

# ANNOTATED MINUTES

Monday, August 6, 2001 - 6:00 PM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

## PUBLIC HEARING

*Chair Diane Linn convened the meeting at 6:05 p.m., with Vice-Chair Lisa Naito, Commissioners Serena Cruz, Lonnie Roberts and Maria Rojo de Steffey present.*

PH-1 Public Hearing on Mental Health Acute Care Services and Budget.  
Testimony Limited to Three Minutes Per Person.

**CHAIR LINN GREETED AUDIENCE AND PRESENTED BRIEF EXPLANATION. VICE-CHAIR NAITO READ A LETTER OF SUPPORT FOR IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM FROM AVEL GORDLY. CHAIR LINN READ TESTIMONY IN SUPPORT FOR IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM FROM LADDIE READ, WITH EMPHASIS BY MR. READ. ROSALIE PEGGY HAMMOND TESTIMONY IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. RUTH ASCHER AND CAROLINA HESS TESTIMONY IN SUPPORT OF ACCESS FOR OTHER POPULATIONS; ADDRESSING LATINO LANGUAGE ISSUES; AND THE INCLUSION AND PARTICIPATION OF THOSE CONCERNED WITH ACCESS FOR MINORITY POPULATIONS INTO THE MENTAL HEALTH REDESIGN PROCESS DISCUSSIONS. SCOTT MURRAY TESTIMONY IN SUPPORT OF INCLUSION OF MORE CLINICAL INPUT IN PLAN; CONCERNS WITH LIMITED HOURS OF WALK IN CLINICS; AND THAT CLOSURE OF THE TRIAGE CENTER WILL RESULT IN MORE EMERGENCY ROOM VISITS AND HOSPITALIZATIONS. MENTAL HEALTH SERVICES CONSUMER IAN CHISHOLM AND**

**MOTHER OF TWO MENTAL HEALTH CONSUMER  
SONS, SANDRA CHISHOLM, TESTIMONY  
RELATING THEIR EXPERIENCES WITH THE  
MENTAL HEALTH SYSTEM AND IN SUPPORT OF  
IMPROVEMENTS. JOSÉ EDUARDO RIVERA  
TESTIMONY IN SUPPORT OF LATINO  
COMMUNITY RECOMMENDATIONS. MENTAL  
HEALTH CONSUMER LETICIA ZEPEDA  
TESTIMONY RELATING HER EXPERIENCES  
WITH THE MENTAL HEALTH SYSTEM AND IN  
SUPPORT OF PROVIDING ACCESS TO MENTAL  
HEALTH AND OTHER SERVICES IN SPANISH.  
NANCY ROBLES, STEVE LARA, MARIA IGNACIO,  
BRENDA REYES AND NALLELI IGNACIO  
TESTIMONY IN SUPPORT OF MENTAL HEALTH  
AND OTHER SERVICES FOR LATINO  
CONSUMERS AND FAMILIES. MENTAL HEALTH  
SERVICES CONSUMER JARON MARTIN  
TESTIMONY RELATING HIS EXPERIENCES AND  
IN SUPPORT OF ADEQUATE FUNDING AND  
IMPROVEMENTS TO THE MENTAL HEALTH  
SYSTEM. KATHIE PRIETO TESTIMONY IN  
SUPPORT OF CULTURALLY SPECIFIC SERVICES  
AND ACCESS FOR AFRICAN-AMERICAN AND  
HISPANIC COMMUNITY, AND ADDRESSING  
OTHER DIVERSITY ISSUES, INCLUDING  
SERVICES FOR CHILDREN. DEBORAH  
BOUMANN TESTIMONY IN SUPPORT OF  
IMPROVEMENTS TO MENTAL HEALTH  
SERVICES AND FUNDING. CHOCKA GUIDEN OF  
PROJECT NETWORK READ LETTER FROM  
AFRICAN AMERICAN HEALTH COALITION CEO  
CORLISS MCKEEVER IN SUPPORT OF  
IMPROVEMENTS TO THE MENTAL HEALTH  
SYSTEM. DELORIS STORKE TESTIMONY IN  
SUPPORT OF IMPROVEMENTS TO MENTAL  
HEALTH SERVICES. ADRIENNE LIVINGSTON  
OF BLACK UNITED FUND TESTIMONY IN  
SUPPORT OF CULTURALLY SPECIFIC MENTAL  
HEALTH SERVICES AND PROGRAMS. FRANCES  
SARNA OF NAMI TESTIMONY IN SUPPORT OF  
CULTURALLY SPECIFIC MENTAL HEALTH**

SERVICES AND PROGRAMS. MENTAL HEALTH CONSUMER SHURA YOUNG TESTIMONY IN SUPPORT OF IMPROVED ACCESS TO SERVICES AND MEDICARE PAID OUTPATIENT CARE. JACKIE MERCER OF NARA TESTIMONY URGING CONTINUED FUNDING TO SUPPORT OF ALCOHOL AND DRUG TREATMENT PROGRAM AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. SHIRLEY ROBERTS READ TESTIMONY FROM KAY TORAN IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. LINDA REILLY TESTIMONY IN SUPPORT OF SERVICES FOR CHILDREN WITH MENTAL ILLNESS AND/OR DEVELOPMENTAL DISORDERS AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. BOB HEAD TESTIMONY IN SUPPORT OF PLAN, AS LONG AS IT IS ADEQUATELY STAFFED. SHARON BJORTVEDT TESTIMONY IN SUPPORT OF PLAN. RAMON QUIROZ-SALTOS TESTIMONY REGARDING HIS CHILD WITH MENTAL ILLNESS AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. ANGIE DEROUCHIE TESTIMONY EXPRESSING CONCERN THAT PATIENTS ARE TREATED FOR MENTAL ILLNESS WITHOUT FIRST GETTING A MEDICAL DIAGNOSIS AND RECOMMENDATION IN SUPPORT OF GIVING PATIENTS A PHYSICAL HEALTH/MEDICAL EXAM PRIOR TO INCARCERATION AND/OR MENTAL HEALTH TREATMENT. PARENT OF MENTAL HEALTH CONSUMER CAROL BOOS TESTIMONY RELATING HER EXPERIENCES WITH THE MENTAL HEALTH SYSTEM AND IN SUPPORT OF IMPROVEMENT. GRESHAM BARLOW SUPERINTENDENT JAMES BUCK TESTIMONY EXPRESSING CONCERNS WITH PLAN AND IN SUPPORT OF MENTAL HEALTH SERVICES TO CHILDREN AND FAMILIES. MR. BUCK URGED COUNTY TO ALLOW STAKEHOLDERS MORE PARTICIPATION IN POLICY DECISIONS.

**MENTAL HEALTH CONSUMER BRENDA BOGGES TESTIMONY RELATING HER EXPERIENCES, AND THOSE OF HER DAUGHTER, WHO IS A CAAPCARE CLIENT, AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. ANGELA STECKLY TESTIMONY IN SUPPORT OF MENTAL HEALTH SYSTEM CHANGES AND IMPROVEMENTS; URGING ALL INVOLVED TO RECOGNIZE THE URGENCY AND COOPERATE IN A MANNER THAT WILL BENEFIT CLIENTS AND THEIR FAMILIES. MENTAL HEALTH CONSUMER PATRICIA NICOL FLEMING TESTIMONY RELATING HER EXPERIENCES AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. COUNTY BEHAVIORAL HEALTH EMPLOYEE GARY MAGNUSON TESTIMONY IN SUPPORT OF MOVE TOWARD INTERVENTION AND PREVENTION, ADVISING MENTAL HEALTH SERVICES SHOULD NOT BE PRIVATIZED, AND THAT PROVIDERS SHOULD BE CHALLENGED TO FIND REDUNDANCIES AND COST SAVINGS IN THEIR BUDGETS. MENTAL HEALTH CONSUMERS KEBALA DORM AND BRENDA SPEARMAN TESTIMONY RELATING THEIR EXPERIENCES AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. CHAIR LINN EXPLANATION IN RESPONSE TO MS. SPEARMAN'S CONCERNS REGARDING CALLING 9-1-1 DURING A MENTAL HEALTH CRISIS. VERONICA HOWARD AND SHALONDA JENKINS TESTIMONY IN SUPPORT OF ETHNIC SPECIFIC MENTAL HEALTH SERVICES AND ADDITIONAL BLACK COUNSELORS IN THEIR COMMUNITY. LORI HILL TESTIMONY IN SUPPORT OF MENTAL HEALTH SERVICES FOR BABIES AND CHILDREN. MENTAL HEALTH CONSUMER AND FORMER DESIGN TEAM MEMBER SANDY HAYDEN TESTIMONY IN SUPPORT OF DESIGN TEAM RECOMMENDATIONS FOR IMPROVEMENTS TO THE MENTAL HEALTH**



SYSTEM. MAGGIE BENNINGTON DAVIS TESTIMONY CONCERNING THE STATEWIDE CRISIS AND SHORTAGE OF PSYCHIATRIC HOSPITAL INPATIENT BEDS, ADVISING 20% OR MORE OF THOSE ADMITTED TO THE SALEM HOSPITAL ARE MULTNOMAH COUNTY RESIDENTS. MOTHER OF MENTAL HEALTH CONSUMER SON ESTELLE SULLIVAN TESTIMONY IN SUPPORT OF GAP PLAN TO ELIMINATE COSTS AND SERVE MORE FOLKS AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. AL TURNER OF THE MEDICAL SOCIETY TESTIMONY EXPRESSING CONCERN FOR THE PLAN. MARY BETH COLLINS TESTIMONY EXPRESSING CONCERN WITH GAP PLAN. MENTAL HEALTH CONSUMER KEVIN MESCH TESTIMONY IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM AND IN SUPPORT OF KEEPING THE CLIENT RUN DROP-IN CENTER OPEN. MOTHER OF MENTAL HEALTH CONSUMER DAUGHTER ROSEMARY HUTCHINSON TESTIMONY RELATING HER EXPERIENCES; IN SUPPORT OF NAMI; AND IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. PSYCHIATRIST STUART OKEN TESTIMONY EXPRESSING CONCERN THAT GAP PLAN NOT ADEQUATE. MENTAL HEALTH CONSUMER AND NARA MEMBER GERALD HOPTOWIT TESTIMONY IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM AND EXPRESSING PRAYERS AND COMPASSION FOR DECISION MAKERS. MOTHER OF MENTAL HEALTH CONSUMER JARON MARTIN, TESTIMONY IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM AND IN SUPPORT AND AGREEMENT WITH THE TESTIMONY OF HER SON, JARON, ANGELA STECKLY, LINDA REILLY AND OTHERS. MS. BUMPUS READ TESTIMONY FROM JAN LACY IN SUPPORT OF IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM.

**COMMISSIONER CRUZ ADVISED SHE CONTINUES TO LEARN, AND EXPRESSED APPRECIATION FOR THE FOLKS WHO CAME OUT TO SPEAK TONIGHT, AS WELL AS THE PROVIDERS AND COUNTY EMPLOYEES, AND STATED THAT SHE HAS MANY OF THE SAME CONCERNS, INCLUDING NOT INVOLVING ALL THE STAKEHOLDERS, BUT THAT SHE IS HOPEFUL AND OPTIMISTIC THAT CONSENSUS WILL BE REACHED. COMMISSIONER NAITO THANKED EVERYONE FOR COMING TOGETHER AS A COMMUNITY TO WORK ON A PROBLEM THAT CONCERNS US ALL. CHAIR LINN THANKED EVERYONE FOR COMING AND ADVISED THAT THE BOARD WILL BE VOTING ON THE PROPOSED RESOLUTION AND PLAN THIS THURSDAY.**

*There being no further business, the meeting was adjourned at 8:36 p.m.*

---

**Tuesday, August 7, 2001 - 9:30 AM**  
**Multnomah Building, First Floor Commissioners Boardroom 100**  
**501 SE Hawthorne Boulevard, Portland**

## **BOARD BRIEFINGS**

*Chair Diane Linn convened the meeting at 9:35 a.m., with Vice-Chair Lisa Naito, Commissioner and Maria Rojo de Steffey present, Commissioner Lonnie Roberts excused, and Commissioner Serena Cruz arriving at 9:37 a.m.*

- B-1 Metro Policy Advisory Committee Briefing. Presented by Lisa Naito, Andy Catugno, Jim Zehren and Invited Others.**

**COMMISSIONER LISA NAITO, DAVID BRAGDON, JIM ZEHREN, ANDY COTUGNO, MARK TURPEL AND TOM KLOSTER AND PRESENTATION AND RESPONSE TO BOARD QUESTIONS, DISCUSSION AND COMMENTS IN SUPPORT.**

- B-2 Presentation of the Presentation of the Federal Financial Participation Work Plan by the FFP Work Team, Including Discussion of Recommendations: a**

Modified Relationship Between the State of Oregon and the County; Opportunities and Risks; and Specific Action Steps. Presented by FFP Work Team Members.

***TOM FRONK, ELLIE HALL AND JOEL YOUNG  
PRESENTATION AND RESPONSE TO BOARD  
QUESTIONS, DISCUSSION AND COMMENTS IN  
SUPPORT.***

*The meeting was recessed at 11:05 a.m. and reconvened at 11:13 a.m.*

- B-3 Early Childhood Planning: Early Childhood Framework and Implementation of the Oregon Children's Plan. Presented by Lisa Naito, Pam Greenough, Monica Ford, Gina Mattioda and Wendy Lebow.

***COMMISSIONER LISA NAITO ACKNOWLEDGED  
AND WELCOMED NEW COMMISSION ON  
CHILDREN, FAMILIES AND COMMUNITY  
DIRECTOR KATHY TURNER. WENDY LEBOW  
INTRODUCTIONS. PAM GREENOUGH, GINA  
MATTIODA AND WENDY LEBOW  
PRESENTATION AND RESPONSE TO BOARD  
QUESTIONS, DISCUSSION AND COMMENTS IN  
SUPPORT. ELANA EMLLEN WAS INTRODUCED AS  
THE DESIGNATED COMMISSION ON CHILDREN,  
FAMILIES AND COMMUNITY STAFF TO TEAM.  
KATHY TURNER COMMENTS IN SUPPORT.***

*There being no further business, the meeting was adjourned at 11:40 a.m.*

---

Thursday, August 9, 2001 - 9:00 AM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

**REGULAR MEETING**

*Chair Diane Linn convened the meeting at 9:08 a.m., with Vice-Chair Lisa Naito, Commissioners Serena Cruz, Lonnie Roberts and Maria Rojo Steffey present.*

**CONSENT CALENDAR**

***UPON MOTION OF COMMISSIONER ROJO,  
SECONDED BY COMMISSIONER NAITO, THE  
CONSENT CALENDAR (ITEMS C-1 THROUGH C-5)  
WAS UNANIMOUSLY APPROVED.***

**NON-DEPARTMENTAL**

- C-1 Appointment of Katy Yen to the COMMUNITY HEALTH COUNCIL
- C-2 Budget Modification NOND 01 Increasing General Fund Revenues and District 4 Expenditures by \$1,800 to Cover the Costs of Operating a "Satellite" District 4 Office in Gresham

**PUBLIC CONTRACT REVIEW BOARD**

- C-3 ORDER Authorizing an Exemption to Specify Schlage Brand Locks for All Newly Acquired County Buildings

***ORDER 01-105.***

- C-4 ORDER Exempting from the Formal Competitive Bid Process the Contract with Raintree, Inc. for a Software Program, and Two Years' Maintenance until June 30, 2003

***ORDER 01-106.***

**DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-5 ORDER Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

***ORDER 01-107.***

**REGULAR AGENDA**

***AT THE REQUEST OF CHAIR LINN AND UPON  
MOTION OF COMMISSIONER NAITO, SECONDED  
BY COMMISSIONER ROBERTS, CONSIDERATION  
OF THE FOLLOWING ITEM WAS UNANIMOUSLY  
APPROVED.***

## **DEPARTMENT OF SUSTAINABLE COMMUNITY DEVELOPMENT**

UC-1 RESOLUTION Approving Grant of Easement to City of Portland, Oregon on County Real Property at 102nd Avenue and East Burnside Street for Public Street and Right of Way Purposes

**COMMISSIONER NAITO MOVED AND  
COMMISSIONER ROBERTS SECONDED,  
APPROVAL OF UC-1. BOB OBERST  
EXPLANATION. COMMISSIONER NAITO  
COMMENTS IN APPRECIATION OF BOARD  
CONSIDERATION OF EASEMENT FOR  
CHILDRENS RECEIVING CENTER. RESOLUTION  
01-108 UNANIMOUSLY ADOPTED.**

## **PUBLIC COMMENT**

Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

**NO ONE WISHED TO COMMENT.**

## **DEPARTMENT OF SUPPORT SERVICES**

R-1 Ratification of the 2001-2004 Collective Bargaining Agreement Between Multnomah County and the Multnomah County Deputy Sheriff's Association

**COMMISSIONER NAITO MOVED AND  
COMMISSIONER CRUZ SECONDED, APPROVAL  
OF R-1. GAIL PARNELL EXPLANATION.  
COMMISSIONER ROJO MOVED AND  
COMMISSIONER NAITO SECONDED,  
CORRECTION TO ADDENDUM A ON PAGE 80.  
ADDENDUM UNANIMOUSLY APPROVED.  
SHERIFF DAN NOELLE COMMENTS IN SUPPORT  
AND APPRECIATION FOR BARGAINING TEAM.  
DAVID HADLEY COMMENTS IN SUPPORT OF MS.  
PARNELL AND HER STAFF. CHAIR LINN  
COMMENTS IN SUPPORT OF AGREEMENT.  
AGREEMENT UNANIMOUSLY APPROVED, AS  
AMENDED. BOARD, SHERIFF AND UNION  
REPRESENTATIVE SIGNED AGREEMENT.**

## **NON-DEPARTMENTAL**

R-2 RESOLUTION Authorizing Funds to Determine Whether to Proceed with Renovating the Multnomah County Courthouse

**COMMISSIONER NAITO MOVED AND COMMISSIONER CRUZ SECONDED, APPROVAL OF R-2. FOLLOWING DISCUSSION, COMMISSIONER ROBERTS MOVED AND COMMISSIONER CRUZ SECONDED, TO CONTINUE R-2 FOR TWO WEEKS. COMMISSIONER NAITO EXPLANATION OF CONCERNS AND VARIOUS OPTIONS AND COMMENTS IN SUPPORT OF STUDY AND TWO WEEK CONTINUANCE. COMMISSIONER CRUZ COMMENTS IN SUPPORT OF COMMISSIONER NAITO'S LEADERSHIP AND THE OPPORTUNITY TO WORK ON TASK FORCE. COMMISSIONER NAITO ACKNOWLEDGED AND THANKED BOARD STAFF TERRI NAITO, MARY CARROLL AND CHARLOTTE COMITO FOR THEIR EFFORTS. CHAIR LINN COMMENTS IN SUPPORT AND APPRECIATION OF EFFORTS OF STAFF AND COMMISSIONERS NAITO AND CRUZ. COMMISSIONER ROBERTS COMMENTS IN SUPPORT OF COMMISSIONER NAITO'S EFFORTS. RESOLUTION UNANIMOUSLY CONTINUED TWO WEEKS, TO THURSDAY, AUGUST 23, 2001.**

*The meeting was recessed at 9:33 a.m. and reconvened at 9:40 a.m.*

**AT THE REQUEST OF CHAIR LINN AND UPON MOTION OF COMMISSIONER NAITO, SECONDED BY COMMISSIONER ROJO, CONSIDERATION OF THE FOLLOWING ITEM WAS UNANIMOUSLY APPROVED.**

UC-2 RESOLUTION Providing Policy Direction for the Acute Care Crisis Action Plan (Phase I)

COMMISSIONER NAITO MOVED AND COMMISSIONER ROJO SECONDED, APPROVAL OF UC-2. CHAIR LINN EXPLANATION AND COMMENTS IN SUPPORT AND APPRECIATION FOR THE COLLABORATIVE EFFORTS OF EVERYONE WORKING ON THE ACUTE CARE CRISIS ACTION PLAN. JOHN BALL PRESENTATION, INCLUDING INFORMATION REGARDING THE CULTURAL COMPETENCY GROUP ESTABLISHED TO PROVIDE SYSTEM IMPROVEMENT RECOMMENDATIONS TO THE BOARD, AND INTRODUCTION OF ROBIN MACK, LOLENZO POE AND HANK BALDERRAMA. CULTURAL COMPETENCY COMMITTEE VOLUNTEER HANK BALDERRAMA OF THE STATE OF WASHINGTON, COMMENTS REGARDING INTENSE EFFORTS OF THE COMMITTEE YESTERDAY. COMMISSIONER NAITO COMMENTS IN SUPPORT AND APPRECIATION OF THE EFFORTS OF SUCH A DEDICATED GROUP, WITH SPECIAL THANKS TO ED BLACKBURN; AND EXPRESSED NEED FOR PROCESS TO WORK THROUGH PROBLEMS IN A COLLABORATIVE WAY; AND FIND WAYS TO PROVIDE MORE MENTAL HEALTH SERVICES FOR CHILDREN. COMMISSIONER ROBERTS COMMENTS IN SUPPORT OF CHAIR LINN'S PROPOSAL, ADVISING HE FEELS IT ADDRESSES MANY CONCERNS AND IS A POSITIVE FIRST STEP. COMMISSIONER ROJO COMMENTS IN SUPPORT OF WORKING TOGETHER IN A NON-VIOLENT MANNER TO EFFECT CHANGES TO THE MENTAL HEALTH SYSTEM; IN APPRECIATION OF THE FOLKS WHO CAME AND TESTIFIED MONDAY NIGHT; AND IN APPRECIATION FOR THE WORK OF THE CULTURAL COMPETENCY COMMITTEE, INCLUDING JACKIE MERCER AND ROBIN MACK. IN RESPONSE TO QUESTIONS OF COMMISSIONER CRUZ, JOHN BALL ADVISED THAT THE SEPTEMBER 21ST BUDGET MODIFICATIONS WILL ADDRESS ALL BOARD

***POLICIES AND WILL BE REFLECTED IN THE CURRENT DEPARTMENT OF COMMUNITY AND FAMILY SERVICES BUDGET. COMMISSIONER CRUZ COMMENTS IN SUPPORT AND IN APPRECIATION FOR THE EFFORTS OF MARY CARROLL, MARIE DAHLSTROM, THE BOARD AND COUNTY STAFF, CULTURAL COMPETENCY COMMITTEE AND ALL THE MENTAL HEALTH CLIENTS, FAMILIES AND STAKEHOLDERS WORKING TOWARD IMPROVEMENTS TO THE MENTAL HEALTH SYSTEM. COMMISSIONER NAITO EXTENDED SPECIAL THANKS TO LADDIE READ. RESOLUTION 01-109 UNANIMOUSLY ADOPTED.***

R-3 Board Discussion and Consideration of Budget Approval Regarding Mental Health Services

***COMMISSIONER NAITO MOVED AND COMMISSIONER ROBERTS SECONDED, APPROVAL OF R-3. CHAIR LINN, JOHN BALL, LOLENZO POE AND DAVE WARREN EXPLANATION, COMMENTS IN SUPPORT AND APPRECIATION FOR EFFORTS OF BUDGET OFFICE AND DEPARTMENT OF COMMUNITY AND FAMILY SERVICES STAFF. BUDGET UNANIMOUSLY APPROVED.***

*There being no further business, the meeting was adjourned at 10:25 a.m.*

---

Thursday, August 9, 2001 - 3:00 PM  
Multnomah Building, Sixth Floor Commissioners Conference Room 635  
501 SE Hawthorne Boulevard, Portland

## **EXECUTIVE SESSION**

*Chair Diane Linn convened the meeting at 3:00 p.m., with Vice-Chair Lisa Naito, Commissioners Serena Cruz, Lonnie Roberts and Maria Rojo de Steffey present.*



E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1) (d) for Labor Negotiator Consultation Concerning Labor Negotiations. Only Representatives of the News Media and Designated Staff are allowed to Attend. Representatives of the News Media and All Other Attendees are Specifically Directed Not to Disclose Information that is the Subject of the Executive Session. No Final Decision will be made in the Executive Session. Presented by Gail Parnell and John Ball.

***EXECUTIVE SESSION HELD.***

*There being no further business, the meeting was adjourned at 4:30 p.m.*

BOARD CLERK FOR MULTNOMAH COUNTY, OREGON

*Deborah L. Bogstad*



Multnomah County Oregon

## Board of Commissioners & Agenda

connecting citizens with information and services

### BOARD OF COMMISSIONERS

#### Diane Linn, Chair

501 SE Hawthorne Boulevard, Suite 600  
Portland, Or 97214  
Phone: (503) 988-3308 FAX (503) 988-3093  
Email: [mult.chair@co.multnomah.or.us](mailto:mult.chair@co.multnomah.or.us)

#### Maria Rojo de Steffey, Commission Dist. 1

501 SE Hawthorne Boulevard, Suite 600  
Portland, Or 97214  
Phone: (503) 988-5220 FAX (503) 988-5440  
Email: [district1.@co.multnomah.or.us](mailto:district1.@co.multnomah.or.us)

#### Serena Cruz, Commission Dist. 2

501 SE Hawthorne Boulevard, Suite 600  
Portland, Or 97214  
Phone: (503) 988-5219 FAX (503) 988-5440  
Email: [serena@co.multnomah.or.us](mailto:serena@co.multnomah.or.us)

#### Lisa Naito, Commission Dist. 3

501 SE Hawthorne Boulevard, Suite 600  
Portland, Or 97214  
Phone: (503) 988-5217 FAX (503) 988-5262  
Email: [lisa.h.naito@co.multnomah.or.us](mailto:lisa.h.naito@co.multnomah.or.us)

#### Lonnie Roberts, Commission Dist. 4

501 SE Hawthorne Boulevard, Suite 600  
Portland, Or 97214  
Phone: (503) 988-5213 FAX (503) 988-5262  
Email: [lonnie.j.roberts@co.multnomah.or.us](mailto:lonnie.j.roberts@co.multnomah.or.us)

#### ANY QUESTIONS? CALL BOARD

CLERK DEB BOGSTAD @ (503) 988-3277

Email: [deborah.l.bogstad@co.multnomah.or.us](mailto:deborah.l.bogstad@co.multnomah.or.us)

INDIVIDUALS WITH DISABILITIES PLEASE  
CALL THE BOARD CLERK AT (503) 988-3277,  
OR MULTNOMAH COUNTY TDD PHONE  
(503) 988-5040, FOR INFORMATION ON  
AVAILABLE SERVICES AND ACCESSIBILITY.

**AUGUST 6, 7 & 9, 2001**

### BOARD MEETINGS

### FASTLOOK AGENDA ITEMS OF INTEREST

Pg .2	6:00 p.m. Monday Public Hearing on Mental Health Acute Care Services and Budget
Pg .2	9:30 a.m. Tuesday Metro Policy Advisory Committee Briefing
Pg .3	10:00 a.m. Tuesday Federal Financial Participation Work Plan Presentation
Pg .3	11:00 a.m. Tuesday Early Childhood Planning: Framework and Implementation of Oregon Children's Plan
Pg .4	9:00 a.m. Thursday Ratification of 2001-2004 Deputy Sheriffs Association Agreement
Pg .4	9:10 a.m. Thursday Multnomah County Courthouse Renovation Resolution
Pg .4	9:30 a.m. Thursday Mental Health Services Budget
Pg .4	3:00 p.m. Thursday Executive Session
	Board and Agenda Web Site: <a href="http://www.co.multnomah.or.us/cc/index.html">http://www.co.multnomah.or.us/cc/index.html</a>

See Multnomah Community Television  
Live and Playback Schedule - Page 2

Monday, August 6, 2001 - 6:00 PM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

## **PUBLIC HEARING**

PH-1 Public Hearing on Mental Health Acute Care Services and Budget.  
Testimony Limited to Three Minutes Per Person.

---

Monday's public hearing before the Multnomah County Board of Commissioners will be cable-cast live and taped and may be seen by Cable subscribers in Multnomah County at the following times:

Monday, 6:00 PM, **(LIVE)** Channel 21  
Friday, August 10 - 6:00 PM, Channel 30 East County Only  
Wednesday, August 15 - 2:00 PM, Channel 21  
Monday, August 20 - 2:00 PM, Channel 21  
Wednesday, August 22 - 7:00 PM, Channel 30 East County Only

Thursday meetings of the Multnomah County Board of Commissioners are cable-cast live and taped and may be seen by Cable subscribers in Multnomah County at the following times:

Thursday, 9:30 AM, **(LIVE)** Channel 30  
Friday, 11:00 PM, Channel 30  
Saturday, 10:00 AM, Channel 30 East County Only  
Sunday, 11:00 AM, Channel 30

Produced through Multnomah Community Television  
(503) 491-7636, ext. 333 for further info

---

Tuesday, August 7, 2001 - 9:30 AM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

## **BOARD BRIEFINGS**

B-1 Metro Policy Advisory Committee Briefing. Presented by Lisa Naito, Andy Catugno, Jim Zehren and Invited Others. 30 MINUTES REQUESTED.

- B-2 Presentation of the Presentation of the Federal Financial Participation Work Plan by the FFP Work Team, Including Discussion of Recommendations: a Modified Relationship Between the State of Oregon and the County; Opportunities and Risks; and Specific Action Steps. Presented by FFP Work Team Members. 1 HOUR REQUESTED.
- B-3 Early Childhood Planning: Early Childhood Framework and Implementation of the Oregon Children's Plan. Presented by Lisa Naito, Pam Greenough, Monica Ford, Gina Mattioda and Wendy Lebow. 30 MINUTES REQUESTED.
- 

Thursday, August 9, 2001 - 9:00 AM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

## **REGULAR MEETING**

### **CONSENT CALENDAR - 9:00 AM** **NON-DEPARTMENTAL**

- C-1 Appointment of Katy Yen to the COMMUNITY HEALTH COUNCIL
- C-2 Budget Modification NOND 01 Increasing General Fund Revenues and District 4 Expenditures by \$1,800 to Cover the Costs of Operating a "Satellite" District 4 Office in Gresham

### **PUBLIC CONTRACT REVIEW BOARD**

- C-3 ORDER Authorizing an Exemption to Specify Schlage Brand Locks for All Newly Acquired County Buildings
- C-4 ORDER Exempting from the Formal Competitive Bid Process the Contract with Raintree, Inc. for a Software Program, and Two Years' Maintenance until June 30, 2003

### **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-5 ORDER Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

## **REGULAR AGENDA - 9:00 AM**

### **DEPARTMENT OF SUSTAINABLE COMMUNITY DEVELOPMENT**

UC-1 RESOLUTION Approving Grant of Easement to City of Portland, Oregon on County Real Property at 102nd Avenue and East Burnside Street for Public Street and Right of Way Purposes

### **PUBLIC COMMENT - 9:00 AM**

Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

### **DEPARTMENT OF SUPPORT SERVICES - 9:00 AM**

R-1 Ratification of the 2001-2004 Collective Bargaining Agreement Between Multnomah County and the Multnomah County Deputy Sheriff's Association

### **NON-DEPARTMENTAL - 9:10 AM**

R-2 RESOLUTION Authorizing Funds to Determine Whether to Proceed with Renovating the Multnomah County Courthouse

R-3 Board Discussion and Consideration of Budget Approval Regarding Mental Health Services

---

Thursday, August 9, 2001 - 3:00 PM  
Multnomah Building, Sixth Floor Commissioners Conference Room 635  
501 SE Hawthorne Boulevard, Portland

## **EXECUTIVE SESSION**

E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1) (d) for Labor Negotiator Consultation Concerning Labor Negotiations. Only Representatives of the News Media and Designated Staff are allowed to Attend. Representatives of the News Media and All Other Attendees are Specifically Directed Not to Disclose Information that is the Subject of the Executive Session. No Final Decision will be made in the Executive Session. Presented by Gail Parnell and John Ball. 1 HOUR REQUESTED.

LONNIE ROBERTS  
Multnomah County Commissioner  
District 4



501 SE Hawthorne Blvd., Suite 600  
Portland, Oregon 97214  
(503) 988-5213 phone  
(503) 988-5262 fax  
e-mail: lonnie.j.roberts@co.multnomah.or.us  
www.co.multnomah.or.us/cc/ds4/

## **MEMORANDUM**

To: Chair Diane Linn  
Commissioner Maria Rojo de Steffey, District 1  
Commissioner Serena Cruz, District 2  
Commissioner Lisa Naito, District 3  
Comissioner Lonnie Roberts, District 4

From: Brett Walker  
Staff Assistant, Commissioner Roberts

Re: Board Meeting Absence

---

Commissioner Roberts will be unable to attend the Board briefing on Tuesday, August 7<sup>th</sup>, as he has a prior engagement.

BOARD OF  
COUNTY COMMISSIONERS  
01 JUL 27 AM 10:47  
MULTNOMAH COUNTY  
OREGON

MEETING DATE: August 7, 2001  
AGENDA NO: B-1  
ESTIMATED START TIME: 9:30 AM  
LOCATION: Boardroom 100

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

SUBJECT: Metro Policy Advisory Committee Briefing

BOARD BRIEFING: DATE REQUESTED: Tuesday, 8/7/01  
REQUESTED BY: Lisa Naito  
AMOUNT OF TIME NEEDED: 30 minutes

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Non-Departmental DIVISION: Commission District 3  
CONTACT: Charlotte Comito TELEPHONE #: (503) 988-4576  
BLDG/ROOM #: 503/6

PERSON(S) MAKING PRESENTATION: Commissioner Lisa Naito, Andy Catugno, Jim Zehren and invited others

**ACTION REQUESTED:**

☒ INFORMATIONAL ONLY   ☐ POLICY DIRECTION   ☐ APPROVAL   ☐ OTHER

**SUGGESTED AGENDA TITLE:**

*Metro Policy Advisory Committee Briefing*

**SIGNATURES REQUIRED:**

ELECTED OFFICIAL: Lisa Naito  
(OR)  
DEPARTMENT MANAGER: \_\_\_\_\_

**ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES**

Any Questions: Call the Board Clerk @ (503) 988-3277 or email  
deborah.l.bogstad@co.multnomah.or.us

BOARD OF  
COUNTY COMMISSIONERS  
01 AUG - 1 PM 3:47  
MULTNOMAH COUNTY  
OREGON

## **BOGSTAD Deborah L**

---

**From:** NAITO Terri W  
**Sent:** Monday, August 06, 2001 11:52 AM  
**To:** NAITO Lisa H; COMITO Charlotte A  
**Cc:** BOGSTAD Deborah L  
**Subject:** Tuesday Metro Policy Advisory Committee Briefing

Lisa and Charlotte

Confirmed for tomorrow's briefing at 9:30 a.m. are, in order (topic):

Metro Councilor DAVID BRAGDON (overview)

MARK TURPEL, manager of long range planning for Metro planning department (goal 5)

TOM KLOSTER, program supervisor for Metro regional transportation planning (greenstreets)

JIM ZEHREN, attorney at Stoel Rives; chair, MPAC parks committee (parks, green spaces acquisition)

ANDY COTUGNO, director of Metro planning department (resource, if needed)

Andy will either email me copies of the materials they will be presenting, or bring 20 copies with him tomorrow.  
30 minutes has been allotted for the briefing.

Okay...let me know if you need anything else done on this...

Terri

TERRI NAITO

Office of Commissioner Lisa Naito

Multnomah County, District 3

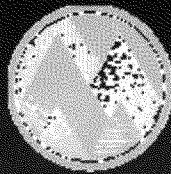
501 SE Hawthorne Blvd., Suite 600

Portland, Oregon 97214-3588

503 988-5217 / 503 988-4105 (direct)

terri.w.naito@co.multnomah.or.us





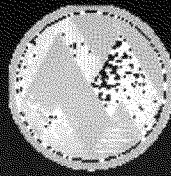
METRO

# Green Streets Project



- 1 Green Streets Handbook
- 2 Stream Crossing Study
- ☐ Regional Culvert Program





METRO

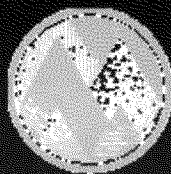
*Green Streets Project*

# Streets and Watersheds



- Rethinking role of streets in watersheds
- Streets can be “green”
- Bridging agency and professional barriers





METRO

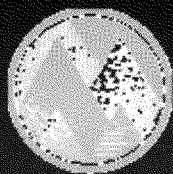
*Green Streets Project*

# Why Green Streets?



- ☐ Strong public mandate to preserve and enhance streams
- ☐ Quality of street runoff
- ☐ Respond to Salmon and Steelhead ESA listings

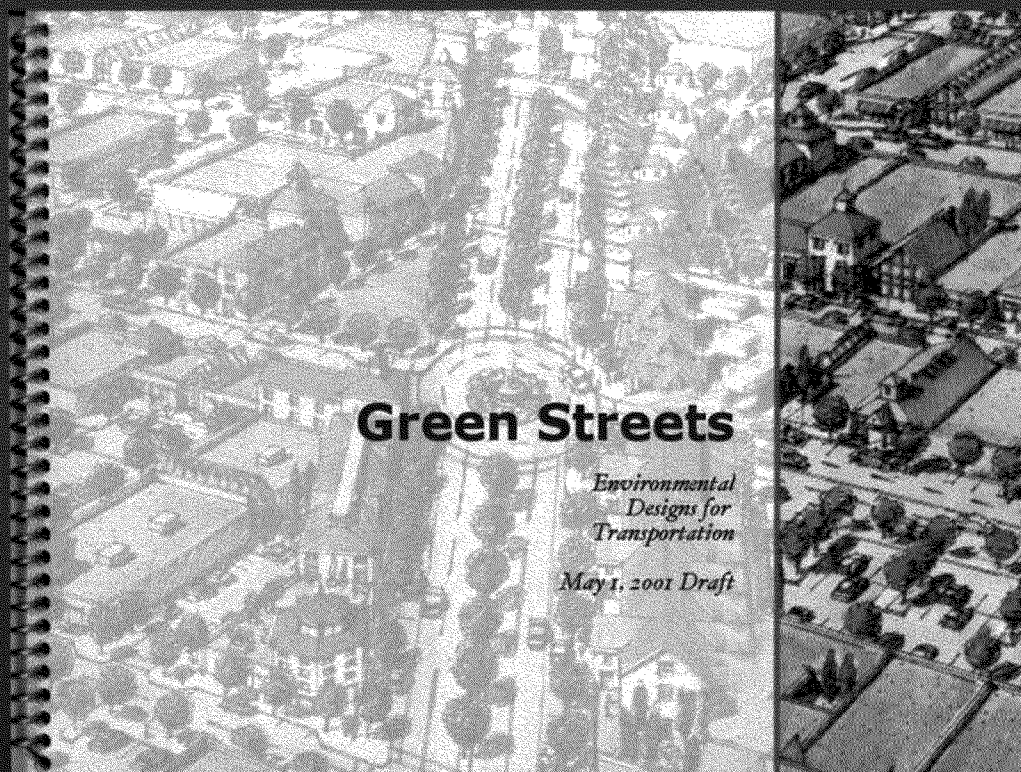




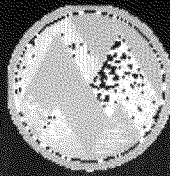
METRO

# Green Streets Handbook

## *Environmental Designs for Transportation*







**METRO**

*Green Streets Handbook*

# Basic Goal: Infiltrate



**Most storms are small**

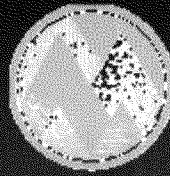


**Small storms account for most of the rainfall**



**Capturing first inch of all storms captures about 90% of the rainfall**

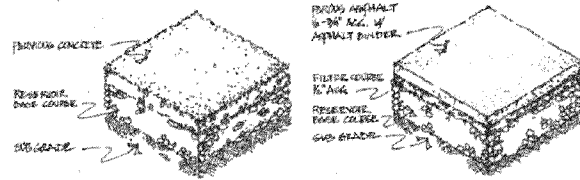




METRO

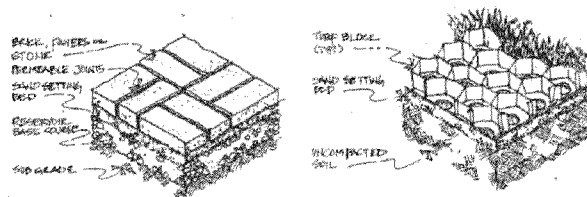
## Green Streets Handbook

# Permeable Pavement



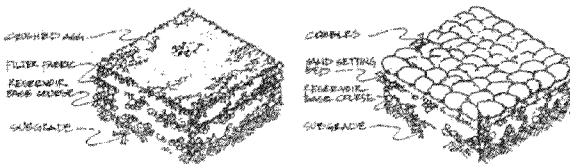
a) Pervious concrete.

b) Porous asphalt.



c) Unit pavers/bricks/stone

d) Turf block.



e) Crushed aggregate

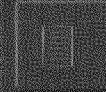
f) Cobbles.



Pervious concrete



Porous asphalt



Pavers, bricks & stone



Turf block

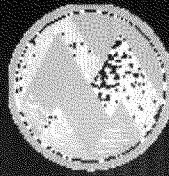


Crushed aggregate



Cobbles

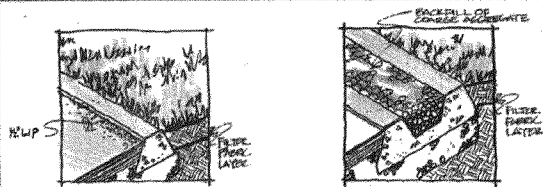




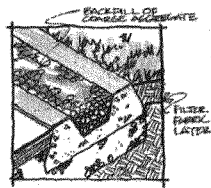
METRO

## Green Streets Handbook

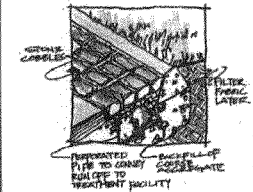
# Curbs



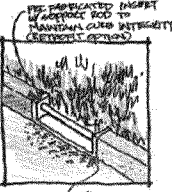
a) Invisible Curb with "lip".



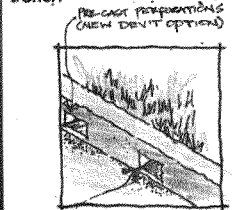
b) Double invisible curb with sediment trench.



c) Rumble strip with sediment trench



d) Curb inserts.



e) Perforated curb.

Invisible curb with "lip"

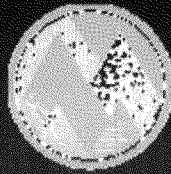
Double invisible curb

Rumble strip

Pre-fab curb inserts

Pre-cast perforated curbs

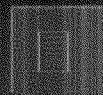




**METRO**

*Green Streets Handbook*

# Infiltration Systems



**Filter Strips & Swales**



**Street Tree Wells**



**Infiltration Trench  
(French Drain)**

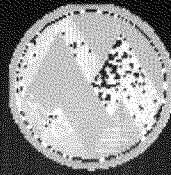


**Detention Basins**



**Stormwater Ponds**





**METRO**

*Green Streets Handbook*

# Street Tree Wells

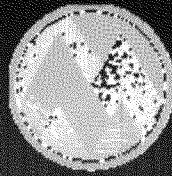


**Adaptable to most urban street settings where street trees are used**



**Can be used in conjunction with swales as check dams and to attenuate flow**





**METRO**

*Green Streets Handbook*

# Street Tree Canopy



**Preserve existing trees  
where possible in new  
neighborhoods**

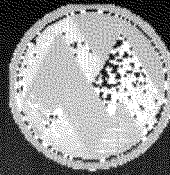


**Plant large species  
where possible**



**Plant long-lived  
species**

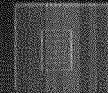
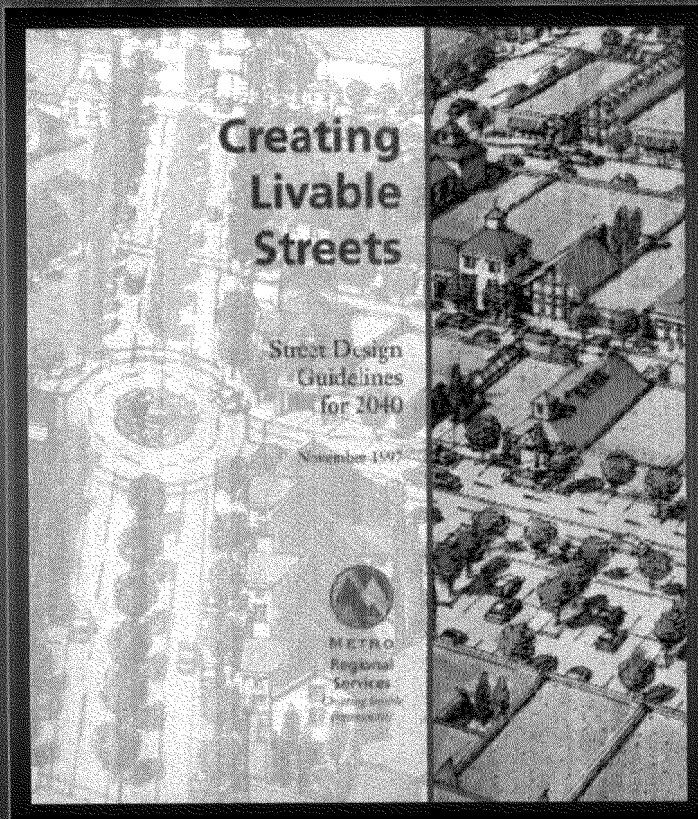




**METRO**

*Green Streets Handbook*

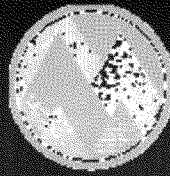
# Major Street Sections



## Corresponds to Regional Design Classifications:

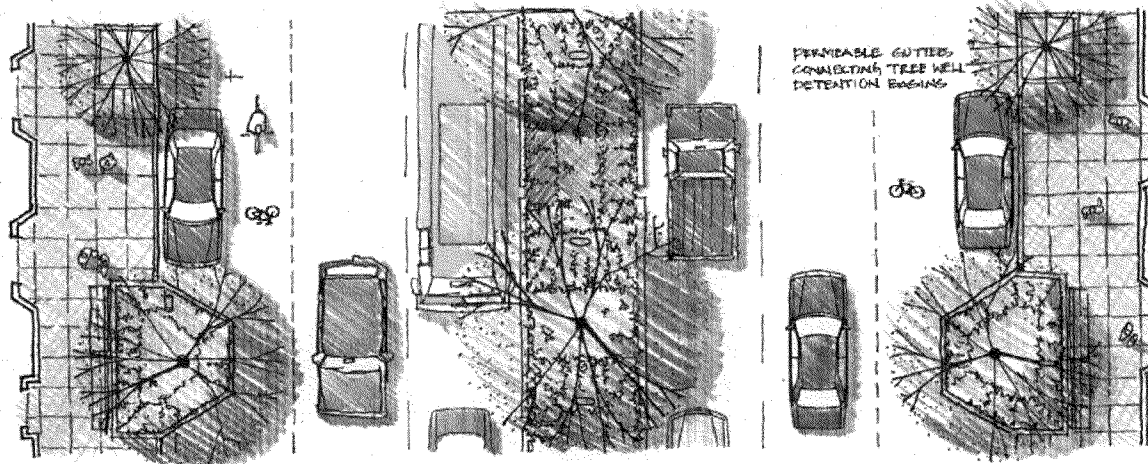
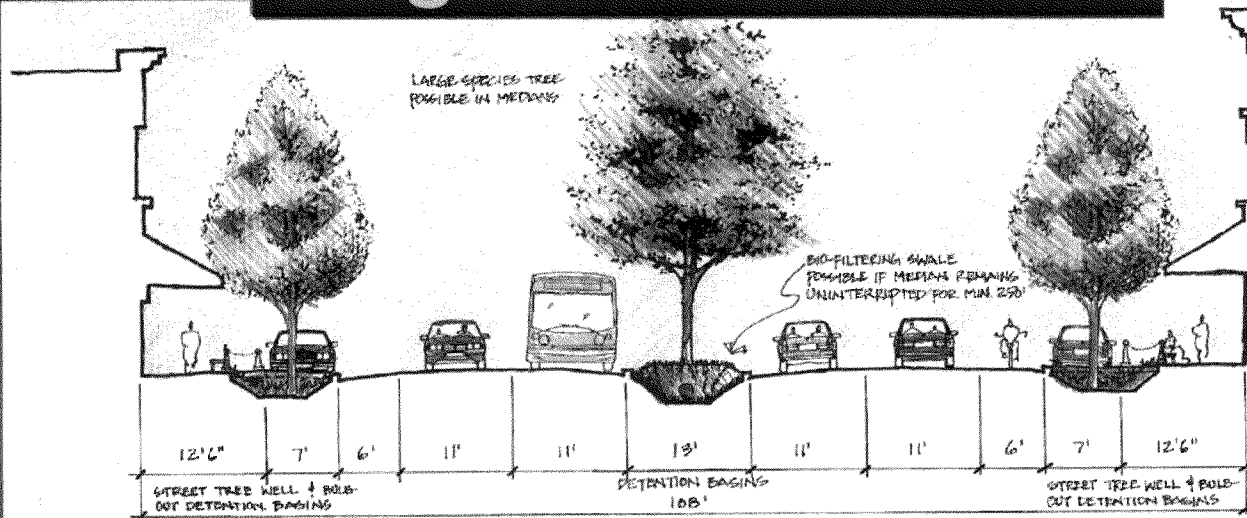
- ✓ Regional Boulevard
- ✓ Community Boulevard
- ✓ Regional Street
- ✓ Community Street
- ✓ Rural Road



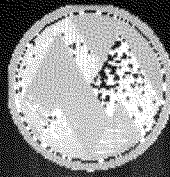


METRO

# Regional Boulevard







METRO

## *Green Streets Handbook*

# Who Should Use It?



 Citizens

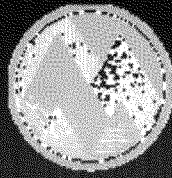
 Public Officials

 Engineers, Planners  
and Architects

 Developers

 Educators





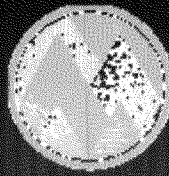
METRO

# Stream Crossing Study

## Balancing Transportation & Stream Quality







METRO

## *Stream Crossing Study*

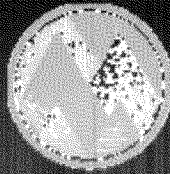
# Why Connectivity?



### Connected local streets:

- ☐ Reduce congestion and delay on major streets
- ☐ Allow for more direct local travel
- ☐ Promote walking, transit and bicycling





METRO

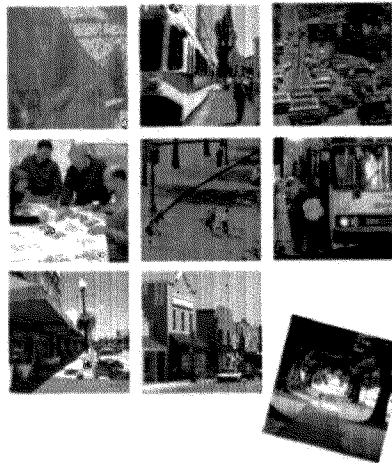
## *Stream Crossing Study*

# RTP Connectivity Req's

### 2000 Regional Transportation Plan

August 10, 2000

Adopted by Ordinance No. 00-0293 and Resolution No. 00-2768



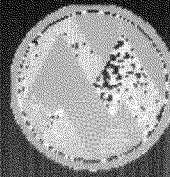
Maximum street spacing 530 feet in new residential and mixed use areas

Limits cul-de-sacs to 200 feet

Accessways with 330 foot spacing required where full street is not possible

Title 3 streams are exempt

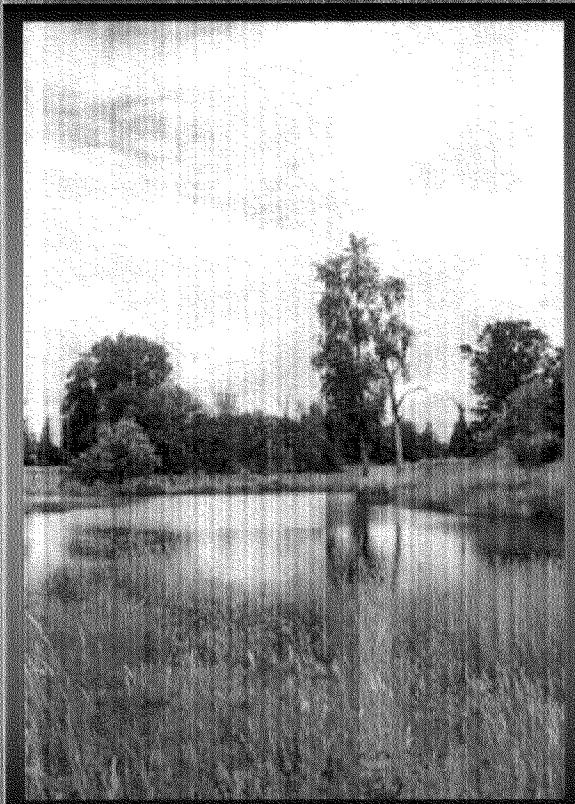




METRO

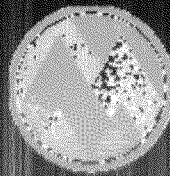
## *Stream Crossing Study*

# Title 3 Stream Protections



- Protects stream and wetland vegetation
- Prevents soil erosion
- Limits use of hazardous materials along streams and wetlands
- Limits development in floodplains
- Requires balanced cut and fill

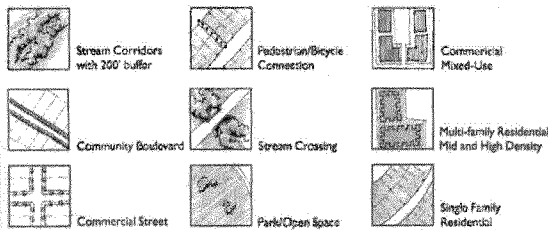
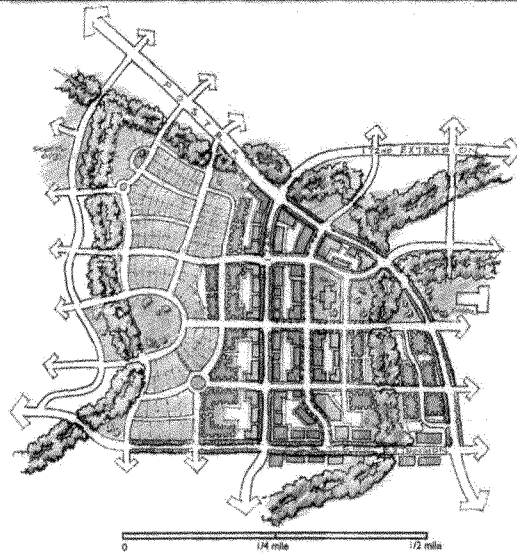




METRO

## Stream Crossing Study

# Study Construct

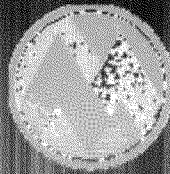


Town Center "A" selected as nucleus for developing larger street networks

Detailed land use concept used to develop population and employment forecast

Three connectivity scenarios developed

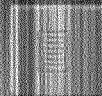
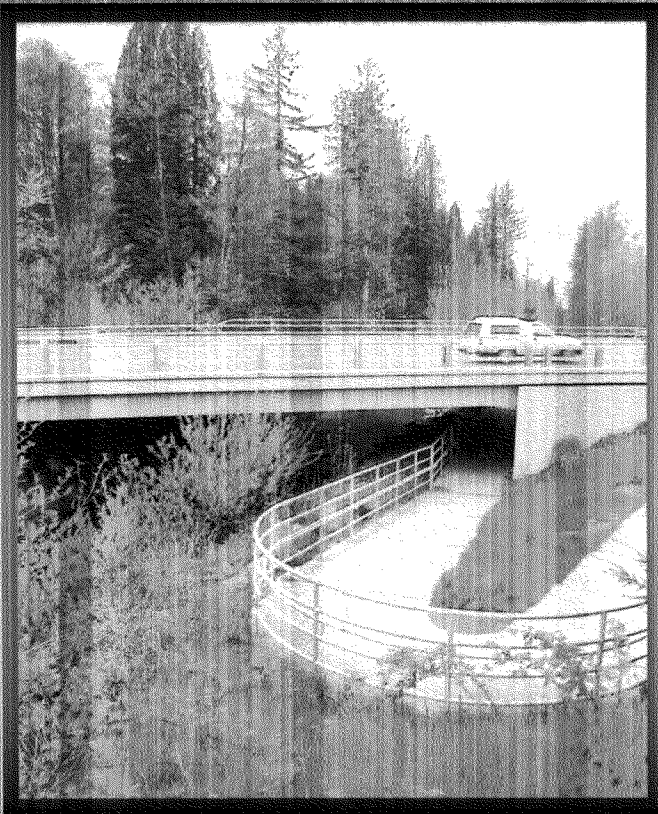




METRO

## *Stream Crossing Study*

# Traffic Conclusions

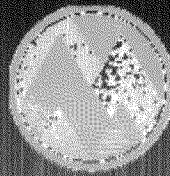


Clear tradeoff between  
number of stream  
crossings



Traffic works best with  
moderate to high levels of  
connectivity

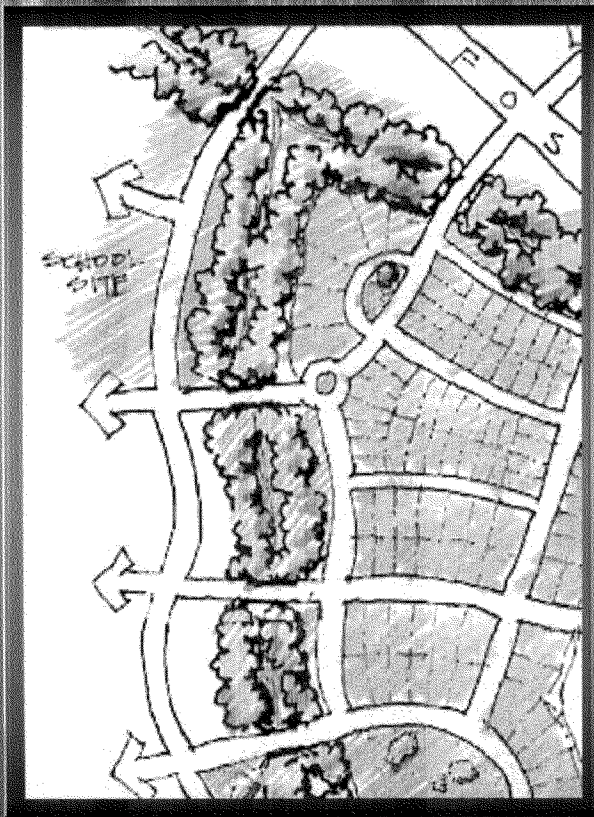




METRO

## *Stream Crossing Study*

# Pedestrian Conclusions

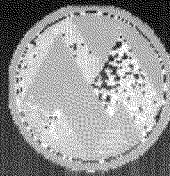


Neighborhood access to town center increases significantly

Walking distance between key origins & destinations drops

Ped/bike crossings provide highest benefit with least stream impact





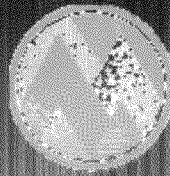
METRO

# Culvert Program

## Regional Culvert Inventory and Ranking







METRO

*Green Streets Summit*

# Why Fix Culverts?



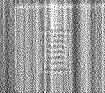
Metro's Title 3



ESA listings for  
salmon and steelhead

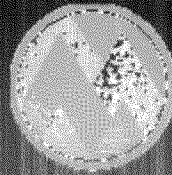


1995 Greenspaces  
acquisitions



Emerging stormwater  
management practices

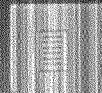




METRO

*Green Streets Summit*

# Inventory Scope



All culverts and barriers within or near Metro boundary

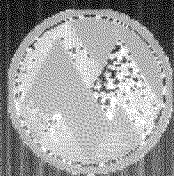


Metro's role defined by regional streets



Stream corridors defined as part of Title 3 inventory

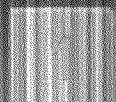




METRO

*Green Streets Summit*

# Ranking Criteria



**Criterion: Maximize fish passage to habitat**

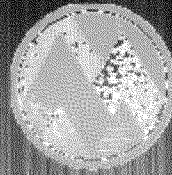


**Measure: length of upstream habitat to next barrier**



**Measure: downstream barrier present**





METRO

*Green Streets Summit*

# Ranking Criteria



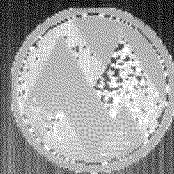
2

**Criterion: Prioritize  
access to quality  
habitat**



**Measure: field  
survey ranking of  
stream habitat  
quality**

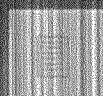
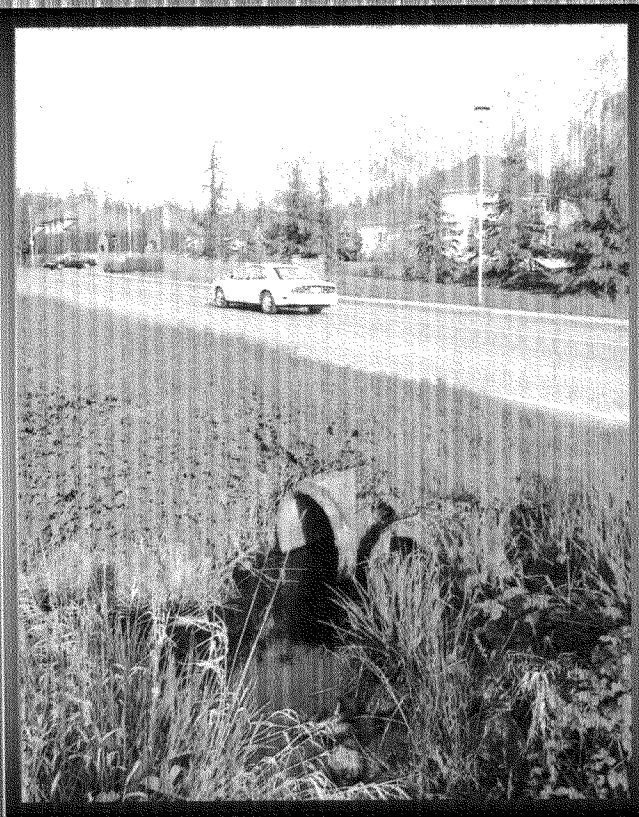




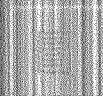
METRO

## Green Streets Summit

# Next Steps



Present inventory, criteria and rankings to regional partners



Investigate funding opportunities



Develop action plan for timely retrofits

# **Streamside CPR\* Program Outline**

## **Purpose, Vision, Goal, Principles and Context**

As adopted by the Metro Policy Advisory Committee  
October 25, 2000

Metro Regional Services  
600 NE Grand Avenue  
Portland, OR 97232-2736  
503-797-1726

contact: Paul Ketcham, Principal Regional Planner  
ketcham@metro.dst.or.us

\*CPR = Conserve, Protect and Restore

# **Purpose, Vision, Goal, Principles and Context**

## **I. INTRODUCTION**

### **A. PURPOSE**

This document provides the organizational, definitional and policy approach that will apply to the creation and implementation of Metro's Goal 5 – Fish and Wildlife Program decision. This Purpose, Vision, Goal and Principles document is intended to guide, inform, and be the philosophical underpinnings of the Goal 5 Streamside CPR program. It is not a regulatory document.

