



## RESERVES STEERING COMMITTEE MEETING #13 ANNOTATED AGENDA

Date: April 8, 2009  
Time: **9:00 a.m. to noon**  
Place: Council Chamber, Metro Regional Center  
600 NE Grand Avenue, Portland

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### I. Welcome and Introductions (9:00 – 9:15)

*Debra Nudelman, facilitator*

- Agenda review
- Adoption of March 16, 2009 meeting minutes
- Updates since last meeting

*Packet materials: March 16, 2009 meeting minutes.*

### II. Public Comment (9:15 – 9:25)

### III. 40-50 year Population and Employment Range Forecast (9:25 – 9:40)

*Metro Staff*

- Overview of range forecast and clarifying questions from Steering Committee
- Desired Outcomes: Steering Committee understanding of range forecast.*

*Packet Materials: Executive Summary – 20 and 50 year regional population and employment range forecasts, March 2009 draft; Feb. 2009 “Framing Growth Forecasts in the Context of Urban Reserves.”*

### IV. Rural and Urban Reserve Candidate Areas (9:40 – 11:50; includes break)

*Debra Nudelman*

- Updates to proposed candidate areas since March 16
- Steering Committee discussion:
  - What comments and concerns do you have about the rural and urban reserve candidate areas based on your constituent meetings and other outreach?
  - What recommendation do you have for the Core 4 on the candidate areas?

*Desired Outcomes: Committee recommendation to Core 4 on rural and urban reserve candidate areas. Each committee member will have two minutes to answer the above questions. Following this there will be group discussion and then members will be asked whether they concur with the proposed rural and urban reserve candidate areas.*

*Packet materials: Updated candidate area maps and staff memo describing revisions; Dick Benner memo regarding identification of candidate areas. Please refer to March 2009 Steering Committee meeting packet for detailed memoranda from each county describing the candidate area identification process.*

V. Next Steps and Wrap-up (11:50 – noon)

*Debra Nudelman*

- Upcoming meetings & topics
- Confirm agreed-upon next steps
- Meeting summary

VI. Adjourn

***Draft Reserves Steering Committee Upcoming Agenda Items***

**May 13**     *(please hold extended meeting time – 9 am to 4 pm)*

- Discuss preliminary urban reserves evaluation process and results including potential design and capacity of urban reserve candidate areas
- Discuss preliminary rural reserve evaluation results utilizing all rural reserve factors
- Discuss public outreach results
- Making the Greatest Place updates: preliminary residential Urban Growth Report; local aspirations, preliminary employment Urban Growth Report

**Late April:  
Intensive public  
outreach on  
candidate areas**

**June 10**     *(please hold extended meeting time – 9 am to 4 pm)*

- Continued discussion of urban and rural reserve evaluation results
- Begin discussion of proposed urban and rural reserve areas

**July 8**     *(please hold extended meeting time – 9 am to 4 pm)*

- Complete discussion of proposed urban and rural reserve areas
- **Recommend preliminary urban and rural reserve areas to Core 4 [Phase 3 completion]**

**July/August:  
Intensive public  
outreach on  
preliminary reserve  
recommendations**

***The committee will receive regular updates on Making The Greatest Place activities.***

**RESERVES STEERING COMMITTEE  
DRAFT MEETING SUMMARY**

March 16, 2009; 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 Charlotte Lehan.

**Reserves Steering Committee Members Present:** Chris Barhyte, Shane Bemis, Jeff Boechler, Craig Brown, Kathy Figley, Karen Goddin, Greg Manning, Mary Kyle McCurdy, David Morman, Alice Norris, Lainie Smith, Greg Specht, Richard Whitman, Jerry Willey.

**Alternates Present:** Susan Barnes, Bob Clay, Teri Cummings, Chad Freeman, Jim Johnson, Jim Kight, Jim Labbe, Bob LeFeber, Mary Olson, John Pinkstaff, Marc San Soucie, Dick Strathern, Tara Sulzen, Sabrina White-Scarver.

**Also Present:** Charlie Adams, Chuck Beasley, Janet Bebb, Dick Benner, Susana Brennan, Wink Brooks, William Buckley, Carol Chesarek, Tom Coffee, Carlotta Collette, Karol Collymore, Danielle Cowan, Brent Curtis, Mike Dahlstrom, Laura Dawson-Bodner, Maggie Dickerson, Dan Drentlaw, Mike Duyck, Denny Egner, Mark Ellsworth, John Evans, Rob Fallow, Meg Fernekees, Lynn Fox, Patti Galle, Mark Griffin, Julia Hajduk, Tom Hamann, Gary Hitesman, Tony Holt, Carl Hosticka, Tom Hughes, Vern Johnson, Dana Krawczuk, Steve Law, Art Lutz, Eric Martin, Laura Masterson, Robin McArthur, Doug McClain, Eric Mortenson, Matt Newman, John O'Neil, Ron Papsdorf, Rod Park, Bob Peterkort, Midge Pierce, Ken Ray, Gordon Root, Alan Rosenfeld, Kelly Ross, Doug Rux, Joseph Schaefer, Marcia Sinclair, David Smith, Steven Sparks, Veronica Valenzuela, Ray Valone, Mark Walkley, Burton Weast, Matt Wellner, John Williams, Terri Wilson, Ty Wyman, Anita Yap.

**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. She provided an overview of the agenda and meeting materials.

Deb then asked for comments or amendments to the February meeting summary. Greg Manning asked that John Pinkstaff's comments on page 2, paragraph 5, second sentence, be clarified to read "...as outlined in the Group Mackenzie mapping series in the urban reserve candidate areas." There being no other modifications, the summary was adopted as final pending the agreed to revision. Deb then asked for updates since the last Steering Committee meeting.

Mike Dahlstrom introduced the *Urban and Rural Reserves Phase 3 Preliminary Public Meeting Schedule*. Five open houses are scheduled and there will be two or three more added. All meeting times and locations will be posted on the website as they are confirmed. The meetings will provide participants the opportunity to learn more about the process, candidate areas, and factors being used in designation, and to share their perspectives on the process. Everyone is encouraged to attend one or all of these meetings, and to distribute this schedule to their constituents.

Craig Brown reported that the Home Builders Association is preparing a report to provide the Steering Committee with information on housing trends and the factors that will affect those trends in the future. This report will be presented at the April 8 Steering Committee meeting.

Greg Manning said the Business Coalition recently heard a presentation from Eric Hovee, which was helpful to understand employment numbers and employment land use trends in the area. Greg suggested that Metro make this information available to the Steering Committee to inform the process.

## **II. PUBLIC COMMENT FOR NON-AGENDA ITEMS**

Tom Hamann, Multnomah County resident, said he has lived in western Multnomah County for 35 years and believes the area should be a rural reserve. He noted that much of the area is represented on the natural features map and it is home to an elk herd and many bird species. In a recent survey, only a small percentage of residents supported the expansion of the UGB into the area, however they do want to keep the wildlife. The great communities study has shown that it would be difficult to provide transportation to the region, and that the areas available for inclusion of additional transportation are already congested. In closing, Tom urged the Core 4 to continue to look at all of western Multnomah County as a rural reserve candidate area.

Alan Rosenfeld, West Linn resident, referred to the letter from Chris Jordan, West Linn city manager, regarding *Objections to Clackamas County's determinations of Candidate Rural Reserves*. This letter outlines the reasons for Chris' conclusion that Area 'Q' in the Stafford Triangle should be classified as a candidate rural reserve area. Alan summarized a few of these reasons, including Stafford Triangle's overabundance of steep slopes, two riparian areas, and that it serves as a rural buffer with important natural landscape features. These are a few features that lead Alan to the conclusion that Stafford Triangle Area 'Q' is best as a rural candidate area.

Dana Krawczuk, Ball Janik LLP, referred to her letter regarding a *Request to Consider Designating the SW Corner of Highway 26 and Highway 212 as an Urban Reserve Candidate Area*. She noted that her clients believe this area will be critical to development in the future, and she asked everyone to consider the comments made in the letter and reconsider extending the candidate reserve area to include additional land area, as outlined in the attached map.

Midge Pierce, West Linn resident, provided comments on Area 'Q' in the Stafford Triangle. She noted that in addition to steep slopes and transportation issues, there are concerns about how to build and fund the infrastructure needed to urbanize the area. She also emphasized the importance of Area 'Q' as a buffer between the communities of West Linn, Lake Oswego and Tualatin, and that there is a need to preserve the riparian areas.

Gordon Root, Canby resident, is interested in where staff obtained the information for the preliminary urban and rural reserves service suitability maps. He said the map is incorrect that the Pete's Mountain area has limited serviceability. Not only is the area serviceable, but the Pete's Mountain Water Company already services much of this area and could expand service to the entire area. He also noted that West Linn has extended its sewer service across the river, and Pete's Mountain is a great location for senior executive housing. Gordon encouraged the Steering Committee to make judicious use of white space on the maps as neither urban nor rural reserves areas.



Gordon said that there would be a high probability that the designation of some of these areas as rural reserves would trigger Measure 49 claims.

Deb Nudelman thanked everyone for their comments and reminded everyone to submit their documents in writing to Metro if they would like them posted to the Reserves Steering Committee website.

### **III. RURAL AND URBAN RESERVE CANDIDATE AREAS**

Deb Nudelman introduced Chuck Beasley to provide the Multnomah County approach to identifying rural and urban reserve candidate areas.

Mary Kyle McCurdy asked that staff help Steering Committee members get a flavor of the county reserves meeting discussions by explaining what decisions were easy to make and what decisions were difficult to make.

Chuck Beasley provided an overview of the Multnomah County Citizens Advisory Committee (CAC) approach in identifying candidate reserve areas. The CAC combined the map-based data from the existing agriculture, forestry, and landscape features maps. The CAC then discussed this information in break-out sessions before discussing it as a full group. The process is outlined in the March 6, 2009 Staff Report titled *Initial Assessment Methodology and Results* included in the meeting packet. The CAC recommended that all areas in Multnomah County should be considered for rural reserves, and they identified a number of areas for further study as candidate urban reserves.

The candidate rural reserves in Multnomah County are further illustrated on the *Candidate Rural Reserves in Multnomah County* map included in the meeting packet. The *Candidate Urban Reserves in Multnomah County* map illustrates areas for further consideration as urban. Areas in tan show where there was strong consensus that the areas should not be studied further for urban reserves. Chuck noted that there are still some issues about serviceability along the northwest end of the county that need to be explored.

Greg Specht asked for clarification whether the information being provided by the counties is original, or if it has been modified by Metro staff.

Chuck Beasley answered that the information from the counties has not been modified by Metro.

Chair Brian noted that the information submitted by Clean Water Services in Washington County was in draft form and it is expected that there would be a follow up meeting to refine the information. Chair Brian asked if that second, cohesive look has been done in all three counties, or if the information being reviewed is still in draft form.

Chuck Beasley responded that there was not a strong consensus for some areas at the March meeting, so the CAC will be looking at additional information for the areas they struggled to identify as urban candidates.

Mary Kyle McCurdy asked how it would affect the Steering Committee's schedule to provide recommendations on candidate areas in April if the Steering Committee is still waiting on

Multnomah County for final recommendations on candidate urban and rural reserve maps. She noted that making recommendations in April does not leave time for public involvement.

Chuck Beasley responded that staff will provide more information at the April meeting to allow the Steering Committee to provide informed recommendations to the Core 4.

Deb Nudelman clarified that the Steering Committee should look at these maps as the counties' best effort recommendations. The county reserves committees will continue discussing and revising the candidate areas where they are struggling regarding recommendations, however the Core 4 is asking that Steering Committee members take today's information to their constituents for feedback.

Chuck Beasley noted that at this point in time, the colored areas on the maps are the recommendations.

Mary Kyle McCurdy observed that where the counties are struggling is where everyone will be struggling with designation. She said she would like to hear about why the counties are struggling. She noted that she will not wait to gather feedback, but that we need to respect the process and the CAC.

Deb Nudelman responded that this is a process of layering information and feedback.

Jim Labbe seconded Mary Kyle's request to know what the county committees' felt was easy and hard in identifying candidate areas. He asked for clarification that the West of Sandy River was easy to identify as a candidate urban reserve area.

Chuck Beasley confirmed that it was because the suitability of the area to provide services was clear.

Jim Labbe said that money has been set aside to protect watersheds in the area, and Jim noted that the county can expect to hear from the groups that have invested in that effort as they will want to fulfill their commitment to protect the watersheds.

Greg Manning observed that all of the candidate urban reserve areas are overlaying candidate rural reserve areas. He asked staff if they know what type of technical data they will be looking for to make a recommendation for an area, such as Sauvie Island, to be urbanized.

Chuck Beasley said staff is still examining infrastructure data. There are some unique infrastructure requirements for Sauvie Island to support urbanization that need to be discussed further, such as building two additional bridges.

Craig Brown asked if, in determining serviceability, consideration has been given for technology. He noted some things that might be difficult to accomplish now might be easy to accomplish at a later time given advances in technology.

Chuck Beasley responded no, as there is no way to factor in that information.

Brent Curtis provided an overview of the Washington County Reserves Coordinating Committee (RCC) approach in identifying candidate reserve areas. Brent reminded the Steering Committee that the RCC is composed of elected officials, board members, and members of the agricultural

community. Brent said he meets several times a month with the planning committee and with the RCC once a month. He also reminded the Steering Committee that this information is going through a series of screens that become finer and finer as the process progresses. The Washington County process for identifying candidate reserve areas is outlined in the February 9, 2009 Phase 3 Interim Staff Report titled *Urban and Rural Reserves Planning in Washington County* included in the meeting packet.

At this point, Washington County has chosen to include all lands from the study area as candidate rural reserves as illustrated in the *Potential Candidate Rural Reserve Areas* map included in the meeting packet. To identify candidate urban reserve areas, Washington County took information from GIS data, city aspirations, and the Group Mackenzie development constraints map and condensed it into one map. The results of the determination for candidate urban reserve areas are shown in the *Potential Candidate Urban Reserve Areas* map.

Brent said he thinks these maps are sufficient to mark what point the RCC has reached in the process. The RCC will take into account any comments received from the Steering Committee. Brent also noted that it is impossible to explain what decisions were hard and which ones were easy as everyone has a different point of view on that.

Jim Labbe noted that he does not see a reference to how the natural features are being used in the analysis and asked if they are being considered.

Brent Curtis responded that there remains a lot of additional information, such as the natural features map, that will be important as the process moves forward. The GIS data provided just one layer and Washington County will continue to look at the natural features, agricultural, and forestry maps as they continue to refine the candidate areas.

Greg Manning noted that in leaving the entirety of the study area lands in Washington County as candidate rural reserve areas, there is obviously more area as candidate rural reserves than as candidate urban reserves. He said the test of rural reserves is that they are areas threatened by urbanization, and in light of that, he asked why the land areas are so different when by definition, they should be much more similar.

Brent Curtis responded that might be the single greatest issue. At this level of screening, Washington County could not more clearly define what subject to the threat of urbanization means, and consequently did not want to exclude any land. He assumes that as more information becomes available about what the land need will be in the next 40 to 50 years, it will be more obvious what lands will be threatened by urbanization. Without understanding the need, there is no credible way to say what lands will need to be protected as rural reserves.

Chair Brian said that the potential candidate rural and urban reserves are large areas, however Washington County felt it was premature to narrow them down without additional data, such as population and employment numbers. He further noted that information is coming into focus and there will be a lot of changes made to these maps in the next three months. Chair Brian noted that the Clean Water Services had been waiting for another meeting to refine the sewer and water suitability. He asked if that information is available for Washington County yet or if the analysis is still being conducted.

Brent Curtis responded that because Washington County compiled these maps in early February, water and sewer maps were not available to them at that time. He does not feel that anything has been lost as Clean Water Services had indicated the information was draft and that they would need to review and revise that draft. Brent noted that staff will continue to meet with Clean Water Services and conduct additional levels of analysis for sewer, water, and transportation.

After a brief break, Richard Whitman clarified a point made during public comment concerning Measure 49. Richard noted that there is a provision in Senate Bill 1011 that authorizes the reserves effort and provides that urban and rural reserve designations do not create a claim for compensation under Measure 49. As there is currently no anticipation that additional restrictions would be placed on reserve areas, there would not be Measure 49 claims after designation either. Richard also noted that reserve designations will not affect right to farm laws.

Doug McClain provided an overview of the Clackamas County Policy Advisory Committee (PAC) approach in identifying candidate reserve areas. Doug has explained the process for identifying candidate rural reserves in past meetings and will focus this meeting on the process for identifying candidate urban reserve areas, as outlined in the March 9, 2009 document titled *Clackamas County's Urban Reserve Candidate Areas* provided in the meeting materials. Doug noted that in answer to Chair Brian's question, the PAC is still in discussion with water and sewer providers and is still working on revisions to the suitability map.

The Clackamas County Board of Commissioners has reviewed the maps and have outlined a few guiding principles, which are listed in the Clackamas County staff report. In addition, the PAC has been working diligently to reach candidate recommendations. Doug stressed the point that we are early in the screening process. He noted that the *Rural Reserve Candidate Areas for Evaluation* map provided in the packet leaves out one area that will be included as a candidate rural reserve. That is an area that extends into the Stafford Basin, and which is zoned as exclusive farm use. To identify candidate urban reserves, the PAC created a composite map using a variety of data inputs. This *Preliminary Urban Reserves Candidate Areas & Service Suitability* map is provided in the meeting packet. Doug reminded the Steering Committee that this is an iterative process and candidate areas continue to be refined.

Doug noted that there are several issues raised that have been difficult to deal with. The most troubling of these issues for the rural side is the question of whether an area will be threatened by urbanization. As the process moves forward, choosing areas to identify as rural reserves or undesignated areas will be more difficult. The urban side contains hotspots as well, including the Stafford Basin and the area east of Damascus and Boring. Property owners have expressed concerns about serviceability of the areas, and the PAC has expressed concerns that information about transportation is difficult to ascertain and transportation costs are high. The PAC is also eager to answer the land need question, which will affect some of the decisions they need to make.

Greg Specht referred to the letter provided by him, Greg Manning, and Craig Brown to the Core 4 on February 4 asking that the lands identified by Group Mackenzie as unconstrained be considered as candidate urban reserve areas. He asked if the information provided by Group Mackenzie was considered in this analysis.

Doug McClain responded that the PAC was aware of that letter, however the PAC felt that the best place to begin looking at suitability was with the ability to provide sewer and water, not necessarily if

the land is flat or parcelized. Doug said it would be wrong to say that the information provided in the Group Mackenzie letter was not considered.

Greg Specht said it seems disingenuous that the recommendations from the business community were discarded at the very first filter. He noted that there is a new water treatment plant which will provide water south of the Willamette River. Greg said that the land south along I-5 should be considered as an urban reserve.

Teri Cummings agrees that information about population and employment forecasts is necessary to understand the amount of land that will be needed. Teri questioned why the counties did not begin by looking at areas that need to be protected, as the OAR talks specifically about protecting landscape features. A lot of focus is being placed on housing, etcetera, however it is important to look at where it is safe and reasonable to build first. Teri is concerned that the Clackamas County process might be behind schedule. The county is still working to coordinate a meeting about water and sewer and yet the maps are designed solely around where water and sewer can be provided. She is concerned we have not fully thought about what is involved with a rural designation and that the map only shows the Stafford Triangle as a candidate urban reserve.

Patti Galle, mayor of West Linn, noted that she has been told this is the listening phase, however she does not feel as though anyone is listening. The City of West Linn has plenty of documentation demonstrating its interest in the Stafford Triangle remaining rural. She noted that it may be theoretically possible to provide water to the Stafford area, however that area has an aging and inadequate water system. The cost of providing the needed infrastructure to provide water to the area would be a burden to the taxpayers, not just the developers. She respects the wishes of the hamlets, however West Linn did not make them build there, and their infrastructure is dependent on West Linn. Patti concluded that labeling the Stafford area as an urban reserve would not be good.

Craig Brown is concerned that we are looking at this in terms of development in the next five or ten years. He noted that there may be areas that may not be good to develop in near term, but would be good for development in long term and those need to be considered as well. He does not understand why the area south of the Willamette River is listed as having low water suitability or, given the unique freeway access there, why it is not an urban candidate area. He said that seems like a political decision and not a practical one. He also noted that looking at the map, it appears there are areas to the north and south that are highly suitable as well. He asked why the areas in the northern and southern parts of the study area were removed from consideration.

Doug McClain replied that the northern area was removed due to the proximity of the Clackamas River and to the slope of the area. The southern area was removed due to the slope of the area and difficulties with providing transportation.

Mary Kyle McCurdy asked that laser pointers be available for future presentations so Steering Committee members can understand what areas of land are being discussed. She asked if there are still undesignated areas around Canby and Molalla, and if so, why they are undesignated. She also asked if cities around the edge of the UGB were asked to talk about their areas of interest because of serviceability issues.

Doug McClain responded that serviceability issues were the primary reason to include a discussion about the interests of cities outside the UGB. Clackamas County also received input from the cities

of Molalla and Happy Valley, although their areas of interest did not extend past the UGB. For Canby, some of the undesignated area is a state park.

Greg Manning noted that they are all aware of the tremendous cost of transportation. He observed that neither Langdon Farm nor the area south of the Stafford Triangle are being considered as candidate urban reserve areas despite the fact that they are right next to existing freeway infrastructure. In light of that, Greg asked if there was the intent made in county committees to weight transportation differently than water and sewer because those areas were considered highly suitable for transportation, but low suitability for water.

Doug McClain said it would be inaccurate to say that the transportation component was weighted higher or lower. The ability to provide infrastructure was considered, however the difficulty is that the information is challenging to use. The information available to the county committees did not consider infrastructure within the existing UGB, and they did not feel it made sense to show how a grid pattern could be used in an area without comparing it to the existing grid pattern within the current UGB.

Mary Olson concurred with West Linn and said the City of Lake Oswego does not support the urbanization of Stafford Triangle and is not prepared to supply services to that area. She noted that the City of Lake Oswego does not have a seat at the PAC. Mary asked for an explanation of the light green areas shown on the *Preliminary Urban Reserves Candidate Areas & Service Suitability* map south of the Stafford Triangle and on the southwest portion of the map. She also asked that transportation suitability be given more weight on serviceability maps.

Doug McClain responded that the area has low suitability for providing water. In addition, the topography is fairly steep so there are some concerns about including them as candidate urban reserves.

Lainie Smith noted that there has been a lot of discussion about transportation. There is a need for more and better analysis of transportation issues. The Oregon Department of Transportation will be looking at transportation from a statewide perspective and thinking about long distance travel on the highway. She said she is concerned that development outside of the UGB would affect performance of the highways inside the UGB. She noted that ODOT will have comments prepared before the April meeting.

Jim Labbe asked for elaboration on how the PAC used the natural features inventory to create the Clackamas County maps.

Doug McClain responded that the PAC did have the information about the natural resource features, and they also expect to receive additional information about landscape features from ODFW. Doug noted it might be most helpful to discuss how the natural resources features information was used outside of the Steering Committee meeting.

Commissioner Lehan noted that regarding natural resource lands, her presumption is that the natural features would be protected wherever they occur. They do not have to be designated as rural for them to be protected. If an area is an urban reserve, it will not necessarily be developed from fence row to fence row.

Jim Labbe agreed, however he thinks some natural features need to be protected via rural reserves designation.

Chris Barhyte said his assumption is that each county has discussed the candidate urban and rural reserves and those areas will be brought to the Steering Committee to vote on to agree or disagree. He noted that if there are substantial changes to the maps, he is not sure that we can get four people to agree. Chris said staff needs to have the revised maps available to the Steering Committee before the April meeting.

Deb Nudelman said the value of the Steering Committee is to provide the Core 4 with a regional perspective. Comments to the counties are critical, and the counties will, in turn, compile those comments from around the region. Deb noted there would be concern if there was not critical feedback, and that it just shows this is controversial and critical work.

Chris Barhyte wanted to make sure the group knows that this table is not the only place to provide input. It might be worth taking concerns back to the county level for debate and then bringing the outcomes back to the Steering Committee.

Deb Nudelman said there are recommendations being made by each of the counties, however the ultimate decision rests with the Core 4 jurisdictions. The feedback from the Steering Committee is critical to keep moving toward the best possible recommendations and outcome for the region.

Teri Cummings recommends that as far as the Core 4 mapping is concerned, it remain a work in progress and all the information from Lake Oswego and Canby be included in considerations. She hopes that that the Stafford area and Pete's Mountain be kept in as both candidate rural and urban reserve areas. She noted that there is a public involvement meeting scheduled for April 14 or 15 and said that West Linn would like to offer to host that meeting.

Greg Specht said that basing the urban candidate areas on water and sewer suitability seems to skew the results for the whole process. He is happy to hear that ODOT will be conducting surveys, and noted that seems like another argument to consider Group Mackenzie's unconstrained lands for urban reserve consideration. He asked for clarification on the process for recommending candidate reserve areas at the April Steering Committee meeting.

Councilor Harrington responded that the proposal being made today is for a recommendation of candidate rural and urban reserve areas for further consideration. The Steering Committee is being asked for feedback today, and asked to report on additional comments and feedback from constituents at the April meeting. The idea is to take a vote to establish a firm set of candidate areas for consideration and further evaluation in order to make recommendations in July.

John Williams noted that the screening process will look at all of the eight urban reserve factors. We have already discussed that some factors should be focused on earlier or later in the process. As candidate reserve areas are evaluated, we will be looking at all of the factors in more detail to provide a complete analysis of the identified areas.

Teri Cummings asked what the objective is for maximum citizen involvement. She asked if there was a reason the next Steering Committee meeting is on April 8 and the next public involvement meeting is not until a week after that.

Deb Nudelman responded that the Core 4 is trying to compile layers of feedback. The first interest is to provide the Steering Committee with the best effort composite from the staff and county committees. The Core 4 wants to receive more feedback next month from Steering Committee member constituents and will then distribute the candidate reserve areas for public comment. After the public comment, there will still be time to consider adding information to the maps.

Chair Brian said it seems too early to eliminate candidate status from the areas that are contested or have mixed attributes. Transportation is needed wherever population and employment land is sited. The question is where the best place is for that land. He noted that sewer and water suitability is easier to deal with than transportation, and until we know the need for capacity in the future and what forecasted population and employment numbers are, areas probably should not be eliminated.

Commissioner Lehan said that transportation is probably the biggest limiting factor because we are out of capacity on the Boone Bridge and there is no alternative in that area for crossing the Willamette River. This is a fragile connection, and we have not even talked about where we would put another connection across the Willamette River.

Deb Nudelman observed and acknowledged how complex this topic is, however due to time constraints she noted that the group had to move to the next topic.

#### **IV. STEERING COMMITTEE FEEDBACK ON INFRASTRUCTURE SUITABILITY**

Craig Brown is concerned that there are certain areas on the maps that the counties say are not serviceable, and yet as demonstrated today, adjacent districts and jurisdictions are saying they are willing to serve those areas. He noted there seems to be a conflict there.

Deb Nudelman encouraged everyone with additional concerns to bring them back to this group and be as explicit as possible.

#### **V. SUMMARY**

Deb Nudelman reviewed the schedule of upcoming meetings and reminded the Steering Committee they will be asked to recommend rural and urban reserve candidate areas for further evaluation to the Core 4 at the April 8 meeting.

Chris Barhyte asked if an area is designated as a candidate rural or urban reserve if it can be changed to the other designation later, or if it is taken out as a candidate reserve area if it can be reevaluated later.

Brent Curtis responded that the whole process is iterative and adjustments can be made if needed. The Core 4 will need to take into account public input, and they reserve the right to make adjustments. People are asked to provide input as early as they can to be able to work through those iterations.

Chris Barhyte said he had understood that once an area was off the table for consideration, it was off for good. He would like that to be clarified. He would also like clarification on how an area goes from a rural to an urban designation.



Craig Brown asked that an official statement be made that designations of either urban or rural reserves can still be changed.

Deb Nudelman responded that areas designated as either candidate urban or rural reserves can be evaluated as the other in the event that is seen as necessary as the areas are studied in more detail. Additionally, areas that have been taken out of the study as candidate reserve areas can be brought back in for consideration if the Core 4 feel those areas warrant further evaluation based on new information. Staff confirmed this statement.

Mary Kyle McCurdy said she hopes the Steering Committee does as rigorous homework as they can. She does anticipate that some areas will come forward as both candidate urban and rural reserves. If we know there is an area that could be designated as both, then that area will be evaluated for both. She is worried that some of the areas of the maps are very broad and is concerned there will not be enough time to evaluate all that information within the designated timeframe.

Councilor Harrington observed that a number of concerns were raised about corrections needing to be made to the maps, and she asked for assurance that the maps will be updated as soon as possible. Staff confirmed that they would be. [Action Item]

Teri Cummings stated for the record that the Clackamas County Coordinating Committee will not be holding a March meeting, so they will not have the opportunity to take the information gathered today about candidate reserve areas back to their constituents for review.

Alice Norris responded that it would be possible.

Deb Nudelman asked that everyone strive to put their comments and concerns into writing and distribute them before meetings to aid with discussions.

There being no further business, Deb Nudelman adjourned the meeting at 11:59 am.

