

Memorandum

Date: May 29, 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.

I'm tentatively planning to have Tom attend the June 15 Council work session to provide a verbal update, answer questions, and receive additional direction (if necessary) from the Council.

Attachment

MEMORANDUM

May 28, 2009

TO: Mayor Galle and City Council Members

FROM: Tom Coffee, Consultant 

SUBJECT: Stafford Area report for May 2009

OVERVIEW

In May, the most significant decision made regarding the urban/rural reserves process was to slow the process down. On May 4, 2009, the CORE 4 decided that more time was needed to complete the more detailed analysis of the candidate urban and rural reserve areas. The Counties will now have until the end of August to make their recommendations for urban and rural reserve designations instead of the beginning of June. Final designation by the Metro Council is now scheduled for May 2010 instead of December 2009. Reserve areas will be recommended via intergovernmental agreements in December 2009.

Update of the April Report

The **Clackamas County Policy Advisory Committee** did not discuss the Stafford rural reserve designation as expected at its May 26th meeting. County staff presented a new format for the review and discussion process that listed 19 separate areas labeled A through S. The North Stafford Area is labeled N and the County staff is recommending that only the Area's inventoried natural features be designated rural. Similarly, for the Pete's Mountain Area (labeled S), County staff is recommending that only the inventoried natural features be designated rural. The "inventoried natural features" are those shown on the 2007 Metro Inventory Map and in the North Stafford area they are the Tualatin River and Wilson Creek.

Copies of the relevant pages from the County's Technical memo dated May 20, 2009 are attached.

The **Cities/County Meeting** scheduled for May 28, 2009 was postponed in light of the delay in the process which is expected to provide more detailed evaluation information on the candidate urban and rural reserve areas.

The **Preliminary Housing Needs Analysis Report** was summarized in the April report with the observation that the housing unit demand numbers for West Linn were unrealistically high. The response from Metro staff is that the numbers are the result of just one hypothetical scenario that could occur if the Stafford Area is urbanized when the MetroScope model is run assuming the continuation of current policies.

The **Preliminary Employment Urban Growth Report** was issued in May. Its conclusion is that: *"...there is sufficient capacity within the current urban growth boundary to meet the low end of the regional forecasted employment demand in the 5 and 20 year time frames. The analysis shows that there is sufficient capacity to meet the high end of industrial demand, but policy or investment changes must be made to meet the high end of the non-industrial demand."* With the exception of a possible gap in the region's capacity to meet *"unique industry needs"*, the Urban Growth Report combined residential and employment demand for land in the next 20 years indicates that little or no land may be needed to be added to the UGB by the end of 2011.

Observations

Brakes were applied to the urban/rural reserve evaluation and designation process this month. The slowing down of the process has added three months to the detailed evaluation phase before there are more refined recommendations by the Counties and another round of public outreach in October/November. The limited application of rural reserves to the Tualatin River and Wilson Creek as recommended by County Staff and the fact that the balance of the North Stafford Area is not suitable for urbanization raises the possibility that the North Stafford Area may be undesignated. That would mean that the UGB could not be expanded into the Stafford Area over the next 5 to 7 years. But it would also mean that the Area could be reconsidered for urban or rural designation prior to the next UGB expansion in 2016. The analysis and debate goes on.

Draft Technical Memo

To: Clackamas County RESERVES PAC
From: Maggie Dickerson, Principal Planner
Date: May 20, 2009
Subject: Selected Clackamas County candidate **RURAL** reserve areas: Staff factors review, issues, suggestions

The Reserves project applies a new process for identifying urban reserves in the Portland Metro area as provided for in ORS 660-027-0005. The law also provides, for the first time, a set of factors enabling the creation of rural reserves, to help shape the region and protect agriculture, forestry and natural features from future urban growth boundary expansions.

Attached to this memo are the results of a staff review of Reserves study area candidate areas selected by the Clackamas County Policy Advisory Committee (PAC) based on the *rural reserves factors*. This review is intended to be used by the PAC in its discussions and recommendations regarding rural reserves.