The purpose is to develop a streamside conservation, protection and restoration program that balances the goals of:

- building livable, Region 2040 communities and implementing the Regional Urban Growth Goals and Objectives (RUGGO);
- protecting and enhancing fish and wildlife habitat as required by the Metro Urban Growth Management Function Plan;<sup>1</sup>
- supporting a strong economy;
- meeting State Land Use Planning Goal 5 standards and procedures;
- addressing Federal Endangered Species Act (ESA) requirements;
- adding to the progress already made by the implementation of Title 3, regional water quality and flood protection requirements; and
- providing the organizational, definitional and policy approach that will apply to the creation and implementation of Metro's Goal 5 – Streamside Fish and Wildlife Program decision.

Cities and counties, as general-purpose governments, are responsible for comprehensive planning including completion of a generalized coordinated land use map and policy statements that interrelate all functional and natural systems and activities relating to the use of land. Cities and counties also are responsible for implementing ordinances, especially zoning ordinances, to regulate land uses. Metro, a regional government, is responsible for addressing issues of metropolitan concern and the Metro Council may determine such issues and adopt regulations directing local governments to change their comprehensive plans and implementing ordinances to address identified regional issues. The Vision Statement, Regional Goal and Program Principles contained in this document provide overall direction to preparation and implementation of the regional safe harbor, local discretionary and riparian district plan option approaches to Metro Goal 5 compliance that will be available to local governments.

### **B. VISION STATEMENT**

Our region places a high priority on the protection of its streams, wetlands and floodplains to maintain access to nature; sustain and enhance native fish and wildlife species and their habitats; mitigate high storm flows and maintain adequate summer flows; provide clean water; and create communities that fully integrate the built and natural environment. As ribbons of green, stream and river corridors maintain connections with adjacent upland habitats, form an interconnected mosaic of urban forest and other fish and wildlife habitat, and contribute significantly to our region's livability.

The RUGGO state that the region should "Manage watersheds to protect and ensure to the maximum extent practicable the integrity of streams, wetlands and floodplains, and their multiple biological, physical, and social values," as well as that "A region-wide system of linked significant wildlife habitats should be developed. This system should be preserved, restored where appropriate, and managed to



maintain the region's biodiversity." The streamside program will contribute to these objectives by balancing, economic, social, environmental and energy considerations as will future efforts to address watershed and upland habitats.

### C. OVERALL GOAL

The overall goal is to conserve, protect and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with others streams and rivers, and with their floodplains in a manner that is integrated with the surrounding urban landscape. This system will be achieved through conservation, protection and appropriate restoration of streamside corridors through time.

### D. PROGRAM PRINCIPLES

*The program will be designed to achieve the following future conditions:*

*Areas of existing forest cover or areas where it is appropriate to restore forest cover.* Conserve, protect and restore the biological, physical and social values of streams, wetlands, riparian areas and floodplains, by encouraging the growth and management of mature forest conditions composed of native forest tree species, appropriate for specific site conditions, mixed with native shrubs and herbaceous species, and containing ample standing snags and downed woody debris. Forest conditions will be managed, where appropriate to address public safety concerns.

*Areas where forest cover did not exist historically or where non-forest cover is appropriate, based on a natural resources plan.* Conserve, protect and restore the biological, physical and social values of streams, wetlands, riparian areas and floodplains through management of native vegetation appropriate to non-forested conditions.

*Developed 2040 Centers and areas where floodplain function is artificially controlled.* Contribute to the conservation, protection and restoration of the biological, physical and social values of streams, wetlands, riparian areas and floodplains.

*The program will be designed to achieve these future conditions using the following principles:*

1. **Ecological Function.** The ecological function of the streamside corridor system will be restored and maintained to the maximum extent practicable given the opportunities and constraints of the urban landscape.
2. **Economically Sound.** Economic vitality and a healthy natural environment are necessary components of sustainable development in the metropolitan area. Investments in protection and restoration of our natural areas contribute significantly to the region's economic health.
3. **Protection and Restoration.**<sup>2</sup> Given the currently degraded condition of a majority of urban streams, wetlands, riparian areas and floodplains, protection and restoration are of equal importance in order to achieve the region's goals. Both protection and restoration are important in moving toward recovery of threatened and endangered salmonids, and avoiding future endangered or threatened listings of both aquatic and terrestrial species.
4. **Flexible Regulatory Approaches.** Protective regulations shall be based on the best available natural science balanced with economic, environmental, social and energy considerations, and shall provide local governments with flexibility in meeting the overall goals of this program. This

program is also intended to help local governments address the Federal ESA by preventing the need for additional ESA listings and avoiding legal restrictions that may result from current and potential future listings. Implementation of the Federal ESA program for endangered salmonids will need a wide range of actions to be taken by local, state and Federal agencies to recover the species. Metro's requirements are not intended to meet all ESA regulations, but are intended to address recovery obstacles within and along stream corridors. The objective is to obtain Federal approval of this program, so that local governments can use it if they choose. The program is not intended to be the exclusive means available to local governments in the region to address ESA requirements. Local governments can independently seek certification as an alternative.

5. ***Incentives Education and Acquisition.*** Regulatory efforts to conserve, protect and restore natural resources are most effective when combined with incentives, education and acquisition programs that encourage full community participation, therefore, such programs will be an element of the overall program.
6. ***Stewardship Responsibilities.*** All landowners and land users throughout each watershed have an important stewardship responsibility to contribute to the protection and restoration of streams, wetlands, riparian areas and floodplains.
7. ***Urban Form.*** Realization of the region's 2040 Growth Concept requires a compact urban form while protecting natural resources and water quality. This is accomplished in three primary ways:
  - a. Protecting natural areas outside the Urban Growth Boundary (UGB). Accommodate compact development within the UGB in order to minimize land extensive expansion that adversely impacts farm and forest lands and natural areas outside the boundary;
  - b. Accommodating urban growth in a compact form while protecting and enhancing key fish and wildlife habitat, natural areas, and water quality and quantity within the current UGB;
  - c. Protecting and restoring urban stream corridors to provide people with an effective means to access nature, providing ecological linkage to other important fish and wildlife habitats, and compact urban form through integration of the built and natural environments.<sup>3</sup>
8. ***Measure and Monitor.*** A measuring and monitoring system should be established and should include:
  - Assessment of existing conditions;
  - Use of "properly functioning conditions"<sup>4</sup> as the description of desired future conditions; and
  - Assessment and regular monitoring over time of streamside conditions to determine progress in achieving the goals of properly functioning conditions.
9. ***Coordination and Cooperation.*** Effective management of the regional streamside resource cannot be achieved without a collaborative approach throughout the region. The Streamside CPR Program will provide local jurisdictions with the flexibility to pursue alternative collaborative management approaches that meet the standards of this programs, such as watershed planning, and will emphasize efforts that ensure coordination and cooperation between and among the region's partners including local governments, business, nonprofits and citizens.

## E. CONTEXT

The preamble of Metro's voter-approved 1992 Charter declares that Metro's most important service is to "preserve and enhance the quality of life and the environment for ourselves and future generations."<sup>5</sup> Through its Charter-mandated responsibilities, Metro Council has provided leadership in addressing growth management issues by working with citizens, elected officials and diverse interest groups to



craft a vision of how the region will grow. Through adoption of policies to achieve that vision, Metro Council has identified the need to balance natural resource protection with urban development while the region grows.

How this balancing will take place, and in what form it will be expressed across the urban landscape, is a key question addressed in various documents. For example, the region's 2040 Growth Concept map includes an environmental greenway along streams in the region to ensure connectivity throughout the urban landscape.<sup>6</sup> The goal of the Greenspaces Master Plan is to create a cooperative regional system of natural areas, open space, trails and greenways for wildlife and people in the four-county metropolitan area.<sup>7</sup> Other planning documents which speak to urban natural areas and water resources include the Future Vision<sup>8</sup>, the RUGGO, the Regional Framework Plan<sup>9</sup>, and the Urban Growth Management Functional Plan. A unifying feature of all of these documents is to achieve compact urban form and efficient delivery of urban services while at the same time preserving citizen access to nature and community livability.

A cornerstone of these regional policies is protection of natural systems—regionally significant fish and wildlife habitat, streams, rivers, wetlands and floodplains—because their protection and restoration is essential to maintaining and improving the region's livability, economic well-being and environmental health.

In addition to the regionwide policies, there are State and Federal policies which are also important considerations. The purpose of the State's Land Use Planning Goal 5 is "To protect natural resources and conserve scenic and historic areas and open spaces".<sup>10</sup> At the Federal level, for a large part of the Pacific Northwest Coast and associated inland rivers and streams, the National Marine Fisheries Service (NMFS), is acting under the requirements of the Federal ESA. At this time, NMFS has designated four species of Steelhead and eight other species of salmon as either threatened or endangered in the Columbia River Basin. Local governments, through their comprehensive plans, will be implementing requirements to address natural resource protection. In order to address this status, our region will need to take actions that are consistent with the recovery needs of these species. In doing so, the region, its local government partners and the citizens of the metropolitan area can help ensure that one of the defining symbols of our region once again thrives.

To accomplish the planning work described in these policies, Metro is pursuing adoption and implementation of programs to:

- protect the beneficial uses associated with the region's streams and rivers, including water quality and protect life and property from dangers associated with flooding<sup>11</sup>
- Protect, conserve and enhance fish and wildlife habitat within regionally significant riparian corridors under Statewide Planning Goal 5<sup>12</sup>
- Protect, conserve and enhance regionally significant upland wildlife habitat under Statewide Planning Goal 5;<sup>13</sup> and
- Implement the Greenspaces Master Plan.

All of these programs, taken in concert and with full implementation by local governments, will realize the vision for growth enunciated in Metro's Charter, Future Vision and subsequent planning documents described above.

To complete this work effort Metro shall:

1. Establish criteria to define and identify regionally significant fish and wildlife habitat areas;
2. Examine existing Goal 5 data;
3. Identify inadequate or inconsistent data;
4. After considering items 1-3, and after holding public hearings, adopt a map of regionally significant fish and wildlife areas.

## II. PROGRAM DESCRIPTIONS (TO BE ADDED)

I:\gm\long\_range\_planning\projects\Goal 5\Goal 5 Report REVISION\Vision\10 25 Metro Goal 5 Vision.doc

<sup>1</sup> The focus of the Purpose, Vision, Goal, Principles and Context Statement is on native species of fish and wildlife whose historic ranges include the metropolitan area and whose habitats are or can be provided for in urban streamside corridors. The Purpose Statement does not intend to include native species such as bear, cougar, lynx and deer, which may be conducive in specific areas such as Portland's Forest Park, but may not be conducive in urban stream corridors elsewhere in the metropolitan area.

<sup>2</sup> Proposed definition of restoration:

Restoration, in the context of the streamside CPR program, means action taken to return natural riparian functions and values for fish and wildlife. Restoration would be applied where riparian functions are in a degraded condition and are intended to return the riparian functions to good or excellent condition. While there may be instances where restoration to pre-development, natural conditions is possible, in general, restoration should not mean the end-state of re-establishing a totally pristine condition. It should address the improvements or re-introduction of functional values.

Conditions Under Which Restoration Would Occur:

Conditions under which restoration will occur will be established when the program is defined. The current draft of the Goal 5 program does not contemplate that homeowners and other property owners would be required to undertake restoration unless there was a development activity that required a permit for new development, significant modifications to structures, or redevelopment. In the absence of a development permit it is assumed that restoration would be achieved through incentive-based, voluntary, and community-based restoration and enhancement activities. Public education and the promotion of voluntary naturescaping and restoration would be part of the regionwide cooperative effort to improve the existing degraded conditions of our urban waterways.

<sup>3</sup> "to provide people with an effective means to access nature" means to help people enjoy, approach or be near to nature. It is not intended to imply the right of any person to enter or make use of private property unless the property owner grants that right of public access.

<sup>4</sup> Defined by Federal natural resource programs.

<sup>5</sup> The preamble of Metro's Charter states the following: "We, the people of the Portland area metropolitan service district, [establish an elected regional government] that undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations." 1992 Metro Charter, page 1.

<sup>6</sup> The Metro 2040 Growth Concept, acknowledged by the Land Conservation and Development Commission in 1995, states the following: "The basic philosophy of the Growth Concept is: preserve access to nature and build better communities." December 8, 1994, Page 1.



---

<sup>7</sup> Other goals of the July 1992 Metropolitan Greenspaces Master Plan include preserving "diversity of plant and animal life in the urban environment, using watersheds as the basis for ecological planning." The Greenspaces Master Plan is guided by the following ecological principles: "Maintain biological diversity by restoring and enhancing a variety of habitats, including wetlands, riparian corridors, forests and agricultural lands." And "Protect, restore and recreate stream corridor vegetation by replacing riparian vegetation where it is lacking or dominated by exotic species and removing barriers, where possible, to maintain connections with adjacent upland habitats."

<sup>8</sup> The Future Vision states the following: "We value natural systems for their intrinsic value, and recognize our responsibility to be stewards of the region's natural resources." March 1995, page 1. In 2045, the region should be characterized by "Improved water quality, and increased biodiversity," and "restored ecosystems protected from future degradation and decline." Page 12. Specific actions identified: "Manage watersheds to protect, restore, and maintain the integrity of streams, wetlands and floodplains, and their multiple biological, physical, and social values." Page 12.

<sup>9</sup> Chapter 3 of the December 31, 1997 Regional Framework Plan establishes policies for parks, natural areas and open spaces, and identifies the important environmental benefits of maintaining and improving air and water resources, providing flood control, and protecting fish and wildlife habitat. It commits Metro to "develop a strategy and action plan to address inadequacies in the protection of regional Goal 5 resources. This plan will be carried out by Metro." Page 108, see also page 190.

<sup>10</sup> Goal 5 further states that "Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability." Procedures and requirements for complying with Goal 5 call for an inventory, a determination of significance, an analysis of the economic, social, environmental and energy consequences of a decision that could allow, limit or prohibit a conflicting use.

<sup>11</sup> From Title 3, Sections 1-4 of the 1996 Urban Growth Management Functional Plan

<sup>12</sup> From Title 3, Sections 1, 2 and 5 of the 1996 Urban Growth Management Functional Plan.

<sup>13</sup> From Title 3, Sections 1, 2 and 5 of the 1996 Urban Growth Management Functional Plan.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DIRECTING	)	RESOLUTION NO 01-3087A
STAFF TO APPLY FUNCTIONAL,	)	
SCIENCE BASED CRITERIA	)	Introduced by Mike Burton, Executive Officer
IDENTIFYING POSSIBLE FISH AND	)	
WILDLIFE HABITAT ON REGION-WIDE	)	
MAPS AND REPORTING BACK TO THE	)	
NATURAL RESOURCE COMMITTEE	)	
FOR ITS REVIEW	)	

WHEREAS, the Regional Framework Plan and Urban Growth Management Functional Plan ("UGMFP") state that Metro will undertake a program for protection of fish and wildlife habitat; and

WHEREAS, the Title 3, Section 5 of the UGMFP sets forth actions that the Metro Council anticipated that Metro would take in identifying, considering and protecting regionally significant fish and wildlife habitat conservation areas; and

WHEREAS, this resolution represents a preliminary step in identifying criteria to address the direction of the UGMFP by determining significant resources for riparian corridors and wildlife consistent with State Goal 5; and

WHEREAS, the Regional Framework Plan and Metro's Regional Urban Growth Goals and Objectives identify watersheds as the appropriate scale for Metro to consider in identifying fish and wildlife habitats; and

WHEREAS, on May 9, 2001, the Metro Natural Resource Committee directed staff to prepare draft functional, science-based criteria for identifying significant resources pertaining to riparian corridors and wildlife habitat consistent with State Goal 5; and

WHEREAS, Staff presented to the Natural Resource Committee on June 6, 2001 draft criteria for identifying possible riparian corridor and wildlife resources based on six functions derived from a review of scientific literature; and

WHEREAS, staff also presented to the Natural Resource Committee on June 6, 2001, three pilot areas were mapped applying these criteria to limited landscapes within the region; and

WHEREAS, the Goal 5 Technical Advisory Committee, the Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC) and the Water Resources Policy Advisory Committee (WRPAC) have seen the presentation of these criteria and pilot maps and have completed recommendations and forwarded their recommendations to the Metro; and

WHEREAS, the Natural Resources Committee has solicited public comment, provided public notice and held a public meeting for the purpose of hearing public comments and recommendations; NOW, THEREFORE,

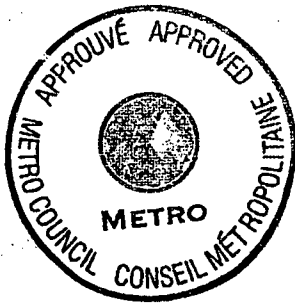
BE IT RESOLVED;

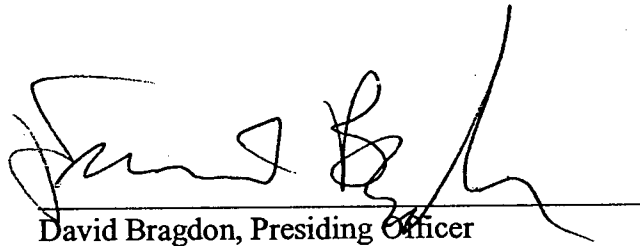
1. That the Metro Council hereby directs staff to use the criteria as described in Exhibit A and apply these to map possible riparian corridor and wildlife habitat areas throughout the region.
2. That the Metro Council directs staff to complete the development of criteria to include uplands wildlife habitat with the riparian corridor criteria described in Exhibit A and to map these areas region-wide.
3. That the Metro Council directs staff to complete work items 1 and 2 above and present these data and maps to the Metro Natural Resource Committee in September, 2001 or as soon thereafter when such data and maps are available.



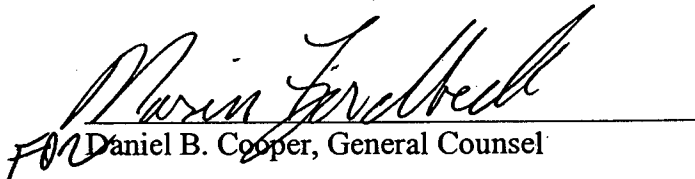
4. That the Metro Council may alter both the criteria and application of the mapping of these criteria prior to adoption of significant resources related to riparian corridors and wildlife habitat areas, after public comment and review.
5. That the Metro Council will invite broad public review of these data and maps prior to any Metro Council action.
6. That the Metro Council's direction to staff in this resolution is not a final action designating significant resources for riparian corridors and wildlife habitat areas or a final action to protect those areas once designated.

ADOPTED by the Metro Council this 26<sup>th</sup> day of July 2001.



  
David Bragdon, Presiding Officer

Approved as to Form:

  
Daniel B. Cooper, General Counsel

## Exhibit A

**Metro Goal 5 Fish and Wildlife Habitat**  
**Functional Values and Landscape Features for Identifying Significant Riparian Corridors**

MICROCLIMATE AND SHADE			
How does the function help fish and wildlife?	Contributing landscape features	Criteria for mapping the landscape features	
		Primary functional value	Secondary functional value
<p>Undisturbed riparian corridors have a unique microclimate.</p> <ul style="list-style-type: none"> <li>This allows for increased plant diversity, and thus a variety of food and cover opportunities for fish and wildlife.</li> <li>Riparian corridors have reduced summertime temperatures, higher humidity levels, and provide protection from wind in the winter, which benefits wildlife.</li> </ul> <p>Riparian vegetation provides shade.</p> <ul style="list-style-type: none"> <li>Shade moderates the amount of light reaching the stream and thus helps to reduce water temperature.</li> <li>Water temperature is one of the most important factors influencing salmon and other aquatic species: they depend on cold, clean water.</li> <li>Riparian vegetation is most effective in providing shade and moderating stream temperature on smaller streams.</li> </ul> <p><i>(See pages 5-6; 11; ; 15-25; 38-39; and 42 in the April 2001 draft of the Aquatic and Riparian Habitat chapter in Metro's Science Literature Review.)</i></p>	<p><u>Stands of trees and other vegetated areas</u> →</p> <p>Range of widths recommended to maintain the function identified in the scientific literature:            Shade: 39-250 ft<sup>1</sup>            Microclimate: 75-780 ft</p>	<p>The landscape feature has <b>PRIMARY</b> functional value if it is:</p> <p><u>a forest or woody vegetation landcover type</u> within 100 feet<sup>2</sup> of: a surface stream; a hydrologically connected wetland<sup>3</sup>; or an area subject to flooding (includes the 1996 flood inundation and FEMA 100-year floodplain).</p>	
	<p><u>Stands of trees and other vegetated areas</u> →</p> <p>As indicated above, the range of widths for microclimate is 75-780 ft. The outer range is given a secondary value for microclimate function.</p>		<p>The landscape feature has <b>SECONDARY</b> functional value if it is:</p> <p><u>a forest or woody vegetation landcover type</u> within 100 to 780 feet of: a surface stream; a hydrologically connected wetland; or an area subject to flooding (includes the 1996 flood inundation and FEMA 100-year floodplain) and is not a primary feature.</p>

<sup>1</sup> All distances are for one side of a stream or other water feature as measured from the top of bank, and should be applied to each side of the water feature.

<sup>2</sup> 100 feet is the most commonly cited width identified in the scientific literature as necessary for shade, and close to the minimum necessary for maintaining riparian microclimate.

<sup>3</sup> "Hydrologically-connected wetlands" are wetlands located partially or wholly within ¼ mile of a surface stream or flood area.

## STREAMFLOW MODERATION AND WATER STORAGE

How does the function help fish and wildlife?	Contributing landscape features	Criteria for mapping the landscape features	
		Primary functional value	Secondary functional value
<p>The riparian corridor may contain wetlands, soils and vegetation that allow groundwater recharge and discharge, help to store rainwater, prevent flooding, and provide sources of stream flow during dry parts of the year.</p> <ul style="list-style-type: none"> <li>Wetlands may occur adjacent to stream channels and within the floodplain of the riparian corridor. Wetlands comprise a very small proportion of the landscape and yet host a significant number of specialized plant and animal species.</li> <li>Wetlands are important storage areas for flow, particularly during dry seasons, when they become a source of water to the stream.</li> <li>The hyporheic zone allows groundwater to mix with stream water, which changes chemical properties of the water, cools water temperature, and stimulates biological activity.</li> <li>Riparian forests and other vegetation act as a sponge to hold water, slow stormwater runoff, and maintain stable flow in streams (base flow).</li> <li>Un-compacted topsoil rich in organic materials can hold water and slow stormwater runoff.</li> </ul> <p><i>(See pages 2-4; 7; 15-25 in the April 2001 draft of the Aquatic and Riparian Habitat chapter in Metro's Science Literature Review.)</i></p>	<p><u>Wetlands and floodplains</u> The scientific literature has indicated that all riparian associated wetlands and floodplains if protected, provide streamflow moderation and water storage.</p>	<p>The landscape feature has <b>PRIMARY</b> functional value if it is:</p> <p><u>a wetland or other water body<sup>4</sup></u> with a hydrologic connection to a surface stream.</p> <p>OR</p> <p><u>an area subject to flooding</u> (includes the 1996 flood inundation and FEMA 100-year floodplain)</p>	
	<p><u>Forests, other vegetative cover and undeveloped soils</u> Increased levels of impervious surfaces interrupt the hydrologic cycle, alter stream structure, and degrade the chemical profile of the water that flows through streams. These changes affect fish and wildlife in various ways, and are cumulative within watersheds.</p> <p><u>Forests</u> Riparian and upland vegetation helps moderate streamflow by intercepting, absorbing and facilitating storage of rainfall. Water stored in groundwater is slowly released over time.</p>		<p>The landscape feature has <b>SECONDARY</b> functional value if it is:</p> <p><u>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type</u> within 300 feet<sup>5</sup> of a surface stream.</p> <p>OR</p> <p><u>a forest landcover type</u> that is contiguous to the riparian corridor (starts within 300 feet<sup>6</sup> but extends beyond)</p>

<sup>4</sup> "Other water body" could include lakes, ponds, reservoirs, or manmade water feature that is not a water quality facility or farm pond.

<sup>5</sup> All upland forests, vegetation, and undeveloped soils help to moderate streamflow and store water. Staff used 300 feet here because some data layers for landcover types do not extend past 300 feet from a stream.

<sup>6</sup> Forest landcover is the only type that extends beyond 300 feet in the Metro database and thus excludes other types.



# BANK STABILIZATION, SEDIMENT AND POLLUTION CONTROL

How does the function help fish and wildlife?	Contributing landscape features	Criteria for mapping the landscape features	
		Primary functional value	Secondary functional value
<p>Riparian vegetation provides bank stabilization and sediment control. Wetlands or vegetated floodplains also help to remove sediment, excess nutrients, and chemical pollutants.</p> <ul style="list-style-type: none"> <li>Sediment in streams originates from streambank erosion, from within the channel, from upland activities, and from natural disturbances.</li> <li>Sediment occurs naturally in any stream, but changes in the amount and size of the sediment can have negative impacts on fish and other aquatic wildlife, as well as water quality.</li> <li>Riparian vegetation helps trap pollutants that are attached to sediment particles.</li> <li>Riparian vegetation helps to moderate streamflow by intercepting, absorbing, and storing rainfall.</li> <li>Maintaining low structure vegetation and uncompacted topsoil rich in organic materials allows stormwater to infiltrate into the ground rather than flow over the surface (reduced surface erosion &amp; filters pollutants). (Uncompacted topsoil does not include dirt roads, parking lots, etc.)</li> </ul> <p>(See pages 6-7; 15-25; 39-40 in the April 2001 draft of the Aquatic and Riparian Habitat chapter in Metro's Science Literature Review.)</p>	<p><u>Default to maintain basic functions</u> → This 50-foot band is specifically to prevent channelization and ensure future bank stability and prevent bank erosion through allowing vegetation to propagate on stream banks.</p>	<p>The landscape feature has PRIMARY functional value if it is:</p> <p><u>within 50 feet</u> of a surface stream and is not a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type.</p> <p>OR</p>	
	<p><u>Forest and other vegetation</u> → Range of widths recommended to maintain the function identified in the scientific literature:</p> <ul style="list-style-type: none"> <li>Bank stabilization: ½ site potential tree height to 170 ft</li> <li>Sediment control: 10 ft (sand) – 400 ft (clay)</li> <li>Pollutant removal: 13-141 ft</li> </ul>	<p><u>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type within 100 feet</u> of a surface stream.</p> <p>OR</p> <p>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type within 100-200 feet of a surface stream <u>if the slope is greater than 25%.</u></p> <p>OR</p> <p>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type within 100 feet of a <u>hydrologically connected wetland</u> (title 3 wetland); or a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type<sup>8</sup> within <u>an area subject to flooding</u> (includes the 1996 flood inundation and FEMA 100-year floodplain).</p>	
	<p><u>Steep slopes</u> → The scientific literature indicates that vegetated steep slopes adjacent to all streams provide bank stabilization, sediment and pollution control.</p> <p><u>Wetlands and floodplains</u> → The scientific literature has indicated that all riparian associated wetlands and floodplains play a critical role in sediment and pollution control.</p>		
	<p><u>Steep slopes</u> → The scientific literature indicates that for slopes over 25 percent the buffer should be measured from the break in slope to reduce sediment loading from mass wasting events.</p>		<p>The landscape feature has SECONDARY functional value if it is:</p> <p><u>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type located on a slope greater than 25%, that starts within 175 feet<sup>9</sup> of a surface stream reach and runs to the first effective break in slope.</u></p>

<sup>7</sup> The Metro science paper indicates 100 feet as a suitable average distance for vegetation contributing to filtering.

<sup>8</sup> The woody vegetation and low structure vegetation/undeveloped soils landcover types are mapped to 300 feet, the forest landcover type is mapped to the edge of the floodplain.

<sup>9</sup> 175 feet was chosen due to the method used for mapping riverine slopes.

## LARGE WOOD AND CHANNEL DYNAMICS

How does the function help fish and wildlife?	Contributing landscape features	Criteria for mapping the landscape features	
		Primary functional value	Secondary functional value
<p>Large woody debris (LWD), such as branches, logs, uprooted trees, and root wads, is a key component of aquatic habitats in the Pacific Northwest. LWD enters streams either directly from the adjacent riparian area, from upland hillslopes through windthrow or debris avalanches, or from upstream sources.</p> <ul style="list-style-type: none"> <li>LWD helps form important habitat for fish such as pools, riffles, eddies, side channels, meanders, and instream cover (overhanging vegetation). Stream complexity is critical for salmon because at various life stages they require different types of habitat.</li> <li>LWD also controls the routing of water and sediment, dissipates stream energy, protects streambanks, stabilizes streambeds, helps retain organic matter, and acts as a surface for biological activity.</li> </ul> <p>Over time, streams move back and forth across the valley floor; this area is called the channel migration zone. Most streams have a channel migration zone, except when the channel is constrained by narrow valleys or ravines or altered by human development.</p> <ul style="list-style-type: none"> <li>This area is frequently defined by the 100-year floodplain, and defines where aquatic or wetland habitat could exist in the future.</li> <li>Flood events of varying size and frequency play a vital role in maintaining a diversity of riparian plant species and aquatic habitat.</li> <li>Biological productivity is enhanced in the floodplains because sediment and nutrients are deposited during the advance and retreat of floodwaters.</li> </ul> <p>(See pages 9-10; 15-25; 40; and 41 in the April 2001 draft of the Aquatic and Riparian Habitat chapter in Metro's Science Literature Review.)</p>	<p><u>Forest</u> → Range of widths recommended to maintain the function identified in the scientific literature:</p> <ul style="list-style-type: none"> <li>Large woody debris: one site potential tree height; 150-262 ft</li> </ul> <p><u>Floodplains</u> → The scientific literature demonstrates that frequently flooded areas should be maintained to allow for the channel migration zone.</p> <p><u>Default to maintain basic functions</u><sup>10</sup> → The channel migration zone is basically defined by the floodplain, but where there is no mapped floodplain a default of 50 feet was selected to allow for the channel migration zone.</p>	<p>The landscape feature has <b>PRIMARY</b> functional value if it is:</p> <p><u>a forest landcover type</u> within 150 feet of a surface stream, or <u>a hydrologically connected wetland</u>.</p> <p>OR</p> <p>within an <u>area subject to flooding</u> (includes the 1996 flood inundation and FEMA 100-year floodplain).</p> <p>OR</p> <p><u>within 50 feet</u> of a surface stream.</p>	
	<p><u>Forest</u> → As indicated above, the range of widths for large woody debris is 150-262 feet. The outer range is given a secondary value for large wood contribution.</p>		<p>The landscape feature has <b>SECONDARY</b> functional value if it is:</p> <p><u>a forest landcover type</u> within 150 to 262 feet of a surface stream.</p>

<sup>10</sup> Application of the default to maintain basic functions will be limited to low and moderate gradient channel types.

## ORGANIC MATERIAL SOURCES

How does the function help fish and wildlife?	Contributing landscape features	Criteria for mapping the landscape features	
		Primary functional value	Secondary functional value
<p>Riparian vegetation provides a majority of the energy and hydrocarbons in aquatic food webs.</p> <ul style="list-style-type: none"> <li>Leaves, fruit, cones, insects, and other organic matter fall directly into the stream channel from the riparian area, or move by wind, erosion, or as dissolved materials in groundwater.</li> <li>In smaller streams, most of the organic matter used by aquatic communities comes from the adjacent forest, while in larger streams and rivers organic matter may come from aquatic plants and upstream sources.</li> <li>Fallen insects from riparian vegetation can make up 40-50% of the diet of trout and juvenile salmon during the summer months.</li> </ul> <p><i>(See pages 8; 15-25; and 40 in the April 2001 draft of the Aquatic and Riparian Habitat chapter in Metro's Science Literature Review.)</i></p>	<p><u>Vegetation</u> →</p> <p>Range of widths recommended to maintain the function identified in the scientific literature:</p> <ul style="list-style-type: none"> <li>Small woody debris: 100 ft</li> <li>Organic litterfall: ½ site potential tree height; 100-170 ft</li> </ul>	<p>The landscape feature has <b>PRIMARY</b> functional value if it is:</p> <p><u>a forest or woody vegetation landcover type</u> within 100 feet of a surface stream, or a hydrologically connected wetland.</p> <p>OR</p> <p>a forest or woody vegetation landcover type within <u>an area subject to flooding</u> (includes the 1996 flood inundation and FEMA 100-year floodplain)</p>	
	<p><u>Floodplains</u> →</p> <p>Organic material can enter the aquatic environment when the stream floods and carries away organic material from a vegetated area.</p>		
	<p><u>Vegetation</u> →</p> <p>As indicated above, the range of widths for organic material sources is 100-170 feet. The outer range is given a secondary value for organic material source contribution.</p>		<p>The landscape feature has <b>SECONDARY</b> functional value if it is:</p> <p><u>a forest or woody vegetation landcover type</u> within 100 to 170 feet of a surface stream.</p>



## RIPARIAN WILDLIFE HABITAT AND CONNECTIVITY

How does the function help fish and wildlife?	Contributing landscape features	Criteria for mapping the landscape features	
		Primary functional value	Secondary functional value
<p>Wildlife are attracted to riparian areas because of the abundance of food sources, cover, and proximity of drinking water.</p> <ul style="list-style-type: none"> <li>Natural riparian areas provide a complex and highly productive food web.</li> <li>Riparian vegetation in the form of grasses, shrubs, trees and other plants provides wildlife habitat for reproduction, nesting, roosting, foraging and protection from the weather and from competitive and predatory species.</li> <li>Structural complexity exists when there is a diversity of plant species, multiple canopy layers, and snags and downed woody material. Much of the biodiversity found in riparian areas depends on this structural complexity.</li> <li>Riparian corridors, due to their linear shape, enable wildlife movement between habitat patches.</li> <li>In the summer, the specialized microclimate in riparian corridors creates diverse habitat characteristics desirable to many species, such as amphibians.</li> <li>Most wildlife species (92% of non-fish wildlife in this region) utilize riparian areas at some point in their life history for water, food, and shelter. Since riparian areas frequently serve as corridors through the urbanized landscape, they also provide movement and dispersal routes.</li> </ul> <p><i>(See pages 10; 15-25; 41-42 in the April 2001 draft of the Aquatic and Riparian Habitat chapter in Metro's Science Literature Review.)</i></p>	<p><u>Forest and vegetative cover</u> →</p> <p>Range of widths recommended to maintain the function identified in the scientific literature:</p> <ul style="list-style-type: none"> <li>Edge effect: 20 ft (noise) -2,000 ft (minimize predation)</li> <li>Terrestrial LWD and structural complexity: 1 site potential tree height outside a buffer to 650 ft</li> <li>Movement corridors: 328 ft</li> <li>Specific wildlife needs: 100 ft (e.g. frogs &amp; salamanders) – 656 ft (Rufous-sided towhee breeding populations)</li> </ul>	<p>The landscape feature has <b>PRIMARY</b> functional value if it is:</p> <p><u>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type within 328 feet<sup>11</sup> of a surface stream, or a hydrologically connected wetland<sup>12</sup>.</u></p> <p>OR</p> <p><u>a forest, woody vegetation, or low structure vegetation/undeveloped soils landcover type within an area subject to flooding (includes the 1996 flood inundation and FEMA 100-year floodplain)<sup>13</sup>.</u></p>	
	<p><u>Floodplains</u> →</p> <p>The entire width of the floodplain provides essential spawning and rearing habitat for fish and important year round habitat for birds, turtles, beavers, muskrats and other wildlife.</p>		
	<p><u>Forest cover</u> →</p> <p>All forest cover between 328 and 2,000 feet is given secondary functional value based on the needs of wildlife identified above.</p>		<p>The landscape feature has <b>SECONDARY</b> functional value if it is:</p> <p><u>a forest landcover type within 328 to 2,000 feet of a surface stream, or a hydrologically connected wetland.</u></p>

\\alex\work\gm\long\_range\_planning\projects\Goal 5\Goal 5 Report REVISION\Inventory Process\Significance table revised 7.17.01.doc

<sup>11</sup> Staff recommends 328 feet, the width identified for wildlife movement corridors in the scientific literature, as the most appropriate minimum width for wildlife habitat.

<sup>12</sup> Data on woody vegetation is limited to within 300 feet of a stream, therefore wetlands outside of this boundary would only receive a primary functional value for the forest landcover type within 328 feet.

<sup>13</sup> The woody vegetation (non-forest woody vegetation types such as shrubs) and low structure vegetation/undeveloped soils landcover types are mapped to 300 feet, the forest landcover type is mapped to the edge of the floodplain.

**PRELIMINARY DRAFT****An Approach for Rating the Ecological Functions and Identifying Significant Riparian Corridors**

Determining resource significance requires the application of ecological functional values to landscape features and the subsequent rating of those features. The table on the following page is an example of an evaluation tool that assigns a numerical score to riparian corridors based on the ecological functions (benefits provided by resources for fish and wildlife) occurring at any given site. It is a science-based framework for identifying significant riparian corridors from a regional perspective.

The following steps must be taken in determining regional resource significance:

1. **Delineating Resource Features (Goal 5 Inventory).** Using year 2000 aerial photos and other data sources, landscape features such as stands of trees, woody vegetation, meadows, wetlands, steep slopes and flood areas are delineated along the region's streams and rivers. This information, collected as part of Metro's Geographic Information System (GIS), can be displayed on maps to graphically illustrate the condition of riparian corridors across the landscape. (This step provides some information about location, quality and quantity of the resources, more information will be included in Metro's Final Goal 5 Inventory Analysis. Step 2 provides additional data on quality).
2. **Assigning Functional Values (Attachment A).** After delineation, the resource features are given either a primary functional value or a secondary functional value based on the importance of the feature relative to the function (benefit) it provides for fish and wildlife. The importance of the feature is determined by applying criteria derived from, and substantiated by, the scientific literature review. The features are then mapped.
3. **Rating Landscape Features (table on following page).** A rating system allows landscape features to be evaluated for the ecological functions they are currently providing. Landscape features that make a critical contribution get a primary value; others get a secondary value. A numerical score can be assigned to each of the primary and secondary functional values for a given landscape feature (for example: 6 points to each primary functional value and 1 point to each secondary functional value). The scores would be additive for any given landscape features and reflect a relative scale of current ecological function.
4. **Determining Significant Riparian Corridors.** A threshold score must be identified for determining resource significance. A rating table, as described in Step 3, is one method that could be used. A determination of significance could range from including all mapped areas receiving any rating value to a subset of those areas. *The Metro Council would determine the significance threshold.*
5. **Classifying Significant Riparian Corridors.** After determining resource significance, all significant resource sites could be classified and given a letter ranking. This ranking would indicate relative significance for use in the economic, social, environment and energy (ESEE) analysis. For example, if using the letters A, B, and C, Class A resource sites might receive a higher score in the environment portion of the analysis than Class C sites.

## Example: Numerical scoring for ecological functions of landscape features

Primary functional value		Secondary functional value		Numeric score
6		0		36
5		1		31
5		0		30
4		2		26
4		1		25
4		0		24
3		3		21
3		2		20
3		1		19
3		0		18
2		4		16
2		3		15
2	AND	2	EQUALS	14
2		1		13
2		0		12
1		5		11
1		4		10
1		3		9
1		2		8
1		1		7
1		0		6
0		6		6
0		5		5
0		4		4
0		3		3
0		2		2
0		1		1

## Notes:

1. There are 6 primary functions and 6 secondary functions.
2. In this example, each primary function is assigned 6 points and each secondary function is assigned 1 point.



**Range of recommended buffer widths**

While studies result in a variety of recommended buffer widths for the riparian area, all recommend some level of protection for this important resource for fish and wildlife. If riparian buffers of sufficient width are maintained along streams in the urban area they can provide good quality habitat within an altered landscape (Knutson and Naef 1997). Table 5 below summarizes the range of riparian area widths recommended in the scientific literature to protect fish and wildlife habitat. In an urban area restoration is likely to play an important role in addition to protection of habitat that is currently in good condition (May 2000).

**Table 5: Range of riparian area widths for fish and wildlife habitat**

<b>AQUATIC HABITAT</b>			
<b>Function</b>		<b>Reference</b>	<b>Minimum width (each side of stream)</b>
<b>Temperature regulation and shade</b>	Shade	FEMAT 1993	100 ft
	Shade	Castelle et al. 1994	50-100 ft
	Shade	Spence et al. 1996	98 ft
	Shade	May 2000	98 ft
	Shade	Osborne and Kovacic 1993	33-98 ft
	Shade/reduce solar radiation	Brosofske et al. 1997	250 ft
	Control temperature by shading	Johnson and Ryba 1992	39-141 ft
<b>Bank stabilization and sediment control</b>	Bank stabilization	Spence et al. 1996	170 ft
	Sediment removal and erosion control	May 2000	98 ft
	Ephemeral streams	Clinnick et al. 1985	66 ft
	Bank stabilization	FEMAT 1993	½ SPTH
	Sediment control	Erman et al. 1977	100 ft
	Sediment control	Moring 1982	98 ft
	Sediment removal	Johnson and Ryba 1992	10 ft (sand) – 400 ft (clay)
<b>Pollutant removal</b>	High mass wasting area	Cederholm 1994	125 ft
	Nitrogen	Wenger 1999	50-100 ft
	General pollutant removal	May 2000	98 ft
	Filter metals and nutrients	Castelle et al. 1994	100 ft
	Pesticides	Wenger 1999	>49 ft
<b>Large woody debris and organic litter</b>	Nutrient removal	Johnson and Ryba 1992*	13 – 141 ft
	Large woody debris	FEMAT 1993	1 SPTH
	Large woody debris	Spence et al. 1996	1 SPTH
	Large woody debris	Wenger 1999	1 SPTH
	Large woody debris	May 2000*	262 ft
	Large woody debris	McDade et al. 1990	150 ft
	Small woody debris	Pollock and Kennard 1998	100 ft
	Organic litterfall	FEMAT 1993	½ SPTH
	Organic litterfall	Erman et al. 1977	100 ft
<b>Aquatic wildlife</b>	Organic litterfall	Spence et al. 1996	170 ft
	Cutthroat trout	Hickman and Raleigh 1982	98 ft
	Brook trout	Raleigh 1982	98 ft
	Chinook salmon	Raleigh et al. 1986	98 ft
	Rainbow trout	Raleigh et al. 1984	98 ft
	Cutthroat trout, rainbow trout and steelhead	Knutson and Naef 1997	50 – 200 ft
	Maintenance of benthic communities (aquatic insects)	Erman et al. 1977	100 ft
	Shannon index of macroinvertebrate diversity	Gregory et al. 1987	100 ft
<b>Aquatic wildlife</b>	Trout and salmon influence zone (Western Washington)	Castelle et al. 1992	200 ft

TERRESTRIAL HABITAT			
Function		Reference	Minimum width (each side of stream)
Wildlife needs	Willow flycatcher nesting	Knutson and Naef 1997	123 ft
	Frogs and salamanders	NRCS 1995	100 ft
	Full complement of herpetofauna	Rudolph and Dickson 1990	>100 ft
	Belted Kingfisher roosts	USFWS HEP Model	100 – 200 ft
	Deer	NRCS 1995	200 ft
	Smaller mammals	Allen 1983	214 – 297 ft
	Birds	Jones et al. 1988	246 – 656 ft
	Beaver	NRCS 1995	300 ft
	Minimum distance needed to support area-sensitive neotropical migratory birds	Hodges and Krementz 1996	328 ft
	Western pond turtle nests	Knutson and Naef 1997	330 ft
	Pileated woodpecker	Castelle et al. 1992	450 ft
	Bald eagle nest, roost, perch	Castelle et al. 1992	600 ft
	Nesting ducks, heron rookery and sandhill cranes		
	Pileated woodpecker nesting	Small 1982	328 ft
	Mule deer fawning	Knutson and Naef 1997	600 ft
	Rufous-sided towhee breeding populations	Knutson and Naef 1997	656 ft
	Fish and Wildlife	FEMAT 1993	Two-site potential tree heights; 300 ft
	General wildlife habitat	May 2000	328 ft
Edge effect	Interior bird species	Tassone 1981	164 ft
	Neotropical migrants	Keller et al. 1993	328 ft
	Effect of increased predation	Wilcove et al. 1986	2,000 ft
	Noise reduction of a mature evergreen buffer	Harris 1985	20 ft
	Reduce commercial noise	Groffman et al. 1990	100 ft
LWD and structural complexity	Snags and downed wood	FEMAT 1993	1 SPTH outside the buffer
	Width necessary to minimize non-native vegetation	Hennings 2001	650 ft
Movement corridors	Travel corridor for red fox and marten	Small 1982	328 ft
	Minimum to allow for interior habitat species movement	Environment Canada 1998	328 ft
Microclimate	Maintain microclimate	May 2000	328 ft
	Prevent wind damage	Pollock and Kennard 1998	75 ft
	Approximate natural conditions	Brosofske et al. 1997	250 ft
	Maintain microclimate	Knutson and Naef 1997	200-525 ft
	Maintain humidity and soil temperature	Chen et al. 1995	98 – 787 ft
	Maintain microclimate	FEMAT 1993	3 SPTH

## Acronyms:

SPTH: site potential tree height

NMFS: National Marine Fisheries Service

NRCS: National Resource Conservation Service

USFWS: U.S. Fish and Wildlife Service

FEMAT: Forest Ecosystem Management Assessment Team

# Metro's Fish and Wildlife Habitat Protection Plan

and  
State Goal 5 Requirements  
August, 2001

## Step 1. Inventory

- A. Collect information** about Goal 5 resource sites; (This includes identifying of the location, quantity, quality of resources) Consultation with State and Federal agencies.
- B. Determine the adequacy of information;**
- C. Determine "significant resource" sites;**
- D. Adopt a list of significant resource sites.**  
(Final action on this item may be deferred until steps 2 and 3 are also completed. )

### Other Tasks

- Preparation of scientific literature review and draft application methods\*; (used in "A" & "C")
- Early public and land owner involvement;
- Determine "regional resources";
- Peer review of scientific literature and application methods\*; (part of "A" & "C")
- Existing local plan review and analysis\*\*;
- Consider State safe harbor as alternative\*.
- Advisory Committee review
- Federal agency ESA coordination\*

## Step 2. ESEE Analysis

(Economic, Social, Environmental and Energy impacts)

- A. Identify conflicting uses;**
- B. Determine the impact area;**
- C. Analyze the ESEE consequences;**
- D. Determine whether to allow, limit, or prohibit identified conflicting uses;**

### Other Tasks

- Peer review of ESEE analysis\*
- Continued public outreach
- Advisory Committee review
- Restoration opportunity identification
- Federal agency ESA coordination\*

## Step 3. Program to Achieve Goal 5

- A. Develop program**, including possible incentives, acquisition, public education and regulatory elements
- B. Adopt Metro Plan**
- C. Local Government Implementation**

### Other Tasks

- Continued public outreach
- Advisory Committee review
- Federal ESA consultation and request for limit on take\*.

\* not required

\*\* Metro requirement



## Green Streets Project



- 1 Green Streets Handbook
- 2 Stream Crossing Study
- 3 Regional Culvert Program

Metro 2001

## Green Streets Project Streets and Watersheds



- ✓ Rethinking role of streets in watersheds
- ✓ Streets can be "green"
- ✓ Bridging agency and professional barriers

Metro 2001

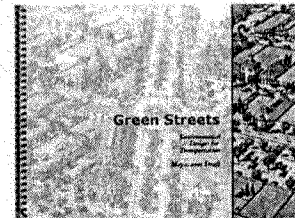
## Green Streets Project Why Green Streets?



- ✓ Strong public mandate to preserve and enhance streams
- ✓ Quality of street runoff
- ✓ Respond to Salmon and Steelhead ESA listings

Metro 2001

## Green Streets Handbook Environmental Designs for Transportation



Metro 2001

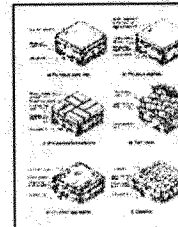
## Green Streets Handbook Basic Goal: Infiltrate



- ✓ Most storms are small
- ✓ Small storms account for most of the rainfall
- ✓ Capturing first inch of all storms captures about 90% of the rainfall

Metro 2001

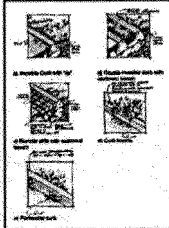
## Green Streets Handbook Permeable Pavement



- ✓ Pervious concrete
- ✓ Porous asphalt
- ✓ Pavers, bricks & stone
- ✓ Turf block
- ✓ Crushed aggregate
- ✓ Cobbles

Metro 2001

## Curbs



- ☒ Invisible curb with "lip"
- ☒ Double invisible curb
- ☒ Rumble strip
- ☒ Pre-fab curb inserts
- ☒ Pre-cast perforated curbs

Metro 2001

## Infiltration Systems



- ☒ Filter Strips & Swales
- ☒ Street Tree Wells
- ☒ Infiltration Trench (French Drain)
- ☒ Detention Basins
- ☒ Stormwater Ponds

Metro 2001

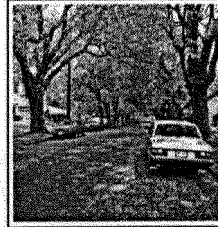
## Street Tree Wells



- ☒ Adaptable to most urban street settings where street trees are used
- ☒ Can be used in conjunction with swales as check dams and to attenuate flow

Metro 2001

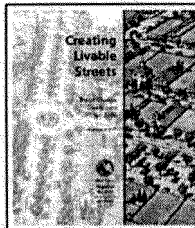
## Street Tree Canopy



- ☒ Preserve existing trees where possible in new neighborhoods
- ☒ Plant large species where possible
- ☒ Plant long-lived species

Metro 2001

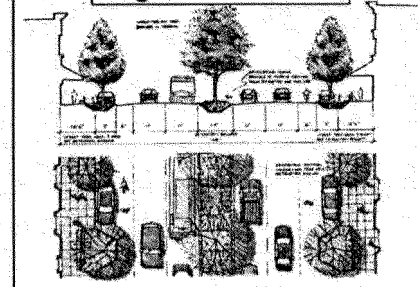
## Major Street Sections



- ☒ Corresponds to Regional Design Classifications:
  - ✓ Regional Boulevard
  - ✓ Community Boulevard
  - ✓ Regional Street
  - ✓ Community Street
  - ✓ Rural Road

Metro 2001

## Regional Boulevard



Metro 2001

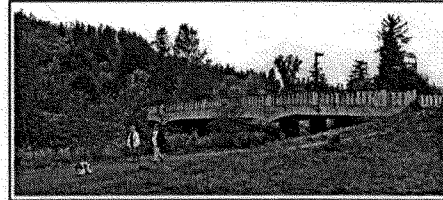
*Green Streets Handbook*  
**Who Should Use It?**



- ☒ Citizens
- ☒ Public Officials
- ☒ Engineers, Planners and Architects
- ☒ Developers
- ☒ Educators

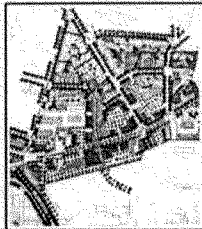
Metro 2001

**Stream Crossing Study**  
 Balancing Transportation & Stream Quality



Metro 2001

*Stream Crossing Study*  
**Why Connectivity?**



**Connected local streets:**

- ☒ Reduce congestion and delay on major streets
- ☒ Allow for more direct local travel
- ☒ Promote walking, transit and bicycling

Metro 2001

*Stream Crossing Study*  
**RTP Connectivity Req's**



- ☒ Maximum street spacing 530 feet in new residential and mixed use areas
- ☒ Limits cul-de-sacs to 200 feet
- ☒ Accessways with 330 foot spacing required where full street is not possible
- ☒ Title 3 streams are exempt

Metro 2001

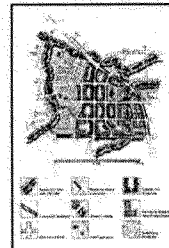
*Stream Crossing Study*  
**Title 3 Stream Protections**



- ☒ Protects stream and wetland vegetation
- ☒ Prevents soil erosion
- ☒ Limits use of hazardous materials along streams and wetlands
- ☒ Limits development in floodplains
- ☒ Requires balanced cut and fill

Metro 2001

*Stream Crossing Study*  
**Study Construct**

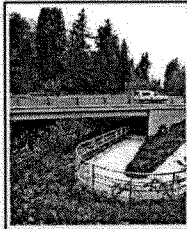


- ☒ Town Center "A" selected as nucleus for developing larger street networks
- ☒ Detailed land use concept used to develop population and employment forecast
- ☒ Three connectivity scenarios developed

Metro 2001



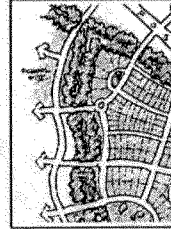
*Stream Crossing Study*  
**Traffic Conclusions**



- ✓ Clear tradeoff between number of stream crossings
- ✓ Traffic works best with moderate to high levels of connectivity

Metro 2001

*Stream Crossing Study*  
**Pedestrian Conclusions**



- ✓ Neighborhood access to town center increases significantly
- ✓ Walking distance between key origins & destinations drops
- ✓ Ped/bike crossings provide highest benefit with least stream impact

Metro 2001

**Culvert Program**  
 Regional Culvert Inventory and Ranking



Metro 2001

*Green Streets Summit*  
**Why Fix Culverts?**



- ✓ Metro's Title 3
- ✓ ESA listings for salmon and steelhead
- ✓ 1995 Greenspaces acquisitions
- ✓ Emerging stormwater management practices

Metro 2001

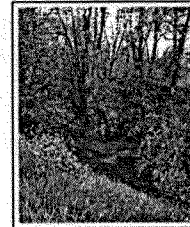
*Green Streets Summit*  
**Inventory Scope**



- ✓ All culverts and barriers within or near Metro boundary
- ✓ Metro's role defined by regional streets
- ✓ Stream corridors defined as part of Title 3 inventory

Metro 2001

*Green Streets Summit*  
**Ranking Criteria**



- 1 Criterion: Maximize fish passage to habitat
  - ✓ Measure: length of upstream habitat to next barrier
  - ✓ Measure: downstream barrier present

Metro 2001

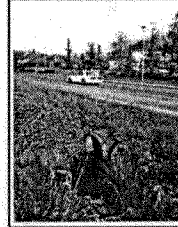
*Green Streets Summit*  
**Ranking Criteria**



- 2** Criterion: Prioritize access to quality habitat
- ☒ Measure: field survey ranking of stream habitat quality

*Metro 2001*

*Green Streets Summit*  
**Next Steps**



- ☒ Present inventory, criteria and rankings to regional partners
- ☒ Investigate funding opportunities
- ☒ Develop action plan for timely retrofits

*Metro 2001*

**METRO POLICY ADVISORY COMMITTEE**

**PARKS SUBCOMMITTEE**

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

**MPAC Parks Subcommittee**

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



## MAJOR IDEAS IN THIS REPORT

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

## TABLE OF CONTENTS

INTRODUCTION .....	1
Subcommittee Creation and Charge .....	1
Subcommittee Membership .....	1
Subcommittee Staff Support .....	2
Subcommittee Meetings .....	2
Key Definition: "Parks and Related Lands and Facilities" .....	2
FINDINGS AND CONCLUSIONS .....	3
A.    LEGAL SETTING AND EXISTING POLICY .....	3
A.1    State Law .....	3
A.2    Metro Charter .....	3
A.3    RUGGOs and Regional Growth Concept .....	3
A.4    Chapter 3 of Regional Framework Plan .....	3
A.5    Urban Reserves Language .....	5
A.6    UGMFP .....	5
A.7    Metro Council Resolution 97-2562B .....	5
A.8    October 2000 Update of Urban Growth Report .....	5
A.9    3,700 Acre Projection .....	6
A.10   Local Park System Master Plans .....	6
A.11   Local Parks Level of Service Standards .....	6
A.12   Metro Legal Authority .....	7
A.13   Measure 7 and <i>Dolan v. City of Tigard</i> .....	7
B.    STATUS OF CURRENT PROGRAMS AND POLICY-DEVELOPMENT WORK .....	8
B.1    1995 Open Spaces, Parks and Streams Bond Measure .....	8
B.2    Focus on Regional-Scale .....	8
B.3    Regional Parks Inventory .....	8
B.4    Lack of Comparative Data .....	8
B.5    Uncertainty of Amount of Unfunded Capital Needs .....	9
B.6    Regional Parks and Greenspaces Advisory Committee .....	9
B.7    GTAC and Its February 2000 Report .....	9
B.8    Regional Goal 5 Inventory .....	10
B.9    Parks-Related Urban Issues Addressed by Parks Professionals and Agencies .....	11

C.	EXISTING FUNDING APPROACHES .....	11
C.1	1995 Bond Measure .....	11
C.2	Local Property Taxes and General Revenues.....	11
C.3	Local Parks SDCs .....	12
C.4	Local Parks SDCs on Commercial Development .....	13
C.5	Enterprise Revenues .....	13
C.6	Developer Dedication of Land .....	13
C.7	De Facto Regional Parks.....	13
C.8	Partnering .....	13
C.9	Parks Foundation and Gifts .....	13
C.10	City of Ashland Niche Tax For Parks.....	14
C.11	Funding of Regional Parks and Greenspaces Department .....	14
C.12	State and Federal Grant Programs .....	14
D.	NEED FOR ACTION .....	15
D.1	Important But Limited Impact of 1995 Bond Measure .....	15
D.2	3,700 Acres Needed to Be Set Aside From 1998-2017 to Maintain "Status Quo" in Region .....	15
D.3	Citizen Demand for "Green" .....	17
D.4	Public Plazas for Urban Centers .....	18
D.5	Critical Component of Livability .....	18
D.6	Documented Economic and Other Benefits.....	18
D.7	Cooperation and Coordination of Parks Providers .....	18
D.8	Aid to Meeting Environmental and Habitat Constraints .....	18
D.9	Chronic Lack of Adequate Resources .....	19
D.10	Limited Local Funding .....	19
D.11	Local Parks and Schools .....	19
D.12	Limited Regional Parks and Greenspaces Operating Budgets.....	19
D.13	Lack of Funding for Development of Properties Acquired With 1995 Bond Proceeds.....	20
D.14	Cost of Developing Criteria and Goals Needed to Assess Capital Needs.....	20
D.15	Potential Impact of Measure 7 .....	20
D.16	Need for Concerted Action .....	20
E.	TRADEOFFS/CHOICES/POSSIBILITIES .....	21
E.1	Ongoing Central Role For Local Parks Providers.....	21
E.2	Reallocation of Other Public Resources Not Feasible.....	21
E.3	Competing Perspectives on Regionally-Adopted Standards or Goals .....	21
E.4	Optional Applications of Regionally-Adopted Standards or Goals.....	22
E.5	Identification of "Regional" Irrespective of Ownership .....	22



E.6	Caveat Regarding Identification of "Regional" Irrespective of Ownership .....	23
E.7	User and Visitation Surveys of "Regional" Parks and Related Lands and Facilities .....	23
E.8	Parks Land Acquisition Lending Bank .....	23
E.9	Local Parks Providers' Use of Metro's Bond Rating .....	24
E.10	New Regional Funding .....	24
E.11	Excise Tax on Solid Waste Tip Fee .....	24
E.12	Regional Funding Options .....	24
E.13	1995 Bond Measure Success .....	25
E.14	November 2000 Parks Levy in Seattle .....	25
RECOMMENDATIONS .....		27
GENERAL RECOMMENDATIONS (1.1-1.7) .....		27
SPECIFIC RECOMMENDATIONS .....		29
2.	Affirmation and Furtherance of Existing Regional Policies and Programs (2.1) .....	29
3.	A New UGMFP Parks Title, Modified Metro Department Roles, and A New Metro Advisory Committee (3.1-3.3) .....	31
4.	Improved Information Regarding Parks and Related Lands and Facilities (4.1-4.5) .....	32
5.	Increased Regional Funding for Parks and Related Lands and Facilities (5.1-5.5) .....	34

## EXHIBITS

## **INTRODUCTION**

### **Subcommittee Creation and Charge**

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

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

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

### **Subcommittee Membership**

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

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

### **Subcommittee Staff Support**

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

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

### **Subcommittee Meetings**

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

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

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

## **FINDINGS AND CONCLUSIONS**

### **A. LEGAL SETTING AND EXISTING POLICY**

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

---

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

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

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

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

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

---

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

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

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

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

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

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

---

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## **C. EXISTING FUNDING APPROACHES**

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

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

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



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

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

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

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

---

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

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

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

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

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

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

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

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

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

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

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

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

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

## **D. NEED FOR ACTION**

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

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



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

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

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

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

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

---

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

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

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

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

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

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

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

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

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

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

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

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

---

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



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

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

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

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

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

---

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

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

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

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

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

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

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

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

**E.4 Optional Applications of Regionally-Adopted Standards or Goals.**

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

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

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

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

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

---

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



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

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

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

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

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

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

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

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

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

---

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

<sup>13</sup> See footnote 12

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

## **RECOMMENDATIONS**

### **GENERAL RECOMMENDATIONS**

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

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

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



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

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

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

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

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

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

## **SPECIFIC RECOMMENDATIONS**

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

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

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

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

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

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

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

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

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

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

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

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

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

---

<sup>14</sup> See footnote 12



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

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

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

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

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

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

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

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

---

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

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

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

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

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

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

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

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

---

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

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

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

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



## **EXHIBITS**

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

**EXHIBIT 1**  
**MPAC PARKS SUBCOMMITTEE REPORT**

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

**RUGGOS**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

See attached.

# Parks & Openspaces



## **Chapter 3 Parks, Natural Areas, Open Spaces And Recreational Facilities**

### **Overview**

Parks, natural areas, open space, trails, greenways and associated recreational services provide important benefits to the visitors and citizens of the Portland metropolitan region including:

- Personal health benefits from leisure and fitness activities in local parks and open spaces (e.g., hiking, biking, field sports, playgrounds, swimming, picnicking, fishing, wildlife viewing). Recreational pursuits are vital to the social development of youth and the mental and emotional health of adults.
- Community benefits such as park access close to home, environmental education opportunities and community involvement in the planning and management of facilities. Parks and natural areas also provide unique landscape characteristics in the community.
- Economic benefits related to tourism and recreation industries and enhanced property values.
- Environmental benefits helping to maintain air and water resources, providing flood control and protecting fish and wildlife habitat.

Citizens throughout the region have demonstrated the importance of parks, natural areas and recreation services through their support in elections, opinion surveys, recreational activities and volunteer community service. Today, over 700 publicly-owned parks exist within and adjacent to the metropolitan region ranging from Mill End Park (18-inches in diameter) to Forest Park (4,683 acres). These facilities are managed by over 25 public park and recreation service providers. Metro currently manages more than 6,500 acres of land at more than 40 locations.