Respectfully submitted by Kearns & West.

ATTACHMENTS TO THE PUBLIC RECORD FOR MARCH 16, 2009

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

AGENDA ITEM	DOC TYPE	Doc DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1.	Schedule	3/16/09	Urban and Rural Reserves Phase 3 Preliminary Public Meeting Schedule	031609rsc-01
2.	Letter	2/23/09	To: Rick Gruen and Clackamas County Reserves Policy Advisory Committee From: Chris Jordan RE: Objections to Clackamas County's determinations of Candidate Rural Reserves	031609rsc-02
2.	Letter	3/13/09	To: Core 4 Members and Regional Reserve Steering Committee Members From: Dana Krawczuk, Ball Janik LLP RE: Request to Consider Designating the SW Corner of Highway 26 and Highway 212 as an Urban Reserve Candidate Area	031609rsc-03

**From:** [Hidden Springs Neighborhood Assoc.](#)  
**To:** [Laura Dawson-Bodner](#)  
**Subject:** correction of testimony  
**Date:** Monday, March 30, 2009 3:28:37 AM

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Please be advised that at the March 15, 2009 Reserves Steering Committee Meeting, Mr. Gordon Root testified that the City of West Linn is providing sewer services to the "other side of the river" as it is stated in the minutes to that meeting. It is my understanding that the City of West Linn does not provide sewer services to accommodate development in that area, and does not intend to. I respectfully request that Mr. Root's misrepresentation of fact in his testimony to the Reserves Steering Committee be brought to the attention of the committee and made a part of the record.

Lynn Fox

Forest Park Neighborhood Association

c/o Neighbors West/Northwest  
2257 NW Raleigh St.  
Portland, Oregon 97210  
March 25, 2009

Multnomah County Reserves Citizens Advisory Committee  
c/o Chuck Beasley, Senior Planner  
Multnomah County Land Use Planning  
1600 SE 190<sup>th</sup> Avenue  
Portland, Oregon 97233

RE: Request to Limit Urban Reserves Study Area

Dear Citizens Advisory Committee Members,

The Forest Park Neighborhood Association Board of Directors, elected representatives of the residents and property owners in over 11 square miles of the West Hills, has for many years advocated the retention of NW Multnomah County as a rural area. We support the existing Rural Area Plan zoning, and we are pleased that your Committee has designated the entire NW Multnomah County area as a Rural Reserve Study Area. Multnomah County is Oregon's most populous while being the smallest in land area. The value of this remnant of mixed natural landscape features, forest, and agricultural land is heightened by its rarity, its accessibility from nearby urban areas, and its role as a critical buffer for Forest Park.

Accordingly, we urge the Reserves C.A.C. to not designate any Urban Reserve Study Area lands in NW Multnomah County. The presence of substantial urban development in adjacent Washington County and in Forest Heights, with more to come in West Bonny Slope (Area 93,) has much reduced and will further reduce the rural lands, extending the degradation of habitats and stream quality. The remnant rural areas today, prized by people throughout the metro area and so valuable ecologically, need to be retained so that people 50 years from now will still have forest, wildlife, clean streams, and medium-scale agricultural opportunities available close to urban areas on both sides of the Tualatin Mountains.

We know you have received letters from a few property owners desiring Urban Reserve designation. Some claim that their land is not suitable for farming. Notwithstanding that those lands were farmed for many decades, and that other property owners nearby raise cattle, market vegetables, hay, apples, and berries, the lands in question are class 2 to class 4 (out of 8 classes, with class 1 best.) Most are class 3 Cascade Silt Loam, described by the "Soil Survey of Multnomah County, Oregon" (by USDA, USFS, and Oregon Agricultural Experiment Station) as "well suited to farming" up to 8% slopes, and "suited to farming" at 8-15% slopes. The notes comment that, while this soil is increasingly used for urban development, it has "limitations for urban development" including seasonal high water table, slow permeability, and low strength.

Some of these letters have also referred to the Factors for Designation of Land as Urban Reserves, listed in OAR 660-027-0050. The FPNA Board analyzes the same factors in a different way, reaching an opposite conclusion. The eight Factor descriptors are reduced below to their key phrases, for brevity.

**1. Efficient Infrastructure** - The multiple-branched stream canyons, steep slopes, and unstable soil types render most of Multnomah County's rural West Hills very expensive for infrastructure development and yield a low density per acre. The small pocket of flatter land straddling Springville Road is somewhat less physically constrained, yet still has several streamways and drainageways - and its governance as an urban area would be difficult due to the County line. Metro's maps rate this area as "low suitability" for sewer provision.

**2. Development Capacity** - When constrained lands and ownership patterns are taken into account, we believe that under 500 acres in west Multnomah County could be development candidates, and this is not all in one block of lands. For development to create the disruption to the various rural values, with only this capacity as a result,

seems a poor bargain. And between Bethany and the still-to-come North Bethany, there is already plenty of approved developable land in this subregion.

**3. Public Schools/Facilities** - Portland Public Schools is losing enrollment in other areas of its district, not in the Northwest. Skyline, Forest Heights, Chapman, East and West Sylvan, Lincoln - all these schools have growth pressure. Further urban development in Multnomah County would require one or more new schools which we can ill-afford and which would raise the development costs of new housing. Other public facilities are non-existent within reasonable range, which is a problem at urban densities. Fire protection is a key concern.

**4. Transportation Connections** - All the roads leading out of the Bethany area, particularly the few cross-mountain roads into Portland, are congested during ever more extended rush hours, with particularly difficult backup points at the Portland ends. This is plainly due to new subdivisions in the NW metro area and the increasing tendency of Washington County commuters to take alternatives to the crawl on Sunset Highway. Additional urban development in the Bethany area aggravates the problem without effective mitigation. Transit services are extremely limited and are unlikely to be improved, much less made adequate, in the foreseeable future. Bikeways and walkways beyond small neighborhoods are almost non-existent and have crossing issues at major roads.

**5. Ecological Systems** - While some newer designs might reduce the harm to streams and soils compared to past practices, there is no question that the small, fragmented habitats; the road run-off and road kill; the yard chemicals; domestic pet predation on wildlife; and increased human access to the landscape would devastate remaining populations of large "signature" species such as elk and cougar still in this area. And the populations of birds, reptiles, amphibians, fish, small mammals, and native plant species would also decline. These species may be globally rare, but they are treasures in the metropolitan area.

**6. Range of Housing Types** - Notwithstanding government policies and developer assurances, in the 20 years of collective memory of our Board we have very seldom seen a new development on rural land that includes a broad range of housing types as needed by young working people, people of modest means, single parents, extended families, aging persons, etc. Particularly when the infrastructure costs are high and the automobile is virtually the sole mode of transport, the kinds of development proposed for NW Multnomah County will almost certainly be medium-to-high-end single-family houses. There is an enormous area of urban fringe already built or planned for just this sort of housing. Multnomah County does not need to add to it.

**7. Preserving Natural Landscape Features** - Despite claims in one letter you have received, we have seen no evidence of a viable plan to deliver acreage into public ownership or other long-term preservation, let alone maintain it. Further, the evidence of other similar development types around the region suggests that "landscape preservation" is often approached as a visual exercise comparable to setting a large piece of sculpture in the town: here, a copse of woods; there, a length of streamflow. It's better than nothing, and makes people feel virtuous, but it cannot be compared to preserving adequately-sized and connected blocks of varied landscape, plant communities, and animal habitat types. These now exist, without any added public expenditure, at the neighborhood scale in the NW hills, and are key habitat connections to Forest Park. The elk, cougar, bear, pileated woodpeckers, great horned owls, and many other species require that we zone at the neighborhood rather than the parcel scale. The current zoning preserves this ecosystem while allowing compatible human uses.

**8. Minimize harm to Farming, Forestry, Natural Landscape, and Rural Reserves** - This objective cannot be meaningfully implemented in conjunction with urban development. Some have argued that given this urban/rural conflict, the rural uses must be eliminated and the area urbanized. This is a perverse argument given the century of rural uses, and their current and future value to the region. The conflict is equally, and more easily, avoided by eliminating the potential for urban development. Since upper portions of the West Hills seem to readily qualify as Rural Reserves, the conflicts can best be avoided by extending that rural area to the County line, affording an effective buffer for the more-wild lands upslope and for Forest Park. Since there are existing,

successful farms operating within Multnomah County's NW area, including along Springville Road, minimizing harm to these pre-existing uses is important. Such a designation also aligns with current zoning and governance .

We can forge a better future for the urban region by protecting a buffer for Forest Park, a regional treasure, and by retaining wildlife habitat blocks and significant headwater stream basins, instead of urbanizing every possible square inch of space on the map. Please do not designate Urban Reserve Study Areas in NW Multnomah County. These areas should be a Rural Reserve.

Thank you,

Jim Emerson  
Forest Park Neighborhood Association President  
For the Board of Directors

cc: Chuck Beasley, Senior Planner, Multnomah County Land Use Planning  
Jeff Cogen, Multnomah County Commissioner / Core 4  
Deborah Kafoury, Multnomah County Commissioner, District 1  
Kathryn Harrington, Metro Councilor / Core 4  
Rex Burkholder, Metro Councilor, District 5  
Reserves Steering Committee

**From:** [Veronica Valenzuela](#)  
**To:** [Phyllis Cole](#); [Laura Dawson-Bodner](#)  
**Subject:** FW: Urban (Growth Boundary) Reserves extension: West Union/Helvetia, Hillsboro  
**Date:** Wednesday, April 01, 2009 3:15:56 PM

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**From:** Kathryn Harrington  
**Sent:** Wednesday, April 01, 2009 2:59 PM  
**To:** Veronica Valenzuela  
**Subject:** FW: Urban (Growth Boundary) Reserves extension: West Union/Helvetia, Hillsboro

For the record

Kathryn

Kathryn Harrington  
Metro Councilor, District 4  
503-797-1553  
[Kathryn.Harrington@oregonmetro.gov](mailto:Kathryn.Harrington@oregonmetro.gov)

[www.oregonmetro.gov](http://www.oregonmetro.gov)  
Metro | People places. Open spaces.

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**From:** Dan Swerbilov [mailto:[Dan.Swerbilov@sas.com](mailto:Dan.Swerbilov@sas.com)]  
**Sent:** Wednesday, April 01, 2009 2:28 PM  
**To:** [reserves@co.washington.or.us](mailto:reserves@co.washington.or.us); [cao@co.washington.or.us](mailto:cao@co.washington.or.us)  
**Cc:** [bcc@co.clackamas.or.us](mailto:bcc@co.clackamas.or.us); [district2@co.multnomah.or.us](mailto:district2@co.multnomah.or.us); Kathryn Harrington; Reserves;  
[vanaschefarm@earthlink.net](mailto:vanaschefarm@earthlink.net); [Mike\\_Dahlstrom@co.washington.or.us](mailto:Mike_Dahlstrom@co.washington.or.us); [dnudelman@kearnswest.com](mailto:dnudelman@kearnswest.com);  
[patt.opdyke@oregonstate.edu](mailto:patt.opdyke@oregonstate.edu)  
**Subject:** Urban (Growth Boundary) Reserves extension: West Union/Helvetia, Hillsboro

Dear Reserves Steering Committee Members,

I live in NE Portland and work in the AmberGlen business park in Beaverton/Hillsboro. My family subscribes to a share of food weekly as a Community Supported Agriculture member at La Finquita del Buho (farm) located on Dick Rd. north of West Union between Cornelius Pass Road and Helvetia in Hillsboro.

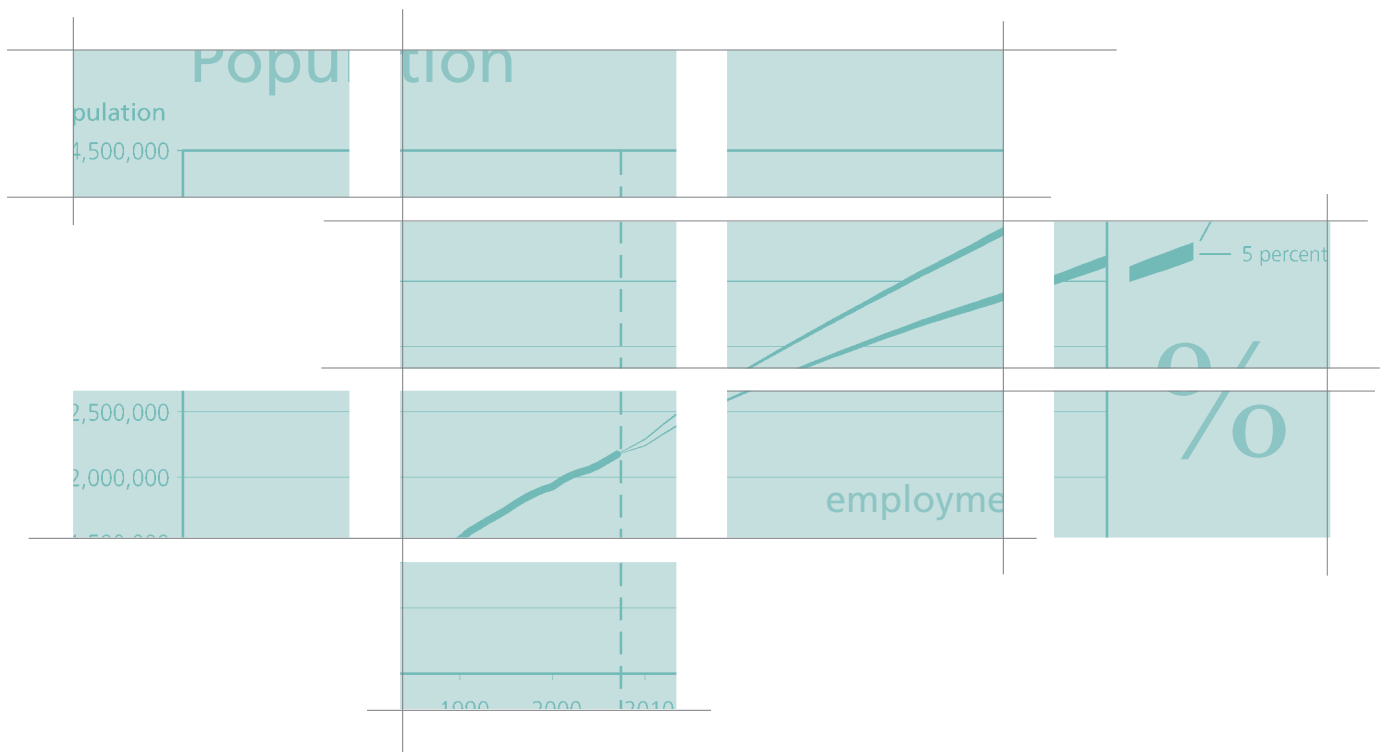
We have been members of the CSA for the past 8 years. Visiting the farm weekly is an invaluable experience for us and our children. We are able see how and where our food is grown and the animals raised (goats, sheep, rabbits, pigs, cows, etc.). This helps connect us to the growing seasons and the lifecycles of nature. Time on the farm is wondrous and endlessly intriguing. We participate in the harvests and the weeding. During the 29 week CSA season, various school groups visit regularly to learn about plants, animals, and farm life. For our personal health it is imperative to get fresh, pesticide/chemical-free produce and meat that has been grown humanely without hormones/ and antibiotics. For the environment and the economy it is absolutely necessary to buy locally. This little farm is helping in the bigger picture to create sustainability and enrich life through community building and connecting to the land. Please do not broaden the current urban growth boundary to swallow up the small family-run CSA's in this area.

**Please consider including this area North of West Union in the rural reserve and avoiding its inclusion in the urban reserve.** If this area is included in the urban reserve, our farms' viability, tranquility, and sustainability will be irreversibly threatened.

Thank you for your consideration,

Dan Swerbilov  
503 617 7104





## EXECUTIVE SUMMARY

# 20 and 50 year

**Regional population and employment  
range forecasts**

**March 2009 draft**



**Metro** | *People places. Open spaces.*

## **PURPOSE OF THE 2030 FORECASTS**

Oregon land use laws require that Metro maintain a supply of buildable land inside the urban growth boundary to accommodate estimated housing needs for twenty years. Metro fulfills a similar role in determining whether or not there is adequate capacity for employment. This draft 2030 forecast is a necessary step towards Metro's compliance with these requirements and is the determination of how much growth is expected. A separate analysis of the region's capacity to accommodate growth is included in the urban growth report.

## **PURPOSE OF THE 2060 FORECASTS**

The 2060 forecast is intended to inform the urban and rural reserves process. Metro and Clackamas, Multnomah and Washington counties are jointly leading this innovative regional effort to study and designate areas outside of the current urban growth boundary that are suitable for accommodating future population and job growth over the next 40 to 50 years (urban reserves) as well as areas that should be preserved for agriculture, forestry and natural resources (rural reserves).

A draft 2060 forecast was released by Metro in May 2008; the current forecast updates that release by starting with an updated 2030 forecast and responding to public comments and questions on the 2030 to 2060 component.

## **DISCLAIMER**

These forecasts illustrate a range of possible population and employment outcomes and trends for the greater Portland metropolitan area over a 50-year period. These forecasts are intended to inform local and regional public policy discussions and do not represent any policy agenda or policy decision of the Metro Council.

## OVERVIEW

To inform the regional discussion of growth management choices and the possible implications of those choices, Metro has developed a range population and employment forecast. This forecast is derived from national economic and demographic information and is adjusted by Metro based on regional growth factors.

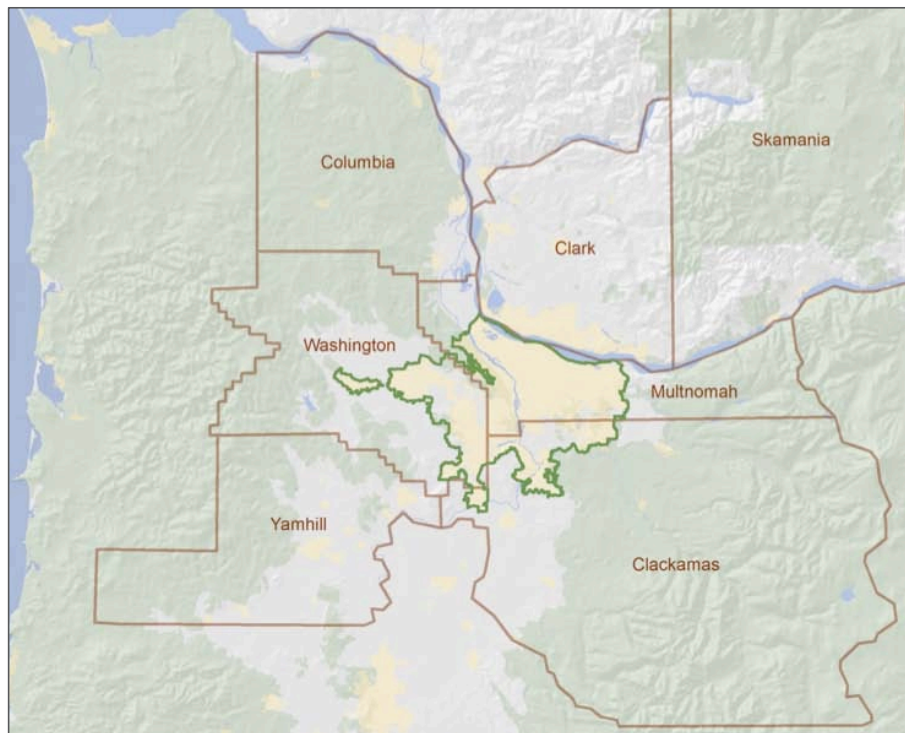
The forecasts cover the seven-county Portland-Beaverton-Vancouver Primary Metropolitan Statistical Area (PMSA), as defined by the U.S. Office of Management and Budget. It does not predict where within the statistical area future population and jobs may locate nor does it determine what portion may locate within the Metro urban growth boundary. Possible trends will be discussed fully in the urban growth report, to be released in Spring 2009.

The region must make a number of choices about how it will accommodate forecasted growth and what the possible implications of those choices may be.

**Regional choices:** Is the region willing and able to provide the necessary public facilities and services, governance and investments to accommodate population and employment growth and support the creation of sustainable, vibrant communities?

**Local choices:** How willing and able are the region's cities, counties and public service providers to make targeted investments and public improvements in their urban centers, transportation corridors and employment areas in order to support long-term population and employment growth?

**Map 1: Portland-Beaverton-Vancouver OR-WA PMSA**



*Geographic extent of the regional forecast encompasses seven counties. The Metro urban growth boundary comprises a fraction of the land area of the region.*

## SUMMARY FORECAST RESULTS

Population and employment forecast ranges are provided for the years 2030 and 2060 for the entire seven-county Portland-Beaverton-Vancouver Primary Metropolitan Statistical Area, which consists of Clackamas, Columbia, Multnomah, Washington and Yamhill counties in Oregon as well as Clark and Skamania counties in Washington. Though this forecast does not predict where growth will occur within the seven-county statistical area, it is safe to say that not all of it will be within Metro's boundary.

The forecast indicates a 90 percent chance that the population of the seven-county statistical area in 2030 will be between 2.9 and 3.2 million people. For 2060, the forecast projects a 90 percent probability that the population of the same area will be between 3.6 and 4.4 million people. In 2000, the population was 1.9 million people.

On the employment side, the forecast indicates a 90 percent chance that there will be between 1.3 and 1.7 million jobs in the statistical area in 2030 and a 90 percent chance that there will be between 1.7 million and 2.4 million jobs in the same area in 2060. In 2000, there were approximately 973,000 jobs.

Where the region's population and employment numbers ultimately land will be affected by several factors. They include varying conditions in the local and global economies, changing population and workforce demographics, and policy decisions and investments made in local communities that may attract particular types of population and employment growth to certain areas of the region.

### Next steps

**Spring 2009:** Metro will release a preliminary urban growth report with analyses of the region's capacity to accommodate the next twenty years of residential and employment growth within the existing urban growth boundary. The 2030 forecast informs the preliminary capacity analyses. The urban growth report will discuss what share of the forecasted growth may happen within the urban growth boundary. Metro will also release a final 2060 forecast that informs the designation of urban reserves.

**Summer 2009:** Regional leaders will engage in a more specific discussion of the long-term aspirations of local communities and the capacity assumptions in the preliminary analyses, culminating in a draft urban growth report to be issued in September 2009.

**Fall 2009:** The Metro Council will, with Clackamas, Multnomah and Washington counties, adopt urban and rural reserves. Urban reserves will be informed by the 40-50 year population and employment range forecast.

**December 2009:** The Metro Council will accept a 2030 population and employment range forecast and submit a final urban growth report to the Oregon Land Conservation and Development Commission that describes any capacity gap to be addressed in 2010.

**2010:** Local and regional governments will continue to implement policies and investments to create and enhance great communities while accommodating anticipated growth. Metro Council will submit plans to accommodate at least 50 percent of any 20-year capacity need to LCDC.

**2011:** If any additional 20-year capacity need remains, the Metro Council will consider urban growth boundary expansions into designated urban reserves.

## ABOUT THE RANGE

### Why use a range instead of a point forecast?

To plan for the future, it is important to have an idea what the future might look like. In making any prediction, it is necessary to acknowledge uncertainty. Predictions that declare absolute certainty can be regarded with skepticism.

Weather forecasting is an example. Which forecast is more trustworthy and provides more useful information for planning?

*Five days from today, it will be sunny.*

*or...*

*Five days from today, there is a 65 percent chance of sunny weather.*

If you rely on the first forecast, you may end up stuck in the rain without an umbrella. If you rely on the second forecast, you have the opportunity to consider whether or not it is worth taking an umbrella along.

Forecasting population and employment growth and subsequently making land use, transportation, and investment decisions is a similar exercise, though with higher stakes. The use of a range forecast allows for the consideration of a number of possible outcomes, rather than only planning for one future. Using a range forecast is more likely to result in growth management decisions that result in adaptable, resilient communities that are able to adjust course when conditions change. This ability to be adaptable is more critical than ever considering today's volatile fuel prices, an economic crisis of historic proportions, and the need to take significant and immediate actions to reduce greenhouse gas emissions.

### What does the range mean?

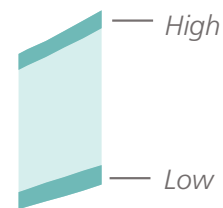
As with a weather forecast, this population and employment range forecast is expressed in terms of probability. The methodology for producing the range forecast is described in more detail later in this document.

**Low end of range:** There is a five percent chance that actual growth will be less than or equal to the low end of the range.

**High end of range:** There is a 95 percent chance that actual growth will be less than or equal to the high end of the range.

Stated differently, there is a 90 percent chance that growth will occur within the outer bounds of the forecasted range.

Forecast range probability  
90 percent probability



## What kinds of questions should we consider in light of the range forecast?

The range forecast prompts questions for policy makers to consider such as:

- What are the risks of planning for the high or low end of the forecast? Are there different risks associated with planning for land use, transportation investments or other infrastructure system investments?
- How might the success or failure of efforts to preserve the region's livability push population and employment growth higher or lower within the forecasted range?
- How might particularly effective or ineffective economic development strategies push population and employment growth higher or lower within the forecasted range?
- The range forecast does not account for a number of unknowns such as the possibility of climate change refugees – people who may be displaced by climate change. Future climate conditions could result in additional people entering or leaving the region. How might this additional uncertainty influence how we make decisions?

## What are some of the variables that affect the forecast?

Some of the basic variables that inform this forecast are birth, death and immigration rates and anticipated economic conditions. The regional economy is increasingly subject to global and national forces that are beyond the region's influence and are not easily quantifiable through standard economic tools. Economic globalization affects the flow of trade, foreign exchange rates, and the cost and availability of foreign and domestic skilled and unskilled labor. Population growth in the region continues to reflect the region's status as one of the nation's more desirable metropolitan areas; in the early part of this decade, our region's population continued to grow even as employment stagnated during the recession.

These are but a few examples of the many factors that will ultimately affect both population and employment trends in the region.

## How has recent global economic turmoil influenced the forecast?

Our region is not immune to the recent recession and other economic distress. In the short term, it is expected that job growth will slow in our region. Employment sectors that tend to be most sensitive to downturns in business cycles include construction, manufacturing and professional business services. However, by the year 2020, growth is expected to have returned to the average long-term trend (compared to older forecasts).

### Managing in the fog

A recent article in *The Economist* refers to forward-thinking companies like Lego that use range forecasts instead of point forecasts. The article states that scenario planning, which considers a range of possible outcomes, is all the more important during uncertain times since it allows for contingency planning and adaptability.

*The Economist* (February 26, 2009) *Managing in the Fog*. Accessed online on March 5, 2009 at [http://www.economist.com/business/displaystory.cfm?story\\_id=13184837](http://www.economist.com/business/displaystory.cfm?story_id=13184837)

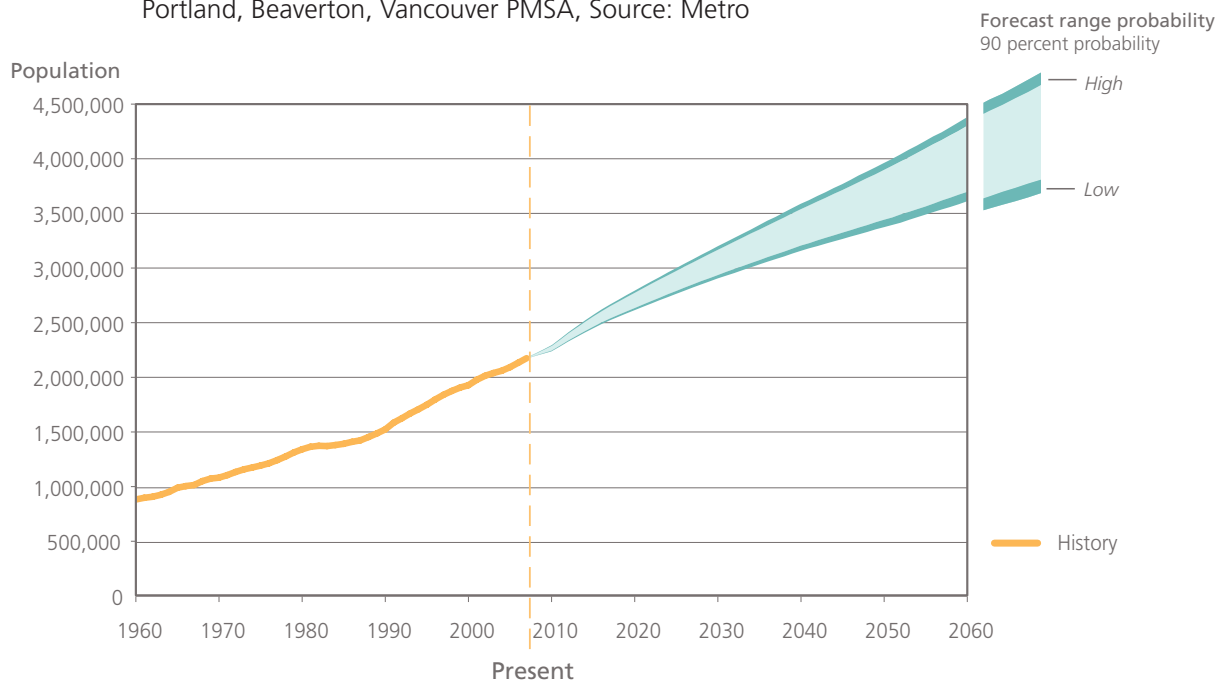
## POPULATION RANGE FORECAST RESULTS

In the year 2000, the population of the seven-county statistical area was about 1.9 million people. This forecast estimates that, by the year 2030, the population could grow to a total of 2.9 to 3.2 million people. By the year 2060, the population could grow to a total of 3.6 to 4.4 million people.