Rural reserves must be viewed in the context of urban areas and urban reserves, so the initial recommendations may change depending on the final urban reserve recommendations. Therefore, the PAC should expect to re-visit their rural reserve ideas later in the process.

Attachment

**Selected Candidate RURAL Reserve Areas:
Staff Factors Review, Issues, Suggestions**
Draft - May 18, 2009

TABLE OF CONTENTS

Introduction..... 3

Executive Summary of Findings..... 4

Factors Review, Issues, Suggestions..... 8

Area A – North of Estacada to Eagle Creek..... 8

Area B – East of Canby..... 10

Area C – Clackamas Prairies..... 13

Area D – Canemah/Willamette Narrows..... 16

Area E – Southeast Clackamas West..... 18

Area F – Beaver Creek..... 21

Area G – Clackamas Heights..... 24

Area H – Redland Road/Southeast Clackamas..... 27

Area I – Springwater Ridge South..... 29

Area J – Springwater Ridge North..... 32

Area K – Eagle Creek North..... 35

Area L – South of Damascus..... 38

Area M – Clackanomah..... 41

Area N – Stafford..... 45

Area O – East Wilsonville..... 48

Area P – West Wilsonville..... 51

Area Q – French Prairie..... 54

Area R – Parrett Mountain..... 56

Area S – Pete’s Mountain/Peach Cove..... 59

Maps.....

Prepared by: **Clackamas County DTD, Division of Planning and Development**
 Doug McClain, Planning Director
 Maggie Dickerson, Principal Planner, Martha Nix, Planner II
 Ellen Rogalin, Randall Gray

INTRODUCTION

This report includes an area-by-area discussion of Areas A through S as shown on Map 1. Areas A through S are sub-areas of the Rural Reserves Candidate Area that was identified by the Clackamas County Urban and Rural Reserves Policy Advisory Committee (PAC). Each area is described and mapped, the rural reserve factors are applied and suggestions and options for rural reserve designation for each area are provided.

The analysis relies heavily on the Oregon Department of Agriculture study, *Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands, January, 2007* which was updated in 2008. It also uses as source materials the *Natural Landscape Features* map created at Metro in 2007, mapping done by the Oregon Department of Forestry (*Forestland Development Zone Map*), as well as other maps and reports produced by Reserves project partners Metro, Multnomah County and Washington County.

The factors for rural reserves (ORS 660-027-0060) are numbered 1-4:

1. A county shall indicate if the area is being designated to provide long term protection for agriculture and forestry, for long term protection of important natural landscape features, or both.
2. Factors that relate to long-term protection for agriculture or forestry.
3. Factors that relate to long term protection for important natural landscape features
4. The "safe harbor" provision; that if an area is *Foundation* or *Important* farmland and located within 3 miles of an UGB, it qualifies as rural reserves without further explanation.

Suggestions reflect these factors and also take into consideration three priorities expressed by the Clackamas County Board of County Commissioners:

- Protection of Foundation farmland
- Protection of the natural landscape features identified in Metro's 2007 inventory, especially the Clackamas River
- Honor the 1998 Intergovernmental Agreement with the City of Sandy to maintain a "green corridor" separation between Sandy and the Portland Metro area

Area N: Stafford

Area N is the “Stafford Triangle,” bounded on the south by I-205, on the northeast by West Linn and Lake Oswego, and on the northwest by Lake Oswego, Rivergrove and Tualatin. Lands are moderate to steeply sloped, bisected by numerous creek canyons. The Tualatin River runs through the southeastern one-third of the area from the west to the east. The area makes up the “Stafford Triangle” area discussed in the ODA Agricultural Lands Assessment.

1. Is the area being reviewed to provide long-term protection for agriculture and forestry, for long-term protection of important natural landscape features, or both?

- No** **Long-term protection to the agriculture and forest industries**
Entire area is shown on the Ag map as “conflicted.” ODF does not identify either “wildland forest” or “mixed forest/agriculture” forestlands in this area.
- Yes** **Long-term protection of important natural landscape features**
The area includes #13, the Tualatin River, as shown on the 2007 Natural Landscape Features inventory. It also includes Wilson Creek, which was added to the inventory in 2008.

