreement; and

WHEREAS, The facilities (Civic Stadium and Portland Center for the Performing Arts) have been operated by the Metropolitan Exposition-Recreation Commission (MERC) for five years; and

WHEREAS, The original agreement anticipated a more complete consolidation of City-owned facilities within the MERC system as soon as possible after January 4, 1992; and

WHEREAS, Metro and the City approved amendments to the agreement in 1992, which included a deadline of June 30, 1993 for agreement on language to implement further consolidation; and

WHEREAS, Since target dates for concluding further consolidation have passed, it is now timely that the two governments revisit the agreement; update any provisions needing updating, and negotiate phase two of the agreement leading to consideration of transfer of title to the facilities to Metro;

WHEREAS, The MERC Commission adopted Resolution No. 94-74 at its meeting of November 9, 1994, which recommends that Metro and the city of Portland in 1995 examine the final transfer and consolidation of certain City facilities at Metro; now, therefore,
BE IT RESOLVED by the Metro Council:

1. That a special advisory committee be established to review all aspects of past, current, and future facilities managed by MERC to assess finances, organization, overall costs and budget, and any other items related or affecting consideration of the permanent transfer of these and future facilities.
2. That the committee be composed of two Portland City Council members appointed by the Mayor, two Metro Councilors appointed by the presiding officer, the Metro Executive Officer, two

3. Directs that adequate resources be provided to the committee to assist it in making determinations about the cost of renovating Civic Stadium, the cost of siting and building a new stadium and the ongoing operating and capital expense of a stadium facility.

ADOPTED by the Metro Council this _____ day of _____, 1994.

Judy Wyers, Presiding Officer

REGIONAL FACILITIES COMMITTEE REPORT

RESOLUTION NO. 94-1990A, ESTABLISHING AN ADVISORY COMMITTEE TO
EXAMINE THE REGION'S FUTURE OPTIONS FOR A STADIUM

Date: November 17, 1994

Presented by: Councilor McFarland

COMMITTEE RECOMMENDATION: At its November 16, 1994 meeting the Regional Facilities Committee voted 3-0 to recommend Council adoption of Resolution No. 94-1990A. Councilors Hansen, McFarland, and Moore voted in favor. Councilors Gates and Washington were absent.

COMMITTEE DISCUSSION/ISSUES: MERC General Manager Pat LaCrosse presented the staff report. He referred to his report on Resolution 94-1991 for background, and noted the financial problems of Civic Stadium. Those problems are both a lack of operating funds and needed capital improvement funds. The capital needs are in the \$7 to \$10 million range over the next few years for turf replacement, seismic upgrades, and ADA compliance. Mr. LaCrosse framed the issue in terms of the upcoming capital needs, noting that it is appropriate to consider the possibility of building a new stadium or renovating Civic Stadium in light of those capital needs. Facing this large potential commitment, he argued that it is not unreasonable to examine the possibility of investing some \$20 million for a new or refurbished facility, while considering the ongoing operating need at the same time. The proposal is to engage the public in consideration of the alternatives, which include building a new facility, remodeling Civic Stadium, or closing the Stadium.

Mr. LaCrosse discussed the timing of creating the task force to examine Stadium issues. He said the original proposal was to convene the task force early next summer, waiting to give the new Metro Council some time to assess and prioritize issues and to give the new Portland Rockies baseball team the chance to open its season. The revised proposal, contained in the "A" version of the resolution, calls for this task force to be formed following conclusion of the Consolidation Agreement discussions (see Resolution 94-1991A). The result of those discussions will determine whether Metro or the City will own and operate the facility and therefore have sole responsibility for considering how to address Stadium issues.

Council Analyst Casey Short said the delay raises the question of why a resolution should be considered that calls for creation of a task force in a year. He said he continues to support this resolution because it will establish a policy and timelines for addressing the needs of the Stadium, which helps frame the issues and provide clarity to the interested jurisdictions and the public about the process to be followed.

Councilor Moore asked whether Portland State has plans to build a stadium. Mr. LaCrosse said he did not know, but would find out.

Councilor McFarland noted for the record that the Committee had received a letter from Mr. Greg Flakus, asking for Clark County representation on a Stadium task force. She said that request could be considered when the task force is appointed.

RECEIVED NOV 15 1994

METROPOLITAN EXPOSITION-RECREATION COMMISSION

Resolution 94-71

Recommending that the Portland City Council and the Metro Council in 1995 examine the need for, location of and cost for an outdoor stadium in the Portland metropolitan region.

Whereas, Civic Stadium is owned by the City of Portland and is now nearly 70 years old; and

Whereas, the Metropolitan Exposition-Recreation Commission has operated Civic Stadium for five years and is knowledgeable about its operation and condition; and

Whereas, the loss of the financial support of the Memorial Coliseum's profits in the last two years, which were used to subsidize operations and capital improvements at Civic Stadium, has caused Civic Stadium to operate at a substantial loss and to diminish its financial reserve; and

Whereas, the Civic Stadium Business Plan developed by the MERC outlines the need for major capital improvements of as much as \$10 million over the next five years; and

Whereas, the MERC has entered into a 3-year lease with the Portland Rockies baseball team which will begin the spring of 1995; and

Whereas, the MERC is pursuing a strategy to effect operating and capital improvements to attract more spectators to Civic Stadium, increase per capita revenues at events held in the Stadium and maximize financial performance of the facility; and

Whereas, a Major League or Triple-A baseball franchise would require a new or largely renovated stadium as a condition for selecting Portland; and

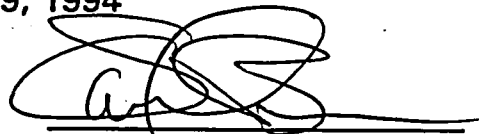
Whereas, the MERC, at its meeting September 14, 1994, reviewed these issues and recommended a public process to develop a public consensus regarding the future of Civic Stadium before a financial crisis occurs that leaves no choice but to close the facility;

NOW, THEREFORE BE IT RESOLVED that the MERC recommends that the Metro Council and the Portland City Council declare:

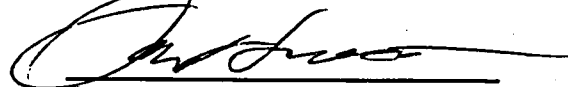
1. Their intent to establish a committee composed of representatives of the City of Portland, Metro, the MERC, the Portland Metropolitan Sports Authority and citizens from throughout the Portland metropolitan region to:

- Analyze the Portland metropolitan region's need for an outdoor stadium and make findings on the need for a stadium in the Portland metropolitan region;
 - Analyze the condition of Civic Stadium, including the cost to renovate it for continued use and for use by a Major League or Triple-A franchise;
 - Analyze the current costs and opportunities of Civic Stadium versus a stadium at a different location;
 - Recommend a course of action on continuing or ceasing use of Civic Stadium;
 - Recommend in favor or against steps to build a new stadium, either at the existing site of Civic Stadium or an alternate location;
 - Project the costs of ongoing operating and capital costs of all recommended actions, including a recommendation to close Civic Stadium;
 - Recommend a way to provide ongoing operating and capital revenue to sustain a stadium operation;
2. That this committee be formed and start its work no later than August 1995 and complete its work and present a report and recommendations to Metro and the City within 18 months,
3. Directs that adequate resources be provided to the committee to assist it in making determinations about the cost of renovating Civic Stadium, the cost of siting and building a new stadium and the ongoing operating and capital expense of a stadium facility.

Passed by the Commission on November 9, 1994



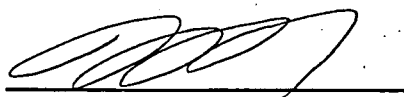
Chairman



Secretary-Treasurer

APPROVED AS TO FORM:
Daniel B. Cooper, General Counsel

By:



Mark B. Williams
Senior Assistant Counsel

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING) RESOLUTION NO. 94-1990A
AN ADVISORY COMMITTEE TO EXAMINE)
THE REGION'S FUTURE OPTIONS FOR) Introduced by Councilor
A STADIUM) Sandi Hansen

WHEREAS, Civic Stadium is owned by the City of Portland and is now nearly 70 years old; and

WHEREAS, the Metropolitan Exposition-Recreation Commission has operated Civic Stadium for five years and is knowledgeable about its operation and condition; and

WHEREAS, the loss of the financial support of the Memorial Coliseum's profits in the last two years, which were used to subsidize operations and capital improvements at Civic Stadium, has caused Civic Stadium to operate at a substantial loss and to diminish its financial reserve; and

WHEREAS, The Civic Stadium Business Plan developed by the MERC outlines the need for major capital improvements of as much as \$10 million over the next five years; and

WHEREAS, the MERC has entered into a 3-year lease with the Portland Rockies baseball team which will begin in the spring of 1995; and

WHEREAS, The MERC is pursuing a strategy to effect operating and capital improvements to attract more spectators to Civic Stadium, increase per capita revenues at events held in the Stadium and maximize financial performance of the facility; and

WHEREAS, A Major League or Triple-A baseball franchise would require a new or largely renovated stadium as a condition for selecting Portland; and

WHEREAS, Metro and the City of Portland plan to review the Consolidation Agreement that assigned Civic Stadium management responsibility to Metro, through MERC, which review could result in changes to the Stadium's ownership or management; and

WHEREAS, The MERC, at its meeting September 14, 1994, reviewed these issues and recommended a public process to develop a public consensus regarding the future of Civic Stadium before a financial crisis occurs that leaves no choice but to close the facility;

WHEREAS, The MERC adopted Resolution No. 94-71 at its meeting of November 9, 1994, which recommends that Metro and the City of Portland in 1995 examine the need for location of and cost for an outdoor stadium in the Portland metropolitan region; now, therefore,

BE IT RESOLVED, That the Metro Council:

1. Declares its intent [~~jointly with the City of Portland,~~] to establish an advisory committee to consist of representatives of [~~the City of Portland,~~] Metro, MERC, the Portland Metropolitan Sports Authority, representatives of the City of Portland as may be warranted by the results of the review of the Consolidation Agreement, and citizens from throughout the Metro area, whose charge will be to:

- Analyze the Portland metropolitan region's need for an outdoor stadium and make findings on the need for a stadium in the region;
- Analyze the condition of Civic Stadium, including the cost to renovate it for continued use and for use by a Major League or Triple-A franchise;
- Analyze the current costs and opportunities of Civic Stadium versus a stadium at a different location;
- Recommend a course of action on continuing or ceasing use of Civic Stadium;
- Recommend in favor or against steps to build a new stadium, either at the existing site of Civic Stadium or an alternate location;
- Project the costs of ongoing operating and capital costs of all recommended actions, including a recommendation to close Civic Stadium;
- Recommend a way to provide ongoing operating and capital revenue to sustain a stadium operation.

2. Directs that this committee shall be formed and start its work no later than January 1, 1996 or within 30 days of adoption of revisions to the Consolidation Agreement if later than January 1, 1996, [~~August 1995~~] and complete its work and present a report and recommendations to Metro and the City within 18 months.

MERC Commissioners appointed by the Chair, and two citizen members one each appointed by the Mayor and Presiding Officer.

3. That the committee will be appointed and begin no later than ~~May~~ [July] 1, 1995 and will study the issues for no more than one year and will issue a report with recommendations to both elected bodies, MERC, and the public.
4. That the recommendations will deal with all relevant issues including:
 - A. Observations on the financial operation and health of MERC itself;
 - B. An appropriate model for operation and management of the currently existing MERC system of facilities;
 - C. The potential for transfer of additional City-owned facilities to Metro, for inclusion in the system of facilities currently managed by MERC;
 - D. Whether, when, and in what manner the title to the city-owned facilities should be transferred;
 - E. ~~[Integration of the recommendations of the joint advisory committee on Stadium issues into this scope, as these recommendations may affect finance, management, and operations.]~~
 - F.] Other issues as deemed appropriate by the committee.
5. That the effort will be supported by staff from Metro, MERC and the City, and contracted consultants to the extent the parties agree on payment.

ADOPTED by the Metro Council this _____ day of _____, 1994.

Judy Wyers, Presiding Officer

REGIONAL FACILITIES COMMITTEE REPORT

RESOLUTION NO. 94-1978, ADOPTING THE CONCEPT DESIGN FOR SMITH AND BYBEE LAKES INTERPRETIVE CENTER

Date: November 17, 1994 Presented by: Councilor Washington

COMMITTEE RECOMMENDATION: At its November 16, 1994 meeting the Regional Facilities Committee voted 3-0 to recommend Council adoption of Resolution No. 94-1978. Councilors Hansen, McFarland, and Moore voted in favor. Councilors Gates and Washington were absent.

COMMITTEE DISCUSSION/ISSUES: Senior Regional Planner Jim Morgan presented the staff report. He reviewed the development of the proposal for the interpretive center over the past couple of years, and noted the design is only conceptual at this point. He said the purpose of the resolution is to adopt the conceptual design and allow staff to begin developing outside funding sources to build the facility. Ideally, the entire \$3.8 million estimated cost would come at one time to build the entire facility, but that is not likely so he expects the facility to be built in phases, based on available funding. He added that the Smith & Bybee Lakes Trust Fund will provide operating funds for the facility through its interest earnings.

Councilor Hansen asked if the focus will be on local visitors or as a tourist facility. Mr. Morgan said the primary focus is on environmental education for local school groups and other members of the local community. The site's proximity to I-5 will promote some tourism, but that isn't expected to be a primary source of attendance.

Mr. Morgan discussed the site of the interpretive center, saying it is at the southeast corner of the overall site, next to Portland Road. He noted that this is the only place that's high enough to be out of the flood plain, thus avoiding the need to fill the wetland.

In response to a question from Councilor Hansen, Mr. Morgan said there is no firm timeline for construction. Development of a construction schedule will depend on funding.