With increasing growth in the region, the demand for park facilities and recreational services has also increased. But the supply of facilities and services has not kept pace. The ability of parks providers to maintain existing parks is increasingly strained. Resources to acquire, develop, operate and maintain new parks are scarce. This is due to a variety of factors including an exclusive dedication of gas tax revenues to highway needs, significant reductions in federal appropriations for federal, state and local parks programs (e.g., Land and Water Conservation Fund), reductions in federal timber harvest receipts to counties, and property tax reduction measures.

Metro recognizes the desire of citizens to have quality natural areas and parks close to home. Metro is working with federal, state, and local governments to address and meet the park and recreation needs of the Portland metropolitan area. The Metro Charter, approved by voters of the region in 1992, authorizes Metro to acquire, develop, maintain, and operate a system of parks, open space, and recreational facilities of metropolitan concern.

The policies and implementation of the parks, open spaces and recreation component of the Regional Framework Plan is based upon the Metropolitan Greenspaces Master Plan, adopted by Metro Council in 1992. The Greenspaces Master Plan describes goals and policies related to establishing an interconnected system of natural areas, open space, trails, and greenways for wildlife and people throughout the metropolitan area. The master plan relates to a number of Regional Urban Growth Goals and Objectives (RUGGOs), particularly Objective 15 which calls for protection of natural areas, parks and fish and wildlife habitat.

This chapter of the Regional Framework Plan outlines the policies that guide Metro in providing services related to the provision of parks, open spaces, and recreational services. The policies reflect the importance of parks, natural areas and recreational facilities in the urban fabric of communities throughout the region, and offer measures to ensure that natural resources are protected and citizens are provided appropriate recreational opportunities and facilities, close to where they live. This chapter also directs Metro to develop a functional plan that will provide specific requirements for cities and counties related to the need for specific comprehensive plans and implementing ordinances that recognize the need for park and open space planning.

### **Policies (Goals and Objectives)**

Metro policies related to parks, open spaces, and recreational services address inventory, protection, management and use of these resources at the regional and local levels. These policies have been derived from the Greenspaces Master Plan, the RUGGOs, the Future Vision Report, and recommendations from MPAC, the Greenspaces Technical Advisory Committee, and from citizens of the region.

#### **3.1 Inventory of Park Facilities and Identification and Inventory of Regionally Significant Parks, Natural Areas, Open Spaces, Trails and Greenways**

- 3.1.1 Metro will inventory and identify regionally significant parks, natural areas, open spaces, vacant lands, trails and greenways at the watershed level using topographical, geologic and biologic functions and features, i.e., "landscape ecology," to ensure coordinated protection and enhancement of natural functions such as water quality and wildlife habitat across jurisdictional boundaries.
- 3.1.2 Metro will identify natural corridors that connect regionally significant parks, natural areas, open spaces, trails and greenways. River and stream corridors, utility corridors, abandoned roads, and railroad rights-of-way will provide primary linkages.
- 3.1.3 Metro will inventory lands outside the Urban Growth Boundary and Metro's jurisdictional boundary and identify them as prospective components of the Regional System when protection of these lands are determined to be of direct benefit to the region.

- 3.1.4 Metro shall identify urban areas which are deficient in natural areas and identify opportunities for acquisition and restoration.
- 3.1.5 Metro, with the assistance of local governments shall update the parks inventory which was completed in 1988. The inventory shall include acreage, facilities, environmental education programs, cultural resources, existing school sites and other information as determined by Metro and the Greenspaces Technical Advisory Committee. This inventory should be updated at five (5) year intervals.
- 3.1.6 Using appropriate landscape level techniques, such as remote sensing or aerial photo interpretation, Metro will inventory the urban forestry canopy on a periodic basis and will provide inventory information to local jurisdictions.

### **3.2 Protection of Regionally Significant Parks, Natural Areas, Open Spaces, Trails and Greenways**

- 3.2.1 Metro will continue to develop a Regional System of Parks, Natural Areas, Open Spaces, Trails, and Greenways (the Regional System) to achieve the following objectives:
  - a) protect the region's biodiversity;
  - b) provide citizens opportunities for, primarily, natural resource dependent recreation and education;
  - c) contribute to the protection of air and water quality; and
  - d) provide natural buffers and connections between communities.
- 3.2.2 Metro, upon the advice of citizens, and in coordination with local governments and state and federal resource agencies and appropriate non-profit organizations, will finance and coordinate protection and management of the Regional System across jurisdictional boundaries.
- 3.2.3 Strategies to protect and manage the Regional System and regional Goal 5 resources will include, but not be limited to, acquisition, education, incentives, land use and environmental regulations.
- 3.2.4 Lands inside and outside the Urban Growth Boundary and Metro's jurisdiction will be included in the Regional System when protection of these lands are determined to be of direct benefit to the region.
- 3.2.5 Metro shall collect and evaluate baseline data related to natural resource values of the regional system to identify trends and to guide management decisions.
- 3.2.6 New transportation and utility projects shall seek to avoid fragmentation and degradation of components of the Regional System. If avoidance is infeasible, impacts shall be minimized and mitigated.

- ### 3.3 Management of the Publicly-Owned Portion of the Regional System of Parks, Natural Areas, Open Spaces, Trails and Greenways

**3.3.1 Metro will assume management responsibility for elements of the publicly owned portion of the Regional System, as outlined in a functional plan to be developed.**

- Page 87 - REGIONAL FRAMEWORK PLAN  
sue too-fmwkpl.doc

December 11, 1997

7. interagency coordination
  8. public involvement
  9. other topics as determined by Metro and local park providers
- 3.3.10 Metro, in cooperation with local governments, shall pursue the identification and implementation of a long term, stable funding source to support the planning, acquisition, development, management and maintenance of the Regional System.

#### **3.4 Protection, Establishment and Management of a Regional Trails System**

- 3.4.1 Metro will identify a Regional Trails System which shall be included in the Regional Transportation Plan.
- 3.4.2 The Regional Trail System shall provide access to publicly owned parks, natural areas, open spaces, and greenways, where appropriate.
- 3.4.3 Metro will coordinate planning for the Regional Trail System with local governments, federal and state agencies, utility providers, and appropriate non-profit organizations
- 3.4.4 Metro will cooperate with citizens and other trail providers to identify and secure funding for development and operation of the Regional Trails System.
- 3.4.5 Metro shall encourage local governments to integrate local and neighborhood trail systems with the Regional Trail System.

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

- 3.5.1 Metro shall recognize that local governments shall remain responsible for the planning and provision of community and neighborhood parks, local open spaces, natural areas, sports fields, recreational centers, trails, and associated programs within their jurisdictions.
- 3.5.2 Pending adoption and implementation of the functional plan referenced in section 3.5.8, Metro shall encourage local governments to (I) adopt level of service standards for provision of parks, natural areas, trails, and recreational facilities in their local comprehensive plans and (II) locate and orient such parks, open spaces, natural areas, trails, etc., to the extent practical, in a manner which promotes non-vehicular access. "Level of service standards" means: a formally adopted, measurable goal or set of goals related to the provision of parks and recreation services, based on community need that could include but not be limited to: 1) park acreage per 1,000 population; 2) park facility type per 1,000 population; 3) percentage of total land base, dedicated to parks, trails and open spaces; 4) spatial distribution of park facilities.
- 3.5.3 Metro shall encourage local governments to be responsive to recreation demand trends identified in the State Comprehensive Outdoor Recreation Plan (SCORP).



- 3.5.4 Metro shall encourage local governments to develop, adopt and implement Master Plans for local parks and trail systems, natural areas, and recreational programs.
- 3.5.5 Metro, in cooperation with local governments, state government, and private industry shall work to establish a supplemental funding source for parks and open space acquisition, operations and maintenance.
- 3.5.6 Metro shall encourage local governments to identify opportunities for cooperation and cost efficiencies with non-profit organizations, other governmental entities, and local school districts.
- 3.5.7 Urban Reserve master plans shall demonstrate that planning requirements for the acquisition and protection of adequate land to meet or exceed locally adopted levels of service standards for the provision of public parks, natural areas, trails, and recreational facilities, will be adopted in the local comprehensive plans. Lands which are undevelopable due to natural hazards or environmental protection purposes (i.e., steep slopes, floodways, riparian corridors, wetlands, etc.) shall not be considered to meet the natural area level of service standards unless the land will be preserved in perpetuity for public benefit. Proposed public parks, open spaces, natural areas, trails, etc. shall be located in a manner which promotes non-vehicular traffic. No urban reserve area shall be brought within the Urban Growth Boundary unless the requirements set out in this subsection 3.5.7 are met.
- 3.5.8 Metro, in cooperation with local governments shall develop a functional plan which establishes the criteria which local governments shall address in adopting a locally determined "level of service standard." The functional plan shall also establish region-wide goals for the provision of parks and open space in various urban design types identified in the 2040 regional growth concept. The functional plan shall apply to the portion of the region within the Urban Growth Boundary and the urban reserves within Metro's jurisdiction when urban reserve conceptual plans are approved.
- 3.5.9 Metro will work with local governments to promote a broader understanding of the importance of open space to the success of the 2040 Growth Concept and to develop tools to assess open space on a parity with jobs, housing, and transportation targets in the Regional Framework Plan.

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

- 3.6.1 Metro will encourage public participation in natural, cultural and recreation resource management decisions related to the Regional System.
- 3.6.2 Metro will provide educational opportunities to enhance understanding, enjoyment and informed use of natural, cultural, and recreational resources.

- 3.6.3 Metro will provide and promote opportunities for the public to engage in stewardship activities on publicly owned natural resource lands. Cooperative efforts between Metro and private non-profit groups, community groups, schools and other public agencies should be encouraged.
- 3.6.4 Metro should provide opportunities for technical assistance to private owners for stewardship of components of the Regional System.
- 3.6.5 Metro and local governments should work with state, federal, non-profit and private partners to facilitate stewardship and educational opportunities on publicly owned natural resource lands.
- 3.6.6 Metro shall encourage local governments to provide opportunities for public involvement in the planning and delivery of recreational facilities and services.
- 3.6.7 Metro will follow and promote the citizen participation values inherent in RUGGO Goal 1, Objective 1 and the Metro Citizen Involvement Principles.

## **Requirements**

This Regional Framework Plan requires Metro in conjunction with local governments to develop a functional plan that will address land use planning requirements that:

- identify and delineate an interconnected regional system of parks, natural areas, open spaces, trails and greenways (the Regional System);
- identify implementation measures to protect and manage the Regional System; and
- establish local government land use planning criteria and goals for parks consistent with policy 3.5.8.

## **Background**

For decades, parks have played a vital role in the quality of life in the metropolitan region. In 1903, visiting landscape architects Frederick Law Olmsted, Jr. and John Charles Olmsted discussed a newly-emerging American notion of making nature urbane and, thus, naturalizing the city. In their report to the Portland Parks Board, the Olmsteds noted, "While there are many things, both small and great, which may contribute to the beauty of a great city, unquestionably one of the greatest is a comprehensive system of parks and parkways."

From the time of the Olmsteds' report through the 1960s, the city of Portland was the primary population center and primary parks provider in the region. With continuing urban growth through the 1970s, suburban communities outside the central city established new and expanded parks and recreation programs. A primary emphasis of these programs was, and continues to be, the provision of facilities for active recreation such as sports fields, swimming pools, playgrounds and associated recreation programs.

In 1974, the State of Oregon issued the Willamette River Greenway Plan outlining protection and acquisition proposals for the Willamette River from Cottage Grove to its confluence with the Columbia River. The Plan directs development away from the river, establishes a greenway setback line, requires inventories be completed and requires protection of significant fish and wildlife habitats, vegetative fringe, scenic qualities and viewpoints.

The State of Oregon requires all cities and counties to develop comprehensive plans. These comprehensive plans must address State Land Use Planning Goals including: Goal 5, Open Spaces, Scenic and Historic Areas and Natural Resources; Goal 6, Air, Water and Land Resources Quality; Goal 8, Recreational needs and Goal 15, the Willamette River Greenway. Metro, as well as the cities and counties, must show that land use plans are consistent with these goals.

In 1989, Metro published the Metro Recreation Resource Study in a cooperative effort with other park providers in the region. The purpose of the study was to:

- identify existing public parks, natural areas and other recreational resources in the region;
- describe the general issues, problems, and opportunities relating to these resources;
- identify needed actions to provide adequate park facilities and services in the Portland metropolitan region.

The study identified the need to increase the inventory of park facilities and services and address the need for additional natural area park facilities in the metropolitan region, in response to the growing demand for natural resource-based recreational opportunities (e.g., hiking, biking, fishing, boating, camping, wildlife watching) close to home. Publicly-owned and managed natural areas were found to be limited to, primarily, Forest Park, Oxbow Park and Tryon Creek State Park. A regional, cooperative planning approach was recommended to address this issue.

In 1990, the Metro Council established two advisory committees to coordinate development of a regional natural areas master plan to guide protection and management of regionally significant natural areas in the region. The Greenspaces Technical Advisory Committee is composed of parks and natural resource professionals in local jurisdictions, state and federal agencies and representatives of nonprofit advocacy groups for parks, natural areas, open spaces, trails and greenways.

A Greenspaces Policy Advisory Committee consisting of elected officials from local jurisdictions in the region, including Clark County, oversaw development of the Metropolitan Greenspaces Master Plan, which the Metro Council adopted in 1992. The Greenspaces Policy Advisory Committee was replaced by a citizen-based Regional Parks and Greenspaces Advisory Committee in 1995 to advise the Metro Council, Metro Executive Officer and the Metro Regional Parks and Greenspaces Department on a variety of issues affecting regional parks and natural area facilities and services.

In 1993, Multnomah County approached Metro concerning the possible consolidation of its Parks Services Division with Metro's Greenspaces Program. The consolidation was consistent with each agency's desire to support its own mission (e.g., growth management for Metro; social services for Multnomah County) and was expected to further the regional vision embodied in the Metropolitan

The new department began operations in January 1994. Combining Metro's planning experience with park management experience greatly enhanced Metro's ability to acquire, develop, maintain, and operate a system of parks, natural areas, and recreational facilities of regional significance. It also put Metro in a position to better support local parks providers in coordination and planning activities. The parks merger allowed Metro to address and coordinate issues common to all local park providers. For example, Metro coordinated the identification of 90 local park acquisition and improvement projects which were included in the 1995 open space, parks, and streams bond measure.

The Future Vision Report (1995) required by the Metro Charter also identifies parks and natural areas as valuable components of a livable community. The report states that:

- In addition, the RUGGOs state under Objective 15 that:

**“15.1 Quantifiable targets for setting aside certain amounts and types of open space should be identified.**

15.2 **Corridor Systems-** The regional planning process shall be used to coordinate the development of interconnected recreational and wildlife corridors within the metropolitan region

15.2.1 A region-wide system of trails should be developed to link public and private open space resources within and between jurisdictions.

15.2.2 A region-wide system of linked significant wildlife habitats should be developed. This system should be preserved, restored where appropriate, and managed to maintain the region's biodiversity (number of species and plants and animals).

15.2.3 A Willamette River Greenway Plan for the region should be implemented by the turn of the century."

The policies in this chapter capture the intent of the RUGGOs, Future Vision and Metropolitan Greenspaces Master Plan related to providing an adequate and viable system of parks, natural areas, trails, greenways and recreational programs and services in the Portland metropolitan region.

## **Analysis**

A key element of the 2040 Growth Concept for accommodating future urban growth in the region includes encouraging a compact urban design. This means smaller lots in much of the new development and where transit service levels are high, such as in regional and town centers, mainstreets and station communities, residential development types including rowhouses and multi-family development.

New neighborhoods and communities should include adequate parks and open spaces. Planning for the acquisition and protection of land for parks and open spaces should be included in planning for future urbanization inside and outside the Urban Growth Boundary. A crucial issue related to parks, natural areas and recreation in the region is how communities will work together to plan for the provision of these important public facilities and services:

## **Identification and Inventory of the Regional System**

The development of the Metropolitan Greenspaces Master Plan required the systematic, scientific identification, inventory and assessment of natural area features in the metropolitan region. A consultant team was assembled by Metro in 1989 to conduct the inventory and analysis of the Portland metropolitan region to identify regionally significant natural areas and corridors for fish, wildlife and natural resource dependent recreation.

The natural areas inventory was based on aerial photography of the total study area (372,682 acres) with biological field checks of seven percent of the natural areas mapped. Periodic updates of the inventory will be necessary to assess the status of regionally significant natural areas, monitor trends and to support future planning and management efforts. Future work will be based on systematic and scientific methods of identifying and delineating natural resource lands and maintaining and managing links between them on a landscape level.



New inventories are needed in order to accomplish the following:

- Reevaluate protection priorities established in the Metropolitan Greenspaces Master Plan. Some sites identified may no longer be considered regionally significant. New sites may be added to the regionally significant inventory once updated data are available.
- Delineate regionally significant natural areas; research and document the natural resources values for which protection should be justified and supported.
- Delineate and conduct field assessments of biological corridors that interconnect regionally significant sites.
- Assure that the regional system of parks, natural areas, open spaces, trails and greenways contributes to the maximum extent, based on scientific data, to the protection of water quality, fish, wildlife and botanic diversity within the region.
- Inventory existing park facilities, recreational capacity and analysis of park service needs and consistency with the 2040 Growth Concept.

### **Protection of the Regional System**

Ecological principles are important in establishing protection priorities including:

- Maintaining biological diversity by protecting and enhancing a variety of habitats such as wetlands, riparian corridors, forests, and agricultural lands distributed throughout the metropolitan area;
- Consolidating natural areas to create or maintain relatively large contiguous acreages connected to natural habitats outside the urban environment to avoid habitat fragmentation and species isolation;
- Protecting, restoring, and recreating stream corridor vegetation by replacing riparian vegetation where it is lacking or dominated by exotic species and removing barriers, where possible, to maintain connections with adjacent upland habitats;
- Protecting or restoring naturally vegetated connections between watersheds at headwaters or other appropriate locations; and
- Planning for capital improvements to provide appropriate access and use of parks and natural areas.

A variety of strategies will be used to protect and manage the regional system of parks, natural areas, trails and greenways to support fish and wildlife populations as well as provide a variety of recreational opportunities. These include:

1. Acquisition;
2. Environmental education, stewardship and landowner incentives;
3. Land use and environmental regulations.

#### **Acquisition**

One effective means of natural resource protection is public acquisition from willing sellers. The Open Spaces Parks and Streams Bond Measure 26-26, approved by voters in 1995, provided funds for the acquisition of open space in 14 regional areas and 6 regional greenway and trail corridors.

The measure also provided funds for up to 90 local greenspace projects which support or complement the Metropolitan Greenspaces Master Plan.

Since 1990, voters in Gresham, Lake Oswego, Portland, Tualatin, Tualatin Hills Park and Recreation District and other jurisdictions have approved general obligation bond issues which support, in part, elements of the Metropolitan Greenspaces Master Plan and other active recreation facilities and services needs.

More than \$6 million in federal transportation funding under the Intermodal Surface Transportation Efficiency Act of 1991 has been invested in trail projects in the region. Land acquisition can also be supported through donations of land, conservation easements and dedication of land as open space.

#### Environmental education and incentive programs

Environmental education and incentive programs have the capacity to provide a level of protection for park and natural areas. Building an increased understanding and awareness of metropolitan natural resource values and the benefits of parks in general leads to informed management decisions and increased public participation in volunteer stewardship activities. An informed public uses parks and natural areas in ways that help reduce maintenance costs. Incentive programs (e.g., grants, tax reductions, technical support) provide public agencies and private parties support in the restoration, enhancement, and management of natural areas.

#### Land Use and Environmental Regulations

Oregon land use policies and regulations provide limited protection of natural resources in the metropolitan region. Local governments can use the comprehensive land use planning process to establish protective zoning standards to protect natural resources within their jurisdictions, but often apply them inconsistently. Natural resource management on a regional basis offers the opportunity for uniform standards to protect these resource values. Coordinated local planning efforts are needed to assure that an adequate supply of park land is available to meet the future demand for community and neighborhoods parks, sports fields, recreation centers and locally significant open space trails and greenways.

Title 3 of Metro's Urban Growth Management Functional Plan is a first step towards protecting water quality and water features such as streams and wetlands from human disturbances by requiring vegetated buffers. Title 3 also requires Metro to conduct a regional assessment for identification and protection of Goal 5 resources (see section under Goal 5).

A combination of strategies will be required to protect and connect a regional system of parks, natural areas, trails and greenways for fish, wildlife and people. Metro will work with local governments, state and federal agencies, conservation organizations, businesses and citizens to review, refine and further implement these protection strategies.

## **Management of the Regional System**

The Metro Charter provides for Metro to serve as a regional provider of parks, natural areas, and recreational facilities. The 1994 City Club of Portland report, Portland Metropolitan Area Parks, cites the value of a regional parks authority. A cooperative, regional management approach can result in equitable distribution of facilities, funding equity, consistency in planning, management and operation of facilities and user benefits.

Currently, regionally significant parks, natural areas and trails are managed by a variety of public entities with a variety of financial resources. There is little consistency in development, operation and management standards and little or no integration regarding funding, user fees, or visitor services. Tax reform initiatives may have serious implications for local and state agencies' abilities to operate and maintain existing parks for the region's growing population. Local governments, in particular, may at some point wish to transfer management of regionally significant facilities to Metro, to address funding equity issues and allow local providers to focus on community and neighborhood parks and other facilities and programs related to active recreation.

Site specific management begins with the preparation of master/management plans. The primary purpose of a master plan is to articulate management, development and operation guidelines. Master/management plans should be prepared for the system of regional parks, natural areas, open spaces, trails and greenways. Metro will prepare guidelines for master planning to ensure consistency in management of the Regional System. Sites which lack master/management plans will be "landbanked" and public use limited until appropriate facilities and services can be planned, developed and maintained.

Metro should provide the forum for addressing issues related to the coordination and integration of management, and of service delivery related to parks, open spaces and recreation. Metro should lead an effort to study and evaluate how park and recreation services are provided and recommend actions which will improve funding stability and equity, operational efficiency, customer service, management integration, coordination, and continuity.

## **Regional Trail and Greenway System**

In their report to the Portland Parks Board in 1903, the Olmsted brothers observed that a system of interconnected parks serves the public far better than a collection of isolated pieces of land. Trails and greenways provide the connective network necessary to link the region's parks and natural areas, while providing public access and corridors to support movement of fish and wildlife. Trails and greenways also link communities and connect the Metro urban area to the Pacific Coast, Cascade Mountains and Washington state.

Since 1988, Metro has staffed a Regional Trails and Greenways Working Group composed of parks/trails/bike planners from local, regional, state and federal agencies, and nonprofit trail organizations. The working group assisted Metro in developing the trails and greenways component

Refinement of the trails and greenways component has been ongoing since the Greenspaces Master Plan was adopted in 1992. Citizen involvement plays an important role in trail planning. For example, the Peninsula Crossing Trail was added to the Regional Trail System in 1993 at the request of residents of North Portland. Many of the trails and greenways segments support local comprehensive plans and/or local parks and trails master plans.

Public planning and transportation agencies incorporate elements of the Regional Trails Plan into state, regional, and local transportation projects and urban development projects (e.g., Mt. Hood Parkway, Sunrise Corridor, Hwy. 30 Corridor Study; Multnomah County West Hills Study).

Cities and two special districts (i.e., Tualatin Park and Recreation District; North Clackamas Park and Recreation District) in the region are responsible for community and neighborhood parks, open spaces, trails, and recreation programs. The 1994 City Club of Portland report, Portland Metropolitan Area Parks, assessed and considered a vision for parks in the region. The report concluded that the size and configuration of the current parks and recreation system is inadequate to meet current and future demand. In order to address this perceived inadequacy, the "completion ... of the core system" was envisioned.

The City Club report recommended the provision of parks be coordinated with other basic services including schools, public safety, land-use and transportation planning, and watershed management. Citing Portland as an example, the survey concluded that a "multi-generational community center at each middle school" should provide local communities in the region with a place of education, recreation, and congregation.

Local governments and park and recreation districts have been and will continue to be the primary providers of community and neighborhood parks, open space, trails, sports fields, recreation centers and recreation programs. These facilities and programs provide important opportunities for active and passive recreation in closest proximity to where citizens live.

Local governments should be encouraged to prepare park and recreation master plans which provide a framework for community level park and recreation facilities, trails and recreation programs.

Master plans should:

- Identify parks deficient areas and include strategies for addressing these deficiencies;
- Integrate local trail systems with the regional trails system;
- Identify opportunities for cooperation and cost efficiencies between communities, schools, and quasi-public organizations such as the YMCA;
- Provide for citizen involvement in the development and implementation of master plans;
- Identify funding strategies and implementation schedules;
- Be responsive to the State Comprehensive Outdoor Recreation Plan (SCORP);
- Complement the Regional System.

Metro should identify and evaluate opportunities to assist local governments and park and recreation districts with development and implementation of master plans. Potential opportunities include:

- Develop a functional plan, in conjunction with local governments which will address needed land use planning for parks, open spaces, natural areas, trails and recreation programs. Land use planning should reflect that locally chosen "levels of service" in terms of parks per population or per acre should be used to guide the need for additional resources;
- Provide mapping and information services through the agency's Data Resources Center to support local planning efforts;
- Provide forums for the exchange of ideas, information, strategies and development of partnerships between providers, schools, and quasi-public organizations;
- Provide funding support by incorporating local parks components in regional funding strategies and continuing the restoration and education grants program;
- Advocate for the identification and implementation of state and federal funding sources which provide financial resources to supplement local investments in parks, open spaces, trails, recreation facilities and programs;

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

*"What is not understood is not valued, what is not valued will not be protected, what is not protected will be lost."* Charles Jordan, Portland Bureau of Parks and Recreation.

Public understanding and participation in the planning and protection of the region's parks, natural areas, open spaces, trails, greenways and recreational facilities are the foundation of successful parks and recreation services. Meaningful citizen involvement is fundamental to an effective response to community needs, it results in more responsive management through identification of appropriate



priorities, and enhances financial and volunteer support. Metro, local governments, businesses and citizens working together must build a stewardship ethic and provide meaningful opportunities for public participation to assure parks and recreational services meet the needs of the metropolitan region and ensure the protection of natural resources.

As members of the public gain a comprehensive understanding of parks and natural area needs and opportunities, they will become active partners in efforts to determine future planning choices, and conduct periodic public review of local master plans and other related plans. Citizens can provide guidance through forums, participation on advisory committees, and in various other capacities.

### **Goal 5**

In Oregon, local governments carry out planning to protect natural areas consistent with the State Land Use Planning Program. This land use program requires local governments to conform with up to nineteen statewide planning goals. Goal 5, Open Spaces, Scenic and Historic Area and Natural Resources is one of the key goals which can result in tools for protecting urban natural areas at the local level in the metropolitan region. A study, *To Save or to Pave; Planning for the Protection of Urban Natural Areas*, by the Portland Audubon Society and 1000 Friends of Oregon (1994), analyzed and evaluated the implementation of Goal 5 in the metropolitan region in protecting urban natural resources during the last decade. Some of the important findings from the study are listed below:

- Over three-fourths of local decisions examined allowed degradation of natural and scenic resources.
- Goal 5's rules were site specific and did not protect resources on an ecosystem or landscape level.
- Local governments employed a variety of regulatory and non-regulatory techniques with no overall consistency in an area.
- Goal 5 does not require standardized inventories or methods of data collection. As a result, important areas were omitted from consideration for protection, and inventories did not contain enough information to guide local planning decisions.
- Enforcement of local Goal 5 programs is difficult, inadequate and too reliant on citizen efforts.
- Upland forests are the least protected resource, and are vulnerable to destruction.

Metro has addressed natural resource issues in three policy documents: 1) the Metropolitan Greenspaces Master Plan (1992), 2) the Regional Urban Growth Goals and Objectives (RUGGOs) (1995), and 3) Title 3 of the Urban Growth Management Functional Plan (1996).

The Greenspaces Master Plan, adopted in 1992, through a mapping and public process, identified 57 sites in our metropolitan area that retained significant natural biological characteristics. Seventeen of these 57 sites are in the process of been acquired through the Open Spaces Parks and Streams Bond Measure 26-26. The remaining 40 sites are in private ownership, and are being lost to development at the rate of 6 percent per year. These sites are all Goal 5 areas and effective land use regulations under the Goal 5 rule help protect these regionally significant sites.

Title 3 of the Urban Growth Management Functional Plan (Water Quality and Floodplain Management Conservation) could set performance standards to protect streams, wetlands and floodplains by limiting or mitigating the impacts of development activities. Title 3 addresses Goal 6 and 7 and does not currently address Goal 5. Title 3 (Section 5 Fish and Wildlife Conservation Area) recommends local governments to address fish and wildlife habitat, but does not mandate any protection of these resources at this time. Title 3 does, however, require that Metro conduct a regional assessment of regionally significant Goal 5 resources and evaluate the protection of these resources. Based on this analysis, Metro will develop a strategy and action plan to address inadequacies in the protection of regional Goal 5 resources. This plan will be carried out by Metro. Local jurisdictions may be required to also adopt protective measures through amendments to the Functional Plan.

**EXHIBIT 3**  
**MPAC PARKS SUBCOMMITTEE REPORT**  
***METRO COUNCIL RESOLUTION NO. 97-2562B***  
**AND RELATED MEMORANDUM OF**  
**METRO EXECUTIVE OFFICER MIKE BURTON**

See attached.

I HEREBY CERTIFY THAT THE FOREGOING  
IS A COMPLETE AND EXACT COPY OF THE  
ORIGINAL THEREOF

Rebecca V. Shoemaker  
METRO COUNCIL ARCHIVIST

**BEFORE THE METRO COUNCIL**

**FOR THE PURPOSE OF SUPPORTING  
CITIES AND COUNTIES IMPLEMENTATION  
OF FUNCTIONAL PLAN POLICIES TO  
ACTIVELY PROTECT PARKS, OPEN SPACE,  
RECREATIONAL TRAILS AND OTHER  
ENVIRONMENTALLY SENSITIVE LANDS**

) RESOLUTION NO. 97-2562B  
)  
)  
) Introduced by Mike Burton,  
) Executive Officer  
) and the Metro Council

Whereas, the Region 2040 Growth Concept and the Urban Growth Management Functional Plan was adopted by the Metro Council after close consultation and collaboration with the 24 cities and three counties in the Metro region; and

Whereas, the Region 2040 Growth Concept was designed to maintain the character of existing neighborhoods, while providing the opportunity for additional new growth in appropriate locations and along transit corridors, main streets, and centers, and;

Whereas, the Region 2040 Growth Concept was designed to integrate development and the protection of Greenspaces, parks and open space within the Urban Growth Boundary (UGB), and;

Whereas, Metro, in consultation with local jurisdictions, has identified approximately 16,000 acres of land inside the UGB that are in steep slopes, flood plain, or are otherwise environmentally sensitive, and classified them as "unbuildable" and which should not be developed; and,

Whereas, the environmental risks of developing these "unbuildable lands" has been established and Metro has classified sufficient lands as "buildable", to meet the objectives of the Region 2040 Growth Concept including maintaining a compact urban form, and;

Whereas, Metro has also accounted for as many as 1,900 acres of "buildable" lands within the UGB to be set aside in the future for open space and parks, and;

Whereas, it is consistent with the Urban Growth Management Functional Plan for local jurisdictions to identify additional Goal 5 resource lands which should be protected partially or fully within the UGB and for Metro to include these in the "unbuildable lands" inventory, and;

Whereas, the existing 20,600 acres of park and open space lands currently within the UGB contributes to the region's water quality, flood protection, quality of life, and economic vitality of the entire region, now therefore;

**BE IT RESOLVED THAT;**

1. It is the policy of the Metro Council that lands identified as "unbuildable" in Metro's Urban Growth Report should be protected from development to the maximum extent possible by local jurisdictions and to the maximum extent of the law;

2. Metro encourages all local jurisdictions in the Metro region to actively protect in perpetuity parks, open space, recreational trails, and other sensitive natural areas, through acquisition of property rights including conservation easements, regulation, or other effective measures, even if they include what has been classified as "buildable" lands in Metro's inventory;

3. The protection of environmentally sensitive lands from development could result in a decline in net buildable acres in a local jurisdiction. Upon demonstration by a local jurisdiction that such protection results in an inability to meet jobs, housing and other targets established in the Urban Growth Management Functional Plan, which includes a recommendation which identifies land that would provide for the unaccommodated capacity located inside or outside the urban growth boundary and near or adjacent to the city or county, the Metro Council will grant an exception consistent with Title 8 of the Functional Plan. The exception will be granted to the extent the local jurisdiction establishes that decline in net buildable acres is the result of lands being protected from development by locally adopted and implemented regulations.

Title 8 of the Urban Growth Management Functional Plan describes the process for exceptions to targets for housing or jobs, including an estimate of what cannot be accommodated and a recommendation which identifies land that would provide for the unaccommodated capacity to be located outside the urban growth boundary and near or adjacent to the city or county.

ADOPTED by the Metro Council this 25<sup>th</sup> day of September, 1997.

  
\_\_\_\_\_  
Jon Kvistad, Presiding Officer





**METRO**

**August 22, 1997**

**TO: Jon Kvistad, Presiding Officer  
Metro Council**

**FROM: Mike Burton, Executive Officer**

**RE: Green Infrastructure Resolution**

A handwritten signature in dark ink, appearing to read "Mike Burton", is written over the "FROM" line of the header. The signature is fluid and cursive.

---

Attached please find a resolution I would request the Metro Council consider for adoption. There is fundamentally nothing "new" in the resolution, but it is an important restatement of existing Metro policy as it relates to the green infrastructure in our region. I would be pleased to see this introduced as a joint measure from both the Executive Office and the Council.

It is clear from citizen comments and discussions in communities around the region that the 2040 Growth Concept vision is in danger of being lost in a debate about density. The 2040 Growth Concept the Metro Council adopted, and the subsequent Urban Growth Management Functional Plan, do not call for density at any cost. They both establish a balanced approach for accommodating growth while preserving and protecting the livability that we all cherish. Part of this balance includes finding ways to protect sensitive natural areas and water ways from the impacts of development and offsetting negative impacts of more concentrated growth with the addition of parks, greenspaces and natural areas for people and for wildlife.

Metro's Open Spaces bond measure is only one part of the effort to protect the region's green infrastructure. It can only go so far with the dollars the voters have approved. Title 3 standards will help the region do a better job of protecting water quality, streamsides and riparian areas. Local governments have embarked on their own efforts to add open space, park land and protection of water quality, floodplains and wetlands in their individual jurisdictions.

Somewhere along the way, however, emphasis on protection of green infrastructure has lost priority. This resolution is an effort to bring this issue back to the forefront of the debate about the regional planning process and Metro's vision for the region.

**The resolution does three things:**

- 1. Restates Metro's -- and the region's -- commitment to remove environmentally sensitive lands (steep slopes, flood plains, flood prone soils, etc.) from the "buildable lands" inventory.**
- 2. Urges local governments to protect park land and natural areas through local efforts.**
- 3. Allows the Metro Council to grant local governments an exception to their "livability targets" if they demonstrate that they cannot meet those targets due to unexpected increases in permanent protection of developable lands.**

While the third point may seem to be new policy, it is in keeping with the Council's adopted policy in the Urban Growth Management Functional Plan, Title 8, Section 2.B. (1) (c) which states:

"As part of any request for exception under this subsection, a city or county shall also submit an estimate of the amount of dwelling units or jobs included in the capacity listed in Table 1 that cannot be accommodated; and a recommendation which identifies land that would provide for the unaccommodated capacity located outside the urban growth boundary and near or adjacent to the city or county."

**Please take the time to read the attached resolution. I would be happy to discuss this with you in greater detail and I urge your support.**

**EXHIBIT 4**  
**MPAC PARKS SUBCOMMITTEE REPORT**

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

See attached.

# **Level of Service Standards, Criteria and Guidelines *for Local Parks Providers***

**February 23, 2000**

Developed by a subcommittee of the  
**Greenspaces Technical Advisory Committee (GTAC)**

staffed by

**Metro Regional Parks and Greenspaces**



**METRO**

*Regional Parks and Greenspaces • 600 NE Grand Avenue Portland, OR 97232-2736 • (503) 797-1850*

## **Level of Service Standards Subcommittee**

*December 1998 - February 2000*

**Stephen Bosak, Subcommittee Chair**  
**Tualatin Hills Park and Recreation District**

**Diane Kean Campbell**  
**North Clackamas Parks and Recreation District**

**Julee Conway**  
**City of Gresham Parks and Recreation Department**

**Jim Sjulín**  
**City of Portland Parks and Recreation**

**Charlene Richards**  
**City of Milwaukie Community Services**

**Valerie Lantz**  
**City of Troutdale Parks**

**Scott Talbot**  
**City of Hillsboro Parks and Recreation Department**

**Veronica Smith**  
**City of Beaverton, CDD Planning Services**

### **Staff to the Subcommittee**

**Heather Nelson Kent**  
**Metro Regional Parks and Greenspaces**

**Mel Huie**  
**Metro Regional Parks and Greenspaces**



## **Table of Contents**

- **Executive Summary**
- **Introduction / Background**
- **Purpose Statement**
- **Goals**
- **Recommended Process, Criteria and Guidelines for Local Jurisdictions**
- **Related Recommendations**
- **References and Resources**

## **Exhibits**

- A Local Park Providers within Metro's Boundaries**
- B Survey of Park Providers in the Metro Region**
- C Glossary of Terms**
- D National Recreation and Park Association - Resource Information**
  - **Facility Space Standards**
  - **LOS Case Study: Greenville, USA**
- E Metro's Regional Framework Plan: Chapter 3 – Parks, Natural Areas, Open Spaces and Recreational Facilities**
- F Map of Local Park Providers and Urban Reserve Areas**
- G Metro's 2040 Growth Concept Map**

## **EXECUTIVE SUMMARY**

*February 23, 2000*

**PURPOSE.** GTAC established a subcommittee to address *Metro Regional Framework Plan Chapter 3: Parks, Natural Areas, Open Spaces & Recreational Facilities*. This Executive Summary describes the findings and recommendations of the LOS standards subcommittee, pursuant to Section 3.5.8 of the Regional Framework Plan.

**GOALS.** Two goals are identified in the report.

1. Encourage local providers to develop comprehensive park, recreation and open space master plans that incorporate and reflect locally determined LOS standards.
2. Facilitate a future assessment process to determine how well Goal #1 has been accomplished, and to facilitate measurement of local providers' achievement of the established LOS standards.

**LOS STANDARDS PROCESS & CRITERIA.** The report outlines a process for local providers to follow when establishing their LOS standards. The process includes an assessment of current conditions, analysis of trends, needs assessment, inventory and land analysis, and consideration of the State Comprehensive Outdoor Recreation Plan (SCORP). Local LOS standards would require consistent measurement standards be use including: distance/proximity standards, a set aside percentage standard for park and recreation lands and facilities, accessibility and proximity to regionally significant parks and open spaces. The report identifies the need for: public involvement, formal LOS standards adoption, integration of local parks and recreation master plans with comprehensive master plans, and coordination with local school districts. To assist local providers in developing applicable LOS a standardized park land and facility criteria menu was developed.

**ISSUES REMAINING TO BE RESOLVED.** The report lacks a recommendation for how to address LOS goals for "Urban Design Types" as described in the Regional Framework Plan. Resources to adequately study this issue need to be identified.

Three policy issues also remain unresolved.

1. Who should enforce establishment of a local LOS standard?
2. How can local governments comply with section 3.5.7 of the Regional Framework Plan when "urban reserves" are brought into the UGB if there is no established park LOS?
3. What are the funding sources available for planning and implementing Chapter 3 mandates?

**RECOMMENDATIONS.** The subcommittee's' recommendations are summarized as follows:

1. Institute reliable and stable funding sources for the following activities:
  - a. Establish LOS units of measurement for "Urban Design Types";
  - b. Apply LOS criteria to region-wide parks and recreation inventory in order to establish benchmarks and create a standardized measure of progress;
  - c. Provide planning grants to local providers for LOS and master planning; and
  - d. Provide regional funding to acquire, enhance and develop new park and recreation facilities.
2. Provide incentives for development of comprehensive park, recreation and open space master plans.
3. Encourage community involvement in the development of master plans and LOS standards.
4. Encourage intergovernmental and educational institution partnerships with local park providers.
5. Encourage the Metro Council and local governments to follow provisions of Policy 3.5.7 of the Regional Framework Plan related to urban growth boundary expansions.

## Introduction / Background

The Regional Framework Plan (RFP) adopted in December 1997 by the Metro Council, directs its Regional Parks and Greenspaces Department to work in cooperation with local governments and park providers to develop "level of service" (LOS) standards for parks, open spaces, trails and greenways, and recreational services.

Policy 3.5.8 of the Regional Framework Plan (RFP) states:

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

The issue of providing adequate parks and recreation services at the local community level is especially important in light of regional growth management policies that encourage higher densities as opposed to continued urban sprawl. It is widely accepted that higher densities must be accompanied by the provision of open space, parks, trails, natural areas and active recreational facilities such as community centers, cultural and athletic facilities as integral elements of the urban infrastructure.

Despite general consensus about the importance of parks and recreation, there are key issues that need to be addressed:

a) Who is best positioned to determine what the level of service should be?

The committee finds two approaches to be considered. One approach suggests that the LOS standards should be established at the regional level with local governments required to meet the standards much like local governments are expected to meet housing and employment targets. The other suggests that individual communities should make LOS decisions based on the needs and desires of the residents who use these facilities and services, and, ultimately, pay for them.

All agree that communication among local/regional governments is essential to establish a comprehensive region-wide parks and recreation system that is based on locally determined guidelines.

b.) Who should pay for the establishment of LOS standards? Who should pay to implement LOS standards through the provision of local park and recreational services?

Metro has not determined what role it will play in the establishment and implementation of local LOS. One approach suggests that Metro should pay for its mandates on local governments. This would include the cost to develop local LOS standards, (including a public review process), and implementation activities such as acquisition and capital development. The second approach suggests local services are a local responsibility and Metro's financial responsibility should be limited to the provision of regional parks and greenspaces as detailed in Chapter 3 of the Regional Framework Plan.

The RFP Policy 3.5.8, has the potential to impact local jurisdictions and local park providers. For this reason the Greenspaces Technical Advisory Committee (GTAC) established a subcommittee to consider the 3.5.8 policy issues and report back with recommendations. Beginning in December 1998 the subcommittee met on a monthly basis to produce this report. Although this report is not a functional plan, it establishes a foundation for developing a functional plan addressing park and recreation level of service standards. Metro staff will proceed with the development of a functional plan once consensus is reached about the recommendations included in this report.

The Metro Policy Advisory Committee (MPAC) also expressed interest in local LOS issues and subsequently created a special subcommittee to review the issue. Regional Parks and Greenspaces staff and members of the GTAC subcommittee are working cooperatively with the MPAC subcommittee to review work to date and further explore the policy implications and range of alternatives related to the development of region-wide Level of Service Standards.

It is important to note that there is a lack of consistency in the development of LOS standards for the region's parks and recreation providers. Currently, only 6 out of the 26 local park providers in the region have adopted comprehensive park master plans that incorporate level of service standards.

The subcommittee has been unable to develop recommendations related to region-wide goals for the provision of parks and open space in the various urban design types as defined in Metro's 2040 Regional Growth Concept and for the urban reserve areas. The GTAC LOS subcommittee is

committed to further study of this issue and recommends that Metro provide the necessary resources to accomplish this task.

### **Purpose Statement**

The Level of Service Subcommittee's mission is to provide criteria and guidelines to assist local park providers in determining their own park and recreation LOS standards, pursuant to Policy 3.5.8 of Metro's Regional Framework Plan.

The subcommittee shall also recommend region-wide goals for the provision of parks and open spaces areas within the Urban Growth Boundary pursuant to Section 3.5.8 of the Regional Framework Plan. *(It should be noted that the development of LOS standards for Urban Design Types and urban reserve areas has not been addressed in this report because of a lack of funding to carry out the necessary research and staff work).*

### **Goals**

- Goal #1: To encourage local park providers to develop comprehensive park, recreation and open space master plans that incorporate and reflect locally determined level of service standards.
- Goal #2: To facilitate a future assessment process regarding how well Goal #1 has been accomplished; and to facilitate measurement of local providers' achievement of the established level of service standards.

### **Recommended Level of Service Standards. Process for Local Jurisdictions**

The following represents the subcommittee's recommendations regarding the criteria and guidelines that each local park provider should address in the development of local LOS standards. The 1996 National Recreation and Park Association's (NRPA) Park, Recreation, Open Space and Greenway Guidelines is an excellent reference for this topic.

- a. **Determine current conditions** – includes full inventory of parks and recreation facilities. Inventory should include school facilities if those facilities are open to public use as well as non-profit facilities and programs. Current conditions should also include an assessment of the local jurisdiction's current and projected demographics. Metro's parks and natural areas database will be available and should be updated every 5 years as a starting point for this analysis.



- b. **Analyze and determine trends** – using growth projections, demographic trends and associated recreation demand trends.
- c. **Assess needs (demand)** – determine constituent desires (using surveys, focus groups, neighborhood and community meetings, etc.).
- d. **Inventory and analyze land** – inventory lands potentially available for parks, open space, trails and recreational purposes.
- e. **Address (appropriate elements of) State Comprehensive Outdoor Recreation Plan (SCORP).**
- f. **Develop draft “Level of Service Standards”** for your community using the following standards. It is intended that LOS standards be expressed in a comparable and consistent manner by all jurisdictions throughout the region. A matrix listing park types and park and recreational facilities (included) provides one way of expressing LOS standards. In addition, the following should be considered:

#### **Distance / Proximity Standard**

- Goal of having a park or recreational facility within a particular distance (determined locally) of all households.
- The Regional Framework Plan stresses the importance of getting to these sites by walking, biking or by mass transit.

#### **Percentage of Land Standard**

- Inventory total percentage of city/county/district land in parks, natural areas, open space and trails.
- Set aside certain percentage of land for parks and open space.
- Set aside certain number of miles for trails within existing parks, and develop trails connecting parks.

#### **Access / Proximity to Regionally Significant Parks and Open Spaces**

- Goal of having a regionally significant park, open space, greenway or trail within a particular distance of the local park provider's jurisdictional boundaries (determined locally).

- Goal of having a regionally significant park, open space, greenway or trail within the jurisdiction.

**Determine LOS STANDARDS for Urban Design Types and/or Urban Reserve Areas (if applicable)**

- Urban Design Types: Regional Center, Town Center, Light Rail Stations, Main Streets, Inner Neighborhoods (urban higher densities) and Outer Neighborhoods (lower density suburban)

Lacking a model on how to approach this task; Metro and local park providers will need to work with Metro Growth Management staff and consultants to develop a model. Ideal urban design types still need to be identified. Additional resources will be needed to carry out this task.

- Urban Reserve Areas: should be master planned with the intent of meeting the established (or existing) LOS standards of the appropriate local jurisdiction.

See attached map of local park providers and urban reserve areas (Exhibit F).

- g. **Public Comment** – provide opportunities for public comment regarding draft LOS standards. Options may include public hearings, park advisory board meetings, neighborhood and community workshops, focus groups, and interviews with special interest groups or organizations.
- h. **Integration of Public Comment** – amended draft LOS standards to reflect public input.
- i. **Formal Adoption** – adoption of LOS standards by appropriate governing body (e.g. City Council, County Commission, or Board of Directors)
- j. **Integration with local Parks and Recreation Master Plan** – Compare LOS standards to the existing Parks and Recreation Master Plan. Adjust master plan, if necessary. Create master plan, if one does not already exist. LOS work should be done in conjunction with local parks and recreation master plan updates (or prior, if possible). Include development of financial plans for implementation. LOS standards should be incorporated into the parks and recreation master plan.

k. **Integration with local Comprehensive Land Use Plan** – Level of Service standards could be included in local Comprehensive Plan or could be included by reference.

l. **Coordination with Local School Districts** – Many park providers are currently working in partnership with local area schools to provide park and recreational facilities and services to their communities. This coordination should to be encouraged and increased. In the future, joint LOS planning should occur. This coordination would include the following:

- Joint inventories of facilities and services should occur by parks and school districts.
- Joint surveys of the community's park and recreational needs should occur.
- Planning for future park sites, recreational facilities and services should be a joint effort between the local park provider and school district.
- Joint purchases (if appropriate) of land for park and playground sites should occur, particularly when sites are being purchased for new schools.
- Park providers should receive a first right-of-refusal to purchase any school surplus lands or recreational facilities.
- Public use of school buildings and recreational facilities should be encouraged to meet community needs.
- Metro should continue to regularly update the 2000 inventory of public school facilities within the region that are open to the public.

#### **Related Recommendations**

1. Establish a regional funding source for matching grants to assist local providers with the comprehensive park, recreation and open space master planning process and the establishment of local Level of Service standards.
2. Provide incentives for the development of local comprehensive park, recreation and open space master plans. (Type of incentives to be determined.)
3. Establish a reliable or stable source of regional funding for land acquisitions, enhancements, and developments for local park and recreation purposes.
4. Encourage community involvement in the development of local parks and recreation master plans and level of service standards.

5. Encourage intergovernmental and educational institution partnerships with local park providers to accomplish Goals #1 and #2.
6. Encourage the Metro Council and local governments to follow provisions of Policy 3.5.7 of the Regional Framework Plan regarding urban reserve areas and its requirement to plan and provide for park, recreation and open space needs prior to inclusion in the Urban Growth Boundary (UGB). The following is RFP Policy 3.5.7:

*Urban Reserve master plans shall demonstrate that planning requirements for the acquisition and protection of adequate land to meet or exceed locally adopted levels of service standards for the provision of public parks, natural areas, trails, and recreational facilities, will be adopted in the local comprehensive plans. Land which are undevelopable due to natural hazards or environmental protection purposes (e.g. steep slopes, floodways, riparian corridors, wetlands, etc.) shall not be considered to meet the natural area level of service standards unless the land will be preserved in perpetuity for public benefit. Proposed public parks, open spaces, natural areas, trails, etc. shall be located in a manner which promotes non-vehicular traffic. No urban reserve area shall be brought within the Urban Growth Boundary unless the requirements set out in this subsection 3.5.7 are met.*

7. Establish LOS standards for urban design types as directed in the Regional Framework Plan 3.5.8.
8. Apply park land and recreation facility classifications (see matrix) to the updated region-wide parks inventory. Identify gaps in park provision and use this information for policy level discussion at the Metro Policy Advisory Committee.

## **Park Land Classifications and Park and Recreation Facilities**

---

The following are lists of park land classifications and recreation facility types for which level of service standards should be considered. It is recommended that local governments use these standard units of measure when determining park or facility level of service standards to allow for a consistent, periodic evaluation of all park and recreation service providers on a regional basis. LOS standards should be adopted for only those types of park lands or park facilities that are relevant to local needs. In some communities there may be a need for additional, or unique, criteria not addressed in this report. LOS standards should reflect local needs identified through a public involvement process, socio-economic conditions, and community demographics.

The units of measure for determining level of service standards for each park and recreation type should be developed to meet the needs of different urban design standards. Tying units of measure to density and accessibility ensures that each park and recreation type meets the current and future needs of the community. Examples include acres per capita, intended service area and square footage per capita. These measures will increase or decrease based on density and accessibility. Urban design standards are incorporated in the local jurisdiction's land-use designation. Planning parks and recreation service levels based on the underlying land-use as opposed to the built environment is essential. Such planning will assure that "sufficient open space in the urban region shall be acquired or otherwise protected and managed to provide reasonable and convenient access to sites for passive and active recreation." (Metro's Regional Urban Growth Goals and Objectives, Objective 15. Natural Areas, Parks, Fish and Wildlife Habitat, page 14.)

Please note that no unit of measure or goal standard is recommended for "open space areas". Open space areas are considered an integral part of each type of park land classification.

## PARK LAND CLASSIFICATIONS

<i>Type</i>	<i>Typical Facilities or Characteristics</i>	<i>Units of Measure</i>	<i>National Recreation &amp; Park Association Standards</i>
Mini/Pocket Park	The smallest of parks and intended to address limited, isolated or unique recreational needs. Typical facilities may include fountains & water features, benches, walkways, playgrounds, shade structures, tables, benches, and landscaping.	Square footage/acres per site.  Intended service area.	Between 2500 square feet and 1 acre in size.  Less than 1/4 mile distance from residential setting.
Neighborhood Park	This type of park is the basic unit of a park system intended to serve as the recreational and social focus of a neighborhood. Generally they are smaller parks intended to serve close-to-home needs and primarily accessed by non-motorized means. Typical facilities may include picnic areas, play fields, playgrounds, sport courts, trails, open space & support facilities.	Min./max. acres per site.  Intended service area.	5 acres is considered the minimum size. 5 to 10 acres is optimal.  Located 1/4 to 1/2 mile distance from intended users and uninterrupted by non-residential roads and other physical barriers.
Community Park	These are larger parks intended to serve more broader purposes than a neighborhood park. Focus is on meeting community-based needs, as well as preserving unique landscapes and open spaces. A community park may serve the entire community or planning areas within a community. Typical facilities may include athletic fields, sport courts, picnic areas (group & individual), playgrounds, aquatic facilities, community/senior centers, multi-purpose sport/recreation/cultural centers, interpretive centers/facilities, botanical/specialty gardens, trails, amphitheaters, skate parks, in-line hockey rinks, river/lake access facilities, fishing facilities, concession/restroom buildings, open space, support & maintenance facilities.	Min./max. acres per site.  Intended service area.	Size is determined by the need to accommodate desired uses. Usually between 30 and 50 acres.  Location determined by the quality and suitability of the site.



Regional Park	Large parks intended to serve more than one community. They may include golf courses, botanical/specialty gardens, aquatic parks, athletic fields/complexes, picnic areas (group & individual), sport courts, zoos, amphitheaters, open space, support & maintenance facilities.	Minimum acres per site.  Intended service area	No NRPA standard, but similar to a 'large urban park.' Size is determined by the need to accommodate desired uses. Usually larger than 50 acres.  No NRPA standard, but similar to a "large urban park." Location is determined by the quality and suitability of the site.
Nature Park	Significant natural resource areas (riparian, wetlands, forests, grasslands, water-ways) which may include trails, interpretive centers, interpretation signs & support facilities.	Size is resource dependent.  Location is resource dependent.	No NRPA standard.  No NRPA standard.
Natural Areas	Lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering.	Size is resource dependent.  Location is resource dependent.	Variable.  Resource availability and opportunity.
Greenways	Linear areas or open space which may include natural resource areas, water-ways, canyons, abandoned railways, utility corridors, etc., and effectively tie park system components together to form a continuous park environment. Trails, including trailheads and trail facilities, may also be included in greenways.	Size is resource dependent.  Location is resource dependent.	Variable.  Resource availability and opportunity.
Urban Plazas	Generally hard surfaced multi-use spaces in high density urban developments which may include walkways, fountains/water features, tables & benches, public art, landscape areas, amphitheaters, environmental/historic/cultural interpretation, open space, and support facilities.	Sites per town/regional center.  Intended service area	No NRPA standard.  No NRPA standard.
School Parks	Park site adjacent to a school. May be owned or managed by school district or in cooperation with local park provider.	Intended service area.	No NRPA standard.  Sites determined by school location  Size varies and dependent on function

RECREATION FACILITIES			
Type	Typical Facilities or Characteristics	Units of Measure	National Recreation & Park Association Standards
Aquatic Parks	Multi-functional water-based recreation facilities. May be indoors or outdoors and include lap, wave, wading and leisure pools; lazy rivers; water playgrounds, slides; concessions areas; bathhouse; restrooms; and support facilities	Sites per capita.  Intended service area.	No NRPA standard.  No NRPA standard.
Baseball Fields	Lighted or unlighted fields for baseball. Field dimensions vary for different skill/age groups. The need for parking, restrooms, concession buildings and other support facilities is dependent on the programming level desired.	Fields per capita.  Intended service area	No NRPA standard. Number of fields dependent on local popularity.  1/4 to 1/2 mile from intended users. May be located within a neighborhood or community park/complex.
Basketball Courts (Outdoor)	Lighted or unlighted hard-surface courts which may be less than full-size, dependent on space availability and need.	Courts per capita.  Intended service area.	No NRPA standard. Number of courts dependent on local popularity.  1/4 to 1/2 mile from intended users. May be located in neighborhood or community parks, or in active recreation areas.
Botanical & Specialty Gardens	Includes formal gardens that specialize in displaying one or more varieties of plants. Examples include, but are not limited to rose or Japanese gardens, water gardens, arboretums, etc. May be located within community or regional parks, or as a park by itself.	Sites per capita.  Intended service area.	No NRPA standard.  No NRPA standard.
Community Gardens	Public areas provided for flower, fruit or vegetable gardening. May include access to water for irrigation, parking and other support facilities.	Sites per capita.  Intended service area.	No NRPA standard.  No NRPA standard.

Multi-Purpose Community & Recreation Centers	Indoor facilities which may provide one or more of the following programming opportunities, areas or facilities: recreational; educational; sports/athletics; arts, meeting rooms, community schools, libraries, senior centers; aquatics; gymnasiums; weight/exercise rooms, locker/rest rooms; staff offices, concession areas, lounges, gardens; parking and support facilities.	Centers per capita, or Square footage per capita.  Intended service area.	No NRPA standard.  No NRPA standard.
Football Fields	Lighted or unlighted fields for football. Field dimensions vary for different skill/age groups. The need for parking, restrooms, concession buildings, and other support facilities is dependent on the programming level desired.	Fields per capita.  Intended service area.	No NRPA standard. Number of fields dependent on local popularity.  15 to 30 minute travel time from residence of user. May be located within a neighborhood or community park or sports complex.
Golf Courses	May be either an 18 or 9 holes course. The length and course type may vary from a par-3 executive course to full length standard course. Support facilities may include a clubhouse, driving range, putting green, and parking.	Holes per capita.  Courses per community.  Intended service area.	No NRPA standard.  No NRPA standard.  May be located by itself or in community or regional parks.
Cultural Centers	Indoor or outdoor facilities for the performing arts, fine arts, museums, that include parking and support facilities.	Facilities per capita, or Square footage per capita.  Intended service area	No NRPA standard.  No NRPA standard.
Natural Resource Interpretive Centers/Facilities	Indoor and outdoor facilities that provide exhibits and educational information about the environment. Centers may be located within a specific park or be in support of a significant natural resource area. Indoor facilities may include meeting rooms, auditoriums, display rooms, restrooms, concession areas, staff offices, parking and support facilities. Outdoor facilities may include trails, bridges, benches, interpretive signs, overlooks, observation blinds, and demonstration areas.	Facilities per community.  Facilities per nature park.	No NRPA standard.  No NRPA standard.

Picnic Areas (Group)	Sheltered or open areas for large gatherings with tables, BBQ grills, water, electric and sewer utilities, parking, and adjacent to other complimentary recreational facilities. May be programmed for reservations or available on a first-come, first-serve basis.	Facilities per capita.  Intended service area.	No NRPA standard..  No NRPA standard.
Playgrounds	Play areas with specialized equipment for children which may be located in all types of park classification areas. Equipment may be grouped/clustered to reflect skills of different age groups/abilities. May include drinking fountains, benches, shade structures, restrooms, parking, and other support facilities.	Facilities per capita.  Intended service area.	No NRPA standard.  No NRPA standard.
River/Lake Access Facilities (Boating)	Facilities intended for motorize and/or non-motorized boats which generally may include boat/canoe launch/retrieval ramps, docks, parking, and support facilities. May also include, picnic tables, and restroom/concession buildings.	Facilities per linear, or square mile.  Intended service area.	No NRPA standard.  No NRPA standard.
River/Lake Access Facilities (Fishing)	Facilities intended for on and off-shore fishing activities which may include boat launch/retrieval ramps, docks, piers, fish cleaning tables, parking, and support facilities. May also include picnic tables, benches, and restroom/concession buildings.	Facilities per linear or square mile.  Intended service area.	No NPRA standard.  No NPRA standard.
Skateboard/In-Line Facilities	Specialized lighted or unlighted skating facilities for with ramps and jumps, hockey-size rinks with goals, and support facilities. May be open/unsupervised or programmed/supervised.	Sites per capita.  Intended service area.	No NPRA standard.  No NRPA standard.
Soccer Fields	Lighted or unlighted fields for soccer. Field dimensions may vary for different skill/age groups. The need for parking, restrooms, concession buildings, and support facilities is dependent on the programming level desired.	Fields per capita.  Intended service area.	No NRPA standards. Number of fields dependent on local popularity.  Located 1 to 2 miles from intended users. May be located in neighborhood or community parks or sports complex.

Softball Fields	Lighted or unlighted fields for softball. Field dimensions may vary for different skill/age groups. The need for parking, restrooms, concession buildings, and support facilities is dependent on the programming level desired.	Fields per capita.  Intended service area.	No NRPA standard. Number of fields dependent on local popularity.  Located 1/4 to 1/2 mile from intended users. Field may also function for youth baseball.
Swimming Pools	Indoor or outdoor facilities which may include lap, wave or wading pools, water playgrounds, observation and deck areas, restrooms/locker rooms, parking and support facilities.	Square footage per capita or Facilities per capita.  Intended service areas.	No NRPA standard.  Located within 15 to 30 minutes of travel time from intended users. May be located in neighborhood or community parks.
Tennis Courts	Lighted or unlighted courts for tennis. The courts may have hard, clay or grass surfaces. Dimensions are generally standardized regardless of the skill or age level, but area dimensions differ if other than recreational use is intended. The need for parking, restrooms/concessions, pro-shops, and support facilities is dependent on the programming level desired.	Courts per capita.  Intended service area	No NRPA standard. Number of courts dependent on local popularity.  Located 1/4 to 1/2 mile from intended users. May be located in neighborhood or community parks or school sites.
Trails and Trailhead Facilities	Primarily off-street park trails which may including opportunities for jogging, hiking, biking, exercise, nature, equestrian, BMX, canoe/boat, boardwalks, park access, etc. Trail surface is dependent on the desired activity and level of programming. May provide neighborhood, community and/or regional linkage. Sidewalks are generally not considered as trails, unless they serve as trial links/junctions. Trailheads may be located within a park or at a separate location which may include parking, picnic areas, restrooms interpretive signs, landscaping and support facilities.	Provides connectivity, community, neighborhood, or regional access.  Intended service area.  Functional uses.  ADA compliance desirable.	No NRPA standard.  No NRPA standard.  No NRPA standard.  No NRPA standard. Intended use and location dictates design standard, if applicable.

