

## MEMORANDUM

October 2, 2009

**TO:** Mayor Galle and City Council members

**FROM:** Tom Coffee, Consultant

**SUBJECT:** Stafford Area Report for September 2009

### **Overview**

In September, West Linn's position on the Stafford Area north of the Tualatin River was endorsed by the Clackamas County Board of Commissioners and rejected by Metro's Chief Operating Officer, Michael Jordan. The Commissioner's concluded that the area north of the Tualatin should not be urban and that its rural character could best be protected as undesignated. Mr. Jordan recommended that the entire Stafford basin be considered for urbanization at meetings of the Reserves Steering Committee and the Metropolitan Policy Advisory Committee on September 23, 2009. Decision-making authority rests with the CORE 4 and they are expected to make their decisions on the urban/rural reserves in late October. The Reserves Steering Committee is expected to make its recommendation to the CORE 4 at its next meeting to be held on October 14, 2009.

### **Clackamas County Board of Commissioners Recommendation**

The Board of Commissioners held a public hearing on the reserves on September 8, 2009. Over eighty people testified including Councilor Cummings and the Consultant. On September 10, 2009, the Board deliberated on the information in the record and the testimony from the hearing and made their preliminary recommendations on urban and rural reserves in Clackamas County to the CORE 4. The Board recommended that the Stafford Area north of the Tualatin River be undesignated and that the areas north of 205 and south of the river and south of 205 and north of the River be an urban reserve

The Board noted that there should be further discussion on the issue of adding some urban reserve north of the Tualatin River in the Mossy Brae area to facilitate to the future extension of sewer to address a possible future septic tank problem and to add additional potential employment lands. A meeting of stakeholders to discuss these issues was scheduled for October 1, 2009.

### **Michael Jordan's Recommendation**

As the Chief Operating Official of Metro, Michael Jordan has made the staff recommendations under the title of Making The Greatest Place related to Investment Strategy, the Urban Growth Report, the Regional Transportation Plan and Urban and Rural Reserve Reports. The recommendations were made to the Metro Council on September 14, 2009. They are contained in binders totaling over 1,000 pages and are available for downloading from the Metro website or on a DVD available from Metro. In his analysis of the Urban Growth Report, Mr. Jordan concludes that much of the future growth can be accommodated within the current Urban Growth Boundary and that the amount of urban reserves for the next 40 to 50 years ranges from 15,700 acres to 29,100 acres.

Mr. Jordan then reviews the candidate urban and rural reserve areas throughout the region and provides his recommendations area by area. Section 3E and Appendix 3E-A containing his analysis of urban reserve need and recommendation of the Clackamas County candidate reserve areas are attached.

His recommendations concerning the Stafford Area focus on the I-205/Stafford Road interchange area for urban reserves ". . . to help maintain and further enhance the local and regional economy through its strategic location along the I-205 employment corridor and close proximity to I-5. There is even a potential for a town center at this location." He further states that: "A more significant amount of land than has been recommended by the county should be considered for inclusion within the urban reserves, notwithstanding the political challenges concerning governance."

Mr. Jordan was asked to clarify his recommendations by Mayor Hoffman at the September 23, 2009 Reserves Steering Committee and by Councilor Carson at the MPAC meeting the same day. In response, he stated at both meetings that the "entire Stafford basin should be considered for urban reserves."

### **CORE 4 Preliminary Deliberations**

On September 30, 2009, the CORE 4 began to deliberate on the candidate urban and rural reserve areas. They reviewed the individual urban and rural areas and identified those that there seemed to be consensus on and those that would require further analysis and discussion. The CORE 4 is expected to complete its deliberations at its next meeting on October 26, 2009 upon receipt of the Reserves Steering Committee recommendation of October 14, 2009. The Reserves Steering Committee held an all day meeting on September 23, 2009 to review all the candidate areas and discuss the policy issues related to managing future urbanization.

## **MPAC'S ROLE**

While MPAC has been kept informed of the urban/rural reserves debate and the findings, conclusions and recommendations of the various Metro studies and plans, it has not been directly involved in the County PAC, County Commission, Reserves Steering Committee, CORE 4 discussions. Unless MPAC members have been "fortunate" enough to be members of those other groups and then they may have had to sit through the same presentations up to 5 times! Commissioner Lehan is one example.

Beginning October 23, 2009 with an 8:00 am to 3:00 pm retreat at the Zoo, MPAC will become very involved in the urban/rural reserve process and the outstanding issues related to the Urban Growth Report and the Regional Transportation Plan. On October 28, 2009, at their regular meeting, MPAC will consider amendments to the Urban Growth Report and the Regional Transportation Plan. On November 18, 2009, MPAC will make recommendations on the Urban Growth Report and the Regional Transportation Plan as well as consider amendments to the Intergovernmental Agreements on Urban and Rural Reserves. Then on December 9, 2009, MPAC will make its recommendations on the Reserve IGA's.

## **The County Meeting on Additional Urban Reserves in Stafford**

On October 1, 2009, County Commissioners Austin and Bernard convened a meeting. The purpose of the meeting was; ". . . to take a closer look at the Mossy Brae/Johnson road area . . . to bring together the local elected officials, representatives from the Stafford Hamlet and property owners in the specific area to discuss the circumstances under which the BCC may want to consider recommending the Mossy Brae and Johnson Road area for inclusion as an urban reserve." (Meeting invitation e-mail of September 18, 2009.)

The meeting was attended by Commissioners Austin and Bernard, West Linn Mayor Galle and Councilor Cummings, Lake Oswego Mayor Hoffman and Councilor Olson, Tualatin Mayor Ogden and Councilor Barhyte, Walt Gamble, David Adams and Jay Minor of the Hamlet, and Herb Koss, David Marks and other property owners and representatives of the Clackamas County Business Alliance. Following a statement by Herb Koss and the Alliance that the area north of the Tualatin should be added to the urban reserve designation the Mayors were asked to give their City's position. Mayor Ogden objected to the area south of the River being recommended for urban against Tualatin's stated objection and could see no reason for adding to it. Mayor Hoffman said that Lake Oswego was not interested in any expansion of the urban reserve area because Lake Oswego had enough issues to deal with inside its current urban growth boundary. Mayor Galle stated that she did not have the support of the Council and that she was not speaking for them but she thought that West Linn would benefit in the long run from an expanded economic base and that she could see

that happening in the Borland area and on a small area of land across from City Hall and along Rosemont. Councilor Cummings stated that that was not the position of the four council members and that as recent as the Council's September 21, 2009 worksession, they had reaffirmed their opposition to urban reserves in the Stafford Area. The Stafford Hamlet representatives pointed out that an expansion would be inconsistent with the Hamlet's vision and questioned why such an expansion was even being considered.

Discussion of the pros and cons of an urban reserve expansion continued for another hour with no change in the positions of the parties present. Jay Minor suggested that it would be in everyone's interest for the County to convene further meetings of the group to attempt to come to some agreement as to how the area could progress under as undesignated as recommended by the Commissioners. The meeting was adjourned.

### **The Public Involvement Process**

Meanwhile the public involvement process continues in the form of open house/public hearing events throughout the region. On October 13, 2009 such an event will be held at the Clackamas County Public Service Building. The informational open house will begin at 4:00 pm and the public hearing will begin at 5:15 pm. The last meeting in this series will be held at Metro at the same times on October 15, 2009. These meetings and hearings are to receive comment on the Urban Growth Report, the Regional Transportation Plan and the Urban and Rural Reserves. A final series of hearings on the reserves are to be scheduled in November/December.

### **Observations**

Despite Mr. Jordan's recommendation, which may well reflect the thinking of the Metro Council, the decision on the designation of the reserves is to be made by the CORE 4. The City should continue to present its position at every opportunity and continue to support the Clackamas County Board of Commissioners in their preliminary recommendation to leave the Stafford Area north of the Tualatin River undesignated.

## Introduction

One of the best-loved features of the Portland metropolitan region is its remarkable interplay of wild places, urban spaces and fertile furrows. The rich soils and abundant rainfall of this region made it the destination of one of the greatest human migrations in history. Like those early settlers, residents and leaders over time have recognized our immense good fortune in living in this abundant setting, and they developed processes to protect and maintain our most treasured assets--our farms, forests and natural areas. Unlike so many growing urban areas across the country, we've honored our heritage by keeping our developed footprint relatively compact. Today, distinctive communities, spectacular natural areas and productive cultivated landscapes comprise the physical, social and economic fabric of our region. They are interwoven and give this place its unique character.

