RESERVES STEERING COMMITTEE MEETING SUMMARY

June 9, 2008; 9:00 am – 12:00 noon Metro Regional Center, Council Chambers

Core 4 Members Present: Washington County Chair Tom Brian, Multnomah County Commissioner Jeff Cogen, Metro Councilor Kathryn Harrington, Clackamas County Commissioner Martha Schrader.

Reserves Steering Committee Members Present: Bob Austin, Chris Barhyte, Jeff Boechler, Katy Coba, Rob Drake, Bill Ferber, David Fuller, Karen Goddin, Judie Hammerstad, Mike Houck, Kirk Jarvie, Keith Johnson, Gil Kelley, Charlotte Lehan, Greg Manning, Mary Kyle McCurdy, David Morman, Lainie Smith, Jeff Stone, Richard Whitman.

Alternates Present: Drake Butsch, Ron Carley, Shawn Cleave, Jim Johnson, Donna Jordan, Richard Kidd, Jim Labbe, Bob LeFeber, Doug Neeley, Lidwien Rahman.

Also Present: Karla Antonini, Chuck Beasley, Dick Benner, Wink Brooks, Carol Chesarek, Linda Colwell, Danielle Cowan, Brent Curtis, Mike Dahlstrom, Maggie Dickerson, Mike Duyck, Denny Egner, Jim Emerson, Meg Fernekees, Jim Gilbert, Julia Hajduk, David Halseth, Jon Holan, Jim Hough, Zeljka Carol Kekez, Greg Leo, Art Lutz, Doug McClain, Sarah Nashif, Tim O'Brien, John O'Neil, Mark Ottenad, Bob Peterkort, John Pinkstaff, Ken Ray, Dan Riordan, Kelly Ross, Doug Rux, Marcia Sinclair, Steven Sparks, Tara Sulzen, Randy Tucker, Fred VanDomelen, Ramsay Weit, John Williams.

Facilitation Team: Debra Nudelman, Aurora Martin.

I. WELCOME AND INTRODUCTIONS

Deb Nudelman called the meeting to order at 9:06 a.m., welcomed everyone, made brief introductory remarks, and asked attendees to introduce themselves.

Deb provided an overview of the agenda and meeting materials. She then asked for comments on the May meeting summary. Deb referenced changes submitted by Tony Holt and, receiving no objections to revising the meeting summary to reflect requested changes, confirmed that those changes will be incorporated.

Mike Houck did not want to make changes to the meeting summary, however he did want to make some comments about it to fellow Steering Committee members. On page 3, Mike does not think he would have said that Clark County did not want to be involved. He feels the most critical comment he has to make is in reference to pages 7 and 8. He disagrees with the view that there is a difference in the science behind the agricultural lands map and the natural features map. The only difference between the two maps is that unlike the agricultural lands map that has Tier 1 and Tier 2 approach, the natural features map does not have that tiered delineation.

Mike referenced a letter sent by Jim Labbe to John Williams with Metro that is not reflected in the meeting materials. He then offered names of people he feels should be involved to identify the best

of natural features. Mike said that the natural features map was created for two reasons: to provide a picture of existing features and to serve a function for this process. Mike is mainly concerned about maintaining the credibility of that map, which he believes to be highly credible as it was created by natural resource professionals. In reference to his comment at the bottom of page 8, Mike said he is not sure what he meant by saying "the further out we get, the harder it is..." but he wants to be clear that more detailed data layers on a much smaller scale are available. When they created the map, they were requested not to go to the parcel layer, however the information is available to do that.

Judie Hammerstad asked to amend her comment on page 5. She said that she would like a liaison between this process and Clark County's process, but that she is not volunteering for that position.

Deb Nudelman noted that the facilitation team can accept edits in redline strikeout format. She thanked everyone for their review and noted that the facilitation team will continue to strive to keep an accurate record of the proceedings without becoming too detailed. She then asked for updates since the last Steering Committee meeting.

Commissioner Cogen reported that he spoke with Steve Stuart, Clark County Commissioner, and that Commissioner Stuart was interested in learning about the Steering Committee efforts as well as having the Steering Committee understand the efforts of Clark County. Commissioner Stuart is interested in giving a presentation about Clark County's efforts to the Steering Committee. Commissioner Cogen will also be presenting an update on the Steering Committee progress to the meeting of the Bi-State Commission on June 19th.

