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**STAFF REPORT TO THE PLANNING COMMISSION  
FOR THE MAY 26, 2016 PUBLIC HEARING  
(CONTINUED FROM MAY 2, 2016)**

**MULTNOMAH COUNTY COMPREHENSIVE PLAN AND  
TRANSPORTATION SYSTEM PLAN**

**CASE FILE: PC-2014-3436**

**1.0 STAFF RESPONSE TO MAY 2, 2016 WRITTEN TESTIMONY**

At the Planning Commission's May 2, 2016 public hearing on the proposed Multnomah County Comprehensive Plan and the proposed Transportation System Plan, written testimony requesting revisions to one or both documents was submitted by Metro and by County resident, Carol Chesarek. Staff has reviewed these requested changes and has prepared its response to each one as shown in the following table. In its deliberation and recommendation, the Planning Commission will need to indicate its position on each requested change and the staff response.

**STAFF RESPONSE TO METRO'S SUGGESTED REVISIONS TO THE DRAFT COMPREHENSIVE PLAN  
SUBMITTED TO THE PLANNING COMMISSION ON MAY 2, 2016**

|    | REQUESTED CHANGE  | STAFF RESPONSE   |
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| #1 | <p><b>Chapter 1, page 26: Discussing the characteristics of the West Hills</b></p> <p><b>Public lands:</b> Metro owns over 1,000 acres near the northern end of Forest Park <del>to ensure wildlife connectivity. Metro is actively restoring this former timber land to a diverse native habitat to protect water quality, promote fish and wildlife habitat, and create opportunities for county residents to enjoy nature.</del> These Metro properties are part of a large and extensive network of protected natural <u>and recreational</u> areas in the West Hills that extend into the city of Portland's jurisdiction, including Forest Park Conservancy's Ancient Forest Preserve, over 5000 acres in Portland's Forest Park and the Audubon Society of Portland's 150-acre Nature Sanctuary, Washington Park, and the Hoyt Arboretum. The Bureau of Land Management owns land north of Cornelius Pass Road used for forestry and recreation. Nearby Burlington Bottoms is part of this network of public land, providing high value breeding ponds for amphibians that migrate to and from our upland forests.</p> | <p>Neutral on deleting "to ensure wildlife habitat."<br/>Agrees with adding the underlined text.</p> |
| #2 | <p><b>Chapter 5, page 23: Fish and Wildlife Habitat</b></p> <p>5.26 Protect significant native fish and wildlife habitat and wildlife</p>   |  |

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|    | corridors and specifically limit conflicting uses within <del>natural ecosystems</del> <del>and</del> sensitive big game winter habitat areas.   | Neutral on this change.  |
| #3 | <p><b>Chapter 8, page 3: Discussing agencies/recreational service providers</b></p> <p><u><b>Metro.</b> Metro is a regional government agency serving Multnomah County residents and the greater Portland area. Metro, as a parks service provider, and as an owner and operator of open space generally, has its roots in Multnomah County and the County's park system. Metro first became a parks agency in 1990 when the St. John's Landfill was closed and the 1,900 acre Smith and Bybee Wildlife Refuge was established, with Metro as the steward.</u></p> <p><u>In 1995, Metro <del>regional government</del> assumed ownership and operation of a number of park and recreational facilities previously owned and operated by the County, including Oxbow <del>Regional</del> Park, Blue Lake <del>Regional</del> Park, Glendoveer Golf Course and Fitness Trail, <del>Howell Territorial Park</del>. Gleason Memorial Boat Ramp, Broughton Beach, Chinook Marine Facility, historic cemeteries, and a number of <del>boat ramps and</del> other facilities. Metro also <del>owns and manages</del> operates the Howell Territorial Park on Sauvie Island, as well as a number of natural areas and nature preserves in Multnomah County managed <del>primarily for ecological values to protect water quality, promote fish and wildlife habitat, and provide citizen access to nature.</del></u></p> <p><u>A component of the recreational system serving County residents is the regional trail network; providing jogging, hiking, and bicycle paths in and through the County. The regional trails program connects Multnomah County destinations, open spaces, and jurisdictions. Metro plays the role of convener, technical expert and steward of the region's vision, and often secures the rights to build missing sections of the regional trail network. Metro has been instrumental in facilitating development of the Springwater Corridor and the 40-Mile Loop regional trail system located in Multnomah County.</u></p> <p><u>With the passage of two regional bond measures in 1995 and 2006, Metro began a natural areas acquisition program that vastly expanded publicly owned natural lands in Multnomah County. The operations levy, passed by regional voters in 2013, made it possible for Metro to begin restoring and promoting the health of local ecosystems, and to provide access for county residents of all ages and abilities to learn and enjoy them.</u></p> <p><u>Metro's facilities provide a diverse range of outdoor recreational opportunities and experiences, including boating, hiking, bicycling, bird watching, and general scenic and recreational access.</u></p> <p><u>Today, Metro's Parks and Nature mission is to protect water quality, promote fish and wildlife habitat, and create opportunities to enjoy nature close to home through a connected system of parks, trails, and natural areas.</u></p> | Agrees with the changes to the second paragraph, but does not think the five additional paragraphs are necessary. Staff has attempted to provide a concise, balanced level of information in the Plan about various parks and recreational facility providers. |
| #4 | <p><b>Chapter 8, page 4: Discussing Sandy River recreational facilities</b></p> <p>Several <u>public and</u> private camps are located adjacent to the river.</p>  | Agrees with the change.  |