In addition to protecting lands from urbanization, over the years we've developed a deeper understanding of our relationship to the land. Forty or fifty years ago, few Oregonians were familiar with the natural history or ecological mosaic of their region or thought a great deal about the origin of products on their grocery store shelves. Today terms like "riparian" and "restoration" are part of our urban lexicon. The region's residents pooled their resources to purchase a network of publicly owned natural areas, securing for generations their access to outdoor romps, clean water, wildlife habitat and a bit of solace within a bustling metro area. And our commitment to locally harvested food is now a powerful and colorful icon of the culture of contemporary Portland area communities.

At the same time, our cities and towns have blossomed in ways we couldn't have imagined 40 to 50 years ago, in great part due to the context in which they reside. Communities across the region have recaptured the charm of their historic downtown shopping and dining districts. From First Tuesday in Hillsboro to First Thursday in the Pearl District, art exhibits, community fairs and farmers markets that are sprouting across the region display the exuberance of contemporary metro area urban life. Today we're a creative hot spot with a reputation for indie music, award winning wines and gourmet presentation of locally grown food. With the newly opened Green Line, MAX light rail links communities in a growing network of transit options that span the region. Our region attracts up-and-coming entrepreneurs who find kindred creative spirits here, sparking new businesses, new designs and new approaches to green building and development.

As our relationship to the land and our communities has evolved over time, so must our tools for maintaining those relationships. Oregon's land use system provides a process for incrementally accommodating an expanding population while protecting farms and forests. The system requires communities to do what they can to accommodate growth in their existing footprint before expanding out. In contrast to urban areas across the country, much of our success in maintaining livability and advancing sustainability can be traced to this system of compact urban centers nested in protected rural landscapes. Yet it has become clear that the system for considering the land needs of the region needs a bit of remodeling.

A central tenet of that system is the urban growth boundary surrounding the Portland metropolitan area, separating urban communities from rural lands. Metro is responsible for monitoring the growth boundary and every five years calculates how much acreage is needed to maintain a 20-year supply of land to accommodate projected urban growth. The boundary is expanded only when necessary to respond to that need.

Under this longstanding system, every five years the citizens of the region grapple with identifying areas for urban expansion. This five year timeframe keeps landowners at the edge of the boundary in limbo, never knowing whether or when their lands might be destined for urbanization. Farmland owners and farmers who lease land near the boundary have difficulty taking longer term actions such as investing in irrigation systems or drainage tile, converting to organic agricultural practices or planting vineyards or orchards. This pushes viable agricultural activities, many that sell to urban customers, farther and farther away from the urban area. At the same time the uncertainties inherent in this system make it difficult for cities to make smart investments in publicly owned and shared systems like streets, drinking water pipes, parks and sewage disposal facilities.

After Metro's last urban growth boundary decision, the region's leaders proposed a solution. As a result, in 2007, the Oregon Legislature approved Senate Bill 1011. This legislation enables the region to identify and designate areas outside the current urban growth boundary that are best suited for housing and employment over the next 40 to 50 years as urban reserves. SB 1011 also provides a new opportunity to identify areas that should remain working farms and forests or natural areas for at least the next 40 to 50 years.

#### **What makes this system better?**

In the past, when considering expanding the boundary, Metro was required by state land use laws to consider the quality of the soil above everything else. Protecting high quality farm soils is important and that system provided a way to decide where *not* to develop. But it didn't provide a method for determining where development might make sense—which attributes of the landscape are most conducive to supporting a flourishing urban community. For the first time the region has a formal method for considering what makes a good site for a city.

Factors for urban reserve designation identified in Senate Bill 1011 include:

- Can the land be developed at urban densities that make efficient use of existing and future infrastructure?
- Does the land have enough development capacity to support a healthy economy?
- Can water, sewer, schools, parks and other urban-level services be provided efficiently?
- Can the land accommodate a well-designed system of streets, trails and transit?
- Can the area be designed to preserve and enhance natural ecological systems?
- Is there enough land to accommodate a range of housing types?
- Can the area be developed while preserving natural landscape features?
- Can the area be designed to minimize conflicts with farms, forests and important natural features on nearby land, including adjacent rural reserves?

At the same time, the designation of rural reserves provides a means for protecting the region's most valuable, productive and financially viable farms and commercial forests from urban development. The rural reserves designation is also designed to prevent urbanization of the region's most significant natural features like wetlands, rivers and their floodplains, buttes and savannas and to use some of these features as natural boundaries to urban expansion.

Factors for rural reserve designation identified in Senate Bill 1011 include:

- Is the land in an area that is potentially subject to urbanization?
- Is the area capable of sustaining long-term agriculture or forestry operations?
- Does the area include:
  - natural landscape features such as natural hazards?
  - important fish, plant or wildlife habitat?
  - lands that protect water supply and quality?
  - features that provide a sense of place such as rivers or buttes?
  - lands that separate cities?
  - lands that provide access to recreational opportunities?

The full text of the urban and rural reserve designation factors contained in Oregon Administrative Rules is provided in Appendix 3E-B.

Instead of starting from scratch every five years to consider whether and how to expand the urban footprint, the reserves process provides a common sense approach and greater certainty for local governments, businesses and rural landowners. Metro will still consider the residential and employment needs of its citizens every five years and make sure there is a 20 year supply of buildable land, but in the future the lands considered for expansion will be those within urban reserves.

In addition to considering the land's attributes, the reserves process provides the means for taking a longer term view in determining the scale and location of urban expansion or conversely, of rural land protection. It provides the means for residents of the region to collectively agree to the desired scale of urban expansion over time, establishing a more deliberate focus on the future of existing communities.

#### **What are urban and rural reserves?**

Urban reserves will be designated by Metro on lands currently outside the urban growth boundary that are suitable for accommodating urban development over the next 40 to 50 years. Rural reserves will be designated by each county on lands outside the current urban growth boundary that are high value working farms and forests or have important natural features like rivers, wetlands, buttes and floodplains. These areas will be protected from urbanization for the next 40 to 50 years.

Urban and rural reserve designations will not change current zoning or restrict landowners' currently allowed use of their lands. They will provide greater clarity regarding the long term expected use of the land and allow both public and private landowners to make long term investments with greater assurance.

Some lands currently outside the urban growth boundary will remain without either rural or urban designation. These lands are likely to be areas where there is limited potential for urbanization or areas that are neither high quality farmland nor the highest priority for urban expansion.

#### **How is the public involved?**

The reserves planning process was designed to provide stakeholders with a variety of ways to express their desires for the region's future and influence the outcome of the reserves decisions. Every citizen of the region has representation at several levels of the process and many opportunities to review maps and reports, consult with staff and elected officials and share their views. Metro and the three counties are following a state-approved coordinated public involvement plan throughout the course of the entire reserves project.

When the process was launched in 2008, a regional Reserves Steering Committee was formed comprising representatives of the many land use interests in the region including officials from local cities, counties, state agencies and Metro, as well as representatives from a variety of businesses, the agriculture industry, and environmental and social advocacy organizations. The Reserves Steering Committee advises the three counties and Metro—the four jurisdictions that will make the reserves designations—and is co-chaired by their representatives, known as the Core 4. They are:

- Clackamas County Commissioner Charlotte Lehan
- Multnomah County Commissioner Jeff Cogen
- Washington County Chair Tom Brian
- Metro Councilor Kathryn Harrington

The steering committee has met monthly, reviewing work in progress, raising process questions, requesting information, providing insights and guidance and providing outreach to and feedback from their respective constituents. Each of the three counties has also established advisory committees to inform their respective county commissions of local concerns and priorities.

Additionally, at key points in the process, Metro and the three counties have jointly sponsored open houses across the region, inviting residents to learn how the process is progressing and express their desires to officials. The counties have each held public hearings to gain insights from citizens. Metro is holding public hearings as part of the release of this strategy and will hold additional hearings at stages in the decision process. Metro and the counties also have web sites that include opportunities for residents to provide comments electronically. The lines of communication are essentially open throughout the process. Email and letters are welcome at any time.