**Table 1: Population range forecast and annual percentage rate change from year 2000**  
Portland, Beaverton, Vancouver PMSA, Source: Metro

Year	Low end of range	High end of range
2000	1,927,881 <i>Actual</i>	
2030	2,903,300 1.37% APR	3,199,500 1.70% APR
2060	3,609,300 1.05% APR	4,376,100 1.38% APR

**Figure 1: 2007 – 2060 Population forecast**  
Portland, Beaverton, Vancouver PMSA, Source: Metro



## HOUSEHOLD RANGE FORECAST RESULTS

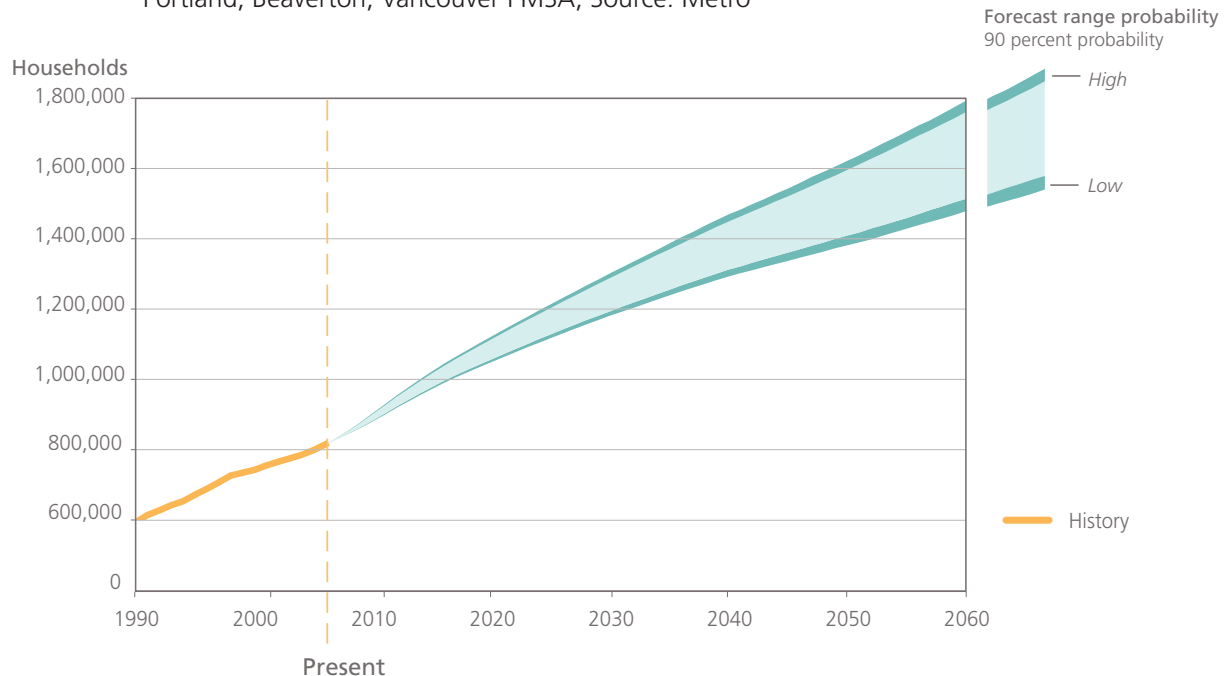
Using forecasted household sizes, the population forecast is translated into a household range forecast.

In the year 2000, there were approximately 742,300 households in the seven-county statistical area. This forecast estimates that, by the year 2030, there could be between 1.2 to 1.3 million households. By the year 2060, there could be between 1.5 to 1.8 million households.

**Table 2: Household forecast and annual percentage rate change from year 2000**  
Portland, Beaverton, Vancouver PMSA, Source: Metro

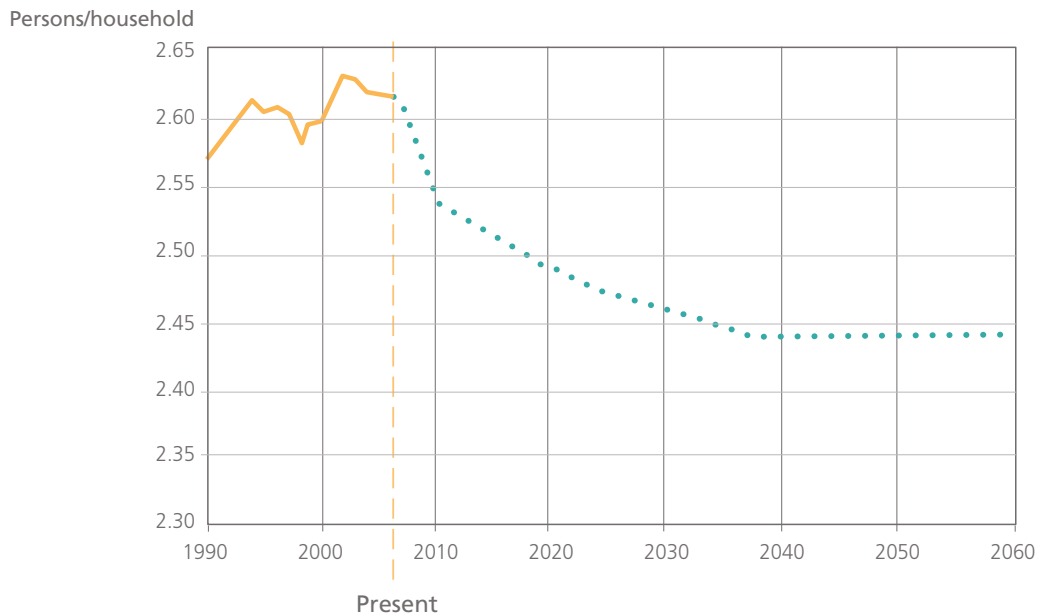
Year	Low end of range	High end of range
2000	742,300 Actual	
2030	1,181,300 1.56% APR	1,301,800 1.89% APR
2060	1,478,400 1.15% APR	1,792,500 1.48% APR

**Figure 2: 2007 – 2060 Household forecast**  
Portland, Beaverton, Vancouver PMSA, Source: Metro





**Figure 3: 2007 – 2060 Average household size forecast**  
Portland, Beaverton, Vancouver PMSA, Source: Metro



### What are some expected demographic changes?

The region's population is forecasted to be distributed fairly evenly among different age groups – a trend that is also predicted for the United States as a whole. This is a change from the past when there were progressively fewer people at more advanced ages. One implication of this anticipated change is that a greater percentage of households will be older and without children, resulting in a lower average household size. More demographic detail is presented in the full forecast report.

## EMPLOYMENT RANGE FORECAST

This forecast also predicts how many jobs will be in the seven-county statistical area in the future. As with the population and household forecasts, this forecast does not predict where these jobs will be within the seven-county statistical area. Not all forecasted jobs will be within Metro's jurisdiction.

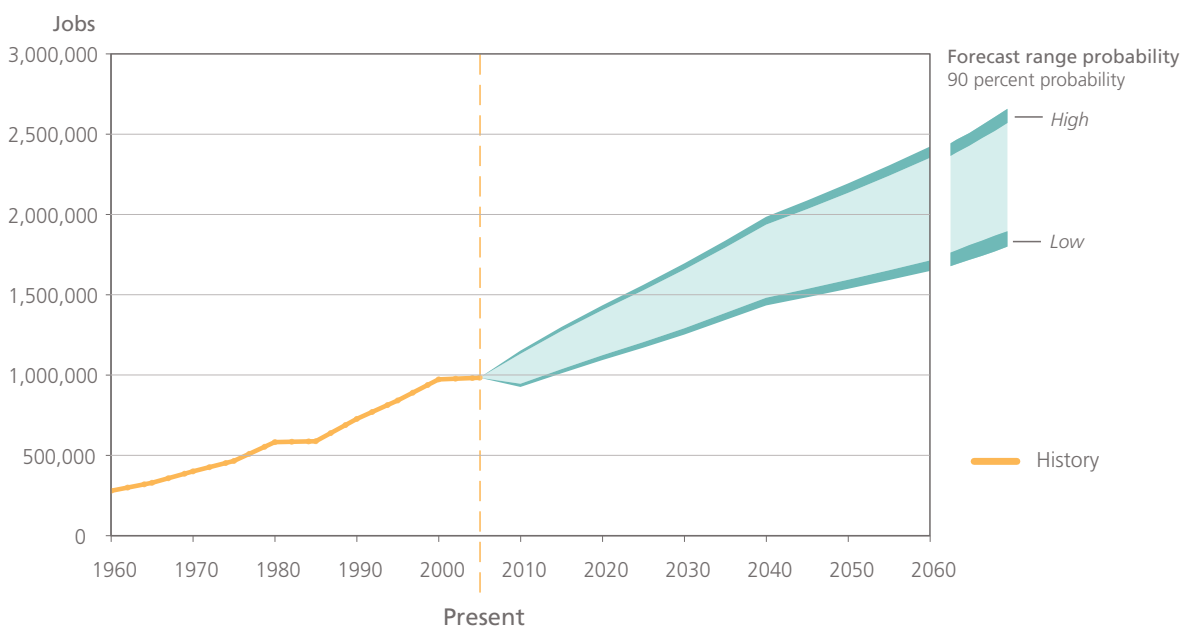
In the year 2000, the number of jobs in the seven-county statistical area was 973,230. This forecast estimates that, by the year 2030, jobs could grow to a total of 1.3 to 1.7 million. By the year 2060, jobs could grow to a total of 1.6 to 2.4 million.

Economic lows and highs are to be expected at times throughout the course of the analysis period; this forecast focuses on the cumulative, long-term trends.

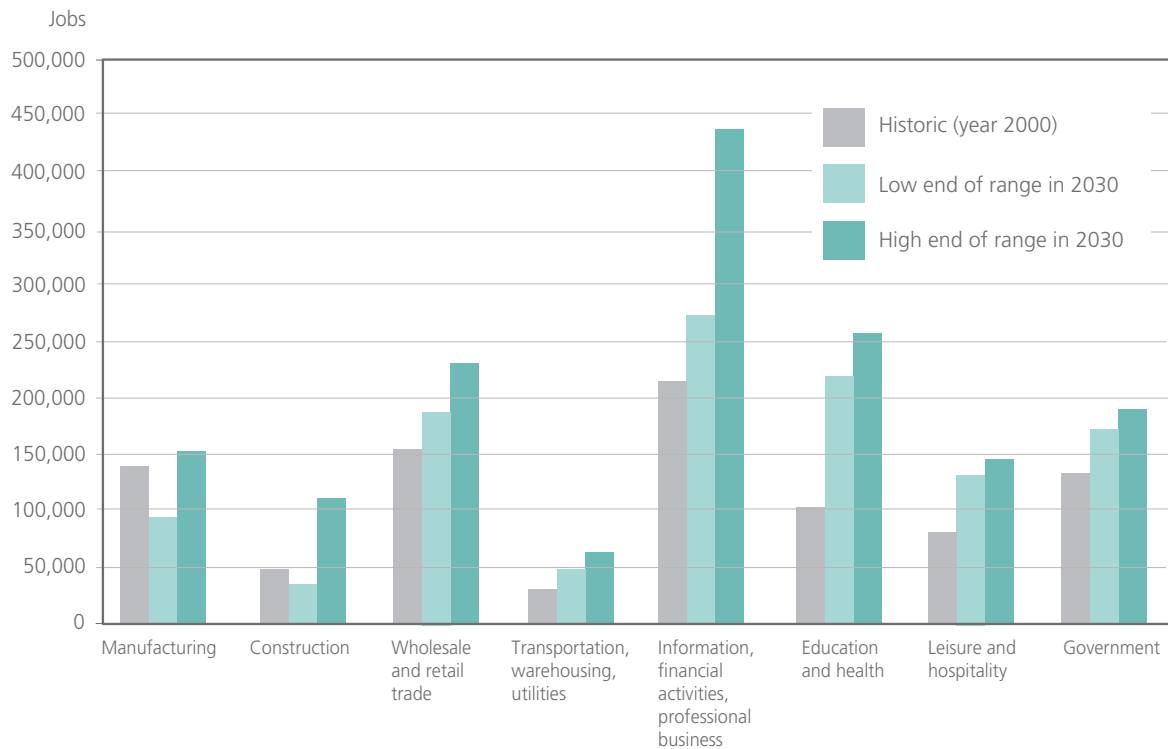
**Table 3: Employment range forecast and annual percentage rate change from year 2000**  
Portland, Beaverton, Vancouver PMSA, Source: Metro

Year	Low end of range	High end of range
2000     973,230 <i>Actual</i>		
2030	1,252,200 0.84% APR	1,695,300 1.87% APR
2060	1,648,400 0.88% APR	2,422,900 1.53% APR

**Figure 4: 2007 – 2060 Employment forecast (nonfarm)**  
Portland, Beaverton, Vancouver PMSA, Source: Metro



**Figure 5: 2007– 2060 Employment forecast by sector**  
Portland, Beaverton, Vancouver PMSA, Source: Metro



### How might the mix of employment in 2030 compare with 2000?

As in the past, the information, financial activities and professional business sectors are forecasted to make up a substantial share of total future employment (about one-quarter of all jobs) in the seven-county statistical area.

Employment sectors that serve the resident population (e.g. the health and education and construction sectors) tend to show growth that is commensurate with overall population growth. From the years 2000 to 2030, employment in the education and health sectors is predicted to increase by 117 percent (low end of forecast range) to 154 percent (high end of forecast range).

The manufacturing sector is forecasted to see relatively little growth as many of these jobs move overseas. It is likely that the manufacturing jobs that do remain will be those that require specialized training and command competitive wages.

## ABOUT THE PROJECTIONS

### How Metro produced the projections

**Economic trend forecast:** Metro first produces the “econometric trend” forecast through 2040 using its own state-of-the-art regional econometric model. This model has been thoroughly vetted by an independent panel of economic and demographic experts from across the U.S. It relies on national growth factors obtained from the economic forecasting firm Global Insight, Inc., as well as birth and death rates derived from the U.S. Census Bureau’s most current “middle series” fertility and survival rates. Both the national economic data and national demographic forecast data are then regionalized based on regional growth factors; net migration into the region pegged to relative differences between regional and national economic growth factors; and actual birth and death rates derived from local vital statistics. Population and migration trends are directly linked to specific economic sectors modeled in the regional econometric model, so employment trends and population growth are dependent upon one another.

**Range forecast:** The economic trend forecast assumes certain trends for birth rates, death rates and migration rates. Yet there is a degree of uncertainty surrounding those trends. To account for that uncertainty, 10,000 scenarios (*Monte Carlo simulations*) were conducted to determine possible population and employment outcomes if these rates were to differ to a greater or lesser degree from the assumed trends. Using this method, the probability that actual population and employment growth in 2030 and 2060 will be less than or equal to a certain projected or forecasted value was calculated. There is a 95 percent chance that actual growth will be less than or equal to the upper end of the range and a five percent chance that actual growth will be less than or equal to the bottom end of the range.

### Extrapolating the forecast beyond the year 2040

Global Insight does not produce a U.S. macroeconomic outlook that extends more than 30 years into the future. Consequently, to complete the “econometric trend” forecast to the full 2060 horizon, the post-2040 population trend from the regional econometric forecast has simply been extrapolated forward to converge with the trend growth rate predicted for U.S. population.

The projected employment trend to 2040 is also derived from Metro’s regional econometric model and driven by the Global Insight U.S. macroeconomic outlook. Post-2040 employment projections are extrapolated based on a stable employment-population ratio.

### How do these projections compare with other projected growth rates?

To put Metro’s forecast into context, Table 4 summarizes forecasted annual percentage rates of population growth from several different sources for the entire United States, Oregon, and the Portland metro region. The annual percentage rates of growth are for the 2000 to 2030 time period. This table shows forecasted growth rates increasing as the geography moves from nation to state to region. Of these three geographic scales, forecasted growth rates for the entire United States are the lowest since the large geography includes a variety of urban and rural areas, many of which are forecasted to grow slowly. Forecasted growth rates for Oregon are higher than rates for the United States since the historic trend of coastal states growing faster than interior states is expected to continue. Finally, given that a substantial portion of the Portland metro region is urban, its forecasted growth rates are even higher. Metro’s regional forecasts (Table 4) are in keeping with regional forecasts conducted by the Oregon Office of Economic Analysis and Global Insight.

**Table 4: Forecast comparisons**

Population growth Annual percentage rate 2000 – 2030	Geography of forecast	Forecast source	
0.85%	United States	U.S. Census middle series (2004)	
0.95%	United States	Global Insight (4th quarter, 2008)	
1.14%	Oregon	Global Insight (2008)	
1.16%	Oregon	U.S. Census middle series (2005)	
1.18%	Oregon	OR Office of Economic Analysis (2004)	
1.28%	Portland metro region (3 counties)	OR Office of Economic Analysis (2004)	
1.40%	Portland metro region (7 counties)	Global Insight Regional Service (2008)	
1.37%	Portland metro region (7 counties)	Metro – low end of range (2009)	} Current forecast
1.70%	Portland metro region (7 counties)	Metro – high end of range (2009)	

*Source: US Census as compiled by Metro (for purposes of calculation consistency, the geographic extent of the PMSA used here is the same seven counties even though the PMSA's boundaries have changed over time)*

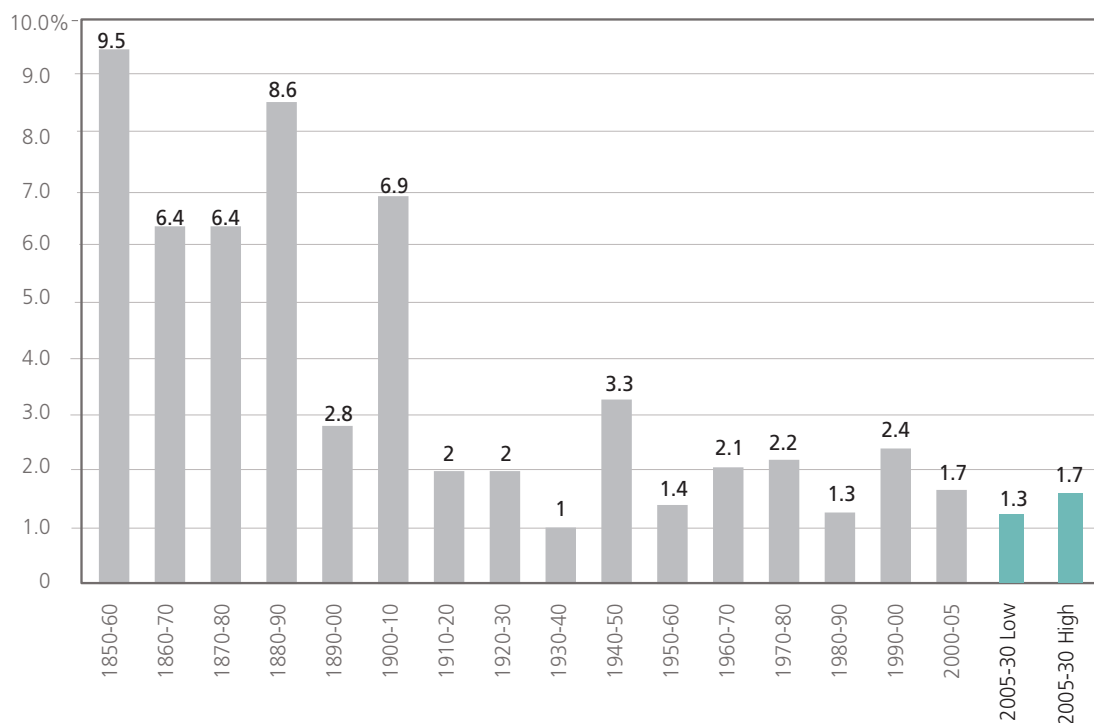
## How do the projections compare to historical growth rates?

Figure 6 helps put the population range forecast in perspective with historical population trends. This forecast indicates slower population growth in the region for the next 50 years than has historically been experienced since the inception of the state.

Population trends have varied widely since 1850. At a glance, the historical data show two distinct periods of growth: first, a hyper-expansion phase that carried through the early pioneer days and ensuing decades through 1910, when the base population of the region was small, and second, a slower pace over the last century, reflecting the maturation of Portland as a metropolitan area.

Population growth in the region averaged 2.44 percent per year during the 20th century. At that rate, it took over 100 years before the region's population reached one million residents in 1966. More recently, the population doubled to about two million people in only 36 years. This doubling of the population occurred at the relatively modest growth rate of 1.9 percent per year. The more recent lower growth rate can be explained both by declining birth rates and the mathematics of compounding growth on a large population base (in absolute terms, the population increase is substantial despite a lower growth rate). Likewise, when forecasting population growth, we start with a large population base and even modest growth rates amount to big increases in population numbers.

**Figure 6: Historic and forecasted population growth rates**



For more information on the forecasts, contact Ken Ray, Metro senior public affairs coordinator, at 503-797-1508 or [ken.ray@oregonmetro.gov](mailto:ken.ray@oregonmetro.gov).

Visit [www.oregonmetro.gov/forecasts](http://www.oregonmetro.gov/forecasts)



## **Metro** | *People places. Open spaces.*

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

### **Metro representatives**

**Metro Council President** – David Bragdon

#### **Metro Councilors**

Rod Park, District 1

Carlotta Collette, District 2

Carl Hosticka, District 3

Kathryn Harrington, District 4

Rex Burkholder, District 5

Robert Liberty, District 6

**Auditor** – Suzanne Flynn

[www.oregon\*\*metro.gov\*\*](http://www.oregonmetro.gov)

#### **Metro**

600 NE Grand Ave.

Portland, OR 97232-2736

503-797-1700





## **Framing Growth Forecasts in the Context of Urban Reserves** **Updated February 10, 2009**

**Framework:** The original document (Feb 27, 2008) recommended a way to integrate growth forecasts and allocations of that growth around the region at the appropriate points in the urban reserves decision-making process. The February 2009 update simply incorporates current understanding of the timing of 2009 decisions and data availability.

1. The reserves process is intended to define the future shape of the Portland metropolitan region including where and how growth will occur.
2. Designation of urban reserves at the end of 2009 will require growth forecasts and allocations to make adequate findings.
3. Growth forecasts and allocations will need to reflect long-term economic and demographic trends to ensure that future businesses, jobs and people are accommodated.
4. Allocations regarding where and how growth will occur cannot be made until the following questions are answered:
  - Regional choices: What is the region's ability and willingness to provide the necessary public facilities and services, governance, and finance to support the creation of "Great Communities" which are sustainable and complete?
  - Local choices: What is the ability and willingness of local jurisdictions and service providers to achieve local aspirations in existing centers, corridors and employment areas (e.g., upzoning, targeted investments, transportation improvements)?
  - New land supply: What is the potential capacity and suitability of the reserve areas to accommodate future jobs and people in a way that creates "Great Communities?"
5. Each decision point along the reserves decision-making continuum will require a greater level of refinement in the growth forecasts and ultimately will lead to allocation of the forecasted population and employment incorporating regional and local agreements on the trends and policy choices described above.
6. Metro will prepare population and employment range forecasts that will be peer-reviewed by an expert review panel. The growth forecast expert review panel should include academic experts, state and local economic experts and local business experts.

### **Timeline:**

1. May 2008: To guide development of reserve study areas, Metro released an initial 40 to 50-year population and employment range forecast and conducted an expert panel review that included an assessment of variables which affect the accuracy of the forecast.
2. Spring 2008 – Fall 2009: The region, the three counties and local governments will proceed through a planning process that will utilize and achieve successively greater levels of refinement regarding population and employment forecasts and allocation of the forecasted growth to various locations in the region.
3. October 2008 – March 2009: Urban and rural reserves initial screening work, evaluating suitability of lands within study area at a broad landscape scale to define candidate areas.
4. March ~~Spring~~ 2009:
  - Metro will release 20-year population and employment range forecast for public and expert panel review to guide development of Urban Growth Report (UGR).
  - Metro will release *final* 40 to 50-year population and employment range forecast to guide designation of urban reserves.
5. March ~~Summer~~ 2009: Metro will release residential component of the **preliminary** Urban Growth Report that reflects growth assumptions and local aspirations, summarizes residential trends and describes the region's capacity for accommodating future residential growth.
6. April ~~Summer~~ 2009: Metro will release employment component of the **preliminary** Urban Growth Report, which summarizes economic and employment trends and describes the region's capacity for accommodating future employment growth.
7. April – June 2009: Evaluation of urban and rural reserves candidate areas utilizing factors established under state law and administrative rules. Discussion of policy choices that will affect the region's capacity to accommodate future residential and employment growth over 40-50 year time frame and work toward desired outcomes.
8. July 2009: Regional Reserves Steering Committee recommends preliminary urban and rural reserve areas to Core 4.
9. Fall 2009: Urban and rural reserve areas recommended via intergovernmental agreements between counties and Metro.
10. December ~~Fall/Winter~~ 2009: Metro Council adopts urban reserves with 40 to 50-year population and employment forecast and growth allocation; counties adopt rural reserves.
11. December ~~Fall~~ 2009: Metro Council adopts Urban Growth Report.
12. Winter 2010: Metro Council makes urban growth boundary decision.



**Date:** April 1, 2009  
**To:** Core 4  
Reserves Steering Committee  
**From:** Core 4 Technical Team  
**Re:** Revised Urban and Rural Reserve Candidate Area Maps

---

#### **Revised Maps**

As you may recall, at the March 16, 2009 Reserves Steering Committee meeting a couple of map corrections were noted by staff from Clackamas County and Washington County. In addition, the Multnomah County Urban and Rural Reserves Citizens Advisory Committee met on March 26, 2009 and revised their original recommendation for urban reserve candidate areas. The three revised reserve candidate area maps are attached.

The changes to the maps are as follows:

- Clackamas County – add land to the rural reserve candidate area map in the Stafford Basin
- Multnomah County – remove Sauvie Island from the urban reserve candidate area map
- Washington County – add land to the urban reserve candidate area map east of Sherwood and north of the Clackamas County line.