Councilor Harrington gave a brief update with regard to the Big Look. Mayor Hammerstad will be presenting the preliminary recommendations of the Big Look committee to MPAC on Wednesday, June 11 at 5:00 pm. This is a good opportunity for regional collaboration.

Commissioner Schrader noted that she had opportunity to speak with Mayor Hammerstad directly before this meeting. The update that MPAC will receive on Wednesday will be a draft. Commissioner Schrader believes that the regional level of the Steering Committee process is in alignment to where the Big Look will be moving and that the whole conversation fits very nicely into the Reserves process. Commissioner Schrader asked Mayor Hammerstad to speak about the Big Look.

Judie Hammerstad reported that the Big Look committee was put on hiatus and did not meet for about six months. They will therefore take a smaller look than if they had had a full two years. The committee is trying to simplify a system that has been very regulatory. They are hoping that the LCDC will take on the role of a state planning agency versus a state regulatory agency. The Big Look committee will look at all the rules and decisions made over last 20 years to simplify and reduce conflict because some rules are in direct conflict with each other. The preliminary recommendation of the Big Look committee is to get those rules into a simpler form and more in alignment.

Mayor Hammerstad showed everyone the Big Look document that will be distributed. She said that many of the actions are the same as what is going on in the Steering Committee and that it is amazing that everyone is seeing a need for changes at the same level. The Big Look is a state-wide program but will be looking at more regionalized problem-solving. Growth in Oregon is confined

to about seven counties, however every county has an interest in the Big Look because many of smaller counties think some of their lands could be better used for other purposes. At the MPAC meeting on Wednesday, the Big Look committee will introduce the four overarching goals of the Big Look with a short PowerPoint presentation, and will request everyone come back in two weeks for discussion.

Richard Whitman thanked Mayor Hammerstad for all the work on the Big Look task force and encouraged everyone to visit the Big Look task force website at www.oregonbiglook.org. The task force is looking for comments and public input on potential policy changes to land use policy. This is leading up to a broad public involvement effort that will be done in September of this year.

Councilor Harrington reported that she and Commissioner Schrader met with representatives from Yamhill County on Monday, June 2. They had a very productive meeting and were able to inform the Yamhill County representatives of the efforts of the Steering Committee.

Commissioner Schrader reported that she met with representatives from Yamhill County at the Association of Oregon Counties meeting in Bend. Yamhill County does not want to participate in this process, however Commissioner Schrader noted that the Core 4 has established a relationship with Yamhill County and will continue to provide feedback to this process. Yamhill County is interested in this process and how to incorporate Reserves decisions into their planning.

John Williams introduced the Report on Activities in Phase 1 of the Reserves Work Program and Coordinated Public Involvement Plan memo from Reserves Core 4 Technical and Public Involvement staff provided in the meeting packet. John explained that the work program was divided into five phases. As the committee wraps up each phase, the technical team will write a memo to explain work done in the phase and to provide an official record in this process. John then gave an overview of the memo. He drew the committee's attention to the several pages at the end of the memo of bulleted comments and questions that have been raised to date. The technical team felt it was important to document the tenor of the questions. Most of the questions so far have been process oriented. The final task for Phase 1 was to develop an analytical approach. The July Steering Committee meeting agenda has time allocated to discuss and provide input to the analytical approach.

Deb Nudelman recommended that the Steering Committee review the bulleted lists. She then asked for public comment.

II. PUBLIC COMMENT FOR NON-AGENDA ITEMS

Linda Colwell, Chair of Slow Food Portland, read a June 9, 2008 letter addressed to the Reserves Steering Committee Members. In this letter, she provided a description of Slow Food Portland and explained that Slow Food Portland advocates for the importance of agriculture in land use decisions. In addition, it referenced maps developed by the Portland Farmer's Market, Portland Office of Sustainable Development, and Oregon Department of Agriculture that identify local direct market farms. Linda urged the Steering Committee to consider these maps when making decisions about urban and rural reserve designations.