<b>PARK &amp; RECREATION LANDS SUMMARY</b>			
<b>Type</b>	<b>Typical Facilities or Characteristics</b>	<b>Units of Measure</b>	<b>National Recreation &amp; Park Association Standards</b>
<b>Total Park Land</b>	<b>All Classification Types</b>	<b>Acres per capita</b>	
<b>Programmed</b>	Park land that is used or maintained for recreational activities, and/or developed with facilities (either partially or fully developed).	Acres	None
<b>Non-programmed</b>	Park land that is dedicated for future recreational uses, but not yet developed or maintained for such uses.	Acres	None
<b>Natural Area</b>	Lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering.	Acres	None



## SUGGESTED REFERENCES & RESOURCES

---

The following are lists of park land classifications and recreation facility types for which level of service standards Mertes, James D. PhD, CLP and Hall, James R., CLP, *Park, Recreation, Open Space & Greenway Guidelines*, National Recreation & Park Association 1996.

National Recreation & Park Association - Pacific Service Center  
Pam Earle, CLP, Regional Director  
350 South 33<sup>rd</sup> Street #103  
Federal Way, Washington 98003  
(253) 661-2265  
Fax (253) 661-3929

National Recreation & Park Association  
22377 Belmont Ridge Road  
Ashburn, Virginia 20148  
(703) 858-0784  
[www.ActiveParks.org](http://www.ActiveParks.org)

Oregon State Parks & Recreation Department, *Oregon Outdoor Recreation Plan 1994-1999*, December 1994.

Oregon State Parks & Recreation Department, *Recreation Needs Bulletin - Oregon State Comprehensive Outdoor Recreation Plan*, 1991.

Oregon State Parks & Recreation Department  
1115 Commercial Street NE - Suite 1  
Salem, OR 97301-1002  
503/378-6378

## **Exhibit A**

### **Local Park Providers within Metro's Boundaries February 2000**

1. Clackamas County
2. N. Clackamas Parks and Recreation District
3. Gladstone
4. Happy Valley
5. Lake Oswego
6. Milwaukie
7. Oregon City
8. Rivergrove
9. West Linn
10. Wilsonville

\*Multnomah County parks have been merged into Metro's Regional Parks and Greenspaces Department.

11. Fairview
12. Gresham
13. Portland
14. Troutdale
15. Wood Village
  
16. Washington County
17. Tualatin Hills Park and Recreation District
18. Beaverton
19. Cornelius
20. Durham
21. Forest Grove
22. Hillsboro
23. Sherwood
24. Tigard
25. Tualatin

## Exhibit B

### Survey of Park Providers in the Metro Region September 1999

Jurisdiction	System Development Charges (SDC's)	Parks System Master Plan	Master Plan (next update)	Adopted LOS standards
Metro (Greenspaces Master Plan)	No	1992	2001	No
Clackamas County	No	1996	1999	No
N. Clackamas Parks Recreation District	Yes	1990	2000	Yes
Gladstone	No	No	NA	No
Happy Valley	Yes	1992	2000	No
Lake Oswego	Yes	1990	2000	No
Milwaukie	Yes	1992	2000	Yes
Oregon City	Yes	1999	Current	No
River Grove	Yes	No	2000-01	No
West Linn	Yes	1998	Current	No
Wilsonville	Yes	1994	2000-01	No
Multnomah County	NA			
Fairview	Yes	1994	None scheduled	No
Gresham	Yes	1996	2004-05	Yes
Portland	Yes	1991	2000-01	No
Troutdale	Yes	1995	None scheduled	Yes
Wood Village	No	1996	None scheduled	No
Washington County	No	1989	None scheduled	No
Tualatin Hills Park and Recreation District	Yes	1997	2002	Yes
Beaverton	Yes	1997 (THPRD)	2002 (THPRD)	Yes
Cornelius	Yes	1999	Current	No
Durham	Yes	1995	None scheduled	No
Forest Grove	Yes	No	2000	No
Hillsboro	Yes	1985	2000	Yes
Sherwood	Yes	1991	2000	No
Tigard	Yes	1999	2009	No
Tualatin	Yes	1983	2003-04	No

## **Exhibit C**

### **Glossery of Terms**

This Level of Service Standards (LOSS) Glossary of Terms is intended to be a general glossary of parks and recreation terms which encompass elements of the Level of Service Standards Subcommittee Report without giving prejudice to local conditions, standards, needs, or influence. The terms have been defined by combining portions of other jurisdictional and nationally recognized definitions in an attempt to capture the basic concept of a universal meaning for each term.

Sources of information which were used include comprehensive master plans from the Cities of Gresham and Troutdale, Tualatin Hills Park & Recreation District; 1994 City Club of Portland Report; RUGGO=s; Metro Greenspaces Plan; National Recreation & Park Association; and the City of Vancouver and Clark County (Washington).

**AQUATIC PARK.** Multi-functional, water-based recreation facility. May be indoors or outdoors and include lap, wave, wading and leisure pools; lazy rivers; water playgrounds; slides; concession areas; bathhouse; restrooms and support facilities.

**BASEBALL FIELD.** Lighted or unlighted fields for baseball. Field dimensions vary for different skill/age groups. The need for parking, restrooms, concession buildings and other support facilities is dependent on the programming level desired.

**BASKETBALL COURT.** Lighted or unlighted hard-surface courts for basketball that may be less than full-size, dependent on space availability and need.

**BIKEWAY.** A designated route of travel for bicycles.

**BOATING ACCESS FACILITY.** River or lake facilities intended for motorized and or non-motorized boats which generally may include boat/canoe launch/retrieval ramps, docks, parking and support facilities. May also include picnic tables and concession/restroom facilities.

**BOTANICAL & SPECIALTY GARDEN.** Includes formal gardens which specialize in displaying one or more varieties of plants or other outdoor themes. Examples include, but are not limited to rose or Japanese gardens, water gardens, arboretums, etc. May be located within community or regional parks, or as a park by itself.

**COMMUNITY/RECREATION CENTER.** An indoor facility providing meeting, recreational, educational, sports/athletics, arts, libraries, senior centers, aquatics, weight/exercise rooms, support facilities, and social space for the neighborhood or community in which it is located.

**COMMUNITY GARDEN.** Public areas provided for flower, fruit or vegetable gardening. May include access to water for irrigation, parking and other support facilities.

**COMMUNITY PARK.** Community Parks serve a broader purpose than neighborhood park. They are usually larger parks which provide both passive and active recreation which may accommodate larger group activities. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.

**CULTURAL CENTER.** Indoor or outdoor facilities for the performing arts, fine arts, and museums that include parking and support facilities.

**ENVIRONMENTAL EDUCATION.** Programs that focus on the knowledge of ecological and natural systems. Programs which promote an understanding of nature and provide skills to change behavior that will lead to informed decision-making, pro-action, and understanding of the natural world.

**FACILITY STANDARDS.** A measure of the ability of parklands and recreational facilities to meet community needs. Facility standards are may be expressed quantitatively by the number of facilities needed to serve a certain number of residents (IE: 15 acres of park land per 1,000 population), or by the distance or relative service area by which they are intended to serve (IE: a neighborhood park intended to provide recreational services to residents within a one-half mile distance of the park).

Standards development is based on a comparison of existing local parks and recreation facilities with national standards developed by the NRPA, the standards of other local communities of comparable size, and the expressed desires of residents.

**FISHING ACCESS FACILITY.** River or lake facilities intended for on and off shore fishing activities which may include boat launch/retrieval ramps, docks, paring and support facilities. May also include picnic tables, benches, and restroom/concession buildings.

**GOLF COURSE.** May be either an 18 or 9 hole course. The length and course type may vary from a par-3 executive course to a full length standard course. Support facilities may include a clubhouse, driving range, putting green and parking.

**GREENWAYS.** Linear open space, natural resource areas, or recreation corridors often associated with waterways, rivers and streams that may be shared by humans and wildlife. Other characteristics include canyons, abandoned railways, utility corridors, etc. Greenways effectively tie park system components together to form a continuous park environment. Trails, including trailheads and trail facilities, may also be included within greenways.

**INFRASTRUCTURE.** Roads, water systems, sewage systems, systems for storm drainage, telecommunications and energy transmission and distribution systems, bridges, transportation facilities, parks, schools and public facilities.

**LEVEL OF SERVICE.** The extent to which services meet community park and recreation needs and protect resources.

**LINEAR PARK.** Linear parks are elongated public recreation areas/corridors which may include open space areas, landscaped areas and other land types. They may be located along abandoned railroad right-of-ways or utility easements, dikes, rivers or streams. Their functions may be singular in purpose or multi-use. Linear parks often provide linkages to other parks, neighborhoods, public areas, schools and/or communities.

**LOCAL COMPREHENSIVE PLAN.** A generalized, coordinated land-use map and policy statement of the governing body of a city, county or district that interrelates functional and natural systems and activities related to the use of land, consistent with state law.

**MINI/POCKET PARK.** A Mini-park is usually very small in size, and used to address limited, isolated or unique recreational needs.

**NATURAL RESOURCE INTERPRETIVE CENTER/FACILITY.** Indoor and outdoor facilities that provide exhibits and educational information about the environment. Centers may be located within a

specific park or be in support of a significant natural resource area. Indoor facilities may include meeting rooms, auditoriums, display rooms, restrooms, concession areas, staff offices, parking and support facilities. Outdoor facilities may include trails, bridges, benches, interpretive signs, overlooks, observation blinds and demonstration areas.

**NATURE PARK.** A large park in a relatively natural condition with little development. Its use is balanced between preservation of natural habitats and natural resource based, complimentary type recreational facilities and activities.

**NATURAL AREA.** A landscape unit set aside for preservation, and composed of significant natural resources, remnant landscapes, open space, visual aesthetics/buffering, plant and animal communities, water bodies, and geology, largely devoid of man-made structures, and maintained/managed in such a way as to promote or enhance populations of wildlife.

**NEIGHBORHOOD PARK.** The basic unit of a park system which serves as the recreational and social focus of the neighborhood. The primary focus is on informal active and passive recreation. Preferred size is relative to local needs, but an optimal size is 5 to 10 acres.

**OPEN SPACE.** Publically or privately owned areas of land including parks, natural areas and areas of very low density development that are available for public congregation. Open space areas may be landscaped, natural, partially developed or paved. Open space may also be included within any type of park land classification.

**PARK/PARKLAND.** Public or private land designated for recreational use.

**PATHWAY.** See ATrail.

**PICNIC AREA (GROUP).** Sheltered or open areas for large gatherings with tables, BBQ grills, water, electric utility, restrooms and parking. It may be adjacent to other complimentary recreational facilities and programmed for reservations or available on a first-come, first-serve basis.

**PLAYGROUND.** Play areas with specialized equipment for children which may be located in all types of parks.

**PRIVATE PARK/RECREATION FACILITY.** Facilities that are privately owned, but not exclusive. Such areas may be available for public use on a fee basis and also contribute to the public park and recreation system.

**REGIONAL CENTER.** Area of mixed residential and commercial use that serve hundreds of thousands of people and are easily accessible by different types of transit. Examples include traditional centers such as downtown Gresham and new centers such as the Clackamas Town Center.

**REGIONAL PARKS.** Regional Parks are recreational areas that serve a community and beyond. They are usually large in size, and offer unique recreational uses.

**RURAL PARKS.** Parks which is located in a rural area outside the Metro Urban Growth Boundary.

**RURAL RESERVES.** Areas that are a combination of public and private lands outside the UGB, used primarily for farms and forestry. They are protected development by very low-density zoning and serve as buffers between urban areas.



**SCHOOL PARK.** A park adjacent to a school. May be owned or managed by the school district or in cooperation a local park and recreation service provider.

**SKATEBOARD/IN-LINE FACILITY.** Specialized lighted or unlighted, covered or uncovered skating facilities with ramps and jumps, hockey-size rinks with goals, and support facilities. May be supervised or unsupervised depending on the programming level desired.

**SOCCKER FIELD.** Lighted or unlighted fields for soccer. Field dimensions may vary for different skill/age groups. The need for parking, restrooms, concession buildings and support facilities is dependent on the programming level desired.

**SOFTBALL FIELD.** Lighted or unlighted fields for softball. Field dimensions may vary for different skill/age groups. The need for parking, restrooms, concession buildings and support facilities is dependent on the programming level desired.

**SPECIAL USE AREAS/PARKS.** Parks and areas dedicated to special purpose activities.

**STATE PARKS.** Parks that are managed as a unit of the Oregon State Parks & Recreation System.

**STATION COMMUNITIES.** The area generally within a one-quarter to one-half mile radius of light-rail stations, or other high-capacity transit that is planned as a multi-modal community of mixed uses and substantial pedestrian accessibility improvements.

**SUPPORT FACILITIES.** Facilities which themselves do not provide recreational activities, but which support the activities provided by recreational facilities. Examples include roads and parking, restroom/concession buildings, utilities, etc.

**SWIMMING POOL.** Indoor or outdoor facilities which may include lap, wave or wading pools, water playgrounds, observation and deck areas, restrooms/locker rooms, parking and support facilities.

**TENNIS COURT.** Lighted or unlighted courts for tennis. The courts may have hard, clay or grass surfaces. Dimensions are generally standardized regardless of the skill or age level, but area dimensions differ if other than recreational use is intended. The need for parking, restrooms/concessions, pro-shops, and support facilities is dependent on the programming level desired.

**TRAIL.** A primarily off-street path or track. May be of natural or improved surfaces such as dirt, compacted rock, wood chips, asphalt, concrete, boardwalk, turnpike or puncheon structure. May be developed and programmed for singular, multiple, or specialized uses. Can be land or water based and include opportunities for jogging, biking, hiking, exercise, nature, equestrian, BMX, canoeing and boating. Surface, length and width are dependent on the level of programming desired.

**TRAILHEAD.** A public access point to trails which may include support facilities such as parking informational signage, restrooms and potable water.

**TOWN CENTERS.** Areas of mixed residential and commercial use that serve tens of thousands of people. Examples include the downtown areas of Forest Grove and Lake Oswego.

**UNDEVELOPED LAND.** Undeveloped land which may or may not be designated for a specific use or function.

**URBAN GROWTH BOUNDARY (UGB).** The boundary that identifies urban and urbanizable lands needed during the 20-year planning period to be planned and services to support urban development densities, and which separates urban and urbanizable lands from rural lands.

**URBAN PARK.** A park located within an urban area.

**URBAN PLAZA.** Multipurpose paved, landscaped, or developed area within high density urban developments. May be located along transit corridors, downtown areas, regional centers, town centers, and in town squares.

**URBAN RESERVE AREA.** An area adjacent to the present UGB defined to be a priority location for any future UGB amendments when needed. Urban reserves are intended to provide cities, counties, other service providers, and both urban and rural land owners with a greater degree of certainty regarding future regional urban form. Whereas the UGB describes an area needed to accommodate the urban growth forecasted over a 20-year period, the urban reserves plus the area inside the UGB estimate the area capable of accommodating the growth expected for 50 years.

**WILDLIFE CORRIDOR.** Linear natural areas and habitats which serve as an avenue for wildlife movement.

## **Exhibit D**

### **National Recreation and Parks Association – Resource Information**

#### **Facility Space Standards LOS Case Study: Greenville, USA**

# Facility Space Standards



A facility space guideline is an expression of the amount of space required for a specific recreation facility, such as a children's playground, a picnic area, or a softball diamond.

Very little has changed with recreation facility standards in the past decade. Because of the substantial changes suggested for computing the LOS, this publication takes a more deferential approach than its predecessor to community judgment with respect to sizing the different types of parks.

Recent research on the use of Recreation, Park and Open Space Standards and Guidelines (NRPA, 1983) suggests that few jurisdictions feel that nationally prescribed minimums by park type are feasible.

---

## *Facility Space Guideline*

*An expression of the amount of space required for a specific recreation facility.*

---

This section presents the activity/facility standards for a menu of facilities needed for basic recreation activities. Keep in mind that when a park size is being considered, the planner must consider not only the LOS but also the amount of space needed to safely develop and use facilities such as playgrounds and volleyball courts. Today, planners are providing more off street parking, more spectator space, more space to separate facilities, and more space for amenities.

A community can select a facility menu which best satisfies the needs of the citizens. The following table is adopted from the 1983 publication, with the qualification that planners use these as guidelines rather than axioms. Since citizens are taking a more active role in deciding what kind of parks and facilities they want in their community, this seems to be the most sensible approach. As has been stated and restated, the primary concern of park and recreation administrators is to see that there is enough park land, located in the right places, at the time people are there to use it. Park facilities can be cycled as needs, tastes and types of equipment and leisure choices change. But, if a community comes up short of land, this may be a difficult and expensive deficiency to overcome.

Recent research found considerable difference in facility development among the 38 national gold medal award winning park and recreation departments from 1985 through 1992. This was the decade when *Recreation, Park and Open Space Standards and Guidelines* was in

widespread use across the United States. A general consensus was that the facility standards are useful as guidelines, but that a community should determine what mix of facilities best meets its specific needs. Many believe that the cost of strict adherence to those standards is not realistic in the 1990s market place (Martin, 1993).

The trend in park and recreation planning is to utilize market research to determine relevant recreation needs. This is based on the facility capacity/demand to participate concept. This seems more credible than relying on the strength of popular fads. Specialized facilities in the 1990s, which in many cases can be provided by the private sector, should be developed only with strong market data to support a need (demand) for the facility.

If it is the intent of a park and recreation department to generate interest in a particular recreation activity or park facility, a reasonably priced pilot program makes economic and political sense. While many optimists may feel imbued with "Field of Dreams" fervor, it makes no sense to rush into a massive commitment of scarce public funds, only to find out later that "they did not come". Given the increasing number of business people getting involved in local government, there will be more empiricism demanded of public officials wishing to develop major facilities with a hefty maintenance cost.

In deference to the direction of local government planning and budgeting in the 1990s, the number of units per population for a facility development has been deleted from the *Suggested Facility Development Standards*. This reflects a conviction that each community must shape basic facility standards and park classifications or definitions to fit individual circumstances.

In order to keep up with the space requirements for new kinds of facilities, recreation and activities, park and recreation planners and others can consult with NRPA, professional associations, and equipment manufacturers for technical assistance.

<i>Suggested Outdoor Facility Development Standards</i>				
Activity Format	Recommended Size and Dimensions	Recommended Space Requirements	Recommended Orientation	Service Radius and Location Notes
Badminton	Singles—17' x 44' Doubles—20' x 44' with 5' unobstructed area on both sides.	1622 sq. ft.	Long axis north - south	1/4 - 1/2 mile. Usually in school recreation center or church facility. Safe walking or biking or biking access.
Basketball 1. Youth 2. High school 3. Collegiate	46' - 50' x 84' 50' x 84' 50' x 94' with 5' unobstructed space all sides.	2400-3036 sq. ft. 5040-7280 sq. ft. 5600-7980 sq. ft.	Long axis north - south	1/4 - 1/2 mile. Same as badminton. Outdoor courts in neighborhood/community parks, plus active recreation areas in other park settings.
Handball (3-4 wall)	20' x 40' with a minimum of 10' to rear of 3-wall court. Minimum 20' overhead clearance.	800 sq. ft. for 4-wall, 1000 sq. ft. for 3-wall.	Long axis is north - south. Front wall at north end.	15 - 30 min. travel time. 4-wall usually indoor as part of multi-purpose building. 3-2 all usually in park or school setting.
Ice hockey	Rink 85' x 200' (Min. 85' x 185') Additional 5000 22,000 sq. ft. including support area.	22,000 sq. ft. including support area.	Long axis is north - south if outdoors.	1/2 - 1 hour travel time. Climate important consideration affecting no. of units. Best as part of multi-purpose facility.
Tennis	36' x 78'. 12 ft. clearance on both ends.	Min. of 7,200 sq. ft. single court area (2 acres per complex).	Long axis north - south.	1/4 - 1/2 mile. best in batteries of 2 - 4. Located in neighborhood/ community park or near school site.
Volleyball	30' x 60'. Minimum of 6' clearance on all sides.	Minimum 4,000 sq. ft.	Long axis north - south.	1/2 - 1 mile.
Baseball 1. Official  2. Little League	Baselines - 90' Pitching dist - 60.5' Foul lines - min. 320' Center field - 400' +  Baselines - 60' Pitching distance - 46' Foul lines - 200' Center field - 200'-250'	3.0 - 3.85 A min.  1.2 A min.	Locate home plate so pitcher is not throwing across sun, and batter not facing it. Line from home plate through pitchers mound to run east-northeast.	1/4-1/2 mile. Part of neighborhood complex. Lighted fields part of community complex.
Field Hockey	180' x 300' with a minimum of 10' clearance on all sides	Minimum 1.5 A	Fall season - Long axis northwest or southeast. For longer periods, north/south	15-30 minute travel time. Usually part of baseball, football, soccer complex in community park or adjacent to high school.
Football	160' x 360' with a minimum of 6' clearance on all sides.	Minimum 1.5 A	Same as field hockey.	15 - 30 min. travel time. Same as field hockey.
Soccer	195' to 225' x 330' to 360' with 10' minimum clearance on all sides.	1.7 - 2.1 A.	Same as field hockey.	1 - 2 miles. Number of units depends on popularity. Youth popularity. Youth soccer on - smaller fields adjacent to fields or neighborhood parks.



Golf - driving range	900' x 690' wide. Add 12' width each additional tee.	13.5 A for min. of 25 tees.	Long axis is southwest-northeast with golfer driving northeast.	30 minute travel time. Park of golf course complex. As separate unit may be privately operated.
1/4 mile running track	Over-all width - 276' length - 600'. Track width for 8 - 4 lanes is 32'.	4.3 A	Long axis in sector from north to south to northwest - southeast, with finish line at north end.	15-30 minute travel time. Usually part of a high school or community park complex in combination with football, soccer, etc.
Softball	Baselines - 60' pitching dist. - 45' men. 40' women Fast pitch field radius from plate - 225' Slow pitch - 275' (men) 250' (women).	1.5 - 2.0 A	Same as baseball. indimensions for 16".	1/4 - 1/2 mile. Slight difference May also be used for youth baseball.
Multiple use court (basketball, tennis, etc.)	120' x 80'	9,840 sq. ft.	Long axis of court with primary use north and south.	1 - 2 miles, in neighborhood or community parks.
Archery range	300' length x minimum 10' between targets. Roped, clear area on side of range minimum 30', clear space behind targets minimum of 90' x 45' with bunker.	Minimum 0.65 A	Archer facing north + or - 45 degrees.	30 minutes travel time. Part of a regional/metro complex.
Golf				
1. Par 3 (18 hole)	Average length varies -600 - 2700 yards.	50 - 60 A	Majority of holes on north/south axis	1/2 - 1 hour travel time
2. 9-hole standard	Average length 2250 yards.	Minimum of 50 A		9-hole course can accomodate 350 people/day.
3. 18-hole standard	Average length 6500 yards.	Minimum 110 yds		500 - 550 people/day.  Course may be located in community, district or regional/metro park.
Swimming pools	Teaching - min. 25 yds x 45' even depth of 3-4 ft.  Competitive - min. 25 m x 16 m. Min. of 25 sq. ft. water surface per swimmer. Ration of 2 to 1 deck to water.	Varies on size of pool and amenities. Usually 1 - 2 A sites.	None, but care must be taken in siting life stations in relation to afternoon sun	15 to 30 minute travel time. Pools for general community use should planned for teaching competitive and recreational purposes with enough to accomodate 1m and 3m diving boards. Located in community park or school site.
Beach areas	Beach area should have 50 sq. ft. of land and 50 sq. ft. of water per user. Turnover rate is 3. There should be a 3-4 A supporting area per A of beach.	N/A	N/A	1/2 to 1 hour travel time. Should have a sand bottom with a maximum slope of 5%. Boating areas completely segregated from swimming areas. In regional/metro parks.

---

## ***Impact of The Americans With Disabilities Act (ADA) on Facilities Design***

---

An equally important aspect of developing a quality park system lies in how well it serves the needs of the disable. More now than ever before, municipalities have a responsibility (morally as well as legally) to provide a reasonable level of accessibility (to parks and programs) for individuals with varying levels of ability.

To help ensure that this in fact happens, Congress enacted The Americans With Disabilities Act (ADA) of 1992 - that provide for equal access to all users of public (and private) facilities and programs. Although still largely untested, the basic intent of the act is clear; reasonable equal access opportunities must be provided to those with disabilities.

There are no requirements within the ADA which mandate any spatial requirements relative to the size of any particular type of park and recreation facility. The act does, however, mandate that park areas and facilities be reasonably accessible and usable to all populations. The extent to which compliance with the act will impact the size or configuration of a particular facility is likely to be inconsequential in terms of a particular facilities size. It may, however, dictate some changes to specific design guidelines in response to the act. In July 1994 the U.S. Architectural and Transportation Barriers Compliance Board, Recreation Access Advisory Committee published the *Recommendations for Accessibility Guidelines: Recreational Facilities and Outdoor Developed Areas*, which provide detailed guidelines for all types of park and recreation facilities. It is recommended that each park planning agency incorporate these and subsequent guidelines and legal standards in the final determination of spatial and facility design guidelines for all units of the park, recreation and open space system. These accessibility guidelines are further complimented by the materials available on the concept of universal access.

---

## ***Historical Perspective***

---

On July 26, 1990, President bush signed one of the most important and far-reaching laws passed in recent years, the American With Disabilities Act (ADA).

The law requires that state and local government entities, places of public accommodation, and commercial facilities be readily accessible to persons with disabilities.

These new accessibility requirements have led to many questions on how efforts to make recreational facilities accessible can be balanced with the natural landscape of parks, greenways, and nature areas. The ADA accessibility requirements apply to public accommodations, commercial facilities, and state and local government entities. If you own, operate or lease a recreational facility, it is important to determine how your facility and programs must meet the requirements.

This broad sweeping law has enormous implications for the park and recreation field. For example, consider that there are over 50 million individuals with disabilities that are covered by this law. According to the American Planning Association, all programs, services, activities, and public meetings must be accessible to them to comply with the ADA.

The ADA gives individuals with disabilities civil rights protection parallel to that provided on the basis of race, color, national origin, sex and religion. The law consists of five titles: Title I covers employment discrimination; Title II relates to discrimination in the provision of services, programs, and activities of state and local governments; Title III prohibits discrimination in business and other public accommodation; Title IV covers telecommunications; and, Title V contains implementing provisions. Although all titles are critical, the parks and recreation community are most effected by Titles II and III.

Although enforcement of the ADA comes under the Civil Rights Division of the Department of Justice, matters relating to outdoors such as parks and recreation facilities will be directed under the Department of Justice.

---

### ***Required Actions***

---

For state and local governments and any public accommodation which would include park district facilities and programs, the ADA requires that all:

- Newly constructed buildings and facilities must be readily accessible.
- Renovations or alteration of existing buildings and facilities must be readily accessible.
- Barriers to accessibility in existing buildings and facilities must be removed when it is "readily achievable."

A structure is readily accessible if it meets the *ADA Accessibility Guidelines for Buildings and Facilities*. These guidelines are published by the Architectural and Transportation Barriers Compliance Board whose address is listed in the resources section of this document.

**New Construction:** The ADA requires that new facilities which are built for first occupancy after January 26, 1993, must be readily accessible to persons with disabilities. Design and construction is considered to occur after January 26, 1993, if a completed application for a building permit is filed after January 26, 1992.

To comply with the ADA, park and recreation agencies will need to adopt a consistent and thoroughly documented approach to the planning, design and management of areas and facilities within their system.

**Alterations to Existing Buildings:** The ADA requires that if a building or facility is altered after January 26, 1992, the renovations must be readily accessible to individuals with disabilities. An "alteration" means a change to a building or facility that affects the usability of the building. Alterations include remodeling, renovation, rehabilitation, restoration, reconstruction, and changes or arrangements in structural elements or in any reconfiguration of walls or partitions.

In addition to making the alteration accessible, access to a primary function in the building such as a telephone, restroom or drinking fountains serving the area must be made accessible to individuals with disabilities.

Prior to the ADA, only the federal government and federally funded programs were required to make all facilities and services accessible to persons with disabilities under the Architectural Barriers Act of 1968 and Rehabilitation Act of 1973. Currently, all government entities including park agencies are required to comply regardless of their funding sources.

Some minimum requirements include but are not limited to:

- One accessible route from site access point, such as a parking lot, to the primary accessible entrance must be provided. A ramp with a slope of no greater than 1:6 for a length of no greater than two feet may be used as part of this route. Otherwise a slope of maximum 1:12 is allowed.
- One accessible public entrance must be provided.
- If toilets are provided, then one accessible unisex toilet facility must be provided along an accessible route.
- Only the publicly used spaces on the level of the accessible entrance must be made accessible.
- Any displays and written information should be located where they can be seen by a seated individual and should provide information accessible to the blind.

**Removal of Barriers:** The ADA requires all public accommodations, programs, and facilities of state and local governments must removed architectural and communication barriers. An architectural barrier is a physical barrier to access, including steps, narrow doors, sidewalks, texture changes in the floor, and placement of signs and furniture. A communication barrier is one that is an integral part of the physical structure of the facility such as telephones mounted too high, the absence of Braille markings on elevators and signage, and alarms that only give audio signal.

In many cases, the removal of architectural and communication barriers is not that difficult. The park district should create an overall policy plan for the removal of barriers in a prioritized schedule. Persons with disabilities within the park district should be invited to register their comments and preferences as part of the prioritization.

Making curb cuts in the sidewalks, installing grab bars in restrooms, widening entrances, creating accessible parking spaces, installing a paper cup dispenser at an existing drinking fountain, and removing high pile carpet are some of the simple ways access can be achieved.

**Outdoor Recreational Facilities:** The special Programs and Populations Branch of the National Park Service working in conjunction with the United States Forest Service has published a very clear, concise document outlining the methods that local park districts can use to comply to the Americans With Disabilities Act of 1990 in outdoor recreational facilities. An excellent resource, "Design Guide for Accessible Outdoor Recreation" prepared by the USFS with SPPB, contains specific guidelines for creating accessible campgrounds, restroom facilities, picnic areas, trails, equestrian centers, docks, piers, and other outdoor recreational areas. The underlining concept of the National Park Service is that any outdoor recreational facility should be accessible consistently with the level of development existing at the facility.

The guide states, "this guide establishes a framework of direction for new and retrofitted recreation sites and facilities requiring that all recreation visitors should have the opportunity to participate in programs and services to the highest level of access feasible for persons with disabilities when compared to that offered other visitors."

Highly developed sites with parking lots, restrooms, structures for public gatherings, and recreational facilities such as swimming pools, tennis courts, and basketball courts should have highly developed routes for accessibility. On the other end of the spectrum, fragile natural areas with limited development and limited recreational facilities should have the minimum of accessible routes to the site.

The accessibility level should be consistent with the development level of any facility owned, operated, leased or managed by the park district. It deals with the main components that should be accessible in all areas such as travel to and from selected activities. This document is listed in the resource section and can provide clear guidance to park district officials struggling with methods to make their recreational trail system, recreational facilities, and public programs accessible for people with disabilities.

**Services and Programs:** The ADA requires that all public entities must operate each service, program, or activity so it is accessible to persons with disabilities. If the park district offers a program or an activity that is in a building that is not accessible, the district must:

- Remove the barrier to access in the facility.
- Shift the location to an accessible site.
- Provide the service in some alternative method like outreach program in different facilities.
- Construct a new facility for park district programs.

---

### ***Timeframe for Compliance***

Section of the ADA become effective at different times. New construction completed after January 26, 1993, must comply with accessibility standards; alterations made after January 26, 1992, must meet the accessibility standards; and barriers must be removed by January 26, 1995.

Since the development of guidelines pertaining to park and recreation access and use are in process as of the time of this requirement relative to the size of any particular type of park or recreation facility. The act does, however, mandate that all areas and facilities be accessible and usable.

## GLOSSARY

**Amenity Infrastructure** - The system of amenity resources, including both landscape and other design elements, and built facilities such as museums, libraries, sports facilities, stadiums, and performing and visual arts centers, which individually and collectively contribute to a livable community.

**Benefits-Based Approach** - An approach to evaluating the delivery of park and recreation resources, facilities and services which focuses on identifying the economic, environmental and social benefits specifically and directly attributable to the cost of providing the opportunities from which the benefits are derived.

**Biofiltration** - The filtration of storm water runoff through biodegradable materials which are themselves returned to the ecosystem in an environmentally safe manner.

**Customer** - The user, consumer, patron, guest, stakeholder or visitor who consumes a product, resource or service provided "free," at some level of fee or user charge below the true cost, or at full cost from a park and recreation agency or private concessionaire operating under the control of the park and recreation agency.

**Eco-recreation** - Outdoor recreation opportunities dependent upon a diverse and undisturbed landscape setting. Eco-recreation is sometimes referred to as eco-tourism.

**Environmental Scan** - A situational analysis involving identification of agency strengths and weaknesses, and external opportunities and threats, for the purpose of developing a strategic approach to planning.

**Exaction** - The process of shifting forward to new development the cost of infrastructure, the need for which is generated by new residents. Park land and the development of recreation facilities can be exacted from a developer as land, cash-in-lieu of land and/or an impact fee as a condition of subdivision plat approval.

**First wins** - Successful accomplishments early in the implementation phase of the comprehensive plan, usually outlined in the Action Program within the plan.

**Gentrification** - The process of aging and the study and response to the aging process.

**Greenway** - A linear area maintained as open space in order to conserve natural and cultural resources, and to provide recreational opportunities, aesthetic and design benefits, and linkages between open space and recreational facilities and between these facilities and their users.

**Impact fees** - A one-time fee levied against new development to cover the development's proportionate share of the cost of providing the infrastructure (including parks and recreation) needed to fill the demand created by residents of the development. (Also referred to as development exactions or proffers.)



**In-fill Development** - Development of vacant parcels of land within the inner city, or in established neighborhoods, which for some reason were passed over when the initial development occurred, or were cleared of substandard structures and are ready for new development. In-fill development has the potential to overtax the capacity of the existing infrastructure if the development density exceeds the density for which the infrastructure was designed.

**Infrastructure** - The public and private utilities and services provided to developable property. Items of infrastructure include streets, water, sewer, storm drainage, electricity, telephone, cable, natural gas, solid waste collection, schools, parks and recreation, and public libraries.

**Interlocking** - The use of corridors of land and/or water which connect larger parcels, providing an interconnected system within a community or region.

**Latent Demand** - That demand for goods or services which cannot be met because of a lack of market capacity to respond to the demand. In the context of the park and recreation LOS calculation, latent demand is the demand for recreation facilities and activities which cannot be satisfied with the existing facility capacity.

**Leadership Plan** - An element of the comprehensive park, recreation and open space plan which sets forth the mission, management philosophy, and values of the organization, including the organizational structure and leadership positions needed to implement each action item of the plan.

**Level of Service (LOS)** - An expression of the minimum recreation and park infrastructure capacity required to satisfy the park and recreation needs of residents of a community. The LOS is expressed as acres/1000 population.

**Level-one Environmental Assessment** - An early reconnaissance study to determine if environmental contamination and liability is present on a site proposed for acquisition.

**Light Traffic** - Lightweight, slower moving, non-motorized forms of transportation, such as bicycles, feet, in-line skates, horses, wheelchairs, etc.

**Mandatory Dedication** - An ordinance which requires a developer to dedicate park land (and/or cash in lieu of land) as a prerequisite for plat approval.

**Park Trail** - A trail designed for activities within a park, recreation, open space area or greenway.

**Rational Nexus Test** - A court-fashioned test, first used by the Wisconsin Supreme Court in *Jordan v. Menomonee Falls* [28 Wis. 2d 608; 137 N.W. 2d 442 (1965), appeal dismissed 385 U.S. 4, 87 S. Ct. 36, 17 L.Ed. 2d 3 (1966)], in which the court held that the exaction of land and/or money for recreational purposes from a subdivision plat was a valid exercise of the police power if there was a "reasonable connection [nexus] between the need for the additional recreational facilities and the growth generated by the new development."

**Roughly Proportional Test** - A term created by the U.S. Supreme Court in *Dolan v. City of Tigard* [No. 93-518, U.S. S.Ct. (1994)] to best encapsulate the court's interpretation of the Fifth Amendment. The court stated "No precise calculation is required, but the city must make some sort of individualized determination that the required dedication is related both in nature and extent to the impact of the proposed development."

**Stakeholder** - Group or individual who can affect, or is affected by, the achievement of the organization's mission; examples include managers, employees, policy makers, suppliers, vendors, citizens, and community groups.

**Strategic Plan** - Sometimes referred to as a comprehensive plan or business plan. The purpose of the strategic plan is to establish a preferred course of action and to position the agency in the environment in which it operates.

**Sustainable Landscape** - A landscape enhanced and maintained to the highest degree of ecological harmony.

**Systems Planning** - The process of assessing the park, recreation, open space and greenway facility needs of a community and translating that information into a framework for meeting the physical, spatial and facility requirements to satisfy those needs.

**Transportation Enhancements** - Facilities and amenities such as bicycle paths, walking paths, rights-of-way landscaping, lighting, and motorist information signs which are funded from the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA).

**Urban Growth Management** - A package of public strategies, policies, codes and ordinances which are designed to keep the pace of urban growth in line with the fiscal capability of a jurisdiction to finance the required infrastructure, plan to protect natural resources and the environment, and maintain the desired quality of life in the community.

## **SUGGESTED REFERENCES & RESOURCES**

Mertes, James D. PhD, CLP and Hall, James R., CLP, *Park, Recreation, Open Space & Greenway Guidelines*, National Recreation & Park Association 1996.

National Recreation & Park Association - Pacific Service Center

Pam Earle, CLP, Regional Director

350 South 33<sup>rd</sup> Street #103

Federal Way, Washington 98003

(253) 661-2265

Fax (253) 661-3929

National Recreation & Park Association

22377 Belmont Ridge Road

Ashburn, Virginia 20148

(703) 8580784

[www.nrpa.org](http://www.nrpa.org)

## Case Study: Preparing a LOS for "Greenville USA"

There are several ways a community may go about arriving at an acceptable park and recreation space standard. For purposes of illustration, consider a hypothetical community called "Greenville USA"

Greenville is a community of 20,000 people. It is located in an agricultural and forested region about 15 miles from the entrance to a national parkway. A fairly wide river with a low, wet floodplain flows through the community. A part of the shoreline of a 500-acre lake is within the community. There are expensive take front retirement homes located around the take shoreline. The town has a large sawmill, a major flourmill, and the usual mix of commercial/retail and professional business. This is a delightful area in which to live and work. It has the quality of life that many high-tech companies are seeking for relocation and expansion sites.

The town has 14 mini-parks located on 1 acre parcels in various neighborhoods, some with apartment complexes. Two other residential neighborhoods have neighborhood parks on 5-acre tracts. The town center neighborhood has a 15-acre community park, and an outlying, sparsely Populated area has a 40-acre athletic complex. The flood plain of a stream flowing through town has been acquired over time and has been developed as a community greenway park which

provides several light traffic transportation alternatives, consistent with the flood plain hydraulics and environmental constraints. -This floodplain is a major natural resource feature element within the community. There are large patches of upland forest within the community, which drain through small creeks and streams. Together these features provide the major natural resource structuring elements within the community landscape. The parks receive reasonably heavy use; however, the residents have begun to complain about all the tourists that use the town center park on the weekend. The town manager gets frequent calls from a resident complaining that the tennis courts seem to be constantly busy, which means many people don't have a chance to play.

To further complicate matters, rumor has it that a major corporation is looking at several thousand acres adjacent to the city as the site for a new high-tech Research Park, electronic assembly plant, and housing development. Other developers have heard this and are shopping for available parcels to begin platting new subdivisions. The town is ready for a major growth surge.

Greenville has never had an official comprehensive park and recreation plan. The existing sites were purchased by the town council as needed. These parks appeared to\* doing the job, so there was never a need to worry about justifying the expenditure of tax funds for the facilities. In the past, some state and federal grant money was used to add new playground equipment, lighting, a few new ball diamonds, and an athletic field. The town manager just did as he was instructed by the town council or as he intuited.

Under current conditions, Greenville's Level of Service (LOS) is 79 acres per 20,000 people, or 3.95 acres per 1,000 people. This LOS seems deficient when compared to the common standard" of 10 acres per 1,000 people. But is it? Aside from the tennis court complaints, Greenville residents seem to be well served by their park, recreation and open space system. The larger question at this point is whether it is practical and economically feasible to maintain a higher standard in the future. What is a reasonable amount of land needed to provide an acceptable LOS within the fiscal and public policy paradigm of the future? The problem is that

while 3.95 acres per 1,000 people is below the "standard" of 10 acres per 1,000 people there is no empirical base from which to link either LOS to needed facilities and areas. Each LOS carries with it social and economic costs. If in the minds of the community, this amount of parkland is doing the job, the standard in this context is adequate and imposes no economic or political burden on the community. If on the other hand the community is beginning to voice concern about frequent overcrowding and turn-aways at facilities, then perhaps the time has come to make some changes in the system.

At this point, the town council could take several avenues to define what an acceptable future LOS for parks and recreation should be and what is the most effective and efficient way to deliver that service. They could intuitively decide that they would like the system-wide LOS to be 6 acres/1000 population, because they believe this could deliver enough land on which to NAM their recreation facilities and offer their recreation programs.

Another approach would be to seek assistance from the state outdoor recreation planner. This could result in a suggestion that similar communities throughout the state were able to deliver an acceptable level of park and recreation services with 3 acres/1000 people. Which is correct?

The answer is that LOS which best meets the needs of the present and future residents of Greenville and is achievable under the conditions which exist in the community now, and that can be reasonably expected to occur in the future. While we need visionary long-range planning, particularly to protect valuable natural and historical resources, we must also bear in mind that in highly dynamic communities the life cycle of a plan can be very short. There must be the ability to revise and redirect investments in resources, products and services on short notice in response to a calamity or window of opportunity.

If the town council decides to look ahead at the potential new growth and put in place a planning system to deal with this growth, then the time has come to undertake a comprehensive park, recreation, and open space planning study.

The park and recreation planner or consultant for Greenville could use the following procedure to calculate the LOS. The procedure uses simple numbers that can be obtained using the directions provided. This will generate reliable data for defining community needs and defending the costs to be incurred in implementing the LOS.

The first task is to make an inventory of the existing recreation supply. This inventory should include all lands, waters and facilities that provide any kind of recreation opportunity, and that are to be considered in the ultimate community LOS.

Recreation demand for a small community like Greenville is calculated by ascertaining recreation use or activity participation through of a "menu" of park and facilities. Using the Recreation Activity Menu is the foundation upon which the subsequent steps are built. The LOS is derived in the following steps:

1. Determine the type of parks or Park Classifications for which LOS standards will apply.

For example:

### Greenville Park Classifications

Park Classifications	LOS will apply	LOS will not apply
Mini-Parks	X	
Neighborhood Parks	X	
Community Parks	X	
Athletic Complexes	X	
Natural Areas Preserves		X
Historic District Parks		X
Greenways		X
Ornamental Features		X

2. Determine typical *Recreation Activity Menus* for each park classification for which the LOS will apply.

For example:

### Greenville Recreation Activity Menus By Park Classifications

Activity	Mini	Neighborhood	Community	Athletic
Tot Lot	1	1	1	1+
Family Picnic	2 tables	5 tables	10 tables	N/A
Open Space	1/2 acre	3 acres	10 acres	N/A
Group picnic	N/A	N/A	2 shelters	5 shelters
Outdoor Basketball	N/A	1 court	2 courts	4 courts
Outdoor Tennis	N/A	1 court	4 courts	8-court complex
Athletic Fields	N/A	N/A	2 baseball/football	5 softball
Walking/Jogging	N/A	1/4 mile	1 1/2 miles	2 miles
Indoor Basketball	N/A	N/A	1 court	2 courts
Indoor Crafts	N/A	N/A	2 rooms	4 rooms
Indoor Fitness	N/A	N/A	2 rooms	3 rooms
Auditorium	N/A	N/A	N/A	1
Meeting Rooms	N/A	N/A	1 room	1 room
Concessions	N/A	N/A	N/A	1+
Swimming Pool	N/A	N/A	1 community	1 Olympic
Maintenance Yard	N/A	N/A	N/A	1
Parking	N/A	5 spaces	150 spaces	400 spaces

I Determine the Park Size Standards for each park classification for which the LOS will apply. For example, using our Greenville Park Classification, the park size standards are:

### Greenville Park Size Standards

Park Classification	Minimum Size
Vest Pocket Parks	1 acre
Neighborhood Parks	5 acres



Community Parks	25 acres
Athletic Complexes	40-90 acres

4. Determine the present Supply of each recreation activity.

$$\begin{array}{ccc} \text{Expected Use} & \times & \text{Availability} \\ \text{(# Visits/Day/Unit)} & & \text{(# Days/Year/Unit)} \end{array} \quad \text{Recreation Facility Supply} \\ \text{(# Visits Available/Year/Unit)}$$

Example: *Neighborhood Park Tot Lot*

After reviewing attendance records, talking to park and recreation managers, and observing actual tot lot use, it was determined that the expected use of a typical neighborhood tot lot in Greenville is 49 visits per day. It was also determined through the same means that the availability of the tot lot was 340 days per year. This means that the tot lot was not available for 25 days during the year due to bad weather and periodic preventive maintenance. Therefore, recreation facility supply for the neighborhood tot lot is:

$$\begin{array}{l} \text{Expected Use} = 49 \text{ Visits/Day/Tot Lot} \\ \text{Availability} = 340 \text{ Days/Year/Tot Lot} \end{array}$$

$$49 \text{ Visits/Day/Tot Lot} \times 340 \text{ Days/Year/Tot Lot} = 16,660 \text{ Visits Available/Year/Tot Lot}$$

5. Determine the *Demand* for each recreation activity choice.

Demand Formula:

$$\begin{array}{ccc} \text{Recreation Participation} & \times & \text{Participation} \\ \text{Frequency} & & \\ \text{(# Participants/Year/Unit)} & & \text{(# Visits/Year/Unit)} \end{array} \quad \text{Sample Size}$$

$$\begin{array}{c} \text{Recreation Facility Demand} \\ \text{W Visits Required/Person/Year/Unit)} \end{array}$$

Example: *Neighborhood Park Tot Lot*

Greenville conducted a telephone survey interviewing 1,200 households containing 4,500 people. Questions were asked about activity participation and participation frequency in the menu of recreation choices for each person in the household. The survey used standard techniques appropriate for telephone sampling of a stratified random group. Based on the survey's findings, 2,353 people enjoyed the use of neighborhood park tot lots during the year, averaging 15 visits per year. Recreation facility demand for the neighborhood tot lot is calculated as follows:

Recreation participation = 2,353 People/Year  
Participation Frequency = 15 Visits/Person/Year

$$\frac{2,353 \text{ People/year} \times 15 \text{ People/Visits/year}}{1} = 4,500 \text{ People in Survey}$$

7.84 Visits Required/person/year/Tot Lot

6. Determine the *Minimum Population Service Requirement* for each recreation activity choice.

*Minimum Population Service Formula:*

Recreation Facility Supply (# Visits Available/Yr./Unit)	Recreation Facility Demand Visits Required/Person/Yr./Unit)
---	--

**Minimum Population Service Requirements**  
(Minimum Persons Served/Yr./Unit)

Example: *Neighborhood Park Tot Lot*

From our previous example, it was determined that Recreation Facility Supply 16,660 visits available/year. It was also determined that Recreation Demand = 7.84 visits required/person/year. Minimum Populations Service Requirement for the neighborhood park tot lot example is calculated as follows:

Recreation Facility Supply = 16,660 Visits Available/Year/Tot Lot  
Recreation Facility Demand = 7.84 Visits  
Req'd/Person/Yr./Tot Lot

$$16,660 / 7.84 = 2,125 \text{ People Served/Year/Tot Lot}$$

7. Determine the LOS for each Park Classification.

*Level of Service by Park Classification Formula:*

**Park Acres/Classification - Total Population Served LOS by Classification**  
**1,000 People**

**Example: Level of Service for Neighborhood Park**

The Recreation Activity Menu for a neighborhood park in Greenville includes a tot lot, family picnicking, open space, basketball court, and a walking/jogging path. The minimum population served for each of these activities are:

### Greenville Neighborhood

#### Population Served

Activity	Population Served
Tot Lot	2,125
Family Picnic	1,300
Basketball Court	900
Walking/Jogging Path	1,574
<b>TOTAL SERVED</b>	<b>5,899</b>

We have previously determined that the minimum size for a neighborhood park is 5 acres. The level of service for a neighborhood park is calculated as follows:

Park acres/Classification 5 acres  
Total Population Served 5,889 people

$$\frac{5 \text{ acres} - 5,899 \text{ People}}{1,000 \text{ People}} = 0.85 \text{ acres/1,000 people}$$

8. Determine the Total LOS for the entire Greenville Park and Recreation System.

Total Park and Recreation System Level of Service Formula:

LOS Class 1 + LOS Class 2 + LOS Class 3 + LOS Class 4 Total Level of Service

Example: Total Level of Service for Greenville.

The LOS for each park class is calculated as follows:

#### Greenville Park System

#### Total Level of Service

Park Class	LOS
Mini	.52 acres/1000 people
+	
Neighborhood	.85 acres/1000 people
+	
Community	.93 acres/1000 people
+	
Athletic Complex	.89 acres/1000 people
<b>TOTAL LOS</b>	<b>= 3.19 acres/1000 people</b>

Having calculated a LOS of 3.19 acres/1000 people based on actual demand for recreation activity in Greenville, it seems as though the city has, historically, provided slightly more park land than required at 3.95 acres/1000 people. However, two points should be considered before decision-makers can determine the adequacy of the existing park and recreation system. First, the methodology used to calculate LOS is based on the minimum amount of land required to

- Will the park and recreation agencies be able to use public and private school property? Should the standard include this property? If school property is not available for open public use, the land should not be included in the park land inventory.
- Will the inventory include public and private golf courses and country clubs?
- Will the inventory include private recreational space within apartment complexes, planned units, cluster developments, and Planned Unit Developments? Will it include other innovative land developments, such as planned communities and new towns, where a substantial amount of the open space and recreation land is provided by the developer to eventually be owned and operated by either a homeowners' association or the host community?
- Will the inventory include private or voluntary agency lands, nature conservancies, environmental education facilities, boys and girls clubs, church groups, and similar resources?
- Will the inventory include open space areas such as parkways, boulevards, plazas, cemeteries, municipal water supply reservoir lands and facilities, utility easements, botanical gardens, zoological gardens, historic sites, archaeological sites, etc.?
- Will the inventory include land that is vacant but undeveloped, and which may or may not be used for recreation activities?
- Will the inventory include public acreage outside the corporate boundary of the community that is managed and/or developed for conservation purposes and compatible active recreation?
- Will the inventory express the perceptions, needs, and desires of citizens as gathered from a variety of public involvement forums?
- Will the standard methodology provide for inventory and condition analysis of an existing parks and recreation facilities?
- Will the standard methodology consider the travel- time to each park from the designated service area?
- Will the standard consider demographic, social, cultural ethnic, and economic profiles of the community by neighborhood or planning sector?
- Will the standard consider local attitudes, traditions, customs, and participation characteristics?
- Will the standard recognize geographic location, including elevation and climatic considerations?
- Will the inventory consider space within the boundary of parks that is undevelopable due to limited access, severe topography, or some other physical limitation?
- Will the standard recognize new trends, patterns, and activities recreation leisure service programs?
- Will the standard consider the availability of public and private resources to support the park and recreation program?
- Will the standard consider the distance and travel cost to regional, state, or national park and recreation areas that may have accommodated a substantial amount of local participation?
- Will the standard consider the extent to which local facilities are used by non-local residents (tourists)?

- Will the standard consider the extent to which non-neighborhood parks and recreation facilities are served by public transportation, particularly on the weekends and holidays?
- Will the space standard consider optimum park design which is expressed as a ratio of facility space to support space for parking, pedestrian circulation, and comfort stations?

The park and recreation planner should use these questions to focus information gathering about the community park and recreation space situation. The answers will clarify the scope of the area to be considered when developing the LOS standard. Inclusion or exclusion of certain categories of park and/or open space lands from the base line will have a significant effect on the data used in calculating the standard.

The impact of inflation, the growing number of two-income families, and the increase of single Parent families must be included in a consideration of time and disposable family income available for leisure activities.

- The number of unemployed persons should be included when computing available leisure time. The leisure time of those employed is considerably different from the leisure time available to retired persons.
- Age can no longer be presented as a community average. It is, to a large degree, determinant of activities, participation rates, and program/facility needs. Data on Preschoolers, primary and secondary school children, young adults, middle-aged adults, and elderly persons are essential to any estimation methodology.

If there is no need to justify the professional and public determination of what should constitute an appropriate amount of usable parkland for a community, a standard or policy to guide the acquisition of land and development of facilities is not needed. There is no law that prohibits the elected body of a community from embarking on however ambitious a park, recreation, and open space program they choose.

Many communities in the 1990s are experiencing an environmental renaissance and are voting large bond packages to purchase impressive amounts of park and open space lands. Future questions of development and maintenance cost as well as perceived under-utilization can focus attention on the need for a rational rather than intuitive standard.

In those states where communities are permitted to use exactions or impact fees to shift forward the cost of new growth, the law requires that there be a rational nexus or relationship between the park and recreation needs generated and the cost of acquiring and developing the needed facilities. From the perspective of legislatures, courts, and developers, there is an interest in empirical as opposed to arbitrary derivations. Since the early 80s, the LOS standard has come into more widespread use as an integral part of local government exaction ordinances.

**Exhibit E**

**Metro's Regional Framework Plan**

**Chapter 3**

**Parks, Natural Areas, Open Spaces and Recreational Facilities**



## Chapter 3 Parks, Natural Areas, Open Spaces And Recreational Facilities

### Overview

Parks, natural areas, open space, trails, greenways and associated recreational services provide important benefits to the visitors and citizens of the Portland metropolitan region including:

- Personal health benefits from leisure and fitness activities in local parks and open spaces (e.g., hiking, biking, field sports, playgrounds, swimming, picnicking, fishing, wildlife viewing). Recreational pursuits are vital to the social development of youth and the mental and emotional health of adults.
- Community benefits such as park access close to home, environmental education opportunities and community involvement in the planning and management of facilities. Parks and natural areas also provide unique landscape characteristics in the community.
- Economic benefits related to tourism and recreation industries and enhanced property values.
- Environmental benefits helping to maintain air and water resources, providing flood control and protecting fish and wildlife habitat.

Citizens throughout the region have demonstrated the importance of parks, natural areas and recreation services through their support in elections, opinion surveys, recreational activities and volunteer community service. Today, over 700 publicly-owned parks exist within and adjacent to the metropolitan region ranging from Mill End Park (18-inches in diameter) to Forest Park (4,683 acres). These facilities are managed by over 25 public park and recreation service providers. Metro currently manages more than 6,500 acres of land at more than 40 locations.

With increasing growth in the region, the demand for park facilities and recreational services has also increased. But the supply of facilities and services has not kept pace. The ability of parks providers to maintain existing parks is increasingly strained. Resources to acquire, develop, operate and maintain new parks are scarce. This is due to a variety of factors including an exclusive dedication of gas tax revenues to highway needs, significant reductions in federal appropriations for federal, state and local parks programs (e.g., Land and Water Conservation Fund), reductions in federal timber harvest receipts to counties, and property tax reduction measures.

Metro recognizes the desire of citizens to have quality natural areas and parks close to home. Metro is working with federal, state, and local governments to address and meet the park and

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

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

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

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

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

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

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

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

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

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

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

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

- 3.6.6 Metro shall encourage local governments to provide opportunities for public involvement in the planning and delivery of recreational facilities and services.
- 3.6.7 Metro will follow and promote the citizen participation values inherent in RUGGO Goal 1, Objective 1 and the Metro Citizen Involvement Principles.

## **Requirements**

This Regional Framework Plan requires Metro in conjunction with local governments to develop a functional plan that will address land use planning requirements that:

- identify and delineate an interconnected regional system of parks, natural areas, open spaces, trails and greenways (the Regional System);
- identify implementation measures to protect and manage the Regional System; and
- establish local government land use planning criteria and goals for parks consistent with policy 3.5.8.

## **Background**

For decades, parks have played a vital role in the quality of life in the metropolitan region. In 1903, visiting landscape architects Frederick Law Olmsted, Jr. and John Charles Olmsted discussed a newly-emerging American notion of making nature urbane and, thus, naturalizing the city. In their report to the Portland Parks Board, the Olmsteds noted, "While there are many things, both small and great, which may contribute to the beauty of a great city, unquestionably one of the greatest is a comprehensive system of parks and parkways."

From the time of the Olmsteds' report through the 1960s, the city of Portland was the primary population center and primary parks provider in the region. With continuing urban growth through the 1970s, suburban communities outside the central city established new and expanded parks and recreation programs. A primary emphasis of these programs was, and continues to be, the provision of facilities for active recreation such as sports fields, swimming pools, playgrounds and associated recreation programs.

In 1974, the State of Oregon issued the Willamette River Greenway Plan outlining protection and acquisition proposals for the Willamette River from Cottage Grove to its confluence with the Columbia River. The Plan directs development away from the river, establishes a greenway setback line, requires inventories be completed and requires protection of significant fish and wildlife habitats, vegetative fringe, scenic qualities and viewpoints.

The State of Oregon requires all cities and counties to develop comprehensive plans. These comprehensive plans must address State Land Use Planning Goals including: Goal 5, Open Spaces, Scenic and Historic Areas and Natural Resources; Goal 6, Air, Water and Land Resources Quality; Goal 8, Recreational needs and Goal 15, the Willamette River Greenway. Metro, as well as the cities and counties, must show that land use plans are consistent with these goals.

In 1989, Metro published the Metro Recreation Resource Study in a cooperative effort with other park providers in the region. The purpose of the study was to:

- identify existing public parks, natural areas and other recreational resources in the region;
- describe the general issues, problems, and opportunities relating to these resources;
- identify needed actions to provide adequate park facilities and services in the Portland metropolitan region.

The study identified the need to increase the inventory of park facilities and services and address the need for additional natural area park facilities in the metropolitan region, in response to the growing demand for natural resource-based recreational opportunities (e.g., hiking, biking, fishing, boating, camping, wildlife watching) close to home. Publicly-owned and managed natural areas were found to be limited to, primarily, Forest Park, Oxbow Park and Tryon Creek State Park. A regional, cooperative planning approach was recommended to address this issue.

In 1990, the Metro Council established two advisory committees to coordinate development of a regional natural areas master plan to guide protection and management of regionally significant natural areas in the region. The Greenspaces Technical Advisory Committee is composed of parks and natural resource professionals in local jurisdictions, state and federal agencies and representatives of nonprofit advocacy groups for parks, natural areas, open spaces, trails and greenways.

A Greenspaces Policy Advisory Committee consisting of elected officials from local jurisdictions in the region, including Clark County, oversaw development of the Metropolitan Greenspaces Master Plan, which the Metro Council adopted in 1992. The Greenspaces Policy Advisory Committee was replaced by a citizen-based Regional Parks and Greenspaces Advisory Committee in 1995 to advise the Metro Council, Metro Executive Officer and the Metro Regional Parks and Greenspaces Department on a variety of issues affecting regional parks and natural area facilities and services.

In 1993, Multnomah County approached Metro concerning the possible consolidation of its Parks Services Division with Metro's Greenspaces Program. The consolidation was consistent with each agency's desire to support its own mission (e.g., growth management for Metro; social services for

Multnomah County) and was expected to further the regional vision embodied in the Metropolitan Greenspaces Master Plan. In December 1993, Metro Council approved the merger of the Multnomah County Parks Division with Metro's Greenspaces program, creating the Metro Regional Parks and Greenspaces Department.

The new department began operations in January 1994. Combining Metro's planning experience with park management experience greatly enhanced Metro's ability to acquire, develop, maintain, and operate a system of parks, natural areas, and recreational facilities of regional significance. It also put Metro in a position to better support local parks providers in coordination and planning activities. The parks merger allowed Metro to address and coordinate issues common to all local park providers. For example, Metro coordinated the identification of 90 local park acquisition and improvement projects which were included in the 1995 open space, parks, and streams bond measure.

In 1995, Metro referred a \$135.6 million bond measure to voters of the region that identified 14 regional acquisition target areas, 6 regional greenway and trail projects and 90 local natural area acquisition and development projects that supported the goals of the Metropolitan Greenspaces Master Plan. Voters of the Portland metropolitan region approved Measure 26-26 in May 1995. Metro's goal is to acquire approximately 6,000 acres within the 14 regional target acquisition areas and corridors.

The Future Vision Report (1995) required by the Metro Charter also identifies parks and natural areas as valuable components of a livable community. The report states that:

- "We value a life close to nature incorporated in the urban landscape."
- "We value nature for its own sake, and recognize our responsibility as stewards of the region's natural resources."
- "...this region is recognized as a unique ecosystem...which seeks to:
  - improve air and water quality, and increase biodiversity;
  - protect views of Mt. Hood, Mt. St. Helens, Mt. Rainier, Mt. Adams, Mt. Jefferson, and other Cascade and coastal peaks;
  - provide greenspaces and parks within walking distance of every household;
  - assure a close and supportive relationship among natural resources, landscape, the built environment, and the economy of the region; and
  - restore ecosystems, complemented by planning and development initiatives that preserve the fruits of those labors."

In addition, the RUGGOs state under Objective 15 that:

"Sufficient open space in the urban region shall be acquired, or otherwise protected, and managed to provide reasonable and convenient access to sites for



passive and active recreation. An open space system capable of sustaining or enhancing native wildlife and plant populations should be established."

"15.1 Quantifiable targets for setting aside certain amounts and types of open space should be identified.

15.2 Corridor Systems- The regional planning process shall be used to coordinate the development of interconnected recreational and wildlife corridors within the metropolitan region

15.2.1 A region-wide system of trails should be developed to link public and private open space resources within and between jurisdictions.

15.2.2 A region-wide system of linked significant wildlife habitats should be developed. This system should be preserved, restored where appropriate, and managed to maintain the region's biodiversity (number of species and plants and animals).

15.2.3 A Willamette River Greenway Plan for the region should be implemented by the turn of the century."

The policies in this chapter capture the intent of the RUGGOs, Future Vision and Metropolitan Greenspaces Master Plan related to providing an adequate and viable system of parks, natural areas, trails, greenways and recreational programs and services in the Portland metropolitan region.

## Analysis

A key element of the 2040 Growth Concept for accommodating future urban growth in the region includes encouraging a compact urban design. This means smaller lots in much of the new development and where transit service levels are high, such as in regional and town centers, mainstreets and station communities, residential development types including rowhouses and multi-family development.

New neighborhoods and communities should include adequate parks and open spaces. Planning for the acquisition and protection of land for parks and open spaces should be included in planning for future urbanization inside and outside the Urban Growth Boundary. A crucial issue related to parks, natural areas and recreation in the region is how communities will work together to plan for the provision of these important public facilities and services.

## Identification and Inventory of the Regional System

The development of the Metropolitan Greenspaces Master Plan required the systematic, scientific identification, inventory and assessment of natural area features in the metropolitan region. A consultant team was assembled by Metro in 1989 to conduct the inventory and analysis of the

Portland metropolitan region to identify regionally significant natural areas and corridors for fish, wildlife and natural resource dependent recreation.

The natural areas inventory was based on aerial photography of the total study area (372,682 acres) with biological field checks of seven percent of the natural areas mapped. Periodic updates of the inventory will be necessary to assess the status of regionally significant natural areas, monitor trends and to support future planning and management efforts. Future work will be based on systematic and scientific methods of identifying and delineating natural resource lands and maintaining and managing links between them on a landscape level.