EXHIBIT A

METRO
PORTLAND PARKS AND RECREATION



SMITH & BYBEE LAKES
INTERPRETIVE
CENTER
CONCEPTUAL DESIGN

ERRATA

The Skywalk, the ramp leading over the backbone of the interpretive center to the lookout tower, is described incorrectly in the Smith and Bybee Lakes Interpretive Center Conceptual Design report: On pages 14, 15, and 26, the Skywalk is described or illustrated as supporting vegetation that simulates changes in climatic zones at different elevations, such as those from the slopes of the Cascades down to Smith and Bybee Lakes. Establishment of these vegetation communities will be difficult, the maintenance intense, and the appropriateness questionable. The Interpretive Center Concept Design Advisory Committee and the Smith and Bybee Lakes Management Committee recommended the design be changed to that which supports plants found in the Smith and Bybee Lakes Natural Area. This change was not incorporated in the final report prior to its initial printing.

A more appropriate, instructional, and cost-effective planting strategy for the Skywalk would focus on establishing plant communities found in the lakes area. This portion of the project will most likely be done with materials gathered locally and implemented with students and volunteers. This could result in cost savings from the total estimate of approximately \$100,000.

The final report will be changed to reflect (1) the deletion of the establishment of vegetation associated with different climatic zones and (2) the addition of native plant communities along the Skywalk that are associated with the natural area. The budget will be adjusted to reflect this change.

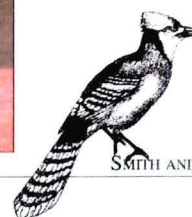
TABLE OF CONTENTS

I.	Introduction	p. 1
II.	The Building Concept	p. 2
	<i>Planning Process</i>	p. 2
	<i>Placemaking</i>	p. 3
	<i>The Site</i>	p. 4
	<i>The Building</i>	p. 6
	<i>Building Program</i>	p. 8
	<i>Building Images</i>	p. 14
III.	What will the Center Offer?	
	An Interpretive Prospectus	p. 20
	<i>Interpretive Themes</i>	p. 20
	<i>Exhibitory Philosophy</i>	p. 22
	<i>Specific Outdoor Interpretive Ideas</i>	p. 26
	<i>Naturally Occurring Areas</i>	p. 28
	<i>Guided Canoe Trail</i>	p. 30
	<i>Hiking Trails</i>	p. 30
IV.	Appendix	p. 32
	<i>Project Organization</i>	p. 32
	<i>Cost Estimate</i>	p. 37



Any structure built at Smith and Bybee should be sort of a "non-building" -- like a duck blind -- rising out of the land yet revealing natural mysteries within and without...

Don Stastny at
Architect Selection Interview



I. INTRODUCTION

WHY ARE SMITH & BYBEE LAKES SIGNIFICANT?

Smith and Bybee Lakes is the largest lake system within Portland's city limits. It is the only remnant of what was once a series of tidally influenced shallow lakes and wetland areas located along the southern edge of the Columbia River. Though surrounded by industrial and residential uses and a landfill, its natural resource value as wildlife habitat remains high. Smith and Bybee Lakes offer a unique opportunity in the metropolitan area for recreation and environmental education.

WHY IS AN INTERPRETIVE CENTER NECESSARY?

An Interpretive Center incorporating educational, recreational and research components has the potential to become the central tool in fulfilling the goals of the Natural Resources Management Plan for Smith and Bybee Lakes, adopted November 8, 1990, by the Portland City Council. Smith and Bybee Lakes are ideally situated to provide metropolitan residents the opportunity to enjoy a wildlife sanctuary while learning about the site's history and environmental concerns. The center can be used to teach about the resource as it once was, as it has become and how our current efforts can influence its future health. As an experimental station, the center can perform research in wetland environmental restoration.



"Why do we need Smith and Bybee Lakes anyway?" - Public Forum Comment

II. THE BUILDING CONCEPT

PLANNING PROCESS

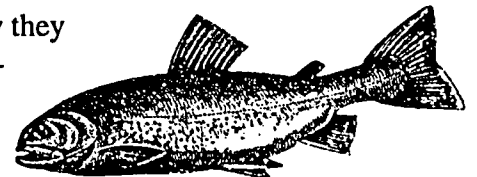
The conceptual design for the interpretive center was prepared over eight months, from January to August of 1994. Many people were involved in the process, representing a variety of organizations, including the St. John and Portsmouth Neighborhood Associations, Friends of Tryon Creek, Friends of Smith and Bybee Lakes, the lakes' management committee, Metro, Portland Parks and Recreation, and the USDA Forest Service. Students from Benson High School, Roosevelt High School and George Middle School also participated. Metro is responsible for overall management of the lakes and contracted with Portland Parks and Recreation to serve as project manager for the interpretive center project. Stastny Architects pc was retained, through a competitive selection process, as the prime consultant for the conceptual design.

"For local people the fishing here is not just sport, it is basic to their livelihood and should be recognized and supported by interpretive exhibits. Make sure the locals have input."

- Public Forum Comment

The conceptual design for the interpretive center represents another step in the long-term improvement of Smith and Bybee Lakes. This effort was initiated in 1986 when an advisory committee was formed by the Port of Portland to create an overall Management Plan. The plan, which was adopted in 1990, outlines a broad strategy for managing the lakes and provides the basis for subsequent plans and projects, including the interpretive center.

A Recreation Master Plan was prepared and adopted in 1993. That plan focused on the "recreational" use of the lakes — where trails should be located, how they should be built, and where an interpretive center might be sited.



Planning for the interpretive center began in early 1994 when an advisory committee was formed and a prime consultant (Stastny Architects pc) was selected. Through a series of meetings with the advisory committee, agency staff, and the consultants, an initial building program and floorplan emerged. A public meeting was held on April 13, 1994 to review the center's



preliminary design concepts. After a few more meetings with the advisory committee, on June 28, 1994, there was another public meeting to review the recommended concept design. The final step was the preparation of this summary report.

PLACEMAKING

Before beginning any design process, the team worked to define a sense of *Place* for the interpretive center. Our remaining natural environment is a very precious thing and the Smith and Bybee Lakes are a unique resource that must not be ignored. The site is ancient, to be respected; it is the *poetry* of the site that must be captured in any built structure.

A PLACE IN THE ENVIRONMENT

The interpretive center should respect the natural features, materials and systems found on the site. The most appropriate form of the structure should be as a “non-building”, a structure so integrated with the land that it is an extension of the land.

A PLACE IN THE COMMUNITY

Introducing a facility like an interpretive center into a local community must be done in a very careful way. The interpretive center can become *a part of the community, not just in the community*. Citizen ownership and empowerment leads to a sustainable facility, both in function as well as spirit.

A PLACE OF EDUCATION AND RESEARCH

The interpretive center has the capability of bringing learners of all ages to a location for *full immersion* into a situation. Tied with the site's natural resources and ongoing scientific and environmental experimentation, this facility could become a regional educational and research facility.

A PLACE IN TIME

As a place of cultural interaction, the interpretive center should tell the stories of those who have walked this ground, of those that have lived here before, during, and after industrialization, of those who are spiritually tied to this place. Native Americans lived for many generations in harmony with the seasonal rhythm of the region. Specifically, they harvested Wapato and Camas from these wetland areas along the rivers. Theirs was a sustainable use of this fragile environment. Their story needs to be told both in its historical context and in relation to our current and future efforts to establish a sustainable relationship with Smith and Bybee Lakes.

A PLACE IN THE REGION

The regional resource of the Smith and Bybee Lakes reserve is an “anchor” as well as a “partner” in the evolving regional natural and recreation system. As an anchor, it must set a standard for interpretive environments that explains “what is here” and “how to use it”. As a part of the system, it should provide opportunities that are both complimentary to, and unique to, its counterparts and partner institutions.

THE SITE

Smith and Bybee Lakes are located on the peninsula of the St. John's district of Portland, at the confluence of the Columbia and Willamette rivers, and the Columbia Slough. Historically, the lakes and the surrounding area were a tidally influenced wetlands area. The Interpretive Center is located at the southeast corner of the reserve, off North Portland Road. The 40-Mile Loop Trail passes by on the southern edge of the site along the Columbia Slough. Canoe access to Smith Lake and the Slough are provided from the parking area. Service access to the building is from the south to reduce impact. Parking is located near N. Portland Road, away from the building. The lot is designed to accommodate 62 cars and eight oversized vehicles.

Moving through the buffer of trees between the parking area and the wetlands, one encounters a pathway made of recycled material. The pathway leads through an area bordered by natural areas and restoration experiments, allowing the visitor to first experience these features and natural phenomena as an introductory procession to the center.

Plantings are indigenous wetland species. Benches are distributed along the pathway to provide resting places. A public telephone is provided for visitors convenience and/or emergency use.





