



## RESERVES STEERING COMMITTEE MEETING #17 ANNOTATED AGENDA

Date: September 9, 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 – 9:10)  
*Debra Nudelman, facilitator*
  - Agenda review
  - Adoption of August 12, 2009 meeting minutes
  - Updates since last meeting*Packet materials: August 12, 2009 meeting minutes.*
- II. Public Comment (9:10 – 9:20)
- III. Continued Discussion of Rural and Urban Reserve Suitability Results (9:20 – 11:30; includes break)  
*Core 4 staff*
  - Update on suitability assessments of urban and rural reserve candidate areas
  - Anticipated work products and timing*Desired Outcomes: Requested by a majority of members of the Committee, this agenda item allows additional time for Steering Committee discussion of the suitability assessment work and anticipated work products leading to the September 23 9-4 meeting to begin generating recommendations for the Core 4.*  
*Packet materials: Updated suitability assessment materials from Clackamas County.*
- IV. Next Steps and Wrap-up (11:30 – noon)  
*Debra Nudelman*
  - Upcoming meetings & topics
  - Confirm agreed-upon next steps
  - Meeting summary
- V. Adjourn

**Reserves Steering Committee Upcoming Agenda Items**  
*Draft – subject to change*

**September 23 - 9 am to 4 pm**

***Location: Doubletree Hotel, 1000 NE Multnomah Street, Portland***

- Discussion of rural and urban reserve recommendations
- Making The Greatest Place update: integrated MGP recommendation including Draft Urban Growth Report, draft Regional Transportation Plan

**October 14 - 9 am to 4 pm**

***Location: Doubletree Hotel, 1000 NE Multnomah Street, Portland***

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

**Phase 4 milestone:** Reserve areas recommended via intergovernmental agreements – Dec. 2009

**Phase 5 milestone:** Metro designates urban reserves; counties designate rural reserves – May 2010



## **RESERVES STEERING COMMITTEE**

### **DRAFT MEETING SUMMARY**

August 12, 2009; 9:00 am – 12:00 noon

Metro Regional Center, Council Chambers

**Core 4 Members Present:** Washington County Commissioner Tom Brian, Multnomah County Commissioner Jeff Cogen, Metro Councilor Kathryn Harrington, Clackamas County Commissioner Charlotte Lehan.

**Reserves Steering Committee Members Present:** Susan Anderson, Craig Brown, Katy Coba, Kathy Figley, Karen Goddin, Jack Hoffman, Mike Houck, Kirk Jarvie, Keith Johnson, Tim Knapp, Jim Kight, Sue Marshall, Mary Kyle McCurdy, Alice Norris, Lainie Smith, Greg Specht, Dick Strathern, Jeff Stone, Richard Whitman.

**Alternates Present:** Susan Barnes, Drake Butsch, Doug Decker, Richard Kidd, John Pinkstaff.

**Facilitation Team:** Debra Nudelman, Melissa Egan, and Peter Harkema.

## **I. WELCOME AND INTRODUCTIONS**

Deb Nudelman called the meeting to order at 9:10 a.m., welcomed everyone, made brief introductory remarks, and asked attendees to introduce themselves. She provided an overview of the agenda and meeting materials. There were no changes or modifications to the June 10, 2009 Draft Meeting Summary and it was adopted as final.

Deb asked the Reserves Steering Committee members for updates. John Pinkstaff, who represents business interests, mentioned the Johnson Reid study which was presented during the May RSC meeting. He noted that job growth is significantly impacted by the availability of developable commercial land. The UGR relies heavily on data from commercial properties, so it is important to understand the availability of land and the needs of large employers. In addition, he feels that the UGR relies on policy choices which are not clearly explained, as well as low end job growth assumptions by Metro. He noted that land is needed to support major employment clusters and wondered how the area will grow if this need is not met. He sees no margin for error in the urban or rural reserves designation, and feels we need “white space” around urban reserves for future correction. John said that if we do not designate appropriate urban reserves, we will put a damper on future generation’s opportunities for employment growth.

## **II. PUBLIC COMMENT**

Carol Chesarek lives in the Forest Park neighborhood. She submitted written testimony, asking the Core 4 and Reserves Steering Committee to consider whether natural landscape features are better protected in urban or rural reserves. She suggests a list of questions to consider including: Does the natural feature include large areas of otherwise developable land? Is the natural feature permanent?

When will the natural feature receive additional protection? After Urban Reserve designation? After UGB expansion? Or after city annexation? Will the protection constitute a “taking”? And, what is the quality of the resource? She is not trying to suggest that all natural features are better protected in rural areas, or that all property owners will remove trees from their land to avoid regulation, but she hopes that these questions will help broaden the dialogue.

Mike Houck commented that he finds it surreal that anyone would suggest bringing land into the UGB to better protect natural resources. To him, this notion is contrary to what he has seen over the years.

John Platt is the proprietor of Helvetia Winery. He came to the meeting to discuss Goal 1, which pertains to citizen involvement. He distributed a copy of Oregon’s Statewide Planning Goals & Guidelines, Goal 1: Citizen Involvement, OAR 660-015-000(1). John commented that the product of this process will be judged by the outcome and by what controversy is left over when the Reserves process is complete. Community involvement is significant in these processes, and should be collaborative and deliberative; thus Goal 1 is very important for both process and political reasons. John feels it is important to pay attention to all county residents and that if we do not do it right, there may not be time to do it over.

Cherry Amabisca is a member of Savehelvetia.org; their goal is to have land north of Route 26 designated as rural reserves. She handed out written testimony concerning economic productivity of employment and industrial land and the economic mapping pilot. She feels the use of a 2005 data set in projecting future employment does not take into account the recent economic downturn. She noted that despite tax benefits, businesses will go where it is cheapest to operate. Hillsboro is prioritizing solar cell and biotech, pursuing fad technology instead of foundation agriculture. She wonders what will prevent solar cell and biotech manufacturers from moving off-shore. Cherry asked the committee to please consider these issues when evaluating urban and rural reserves designations.

Elizabeth Furse is a resident of Helvetia. She addressed the Core 4 regarding the issue of certainty in agriculture. She has vineyards on her land that took eight to ten years to produce a crop. As a former member of Congress, she has seen that certainty is a critical element of success. For example, she said that the Portland region received a lot of funding for light rail because it provided greater certainty through its land use plans. Los Angeles did not receive funding because they did not have certainty. She noted that Oregon’s land use planning is unique and ought to carry long range thinking concerning agricultural values forward, not supplant them for short term gains.