New inventories are needed in order to accomplish the following:

- Reevaluate protection priorities established in the Metropolitan Greenspaces Master Plan. Some sites identified may no longer be considered regionally significant. New sites may be added to the regionally significant inventory once updated data are available.
- Delineate regionally significant natural areas; research and document the natural resources values for which protection should be justified and supported.
- Delineate and conduct field assessments of biological corridors that interconnect regionally significant sites.
- Assure that the regional system of parks, natural areas, open spaces, trails and greenways contributes to the maximum extent, based on scientific data, to the protection of water quality, fish, wildlife and botanic diversity within the region.
- Inventory existing park facilities, recreational capacity and analysis of park service needs and consistency with the 2040 Growth Concept.

### Protection of the Regional System

Ecological principles are important in establishing protection priorities including:

- Maintaining biological diversity by protecting and enhancing a variety of habitats such as wetlands, riparian corridors, forests, and agricultural lands distributed throughout the metropolitan area;
- Consolidating natural areas to create or maintain relatively large contiguous acreages connected to natural habitats outside the urban environment to avoid habitat fragmentation and species isolation;
- Protecting, restoring, and recreating stream corridor vegetation by replacing riparian vegetation where it is lacking or dominated by exotic species and removing barriers, where possible, to maintain connections with adjacent upland habitats;
- Protecting or restoring naturally vegetated connections between watersheds at headwaters or other appropriate locations; and
- Planning for capital improvements to provide appropriate access and use of parks and natural areas.

A variety of strategies will be used to protect and manage the regional system of parks, natural areas, trails and greenways to support fish and wildlife populations as well as provide a variety of recreational opportunities. These include:

1. Acquisition;
2. Environmental education, stewardship and landowner incentives;
3. Land use and environmental regulations.

#### **Acquisition**

One effective means of natural resource protection is public acquisition from willing sellers. The Open Spaces Parks and Streams Bond Measure 26-26, approved by voters in 1995, provided funds for the acquisition of open space in 14 regional areas and 6 regional greenway and trail corridors. The measure also provided funds for up to 90 local greenspace projects which support or complement the Metropolitan Greenspaces Master Plan.

Since 1990, voters in Gresham, Lake Oswego, Portland, Tualatin, Tualatin Hills Park and Recreation District and other jurisdictions have approved general obligation bond issues which support, in part, elements of the Metropolitan Greenspaces Master Plan and other active recreation facilities and services needs.

More than \$6 million in federal transportation funding under the Intermodal Surface Transportation Efficiency Act of 1991 has been invested in trail projects in the region. Land acquisition can also be supported through donations of land, conservation easements and dedication of land as open space.

#### **Environmental education and incentive programs**

Environmental education and incentive programs have the capacity to provide a level of protection for park and natural areas. Building an increased understanding and awareness of metropolitan natural resource values and the benefits of parks in general leads to informed management decisions and increased public participation in volunteer stewardship activities. An informed public uses parks and natural areas in ways that help reduce maintenance costs. Incentive programs (e.g., grants, tax reductions, technical support) provide public agencies and private parties support in the restoration, enhancement, and management of natural areas.

#### **Land Use and Environmental Regulations**

Oregon land use policies and regulations provide limited protection of natural resources in the metropolitan region. Local governments can use the comprehensive land use planning process to

establish protective zoning standards to protect natural resources within their jurisdictions, but often apply them inconsistently. Natural resource management on a regional basis offers the opportunity for uniform standards to protect these resource values. Coordinated local planning efforts are needed to assure that an adequate supply of park land is available to meet the future demand for community and neighborhoods parks, sports fields, recreation centers and locally significant open space trails and greenways.

Title 3 of Metro's Urban Growth Management Functional Plan is a first step towards protecting water quality and water features such as streams and wetlands from human disturbances by requiring vegetated buffers. Title 3 also requires Metro to conduct a regional assessment for identification and protection of Goal 5 resources (see section under Goal 5).

A combination of strategies will be required to protect and connect a regional system of parks, natural areas, trails and greenways for fish, wildlife and people. Metro will work with local governments, state and federal agencies, conservation organizations, businesses and citizens to review, refine and further implement these protection strategies.

### **Management of the Regional System**

The Metro Charter provides for Metro to serve as a regional provider of parks, natural areas, and recreational facilities. The 1994 City Club of Portland report, Portland Metropolitan Area Parks, cites the value of a regional parks authority. A cooperative, regional management approach can result in equitable distribution of facilities, funding equity, consistency in planning, management and operation of facilities and user benefits.

Currently, regionally significant parks, natural areas and trails are managed by a variety of public entities with a variety of financial resources. There is little consistency in development, operation and management standards and little or no integration regarding funding, user fees, or visitor services. Tax reform initiatives may have serious implications for local and state agencies' abilities to operate and maintain existing parks for the region's growing population. Local governments, in particular, may at some point wish to transfer management of regionally significant facilities to Metro, to address funding equity issues and allow local providers to focus on community and neighborhood parks and other facilities and programs related to active recreation.

Site specific management begins with the preparation of master/management plans. The primary purpose of a master plan is to articulate management, development and operation guidelines. Master/management plans should be prepared for the system of regional parks, natural areas, open

spaces, trails and greenways. Metro will prepare guidelines for master planning to ensure consistency in management of the Regional System.. Sites which lack master/management plans will be "landbanked" and public use limited until appropriate facilities and services can be planned, developed and maintained.

Metro should provide the forum for addressing issues related to the coordination and integration of management, and of service delivery related to parks, open spaces and recreation. Metro should lead an effort to study and evaluate how park and recreation services are provided and recommend actions which will improve funding stability and equity, operational efficiency, customer service, management integration, coordination, and continuity.

### **Regional Trail and Greenway System**

In their report to the Portland Parks Board in 1903, the Olmsted brothers observed that a system of interconnected parks serves the public far better than a collection of isolated pieces of land. Trails and greenways provide the connective network necessary to link the region's parks and natural areas, while providing public access and corridors to support movement of fish and wildlife. Trails and greenways also link communities and connect the Metro urban area to the Pacific Coast, Cascade Mountains and Washington state.

Since 1988, Metro has staffed a Regional Trails and Greenways Working Group composed of parks/trails/bike planners from local, regional, state and federal agencies, and nonprofit trail organizations. The working group assisted Metro in developing the trails and greenways component of the Greenspaces Master Plan. Thirty-five trail and greenway corridors are identified in the master plan.

Refinement of the trails and greenways component has been ongoing since the Greenspaces Master Plan was adopted in 1992. Citizen involvement plays an important role in trail planning. For example, the Peninsula Crossing Trail was added to the Regional Trail System in 1993 at the request of residents of North Portland. Many of the trails and greenways segments support local comprehensive plans and/or local parks and trails master plans.

In 1996, Metro commissioned a Rails and Trails Strategic Plan which inventoried rail right-of-ways throughout the region and identified those having trail potential, should abandonment occur. Abandoned rail lines provide outstanding trail opportunities. The Springwater Corridor Trail, for example, was envisioned to link the metropolitan area with Mt. Hood National Forest. Constructed segments now link S.E. McLoughlin in Portland with the city of Gresham and provide 16.8 miles of trail, utilized by an estimated 500-600 thousand people per year.

Public planning and transportation agencies incorporate elements of the Regional Trails Plan into state, regional, and local transportation projects and urban development projects (e.g., Mt. Hood Parkway, Sunrise Corridor, Hwy. 30 Corridor Study; Multnomah County West Hills Study).

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

Cities and two special districts (i.e., Tualatin Park and Recreation District; North Clackamas Park and Recreation District) in the region are responsible for community and neighborhood parks, open spaces, trails, and recreation programs. The 1994 City Club of Portland report, Portland Metropolitan Area Parks, assessed and considered a vision for parks in the region. The report concluded that the size and configuration of the current parks and recreation system is inadequate to meet current and future demand. In order to address this perceived inadequacy, the "completion ... of the core system" was envisioned.

In essence, a core system of parks would ensure that a "minimum level of parks and recreation facilities ... be available to all citizens regardless of income or geography in the metro area." The approach was based on assessing local community values and making adjustments to reflect "separate social goals... held by a specific community." Not surprisingly, neighborhood and community parks were the first element of this system.

The City Club report recommended the provision of parks be coordinated with other basic services including schools, public safety, land use and transportation planning, and watershed management. Citing Portland as an example, the survey concluded that a "multi-generational community center at each middle school" should provide local communities in the region with a place of education, recreation, and congregation.

Local governments and park and recreation districts have been and will continue to be the primary providers of community and neighborhood parks, open space, trails, sports fields, recreation centers and recreation programs. These facilities and programs provide important opportunities for active and passive recreation in closest proximity to where citizens live.

Local governments should be encouraged to prepare park and recreation master plans which provide a framework for community level park and recreation facilities, trails and recreation programs. Master plans should:

- Identify parks deficient areas and include strategies for addressing these deficiencies;
- Integrate local trail systems with the regional trails system;
- Identify opportunities for cooperation and cost efficiencies between communities, schools, and quasi-public organizations such as the YMCA;

- Provide for citizen involvement in the development and implementation of master plans;
- Identify funding strategies and implementation schedules;
- Be responsive to the State Comprehensive Outdoor Recreation Plan (SCORP);
- Complement the Regional System.

Metro should identify and evaluate opportunities to assist local governments and park and recreation districts with development and implementation of master plans. Potential opportunities include:

- Develop a functional plan, in conjunction with local governments which will address needed land use planning for parks, open spaces, natural areas, trails and recreation programs. Land use planning should reflect that locally chosen "levels of service" in terms of parks per population or per acre should be used to guide the need for additional resources;
- Provide mapping and information services through the agency's Data Resources Center to support local planning efforts;
- Provide forums for the exchange of ideas, information, strategies and development of partnerships between providers, schools, and quasi-public organizations;
- Provide funding support by incorporating local parks components in regional funding strategies and continuing the restoration and education grants program;
- Advocate for the identification and implementation of state and federal funding sources which provide financial resources to supplement local investments in parks, open spaces, trails, recreation facilities and programs;

#### Participation of Citizens in Planning, Stewardship, Environmental Education and Recreational Activities

*"What is not understood is not valued, what is not valued will not be protected, what is not protected will be lost."* Charles Jordan, Portland Bureau of Parks and Recreation.

Public understanding and participation in the planning and protection of the region's parks, natural areas, open spaces, trails, greenways and recreational facilities are the foundation of successful parks and recreation services. Meaningful citizen involvement is fundamental to an effective response to community needs, it results in more responsive management through identification of appropriate priorities, and enhances financial and volunteer support. Metro, local governments, businesses and citizens working together must build a stewardship ethic and provide meaningful opportunities for public participation to assure parks and recreational services meet the needs of the metropolitan region and ensure the protection of natural resources.

As members of the public gain a comprehensive understanding of parks and natural area needs and opportunities, they will become active partners in efforts to determine future planning choices, and



conduct periodic public review of local master plans and other related plans. Citizens can provide guidance through forums, participation on advisory committees, and in various other capacities.

## **Goal 5**

In Oregon, local governments carry out planning to protect natural areas consistent with the State Land Use Planning Program. This land use program requires local governments to conform with up to nineteen statewide planning goals. Goal 5, Open Spaces, Scenic and Historic Area and Natural Resources is one of the key goals which can result in tools for protecting urban natural areas at the local level in the metropolitan region. A study, To Save or to Pave; Planning for the Protection of Urban Natural Areas, by the Portland Audubon Society and 1000 Friends of Oregon (1994), analyzed and evaluated the implementation of Goal 5 in the metropolitan region in protecting urban natural resources during the last decade. Some of the important findings from the study are listed below:

- Over three-fourths of local decisions examined allowed degradation of natural and scenic resources.
- Goal 5's rules were site specific and did not protect resources on an ecosystem or landscape level.
- Local governments employed a variety of regulatory and non-regulatory techniques with no overall consistency in an area.
- Goal 5 does not require standardized inventories or methods of data collection. As a result, important areas were omitted from consideration for protection, and inventories did not contain enough information to guide local planning decisions.
- Enforcement of local Goal 5 programs is difficult, inadequate and too reliant on citizen efforts.
- Upland forests are the least protected resource, and are vulnerable to destruction.

Metro has addressed natural resource issues in three policy documents: 1) the Metropolitan Greenspaces Master Plan (1992), 2) the Regional Urban Growth Goals and Objectives (RUGGOs) (1995), and 3) Title 3 of the Urban Growth Management Functional Plan (1996).

The Greenspaces Master Plan, adopted in 1992, through a mapping and public process, identified 57 sites in our metropolitan area that retained significant natural biological characteristics. Seventeen of these 57 sites are in the process of been acquired through the Open Spaces Parks and Streams Bond Measure 26-26. The remaining 40 sites are in private ownership, and are being lost to development at the rate of 6 percent per year. These sites are all Goal 5 areas and effective land use regulations under the Goal 5 rule help protect these regionally significant sites.

Title 3 of the Urban Growth Management Functional Plan (Water Quality and Floodplain Management Conservation) could set performance standards to protect streams, wetlands and

floodplains by limiting or mitigating the impacts of development activities. Title 3 addresses Goal 6 and 7 and does not currently address Goal 5. Title 3 (Section 5 Fish and Wildlife Conservation Area) recommends local governments to address fish and wildlife habitat, but does not mandate any protection of these resources at this time. Title 3 does, however, require that Metro conduct a regional assessment of regionally significant Goal 5 resources and evaluate the protection of these resources. Based on this analysis, Metro will develop a strategy and action plan to address inadequacies in the protection of regional Goal 5 resources. This plan will be carried out by Metro. Local jurisdictions may be required to also adopt protective measures through amendments to the Functional Plan.

**Exhibit F**

**Map of Local Park Providers and  
Urban Reserve Areas**

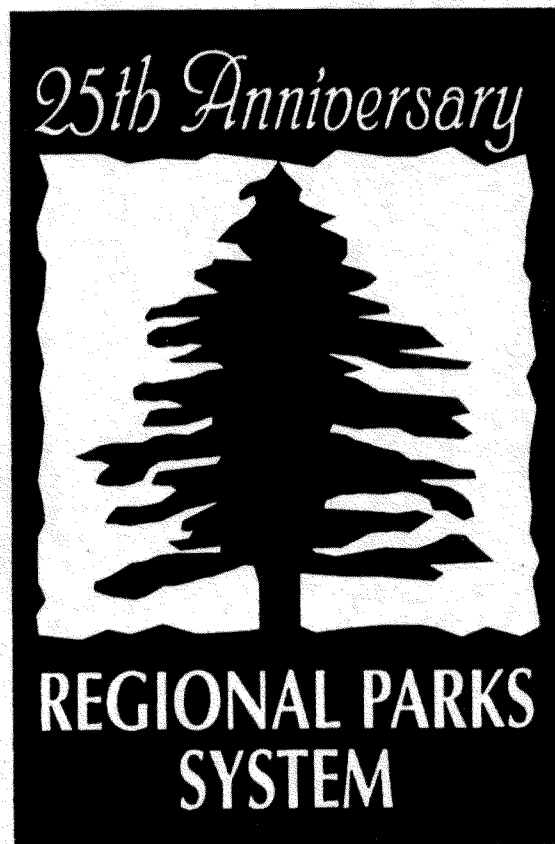
**EXHIBIT 5**  
**MPAC PARKS SUBCOMMITTEE REPORT**

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

See attached.

# Twin Cities Regional Parks 1998 Summer Visitor Study

## Final Report



# **Metropolitan Council**

*Working for the Region, Planning for the Future*

---

The mission of the Metropolitan Council is to provide leadership in the effective planning of regional growth and redevelopment, and in the delivery of quality regional services.

The Metropolitan Council coordinates regional planning and guides development in the seven county area through joint action with the public and private sectors. The Council also operates regional services, including wastewater collection and treatment, transit and the Metro HRA – an affordable-housing service that provides assistance to low-income families in the region. Created by the legislature in 1967, the Council establishes policies for airports, regional parks, highways and transit, sewers, air and water quality, land use and affordable housing, and provides planning and technical assistance to communities in the Twin Cities Region.

---

Publication no. 78-99-032

## **Metropolitan Council**

*Working for the Region, Planning for the Future*

Mears Park Centre  
230 East Fifth Street  
St. Paul, Minnesota 55101-1626

Phone	(651) 602-1000
TTY	(651) 291-0904
Metro Info Line	(651) 602-1888
E-Mail	<a href="mailto:data.center@metc.state.mn.us">data.center@metc.state.mn.us</a>
Website	<a href="http://www.metrocouncil.org">www.metrocouncil.org</a>

Upon request, this publication will be made available in alternative formats to people with disabilities.

## **Section 2: Background**

The Twin Cities Regional Parks Visitor Study (RPV) was a four-season research effort of major significance. The study centered on collecting park visitation data through on-site personal interviews during the summer and fall of 1998 and the winter and spring of 1999. The study provided data necessary for determining equitable distribution of Metropolitan Council funds. It identified service areas for individual parks, visitation and activity-type use levels, visitor motivations and preferences, and provided a variety of public input concerning park management, growth and future directions. Additionally, the RPV provided compatible data for comparison with two previous studies performed in the summer and winter seasons of 1982. This allowed for the identification and analysis of potential changes in visitor use patterns, activities, motivations and preferences.

The Metropolitan Council supports the regional park system through infrastructure funding, regional planning and providing baseline data. Since 1978, the Metropolitan Council has periodically conducted visitor surveys in the regional park system. A large scale research effort was embarked upon in 1982 that assessed visitation levels and preferences across the regional park system during the summer and winter seasons. Additional data was collected at interpretive centers during the spring and fall seasons. The data has provided the basis for establishing the funding formulas used in distributing Metropolitan Council funds and for determining the percentage of state funding for the regional park program. The 1998 RPV provides updated figures for those formulas and additional information for use by planners and decision-makers.

### ***Project goals & objectives***

#### **Goal**

To provide statistically representative and useful data on park uses and preferences of visitors to the Twin Cities regional parks system.

#### **Objectives**

1. Develop a sampling methodology that provides a representative sample at the implementing agency and regional levels, and when feasible, at the individual park level.
2. Collect data on regional park system visitors over four seasonal quarters (summer, fall, winter & spring) starting in June of 1998.
3. Identify each park's persons-per-vehicle (PPV) average & regional origination for use in revising funding formulas.
4. Identify visitor activities, perceived quality of facilities, facility and setting preferences, perceptions of crowding and demographic data sets for each park.
5. Compare and contrast interview findings and other analysis with similar research conducted in 1982/83.
6. Provide findings through quarterly and final reports for use by the involved decision-making authorities.

### ***Methodology summary***

Data was collected through on-site interviews at thirty-nine regional parks during the summer (June 6<sup>th</sup> - Sept. 5<sup>th</sup>) of 1998. Visitors were randomly selected and interviewed at picnic areas, swimming



beaches/pools, park trails, boat access sites and campgrounds. Only visitors age twelve and older were interviewed. Each park was sampled by interviewers four times on weekdays and four times on weekends over the course of the summer to more accurately represent the actual distribution of use between weekdays and weekends. Each sample period lasted for four hours. Appendix I provides a detailed description of the methodology used in this study.

### ***Interpreting the data in this report***

- 6,517 interviews with day visitors to the regional parks were completed and used in the analysis for this report. 448 interviews of overnight camping visitors were also completed at general public use campgrounds in nine of the regional parks. Overnight visits (campers) were analyzed separately from day use visits for each of the nine parks where both day visitors and overnight visitors were interviewed. This was necessary due to the relatively low percentage of total visits by overnight users as compared to day users. Sections 3 through 8 of this report focus on day visitors only. Section 9 of this report focuses on camping visitors only.
- Some parks included in this study are managed by two agencies. They are Battle Creek (St. Paul and Ramsey County), Phalen-Keller (St. Paul and Ramsey County), Hyland-Bush-Anderson (Hennepin Parks and the City of Bloomington), and Coon Rapids Dam (Anoka County and Hennepin Parks). The sample was not designed so as to be able to specifically identify which visitors only used one or the other agency's portion of the regional park. Consequently, data from visitors to those parks is included in the implementing agency summaries for both of the implementing agencies for each park.
- Bloomington and Scott County are combined with Hennepin Parks throughout this report. For the City of Bloomington this was due to the inability to separate out only those visitors to park areas managed by Bloomington. For Scott County this was due to its arrangement with Hennepin Parks to manage Cleary and Murphy-Hanrehan.
- When looking at the tables in this report, please keep in mind that data are rounded to the nearest whole or tenth of a percent. Due to rounding, totals may sometimes be 99 or 101 %.

### ***Other products of this study:***

- ***Park Data Books*** were made for each of the regional parks and reserves that were sampled. These data books contain descriptive statistics of variables included in the interview and a list of all open-ended responses. Data within each book should provide useful information for evaluating and/or writing master plans, for updating person-per-vehicle figures used in estimating visitation to individual parks, and for identifying issues facing individual parks.
- ***Geographic Analysis of Regional Park Visits*** (available in December of 1999). This report will include a map series of service areas for parks, analysis of distances traveled for park visits and facility use, and volume of visitation mapped by zip code.
- ***Regional Trails Visitor Study Report*** (available in October of 1999). This report highlights findings of visitor studies conducted on thirteen regional and two state trails during the fall of 1998 and the spring of 1999.
- ***Winter Recreation in the Regional Parks*** (available in December of 1999). This report summarizes findings from a study done in the winter of 1998/1999 for visitors to thirty-five cross-country ski, general recreational use sites and walking trails in the regional park system.
- ***Interpretive Center Visitor Study Report*** (available in December of 1999). Interviews with visitors to the regional park system interpretive centers were conducted in the spring of 1999. This report provides information on non-school visitation to regional park interpretive centers.

For additional reports, please contact the Metropolitan Council Data Center at (651) 602-1140. Specialized reports and analysis of data are possible. Please contact the Metropolitan Council for more information.

### ***Future research needs***

Baseline data on visitors is a critical component of the planning process. Quality planning efforts require a solid and comprehensive understanding of park visitors, non-visitors, visitor motivations, visitor activities, quality of facilities, visitor desires and concerns and other issues. At a minimum, the following research should be conducted:

- 1. Consistent program of baseline data collection and analysis of park visitors**

The Metropolitan Council should implement a research program that collects baseline data on regional parks and trails every five years. Future baseline data collection can follow the methodology used for the 1998 visitor study. Sampling and the labor-intensive approach of interviews can be simplified at those parks with gated entrances and exits. For these parks, data could be collected through mail-back surveys distributed to visitors as they exit the park. At parks with uncontrolled or multiple entrances/exits, the geographic frame sampling approach used in the 1998 visitor study should be used.

- 2. Consistent program of baseline and issue data collection of the general population.**

In 1995 the Metropolitan Council performed a "Leisure in the Twin Cities" study that assessed the leisure activities and desires of the general population of the metro area. This study has provided valuable information for local and regional planning efforts. It also helps determine the importance of parks to the general population. This study should be replicated every five years.

- 3. Identifying barriers to participation**

This report indicates that minorities, the elderly, the youth and the poor of the metro area are disproportionately under-served by the regional park system either as a whole, or within certain areas of the metro. Why are they under-served? Should the park system make changes to become more attractive to these populations? Are transportation, cost or social issues keeping some people from using our parks? These questions need to be answered. A study on this topic was done in 1987 by the Wilder Foundation, but needs to be examined again due to demographic changes in the under-served populations.

- 4. Indicators and standards**

Outdoor recreation planning often uses a tool called the Limits of Acceptable Change (LAC) for dealing with resources that are expected to have increased pressure from visitors in the future. The LAC process sets up standards (environmental and social) that define the minimum acceptable level for each standard. An example would be satisfaction rates – no less than 95 percent of visitors should be at least "satisfied" with their park experience. Indicators are the methods used to gauge how well we are meeting the standards. Indicator information could be collected as part of the baseline data program discussed above. If indicators show that a standard has been breached, a pre-determined plan of action is implemented to rectify the situation.

### Section 3: Who is visiting the regional parks?

---

- The majority of visitors fall within the ages of 30 – 49. Teens, young adults, and adults who are age 70 and older are under-represented in the park visitor population compared to the most recent (1990) Census data of the seven county metropolitan area.
  - On a regional level, park visitor race and ethnicity mirrors that of the general population of the seven county metropolitan area. Significant differences exist in Minneapolis and St. Paul regional park visitors compared to each city's general populations. Ten percent of Minneapolis regional park visitors identify themselves as racial or ethnic minorities compared to twenty-two percent of the general population. Twelve percent of St. Paul regional park visitors identify themselves as racial or ethnic minorities compared to eighteen percent of the general population. However, the percentage of Minneapolis and St. Paul park visitors who identify themselves as racial or ethnic minorities has more than doubled in the last sixteen years.
  - Thirty-one percent of regional park visitors have a Bachelor's Degree, and nearly twenty-three percent have advanced or professional degrees. This is significantly higher than the general population education levels of twenty-percent with a Bachelor's Degree and eight percent with advanced or professional degrees.
- 

#### **Background**

This section examines the demographic characteristics of visitors to the regional parks. It also provides a comparison of park visitors to the general population of the seven county metropolitan area. General population data is from the 1990 US Census, and as such, is somewhat outdated. However, the upcoming US 2000 Census will provide an excellent update of general population characteristics and will allow for a more timely comparison between park visitors and the general population.

#### **Discussion**

##### **Age of visitors**

Table 3.1 provides information on the ages of visitors to the regional park system. Only those visitors ages twelve and over were interviewed in this study, so the data does not attempt to identify the ages or percentages of visitors under the age of twelve. The median age of visitors falls within 35 – 39 years old. Nearly one-third of all visitors is in the 30-39 age group, and a little over a quarter of all visitors are within the 40-49 age group. There are relatively few visitors over the age of 70 (three percent) or under the age of 20 (six percent).

Figure 3.1 compares the distribution of park visitors' age groups and the general population of the seven county metropolitan area. The general population numbers are from the 1990 census and do not include persons under the age of twelve so as to be comparable to the park study population. The distribution of age groups for park visitors compared to the general population shows that park visitors are over-represented in the middle age groups (30 – 39 and 40 – 49), but are under-represented on both ends of the curve. In particular, the age 12 – 19 group is under-represented (five percent of the park visitor population versus approximately twelve percent of the general population). On the other end, people aged 70 and over are also under-represented in the park population, though not by as great a margin as the teens and young adults.

When comparing general population age data with visitor age data, please keep in mind that the general population data comes from the 1990 census. The "baby-boom bubble" is apparent in both lines in Figure 3.1, and should be expected to continue to shift to the right. These comparisons and age findings need to be re-assessed after US Census 2000 data becomes available.

### **Income**

Visitors were asked to indicate the category that best represented their household income. Table 3.2 shows the distribution of household incomes among park visitors on a region-wide and implementing agency basis. The median household income for all visitors to the regional park system is \$50,000 - \$55,000. By implementing agency, the median income ranges from a low of \$42,500 - \$45,000 (Greater Ramsey County and St. Paul) to \$60,000 to \$75,000 (Carver and Dakota Counties).

Figure 3.2 provides a visual comparison of park visitor household income and the household income of the seven county metropolitan area. Again, data for the general population is from the 1990 US Census and has not been adjusted to reflect actual incomes in 1998. Household income data is not available on an annual basis. Per capita income, which is a complex number that includes earned, asset and transfer payment income, is computed annually. However, it is unrealistic to expect park visitors to compute their per capita income. Consequently, the decision was made to stick with household income and data from the 2000 US Census should provide for a more accurate comparison of the general and park populations. Nonetheless, the patterns of income in Figure 3.2 would be expected to have the same general shapes. Based on this figure, it seems that park visitors have higher household incomes than those found in the general population.

### **Race/ethnicity of visitors**

There were two questions in the study regarding race and ethnicity. The first question asked the respondent to identify which category best described their race. They were then asked to indicate if they were "Spanish/Hispanic/Latino" or "Not Spanish/Hispanic/Latino". These questions were divided and worded to match the race and ethnicity questions that will be used in the upcoming 2000 Census. Results of the questions were combined and reported in Table 3.3.

On a region-wide basis, park visitors' race and ethnicity mirrors that of the general population of the seven county metropolitan area (Table 3.3). Regional parks managed by Ramsey County see the greatest diversity, with fifteen percent of all park visitors identifying themselves as a racial or ethnic minority. Regional parks managed by Dakota County see the least diversity, with less than three percent of all park visitors identifying themselves as a racial or ethnic minority, though this percentage does closely follow the racial/ethnic mix of the general population of that county. Regional parks within the two major cities of Minneapolis and St. Paul see less diversity than their actual populations. Within Minneapolis, ten percent of park visitors identify themselves as a racial or ethnic minority, although twenty-two percent of the general population of Minneapolis identify themselves as belonging to a racial or ethnic minority. Similarly, twelve percent of St. Paul's regional park visitors identify themselves as a racial or ethnic minority, while eighteen percent of the general population of St. Paul identify themselves as belonging to a racial or ethnic minority. However, the percentage of Minneapolis and St. Paul park visitors who identify themselves as racial or ethnic minorities has more than doubled in the last sixteen years (see Section 8 of this report for comparisons of 1982 and 1998 data).

The disparity between white and non-white use of regional parks within Minneapolis and St. Paul may be a product of a variety of factors. The regional parks tend to be located in less diverse neighborhoods. The parks may not be providing the facilities, recreation opportunities or access that racial or ethnic minorities desire. Further study should be conducted to assess the regional parks' role in the recreation and leisure of racial and ethnic minorities.

# Twin Cities Metropolitan Area Regional Recreation Open Space System

December 19



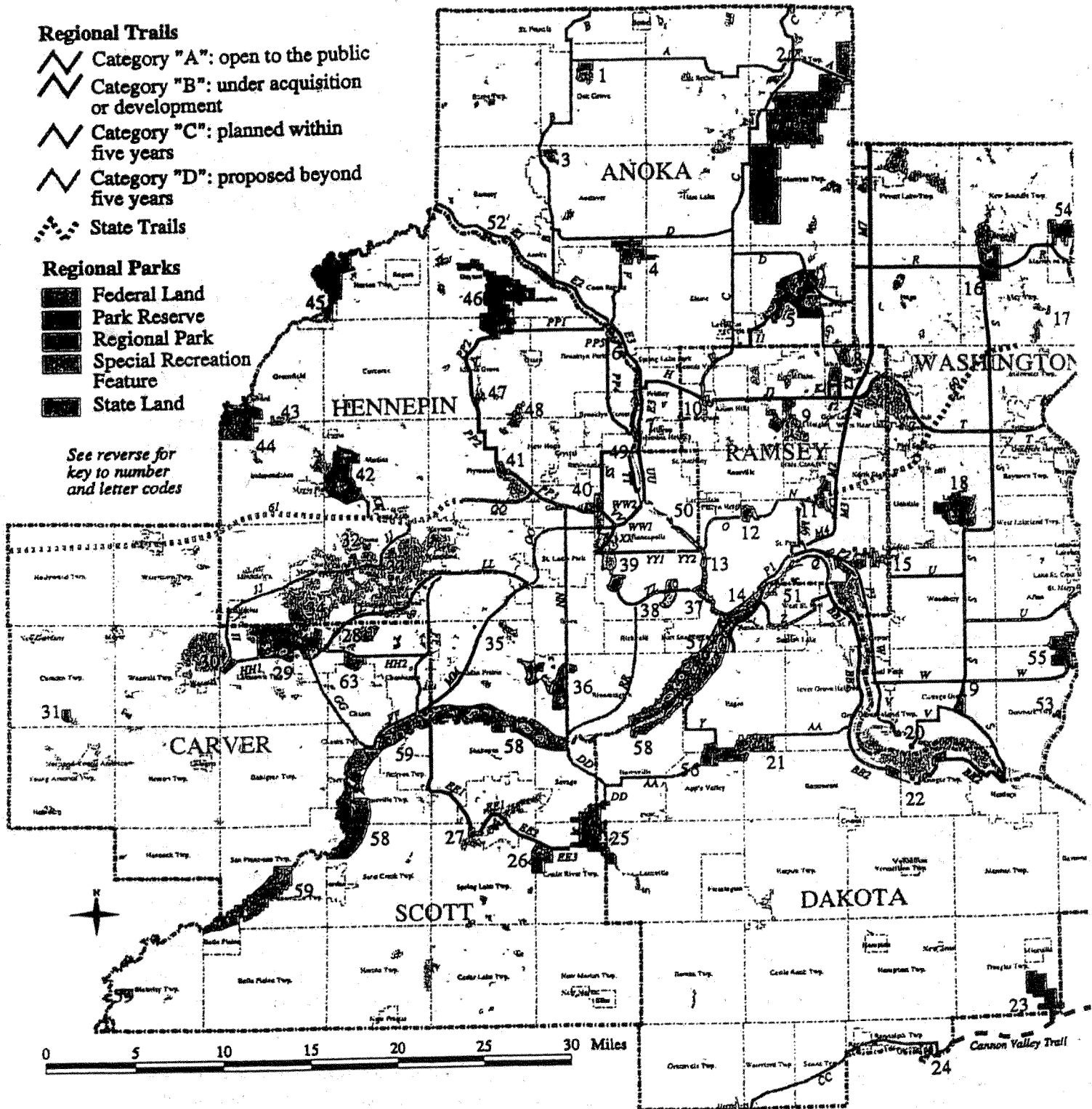
## Regional Trails

- Category "A": open to the public
- Category "B": under acquisition or development
- Category "C": planned within five years
- Category "D": proposed beyond five years
- State Trails

## Regional Parks

- Federal Land
- Park Reserve
- Regional Park
- Special Recreation Feature
- State Land

See reverse for  
key to number  
and letter codes



Park boundaries were determined from the Council's 1990 Land Use coverage with amendments to state and federal boundaries in accordance with the Minnesota Valley National Wildlife Refuge, Recreation Area and State Trail Comprehensive Plan, 1984.

Two post-1990 additions to the regional system also appear on the map. They are: Big Marine Lake Park Reserve in northern Washington County and Lake Waconia Regional Park in Carver County.

All trail alignments are approximate and intended for viewing only.

# Trails and Parks Map Key

## Trails categories:

- A) Council approved master plan and open to the public
- B) Council approved master plan and under acquisition/development
- C) Being master planned in next five years and pending approval by Council
- D) Proposed beyond five years and subject to master plan creation and approval by Council

Map Letter. Trail Name	Category	Map Letter. Trail Name	Category
North Anoka County	D	OO. SW Hennepin (Hopkins-Cedar Lake)	D
Rum River	D	PP1. North Hennepin (Coon Rapids Dam-Elm Cr.)	A
East Anoka County	D	PP2. North Hennepin (Elm Creek-French)	B
Central Anoka County	D	PP3. North Hennepin (French-Wirth)	B
Anoka Co. Miss. R. (cnty bndy to Anoka)	D	PP4. North Hennepin (Brooklyn Ctr.-Brooklyn Pk.)	A
Anoka Co. Miss. R. (Anoka-Coon Rapids Dam)	C	PP5. North Hennepin (Noble Av./T.H. 610)	B
Anoka Co. Miss. R. (Coon Rapids Dam-Fridley)	A	QQ. North Hennepin-Luce Line	B
Coon Creek	D	RR. South Hennepin (Minnehaha Pkwy.-Mn. Valley)	D
Chain of Lakes-Bald Eagle	D	SS. Memorial Pkwy. and Shingle Creek	A
Rice Creek West	A	TT. Mpls. Miss. R. West Bank	C
Rice Creek North (Shoreview-Lino Lakes)	B	UU. Mpls. Miss. R. East Bank	C
Rice Creek North (New Brighton-Shoreview)	C	VV. Bassett Creek (Wirth-Cedar Lake Trail)	C
Highway 96 (New Brighton-I35E)	C	WW1. Cedar Lake (Hwy. 100-7th Street)	A
Highway 96 (I35E-Otter Lake Rd.)	A	WW2. Cedar Lake (7th Street-Miss. R.)	B
Highway 96 (Otter Lake Rd.-Hwy 61)	B	XX. Kenilworth	C
Birch Lake	A	YY1. 29th St.-Midtown Greenway (St. Lpk.-Hiawatha)	C
Birch Lake (Birch Lake-Tamarack Lake)	B	YY2. 29th St.-Midtown Greenway (Hiawatha-Miss. R.)	D
BN-Gateway	C	ZZ. Minnehaha Parkway (outside regional parks)	A
1. BN (Wash Co.-Beam Av.)	B		
2. BN (Beam Av.-Frost Av.)	A		
3. BN (Frost Av.-Maryland Av.)	B		
4. BN-Phalen Creek Section	A		
5. BN-Mississippi Connection	D		
6. BN-Capitol Route	D		
7. BN-Hardwood Creek Section	B		
Como-Phalen	D		
Mississippi-Como	D		
St. Paul Miss. R. (I35E-James Av.)	A		
St. Paul Miss. R. (James Av.-Robert St.)	D		
St. Paul Miss. R. (Battle Creek-Wash. Co.)	D		
St. Paul Miss. R. West Bank	D		
Glacial Hills	C		
Washington Co. Greenway	C		
White Bear Lake-Stillwater	C		
Afton Bluffs	C		
Grey Cloud Island	D		
Prairie View	C		
Dakota Co. Big Rivers	B		
Minn. R.-Lebanon Hills	D		
Dakota Co. North Urban	C		
4. Dakota Co. South Urban	D		
31. Dakota Co. Miss. R. (So. St. Paul)	B		
32. Dakota Co. Miss. R. (Southern Segment)	C		
2. Dakota County South	D		
D. Scott Co. East	D		
31. Scott Co. West (Mn. Valley-Co. Rd. 82)	B		
22. Scott Co. West (Co. Rd. 82-south Prior Lake)	A		
23. Scott Co. West (Clear Lake-Murphy-Hanrehan)	B		
7. Highway 101	D		
G. Chaska-Victoria	D		
H1. Highway 5 (Waconia-Carver PR)	D		
H2. Highway 5 (Carver PR-Highway 101)	D		
Waconia-St. Bonifacius	D		
SW Hennepin (Luce Line-Lake Minnetonka)	D		
K. NW Hennepin (Baker-Luce Line)	C		
SW Hennepin (Hopkins-Victoria)	A		
M. SW Hennepin (Hopkins-Chaska)	A		
N. South Hennepin (Cedar Lake-Mn. Valley)	D		

## Regional Parks, Special Recreation Features

### Map Number. Park Name

1. Lake George	27. Spring Lake
2. Martin-Island-Linwood	28. Lake Minnewashta
3. Rum River Central	29. Carver
4. Bunker Hills	30. Lake Waconia
5. Rice Creek-Chain of Lakes	31. Baylor
6. Coon Rapids Dam	32. Noerenberg Gardens
7. Anoka Co. Riverfront	33. Big Island
8. Bald Eagle-Otter Lake	34. Lake Minnetonka
9. Vadnais-Snail Lakes	35. Bryant Lake
10. Long Lake	36. Hyland-Bush-Anderson
11. Phalen-Keller	37. Minnehaha
12. Como	38. Nokomis-Hiawatha
(Zoo and Conservatory)	39. Mpls. Chain of Lakes
13. Mississippi Gorge	40. Theodore Wirth
14. Hidden Falls-Crosby Farm	41. Clifton E. French
15. Battle Creek	42. Baker
16. Big Marine Lake	43. Lake Sarah
17. Square Lake	44. Lake Rebecca
18. Lake Elmo	45. Crow-Hassan
19. Cottage Grove Ravine	46. Elm Creek
20. Grey Cloud Island	47. Fish Lake
21. Lebanon Hills	48. Eagle Lake
22. Spring Lake	49. North Mississippi
23. Miesville Ravine	50. Cent. Miss. Riverfront
24. Lake Byllesby	51. Lilyday-Harriet Island
25. Murphy-Hanrehan	52. Mississippi West
26. Cleary Lake	53. St. Croix Bluffs

## State and Federal Land

### Map Number. Park Name

54. Wm. O'Brien State Park	58. Mn. Valley NWR
55. Afton State Park	59. Mn. Valley State Trail
56. Minnesota Zoo	60. Munger State Trail
57. Ft. Snelling State Park	61. Luce Line State Trail

## **Gender**

Visitors to regional parks are balanced between females and males, with fifty-two percent of visitors being female (Table 3.4). This closely mirrors the general population percentage of females (fifty-one percent). Gender does vary at the implementing agency level. Sixty-eight percent of regional park visitors in Carver County are female, while forty-eight percent of regional park visitors in Minneapolis are female. Gender differences are influenced by the type of facilities available. Beaches or swimming pools draw a greater number of females, many who are bringing children to those facilities. Conversely, boat access sites draw a greater number of males.

## **Education**

Thirty-one percent of regional park visitors have a Bachelor's Degree, and nearly twenty-three percent have advanced or professional degrees (Table 3.5). According to the 1990 Census, twenty percent of the general population have a Bachelor's Degree and eight percent have an advanced degree. Regional park visitors tend to have more years of formal education than the general population. It is most pronounced for visitors to Minneapolis regional parks (sixty-three percent of visitors with a B.A. or higher vs. thirty percent of the general population of Minneapolis) and Dakota County (fifty-eight percent of visitors with a B.A. or higher vs. twenty-seven percent of the general population of Dakota County).

## **Household Characteristics**

Forty-three percent of all visitors to the regional parks live in two-parent households with children living at home. An additional seven percent of visitors live in single-parent households with children living at home. Nearly twenty-three percent of visitors are married but do not have children living at home. Twenty-one percent of visitors are single. Table 3.6 and Figure 3.5 also compare and help visualize the differences in household composition between park visitors and the general population. The primary under-served population is singles. Regional parks are more popular among two-parent households with children at home than the general population would warrant. Intuitively, this would make sense because of the many facilities within the parks that are geared towards children. Further study should be conducted to assess the regional parks' role in the recreation and leisure of singles and non-nuclear families.

Park visitors are more likely to own their home (seventy-four percent) than the general population (sixty-eight percent). The greatest differences are found among visitors to the regional parks in Minneapolis and St. Paul and the general populations of those two cities (Table 3.7). Coupled with income and education, this data further strengthens the idea that regional park visitors tend to be in a higher socio-economic group than the general population.

Over two-thirds (sixty-nine percent) of park visitors have lived in the Twin Cities area for over ten years (Table 3.8). There is little variation among visitors to parks when organized by implementing agencies, with the exception of Carver County, which had twenty-two percent of its park visitors indicating that they have lived in the Twin Cities area for less than 5 years. These data indicate that the regional parks enjoy a stable long-term population.

## **Visitor Origin**

Tables 3.9 and 3.10 provide information on where park visitors live. This information is organized by implementing agency and has been used to help determine more equitable funding for the state's share of the regional park system's Operations and Maintenance grants. Minneapolis residents are particularly heavy users of the regional park system, with thirty percent of all regional park visits generated by residents of Minneapolis. About nine percent of the seven county metropolitan area's population resides in Minneapolis. The higher use by Minneapolis residents is partially explained by the very high numbers of visits to the Minneapolis Chain of Lakes. Minneapolis residents also indicated that they visit parks more often than do their suburban counterparts, an idea that is supported by further data in Section 6 of this report.

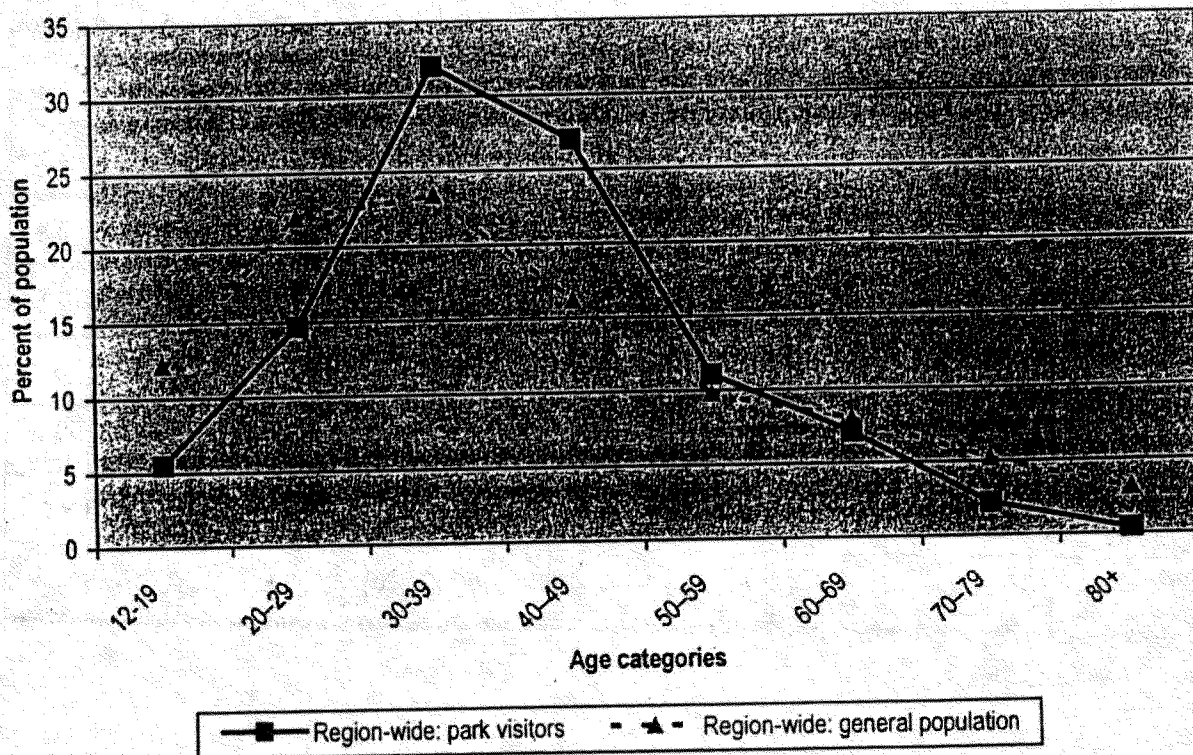


### Group characteristics

Approximately three-quarters of all visitors to the regional parks system come to the park as part of a larger group. While this study focused on individuals, it is still desirable to have information on the characteristics of the groups that visit the parks. Tables 3.11 – 3.13 provide data on these groups. The average group size for all regional parks is about seven people per group. The median group size is three people per group. This is different from the person-per-vehicle figures detailed in Section 4 of this report. While an average size of seven people seems large, it is a result of a small percentage of groups containing a very large number of members, usually associated with a special occasion such as a business or family reunion picnic, or a special event such as a wedding.

Nearly fifty percent of all visitors are in groups of adults only. Nearly all of the remaining visitors are in groups containing adults and a mix of teens and children. A little over one percent of groups are made up of teens and children without adult supervision. Of the groups with adults and teens or children, about two thirds are adults and children only – no teens. This corresponds with the age data described earlier. Teens are not a large portion of regional park users.

About twenty-six percent of visitors are alone on their visits to regional parks. Thirty-nine percent are with their immediate family. Thirteen percent are with family and friends, twelve percent are with friends only, and almost seven percent are with their extended family. Just over two percent of visitors are with a group related to their business.

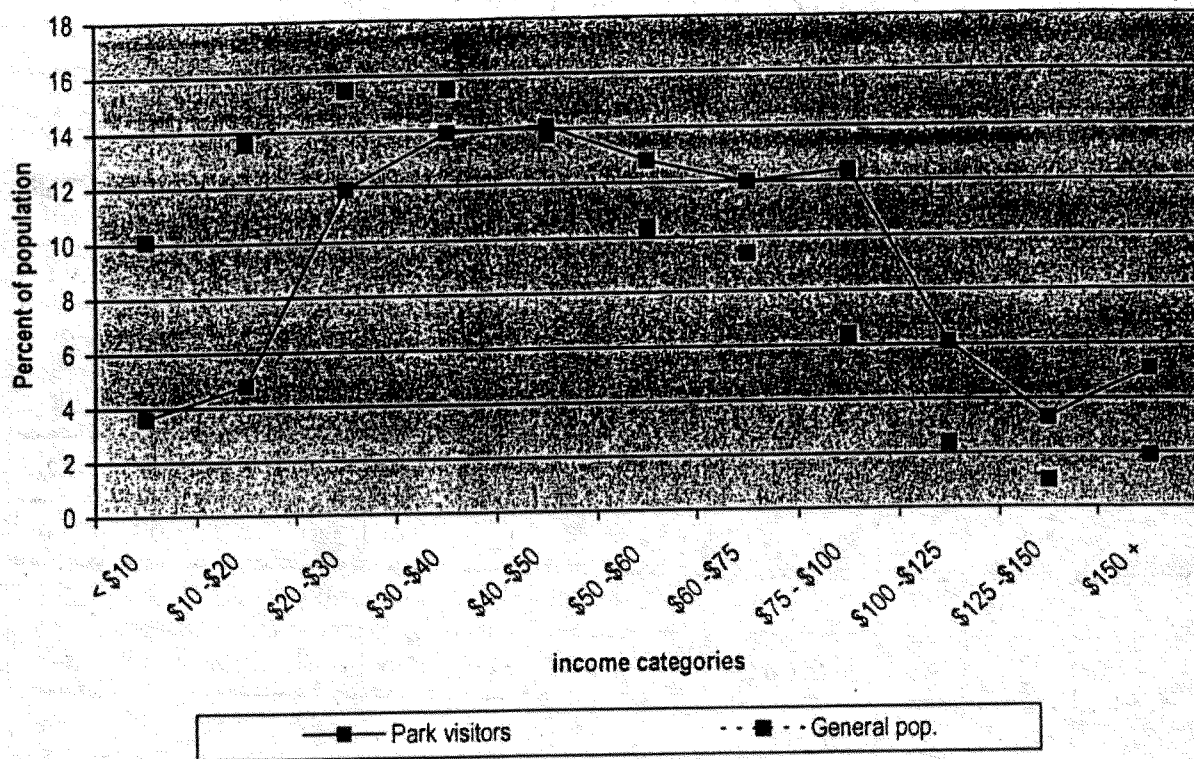


**Figure 3.1: Comparison of 1998 park visitors' age groups and the 1990 general population**  
General population source: 1990 US Census

**Table 3.1: Age of 1998 regional park visitors compared to the 1990 general population**

Agency	Median Age	% of visitors in that age group:							
		12 - 19	20 - 29	30 - 39	40 - 49	50 - 59	60 - 69	70 - 79	80 +
Region-wide: park visitors	35-39	5.5	14.7	32.0	27.0	11.1	7.1	2.2	0.4
Region-wide: general population	35-39	12.2	22.0	23.4	16.2	9.8	8.0	5.2	3.1
Anoka: park visitors	35-39	9.7	12.5	38.1	22.6	11.2	5.2	0.4	0.3
Anoka: general population	35-39	15.4	21.3	24.2	18.1	10.4	6.2	3.1	1.3
Carver: park visitors	35-39	6.5	14.7	47.3	22.2	5.5	2.0	1.3	0.3
Carver: general population	35-39	14.0	20.4	25.0	16.2	9.8	7.2	4.6	2.9
Dakota: park visitors	35-39	5.0	13.0	46.0	24.7	8.2	2.8	0.2	0.1
Dakota: general population	35-39	13.7	22.1	25.4	17.8	9.5	6.1	3.6	1.7
Hennepin Parks: park visitors	35-39	5.1	12.3	38.	29.4	7.9	5.7	1.0	<0.1
Hennepin Parks: general population	35-39	11.6	20.1	23.1	17.1	11.0	9.1	5.3	2.9
Minneapolis: park visitors	40-44	4.1	15.9	26.0	28.2	14.4	7.3	3.6	0.4
Minneapolis: general population	35-39	9.8	26.8	23.9	13.0	7.4	7.8	6.6	4.7
Greater Ramsey: park visitors	35-39	7.2	16.4	30.3	22.8	11.2	8.3	2.9	0.9
Greater Ramsey: general population	35-39	12.2	20.6	21.5	16.8	11.4	9.4	5.4	2.8
St. Paul: park visitors	35-39	6.6	15.2	29.5	25.8	10.0	10.2	2.0	0.7
St. Paul: general population	35-39	11.6	24.3	21.9	12.8	8.3	8.8	7.4	4.9
Washington: park visitors	35-39	6.1	14.2	43.3	24.9	7.1	3.1	1.3	<0.1
Washington: general population	35-39	15.0	17.9	24.4	19.9	10.8	6.6	3.5	1.9

General population source: 1990 US Census



**Figure 3.2: Household income<sup>1</sup>: comparison of 1998 park visitors and the 1990 general population**

General population source: 1990 US Census

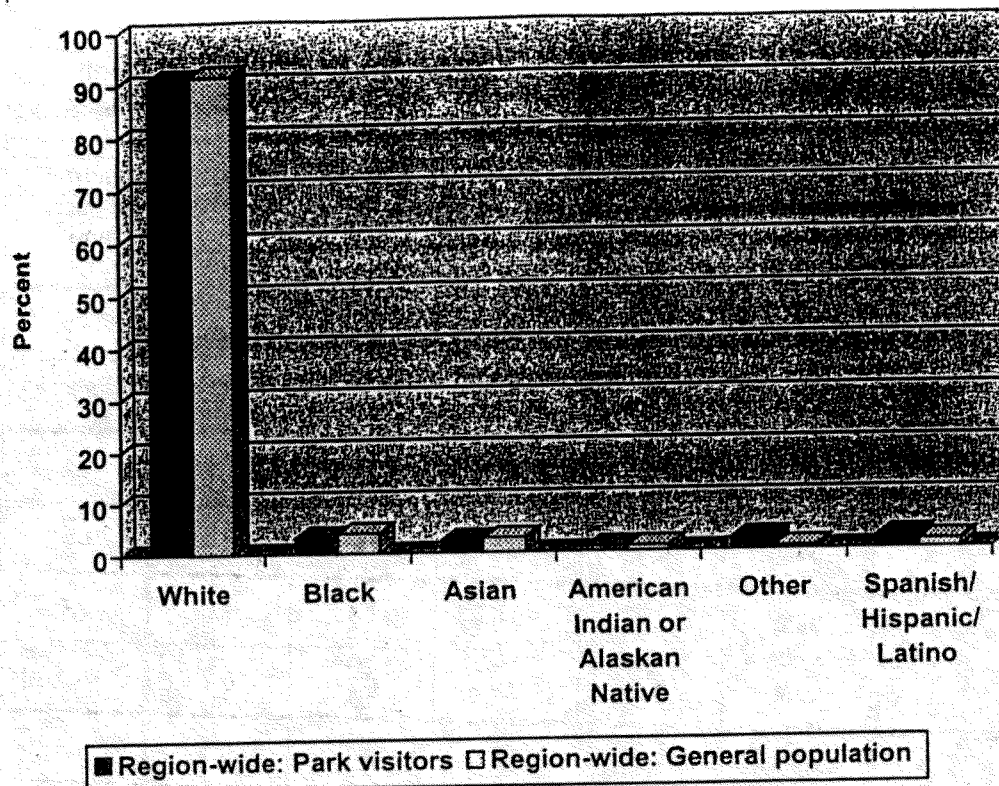
<sup>1</sup> Household income for the general population is from the 1990 US Census, which is the latest available data from non-commercial sources. From 1992 – 1997 *per capita* income in Minnesota rose over 22 %. Consequently, it is likely that the 2000 US Census will identify significantly higher household income. This will decrease the disparity between household incomes of park visitors and the general population.



**Table 3.2: Household Income of 1998 park visitors compared to 1990 general population estimates (in \$1,000s)**

Agency	Median income	% of visitors indicating that their household income fell within:										
		< \$10	\$10 - \$20	\$20 - \$30	\$30 - \$40	\$40 - \$50	\$50 - \$60	\$60 - \$75	\$75 - \$100	\$100 - \$125	\$125 - \$150	\$150 +
Region-wide: park visitors	\$50-55	3.6	4.8	11.9	13.9	14.1	12.8	12.0	12.4	6.1	3.3	5.1
Region-wide: general population	\$35-37.5	10.1	13.6	15.5	15.5	13.8	10.4	9.4	6.4	2.4	1.0	1.9
Anoka: park visitors	\$50-55	2.5	5.4	10.7	13.7	14.2	13.5	13.8	12.6	8.3	2.6	2.7
Anoka: general population	\$40-42.5	6.3	10.6	15.0	17.9	18.0	12.9	10.6	5.9	1.5	0.4	0.8
Carver: park visitors	\$60-75	2.1	1.6	9.9	11.3	11.4	13.3	30.2	6.6	6.6	5.8	1.2
Carver: general population	\$37.5-40	8.1	11.7	15.3	16.1	15.4	11.3	9.9	7.1	2.2	0.9	2.1
Dakota: park visitors	\$60-75	0.8	2.2	4.1	13.8	15.8	12.7	17.9	19.8	5.2	2.3	5.4
Dakota: general population	\$40-42.5	5.8	10.0	14.1	16.0	15.9	13.0	12.0	7.8	2.7	1.0	1.7
Hennepin Parks: park visitors	\$55-60	1.1	2.7	7.9	12.4	15.4	13.6	14.4	14.8	9.4	3.8	4.4
Hennepin Parks: general population	\$40-42.5	6.3	10.8	14.3	15.4	14.7	11.5	11.1	8.1	3.3	1.5	3.2
Minneapolis: park visitors	\$50-55	4.2	4.9	12.2	14.8	12.4	12.6	11.7	11.4	5.6	3.6	6.6
Minneapolis: general population	\$25-27.5	19.0	20.7	17.7	14.1	9.8	6.7	5.2	3.6	1.5	0.6	1.2
Greater Ramsey: park visitors	\$42.5-45	2.9	5.8	15.8	19.7	13.5	12.6	9.2	10.0	6.4	2.1	2.0
Greater Ramsey: general population	\$40-42.5	6.3	12.1	14.9	15.9	14.6	11.3	10.9	7.9	2.9	0.9	2.1
St. Paul: park visitors	\$42.5-45	5.8	7.5	16.7	13.9	15.3	11.7	9.0	9.9	3.3	2.6	4.4
St. Paul: general population	\$25-27.5	17.7	19.5	18.2	15.4	10.5	7.0	5.6	3.6	1.0	0.5	1.0
Washington: park visitors	\$55-60	1.1	1.5	10.0	10.6	16.1	14.1	12.1	19.1	9.1	1.9	4.4
Washington: general population	\$42.5-45	6.3	8.6	12.9	15.0	16.2	13.5	12.3	8.9	3.3	1.4	1.7

General population source: 1990 US Census



**Figure 3.3: Race/ethnicity: comparison of 1998 park visitors and the 1990 general population**

General population source: 1990 US Census

**Table 3.3: Race/ethnicity of 1998 park visitors compared to the 1990 general population**

Agency	% of all visitors:					
	White	Black	Asian <sup>2</sup>	American Indian or Alaskan Native	Other	Spanish/ Hispanic/ Latino <sup>3</sup>
Region-wide: park visitors	91.0	3.2	2.4	1.0	2.4	2.4
Region-wide: general population	91.6	3.9	2.8	1.0	0.6	1.6
Anoka: park visitors	93.1	2.1	2.2	1.0	1.5	1.8
Anoka: general population	97.2	0.5	1.2	0.8	0.3	0.9
Carver: park visitors	94.5	2.4	0.6	1.5	1.0	2.9
Carver: general population	98.4	0.2	0.9	0.2	0.2	0.5
Dakota: park visitors	97.4	<1	2.5	<1	0.1	1.3
Dakota: general population	96.2	1.2	1.7	0.3	0.5	1.5
Hennepin Parks: park visitors	93.5	2.0	2.3	0.2	2.0	2.2
Hennepin Parks: general population	95.6	1.7	2.0	0.4	0.3	0.9
Minneapolis: park visitors	89.9	4.6	1.5	1.0	3.0	2.6
Minneapolis: general population	78.4	13.0	4.3	3.3	0.9	2.1
Greater Ramsey: park visitors	84.8	5.4	5.4	1.6	2.9	2.9
Greater Ramsey: general population	95.4	1.2	2.6	0.7	0.2	1.1
St. Paul: park visitors	88.3	2.9	4.0	1.8	2.9	2.4
St. Paul: general population	82.3	7.4	7.1	1.4	2.0	4.2
Washington: park visitors	93.9	0.2	3.8	0.6	1.4	2.2
Washington: general population	96.8	1.1	1.1	0.5	0.5	1.3

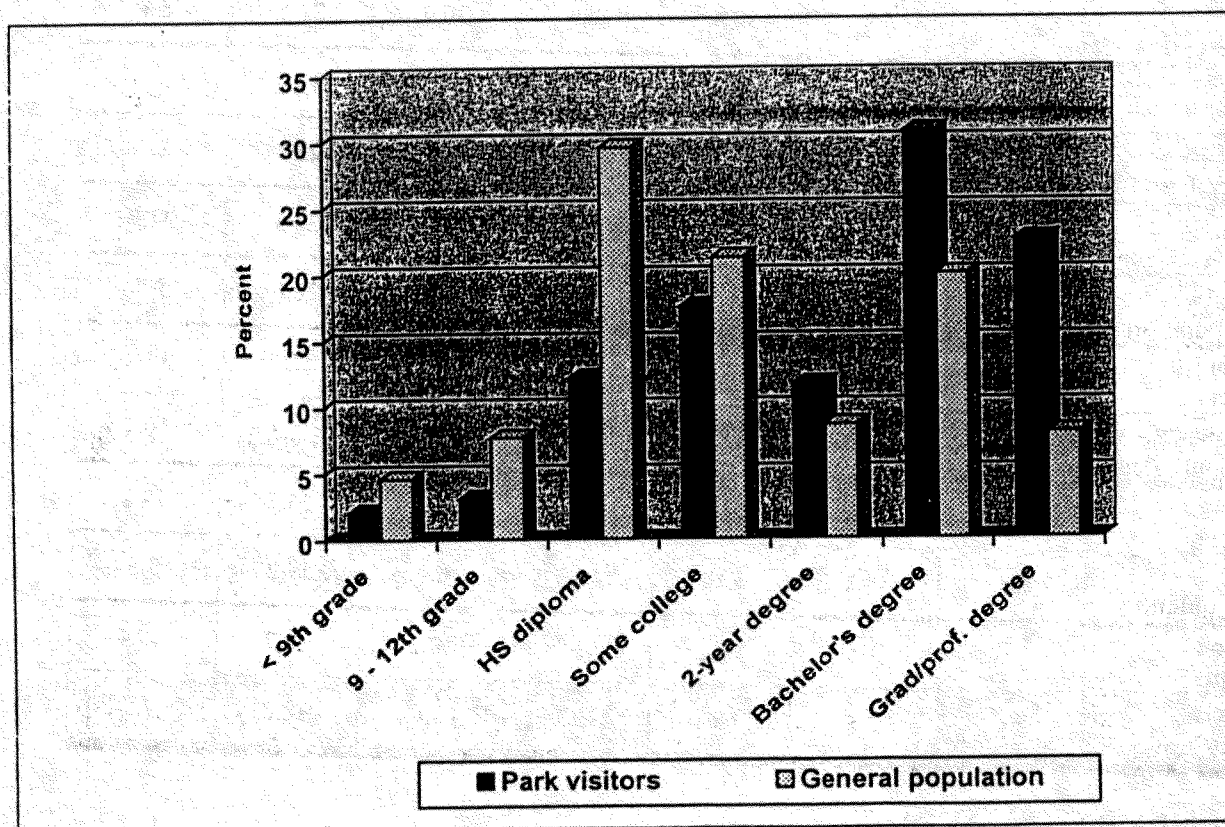
General population source: 1990 US Census

<sup>2</sup> Asian includes the Hawaiian and Pacific Islander category

<sup>3</sup> This is categorized separately from "Race" to be consistent with US Census standards

**Table 3.4: Gender of regional park visitors**

	Female (%)	Male (%)
Region-wide general population	51.2	48.8
<b>Park visitors:</b>		
Region-wide	52.3	47.7
Carver	67.9	32.1
Washington	56.5	43.5
Hennepin Parks	55.3	44.7
Dakota	55.0	45.0
Anoka	52.1	47.9
St. Paul	50.7	49.3
Greater Ramsey	49.5	50.5
Minneapolis	48.2	51.8



**Figure 3.4: Education: comparison of 1998 park visitors and the 1990 general population**

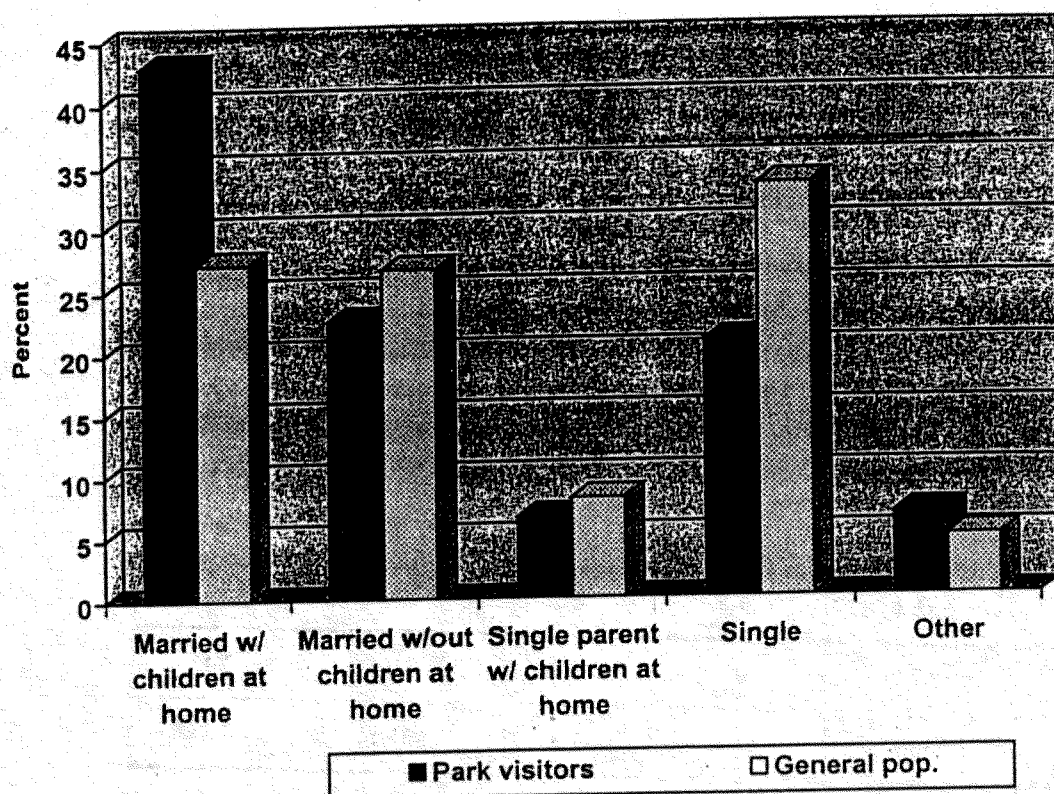
General population source: 1990 US Census



**Table 3.5: Education levels of 1998 park visitors compared to the 1990 general population**

Agency	% of visitors who have achieved that level of education:						
	Less than 9 <sup>th</sup> grade	9 <sup>th</sup> - 12 <sup>th</sup> grade but no diploma	High school grad.	Some college	Associate (2 year) degree	Bachelor's degree	Grad/prof. degree
Region-wide: park visitors	2.1	3.1	12.2	17.6	11.7	30.8	22.6
Region-wide: general population	4.6	7.7	29.6	21.3	8.6	20.0	8.0
Anoka: park visitors	3.0	5.7	18.2	20.5	15.6	23.2	13.7
Anoka: general population	4.1	9.2	38.5	22.8	10.2	11.6	3.9
Carver: park visitors	1.3	4.9	18.3	26.0	17.4	18.7	13.5
Carver: general population	8.7	6.7	35.3	19.1	8.8	16.7	4.8
Dakota: park visitors	1.5	2.4	9.4	12.8	15.5	40.9	17.5
Dakota: general population	3.6	5.8	30.4	22.3	10.4	21.1	6.4
Hennepin Parks: park visitors	1.4	3.0	12.6	19.6	11.5	33.9	18.0
Hennepin Parks: general population	3.2	6.1	27.6	22.7	9.3	23.1	8.1
Minneapolis: park visitors	1.0	2.8	8.3	15.8	8.5	32.3	31.3
Mpls: general population	6.5	10.9	25.4	20.4	6.5	20.6	9.7
Greater Ramsey: Park visitors	3.7	4.4	18.5	20.8	13.2	27.1	12.2
Greater Ramsey: general population	3.5	6.6	29.3	19.9	8.8	21.3	10.4
St. Paul: park visitors	3.9	2.8	16.2	17.6	15.7	25.7	18.2
St. Paul: general population	8.5	10.4	30.0	18.1	6.4	17.2	9.3
Washington: park visitors	3.6	2.4	14.1	15.7	10.2	38.7	15.4
Washington: general population	3.4	6.5	33.3	21.1	9.4	18.8	7.5

General population source: 1990 US Census



**Figure 3.5: Household composition: 1998 park visitors and the 1990 general population**

General population source: 1990 US Census

**Table 3.6: Household composition of 1998 park visitors compared to the 1990 general population**

Agency	% of visitors indicating their household composition as :				
	Married with children at home	Married without children at home	Single parent with children at home	Single	Other
Region-wide: park visitors	43.0	22.6	6.6	20.8	6.7
Region-wide: general population	27.2	26.7	8.1	33.3	4.8
Anoka: park visitors	55.0	17.1	7.6	12.0	8.2
Anoka: general population	38.0	28.0	8.8	21.0	4.2
Carver: park visitors	64.5	18.2	6.7	7.2	3.4
Carver: general population	38.4	29.7	6.1	22.5	3.3
Dakota: park visitors	67.9	10.5	3.7	10.5	7.4
Dakota: general population	36.0	27.3	7.8	25.1	3.8
Hennepin Parks: park visitors	59.1	15.8	6.8	12.6	5.8
Hennepin Parks: general population	28.7	30.7	6.4	29.8	4.4
Minneapolis: park visitors	30.4	28.4	6.1	29.2	6.0
Mpls: general population	13.7	18.6	10.1	51.7	5.9
Greater Ramsey: park visitors	39.5	21.2	8.0	20.8	10.6
Greater Ramsey: general population	28.7	31.5	7.0	28.2	4.6
St. Paul: park visitors	38.1	24.9	7.5	20.9	8.5
St. Paul: general population	19.1	21.3	10.3	43.3	6.1
Washington: park visitors	63.2	12.6	7.1	11.5	5.5
Washington: general population	38.7	29.8	7.6	20.2	3.6

General population source: 1990 US Census

Note: data for park visitors does not include teens under the age of 18 for comparison purposes with Census data.