## Timeline

Phase 1 November 2007 – March 2008	Phase 2 April 2008 – August 2008	Phase 3 September 2008 – October 2009	Phase 4 November 2009 – December 2009	Phase 5 January 2010 – May 2010
Establish committees, project approach and public involvement process	Identify reserves study area	Analyze reserves study area	Recommend urban and rural reserves	Adopt urban and rural reserves
<b>Milestones</b>				
Agree on factors and process	Select reserves study area	Recommend preliminary reserves	Create intergovernmental agreements on reserves designations	Counties designate rural reserves; Metro designates urban reserves

### What's been done so far?

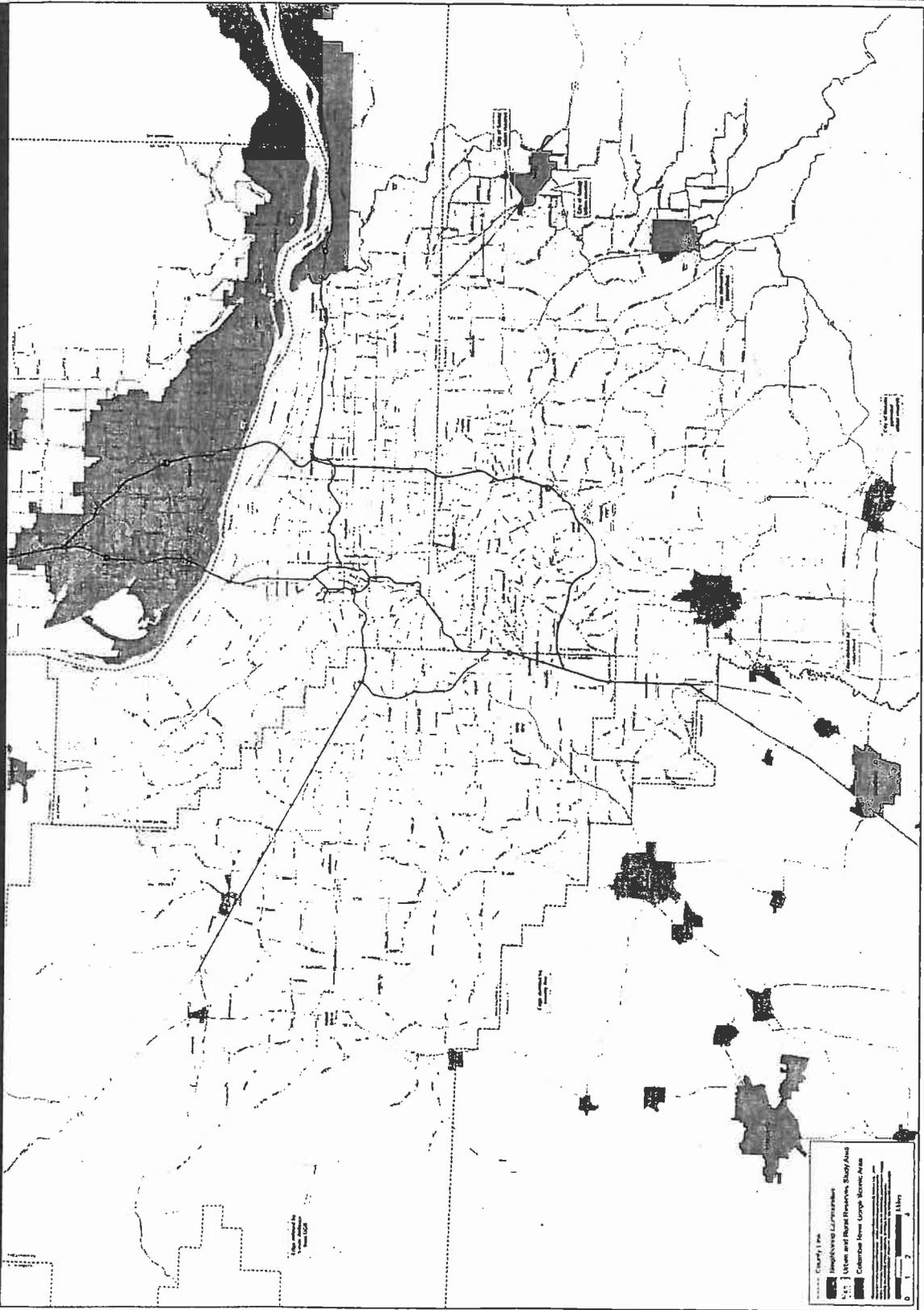
In September 2008, after consulting with residents of the region, the counties and Metro established a study area for the reserves project — roughly a five-mile-wide ring around the current urban growth boundary. The boundaries of the study area were adjusted to exclude lands outside the three metro-area counties (to reflect Metro's limited authority under state law); the City of Sandy's existing urban reserves; the Columbia Gorge National Scenic Area (which is already protected from urbanization under federal law); and to include areas extending out to neighbor cities such as Canby, Banks and Estacada. The study area is shown on page 6.

From autumn 2008 to spring 2009, the planning staff of the three counties and Metro analyzed these lands using the factors identified in Senate Bill 1011 to determine their suitability for either long term urban or rural uses. The three counties worked with their respective advisory committees and consulted with a variety of other stakeholders to create rough draft maps of urban and rural reserve candidate areas which they shared with the Regional Reserves Steering Committee and the public in April 2009. The Core 4 approved the candidate areas in May.

From May through September 2009, the counties continued to fine tune their recommendations for land suitability. Following public hearings, the three counties will make recommendations on land suitability in September. These recommendations will be presented to the regional Reserves Steering Committee on September 23.

A hallmark of the reserves process is its iterative nature. A multi-step screening process has been used to evaluate suitability, and more refined analysis is applied to lands at every step of the way. While the reserves designation process dwells in the arena of a broad regional system of land use, as lands are brought into the urban growth boundary there will be opportunity and necessity for more detailed local visions, plans and implementation.

**Urban and Rural Reserve Study Areas**



**How will decisions be made?**

The regional Reserves Steering Committee will review the suitability analyses from each of the counties as a basis for crafting a recommendation for a regional reserves system. They will make their recommendation to the Core 4 in mid October. Their recommendation will be shared with the public at open houses across the region in late October and November where there will be opportunities for residents to express their views.

The Core 4 will use all of this information—the county suitability analyses and advisory committee recommendations, the regional Reserves Steering Committee recommendation and public comment—in their discussions with each other and with their colleagues. The Core 4 members will each act as an emissary from their respective commission or council as they work together to negotiate a final reserves map of the region. The counties and Metro anticipate reaching formal intergovernmental agreements in late 2009 that define the agreed-upon urban and rural reserves. A sample intergovernmental agreement is attached as exhibit 3E-E.

In spring 2010, the Metro Council will formally adopt urban reserves with a reserves ordinance that will amend the Regional Framework Plan and make changes to Metro's Urban Growth Management Functional Plan to implement new policy on reserves, including a requirement that concept plans be in place before any urban reserve is brought into the urban growth boundary. A draft of the key elements of this ordinance is attached as exhibit 3E-F. Likewise, the counties will each adopt rural reserves in spring 2010 by amending their respective county comprehensive plans.

*Strategies for a Sustainable and Prosperous Region* is intended to assist with this process by proposing a comprehensive strategy for this region's future. The next section outlines how the comprehensive strategy informs the reserves process and provides specific recommendations on the reserves policy decisions ahead.

## Recommendations

This treasured place and the planet we inhabit face formidable challenges. Locally and globally, pressing issues require changing our thinking and planning for a future that will be significantly different from the past. How we respond to these challenges today will set the course for generations to come.

The urban and rural reserve process is our region's longest-range planning effort so the size, form and location of the chosen reserves will speak volumes about our aspirations for the future and our commitment to tackling the challenges ahead.

The region already has a long-range plan, the 2040 Growth Concept, which lays out our overall roadmap for the future. The 2040 Growth Concept acknowledges population growth as a fact of life and states the region's intention to incorporate that growth as much as possible into city and town centers, along transportation corridors and in employment areas. This approach protects existing single family neighborhoods, enhances community centers and main streets, increases the efficiency of public investments and avoids unnecessary development of farms, forests and natural areas. Our strategy represents the safest approach to an uncertain future because it is more sustainable, more livable and more fiscally responsible than urban sprawl and can reduce the region's carbon footprint. Therefore, reserves designations should above all reflect and support successful implementation of the 2040 Growth Concept.

In keeping with that goal these urban and rural reserve recommendations assume:

- The majority of our region's future growth will occur in existing centers, corridors and employment areas. This will be facilitated by an integrated set of investments and policy actions summarized in Chapters 1 and 2 of the Metro Chief Operating Officer's *Strategies for a Sustainable and Prosperous Region*. Land supply is only one tool to manage growth and develop communities; common sense and state law require other approaches to be exhausted before we resort to urbanization of farms, forests and natural areas.
- Development patterns will be different in the future as our economy responds to the global and local challenges listed above. Existing centers, corridors and employment areas will become more compact and vibrant, and new urban areas must be located, planned and developed to ensure they will stand the test of time.
- Farms, forests and natural areas will continue to be a cornerstone of this region's identity and economy for the next 50 years and beyond.

### *Local and Global Challenges Ahead*

- *Climate Change*
- *Volatile Energy Costs*
- *Economic globalization*
- *Deteriorating infrastructure*
- *Population growth*
- *Shifting demographics*

These assumptions assist in selecting both urban and rural reserves and in defining the appropriate scale of urban reserves. Recommendations on each topic are included in this section.