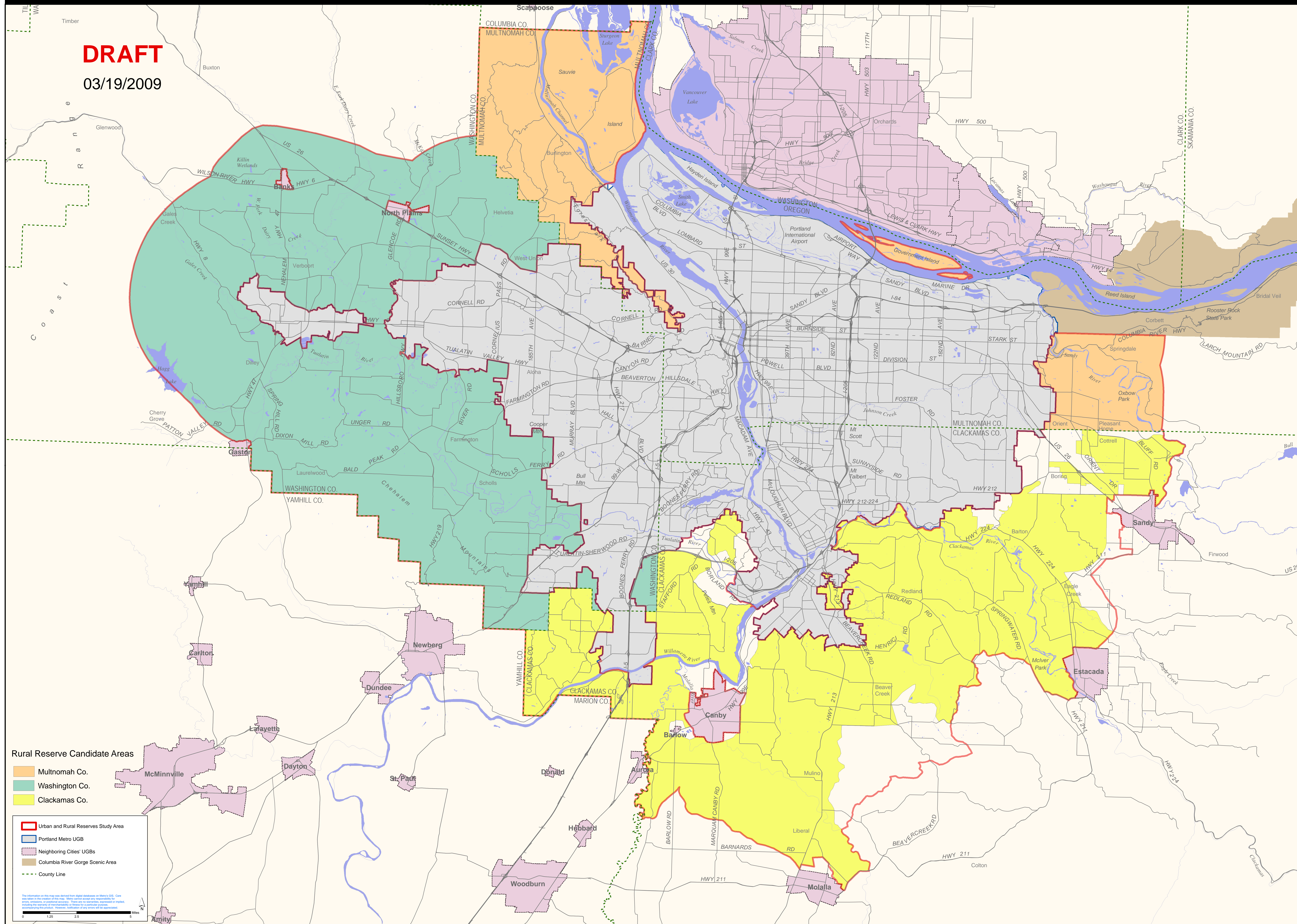


## Urban and Rural Reserve Study Areas

**DRAFT** Rural Reserve Candidate Areas for Evaluation

**DRAFT**

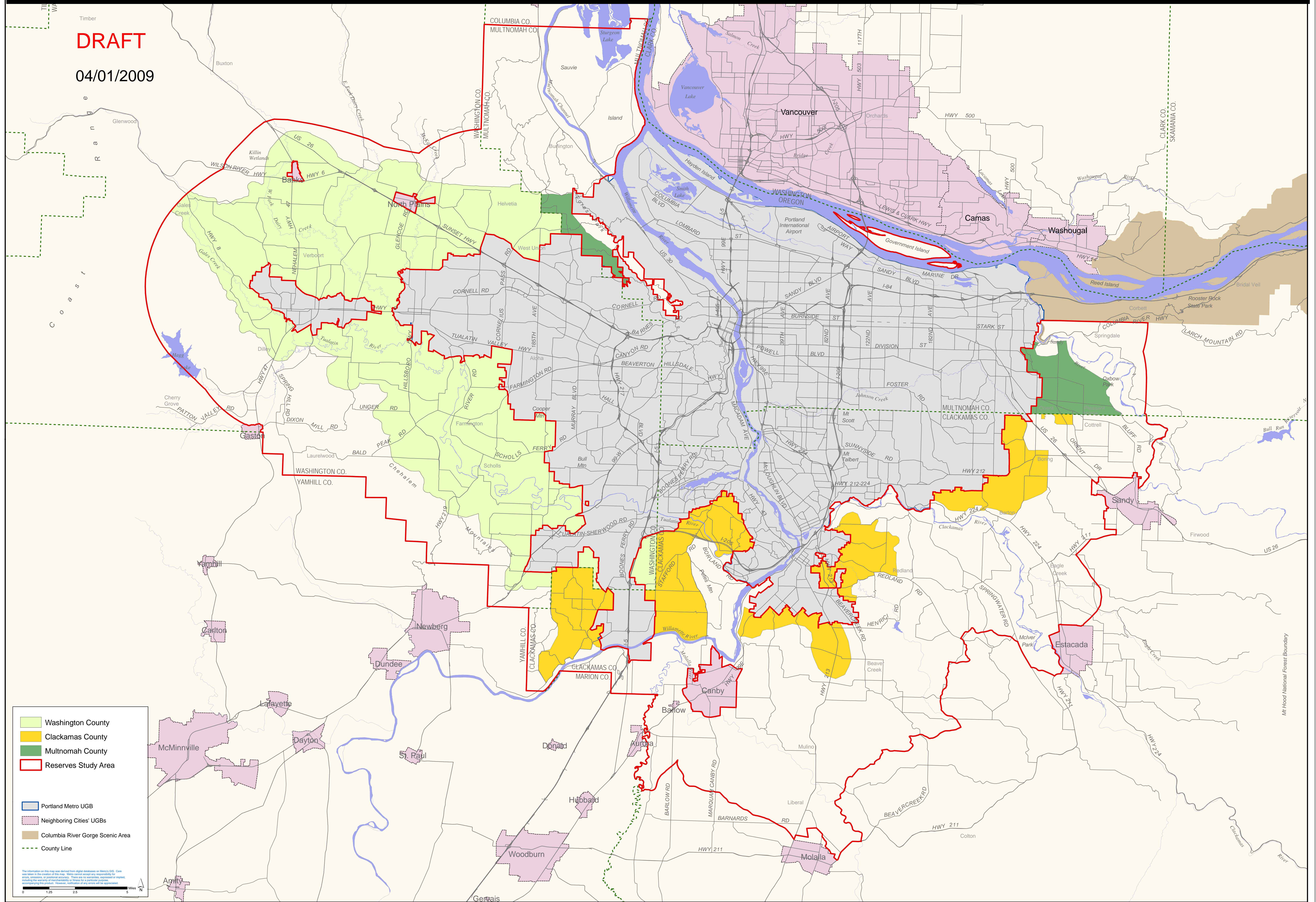
03/19/2009





# Urban and Rural Reserve Study Areas

## Draft Urban Reserve Candidate Areas for Evaluation





March 31, 2009

To: Urban and Rural Reserves Steering Committee

From: Chuck Beasley, Senior Planner

Multnomah County Land use and Transportation

Subject: Urban Candidate Areas Map Change

---

This memorandum is to update the Steering Committee on the map change approved by the Multnomah County Citizen Advisory Committee (CAC) at their March 26, 2009 meeting. The attached map has been updated to reflect the CAC recommendation that Sauvie Island should not continue to be studied for urban reserve.

The CAC considered additional information at their meeting regarding suitability of providing urban services to Sauvie Island. This information consisted of a description of drainage characteristics and infrastructure that is managed by the Sauvie Island Drainage Improvement Company, and additional considerations by City of Portland service bureau staff regarding sewer, water, and transportation.

Sauvie Island Drainage Issues Considered:

- Approximately 11,000 acres is protected by 18 miles of levee, 25 miles of public ditches, and series of pumps
- Low elevation of the protected area of the island requires constant pumping in winter/rainy season
- Seepage during prolonged moderately high water periods accompanied by heavy rain contributes to seasonal ponding
- Upgrades to this system would be required to protect urban development

Portland Service Bureau Issues (summarized):

- Water ranking should be “very low” due to need for construction of a loop system, purchase of additional land, cost of dike crossings, and distribution system costs.
- Sewer suitability should be “low” due to need for second river crossing, likely need to pump in flat terrain, and concern about underground pipes in a high water table area
- Transportation – “low to very low” due to need for 2 urban scale bridges, measures needed to build roads in wet areas, impacts to RSIA served by Highway 30.

Maps used in group sessions included the study area boundary, county, UGB, 3 mile line and the following:

Aerial photo: 2006 flight, tax lots

Land use: RLIS tax lot data, parks, agriculture, forestry, public, rural residential, single family residence, and vacant.

Landscape Features

Oregon Department of Agriculture study map

Oregon Department of Forestry study map

County zoning, slope, and soils data.

Maps used in group sessions included:

Physical constraints – slope intervals, floodplain, distance from UGB

Preliminary Water Suitability

Preliminary Sewer Suitability and Sewer Serviceability for Reserves Study Area

Combined Water and Sewer Suitability

Transportation Services

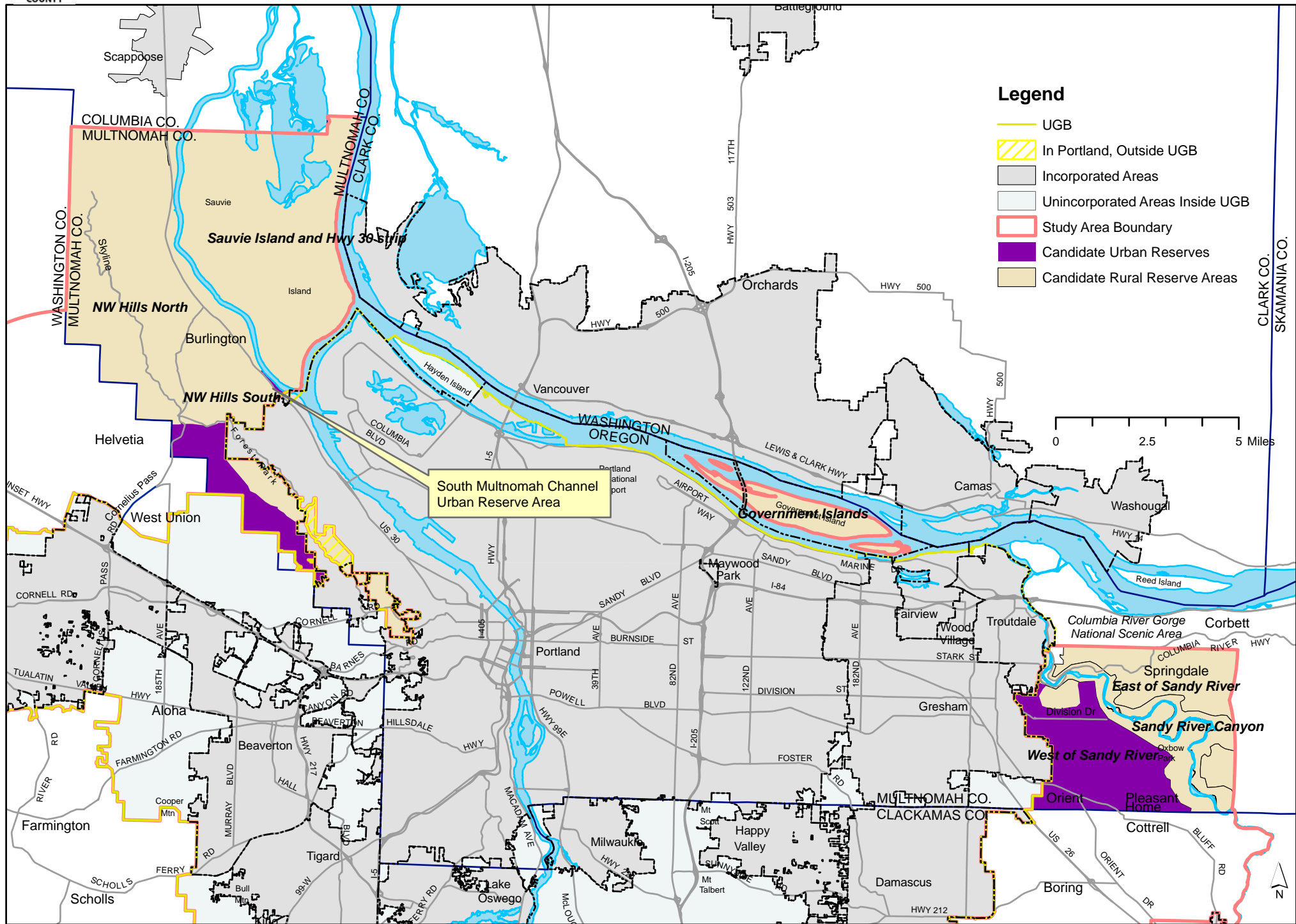
- Preliminary Connectivity Suitability
- Preliminary System Lane Cost Suitability
- Preliminary Lane Cost Suitability





# Candidate Urban Reserves in Multnomah County

Draft 3/27/2009





Date: March 31, 2009  
To: Reserves Steering Committee (RSC)  
From: Dick Benner  
Re: "Factors" and Reserves Candidate Areas

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Some of you have asked how the factors in Senate Bill 1011 and LCDC rules apply to selection of "candidate areas" for urban reserves and rural reserves. At the March RSC, several also asked whether areas on the initial Study Area map NOT selected for the higher level of analysis could be "added back" later. Finally, some of you questioned whether the three counties must apply the factors "consistently."

#### **Factors**

The rules require consideration of all factors when determining whether an area should be designated urban reserve, rural reserve or neither. OAR 660-0040(10). There is an exception from this general rule for land mapped as "Fundamental" or "Important Farmland" in the study published by the Oregon Department of Agriculture. OAR 660-0060(4). The exception says no further explanation than its status as "Fundamental" or "Important Farmland" need be cited in the findings that explain the designation of such land as rural reserves. This exception does not mean such lands need not be considered for their suitability as urban reserves. Analysis to date shows that some "Fundamental" and "Important Farmland" is suitable for urbanization. The four governments will have to choose whether and how to designate these lands later in the analysis. The exception means the findings don't have to explain their designation as rural reserves by reference to the factors.

The three counties have emphasized certain factors in the "filtering" process to devote time for a higher level of analysis to lands within the Study Area most suitable for designation as urban or rural reserves. This approach is not inconsistent with the rules so long as the four governments demonstrate at the time we make our designations that we have considered all the factors in our analysis. This is the case for all the lands in the initial Study Area, with the exception for "Fundamental" or "Important Farmland" designated rural reserves.

#### **Areas Not Selected for More Detailed Analysis**

By identifying an initial Study Area, the four governments applied the first "filter" and announced that lands in the Study Area were to be considered for designation as urban or rural reserves. The second "filter" will identify areas within the Study Area that, following suitability analysis, are most suitable for designation as urban or rural reserves. This does not mean areas within the Study Area that are not selected by the second filter are excluded from further consideration. Any such land within the Study Area may be selected later for further analysis, as may be necessary at the point at

which the four governments compare the land that comes through the succeeding filters with the range of capacity the region chooses to accommodate (40-50 years).

### **Factors - Consistent Application**

In order to reach agreement and to be able to explain its designation of urban and rural reserves, the four governments will have to achieve a reasonable level of consistency in analysis and explanation of designations. Neither SB 1011 nor LCDC's rules expressly require complete consistency, which is probably not achievable. An example of the need for some differentiation of application of the factors came to light recently. Sauvie Island may be unique in the Study Area in that it is protected by dikes from the Columbia River and has a drainage system. Multnomah County will consider this information under the urban reserve factors. It is unlikely the other two counties will need to consider such information.

A second example arose at the March meeting. All three counties presented maps showing areas recommended for further analysis as urban reserves, based largely upon availability or feasibility of provision of public sewer and water service. Only the Washington County map reflected the Group MacKenzie map of land with varying levels of constraint on use for employment purposes. There would be a consistency problem that would be difficult to explain if Multnomah and Clackamas Counties had simply disregarded the Group MacKenzie information. But the two counties reported that they had received, reviewed and considered the information, but had not entered the map as a GIS layer. It may be that the processes followed by the counties were different, but the effects of their considerations may have been consistent.

Applying and weighing of the factors in a consistent manner will be difficult and not always possible. But striving for reasonable consistency will make the decision easier to explain and justify when decisions are made.

Materials following this page were distributed at the meeting.



To: Metro Reserves Steering Committee – Core Four Members:

Kathryn Harrington, Metro Councilor

Charlotte Lehan, Clackamas County Commissioner

Jeff Cogen, Multnomah County Commissioner

Tom Brian, Washington County Commission Chair

From: Karen Wilde Goddin, Managing Director

Business, Innovation & Trade Division

Re: Economic Mapping Project

The Oregon Economic and Community Development Department has undertaken a study, in collaboration with members of the Portland metropolitan business community and the Cities of Hillsboro, Cornelius, Forest Grove, North Plains and Banks to map the intersection of commerce and land use and identify the economic value of land. The intent of this work is to contribute to the regional reserves dialogue and process.

### **Project Concept**

The goal of this project is to develop a methodology for mapping the economic impact of industrial development. A pilot project currently underway will map economic activity occurring within the Title 4 areas of Hillsboro and use that information to display the economic potential in the reserves study area adjacent to the Title 4 lands. This initial pilot project will be completed over the next two months and be useful in informing the current urban reserves discussions. A second objective is to be able to refine the methodology in order to use it in other parts of the Portland metropolitan area, and elsewhere in the state, as a tool in regional land use policy decisions.

Visual tools are critical to explaining and understanding land use issues. This project will develop a methodology which will result in a GIS-based format to map the economic value of currently developed industrial/employment land within the UGB and, by extension, the potential future value of appropriate land outside of the boundary, in the study area.

GOVERNOR THEODORE R. KULONGOSKI

775 Summer St. NE, Suite 200 • Salem, Oregon 97301-1280

Phone 503-986-0123 • TTY 1-800-735-2900 • Fax 503-581-5115 • <http://www.econ.state.or.us/>

A preliminary list of variables that may be graphically represented include:

- Property value
- Property taxes
- Jobs
- Wages
- Sales
- Industry classification code

The first step in the project is to map available economic factors within the Title 4 designated areas inside the UGB, proximate to Hillsboro. Next, the physical constraint factors that Group Mackenzie used in mapping in the reserves study area will be mapped in this same area. The intent is to combine economic and physical factors together inside the UGB. The final step is to display the economic factors determined inside the boundary, in combination with the physical constraint factors already mapped outside the boundary, in the reserves study area. The intended result is to display the potential economic impact of industrial development in the study area, using existing economic activity inside the UGB as the proxy.

Cc: Reserves Steering Committee

**BALL JANIK LLP**  
ATTORNEYS

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DANA L. KRAWCZUK  
ALSO ADMITTED IN WASHINGTON

dkrawczuk@balljanik.com

April 8, 2009

Core 4 Members and Regional Reserves Steering Committee Members  
c/o Laura Dawson-Bodner  
Metro Regional Center  
600 NE Grand Avenue  
Portland, OR 97232-2736

Re: RSC April 8<sup>th</sup> Recommendation – Request to Designate the SW Corner  
of Highway 26 and Highway 212 as an Urban Reserve Candidate Area

Dear Core 4 Members and Regional Reserve Steering Committee Members:

This law firm represents multiple owners of properties located at the southwestern corner of the intersection of Highway 26 and Highway 212 (the "Site"). Please include this letter in the record for the urban and rural reserves designation process.

As the Reserves Steering Committee considers its recommendation to the Core 4 on urban reserve candidate areas (URCA) and rural reserve candidate areas (RRCA), we respectfully reiterate our request that the RSC recommend that the Site be considered an URCA.

It is too early in the process to remove the Site from consideration as a potential urban reserve area because (1) the Site is a critical component of a regional transportation corridor; and (2) a complete analysis of infrastructure serviceability, particularly transportation, has not been provided.

**The attached map depicts our proposal to extend the URCA that includes Boring to Highway 26, along the Highway 212 corridor.<sup>1</sup>** We support the recommendation of the business members of the Reserves Steering Committee that the Clackamas County URCA be expanded to include the area surrounding the Highway 212 interchange (Area 2 on their map). Respectfully, we disagree with the City of Sandy, and believe that a node of urban development at the intersection of Highway 26 and Highway 212 will not interfere with the preservation of Sandy as a community that is separate from the Metro UGB.

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<sup>1</sup> We request that the recommended URCA that includes Boring be extended along the south side of Highway 212 to Highway 26, then south along 312<sup>th</sup> Drive, west along Church Road, and connecting with the recommended URCA.



**1. Future Improvements to the Highway 26 and Highway 212 Interchange Would be More Burdensome if the Site is Designated as a Rural Reserve Area**

The Site is of regional significance because it is at the intersection of two state highways that are major transportation corridors. While this is already a busy traffic corridor and intersection, as Damascus urbanizes, significantly more traffic can be expected to use Highway 212 to gain access to Highway 26. The gap between the Boring URCA and the Highway 212 and Highway 26 interchange is quite small. If during the next 50 years the urban growth boundary is extended east to include Boring, additional urban transportation pressure will obviously be placed on this major east Clackamas County intersection. Our proposal is that the gap be eliminated by our modest extension of the URCA along Highway 212 to Highway 26.

The Transportation Planning Rule places significant restrictions on transportation improvements on rural lands. If the Site is not available for urbanization, then future improvements to Highway 212 will be unnecessarily burdensome and expensive. In short, the ability of future City, County and State officials to create additional capacity on this regional transportation corridor will be stymied if the Site is designated as a Rural Reserve Area. Therefore, at this stage of the iterative process the Site should not be exclusively designated as a RRCA. Instead, the Site should be designated as a URCA so that the RSC and Core 4 can continue to consider the regional importance of facilitating future transportation improvements.

Land will urbanize and accommodate growth only when it is cost effective to service the land. Transportation infrastructure is the most costly urban service to provide. At the March 16<sup>th</sup> RSC meeting, Clackamas County and other regional participants explained that the analyses of existing transportation facilities and the cost associated with extending transportation facilities to candidate areas were incomplete. Considering the regional importance of functioning transportation corridors and how it influences the region's ability to absorb growth, it is premature to remove key interchanges like the Site from further consideration as an URCA. Additionally, the forthcoming Oregon Economic & Community Development Department (OECD) analysis of lands appropriate for economic growth may influence what lands should be considered for urbanization. Land at the intersection of two state highways should not be removed from consideration as a URCA until the OECD analysis is available.



**2. The Separation of Communities between the Metro UGB and the City of Sandy Will Not be Undermined if the Site is Designated as an URCA.**

The City of Sandy's April 6, 2009 testimony references a 1998 IGA that expresses the policy preference to keep the Highway 26 corridor between Sandy and Gresham rural.<sup>2</sup> Separation between the Metro UGB and the City of Sandy can still be accomplished if the key urban intersection of Highway 26 and Highway 212, the Site, is ultimately urbanized because the remainder of the corridor will remain rural.

The RSC and Core 4 are charged with analyzing what is best for the region, which in this case requires balancing the desire for separation of communities with the need to have a functioning urban transportation system. The URCA amendment we propose accomplishes both objectives. A node of urbanization will be allowed at a key urban intersection, which will facilitate needed transportation improvements. However, the remainder of the corridor between the existing UGB and the City of Sandy will remain as protected agricultural land (either as a rural reserve or with EFU zoning).

When considering the policy expressed by the IGA, it is important to keep in mind that the ten year old agreement predates the 2002 inclusion of the approximately 13,000 acre community of Damascus in the UGB, and the dramatic change in the projected transportation patterns for the intersection of Highway 212 and Highway 26. Highway 212 is the major east/west street through Damascus, and a significant volume of Damascus-generated traffic will continue along Highway 212 to Highway 26. This traffic pattern will become even more urbanized if the community of Boring is included in the UGB. Over the long-term, Highway 212 will become a major urban transportation corridor, and its intersection with Highway 26 will be a major urban intersection. The area's level of urban development, the resulting traffic and impact on the Highway 26/212 intersection was not considered in the IGA, and seriously calls into question that legitimacy of the policy as applied to this intersection. Also, the IGA can be terminated unilaterally by any party with 60 days notice. A rural reserve area designation that prohibits development on property for 50 years vastly exceeds what the parties in the IGA agreed to.

**3. Conclusion**

We simply request that at this early phase of the iterative process that the Site not be removed from consideration as an URCA. The Site is too important to the region's future transportation system to be eliminated from consideration as an area that can be urbanized. The only articulated basis for removing the Site from the proposed Boring URCA is the desire to maintain Sandy as a separate community. Separation of communities is irrelevant to the urban

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<sup>2</sup> IGA refers to the rural corridor as a "rural reserve." The corridor is not designated a "rural reserve" as defined in SB 1011 and its implementing rules.

Core 4 and Regional Reserves Steering Committee  
April 8, 2009  
Page 4

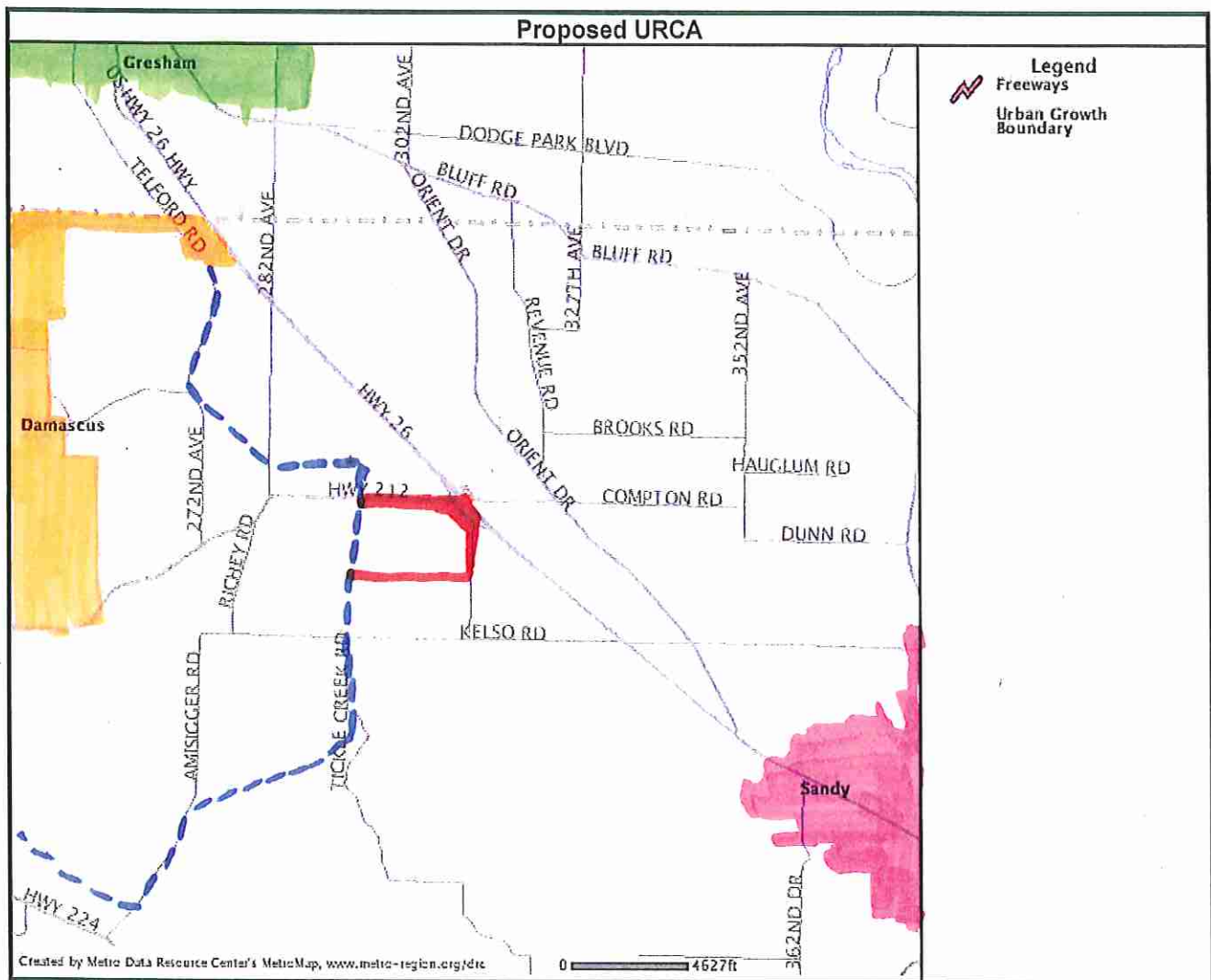
reserve area criteria, so it is not a legally supportable justification for disqualifying the Site from an URCA designation. More importantly, the City of Sandy will be adequately separated from the Metro UGB if the Highway 212 corridor and intersection with Highway 26 urbanizes to create a discrete urban node of development. Our proposed amendment to the Boring URCA balances the region's needs with the City of Sandy's desire to remain a separate community, and we respectfully request that the Core 4 and RSC include our Site in the Boring URCA as depicted on the attached map.

Sincerely,



Dana L. Krawczuk

DLK:DLK  
Enclosure – Proposed URCA



- APPROXIMATE BOUNDARY OF COUNTY RECOMMENDED URCA
- PROPOSED ADDITION TO URCA

- JAMES A. COX  
Attorney at Law

---

1530 Rainier Road  
Woodburn, Oregon 97071

Phone/Fax (503) 982-4039  
E-mail jimcoxlaw@yahoo.com

April 3, 2009

Oregon Metro  
600 NE Grand Avenue  
Portland, OR 97232

Clackamas County Dept. of Transportation and Development  
150 Beaver Creek Road  
Oregon City, OR 97045  
Attention: Maggie Dickerson

Re: Rural Reserve Candidate Area  
Pete's Mountain

Ladies and Gentlemen:

I am the attorney for Pete's Mountain Water Co., Inc. (PMWC). I am writing to urge you to remove the tentative or proposed designation of the Pete's Mountain area as a Rural Reserve.

PMWC has been providing high quality domestic water to homeowners in the Pete's Mountain area for over 30 years. PMWC is a public utility regulated by the Public Utility Commission and the Oregon Health Department. It has been granted an exclusive territory by the PUC. It currently serves about 90 customers. It has two deep wells, a water permit from the Oregon Water Resources Department, and several miles of pipeline.

My client has been told that one of the principal reasons for proposing to set aside the area as a rural reserve is that water and other utilities cannot be furnished to it within the planning period. Only in the last couple weeks did PMWC become aware of the ongoing activities to designate urban and rural reserves. And in order for Metro and Clackamas County staff to arrive at the conclusion that water was unavailable, they must have been unaware of PMWC's very real existence and the important role PMWC plays in furnishing water to homeowners on the mountain. Clearly, domestic water not only can be furnished, but in fact is being furnished.