Commissioner Cogen asked the technical team if the Steering Committee has access to those maps, and if not, that we include them in part of this process. [Action Item]

Jim Gilbert with the Molalla Community Planning Organization, explained that he lives in Molalla and has been farming for over 28 years. His desire is that the Steering Committee consider protections of the increasingly important farmland by French Prairie. He said most people see that area as prime industrial land, but farmers see that as important farmland. Nurseries and other agricultural products provide billions of dollars to the state income. There are a lot of issues we are facing with food security and food safety. In order to eat locally, we need to have that farmland. Global warming and the cost of fuel are also huge issues and we have to reexamine how we live. Oregon has been blessed with a lot of leaders who have been very far-sighted in their planning decisions, and Jim looks forward to this group doing the same.

III. Framing Growth Forecasts in the Context of Urban Reserves

Councilor Harrington introduced this topic and referred committee members to the previously distributed *Framing Growth Forecasts in the Context of Urban Reserves* document. She then introduced John Williams to update the committee on the infrastructure workshop and the Forecast Forum.

John Williams said he would briefly describe the details to leave time for the discussion on next steps. He provided a broad overview of each event. The MPAC/Infrastructure Workshop was held on May 28 at the Oregon Convention Center. The heart of the meeting was a presentation about the Advisory Committee. John said staff can make the PowerPoint presentation available. [Action Item] The group went through each of the infrastructure systems they were tasked to look at. The Steering Committee will use these systems to guide its work as it analyzes the infrastructure in the urban reserve factors. Participants at the Infrastructure Workshop looked at a number of case studies of costs of infrastructure. The Steering Committee will be using those case studies in its technical work analyzing study areas. One of our tasks as staff is to keep this committee updated as to what is going on in other processes.

The 2060 Forecast Forum was held on May 30. There were two panels at the Forecast Forum: one panel talked about issues and trends in the region and the second panel focused on the forecasts themselves. One of the key points to make about the Metro forecast is that it is a range forecast. This indicates the uncertainty facing the Steering Committee. We are trying to make our best guess but those numbers are uncertain and are based on a broader scale than we have control over in this process. Reserves staff is preparing a frequently asked questions document to be provided in the next couple of days that will address some of the questions that have arisen from that meeting. Staff will also make the PowerPoint presentations from the forum available to the Steering Committee. [Action Item] Finally, staff will be sending out follow up requests for comments and everyone is encouraged to ask their questions here in the meeting or present them in written format. Staff welcomes comments on the technical information as well.

Mike Houck said there are a lot of things going on that can help our work in this process. He was pleased to hear that staff will make the infrastructure information available. He asked if the parts of the urban infrastructure such as trails and parks were included in the conversation at the infrastructure workshop.

John William confirmed that they were.

Greg Manning said that he wanted to bring up a comment from many of the business groups. The use of US growth trend versus the Oregon growth trend in longer range forecasts is of concern to business groups. He said it is interesting that subtle changes in assumptions can have major impacts on this group.

John Williams said that staff will try to explain why that range was chosen and what the implications might be. The uncertainty is not knowing what issues we might deal with in the Reserves process and the group can revisit the topic at a later time, as needed.

Bob LeFeber noted that in describing the findings of the Forecast Forum panel, John Williams made it sound as though population growth is going to depend on policy choices. Bob said he did not get that feeling. He clarified that his impression was that we do not have a whole lot of impact on population growth in the area and that we just need to figure out where to put the population growth.

Deb Nudelman asked for a show of hands of how many people attended each meeting.

Brent Curtis referred the Steering Committee to the *Framing Growth Forecasts in the Context of Urban Reserves* document. He explained that this is a framework for how to address the forecast and framing question. There is a now a forecast and the next step is making recommendations. The second recommendation in the document for Spring 2008 - Fall 2009 discusses allocations and taking the overall numbers and incorporating the geography. The question about how much density and population we can incorporate is probably the most central question to the New Look work. This is going to be an iterative process, and those iterations will test the assumptions.

There are two ways that staff is thinking about approaching the question of what kinds of densities and mixed uses communities will have. The first way is to use a "top-down" approach using modeling. One of the forecasting models that Metro has used is Metroscope, a modeling process that is sensitive to the assumptions you input. The model is run to find out what kind of tolerance we have to achieve greater efficiency. The second way to approach the question is to use a "bottom-up" approach. In this approach, the population from the forecast would be divided into four shares and local governments would be asked to determine what they think the capacities are in their existing plans, and what adjustments they might be willing to make to their land use planning approach. That process will ultimately be reviewed by the Steering Committee. This process is just getting started, but staff feels comfortable that these processes are illuminating.