2. Factors that relate to long-term protection for the agriculture and forest industries

Rural Reserve Factors		How does it meet the factor?	Discussion
2a.	Situated in an area otherwise subject to urbanization	High	<u>Proximity to a UGB</u> : Adjacent to PMUGB and several cities.
		No information	<u>Land values</u> : Analysis of County Assessor real market value data did not provide valid conclusions. However, land values are relatively high, reflecting current non-resource zoning and/or the speculative land market in the area due to its location.
		High	<u>Other</u> : Access to I-205 may make the area more subject to urbanization than other areas equally distant from the PMUGB.
2b.	Capable of sustaining long-term agriculture or forestry	Low	The integrity of the agricultural lands located is seriously compromised. Rural residential development and small-scale, lifestyle farms and woodlots dominate. Numerous other institutional and commercial non-resource uses are also here. In past years the area included several Christmas tree farms, which are now greatly reduced in size or reverting to small woodlands. A few nursery and vineyard operations are here, as is a CSA located on land leased from Lake Oswego. A small, isolated core land base with poor integrity and infrastructure concerns combines to severely restrict long-term viability of this area to survive as commercial agricultural land. Some high-value, direct marketed production may thrive.
2c.	Suitable soils and water	High, medium	<u>Soils</u> : Predominately well drained, silt loam with inclusions of poorly drained loams. Soils located north of the river, west of Stafford Road and in hillier areas are Class II and IV agricultural soils. Flatter lands along the river, freeway and Sweetbrier and Grapevine Roads are Class II soils. Some areas along the river have seasonal flood and drainage issues.
		Low	<u>Water</u> : Majority of lands with agricultural irrigation rights are between the river and I-205, which is groundwater limited.

Rural Reserve Factors		How does it meet the factor?	Discussion
2d.	Suitable to sustain long-term agricultural or forestry operations, taking into account:		
(A)	(A) Large block, concentration or cluster of farm or forest uses (C) Land use pattern, including parcelization, tenure and ownership	Low	The few commercial operations are compromised by surrounding area development, parcelization and potential for future development on exception lands and inside the UGB. Rural residential development and small-scale, lifestyle farms and woodlots dominate. The core agricultural block is relatively small, providing little opportunity for the island to stand alone.
2d. (B)	(B) Adjacent land use pattern, existence of buffers	Low	South of the river the few remaining agricultural operations are on lands zoned for rural residential development. The area also contains several non-farm uses generally not considered compatible with commercial agricultural practices; churches, schools and retail commercial. High density rural residential development along the river. Also shares an edge with Tualatin; uses inside the city along the edge are single family and multifamily residential development. The zoning is exception zoning, which provides no protection for farm use. North of the river, a block of EFU lands runs north to south, surrounded on the east and west by exception lands and Lake Oswego and West Linn. Inside and along the western edge of the UGB are lower density residential, institutional uses and a municipal golf course, which, when combined with lands owned by Lake Oswego, form a sort of edge/buffer between urban and ag uses.
2d. (D)	Sufficiency of agricultural or forestry infrastructure	Low	Although excellent access to the freeway system supports marketing of product, transportation within the area tends to be winding country roads, difficult for moving agricultural machinery. Stafford, Borland and Rosemont roads dissect the area and are key routes between communities and/or major transportation routes. Heavy, congested, cut-through traffic.

3. Factors that relate to long-term protection of important landscape features

Identified in Metro's Natural Landscape Features Inventory?	Yes	#13, the Tualatin River, as shown on the 2007 Natural Landscape Features inventory. The riparian areas and floodplains of the Tualatin River support considerable bird habitat, but are also important to protecting the water quality of this river heavily impacted by urban and agricultural uses. Wilson Creek, added in the inventory when mapping was reviewed in 2008 because of fish habitat.	
3a.	Situated in an area otherwise subject to urbanization	High	<u>Proximity to a UGB:</u> See above
		No information	<u>Values:</u> See above.
		High	<u>Other:</u> See above
3b.	Subject to natural disasters or hazards?	Medium	<u>Floodplain:</u> Only along Tualatin River <u>Landslide hazard:</u> Very limited landslide hazard areas. <u>Wildfire hazard:</u> Moderate amount of wildfire hazard areas.