If the area where PMWC does business is designated as a rural reserve, it will preclude the possibility of growth or expansion, notwithstanding the fact that the system is readily capable of being expanded.

We are not asking that the Pete's Mountain area be designated as an urban reserve, although in reality it seems to meet the criteria for an urban reserve [OAR 660-027-0050] just about as well as some of the Urban Reserve candidate areas that have been proposed to date. Instead, we are urging that the area **not be designated** as a Rural Reserve.

The Pete's Mountain area does not satisfy the criteria for a rural reserve [OAR 660-027-0060] in several particulars:

- The area is not capable of sustaining long-term agricultural operations. There are very few high quality agricultural soils, and the hilly terrain makes intensive agricultural operations unfeasible.
- The land has already been divided into many smaller parcels. This has been a result of home construction and gradual urbanization that has been occurring in the area over the last 35 years or more.
- There are no forests in the area and few if any managed woodlots of any size.
- The property values within the area, as demonstrated by the figures used by the County Assessor and by the prices paid in recent years, far exceed any value that could be attributed to agricultural value for farmland or forestry value for forest land. Despite current land use regulations, the market places a significant premium on these lands because they are very desirable for home construction in rural subdivisions (several of which exist) and as hobby farms.

Land with the characteristics described above is not what is supposed to be designated as rural reserves. A significant amount of urbanization has already occurred in the Pete's Mountain area. I imagine many of the several hundred people who live in the area may argue vehemently that Pete's Mountain ought to be a rural reserve. They will perceive that as a way to assure the peace and tranquility of their lifestyle on the mountain. Their feelings are understandable—they don't want other people to be able to move into the area and thus dilute the ambience that now exists. But that is not what the standards—as written by the Legislature and codified by LCDC and Metro—are for creating a rural reserve.

Please add my name to your notification list for further hearings.

Respectfully submitted,



JAMES A. COX

ORDER NO. 02-464\_\_

ENTERED JUL 15 2002

BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON

WA 33

In the Matter of the Pete's Mountain )  
Water Company Incorporated )  
Application for Allocation of )  
Exclusive Territory to Provide )  
Water Service, Pursuant to ORS )  
758.300 Through ORS 758.320. )

ORDER

## DISPOSITION: APPLICATION GRANTED

On February 4, 2000, Pete's Mountain Water Company Incorporated (applicant) filed under Oregon Administrative Rule 860-036-0900 an application with the Public Utility Commission (Commission) for an allocation of exclusive territory for the provision of water service. Applicant is requesting allocation of the service territory it adequately and exclusively served on October 23, 1999. See ORS 758.300, and Section 2 to 4, Chapter 695, Oregon Laws 1999. The territory sought is described in Appendix A. The Commission gave notice of the application on March 5, 2001, as required by Chapter 695, Oregon Laws 1999, Section 2(2). No requests for hearing were filed.

Applicant is an investor owned utility that provides water service to approximately 93 customers in the area of Township 3 S, Range 1 E, Sections 3, 4 and Township 2 S, Range 1 E, Sections 32, 33 and 34 in Clackamas County.

Based on its investigation, the Commission finds that the applicant was adequately and exclusively serving the territory described in Appendix A and covered by the current service territory application on October 23, 1999.



ORDER NO. 02-464--

## FINDING OF FACTS

### Merits of the Application

Staff's analysis of the company's application indicates that the company has met the criteria required to demonstrate that the company adequately and exclusively provided water service to its current service territory as required in OAR 860-036-0900 through OAR 860-036-0930.

The criteria are:

- 1) Service Quality  
The Commission Consumer Services Division had no record of complaints on Pete's.
- 2) Water Quality  
The Oregon Department of Human Services Drinking Water website showed no record of violations.
- 3) Water Capacity  
Pete's is a metered system with water rights to two wells (permits G-5383 and T-7846). Only one well is now utilized. Average daily and peak daily demand are respectively 34,948 and 143,820 gallons. The daily pumping capacity is 431,454 gallons. There is also a 140,000-gallon storage tank. The system is more than adequate.
- 3) Technical Ability  
Pete's has been owned and operated by the same family since 1971. Operators regularly attend educational courses sponsored by the Oregon Department of Human Services Drinking Water program.
- 4) Exclusive Service  
Copies of deeds covering the well sites, distribution facilities, and storage tank were submitted.
- 5) Reasonable Rates  
Residential rates averaged \$100.23 per customer per month during the two years reported on in the application. Rates were vetted in rate case UW 34 in 1991.

ORDER NO. 02-464

**OPINION****Jurisdiction**

ORS 757.005 defines a public utility as "any corporation, company, individual, association of individuals, or its lessees, trustees or receivers, that owns, operates, manages or controls all or a part of any plant or equipment in this state for the production, transmission, delivery or furnishing of . . . water . . . directly or indirectly to or for the public."

ORS 758.300 defines a water utility as "any corporation, company, individual or association of individuals, or its lessees, trustees or receivers, that owns, operates, manages or controls all or a part of any plant or equipment in this state for the production, transmission, delivery or furnishing of water, directly or indirectly to or for the public, whether or not such plant or equipment or part thereof is wholly within any town or city. 'Water utility' does not include a municipal corporation."

**Applicable Law**

The 1999 Oregon Legislature enacted ORS 758.300 through 758.320, which provide that all public water utilities must file an application with the Commission seeking an order designating the service territory that the utility served adequately and exclusively on October 23, 1999, as exclusive service territory.

On April 11, 2000, the Commission adopted rules (AR 370) governing the allocation of exclusive service territory to water utilities. Oregon Administrative Rules 860-036-0900 through OAR 860-036-0930 specify the service territory application requirements and processes necessary to meet the requirements of ORS 758.300 through ORS 758.320.

**Disposition**

Applicant has met the service territory requirements and processes set out in OAR 860-038-0900 through OAR 860-036-0930 and is entitled to the exclusive territory described in Appendix A.

**CONCLUSIONS**

1. The Company is a public utility subject to the service territory jurisdiction of the Public Utility Commission.
2. The utility meets the requirements set out in OAR 860-036-0900 through OAR 860-036-0930.



ORDER NO. 02-464\_\_


3. The Company meets the requirements of ORS 758.300 through ORS 758.320.
4. The Application should be granted.

**ORDER**

IT IS ORDERED that the application of Pete's Mountain Water Company Incorporated for exclusive service territory as allocated to the applicant and set forth in Appendix A is granted.

Made, entered, and effective JUL 15 2002



  
John Savage  
Director  
Utility Program

A party may request rehearing or reconsideration of this order pursuant to ORS 756.561. A request for rehearing or reconsideration must be filed with the Commission within 60 days of the date of service of this order. The request must comply with the requirements of OAR 860-014-0095. A copy of any such request must also be served on each party to the proceeding as provided by OAR 860-013-0070(2). A party to a hearing may appeal this order to a court pursuant to applicable law.

02-464--

## APPENDIX A

Description of Pete's Mountain Water Company Incorporated's exclusive service territory:

Our Wells, Reservoir, and Pumping Station reside at 1277 S.W. Schaeffer Rd. West Linn, Oregon. They are located on the North side of Schaeffer Rd. Township 3 South Range 1 East Sec. 4 Lot 301. From there our Main Lines extend East and West along Schaeffer Rd. To the East our Main Line goes to West Rd. then turns North down West Rd. extending to end of 1001 S.W. Schaeffer Rd. Down over the hill to the west side of their lot, and to the West side of 24501 S.W. Valley View. From there the Main Line extends East and West on Valley View Rd. To the West it ends at address 24343 S.W. Valley View. To the East it dips down in a small ravine and back up to an area where it tees off down a private drive and ends at 24664 S.W. Valley View Rd. On the main road it continues on to Big Fir Rd., Where it tees again and goes South on Big Fir Rd. to address 24790 S.W. Big Fir Rd. There it ends. Continuing on Valley View Rd. it tees again at Notdurft Rd. ending at the North side of Property address 24792 Notdurft Rd. Continuing on Valley View Rd. it dips again into another small ravine and back up, making a turn to the South. To end at a cul-de-sac just beyond address 25012 S.W. Valley View Rd. Going west from our Pumping Station our Main Line extends (West) on S.W. Schaeffer Rd. making a tee at Mathews Lane. Going South on Mathews Lane ending at address 24000 S.W. Schaeffer Rd. Continuing on to Brentwood Dr. where it tees and turns South down Brentwood Drive it tees again going West at Gregory Drive ending at address 2480 S.W. Gregory Drive. Continuing on down Brentwood Drive and ending at address 24801 S.W. Brentwood Drive. It continues on to Stafford Hill Ranch, which is a private gated community. Our Main Line tees here and turns North into Stafford Hill Ranch, where it first tees West at Ziegler St. ending at address 23655 S.W. Stafford Hill Dr. Continuing on it tees again to the East at Stafford Hill Court. Ending at the address 23432 S.W. Stafford Hill Court. Continuing on, it goes down over the hill thru a cul-de-sac and ends at address 23100 S.W. Stafford Hill Dr. Back on Schaeffer Rd. our Main Line ends at address 2650 S.W. Schaeffer Rd. All of these locations are included in Township 3 South Range 1 East Sections 3,4. also Township 2 South Range 1 East Sections 32,33,34.



**Authorized Place of Use:**

Township		Range		Meridian	Sec	¼ ¼	
3	S	1	E	W.M.	4	NW	NE
3	S	1	E	W.M.	4	SW	NE
3	S	1	E	W.M.	4	SE	NW
3	S	1	E	W.M.	4	NE	SW
3	S	1	E	W.M.	4	NW	SE
3	S	1	E	W.M.	4	SW	SE

3. Application T-9767 proposes to change the place of use of the permit to:

Township		Range		Meridian	Sec	¼ ¼	
2	S	1	E	W.M.	32	NE	SE
2	S	1	E	W.M.	32	NW	SE
2	S	1	E	W.M.	32	SW	SE
2	S	1	E	W.M.	32	SE	SE
2	S	1	E	W.M.	33	NE	NE
2	S	1	E	W.M.	33	NW	NE
2	S	1	E	W.M.	33	SW	NE
2	S	1	E	W.M.	33	SE	NE
2	S	1	E	W.M.	33	NE	NW
2	S	1	E	W.M.	33	NW	NW
2	S	1	E	W.M.	33	SW	NW
2	S	1	E	W.M.	33	SE	NW
2	S	1	E	W.M.	33	NE	SW
2	S	1	E	W.M.	33	NW	SW
2	S	1	E	W.M.	33	SW	SW
2	S	1	E	W.M.	33	SE	SW
2	S	1	E	W.M.	33	NE	SE
2	S	1	E	W.M.	33	NW	SE
2	S	1	E	W.M.	33	SW	SE
2	S	1	E	W.M.	33	SE	SE
3	S	1	E	W.M.	3	NE	NW
3	S	1	E	W.M.	3	NW	NW
3	S	1	E	W.M.	3	SW	NW
3	S	1	E	W.M.	3	SE	NW
3	S	1	E	W.M.	3	NE	SW
3	S	1	E	W.M.	3	NW	SW
3	S	1	E	W.M.	3	SW	SW

Township		Range		Meridian	Sec	¼ ¼	
3	S	1	E	W.M.	3	SE	SW
3	S	1	E	W.M.	4	NE	NE
3	S	1	E	W.M.	4	NW	NE
3	S	1	E	W.M.	4	SW	NE
3	S	1	E	W.M.	4	SE	NE
3	S	1	E	W.M.	4	NE	NW
3	S	1	E	W.M.	4	NW	NW
3	S	1	E	W.M.	4	SW	NW
3	S	1	E	W.M.	4	SE	NW
3	S	1	E	W.M.	4	NE	SW
3	S	1	E	W.M.	4	NW	SW
3	S	1	E	W.M.	4	SW	SW
3	S	1	E	W.M.	4	SE	SW
3	S	1	E	W.M.	4	NE	SE
3	S	1	E	W.M.	4	NW	SE
3	S	1	E	W.M.	4	SW	SE
3	S	1	E	W.M.	4	SE	SE
3	S	1	E	W.M.	5	NE	NE
3	S	1	E	W.M.	5	NW	NE
3	S	1	E	W.M.	5	SW	NE
3	S	1	E	W.M.	5	SE	NE

4. Notice of the application for the permit amendment was published on August 17, 2004, pursuant to ORS 537.211. Comments were filed by Peter D. Mohr, Attorney, on behalf of the Pete's Mountain Homeowners Association (PMHA) December 29, 2006 and February 20, 2007.
5. The proposed change in place of use would increase the area of the authorized place of use under the permit from approximately 147 acres to approximately 1,520 acres; however, the maximum number of homes authorized to be served under the permit would not change.
6. There are 12 homes currently located within the authorized place of use. The applicant reports there are other properties within the authorized place of use that are currently undeveloped but which could be developed and served in the future. Current peak water use by the applicant is approximately 253,350 gallons per day, based on the applicant's well logs and water service records.
7. The proposed place of use is contiguous to the authorized place of use.
8. The source of the wells authorized under the permit is within an area that has been designated a groundwater limited area under the Willamette Basin program (OAR 690-502-0160).

9. Injury to existing water rights, including rights established under ORS 537.545, could occur if the permit amendment enabled the permittee to make a legal call against existing water rights that are junior to the priority date of Applicant's permit, if the call were made in order to serve homes outside the currently authorized location of use and in quantities that exceed the quantity of water that could be used within the currently authorized location, based on peak current use under the permit.
10. Subordination of the Applicant's priority date as to the additional quantity of water that would be needed to provide service to homes in the expanded location of use, as identified in Finding of Fact 3, to all other water rights with priority dates prior to the date of this order, including rights established under ORS 537.545, would ensure that the permit amendment would not result in injury.
11. Subordination would allow the Department to regulate the use of water under the permit for the benefit of other ground water rights calling on the same source as to the quantity of water pumped by permittee in excess of that which would be needed to serve lands that were not described in the permit as originally issued.
12. Such subordination would also ensure that other water rights would not be regulated for the benefit of the right established under Permit G-5383 in order to provide more water than necessary to serve the lands described in the permit as originally issued.
13. On August 24, 2007, the applicant provided a letter to the Department agreeing to subordination of the use of water as described in Condition 1 and the water measurement requirements described in Conditions 2 through 6.
14. The proposed changes, as conditioned, would not result in injury to other water rights.
15. The change does not alter other terms of the permit.

#### **Conclusions of Law**

The change in place of use proposed in application T-9767 is consistent, as conditioned, with the requirements of ORS 537.211.

#### **Now, therefore, it is ORDERED:**

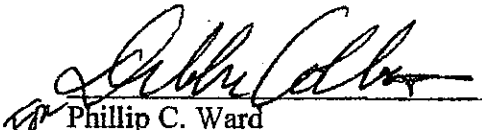
The change and subsequent use of water shall be subject to the following conditions:

1. The use of any quantity of water in excess of 253,350 gallons per day shall be subordinate to all other water rights with priority dates between April 7, 1971 and the date of this order, including water rights established under ORS 537.545, calling on the same source if the permittee is serving homes on lands outside the original location of use for Permit G-5383.
2. Nothing in this permit affects the use of water by the Pete's Mountain Water Company under ORS 537.545.

3. The permittee shall install a dedicated water-level measuring tube in any new or replacement wells listed on this permit. Measuring tubes shall also be installed in each existing well whenever the pumps are removed for maintenance or reconstruction unless the permittee demonstrates that the installation of a measuring tube that meets the Department's specifications is not feasible. The purpose of the tubes shall be to allow unobstructed access for measuring water levels in the borehole. The tube shall be at least  $\frac{3}{4}$  inches in diameter, shall extend from the top of the well head to the top of the pump, shall be perforated over at least the lowermost 20 feet, shall be located inside of any liners, shall be attached to the pump column, shall be maintained in good working order, and shall be kept free of wire and other obstructions. The diameter, length, and perforated interval of the measurement tube, accompanied by the owner's well name, the permit or certificate number, and the well tag number or the OWRD logid shall be reported in writing to the Department within 30 days of installation or alteration.
4. Within six months of the date of this order, the permittee shall install a meter or other suitable measuring device as approved by the Director on each well used under this permit. The meters shall be installed in a manner that allows accurate measurement of water pumped from the wells. The permittee shall maintain the meters or measuring devices in good working order, shall keep a complete record of the amount of water used each month, and shall submit a report of the measurements for each well to the Department annually or more frequently as may be required by the Director.
5. The Director may require the permittee to report general water-use information, including the place and nature of use under the permit. The permittee shall allow the watermaster access to the meter or measuring device; provided however, where the meter or measuring device is located within a private structure, the watermaster shall request access upon reasonable notice.
6. The permittee shall develop a plan to monitor and report the impact of water use under this permit on water levels within the source aquifer(s). The plan shall be submitted to the Department within six months of the date of this order and shall be subject to the approval of the Department. At a minimum, the plan shall include a program to periodically obtain accurate measurements of non-pumping water levels within the permitted well(s) or within an adequate substitute such as a similarly constructed nearby well using an electric water-level measuring tape. The plan shall also include a program to obtain water level measurements in each of the permitted wells. Measurements can be made by the permittee, a qualified employee, or a suitable contractor as long as the permittee can demonstrate, to the satisfaction of the Department, that accurate and reliable data are being collected. Measurements shall be made with equipment that is accurate to at least the standards specified in OAR 690-217-0045. Airline measurements shall be verified at least once per year with an electric water-level measuring tape to the extent possible. Each water-level measurement shall be reported as depth-to-water below ground surface to at least the nearest tenth of a foot. The gage pressure and the airline length shall be reported for all airline measurements. Each measurement shall include:
  - a) The owner's well name or number;

- b) The well tag number or the OWRD well log identification number;
  - c) The date and time of the measurement;
  - d) The method of measurement (airline, electric tape, steel tape, etc.);
  - e) The status of the measurement (static, rising, falling, pumping, etc.);
  - f) The length of time the pump was off, in days, hours, and minutes;
  - g) The status of any of the permittee's adjacent pumping wells (on, off, pumping rate);
  - h) The name of the person making the measurement;
  - i) Any pertinent comments regarding conditions in the well or at the well site that might affect the water level in the well.
7. Permit G- 5383, in the name of Pete's Mountain Water Company, is amended as described herein.
8. All other terms and conditions of Permit G-5383 remain the same.

Dated at Salem, Oregon this 28<sup>th</sup> day of August, 2007.

  
Phillip C. Ward  
Director

Mailing Date: AUG 30 2007





# Newland

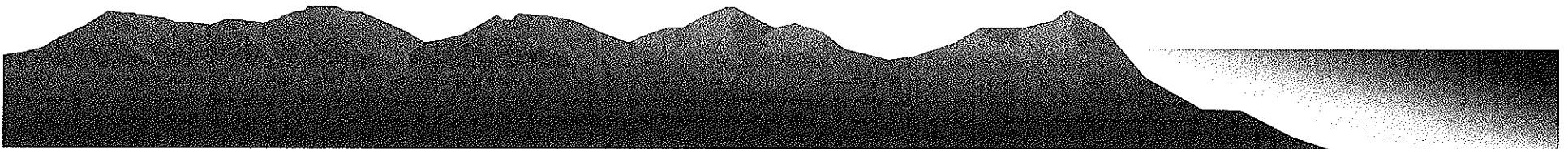
Perfectly Suited for  
“A Great Community”

Meets ALL Administrative Rule Urban Reserve factors  
(UR-1 through UR-8)

Disclaimer: Newland Communities is not involved in nor has any affiliation with this project.  
The name “Newland” is a common name in the area and is being used as a place holder name only.

# Boundary

- **Newland has natural and man made boundaries which are excellent “city limit” borders. These boundaries help Newland achieve the look and feel of “A Great Community” where people live, work and play.**
  - Schaeffer Road to the North
  - Willamette River to the South
  - Willamette River to the East
  - Stafford Road / Wilsonville to the West



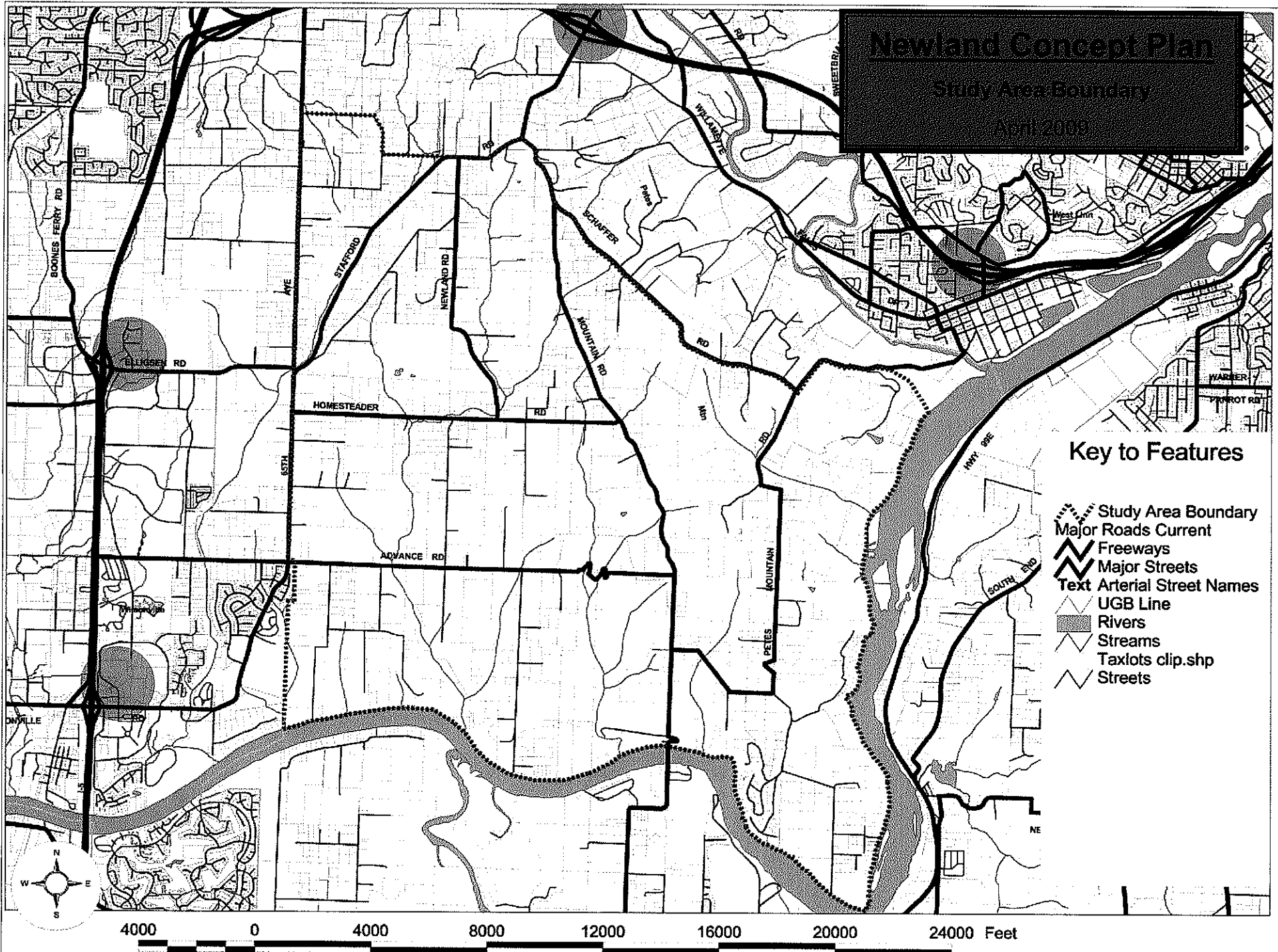
# Newland Concept Plan

Study Area Boundary

April 2000

## Key to Features

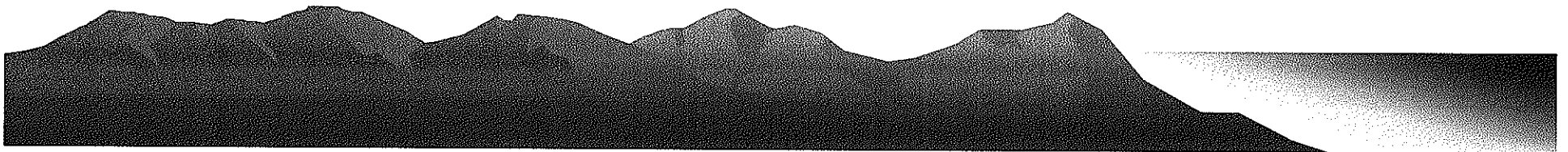
- Study Area Boundary
- Major Roads Current
- Freeways
- Major Streets
- Text Arterial Street Names
- UGB Line
- Rivers
- Streams
- Taxlots clip.shp
- Streets



# Self Sustaining

Newland is of ample size – 6,889 net buildable acres

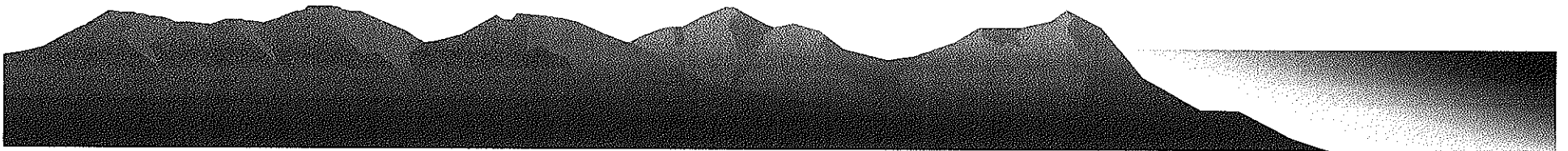
- Scaled to provide an adequate tax base which enables Newland to be a self sustaining community.



