



Memorandum

Date: April 1, 2009

To: Patti Galle, Mayor
Members, West Linn City Council

From: Chris Jordan, City Manager *ej*

Subject: Monthly Report on Stafford Area

Attached is Tom Coffee's monthly update on the Stafford area and continuing regional discussions on growth.

At the April 6 work session, we plan to show the Council maps that we have created that we believe are more accurate descriptions of the Stafford area. As Tom's report mentions, we believe this map can assist in the technical analysis of the Stafford area and will support our position of a rural designation for that area.

Attachment

MEMORANDUM

MARCH 31, 2009

TO: Mayor Galle and City Council members
FROM: Tom Coffee, Consultant *TC*
SUBJECT: Stafford Area Report for March 2009

Overview

During the month of March the City of West Linn pursued its goal of opposing urbanization of the Stafford Area through a number of actions including: active involvement at the **Reserves Steering Committee Meeting**, obtaining clarification of the **Candidate Reserve Areas Study Map**, adoption of a **Council Resolution**, and the preparation of a **West Linn Rural Reserve Map**. In addition, attendance at all relevant Metro Meetings by the consultant, including MTAC, MPAC, and CORE 4, ensured representation of the City and the collection of information and insights that will be critical to the support and furtherance of the City's position on Stafford.

The Candidate Reserve Areas Study Map

The so-called "Urban and Rural Reserve Study Area Map" and its companion maps entitled: "Draft Urban Reserve Candidate Areas for Evaluation" and "Draft Rural Reserve Candidate Areas for Evaluation" were and remain the source of controversy in that citizens and Council Members of West Linn have challenged the accuracy with which the maps reflect the input received by the Clackamas County Reserves Policy Advisory Committee. The fundamental issue is the extent to which the Stafford Area north of I-205 should be considered for rural reserve designation. While the most recent map dated March 19, 2009, shows a portion in the center of the Area as a Candidate for Rural Reserve designation, the area immediately west of West Linn is not included even though it shares many of the characteristics as the mapped candidate Rural Reserve Area.

The entire area north of I-205 is also shown as a candidate for further evaluation as an Urban Reserve Area on the Urban Reserve Candidate map.

Reserves Steering Committee Meeting

On March 16, 2009, Mayor Galle and Councilor Cummings appeared at the Reserves Steering Committee Meeting where they, forcefully and effectively, presented West Linn's opposition to the designation of the Stafford Area as an urban reserve to representatives of the region's cities and counties and to Metro officials. They also requested that the maps referenced above show that the Stafford Area north of I-205 is a candidate for rural reserve. While the map has been corrected to show the center portion of North Stafford as a Candidate Rural Reserve Area, it is Clackamas County's position that the area immediately west of West Linn has not been recommended for rural reserve candidacy.

Council Resolution

In light of the County's failure to reflect the City's aspirations for the Stafford Area, the City Council adopted a resolution on March 23, 2009 reaffirming the City's longstanding opposition to the urbanization of the Stafford Area and its opposition to the designation of the area for urban reserves. The City's opposition dates back to December 1993 when it along with Lake Oswego, Tualatin, Clackamas County, the West-Linn/Wilsonville School District and area representatives signed a "Joint Position Statement Regarding the Future Land Use Pattern of the North Stafford Area" that concluded that the Area should not be urban and should retain its rural character. The 1993 Position Statement is attached.

A West Linn Rural Reserve Study Map

Rather than continue to rely on County and Metro produced maps, the consultant and staff have begun work on the preparation of a map that will provide the technical basis to support West Linn's position that the area west of the City should be designated as rural reserve. The City Council will review this draft map in study session prior to its final publication and presentation.

Opportunity for Public Comment

As part of the Rural and Urban Reserve Study Process, Metro and the counties will be having open houses so that "... participants will have the opportunity to learn about the designation process ... and to share their insights." The meeting scheduled for southeast part of the region will be on April 15, 2009 from 5:30 pm to 7:30 pm at the Clackamas County Development Services Building located at 150 Beaver Creek Road in Oregon City.

The public comment received at these meetings will be considered as the evaluation of the candidate urban and rural reserves moves forward through the Counties, the Reserves Steering Committee, the CORE 4 and Metro Council.

Meanwhile at the Reserves Steering Committee

The Reserves Steering Committee will have an important meeting on April 8, 2009. At that meeting the members of the Committee will be asked for their feedback on the Study Area Map (the March 19, 2009 version or a later version if any changes are made before the meeting on the 8th). The members will also be asked if they concur with the study areas designated on the Map. The recommendation of the Committee will then be forwarded to the CORE 4 for their consideration at their next meeting scheduled for May 4, 2009.