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| #5  | <p><b>Chapter 8, page 4 and 5: Figures 1 and 2</b></p> <p>The maps do not accurately depict Metro holdings. The map figures attempt to distinguish between “park” and “open space” by providing different color coding. Metro is of the opinion the attempt to distinguish between the two - if in fact there is any difference - is not necessary, is very difficult and as currently done, it includes errors. Metro believes that assigning one color code to both “park/ open space” would be a more efficient and accurate representation.</p> | Metro’s most current data will be used to generate a new map. Staff is neutral on combining parks and open space as one color code on the map. |
| #6  | <p><b>Chapter 8, page 6: Discussion planning documents</b></p> <p><b>Metro</b> has a variety of <b>Parks and Open Space planning documents</b>, including policies associated with <del>land acquisition</del>, natural resource protection and management, recreational planning, and individual facility master plans. The agency's parks and nature system, including overarching values, operating procedures, facility descriptions and key strategies, is outlined in the Metro Parks and Nature System Plan (2016).</p>                      | Agrees with the change.  |
| #7  | <p><b>Chapter 8, page 8: Goals, Policies, and Strategies</b></p> <p><b>Goal:</b> To help meet the recreational needs of Multnomah County <del>rural</del> residents and visitors to its rural areas through support of, and coordination with local, regional, state, and federal agencies that manage recreation facilities and sites within the County.</p>   | Disagrees with the change. Rural residents and visitors encompasses everyone.  |
| #8  | <p><b>Chapter 8, page 8: Parks and Recreation Planning</b></p> <p>A 8.1 Support efforts of the Intertwine Alliance, <u>Metro</u>, and other organizations in establishing a coordinated approach to create and maintain a strong, interconnected regional network of parks, trails, and natural areas.</p> <p>B 8.2 Encourage the development of recreation opportunities by public agencies and private entities <del>consistent</del> <u>compatible</u> with wildlife habitat and wildlife corridor protection.</p>                               | <p>Agrees with the change.</p> <p>Staff concurs with the reasoning for this change.</p>  |
| #9  | <p><b>Chapter 8, page 9: West Hills Policies and Strategies</b></p> <p>8.8 Support only those recreational activities within the West Hills area that <del>are complementary to, and</del> do not cause undue negative impacts on; natural and environmental resources that are identified in Goal 5 <del>and in the Metro Greenspaces Master Plan and lands approved in Metro’s Acquisition Refinement Plan.”</del></p>  | Neutral on the first change. Agrees with the second.   |
| #10 | <p><b>Chapter 8, page 9: Sauvie Island and Multnomah Channel Policies and Strategies</b></p> <p>A 8.9 Continue to coordinate with Metro to ensure compliance with Rural Reserve designations, implementation of Metro’s <del>Greenspaces Master Plan</del> <u>2016 System Plan</u>, and planning for Howell Park. In particular, work with Metro to:</p>  | Agrees with the change.  |