# What kind of Community?

Newland follows the “Great Community” concept plan developed by metro which:

- Is a Business Community
- Is a Livable Community
- Protects Wildlife and Nature
- Is a Self Sustaining Community
- Mandates Green Building Practices





# Existing Conditions

- **Naturally bounded by the Willamette River on two sides with cities and freeways on the others.**

**Next to identified industrial corridor along Stafford Road**

**Soil NOT good for large scale agriculture – classified as mainly class 3, 4 and above.**

**Negligible farm income**

**Seismically stable**

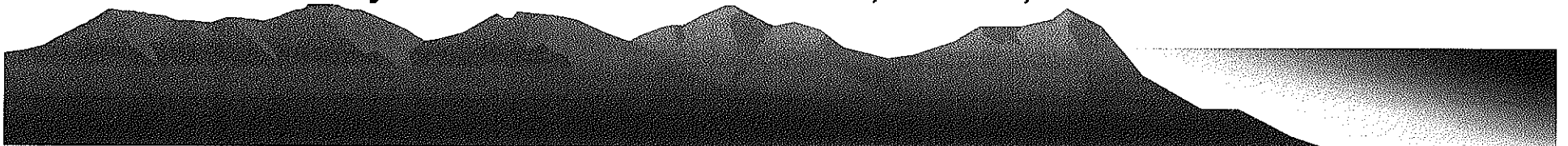
- **Lowest earthquake hazard in entire Portland Metropolitan Region**

**Home of Oregon Golf Club**

**Excellent traffic integration**

**Ample large parcels**

**Surrounded by urban densities – Wilsonville, Tualatin, West Linn**



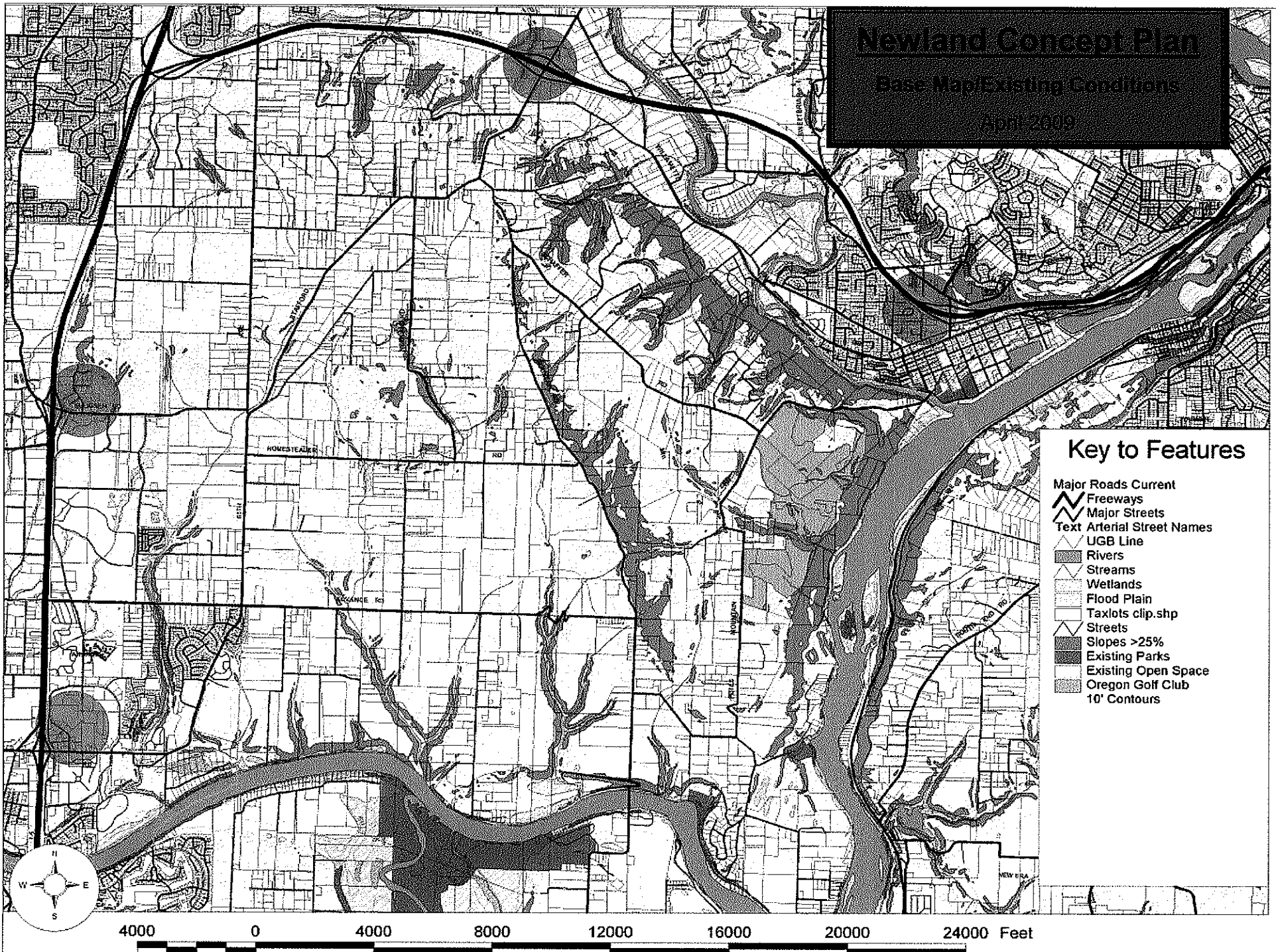
# Newland Concept Plan

Base Map Existing Conditions

April 2009

## Key to Features

- Major Roads Current
- Freeways
- Major Streets
- Text Arterial Street Names
- UGB Line
- Rivers
- Streams
- Wetlands
- Flood Plain
- Taxlots clip.shp
- Streets
- Slopes >25%
- Existing Parks
- Existing Open Space
- Oregon Golf Club
- 10' Contours



# Newland Concept Plan

Soils Classification (Class 1 – 8)

April 2009

## Key to Features

Major Roads Current

Freeways

Major Streets

Text Arterial Street Name

UGB Line

Rivers

Streams

Wetlands

Flood Plain

Soils clip.shp

Class 1

Class 2

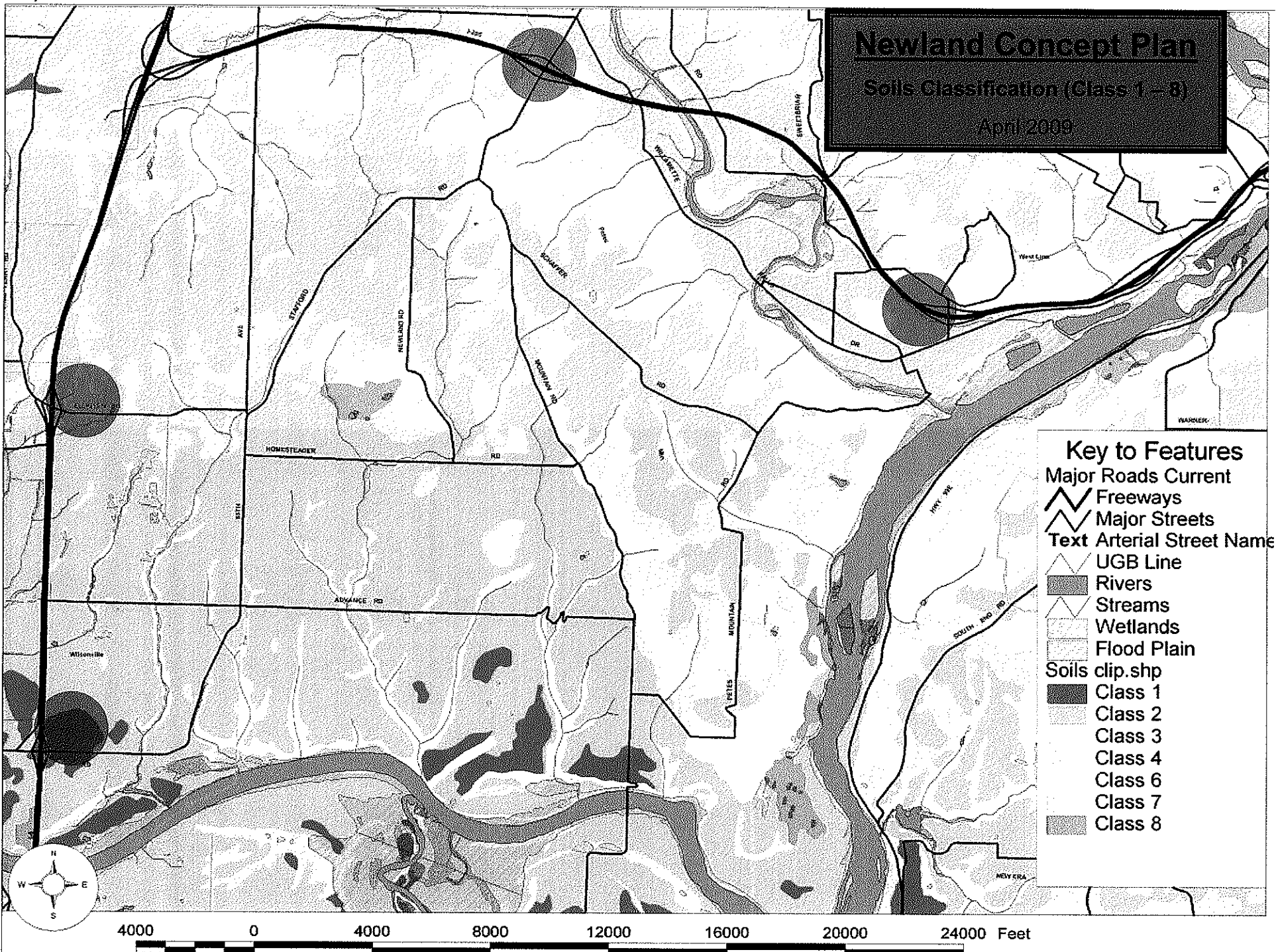
Class 3

Class 4

Class 6

Class 7

Class 8





# Business Friendly

Newland integrates ample business types into the community.

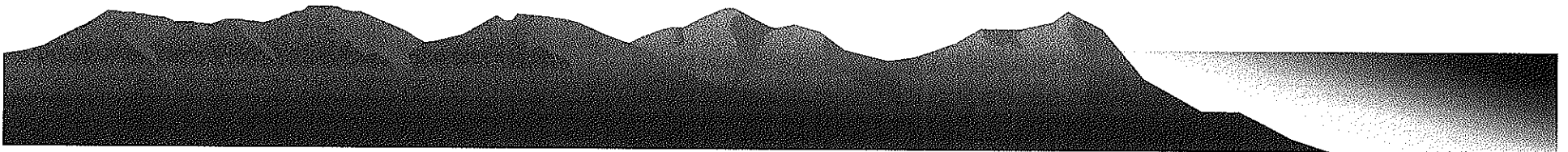
- Carefully planned to:

- Provide for multiple 40-80 acre business “campus opportunities”

- Clackamas County needs these Campus sites to attract large scale business.

- Provide Class A suburban office space

- Provides for service businesses



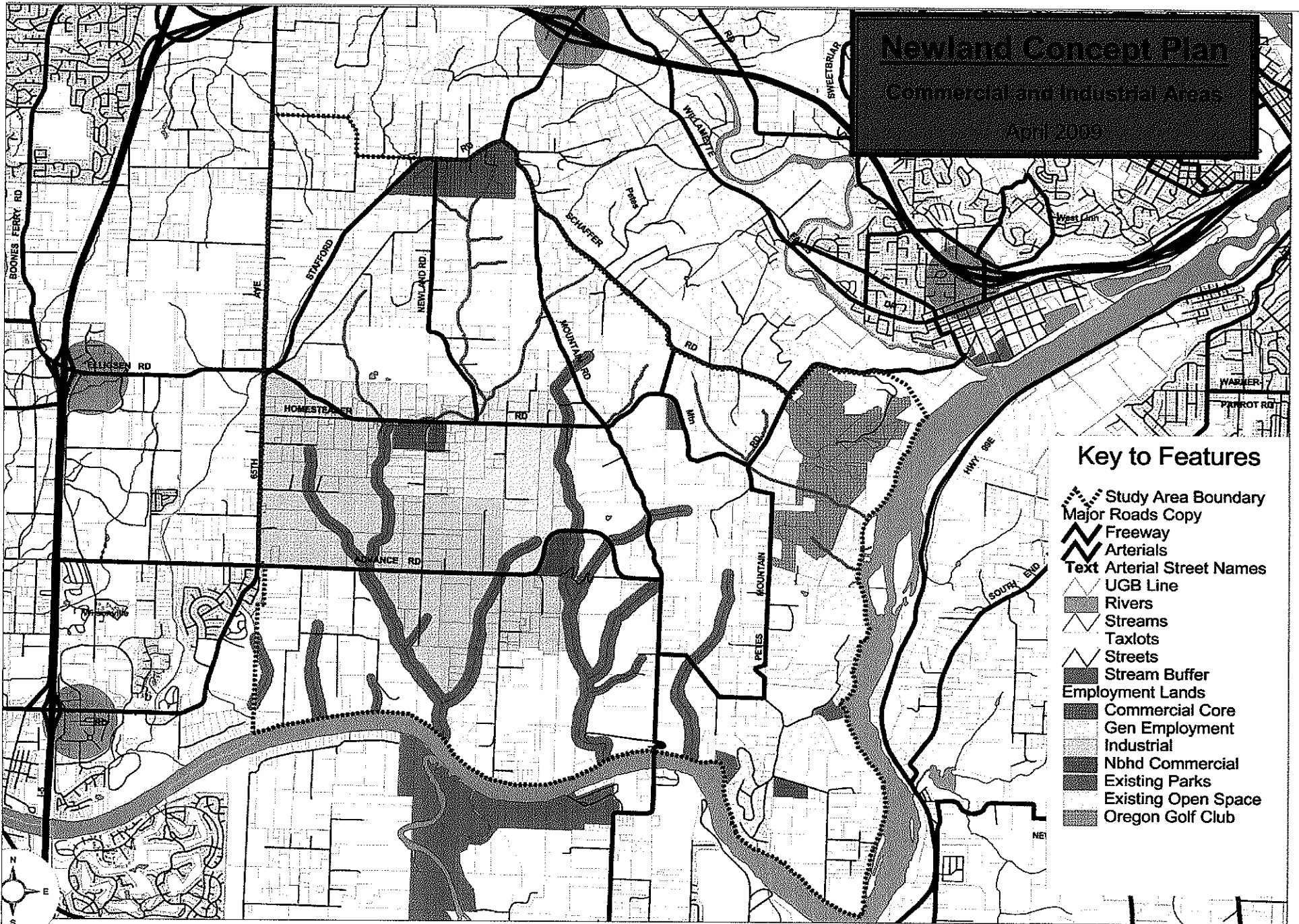
# Newland Concept Plan

Commercial and Industrial Areas

April 2009

## Key to Features

- Study Area Boundary
- Major Roads Copy
- Freeway
- Arterials
- Text Arterial Street Names
- UGB Line
- Rivers
- Streams
- Taxlots
- Streets
- Stream Buffer
- Employment Lands
  - Commercial Core
  - Gen Employment
  - Industrial
  - Nbhd Commercial
- Existing Parks
- Existing Open Space
- Oregon Golf Club



4000 0 4000 8000 12000 16000 20000 24000 Feet

## Newland Concept Plan

### Commercial and Industrial Land Areas Summary

Designation	Buildable Area Acres	Floor Area Ratio (FAR), Typ.	Building Square Feet	Estimated Employment Density (SF/Employee)	Estimated Employment
Commercial Core	94	0.25	1,022,642	470 (1)	2,176
Industrial	928	0.35	14,154,875	1,390 (2)	10,183
General Employment	477	0.35	7,274,246	370 (3)	19,660
Neighborhood Center	71	0.25	768,489	470 (1)	1,635
<b>Total</b>	<b>1,570</b>		<b>23,220,251</b>		<b>33,654</b>

Note: Employment Density figures are from selected Industry Grouping (SIC) categories reported in Table 4 of the Metro 1999 Employment Density Study:

- (1) SIC 52-59, Retail Trade 470 SF per employee
- (2) SIC 50,51, Wholesale Trade 1,390 SF per employee
- (3) SIC 60-68, Finance, Insurance, Real Estate 370 SF per employee

(<http://www.metro-region.org/files/maps/1999employmentdensitystudy.pdf>)

### Features

Area Boundary  
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ins  
ts  
m Buffer  
Land Use v2  
mercial Core  
Employment  
on Golf Club  
trial  
Large Lot Res  
Mixed Commercial  
Open Space  
Suburban Res  
Village Res  
10' Contours

4000 0 4000 8000 12000 16000 20000 24000 Feet

# Livable Community

Newland is a Livable Community which provides a wide mix of housing options

- High Density Housing

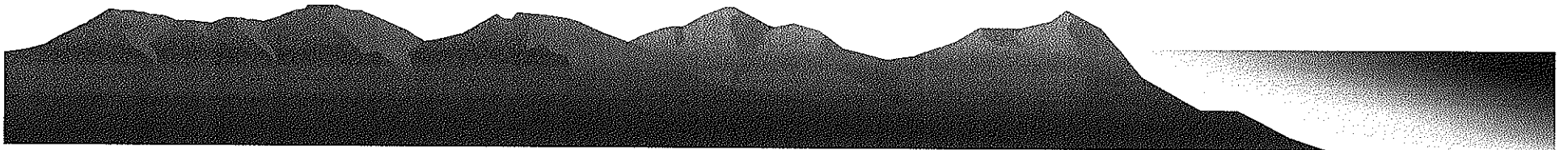
  - Close to Campus / Office / Business

- Affordable / Workforce Housing

  - Near industrial corridor

- Suburban Residential

- Executive Housing



April 2003





## Newland Concept Plan

### Residential Yield and Population Estimates

	Buildable	Density Range				Assumed		
	Area	DU/Net Acre		Dwelling Units Range		Household	Projected Population	
Designation	Acres	Low	High	Low	High	Size	Low	High
Large Lot Residential	865	0.25	1	216	865	2.8	605	2,422
Suburban Residential	1,678	5	7	8,391	11,747	2.8	23,494	32,892
Village Residential	1,100	15	24	16,497	26,396	1.9	31,345	50,152
Total	3,643			25,104	39,008		55,445	85,465
Overall Residential Density Range				6.89	10.71			

Rivers  
 Streams  
 Streets  
 Stream Buffer  
 Proposed Land Use v2  
 Commercial Core  
 Gen Employment  
 Oregon Golf Club  
 Industrial  
 Large Lot Res  
 Mixed Commercial  
 Open Space  
 Suburban Res  
 Village Res  
 10' Corridors

4000 0 4000 8000 12000 16000 20000 24000 Feet

April 2009



## Newland Concept Plan

### Land Area Allocations and Adjustments

Designation	Gross Acres	Open Spaces		Gross Buildable Acres	Public Facilities		Net Buildable Acres	As % of Total
		Acres	As %		Acres	As %		
Commercial Core	123	12	10%	110	17	15%	94	1%
Industrial	1,214	121	10%	1,092	164	15%	928	11%
General Employment	663	66	10%	596	119	20%	477	6%
Neighborhood Center	98	10	10%	88	18	20%	71	1%
Large Lot Residential	1,281	128	10%	1,153	288	25%	865	10%
Suburban Residential	2,486	249	10%	2,238	559	25%	1,678	20%
Village Residential	1,629	163	10%	1,466	367	25%	1,100	13%
<b>Development Area Subtotal</b>	<b>7,494</b>	<b>749</b>	<b>10%</b>	<b>6,744</b>	<b>1532</b>	<b>23%</b>	<b>5,213</b>	<b>62%</b>
Open Space	563	563	100%	563	0	n/a	1,312	16%
Golf	364	364	100%	364	0	n/a	364	4%
<b>Recreation/OS Subtotal</b>	<b>927</b>	<b>927</b>	<b>100%</b>	<b>927</b>	<b>0</b>	<b>n/a</b>	<b>1,676</b>	<b>20%</b>
<b>Total Area</b>	<b>8,421</b>	<b>1,676</b>	<b>20%</b>	<b>7,671</b>	<b>1,532</b>	<b>18%</b>	<b>6,889</b>	<b>82%</b>
<b>Study Area in Square Miles:</b>	<b>13.2</b>							

Large Lot Res  
 Neighborhood Commercial  
 Open Space  
 Suburban Res  
 Village Res  
 10' Contours

4000 0 4000 8000 12000 16000 20000 24000 Feet



## **NEWLAND CONCEPT PLAN**

### **UTILITY SERVICES – OPTIONS (Water, Sanitary Sewer, Storm Water Management)**

#### **WATER**

There are currently two water systems on Pete's Mountain: Pete's Mountain Water Company, (PMWC), and The Peach Cove Water District. PMWC has been awarded an exclusive provider of service territory by the Public Utility Commission in July of 2002 and in August of 2007 the Oregon Water Resources Department issued an order expanding PMWC's "Place of Use, expanding PMWC's territory to 1,520 acres, encompassing much of the area referred to as "Pete's Mountain, (see attached map). There are planned upgrades to the pumping, distribution and storage capacity of this system to accommodate growth.

The location of "Newland", located between the existing communities of West Linn and Wilsonville, provides an opportunity for water service from either of these communities and provides for an interconnection of the Wilsonville and West Linn water systems. These interconnections could be accomplished by expansion of the Pete's Mountain Water Company's infrastructure throughout the region. The City of Wilsonville's website indicates that the Willamette River Water Treatment Plant was designed to accommodate growth, capable of processing 15 million gallons per day (mgd). Water demand, according to documents on the City's website, ranges between 2 and 6 mgd.

The topography of this area will likely require use of multiple pumps and reservoirs to provide adequate water supplies to this region, not unlike nearby existing communities such as West Linn. Upgrades to existing water systems will likely be required to provide adequate water supplies for the region, regardless of where the growth occurs.

#### **SEWER (Waste Water)**

The subject site currently has no public sewer system. Non exclusive options for sewer service in this region including;

1. Connection to the West Linn sanitary sewer system for treatment at the TriCity Waste Water Treatment Plant,
2. Connection to the Wilsonville sanitary sewer system for treatment at the City of Wilsonville's Waste Water Treatment Plant located along the Willamette River West of Interstate 5,
3. Connection to a future City of Tualatin sanitary sewer lift station near the intersection of Borland Road with Stafford Road for treatment at the Durham wastewater treatment Plant.
4. Installation of a new waste water treatment plant that could serve the subject site and potentially serve as a regional waste water treatment facility.
5. Expansion of the existing Canby Sewer Treatment Plant.

The topography of the subject area will require the use of lift stations for wastewater conveyance regardless of which option or combination of options above may be utilized. Portions of the subject area will likely be best served by conveyance to the Wilsonville treatment plan, others to the Tri-City treatment plant. The northern portion could likely be best served by the City of Tualatin's sewer system expansion to Stafford Road and conveyance to the Durham treatment plant. It is anticipated that some combination of the five options identified will be found to be more feasible than any individual option. Upgrades to existing sanitary sewer infrastructure and facilities are likely to adequately meet the sanitary sewer treatment needs of the region.

# Newland Concept Plan

Water System and Connectivity

April 2009

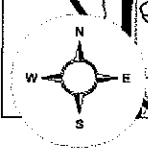
Pete's  
Mountain  
Water  
Company

## Key to Features

Water Mains

Connection  
Points to  
Wilsonville,  
West Linn  
Tualatin Water  
Systems

10' Contours



4000 0 4000 8000 12000 16000 20000 24000 Feet

# Newland Concept Plan

Sewer System and Conveyances

April 2009

## Key to Features

Sanitary Sewer Main  
Gravity Line (typ.)  
Sanitary Sewer Main  
Pressurized Line  
Pump Station (typ.)



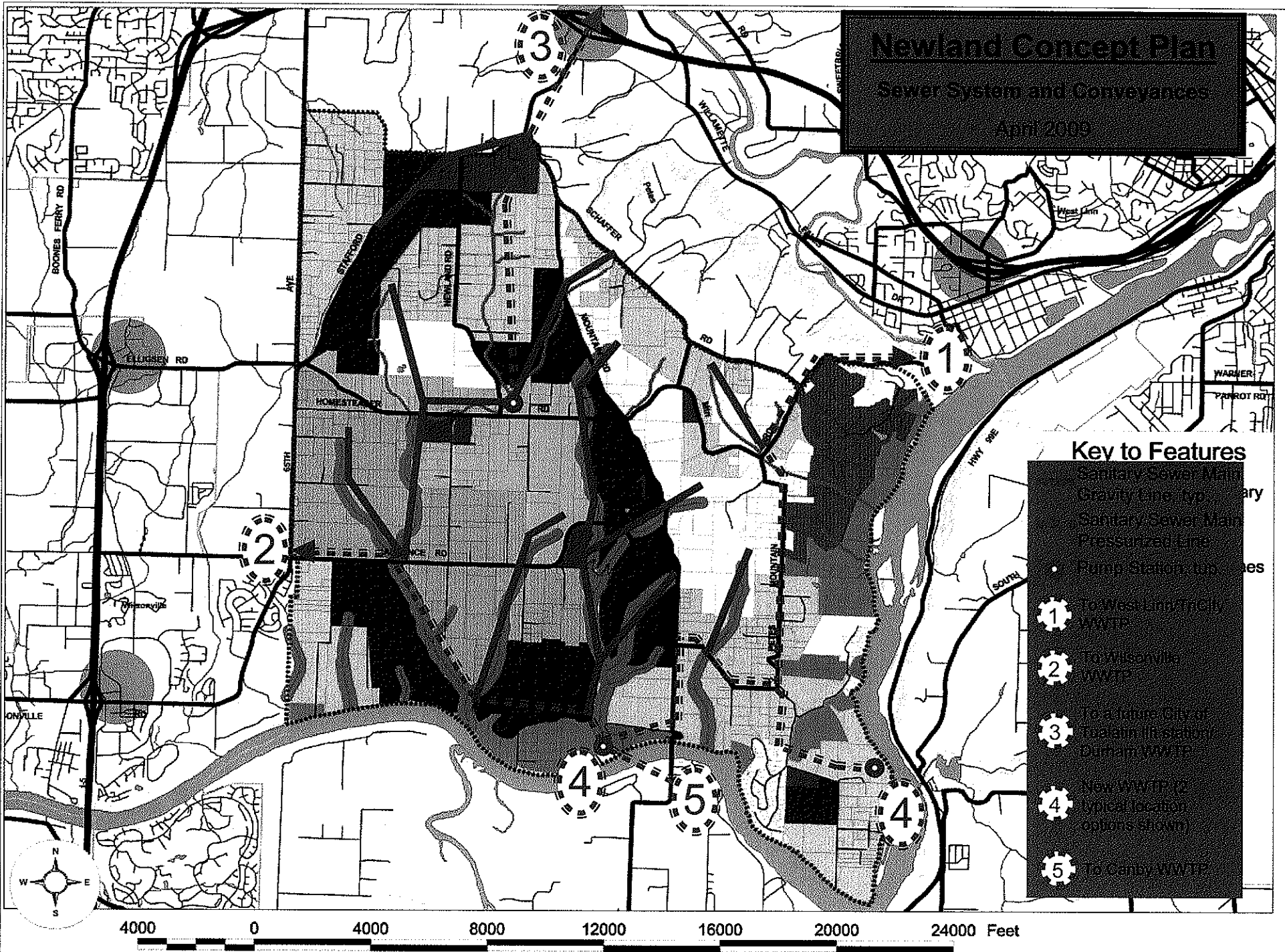
1 To Westland Tricity  
WWTP

2 To Wilsonville  
WWTP

3 To a future City of  
Tualatin station/  
Dunham WWTP

4 New WWTP (2  
typical location  
options shown)

5 To Gandy WWTP





# West Linn Candidate Rural Reserve Map

## NATURAL FEATURES

### Acreage Summary

FOCUS AREA: 2980 acres

200 FOOT STREAM & RIVER BUFFERS:

Inside buffered areas: 860 acres (29%)

Outside buffered areas: 2120 acres (71%)

SLOPES:

< 10%: 1340 acres (45%)

10-25%: 1260 acres (42%)

> 25%: 380 acres (13%)

METRO UPLAND WILDLIFE HABITAT:

Inside Habitat Areas: 1000 acres (34%)

Outside Habitat Areas: 1980 acres (66%)

CLACKAMAS CO. CANDIDATE RURAL RESERVES INSIDE FOCUS AREA:

Candidate Rural Reserve: 1570 acres

Outside Candidate Rural Reserve: 1410 acres

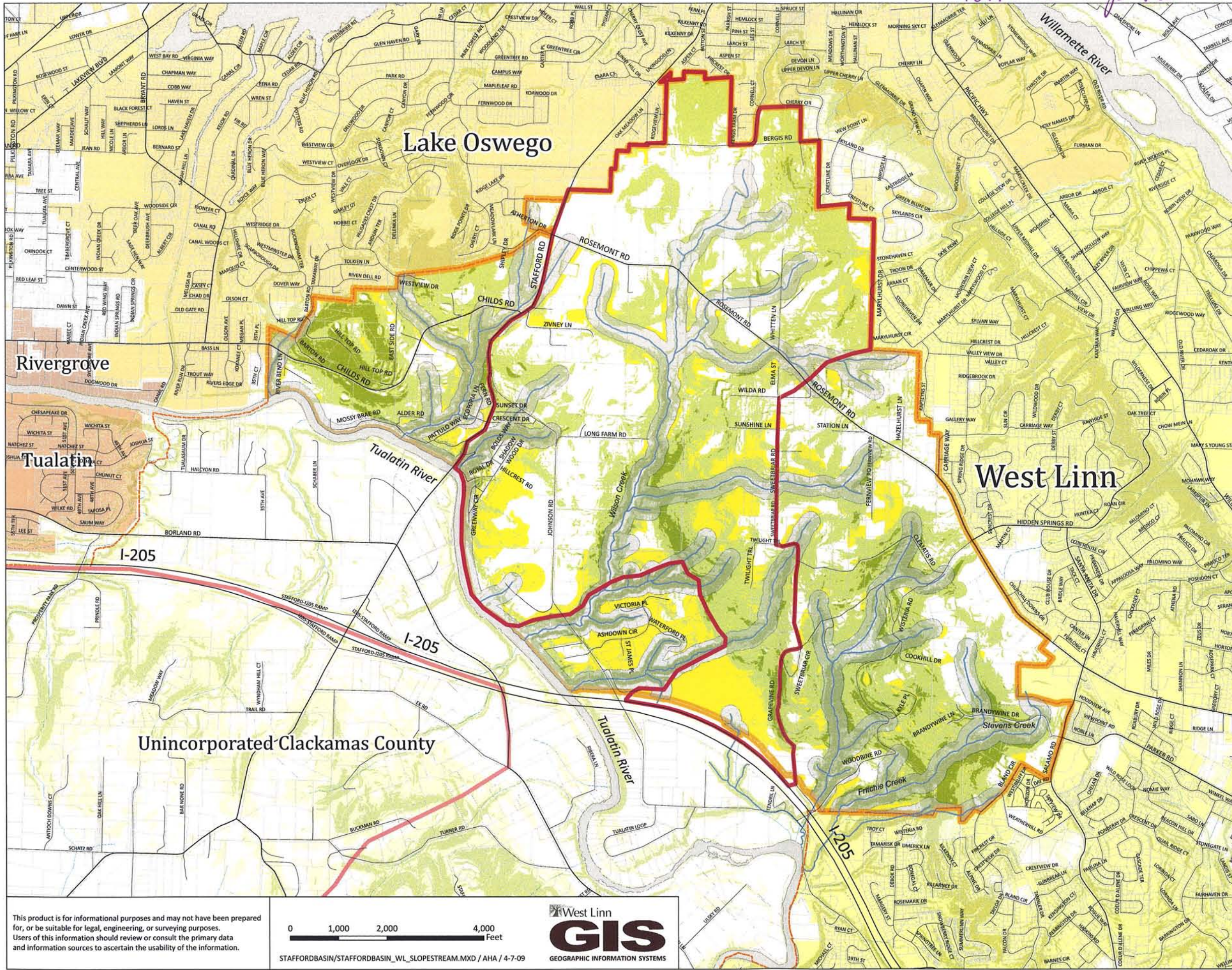
Rounded to nearest 10 acres

### Legend

-  Focus Area
-  Clackamas Co. Candidate Rural Reserves Areas\*
-  Clack. Co. Candidate RR Areas, outside Focus Area
-  Streams within Focus Area\*\*
-  200 Foot Buffer along Streams & River in Focus Area
-  Metro Upland Wildlife Habitat Areas, Class A & B\*\*\*
-  Steep Slopes: 10-25%\*\*\*\*
-  Steep Slopes: greater than 25%\*\*\*\*
-  Metro Area Urban Growth Boundary
-  Parcel Lines
-  Rivers
-  Other Metro Area Streams
-  West Linn
-  Lake Oswego
-  Rivergrove
-  Tigard
-  Tualatin

MAP PRINTED APRIL 2009

Data Source: Metro RLIS, Clackamas County DTD, & West Linn GIS  
 \* Clackamas County "Candidate Rural Reserve Areas Map 1" dated Jan. 2009 is now called "Sewer Serviceability for Potential Portland Metro UGB Urban Reserves Map"  
 \*\* Streams shown on this map have been developed by West Linn GIS using new LiDAR surface models. Additionally, Metro's Data Resource Center and City of Lake Oswego GIS provided reference information to improve the accuracy of the mapping. Please note however that field surveys have not been performed to verify water flow or exact stream locations.  
 \*\*\* Map shows Habitat areas outside buffers and steep slopes.  
 \*\*\*\* Steep Slopes generated by West Linn GIS staff from LiDAR surface model.