Smith & Bybee Lakes Reserve
Site Plan

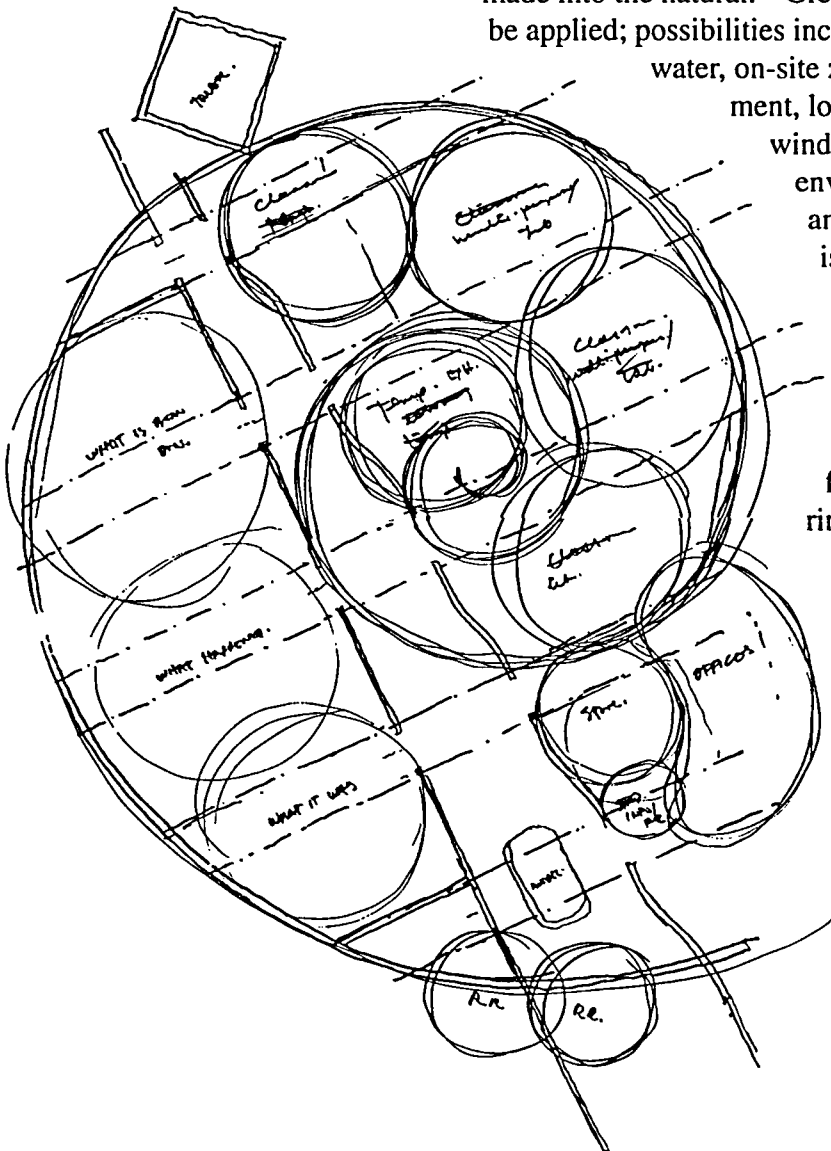
THE BUILDING

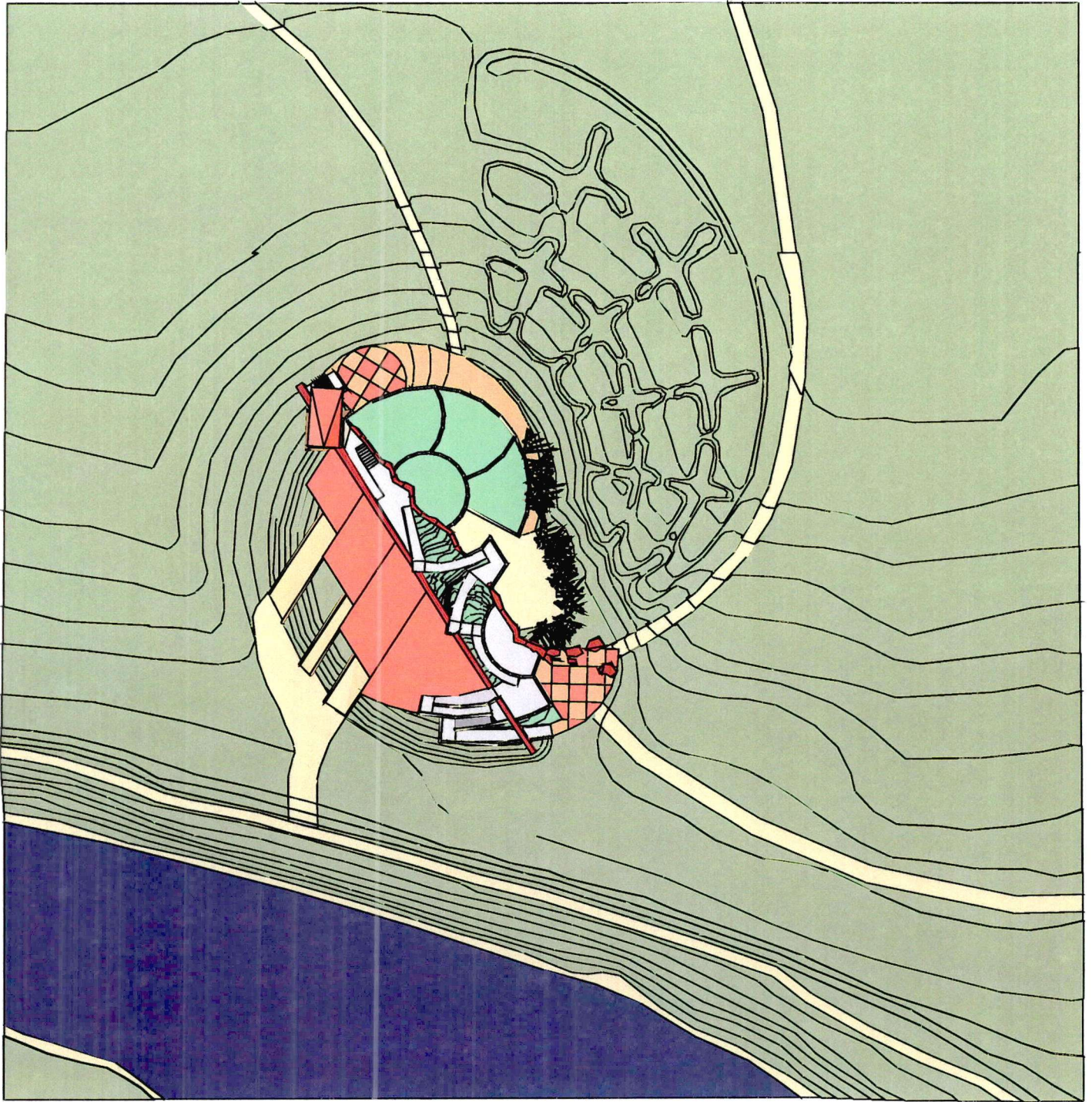
The Interpretive Center is to educate about the resource: what *was* there, what *is* there, and how to protect it. Keeping this in mind, the team created a building that educates, as well. A foremost theme in the building concept is a *non-intrusion* onto the site. The building is to be made of materials found in the vicinity; a better alternative is to use recycled materials. Possibilities include recycled timbers and decking from warehouses, lumber products made from recycled and manufacturing by-products, recycled cellulose board and insulation products, carpet made from recycled soda bottles (PET), and natural linoleum sheet flooring. To decrease intrusion onto the site, the design will blend into the surroundings, and will ease the visitor from the man-made into the natural. "Green" building systems and finishes can also be applied; possibilities include solar hot water heating for domestic

water, on-site zero-discharge bio-active sewage treatment, low flow plumbing components, operable windows in all areas which do not require strict environmental controls, natural daylighting, and low VOC adhesives, sealants and finishes.

The building systems and materials are not the only features that can educate; the building design can as well. In this instance the building design is derived from the shell of a snail, a naturally occurring creature found on the site.

The form unfolds as the visitor enters, and "clues" in the floor, ceiling, and wall patterns inform the observer of the organic inspiration for the structure.





Aerial Site View

"What kind of connections, programs, space and money and equipment resources are planned for students to visit and learn and see and do science? Educational facilities, storage, labs, people, etc.? Tables for microscopes with outlets, storage area for plants/test plots, sinks, on-line computers, small library, reading room?"

- Public Forum Comment

BUILDING PROGRAM

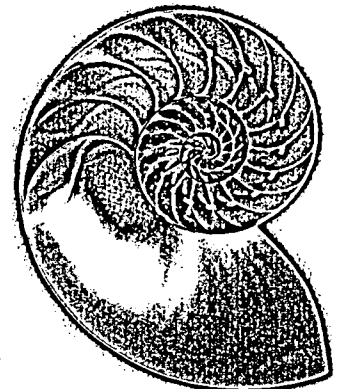
The Building Program describes the functions envisioned in the Interpretive Center and assigns area allotments and spaces necessary to accommodate these functions.

1.0 Entrance Lobby and Related Spaces

- | | | |
|-----|--|----------|
| 1.1 | Information/Reception | 100 sf |
| | The information/reception area must provide visual control for the entry, education shop and main public circulation areas. The reception desk will be configured to allow a single staff member to operate both the reception function and the education shop. | |
| 1.2 | Public Circulation/Display | 2,200 sf |
| | The main public circulation zone also serves as additional interpretive display area. The display material in this area will be a mixture of temporary/seasonal and permanent orientation materials. This space provides glimpses into the Smith and Bybee landscape beyond. | |
| 1.3 | Education Shop | 300 sf |
| | The education shop offers books, gifts and art of an educational nature relating to the Smith and Bybee environment and it's regional context. The education shop is both an interpretive resource and a source of income for the facility. It is adjacent to the reception area to reduce staffing needs during slow periods. A ceiling-mounted, rolling grille will provide off-hour security. | |

- 1.4 Auditorium/Film 1,200 sf
 The auditorium is an orientation device for the permanent exhibits and the overall Smith and Bybee resource. Seating will be flexible to accommodate alternative uses such as community meetings or seminars. Located near the reception area, the auditorium is on the circulation sequence to the permanent exhibit, but can also be used when the permanent exhibits are secured.
- 1.5 Temporary Exhibit 400 sf
 The Temporary Exhibit Gallery is located at the end of the main public circulation. This is a special room to house a variety of temporary shows, ranging from exhibits loaned by other interpretive facilities to programs at the Smith and Bybee Lakes Interpretive Center. This space will have strict environmental and security controls to accommodate a wide variety of exhibit types and sources.
- 1.6 Gallery 1,000 sf
 The Gallery is an extension of the main public circulation/display area adjacent to the educational functions of the facility. Displays in this area can include material generated by the classroom users, temporary shows with less stringent security needs, and semi-permanent displays about the Smith and Bybee resource. As a public room along the main public circulation, the gallery also is the "living room" of the facility, used as a program "staging" area and for gatherings associated with functions in the multi-use room and/or classrooms.
- 1.7 Public Toilet Rooms 900 sf
 The main public rest rooms are located centrally in the facility. Additional rest rooms are provided near the entrance for visitors not using the indoor parts of the facility.
- 1.8 Mud Room 300 sf
 The Mud Room is located near the entry and is accessible from the exterior. It provides a place for visitors, particularly school groups, to clean up after visiting the outdoor exhibits and trails. It also serves as initial staging space for school groups and includes storage for brown-bag lunches, jackets etc.

1.0 Sub-Total 6,400 sf



2.0 Permanent Exhibit Gallery

- 2.1 Main Exhibit Gallery 2,800 sf
The Main Exhibit Gallery is a “black box”. Located along the main public circulation and adjacent to the auditorium, it contains the permanent exhibits of the center. The exhibits include display types ranging from flat panels to audio-visual and diorama displays. The gallery has a clear span space to provide maximum flexibility for exhibits. Electrical supply and environmental design must allow for similar flexibility and varied loads. A grid of raceways at both floor and ceiling levels can provide maximum flexibility. Permanent exhibits accommodate unique environmental requirements within the micro-climate of the each display.
- 2.2 Exhibit Storage 650 sf
Exhibit Storage is a storage and staging area for both the permanent and temporary exhibit components of the facility. This area has strict security needs and will provide similar environmental conditions as the Temporary Exhibit Hall to protect exhibits during temporary storage.
- 2.0 Sub-Total 3,450 sf

3.0 Educational/Multi-use

- 3.1 Multi-use Room 900 sf
The Multi-use Room is adjacent to the classrooms and Gallery. It is attached by a movable partition to one of the classrooms. This room is visually connected to the gallery and has largely unobstructed views out to the Smith and Bybee landscape. The space includes storage for flexible seating and a mixture of shelving and cabinets for storage of books and other materials used by the interpretive staff in their programs. The Multi-use Room is equipped with a built-in projection screen and chalk/marker board.
- 3.2 Classrooms (2 @ 450 sf each) 900 sf
The classrooms also have visual continuity with the Gallery and open out into the landscape. The classroom design will communicate the unique learning experience. Each classroom is equipped with a deep sink, cabinets, countertops, shelves/cubbies, projection screen and chalk/marker board.





3.3 Kitchenette 140 sf
Support space for snack preparation or light catering. Will contain counter space, microwave, small refrigerator and sink. Accessible to gallery, classrooms, and outdoor amphitheater.

3.0 Sub-Total 1,940 sf

4.0 Shipping and Receiving/Mechanical

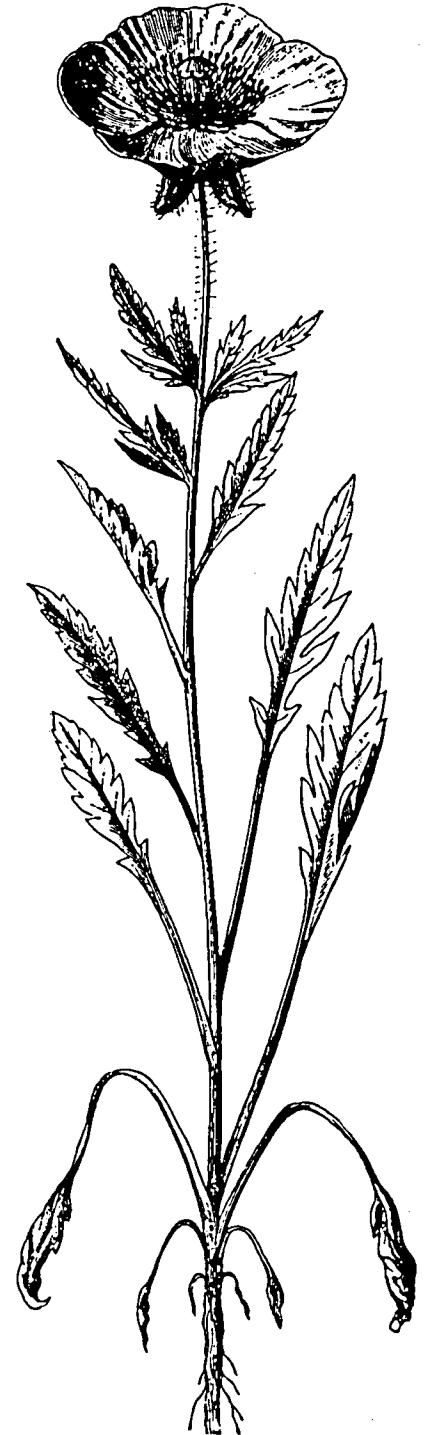
4.1 Shipping and Receiving (Loading Area) 650 sf
Shipping and Receiving is located adjacent to the mechanical and shop functions. It is also intended to serve the entire facility, though traveling and some other exhibit materials may be directly delivered to the Exhibit Storage, and some small items may be delivered through the main entry. Equipped with a 10' x 10' roll-up door and a loading dock, it is accessible by vehicle for deliveries. A standard swing door is adjacent to the roll-up door.

4.2 Mechanical/Shop 1,000 sf
The main mechanical area will house the mechanical equipment and domestic and fire-suppression water equipment. The shop would accommodate activities too small to justify being carried out in the maintenance facility. The mechanical equipment should be located to take advantage of the zone between the public circulation and the dark functions of the building (exhibit galleries and the auditorium) for efficient distribution of heating, ventilating and air conditioning. The shop should be acoustically isolated from other functions.

4.0 Sub-Total 1,650 sf

5.0 Administration/Library

5.1 Library 550 sf
The library serves both visitors and staff research needs. It is adjacent to both administrative and educational functions on the main public circulation. It can be secured separately from the rest of the facility. A partial glass wall and full glass door connect the library to the administrative area.





5.2 Clerical 200 sf

The Clerical area is an open office area which accommodates four workstations. It is located adjacent to the main entry and is open to the Reception/Information area, allowing staff to operate the reception desk while engaged in other administrative duties. The clerical area is also adjacent to the offices and staff work room. It has good natural light from a generous array of exterior windows, which also provide a view of the entry area. A rolling grille will provide off-hour separation from the public areas.

5.3 Office I 200 sf

Connected to the Clerical area, Office I is a private office with a full view out to the site.

5.4 Office II 150 sf

Slightly smaller than Office I, Office II is also connected to the Clerical area with views of the site.

5.5 Staff Work Room 400 sf

This staff work area houses the office copier, staff coat closet and storage for office supplies. A large work table and side counters provide layout space for staff projects.

5.6 Staff Toilet 50 sf

The Staff Toilet is a single uni-sex compartment accessible from the Staff Work Room.