The Numbers

As the identification of the candidate urban and rural reserve study areas has proceeded, many participants in the process have maintained that estimates of future population and employment growth, as well as the capacity of the existing Urban Growth Boundary to absorb that growth, are needed in order to determine how many acres of urban reserve land will be needed in the next 20 and 50 years. Others have argued that the designation of such lands should be based on an objective analysis of their suitability for urbanization or preservation as rural reserves regardless of when and by how much population and employment growth occurs because such growth is inevitable. Washington County has relied on the first rationale and Clackamas and Multnomah Counties the latter. The debate will continue.

On March 9, 2009, Metro released its 20 and 50 Year Population and Employment Range Forecasts which are really 30 and 60 year forecasts because they are forecasted from the year 2000 - slightly confusing. The forecasts are for the entire seven-county Portland–Beaverton–Vancouver Primary Metropolitan Statistical Area which consists of Washington, Clackamas, Multnomah, Columbia, and Yamhill counties in Oregon and Clark and Skamania counties in Washington.

The projections estimate that there will be between 2.9 and 3.2 million people in the area in 2030 and between 3.6 and 4.4 million in 2060 compared to 1.9 million in 2000. For employment the projections are for between 1.3 and 1.7 million jobs in 2030 and between 1.7 and 2.4 million in 2060 compared to 973,000 jobs in 2000. These forecasts are represented as having a 90 percent chance of being accurate. The full report can be viewed at www.oregonmetro.gov/forecast.

The Urban Growth Report is scheduled to be released on March 31, 2009, the date of this report and was not available as of its preparation. The Urban Growth Report will provide information on growth that has occurred in the Region since the last report and will provide an estimate of how much of the forecasted population and employment growth can be accommodated in the existing UGB.

MPAC /JPACT Consensus Policy Direction

At its meeting on March 25, 2009, the Metropolitan Policy Advisory Committee (MPAC) requested that discussions that it had previously with the Joint Policy Advisory Committee on Transportation (JPACT) be redistributed for consideration as the urban and rural reserves are evaluated for designation. Their joint direction is attached. In summary, it emphasizes the maintenance of a "tight" UGB and the focus of growth in centers and corridors. This general policy direction from Metro's two major policy advisory committees supports West Linn's position on Stafford.

Observations

West Linn's position on Stafford is being consistently and effectively communicated to regional decision-makers. It will be important for the City's elected officials to restate that position at the Reserves Steering Committee on April 8th and for West Linn citizens to do the same at the Metro Rural and Urban Reserves Study Open House in Oregon City on April 15th. The consultant and staff will continue to develop factual analysis and information that will qualify the North Stafford Area for designation as Rural Reserve consistent with the factors required by State law.

A JOINT STATEMENT OF POSITION OF THE STAFFORD AREA TASK FORCE
REGARDING THE FUTURE LAND USE PATTERN OF
THE NORTH STAFFORD AREA

I. STATEMENT OF FINDINGS:

1. The area known as the North Stafford Area, consisting of approximately 3000 acres located outside the current Portland Metropolitan Urban Growth Boundary and the Urban Service Boundaries of Lake Oswego, Tualatin, and West Linn and north of Interstate 205 is of mutual interest to Clackamas County, Lake Oswego, Tualatin, West Linn and the residents and property owners of the area, and;
2. Representatives of the cities of Lake Oswego, West Linn, Tualatin, Clackamas County, the Stafford-Tualatin Community Planning Organization, and the Unified Sewerage Agency of Washington County, formed the Stafford Area Task Force on June 11, 1992. West Linn - Wilsonville School District became a member in August, 1993, and;
3. The Stafford Area Task Force has met quarterly beginning November 5, 1992 to be informed of and discuss land use and public facility issues pertaining to the North Stafford Area, especially events that might cause the area to be included within the Portland Metropolitan Urban Growth Boundary, and,
4. Past planning and public facilities studies and investigations by the Stafford Area Task Force have shown the provision of public facilities and services, including sanitary sewer, water, transportation, surface water management, public safety, etc. at urban levels to the North Stafford Area would be difficult and beyond the fiscal capacity of area residents and surrounding jurisdictions, and,
5. Development within the North Stafford Area necessary to make it financially feasible to provide adequate infrastructure pursuant to Statewide Planning Goals would require urban level densities to the extent that negative and irrevocable impacts on surrounding communities would occur, and,
6. Urbanization of the North Stafford Area would result in severe impacts on the regional and local transportation system, including degrading the capacity of Interstate 205, I-5, and Highway 43, and local street and roadway systems, and,
7. Urban development of the North Stafford Area would create increased demand for already limited federal, state and local funds necessary to fund street and roadway safety and capacity improvements required to accommodate increased automobile travel in the Portland Metropolitan Area, and,
8. The provision of new urban infrastructure in the North Stafford Area would divert public funds from other areas of more critical need such as improving existing public facilities

and services already at capacity, providing water and sewer services to areas already within the UGB, and implementing regional transportation alternatives such as light rail, and,