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| B   | 1. Ensure activities will <del>complement</del> <u>be compatible with</u> natural and environmental resources of local and regional significance; and  | Neutral on the change.  |
| C   | 2. Ensure that Howell Territorial Park uses and improvements are <del>maintain harmony</del> <u>compatible</u> with the rural character of the plan area as well as natural and cultural resources.  | Neutral on the change.  |
| D   | 8.10 Support only those recreational activities within the SIMC area that <del>are complementary to and do not negatively impact</del> <u>do not cause undue negative impacts</u> on natural and environmental resources on Sauvie Island and along the Multnomah Channel and its tributaries that are identified in Goal 5 <del>and in the Metro Greenspaces Master Plan and lands approved in Metro's Acquisition Refinement Plan.</del>   | Neutral on the first change. Agrees with the second.  |
| #11 | <b>Appendix C: SIMC Rural Area Plan</b><br><br><b>Page 31, Figure 3.4:</b> The figure does not represent all of Metro's public lands on the island.  | Because Appendix C is the adopted 2015 SIMC plan, the figure should not be changed.   |
| #12 | <b>Appendix C: SIMC Rural Area Plan</b><br><br><b>Page 33, Large Scale Significant Resource Sites</b><br><br>A Howell Lake and Virginia Lakes: These two sites are found to be significant as open space, fish and wildlife habitat, natural areas, water areas, wetlands, and groundwater resources. Howell Lake is located on <u>Metro's Howell Territorial Park</u> <del>the Bybee-Howell County Park (now owned by Metro).</del><br><br><b>Page 33, Historical and Cultural Sites</b><br><br>B Bybee-Howell House: This Greek revival styled home was constructed in 1856, and is the oldest structure in rural Multnomah County. It is part of <u>Metro's Howell Territorial Park</u> <del>the Bybee-Howell County Park (now administered by Metro).</del><br><br><b>Page 35, Howell Lake</b><br><br>C Most of the wetland areas are part of <u>Metro's Howell Territorial Park</u> <del>the Bybee-Howell Park, administered by METRO. METRO is currently preparing a master plan for the park.</del> | Because Appendix C is the adopted 2015 SIMC plan, the text should not be changed.<br><br>Same response as above.<br><br>Same response as above. |
| #13 | <b>Appendix C: SIMC Rural Area Plan</b><br><br><b>Page 44, Figure 3.19 and Page 50, Figure 4.1:</b> The figures do not represent all of Metro's public lands on the island.  | Same response as above.   |
| #14 | <b>Appendix C: SIMC Rural Area Plan</b><br><br><b>Page 52, Howell Territorial Park</b><br><br><del>Metro's plans are to use of</del> <u>The farm house, agricultural fields, and park are used to support educational programs as an educational facility highlighting</u>   |   |

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|     | Native American culture and early Oregon events, <del>farming practices</del> , and wildlife study and viewing. The site is zoned entirely EFU with a WRG overlay. Future development of the site for park <del>and educational</del> uses is managed through the conditional use process, where on- and off-site impacts are considered.  | Same response as above. |
| #15 | <p><b>Appendix C: SIMC Rural Area Plan</b></p> <p><b>Page 56, Policy 4.2</b></p> <p>A Continue to coordinate with Metro to ensure compliance with Rural Reserve designations, implementation of Metro's <del>Greenspaces Master Plan 2016</del> <u>System Plan</u>, and planning for Howell Park. In particular, work with Metro to:</p> <p>B 1. Ensure activities will <del>complement</del> <u>be compatible with</u> natural and environmental resources of local and regional significance; and</p> <p>C 2. Ensure that Howell Territorial Park uses and improvements are <del>maintain harmony</del> <u>compatible</u> with the rural character of the plan area as well as natural and cultural resources.</p> | Same response as above. |
| #16 | <p><b>Appendix C: SIMC Rural Area Plan</b></p> <p><b>Page 56, Policy 4.3</b></p> <p>Support only those recreational activities within the rural plan area that <del>are complementary to and do not negatively impact</del> <u>do not cause undue negative impacts</u> on natural and environmental resources on Sauvie Island and along the Multnomah Channel and its tributaries that are identified in Goal 5 <del>and in the Metro Greenspaces Master Plan and lands approved in Metro's Acquisition Refinement Plan.</del></p>  | Same response as above. |