**Table 3.7: Do you rent or own your home?**

Agency	Rent (%)	Own (%)
Region-wide: park visitors	25.6	74.4
Region-wide: general population	32.2	67.8
Anoka: park visitors	16.9	83.1
Anoka: general population	18.8	81.2
Carver: park visitors	19.8	80.2
Carver: general population	21.0	79.0
Dakota: park visitors	18.3	81.7
Dakota: general population	26.1	73.9
Hennepin Parks: park visitors	17.8	82.2
Hennepin Parks: general population	27.4	72.6
Minneapolis: park visitors	30.7	69.3
Minneapolis: general population	50.3	49.7
Greater Ramsey: park visitors	27.4	72.6
Greater Ramsey: general population	26.4	73.6
St. Paul: park visitors	30.1	69.9
St. Paul: general population	46.1	53.9
Washington: park visitors	13.8	86.2
Washington: general population	16.1	83.9

**Table 3.8: How long have you lived in the Twin Cities area?**

Park	< 5 years (%)	5 - 10 years (%)	10 years (%)	Do not live in the Twin Cities area (%)
Region-wide	12.1	10.0	69.1	8.8
Carver	22.1	6.9	57.8	13.2
Dakota	14.2	12.0	68.4	5.4
Minneapolis	13.1	10.4	69.9	6.6
Hennepin Parks	12.3	10.9	72.1	4.7
Washington	12.3	11.0	70.7	5.9
Anoka	11.5	10.6	73.0	4.9
Greater Ramsey	11.2	9.8	75.4	3.7
St. Paul	9.8	8.2	63.9	18.2

Some respondents indicated that they did or did not live in the Twin Cities area, which was contradictory to the actual geographic location they gave as the town in which they live. The visitor origin data in the next table provides more accurate data regarding the percentage of visitors who do not live in the Twin Cities area.

**Table 3.9: Origin of 1998 park visitors**

Origin	Region - wide	% of visitors to the parks managed by the following implementing agencies:							
		Anoka	Carver	Dakota	Hennepin Parks	Minneapolis	Greater Ramsey	St. Paul	Washington
Minneapolis	26.9	5.2	4.7	4.4	8.8	63.5	3.2	7.6	2.4
Greater Hennepin County	19.9	16.9	24.2	3.5	67.0	16.4	2.9	6.8	3.2
St Paul	13.2	3.7	< 0.1	1.5	1.0	5.0	30.1	32.5	16.2
Dakota County	7.7	3.1	0.7	75.8	3.9	5.6	2.8	5.9	10.4
Greater Ramsey County	7.6	4.2	0.7	1.9	1.2	1.5	35.8	13.9	8.6
Anoka County	7.2	58.1	1.3	1.3	3.9	0.7	9.4	3.7	1.5
Washington County	5.2	2.9	< 0.1	0.9	0.7	0.6	12.1	8.5	48.7
Carver County	1.3	0.2	40.3	< 0.1	3.9	0.4	< 0.1	0.3	0.3
Scott County	0.8	< 0.1	4.0	0.7	1.2	0.2	< 0.1	0.2	0.1
Greater Minnesota	5.0	3.5	21.4	6.6	6.1	2.1	1.7	9.5	0.5
Other US states	5.2	1.9	2.7	2.0	2.1	4.0	2.0	11.0	7.9
Foreign Country	0.2	0.4	< 0.1	0.6	0.2	< 0.1	< 0.1	0.2	0.1

**Table 3.10: Origin of 1998 park visitors compared to 1990 Census population (age 12 +)**

Origin	1990 Census population (age 12 +)	1990 census % (age 12 +)	Park visitor origin %
Anoka County	191,762	10.3	8.0
Carver County	37,463	2.0	1.4
Dakota County	216,184	11.6	8.6
Greater Hennepin County	548,379	29.4	22.2
Minneapolis	176,032	9.4	30.0
Greater Ramsey County	311,700	16.7	8.5
Scott County	44,949	2.4	0.9
St Paul	222,845	12.0	14.7
Washington County	115,317	6.2	5.8
Total	1,864,631	100	100

Note: The study interviewed only those park visitors age 12 and over. The 1990 census data was adjusted for comparison purposes.

**Table 3.11: Group size**

Agency	Mean # of people	Median # of people
Region-wide	7.4	3
Dakota	12.6	4
Hennepin Parks	9.8	4
Carver	8.3	4
Washington	7.6	4
Minneapolis	7.4	2
Anoka	6.4	3
Greater Ramsey	5.9	2
St. Paul	4.9	2

**Table 3.12: Group composition by age of group members**

Type of Group	Region - wide	% of visitors to parks managed by that agency:							
		Anoka	Carver	Dakota	Hennepin Parks	Minneapolis	Greater Ramsey	St. Paul	Washington
Adults only	49.8	33.1	16.6	29.8	30.1	72.3	54.1	45.5	23.5
Adults & teens	4.3	12.7	6.5	2.6	4.9	2.3	3.5	4.0	6.8
Adults & children	32.7	34.2	63.2	46.9	46.8	17.4	28.8	37.6	46.4
Adults, teens & children	12.0	17.4	12.7	19.2	17.2	6.7	11.2	12.0	20.5
Teens only	1.1	2.3	1.0	1.1	0.7	1.2	1.7	0.4	2.4
Teens & children	0.2	0.3	< 0.1	0.4	0.2	0.1	0.6	0.3	0.4
Children only	0.1	< 0.1	< 0.1	< 0.1	< 0.1	< 0.1	< 0.1	0.2	< 0.1

Note: Adults = 18 + years old, teens = 12 - 17, children are less than 12 years old

**Table 3.13: Group composition by type of group**

Type of Group	Region - wide	% of visitors to parks managed by that agency:							
		Anoka	Carver	Dakota	Hennepin Parks	Minneapolis	Greater Ramsey	St. Paul	Washington
Immediate family	39.4	42.2	40.4	46.0	45.6	32.0	33.4	45.8	38.1
Alone	25.8	15.3	6.1	12.3	13.0	41.0	30.6	21.4	8.7
Family & friends	12.8	20.0	29.3	19.4	19.2	6.9	13.3	9.6	30.2
Friends only	11.5	11.3	5.7	11.3	10.4	12.7	13.1	9.9	13.5
Extended family gathering	6.7	7.9	13.9	9.8	6.4	3.1	7.0	11.0	8.0
Business related	2.2	1.4	2.9	0.1	4.3	2.2	1.2	1.3	1.2
Other	1.6	2.0	1.6	1.1	1.1	2.1	1.4	1.1	0.4



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

See attached.



## Neighborhood Parks, Green Spaces, Trails and Zoo Levy

### Parks Levy Q & A

#### HOW MUCH IS THE LEVY AND WHAT WOULD IT FUND?

If approved by voters on November 7, 2000, the "levy lid lift"—the technical term for the proposition—would allow the City to increase regular property taxes for up to eight years for a total of up to \$198.2 million. The levy is designed to fund more than 100 projects to improve and enhance programming of existing parks, including the Woodland Park Zoo; acquire, develop and maintain new neighborhood parks, green spaces, playfields, trails and boulevards; and add out-of-school and senior activities. The levy also proposes to fund an acquisition and development "opportunity fund."

For a complete list of projects click [here](#).

#### WHAT WOULD THE COST BE FOR A PROPERTY OWNER? [Return to Top](#)

Beginning in 2001, the levy is expected to cost a Seattle homeowner approximately 35 cents per \$1,000 of assessed property value. In each of the remaining years of the levy, the rate is expected to be just over 33 cents per \$1,000 of assessed value. So for example, the owner of a \$261,900 house (the estimated average assessed value of a home in Seattle in 2000 for calculation of 2001 taxes) would pay about \$92 in 2001. By 2008, the last year in the levy period, an average home is projected to be assessed at \$337,740, and the owner of such a house would pay about \$112 under this levy.

#### WHAT IS THE DIFFERENCE BETWEEN A LEVY AND A BOND?

A "levy lid lift"—sometimes referred to as a "levy"—is a financing mechanism in which voters agree to raise their property taxes for public purposes. The taxing authority is within the regular rate limit set by state law of \$3.60 per \$1,000 of assessed property value. A levy requires a "simple majority" (more than 50%) approval from the voters. It can pay for capital projects as well as for operations and maintenance.

A voter-approved bond issue is a financing mechanism in which voters authorize the City to sell bonds and pay the principal and interest on the borrowed money with property taxes in excess of the \$3.60 per \$1,000 assessed value limit. With a single vote, voters can authorize the City to issue bonds to finance capital projects that are similar in purpose—such as parks and recreation projects—but not for operations or to replace equipment. The bonds, including interest, are usually paid off in 10 to 30 years—similar to paying a mortgage for a house. A bond issue with excess to pay back the debt requires a "super majority" (more than 60 percent) approval and a minimum number of overall voters on the issue.

#### HOW WERE THE INDIVIDUAL PROJECTS SELECTED? [Return to Top](#)

A group of citizens called the PRO Parks 2000 Citizens' Planning Committee examined the existing parks and recreation system, neighborhood plans and other plans (mentioned above), developed selection criteria, considered public input from an extensive public involvement process, and with

the assistance of the Department of Parks and Recreation and the Department of Neighborhoods, developed a \$200 million package of park, recreation and green space projects to recommend to Mayor Paul Schell. The committee considered geographic equity as well as the balance among various funding categories (acquisition, development, maintenance, etc.).

The Mayor's Office amended the package to include inflation and funding for the Seattle Chinese Garden for a total package costing \$223 million. The City Council then made adjustments to Mayor's proposal and reduced the levy to its final amount of \$198.2 million.

## **WHAT IS THE PRO PARKS 2000 CITIZENS' PLANNING COMMITTEE?**

At the request of Mayor Schell and Councilmember Nick Licata, Parks Superintendent Ken Bounds and Board of Park Commissioner Margaret Ceis convened the committee, comprised of 26 Seattle citizens with varied backgrounds and active involvement in community and parks and recreation issues. The group met twice monthly for 10 months to discuss and develop recommendations on a funding mechanism and a package of projects.

## **HOW WERE PROJECT COSTS ESTIMATED? Return to Top**

Parks staff estimated acquisition and development costs for individual projects and parcels of land based on budgets of similar past projects and market value for particular properties.

## **WHAT IS THE DIFFERENCE BETWEEN THE LEVY ADOPTED BY CITY COUNCIL AND THE PACKAGE PROPOSED BY MAYOR PAUL SCHELL?**

The City Council reduced Mayor Schell's \$223 million proposal by removing the inflation factor for some projects and reducing it for others, trimming the Opportunity Fund by \$10 million, reducing the greenbelts and natural areas acquisition fund by \$2 million, cutting Seattle Chinese Garden funding, delaying first-year funding for maintenance and recreation programs, and shifting some costs of enhanced maintenance of existing facilities to the City's general fund. The Council also added \$600,000 for the Magnuson Park Off Leash Area.

## **WHAT IS THE "OPPORTUNITY FUND" AND HOW WOULD IT WORK?**

The Acquisition and Development Opportunity Fund would fund new acquisition and development projects identified by neighborhood groups, with priority given to projects in areas presently underserved as defined in the Seattle Parks and Recreation Plan 2000, projects in areas growing in population, and projects in the city's Neighborhood Revitalization Strategy Areas. The Parks and Green Spaces Levy Oversight Committee would establish additional criteria to guide its recommendations to the Superintendent of Parks, the Mayor and City Council for use of this money.

## **WHAT IS THE ROLE OF THE "LEVY OVERSIGHT COMMITTEE"?**

If the levy is approved by voters, the Mayor and City Council would appoint the 16 members of the Committee (eight each by the Mayor and Council); it would include six members to represent geographic diversity, one member of the Board of Park Commissioners, initially four PRO Parks 2000 Citizens' Planning Committee members, and the balance from various other constituencies.

The Committee would meet regularly with the Superintendent, review the expenditure of the levy proceeds, and make recommendations to the Superintendent, Mayor and City Council regarding the use of levy funds.

## **WHY AREN'T PARK MAINTENANCE AND RECREATION PROGRAMMING INCLUDED IN THE EXISTING PARKS OPERATING BUDGET?**

The normal "operating budget" for Parks and Recreation includes funding for maintenance and programming. However, the demand for improved routine maintenance is a consistent comment from park users and is mentioned in many neighborhood plans. The levy proposal includes funding for facility cleaning during high-use periods, maintenance of existing parks, and youth and senior programs. Over the multi-year course of the levy, it is planned that some of the costs of enhanced maintenance of existing facilities would be shifted to the City's general fund.

## HOW DO I GET MORE INFORMATION? [Return to Top](#)

Call David Takami, Seattle Parks and Recreation, at (206) 684-8020 or write him at 100 Dexter Ave. N., Seattle, 98109 or [david.takami@ci.seattle.wa.us](mailto:david.takami@ci.seattle.wa.us)

[Home](#) | [Living](#) | [Business](#) | [Visiting](#) | [Mayor](#) | [Council](#) | [Police](#) | [Fire](#) | [Jobs](#)  
[News](#) | [Events](#) | [Traffic](#) | [Weather](#) | [City Directory](#) | [About](#) | [Contact Us](#) | [Search](#) | [Text](#)



## Neighborhood Parks, Green Spaces, Trails, and Zoo Levy

### Levy Statistics

- The levy "lid lift" will raise up to \$198.2 million over a period of up to eight years, plus anticipated interest earnings of \$1.98 million.
- The annual cost to property owners will be approximately \$.35 per \$1000 assessed value.
- The levy funds cannot be used to supplant current levels of parks and recreation funding from the General Subfund and Charter-mandated revenues. An exception can be made in the case of a natural or economic disaster.

### Funding Categories

- There are four major categories for funding:
- **Acquisition** – Neighborhood park space; greenbelts/natural areas
- **Development** – Neighborhood parks; playfields and facilities; trails and boulevards
- **Acquisition and Development Opportunity Fund** – Funding for new acquisition and development projects identified by neighborhood and community groups.
- **Environmental Stewardship, Maintenance, and Programming** – Maintenance of new parks and green spaces, environmental stewardship programming, enhanced maintenance of existing properties, increased recreational programming for youth and seniors, and increased operational support for Zoo.

### Acquisition and Development Opportunity Fund

Funding from this category will be allocated by the City Council after considering recommendations from the Superintendent and the Parks and Green Spaces Levy Oversight Committee. Any new acquisition or development project identified by a neighborhood or community is potentially eligible for funding through the Opportunity Fund. High priority will be given to projects in presently underserved areas as defined in the Parks and Recreation Plan 2000. Next priority will be given to projects in areas of the city experiencing population growth, particularly in urban villages and/or urban centers and to projects in Neighborhood Revitalization Strategy Areas. The Oversight Committee will establish additional criteria to guide it in making its recommendations for spending the Opportunity Fund money.

### Parks and Green Spaces Levy Oversight Committee

- The Committee will be made up of 16 members, eight each appointed by the Mayor and City Council. It will include six residents of the city representing geographic diversity, one member of the Board of Park Commissioners, initially four PRO Parks 2000 Citizens' Planning Committee members (the committee that developed the original levy proposal), with the balance coming from the diverse constituencies served by and interested in the levy-funded

projects and programs.

- The Committee will meet regularly with the Superintendent, review the expenditure of the levy proceeds, and make recommendations to the Superintendent, Mayor, and City Council regarding the use of the levy funds.

[Home](#) | [Living](#) | [Business](#) | [Visiting](#) | [Mayor](#) | [Council](#) | [Police](#) | [Fire](#) | [Jobs](#)  
[News](#) | [Events](#) | [Traffic](#) | [Weather](#) | [City Directory](#) | [About](#) | [Contact Us](#) | [Search](#) | [Text](#)

**NEIGHBORHOOD PARKS, GREEN SPACES, TRAILS, AND THE ZOO LEVY**  
**Funding by Category for \$198.2 Million Levy Lid Lift**

<b>Acquisition</b>	<b>\$ 26,000,000</b>
Neighborhood Park Acquisition	\$ 16,000,000
Greenbelts/Natural Areas Acquisition	\$ 10,000,000
 <b>Development</b>	 <b>\$ 102,826,000</b>
Neighborhood Park Development	\$ 52,854,000
Major Neighborhood Park Development	\$ 23,100,000
Playfields and Facilities	\$ 17,872,000
Boulevards and Trails	\$ 9,000,000
 <b>Maintenance and Programming</b>	 <b>\$ 61,354,000</b>
New Park Maintenance	\$ 7,649,000
Environmental Stewardship	\$ 9,701,000
Enhanced Park and Facility Maintenance	\$ 5,274,000
Recreational Programming	\$ 16,845,000
Zoo Maintenance and Programming	\$ 21,785,000
 <b>Opportunity Fund</b>	 <b>\$ 10,000,000</b>
Acquisition and Development Opportunity Fund	\$ 10,000,000
 <b>TOTAL*</b>	 <b>\$ 200,180,000</b>

\* This figure represents \$198.2 million in levy proceeds and \$1.98 million in anticipated interest earnings



## ATTACHMENT A ALLOCATIONS FOR SUBCATEGORIES, PROJECTS AND PROGRAMS

Levy Lid Lift Proceeds	\$198,200,000
Estimated Interest Earnings	\$ 1,980,000
<b>TOTAL SOURCES OF FUNDS</b>	<b>\$200,180,000</b>

### TOTAL USES OF FUNDS<sup>1</sup>

#### ACQUISITION

The Acquisition category includes acquisition of two types of properties: specific properties for use as neighborhood parks and specific properties for use as green spaces.

**Neighborhood Park Acquisition:** This subcategory includes the acquisition of properties specifically identified in Neighborhood Plans and other planning efforts. Such properties would generally be developed into new neighborhood and community parks as part of the Development category, described below. Acquisitions include a number of City Light surplusd substations.

#### Allocation

Alki Substation-1 Acquisition  
Ballard Park Acquisition  
Bellevue Substation Acquisition  
California Substation Acquisition  
Capitol Hill Park Acquisition  
Central Area Park Acquisition  
Delridge Open Space Acquisitions  
First Hill Park Acquisition  
Green Lake Open Space Acquisition  
Lake City Civic Core Acquisition  
Morgan Substation Acquisition  
North Open Space Acquisitions  
Northgate Park and Ride  
Queen Anne Park Acquisition  
Smith Cove Acquisition  
Sylvan Way Acquisition  
Whittier Substation Acquisition  
York Substation Acquisition

#### Total Subcategory Allocation

**\$16,000,000**

**Green Spaces:** This subcategory includes acquisition of properties to fill gaps in the existing public ownership and preserve continuity within the City's designated Greenspaces (greenbelts and natural areas). Acquisitions will target critical properties in St. Marks, Longfellow Creek, Thornton Creek, Leschi, Me-Kwa-Mooks, Duwamish Head, West Duwamish, East Duwamish and other

---

<sup>1</sup> In nominal dollars unless otherwise indicated

designated areas. It is anticipated that most of the acquisitions in this category would be eligible for matching grants from state and county sources thereby significantly increasing the amount to be spent on Green Spaces.

<b>Total Subcategory Allocation</b>	<b>Allocation</b> <b>\$10,000,000</b>
<b>TOTAL FOR ACQUISITION</b>	<b>\$26,000,000</b>

## **DEVELOPMENT**

The Development category includes four subcategories: development of specific neighborhood parks acquired through the Acquisition category and certain other existing Parks properties, development of Major Neighborhood Parks, restoration and renovation of existing playfields and facilities, and development of trails and Parks properties adjoining historic boulevards.

**Neighborhood Park Development:** This subcategory includes development of specific projects identified in Neighborhood Plans and other planning efforts including some of the City's current park master plans. It includes development of most neighborhood park sites expected to be acquired through the Neighborhood Park Acquisition subcategory.

	<b>Estimated Cost in 2000 Dollars</b>
I-5 Open Space	\$1,824,870
37th Avenue S Park	\$515,500
4th and Ward Park Development	\$126,813
7th Ave NE Street End Development	\$185,580
Alki Bathhouse Improvements	\$412,400
Alki Substation-1 Development	\$127,844
Ballard Municipal Center Park Development	\$2,474,400
Bellevue Substation Development	\$230,944
Bergen Place Park Improvements	\$276,308
Bitter Lake Reservoir Open Space Development	\$489,725
Boren-Pike-Pine Park Redevelopment	\$824,800
Bradner Gardens Improvements	\$222,696
Brandon Mini-Park Development	\$515,500
Burke Gilman Area Improvements - University	\$103,100
California Substation Development	\$587,670
Capitol Hill Park Development	\$362,912
Carkeek Park Improvements	\$515,500
Cascade Playground	\$515,500
Central Area Park Development	\$98,976
Colman School Parking Lot Development	\$309,300
Columbia Park Improvements	\$309,300
Cowen Park Improvements	\$618,600
Ravenna Creek Daylighting within Cowen Park	\$412,400
Crown Hill School Open Space Development	\$902,125
Dexter Pit Park Development	\$611,383

**Estimated Cost in 2000 Dollars**

First Hill Park Development	\$111,348
Fremont Park Development	\$395,904
Gas Works Park Improvements	\$979,450
Georgetown Park Development	\$335,075
Georgetown Playfield Improvements	\$1,546,500
Golden Gardens Bathhouse Renovation	\$1,721,700
Green Lake Open Space Development	\$59,798
Green Lake Park- Plaza & Shade Garden Development	\$360,850
Greenwood Greenhouse Site Development	\$1,173,278
Greg Davis Park Development	\$67,015
Hiawatha Entry Improvements	\$340,230
Jefferson Park Pathway Development	\$515,500
Jefferson Park Tennis Courts	\$499,004
Kubota Gardens	\$1,031,000
Lake City Civic Core Development	\$788,715
Lake City Mini Park Development	\$319,610
Laurelhurst Community Center	\$2,577,500
Lincoln Annex Redevelopment	\$257,750
Magnolia Elementary Field Improvements	\$1,237,200
MLK Park Improvements	\$433,020
Montlake Community Center	\$2,989,900
Morgan Substation Park Development	\$313,424
Myrtle Reservoir Development	\$859,854
North Seattle Park Improvements	\$721,700
North Teen Life Center	\$515,500
Northgate Park Development	\$1,031,000
Orchard Street Ravine Improvements	\$154,650
Pioneer Square Area Park Improvements	\$893,877
Puget Boulevard Commons Development	\$618,600
Queen Anne Park Development	\$269,091
Rainier Beach Public Plaza	\$163,929
Rainier Playfield Improvements	\$67,015
Ross Park Shelterhouse Improvements	\$494,880
Roxhill Park Wetland Development	\$412,400
Sand Point /Magnuson Off Leash Area	\$700,000
Sand Point /Magnuson P-Patch	\$118,600
Sand Point Building Improvements	\$618,600
Schmitz Park Improvements	\$515,500
Seward Park Annex Renovation	\$618,600
Southwest Community Center Computer Lab	\$103,100
Southwest Community Center-Teen Center	\$515,500
Spruce and Squire Park Development	\$128,875
University Heights Open Space Improvements	\$206,200
Wallingford Playfield Improvements	\$824,800
Wallingford Steps Development	\$412,400
Washington Park Arboretum	\$2,268,200

	Estimated Cost in 2000 Dollars
Westcrest Park Improvements	\$515,500
Whittier Substation Development	\$84,542
York Substation Development	\$103,170
Inflation Allowance	\$7,290,000
<b>Total Subcategory Allocation</b>	<b>\$52,854,000</b>

**Major Neighborhood Park Development Projects:** This subcategory includes the following allocation to develop phases of projects at these major park sites or park facilities, to leverage other funding, and includes possible acquisition of Seattle Public Utilities properties.

	Estimated Levy Contribution
Beacon Reservoir Park Acquisition and/or Development	\$7,100,000
Lincoln Reservoir Park Development	\$5,000,000
Sand Point/Magnuson - Wetlands	\$3,000,000
South Lake Union Park Development	\$5,000,000
Waterfront Connections at Belltown & Lower Queen Anne	\$3,000,000
<b>Total Subcategory Allocation</b>	<b>\$23,100,000</b>

**Playfields and Facilities:** This subcategory includes restoration and renovation of existing sportfields and facilities at sites throughout Seattle consistent with the Seattle School District and Department of Parks and Recreation Joint Athletic Facilities Development Plan, as it may be amended from time to time. Fields to be improved are part of a citywide system serving all of Seattle. A significant athletic field project will be undertaken at Sand Point.

	Estimated Cost in 2000 Dollars
Genesee Playfield	\$1,206,270
Judkins Playfield	\$412,400
Loyal Heights Playfield Improvements	\$2,062,000
Meadowbrook Field	\$742,320
Sand Point /Magnuson - Athletic Fields	\$9,279,000
West Seattle Stadium Improvements	\$1,557,010
Inflation Allowance	\$2,613,000
<b>Total Subcategory Allocation</b>	<b>\$17,872,000</b>

**Trails and Boulevards:** This subcategory includes an allocation to improve parklands on historic boulevards, develop key trail links in Seattle's urban trails system, and improve Lake Washington Boulevard.

	Estimated Levy Contribution
Burke Gilman Trail	\$510,000
Cheasty Boulevard Improvements	\$1,000,000
Chief Sealth Trail	\$2,100,000
Lake Union/Ship Canal Trail	\$760,000
Lake Washington Boulevard	\$1,000,000
Longfellow Creek Legacy Trail	\$100,000
Longfellow Creek Trail	\$250,000
Mountain to Sound Greenway	\$2,080,000
Potlatch Trail	\$700,000
Queen Anne Boulevard Improvements	\$500,000
<b>Total Subcategory Allocation</b>	<b>\$9,000,000</b>
<b>TOTAL FOR DEVELOPMENT:</b>	<b>\$102,826,000</b>

#### **ACQUISITION AND DEVELOPMENT OPPORTUNITY FUND**

The Acquisition and Development Opportunity Fund category provides funding to acquisition and development projects identified by neighborhood and community groups.

**TOTAL FOR ACQUISITION AND DEVELOPMENT OPPORTUNITY FUND: \$10,000,000**

#### **ENVIRONMENTAL STEWARDSHIP, MAINTENANCE AND PROGRAMMING**

The Environmental Stewardship, Maintenance and Programming category includes five subcategories: maintenance of new parks and green spaces acquired and developed through the Acquisition, Development, and Acquisition and Development Opportunity Fund categories, environmental stewardship of existing properties, enhanced maintenance of existing properties, increased recreational programming for youth and seniors, and increased operational support for the Woodland Park Zoo.

**New Park/Green Space Maintenance:** This subcategory includes maintenance of properties acquired and/or developed through the Acquisition and the Development categories. It could also include maintenance of properties acquired and/or developed through the Acquisition and Development Opportunity Fund category. As new park properties are acquired and/or as development and improvement projects are completed, this subcategory includes increased maintenance and operations funding thus addressing some of the potential negative impacts on the City's budget for parks and recreation purposes.

	Allocation In 2000 Dollars
New Park/Green Space Maintenance	\$6,273,000
Inflation Allowance	\$1,376,000
<b>Total Subcategory Allocation</b>	<b>\$7,649,000</b>

**Environmental Stewardship:** This subcategory includes improvements to the existing park system and green spaces, including enhancements to the urban forest and green spaces, and more educational programming and volunteer opportunities. The total provided below assumes only four months worth of levy funding in 2001.

	Allocation In 2000 Dollars
Environmental Stewardship Programs	\$2,677,000
Landscape and Athletic Fields	\$2,420,000
Natural Areas	\$1,173,000
Trees	\$2,127,000
Inflation Allowance	\$1,304,000
<b>Total Subcategory Allocation</b>	<b>\$9,701,000</b>

**Enhanced Park and Facility Maintenance:** This subcategory includes enhanced service for parks and comfort stations during peak use periods, and additional community center custodial and pool operator capacity to handle increased use and hours of operation. The annual allocations in this subcategory are phased based on the assumption that over the eight years of the levy, the general fund will assume increasingly greater levels of support for the park cleaning, peak use maintenance, and recreational facility cleaning. The total provided below assumes only four months worth of levy funding in 2001.

	Allocation In 2000 Dollars
Recreational Facility Cleaning	\$1,073,000
Park Cleaning and Peak Use Maintenance	\$3,642,000
Inflation Allowance	\$559,000
<b>Total Subcategory Allocation</b>	<b>\$5,274,000</b>

**Recreational Programming:** This subcategory includes increases in recreation programming, especially after school and summer youth programs and senior programs. The subcategory includes providing each community recreation center with a staff person devoted to teen (middle school and high school age) programming and each sector of the City with a staff person devoted to programming for senior adults. During the life of the levy, it also includes giving every third and fourth grader in Seattle public schools the opportunity to learn how to swim. The total provided below assumes only four months worth of levy funding in 2001.

	Allocation In 2000 Dollars
Learn to Swim Program	\$1,467,000
Out of School and Summer Youth Programs	\$12,100,000
Programs for Senior Adults	\$1,100,000
Inflation Allowance	\$2,278,000
<b>Total Subcategory Allocation</b>	<b>\$16,945,000</b>

**Zoo Programming:** This subcategory allocates funds to improve environmental education, animal care, research, and conservation at the Woodland Park Zoo.

**\$2 Million per year in 2000 dollars,  
subject to inflation, plus \$500,000 each  
year in nominal uninflated dollars.**

Major Maintenance	\$3,200,000
Animal Care and Health	\$3,800,000
Education Programs	\$4,000,000
Low-Income School Access	\$3,200,000
Admissions/Transportation	
24 Hour Zoo Security/Emergency Response	\$1,600,000
Repair and Maintenance	\$2,000,000
Admissions/Cashiers Accounting	\$800,000
Website Support/Fiber Optic Network	\$1,400,000
Inflation Allowance	\$1,785,000
<b>Total Subcategory Allocation</b>	<b>\$21,785,000</b>

**TOTAL FOR ENVIRONMENTAL STEWARDSHIP, MAINTENANCE AND PROGRAMMING:** **\$61,354,000**

**TOTAL USES OF FUNDS** **\$200,180,000**



# Attachment C

## Neighborhood Parks, Green Spaces, Trails and Zoo

### Levy Lid Lift Package

#### Recommended Projects & Programs for Funding

#### By Sector

### ACQUISITION AND DEVELOPMENT

The following list identifies specific acquisition and projects from a variety of plan sources, including neighborhood plans, the Seattle Parks and Recreation Plan 2000, the Joint Athletic Facilities Development Program (JAFDP), and the Urban Trails Plan.

Acquisition funds will be used to secure possession of a specific site and/or as leverage to pursue additional funding towards the acquisition of a site. The estimated costs for specific Development projects are provided in 2000 dollars and are subject to inflation (except where a subcategory or specific project is noted with an "\*"). These are preliminary cost estimates but do not necessarily represent total implementation of approved plans. If approved for implementation, project scopes and design would be subject to additional citizen review consistent with the Department's Public Involvement Policies.

### Central East Sector

	Project Description	Estimated Costs	Plan Source
<b>NEIGHBORHOOD PARK ACQUISITION</b>			
Capitol Hill Park Acquisition	Acquire one or two sites listed in Capitol Hill neighborhood plan.		Neighborhood Plan
Central Area Park Acquisition	Acquire site south of Denny on 23 <sup>rd</sup> Avenue		Neighborhood Plan
First Hill Park Acquisition	Acquire site at Terry Avenue and Cherry Street.		Neighborhood Plan
Bellevue Substation Acquisition	Acquire Bellevue Substation.		Neighborhood Plan
<b>Subtotal, Central East Neighborhood Park Acquisition</b>		<b>\$2,955,000</b>	

### **NEIGHBORHOOD PARK DEVELOPMENT AND MAJOR NEIGHBORHOOD PARK DEVELOPMENT**

Lincoln Reservoir Park Development *	Implement elements indicated in master plan for the Lincoln Reservoir Park.	\$5,000,000	Neighborhood Plan
Capitol Hill Park Development	Develop one or two sites listed in Capitol Hill neighborhood plan into park space.	\$362,912	Neighborhood Plan
Bellevue Substation Development	Develop Bellevue Substation into a neighborhood park.	\$230,944	Neighborhood Plan

Central Area Park Development	Develop site south of Denny on 23 <sup>rd</sup> Avenue into neighborhood park.	\$98,976	Neighborhood Plan
Spruce and Squire Park Development	Develop site currently held by Executive Services Department (city-owned) into neighborhood park.	\$128,875	Neighborhood Plan
First Hill Park Development	Develop site at Terry Avenue and Cherry Street into neighborhood park.	\$111,348	Neighborhood Plan
Washington Park Arboretum	Elements may include pathway improvements, shoreline improvements major landscaping, and improvements to Japanese Garden.	\$2,268,200	COMPLAN
Boren-Pike-Pine Park Redevelopment	Improve Boren-Pike-Pine Park.	\$824,800	Neighborhood Plan
Montlake Community Center	Improve Montlake Community Center to expand activity areas, create multi purpose room, showers, and office space, etc.	\$2,989,900	COMPLAN

#### PLAYFIELDS AND FACILITIES

Judkins Playfield	Implement priority elements of the Judkins Park Plan.	\$412,400	JAFDP
Total, Central East Acquisition and Development Projects		\$15,383,355	

### Central West Sector

Project Description		Estimated Costs	Plan Source
<b>NEIGHBORHOOD PARK ACQUISITION</b>			
Queen Anne Park Acquisition	Acquire site in Urban Center.		Neighborhood Plan
Smith Cove Acquisition	Acquire Naval property.		COMPLAN
Subtotal, Central West Neighborhood Park Acquisitions		\$3,740,000	

#### NEIGHBORHOOD PARK DEVELOPMENT AND MAJOR NEIGHBORHOOD PARK DEVELOPMENT

Waterfront Connections at Belltown and Lower Queen Anne *	Develop pedestrian access to waterfront at Myrtle Edwards Park/Elliott Bay from Belltown/Lower Queen Anne.	\$3,000,000	Neighborhood Plan
Queen Anne Park Development	Develop site in Urban Center for neighborhood park.	\$269,091	Neighborhood Plan
South Lake Union Park Development *	Begin redevelopment of property including demolition, landscaping, other site enhancements/Improvements.	\$5,000,000	Neighborhood Plan
Cascade Playground	Implement elements of Cascade Playground Master Plan including children's play area, paths and landscaping.	\$ 515,500	Neighborhood Plan
Pioneer Square Area Park Improvements	Improve Pioneer Square Park and Occidental Square.	\$893,877	Neighborhood Plan
Dexter Pit Park Development	Develop City-owned property into a neighborhood park.	\$611,383	Neighborhood Plan

4th and Ward Park Development	Develop City-owned property at 4th and Ward into neighborhood park.	\$126,813	Neighborhood Plan
I-5 Open Space	Develop area under I-5 into open space. Consider an off-leash area, stairs to make pedestrian connections, and other amenities.	\$1,824,870	Neighborhood Plan
Magnolia Elementary Field Improvements	Develop site to the east of the school into a park. Consider development of a playfield, gathering area, and other park amenities as part of park development.	\$1,237,200	COMPLAN

#### TRAILS AND BOULEVARDS \*

Lake Union/Ship Canal Trail	Complete missing links of the trail near Fremont and Ballard Bridges.	\$760,000	Neighborhood Plan
Potlatch Trail	Create trail connection to Myrtle Edwards/Elliott Bay from Seattle Center.	\$700,000	Neighborhood Plan
Mountain to Sound Greenway	Connect trail from I-90 to waterfront.	\$2,080,000	Neighborhood Plan
Queen Anne Boulevard Improvements	Upgrade the Historic QA Boulevard including pedestrian amenities, lighting, landscaping, etc.	\$500,000	Neighborhood Plan
<b>Total, Central West Acquisitions and Development</b>		<b>\$21,258,734</b>	

### Northeast Sector

	Project Description	Estimated Costs	Plan Source
<b>NEIGHBORHOOD PARK ACQUISITION</b>			
North Open Space Acquisitions	Acquire parcels identified through the Open Space program (Thornton Creek watershed).		Neighborhood Plan
Lake City Civic Core Acquisition	Acquire parcels to complete Albert Davis Park portion of Civic Center.		Neighborhood Plan
Northgate Park Acquisition	Use funding to leverage additional funding to acquire a park pursuant to the Northgate Comprehensive Plan.		Neighborhood Plan
<b>Subtotal, Northeast Neighborhood Park Acquisition</b>		<b>\$4,805,000</b>	

#### NEIGHBORHOOD PARK DEVELOPMENT AND MAJOR NEIGHBORHOOD PARK DEVELOPMENT

Laurelhurst Community Center	Expand and upgrade existing community center facilities.	\$2,577,500	COMPLAN
North Teen Life center	Develop a Teen Life Center in the former community center at Meadowbrook.	\$515,500	Neighborhood Plan
Sand Point /Magnuson Off-Leash Area	Develop P-Patch and off-leash dog area at Sand Point/Magnuson.	\$700,000	COMPLAN
Sand Point /Magnuson P-Patch	Develop P-Patch at Sand Point/Magnuson.	\$118,600	COMPLAN
Sand Point/Magnuson - Wetlands *	Develop portion of wetlands at Sand Point/Magnuson.	\$3,000,000	COMPLAN

Lake City Civic Core Development	Redevelop larger Albert Davis Park in conjunction with the Lake City Civic Core development.	\$788,715	Neighborhood Plan
Northgate Park Development	Develop a Northgate Park.	\$1,031,000	Neighborhood Plan
Cowen Park Improvements	Improvements may include completion of play area, entry and edge improvements and renovations park structure for community use.	\$618,600	Neighborhood Plan
Ravenna Creek Daylighting within Cowen Park	Daylight creek within Cowen Park boundaries as feasible.	\$412,400	Neighborhood Plan
7th Ave NE Street End Development	Develop park at 7th Ave NE street end at Lake Union.	\$185,580	Neighborhood Plan
University - Burke Gilman Area Improvements	Upgrade the area around the Burke Gilman Trail near the University Bridge, I-5 bridge, and Peace Park. Improve the landscaping and paths.	\$103,100	Neighborhood Plan
University Heights Open Space Improvements	Create a community open space on the south side of University Heights.	\$206,200	Neighborhood Plan
Lake City Mini Park Development	Make improvements to park including addressing the concrete wall and other park features.	\$319,610	Neighborhood Plan
Sand Point Building Improvements	Improve 'the Brig' for community use.	\$618,600	COMPLAN

#### PLAYFIELDS AND FACILITIES

Meadowbrook Field	Improve softball and baseball fields. Consider improvements to drainage, irrigation, lighting, etc.	\$742,320	JAFDP
Sand Point /Magnuson - Athletic Fields	Develop 5 athletic fields.	\$9,279,000	JAFDP
<b>Total, Northeast Acquisitions and Development</b>		<b>\$26,021,725</b>	

#### Northwest Sector

	Project Description	Estimated Costs	Plan Source
<b>NEIGHBORHOOD PARK ACQUISITION</b>			
Green Lake Open Space Acquisition	Acquire property at NW corner of 67th & Linden.		Neighborhood Plan
Whittier Substation Acquisition	Acquire Whittier Substation.		Neighborhood Plan
Ballard Park Acquisition	Acquire Monroe Substation.		Neighborhood Plan
<b>Subtotal, Northwest Neighborhood Park Acquisitions</b>		<b>\$672,000</b>	

#### NEIGHBORHOOD PARK DEVELOPMENT AND MAJOR NEIGHBORHOOD PARK DEVELOPMENT

Bitter Lake Reservoir Open Space Development	Develop public open space amenities around Bitter Lake Reservoir.	\$489,725	Neighborhood Plan
--	---	-----------	-------------------

Ballard Municipal Center Park Development	Develop park in conjunction with the Ballard Municipal Center development.	\$2,474,400	Neighborhood Plan
Crown Hill School Open Space Development	Develop usable open space and improve playfields at Crown Hill School.	\$902,125	Neighborhood Plan
Golden Gardens Bathhouse Renovation	Renovate Golden Gardens Bathhouse for teen use and other community programming.	\$1,721,770	Neighborhood Plan
Bergen Place Park Improvements	Improve Bergen Place Park.	\$276,308	Neighborhood Plan
Fremont Park Development	Develop property west of Fremont Library into park space.	\$395,904	Neighborhood Plan
Gas Work Park Improvements	Improve Gas Works Park including NW corner of park to create connections to Wallingford Steps.	\$979,450	COMPLAN
Green Lake Open Space Development	Develop property at NW corner of 67th & Linden for potential P-patch and park.	\$59,798	Neighborhood Plan
Green Lake Park- Plaza & Shade Garden Development	Create passive recreational areas, gathering areas, shade garden and seating around Green Lake community center.	\$360,850	Neighborhood Plan
Greenwood Greenhouse Site Development	Develop Greenhouse site into neighborhood park.	\$1,173,278	Neighborhood Plan
Whittier Substation Development	Develop Whittier Substation into neighborhood park.	\$84,542	Neighborhood Plan
North Seattle Park Improvements	Improve North Seattle Park including the disc golf course, gardens, and other park amenities.	\$721,700	Neighborhood Plan
Wallingford Steps Development	Develop Wallingford Steps in City right-of-way.	\$412,400	Neighborhood Plan
Wallingford Playfield Improvements	Redesign and restore Wallingford Playfield including landscaping, new play area, paths, entryways, etc.	\$824,800	Neighborhood Plan
Carkeek Park Improvements	Improve trails, habitat restoration, interpretive signage, and creek.	\$515,500	COMPLAN
Ross Park Shelterhouse Improvements	Improve Ross Park Shelterhouse for community use.	\$494,880	Neighborhood Plan

#### PLAYFIELDS AND FACILITIES

Loyal Heights Playfield Improvements	Upgrade and improve play surfaces and field amenities.	\$2,062,000	COMPLAN
--------------------------------------	--	-------------	---------

#### TRAILS AND BOULEVARDS\*

Burke Gilman Trail	Complete link of trail from Seaview to Golden Gardens.	\$510,000	Neighborhood Plan
<b>Total, Northwest Acquisitions and Development</b>		<b>\$15,131,430</b>	

## Southeast Sector

	Project Description	Estimated Costs	Plan Source
<b>NEIGHBORHOOD PARK ACQUISITION</b>			
York Substation Acquisition	Acquire York Substation		Neighborhood Plan
<b>Subtotal, Southeast Neighborhood Park Acquisitions</b>		<b>\$96,000</b>	

### NEIGHBORHOOD PARK DEVELOPMENT AND MAJOR NEIGHBORHOOD PARK DEVELOPMENT

York Substation Development	Develop York Substation for community open space.	\$103,170	Neighborhood Plan
Columbia Park Improvements	Improve Columbia Park by enhancing landscaping and other park amenities.	\$309,300	Neighborhood Plan
Beacon Reservoir Park Acquisition and/or Development *	Develop master plan for SPU property in NW portion of Jefferson Park and develop park amenities on these properties. Includes possible acquisition of Seattle Public Utilities properties.	\$7,100,000	Neighborhood Plan
Jefferson Park Tennis Courts	Site and construct two new tennis courts to replace the two courts that will be impacted by community center expansion.	\$499,004	Neighborhood Plan
Jefferson Park Pathway Development	Design and construct new walking/jogging paths around 9 hole golf course.	\$515,500	Neighborhood Plan
Kubota Gardens	Improve drainage, irrigation, major landscaping, trails and ADA access.	\$ 1,031,000	COMPLAN
Bradner Gardens Improvements	Make improvements to Bradner Gardens Park.	\$222,696	Neighborhood Plan
Rainier Beach Public Plaza	Develop public gathering place at the northwest corner of Rainer and Henderson.	\$163,929	Neighborhood Plan
Colman School Parking Lot Development	Improve Colman School parking lot including parking and landscaping connections to Sam Smith Park.	\$ 309,300	COMPLAN
MLK Park Improvements	Improve MLK park including sanctuary seating, pathways, parking, picnic area and landscaping.	\$433,020	COMPLAN
Rainier Playfield Improvements	Develop trails down to fields and landscaping improvements.	\$ 67,015	Neighborhood Plan
Seward Park Annex Renovation	Renovate Annex for use as an environmental education center.	\$618,600	COMPLAN
37th Avenue S. Park	Make additional park improvements to 37th Avenue S. Park in coordination with SHA park improvements.	\$ 515,500	COMPLAN

### PLAYFIELDS AND FACILITIES

Genesee Playfield	Improve fields including drainage, surface material lighting.	\$ 1,206,270	JAFDP
-------------------	---	--------------	-------

# TRAILS AND BOULEVARDS\*

Lake Washington Boulevard	Improve Lake Washington Boulevard - landscaping, pathway improvements.	\$1,000,000	COMPLAN
Cheasty Boulevard Improvements	Improve Cheasty Boulevard including pedestrian pathway, drainage, landscaping, and other amenities.	\$1,000,000	Neighborhood Plan
Chief Sealth Trail	Continue improvements and connections of Chief Sealth Trail.	\$2,100,000	Neighborhood Plan
<b>Total, Southeast Acquisitions and Development</b>		<b>\$17,290,304</b>	
<b>Southwest Sector</b>			

Project Description		Estimated Costs	Plan Source
<b>NEIGHBORHOOD PARK ACQUISITION</b>			
Delridge Open Space Acquisitions	Acquire parcels along Longfellow Creek and Puget Ridge for watershed protection.		Neighborhood Plan
California Substation Acquisition	Acquire California Substation.		Neighborhood Plan
Morgan Substation Acquisition	Acquire Morgan Substation.		Neighborhood Plan
Sylvan Way Acquisition	Acquire a portion of property in the 7000 block of Sylvan Way.		Neighborhood Plan
Alki Substation-1 Acquisition	Acquire Alki Substation.		Neighborhood Plan
<b>Subtotal, Southwest Neighborhood Park Acquisitions</b>		<b>\$3,732,000</b>	

# NEIGHBORHOOD PARK DEVELOPMENT AND MAJOR NEIGHBORHOOD PARK DEVELOPMENT

Alki Bathhouse Improvements	Improve exterior of Bathhouse and renovate interior to improve programming.	\$412,400	Plan
Alki Substation-1 Development	Develop passive open space at the abandoned City Light Substation on Admiral Way South West near Garlough Avenue South West.	\$127,844	Neighborhood Plan
Puget Boulevard Commons Development	Improve boulevard; consider expansion of P-Patch.	\$618,600	Neighborhood Plan
Greg Davis Park Development	Complete development of new park.	\$67,015	Neighborhood Plan
Brandon Mini-Park Development	Develop a neighborhood park with recreational courts, playground, and picnic shelter.	\$515,500	Neighborhood Plan
Georgetown Playfield Improvements	Improve landscaping and field surface.	\$1,546,500	Neighborhood Plan
Schmitz Park Improvements	Park improvements may include daylighting the creek, entry improvements, habitat restoration and reforestation.	\$515,500	COMPLAN
Georgetown Park Development	Develop site located at the 6400 block of Corson.	\$335,075	Neighborhood Plan



Lincoln Annex Redevelopment	Redevelop and renovate the Lincoln Park Annex.	\$257,750	Neighborhood Plan
Myrtle Reservoir Development	Develop usable open space for family oriented activities when reservoir is lidded.	\$859,854	Neighborhood Plan
Morgan Substation Park Development	Develop City Light Substation on Morgan Street into possible park/plaza.	\$313,424	Neighborhood Plan
California Substation Development	Develop California Substation as park site and improve building for community use.	\$587,670	Neighborhood Plan
Westcrest Park Improvements	Improve trails, off leash area, and other park features.	\$515,500	Neighborhood Plan
Roxhill Park Wetland Development	Restore wetlands at Roxhill Park including trails and interpretive signage.	\$412,400	Neighborhood Plan
Southwest Community Center-Teen Center	Develop Teen Center at Southwest Community Center.	\$515,500	Neighborhood Plan
Orchard Street Ravine Improvements	Develop trails to access ravine.	\$154,650	Neighborhood Plan
Southwest Community Center Computer Lab	Develop computer lab in existing room at community center.	\$103,100	Neighborhood Plan
Hiawatha Entry Improvements	Improve entries to Hiawatha playfield/community center grounds.	\$340,230	Neighborhood Plan

#### PLAYFIELDS AND FACILITIES

West Seattle Stadium Improvements	Improve WS Stadium for a variety of active uses including track and field.	\$1,556,810	JAFDP
-----------------------------------	--	-------------	-------

#### TRAILS AND BOULEVARDS \*

Longfellow Creek Legacy Trail	Develop the Longfellow Creek Legacy Trail.	\$100,000	Neighborhood Plan
Longfellow Creek Trail	Develop Longfellow Creek Trail- work with SEATRAN and SPU to develop connecting portions of trail.	\$250,000	Neighborhood Plan
Total, Southwest Acquisition and Development		\$13,837,322	

## CITYWIDE

#### CITYWIDE: GREEN SPACES \*

Green Spaces	Includes acquisition of properties to fill gaps in the existing public ownership and preserve continuity within the City's designated Greenspaces (greenbelts and natural areas) and open spaces or other open areas.	\$10,000,000
Total, Green Spaces		\$10,000,000

#### CITYWIDE: ACQUISITION AND DEVELOPMENT OPPORTUNITY FUND\*

Acquisition and Development Opportunity Fund	Provides for acquisition and new development projects identified by neighborhood or community groups.	\$10,000,000
Totals, Acquisition and Development Opportunity Fund		\$10,000,000

## ENVIRONMENTAL STEWARDSHIP, MAINTENANCE AND PROGRAMMING

The levy is expected to fund the following programs. The estimated allocations are provided in 2000 dollars and are subject to inflation. Allocations are based on preliminary cost estimates.

Program	Program Description	Estimated Costs	Plan Source
<b>NEW PARKS/GREEN SPACE MAINTENANCE</b>			
New Parks/Green Space Maintenance	Provide funds to maintain properties acquired and/or developed as part of the proposed Levy.	\$6,273,000	Parks maintenance planning
<b>Total for New Parks/Green Space Maintenance</b>		<b>\$6,273,000</b>	

### **ENVIRONMENTAL STEWARDSHIP**

Environmental Stewardship Programs	Provides funds in each park district for environmental programming and outreach, programming at environmental centers, coordination of volunteer opportunities, and training for Department employees.	\$2,677,000	Parks maintenance planning
Landscape and Athletic Fields	Provides staffing in each Parks division for maintenance of athletic fields and planted areas.	\$2,420,000	Parks maintenance planning
Natural Areas	Provides a new maintenance crew to work on habitat enhancement, supporting volunteer projects, and assisting with trail maintenance.	\$1,173,000	Parks maintenance planning
Trees	Adds resources to perform preventive maintenance on the Department's 1.3 million trees.	\$2,127,000	Parks maintenance planning
<b>Total for Environmental Stewardship<sup>1</sup></b>		<b>\$8,397,000</b>	

### **ENHANCED PARK AND FACILITY MAINTENANCE**

Recreation Facility Cleaning	Provides additional custodial service for community recreation centers and additional pool operators for indoor swimming pools.	\$1,073,000	Parks maintenance planning
Park Cleaning and Peak Use Maintenance	Provides additional staff in each Park district to increase maintenance capacity during late afternoons-early evenings and weekends.	\$3,642,000	Parks maintenance planning
<b>Total for Enhanced Park and Facility Maintenance<sup>2</sup></b>		<b>\$4,715,000</b>	

<sup>1</sup> Four months worth of levy funding in 2001 allocated for environmental stewardship.

<sup>2</sup> Four months worth of levy funding in 2001 allocated for Enhanced Park and Facility Maintenance. Support from the General Subfund for this subcategory will be phased in over the course of the levy. The totals reflect projected uses of levy funds over 8 year period.

**Recreational Programming**

Out-of-School and Summer Youth Programs	Provides resources so that each community center, the Garfield Teen Center, and Langston Hughes Cultural Arts Center can provide after-school and summer programs for middle school and high school age groups.	\$12,100,000	Parks maintenance planning
Learn to Swim Program	Initiates a program with the Seattle Public Schools to provide free swimming lessons for all 3rd and 4 <sup>th</sup> grade children.	\$1,467,000	Parks maintenance planning
Programs for Senior Adults	Increases resources dedicated to the Department's programming for senior adults.	\$1,100,000	Parks maintenance planning
<b>Total for Recreational Programming<sup>3</sup></b>		<b>\$14,667,000</b>	

<sup>3</sup> Four months worth of levy funding in 2001 allocated for Recreational Programming.

**Zoo Programming**

Major Maintenance	Provides funding for capital maintenance projects for existing buildings and facilities.	\$3,200,000	Woodland Park Zoo Plan
Animal Care and health	Provides additional relief Zoo Keepers, 24 hour keeper coverage, and additional staff for selected exhibits.	\$3,800,000	Woodland Park Zoo Plan
Education Programs	Maintains existing innovative education programs currently funded through short-term grants.	\$4,000,000	Woodland Park Zoo Plan
Low Income School Access - Admissions/Transportation	Provides subsidies for admission and transportation to bring 75,000 students to the Zoo.	\$3,200,000	Woodland Park Zoo Plan
24 Hour Zoo Security/Emergency Response	Provides for overnight security, fire alarm and HVAC system monitoring, trespasser response, and emergency and first aid response.	\$1,600,000	Woodland Park Zoo Plan
Repair and Maintenance	Provides funding to address the backlog of maintenance requests.	\$2,000,000	Woodland Park Zoo Plan
Admissions/Cashiers Accounting	Provides staffing to operate all three gates and provide secure cash handling and accounting support.	\$800,000	Woodland Park Zoo Plan
Website Support/Fiber Optic Network	Provides capital and staffing for on-line video education and publicity.	\$1,400,000	Woodland Park Zoo Plan
<b>Total for Zoo Programming</b>		<b>\$20,000,000</b>	

MEETING DATE: August 7, 2001  
AGENDA NO: B-2  
ESTIMATED START TIME: 10:00 AM  
LOCATION: Boardroom 100

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

SUBJECT: Presentation of Federal Financial Participation (FFP) Implementation Plan

BOARD BRIEFING: DATE REQUESTED: August 7, 2001  
REQUESTED BY: Tom Fronk  
AMOUNT OF TIME NEEDED: 1 hour

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Health DIVISION: Director's Office  
CONTACT: Tom Fronk TELEPHONE #: 988-3663 ext. 24274  
BLDG/ROOM #: 106/14

PERSON(S) MAKING PRESENTATION: FFP Work Team Members

**ACTION REQUESTED:**

☒ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

**SUGGESTED AGENDA TITLE:**

Presentation of the Federal Financial Participation Work Plan by the FFP work team, including discussion of recommendations: a modified relationship between the State of Oregon and the County; opportunities and risks; and specific action steps

**SIGNATURES REQUIRED:**

ELECTED OFFICIAL: \_\_\_\_\_  
(OR)  
DEPARTMENT MANAGER: Lillian Shirley

BOARD OF  
COUNTY COMMISSIONERS  
01 AUG - 1 AM 11:46  
MULTNOMAH COUNTY  
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Board Clerk @ (503) 988-3277 or email  
deborah.l.bogstad@co.multnomah.or.us



**FEDERAL FINANCIAL PARTICIPATION WORK GROUP**

**PROPOSED IMPLEMENTATION PLAN**

MULTNOMAH COUNTY, OREGON  
August 2001

**FEDERAL FINANCIAL PARTICIPATION WORK GROUP**

**PROPOSED IMPLEMENTATION PLAN**

MULTNOMAH COUNTY, OREGON

AUGUST 2001

---

**TABLE OF CONTENTS**

---

<b>Executive Summary</b>	<b>2</b>
The Federal Financial Participation (FFP) Work Group	2
The Implementation Plan	4
A Broad Approach	5
Replication	5
Relationship with the State	6
<b>Partnership Parameters</b>	<b>7</b>
Partnership Principles	7
Joint Opportunities and Risks	7
Shared Accountability	8
<b>Operational Considerations</b>	<b>9</b>
<b>Implementation Plan - Summary</b>	<b>10</b>
<b>Detailed Implementation Plan</b>	<b>13</b>
Generation of Administrative Claims	13
Expanding the types of services reimbursed	24
Opportunity: Altering provider status	34
Aligning Reimbursement with integrated services	45
<b>A Focus on Medicaid</b>	<b>48</b>
What is Medicaid	48
What is Federal Match	50
<b>Team Members</b>	<b>51</b>
<b>Team Charter</b>	<b>51</b>

---



**FEDERAL FINANCIAL PARTICIPATION WORK GROUP**

**PROPOSED IMPLEMENTATION PLAN**

MULTNOMAH COUNTY, OREGON

AUGUST 2001

---

**EXECUTIVE SUMMARY**

---

Multnomah County is a major partner with the State of Oregon in the delivery of health and social service programs. This partnership provides a wide range of services to nearly one sixth of the State's population.