9. Urbanization of the North Stafford Area would have negative and irrevocable impacts on the air, water and land resource quality of the area and on surrounding jurisdictions, and,
10. Including the North Stafford Area into the Portland Metropolitan Urban Growth Boundary would result in urban sprawl and a decline in livability of the Portland Metropolitan area because of increased traffic congestion and auto dependency; degraded air, water and natural resources quality; diminishment of the area's tranquility, and; high public costs for infrastructure including public schools; and, therefore would be contrary to Statewide Planning Goals and Metro Regional Urban Growth Goals and Objectives, and,
11. The cost of providing services made necessary by including the North Stafford Area into the Portland Metropolitan Urban Growth Boundary would result in increased tax burdens on existing and future residents of the area and on surrounding jurisdictions who have clearly objected to increased taxes. Continuation of the existing planned development pattern in the North Stafford Area would more likely result in a balance of tax revenues and required services and continue to lend value as open space to adjacent communities.
12. Including the Stafford Area into the Portland Metropolitan Urban Growth Boundary and the provision of publicly funded facilities and services would continue to enhance private land values at public expense.

II. CONCLUSIONS

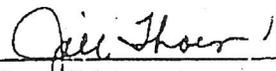
1. The future land use pattern of the North Stafford Area should not be "urban," but should maintain the rural character and open space values of the area. This requires most of the area to remain outside the Portland Metropolitan Urban Growth Boundary; not be designated as a future satellite city as part of the Metro 2040 Plan and not be designated as an Urban Reserve Area.
2. The future land use pattern of the Stafford Area should be consistent with the capacity of the existing transportation system and commensurate funding capacity to accommodate future transportation needs.
3. The future land use pattern should be compatible with areas planned for agricultural uses and practices and allow agricultural activities to continue in these areas.
4. The future land use pattern should be consistent with the capacity and availability of existing public facilities and services, including education, and the provision of these services should not exceed the fiscal capacity of area residents and local governments to provide these services.

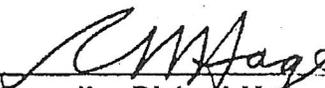
5. The future land use pattern of the Stafford Area should be comprehensively planned by Clackamas County, citizen groups and involved area jurisdictions to:
- Preserve the air, water, and land resource quality of the area, and;
 - Provide safe, and efficient transportation consistent with the area's needs, and;
 - Encourage continued use of planned agricultural lands and ensure future development is compatible with agricultural practices, and;
 - Ensure future development is consistent with the capacity of existing public facilities and services, and;
 - Preserve the rural character and open space values of the, area and;
 - Establish criteria to evaluate any future Urban Growth Boundary expansion.

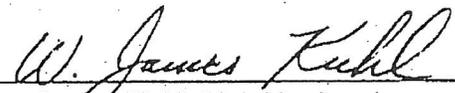
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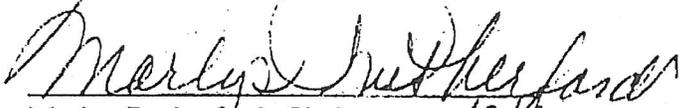

 Mayor Alice L. Schlenker 12/9/93
 City of Lake Oswego

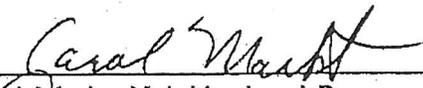

 Commissioner Judie Hammerstad 12/9/93
 Clackamas County

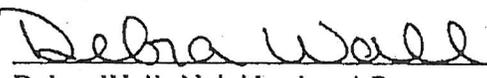

 Mayor Jill Thorns 12/9/93
 City of West Linn

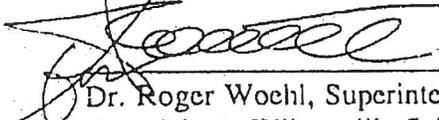

 Councilor Richard Hoyer 12/9/93
 City of Tualatin


 Dr. James Kuhl, Neighborhood
 Representative 12/9/93


 Marlys Rutherford, Chair 12/9/93
 Stafford-Tualatin
 Community Planning Organization


 Carol Markt, Neighborhood Representative
 12/9/93


 Debra Wall, Neighborhood Representative
 12/9/93


 Dr. Roger Woehl, Superintendent 12/9/93
 West Linn - Wilsonville School District

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Metro | Memo Revised, 2/4/09

Date: Friday, January 16, 2009
To: Metro Council, MPAC and JPACT
From: Andy Cotugno and Robin McArthur
Re: Recap of direction from the Joint MPAC/JPACT meetings and MPAC review
January 14 and JPACT review January 15

In October, November and December, 2008 Metro staff organized a series of Joint JPACT/MPAC meetings to share information on land use and transportation choices for the future and asked a series of electronic polling questions on your preferences. This memo is intended to provide a synopsis of the major elements of direction that you provided. This direction will be taken into account as proposed land use and transportation policy direction is formulated. As revised, this incorporates discussion from the January 14 and 15 meetings and will further guide areas of agreement and areas of discussion.