**STAFF RESPONSE TO CAROL CHESAREK’S SUGGESTED REVISIONS TO THE DRAFT COMPREHENSIVE PLAN AND TSP SUBMITTED TO THE PLANNING COMMISSION ON MAY 2, 2016.**

|   | REQUESTED CHANGE  | STAFF RESPONSE  |
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| 1 | <b>Map Formats</b> – The larger maps (11 x 17) could be included in an appendix at the end of the document if including them with the text disrupts the flow of the document. | Maps are posted at 11x17 scale on the County’s Website. If accessed through the County’s website, the plan maps can be enlarged and printed at the 11x17 scale. For those purchasing a paper copy of the Plan, maps can be printed at 11x17 and included in a folder at the back of the document. |
| 2 | <b>Missing maps</b> –   |   |
| A | <ul style="list-style-type: none"> <li>• Rural Centers</li> </ul>   | The Rural Center zone on the zoning map included in the Plan already shows the rural centers.   |
| B | <ul style="list-style-type: none"> <li>• Water Districts</li> </ul>   | There are only a few water districts in the rural county. A map of these can be included if the Planning Commission feels it would be a beneficial addition.  |
| C | <ul style="list-style-type: none"> <li>• Public and private non-profit lands</li> </ul>   | Many of these ownerships are such small properties that they will not show up well on Plan maps. A map of these can be included if the Planning Commission feels it would be a beneficial addition.   |
| D | <ul style="list-style-type: none"> <li>• DOGAMI historical landslide map</li> </ul>   | This information is already shown on Figure 1 of Chapter 7 – Steep Slopes.  |

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| 3 | <p><b>Chapter 2, Page 10</b></p> <p>Policy 2.6 Protect farmland and forest land from <u>adverse impacts due to encroachment</u> by residential and other non-farm or non-forest uses that locate in the RR zone.</p>   | Staff is neutral on this change.  |
| 4 | <p><b>Chapter 2, Page 21: Grading and Fill</b></p> <p>Strategy 2.43-1 Amend the Zoning Code to clarify that in all zones except for the MUA-20 <del>and RR zones</del>, a total cumulative limit of 5,000 cubic yards of fill per each Lot of Record is allowed. Large Fills exceeding 5,000 cubic yards are only permitted in the MUA-20 <del>and RR</del> zones subject to approval of a Conditional Use permit.</p>   | Disagrees with the change. Large Fills are called out as a conditional use because they are not appropriate for every MUA-20 or RR site. As a conditional use, a Large Fill can be denied or mitigating conditions imposed. |
| 5 | <p><b>Chapter 3, Page 16: West Hills Policies and Strategies</b></p> <p>Policy 3.24 Support the direct sale of farm crops and livestock raised on Sauvie Island farms through u-pick facilities and farm stands in a manner that retains a maximum supply of agricultural land in productive farm use and minimizes impacts on nearby farming operations, residents, roads, traffic circulation, wildlife, and other natural resources.</p> <p><b>Add the above policy to the West Hills section and replace “Sauvie Island” with “West Hills”.</b></p>                                  | Agrees with the additional policy.  |
| 6 | <p><b>Chapter 5, Page 21</b></p> <p>Strategy 5.17-6: Periodically review and consider new data to update the inventory of significant <u>wetlands and</u> riparian corridors.</p>  | Agrees with the change.   |
| 7 | <p><b>Chapter 5, Page 31</b></p> <p>Policy 5.48 Encourage educational programs regarding the maintenance and restoration of wildlife habitat in the SIMC area, including programs addressing:</p> <ol style="list-style-type: none"> <li>1. Maintenance and restoration of wildlife corridors.</li> <li>2. Restoration and enhancement of wetlands, riparian areas, and grasslands.</li> <li>3. Planting of native vegetation hedgerows.</li> <li>4. Conserving Oregon white oak habitat and bottomland cottonwood/ash forests.</li> <li>5. Use of wildlife-friendly fencing.</li> </ol> | Agrees that with a minor revision this policy could be applied countywide. Delete “in the SIMC area” and move this policy under the Fish and Wildlife section on page   |