Greg Mecklem is the owner of Pacific Crest Alpacas in Hillsboro, Oregon. He owns and manages 200 acres. In looking at the Washington County recommendations for urban and rural reserves, he feels they do not address the intent of OAR 660, which is about preserving prime agriculture land. He feels very strongly that Helvetia is tailor-made for a rural classification for numerous reasons, including its rich irreplaceable culture, quality of land, long-standing farm families, and wine tourists. In closing, he said it would be a shame to turn Helvetia into an urban reserve.

### **III. THE ROAD AHEAD**

On behalf of the Core 4, Commissioner Cogen addressed the Reserves Steering Committee to respond to questions about the Core 4’s goals and expectations for the RSC’s remaining meetings. He noted that with only three more meetings, the Reserves process is nearing the end. The counties



have all been working hard this summer on suitability analyses and will present the results of their efforts later in the meeting. He encouraged committee members to read and explore the website. Today's meeting and the two September meetings will be opportunities to share data and analysis and hear feedback from Reserves Steering Committee members. The Core 4 will then craft their recommendations based on the Reserves Steering Committee's feedback and the available data. Ultimately, each of the counties will develop intergovernmental agreements with Metro. There are a few more opportunities, including full day meetings with break-out sessions, for more in-depth feedback. The Core 4 hopes the committee members are sharing information with their stakeholder groups and bringing those perspectives to the process.

Keith Johnson asked if the Core 4 could summarize how the decisions and final recommendations will be made. Commissioner Cogen explained that the Reserves Steering Committee is to provide recommendations to the Core 4, which will then come to an agreement on what should be urban and rural. Then, the counties will develop intergovernmental agreements with Metro.

Greg Specht wondered how recommendation and decision making would happen both procedurally and logistically, given the variety of interests and opinions on the Steering Committee. Deb responded that for this process, she hopes that all committee members are working together on behalf of the region, bringing their expertise to the table. The Reserves process is working to build a construct to set the bar higher, making it possible to do business differently. She said that each member should bring feedback from the various entities they represent back to the Steering Committee where dialogue can happen across constituent groups. She noted that the Core 4 hopes that this type of dialogue can begin at the next full day meeting.

Commissioner Cogen agreed and added that everyone is here because they bring something to the table; if we speak with one voice, great, but even if we do not, all voices will still be heard. Deb said that at upcoming meetings the Reserves Steering Committee members will likely work in small groups, which will report back to the full Steering Committee. Common themes may emerge which will help us move forward and develop recommendations. Chair Brian continued that at upcoming meetings there will be a lot of discussion and reporting, and then the Core 4 will take that and consider it along with all the other data.

Katy Coba commented that the intergovernmental agreements happen between Metro and individual counties and asked the Core 4 to clarify the differences between the urban and rural agreements. Councilor Harrington noted that per legislation, the designation of urban and rural reserves need to happen simultaneously. Metro will have agreements with each of the three counties; we chose to set the bar higher to make a regional, highly collaborative decision. Dick Benner of Metro added that decisions are not made by intergovernmental agreement. There will be recommendations, followed by hearings in the spring; then agreement will be put in place, with the Core 4 meeting again to consider any adjustments.

Katy Coba asked if there will be any type of state review of the Reserves outcomes. Dick responded that the final recommendations will go to the Department of Land Conservation and Development for review. Katy asked when the Core 4 would like to hear any issues that Steering Committee members identify that might be of concern to the state. She recognizes that this is a local effort but encouraged the Steering Committee and Core 4 not to neglect the state perspective until too late. Councilor Harrington noted that the State of Oregon has been represented on the Reserves Steering Committee and that the Core 4 appreciates the time the state agencies have put into this process. At the same time, she would appreciate it if there was one clear voice from the state. Chair Brian thanked everyone for their comments and said that the earlier we identify issues, the better. Deb

added that the state agencies have been writing to and meeting with the Core 4 representatives and staff throughout the process and they should continue to do so.

#### **IV. Economic Productivity of Employment and Industrial Land: Economic Mapping Pilot, June 2009**

Karen Goddin of Business Oregon introduced the presentation. Her agency has been in discussions over the last several years about industrial land and economic clustering. The Commission and legislature has asked them to conduct a review of their industrial land certification program, which has been a longstanding interest and need of theirs. She noted that the economic analysis included in today's presentation is a pilot project, not full study. Their intent is to use this approach around the state to look at industrial lands and economic modeling. It is tool to help inform discussions.

Mike Williams of Business Oregon presented the PowerPoint. He described their methodology and approach. They looked at the types of businesses that cluster in areas. For their productivity analysis, they looked at payroll, real estate market values, and property taxes. The data sources used were from: Metro, RLIS (Land Data, GIS), Oregon Employment Department, ES202 (Confidential Payroll & Employment), Washington County and Assessor Data. 2005 data sets were used for consistency across data sets. Mike acknowledged that there are economic cycles and that a better analysis would involve looking at several years of data, but he feels this is a good model. 2005 data does not consider the recent downturn, but it also does not include the businesses that are there now which were not in 2005, for example, Genentech. Thus, it goes both ways.

In this pilot, Business Oregon determined that the most important factors for high tech employers are: highly skilled, specialized workforce; water supply & cooling capacity; electrical power capacity; seismically stable, low-slope land; freeway, public transit, executive airport; specialized chemical and gas inputs; and a local government that is experienced with large, high tech facility planning and delivery needs.

Dick Strathern appreciated the presentation, and said he is also having thoughts about how it impacts our regional thinking. Because it was focused on the development of one area, this presentation contradicts the overall charge of the committee. He reaffirmed that he found it to be an outstanding presentation, he does not mean to diminish it, and that would like to see this type of analysis for other area throughout the region. He sees this as a tremendous lobby effort for one part of the region. Karen explained that this economic pilot project is meant to serve several purposes. They had to start somewhere to look at economic clustering and felt there was not any economic data out there that spoke to these issues. She sees this pilot project as a first step and an important contribution to the regional perspective.

Jack Hoffman commented that it would have been interesting to have an economic analysis on other Title 4 lands. What was missing for him was analysis on the loss of agriculture productivity. This type of information would be helpful to the conversation as we go forward. Mike said there is a longer version of this presentation, which he would make available via the website. Jeff Stone asked if in the pilot, Business Oregon had looked at economic data for current land use. Mike responded that they wanted the focus to be industrial and had not looked at the current land use information. Jeff said that when you look at undeveloped areas, be cautious. There is already use going on, maybe just not what Washington County wants.

Mary Kyle commented that she felt this presentation does a good job summarizing the importance of industrial and manufacturing jobs but does very little to explain why these jobs have to occur outside our existing Urban Growth Boundary. There was further discussion on the economic pilot study. Deb asked Mike to put supporting information on the website. [Action item.] Commissioner Lehan commented that simply because local aspirations are for continued development of high tech, does not mean it will occur. When you take something as specific as Intel and a high-tech cluster, she does not know how one can presume to replicate it; market forces may not allow us to replicate it.