This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information.

0 1,000 2,000 4,000 Feet

STAFFORDBASIN/STAFFORDBASIN\_WL\_SLOPESTREAM.MXD / AHA / 4-7-09

West Linn  
**GIS**  
GEOGRAPHIC INFORMATION SYSTEMS



# West Linn Candidate Rural Reserve Map

## PARCELS

### Acreage Summary

FOCUS AREA: 2980 acres

#### PARCEL SIZE:

<= 5 acres:	990 acres (33%)
> 5 acres and <= 10 acres:	660 acres (22%)
> 10 acres:	1210 acres (41%)
Right-of-way:	120 acres (4%)

#### ZONING:








Exclusive Farm Use District (EFU):	1170 acres (39%)
Rural Residential Farm/Forest 5-Acre District (RRFF5):	1800 acres (60%)
Park and Natural Area (PNA):	10 acres (>1%)

Rounded to nearest 10 acres

### Legend

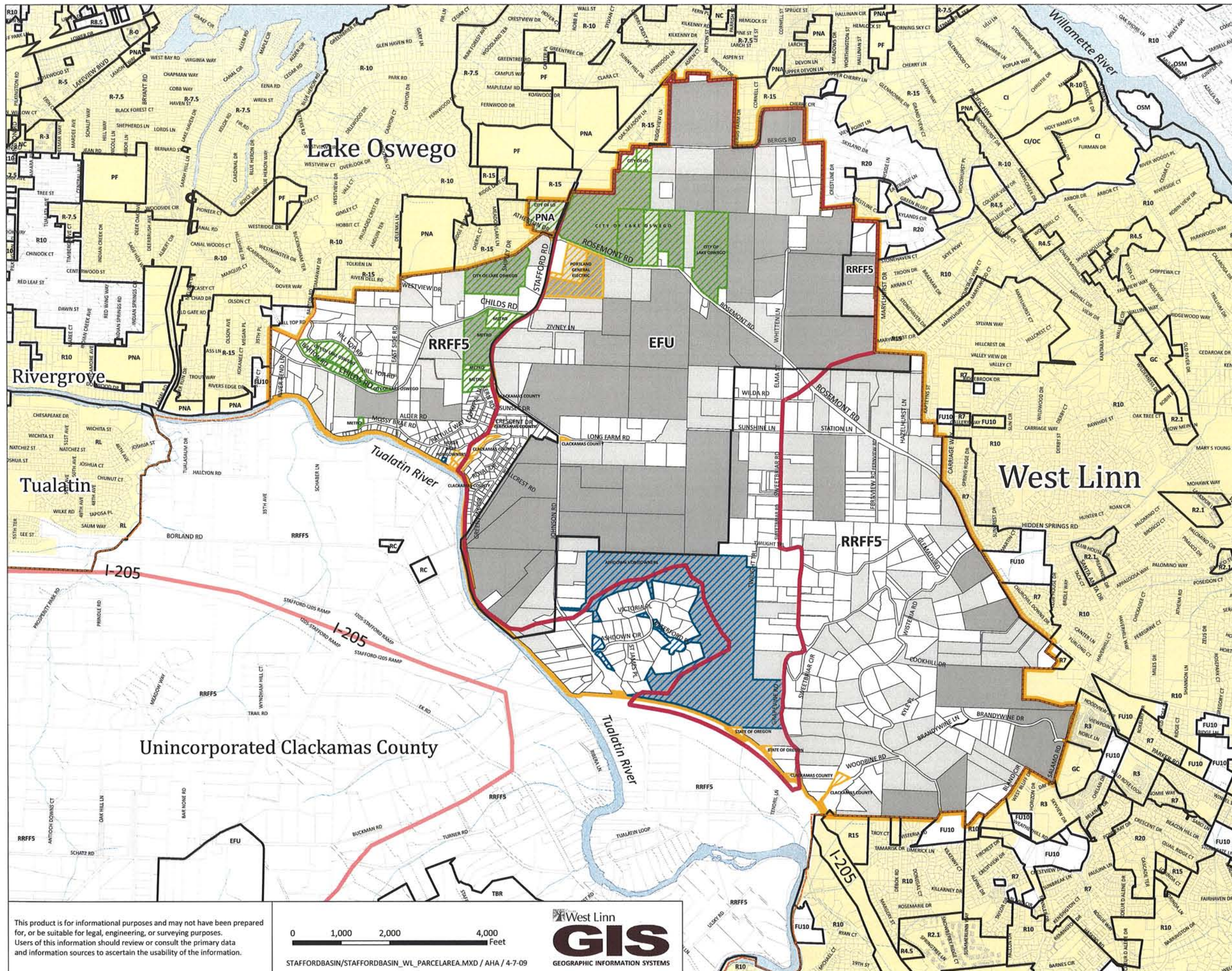
-  Focus Area
-  Metro Area Urban Growth Boundary
-  Public Open Space LABELLED WITH AGENCY NAME
-  Private Open Space
-  Other Public or Quasi-Public Land

### Parcel Land Area inside Focus Area

-  <= 5 acres
-  > 5 acres and <=10 acres
-  > 10 acres
-  Current Zoning
-  Parcel Lines outside Focus Area
-  Rivers
-  Incorporated Areas

MAP PRINTED APRIL 2009

Data Source: Metro RLIS & West Linn GIS



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0 1,000 2,000 4,000 Feet

STAFFORDBASIN/STAFFORDBASIN\_WL\_PARCELAAREA.MXD / AHA / 4-7-09

West Linn  
**GIS**  
GEOGRAPHIC INFORMATION SYSTEMS



# West Linn Candidate Rural Reserve Map

METRO'S NATURAL LANDSCAPE

## Acreage Summary

FOCUS AREA: 2980 acres

METRO KEY FEATURES INSIDE FOCUS AREA:  
Metro Key Feature: 700 acres  
Outside Metro Key Feature: 2280 acres

CC CANDIDATE RURAL RESERVES INSIDE FOCUS AREA:  
Candidate Rural Reserve: 1570 acres  
Outside Candidate Rural Reserve: 1410 acres

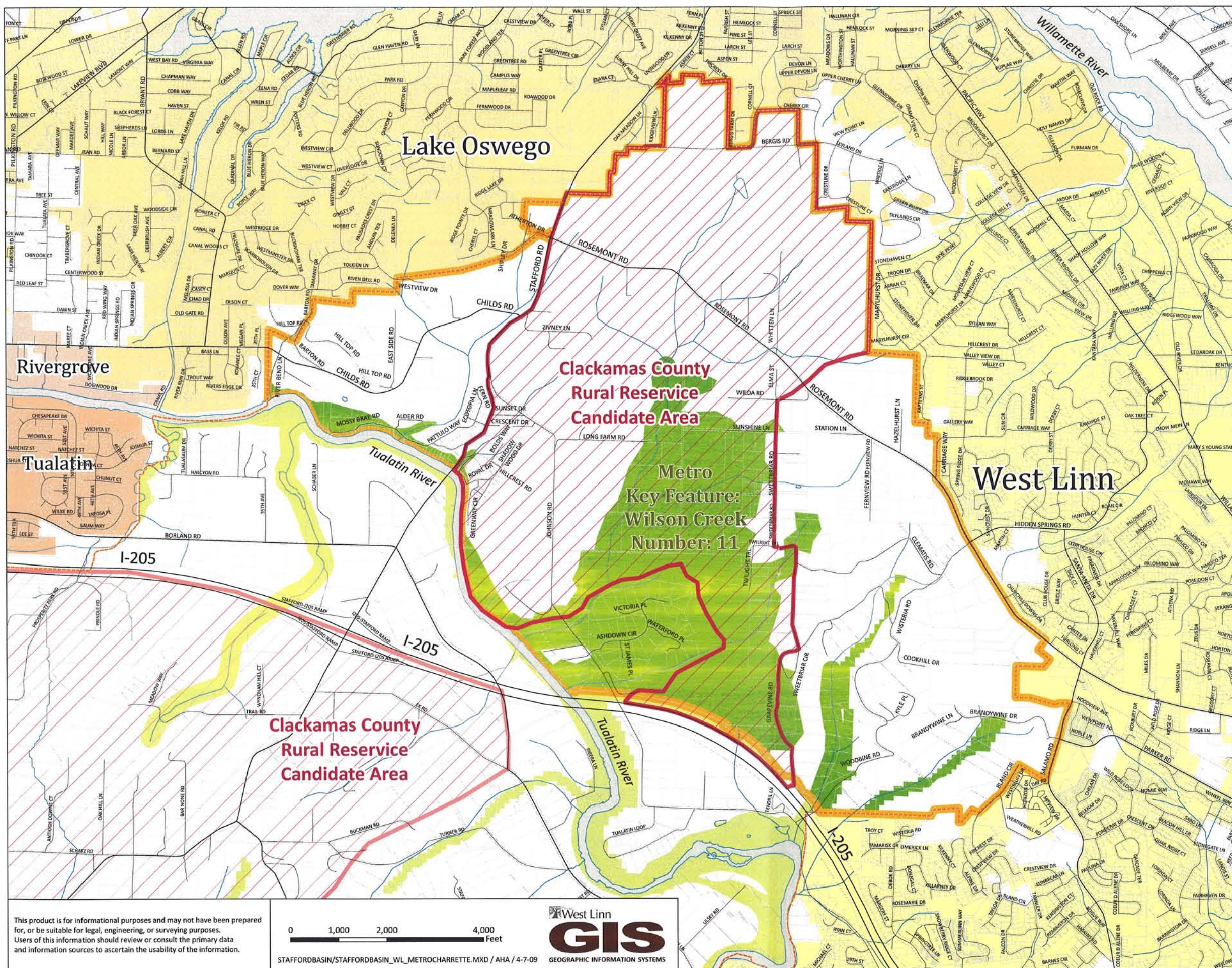
*Rounded to nearest 10 acres*

## Legend

- Focus Area
- Metro's Natural Landscape (Charrette) Feb. 2007
- Metro's Natural Landscape, outside Focus Area
- Clackamas Co. Candidate Rural Reserves Areas\*\*
- Clack. Co. Candidate RR Areas, outside Focus Area
- Metro Area Urban Growth Boundary
- Parcel Lines
- Rivers
- City Limits
  - West Linn
  - Lake Oswego
  - Rivergrove
  - Tigard
  - Tualatin

MAP PRINTED APRIL 2009

Data Source: Metro RLIS, Clackamas County DTD, & West Linn GIS  
\*Clackamas County "Candidate Rural Reserve Areas MAP 1" dated Jan. 2009 is now called "Sewer Serviceability for Potential Portland Metro UGB Urban Reserves Map"



This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information.

0 1,000 2,000 4,000 Feet

STAFFORDBASIN/STAFFORDBASIN\_WL\_METROCHARRETTE.MXD / AHA / 4-7-09  
West Linn GIS  
GEOGRAPHIC INFORMATION SYSTEMS



**SUPPORT OF INCLUSION OF  
ADDITIONAL LANDS FOR CONSIDERATION  
AS URBAN RESERVES  
SUBMITTED ON BEHALF OF  
CHRIS MALETIS AND TOM MALETIS**

For the record, my name is Tom Hughes, Senior Policy Advisor in the Tonkon Torp Policy Group. I am appearing before you today on behalf of our clients, Chris Maletis and Tom Maletis. The Maletis Brothers co-own several adjacent parcels of land totaling approximately 400 acres contiguous with the current UGB and immediately adjacent to Interstate 5 and State Highway 551 in unincorporated Clackamas County at the Wilsonville city line. Many of you are familiar with the land and some of you have taken tours of the parcels. The Maletis Brothers' holdings are identified as Area 3 on the map provided on April 6, 2009 by the business members of the Reserves Steering Committee. **We support the finding of the business members of the Reserves Steering Committee that this land warrants further consideration as an Urban Reserves candidate area.**

As many here know, I was a representative to the Reserves Steering Committee from its inception through the end of my term of Mayor of the City of Hillsboro in January 2009. During my time of Mayor and prior to that through my service on my Hillsboro Planning Council, I witnessed several reviews of the UGB. Over time I reached the conclusion that the soil hierarchy and other impediments have caused periodic review to frequently devolve into a pitched, zero-sum battle between conflicting and valid interests. Based on these experiences, while Mayor, I became supporter of Senate Bill 1011 in the 2007 session of the Oregon Legislature. Subsequent to the Bill's passage, I observed rule-making and the criteria adopted by

the Reserves Steering Committee to determine candidate Urban Reserve areas. With the benefit of this experience it is apparent to me, as it was to the business representatives on this Committee, that all of the factors defined in SB 1011 have not been fully applied. We believe it is inappropriate to rule out the Maletis' property as an Urban Reserve candidate without a full and thorough analysis of these factors.

To assist you with your analysis, our clients, at their own expense, have conducted detailed engineering studies published with the seal of a registered professional engineer indicating that necessary sanitary sewer, storm sewer and water supply could be extended to the Maletis properties for approximately \$10 million. Additionally, we have documented that over \$51 million of enhanced highway infrastructure has been put into service immediately adjacent to these lands. We believe this data and analysis and additional factors have not been yet fully considered by the Reserves Steering Committee in order for it to make a fully informed decision on whether these lands should be characterized as Urban Reserve or Rural Reserve—or neither.

During my time as Mayor of Hillsboro, I was fortunate to travel throughout North America, Europe and Asia on trade missions that resulted in global manufacturers choosing Hillsboro as destination above other strong global competitors. The availability of sufficient industrial acreage, not just in Hillsboro, but throughout the region was essential in keeping us competitive. Today, I am concerned that the Portland region and Oregon as a whole lack sufficient industrial sites of a size necessary to attract and secure the employment density we will need to attack today's troubling unemployment rate as it approaches 11% state-wide.

In closing, please allow me to make clear that at this juncture of the review process by the Reserves Steering Committee, our clients do not expect that their land should be designated as an



Urban Reserve. Rather, it is our view that all factors that are necessary to inform the appropriate designation of the Maletis' land under the SB 1011 regime have not come remotely close to being fully evaluated. We appreciate the recognition of these circumstances by the business members of the Reserves Steering Committee and we appreciate that these members have submitted their concerns to the Reserves Steering Committee as a whole.

We are prepared to supply you with additional data as you perform the type of rigorous analysis that will stand the test of time – the 50-year reserve period proposed by SB 1011.

Thank you for the opportunity to appear today.

033686/00001/1540552v1



Oregon  
Department  
of Agriculture



April 6, 2009

Metro Reserves Steering Committee  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Fellow Reserves Steering Committee Members:

On behalf of the Oregon Departments of Agriculture, Forestry, Transportation, Economic and Community Development, Fish and Wildlife, and Land Conservation and Development we are submitting the following preliminary comments on the counties' initial identification of candidate urban and rural reserve areas. As you know, the state agencies have been meeting regularly for the past several months to coordinate our work on this important effort. The other state agencies participating in the Steering Committee may have verbal comments on the candidate areas, and not all agencies have had time to prepare written remarks.

The agencies also have met with each county to review the county's work on candidate areas. We appreciate the time and effort of county staff in working with us to provide information about how preliminary decisions are being made. We look forward to continuing to work with each county, and with Metro staff and the Core 4 as this process progresses.

#### General Comments

Metro and the counties generally have not excluded lands as candidate urban or rural reserves at this point in the process if there is a significant likelihood that the lands may be suitable for either category. As a result, there do not appear to be any major issues with the preliminary decisions on candidate areas. At the same time, however, the inclusiveness of this first round will put significant time pressure on the reserves process as it moves forward to the next stages.

Metro has just released an executive summary of its fifty-year range forecast for population and employment for the seven-county statistical area. It also has just released its preliminary urban growth report for residential lands, and expects to soon release a preliminary report on employment lands. OAR 660-027-0040 requires Metro to specify the number of years that urban reserves provide a land supply for, based on the land supply necessary for urban population and employment growth in the Metro area. To get to a final decision, therefore, Metro will need to analyze the housing and employment land needs that result from its projections. It also will need to analyze the extent to which these needs will be met within the Metro urban growth boundary by redevelopment and infill (as well as what proportion of growth will occur outside of the Metro area). At this point in time, it is not clear how these decisions will be made in the reserves process (as opposed to the process for the urban growth report). The next round of decisions regarding how much land to designate as urban reserves will need to include this aspect of planning for the region's future.

### Transportation

The Oregon Department of Transportation (ODOT) has some suggestions for evaluating the candidate urban reserve areas for compliance with urban reserve factors (3) and (4). ODOT has applied the proposed method to do an initial draft assessment of the capability of state highways to accommodate additional urban growth, and has assessed the relative cost of overcoming existing deficiencies in the state highway system and of bringing rural highways up to urban standards.

Ideally, Metro would do transportation modeling to analyze the performance of existing state highways and county and city transportation facilities, both within the existing UGB and outside the UGB in the urban reserve study areas, assuming urban-level development in the reserve study areas. Metro has indicated they will not be doing any transportation modeling for the reserves exercise. Metro and the reserves transportation working group have already performed an analysis of the feasibility and relative cost of developing a complete urban transportation system in the various candidate urban reserve areas, but this analysis did not consider the capacity of existing rural facilities, nor the impact of additional growth on facilities within the current UGB.

To substitute for transportation modeling, ODOT is proposing a simplified method to first identify which facilities, both outside and inside the current UGB, are already experiencing and/or are forecast to experience capacity, safety, and/or geometric problems without any additional growth. Second, ODOT would identify order of magnitude relative costs and feasibility of overcoming those existing problems. Presumably, if a transportation facility is already forecast to have capacity deficiencies, then plan amendments allowing additional urban growth relying on that facility would not be able to meet the Oregon Highway Plan mobility standards without significant mitigation and thus cost.

The assumption should be that transportation needs will be met in a manner consistent with RTP Policy. That means that deficiencies would not necessarily be met by widening existing state highways, but rather by developing a complete local and regional multi-modal circulation system in accordance with the RTP Regional Streets and Throughways System Concept, Regional Transit System Concept, Regional Freight System Concept, Regional Bicycle and Pedestrian System Concept, and Regional System Design Concept.

Specifically, that means all major arterials (state and local) should be assumed to be four lanes plus turn lanes, and should be upgraded to include regional transit, sidewalks, and bikelanes. The arterial and local street network should meet the RTP connectivity or spacing standards. All freeways should be improved to six lanes. Moreover, any existing expressway designations would be extended into the new urban reserve areas, and all expressways should be improved with grade-separated interchanges.

The table attached as Appendix A shows ODOT's initial assessment. It is organized by highway since there was no way to organize it by urban reserve study area. Cost estimates are based on ODOT engineers' judgment, but could be refined based on the unit cost approach Metro used for the initial transportation suitability analysis.

The analysis shows that the highways least suitable to accommodate additional trips and most expensive to improve, are I-205, especially the segment from I-5 to the Sunrise/Or 212/OR 224, and I-5, especially the segment from Or 217 to south of the Willamette River. US 26 West is constrained by severe congestion at the tunnel and the limited opportunities and huge costs to improve that segment, in addition to the costs of likely needed highway widening and reconstruction of a number of interchanges and overpasses. TV highway is already at 5 lanes, access management has proven to be difficult to implement, and opportunities to build a local network to reduce reliance on the highway are limited due to the presence of the railroad in close proximity. OR 213 and OR 212 are both forecast to fail to meet mobility standards even when widened to 5-lanes, and topography and the presence of natural resources limit opportunities to build a complete local transportation network. US 26 West has some potential to accommodate additional growth. However, areas around US 26 were not identified as either Urban or Rural Reserve Study Areas. ODOT recommends that they be included as both Urban and Rural Reserve study areas to allow for further analysis.

It is critical that the cost and feasibility of bringing state highways up to urban standards be considered as one factor in the urban reserves suitability analysis. It is well known from the development of the Federal RTP that ODOT does not have sufficient funds to maintain mobility and design standards on state highways within the current UGB. Therefore, once urban reserves are designated, it is critical that as part of concept planning, funding strategies are identified to pay for those needed improvements.

ODOT welcomes an opportunity to work with Metro and with each of the counties to review and refine this assessment, and to identify next steps.

## Forestry

The Oregon Department of Forestry (ODF) would like to thank the planning departments of Clackamas, Multnomah, and Washington Counties and the Metro staff for their tireless work on the reserves process and recent efforts to inform affected state agencies about this work. ODF also thanks the planners for considering our technical input and spatial analyses in the development of the initial rural and urban reserve candidate areas.

The Oregon Board of Forestry's and Department of Forestry's policy goals with regard to land use planning are to:

1. Maintain the state's total forest land base to provide for a multitude of forest benefits – social, environmental, and economic – desired by Oregonians;
2. Maintain the productivity of the forest land base with the continuous growing and harvesting of forest tree species as the leading use on private lands subject to the protection of soil, air, water, and fish and wildlife values;
3. Promote active management of Oregon's forests by limiting conflicts to the commercial management of forestland for forest uses created by the siting of dwellings, related improvements and non-forest uses on forest land;
4. Reduce the costs and conflicts related to fire prevention and suppression caused by siting dwellings and related improvements on forest lands;
5. Encourage thoughtful planning and oversight of development activities that convert forestlands to non-forest uses.

The Department's highest priority in the Metro Reserves process is promoting recognition by all parties of the importance of retaining forestlands in forest use so future Oregonians, including urban residents, will continue to benefit from the wide range of environmental, economic, and social values forests provide.

ODF's spatial analyses focused on identifying forest lands within the reserves scoping area and highlighting forested areas still retaining "wildland" forest character (defined as forestlands with fewer than five existing structures per square mile) and "mixed forest and agricultural" lands (defined as intermixed forest and agricultural lands with fewer than nine existing structures per square mile). Long term retention of these two classes of forest land are viewed by the Department of Forestry as critical to maintaining forest environmental benefits such as wildlife habitat, water quality, and carbon sequestration and to maintain economically viable private ownership of productive commercial forest lands.

ODF has studied the March 16 candidate area maps and is generally comfortable with the way forest lands within the Reserves scoping area are addressed by the counties. Almost all of the significant blocks of wildland forest and many areas of mixed forest and agricultural land have been designated as rural reserve candidate areas or left undesignated with a preliminary determination they will not be under threat of urbanization over the next 40-50 years. Possible exceptions where further analyses is encouraged include the Gales Creek Canyon area northwest of Forest Grove, the Chehalem Mountain area, and the area northwest of Forest Park where some wildland forest lands have been designated as urban reserve candidate areas. Urban expansion into these areas could create environmental and economic conflicts. The Department of Forestry would like to continue working with Washington and Multnomah Counties to hopefully resolve these site-specific conflicts in a manner that best preserves forestland values.

Some specific concerns and potential conflicts between forest land and urban development in these areas include:

1. The community of Gales Creek has been identified as a “Washington County Community at Risk”. It has been registered on both the State and Federal lists as being at high risk from wildfires. See Washington County, Oregon, Community Wildfire Protection Plan, August 6, 2007.

Some other outlying communities at risk and close to forestland include: Banks, Buxton, Cherry Grove, Dilley, Farmington, Forest Grove, Gaston, Glenwood, Laurel, Laurelwood, Manning, Midway, Mountindale, North Plains, Sherwood.

2. Commercial forest management activities occur on a regular basis in Gales Creek Canyon as well as on Chehalem Mountain. These activities require heavy truck and equipment traffic on primary and secondary transportation routes like Hwy 8 and Hwy 47 and most secondary roads. These activities create noise and dust that are not conducive to urban settings.
3. The slopes along Gales Creek Canyon have an inherent landslide risk that exists. Several areas have been identified and it is likely that more exist. The placement of structures on and/or at the base of these slopes could create potential public safety risks.
4. Family forest lands are the only remaining habitat links remaining between Forest Park and larger blocks of wildland forest to the northwest. It is in the best interests of the State of Oregon, Metro, the affected counties and urban residents to provide these landowners with economic incentives to continue investing in forest management rather than converting these lands to non-forest uses.

As the Reserves process continues and as Metro makes decisions in the future regarding Urban Growth Boundary (UGB) expansion, the Department of Forestry would also like to reemphasize the need to closely evaluate the "halo effect" of UGB expansion. The Department of Forestry is

guided by a policy objective of retaining forest land in forest uses and maintaining intact, large blocks of forest lands to allow continued viable timber management and the maintenance of important environmental values. The Department of Forestry recognizes UGB expansion may not directly involve forest lands and land use requirements outside of the UGB may remain the same. However, as UGBs move closer to wildland forests and mixed forest and agricultural lands, there may be accelerated pressure outside the UGB for the in-filling of structures. Such outcomes can result in disincentives for continued investments in forest management and should be minimized whenever possible.

Dividing the forest into smaller parcels and adding dwellings (with or without urbanization) can displace wildlife through habitat fragmentation, increase conflicts between residential and commercial forestry uses, decrease incentives to encourage forest land retention (such as forest land tax status), increase the cost of fire protection, incentivize further development pressure by an increasing disparity between forest land development property values versus timber values, and reduce the economic benefits of commercial timber production.

### Agriculture

The comments of the Oregon Department of Agriculture (ODA) at this stage are relatively short, and relate to areas that have been excluded from being considered as candidates for rural reserve designation. The following areas that are not identified as candidate rural reserve areas should be included as candidate areas due to the threat of urbanization and the fact that they are Foundation Agricultural Lands:

1. The lands in Clackamas County located northeast of Boring and east of 282nd Avenue.
2. The lands in Clackamas County adjacent to the cities of Canby and Barlow that are proposed for no further study. It is our understanding that these lands have been excluded simply because the cities wish to consider them for future growth. If the lands are being considered for urbanization, then they should be analyzed as potential rural reserves under the factors in the LCDC rules.

### Wildlife

Oregon Department of Fish and Wildlife (ODFW) comments echo those of ODA regarding areas excluded by Clackamas County from consideration as candidates for Rural Reserve designation. It is unclear why these areas have been excluded at this time. ODFW completed a cursory review of the excluded areas (based on the Natural Features Inventory and aerial photos) and identified the following that may warrant further consideration as possible Rural Reserves:

1. The Canemah Bluffs/Willamette Narrows area west of Oregon City extending south towards Canby;
2. The area south of Damascus – includes Clackamas Bluffs/Clackamas Greenway on the Natural Features Inventory;
3. The Borland Road area south of the Stafford Triangle;

In addition, the following area may warrant consideration though it is not clear whether important fish and wildlife habitat features exist within or adjacent to the excluded area:

4. The area SE of Boring (extending from the south portion of Boring east to Hwy 26).

### Economic and Community Development

Oregon Economic and Community Development Department's (OECDD) highest priority in the Metro Reserves process is to provide adequate industrial land now, and in the future, to ensure ongoing opportunities throughout the region. This includes opportunities for both urban and rural residents.

Based on the work presented at the March 16th meeting, OECDD has reviewed the work plans put forth by the respective county planning staff. OECDD reviewed these comments with the following priorities in mind:

1. This as an informed process to attempt to balance the health and sustainability of the region for all;
2. The need to provide adequate employment land to support the economic growth and well being of the state and the region;
3. The need to allow for development possibilities that will allow Oregon to provide living wage jobs for all Oregonians in the region; and
4. The need to provide employment lands opportunities where most feasible due to environmental, transportation and infrastructure constraints, in a manner that will allow for new, and existing industries.

Candidate maps that address issues related to the suitability of developable lands are of critical importance in helping to determine what lands should be included in the urban reserves area for employment purposes. Multnomah and Washington counties' candidate maps factor these considerations into their analysis on an appreciable scale, despite varying differences in the amount of recommended lands to be included in the candidate areas.



Clackamas County appears to have applied the factors to narrow candidate urban reserves areas to a somewhat greater extent than the other counties. OECDD is not fully comfortable with limiting candidate urban reserve areas at this point in the process to the degree Clackamas County is proposing. OECDD supports the County's recommendation to include the Stafford basin and lands surrounding Wilsonville for consideration as candidate areas. OECDD also believes that other locations, including the area south of the Boone's Ferry Bridge, should not be excluded at this point from the candidate areas, although OECDD understands that there are severe costs and constraints with regard to providing transportation to this area (see Transportation comments), and that this area also raises long term concerns about further development along I-5.