1. Focus Growth in Centers and Corridors
 - Stay the course on an aggressive strategy to attract growth into the full array of higher density, mixed-use centers and corridors throughout the region, including the Central City, Regional Centers, Town Centers, Station Communities, Main Streets and designated transit Corridors.
 - Use regional and local financial tools, targeted investments and amenities to encourage more development in centers and corridors.
 - Maintain a tight UGB to direct market forces to centers and corridors.
 - Metro should endeavor to understand and reinforce local aspirations for development in downtowns, centers and corridors.
 - Change local zoning to accommodate more development in centers and corridors.
 - Implement parking management programs in centers served by high quality transit.

2. Employment and Industrial Areas
 - Change local zoning to allow more jobs growth in employment and industrial areas, especially in newly expanded UGB areas.
 - Protect land brought into the UGB for industrial purposes from conversion to non-industrial purposes.
 - Target investments to improve or preserve freight access from industrial and employment areas and inter-modal facilities to the state highway system.
 - Understand and serve the broader transportation needs to support other sectors of the economy beyond freight (such as tourism).
 - Implement zoning restrictions on high traffic generators (such as retail) to protect interchange capacity needed to serve freight access to industrial areas. While the region's plans call for intensification in higher density, mixed-use Regional and Town Centers, there are many other interchanges that are access routes for trucks

that should be zoned accordingly. In addition, new information from the Institute of Transportation Engineers (ITE) about reduced trip generation rates from Transit-Oriented Development will be helpful.

3. UGB Expansion

Maintain a tight UGB to direct market forces to centers and corridors.
Establish more rigorous standards for expanding the UGB, including:

- Consider UGB expansion after concept planning is completed.
- Further consider whether to require as a prerequisite for expansion of the UGB commitment to an infrastructure finance plan; bring back differing levels of commitment from concept to plan to commitments through binding mechanisms.
- Consider UGB expansion only after governance is agreed to. Ensure that the cities that must take on the responsibility to serve UGB expansion areas understand the consequences on their ability to serve the existing community.
- Consider UGB expansions that support an existing center, industrial or employment area.
- Consider UGB expansion only if there is significant progress in accommodating growth in centers, corridors, industrial areas, employment areas and recent UGB expansion areas.
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Further exploration is needed about the time lag from when land is brought into the UGB and when it is actually ready for development. The prerequisites described above would delay when UGB amendments are actually adopted but shorten the time to plan, finance and build infrastructure once it is added to the UGB. Questions are also being raised about how to consider past UGB expansions for their readiness to meet a 20-year land supply requirement.

4. Transportation

- There are differing opinions about whether the RTP should decrease our emphasis on expansion of the Throughway system but strong agreement that we should increase emphasis on improvements to non-auto alternatives. There is a general recognition that the region will not be pursuing major new corridors and that the question of expansion relates to accomplishing a satisfactory operation of the existing system.
- Despite mixed opinion about expansion of the Throughway system, there is uniform agreement about addressing safety deficiencies on the Throughway system and more aggressive management of the system through ITS and peak-period pricing.
- Despite the mixed opinion about expansion of the Throughway system, there is uniform recognition of the importance of serving freight.
- Increase emphasis on expanding the High Capacity Transit (HCT) system. To support this direction, pursue a number of approaches, including:
 - Change local zoning to allow more jobs and housing along HCT corridors.
 - Complete bus, bike and pedestrian connections to provide access the HCT system.
 - Targeted investments and amenities should be implemented to encourage more development in areas served by HCT.
 - Implement parking programs in centers served by HCT.

- Pursue state, regional and local funding to accelerate expansion of the HCT system.

5. Climate Change

- The region should be very proactive in developing land use and transportation strategies that reduce VMT to meet greenhouse gas emission reduction targets.
- Emphasize transit, land use, ITS demand management and bike/pedestrian actions to reach State greenhouse gas reduction targets. Pursue technology that facilitates virtual meetings to reduce the need to travel.

6. General

- Consider developing evaluation measures that monetize the benefits of the actions contemplated to better understand the differences between choices and to contrast with costs.
- Consider using a new British website designed to calculate emissions reductions from the combination of 12 policy package options:
http://www.vibat.org/vibat_ldn/tcsim.shtml