Gil Kelley noted that the population forecasts were done in ranges, and he asked whether the allocations will be done in ranges as well. He said that Brent accurately described Metroscope, and that it is backward looking and does not sufficiently take into account information such as climate change, energy costs, and demographic changes. Gil feels this group needs to find a different way to add another layer on top of that.

Brent Curtis noted that this will be an iterative process and we will need to change the assumptions as we progress.

Gil Kelley said that we can change the model, but that it will require some research into what technical tasks will be needed to do that.

Mary Kyle McCurdy emphasized that the modeling does not seem to include what we learned from the economics panel at the Forecast Forum. This modeling provides more of a backward look. As we go forward, we have to look forward, and it is more than just asking the local communities what growth the communities are willing to take. The Steering Committee has to take what the economists said into account. Looking backwards is not enough, and asking people what they are willing to tolerate today is not planning for the future.

Rob Drake said he would like to look at the broader "10,000 foot level." He asked how quickly the committee will be able to respond to the comment that our growth has been higher than expected if the Steering Committee puts too little land into reserves. People are frustrated even at today's densities, let alone what we might see in the future. He asked what the consequence will be in 20-30 years if the Steering Committee puts too little land in reserves today.

Councilor Harrington noted that it is important to remember that we are looking to designate lands for 40 to 50 years. The numbers that the Steering Committee is looking at are ranges of potential futures. Over the past few months, the Core 4 has had those same questions. It is important to remember that we are looking at very big range and not a discrete number.

Brent Curtis said that we will have a better idea of the potential uses of land as we progress over time. The Steering Committee has the opportunity to address general trends and he hopes that the new performance-based growth management would be nimble enough to provide for that. The idea behind this process is to have a longer-term supply of land available to provide for greater flexibility.

Chair Brian said that although the Steering Committee is looking at a range, at some point we are going to adopt some lines. The Steering Committee will need to have a discussion about whether to adopt the lines at the lower end of the range, the middle of the range, or the high end of the range. Chair Brian noted that mistakes can be made in each direction. For example, if the region had the foresight it may have done some things differently over the past 20 years to address some of our current traffic and growth issues.

Bob Austin said that he is happy to hear that the staff is looking at both a "top-down" and a "bottom-up" approach. He feels there has to be a balance between those two approaches to have environmental stability, good transportation plans, and economic stability. Many smaller communities are complete cities on their own and other cities have amenities that people will want to get to. He is not so concerned about the numbers as about trying to figure out a way to make each of our communities sustainable in the long-run and working with the relationships around and between communities. He feels that using both approaches makes sense.

Bob LeFeber said a lot of things that might be feasible in 40 to 50 years might not be feasible today. One of the things to look at is to see what will be feasible in the future. Part of his concern is that after the 2040 growth concept the committee will be using minimum density standards. Bob feels there is a natural succession of land uses that will develop over time but that it does not automatically occur. If the committee says those densities have to occur today, then we will not get the densities we want. We have to recognize these things happen over time and not necessarily in the next wave of development.

Greg Manning spoke to the refinement of the population and employment numbers over time. He and the business community are encouraged that Metro is working with employment trends, as well

as doing specific work with the economic development groups, focus groups, and round tables to understand their longer-range needs. Greg also feels it will be very topical to determine what densities are realistic over the long range.

IV. BROAD STUDY AREA RECOMMENDATION

Deb Nudelman introduced Tim O'Brien and Marcia Sinclair to discuss this topic. Tim will review the process of developing the broad study area and Marcia will give a summary of the public outreach process. Deb reiterated that the desired outcome of this section is for the Steering Committee to recommend to release the Broad Study Area map for the Phase 2 public outreach process. Deb reminded the committee that in essence, the committee is supporting Core 4. If the committee is not in concurrence or alignment, then the Core 4 would like to hear the dissenting views, but ultimately it is the Core 4's responsibility to reach unanimity.