Rural Reserve Factors		How does it meet the factor?	Discussion
3c.	Important fish & wildlife habitat?	Medium	Tualatin River floodplains and associated wetlands support large numbers of waterfowl and migrating neotropical birds.
3d.	Necessary to protect water quality?	Medium/High	Tualatin River riparian areas and floodplains are important to protecting the water quality of this river, which has been heavily impacted by urban and agricultural uses.
3e.	Provides a sense of place?	High	I-205 is developed as a scenic highway, with a large sweep of parkway and river views on the southern edge of the urban area.
3f.	Can serve as a boundary or buffer between urban and rural or natural resource areas?	Low	The Tualatin River could provide a clear edge to urbanization for Lake Oswego/West Linn..
3g.	Provide for separation between cities?	Medium	Could possibly provide separation between metro area cities like West Linn and Tualatin.
3f.	Provide easy access to recreational opportunities	Low	Contains one park.

4. Contains “foundation” or “important” agricultural lands and is located within 3 miles of an UGB

Foundation	No	
Important	No	
Within 3 miles of an UGB	Yes to PMUGB	

Issues, Concerns, Opportunities

- Stafford Hamlet has indicated interest in an urban reserve for the Borland Road area and remaining undesignated elsewhere.
- City of West Linn passed a resolution that this area should be designated rural reserve.
- City of Lake Oswego indicated that the area should be studied for both urban and rural reserve designation.
- City of Tualatin indicated an interest in the Borland Road area as a possible expansion area for their city.
- Many area property owners have expressed interest in urban reserves, especially in the Borland Rd area.
- Many citizens, especially those from adjacent communities, have expressed interest in the area being designated rural reserve.
- Environmental groups have identified locations in the Wilson Creek drainage as appropriate rural reserves.
- A portion of this area has been included in urban reserves candidate areas.

Rural Reserve Suggestions, Options and Rationale

Suggestion: Designate the inventoried natural features as rural reserve.

Rationale:

- The area qualifies as “under threat of urbanization” because it is adjacent to the UGB.
- The area does not qualify under the agricultural protection factor; it contains “conflicted” farmland.
- Some of the area qualifies under the natural features protection factors.

- The area does not qualify under the safe harbor factor.
- This designation would be consistent with the Board’s identified top priorities:
 - Protection of natural features

Option #1: Do not designate any of the area as rural reserve. Rationale:

- Floodplains and riparian features can be adequately preserved with public acquisition and/or development restrictions.

Area O: East Wilsonville

Area O is adjacent to and immediately east of Wilsonville, north of the Willamette River, south of I-205 and west of Mountain Road (Pete’s Mountain). It is characterized by flat to gently sloping topography, bisected by two major steep creek canyons. The area makes up the western half of the “East Wilsonville” area discussed in the ODA Agricultural Lands Assessment.

1. Is the area being reviewed to provide long-term protection for agriculture and forestry, for long-term protection of important natural landscape features, or both?

- Yes** **Long-term protection to the agriculture and forest industries**
 The southern part of Area O is shown on Ag map as “important” farmland; the northern part is “conflicted.” ODF does not identify either “wildland forest” or “mixed forest/agriculture” forestlands in this area.
- No** **Long-term protection of important natural landscape features**
 The area does not contain any identified important natural features.