County funded programs are often intertwined with State and Federal programs, augmenting them in order to meet local needs, to improve effectiveness, and to cover full-cost. County funded services are delivered to many individuals who are also enrolled in or eligible for federally supported programs such as Medicaid, foster care and Head Start.

The complex financial relationship between the County and the State has not generally been constructed in a manner that allows the State and the County to take full advantage of federal financial participation or FFP.

**THE FEDERAL FINANCIAL PARTICIPATION (FFP) WORK GROUP**

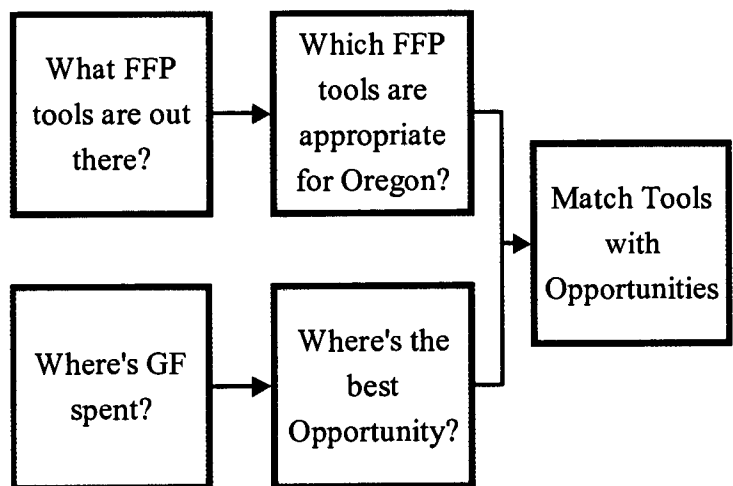
---

The County invited the State to join in a broad, collaborative review of the financing behind jointly funded health and social services programs. The Governor's Office accepted the invitation and joined with the County to form the Federal Financial Participation (FFP) Work Group.

The Work Group employed a process that followed two related paths:

- 1) Become expert in the range of FFP tools in use nationally
- 2) Identify State and County general funds spent to support Federal / State programs.

This proposed implementation plan represents the convergence of the two paths: matching FFP tools appropriate for Oregon with the highest opportunities for gain.



Federal Financial Participation Project  
Executive Summary

The Work Group began its work in mid-January 2001, with a charge to produce its primary product, this proposed implementation plan, in six months.

The Group's original sponsor was Bill Farver, Chief of Staff. In July 2001 John Ball, County COO, took on this role. The Group's work plan reflected the two paths described above:

Task	Resp Party	Month						
		Jan	Feb	Mar	Apr	May	Jun	Jul
Charter Work Group	Sponsor	●						
Convene work group	Sponsor	●						
Invitation to DHS to join	Chair	●						
Negotiate six month work plan	Work Group	●						
Policy Briefing with Board	Chair		●					
Team Education Process	Work Group		●	●				
Secure Consulting Resources	Work Group		●	●				
Convene State Reactor Panel	Work Group			●	●	●		
Catalog County Programs	Work Group			●	●			
Prioritize County Programs	Work Group			●	●			
ID universe of acceptable methods	Work Group			●	●			
Match programs to methods	Work Group			●	●			
Prep. proposal, get County approval	Work Group				●	●		
Present Proposal to State	Sponsor					●	●	
Negotiate work plan with State	Work Group						●	●
Charter implementation team	Sponsor							●

Work Group processes varied from the work plan in two important ways:

1. The original work plan assumed that the State would participate periodically as a reactor, with a negotiation activity at the end. In fact, the State was continuously involved.
2. The work plan was focused on producing the primary product. However, the Work Group was asked during the process to participate in the development of two intermediate products:
  - Produce a solution to operational funding questions proving to be a barrier in achieving agreement on the Child Receiving Center
  - Provide support to the Health Safety Net Committee, advising the Governor's Office through the legislative process

For a listing of Work Group members, see page 51.

## **FOCUS ON MEDICAID (TITLE 19)**

---

The Work Group studied a wide range of Federal programs, but for a variety of reasons came to realize that the most significant immediate FFP opportunities would lie with Title 19 – Medicaid. The reasons include: State comfort and expertise in Medicaid; the entitlement nature of Medicaid; a high degree of State discretion; the relationship to other initiatives; and the wide relevance to County programs. Other Federal programs will need investigation, but the Group agreed that this should be delayed into the future in favor of a focus on Medicaid (See ‘What is Medicaid’, Page 48).

## **THE IMPLEMENTATION PLAN**

---

The Implementation Plan proposes a new relationship between local governments and the State. This relationship would initially focus on the use of local funds to supply the match necessary to draw down new Federal funds.

It is important to note that most opportunities identified by the Work Group take advantage of existing programs and existing expenditures of general funds. The required modest increases in administrative costs will be offset by new revenue opportunities.

The FFP Work Group has identified four primary areas of opportunity:

1. Administrative cost claiming for activities related to Medicaid including outreach, enrollment assistance, referral, program planning and development, and other functions. Counties, school districts, Educational Service Districts (ESD), not-for-profits and others can document their costs for these administrative functions and generate a claim that is 50% federally reimbursed. (See ‘Medicaid Administrative Claiming’, Page 15).
2. Expanding the types of services reimbursed by Medicaid would allow counties and others to bill Medicaid for services currently provided to Medicaid eligible clients. Services such as targeted case management and behavioral rehabilitation services are reimbursed by Medicaid now, but in very limited form. The State could modify the Medicaid Plan to cover additional services, with counties and others putting up the 40% local share of funds required to draw down the federal reimbursement (See ‘Expanding the types of services reimbursed’, Page 24).
3. Altering provider status could also result in better reimbursement for services already provided. For example, the County is already recognized by Medicaid as a Federally Qualified Health Center (FQHC), entitled to receive reasonable costs for an expanded range of services. The County could enlarge the scope of its FQHC to include more County services and thus improve reimbursement (See ‘FQHC’, Page 35).
4. Better alignment of reimbursement systems with integrated service delivery is possible. While the County provides a wide range of support services to augment the delivery of Medicaid services, these services are often not reimbursed by Medicaid. Existing managed care reimbursement models may be modified to allow partial payment for supporting services (See ‘Enhanced Local Capitation’, Page 46).

## **A BROAD APPROACH**

---

The Work Group is recommending a comprehensive approach due to the relatively low risk of these endeavors, the availability of successful models from around the Country, and the opportunity to significantly improve the County's and the State's revenue stream.

A wide range of activities will be necessary to capitalize on FFP opportunities. For Departments these activities will require changes in operations, the development of new skills, and additional administrative activities. Most importantly, success in claiming FFP will require strong executive leadership at the Department and State agency level.

Implementation of various FFP tools will take differing periods of time depending on how ready the State is to implement changes and the types of federal approvals required.

The Work Group is recommending that:

- The FFP Work Group continue as an interdepartmental, intergovernmental steering committee, working to assure that this Implementation Plan is carried out successfully.
- Staff and consulting services dedicated to FFP are hired in a coordinated, complementary fashion, and considered County and State resources.
- The Work Group has a high degree of discretion in assigning resources to the project, with the goal of maximizing federal funding consistent with sound business practice.

## **REPLICATION**

---

As these FFP opportunities are successfully realized locally, the FFP Work Team is recommending two general replication paths to expand access to federal funds to other entities:

- Working with key representative counties, begin rolling out FFP tools to other counties using tools that have broad applicability. Focus on common governmental service areas: public health, juvenile justice, mental health, etc.
- Begin subcontracting with community-based organizations to allow them access to FFP tools, thus improving their ability to provide service and remain economically viable

In both paths, the County should continue in a leadership role, to assure appropriate economy of scale, maintenance of expertise, and administrative ease for the State. Working together, the State and the County can create the arrangements bringing new federal funds at little additional cost to the State and with minimal risk of audit or disallowance. These funds could be used to enhance services to our most vulnerable residents while supporting the State in realizing its goals for health, safety and independence.

## **A DIFFERENT RELATIONSHIP WITH THE STATE**

---

Key to the success of the FFP project is establishing a fully collaborative relationship with the State. Past divisions of activity between the State and the County must be blurred while preserving accountability and authority.

Clear, consensus principles are needed to guide this relationship. Roles and desired outcomes need to be clear, expectations expressed, and risk-sharing well-defined.

The County will not have complete discretion over the proceeds of FFP. The State is expected to ask for assurance that any funds generated are reprogrammed in areas congruent with the broad mission of the State Department of Human Services.

While the local FFP billing and claiming process can be complicated and labor intensive, we will strive to keep the process as simple as possible from the State's perspective. The State will need to have a single point of contact with the County. As FFP rolls out with community-based partners and to other counties, Multnomah County may be asked to serve as an intermediary, reducing the overhead to the State and at the same time creating a new role for the County.

The State will need to assume the role of advocate and facilitator in enabling the actions described in this Plan. Administrative, policy, and political support within the State and with the federal government will be necessary to produce desired outcomes.

### **Impacts on State Financial Position**

The Work Group determined that leveraging options described in this Plan should not produce additional demand on State general fund resources, unless expressly desired by the State. This parameter applied to both direct demands resulting from increased leveraging and demands resulting from increased caseloads or enrollment in State programs.

### **Impacts on County Financial Position**

In a similar fashion, the Work Group adopted the parameter that exercising leveraging options should not lead to the transfer of State general fund obligations to the County, unless desired by the County. This parameter applied to both current and future State obligations.

While the State and the County are acting in partnership the State cannot forget that it is local funds that are generating the leveraged federal funds. Within broad parameters, a large degree of local discretion on the use of these funds should be expected.

## **PARTNERSHIP PARAMETERS**

---

### **A new relationship**

The opportunity for the counties to share in Federal Financial Participation is also an opportunity for the counties and the State to revisit their partnership in the delivery of health and human services. Partnering in FFP will more formally define the counties' roles in regard to the Medicaid program and other DHS programs. As DHS reorganizes to increase service integration and to focus on outcomes, the FFP development process presents an opportunity to refocus the County/State relationship.

### **PARTNERSHIP PRINCIPLES**

---

At the core of the Implementation Plan is the continuation of the partnership between the County and the State formed to prepare the plan. Several Partnership Principles provide the foundation of the Plan:

- The State and County act as full partners, sharing in defining desired outcomes, decision making, accountability, establishing standards, and setting controls.
- As opportunities are realized, additional pressures on the State General Fund are avoided. These pressures could result from increased direct costs or from increased caseloads and enrollment.
- Systems formed to collect cost and encounter data, prepare budgets, and support claims will be accurate, timely, and fiscally defensible.
- Both the County and the State are risk adverse. The FFP tools themselves must be federally approved. Claims must always be tied to reasonable costs.
- With opportunity will come some risk, which will generally pass to the County.
- Systems must be developed that minimize the administrative burden to the State. The County may assume various roles – coordination, lead County, process convener, third party administration, pass through agency, fiscal agent – to achieve this goal.

### **JOINT OPPORTUNITIES AND RISKS**

---

The FFP project offers opportunities for the County and State, including:

- FFP match for existing State and County general fund expenditures will increase the value and power of the general fund investments. The new dollars can be used to expand services performed by the County, reaching more people and serving them better
- Service Integration can be supported by the availability of new case management services and community-based program planning and development

- The availability of federal match creates an incentive for counties, schools and others to invest more general funds in health and human services that reach OHP clients. The State will benefit by having more local resources directed toward this population and seeing those funds leveraged and used efficiently.
- Providing more prevention, education, and health planning will help to create healthier communities that utilize less medical care.

### **Joint Risks**

The risks of extending FFP to the counties include the following:

- If in the future counties back away from their general fund commitments, the State could feel political pressure to back-fill the investment.
- Alternatively, the State could intentionally or unintentionally use the availability of FFP as an opportunity to shift costs and obligations from the State to the counties.
- The State budget for the Oregon Health Plan has been carefully calibrated and could be overrun should the counties invest their new federal funds in extensive outreach and enrollment activities that increase the caseload in an unplanned manner.
- With an extended span of control, the risk of federal recoveries of erroneous or improper payment increases.
- County programs may lose their mission focus. Gaining optimal federal funding could become too high a priority in program design.

### **Shared Accountability**

---

The State is obligated to insure that the federal funds claiming and billing processes comply with federal requirements. While specific audit risks can be assigned by contract, there are financial and political risks to all of the participants if the projects do not meet federal requirements.

The State will need to work closely with federal partners to develop methods and processes to minimize the risk of federal audit issues with the new tools. Sound inter-agency agreements will define the work, expectations and obligations of all parties, including liability in the event of audit issues. The County should expect to assist the State in funding any increased costs resulting from supporting this work or other work in support of the FFP Implementation Plan.

As FFP expands to other counties and community partners, there will be many ways to assist the State with quality assurance. The Work Group prefers the California model, with one County designated as a lead agency in the ongoing operation and monitoring of federal claiming processes for the other counties.

The use of Multnomah as lead County, as well as adequate staffing at all levels to support the partnership, are areas for future discussion.



## OPERATIONAL CONSIDERATIONS

---

### State – County Considerations

- The State and County need to work together as the State makes organizational changes to facilitate and take advantage of FFP opportunities.
- The Work Plan needs to stay aligned with and support greater DHS service integration initiatives.
- The advisability of establishing an FFP reserve pending the completion of multiple federal funding cycles should be explored.
- The Work Team should continue but in a management rather than a developmental role.
- The eligibility of various types of funds to draw down (match) FFP need to be determined; e.g. can foundation grants, private donations, fee revenues be utilized?

### Role of the FFP Work Group

- The FFP Work Group should continue as an interdepartmental, intergovernmental team, assuring that the implementation plan is carried out successfully.
- The Work Group acts with a high degree of discretion in assigning resources to the project, with the goal to maximize federal funding.
- The Work Group will continue to develop and implement new FFP opportunities, while advising on the best re-investment strategies.

### County Organizational Considerations

- Both the Department of Community and Family Services (DCFS) and Health are hiring staff dedicated to FFP activities. These activities should continue, with staff hired in a coordinated, complementary fashion.
- Staff involved in FFP activities should be considered County and State resources.
- Additional staff, consulting, and other resources are likely to be necessary. Once the County and the State accept the plan, analysis needs to be completed to identify operational requirements and appropriate budget modifications prepared.
- The FFP project should retain the County Chief Operating Officer as sponsor.

## Implementation Summary

---

This section describes at a summary level actions recommended by the Work Group. The section is laid out in four subsections, corresponding to the four opportunity areas described in the Executive Summary:

1. Administrative cost claiming
2. Expanding the types of services reimbursed by Medicaid
3. Altering provider status
4. Better alignment of reimbursement systems with integrated service delivery

For detailed action plans, see 'Detailed Implementation Plan ', beginning on Page 13.

### 1. OPPORTUNITY: GENERATION OF ADMINISTRATIVE CLAIMS

---

Medicaid Administrative Claiming describes the action of the State in submitting a claim to the federal government for expenses related to the administration of the Medicaid program. If the County generates claims for eligible activities it already conducts, and receives new federal funds, its financial position is improved.

For more detail, see 'Generation of Administrative Claims', page 13.

**Lead:** Lead in generating administrative claims should rest with Wendy Lear, Business Services Director, Department of Community and Family Services. Wendy will delegate and coordinate specific claiming activities.

#### Summary Action Steps

1. Complete the current school based pilot administrative claiming project to full cycle  
*Purpose: learn from this pilot, transfer what we learn to other opportunities, and take the claiming process full cycle*
2. Complete an administrative claim for program planning activities  
*Purpose: maximize revenues from existing programs; establish the ability to generate claims from high level policy and planning activities*
3. Begin extending administrative claiming to County programs outside of DCFS during the second quarter of FY 2002  
*Purpose: Spread the ability to generate administrative claims to other County programs providing reimbursable services*
4. Incorporate quality improvement processes in the County's administrative claiming system  
*Purpose: administrative claiming procedures promoted by HCFA may not be the best for use locally. Using these procedures as a starting point, claiming effectiveness should be constantly monitored and QI practices used to produce constant improvement*

Federal Financial Participation Project  
Implementation Plan Summary

---

5. Participate in development of a school administrative claiming function to benefit County school districts

*Purpose: Use of a local ESD is the State's preferred model of organization. Assure that the model is established with the best balance of specificity to school functions with economy of scale and shared best practice*

6. Extend administrative claiming to community partners

*Purpose: as a partner with community based organizations, extend the administrative claiming technology, improving their financial stability through diversified revenues while increasing services to clients*

## **2. OPPORTUNITY: EXPANDING THE TYPES OF SERVICES REIMBURSED**

---

States have some discretion over which services they choose to reimburse under Medicaid.

The primary way to expand Medicaid services is to amend the State Medicaid Plan. Another method for expanding services is to seek Federal waivers. Increasing services covered by Medicaid will allow the County and community partners to bill and get federal funds for services that are now provided exclusively with local funding.

For more detail, see 'Expanding the types of services reimbursed, Page 24.

**Lead:** The Work Group recommends that the FFP Work Group retain the lead role for the County for developing a system for adding services to the State Plan.

### **Summary Action Steps**

1. Initiate a State-wide planning process for implementing a broad targeted case management (TCM) service element

*Purpose: creation of a social service TCM billing potential applicable to a wide range of programs and across all Oregon counties*

*Lead: under the Work Group's direction, the FFP Coordinator at the Health Department*

2. Prepare the County for billing more services to uninsured children the proposed changes to the Children's Health Insurance Program (CHIP)

*Purpose: should the CHIP waiver be approved by the feds this fall, the County must be ready to bill every eligible medical, mental health, and dental visit to the first day of the approval quarter*

*Lead: under the Work Group's direction, the Health Department Accounts Rec. Manager*

3. Complete the Behavior Rehabilitation Services (BRS) program definition process that is currently underway with the Oregon Youth Authority and the Juvenile Directors of the State.

*Purpose: Make BRS available to all counties that wish to bill and define the roles and responsibilities of all parties.*

*Lead: Joanne Fuller, Department of Community Justice (DCJ) Deputy Director*

### **3. OPPORTUNITY: ALTERING PROVIDER STATUS**

---

In Medicaid programs some providers have been granted a special status that brings advantageous payment rates. If the County can move direct service programs into these preferred provider types, reimbursement will be improved.

For more detail, see 'Opportunity: Altering provider status', Page 34.

**Lead:** Tom Fronk, Health Department Director's Office

#### **Summary Action Steps**

1. Achieve a consensus revision to FQHC practice in Oregon before the end of October 2001.  
*Purpose: Federal FQHC law changes effective January 2001 present an opportunity to achieve a system that is sustainable, accountable, and makes the best use of State and local funds.*
2. Expand the FQHC scope internal to the County  
*Purpose: extend the benefits of FQHC to other County programs, enabling increased service integration while improving revenues*
3. Gain FQHC status for community partners  
*Purpose: other local safety net clinics could gain an independent FQHC status. With this status, they could generate additional Medicaid revenues*
4. Gain additional collaboration and flexibility with OMAP in application of FQHC  
*Purpose: achieve the highest possible use of FQHC through partnership with the State*

### **4. OPPORTUNITY: ALIGNING REIMBURSEMENT WITH INTEGRATED SERVICES**

---

The State could include funds for additional outreach, mental health, social services, and public health in the capitation payments of the health plans serving Multnomah County residents.

For more detail see 'Aligning Reimbursement with integrated services', Page 45.

**Lead:** Tom Fronk, Health Department, with Wendy Lear, Department of Community and Family Services (DCFS)

#### **Summary Action Steps**

1. Explore with the State the option of creating local managed care capitation enhancements  
*Purpose: Explore the possibility. If the advantages warrant, create the environment for discussion, and catalyze the discussion.*

## **DETAILED IMPLEMENTATION PLAN**

---

This section describes in detail actions recommended by the Work Group. The section is laid out in four subsections, corresponding to the four opportunity areas described in the Executive Summary and Implementation Plan Summary:

1. Administrative cost claiming (numbered beginning with 10)
2. Expanding the types of services reimbursed by Medicaid (beginning with 20)
3. Altering provider status (beginning with 30)
4. Better alignment of reimbursement systems with integrated service delivery (beginning with 40)

Each subsection includes:

- A brief description of the opportunity
- A goal statement
- A statement describing the risks
- Barriers to implementation
- Ability to replicate to other counties and agencies
- Lead person or agency
- Descriptions of major tools or programs relevant to the subsection
- Specific action steps

### **1. OPPORTUNITY: GENERATION OF ADMINISTRATIVE CLAIMS.**

---

Medicaid Administrative Claiming is the process used by the State to submit a claim to the federal government for expenses related to the administration of the Medicaid program. HCFA has defined eligible administrative activities, and they include: outreach, enrollment, care management, developing provider networks, program planning and development, training, information systems, paying providers, and other related activities.

#### **General Goal Statements:**

- Wherever a county is providing a service in support of the operation of the Medicaid program, it will generate an administrative claim for reimbursement of the service
- Administrative claims generated by local governments will be supported by appropriate procedures, source documents, and accounting records

- Administrative claiming reimburses for outreach activities, which have a direct bearing on enrollment levels in State programs. Enrollment increases and the corresponding impact on the State budget should not be a product of an increased revenue stream arising from current outreach activities, unless the State fully partners in increased outreach activities
- Agreements are generated between the State and Multnomah County that may be replicated throughout the State
- Additional general fund or other resources needed to draw down FFP will be locally provided and will not become a State obligation
- Counties will have systems to insure there is no dual payment for the same service

**Risk:**

Administrative claiming by local governments is a cumbersome but low-risk activity. It is completely accepted by the federal government and there are many models around the country of well-developed administrative claiming programs. The County Department of Aging and Disabled Services has a mature administrative claiming program. The State has had successful but experience with administrative claiming for school-based services in a few counties.

**Barriers:**

- Administrative claiming for County activities can be relatively inefficient. In general, it captures small amounts of eligible activities across a large number of employees whose activities generate claims.
- Administrative claiming is labor intensive. Employees must fill out detailed 15- minute increment time studies on a regular (usually quarterly) basis. Forms development, staff training, extensive follow-up, developing interfaces with accounting systems, and other administrative activities are necessary.
- Gaining the staff acceptance necessary may be difficult.
- Administrative claims generate the lowest federal match rate, 50%.

**Ability to Replicate:** Administrative claiming offers a high degree of transferability to other governmental agencies. In addition, it can be set up so that counties can extend administrative claiming to not-for-profit community-based organizations.

**Lead:** The County should centralize operational expertise in generating administrative claims in the Department of Community and Family Services.

---

## **MEDICAID ADMINISTRATIVE CLAIMING**

---

### **Introduction to Administrative Claiming**

The federal government shares the cost of “efficiently and effectively administering the state Medicaid program” with the state on a 50/50 basis. States have substantial discretion in how they will organize the administration of their Medicaid program. States may perform administrative functions themselves or may contract for them with counties and other local entities. As the Medicaid program has evolved States are using Administrative claiming to support a variety of local activities that make Medicaid a more effective and accessible program.

Specifically, administrative claiming is used for identifying and providing outreach to persons who are likely to be eligible for Medicaid services or who without services are at risk of needing more expensive Medicaid health services in the future. Local governments and other subcontractors can provide these services if the State Plan for Medicaid includes this option.

### **Allowable services**

The types of services qualifying for administrative claiming include:

- Outreach to potentially eligible populations;
- Assisting people to apply for Medicaid services;
- Eligibility and eligibility re-determination services;
- Arranging and providing for non medical or non emergency transportation;
- Coordination of contracts with providers and community-based organizations;
- Program planning and policy development that assists in identifying gaps in services or in improving coordination and delivery of services;
- Activities related to administering an administrative claiming process; and
- Training activities related to managing a Medicaid administrative claiming program.

### **Match rate**

The match rate for administrative management is 50% federal, 50% state funds. There is a 75 – 25 match rate for services provided by a skilled medical professional when performing services that requires medical skills.



### **Claiming Process**

Typically, a local government enters into a contract with the state Medicaid Agency in order to participate in claiming for Medicaid administrative activities. The local government is required to submit a comprehensive claiming plan that describes the claiming process to be used. This includes a description of services and documentation of the costs.

Eligible activity is measured through staff time and effort reporting. For most activities the cost of performing eligible services can only be claimed for Medicaid beneficiaries. Therefore the costs are reduced by the percent of non-eligibles who received services. There are a variety of methodologies for calculating this percent. The resulting product – eligible services reduced to reflect Medicaid catchments, is submitted as an administrative claim.

### **Advantages and Disadvantages of Administrative Claiming**

Administrative services is used most successfully in reaching people who should have care but who resist getting services, or are not aware of the potential risk they are at for needing more expensive or costly services later on. Administrative services are a useful tool for providing early intervention or preventive services. It can work quite well for reaching people who may under-utilize medical services.

Administrative claiming allows the flexibility to provide unique services not routinely offered through the Medicaid program. For example, the twenty-four-hour, after-hours services in the Aging and Disability Services program is funded with a small amount of county funds that draw down federal match.

Disadvantages of administrative claiming include the administrative burden of time sampling. Invoicing is done quarterly and requires a complicated billing system.

State policy makers may be reluctant to expand administrative claiming significantly if it leads to increases in the number of Medicaid recipients beyond budget assumptions. The County will need to respect these enrollment assumptions when making decisions on how to reinvest the proceeds of FFP.

The County will also need to assure that duplicative billing does not occur. Some people receiving case management services under the administrative option could also be classified as receiving a targeted case management service and double payment could occur. There are ways to address this issue, but it does require consideration.

### **Examples of Current Uses of Administrative Claiming under Medicaid**

California has an extensive Medicaid administrative claiming program for local governments. The county enters into a contract with the State to perform Medicaid administrative duties, on the condition that they are responsible for any audit exceptions. Counties frequently sub-contract with local community-based organizations to perform these duties.

Most of the 59 counties in California are participating in administrative claiming, but only a few have been very active in sub-contracting to non-profits, cities and schools.

Washington has a smaller and less developed program of administrative claiming that has been in effect over the last decade, the Administrative Match Program for Outreach and Linkage. Most county Health Districts are participating in the program. The Health District has the agreement with the State, except for a separate agreement with Probation and Parole Department. Other community or government entities are able to participate under the agreements with the Health Districts, however only entities that do not bill for direct Medicaid health services are allowed to participate.

### **Oregon Examples of Administrative Claiming**

Within Oregon, a limited amount of Medicaid Administrative claiming is occurring. Examples include:

- Healthy Start, a State funded home-visiting program administered by the Commission on Children and Families and delivered by counties
- The DHS Senior and Disabled Services program allows local governments to claim federal funds for administrative programs that enhance the local services and that meet the Medicaid Administrative claiming criteria. The Senior and Disabled Services Division funds the entire long-term care case management and protective services program under an administrative 50/50 matching program
- Multnomah County ADS uses Medicaid Administrative Claiming to fund its Multi-disciplinary Teams. In this program, County funds are used as Medicaid match to fund public health nurses who work with protective services workers and case managers to reach people who are at serious risk for self-neglect because of unwillingness to use the medical system
- The ADS "Twenty-four Hour/After Hours" program uses County funds to draw Medicaid match to provide early intervention to people who have emergent problems on weekends and through the evening. This service has been so successful, that Clackamas and Washington counties are buying this service from Multnomah County

- The Health Department operates the SafeNet health access, information, and referral line, with funding obtained from a variety of sources, including Maternal Child Health, general funds, and Medicaid administrative funds. This is a statewide services provided in partnership with the OHD.

### **Potential for Replication is High**

Administrative claiming is highly replicable to a broad range of public agencies. The California and Washington models illustrate how existing unmatched public funds could draw down new FFP dollars on a broad scale.

---

## **MEDICAID ADMINISTRATIVE CLAIMING, SCHOOL-BASED**

---

### **Introduction to school based claiming**

School-based administrative claiming is a sub-set of Medicaid Administrative claiming. It is recognized by HCFA that schools offer an opportunity to reach children and families to inform and encourage them to enroll in the Medicaid Program and to assist students and their families in accessing medical services.

Many states, including Texas, California and Washington allow school district to claim their costs for helping students and families access health care, enroll in Medicaid, get transportation to medical services, and other eligible activities.

In February 2000 HCFA issued a "Draft Guidance" letter to the States with explicit instructions on how school-based claiming should be carried out. While no final guidance has been issued, Oregon has amended its program to **conform to the suggested procedures and criteria.**

### **Oregon's pilot program for School Claiming**

For almost a decade, the Linn-Benton-Lincoln Educational Service District (ESD) in Albany and the Deschutes ESD in Bend have been operating as Oregon's two School-based Administrative Claiming demonstration projects. The State recently decided to expand this opportunity to the four counties that are service integration pilot sites. Because of the Multnomah FFP Work Group, DHS also extended the option to the school districts in Multnomah County and to the County staff who are working in schools.

### **How administrative claiming works in a school**

HCFA recognizes that school staff may spend a portion of their time providing services eligible for reimbursement as Medicaid administrative services. School nurses, counselors or health aides may spend more time on these activities than classroom teachers. Special education staff members, particularly social workers and case managers, will also spend time on these activities.

In Oregon, the State has administered this program by allowing the school's general fund revenue to serve as match to draw down federal funds for eligible activities. The match rate for most administrative claiming, including these activities, is 50:50. Since it is the school providing the match, there is no cost to the State for expanding School-based Claiming.

### **State Parameters:**

Oregon prefers to contract with one operating entity in each region for school claiming. This can be the local ESD, a School District, or the county. While there is no absolute preference, local cooperation and coordination is assumed.

It is also expected that all three work collaboratively on the allocation of new resources into the community as a result of the claim. The State is interested in limiting the administrative effort involved with school based claiming and therefore is not inclined to contract with many small school districts and an ESD and a county for the same geographic region.

Technically, new money brought into the district can be used discretionally. However, the State expects that these funds be used to expand health and social services to meet the needs of children and their families.

### **County Claiming Pilot Project**

A small School-based Administrative claiming demonstration project in Multnomah County started in May 2001. The State is allowing the County to claim for administrative services based on the work performed by Touchstone and Family Resource Center employees. It is our plan to expand this claim to Family Center, SUN, and Caring Community employees, including employees of our non-profit providers who work on these projects.

DCFS is still compiling the data from this first time study, but should know within the next month how much is potentially recoverable from this first quarter.

The County is also in discussions with the Multnomah ESD and the Portland Public School District about how to organize around this potential source of revenue. Both entities are very interested in exploring School based Administrative claiming further and expect to be able to prepare a limited claim during the next school year. The decisions about how rapidly to proceed and what roles and responsibilities of the parties will be have not yet been made.

**High degree of transferability to other regions**

It is clear that this is an option that could easily be implemented throughout the State and has a high degree of transferability. The County is likely to assume a role locally an across the State in assisting local school districts and the ESD in setting up claiming programs.

---

**Specific Action Steps:**

10. Complete the current school based administrative claiming pilot project to full cycle

*Purpose: learn from this pilot, transfer what we learn to other opportunities, and take the claiming process full cycle*

10.1. Generate claim for the last quarter of FY 2001

10.2. Integrate knowledge gained from pilot to improve effectiveness for the first quarter of FY 2002

11. Complete an administrative claim for program planning activities

*Purpose: maximize revenues from existing programs; establish the ability to generate claims from high level policy and planning activities*

11.1. Revise the current administrative claiming contract to include these activities

11.2. Include the FFP project, back to January 2001

11.3. Include the Mental Health redesign project, back to July 2000

11.4. Analyze the program funding / Medicaid services matrix for other program planning activities

11.4.1. Support with direct queries – questionnaires, etc. – to target additional claim generation

12. Begin extending administrative claiming to County programs outside of DCFS during the second quarter of FY 2002

*Purpose: begin spreading administrative claiming to the next level – other county programs providing reimbursable services to identifiable Medicaid recipients*

- 12.1. Revise current administrative claiming contract to include a broader range of services

- 12.2. Extend administrative claiming to Juvenile Court Counselors, second quarter of FY 2002

- 12.3. Analyze the program funding / Medicaid services matrix for other program planning activities

- 12.3.1. Support with direct queries – questionnaires, etc. – to target additional claim generation

- 12.3.2. Target the next round of County programs during the fourth quarter of FY 2002 and the first quarter of FY 2003

13. Incorporate quality improvement processes in the County's administrative claiming system

*Purpose: administrative claiming procedures promoted by HCFA may not be the best for use locally. Using these procedures as a starting point, claiming effectiveness should be constantly monitored and QI practices used to produce constant improvement*

- 13.1. Develop system for web review, other literature reviews to discover and integrate best practice

- 13.2. Develop a QI approach to the operations of the County's administrative claiming activity

- 13.2.1. Based on pilot projects and best practice review, continually revise the tools and definitions used in the field in generating claims

- 13.2.1.1. Work to establish improvements in claiming definitions quarterly

- 13.2.1.2. Integrate improvements in tools real time

- 13.2.1.3. Share knowledge with sister agencies – ESD, other local governments

14. Participate in development of a school administrative claiming function to benefit county school districts

*Purpose: Use of a local ESD is the State's preferred model of organization. Assure that the model is established with the best balance of district level specificity with economy of scale and shared best practice*

- 14.1. Starting with Portland Public Schools, gain general interagency agreement to centralize school claiming expertise with the Multnomah ESD

- 14.1.1. Work with ESD to establish an interagency agreement between the ESD, PPS, and DHS during the first quarter of FY 2002
- 14.1.2. Assure that the agreement fully addresses deliverables and the assignment of risk
- 14.1.3. Work with the ESD to establish interagency agreements with the remaining school districts by the end of FY 2002
- 14.2. Provide technical consultation with the ESD to assure that a high quality claiming system is put into place
  - 14.2.1. Work with the ESD to establish a limited administrative claim from within PPS during the second quarter of FY 2002
  - 14.2.2. Work with the ESD to establish a full administrative claim from classroom staff during the second quarter of FY 2003
  - 14.2.3. Work with the ESD to establish the first claims from other districts by the second quarter of FY 2003
- 14.3. Participate fully in the organizational structure established for school claiming activities within the County
  - 14.3.1. Work with DHS and the ESD to assure the establishment of an interagency governing structure to guide full development of local school claiming activities, and the targeting of the proceeds of claiming activities back into programs congruent with the DHS mission
  - 14.3.2. Work with DHS and the ESD to assure continued sharing of best practice information between DHS, other school entities around the State, and the County
- 15. Extend administrative claiming to community partners
  - Purpose: as a partner with community based organizations, extend the administrative claiming technology, improving their financial stability through diversified revenues while increasing services to clients*
  - 15.1. Gain policy approval from DHS during the first and second quarters of FY 2002
  - 15.2. Set aside from FFP proceeds a risk reserve
    - 15.2.1. Determine appropriate level of reserve
    - 15.2.2. Develop and gain approval of a plan to capitalize the reserve
  - 15.3. Execute a revised intergovernmental agreement during the third quarter of FY 2003
  - 15.4. Study fully the California model and apply locally as appropriate
    - 15.4.1. Resolve questions around the use of private funds to generate FFP
    - 15.4.2. Resolve questions around risk sharing
    - 15.4.3. Target a limited (4-6) number of low risk community based organizations (CBO) for claim generation during the fourth quarter of FY 2002



- 15.4.3.1. Complete an assessment of CBO administrative systems during the second quarter of FY 2002
  - 15.4.3.2. Remedy deficiencies as necessary, having the target CBOs ready by the fourth quarter of 2002
  - 15.4.3.3. Execute the claiming process during the fourth quarter of FY 2002
  - 15.4.3.4. Incorporating lessons learned, repeat the claiming process during the first quarter of FY 2003
- 15.5. Incorporating lessons learned, start including additional CBOs during the third quarter of FY 2003

## **2. OPPORTUNITY: EXPANDING THE TYPES OF SERVICES REIMBURSED**

---

The primary way to expand services reimbursed by Medicaid involves amending the State Medicaid Plan. Amendments would specify which entities could provide the expanded services and how they would be reimbursed. Promising opportunities for expanded billing include Targeted Case Management (TCM) services which can be broadly available to all Medicaid enrollees. Behavioral Rehabilitation Services (BRS) are currently billed to Medicaid by OYA and are an option for expanded billing for counties. (See 'Targeted Case Management', Page 25)

Another method for expanding reimbursable services is to seek Federal waivers allowing the expansion. The proposed expansion of the CHIP program to include a limited package of service provided through Safety Net Clinics is an example. Unlike an amendment, which changes the Medicaid Plan within current law, a waiver is necessary to gain variance from underlying Medicaid statutes. (See 'Children's Health Insurance Program', Page 38)

### **General Goal Statements:**

- The State Plan accommodates an appropriately broad range of county services, recognizing the value of county programs in improving the efficiency and effectiveness of Medicaid services
- Agreements are generated between the State and Multnomah County that may be replicated throughout the State
- The County has developed the capacity to prepare draft State Plan Amendments (SPA) and submit to the State for approval and submission to the Federal Government
- County shelter and treatment services for youth involved with the criminal justice system but are not incarcerated are appropriately billed to Medicaid as Behavioral Rehabilitation Services (BRS)
- Additional general fund or other resources needed to draw down FFP will be locally provided, not becoming a State obligation
- Claims for reimbursement generated by local governments will be supported by appropriate procedures, source documents, and accounting records
- Counties will avoid any dual payment for service

**Risk:** Changing the State Medicaid Plan to add certain county services, or similar services provided by community partners, requires a State Plan Amendment (SPA). A SPA requires approval of HCFA.

Generating supporting documentation is difficult and has proven problematic in other states. Programs must be properly designed and eligible clients identified in order to properly assign costs and bill Medicaid.

Involved agencies must diligently monitor payment rates to assure the proper balance between full cost recovery and protecting against over-recovery. Payment rates must be directly related to actual costs.

**Barriers:**

- Generating a SPA is a professional activity. The County does not possess this ability at this time. The State is not staffed to allow full support of designing Plan Amendments
- Plan Amendments must be applicable across the entire State
- Counties choosing to participate must have the necessary eligible matching funds
- Existing County programs may need to be redesigned to take advantage of Medicaid case management opportunities
- County infrastructure will need to be improved to be able to generate claims

**Ability to Replicate:** Adding services through SPAs, CHIP expansion, or further development of BRS offer a high degree of replicability. County efforts will focus on programs that every other county also offers – juvenile justice, public health, and mental health services. In many areas, developing statewide SPAs will require a high level of inter-county cooperation.

**Lead:** The Work Group recommends that the FFP Work Group retain the lead role for the County for developing a system for adding services to the State Plan.

---

**TARGETED CASE MANAGEMENT (TCM)**

---

**Introduction to Targeted Case Management**

Targeted Case Management Services are intended to provide assistance to Medicaid eligible clients in gaining access to needed medical, social, educational and other services. The goal of Targeted Case Management (TCM) is to ensure that the changing needs of a client are addressed on an-going basis so that they have the supports necessary to appropriately utilize the health care system and to achieve the best possible health outcomes. The Tax Reform Act of 1986 created case management as an optional Medicaid.

Unlike most Medicaid services, Targeted Case Management services do not have to meet the standard of being available uniformly to all types of enrollees in all geographic areas. States are free to write their Medicaid plans to make TCM available to specific target populations, defined by some identifiable client characteristic and/or specific geographic areas.

Each TCM service description in the State Plan specifies the target population, the geographic area to be served, the provider qualifications, the definition of covered services, the unit of service and the reimbursement methodology.

Expanding the Targeted Case Management services represents a viable option producing several positive outcomes:

- Medicaid enrollees would benefit from having a case manager to support them in accessing and coordinating medical care and social services
- The medical care provider would benefit by having a skilled community partner available to assist with complex or difficult cases
- Many counties already do this work, funded out of county or State general funds. FFP would be available from this existing work, and would create the potential to expand their services or client base
- The Medicaid program itself should also see positive results, in better access, client satisfaction, lower downstream health care costs, and increased independence

### **What are TCM Services?**

Generally TCM services include:

- Needs assessment could include medical, mental condition, physical needs
- Setting of objectives related to needs which is usually based upon client goals
- Individual service planning
- Service scheduling
- Linkage and consultation
- Crisis assistance planning
- Evaluation of service effectiveness

Oregon currently has several categories of targeted case management services available. "Babies First" is a public health nurse home-visiting program for at-risk infants and mothers. HIV case management is available only for adults with symptomatic HIV and one or more risk factors living in Multnomah County. Jackson County has access to TCM services for pregnant substance abusing women with young children. Two state DHS divisions, Adult and

Family Services and Services to Children and Families, utilize TCM as a way of getting FFP for their work with Medicaid clients.

### **The California Model**

The State of California has a comprehensive, tested TCM system developed in partnership between the State and its counties. The Washington program is similar to Oregon's current model. It is limited to pregnant women and people with HIV. Services are delivered by counties, which can bill on a monthly basis.

TCM services are delivered to target populations (which effectively encompass most MediCal enrollees). The goal of TCM is to assist MediCal individuals to gain access to needed medical, social, educational and other services. California requires that local jurisdictions supply the match for targeted case management and allows the rate to be set at the locality's cost. The process for establishing cost is similar to the time study process supporting administrative claims in California. TCM services must be charted, and the provision of an eligible service documented.

In California, the local government may subcontract with community agencies for the performance of TCM services.

California has developed several TCM service options (in all cases, the clients must be MediCal or MediCal eligible). Examples include:

- *Adult Probation:* age 18 and older, on probation with a medical and/or mental condition in need of assistance in accessing and coordination of medical social and other services.
- *Clinical services:* eligibles in need of outpatient medical services who need case management due to: language or comprehension barriers, no community support system to assist in follow-up care, demonstrated non-compliance, or other special needs
- *Linkages:* age 18 and over who are in frail health and need assistance to access services in order to prevent institutionalization,
- *Other categories include:* Public Guardian, Public Health, Mental Health, School children, and lead poisoning.

### **TCM as an Opportunity**

As Oregon's current use of TCM is limited, there is a great potential to include services, populations, and areas to the Medicaid plan.

As with the other tools, additions would be made in partnership with the counties. General fund costs would be shared with participating localities.

Oregon could choose to take a broad approach to TCM. It could add a broad new category of TCM available to most Medicaid enrollees, which would accommodate a wide range of services. For example it could cover adults and children who are at risk for poor health outcomes due to a variety of risk factors.

Alternatively Oregon could follow the California model and identify additional special populations and set up TCM standards and criteria for such groups as adult and juvenile probationers, persons with Tuberculosis, persons with chronic and persistent mental illness, etc.

The advantage of the having many separate programs is the ability to set separate rates based on staff costs and intensity of services. The disadvantage is the amount of additional administrative cost required to establish and track a variety of different cost-based rates.

California enters into contract with county government to provide targeted case management services and allows counties to sub-contract with community based organizations to provide TCM services. Typically Oregon has not limited TCM to counties and has not addressed sub-contracting. There is an opportunity to extend TCM to community partners. However, this discussion must begin between the county and the State, and will take some time and care to fully and successfully develop this type of partnership.

### **TCM in a Managed Care Environment**

Targeted Case Management services are not included in the capitation rates paid to medical, dental, and mental health managed care plans. Services can be delivered and billed to the Medicaid program outside of the managed care plan.

TCM should operate independently of managed medical care plans. TCM is complementary to medical care. Medicaid enrollees are very low-income, often disabled and may have a low literacy level and several complex health problems, in need of supporting services such as interpretation and translation, housing and income support, education about self-care and using the health care system and assistance coordinating multiple care systems.

Having a Targeted Case Management provider involved can vastly improve client outcomes and provider satisfaction with the Medicaid program. Since managed care operates on a fixed budget, managing information and coordinating care is an essential part of the service.

### **TCM Billing and Reimbursement**

Oregon, Washington, California and other states have chosen to treat TCM differently than general medical services, requiring local governments to supply the local portion of the match. There is no federal cap on the amount of TCM that a state may bill in total or per unit of service.

Oregon views TCM as a "pass through service" with the billing entity setting the rates based on their budget for the service and the estimated units of TCM that will be provided. This is a preferred method of rate setting.

Rates may be set by county, or statewide. Rates may be established for each service element, or across a broad TCM description. Tradeoffs of administrative ease against precise matching of revenue to costs are involved in these decisions.

The new federal HIPPA regulations, primarily intended to protect medical privacy, have the potential to affect many aspects of Medicaid. They require the establishment of a uniform set of codes for billing specific services. Currently each TCM provider can have a different rate for each population because they bill under unique codes. Standardizing the codes is not intended to standardize rates, but it could have that effect.

A number of important conditions must in order for an entity to bill for a Targeted Case Management Service:

- a) The providing entity must meet state qualifications and have a contract with the state
- b) The individual who delivers the TCM service must meet state qualifications
- c) The client must fall within the defined target population
- d) The service must be documented in a medical chart with sufficient detail
- e) The entity must bill for the service. Medicaid will not pay for services that are provided to non-Medicaid patients at no charge
- f) The entity must bill Medicaid on a timely basis using the proper forms
- g) The entity must be able to send the State 40% of the total billed

Meeting these conditions would require improvements in County administrative systems. In most other counties, systems will need to be created.



### **Degree of Replicability**

Oregon could amend its State Medicaid Plan relatively easily to create enhanced TCM services. Similar State Plan Amendments are taking about two months to get HCFA approval. They are not complex to write or administer and the California plans could serve as a good model from which to work.

TCM would be available on a statewide basis to all counties. When a TCM addition is made to the Plan, the State has an immediate obligation to pay claims, whether or not sufficient local funds have been developed. A carefully timed plan must be implemented to sufficiently protect the State as our partner.

Organizing the counties around developing TCM models will be a laborious yet rewarding process.

Counties that do not bill for medical services currently would have to develop that capacity in order to take advantage of a new option. This would be a substantial challenge. There could be a leadership role for Multnomah County to organize, provide technical assistance, or serve as an ASO for these counties.

---

### **BEHAVIORAL REHABILITATION SERVICES (BRS)**

---

Behavioral Rehabilitation Service (BRS) is an optional Medicaid service that has been utilized by the Oregon Youth Authority (OYA) and the State Office of Services to Children and Families (SCF) since 1999. BRS programs provide specialized residential care and treatment for youth needing or requiring residential care. After receiving prior authorization from a licensed practitioner of the healing arts, youth may be placed in a residential program that will provide services such as milieu therapy (structured daily living activities), crisis counseling, regularly scheduled counseling and skills training.

Client treatment services may be provided individually or to groups and may include the youth's biological, adoptive or foster families.

The population served will be youth who have primary mental, emotional and behavioral disorders and/or developmental disabilities and who exhibit such symptoms as drug and alcohol abuse, anti-social behavior, sexual behavior problems and behavioral problems often resulting from severe psychiatric disorders of parents or severe family conflict.

### **OJJDA Initiative**

The counties, through the Oregon Juvenile Justice Directors' Association (OJJDA), have been working with DHS, OYA and SCF to establish a process that will allow Oregon counties to access this funding stream to provide services for youth who are under the care of the counties.

Services may be provided by the county or contracted providers. Billings are based on a daily rate and do not include room and board costs or mental health treatment. Counties will facilitate claiming. The federal match for BRS services is 60%.

Counties will be responsible for providing the local match funding for these services. There will also be some modest additional costs associated with administrative oversight of BRS services by OYA. OYA will be able to recover 50% of its costs through the Medicaid administrative claiming process. Counties will work with OYA to develop an agreement to cover the rest of these administrative costs.

For administrative ease, the counties have agreed to development of a uniform process for accessing BRS funds. Multnomah County staff leads the committee that is creating the local process.

### **Next Steps**

One major hurdle in the planning process has been determining the billing mechanism for BRS services. Recently OMAP has determined that it will be able to make timely adjustments to the billing system so that the counties can bill Medicaid directly for BRS services. Additional steps that must be taken in order for the State and the counties to implement the program and realize the full potential are:

- Development of an intergovernmental agreement with OMAP and OYA
- Identification of counties interested in being involved in the BRS program
- Identification of administrative costs to the State and development of cost reimbursement mechanisms
- Clarification of county and State roles in contract monitoring
- Determination of mechanism for prior authorization for services
- Development of claims processing systems
- Identification and certification of new BRS providers
- Identification of eligibility determination and enrollment process for Medicaid and CHIP

Currently identified Multnomah County programs which will benefit from the addition of BRS billing are: shelter care services, residential alcohol and drug treatment, residential sex offender treatment, multi-systemic family therapy and treatment foster care. Currently, the State plan limits BRS services to those provided in residential treatment facilities.

The rates paid by the State are relatively low and will not cover the County's actual cost for some of these services. If the State is willing to work with the counties, the BRS service plan could be expanded to cover intensive outpatient services at rates that are closer to actual costs.

---

### Specific Action Steps:

#### 20. Initiate a State-wide planning process for implementing a broad TCM service element

*Purpose – creation of a social service TCM billing potential applicable to a wide range of programs and across all Oregon counties*

*Lead – under the Work Group, the Senior PDS at the Health Department, Director's Office*

##### 20.1. Gain standing from the State to convene the process

20.1.1. Design and negotiate a plan with the State during the second and third quarters of FY 2002

20.1.2. Utilize a medium level of program specificity – establish TCM categories for:

20.1.2.1. Mental Health

20.1.2.2. Public Health

20.1.2.3. Behavior Rehab

20.1.2.4. Senior services

20.1.3. Utilize a representative County approach

20.1.3.1. Involve at least three representative counties – e.g., Deschutes, Jackson, Tillamook

20.1.3.2. Develop and adopt a process for setting rates at the county level

20.1.4. Incorporate results of best practice review, internal County stakeholder interviews

20.1.5. Utilize appropriate consulting resources (e.g., Napa County)

20.1.6. Identify and incorporate a preferred billing system

20.1.7. Identify and incorporate a preferred rate structure

20.1.8. Adopt a lead county approach to provide a high level of support for the State

20.1.9. Fully involve SPA staff at OMAP

21. Prepare the County for CHIP

*Purpose – if the CHIP waiver is approved this fall, the County must be ready to bill every eligible medical, mental health, and dental visit back to the first day of the approval quarter*

*Lead – under the Work Group, the Health Department Accounts Receivable Manager*

21.1. Participate fully in the Oregon Health Division (OHD) CHIP readiness process during the second and third quarters of FY 2002

21.1.1. Assure that the OHD makes implementation decisions that are congruent with County strengths and the strengths of other participating entities

21.2. Provide TA to County programs, particularly DCFS, on bringing billing systems up to par

21.2.1.1. Analyze the cost – benefit of centralizing all CHIP billing at start-up

21.2.1.2. Analyze DCFS and DOH billing systems to determine readiness

21.2.1.2.1. Advise Departments of necessary remedial actions

21.2.1.3. Advise the Department of Community Justice (DCJ) on possible solutions

21.2.1.4. Consider and advise the County on the Oregon Community Health Information Network (OCHIN) solution to County infrastructure needs

21.3. Monitor the progress of the CHIP waiver

21.3.1. Coordinate and support staff directly working on the waiver

21.3.2. Communicate progress to internal stakeholders

22. Complete the BRS program definition process that is currently underway with the Oregon Youth Authority and the Juvenile Directors of the State.

*Purpose: Make BRS available to all counties that wish to bill and define the roles and responsibilities of all parties.*

*Lead: Joanne Fuller, DCJ Deputy Director*

22.1. Get County operated youth shelters and other juvenile services certified as BRS providers by SCF

22.2. Develop the infrastructure in Juvenile Department to bill for BRS

22.3. Initiate billing for BRS during Q2 of FY 2002.

22.4. Develop a process with the State and the other county Juvenile Directors to explore potential additions to the BRS plan.

### **3. OPPORTUNITY: ALTERING PROVIDER STATUS**

---

In Medicaid programs some types of providers have been granted status that brings preferred payment rates. Examples include rural health clinics and hospitals, medical schools, and federally qualified health centers (FQHC). Special payment systems have been established to support federal interests, such as establishing health care providers in hard to reach areas or assuring an adequate supply of qualified health professionals.

The most expedient opportunity is to expand use of the Health Department's status as a FQHC. The Department's receipt of a federal community health center grant brings that status. FQHC status brings full reimbursement for reasonable costs by State Medicaid programs (for more information about FQHC status and benefits, see 'FQHC', Page 35).

The County can petition to include additional programs under its FQHC designation. At this time, most of the clinical services provided by the Health Department are within the scope of the project. No other County programs are within scope. The decision to allow a scope change is between the County and HRSA, the Health Resources and Services Administration.

#### **General Goal Statements:**

- Bring all eligible County programs within scope, if cost benefit and risk analysis warrants
- Under pending FQHC rule changes, establish a replacement FQHC methodology for use in Oregon which allows the best use of County and State resources
- Take full advantage of changes in FQHC rules to gain flexibility in changing the scope of the County's community health center
- Provide technical support to community partners in seeking FQHC status
- Establish a more inclusive class for safety net health clinics in Oregon (Oregon Qualified Health Center)
- Additional general fund or other resources needed to draw down FFP will be locally provided, not a State obligation

#### **Risk:**

Adding additional social service programs to the County's FQHC status will cause the County to appear as an outlier when compared to federal benchmarks.

Federal rules on use of the FQHC designation are strictly interpreted and applied by States and the Federal government. FFP activities cannot risk the underlying FQHC designation.

Upper payment limit rules for State controlled ambulatory care centers may be a factor in the aggressive use of FQHC.

**Barriers:**

- Coverage under the FQHC designation brings additional federal requirements. Effective billing and discounting systems, governance, accreditation, credentialing, productivity, QA and reporting requirements will apply to additional programs.
- The administrative systems to support these additional federal regulations may not be in place.
- Better communication of patient level information between medical providers and other service providers may be required.
- Change of scope must comply with the Health Resources and Services Administration (HRSA) grant requirements and gain federal approval.
- Aggressive use of the FQHC by the County and State may set up additional expectations on the part of other FQHCs in the State.
- Federal rules governing flexible use of the FQHC are not common.

**Ability to Replicate:** Use of the FQHC designation offers limited opportunities for other jurisdictions. There are only three governmental FQHCs in Oregon Multnomah, Tillamook and Clackamas Counties. These counties, particularly Clackamas, are aware of the FFP project.

**Lead:** Tom Fronk, Health Department Director's Office, has assumed a lead role in facilitating a dialogue between the State and community health centers on the application of FQHC in Oregon. Acting as the lead for expanding the Health Department's designation internal to the County is an extension of that role.

---

**FEDERALLY QUALIFIED HEALTH CENTERS (FQHC)**

---

**Introduction to FQHC**

Congress passed legislation creating "the Federally Qualified Health Center" as part of the budget reconciliation act in 1989. Congress acted to address a specific policy problem: because many State Medicaid programs did not pay the true cost of providing services in community clinics to Medicaid beneficiaries, federal grants intended to pay for health care for the uninsured were being used to backfill Medicaid shortfalls.

Congress addressed this problem by creating FQHCs as a specific class of Medicaid provider. Being an FQHC gave a clinic certain benefits. FQHC's were:

- Entitled to full reimbursement of reasonable costs from the Medicaid program;
- Authorized to provide a comprehensive set of benefits to Medicaid beneficiaries
- Designated as a distinct provider type that had to be included in every state's Medicaid plan;
- Allowed to serve clients enrolled in managed care even if the FQHC was not a provider in their chosen plan
- Entitled to have Medicaid eligibility workers out-stationed in their facilities at 100% federal expense
- Authorized to participate in favorable federal contracts for the purchase of pharmaceuticals.
- Provided with some protection from federal tort claims above a certain amount

The methodology for receiving payment for reasonable costs was simple in design. An FQHC bills an interim rate for Medicaid services over the course of a fiscal year. At the end of the year, the Center calculates the total cost of providing FQHC services to all patients and divides by the total number of health care encounters to produce an all-inclusive "cost per encounter." Multiplying the cost per encounter by the number of Medicaid encounters produces the cost of serving Medicaid patients, which is the amount the State must pay. If interim payments did not result in complete coverage of cost, the State makes up the difference (if there was an overpayment the FQHC must remit money to the state).

### **Eligibility for FQHC Status**

Health centers that are recipients of Community Health Center grants (Public Health Act, Section 330), Migrant Health Center grants (Section 329) or Stuart B. McKinney Homeless Persons Health grants are automatically deemed to be an FQHC. While most FQHCs are not-for-profit entities, three Oregon counties are FQHCs based on their Community Health Center grants: Tillamook, Clackamas, and Multnomah Counties.



### **FQHC in Oregon**

Oregon adopted FQHC rules in 1990. FQHCs in Oregon operate under two forms of Medicaid reimbursement:

- For services provided to open card patients (patients not enrolled in a plan), the center receives cost-based reimbursement
- For services provided to managed-care patients, the center receives a negotiated reimbursement rate from the managed care plan in which the patient is enrolled.

In 1994, as part of the OHP waiver request, the State asked that FQHC status be waived in geographic regions under managed care. Multnomah County Health Department, because it was in a managed care area, was no longer guaranteed cost-based reimbursement for care provided to Medicaid managed care enrollees (e.g., CareOregon clients). FQHCs continued to participate in cost-based reimbursement where patients had an open card and were not enrolled in a managed care plan.

Other states were approved for Medicaid managed care but were not given a waiver to the FQHC provisions. In those states, the state makes up the difference between the amount the clinic is paid by a managed care plan and what they would have received under a cost based reimbursement process. This payment to cover full costs has been called a 'wrap-around' payment (which is not the same as a payment for a 'wrap around, or enabling, service').

Congress acted in 1997 to phase out cost-based reimbursement for FQHCs over time. In 2000 a new replacement reimbursement process was enacted, the Prospective Payment System (PPS), effective January 1, 2001. The new law supersedes and nullifies Oregon's existing waiver from cost based reimbursement for FQHCs.

### **Prospective Payment System (PPS)**

Effective on January 1, states were charged with enacting the new PPS. PPS differs from the current cost based reimbursement process in several ways:

- It eliminates the retrospective cost-based reconciliation. Centers will now bill a flat rate per visit during a fiscal period, which represents their total reimbursement;
- It creates a base-billing rate. This rate is derived from an average of the Center's 1999 and 2000 costs. This rate is then inflated each year for MEI as defined by HCFA, beginning in Oct. 2001.

The goals of this reimbursement strategy are to control inflation, make FQHC costs more predictable over time and reduce the administrative burden of preparing and auditing cost reports.

### **FQHC as an Opportunity**

The County's status as an FQHC, combined with the new legislation, presents an opportunity to generate additional federal revenue. The County could include more County health services under its existing FQHC designation and thus secure reimbursement that is closer to the true cost of care. Not all Health Department, mental health or other County health services are in the current scope of the FQHC designation, due in part to the costs and restrictions previously in place.

Due to the new federal legislation, which nullified Oregon's waiver of FQHC, the reimbursement environment has changed markedly. The benefits associated with expanding the designation may now outweigh the costs.

### **Applicability to Other Counties**

Unfortunately, FQHC as a tool to improve federal financial participation offers limited applicability to other counties. Only three counties are designated as FQHCs and it is not easy to secure the designation from the federal government. The federal grants are difficult to secure and most counties do not operate the full service primary care programs that would even qualify them to apply. While expanding the FQHC could help Multnomah, we would need to pursue some of the other more broadly applicable tools such as TCM and admin claiming if we wish to benefit the entire State

---

## **CHILDREN'S HEALTH INSURANCE PROGRAM (CHIP)**

---

### **What is CHIP?**

In 1997 Congress created the Children's Health Insurance Program (CHIP) under Title XXI of the Social Security Act. This new Title provides block grant funding to states to initiate and expand health insurance coverage for uninsured low-income children. Congress authorized \$40 billion in federal funds over 10 years. The funding available to each state is based on a formula that reflects the number of low-income children in the state, the number of uninsured low-income children in the state, and the state's health care costs as compared with other states.

CHIP gives states a choice of providing health insurance to uninsured low-income children by expanding Medicaid, by establishing a separate non-entitlement program or a by purchasing health insurance. Oregon's CHIP program is based on a separate non-entitlement program that mirrors the benefit package and reimbursement strategies of Medicaid. .

### **Who's Eligible for CHIP?**

CHIP in Oregon expands Medicaid-like benefits to uninsured children up to 19 years with incomes up to 170% of FPL. Specifically CHIP provides coverage to children from birth to age 6 with family incomes between 133% and 170% of the federal poverty level and also for children from ages 6 to 9 with income between 100% and 170% of poverty.

Oregon's CHIP has the same medical, dental, and mental health benefits delivery system, and the same application process as Medicaid. Currently about 17,000 children are enrolled with a state-determined cap set at approximately 19,800 children. Oregon originally submitted a Title XXI State Plan in March of 1998. The State Plan was approved in June 1998 and became effective July 1998.

There are no premiums, co-pays, or deductibles for CHIP enrollees. Children are not eligible if they have been enrolled in private insurance in the past 6 months, except in cases of a life threatening or disabling condition.

Outreach facilities include county health departments, hospitals, FQHCs, rural health clinics, migrant health clinics, family planning clinics and tribal health clinics. A single application and eligibility determines process is used for CHIP and Medicaid.

### **CHIP and Federal Financial Participation Opportunities**

For FFY 2001 the Federal share of CHIP related expenses for Oregon is 72%.

Because of the formula through which CHIP Federal dollars are made available to states and because of limitations on the availability of state matching funds, Oregon along with other states was unable to fully utilize all available federal funds. Congress subsequently allotted a share of unused dollars to be returned to states. States that had utilized all their funds received a share of the dollars. Oregon has nearly \$18 million of these "returned" CHIP funds available if it can find the local match and an appropriate use of the funds.

In addition for FFY 1999 and 2000 Oregon has not utilized about \$60 million of available federal CHIP funds.

### **CHIP in Oregon**

The Oregon Legislature authorized DHS to seek federal waivers to include additional adults into the program on a subsidized basis up to 185% of FPL. This expansion will be financed through reduced benefits for "new eligibles" in the current OHP and federal dollars for previously unmatched Family Health Insurance Access Program (FHIAP) dollars.