Tim O'Brien asked the committee to reference the memo in the meeting packet. Attachment A is the original map with a 5-mile buffer from the Metro UGB that included approximately 400,000 acres. Tim reviewed the steps taken to make some adjustments to the study area map. Staff removed Marion and Yamhill counties and extended the area into Washington County in a few areas. There was a recommendation to include Sauvie Island. Tim reminded the committee that there was some discussion at that point about extending into Marion and Yamhill counties, to which Dick Benner addressed legal issues and Commissioner Cogen gave an update about the Core 4's discussions with Marion and Yamhill counties. Attachment B is the map created based on those discussions. The edge of this map is a combination of the original 5-mile buffer, some roadways, some watersheds, as well as other factors. This map encompasses approximately 404,000 acres. The boundaries of this map reflect decisions made based on watersheds, natural resources function, topography, zoning, aerial photos, streams, railroad tracks, roads, streams, etc.

A few additional amendments were made based on Steering Committee discussions and meetings with the County advisory committees and the Metro Council. The Columbia River Gorge National Scenic Area was taken out of the study area. The City of Sandy urban reserve area was excluded. The boundary between Sandy, Estacada and Mollala is primarily bounded by watershed boundaries except for a few exceptions where the boundary is based on existing roads. The area between Molalla and the Clackamas County line is defined by watershed. The boundary between Gaston and around Hagg Lake and in western Washington County is the original 5-mile buffer. Staff extended the boundary slightly near Banks and Highway 26 to include land around Highways 26, 6, and 47. The 5-mile line was also used between North Plains and the Multnomah County line. The *Proposed Urban and Rural Reserves Study Area* map also included all of western Multnomah County. Tim noted that the Clackamas County Policy Advisory Council (PAC) reviewed this map and suggested extending the study area in the south to Highway 211.

Commissioner Schrader explained that she went through an extensive process with the PAC. The PAC looked at the maps and recommended the extension of the study area to Highway 211. Commissioner Schrader asked the Steering Committee if it would like to amend the study area map now or if this should be discussed later when endorsing the final Reserves Study Area.

Doug Neeley commented that the PAC, in making that recommendation, was looking at the proposed study area from a transportation standpoint. He said they identified a place in Clackamas County where there is a road that could be used for the transportation of agricultural products. He

wanted to be clear that the PAC did not want to review the area for an urban reserve but for the infrastructure for rural reserves for agriculture.

Councilor Harrington clarified that the request is to extend the study area to provide for transportation infrastructure. She reminded the committee that land is to be designated as a rural reserve if it faces the threat of urbanization. The Steering Committee will need to balance the threat of urbanization versus the need for transportation.

Doug Neeley said that the PAC already addressed that. The PAC feels that infrastructure needs are as important for rural lands as they are for urban lands and this needs to be taken into account.

Bob Austin is not sure it makes sense to him to include the land down to Highway 211. It is all similar property above the road and below it. He does not see a threat of urbanization to that land that would make it fit the criterion for designation as a rural reserve.

Tom Hughes concurred with Bob Austin. He said it sounds like a recommendation that could be held in the back of our minds for later. He does not want to lose the discussion because the issue of transportation for agriculture is not limited to Clackamas County, but it does not make sense to create land for rural reserves that cannot be used in any viable way.

Gil Kelley reiterated that he thinks there is a need for a couple of maps. One map would be slightly larger than the *Proposed Urban and Rural Reserves Study Area* map and would be a sphere of influence map. That map would go from mountain range to mountain range and south to Salem. Gil also noted that there is a piece of technical work here and he was imagining the explanation to take to the public. A lot of what Tim said is not represented on this map. Gil would like explanations of how the outcomes were reached. For example, if the edge of the proposed study area follows watersheds, then that should be clearly represented on the map. Gil said the Steering Committee needs to include a clear description of lands threatened by urbanization so that it does not get confusing.

Mary Kyle McCurdy said it seems that in this iterative process we are going to revise what we mean by "threatened by urbanization." She said the Steering Committee will have to be very careful in the explanation that is given to the public. She suggested using language such as "potentially threatened" and not just "threatened."

Mike Houck said he is pleased to see the proposed study area now goes around the Chehalem Mountain. Mike said he likes the idea of having that larger contextual map as well and that a lot of the information is available to create such a map.

Councilor Harrington reported that the Metro Council has been following the Reserves process and the refinements being made to the map. She noted that the Metro Council has provided input to the map.

Commissioner Cogen said he did not have a strong feeling about the Highway 211 piece. His overall feeling is that we should be overly inclusive, except for the staffing and technical problems that may cause.