Commissioner Harrington said that she heard some mixed messages in the presentation concerning infrastructure. It is rather difficult to understand what assumption regarding infrastructure has gone into this pilot. Tim Knapp added another comment about infrastructure, asking in what way does this analysis encompass labor. For example, how many employees can you get to the site? He said that 90% of the employees of the largest employer in Wilsonville come from outside Wilsonville. This greatly impacts transportation costs on a limited network of roads and he wonders if this type of factor was part of the methodology. Mike responded that no, it is not. They looked at a lot of factors, but probably not as nuanced of an analysis as is needed to get at the answer to that question.

## **V. Understanding the Natural Features Dataset and Map**

In this presentation, Jonathan Soll, Science and Stewardship Manager for Metro, and Tommy Albo, GIS Analyst, explained to the Core 4 and Reserves Steering Committee how they got from the original Natural Landscape Features Inventory to the one we are using today, which was refined for the purposes of the Reserves process. The original Natural Landscape Features map included data from ODFW, Title 13, Nature Conservancy 2006 study, flood plains and wetlands data, alternative futures analysis and other professional input. To increase the accuracy and bring the inventory up to date, they removed three outdated datasets: Portfolio sites (TNC 2006), Conservation Opportunity Areas (ODFW 2005), and the Willamette Synthesis 2008 draft. They were replaced with the Willamette Synthesis 2009 data. They achieved a great deal more precision than with the maps they were originally working with.

Tommy said that it recently came to their attention that the counties were struggling to incorporate the different layers of this data. It appeared they were not taking full advantage of it. Metro worked with county technical committees to make it more user-friendly and put it in an understandable context and format. Jonathan encouraged the RSC to contact him with questions or to get data: [jonathan.soll@oregonmetro.gov](mailto:jonathan.soll@oregonmetro.gov), (503)797-1727. Mike Houck commented that he is glad this information was shared; this is infinitely more useful to the planning community.

## **VI. Break**

## **VII. Rural and Urban Reserve Suitability Assessment**

Deb introduced the next agenda topic, noting that due to time constraints, we will have 10-15 minutes for each county update and hold questions until the end. Each county will present the current status of suitability assessment work and anticipated work products leading to the September 23 presentation of suitability recommendations. County leads will stay after noon for further questions.

Councilor Harrington added that she has received a lot of questions on rural reserve designated land and undesignated land. She asked Dick Benner to address this. Dick spoke to the topic and provided the following summary via email after the meeting:

Undesignated Land: “Land that is not designated either urban or rural reserves remains subject to existing county zoning and the statewide planning goals. It cannot be added to the UGB without a demonstration that urban reserves are not adequate (very difficult until urban reserves are fully used). Zoning cannot change unless the county takes an exception to the applicable statewide planning goals.”

Brent Curtis gave an update on Washington County’s efforts. He said that on August 3, Washington County issued recommendation along with highly detailed analysis. The recommendations went to the Washington County Reserves Coordinating Committee on August 10. There were many people in attendance. The committee only received the recommendation and will be proceeding to extra-legal public hearing on August 20. They mailed a post card to residents in the study area to invite them to this hearing. In September, the Washington County Reserves Coordinating Committee will consider recommendations and they will be presented to the Reserves Steering Committee. A CD with the recommendations has been provided to all Reserves Steering Committee members today, along with a summary.

Brent discussed their process and how they arrived at their recommendations. Their urban reserves draft recommendation includes 33,800 acres and their rural reserves draft recommendation includes 108,800 acres. Some areas remain neither urban nor rural, they are undesignated. Brent said that all cities in Washington County participated except Gaston. Banks and North Plains participated but will go through a separate process for urban and rural reserves. Concerning natural features, they spent a good deal of time reaching out to Mike and Metro staff to incorporate the data they shared earlier in the meeting.

Chuck Beasley of Multnomah County provided an update on the recommendations from the Reserves Citizens Advisory Committee and Staff. The CAC met the last three Thursdays of July to develop recommendations. They had a hearing with the Multnomah County Planning Commission on the suitability analysis and recommendations. It was well attended and they received a lot of public comment; the orientation meeting for the public that was held prior to the Planning Commission hearing was also well attended with a lot of public comment.

The candidate areas in Multnomah County have been refined. The CAC developed area factors assessments and recommendations from candidate areas. For rural designations, the assessments were based on County zoning, resource management on exception lands, parcelization, hazard maps and wildlife habitat. For urban designations, they assessments were based on mobility, connectivity, and walkable communities, plus a buildable lands analysis. Both urban and rural reserves recommendations benefitted from input from the public. Their next steps are to brief the County Commissioners on August 20, followed by a public hearing on September 10.

Doug McClain presented on behalf of Clackamas County. He noted that he has retired as Planning Director, but will continue to work for Clackamas County to finish the Reserves process. Doug reported that the Board of County Commissioners is scheduled to hold a work session on September 8 to develop final recommendation on urban and rural reserves. There will be a public hearing that same evening. They will meet again on September 10 to finalize the recommendations. The Clackamas County Planning Commissioners meeting, was so well attended they had to turn people away due to the fire code. Approximately 50 people testified.

The Planning Commissioners will consider what they heard and provide feedback to the Policy Advisory Committee. The Policy Advisory Committee has revised the rural recommendations. Doug explained that the role of Policy Advisory Committee is not necessarily to reach consensus and have an up or down vote, but to analyze, discuss, and surface issues. The PAC has two additional meetings and then will develop its final recommendation. He also noted that they have not yet put the urban and rural maps together and resolve inconsistencies, such as some areas being designated as both rural and urban.

Doug noted that the County very closely analyzed 2007 Metro and 2008 Metro natural resources data. This information has been considered and he believes they are doing a good job of recognizing its significance. Looking at urban reserve map, he said there are several areas that were not part of the urban reserve candidate areas initially. They call them discussion areas. They also re-analyzed the French Prairie area due to the volume of public comment. In addition, they looked at larger area around Oregon City, because they provided additional areas and asked us to consider them.

Sue Marshall commented that when she looks at the Washington County maps, the recommendations seem to come solely from planners and staff. She hopes there is some reflection of the wishes of citizens. She noted that citizens were not at the table for this process, and she would like to get a flavor for what the dissenting views may be, along with response from planners and how they weighed that information.

Mary Kyle offered a related comment, saying in terms of public outreach she heard that counties have sent out post card notices to rural residents. She thinks there ought to be outreach within the UGB as well. The results of this Reserves process will it impact people living in all areas, not just the study areas. She would like to see aggressive outreach throughout the region.