### ***Regional Reserves Designation Principles***

To assist in the designation of urban and rural reserves, regional reserves designation principles are proposed, designed to focus consideration on the suitability of lands to accommodate future urban or rural uses. The desired outcome is quality reserves in the right places that have the highest potential for success. The following principles are recommended:

- Urban reserve designations should prioritize lands that have the potential to complement and strengthen *existing* communities. Examples could include the creation of new centers to provide existing residents with more accessible services and shopping or the addition of residential capacity to assist with successful development of existing downtowns or corridors.
- Urban reserves designations should support job creation and economic opportunity by providing for future urban growth boundary expansions onto suitable employment lands when economic need is demonstrated. This recommendation goes hand-in-hand with strategies recommended elsewhere in the *Strategies for a Sustainable and Prosperous Region* that prime industrial and employment lands must be protected and preserved for industrial development and that a “fast-track” UGB expansion process should be established to address important economic opportunities.
- Urban reserve designations should prioritize lands that can accommodate a compact urban form. Considering the major challenges facing us – from climate change to lack of infrastructure funding to demographic changes – areas added to the growth boundary in the future must be more efficient and high-performing. Communities that are ultimately built in reserves added to the urban growth boundary should provide a more complete array of services near where people live and make it easier for people to choose walking, transit and biking for everyday travel. The technical suitability analysis completed by the counties and Metro will inform each area’s potential for this.
- Reserve designations should provide for separation between the metropolitan region and neighbor cities (particularly Sandy, Estacada, Molalla, Canby, Newberg, Gaston, Banks, North Plains and Scappoose). This will ensure that these communities retain their distinct identity and the potential to grow in keeping with their own aspirations and state law.
- Not all land will be urban or rural reserve; some lands will have no designation. Reserve locations should be relevant to urbanization pressures. Lands with no designation will continue to operate under their current zoning regulations with no changes.
- Natural and man-made features will provide “hard edges” defining permanent boundaries between urban and rural landscapes. Conflicts between rural and urban

uses – ranging from traffic to dust to noise – frequently arise at the urban fringe and a logical, thoughtful consideration of ultimate urban form has the potential to minimize such problems in the future.

- Rural reserves should be chosen to protect the agriculture and forestry industries and important natural landscape features from future urbanization.

### ***Defining the Scale of Reserves***

The reserves process has purposefully focused on studying the suitability of lands outside the growth boundary for future urban and rural uses rather than on identification of an exact number of acres required for each. Our ability to forecast growth and development trends for the far future is limited and no mathematical formula or methodology is provided in state law or administrative rule for determining the scale of urban reserves. Thus, rather than debating decimal points the region has properly focused on the discussion of desired outcomes and policy and investment choices available to us.

However, once a set of suitable lands is identified, we must ensure that, together with lands inside the existing urban growth boundary, the urban reserves can be planned to accommodate estimated urban population and employment growth for 40 to 50 years beyond 2010. When designating urban reserves, Metro will specify the number of years for which the urban reserves are intended to provide a supply of land. Narrowing the range of “sufficiency” for urban reserves will provide focus to the regional reserves discussion and lead to final decisions. The range is defined by the answers to three questions:

- How many people and jobs should we plan for?
- How many of these people and jobs should we plan to accommodate within the existing urban growth boundary?
- How efficient will development be within urban reserves?

This analysis proposes answers to these questions based on the comprehensive roadmap laid out in the Chief Operating Officer’s *Strategies for a Sustainable and Prosperous Region*, the Regional Reserves Guiding Principles listed above and the technical methodologies used to analyze demand and capacity in the draft urban growth report (UGR). Technical memoranda detailing the application of the regional reserves guiding principles to the urban growth report’s methodology, extended over a 40/50 year timescale are attached to this report as Appendices 3E-C and 3E-D. The UGR (Section 3A of the *Strategies for a Sustainable and Prosperous Region*) contains much more information and discussion on many of the topics covered here.

An overview of the process to answer the questions above is presented in this section, beginning with population and employment growth forecasts. Metro released a Draft 2005-2060 Regional Population and Employment Forecast in May 2008 and updated it in April 2009. The current forecasts are included in the Chief Operating Officer’s *Strategies for a Sustainable and Prosperous Region* as an Appendix to the Draft Urban Growth Report. The forecast is based on national economic and demographic information, and is adjusted by Metro to account for regional growth factors. The forecast has been available for public comment for more than a

year and has been peer-reviewed to ensure all appropriate technical factors are considered. The forecast is presented as a range to encourage discussion of the factors influencing growth rates and the risks and opportunities of planning for various points within the range.

The base forecast covers the seven-county Portland-Beaverton-Vancouver Metropolitan Statistical Area. Table 1 lists the total growth in population and jobs expected for the entire seven-county area.

	<b>2050</b>		<b>2060</b>	
	<b>Low</b>	<b>High</b>	<b>Low</b>	<b>High</b>
<b>New residents</b>	1,107,800	1,693,700	1,344,000	2,110,700
<b>New jobs</b>	497,200	1,153,300	608,300	1,382,800

It is estimated that there is a 90 percent chance that the rate of growth will fall within this forecasted range, but high confidence comes at the price of larger variability. The full scope of the range is important to consider in our planning work, but the large variability may make it more difficult to arrive at a reserves conclusion. Therefore, this report recommends that the range be further narrowed by focusing on the middle one-third of the forecast range (illustrated in Appendices 3E-C and 3E-D). This retains a range to work with but eliminates the more unlikely very low and very high growth forecasts. Table 2 lists the narrowed forecast range.

	<b>2050</b>		<b>2060</b>	
	<b>Mid 1/3 low</b>	<b>Mid 1/3 high</b>	<b>Mid 1/3 low</b>	<b>Mid 1/3 high</b>
<b>New residents</b>	1,428,300	1,563,700	1,729,800	1,907,400
<b>New jobs</b>	696,300	945,000	843,700	1,127,200

The next step is determining how many of these residents and jobs will be located within the Metro area and the capacity of the current urban growth boundary to accommodate that growth over the reserves timeframe. As noted above, the assessment used here is based on the methodologies identified in Metro's Draft UGR. Approximately 62 percent of regional residential growth and 70 percent of regional employment growth is expected to be accommodated within the Portland metro area urban growth boundary.

Table 3 summarizes the residential and employment projections for the metro urban growth boundary over the reserves timeframe.

**Table 3**  
**New Dwelling Units and Jobs Within Portland metro area UGB, 2007 - 2050/2060**

	2050		2060	
	Mid ⅓ low	Mid ⅓ high	Mid ⅓ low	Mid ⅓ high
<b>New dwelling units</b>	405,400	441,000	484,800	531,600
<b>New jobs</b>	515,300	699,300	624,300	834,100

The urban growth report contains a detailed assessment of the capacity of the urban growth boundary to accommodate growth over the next 20 years. A key finding is that city and county plans and zoning ordinances allow the creation of enough dwelling units and employment locations to accommodate the region’s forecasted growth. However, the analysis concludes that under current market conditions and the policies and financial structures in place today, the region is not likely to realize all of this capacity by the year 2030. We face a gap between the aspirations of local communities and market realities under current conditions. This gap has been confirmed by computer analysis using Metro’s market-based economic and land use model, *MetroScope*.

Our own experience – validated by computer modeling – tells us that we have tools that can close the gap. The region and local governments can turn potential capacity into actual development by focusing investments in existing communities and by taking complementary policy steps to ensure maximum utilization of the investments that are made.

All of the issues identified in the urban growth report apply to the reserves timeframe as well, although computer models are of little use when we look 40 to 50 years out in the future. Significant zoned capacity exists to accommodate regional growth but it is likely that not all of it will be realized. Therefore, assumptions must be made about what strategies will be used and what impact they will have on growth patterns in the future.

The Chief Operating Officer’s *Strategies for a Sustainable and Prosperous Region* calls for a coordinated investment and policy strategy to make regional and community goals a reality. If we use land inside the existing urban growth boundary efficiently before expanding, we can build great communities, proactively address the economic, environmental and demographic challenges ahead of us and protect valued farms, forests and natural areas. Therefore, this report assumes that we will increasingly focus our investments and growth inside the existing urban growth boundary over the 40 to 50 year reserves timeframe and increasingly use the zoning that cities and counties have put in place.

These strategies are expected to result in 70 percent to 80 percent of forecasted residential growth being accommodated within the existing urban growth boundary, and an even higher percentage of employment growth. The rest will need to be accommodated within future growth boundary expansions into urban reserves.

The final step in the process is to predict the efficiency of future growth outside today’s growth boundary. The reserves process was established to find lands suitable for development as “great communities” – areas that are, among other things, compact, walkable and cost-effective

to develop and maintain. Therefore, suitability findings should be directly related to an area's ability to accommodate compact, efficient development patterns. These areas should demonstrate the potential to develop effective and efficient internal transportation grids, connections to regional roads and highways, and other public works systems. In addition, these areas should include or be closely connected to downtowns, main streets and employment areas that residents can access conveniently and safely by walking, bicycling and transit.