It is anticipated that families will be able to choose whether to have coverage for children under employee sponsored plans or through Medicaid thus enabling them in some cases to cover everyone in the family under the same coverage plan. A waiver planning process will shortly get underway to sort out the details of how this expansion and modification of the existing OHP program will be done. A diverse group of stakeholders will be involved in the process.

### **CHIP TOO**

The Oregon Health Division in conjunction with OMAP and Office of Health Plan Policy and Research, recently submitted a CHIP 1115 demonstration waiver request to the Federal government. CHIP TOO proposes to assure the provision of primary and preventive care by safety net clinics to about 12,000 children who are CHIP eligible but for an assortment of reasons not enrolled.

CHIP TOO will improve access for low-income children while creating a flow of additional revenue to safety net clinics. Such clinics include Rural Health Centers, School-Based Health Centers Migrant and Community Health Centers, and other nonprofit organizations serving low-income people on a sliding fee scale basis.

The CHIP TOO waiver was submitted to the federal government with the understanding that general funds had not been included in the Governor's budget and would have to come from local government and communities.

CHIP TOO is projected to cost \$13.2 million of total funds over the proposed two year period. The Oregon or local share for the biennium is \$3.2M or \$1.6M per year.

In concept, planners proposed that a proportion of the dollars be allocated on a county basis and that counties could cover kids beyond the base level if they provided additional matching funds. A number of decisions now need to be made in order to make the implications of that decision clear for Multnomah County and for the State as well. However, given the number of uninsured children in the County and the range of services already provided to uninsured children, CHIP TOO would present a revenue opportunity for the County.

Without County matching funds, the CHIP TOO program's potential cannot be fully realized. In order for the picture to become clearer, several developments and issues need to be considered.

1. Decisions need to be made regarding the safety net and school based dollars allocated by the Legislature, another source of general funds
2. The Safety Net Coalition proposed development of an "access office" in DHS and a community-based planning process to identify needs and to identify potential matching dollars for health-related efforts. The State and Multnomah County need to work with local government to secure their participation in this process as well as in other FFP efforts.
3. School-Based Health Centers may need assistance in billing for CHIP services. This has not been their strength. Without help, CHIP TOO may not be of much benefit to them.

CHIP TOO is a step toward universal access. In addition to children, as previously noted, parents could be covered as well. This would provide more assurance and continuity for families and could be a complement to the expansion of OHP approved by the Legislature. Within the context of Multnomah County, inclusion of parents as well as children would offer additional opportunities for generating matching funds and for billing as well.

#### **OREGON QUALIFIED HEALTH CENTER (OQHC, PROPOSED)**

---

Oregon has 20 FQHC's, most of which are private non-profit community clinics. Gaining FQHC status is cumbersome and complex. The State has no meaningful role in determining which entities become FQHC's. Currently many under-served parts of the State have no FQHC or other health safety net provider. There is only one FQHC on the coast. Similarly, eastern Oregon does not have an FQHC, nor does central Oregon.

Oregon counties have not gained FQHC status, with the exception of Multnomah, Clackamas and Tillamook. County governance structure does not meet the requirements for a FQHC, and most counties do not provide requisite comprehensive primary care services.

#### **OQHC**

To improve the dispersion and quantity of safety net health services, an Oregon Qualified Health Center designation could be created by the State. Criteria for gaining OQHC status could be relaxed, reducing barriers to entry. The State could create its own rules around governance, service mix and reimbursement.

The State could provide OQHCs cost-based reimbursement rates, reduced billing overhead, and carve out from local managed care contracts. Rates could be constructed to serve State goals, such as OHP access, locating in hard to serve areas, training, and providing services to the uninsured. The State and counties in partnership could provide other benefits, such as group purchasing, group insurance, and low interest access to capital.

### **Status of OQHC**

OQHC is a creative proposal that appears worthy of exploration. There are two appropriate venues:

- The FFP project
- The State Safety Net Advisory Committee

These two venues are linked by common membership and have supported each other's work. At this time no detailed conversations have occurred with OMAP or the DHS Director's Office about the creation of OQHC.

### **Specific Action Steps:**

---

30. Achieve a consensus revision to FQHC practice in Oregon before the end of October 2001.

*Purpose: with change mandated by federal FQHC law effective January 2001, an opportunity exists to achieve a system that is sustainable, accountable, and makes the best use of State and local funds.*

- 30.1. Facilitate implementation of Prospective Payment System (PPS) during Q1 FY 2002.

30.1.1. Achieve a consensus agreement in principle by September 1, 2001

30.1.2. Achieve a SPA ready for submission by the end of September 2001

- 30.2. The consensus system will allow a high degree of flexibility with OMAP in local use of the FQHC while producing the highest reasonable level of continuing revenue

31. Expand the FQHC scope internal to the County

*Purpose: extend the benefits of FQHC to other County programs, enabling increased service integration while improving revenues*

- 31.1. Before the end of calendar 2001, extend the scope to include additional Health Department clinical services

31.1.1. Clarify timing considerations related to the Community Health Center grant

31.1.2. File a change of scope to include TB control, STD, CD, and Corrections Health

- 31.1.3. Begin a discussion on a collaborative approach to the relationship between FFP opportunities and services provided to incarcerated individuals
- 31.1.4. Include these new programs on the FY 2002 PPS statement
- 31.1.5. Evaluate the need to include TB, STD related to TCM opportunities
- 31.2. Before the end of calendar 2001, extend the scope to include key DCFS clinical programs
  - 31.2.1. Clarify timing considerations related to the CHC grant
  - 31.2.2. Gain Departmental approvals
  - 31.2.3. Gain Community Health Council approvals
  - 31.2.4. File a change of scope to include children's mental health services
    - 31.2.4.1. Provide TA to DCFS in evaluating administrative systems' capacity to generate FQHC data sets (visit, Medicaid identifiers, procedures, diagnostics, and charge data)
    - 31.2.4.2. Provide TA to DCFS in evaluating and complying with governance, QA, credentialing, and other HRSA requirements
  - 31.2.5. File a change of scope to include the CRC
    - 31.2.5.1. Negotiate a rate change to bring appropriate Medicaid contributions to these programs
  - 31.2.6. Monitor the MH redesign project
    - 31.2.6.1. Intervene with FFP initiatives as the situation allows
  - 31.2.7. During Q3 FY 2002, conduct an inventory of remaining DCFS clinical programs to determine applicability of FQHC
    - 31.2.7.1. Repeat steps as necessary
- 32. Gain FQHC status for community partners
  - Purpose: other local safety net clinics could gain an independent FQHC status. With this status, they could generate additional Medicaid revenues*
  - 32.1. Start a discussion with members of the Coalition of Community Health Centers during FY 2002
    - 32.1.1. Provide technical assistance to clinics ready for FQHC status
  - 32.2. In collaboration with OMAP, explore the possibility of extending FQHC benefits through County contract during Q2 2002
    - 32.2.1. Research best practice nationally
    - 32.2.2. Consult with NACHC, HRSA
      - 32.2.2.1. Implement as indicated

33. Gain additional collaboration and flexibility with OMAP in application of FQHC

*Purpose: achieve the highest possible use of FQHC through partnership with the State*

33.1. Identify key questions and desired outcomes

- 33.1.1. Identify and clarify possibilities in extending FQHC to subcontractors
- 33.1.2. Clarify the link between change of scope and effective FQHC billing
- 33.1.3. Identify possible applications to MCO and MHO operations
- 33.1.4. Identify possible applications to local safety net partners

33.2. Based on the outcomes to these questions, prepare for approval specific actions steps

33.3. Explore development of an Oregon Qualified Health Center approach to safety net funding

- 33.3.1. Coordinate with Safety Net advisory committee
- 33.3.2. Catalyze discussion
- 33.3.3. Provide technical support



#### **4. OPPORTUNITY: ALIGNING REIMBURSEMENT WITH INTEGRATED SERVICES**

---

The State could include funds for additional outreach, mental health, social services, and public health in the capitation payments of the health plans serving Multnomah County residents. The State share of the capitation increase could come from local government, allowing matching by federal funds. Managed care plans, both medical and mental health, would then contract with the County or community providers to provide services to Medicaid beneficiaries that would improve their health, reduce the utilization of expensive medical services and increase their potential for independence. (See 'Enhanced Local Capitation', Page 46)

##### **General Goal Statements:**

- All supporting and enabling services provided to Medicaid recipients in the County have been included in the global capitation for mental and physical health services
- Additional general fund or other resources needed to draw down FFP will be locally provided, not a State obligation

##### **Risks:**

- Both managed mental health and managed medical care are in a dynamic state of change at this time. Changes to the capitation system could produce unintended consequences
- This seems to be a relatively rare approach. Without models to work from, implementation will be slow
- It may be difficult to manage state-wide requirements as differing levels of service would be established based on county options
- Without sound actuarial advice, duplicate billing may result. Enhanced capitation must respect the service bundle included in the underlying capitation rate

##### **Barriers:**

- No models to copy have been found
- Determine whether Medicaid law will allow this type of county by county approach
- Changing delivery systems and health care marketplace issues
- A competitive tool to FQHC, which is the preferred approach with the Health Department or other clinical programs

**Ability to Replicate:** Once a workable model is established, the use of enhanced local capitation options may be spread to other counties. Other counties may not be able to take advantage of the opportunity, as few jurisdictions supplement Medicaid to the same degree as Multnomah.

**Lead:** Tom Fronk, Health Department Director's Office, with Wendy Lear, DCFS Business Services Director

### **ENHANCED LOCAL CAPITATION**

---

The FFP group has looked at mechanisms for billing existing activities (TCM, BRS and FQHC) or claiming them as administrative costs. A third potential opportunity in a managed care area is the creation of an enhanced OHP capitation rate.

OMAP would increase the capitation paid to Care Oregon and Verity for managed Medicaid services based on their agreement to provide for enhanced outreach, case management, and wrap around services. The County would supply the State with the amount of general funds needed to provide the local match for the higher capitation rate.

To a large degree the County already provides these enhanced local services. Generally, they are considered as being outside of the current MHO and MCO capitation. Success in gaining FFP would bring new money that would be available to enhance services.

#### **Advantages of Enhanced Capitation**

Utilizing the enhanced capitation model has a number of advantages.

- It is administratively inexpensive, especially compared to other proposals for generating FFP
- This model will promote service integration and a stronger partnership between the managed care plans and the County's system of social supports.
- Plans will have an increased incentive to support integrated systems that work efficiently to deliver the services most needed by local residents.

#### **Considerations**

The enhanced local capitation option is new to the State, and to our knowledge, not being done elsewhere in the country. Federal approval would be required.

This is a new option, and multiple approvals are required. As such, the timeframe for implementing is uncertain.

The mental health system is in a state of rapid change. Attempts to alter the capitation system now may introduce unwanted volatility into the environment, may not produce permanently sustainable systems, or may cause unintended consequences.

**Transferability to other jurisdictions**

The option of enhanced capitation could be offered to all counties. The local move to a smaller number of Medicaid Managed Care Organizations (MCO) vastly simplifies the ability of the County to work with plans and the State to create an enhanced capitation model.

**Specific Action Steps:**

---

40. Explore with the State the option of creating local managed care capitation enhancements

*Purpose: Establish the possibility. If the advantages warrant, create the environment for discussion, and catalyze the discussion.*

- 40.1. Conduct a survey of eligible services

- 40.1.1. Estimate dollar volume, Medicaid catchments

- 40.2. Facilitate a discussion with the State by the end of Q2 FY 2002

- 40.2.1. Come to a common agreement on principles

- 40.2.2. Research Medicaid precedent, law

- 40.2.3. Conduct a cost-benefit analysis, Q3 2002

- 40.3. If warranted, develop an implementation plan,

- 40.4. Target implementation Q1 2003

- 40.5. Monitor changes in the mental health system for opportunities and threats

### **A FOCUS ON MEDICAID**

---

The Work Group studied a wide range of Federal programs, but soon came to realize that the most significant immediate FFP opportunities would lie with Title 19 – Medicaid. This was due to:

- The entitlement nature of Medicaid – no cap on Federal expenditures
- The relative level of State and County expertise
- The specific focus of County services and target populations
- The degree of flexibility and discretion at OMAP
- The County's status as a Federally Qualified Health Center

Other Federal programs may need investigation in the future. The Group agreed that this should be delayed in favor of an immediate focus on Medicaid.

#### **What is Medicaid?**

Medicaid, also called Title XIX of the Social Security Act, is a program that provides medical assistance for certain low-income individuals and families. The program became law in 1965 as a joint venture between the Federal government and the individual States. Medicaid is the largest program providing medical and health-related services to America's poorest people. Within broad Federal guidelines each State:

1. Establishes its own eligibility standards;
2. Determines the type, amount, duration, and scope of services;
3. Sets the rate of payment for services; and
4. Administers its own program.

Thus, the Medicaid program varies considerably from State to State, as well as within each State over time.

#### **Relationship with the Oregon Health Plan**

The original vision for the Oregon Health Plan (OHP) called for universal health insurance coverage of the most effective medical services. It included an expansion of Medicaid to cover more low-income people and a mandate that private employers provide health insurance or pay the state to do so. Federal law blocked the implementation of the private sector mandate so that now the term Oregon Health Plan is commonly used to describe the expanded Medicaid program.

## **Who's Eligible for Medicaid?**

Most states provide Medicaid coverage to low-income people eligible for cash grant welfare assistance; e.g. the aged, blind and disabled and families with dependent children. Within these mandated Federal categories States have some discretion in determining which groups will be covered and the financial criteria for eligibility. As part of the Oregon Health Plan, this State received a federal waiver to extend Medicaid coverage to low-income individuals who are not categorically eligible for a cash grant. Thus single individuals, couples without children and non-disabled adults are eligible for Medicaid based on their income and assets alone.

Medicaid is generally available only to citizens and legal residents. The Citizen/Alien Waived Emergent Medical (CAWEM) program makes limited emergency services and deliveries available independent of citizenship status.

Eligibility for other health care insurance, including Medicare, does not preclude Medicaid eligibility.

## **Medicaid / CHIP Services**

Oregon Medicaid/CHIP provides for a broad range of health care services including:

- Diagnostic Services
- Prevention services (medical and dental)
- Hospital services
- Comfort care and hospice
- Dental services
- Alcohol/drug treatment
- Mental health services
- Prescription services
- Physician services

The Federal waiver that allowed the expansion of Medicaid eligibility also allowed restrictions on which conditions and treatments would be covered based on medical effectiveness. In addition, the waiver allowed the State to require most clients to choose managed care plans as their health care homes.

### WHAT IS FEDERAL MATCH?

---

Medicaid and CHIP are Federal – State partnership programs. The Federal government will match the amounts spend by the state to provide eligible services to eligible recipients. The federal funds available for Medicaid are not capped. Although the CHIP funds are capped, Oregon has not come close to drawing down the entire federal amount available since the inception of the program.

The portion of Medicaid paid by the Federal government is officially termed Federal Medical Assistance Percentage (FMAP). It is also referred to as Federal Financial Participation (FFP). FMAP is determined annually for each state by a formula that compares the state's average per capita income level with the national average. FMAP cannot be lower than 50%. Oregon is at 59.34%. The CHIP matching rate is more favorable for states in order to encourage them to implement the program aggressively. In Oregon 72% of CHIP medical costs are paid with federal funds.

The federal government also shares in the states' expenditures for administration of the Medicaid and CHIP programs. Most administrative costs are matched at 50 percent for all states. However, higher matching rates (75, 90 and 100 percent) are available for certain functions and activities.

---

Federal Financial Participation Project  
The Work Group

---

**TEAM MEMBERS**

---

***From the State of Oregon:***

Joel Young, Oregon Health Division,

Jerry Fuller and Gary Williamson, Department of Human Services Director's Office

Bob DiPrete and Laura Brennan, Office of the Oregon Health Plan, Policy and Research

***From the County:***

Pat Franck and Joanne Fuller, Department of Community Justice

Tom Fronk, Health Department

Wendy Lear, Community and Family Services

Mary Shortall, Aging and Disabled Services

Dave Warren and Mike Jaspin, Budget Office

*Elli Hall, Health Care Consultant, provided professional and logistical support throughout to the FFP Project and to the Work Group*

**TEAM CHARTER**

---



**Multnomah County, Oregon  
Ad-hoc Federal Financial Participation Work Group  
Team Charter**

**VISION**

The County expends County General Fund Dollars, and State General Fund Dollars passing to the County, in support of State Programs supported by Federal Financial Participation. The County will match each of these dollars to the fullest extent possible, maximizing Federal Financial Participation in County and State programs administered by the County.

## **SPONSOR**

Bill Farver, Chair's Office

## **PURPOSE**

The purpose of this initiative is to increase the level of federal resources coming into the County as a jurisdiction, increasing the amount of local discretion over the allocation of resources.

## **GOALS**

The work group has three specific goals:

1. By the end of January 2001, produce a proposed implementation plan
  - This plan will contain detailed activities, responsible parties, success measures, and timelines
  - This plan will be a County product, but will have included input from State stakeholders
2. By March 15, 2001 produce the consensus implementation plan
  - Complete the negotiation process with State and other stakeholders
3. If easy successes present themselves along the way, take them.

## **CORE VALUES**

- Recommended strategies will be cohesive
- Recommended solutions will be as simple to administer as possible
- The approach will be County-wide
- Benefits to community partners benefit the County

## **MEMBERSHIP**

Wendy Lear, DCFS

Tom Fronk, DOH (Chair)

Dave Warren (or designee), DSS

Joann Fuller (or designee), DCJ

Mary Shortall (or designee), ADS

## **TIME FRAME**

This group would convene before September 15, 2000. It would complete its work by March 15, 2001.





## Federal Financial Participation (FFP) Project

### BCC Briefing, August 7 2001

---

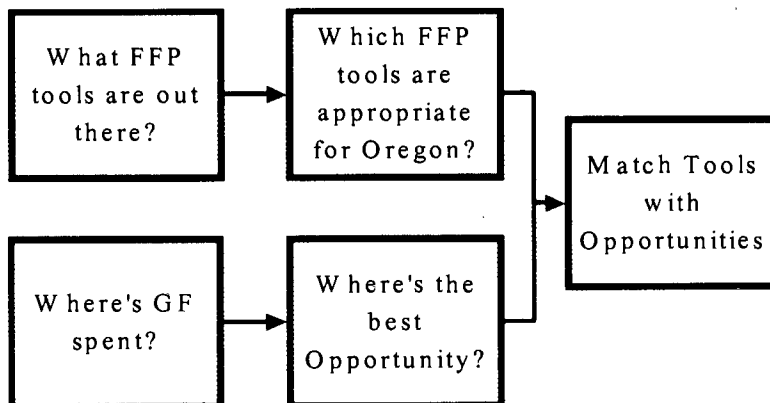
#### Situation:

- Complex relationship between the County and the State
- The County expends GF Dollars in support of State / Federal programs
- Relationship not constructed in a manner that enabling FFP

#### Solution:

- Invitation to the State to join in a broad, collaborative review of the financing behind jointly funded health and social programs
- Invitation accepted by Governor's Office in October

#### Approach:



#### Work Plan and Team:

- Began its work mid-January 2001
- A charge to produce this proposed plan in six months
- Cross Departmental team, originally sponsored by Bill Farver, later by John Ball
- Variance from the plan: State involvement, sidetracks (safety net, CRC)

#### Implementation Plan:

- 1) Administrative Claiming
- 2) Modifying Changing State Plans
- 3) Provider Type
- 4) Integration of services with reimbursement



## **Federal Financial Participation (FFP) Project Briefing**

---

### **Operational Considerations:**

A comprehensive approach

- Relatively low risk
- Availability of successful models
- Opportunity to improve the County's and the State's revenue stream.

### **Replication:**

- Working with key counties, begin rolling out FFP tools
- Focus on services, focus on tools that have broad applicability
- Begin drawing in community based organizations
- County continues in a leadership role

### **Partnership Principles:**

- Share in defining desired outcomes, decisions, accountability, standards, and controls
- Additional pressures on the State General Fund are avoided
- Systems will be accurate, timely, open, and defensible
- County and State are risk adverse. Risk will generally pass to the County
- Claims tied to reasonable costs
- Systems must be developed that minimize administrative burden to the State
- The County may assume various roles

### **Risks:**

- Increased expectations could lead to pressure on State to back-fill
- Shift of obligation from the State to the County
- The State budget for the Oregon Health Plan could be overrun
- Extended span of control leads to increased risk of federal recovery
- County programs may lose their mission focus

### **County Operational Considerations:**

- Staff hired in a coordinated fashion
- Staff involved in FFP should be considered County and State resources
- Additional resources are likely to be necessary
- The FFP project should retain the COO as sponsor

MEETING DATE: August 7, 2001  
AGENDA NO: B-3  
ESTIMATED START TIME: 11:00 AM  
LOCATION: Boardroom 100

(Above Space for Board Clerk's Use ONLY)

## AGENDA PLACEMENT FORM

SUBJECT: Early Childhood Planning: Framework & Oregon Children Plan Implementation

BOARD BRIEFING: DATE REQUESTED: Tuesday, August 7, 2001  
REQUESTED BY: Commissioner Lisa Naito  
AMOUNT OF TIME NEEDED: 30 minutes

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Non-Departmental DIVISION: Commission District 3  
CONTACT: Wendy Lebow TELEPHONE #: (503) 988-5126  
BLDG/ROOM #: 503/6

PERSON(S) MAKING PRESENTATION: Commissioner Lisa Naito, Pam Greenough,  
Monica Ford, Gina Mattioda and Wendy Lebow

### ACTION REQUESTED:

☒ INFORMATIONAL ONLY   ☐ POLICY DIRECTION   ☐ APPROVAL   ☐ OTHER

### SUGGESTED AGENDA TITLE:

Early Childhood Planning: Early Childhood Framework and Implementation of the  
Oregon Children's Plan

### SIGNATURES REQUIRED:

ELECTED OFFICIAL: Lisa Naito

(OR)

DEPARTMENT MANAGER: \_\_\_\_\_

BOARD OF  
COUNTY COMMISSIONERS  
01 AUG - 1 PM 12:26  
MULTNOMAH COUNTY  
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Board Clerk @ (503) 988-3277 or email  
deborah.l.bogstad@co.multnomah.or.us

## **Background:**

### **Vision for a Voluntary System of Services for Families With Young Children**

Multnomah County has planned for a coordinated, streamlined service system to assist families with the most risk factors. The planning has been developed from a goal of the Early Childhood Framework Plan. The Framework is meant to be a tool for government and private organizations to coordinate planning and programs related to families with very young children. The Framework identifies six goals, with outcomes and strategies for achieving the goals.

#### **Sponsoring Goal - Families with Risk Factors**

Multnomah County provides funding and staffing for social, health and behavioral health services. The County will sponsor Goal 3, on early childhood, which is: *Families with high risk have help to reduce risks and be strengthened.*

#### **Vision for Voluntary System of Services for Families with Young Children ("Vision")**

The Vision was developed by staff from the Department of Community and Family Services, Health Department, and the Libraries. A wide variety of early childhood care and education professionals, foundations and community leaders offered suggestions.

The Vision was created with the notion that when fully implemented the focus of the "highest risk" category of the chart will be approximately 20% of all births in the County, which is approximately 1,800 families a year. The Vision is based on the following principles:

- Voluntary services for families
- Two universal assessment touch-points (prenatal and at birth)
- A continuum of service that are seamless for those who participate, from prenatal through kindergarten transition
- Proven programs based on research and best practices
- Coordination with
  - Early Childhood Care and Education Council of the Multnomah Commission on Children, Families and Community
  - Oregon Children's Plan
  - Citizen's Crime Commission

#### **Budget**

Attached to the Vision is a draft budget that identifies the estimated cost of fully funding the programs. The top section of the budget includes programs that are funded or operated by Multnomah County. The bottom section includes community-based programs that are necessary for a successful, integrated early childhood system. Costs remain estimates.

#### **Next Steps**

Current County services are being aligned towards the Vision. Additional funding is being sought to fully implement the program outlined in the Vision.

July 25, 2001

# Whole Community Advocacy & Parenting Education

## Services and Resources Available to All Parents and Young Children

Age of children	Universal families	Activities and programs available	Highest Risk Families
<b>Prenatal</b> →	<b>Prenatal Screening (All families)</b>	<ul style="list-style-type: none"> <li>• Coordinated assessment &amp; triage plan for services</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Healthy Start Program</b> (Olds Nurse Home Visiting Program &amp; Family Support Team)</li> <li>• <b>Early Head Start</b></li> </ul>
<b>At Birth</b> →	<b>Welcome Baby (All New Births)</b>	<ul style="list-style-type: none"> <li>• Nurse hospital visits – all new births</li> <li>• Coordinated assessment and Triage plan for services</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Healthy Start Program</b> (Continuing and new families – “Olds” is continuing families only)</li> <li>• <b>Early Head Start</b></li> <li>• <b>Early Intervention</b></li> </ul>
<b>Birth to Pre-K</b> →	<b>Library Programs</b> <hr/> <b>Early Childhood Development &amp; Care</b> <hr/> <b>Medical/Health</b> <hr/> <b>Behavioral Health</b> <hr/> <b>Early Intervention</b> <hr/> <b>Child Welfare</b>	<ul style="list-style-type: none"> <li>• Library Early Childhood Resources Program</li> <li>• Early Words</li> <li>• Reach Out and Read</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Child Care Provider Networks</li> <li>• Child Care Resource &amp; Referral</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Well baby care</li> <li>• Dental</li> <li>• Lead screening &amp; Immunization education</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Early Childhood Mental Health Consultants</li> </ul> <hr/>	<hr/> <b>Early Head Start Head Start</b> <hr/> <b>WIC</b> <hr/> <b>Mental Health Counseling &amp; Alcohol and Drug Treatment</b> <hr/> <b>Developmental Delays &amp; Disabilities Services</b> <hr/> <b>Relief</b>
<b>Kindergarten to Grade 3</b> →	<b>Public School System (All children)</b>	<ul style="list-style-type: none"> <li>• Kindergarten transition and assessment</li> </ul>	<b>First Step Program Touchstone</b>

**Funding & Program Estimates:**  
**Vision for Voluntary System of Services for Families with Young Children**  
 July 5, 2001

<b>Programs Operated by Multnomah County</b>								
<b>Program</b>	<b>No. Served per Year</b>	<b>Est. Total Cost</b>	<b>Mult. Co. Existing Funding<sup>1</sup></b>	<b>Portland Children's Investment</b>	<b>Oregon Children's Plan</b>	<b>Federal Funding</b>	<b>Foundation Funding</b>	<b>Private Funding</b>
Prenatal Assessment	12,000	\$500,000						
<i>Healthy Start</i> : Olds Nurse Home Visiting	900	\$5,280,000	\$336,700 <sup>2</sup>					
<i>Healthy Start</i> : Family Support Team	1,960	\$13,475,000	\$6,347,370 <sup>2</sup>					
A&D and MH Treatment - Funding Pool	1,400	\$2,000,000						
Welcome Baby	9,300	\$910,000	\$407,940 <sup>2</sup>					
Evaluation and Coordination	--	\$650,000						
Sub-Totals	--	\$20,115,000	\$7,092,010					

<sup>1</sup> Existing programs will be realigned to this model

<sup>2</sup> Medicaid match portion = \$800,000 from Health Department programs

<b>Community-Based Programs</b>								
<b>Programs</b>	<b>No. to be Served</b>	<b>Est. total cost</b>	<b>Mult. Co. Existing Funding</b>	<b>Portland Children's Investment</b>	<b>Oregon Children's Plan</b>	<b>Federal Funding</b>	<b>Foundation Funding</b>	<b>Private Funding</b>
Head Start	1,800	\$13,582,000	\$705,800 <sup>3</sup>	\$700,000		\$11,468,630 <sup>4</sup>		
Early Head Start	1,800	\$20,542,500				\$3,258,500 <sup>4</sup>		
Parent Education & Newsletters	9,300	\$400,000						
Child Welfare - Relief Nurseries	240	Not avail.	\$385,000	\$300,000				
Sub-Totals	--	\$34,524,500	\$1,090,800	\$1,000,000		\$14,727,130		
Grand Total	--	\$54,639,500	\$8,182,810	\$1,000,000		\$14,727,130		

<sup>3</sup> Early Childhood Mental Health Consultants (plus \$8000 for a Nurse Manager)

<sup>4</sup> Total current funding from Federal and State sources

JOHN A. KITZHABER, M.D.  
Governor



## ***NEWS RELEASE***

***FOR IMMEDIATE RELEASE***

***July 27, 2001***

Contact: Bob Applegate

(503) 378-6496

Jon Coney

(503) 378-6169

Susan Fletcher

(503) 378-6307

### **GOVERNOR SIGNS OREGON CHILDREN'S PLAN**

#### **Children, Legislators, Community Groups Join Kitzhaber at Ceremony**

Governor John Kitzhaber at a news conference today signed HB 3569, which creates the Oregon Children's Plan. The Oregon Children's Plan is a first of its kind program, designed to provide early help to children and parents. Kitzhaber was joined at the news conference by Sen. Charles Starr, Reps. Jackie Winters and Bruce Starr, and business and community leaders.

The Oregon Children's Plan will provide for voluntary screening of all first born children for both medical and social risks, and will increase services available to children and families through the State and counties. The program was funded by the Legislature at \$60 million for the next two years. Programs such as Healthy Start and Relief Nurseries will be expanded under the Oregon Children's Plan.

Passage of the Oregon Children's Plan was one of the governor's priorities for the 2001 Legislative session. "By signing HB 3569, Oregon is taking an historic step toward improving the lives of our youngest citizens," said Kitzhaber. "This legislation sets Oregon apart from the rest of the nation in terms of our vision, our commitment and our resolve toward helping children. This is what 'putting children first' really means."

HB 3569 will go into effect immediately. The program will be phased-in, with half of Oregon counties implementing the program immediately, and the other half up and running by February 2002. The Department of Human Services, the Oregon Commission on Children and Families and the Department of Education will jointly oversee the program. Approximately 25,000 children will receive some level of service over the biennium. Between 4-5,000 of those children will receive intensive services under the program.

For more information on the Oregon Children's Plan go to the governor's website at [www.governor.state.or.us/governor/hhslp/ocp.htm](http://www.governor.state.or.us/governor/hhslp/ocp.htm).



## House Bill 3659

- [Direct link to House Bill 3659](#) \*
- [Summary of House Bill 3659](#) \*
- [Revised OCP Budget Summary](#) \*

\* Note: You need [Adobe Acrobat Reader](#) to review this document

### Legislature Approves HB 3659, The Oregon Children's Plan

The children and families of Oregon won a significant victory July 7, 2001 when the legislature passed the Oregon Children's Plan (OCP). The vote in the Senate was 25 to 4 (voting no Senators R. Beyer, George, Harper, and Miller); and in the House 50 to 10 (voting no Representatives Butler, Close, Hayden, Kropf, Krummel, Lowe, P. Smith, Wilson, Witt and Zauner).

House Bill 3659 became the vehicle for the Plan, which originated as SB 965. The measure improves the Healthy Start program by adding early identification, nurse home visits, and connection to mental health and substance abuse treatment and makes it available statewide. It also directs the Commission for Child Care to create the Task Force on Financing Quality Child Care.

Amendments emphasize voluntary participation and require written consent for participation in services. Also modified were provisions relating to family resource centers, relief nurseries, Great Start grants, Oregon prekindergarten programs, and parent-as-teacher programs.

The measure was funded at \$60 million total funds (the Governor proposed \$66 million). Some funding in the State Commission on Children and Families' budget for the OCP was reduced for the Healthy Start roll out, staff and evaluation. There were also reductions in mental health and alcohol and drug services.

Overall, however, the focus, funding and direction of the original Plan survived. It will provide an



early childhood system with these goals:

1. Prevent child abuse and neglect
2. Improve the health and development of young children
3. Promote bonding and attachment in the early years of a child's life.
4. Support parents in providing the optimum environment for their young children.
5. Link and integrate services and supports in the voluntary statewide and local early childhood systems.
6. Ensure that children are entering school ready to learn
7. Ensure that children receive quality child care.

Now the difficult but essential work of implementation begins. Realizing the goals above will require a continuation of the dedication and perseverance demonstrated by those who made the development and passage of the Children's Plan possible.

Friends and supporters of Oregon's children and families can be proud of their efforts to establish this important piece of legislation. Their hard work all session providing education and support for the measure paid off. The Children's Plan is a prevention program that will help Oregon's children become successful, productive members of their community.

The final version of the bill can be found at:

[http://pub.das.state.or.us/LEG\\_BILLS/PDFs/BEHB3659.pdf](http://pub.das.state.or.us/LEG_BILLS/PDFs/BEHB3659.pdf)

More details will be posted on this website as they become available.

[http://www.governor.state.or.us/gol\\_health.htm](http://www.governor.state.or.us/gol_health.htm)

## HB 3659: Legislatively Approved Budget



\$

HB 3659 represents a comprehensive investment policy for Oregon's youngest children and their families, beginning with firstborn children. The Legislatively Approved Budget for the Oregon Children's Plan contains \$60m (the Governor had proposed \$66m) to support the essential elements of the Early Childhood System of Supports as defined in Section 5 of SB 965. The \$60m includes \$21.3m in total new funds and \$38.7m in total funds redirected from budget cuts.

Essential Element of HB 3659 (Section 5)	Legislatively Approved Budget for Oregon Children's Plan
• <b>Early Identification</b>	\$1.3 million (Oregon Commission on Children and Families and Dept. of Human Services)
• <b>Home Visiting Services</b>	\$29.3 million (Oregon Commission on Children and Families and Dept. of Human Services)
• <b>Community Based Services</b>	\$8.3 million (Oregon Commission on Children and Families)
• <b>Preschool</b>	\$5.9 million to expand Oregon Prekindergarten/Head Start (Oregon Dept. of Education)
• <b>Mental Health and Alcohol &amp; Drug Treatment</b>	\$11 million (Dept. of Human Services)
• <b>Evaluation and Technical Assistance</b>	\$ 3.4 million (Dept. of Human Services)

Funding for the Oregon Children's Plan will be on delayed roll out. Existing Healthy Start counties remain at 60% of full funding until January 2003. Counties currently without Healthy Start get 60% of full funding February 2002, and all counties will be funded at 80% of full funding January 2003. The legislature expects communities, businesses, and foundations to contribute the balance of funding.

## Summary of HB 3659: Early Childhood System of Supports



HB 3659 represents a comprehensive investment policy for Oregon's youngest children and their families beginning with firstborn children. It builds on legislation passed in 1999 (SB 555) and has three primary policy elements:

1. It defines the goals and essential elements of an Early Childhood System of Supports;
2. It defines coordinated state and local responsibilities in carrying out the Early Childhood System; and
3. It builds on existing programs and links them together into a coordinated and efficient system.

### Key Policy Element #1: Goals and essential elements of an Early Childhood System.

Bill Reference	Summary
Sections 1-4	<ul style="list-style-type: none"> <li>• Legislative findings about the importance of the first years of life in the long-term development of the child.</li> <li>• Outlines the goals of Oregon's Early Childhood System: <ul style="list-style-type: none"> <li>• Prevent abuse/neglect</li> <li>• Improve health and development</li> <li>• Promote bonding and attachment</li> <li>• Support parents</li> <li>• Ensure child readiness to learn</li> <li>• Ensure quality childcare</li> <li>• Integrate services</li> </ul> </li> </ul>



**Key Policy Element #2: State and local responsibilities in carrying out the Early Childhood System**

Bill Reference	Summary
<p><b>Section 5</b>  (amends and clarifies early childhood portion of SB 555)</p>	<ul style="list-style-type: none"> <li>• State Commission on Children and Families, Department of Human Services and Department of Education work together to: <ul style="list-style-type: none"> <li>• Adopt benchmarks and outcomes</li> <li>• Consolidate administrative functions</li> <li>• Establish training and technical assistance</li> <li>• Identify research-based, age-appropriate screening and assessment tools</li> <li>• Develop a plan for evaluating outcomes &amp; linking families to services</li> <li>• Adopt quality assurance standards for local programs and systems</li> <li>• Ensure the coordination of local plans</li> <li>• Connect with services to older children/families</li> <li>• Adopt rules</li> <li>• Report to the Legislature and Governor</li> </ul> </li> <li>• Essential elements of the Early Childhood System are outlined. Participation in any or all services is <u>voluntary</u>. Services are provided to families who give their express written consent. <ul style="list-style-type: none"> <li>• Early identification of children/families who need support</li> <li>• Home visiting services</li> <li>• Community-based services</li> <li>• Quality child care</li> <li>• Preschool</li> <li>• Health services</li> <li>• Mental health services</li> <li>• Alcohol and other drug treatment</li> <li>• other</li> </ul> </li> </ul>
<p><b>Section 7</b></p>	<ul style="list-style-type: none"> <li>• State Commission on Children and Families, Department of Human Services and Department of Education develop a plan to share and link statistical data. Information may only be used to evaluate program outcomes and link families to services. <ul style="list-style-type: none"> <li>• Conform with data directives set by the Legislature through the Statewide Enterprise Information Technology Strategy</li> <li>• Ensure confidentiality</li> <li>• Report to interim Joint Legislative Committee on Information Management and Technology</li> </ul> </li> </ul>

**Section 8** | Section 8 was deleted by amendment. Subsequent sections were not renumbered.

- Section 9** |
- Local Commissions on Children and Families (as part of SB 555 planning) lead and coordinate the development of a local early childhood plan. The plan shall be put together by a broad range of participants representing parents and providers.
  - The plan itself shall:
    - Coordinate early childhood programs
    - Include components outlined in Section 5
    - Build on existing programs
    - Ensure culturally appropriate services
  - Use of private non-profit organizations is encouraged to raise awareness and support
  - Involvement of the medical community is encouraged

**Key Policy Element #3: Build a coordinated and efficient system, based on existing programs**

Bill Reference	Summary
<b>Section 10</b>	<ul style="list-style-type: none"> <li>• Clarifies purpose of existing Family Resource Center statute.</li> <li>• Links Family Resource Centers to local plan (see section 9)</li> <li>• States requirement for express written consent for services</li> </ul>
<b>Section 11</b>	<ul style="list-style-type: none"> <li>• Housekeeping language that clarifies the word “entities” in existing statute</li> </ul>
<b>Section 12</b>	<ul style="list-style-type: none"> <li>• Links Relief Nurseries to local plan (see section 9)</li> <li>• Links Parents-as-Teachers programs to local plan (see section 9)</li> </ul>
<b>Section 13</b>	<ul style="list-style-type: none"> <li>• Amends existing Great Start grant stream so that funded programs are community-based and proven successful and are available to serve children who are newborn through eight years of age</li> </ul>
<b>Section 14</b>	<ul style="list-style-type: none"> <li>• Amends existing Healthy Start program to serve as the primary home visiting element of the Early Childhood System and to ensure that services are <u>voluntary</u> and non-stigmatizing. Makes the program consistent with the goals and elements of the Early Childhood System.</li> <li>• Ensures that information gathered in conjunction with voluntary screening is limited to statistical data and service provision.</li> </ul>

	<ul style="list-style-type: none"> <li>• Adds to Healthy Start Statute: <ul style="list-style-type: none"> <li>• Link to mental health and alcohol and drug services</li> <li>• Independent evaluation</li> <li>• Statewide training and quality assurance</li> <li>• Nurse home visitors</li> <li>• Coordination with local health departments</li> <li>• Disciplinary procedures for violation of confidentiality requirements and policies for voluntary participation by families</li> </ul> </li> </ul>
<b>Sections 15-22</b>	<ul style="list-style-type: none"> <li>• Removes "parents as teachers" program from Oregon Prekindergarten/Head Start statute.</li> <li>• Requires Oregon Prekindergarten services to be coordinated with the local plan (see Section 9)</li> <li>• Requires interface of data in order to track outcomes</li> <li>• Clarifies that all state and federal guidelines must be met</li> </ul>
<b>Sections 23-24</b>	<ul style="list-style-type: none"> <li>• Sections 23 and 24 were deleted by amendment. Subsequent sections were not renumbered.</li> </ul>
<b>Sections 25-27</b>	<ul style="list-style-type: none"> <li>• Requires Early Intervention /Early Childhood Special Education Services to be coordinated with the local plan (see Section 9)</li> <li>• Requires interface of data in order to track outcomes</li> <li>• Clarifies that all state and federal guidelines must be met, and all eligible children served</li> </ul>
<b>Section 28</b>	<ul style="list-style-type: none"> <li>• Requires Commission for Child Care to create a Task Force for the purpose of recommending mechanisms to finance quality childcare. Recommendations must be made to appropriate interim committee(s) by October 2002</li> <li>• Requires recommendations on a long-term plan to provide quality child care that is driven by local needs</li> </ul>
<b>Section 29-31</b>	<ul style="list-style-type: none"> <li>• Housekeeping to repeal citations in the printed bill, and remove "parents as teachers" program (see Section 15).</li> </ul>
<b>Section 32</b>	<ul style="list-style-type: none"> <li>• Operative provisions</li> </ul>
<b>Section 33</b>	<ul style="list-style-type: none"> <li>• Emergency Clause</li> </ul>



# 2001 Legislative Agenda



## **Expand Early Childhood Services**

Multnomah County favors the Oregon Children's Plan and other proposals that support early childhood education and prevention programs. Health and social services to very young children and their families have been a focus of Multnomah County for many years. The county favors that state funds be distributed in a flexible, not categorical, funding package. This method of disbursement would enable the county to maximize the use of local and other funding sources in order to achieve the outcomes identified in the Oregon Children's Plan.

## **Multnomah County Supports SB 965**

Senate Bill 965 ensures a comprehensive system of services for Oregon's children. Each element of SB 965 is based on successful service models and proven results. The Oregon's Children Plan continues the efforts of the Children's Care Team. Multnomah County strongly supports SB 965 for the following reasons:

- **SB 965 creates a comprehensive approach to early childhood services**

Elements of the Oregon Children's Plan include a universal assessment, both prenatal and at birth, home visits by nurses and paraprofessionals, treatment for alcohol, drug, and mental health, and parent education. **SB 965 allows young children the chance to participate in quality early learning programs.**

- **SB 965 allows local governments the ability to build on current efforts**

Multnomah County Commissioner Lisa Naito leads the Early Childhood Workgroup that has reviewed current county government funded services to young children and their families, has developed recommendations regarding how these resources could be better coordinated and better integrated, and has made improvements and enhanced collaborations. **SB 965 builds on existing programs and expands and links them together into a coordinated and efficient system that is focused on meaningful results for young children and families.**

- **SB 965 strengthens local benchmark achievements**

Health and social services to very young children and their families have been a focus of Multnomah County for many years. The county's Readiness to Learn Benchmark demonstrates an ongoing commitment to the positive growth of our youngest citizens. **SB 965 enables communities to enhance these programs to better serve our young children who have the greatest needs.**

- **SB 965 efforts are voluntary**

All assessments and services are provided with the agreement of the family. *All services are voluntary and will be offered based on meeting the needs and goals of the individual family.* Multnomah County welcomes the opportunity offered by SB 965 to be able to offer families an array of services, to best meet the needs of a particular family.

The Multnomah County Board of Commissioners urges you to **vote yes on SB 965.**





# 2001 Legislative Agenda



## **Expand Early Childhood Services**

Multnomah County favors the Oregon Children's Plan and other proposals that support early childhood education and prevention programs. Health and social services to very young children and their families have been a focus of Multnomah County for many years. The county favors that state funds be distributed in a flexible, not categorical, funding package. This method of disbursement would enable the county to maximize the use of local and other funding sources in order to achieve the outcomes identified in the Oregon Children's Plan.

## **Multnomah County Supports SB 965A**

Senate Bill 965A ensures a comprehensive system of services for Oregon's children. Each element of SB 965A is based on successful service models and proven results. The Oregon's Children Plan continues the efforts of the Children's Care Team. Multnomah County strongly supports SB 965A for the following reasons:

- **SB 965A creates a comprehensive approach to early childhood services**

Elements of the Oregon Children's Plan include a universal assessment, both prenatal and at birth, home visits by nurses and paraprofessionals, treatment for alcohol, drug, and mental health, and parent education. **SB 965A allows young children the chance to participate in quality early learning programs.**

- **SB 965A allows local governments the ability to build on current efforts**

Multnomah County Commissioner Lisa Naito leads the Early Childhood Workgroup that has reviewed current county government funded services to young children and their families, has developed recommendations regarding how these resources could be better coordinated and better integrated, and has made improvements and enhanced collaborations. **SB 965A builds on existing programs and expands and links them together into a coordinated and efficient system that is focused on meaningful results for young children and families.**

- **SB 965A strengthens local benchmark achievements**

Health and social services to very young children and their families have been a focus of Multnomah County for many years. The county's Readiness to Learn Benchmark demonstrates an ongoing commitment to the positive growth of our youngest citizens. **SB 965A enables communities to enhance these programs to better serve our young children who have the greatest needs.**

- **SB 965A efforts are voluntary**

All assessments and services are provided with the agreement of the family. *The Senate amendments clarifies and strengthens that all services are voluntary and will be offered based on meeting the needs and goals of the individual family.* Multnomah County welcomes the opportunity offered by SB 965A to be able to offer families an array of services, to best meet the needs of a particular family.

The Multnomah County Board of Commissioners urges you to **vote yes on SB 965A.**





## Early Childhood Care & Education Council Of Multnomah County



July 30, 2001

Multnomah County Commissioner Lisa Naito  
501 SE Hawthorne Blvd., Suite 600  
Portland, Oregon 97214

Dear Commissioner Naito:

The Commission on Children, Families & Community is pleased to submit to you our recommendations on the Early Childhood Framework.

Our Early Childhood Care & Education Council worked in partnership with many community representatives to provide the best thinking on how to help all young children develop their full potential. Our version of the Framework may *look* different than the draft you gave to us, but it is firmly based on the work that you and your workgroup began.

Since the time you asked us to further develop the framework, we co-hosted a forum with 200 participants, sought additional feedback at Council and full Commission meetings, made the draft available on the Commission website, and directed people to the website in a local parenting publication.

As you will see we chose guiding principles, presented at the bottom of each page, to keep in mind when looking at each goal and outcome. We compiled a list of outcomes we need to achieve to reach each goal. Also, we have gathered additional strategies for achieving the goals and outcomes, and we expect more strategies to present over time.

We know that the Early Childhood Framework is a work in progress. Although we have completed our recommendations, we know that the County, cities, and our other partners in Multnomah County will need to adopt the Framework and commit to its implementation. The document will improve over time as we undertake action planning for the implementation of the Framework.

### Members

Larry Norvell, Chair  
Pauline Anderson  
Lena Bean  
Guy Burstein  
Carol Cole  
Lee Coleman  
Leslie Garth-Clark  
Muriel Goldman  
Kamron Graham  
Pam Greenough  
Carla Harris  
Margie Harris  
Samuel Henry  
Earlene Holmstrom  
Janet Kretzmeier  
Colleen Lewis  
Diane Linn  
Linda Grear Long  
Kay Lowe  
Leticia Longoria Navarro  
Janice Nightingale  
Susan Oliver  
D. Claire Oliveros  
Mike Reich  
Mark Rosenbaum  
Nan Waller  
Duncan Wyse

### Staff

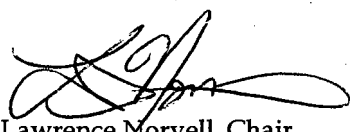
Jim Clay, Executive Director  
Erin Barnhart  
Judy Brodkey  
Kristine Dale  
Jeanette Hankins  
Janet Hawkins  
Kelly Huotari  
Lisa Pellegrino  
Bonnie Rosatti  
Jana Rowley  
Chris Tebben

421 SW 6th Avenue,  
Suite 1075  
Portland, OR 97204-1620  
Ph: (503) 988-3897  
Fx: (503) 988-5538  
ccfc.org@co.multnomah.or.us  
www.ourcommission.org  
inter-office: 166/1075

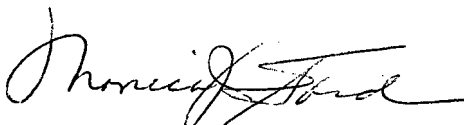
We hope you continue to view the Commission and its Council as partners with you in this important work. We are ready to assist you in making presentations to local jurisdictions and to provide our best collective advice as the Framework grows. We intend our focus to be Goal 6: "The early childhood system of care meets community needs." We also want to help with other goals as needed.

As the County Board considers adoption of this Framework, please advise Board members of our enthusiastic endorsement. Thank you for your leadership.

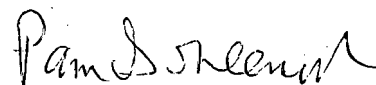
Sincerely,



Lawrence Morvell, Chair,  
Commission on Children,  
Families & Community



Monica Ford, Co-facilitator,  
Early Childhood Care & Education  
Council



Pam Greenough, Co-facilitator,  
Early Childhood Care & Education  
Council

# **Early Childhood Vision: All children develop to their full potential**

## **Goal 1.**

The community nurtures  
children and families

## **Goal 2.**

Families nurture their children

## **Goal 3.**

Family strengths are  
supported

## **Goal 4.**

Child care meets children's  
and families' needs

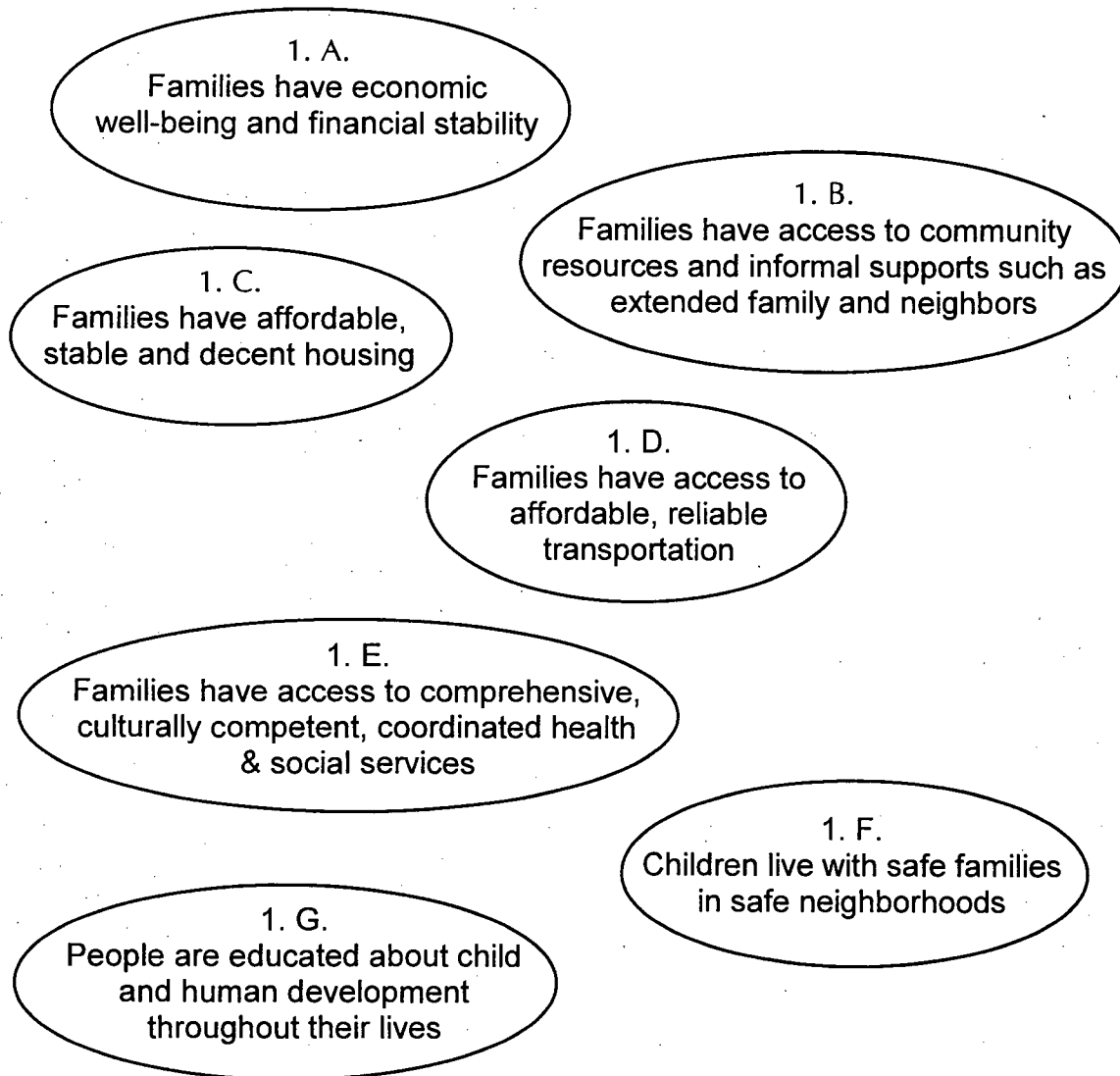
## **Goal 5.**

Children succeed in their  
early education

## **Goal 6.**

The early childhood system  
of care meets community  
needs

# Goal 1. The community nurtures children and families



## Possible Strategies

- ◇ Develop stronger communities through community centers which organize informal social supports.
- ◇ Enact strong policies for safety of young children (e.g. gun safety, child abuse prevention, lead poisoning prevention.)
- ◇ Promote land use planning that is family-friendly and encourages development of community gathering spaces.
- ◇ Encourage schools to integrate child and human development into their K-12 curriculum.
- ◇ Train service providers and educators to provide culturally competent services.
- ◇ Give employers information and incentives to support healthy families.

## Guiding Principles

EVERYONE in the community has a role in nurturing young children.  
The community has formal and informal systems for meeting the needs of young children.  
This Framework is for ALL children within our diverse community.

## Goal 2: Families nurture their children

2. A.

Families learn and use effective skills to nurture and guide their children

2. B.

Each child forms stable, positive relationships

2. C.

Programs support the healthy development of families through parenting education and links to resources and mentoring

2. D.

Family stability is supported by the community at all phases of development

2. E.

Families ensure that their children receive adequate health care and needed social services

### Possible Strategies

- ◇ Conduct ongoing prenatal screenings for medical and significant risks.
- ◇ Conduct home visits for all newborns linking families to needed supports and community resources.
- ◇ Develop and promote a health education curriculum to parents and family members.
- ◇ Provide families with access to service programs for low cost dental and nutritional care.
- ◇ Provide family mentors to support parents in their role as parents.
- ◇ Fully immunize all children where a safety net is utilized.
- ◇ Ensure that all children receive adequate nutrition.
- ◇ See Strategy in Goal 1 referring to child and human development education

### Guiding Principles

EVERYONE in the community has a role in nurturing young children.  
The community has formal and informal systems for meeting the needs of young children.  
This Framework is for ALL children within our diverse community.

## Goal 3: Family Strengths are supported

3. A.

Families are actively engaged in building upon their strengths

3.B.

Families with risks are identified and obtain health and social services

3. C.

The community helps children overcome the effects of abuse, neglect, and trauma

3. E.

Families have a positive view of the future

3. D.

Children with special needs fully participate in the community

### Possible Strategies

- ◇ Increase parent support, education and respite through intensive home visiting programs
- ◇ Provide relationship-based mentoring for at-risk children and parents.
- ◇ Increase access and availability of health services, domestic violence services, mental health services, alcohol/drug treatment, sexual abuse treatment, and juvenile justice.
- ◇ Develop and implement early childhood care and education approaches to improving severely challenging forms of behaviors.
- ◇ Ensure that classes are available often, and all over the County, that help families develop their knowledge and supports.

### Guiding Principles

EVERYONE in the community has a role in nurturing young children.  
The community has formal and informal systems for meeting the needs of young children.  
This Framework is for ALL children within our diverse community.

## Goal 4: Child care meets children's and families' needs

4. A.

Child care is recognized as early childhood care and education

4. B.

Families obtain the child care they need that is accessible and affordable

4. C.

Children are in quality care environments that are safe, healthy and developmentally appropriate

4. D.

Child care provider training and technical support is available to all providers

4. E.

The child care profession offers stable, desirable jobs with living wages

4. F.

Employers support child care for their employees and for the community

### Possible Strategies

- ◇ Provide small business and child development training supports to all child care providers.
- ◇ Ensure access to early childhood mental health services for all child care providers
- ◇ Ensure access to early childhood special needs services for all child care providers.
- ◇ Provide incentive stipends to child care providers who achieve designated levels of training.
- ◇ Develop child care subsidies to provide assistance to families to stabilize their child care.
- ◇ Develop a public awareness campaign emphasizing the recognition of child care as early childhood care and education.
- ◇ Create a system to disseminate health and safety equipment and materials to child care providers to meet Child Care Division registration and certification requirements.
- ◇ Educate employers on ways to assist employees in supporting their child care needs.
- ◇ Provide tax incentives beneficial to all sizes of employers to ensure that quality, developmentally appropriate child care facilities, in a variety of settings, are available for all their employees.
- ◇ Provide families with consumer education on how to look for quality child care. Provide child care providers technical assistance through support networks and mentoring.
- ◇ Recruit child care providers to meet the child care needs of parents, i.e. infant/toddler care, flexible hours, children with special needs, etc.
- ◇ Ensure access to health and safety consultation services to all child care providers.

### Guiding Principles

EVERYONE in the community has a role in nurturing young children.

The community has formal and informal systems for meeting the needs of young children. This Framework is for ALL children within our diverse community.

## Goal 5: Children succeed in their early education

5. A.

Children meet guidelines for school readiness

5. B.

Schools use a strength based approach to young children and build a positive relationship with families

5. C.

Parents actively participate in their young children's education

5. D.

The community is involved in supporting the education of young children

5. E.

Children are working toward meeting 3rd grade academic benchmarks

5. F.

Children develop problem solving, social and communication skills, and make progress in school

5. G.

A coordinated, systematic transition occurs from home and early childhood programs to school

### Possible Strategies

- ◇ Implement comprehensive approaches (parent/child/school based) to prevent and address severely challenging forms of behavior.
- ◇ Encourage employers to provide paid release time to allow employees to work in childhood care and education programs.
- ◇ Provide a range of experiences to young children that enhances early literacy and other learning.
- ◇ Encourage schools to integrate a comprehensive social support system that contains formal and informal supports for families and children.
- ◇ Provide comprehensive early childhood programs for all children, ranging in ages from birth to five.
- ◇ Ensure that parents, early childhood providers and schools are actively engaged in transitioning children from one setting to another.

### Guiding Principles

EVERYONE in the community has a role in nurturing young children.

The community has formal and informal systems for meeting the needs of young children.

This Framework is for ALL children within our diverse community.



## Goal 6: The early childhood system of care meets community needs

6. A.  
Planning and implementation  
are coordinated

6. B.  
Every sector of the community is  
engaged in supporting families with  
young children

6. C.  
Programs and resources have the  
capacity to meet community needs

6. D.  
Best practices of new and existing  
strategies are utilized across the  
system of care

6. E.  
Programs are retooled for effective-  
ness and efficient use of funds  
through technical assistance

### Possible Strategies

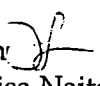
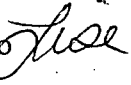
- ◇ Develop and implement a shared plan with all stakeholders.
- ◇ Modify programs as needed to meet outcomes and goals.
- ◇ Actively engage new stakeholders, including parents, the faith community and investors.
- ◇ Increase funding from a variety of sources for the early childhood system.
- ◇ Create incentives for businesses and employers to contribute in ways other than financial.
- ◇ Encourage pooling mechanism to merge and leverage employer/private/city/county/state and federal funds to support the early childhood system of care.
- ◇ Merge/coordinate similar programs to maximize efficiency and effectiveness.

### Guiding Principles

EVERYONE in the community has a role in nurturing young children.  
The community has formal and informal systems for meeting the needs of young children.  
This Framework is for ALL children within our diverse community.

## MEMORANDUM

TO: Commissioner Serena Cruz  
Commissioner Lonnie Roberts  
Commissioner Maria Rojo de Steffey

FROM: Chair Diane Linn   
Commissioner Lisa Naito 

DATE: August 6, 2001

SUBJECT: Implementation of the Oregon Children's Plan

As you know, the Oregon Children's Plan passed in the last hours of the legislative session. Thank you for your work to support its passage. Your help has been and will continue to be critical to ensure the success of the Plan as we move to the next phase. Passage of the Plan presents a very exciting opportunity for the County to implement our goals for the future success of young children. Details of the legislative goals and funding estimates are included in the attached summary sheet.

Implementation of the Plan brings an exciting opportunity and a difficult challenge. The Plan brings an infusion of funds and the opportunity to expand and redirect the current system in ways consistent with our goals. Fortunately, we will be building on a solid foundation. County departments, the Early Childhood Care and Education Council (ECCEC) of the Commission on Children, Families and Community (CCFC), and community stakeholders have coordinated closely on early childhood planning for several years.

The decisions about specific uses of funds will be guided through a planning process. No decisions have yet been made for how these funds will be spent. Approval for the plan will be through the BCC and CCFC.

Our first step will be to conduct key policy and administrative discussions around Oregon Children's Plan implementation issues. These initial discussions will be with the BCC, CCFC and County department directors. We plan to discuss a set of identified issues with each of the three groups during the next month.

Tomorrow the BCC will be briefed on the Oregon Children's Plan, local early childhood planning, and how our Early Childhood Framework will provide direction for implementing the Plan. Our planning process will begin with guidance from the BCC. By launching our discussions at the policy level, key issues and concerns can be incorporated from the outset.

The staff member leading the implementation process is Wendy Lebow, in close coordination with Kathy Turner and the ECCEC. Wendy may be reached at x85126.

We look forward to working with you in the coming months on this wonderful opportunity to expand our good work in making a difference in the lives of young children and their families in our community!

## **Oregon Children's Plan - Summary of Current Status**

August 6, 2001

- House Bill 3659 is the final legislative vehicle for the Plan.
- The measure was funded for \$60 million for the biennium.
- Multnomah County will receive slightly less than \$4 million for the current biennium. Funds for our county become available February 2002.
- Most funds will come through the Multnomah Commission on Children, Families and Community. Some funding (amount is currently unknown) will be dedicated to nurses, and will go directly to the Health Department.
- A total of \$4.8 million is available statewide for alcohol and drug treatment and early childhood mental health services. These funds will be accessed on a client-by-client basis, and administered through the Oregon Department of Human Services.
- Amendments emphasize voluntary participation and require written consent for participation in services.
- The measure strengthens the Healthy Start program (our county does not now receive these funds) in several ways, and makes it available statewide.
- The Plan specifies the following goals for the early childhood system:
  1. Prevent child abuse and neglect.
  2. Improve the health and development of young children.
  3. Promote bonding and attachment in the early years of a child's life.
  4. Support parents in providing the optimum environment for their young children.
  5. Link and integrate services and supports in the voluntary statewide and local early childhood systems.
  6. Ensure that children are entering school ready to learn.
  7. Ensure that children receive quality child care.
- Also modified were provisions relating to family resource centers, relief nurseries, Great Start grants, Oregon pre-kindergarten programs, and parent-as-teacher programs.
- The Oregon Commission on Children and Families will provide guidance and administrative requirements for the receipt of most funds from the Plan.

For additional information, please contact Wendy Lebow at (503) 988-5126.