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|    | <b>Apply the above policy to the West Hills section or countywide.</b>   | 22 of Chapter 5.   |
| 8  | <p><b>Chapter 5, Pages 20 and 22</b></p> <p>Add parallel strategies in the Wetlands and Riparian Areas section under Policy 5.17 to match those in the Fish and Wildlife Habitat section under Policy 5.25.</p>  | <p>Disagrees. These policies and their associated strategies were thoroughly vetted by the CAC. The strategies for riparian areas say to rely upon the ESEE analysis already done for Metro's Title 13 inventory; and to apply Goal 5 safe harbor criteria to wetlands, rather than conduct another ESEE analysis. The habitat inventory is drastically different from the riparian and wetland inventories and warrants its own ESEE analysis. The strategies under these two sections need to recognize the differences.</p> |
| 9  | <p><b>TRANSPORTATION SYSTEM PLAN</b></p> <p><b>Page 37, Potential Solutions Summary Table</b></p> <p>Add a gravel or soft shoulder option for pedestrians that does not require hard surface paving.</p>   | <p>Agrees. Addendum 2 includes a recommended detail sheet of this option.</p>  |
| 10 | <p><b>Transportation Policies, Page 71</b></p> <p><b>Policy 13</b> Develop a Countywide TDM program. Program concepts could include strategies such as shuttle buses, ride sharing, work-from-home, flex time, improved transit and access to transit, user fees or congestion pricing.</p> <p><b>Add detailed descriptions of more of the Transportation Demand Management options mentioned in Policy 13 in the TDM section (Pages D-1 through D-8).</b></p> | <p>Agrees. Addendum 2 includes recommended detail sheets of additional TDM options.</p>  |



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| 11 | <b>Transportation Policies, Page 70</b><br><br><b>Policy 11: Mobility and Freight</b><br><br>Oppose placement of new regional roadways on Multnomah County roads, should such roadways be contemplated by any regional transportation authority in the future.<br><br><b>The only problem with Policy 11 is that it doesn't include the background information about why the community opposes a Westside Bypass that was provided in the Westside Transportation Plan. It would be very helpful to include some of this context in the new TSP.</b> | Agrees. Addendum 2 includes a recommended footnote providing background on the policy. |
| 12 | <b>Transportation Policies, Page 74</b><br><br>Policy 21, Strategy (a) has a typo – there's a missing space in the sentence after Ordinance.   | This will be corrected in the final TSP.   |

## 2.0 PUBLIC COMMENTS AFTER MAY 2, 2016

At the conclusion of public testimony on May 2, the Planning Commission closed the public hearing to additional oral testimony but left the record open for seven days to accept additional written testimony. Written comments were accepted until 4:00 p.m. on May 9, 2016. The following is a list of comments received during that time and that have been included in the Planning Commission's packet for the May 26 public hearing.

- Jerry Grossnickle (May 5, 2016)
- Andrew Jansky (May 5, 2016)
- Andrew Yeoman (May 9, 2016)
- Matthew Kaiel (May 9, 2016)
- Metro Comments (May 9, 2016)
- Kammy Kern-Korot, West Multnomah Soil & Water Conservation District (May 9, 2016)
- Carol Chesarek (May 9, 2016)
- Brian Lightcap (May 9, 2016)
- Kelsey Cardwell, Northwest Trail Alliance (May 9, 2016)
- George Sowder (May 9, 2016)

Most of the written comments were directed at Metro's May 2<sup>nd</sup> testimony. These comments can generally be summarized as equally divided between support for Metro's requested changes and opposition to those changes. Staff's response to Metro's requested changes were given in the previous section.

Overall, the comments from the West Soil & Water Conservation District seek stronger policy language and specifically ask that one or more policies be written to require on-site

retention/capture of stormwater runoff to prevent negative down slope impacts. This issue is actually addressed by stormwater drainage Policy 11.14 found in Chapter 11.

Policy 11.14(2) specifically requires onsite detention and/or infiltration to mimic pre-development hydraulic conditions so that post-development runoff rates and volumes do not exceed pre-development conditions. However, it is important to note that the policy requires detention rather than retention as the Conservation District seems to prefer. Policy 11.14 is consistent with current erosion control and stormwater runoff standards of the Zoning Code. These standards require that the stormwater drainage system for a development be designed to ensure that the rate of runoff for the 10-year 24-hour storm event is no greater at the property line or point of discharge into a watercourse than that which existed prior to development.