Thus, just as our existing downtowns and main streets must accommodate more growth to achieve community aspirations, we must assume that development outside the existing urban growth boundary will be more compact and efficient in the future. This is the only reasonable tradeoff justifying expansions of urban development into farm and forest land. Technical analysis of the urban reserve candidate areas by county and Metro staff and policy discussions by citizens, stakeholders and elected officials has provided a great deal of information on this, discussed in detail in each county's suitability assessment.

While we want to use land as efficiently as possible, it's also of critical importance that we support job creation and economic opportunity and plan for sufficient employment land capacity for the long term. Some desirable employers may not choose to locate on redeveloped sites or to significantly adapt their facility designs to make use of a more compact site even over the reserves timeframe. The Draft Urban Growth Report contains a sophisticated new methodology for evaluating employment demand and capacity that was developed by E.D. Hovee & Company's consultant team. This work can be extended to the reserves timeframe to ensure we do provide sufficient land for employment opportunities in the future. The employment analysis concludes that sufficient capacity exists within the metro urban growth boundary to accommodate most forecasted employment growth, but that a long-range need for large lot industrial parcels should be accommodated within urban reserves.

In sum, this report recommends an increased focus on investment and growth within existing downtowns and main streets. This financially prudent approach will protect valuable farms, forests and natural areas while enhancing the livability of existing communities. The addition of land to existing communities via urban growth boundary expansions will be a key part of the region's long-term growth strategy as well, accommodating between 19 percent and 29 percent of future residential growth and key employment opportunities. Targeted urban reserves should be designated to accommodate healthy employment growth and to complement existing communities.

All of these goals can best be achieved by the adoption of urban reserves between 15,700 acres and 29,100 acres, depending on the chosen timeframe and growth rate assumptions. The suitability assessment and a discussion of the risks and opportunities of planning for different timeframes will inform the final decision on size of urban reserves.

**Table 3: Recommended Regional Scale of Urban Reserves**

11,300 acres	<b>Residential</b>	22,400 acres
4,400 acres	<b>Employment</b>	6,700 acres
15,700 acres	<b>Total</b>	29,100 acres

Although no numeric targets were created in the administrative rules for this, the region will also have to decide the scale of rural reserves. Rural reserve sizing and form should be guided by the proposed Regional Reserves Designation Principles outlined above and by the factors established in state statute and administrative rules.

***Urban and Rural Reserve Designation Recommendations***

With a sense of the appropriate scale of urban reserves in mind, the guiding principles defined above can be applied to the urban and rural reserve suitability maps to produce recommendations on the designation of urban and rural reserves. These Chief Operating Officer recommendations are designed to support regional decision-making and will inform discussions of the Regional Steering Committee, the county advisory committees and county commissions, the Metropolitan Policy Advisory Committee and the Metro Council.

The Metro Chief Operating Officer’s recommendations on reserves are divided into 14 geographic areas for simplicity and readability. In reality, of course, no such “hard lines” exist; it is important to consider urban and rural reserve designations as an entire regional system. The assessments and related maps, found in Appendix 3E-A, are based on the final recommendations from the three county advisory committees. Final suitability recommendations from each county were not available in time for use in this document. The dates of the latest information available for use in these assessments are shown on the index map.

These recommendations are made with respect for the work that has already been done by the many public officials and other parties who have been working for over a year to assess and designate reserves, and with the expectation that many, if not most, of these comments are generally consistent with the direction of that process.

## **The next half century**

Reserve designations, in concert with the other aspects of Making the Greatest Place, will shape the Portland Metropolitan Region in profound ways, determining where we work, how we travel, where we shop, where we play and how we interact with neighbors. In particular, the reserves decision will convey to the next several generations how today's residents and their leaders envision the relationship between civilized, cultivated and natural landscapes of our region. Getting this right is no small feat but it is essential.

At this juncture, the process shifts from a county by county assessment of land suitability to a broader context that extends across the greater metropolitan region from the Coast Range to the Cascades and from Wilsonville to the Columbia. As we consider the interconnected physical, ecological and human activities across this vast area and across time we need to contemplate the following:

**Scale:** Senate Bill 1011 stipulates that urban reserves must include sufficient land to support a healthy economy and a range of housing types. It has not yet been determined what constitutes a sufficient system of reserves across the metropolitan area. Additionally, each reserve must be scaled to achieve these goals in relation to its adjacent existing urban community. This is strongly tied to their form and location.

**Form and location:** The arrangement of urban reserves in relation to existing communities and adjacent rural reserves is a critical aspect of establishing a system that will evolve as an efficient, pleasing and functioning land use pattern. The public has strongly expressed a desire to maintain a linkage between cities and the lands that produce their food and offer recreational opportunities. What shape and pattern of urban and rural reserves will best meet the needs of future citizens of the region?

**Regional balance:** The three metropolitan counties have proposed very different configurations of both urban and rural lands within their boundaries. The region's leaders must consider whether there is a greater likelihood of achieving regional goals by balancing lands for jobs and housing between the east and west sides of the urban area. Additionally, they must determine what scale and configuration of rural reserves provides the greatest certainty and best protection for farmers, forest land owners and for natural features around the region.

**Alternatives to urban and rural designations:** Some lands don't fit neatly into a category of urban or rural. This process has highlighted a number of communities where full scale urban development is inappropriate or impractical and where it is more appropriate to plan for a different scale of human habitation, be it the rural community, hamlet, village or town. It is conceivable that some future population growth can be accommodated within communities that do not desire and will not achieve full scale urbanization within the 40 to 50 year timeframe but would likely grow organically and serve as smaller scale rural centers during that period.

These are just a few of the important issues that will be tackled by stakeholders and policy makers in the coming months. We have an opportunity to set the course of this region for decades to come. This is the time for residents and leaders across the region to add your voices,

your insights, your passion and your knowledge to this dramatic process of shaping the future of this place we call home.

## APPENDIX 3E-A

### RESERVE AREA ASSESSMENTS AND RECOMMENDATIONS

The Metro Chief Operating Officer's recommendations on reserves are divided into 14 geographic areas for simplicity and readability. In reality, of course, no such "hard lines" exist; it is important to consider urban and rural reserve designations as an entire regional system. The assessments and related maps are based on the final recommendations from the three county advisory committees. Final suitability recommendations from each county were not available in time for use in this document. The dates of the latest information available for use in these assessments are shown on the index map on page 2. Individual area maps are provided at the end of this appendix.

Reference is made in these recommendations to the several key background studies:

- *Identification of Metro Region Agricultural Lands and Assessing their Long-Term Commercial Viability*, produced by the Oregon Department of Agriculture. This report divided lands outside the Metro urban growth boundary into three categories (Foundation, Important and Conflicted) based on their ability to sustain commercial agricultural operations over the long term.
- *Natural Landscape Features Inventory*, produced by Metro. This study was intended to identify those natural landscape features that influence the sense of place in this region and can define future urban form.
- *Criteria for Consideration of Forestlands within Rural Reserves*, produced by the Oregon Department of Forestry. This report provided mapping and criteria to assist in the determination of what forestlands and natural resources should be included within rural reserves.

These studies, the suitability assessments completed by each county, and a wide variety of other information submitted as part of the reserves process to date to assist with suitability assessments are available through Metro's Urban and Rural Reserves website:

[www.oregonmetro.gov/reserves](http://www.oregonmetro.gov/reserves).

## Clackanomah Area

### Context/Rural Status

This area east of the cities of Damascus and Gresham in Clackamas and Multnomah Counties is defined by SE Lusted Road on the north, SE Orient Drive/SE 312 Avenue on the east, the community of Boring on the south and the UGB on the west. According to the Agricultural Lands Inventory, the area is split between Conflicted agricultural land west of SE 282<sup>nd</sup> Ave and south of Highway 26 and Foundation agricultural land in the remaining portion of the area. The area includes the East Buttes natural landscape feature and is adjacent to Deep Creek Canyon.

### County Reserves Study Status

The Multnomah County Citizen Advisory Committee (CAC) has recommended that there be no urban reserves in this area. The CAC also recommended that the following areas be designated as rural reserves: North of Sandy River from the existing UGB out 3 miles; and all the land south and west of the Sandy River.