Sub-Total 1,550 sf

Administrative Circulation @ 20% 310 sf

Sub-Total 1,860 sf

TOTAL INTERPRETIVE CENTER 15,300 sf

6.0 Caretaker's Residence

6.1 Residence 1,500 sf

6.2 Garage 500 sf

Sub-Total 2,000 sf

7.0 Maintenance Facility

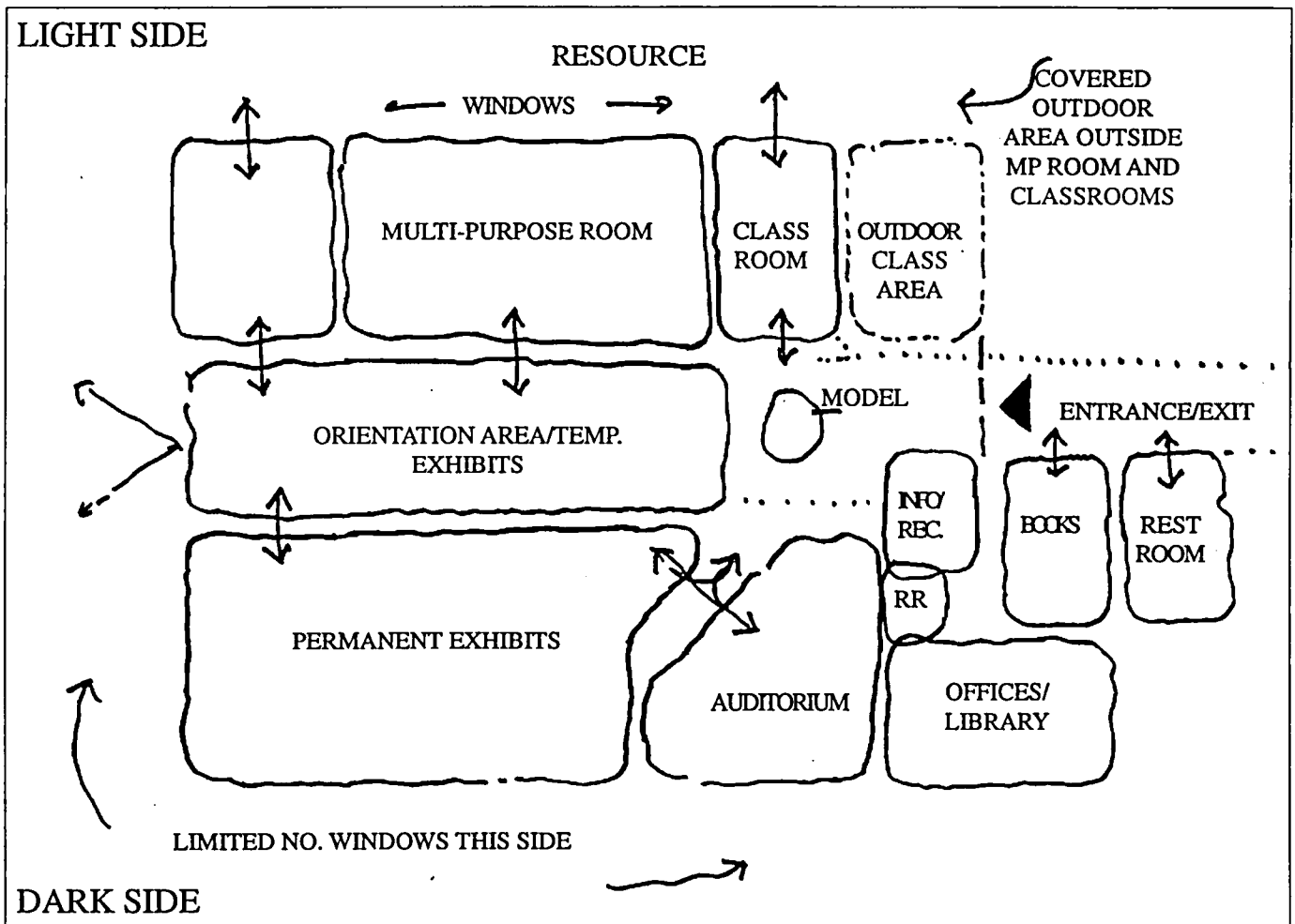
7.1 Maintenance/Tool Storage 1,000 sf

7.2 Workshop(s) 500 sf

Sub-Total 1,500 sf

TOTAL CARETAKERS AND MAINTENANCE 3,500 sf

The following diagram describes features which were observed to be effective in interpretive centers around the San Francisco Bay area, by Dave Yamashita during a research trip. The diagram portrays a "light side" and a "dark side" attached to a central spine of public circulation and temporary exhibits. A model of the Smith and Bybee Lakes area, just inside the entry, serves to orient visitors to the site. The educational component has ample windows opening into the site, while the exhibit and auditorium are "black boxes". The arrows indicate flow and connection between the different functions. These concepts have been expanded upon in the Building Program and incorporated in the Conceptual Design.



BUILDING IMAGES

The Smith and Bybee Lakes Interpretive Center is designed to create an atmosphere of learning and exploration for visitors to the wetlands reserve. The experience begins when the visitor arrives by car, transit or bike.

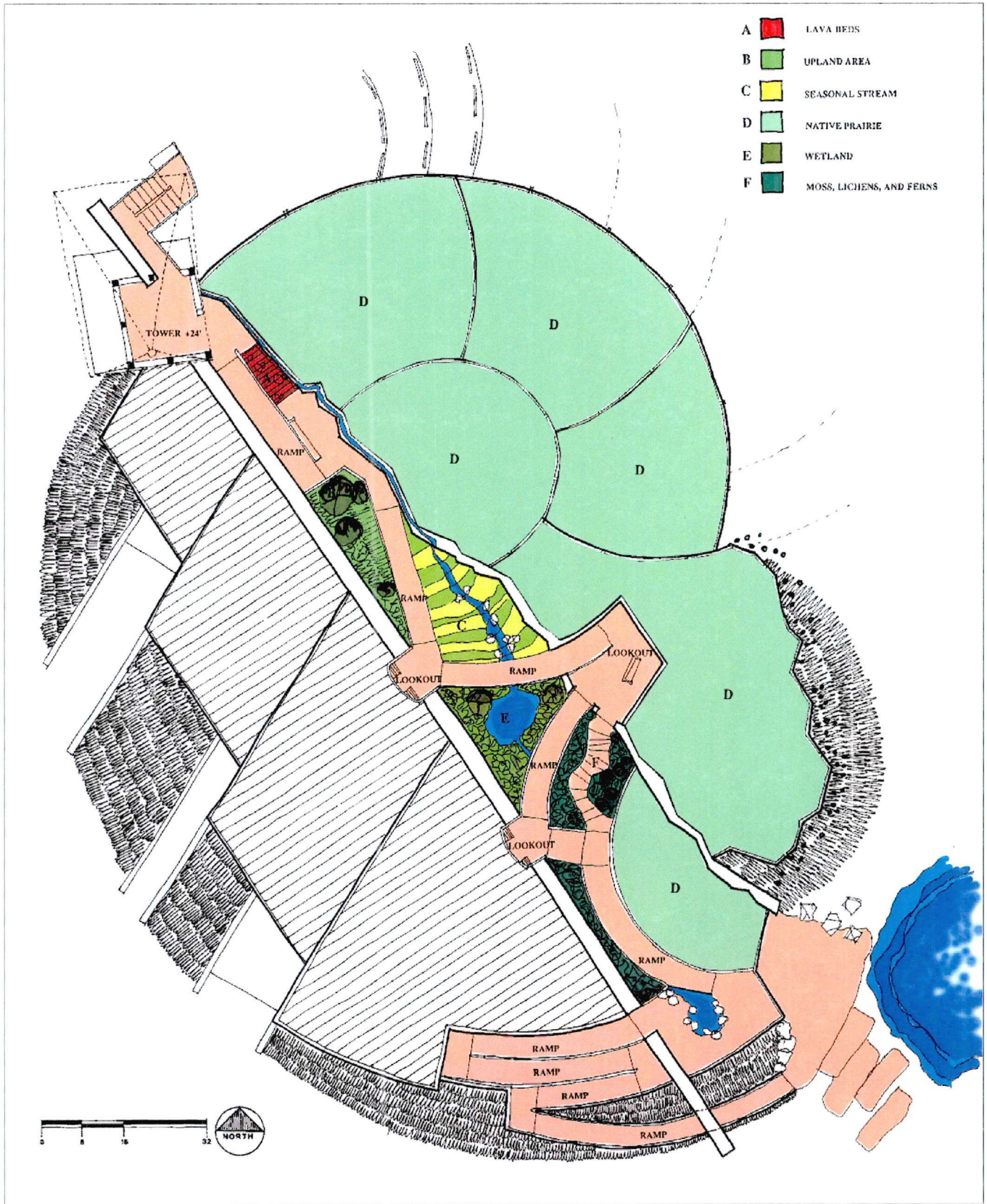
THE SKYWALK

The “signpost” of the center is the Skywalk, a wandering ramp that forms the backbone of the center. It is the most prominent built structure in the center, and forms an armature that all other uses attach to — in the same way fungi or other growths attach to their host plant or animal. Technically, the Skywalk structure contains the mechanical and electrical systems that service the center. Architecturally, it forms the central hallway and gallery that orients circulation through the center; on the roof, it becomes an interpretive exhibition itself. Moving up the Skywalk, the visitor will experience a number of micro-environments, reflecting the changing character of the land from the slopes of the Cascades down to Smith and Bybee Lakes, orienting the visitors to the regional context of these wetlands. As one moves upward, the Smith and Bybee area is gradually revealed, terminating in a lookout tower. The tower roof serves as a rain collector, mechanically activated to allow rainwater to flow down the levels of the Skywalk. This system provides water to each of the micro-environments down the ramp.

The form of the Skywalk is defined by two walls, one reflecting “man-made” technology and one representing a more “natural” configuration of stone cliffs and escarpments.

THE SNAIL

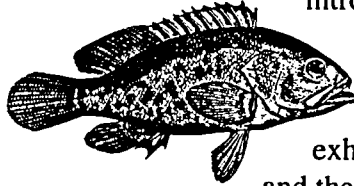
The building structure that attaches to the Skywalk armature evolves from the form of a snail shell indigenous to the site. Upon entry, the visitor passes by a central control/reception desk. This location is set up to allow a single individual to control the entire structure. Across from the reception desk, there will be a large interactive model of the entire Smith and Bybee area to orient the visitor to the site features, the center, and the Lakes.



Skywalk/Roof Plan

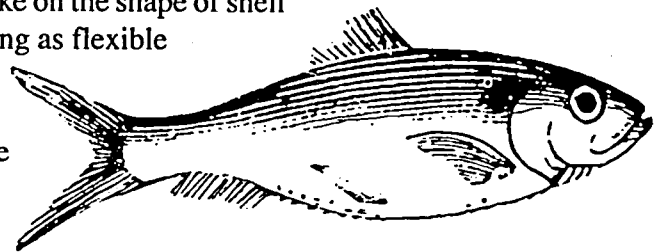
THE FLOW

The visitor then has the opportunity to view the permanent exhibit which will display the storyline: "What it Was, What Happened, and What is Being Done". Integrated into the exhibit area, yet functionally separate, is the small auditorium that can be used for an introductory show to the exhibit, as a separate program space, as a class room, or as a public meeting room. The entire exhibit sequence is enhanced by a temporary exhibit area at the far end of the main gallery and there are opportunities for display cases and informal displays.

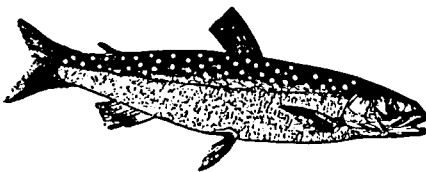


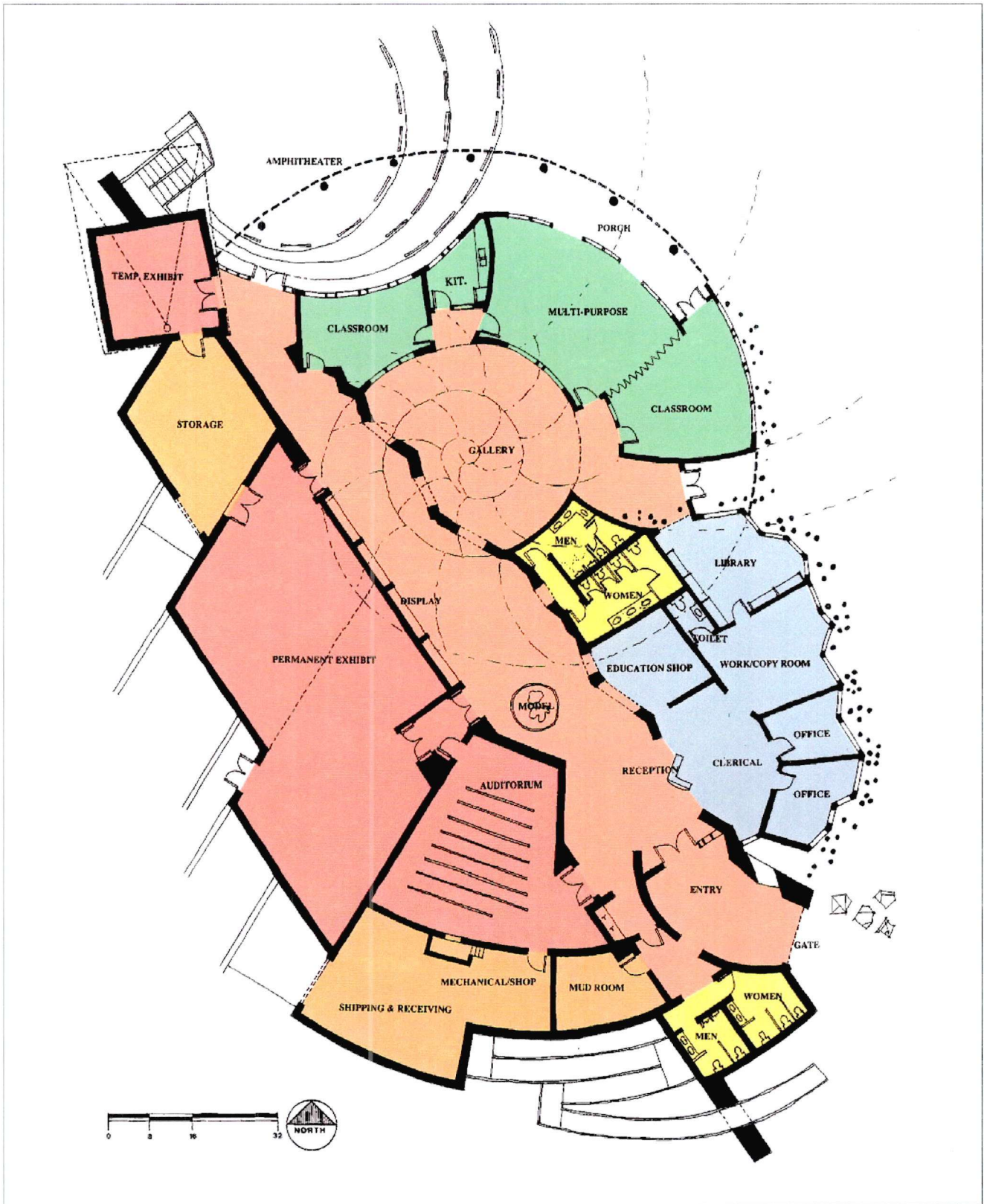
UNIQUE LEARNING EXPERIENCES

The educational component is attached to the armature and opens directly out to the wetlands, both natural areas as well as experimental and interpretive exterior "test plots". The classrooms and multi-purpose rooms are designed to create an alternative to the "traditional" class room box. They take on the shape of shell segments and, while being as flexible and functional as a standard rectilinear room, provide a message that this is a "special place" for learning. Light filters in from unexpected places, reflecting off walls, providing natural illumination. Full glass walls and windows involve the outside features and activities as an extension of the classrooms.