OECDD is planning to undertake a more thorough review of all the county maps in the coming weeks with the recent hire of an industrial lands specialist so will have additional comments as this process moves forward.

Sincerely,



Richard Whitman  
Department of Land Conservation and  
Development



Katy Coba  
Oregon Department of Agriculture



Elaine Smith  
Oregon Department of Transportation



Jeff Boechler  
Oregon Department of Fish and Wildlife



David Morman  
Oregon Department of Forestry



Karen Wilde Goddin  
Oregon Economic and Community  
Development Department

Appendix A: Oregon Department of Transportation Initial Assessment

CC: William Ferber  
Kirk Jarvie  
Keith Johnson  
Mark Ellsworth

		<b>UR Study Area: Yes or No?</b>	<b>Potential to accommodate additional traffic</b>	<b>Relative Cost to Improve</b>
<b>Highway #</b>	<b>Section</b>	<b>Small, Medium, Large UR Area?</b>	<b>Low, Medium or High Suitability</b>	<b>Low, Medium, High, Huge Cost</b>
2W, 92	within + northwest of UGB to Columbia County Line	Not adjacent, but Sauvie Island is, and would impact US 30	<b>Medium</b> - 2035 Financially Constrained RTP identified capacity problems at Cornelius Pass Road and St Johns Bridge intersections. Physical constraints to building local network.	Low
47	I-405 to the Zoo	inside UGB	<b>Low</b> - US 26 tunnel presents constraint to additional traffic; topography offers limited options to improve; would have to build additional tunnel to separate US 26 WB to SB, WB to NB, and WB to downtown and corresponding EB movements.	Huge
47	Murray - 185th	inside UGB	<b>Medium</b> due to "185th - Cornell Rd." STIP project to add 3rd lane in each direction. Murray Blvd, Cornell Rd/Bethany Blvd, and 185th interchanges will have to be rebuilt; physical constraints limit potential capacity of interchanges. Cost estimate does not include rebuilding local overpasses.	Medium
47	> 185th - Cornelius Pass Road	inside UGB	<b>Medium</b> - May require widening highway to six lanes and improving Cornelius Pass Rd Interchange.	High
47	Cornelius Pass Rd to Shute Road / Helvetia Road Interchange	Yes, and on edge of current UGB	<b>Medium</b> - Need to add a WB to SB loop exit-ramp at Shute Rd IC to meet current needs; improved IC may be maxed out with existing growth, i.e. no excess capacity for additional growth.	Medium
47	at Glencoe Road Interchange	Yes, Large	<b>Low</b> - Need a new 5 or 6-lane Glencoe overpass structure and interchange improvements even without additional growth. Shute Rd, Jackson School Rd and Glencoe Rd interchanges would have to be upgraded.	High
47	west of Glencoe Road Interchange	Yes, up to easternmost intersection with OR 47; Large	<b>Medium</b> - consider impacts on weekend recreational and coastal traffic; not just pm peak .	Low
102	from Sunset Highway to NCL of Forest Grove	Yes; Large	<b>High</b> Nehalem Hwy/Wilson River Rd = Or 47/OR 6 interchange would have to be upgraded, and OR 47 brought up to urban arterial standards.	Medium

29	from SW 209th to SW 229th, south of Hillsboro	Yes; Large area but small section of Hwy	<b>Low</b> 2005 and 2035 FC RTP shows existing and future capacity deficiencies, but TV Hwy is already at 5 lanes and access management is difficult to implement. Need adequate storage distance at railroad crossings; there are constraints to widening or adding railroad crossings; may need to depress RR to grade-separate.	Low
29	from WCL of Hillsboro to WCL of Cornelius	Yes; Medium, but small section of Hwy	<b>Medium</b> . Constrained by railroad tracks on south side, and difficult to widen or add railroad crossings; see previous section.	Low
29	south of Pacific Avenue to Yamhill County Line	Yes, Small	<b>Medium</b> - Existing capacity problem at the Pacific/Quince intersection; access management has been difficult to implement.	Low
140	SCL of Hillsboro to Yamhill County Line	Yes; Large	<b>Medium</b> - Several safety projects on this highway to realign curves to improve roadway geometry, widen shoulders, and add left turn channelization have been constructed in recent years. A few more safety projects of a similar type are needed. 2035 FC RTP shows capacity deficiencies even without Urban Reserves.	Medium
142	from SW 170th to SW 196th/Marlin Dr	Yes; Large area but small section of Hwy	<b>Medium</b> . Existing capacity problems with 3 lane section; planned for 5 lane section but no funding has been identified.	Low
1W, 91	from SCL of Sherwood to Yamhill County Line	Yes; Small	<b>Low</b> - FC 2035 RTP identified capacity problems. Improvements identified in I-5/99W study and Newberg - Dundee project, if constructed, will affect performance. Tualatin-Sherwood Rd, Edy Rd and Sunset Blvd intersections need to be improved to address existing capacity constraints.	Low
1	inside UGB and from Wilsonville SCL to Marion County line	No	<b>Very Low</b> - FC 2035 RTP identified severe capacity problems on I-5 within and south of existing UGB and at Wilsonville Interchanges. Congestion is especially high in the segment between I-217 and I-205. Widening of I-5 including Boones Bridge will be very expensive.	Huge
1E, 81	from Canemah to Canby	Yes, Small	<b>Medium</b> - Clackamas County Rural TSP identified geometric deficiencies. Presence of railroad and bluffs constrain ability to make improvements. Oregon City tunnel presents a pinchpoint. Capacity constraints in Canby due to railroad and existing development patterns.	Low

160	within UGB and from SCL of Oregon City to Molalla	Yes, Medium	<b>Low</b> - Rural Clackamas County TSP (2000) and Or 213 Corridor South Study identified a need for a 5-lane section. 2035 FC RTP shows severe congestion even after improvements. A number of safety projects to add left turn channelization and widen shoulders have been constructed in recent years, and a few more similar safety projects are being developed. Growth in this area would require construction of interchanges due to expressway designation; these are expensive to build.	High
64	from I-5 to Or 212/224, within and outside UGB	Yes, E and NE of Wilsonville: Large. Stafford: Medium. East of Oregon City: Medium	<b>Very Low</b> - even without additional growth, need to widen I-205 to at least 6 lanes, widen the Abernethy Bridge, add truck climbing lane, and improve several interchanges including @ Or 213; very expensive	Huge
175	from ECL of Damascus to US 26	Yes; Medium	<b>Low</b> - 2035 FC RTP, Damascus-Boring Concept Plan, and Clackamas County Rural TSP identified capacity deficiencies, to be resolved through development of Damascus local transportation system and access management.	High
171	from Clackamas River to Estacada	Yes, Medium	<b>Medium</b> - 2035 FC RTP and Rural Clackamas County TSP (2000) identified some capacity as well as safety and geometric deficiencies ("Carver Curves"), with constraints to addressing these deficiencies.	Medium
26	from Multnomah County Line to Sandy	Yes, Large (in Multnomah County, plus some in Clackamas)	<b>Medium</b> - Urban growth in this area may require widening of US 26 to 6 lanes with construction of interchanges at 2-mile spacing to implement expressway designation, as well as correction of safety problem at Kelso Rd; in addition, there will be increased need for the I-84 to US 26 Connector.	Medium
				<b>Cost Assumptions</b>
	ECL - eastern City limits			< \$ 100 M = Low
	SCL - southern City limits			\$ 100M - \$ 250 M = Medium
				\$ 250 M - \$ 500 M = High
	Note: map shows some undesignated area: status should be clarified			> \$ 500 M = Huge



COMMERCIAL REAL ESTATE  
DEVELOPMENT ASSOCIATION

**OREGON CHAPTER**

April 6, 2009

Metro  
Reserves Steering Committee – Core Four Members  
Kathryn Harrington, Metro Councilor  
Charlotte Lehan, Clackamas County Commissioner  
Jeff Cogen, Multnomah County Commissioner  
Tom Brian, Washington County Chair  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Reserves Steering Committee Core Four Members:

The undersigned business members of the Reserves Steering Committee have reviewed the draft urban and rural reserves candidate areas presented by the respective Counties at the March 16, 2009, Reserves Steering Committee meeting.

We respectfully submit the following recommendations regarding adoption of these candidate reserves areas:

**1) That all areas indicated in the Reserves Business Coalition/Group Mackenzie mapping series as “unconstrained” be included as candidate urban reserve areas throughout the Reserves Study Area.** This request was made in a February 4, 2009, letter to the respective County advisory committees. Washington County and Multnomah County have shown a “good faith” effort to include these potentially urbanizable lands, considered “unconstrained” for future development by preliminary analysis of topography, wetlands/flood plains, and residential parcelization.

**2) That the Clackamas County urban reserve candidate areas be expanded** to include:

- The area south of Stafford Triangle and Interstate 205, running south to the Willamette River. (Area 1 on the attached map)
- The Highway 26 corridor between Gresham and Sandy, particularly the area surrounding the Highway 212 interchange. (Area 2 on the attached map)
- The Aurora Airport area, south of the current UGB along Interstate 5. (Area 3 on the attached map)
- Note that significant portions of these areas fall within Group Mackenzie’s “unconstrained” mapping, as referenced above. Note also that the RSC to date has received public comment from landowners in two of these areas requesting inclusion as UR candidates.

The undersigned RSC members are concerned that the methodology for selection of urban reserve candidate areas has been significantly inconsistent throughout the Counties. We understood that candidate UR areas were to be adopted specifically **for further evaluation**



under the full set of six urbanization factors defined in SB 1011 and related rulemaking, and not be the product of a premature application of some these factors with limited data and analysis available to date.

In presenting these limited candidate areas, Clackamas County indicated it had **selected UR candidate areas via preliminary analysis of two of the urbanization factors**: factor (1), requiring urban densities to utilize infrastructure; and factor (3), public facility serviceability. Four other factors, from “supporting a healthy urban economy” to “providing for a range of housing types,” apparently were not considered.

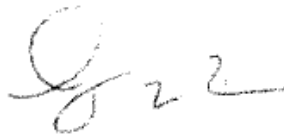
We also note that **each of these recommended areas is adjacent or proximate to existing highways** and interchange infrastructure. Again, leveraging the use of urban infrastructure is factor (1) to be considered for urban reserve designation. We understand that thorough analysis of the capacity of current transportation infrastructure is needed, but not yet completed.

Lastly, exclusion of these potentially urbanizable lands from consideration **may force growth onto less appropriate land** throughout the region, as the subject areas are to be removed from discussion prior to: a) determination of long range population and employment growth allocations for each County; b) completion of Metro’s Economic & Employment Trends Analysis; c) review of the draft Urban Growth Reports; and d) other forthcoming analysis. In short, it appears to the undersigned that Clackamas County has approached the UR process as if it were a UGB expansion decision, versus a long term assessment of future potential urbanization needs to be based on a range of long term trend analysis.

The business members of the Reserves Steering Committee appreciate your consideration of our recommendations and would be pleased to answer any questions.



Greg Manning



Craig Brown



Greg Specht

Urban and Rural Reserves Steering Committee

cc: Clackamas County Reserves Citizens Advisory Committee  
Reserves Steering Committee  
Reserves Business Coalition

Enclosures: Map of recommended UR candidate area inclusions



**Metro Reserves  
Study Area  
Candidate  
Urban  
Reserves**

**Development  
Constraints  
Legend**

- Metro Reserves Boundary
- Existing Metro UGB
- County Boundary
- IND and MUE Classified Parcels
- NWI Wetlands
- Metro Title 4 Designations**
  - Employment
  - Industrial
  - Regionally Significant Industrial
  - Slopes  $\geq 10\%$
  - Parcels less than 5 acres

Area within Metro Reserve  
Study Area:  
404,481 Ac.

Constrained Land  
(parcels 5 acres or less)  
46,758 Ac.

Area within floodplain:  
59,978 Ac.

Area of available data  
within wetlands  
10,823 Ac.

Area of available data  
with slopes  $\geq 10\%$   
135,382 Ac.



0 0.45 0.9 1.8 2.7 Miles  
SCALE

**SOURCE DATA**

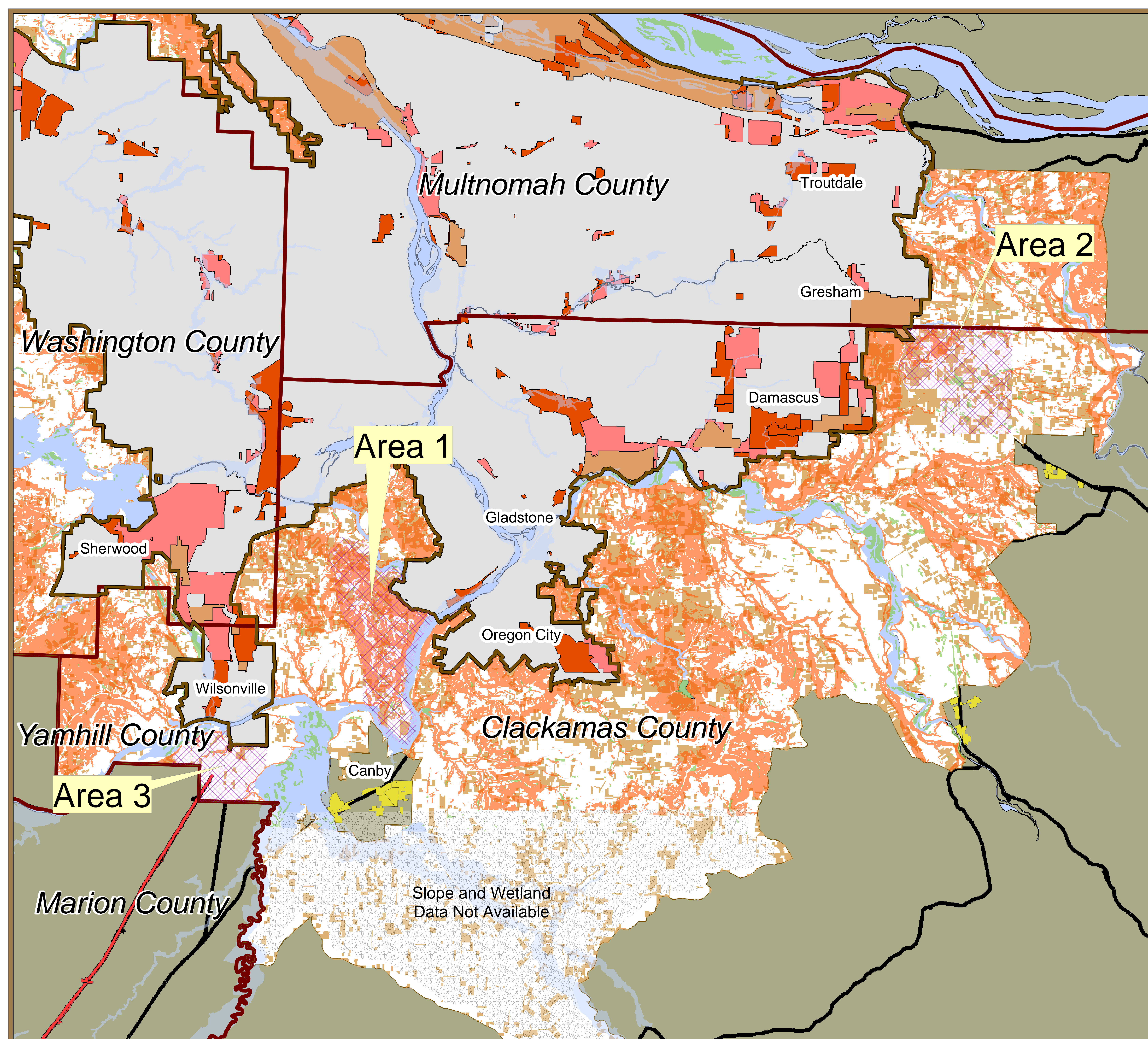
Base Map Layers:  
METRO, Regional Land Information System (RLIS-Lite)  
May 2008, Metro Data Resource Center  
600 NE Grand Ave., Portland, OR 97232

**GEOGRAPHIC PROJECTION INFORMATION**

NAD 83 HARN, Oregon North  
Lambert Conformal Conic

**GROUP  
MACKENZIE**  
PORTLAND, OR | SEATTLE, WA | VANCOUVER, WA  
RiverEast Center | 1515 Water Avenue, Suite 100 | Portland, OR 97214  
P.O. Box 14310 | Portland, OR 97293  
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ALL RIGHTS RESERVED  
Date: 9/16/09 Map Created by: KAN  
Metro Reserves Map 6





April 2, 2009

CITY OF  
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SALLY MONCRIEFF,  
COUNCILOR

MARY OLSON,  
COUNCILOR

BILL TIERNEY,  
COUNCILOR

Metro

The Core Four

Metro Urban and Rural Reserve Steering Committee

600 NE Grand Avenue

Portland, OR 97232-2736

Re: Urban and Rural Reserve Candidate Areas

The City of Lake Oswego is committed to the objectives of the Metro 2040 Concept Plan and to maintaining a high quality of life for our residents. For these reasons, the decisions regarding urban and rural reserve areas are of critical concern to the City. Three key principles that help to shape our view about urban and rural reserve areas include:

- Maintaining a compact urban form;
- Promoting walkable and transit friendly town centers; and
- Protecting agricultural land and open space.

Given these principles, we have the following suggestions and recommendations for the Core Four and the Urban and Rural Reserves Steering Committee:

**Rural Reserves** – The Stafford area does not fit neatly into either the rural reserve category or the urban reserve category. It is a highly parcelized area that is a short distance from the central city yet provides an incredible opportunity for close-in community farming. For this reason, we recommend that the entire Stafford Basin (north and south of I-205) should be studied as candidate areas for rural reserve. The EFU land to the north of I-205 is currently included as a rural reserve study area. For this area to be fairly analyzed, the surrounding area to the east and west also needs to be considered for rural status. West Linn City Manager Chris Jordan has submitted a letter that outlines many of the reasons the Stafford area should be evaluated as a candidate rural reserve area.

In addition, the area to the south of I-205 and east of Stafford Road is neither a rural reserve candidate nor an urban reserve candidate area. This area should also be evaluated and considered for designation as a rural reserve.

Please note that in Washington County, almost all of the candidate urban reserve areas are also rural reserve areas. We support a similar





analytical approach for the Stafford area where the potential for rural designation is not pre-decided.

**Urban Reserves** – If the Stafford area is ultimately included as an urban reserve area, it will make sense to use the designation to create the opportunity for a new walkable, transit oriented town center along a future light rail line parallel to I-205. For this reason, the urban reserve process needs to consider how that may best happen. The current urban reserve candidate maps exclude the area south of I-205 and east of Stafford Road. To fully consider the urban potential of the Stafford area, all four quadrants of the I-205 and Stafford Road interchange need to be included in the urban reserve analysis. The southeast quadrant should be added to the urban reserve candidate map.

**Threshold Criteria** – As has been stated in previous UGB amendment proceedings, Lake Oswego is very concerned about the transportation impacts from urbanization of the Stafford area on McVey Ave. and Highway 43 through Lake Oswego. It is critical that before any of the Stafford basin be brought into the UGB, that the east-west transportation system along I-205 be enhanced to include high capacity transit. This needs to be a key part of the discussion prior to designating an urban reserve area. Creation of a highly walkable, transit oriented district in the Stafford area with a strong east-west transit system is the only way that this area should ever be considered for inclusion as an urban reserve area. Threshold criteria need to be established that would allow Stafford land into the UGB only after high capacity transit along I-205 is established.

**A Comprehensive Approach** – The Stafford area needs to be planned in a comprehensive manner that includes consideration of the entire basin on both sides of the Tualatin River and I-205. Dividing the area into small fragments based on jurisdictional interests will result in a haphazard plan that will ultimately fail to take full advantage of the state and regional investment in I-205 and other infrastructure systems. It would be a mistake to make incremental decisions to designate any small portion of the Stafford basin, such as the Borland Road area, as an urban reserve area without fully understanding the relationship of this area to the whole and to the ultimate regional vision for this area.

**Interim Development Controls** - Whether or not the Stafford area is designated as an urban or rural reserve area, interim development controls are needed to prevent the area from becoming the mega-church center for the region. There are already numerous large churches that have located in the area. Continued use of Stafford area land for this type

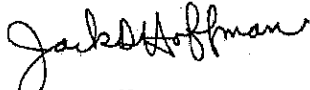
of land extensive use will compromise the area's ability to be urbanized consistent with 2040 goals.

In conclusion, we suggest that the Urban and Rural Reserve Steering Committee and the Core Four, make the following amendments to the reserve candidate maps:

1. Add the entire Stafford area north of I-205 on as candidate rural reserves.
2. Add the area to the south of I-205 and east of Stafford Road as a rural reserve candidate area.
3. Add the area to the south of I-205 and east of Stafford Road as an urban reserve candidate area.

Thank you for your consideration of these recommendations. I am sorry I could not join you for this discussion and vote.

Sincerely,

A handwritten signature in cursive script that reads "Jack Hoffman".

Jack Hoffman  
Mayor, City of Lake Oswego

# Johnson Creek Watershed Council



1900 SE Milport Rd, Suite B • Milwaukie, OR 97222  
ph: (503) 652-7477 • fx: (503) 652-7188  
info@jcw.org • www.jcw.org

Multnomah County Urban and Rural Reserves Citizens Advisory Committee  
Land Use and Transportation  
1600 SE 190th Ave  
Portland, OR 97233

March 25 2009

Dear Multnomah County Urban and Rural Reserves Citizens Advisory Committee,

The Johnson Creek Watershed Council (JCWC) understands the current tasks of Multnomah County, Clackamas County and Metro to designate *candidate* urban and rural reserves that will be subject to additional study and analysis before final decisions later this year. However we wanted to take this opportunity- early in the decision making process- to highlight a number of concerns and issues relating to the potential designation of all or part of upper Johnson Creek as an urban reserve.

JCWC believes strongly that natural resource protection, restoration, and enhancement must occur across the landscape on both rural and urban watersheds in Oregon. Urban watersheds provide multiple ecosystem services to urban communities and, despite their size and the impacts from past urbanization, urban watersheds are biologically significant for the conservation and recovery of federal ESA-listed Pacific salmon and steelhead. Improving water quality in Johnson Creek (currently listed by the State of Oregon as water quality-impaired under the federal Clean Water Act) is an important step in mandated water quality improvement in the Willamette River. The jurisdictions and citizens of the Johnson Creek watershed are committed to improving the stream to meet these recovery goals and create an amenity for our communities, and we have invested heavily to make it happen. Changes in land use designation can complement, or threaten, this work. In making decisions about future urbanization in the Johnson Creek Watershed, several realities need to be acknowledged and considered in order to avoid decisions that could adversely impact the watershed and/or jeopardize public and private efforts to enhance and restore watershed health.

**1. Negative Environmental Impacts of Past Urbanization Are Well Documented.** Past urbanization in the watershed has had multiple direct and cumulative impacts that have had negative consequences for wildlife, water quality, public health, and safety within the basin. While many of these impacts can be avoided through thoughtful urban design and best management practices, the negative impacts of poorly planned urbanization and land-use on watershed health within the Pacific Northwest are well documented in the scientific literature.<sup>1</sup>

**2. Six Thousand Acres of Johnson Creek Are Already Proposed for New Urban Communities.** Since 1998 over 6,000 acres of land within the Johnson Creek Watershed have

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<sup>1</sup> See Metro's Technical Report on Goal 5, pages 33-49 and 93-103.

been brought into the UGB and are currently being planned for future development. These include the new urban communities of Pleasant Valley, Springwater, and roughly 3000 acres within the new City of Damascus that were brought in with the promise that new urban development would meet the highest standards of sustainable design, and conservation. Most of these lands contain some of the highest value habitat and restoration opportunities within Johnson Creek. District Plans have been completed for Pleasant Valley and Springwater Communities. City of Damascus is still developing its comprehensive plan. For reasons relating to market conditions and limited infrastructure funding, few or no acres of land newly designated for urbanization in Johnson Creek since 1998 have yet been developed as planned.

**3. The Environmental Efficacy of Existing Urbanization Plans Are Untested.** The success of existing and pending urban plans and designs are contingent on the good faith of citizens, local governments and developers to implement zoning and development ordinances, park and greenspace plans, urban stormwater management strategies, and related urban green infrastructure investments as envisioned and committed. New urban development in the watershed must avoid the mistakes of the past and implement the best and highest quality low-impact design, while protecting, enhancing and restoring environmentally sensitive lands. JCWC has and continues to be actively involved in efforts to ensure that urban planning and development occurs in a fashion that has the best chance of protecting and- hopefully- improving the health of the watershed. However, the efficacy of these existing plans to protect and enhance Johnson Creek remains untested. JCWC is concerned with recent efforts to rezone upland habitat areas within the Springwater Community and the City of Damascus for more intense urban development in such a way that would jeopardize habitat connectivity and downstream water quality.

**4. Upper Johnson Creek Is a Key East-West Wildlife Corridor.** Metro's Important Natural Features Inventory identifies Johnson Creek as a key East-West wildlife corridor providing habitat connectivity to the Sandy River Gorge. Recent planning efforts by JCWC have also explored the potential of this corridor as a recreational linkage to the Sandy River Gorge.

Taken together, the realities outlined above warrant extreme caution in designating new lands for urbanization in the Johnson Creek Watershed. It is of utmost concern to JCWC that existing urbanization plans for the Watershed are implemented in a fashion that protect and enhance the watershed for its multiple environmental values while recovering and restoring native salmonid species and their habitat. Unfortunately, a scarcity of infrastructure funds has created pressures to retract previous commitments for natural resource conservation under the false belief that corners can be cut without consequence to watershed health and to future generations. Proposing new lands for urbanization will likely spread limited planning and infrastructure dollars over larger land area and thereby diminish the environmental success of those plans. Furthermore, the capacity of citizens and groups like JCWC to effectively participate in and help implement multiple land-use planning efforts is also limited. We must seriously weigh the need to demonstrate the environmental success of existing urbanization plans in protecting and enhancing environmental quality before expanding the urban growth boundary, urbanizing new watershed area, and potentially jeopardizing past investments in natural resource conservation.

It is critical that our regional growth and land-use decisions support and be consistent with public and private investments in natural resource protection and restoration. Over the last 20 years, Metro, local governments, the Watershed Council and countless citizens and landowners have invested at least \$100 million to protect and enhance the Johnson Creek Watershed and recover

threatened and endangered fish and wildlife species and impaired water quality. Just the last two years alone Metro has acquired over 200 acres of environmentally sensitive lands within the watershed critical to fish, wildlife, and water quality within the watershed.

We understand that urban and rural reserve designation must consider multiple factors spanning the entire metropolitan region. However, we believe that the issues and realities outlined above could justify eliminating lands within the Johnson Creek Watershed for future study as an urban reserve at this time.

Thank you for your consideration.



Matt Clark  
Executive Director  
Johnson Creek Watershed Council



Teresa Huntsinger  
Board Chair  
Johnson Creek Watershed Council

Cc: Metro Reserves Steering Committee, Clackamas County Reserves Steering Committee, Clackamas County Commissioners, Metro Council, Gresham City Council

Inspiring and facilitating community investment in the Johnson Creek Watershed for the protection and enhancement of its natural resources.



**CITY OF  
SANDY**

39250 PIONEER BOULEVARD • SANDY, OR 97055

PHONE (503) 668-5533

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*Gateway to Mt. Hood*

April 6, 2009

To: Members of the Reserves Steering Committee

A map labeled "DRAFT 03/19/2009" shows Rural Reserve Candidate Areas. In Clackamas County, areas shaded yellow appear to be rural reserve candidate areas and areas shown in white are simply in the study area.

At least as it affects the City of Sandy (and adjoining communities), the yellow and white shading is almost completely wrong, and with one exception, the colors should be reversed.

Our over-riding concern is preserving a sense of our city as separate from adjoining cities. The most immediate concern is the merging of the urban areas of Sandy and Gresham (and Sandy and Damascus or Boring), but the future (apparent) merging of Sandy and Estacada is a distinct possibility.

With the exception of two small areas (north of Hwy 26 between Sandy and Kelso Road, and south of Hwy 26 at the Hwy 212 intersection), the proposed rural reserve candidate areas ***do nothing to preserve our sense of community*** as a separate city. The rural reserves should, instead, be precisely where they are not: along the Hwy 26 corridor between Sandy and the Multnomah County line, and along the Hwy 211 corridor between Sandy and Eagle Creek.

As shown now, with the exception of the two small areas shown near Hwy 26, the map indicates the pattern of development that would happen ***without the benefit of any land use planning and regulation***. Development will naturally occur along these transportation corridors, and avoid the more remote areas (e.g., north of Sandy, and south of Kelso Road). If we don't take positive action to protect the key transportation corridors from development, this effort will have been a complete waste of time.

I hope I have made our position clear. Since we have been consistent and emphatic about this since the Metro 2040 plan over a decade ago, I am disappointed that we must keep repeating it. If the March 19 map is in error or has been corrected, please let me know.

Sincerely,

Linda K. Malone  
MAYOR