Brent said they have reached out and do realize it is an interest both inside and outside the UGB. Washington County will continue to conduct outreach throughout the region.

### **VIII. Next Steps and Wrap-up**

Deb thanked everyone for their participation today. The next Reserves Steering Committee meetings are on September 9 from 9:00 – noon, September 23 from 9:00 a.m. – 4:00 p.m., and October 14, from 9:00 a.m. – 4:00 p.m. The meetings will be held in different locations and when the logistics are set, we will send out information by email.

The meeting was adjourned at 12:03 p.m.

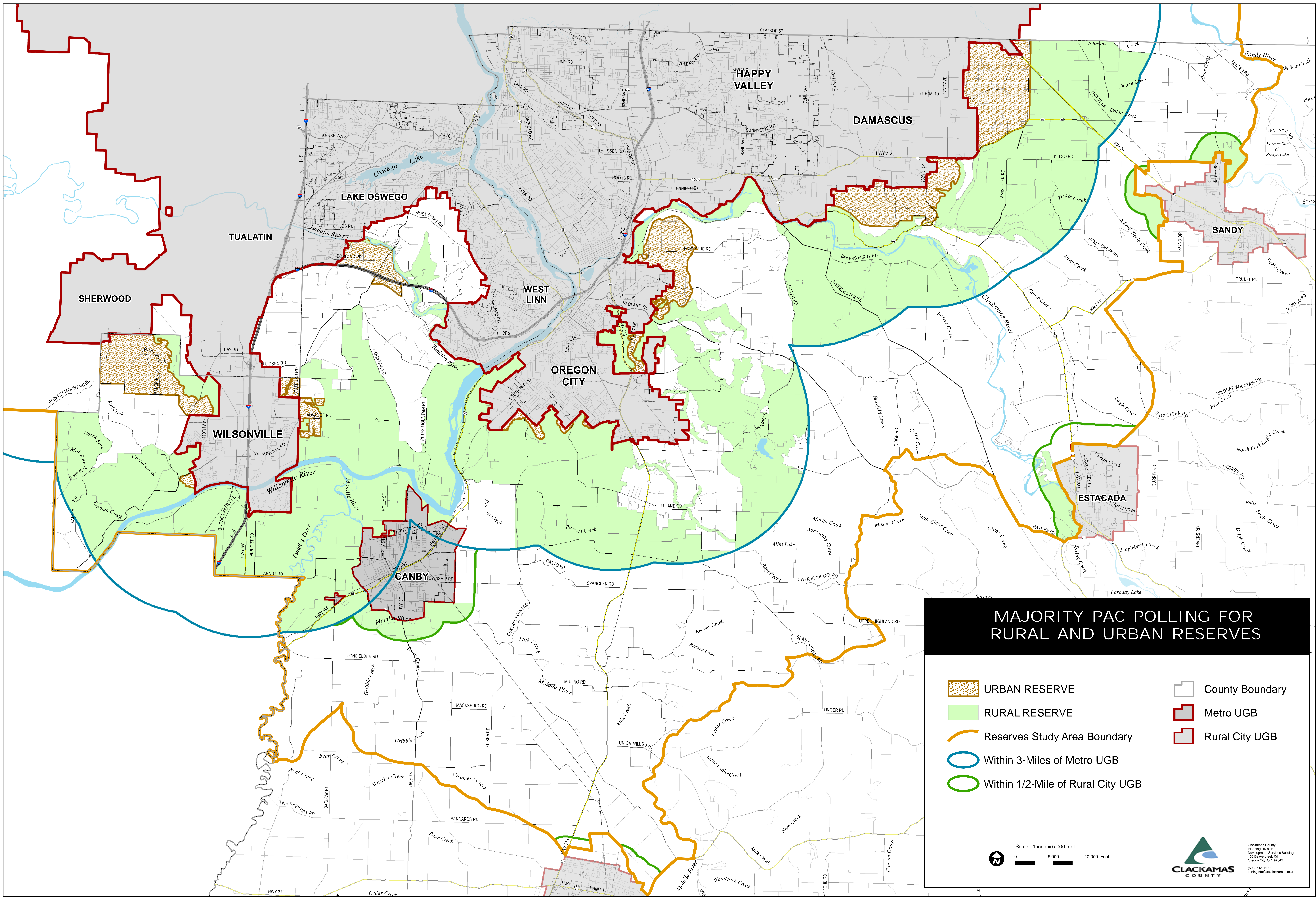
Respectfully submitted by Kearns & West.

ATTACHMENTS TO THE PUBLIC RECORD FOR August 12, 2009

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

AGENDA ITEM	DOC TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
2.	Letter	8/12/09	To: Core 4 and Reserves Steering Committee From: Carol Chesarek	081209rsc-01
2.	Document	none	Oregon's Statewide Planning Goals & Guidelines, Goal 1: Citizen Involvement, OAR 660-015-000(1) From: John Platt	081209rsc -02
2.	Letter	8/12/09	To: Reserves Steering Committee From: Cherry Amabisca Re: Economic Productivity of Employment and Industrial Land: Economic Mapping Pilot, June 2009	081209rsc -03
2.	Letter	8/12/09	To: Reserves Steering Committee From: Dr. Greg Mecklem	081209rsc -04
5.	Memo	8/5/09	To: Reserves Steering Committee From: Metro Staff Re: Understanding the Natural Features Dataset and Map	081209rsc -05
7.	CD	8/3/09	To: Washington County Reserves Coordinating Committee From: Brent Curtis, Planning Manager, Department of Land Use and Transportation, Long Range Planning Washington County Staff Report to the Washington County Reserves Coordinating Committee, Urban and Rural Recommendations, draft	081209rsc -06







**FACT SHEET:**  
**GROSS ACREAGES FOR URBAN AND RURAL RESERVES**  
**PAC MAJORITY POLLING MAP**  
**September 1, 2009**

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**URBAN**

<b>Area</b>	<b>Gross Acres in Urban Reserve</b>
South of Sherwood/West of Wilsonville	1,870
East of Wilsonville	410
Stafford/Borland Rd/Pete's Mountain	740
South of Oregon City	170
East of Oregon City	1,380
South of Damascus	1,720
East of Damascus/Clackanomah	2,200
<b>Total</b>	<b>8,490</b>