The Clackamas County Policy Advisory Committee (PAC) has recommended 2,203 acres of this area for urban reserve designation under the state factors. The recommended area is defined by the UGB on the west and north, SE 282<sup>nd</sup> Avenue on the east, and Highway 212 on the south. This area is characterized by the forested steep buttes adjacent to the UGB in the west and a flatter area west of SE 282<sup>nd</sup> Avenue that contains rural residences dispersed throughout the area, the Boring Middle School, and small scale agriculture activities. The center portion of the area is currently within the Damascus city limits. Based on the PAC discussions, this land would be suitable for both residential and employment uses. The PAC has recommended that the majority of the land to the south and east be designated as a rural reserve with exception of some land along Highway 224.

### Suitability Notes

- a) Some northwest and southwest portions of the study area north of the county line are suitable for future urbanization based on topography, future availability of urban services and the potential for residential or employment uses.
- b) Large portions of the study area below the county line are also suitable for future urbanization based on the same factors as (a) above plus good access to Highway 26.
- c) Some of the areas referred to in (a) and (b) above could be urbanized to make efficient use of public and private investments in Gresham's Springwater industrial area to support a healthy economy in East Multnomah County.
- d) The northern portion of Clackamas County could be designed with a well-connected system of streets, bikeway and trails that link to transportation options in Gresham.
- e) The areas referred to above for consideration of future urban uses must be carefully balanced with the designated Foundation agricultural land.
- f) The East Buttes are a defining landscape feature for the area.

### Metro Chief Operating Officer Recommendation

Some selected acreage north of the county line and additional acreage south of the county line should be considered for inclusion within urban reserves to provide long-term housing and employment opportunities. Most of the land recommended by the CAC and a substantial portion of the land recommended by the PAC should be considered for rural reserves. The

specific amount and location of these reserves should be guided by the following considerations:

- While portions of the area north of SE Lusted Road are suitable for urbanization between creek areas, their location and surrounding land would isolate them from the existing UGB urban areas. There are relatively flat areas for development and roadways between Beaver Creek and the Sandy River area. These landforms, however, along with river tributaries would preclude a well-connected transportation system. Access to the area would be limited to a narrow corridor on the northwest side. This situation would result in limited opportunities for urban densities as well as mixed use and employment uses. For this reason, this area should not be considered as an urban reserve.
- Multnomah County staff has identified areas south of SE Lusted Road as suitable for urbanization. Some of the more close-in portions, west of 302<sup>nd</sup>, should be considered for urban reserves in order to complement the potential urban reserves along Hwy 26 south of the county line. Careful consideration must be given to the fact that there is no clear natural or man-made feature to define a reserve boundary line to the east.
- While recognizing that the south of SE Lusted area is designated as Foundation agricultural land, portions of it are also situated to take advantage of and enhance the existing Springwater employment area as well as optimizing the Hwy 26 corridor.
- South of the county line there is appropriate land for both residential and employment uses, the latter to complement the future build out of the Springwater industrial area and optimize transportation investments on Highway 26 and light rail in Gresham. There are few urban reserve study areas around the region that appear to be suitable for concentrated economic development and the region should seriously consider reserving such lands for future urbanization.
- Hwy 26 could serve as an urban edge or boundary to separate urban and rural lands. While recognizing that portions of the area west of Hwy 26 are designated as Foundation agricultural land, it is important to consider some of this area for urban reserves to both take advantage of the Hwy 26 corridor and support a future Boring center.
- The village of Boring could serve as a commercial center for an urban area.
- The significant natural landscape features, including the east buttes and Deep Creek, should be protected from urbanization.
- Recognize the guiding principle of separation of neighbor cities from the Metro, in this case the city of Sandy.

## Damascus Area

### Context/Rural Status

This area is defined generally by Hwy 212 on the north, N. Deep Creek on the east, the Clackamas River on the south and Hwy 224 on the west. This area is characterized by low density rural residential land, some forested parcels, a flat bench area near Deep Creek Elementary School that is in agricultural production and rolling hills that generally slope south to the Clackamas River that are composed of small-scale agricultural activities. A substantial portion of the area is currently within the Damascus city limits, including approximately 500 acres that is outside the UGB. According to the Agricultural Lands Inventory, almost the entire area is designated as Conflicted agricultural land, with a small portion in the southwest corner designated as Important agricultural land. The area includes the Clackamas River Bluffs and Deep Creek Canyon natural landscape features. According to the Forestry Lands Inventory, a significant portion in the central portion of the area is designated as Mixed Forest Agriculture.

### County Reserves Study Status

The Clackamas County Policy Advisory Committee (PAC) has recommended 1,718 acres of this area for urban reserve designation under the state factors. Based on the PAC discussions, this land would be suitable for both residential and employment uses. The PAC has recommended that the majority of the land to the south and east be designated as a rural reserve with exception of some land along Highway 224.

### Suitability Notes

- a) The eastern portion of the PAC-recommended area is very suitable for future urbanization based on topography, future availability of urban services and the potential for residential, mixed use or employment uses. Most of this area was identified in the Damascus Boring Concept Plan effort as an extension of the proposed town center to the north of Hwy 212.
- b) Inclusion of the portion of this area that is currently within the Damascus city limits would help promote the implementation of the city's initial comprehensive planning by optimizing the regional planning efforts in the process, providing a governance structure for urban services and meeting future housing and economic needs of the community.

### Metro Chief Operating Officer Recommendation

The PAC-recommended acreage in this area should be considered for inclusion within urban reserves to provide long-term housing and employment opportunities. The land to the south and east should be considered for rural reserves consistent with the PAC recommendation. The specific amount and location of these reserves should be guided by the following considerations:

- Inclusion of the land east of SE 232<sup>nd</sup> Drive that has been identified through the Damascus Boring Concept Plan process as either an extension of the proposed town center, or as land supporting a future town center.
- Identification of edges or boundaries, such as Noyer Creek and N. Fork Deep Creek, which will provide a buffer between urban and rural lands.
- Protection of significant natural landscape features, including Deep Creek and the Clackamas River Bluffs.

## Oregon City Area

### Context/Rural Status

This area in Clackamas County is generally defined by the Clackamas River on the north, Ferguson Road on the east, Henrici Road on the south and the Willamette River on the west. According to the Agricultural Lands Inventory, most of this area is designated as Conflicted agricultural land, with some Important agricultural land designation along the southern boundary. The area includes the Abernethy Creek natural landscape feature and a portion of the Newell Creek feature. According to the Forestry Lands Inventory, portions of the north central section of the area are designated as Mixed Forest Agriculture, with a small portion of the southern section designated as Wildland Forest.

### County Reserves Study Status

The Clackamas County Policy Advisory Committee (PAC) has recommended an urban reserve designation under the state factors on 1,443 total acres within three subareas. The three subareas are known as Northeast of Oregon City (1,228 acres), East of Oregon City (146 acres) and South of Oregon City (69 acres). The PAC recommends the following areas as rural reserves:

- A strip of land between the Clackamas River and generally Clackamas River Road.
- The Holcomb and Abernethy creek riparian areas.
- The Newell Canyon area around Hwy 213 and the area east of the Holly Lane corridor.
- The area south of the South of Oregon City subarea.

### Northeast of Oregon City

This subarea is defined by the UGB and a line just east of S. Clackamas River Drive on the west, just south of S. Clackamas River Drive on the north, just west of South Beaton and South Hilltop roads on the east, and south of Pam Drive and the flatter area north of Holcomb Creek on the south. According to the Agricultural Lands Inventory, the entire area is designated as Conflicted agricultural land. The southern portion of the area includes a part of the Abernethy Creek natural landscape feature. According to the Forestry Lands Inventory, portions of the northeast and southern sections of the area are designated as Mixed Forest Agriculture. This area is made up of a series of flat, bench sections interspersed with creeks and their associated steeper slopes. Currently, it is a mix of rural residential with some agricultural activities mostly along the northern and northeastern boundaries.

### Suitability Notes

- a) Portions of the upper Northeast Oregon City section are suitable for future urbanization based on topography, future availability of urban services and the potential for walkable neighborhoods between the creek canyon areas. While there is an existing rural road network that could serve as the backbone of an urban network, creek crossings present challenges for full connectivity between neighborhoods.
- b) Transportation connections to the larger urban area are limited by the Clackamas River and associated bluffs to the west and north, and the rural area to the east. This limits good access to the area from the southwest only and the impacted I-205/Hwy 213 interchange is problematic for accommodating a high volume of additional trips.

- c) While the southern portion includes a peninsula bench that may be suitable for urbanization, it is discontinuous with adjacent land to the east and west, as well as to the UGB to the south.

Metro Chief Operating Officer Recommendation

This subarea should not be considered for inclusion within urban reserves due to limited opportunities for urban densities, mixed use, and employment areas and limited transportation connections to the existing urban area.