Two additional enhancements to the educational component are a partially covered outdoor amphitheater and a research library. The amphitheater is located to allow orientation sessions prior to moving out into the trails of the Smith and Bybee Lakes as well as provide a place for performances that may be part of an artist/environmental extension program. The outside stairs to the observation tower (the terminus of the Skywalk) are placed to provide both a "speakers platform" as well as apparatus framework for lighting and audio enhancements to the amphitheater.





Floor Plan

ADMINISTRATION

Adjoining the educational areas is the administrative area, consisting of open office areas and private offices. The administrative area contains the educational “store”, supporting the educational and interpretive mission of the center. The administrative area is pictured as organic in form, with windows allowing views to the path from the parking area as well as the outdoor exhibit and test plot area. The outside of the form will have a series of random poles that will create a “beaver lodge” effect stacked against the articulated Skywalk wall. The roofs of the educational and administrative functions are planted in native grasses, giving the building a feeling of emerging from the wetlands, as well as providing another exhibit opportunity when viewed from the Skywalk above.

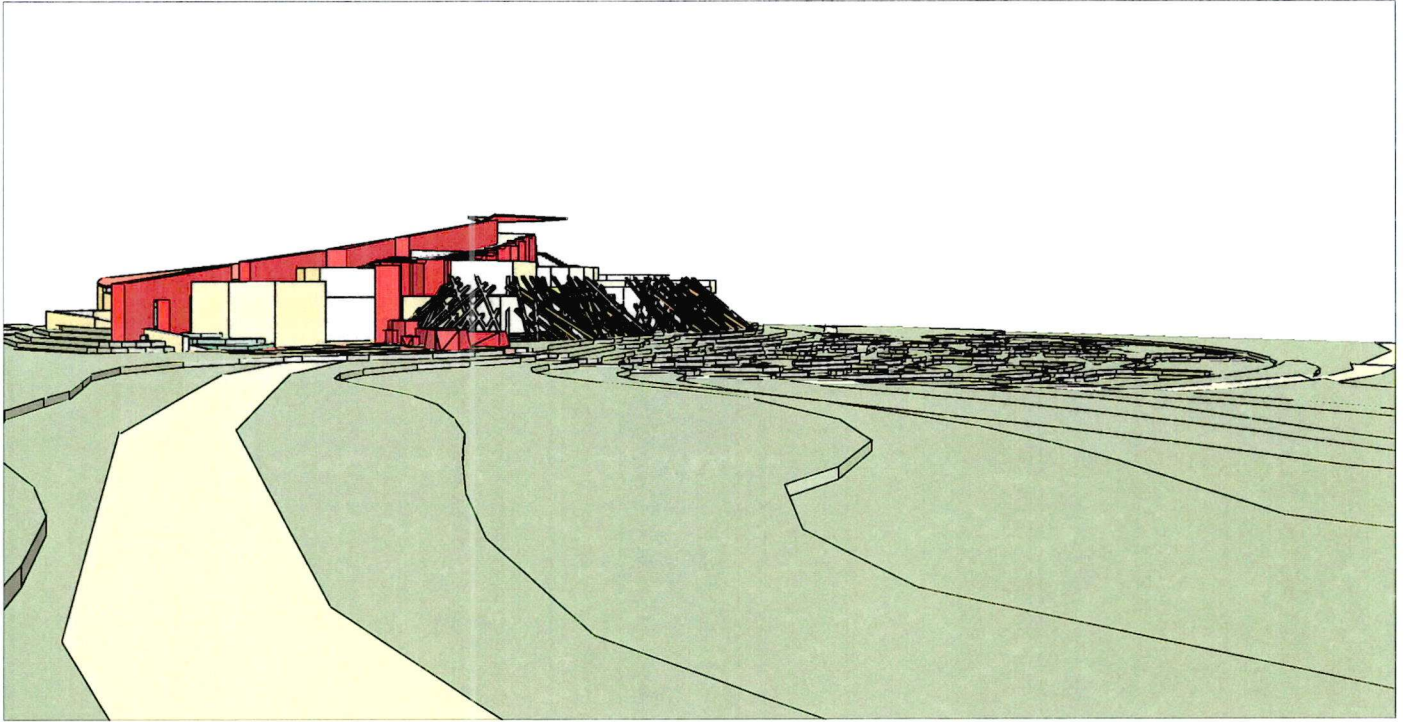
“The concept of restoration, that everything is habitat for something. When we ‘restore’ something, we are further manipulating a manipulated habitat. Some species adapted to today’s habitat will be displaced (e.g. blackberry eaters). What do we restore it to? Or when do we restore it? And Why? We are placing values just as the past manipulation had to do with values. What is our value?”

- Public Forum Comment

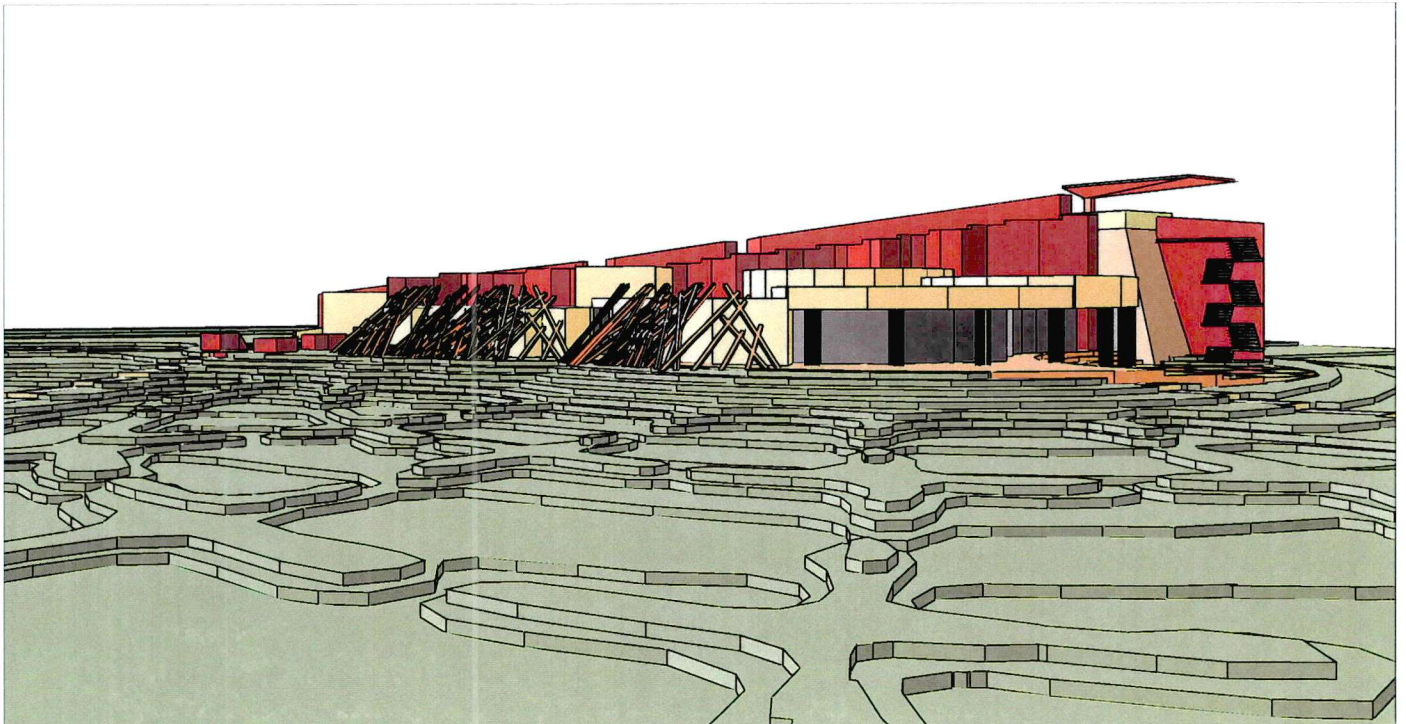
SUPPORT SPACES

Other support spaces including restrooms, student storage (i.e., lunches, coats, boots), and workshops are clustered around the exterior of the exhibit/auditorium areas. All support spaces are designed to be low maintenance areas, and toilets are accessible from the outside vestibule to allow use by visitors without tracking mud into the central gallery area. Wash-off areas will be provided for people coming in from a “wetlands excursion”.

Overall, the structure and the outside exhibit areas meld into an orchestrated whole. The intent of the design is to create a building that is an interpretive exhibit itself — a building with symbology and meaning — a utilitarian structure that is made up of natural and recycled materials — a structure that appears to rise out of the land.



View from Entry Path



View from Loop Trail

III. WHAT WILL THE CENTER OFFER? AN INTERPRETIVE PROSPECTUS



INTERPRETIVE THEMES

DISCOVERY, UNDERSTANDING AND RESTORATION

The enduring meaning and value of Smith and Bybee Lakes will be recognized and rediscovered at different levels; the region, the surrounding communities and the place itself. It is a large wetland system in recovery; a place that possesses a history of human occupation, use and exploitation; a sanctuary for wildlife and a retreat for people; a place for exploration and understanding of the natural environment.

The following prospectus outlines potential topics for interpretation.

I. What it Was...

- The largest freshwater wetland on the Columbia River.
 - The lakes system's former hydrologic/hydraulic connection to the Columbia River (tidal influences).
 - Seasonal change. The different moods of the lake system.
 - How did ducks (any birds/all critters) thrive at Smith and Bybee Lakes (wildlife habitat)?
 - The natural evolution of flora and fauna without intervention.
 - Native peoples practicing their sustainable indigenous cultures.
- A sensual and spiritual experience.
- Imagine what you could experience and learn if it still was as it was before...
- How Smith and Bybee Lakes compare to other wetlands.

Message: A valuable resource that was undervalued.

II. What Happened...

- Tracing the effects of environmental and land use changes to Smith and Bybee Lakes over time.

"How did the building of the landfill and railroads affect the lakes and wildlife?"

- Public Forum Comment

- The human and cultural history of the place.
 - Native people and indigenous cultures.
 - Discovery: Lewis and Clark and others.
 - Early settlers.
 - Smith and Bybee: Who are those guys and what do they have to do with the place?
 - Settlers to present day: The beginnings and development of St. Johns/Portsmouth and industrial surroundings.
 - Corps of Engineers activities.
 - Port of Portland: Weir structure/stabilization of water level, filling of wetlands around the lakes.



- Modification of a dynamic system towards a static system.
 - Weir structure/stabilization of water level.
 - Inundation by foreign vegetation.
 - Systems are not static, either degrading or improving.
- The inescapable surroundings and primary influences.
 - The industrial edges
 - The railroads
 - The Columbia slough
 - The St. Johns landfill
 - The Port of Portland

Message: Ordinary people leading ordinary lives make mistakes.

III. What is Being Done...

- A sensual and spiritual exploration.
 - An immersion back into nature.
 - Still water and moving water have different spirits.
 - The basic concepts and conflicts of environmental resource management and visitor use and enjoyment of Smith and Bybee Lakes.
 - How can we all get along here? The potential presence of more people, in concentrated areas. Where do you emphasize wildlife "comfort" and buffer zones?

- A continuous experiment of ecological restoration.
 - The site as a center for wetland ecology, research and experimentation.
 - The site as a staging area for wetland restoration.
 - Creation of a richer and more dynamic wildlife habitat.
 - Selective experimental plots/restoration sites in and around the Interpretive Center.
 - A wetland plant nursery.
 - The center as an expression of the restoration ethic: Architectural design, siting of the structure, recycled building materials, etc.

- An aquatic ecosystems learning center.
 - The importance of wetlands.
 - Accessible, "hands-on" biological science.
 - The variety and forms of the Lakes' wetland environments.
 - The concept of how long or how quickly environmental changes can take place.
 - Explain, see and participate in carrying out the intent of both the Water and Natural Resource Management Plans.
 - Environmental change.
 - Water quality and pollution monitoring station.

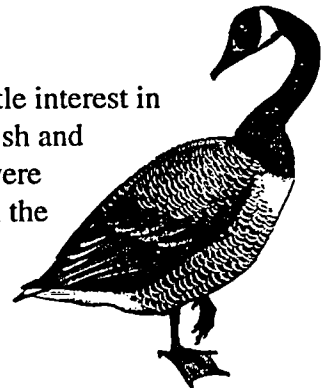
Message: Exploration, experimentation, learning.

EXHIBITRY PHILOSOPHY

An important concept for anyone interested in ecology or environmental restoration is that we can not always see all the ways in which things are interrelated. One theory suggests that the flap of a butterfly's wings may minutely affect the weather in the next state a day later. We may never fully grasp the complexity with which our world is configured. The following story about "dying ducks" illustrates this concept.