**RURAL**

<b>Type</b>	<b>Gross Acres in Rural Reserve</b>
<b>Total</b>	<b>57,770</b>



RURAL RESERVES FACTORS ANALYSIS - CLACKAMAS COUNTY

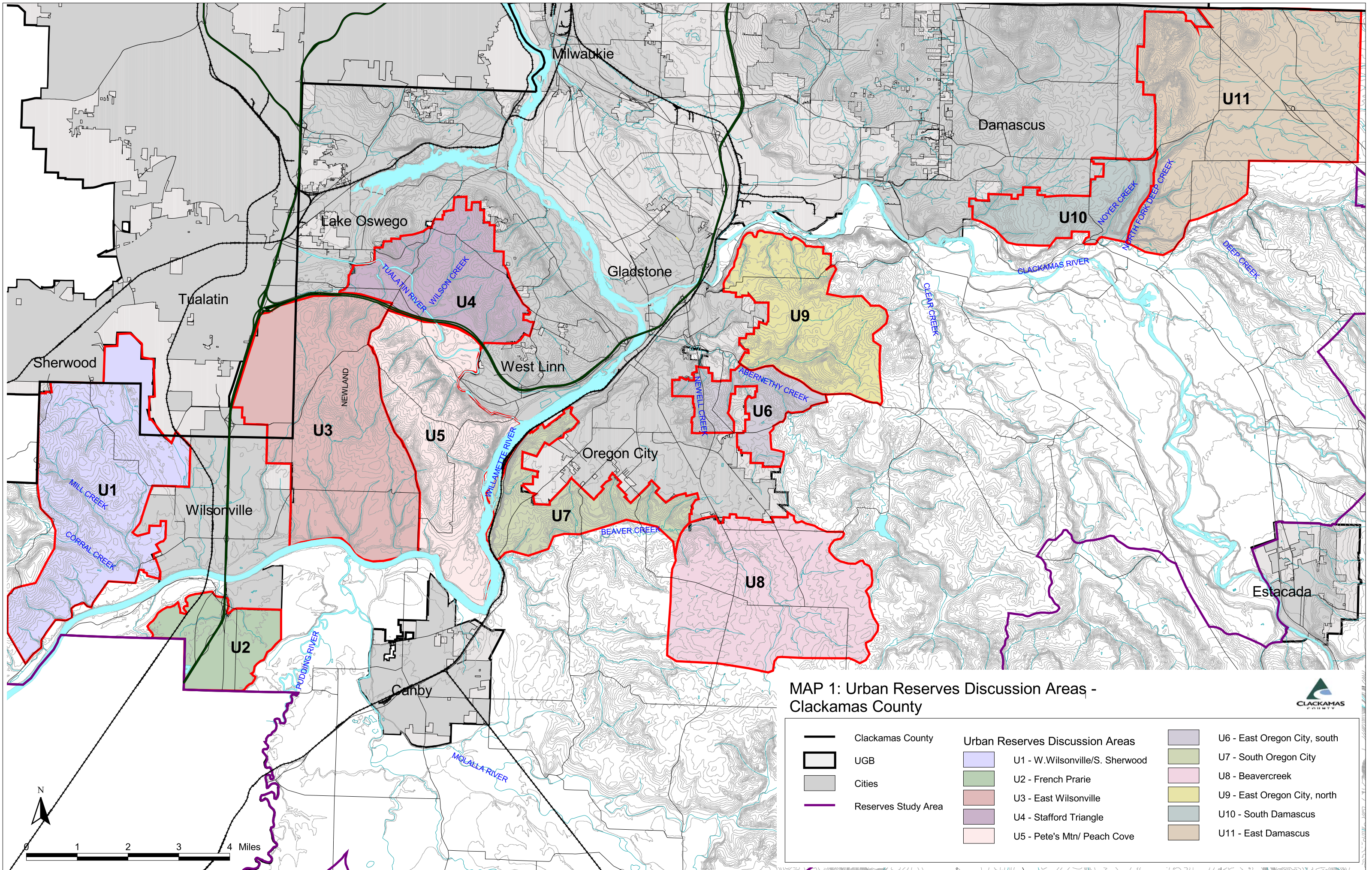
Rural Reserves Factor		Summary of ratings									
		A - North of Estacada to Eagle Creek	B - East of Canby	C - Clackamas Prairies	D - Canemah/ Willamette Narrows	E - Southeast Clackamas West	F - Beavercreek	G - Clackamas Heights	H - Redland Rd/ Southeast Clackamas	I - Springwater Ridge South	J - Springwater Ridge North
Factor 2a/3a: Situating in and area otherwise subject to urbanization	Proximity to a UGB	Low	High	High	High	High	High	High	Med	Low	High
	Land values	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Other/Transportation corridors	Low	Med	Med	Med	Med	Med	Low	Low	Low	Med
Factor 2b: Capable of sustaining long-term agriculture or forestry		High	High	High	Low	Med	Low	Low	Med	Med	Med/High
Factor 2c: Suitable soils and water	Soils	Med	High	High	Low	Med	Med	Med	High	Med	High/Med
	Water	High	High	High/Med	Low	High	High	Med	Med	Med	Med
Factor 2d: Suitable to sustain long-term agricultural or forestry operations, taking into account:	Large block, concentration or cluster of farm or forest uses. Land use pattern including parcelization, tenure and ownership.	High	High	High	Low	Med	Low	Low	High	High	High
	Adjacent land use pattern, existence of buffers	High	High, except Canby's edge	High, except Canby's edge	Low	Med	Low	Low	Med	High	High
	Sufficiency of agricultural or forestry infrastructure	High	High	High	High	Med	Med	Low	Med	Med	Med
Factor 3: Contains an area identified in Metro's Natural Landscape Features inventory		Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Yes
Factor 3b: Subject to disasters of hazards		Low	Low	High	high	Med	Low	High	Low	Med	Med
Factor 3c: Important fish & wildlife habitat		High	Med	High	High	Med	Low	High	Low	High	High
Factor 3d: Necessary to protect water quality		High	Med	Med	Med	Low	Low	High	Low	High	High
Factor 3e: Provides a sense of place		Low	Low	med	Med	Low	Med	High	Low	High	High
Factor 3f: Can serve as a boundary or buffer between urban and rural or natural resource areas		Low	Med	Low	High	Med	Med	Med	Low	Low	High
Factor 3g: Provide for separation between cities		Low	High	Med	High	Low	Med	Low	Low	Low	High
Factor 3h: Provide easy access to recreational opportunities		High	Low	Med	Low	Low	Low	High	Low	High	High
Foundation or Important Ag Land		Important	Foundation	Foundation	Important	Important	Neither	Neither	Important	Important	Important