2. Factors that relate to long-term protection for the agriculture and forest industries

Rural Reserve Factors		How does it meet the factor?	Discussion
2a.	Situated in an area otherwise subject to urbanization	High	<u>Proximity to a UGB:</u> Adjacent to PMUGB.
		No information	<u>Land values:</u> Analysis of County Assessor real market value data did not provide valid conclusions.
		High	<u>Other:</u> Direct access to Portland metro area via I-5 and I-205.
2b.	Capable of sustaining long-term agriculture or forestry	Medium	<p>Southern portion is identified as “important” agricultural land. Agriculture includes hay and pastureland, livestock, annual grasses, grass seed, nursery stocks, vineyard, Christmas trees and a large number of horse farms.</p> <p>A block of heavily-parcelized rural residential exception area extends across the northern part of this area. This is identified as “conflicted” farmland and not considered well-suited for commercial agriculture.</p>
2c.	Suitable soils and water	High	<u>Soils:</u> Variety of excellent silt loams with very few inclusions; most are Class II.
		Med	<u>Water:</u> Irrigation is common, utilizing surface and groundwater sources. Entire area is groundwater-limited, which precludes development of additional ground water sources for irrigation.

- The area qualifies under the agricultural protection factor, but contains “important,” not “foundation” farmland.
- This area is and will continue to be protected for agricultural and forestry uses by agricultural and forestry zoning.
- The area qualifies under the natural features protection factors, but the majority of this feature (Parrett Mountain) is located in other counties (Washington and Yamhill).
- The area qualifies under the safe harbor factor.

Option #1: Designate some or all of this area rural reserve if urban reserves are being considered west of Wilsonville. Rationale:

- This area could become the boundary the UGB. It is a strong visual feature that could signal the southwestern edge of the region.
- The area qualifies under both agricultural and natural feature protection factors.

Area S: Pete’s Mountain/Peach Cove

Area S is bounded on the east and south by the Willamette River, on the west by Mountain Road and on the north by the I-205 freeway. It is the eastern part of the “East Wilsonville” area discussed in the ODA Agricultural Lands Assessment.

1. Is the area being reviewed to provide long-term protection for agriculture and forestry, for long-term protection of important natural landscape features, or both?

- Yes Long-term protection to the agriculture and forest industries**
The area is shown on the Ag map as both “important” and “conflicted” agricultural land.
- Yes Long-term protection of important natural landscape features**
Includes inventoried features #11; the Willamette Narrows to Canemah Bluff, which includes Peach Cove and #15, the Tualatin River.

2. Factors that relate to long-term protection for the agriculture and forest industries

Rural Reserve Factors		How does it meet the factor?	Discussion
2a.	Situated in an area otherwise subject to urbanization	High	<u>Proximity to a UGB:</u> Adjacent to the PMUGB and city of West Linn.
		No information	<u>Land values:</u> Analysis of County Assessor real market value data did not provide valid conclusions.
		Medium	<u>Other:</u> Access to I-205 may make it more subject to urbanization than other areas equally distant from the PMUGB. However, the area is isolated by the Willamette and Tualatin rivers, and also has difficult internal access due to curving, hilly roads.
2b.	Capable of sustaining long-term agriculture or forestry	Low	Pete’s Mountain area is predominately small parcel timber and horse farms. Intensive nursery operations are in the Peach Cove area. Rural residential homes are scattered throughout the area.

Rural Reserve Factors		How does it meet the factor?	Discussion
2c.	Suitable soils and water	High	<u>Soils</u> : Majority of the soils in Peach Cove peninsula and the terrace land along the southern edge of the Tualatin River are prime, Class II soils.
		Low	<u>Water</u> : Irrigation is not uncommon, especially in areas zoned EFU. Surface and groundwater sources are utilized. Entire area is in a groundwater-limited area.
2d. Suitable to sustain long-term agricultural or forestry operations, taking into account:			
(A)	(A) Large block, concentration or cluster of farm or forest uses (C) Land use pattern, including parcelization, tenure and ownership	Medium	Peach Cove peninsula maintains good integrity for commercial agriculture, characterized by intensive agricultural operations producing high value nursery products. Metro Greenspaces has acquired some land for natural resources preservation. Peach Cove has a small inclusion of rural residential dwellings. Nonfarm, forest and residential uses are prevalent throughout Pete's Mountain.
2d. (B)	(B) Adjacent land use pattern, existence of buffers	Medium	Pete's Mountain is edged to the north by the Tualatin River and steep slopes. Pete's Mountain and the forest zone and recreational uses on the mountain buffer agricultural lands in Peach Cove from the urban and heavily parcelized rural residential areas to the northeast.
2d. (D)	Sufficiency of agricultural or forestry infrastructure	Low	Internal access roads are difficult, in spite of close access to I-205. Irrigation is limited due to groundwater-limited status.