DYING DUCKS

Let's speculate that up until 1980 there was little interest in either Smith or Bybee Lake. Then the U. S. Fish and Wildlife Service (USFWS) found that ducks were dying in Smith Lake during late summer when the lakes were at their lowest (they were then in direct connection with the North Slough and the Columbia Slough, Willamette River, and



Columbia River). It appeared the waterfowl were dying from avian botulism. The warm, mud-flats resulting from lower water was optimum habitat for botulism. The concern of the USFWS was communicated to the Port of Portland. Bill Bach, a property manager for the Port, learned from USFWS that it would help to impound water in the lakes to avoid low water conditions and eliminate conditions leading to botulism and the threat of spreading this disease to Sauvies Island. A temporary dam was installed in September 1982 by the Port at the outlet of the lakes. Thus began a series of changes in the lakes that are continuing to occur. Prior to 1982 the lakes had stabilized as tidally influenced wetland systems.

'What you see is what you get' (WYSIWYG) might be a commendable aspiration for consistency between computer monitor and printer product, but it won't be nearly enough for the person who visits Smith and Bybee Lakes for the first time. For example, the visitor won't see the dying ducks that led to the dam that killed the willows, created more wetland and led to the dominance of smartweed in Smith Lake.

If we look at the "seeing" in WYSIWYG, and ignore for the moment the other senses, there are a wide variety of things that can be seen in one way or at one time or another. What follows is one taxonomy of what can be seen at Smith and Bybee Lakes.

THINGS BIG ENOUGH TO SEE WITHOUT ASSISTANCE

(eyeglasses and binoculars allowed)

- Easily Identified
 - There all the time
 - In the same place (reed canarygrass, Pacific red willow, smartweed)
 - In different places (gulls, carp, blue gill)
 - Come and go
 - In the same place (ephemeral ponds)
 - In different places (migrating waterfowl, salmonids)
- Hard to Identify
 - There all the time
 - In the same place (short-eared owls)
 - In different places (gambusia)
 - Come and go
 - In the same place (green-backed heron)
 - In different places (northern shoveler, pied billed grebes)

THINGS TOO SMALL TO SEE WITHOUT ASSISTANCE

- Easily Identified
 - There all the time
 - In the same place (species of spike-rush)
 - In different places (Mexican water-fern)
 - Come and go
 - In the same place (fungi)
 - In different places (spike rush seeds)
- Hard to Identify
 - There all the time
 - In the same place (species of chrysophyte algae, oligochaetes)
 - In different places (clams)
 - Come and go
 - In the same place (flowers-seeds of Columbia R. sedge)
 - In different places (species of liverwort)

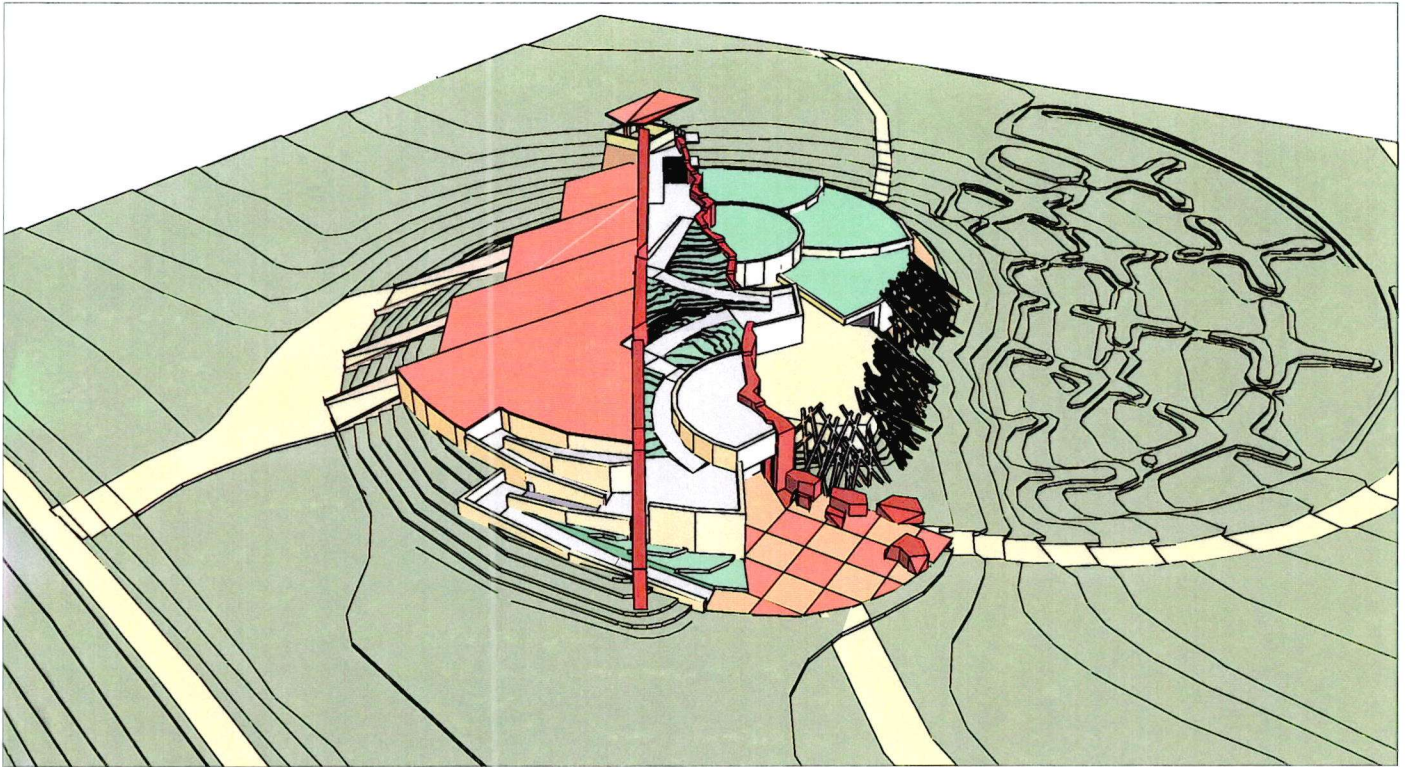
THINGS YOU CAN'T SEE EASILY

- Relationships of organisms to their environment (food webs, life cycles)
- Influence of the St. John's Landfill
- Influence of the 40-Mile Loop Trail
- Influence of the Port's adjacent development in Rivergate

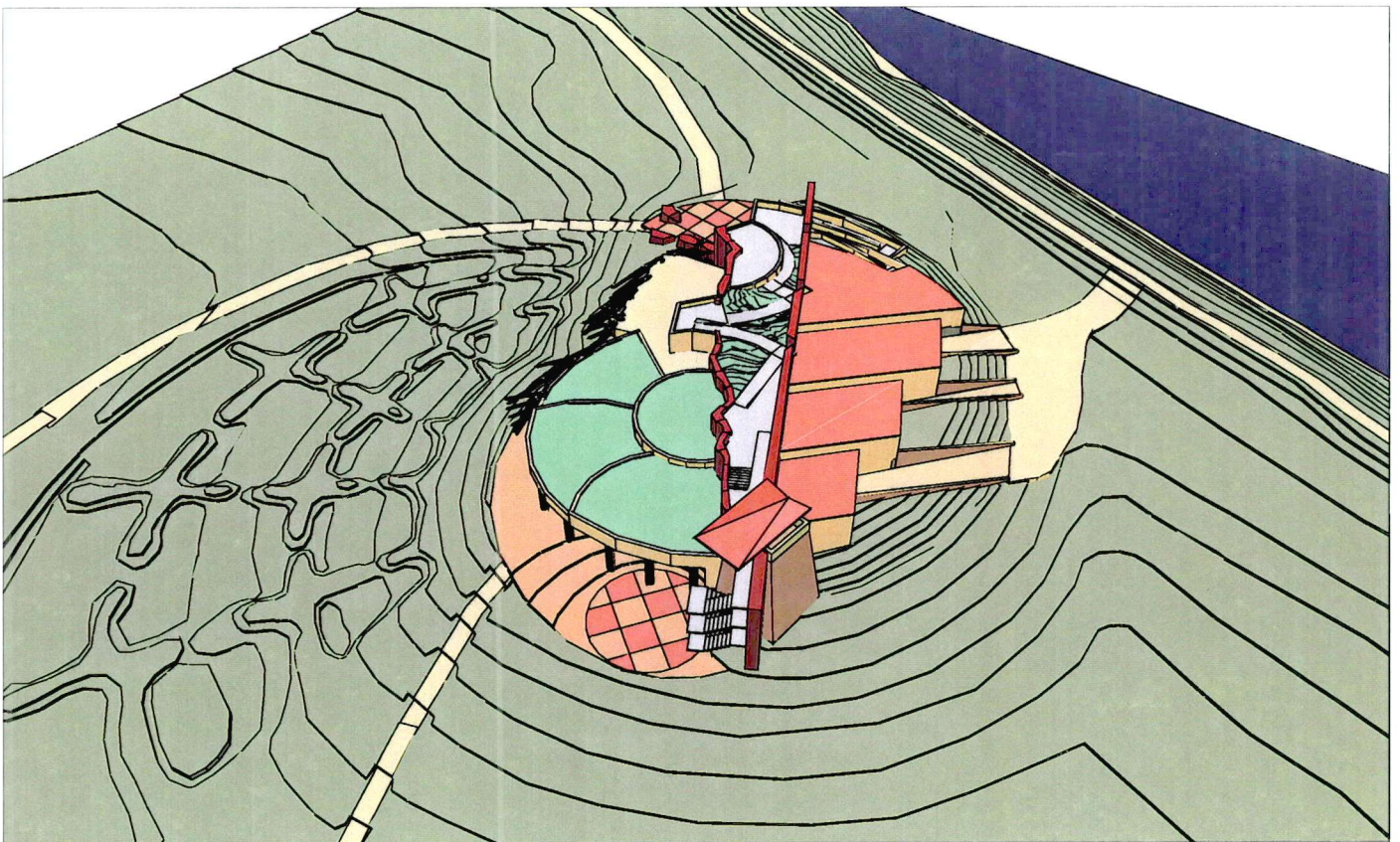
THINGS YOU CAN'T SEE

- The dying duck sequence
- The way the area looked at the turn of the century
- The way the area looked before Lewis and Clark visited the lower Columbia
- How the native Indians used the lakes
- Temperature
- Odor, scents
- Touch of something
- Sounds

Within the themes of "What is Was; What Happened; What is Being Done," we can apply the above taxonomy as an organizing tool. Our relative ability to "see" an element can be used to determine how best to design an interpretive center about it. If we approach the design this way, visitors will learn much about the complex interrelations of Smith and Bybee Lakes and their systems.



View from Southeast

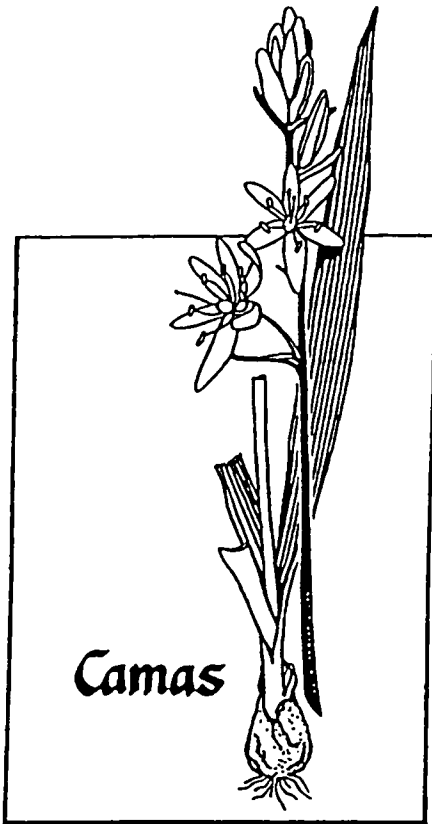


View from Northwest

SPECIFIC OUTDOOR INTERPRETIVE IDEAS

A BUILDING YOU LEARN FROM

The Interpretive Center tells stories as well as provides a way for stories to be told. As the "backbone" of the center, the Skywalk provides a variety of interpretive potential. As a visitor ascends the walk, the following "zones" can be discovered:



A. *Lava Beds*

Stair and well built of and in a bed of lava rock. This area would be nearly devoid of plant life, simulating the bareness of the lava fields of the Cascade range.

B. *Upland, Mesic Zone*

Shady, irrigated area planted with native small trees, shrubs, and groundcovers (willow, alder, salal, Oregon grape, oxalis, vancouveria)

C. *Seasonal Stream Zone*

Open, rocky area with a shallow defined stream channel for rainwater runoff, planted with wildflowers or herbaceous plants (rushes, sedges, blue-eyed grass)

D. *Native Prairie Zone*

Open irrigated grassy area planted with native grasses and wildflowers (camas, blue-eyed grass, tufted hairgrass, red fescue, sedges)

E. *Wetland Zone*

Permanent ponded area supplied by external water supply and planted with herbaceous wetland plants (rushes, sedges, wapato, bulrush)

F. *Moss and Fern Zone*

Shady, moist, protected area planted with native mosses, ferns, and lichens

DEMONSTRATION AREAS

The following experimental or demonstration areas, developed in the immediate vicinity of the Interpretive Center, would fan out from the Center, which would make them more accessible for students, or they could be nodes along a walkway near enough to the Center so that conveying tools, equipment, etc. to any of these areas would not be too burdensome. Since most of these areas will depend on or use water in some way for demonstrations or experiments, pumps and plumbing should be provided to obtain water, either from the Columbia Slough or from Smith Lake. This water could also be used to irrigate other plantings at the fringes of these ponds and swales.