RURAL RESERVES FACTORS ANALYSIS - CLACKAMAS COUNTY

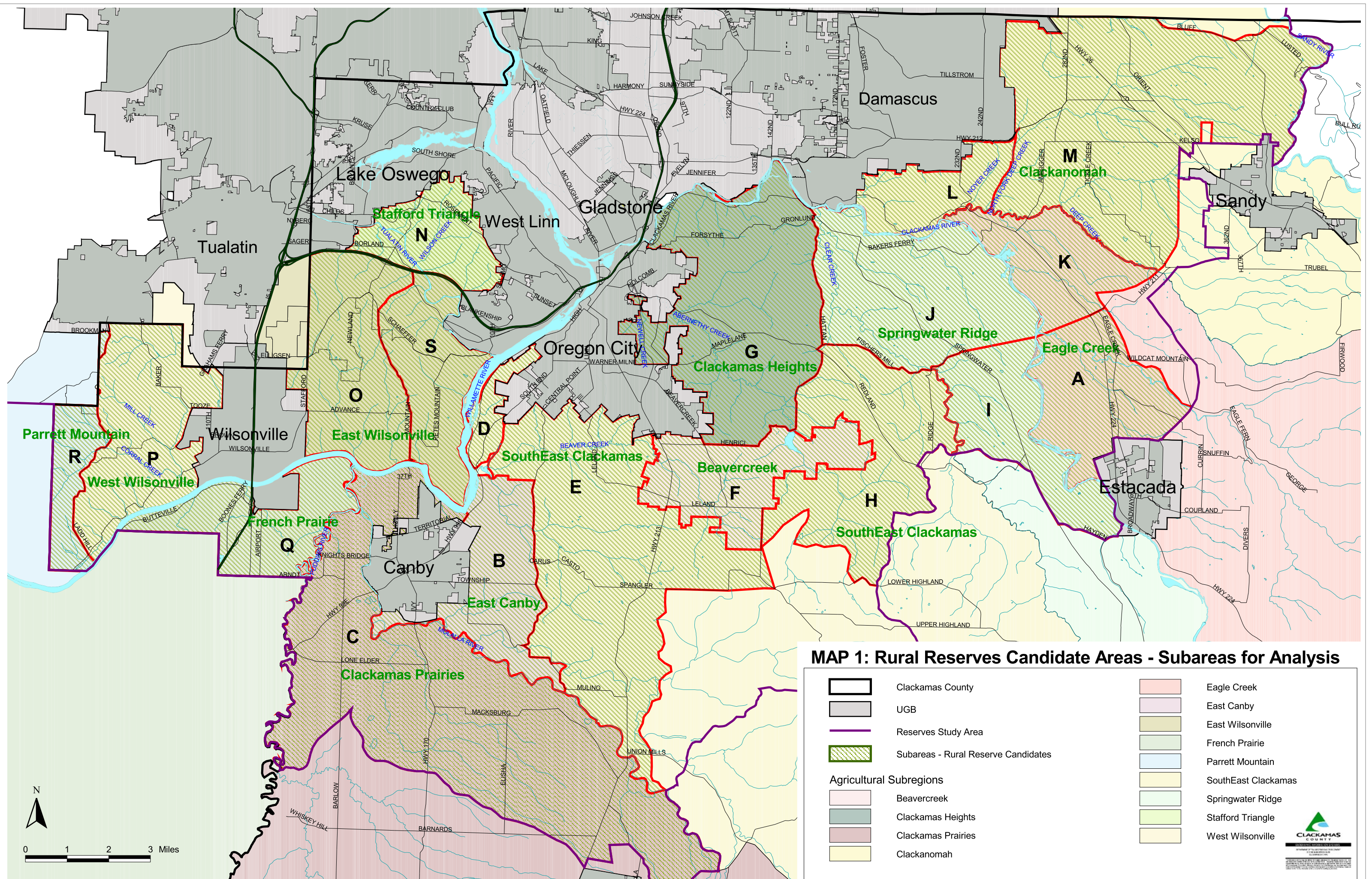
Rural Reserves Factor		Summary of ratings								
		K - Eagle Creek North	L - South of Damascus	M - Clackanomah	N - Stafford	O - East Wilsonville	P - West Wilsonville	Q - French Prairie	R - Parrett Mountain	S - Pete's Mountain/ Peach Cove
Factor 2a/3a: Situating in and area otherwise subject to urbanization	Proximity to a UGB	High	High	High	High	High	High	High	Med	High
	Land values	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Other/Transportation corridors	Med	High	High	High	High	Med	High	Low	Med
Factor 2b: Capable of sustaining long-term agriculture or forestry		Med	Low	High, except East Buttes	Low	Med	Med	High	Med	Low
Factor 2c: Suitable soils and water	Soils	High	Med	Med	High/Med	High	Med	High	Low/Med	High
	Water	High	Low	Med/Low	Low	Med	Low	High	Low	Low
Factor 2d: Suitable to sustain long-term agricultural or forestry operations, taking into account:	Large block, concentration or cluster of farm or forest uses. Land use pattern including parcelization, tenure and ownership.	Med	Low	High	Low	Med	Med/High (S of Mill Creek) Low (N of Mill Creek)	High	Med	Med
	Adjacent land use pattern, existence of buffers	High	Low	Med	Low	Med	High (S of Mill Creek) Low (N of Mill Creek)	High	Med	Med
	Sufficiency of agricultural or forestry infrastructure	Med/High	Med	High/Med	Low	Med	Med	High	Low	Low
Factor 3: Contains an area identified in Metro's Natural Landscape Features inventory		Yes	Yes	Yes	Yes	No	No	No	Yes	Yes
Factor 3b: Subject to disasters of hazards		Med	High	Med, specific areas	Med	Low	Low	Low	Low	High
Factor 3c: Important fish & wildlife habitat		High	High	High	Med	Med	Med	Med	High	Med
Factor 3d: Necessary to protect water quality		High	High	Med	Med/High	Med	Med	Med	Low	Med
Factor 3e: Provides a sense of place		Med	High	High	High	High	Low	High	High	High
Factor 3f: Can serve as a boundary or buffer between urban and rural or natural resource areas		Low/Med	High	Med	Low	Low	Low	Med	Low	High
Factor 3g: Provide for separation between cities		Med	High	High	Med	Low	Low	High	High	High
Factor 3h: Provide easy access to recreational opportunities		High	High	Low	Low	Med/Low	Low	Low	Low	Med
Foundation or Important Ag Land		Important	Neither	Foundation	Neither	Important	Important	Foundation	Important	Important

[illegible]









MAP 1: Rural Reserves Candidate Areas - Subareas for Analysis

	Clackamas County		Eagle Creek
	UGB		East Canby
	Reserves Study Area		East Wilsonville
	Subareas - Rural Reserve Candidates		French Prairie
<b>Agricultural Subregions</b>			Parrett Mountain
	Beavercreek		SouthEast Clackamas
	Clackamas Heights		Springwater Ridge
	Clackamas Prairies		Stafford Triangle
	Clackanomah		West Wilsonville

CLACKAMAS COUNTY  
SUSTAINABLE COMMUNITY DEVELOPMENT  
OFFICE OF PLANNING AND COMMUNITY DEVELOPMENT  
11000 SE 26th Avenue, Suite 200  
Portland, OR 97266  
503.680.8000  
www.clackamascounty.gov



Materials following this page were distributed at the meeting.