3. Factors that relate to long-term protection of important landscape features

Identified in Metro's Natural Landscape Features Inventory?	Yes	#13, the Tualatin River, the riparian areas and floodplains of which support considerable bird habitat but are also important to protect the water quality of this river heavily impacted by urban and agricultural uses. #11, the Willamette Narrows to Canemah Bluff, which contain a stretch of botanically rich steep cliffs and rocky islands, home to plants normally found far north and east of the region. It also contains a unique place called Peach Cove Bog, believed to be the only wetland of its kind remaining in the Willamette Valley.	
3a.	Situated in an area otherwise subject to urbanization	High	<u>Proximity to a UGB</u> : See above
		No information	<u>Values</u> : See above.
		Medium	<u>Other</u> : See above
3b.	Subject to natural disasters or hazards?	High	<u>Floodplain</u> : Around both the Tualatin and Willamette Rivers. <u>Landslide hazard</u> : Relatively large amounts including rapidly moving landslide areas on northern slopes of Pete's Mountain. <u>Wildfire hazard</u> : Large amount of wildfire hazard area.

Rural Reserve Factors		How does it meet the factor?	Discussion
3c.	Important fish & wildlife habitat?	Medium	Floodplains and associated wetlands of Tualatin and Willamette rivers support considerable wildlife habitat. Peach Cove Bog is a unique wetland, believed to be the only wetland of its kind remaining in the Willamette Valley.
3d.	Necessary to protect water quality?	Medium	The Willamette River floodplain protects the water quality of the river. The riparian areas and floodplains of the Tualatin River are important to protect the water quality of this river, which has been heavily impacted by urban and agricultural uses.
3e.	Provides a sense of place?	High	Willamette River and Pete's Mountain form a visual edge for travelers on 99E. Part of the rural view from I-205 highway.
3f.	Can serve as a boundary or buffer between urban and rural or natural resource areas?	High	Pete's Mountain can buffer Peach Cove and agricultural areas to the south from urban activities to the north.
3g.	Provide for separation between cities?	High	Pete's Mountain could be part of a large rural separation between the PMUGB and Canby.
3f.	Provide easy access to recreational opportunities	Medium	Includes a golf course and several nature preserves.

4. Contains "foundation" or "important" agricultural lands and is located within 3 miles of an UGB

Foundation	No	
Important	Yes	
Within 3 miles of an UGB	Yes to PMUGB	

Issues, Concerns, Opportunities

- Some property owners have requested the area be considered for urban reserves, citing its value for executive housing.
- Some area residents have resisted the idea of urban reserves, citing concerns about water and roads.

Rural Reserve Suggestions, Options and Rationale

Suggestion: Designate inventoried natural features as rural reserve.

Rationale:

- The area qualifies as "under threat of urbanization" because it is adjacent to an UGB.
- Part of the area qualifies under the agricultural protection factors, but contains "important," not "foundation" farmland.
- The Peach Cove area will be protected for agricultural use by existing zoning, and the physical buffer provided by Pete's Mountain and the Willamette River.
- Part of the area does not qualify under the agricultural protection factors; it contains "conflicted" farmland.

- Some of the area qualifies under the natural features protection factors.
- Part of the area qualifies under the safe harbor factor.
- This designation would be consistent with the Board's identified top priorities:
 - Protection of natural features
 - Protection of "foundation" farmlands.

Option #1: Designate the "important" agricultural lands area as rural reserve. Rationale: With an "important" designation, the area qualifies under the safe harbor provision.