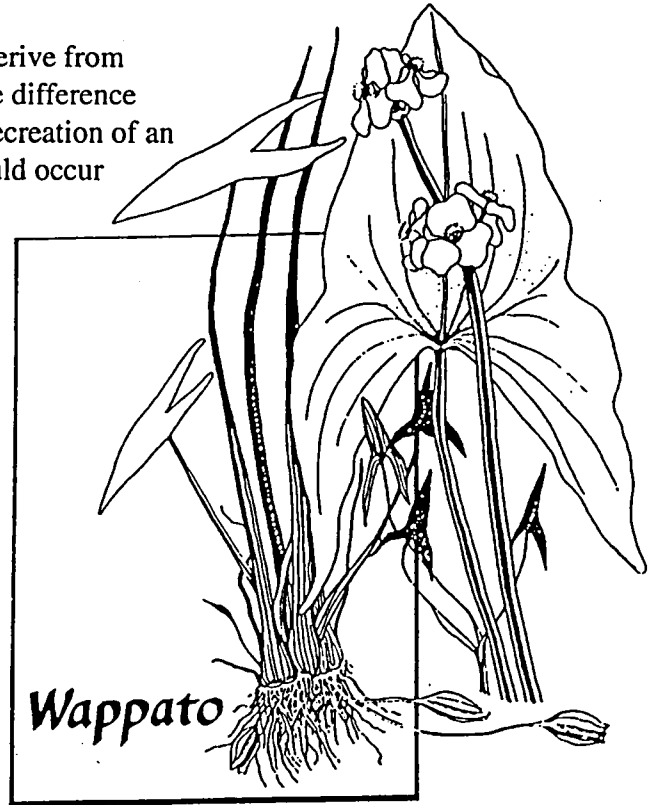
Virtually all of these features require some excavation to create shallow depressions for what is proposed. Grading at the time of excavation could create some additional habitats for native plants at the fringes of these depressions.

Most of these ideas for demonstrations or experiments derive from elements of the Smith and Bybee management area. The difference between a “demonstration” and an “experiment” is the recreation of an existing condition versus hypothesis testing. Testing could occur in any of these depressional areas and could entail the use of the entire area or simply one portion of the area.

Each of these ideas should include interpretive signage that tells a story about the management of Smith and Bybee Lakes.

Varying Water Depths as Constraints on Wetland/ Aquatic Plant Growth

This ponded area requires a sealed bottom (e.g. bentonite), with one or three weirs for controlling water elevations along the length of the pond. Certain plants grow in certain depths of water. The idea of this pond unit would be to focus interest on the importance and effects of water level fluctuations on plant growth using plants from the project area.



The Importance of Soil Quality in Wetland Quality and Revegetation

This is an area where you’ve altered the soil of the pond-wetland bottom with various soil amendments. One important amendment is compost from the Columbia Boulevard Seage Treatment Plant. At the plant there is a composting facility that uses sludge from the plant mixed with sawdust, and it’s an excellent soil amendment used to speed up revegetation of created wetlands. The compost speeds up plant growth and mimics the kind of organic conditions that you get in wetlands. You can have an area that has one kind of soil amendment and an area without the amendment with the same kind of hydraulic conditions for both.

Utility Wetland for Treating Stormwater Runoff from the Parking Lot

The facility would use a treatment wetland for stormwater run-off, with various appropriate kinds of vegetation. Regulated water levels would support a variety of plants rather than just reed canarygrass, but you could plant things like cattail and rush, hard stem bulrush and other types of plant materials that are suitable for this type of wetland.

Simulate Ephemeral Pond

This is a unique feature at Smith and Bybee Lake: depressions that get filled with water and then all summer as they evaporate, you get concentric colonizations as the water goes down by a variety of plant species. When it gets down to the bottom, the remaining tadpoles and catfish are eaten by blue herons (there is kind of a feeding frenzy at the end). Part of the time it would be a shore-bird habitat.

Construct a Columbia River Sedge Meadow

Another kind of experimental area or plot is the recreation of a *Carex aperta*, Columbia River sedge meadow. This sedge grows in meadows in certain places in the system, and it's probably the elevation as well as organically rich soils that encourage the growth of this plant, and it out-competes reed canarygrass. At Corvallis, the Soil Conservation Service's plant materials lab has found a way to germinate seeds from this Columbia River sedge (that's a story in itself). It'd make great signage, but if you could recreate that meadow on a small scale, presumably right up close to the center, you would actualize a type of restoration project.

Investigate Wapato Culture

Another possibility would be to create habitat for the growth of wapato (*Sagittaria latifolia*). This plant requires certain conditions like fluctuating water levels, now rare in this system, but used to be pretty common. There's a big story connected with wapato that goes back to the Native Americans and trading tubers.

Herptile Habitat

An area where you'd be looking at habitats for herptiles, kinds of amphibians and snakes, and what the elements are of this kind of habitat. Whether you can do this in a small area is worth some consideration.

NATURALLY OCCURRING AREAS

The above analysis of what can be seen at the lakes disregards the appropriateness of proximate observation. An approach analysis helps us think about constraints on what we are able to see. It suggests what we do and do not lead people to see. There are areas at Smith and Bybee Lake that are sensitive to human intrusion, even if the activity is "passive" recreation. There are other areas that can tolerate limited intrusion without destroying habitats. Getting people to where they can see certain features of the lakes and their environs has different consequences for different species.

SENSITIVE HABITATS

The proposed location of the Interpretive Center is not too distant from an ephemeral pond and a sedge meadow. Each of these features are unique and sensitive. It will require some ingenuity to deflect people from these areas, or expose them to the areas without damaging them. This latter is a design challenge. There is a suggested restoration opportunity in the scarceness of these features.

"Can it be opened to people even though it is {...} a wetland?"

- Public Forum Comment

TOLERANT HABITATS

Smith Lake Smartweed Expanse

Introducing people to Smith Lake via boardwalks or by means of canoes during the non-breeding season for waterfowl, or by means of additional trails would provide an interesting immersion in the lake environment with its dominant macroscopic plant smartweed. Walkways could take people out to where they could fish in openings of the plants (created openings most likely).

Reed-Canary Grass Meadows

This invasive grass occupies a lot of territory in the management area. It is very tolerant of human intrusion.

Northside Eurasian Water-Milfoil Slough Pastures

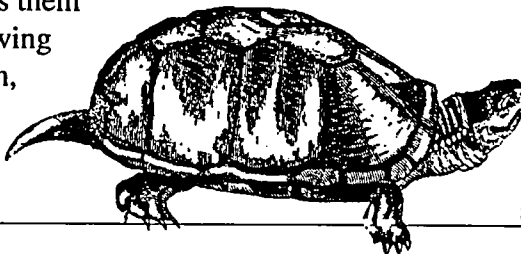
The hook-shaped relic slough on the north side of the area has been colonized by this other invasive plant species. It too will tolerate people but may be inadvertently carried from place to place.

Purple Loosestrife

The invasive plant purple loosestrife has colonized within the area. It prefers a slightly wetter habitat than reed-canary grass. The potential habitat for this is great, perhaps being similar to that occupied by Columbia River sedge.

IMPLICATIONS

Understanding how to approach the various life forms within the management area provides direction for what the Interpretive Center should offer the visitor. If the Center is intended to direct people to points of interest via trails or provides them direct connection to Smith Lake knowing what is there and how to see (or touch, smell, or hear) it will make the visitor's experience more valuable.



Because of the extensive colonization of the area by plants that are considered marginal habitat for wildlife, it is worth considering the opportunity this large area provides for habitat restoration. This is a unique opportunity for individual investment in this area. Note the amount of interest in the restoration of Fanno Creek. The Interpretive Center may well be visualized as a Staging Area for Restoration.

GUIDED CANOE TRAIL

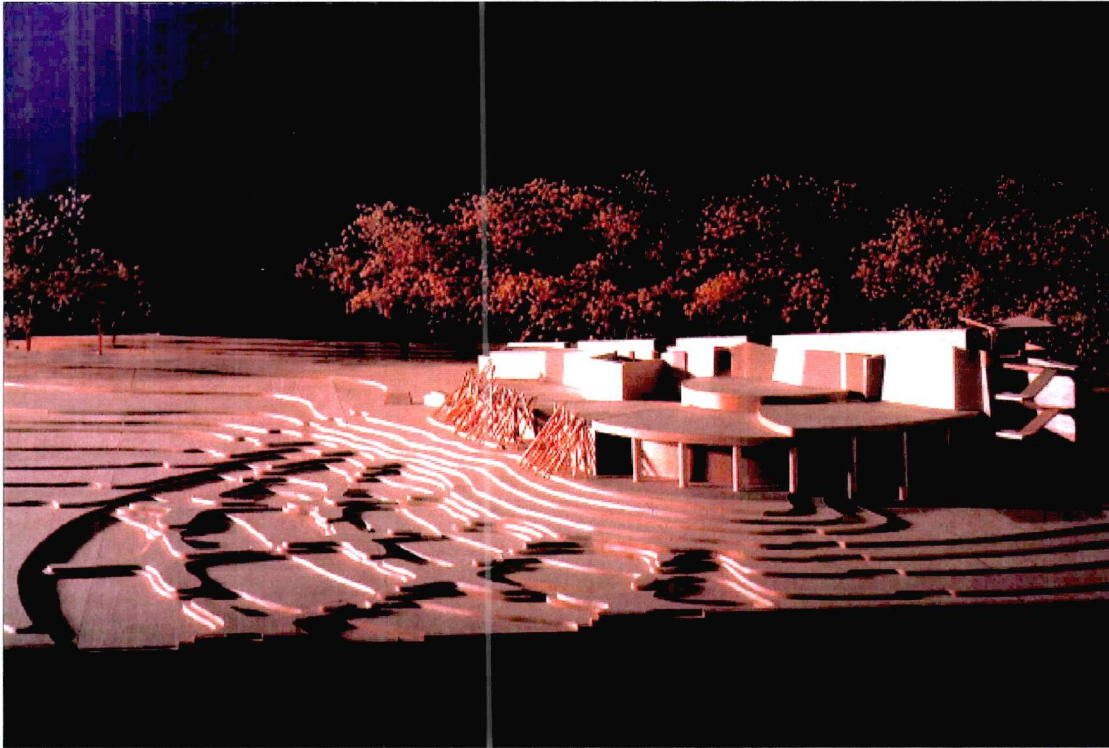
A guided canoe trail in the lakes, with tall guide poles (perhaps raptor platforms as well) that would help the canoeist navigate through the dense smartweed stands in summer, and enable him or her to get to the narrow channel between Smith and Bybee Lake. There is a lot of opportunity for signage en route. Renting rangefinders (now very inexpensive) and compasses could turn some canoeists into navigators who could opt for a more interesting exercise in getting through the maze.

HIKING TRAILS

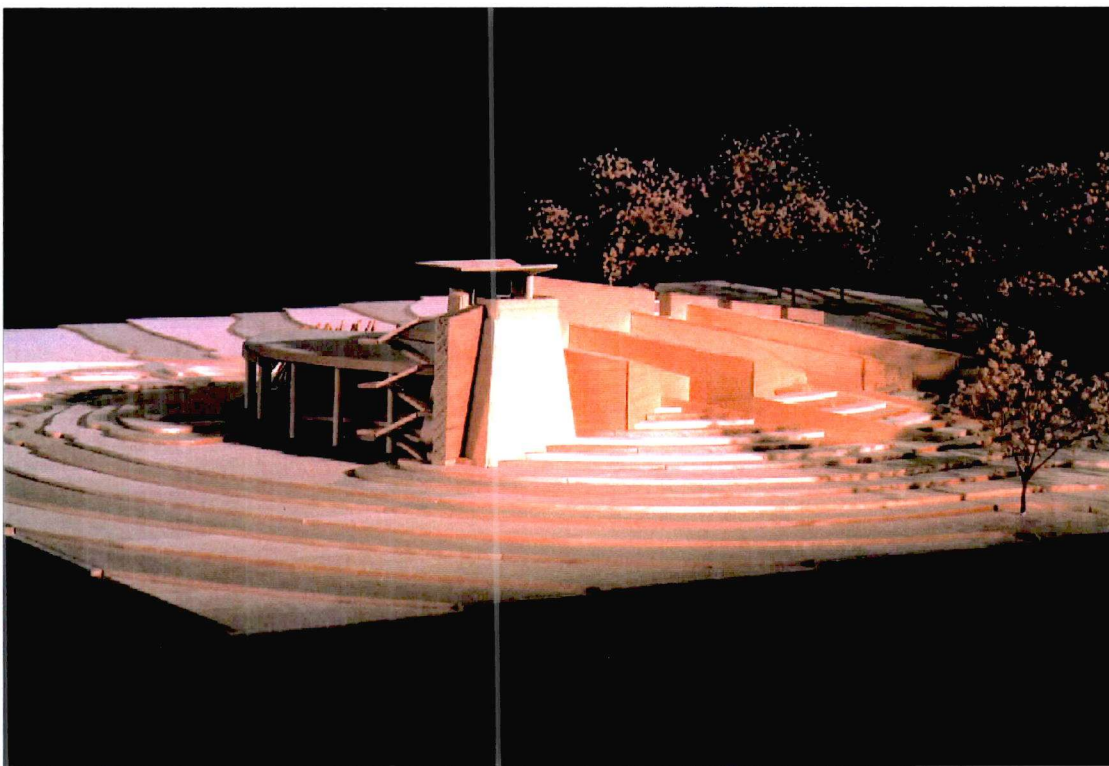
Loop trails go out into the resource area from the center, with interpretive signage and covered outdoor spaces along the way. The covered outdoor spaces are areas for outdoor education and include storage for tools used by staff and students when in the field. Boardwalks are used where the environment needs protection from the visitor.

The outline of the stone is round, having no end and no beginning; like the power of the stone is endless. The stone is perfect of its kind and is the work of nature, no artificial means being used in shaping it. Outwardly it is not beautiful, but its structure is solid, like a solid house in which one may safely dwell.