To Reserve Steering Committee

From Dale Burger  
Manager Burger Farms LLC

Re Request for Urban Reserve Candidate Designation

Dear Councilor Harrington, Chairman Brian, Commissioners Lehan and Cogan:

Placing the area between Skyline Blvd and the Washington County line in rural reserve will limit the ability of Metro and the county to readily meet the expected and unexpected needs of an increased population. This land is largely conflicted due to eroded infrastructure, proximity to major developments, and proposed developments. Placing this land in urban reserve will force METRO to plan for the improvement and enlargement of transportation corridors to Washington County centers of employment and vocational education. The existing roads need wide shoulders for bicycles or separate lanes since this mode of transportation is encouraged by the city of Portland. Placing the land in urban reserve will not increase the threat to wild life, the quality of water, or the riparian corridors. There are laws in place that protect these elements. Forest Park is an example of the protection afforded the wild life in this area with over 5,000 acres set aside for their habitat. Metro also has purchased many hundreds of acres in the Newberry Rd and Burlington area.

Each housing unit located in this area will reduce the need for placing the unit west, in Washington County, on land much more suitable for agriculture; or reduce the need for an employee traveling through the west hills to a job in Washington County from the inner city. Since jobs in Washington County are projected to grow in number at a rate many times faster than in Multnomah Co. and the average non-agricultural salary is presently more than \$5,000 higher in Washington Co., there is a strong impetus for employees to work in Washington Co.

The lower portion of the West Hills can accommodate high density development while the higher slopes could be designed to construct estates of lesser density. Constructing communities in this area would allow the design of vibrant communities with adequate land to build schools, have walking paths and connect with existing infrastructure in Washington Co. Because the average Multnomah co. employee traveled 11.4 miles to work in 2005, locating in this area would place prospective employees in close proximity to many major employers and schools. This would have positive impact on global warming and air quality. Many educational programs at PCC are designed to train for the technical vocations in this high tech environment. Two PCC campuses are located near this area.

Developments in this area although expensive, would be much more cost effective than developments within the city limits. The residential units would contribute tax revenue while much of the construction within the city is subsidized with tax monies. One hundred twenty five million of taxpayer monies were invested in the Riverfront Urban Renewal Project alone. Early this year the city auditor reported that \$8.7 million was lost to the city in tax revenue by tax abatements designed to attract people to the inner city in 2007. Since about 31% of our tax money goes to education, this would amount to \$2.7 million or about 30 more teachers. Since 2007, much more construction is in areas offering tax abatements. \$8.7 million is only the tip of the iceberg when we consider that these abatements exist for up to ten years. Most of these inner city projects fall short of the Great Community design. There is no adequate plan for primary schools in the Pearl. Community gathering places are often not planned in inner city developments because along with schools they require land that is very expensive. The inner city environment is clearly not as aesthetically stimulating nor as environmentally healthy as the better designed communities outside of the large inner cities would be.

On behalf of many farm owners in this area who would suffer the burden of feeding increasing numbers of wild animals, decreased property values, and future generations who will value the need for buildable lands above expanded wildlife lands, I encourage the planning commission to recommend this land as urban reserve.

## Corrections in Washington County's Rural and Urban Reserve Recommendation Report

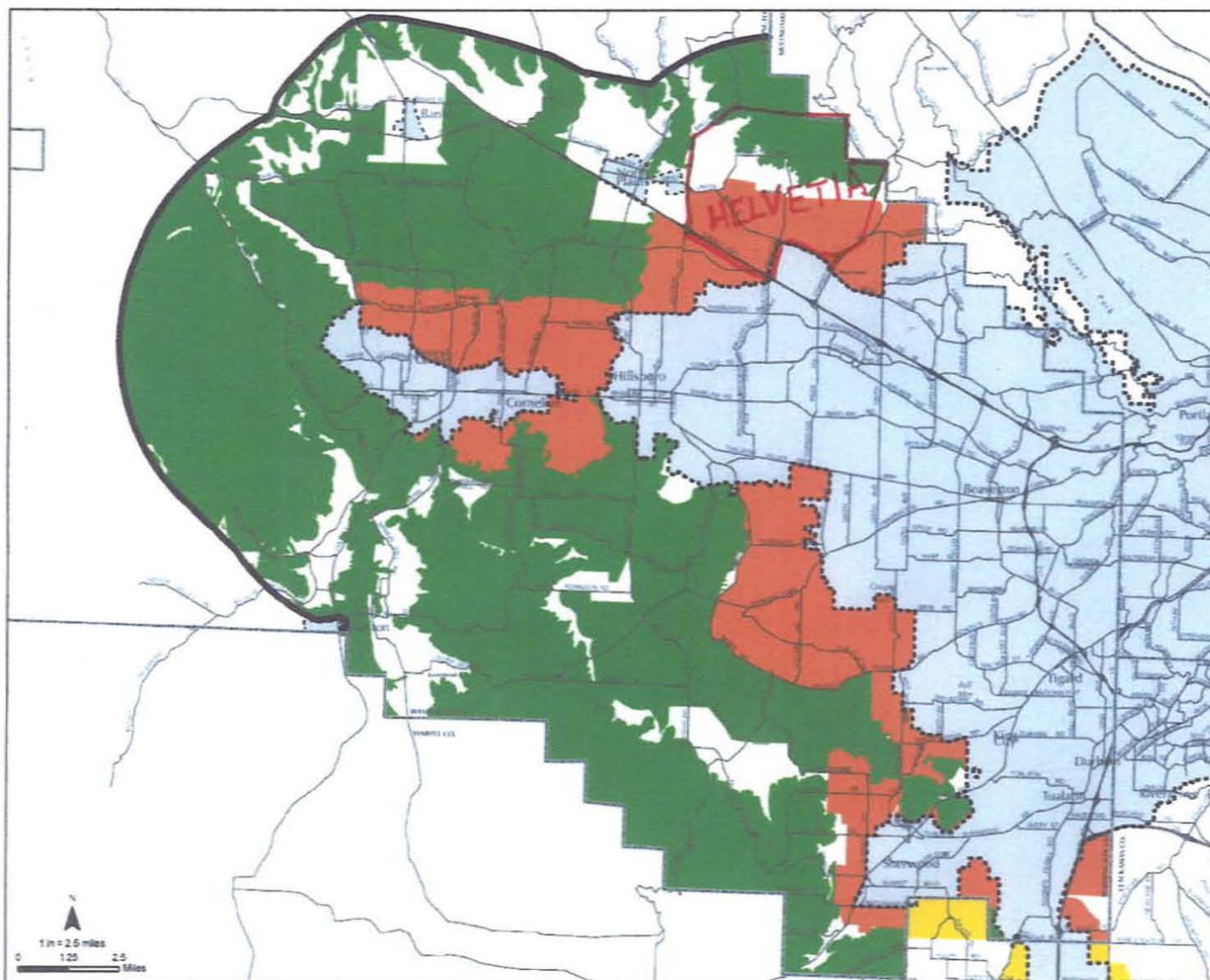
My name is Greg Mecklem. I live at 12995 NW Bishop Road in Helvetia. I own and manage farm and forest land in Washington County. Washington County will be presenting their Rural and Urban reserve recommendations this morning, so I thought it would be important to point out some gross errors in a section of their report entitled "Helvetia Area Soils Analysis" on pages 13-15.