East of Oregon City

This subarea is a narrow corridor along Holly Lane with the UGB to the north and south. It is concentrated around the spine of Holly Lane and varies from approximately 150 feet to approximately 800 feet on each side of that roadway. According to the Agricultural Lands Inventory, the entire area is designated as Conflicted agricultural land. This area includes the Abernethy Creek natural landscape feature. According to the Forestry Lands Inventory, the area does not include any identified forestry zones.

Suitability Notes

- a) Portions of the East of Oregon City section are suitable for future urbanization based on topography and the future availability of urban services.
- b) Holly Lane would serve as an important connection between northeast and southeast Oregon City which are already within the UGB.

Metro Chief Operating Officer Recommendation

The area from the Oregon City boundary on the west, including Hwy 213 and Newell Creek canyon, to the existing UGB on the east should be considered for inclusion within urban reserves. If the City deems Holly Lane important for long-term roadway connectivity for future urbanization, then this entire area should be included as an urban reserve due to Metro code 3.01.030(b)(2). This code section states that amendments to the UGB shall not result in the creation of an island of urban land outside the UGB or an island of rural land inside the UGB. The Abernethy Creek natural landscape feature should be considered for rural reserve designation. The specific amount and location of these reserves should be guided by the following considerations:

- Including the entire section of land between the Oregon City boundary of the west and east would provide for better north/south transportation connectivity.
- Protecting the Newell Creek riparian corridor.

South of Oregon City

This subarea includes three small sections along the southern boundary of Oregon City. According to the Agricultural Lands Inventory, the entire area is designated as Important agricultural land. These sections do not include a natural landscape feature. According to the Forestry Lands Inventory, the sections do not include any identified forestry zones. These sections are small, mostly flatter bench areas that extend from the southern boundary of Oregon City. To the south are steeply-sloped areas including tributary head-waters to Beaver Creek.

#### Suitability Notes

- a) The South of Oregon City bench sections are suitable for future urbanization based on topography and the future availability of urban services.
- b) Urbanization of these small areas would complement existing Oregon City neighborhoods directly to the north.
- c) The steep topography immediately to the south of these areas would serve as a natural buffer between Oregon City and rural lands.

#### Metro Chief Operating Officer Recommendation

These small bench areas should be considered for inclusion within urban reserves. Inclusion of these areas would serve as a logical extension of existing City neighborhoods. The land south of the bench areas should be considered for rural reserve designation consistent with the PAC recommendation. These reserves should be guided by the following considerations:

- Including land that can be urbanized with good transportation connectivity and availability of urban services from Oregon City immediately to the north.
- Providing a natural buffer between urban and rural uses as well as protecting tributaries to Beaver Creek, using the steep slopes immediately to the south.

#### Additional Metro Chief Operating Officer Recommendation

Based on the factors listed below, a limited area to the southeast of Oregon City should be considered for inclusion within urban reserves. The consideration should include an area centered on Henrici Road, from approximately Hwy 213 to Beaver Creek Road, and extending to the natural topographic boundary to the south of the roadway. This potential reserve area should be guided by the following considerations:

- The area is contiguous to existing Oregon City urban services.
- The topography is well-suited for urban-level development, including transportation access and connectivity.
- Henrici Road forms the backbone of a transportation system that could accommodate urban uses and complement the City's east/west connections.
- The Agricultural Lands Inventory designates the area as Conflicted agricultural land.
- The Forestry Lands Inventory contains no designated forestry zones.
- The steep slopes to the immediate south would serve as a natural boundary and buffer between urban and rural uses.

## Stafford Basin Area

### Context/Rural Status

This area in Clackamas County is generally defined by I-5 on the west, Lake Oswego on the north, West Linn on the east and by a line extending from approximately Elligsen Road on the west to Pete's Mountain Road on the east. The According to the Agricultural Lands Inventory, the entire area is designated as Conflicted agricultural land, except for two small fingers of land along the southern boundary that are designated as Important agricultural land. This area also includes the Wilson Creek and Tualatin River natural landscape features. According to the Forestry Lands Inventory, there are no designated forestry zones except a small finger of land in the southeastern portion that is Mixed Forest Agriculture.

### County Reserves Study Status

The Clackamas County Policy Advisory Committee (PAC) has recommended approximately 734 acres of this area for urban reserve designation under the state factors. Based on the PAC discussions, this land would be suitable for both residential and employment uses. The PAC has recommended that approximately 3,000 acres of land along the Tualatin River and in the vicinity of Wilson Creek be designated as a rural reserve. This diverse area is characterized by a variety of landscapes including flat areas between the Tualatin River and I-205, riparian areas with steeper slopes and rolling hills. Land uses include mostly rural residential with some farm activities, a small commercial node, as well as schools, parks and churches.

### Suitability Notes

- a) The entire area is adjacent and accessible to existing and future planned public infrastructure including I-5, I-205 (recently designated as a regional priority corridor for high capacity transit) and four surrounding full-service cities.
- b) The I-205/Stafford Road interchange area is suitable for higher density and/or employment uses based on topography, availability of services and access to important transportation corridors.
- c) The remaining section north of the Tualatin River is a mix of areas that are suitable for urbanization and ones that are constrained by steeper slopes and creek riparian areas.
- d) The section south of I-205 is characterized by pockets that are suitable for urbanization and other areas that are more parcelized and feature topography ranging from mild slopes to those over 25 percent.

### Metro Chief Operating Officer Recommendation

A more significant amount of land than has been recommended by the county should be considered for inclusion within urban reserves, notwithstanding the political challenges concerning governance. The specific location of these reserves should be guided by the following considerations:

- The suitability of sections of this area to provide employment uses for this regional subarea, leveraging existing transportation corridors, as well as providing for some mixed use and residential uses.
- The I-205/Stafford Road interchange area could help maintain and further enhance the local and regional economy through its strategic location along the I-205 employment corridor and close proximity to I-5. There is even a potential for a town center at this location.

- Consideration should be given for urban reserves south and southwest of I-205 to create support for the I-205/Stafford Road interchange center area.
- Ensure the protection of the Tualatin River and Wilson Creek riparian areas.

## East Wilsonville Area

### Context/Rural Status

This area in Washington and Clackamas Counties is adjacent to the City of Wilsonville and is generally defined by SW Frobase Road on the north, SW 45<sup>th</sup> Drive on the east, the Willamette River on the south and the UGB on the west. According to the Agricultural Lands Inventory, this area is designated as Important agricultural land with the exception of a small amount of land near SW 82<sup>nd</sup> Avenue and SW Frobase Road that is designated as Conflicted agricultural land. There are no identified natural landscape features or designated Forestry lands in the area.

### Clackamas County Reserves Study Status

The Clackamas County Policy Advisory Committee (PAC) has recommended two areas for urban reserve designation under the state factors. The first area (143 acres) is east of Wilsonville, south of the county line and west of Stafford Road. This recommended area contains six parcels that are bisected by a stream that runs in a north-south direction through the center of the area. It is characterized by relatively flat open agricultural lands with a forested stream corridor and rural residences. A BPA power line runs through the lower portion of the area in a northwesterly direction. Based on the PAC summary information, this land would be suitable for residential uses. The second recommended area (264 acres) is also east of Wilsonville and bisected by SW Advance Road. The area is characterized by open agricultural lands with a couple of forested stream corridors and rural residences concentrated along SW 60<sup>th</sup> Avenue. This area also contains a BPA power line that runs through the upper portion of the area in a northwesterly direction. Based on the PAC summary information, this land would be suitable for residential uses. The PAC has recommended the area south and east of the urban reserve areas as rural reserves, with the exception of an undesignated arc of land directly east of the first area and south of SE Homesteader Road and north of SW Kahle Road. In addition, the PAC has recommended that the stream corridors within the urban reserves be designated as rural reserves as well as four parcels of West Linn Wilsonville School District property that are located adjacent to the UGB in the second area.

### Suitability Notes

- a) The two Clackamas County areas are suitable for future urbanization based on topography and availability of appropriate service providers.
- b) Both of these areas could be designed to be walkable with a well connected system of streets, bikeways and trails that provide a range of housing types and connect to the existing urban fabric of Wilsonville.
- c) There is no natural boundary or edge to provide a buffer for the agricultural activities to the east.

### Metro Chief Operating Officer Recommendation

These areas in Clackamas County should be considered for inclusion within urban reserves to provide additional long-term housing opportunities that will support the City of Wilsonville's desire to focus on infill and redevelopment to create a compact urban form and to address the City of Wilsonville's imbalance of jobs and housing. The city has indicated that they have a sufficient land supply for a period greater than 20 years, thus urban reserves in this area should be considered a long-term supply of land. The remaining land in this area should be considered

for rural reserves consistent with the PAC recommendation. The specific amount and location of these reserves should be guided by the following considerations:

- Identifying areas in which walkable, well connected residential development could occur in the long-term that will support the desired compact urban form of the City of Wilsonville.
- The identification of edges or boundaries is needed to provide a buffer between urban lands and the agricultural activities to the east.
- If the land adjacent to the West Linn Wilsonville School District property is included as an urban reserve, then the school property should also be included as an urban reserve.