Chased-by-Bears (1843-1915)
Santee-Yanktonai Sioux



View of Center from the North



View of Center from the Northwest

IV. APPENDIX

PROJECT ORGANIZATION

PROJECT MANAGER

David Yamashita Portland Parks and Recreation

ADVISORY COMMITTEE

Jim Morgan	Metro
Jim Sjulín	Management Committee
Barry Messer	Portland State University
Lee Poe	Portsmouth Neighborhood Association
Jenny Butler	Benson High School Student
Leora Mahoney	St. John's Neighborhood Association
Kevin Mahoney	Roosevelt High School Student
Ginny Rosenberg	Educator, George Middle School
Mary McGuire	Friends of Smith and Bybee Lakes
Patricia Iron	Executive Director, Friends of Tryon Creek Park
Mike Abbate	USDA Forest Service

PROJECT CONSULTANTS

Donald Stastny	Stastny Architects pc
Chris Boothby	Stastny Architects pc
Lynn Parker	Stastny Architects pc
Anne McLoughlin	Stastny Architects pc
Don Hanson	OTAK, Inc.
David Rehfeld	OTAK, Inc.
Stanley Geiger	SRI/Shapiro, Inc.

MEETING SCHEDULE

Meeting 1: Orientation and Visioning Tuesday, February 22, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

Meeting 2: Program Confirmation Tuesday, March 15, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

Meeting 3: Public Forum Tuesday, April 5, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee, Community, Students/Teachers from Local Schools

Meeting 4: Preliminary Floor Plan Wednesday, April 27, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

During the month of May, Don Stastny and Jim Morgan held four additional "community" meetings. On May 9, 1994, two meetings were held with students of Roosevelt High School, and on May 12, two meetings were held at George Middle School. Students' comments were recorded and, where possible, integrated into the program.

Meeting 5: Preliminary Site Plan Tuesday, May 17, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

Meeting 6: Draft Report Review Tuesday, June 14, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

Meeting 7: Public Forum Tuesday, June 28, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee, Community, Students/Teachers from Local Schools

Meeting 8: Final Report Decision Tuesday, July 19, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

Meeting 9: Recommended Site and Building Concept Tuesday, August 9, 1994
Participants: Project Team Representatives, Portland Parks & Recreation, METRO, Advisory Committee

The following thoughts were introduced at the community forums and student workshops. The purpose of these themes, ideas and issues was to provoke discussion and get people thinking about important aspects of the lakes, and perceived needs for the center. The themes include:

- THE HOPE FOR BETTER NEIGHBORS.
 - Making the Smith and Bybee Lakes Natural Resources and Management Plan work.
 - Featuring the Columbia Slough Clean Up plan and program (A center for water quality monitoring of the Slough and the Lakes?).
 - Community investment in preventing dumping and misuse.
 - Bring communities together through the common goal of Smith and Bybee Lakes restoration.

- OUTDOOR RECREATION: THE QUIET KIND
 - A unique form of close-to-home urban/wilderness experience
 - Birdwatching, bird counts.

- Monitoring of habitat change and wildlife response (long term).
 - Canoeing/Kayaking/Boats with electric motors
 - Hiking and Nature Appreciation (40-Mile Loop, boardwalk, trail system, observation blinds).
 - Fishing: a different sport with the changing levels of the Lakes.
 - Participation in the wetland revegetation process.
- CONNECTION OF THE COMMUNITY TO THE LAKES
 - Clear and meaningful ways to have St. Johns, Portsmouth, and other local communities identify with the Lakes.
 - Educational linkages and outreach programs to community schools.
 - Community "rooms" within the Center.
 - Annual community events at the Center.

These ideas, along with an outline of interpretive themes, began the discussion. Many comments were received and recorded. The community members and students involved in the visioning process were honest, direct and very thoughtful in many of their responses. These provided a starting point from which to develop the final interpretive prospectus. The following is a portion of what was heard:

COMMUNITY INPUT

- *The lakes are an important but misunderstood part of our natural environment. Great idea!
Deal with Fish survival. Make it multi-cultural. Definitely incorporate cultural relationships /use with and of area. Decomposition and wetlands filtering issues also.*
- *How will this be funded after it is built? Maintenance costs will be born by the public that uses it? Otherwise -- Good idea!*
- *How much is the restoration going to cost? Is a fee for entrance going to be charged? I think it should be free. I think there should be a gift shop.*
- *Get rid of the dam.*
- *I think that this interpretive center would be good for Oregon. It may be good for tourism and definitely for our education, it would be good for N. Portland and St. Johns community.*
- *A sensual and spiritual experience? Why do we need Smith and Bybee lakes anyway?*
- *Was it once a part of the Columbia River? Was this really how it used to be and the way we want it?*

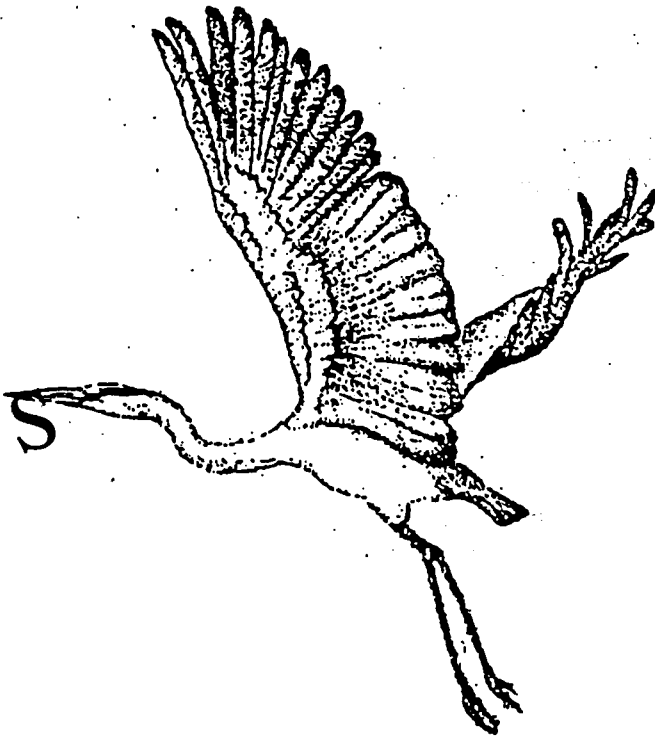
- *What kind of ducks used to be at the lakes? How many species of animals have lived there and are now gone?*
- *Who made the mistakes? People or organizations? Are they still going to happen? Tracing the effects of people on the lakes is very important.*
- *All organisms modify their environment eventually to the point that a particular site no longer supports them. That's what the natural succession through serial stages is about. However, natural succession usually tends toward biological diversity. The human influence or cultural succession that has occurred in the Smith & Bybee Lakes area has instead, moved the area away from biological diversity.*
- *Are any of the specific causes of losing this wetland being held responsible? Like the large factories they are helping.*
- *What is a weir structure?*
- *It has been destroyed, so we need to clean it up-how can we clean it up?*
- *How did the building of the landfill and railroads affect the lakes and wildlife?*
- *Find a way to incorporate visitor ideas and suggestions. Solar energy and at least water power. Compost toilets and relate to decomposition in wetlands.*
- *The concept of restoration, that everything is habitat for something. When we "restore" something, we are further manipulating a manipulated habitat. Some species adapted to today's habitat will be displaced (e.g. blackberry eaters). What we restore it to? Or when do we restore it to? and Why? We are placing values just as the past manipulation had to do w/values. What is our value?*
- *What kind of connections, programs, space and money & equipment resources are planned for students to visit and learn and see and do science? Educational facilities, storage, labs, people, etc.? Tables for microscopes w/outlets, storage area for plants/best plots, sinks, on-line computers, small library, reading room?*
- *What kind of "hands-on " activities will there be? I have seen other informational center and boards with writing and pictures on walls are not interesting.*
- *Can we get rid of the contamination and the dam so it will be moving water again?*
- *These activities must be made accessible to people with disabilities, otherwise, they are excellent.*
- *For local people the fishing here is not just sport, it is basic to their livelihood and should be recognized and supported by interpretive exhibits. Make sure locals have input.*
- *A good ending (or beginning) to go out and enjoy the lakes environment—somewhat of a call to action.*
- *This will be a good feature to get residents and non-residents informed about the area. We can only do this if we are able to get people to come on a regular basis.*

The following list of ideas was generated by students and teachers from George Middle School:

- *Look-out - estuary seaside - kids helped build*
- *Microscope room/for samples*
- *Water testing/how to do; water treatment info*
- *Insect aquarium/terrarium*
- *Petting and holding lab*
- *Underwater animals, amphibians, insects, animal pelts*
- *Place where you can see animals in the water*
- *Room for injured animals*
- *Trails/look, then return and see what it was*
- *Trail map*
- *Place to look at plants*
- *Plant display*
 - native plants*
 - introduced plants*
 - effects of what happens*
- *Classroom for teaching faculty*
- *Table—build your own wetland*
- *TV show about what to do and what not to do at the Lakes*
- *Lab showing themes and how to save the lakes*
- *Film strips of what happened and why*
- *History (S&B) room*
- *Library for research/info on area*
- *A room on how to keep our habitat clean*
- *Recycling center-also recycle along trails.*
- *See the site, view from inside a tree for a day to see how it looks from their perspective*
- *Billboard showing native and non-native species*
- *Telescope in tower - birdwatching and animal spotting*
- *Boats*
- *Kids playroom*
- *Samples of life up close*
- *Weather room*
- *Animal skulls and bones*
- *Audio about earth and animals*
- *Snack room/hall*
- *Auditorium to create animal shows and habitat info*
- *Gift shop/educational items*
- *S&B posters with animals on it*
- *Bathrooms with toilets outside the building*
- *Natural, not a wall*
- *Open to the outside*
- *Be a part of nature*

COST ESTIMATE

ITEM	QUANTITY	UNIT	UNIT COST	TOTAL COST
Base Building	15,300	SF	115.00	1,759,500
Exhibits				
Flat Panels	2,000	SF	125.00	250,000
3D	800	SF	180.00	144,000
Dioramas	600	SF	220.00	132,000
Site Improvements				
Boardwalks/Stairs				
Wooden stairs to canoe launch	250	LF	80.00	20,000
Boardwalk on loop trail	160	LF	70.00	11,200
Canoe launch	1	LS	5,000.00	5,000
Paving/Surfaces				
Porous for parking, entry road	107,990	SF	0.85	91,792
Canoe access Boardwalk	600	LF	70.00	42,000
Walkways				
Walkway to entry/maintenance road	7,070	SF	5.00	35,350
Loop trails (does not include 40 mile loop)	3,445	LF	4.00	13,780
Walkways at test plots	205	LF	5.00	1,025
Planting/Irrigation				
Entry, parking	20,000	SF	2.50	50,000
Walkway to building	8,500	SF	3.50	29,750
Around building	4,200	SF	3.50	14,700
Rooftop Features				
Sod roof areas	7,300	SF	18.50	135,050
Skywalk-ramps & walkway	2,660	SF	10.00	26,600
Rooftop Exhibits	1,775	SF	7.50	13,313
Signage				
Entry	1	LS	7,500.00	7,500
Interpretive	1	LS	48,000.00	48,000
Wetlands Interpretation				
Test plots/hydrology	1	LS	40,000.00	40,000
Shelters	2	EA	38,575.00	77,150
Site Lighting				
Parking lot & Entry walk w/bollards	1	LS	30,000.00	30,000
Maintenance Facility	1,500	SF	60.00	90,000
Caretaker's residence	1,500	SF	65.00	97,500
Fixtures, furniture & equipment	1	LS	100,000.00	<u>100,000</u>
			Subtotal	3,265,209
Soft Costs: 20% of \$3,265,209				<u>653,042</u>
			TOTAL	\$3,918,251



*"A good ending (or beginning) to go out and enjoy the lakes environment
-- somewhat of a call to action."*

REGIONAL FACILITIES COMMITTEE REPORT

RESOLUTION NO. 94-1979, AUTHORIZING A LONG TERM LEASE AGREEMENT OF PROPERTY FOR A CELLULAR TELEPHONE ANTENNA SITE AT GLENDOVEER GOLF COURSE

Date: November 17, 1994

Presented by: Councilor Moore

COMMITTEE RECOMMENDATION: At its November 16, 1994 meeting the Regional Facilities Committee voted 3-0 to recommend Council adoption of Resolution No. 94-1979. Councilors Hansen, McFarland, and Moore voted in favor. Councilors Gates and Washington were absent.

COMMITTEE DISCUSSION/ISSUES: Regional Parks & Greenspaces Director Charlie Ciecko presented the staff report. He said the proposal is to conclude a lease with GTE Mobilnet for use of the water tower at Glendoveer Golf Course, whose terms are substantially the same as those in the temporary lease the Council approved in September. The long-term lease is for 20 years, provides for some \$1,400 per month in lease payments, and calls for GTE to provide 15 cellular phones to the Regional Parks & Greenspaces Department. Mr. Ciecko discussed the issue of the phones, saying the phones would replace some of the radios currently leased through Multnomah County. The Department wants to convert to phones to avoid upcoming conversion costs the County expects to incur (at some \$2,000 per unit), and to improve communication between sites. The use of radios is limited to emergency calls for Sheriff's assistance. The lease also calls for GTE to clean and paint the water tower at a cost estimated at \$21,000; this work will be done in lieu of lease payments until the costs are recovered.

In response to questions from Councilors Hansen and Moore, Mr. Ciecko said three radios at Oxbow Park would be retained because there is no coverage for cell phones there. Seven phones will be put into use immediately and two radios will be retired, producing a net annual cost increase of approximately \$1,000. That increase is included in the department's budget request. Mr. Ciecko also confirmed that personal use of the phones would not be allowed.

Councilor Moore asked if the \$21,000 estimate for painting the tower was reasonable. Mr. Ciecko said he had bid the job several years ago, and this amount was consistent with that earlier bid.