Deb Nudelman requested a brief caucus with the Core 4. After the caucus, Deb explained that she requested the caucus to make a quick process check with the Core 4 to determine how best to move forward.

Commissioner Schrader said she wanted to recognize the process that the Clackamas County Policy Advisory Council came to and to get its recommendation on record. She reported that the Core 4 requests that we move ahead with the staff's map and as we move forward, the open houses and other venues for public input will be the best place to discuss possible amendments to the study area. Additions to the study area can be made later with public input.

Katy Coba noted that there is still some confusion about what rural reserves means. She thinks that the staff should prepare a written explanation. She said she is not sure that rural reserves could be used to protect a transportation corridor. [Action Item]

Gil Kelley said he wanted to be clear that he was not advocating for that area to be in or out of the study area but that he had just wanted clarification.

Commissioner Schrader said that the PAC had looked at the Highway 211 area as a rural reserve, but this is an open process, so the area would need to be reviewed as a potential urban reserve as well. She said that because the area would have to be looked at under both sets of factors, the conversation about including it or not should be held with the PAC.

Mary Kyle McCurdy said this is a good illustration of conversations that will come up. She commented on the possibility of protecting the area as a transportation corridor, so that it could be reserved without the designation of the lands around it. There are other actions that the committee can take to reinforce those decisions.

Drake Butsch said we found that there is a layering process that makes things easier to see as they move forward. He said there might be some areas where the 5 miles may not be enough. When we go to the public, we have to make sure they see all these pieces of data.

Tim O'Brien said that staff is creating all sorts of information including a number of maps that were used to get to this point.

Mike Houck commented that that information is available. He said the other function of that map is to be used over the long term to show how the larger system works together.

Deb Nudelman asked for a process check to determine where the Steering Committee was at. She noted that the Steering Committee has the original *Proposed Urban and Rural Reserves Study Area* map that Tim presented. She confirmed that when the map is taken out in the public outreach process, that is when all these inputs can be added or discussed.

Drake Butsch confirmed that the small map handed out in the meeting packet is just a smaller scale version of the large map that Tim presented.

Marcia Sinclair with Metro introduced the public involvement team for the three counties and Metro. She explained that the public involvement team is in the process of making final preparations for open houses in June, July and possibly August. The events are being held to inform

the public about the proposed map. Marcia referenced *Urban and Rural Reserves Open Houses* list with dates and times for the open houses. The open houses were set up in areas where people conduct their business and they will be held in the evenings. In addition, the public involvement team is looking at tools for reaching people who are not able to attend the meetings. The counties all have websites and Mike Dahlstrom with Washington County is looking at an online way to electronically give feedback on the map.

There being no questions or comments to Marcia's presentation, Deb Nudelman asked Steering Committee members to indicate whether they support the recommendation. She explained that leaving a tent card down indicates concurrence and support of the recommendation. By raising a tent card, the Steering Committee member would be signaling that he/she still has concerns and cannot support the recommendation to release the Broad Study Area map for public comment. This process allows someone to explain why they cannot concur or agree and is an opportunity to try to be persuasive. Those who cannot be supportive have the highest level of responsibility to speak with honesty and forthrightness to the Steering Committee so each member of the committee can give the same message to the people they speak with inside and outside this room.

Doug Neeley noted that he will support this because it is not the final process, just the concurrence of the process.

Deb Nudelman confirmed that this is the broadest look at the filter and that this will be an iterative process. She then asked the members of the Steering Committee to raise their tentcard if they have any concerns or reservations about recommending the release of the Broad Study Area Map for Phase 2 of the public outreach process. Seeing no raised tentcards, Deb confirmed that the Steering Committee had signaled to the Core 4 their support of this approach.

V. <u>Summary</u>

There being no further business, Deb Nudelman adjourned the meeting at 11:30 am.

Respectfully submitted by Kearns & West.

Square 10

<u>ATTACHMENTS TO THE PUBLIC RECORD FOR JUNE 9, 2008</u>

The following have been included as part of the official public record:

AGENDA	DOC	DOC	DOCUMENT DESCRIPTION	DOCUMENT
ITEM	TYPE	DATE		No.
5.	Document	,	Urban and Rural Reserves Open Houses	060908rsc-01