#### Washington County Reserves Study Status

The Washington County Reserves Coordinating Committee (RCC) has recommended 424 acres in this area for urban reserve designation under the state factors. The recommended area is located north of the City of Wilsonville, north of the county line and south of SW Frobese Road. The area is characterized by gently rolling forested and open agricultural parcels, and includes a mobile home park. According to pre-qualified concept planning efforts undertaken by the City of Wilsonville, this area may be appropriate for residential and limited employment uses. The RCC did not recommend any rural reserve areas in this portion of Washington County.

#### Suitability Notes

- a) This area is suitable for future urbanization based on topography and availability of appropriate service providers.
- b) Portions of this area could be designed to be walkable with a well connected system of streets, bikeways and trails that provide a range of housing types and connect to the existing urban fabric of Wilsonville.
- c) The lands adjacent to SW Elligsen Road have the capacity to provide long-term employment opportunities.
- d) There is no natural boundary or edge to provide a buffer for the rural lands to the east.

#### Metro Chief Operating Officer Recommendation

This area in Washington County should be considered for inclusion within urban reserves to provide additional long-term housing and limited employment opportunities that will support the City of Wilsonville's desire to focus on infill and redevelopment to create a compact urban form. The city has indicated they have a sufficient land supply for a period greater than 20 years, thus urban reserves in this area should be considered a long-term supply of land. The specific amount and location of these reserves should be guided by the following considerations:

- Identifying areas in which walkable, well connected residential development could occur in the long-term that will support the desired compact urban form of the City of Wilsonville and provide long-term employment opportunities.
- The identification of edges or boundaries is needed to provide a buffer between urban and rural land.

To the degree the region decides to designate urban reserve areas south of I-205, coordination will be necessary with the City of Wilsonville during concept planning of the areas to ensure that infrastructure investments support both areas and to minimize any impacts one area may have on the other.

## South Sherwood/West Wilsonville Area

### Context/Rural Status

This area in Washington and Clackamas Counties is generally defined by the UGB on the north and east, the Willamette River on the south and the Washington-Clackamas County line and SW Ladd Hill Road on the west. According to the Agricultural Lands Inventory, the northern portion of the area is designated as Conflicted agricultural land, and the southern portion is Important agricultural land. The area includes the Tonquin Geologic Area natural landscape feature and is near the Parrett Mountain natural landscape feature. According to the Forestry Lands Inventory, the area generally associated with Coffee Lake Creek near Wilsonville and Mill Creek near SW Bell Road is designated as Mixed Forest Agriculture.

### Clackamas County Reserves Study Status

The Clackamas County Policy Advisory Committee (PAC) has recommended two areas for urban reserve designation under the state factors. The first area (1,803 acres) stretches from the Washington-Clackamas County line south of Sherwood, in a southeasterly direction to Wilsonville in the vicinity of SW Grahams Ferry Road and SW Boeckman Road. The southern edge of the area is defined by SW Tooze Road. This recommended area is characterized by rolling to relatively flat open agricultural lands with forested stream corridors and rural residences concentrated on SW Ladd Hill Road, SW Morgan Road and SW Grahams Ferry Road/SW Malloy Way. Based on the PAC summary information this land would be suitable for both residential and employment uses. The second recommended area is 63 acres in size and made up of four parcels on the south side of SW Wilsonville Road. The area contains two residences with the remainder of the land in agricultural production. Based on the PAC summary information this land would be suitable for residential uses. The PAC has recommended the area between the large urban reserve area and the county line to the north be designated as a rural reserve, along with area west of SW Ladd Hill Road and south of Corral Creek. In addition, the PAC has recommended the French Prairie area south of the Willamette River as a rural reserve.

### Suitability Notes

- a) The northern Clackamas County area is suitable for future urbanization based on topography and availability of appropriate service providers; however, there are challenges related to transportation services in the general area that need to be addressed.
- b) Portions of this northern area could be designed to be walkable with a well connected system of streets, bikeways and trails, but connecting the entire area to the existing urban transportation system will be difficult due to the limited portion of the proposed urban reserve that is adjacent to Wilsonville.
- c) Metro policy, found in Metro code 3.01.030(b)(2), states that amendments to the UGB shall not result in the creation of an island of urban land outside the UGB or an island of rural land inside the UGB. Including the entire northern area would violate the direction of this policy by creating an island of rural land inside the UGB. Thus, if the entire area was deemed suitable for inclusion as an urban reserve, then all of the land between it and the current UGB would also need to be designated as an urban reserve.
- d) Urbanization in a portion of this area could support Sherwood's desire to be a complete community consistent with the 2040 Growth Concept by providing employment

opportunities to address the city's recent rapid residential growth, building upon the city's success in providing access to nature and recreational facilities, while preserving ecological systems within the area.

- e) The Tonquin Geologic Area provides a natural buffer between the majority of Wilsonville and the lands being considered for urban reserve status. There is not, however, an obvious natural boundary to the south of the northern area that provides an edge between urban and rural uses.
- f) The southern Clackamas County area is suitable for urbanization based on topography, availability of appropriate service providers, and the ability to design a walkable community with a range of housing types that can easily be connected to the existing urban fabric of Wilsonville.
- g) Metro's Grahams Oaks Regional Park is adjacent to the southern area, thereby providing recreational opportunities and trails connecting to the Villebois neighborhood of Wilsonville.

#### COO Recommendation

These two areas in Clackamas County should be considered for inclusion within urban reserves to help meet regional employment goals and to provide some additional housing opportunities for Sherwood and Wilsonville. The land south of Corral Creek should be considered for rural reserves. Consistent with the PAC recommendation, the French Prairie area south of the Willamette River should be considered for rural reserve designation. The specific amount and location of these reserves should be guided by the following considerations:

- The ability of the land to provide needed regional and local employment opportunities.
- Identifying the areas in which walkable, well connected residential development could occur that will support the compact urban form of the adjacent city.
- The identification of edges or boundaries that will provide a buffer between urban and rural lands.
- The protection of the Tonquin Geologic Area natural landscape feature.
- Coordination with the lands being considered in Washington County so an island of urban land outside the UGB or an island of rural land inside the UGB is not created.
- Prior to urbanization the region needs to address transportation capacity issues on Highway 99W and Tualatin Sherwood Road and consider the transportation improvements that were identified in the I-5 to 99W planning process.

#### Washington County

The Washington County Reserves Coordinating Committee (RCC) has recommended 531 acres in this area for urban reserve designation under the state factors. The recommended area is located between the cities of Sherwood and Tualatin, north of the county line. The area is characterized by forested and open parcels, some of which have been highly manipulated for industrial uses and flat lands along stream corridors owned by the federal government. The area includes a Tualatin Valley Fire and Rescue facility and the Tualatin Valley Sportsmen Club, which owns a significant portion of land in the center of the Washington County area. According to pre-qualified concept planning efforts undertaken by the Cities of Sherwood and Tualatin, this area may be appropriate for industrial uses. The RCC has recommended a very small area of land near Coffee Lake Creek as a rural reserve.

### Suitability Notes

- a) Portions of the area between Sherwood and Tualatin are suitable for future urbanization based on topography and availability of appropriate service providers, however, there are challenges related to transportation services in the general area that need to be addressed.
- b) Redevelopment of the rural industrial uses currently in the area could provide employment opportunities that help balance Sherwood's recent rapid residential growth and maintain Tualatin's job-housing balance.
- c) Tualatin's Knife River area of interest, located west of SW Waldo Way and north and south of SW Tonquin Road, provides the opportunity to extend 124<sup>th</sup> Avenue to any future east west arterial roads, thereby making use of future public and private infrastructure investments and providing needed transportation improvements.
- d) U.S. Fish and Wildlife lands along Rock Creek may provide an edge between urban and rural lands while preserving the natural integrity of the stream corridor.

### COO Recommendation

This area in Washington County should be considered for inclusion within urban reserves to help meet regional employment goals and local employment needs for the City of Sherwood. The specific amount and location of these reserves should be guided by the following considerations:

- The identification of suitable land that will support the local needs of the adjacent communities in providing needed employment opportunities and future transportation connections.
- The identification of edges or boundaries such as the National Wildlife Refuge lands that can provide a buffer between urban and rural lands.
- Prior to urbanization the region must address transportation capacity issues on Highway 99W and Tualatin Sherwood Road and consider the transportation improvements that were identified in the I-5 to 99W planning process.
- Coordination with the lands being considered in Clackamas County so an island of urban land outside the UGB or an island of rural land inside the UGB is not created.