Interestingly, in her comments dated May 9 Carol Chesarek advocates for combining Policy 11.14 with other policies relating to stormwater management (Water Quality and Erosion Control) in Chapter 5 to avoid confusion. Staff agrees with this suggestion.

Ms. Chesarek also makes an argument for the Comprehensive Plan having “more good quality maps, which can help compensate for some of the lost local context in the text.” More maps can certainly be added if the Planning Commission believes they would be beneficial to include, and provided the data layers already exist for generating the maps. Staff is seeking the Planning Commission’s direction on this particular request.

### **3.0 REVISED ADDENDUM OF STAFF’S RECOMMENDED CHANGES**

At the May 2<sup>nd</sup> public hearing, staff provided the Planning Commission with an addendum of changes to the Draft Comprehensive Plan (Addendum 1) recommended by the County Attorney’s office. Since the May 2<sup>nd</sup> hearing the County Attorney’s office has identified one additional change to the document that they would like to see. That change pertains to the explanation about how adoption of this Comprehensive Plan includes repeal of the various Rural Area Plans and also why the recently adopted Sauvie Island/Multnomah Channel Rural Area Plan is being retained as an appendix to the Comprehensive Plan.

This additional recommended text change has been incorporated into the addendum and can be found on page 3B of Addendum 1 of Exhibit A to this staff report.

### **4.0 PLANNING COMMISSION DELIBERATION**

Commissioner Chris Foster will not be able to attend the May 26 hearing but he has provided his thoughts regarding the testimony Metro presented at the May 2 public hearing and in its supplemental testimony dated May 9, 2016 (Exhibit E.5). He asked that his commentary be circulated to the Planning Commission for consideration as part of the deliberations expected to occur on May 26. That commentary is included as Exhibit F to this staff report.

## **5.0 EXHIBITS**

### **Exhibit A: Multnomah County Comprehensive Plan (March 2016 Draft)**

#### **Addendum 1: Staff's Recommended Changes to the March 2016 Draft**

### **Exhibit B: Plan Appendices**

#### **Appendix A: Comprehensive Plan Map and Zoning Map**

#### **Appendix B: Glossary of Terms**

#### **Appendix C: Sauvie Island/Multnomah Channel Rural Area Plan (August 27, 2015)**

#### **Appendix D: Columbia River Gorge National Scenic Area Rural Area Plan Policy Document (June 2005)**

#### **Appendix E: Multnomah County Transportation System Plan (March 2016)**

#### **Addendum 2: Staff's Recommended Changes to the March 2016 Draft**

### **Exhibit C: Summary of comments made at the April 5 and 7, 2016 Community Meetings**

### **Exhibit D: Testimony submitted prior to and during the May 2, 2016 public hearing:**

**D.1:** Stephanie Millar, ODOT (April 6, 2016)

**D.2:** Terry Cook (April 18, 2016)

**D.3:** Sarah Hanson (April 21, 2016)

**D.4:** Lex Loeb (April 23, 2016)

**D.5:** Steve Baker (April 20, 2016)

**D.6:** Craig Eroh (April 26, 2016)

**D.7:** Washington County (April 25, 2016)

**D.8:** Metro (May 2, 2016)

**D.9:** Andrew Holtz (May 2, 2016)

**D.10:** Carol Chesarek (May 2, 2016)

### **Exhibit E: Testimony submitted after the May 2, 2016 public hearing while the record was open to additional written comments:**

**E.1:** Jerry Grossnickle (May 5, 2016)

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- E.2:** Andrew Jansky (May 5, 2016)
- E.3:** Andrew Yeoman (May 9, 2016)
- E.4:** Matthew Kaiel (May 9, 2016)
- E.5:** Metro Comments (May 9, 2016)
- E.6:** Kammy Kern-Korot, West Multnomah Soil & Water Conservation District (May 9, 2016)
- E.7:** Carol Chesarek (May 9, 2016)
- E.8:** Brian Lightcap (May 9, 2016)
- E.9:** Kelsey Cardwell, Northwest Trail Alliance (May 9, 2016)
- E.10:** George Sowder (May 9, 2016)

**Exhibit F:** Commissioner Chris Foster's Commentary for Planning Commission Deliberations with Attached Letter from Metro dated February 3, 2016