First and foremost, the area they describe is not Helvetia. It includes Helvetia, but also includes large areas south of the Sunset Highway and hill lands with lower quality soils to the east of Helvetia, and already urbanized lands in Bendemeer, West Union, and south of the Sunset. The study area within Helvetia actually makes up less than ½ of the area Washington County incorrectly describes as "Helvetia". Their base study area described in the report is either 8,217 acres, or 11,062 acres—it's unclear because of a calculation error in their statistics. The actual base study area within Helvetia is approximately 3,950 acres. I've included an overview map with actual Helvetia outlined for context, and a soils map of the study area of actual Helvetia and soils data sheet for your reference.

The significance of this is that the inclusion of the poorer quality hill land to the east and the already urbanized areas outside of Helvetia make it erroneously appear to have a higher degree of parcelization and to have lower quality soils than other areas they placed in Rural Reserves. In reality, the study area actually within Helvetia has 69.2% of its land in Class I and II soils, undoubtedly higher than those lands they've designated as Rural Reserves. Of this, 8.5% are Class I (not the 3.2% they assign to "Helvetia") and 60.7% are Class II (not the 37.3% they assign to "Helvetia"). These Class I and II soils include Aloha, Amity, low slope Helvetia and Saum, and Woodburn silt loams and the best of the best, Willamette silt loams. I will be doing a more detailed analysis of those lands they've recommended for Rural Reserves at your next meeting, but I can almost assure you that they are substantially lower quality than those of Helvetia. The importance of this is that these Class I and II soils are what makes Washington County rank 46<sup>th</sup> out of all counties in the US in non-cattle agricultural production. These Class I and II soils have high fertility, high "in-soil" water capability and deep root penetration requiring less irrigation water and thereby leaching less nitrates and phosphates into the Tualatin and Willamette Rivers.

The tragedy in this is that it appears that Washington County appears willing to pave over its most productive farmland and place into Rural Reserves much lower quality land. In this respect, Helvetia is not unique—they appear willing to do the same in other valuable agricultural districts such as Verboort and Farmington/Scholls.





## Washington County

# Revised Recommended Rural and Urban Reserves *DRAFT*

- Recommended Rural Reserve
- Recommended Urban Reserve
- Recommended Urban Reserve in Clackamas County
- Existing Urban Area
- Extent of Reserves Study Area
- Urban Growth Boundary
- County Boundary

### Disclaimer

The information on this map was derived from digital databases on Washington County's Geographic Information System (GIS). Care was taken in the creation of this map; however, Washington County cannot accept any responsibility for errors, omissions, or positional accuracy. Therefore there are no warranties which accompany this product. Notification of any errors will be appreciated.



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# Custom Soil Resource Report Soil Map (Helvetia 3)



## Map Unit Legend (Helvetia 3)

Washington County, Oregon (OR067)			
Map Unit Symbol	Map Unit Name	Acres in AOI	Percent of AOI
1	Aloha silt loam	223.0	5.6%
2	Amity silt loam	74.2	1.9%
7B	Cascade silt loam, 3 to 7 percent slopes	157.2	4.0%
7C	Cascade silt loam, 7 to 12 percent slopes	177.4	4.5%
7D	Cascade silt loam, 12 to 20 percent slopes	21.3	0.5%
11B	Cornelius and Kinton silt loams, 2 to 7 percent slopes	24.4	0.6%
11C	Cornelius and Kinton silt loams, 7 to 12 percent slopes	4.9	0.1%
11D	Cornelius and Kinton silt loams, 12 to 20 percent slopes	17.3	0.4%
11E	Cornelius and Kinton silt loams, 20 to 30 percent slopes	3.1	0.1%
13	Cove silty clay loam	3.8	0.1%
14	Cove clay	6.7	0.2%
15	Dayton silt loam	14.2	0.4%
16C	Delena silt loam, 3 to 12 percent slopes	84.3	2.1%
19B	Helvetia silt loam, 2 to 7 percent slopes	593.8	15.0%
19C	Helvetia silt loam, 7 to 12 percent slopes	341.8	8.7%
19D	Helvetia silt loam, 12 to 20 percent slopes	7.8	0.2%
19E	Helvetia silt loam, 20 to 30 percent slopes	4.0	0.1%
22	Huberly silt loam	103.2	2.6%
38B	Saum silt loam, 2 to 7 percent slopes	9.4	0.2%
38C	Saum silt loam, 7 to 12 percent slopes	2.4	0.1%
38D	Saum silt loam, 12 to 20 percent slopes	3.0	0.1%
38F	Saum silt loam, 30 to 60 percent slopes	2.6	0.1%
42	Verboort silty clay loam	576.2	14.6%
44A	Willamette silt loam, 0 to 3 percent slopes	337.4	8.5%
44B	Willamette silt loam, 3 to 7 percent slopes	226.5	5.7%
45A	Woodburn silt loam, 0 to 3 percent slopes	642.1	16.3%
45B	Woodburn silt loam, 3 to 7 percent slopes	283.6	7.2%
45C	Woodburn silt loam, 7 to 12 percent slopes	5.1	0.1%
<b>Totals for Area of Interest</b>		<b>3,950.5</b>	<b>100.0%</b>



## **Urban and Rural Reserves in Multnomah County**

**Recommendations from the Citizens Advisory Committee and County Staff**

**Board of County Commissioners Hearing  
September 10, 2009**

Staff report date August 26, 2009

Prepared by: Multnomah County Land Use and Transportation Planning

Chuck Beasley, Senior Planner

Ken Born, Transportation Planner

JLA Public Involvement, CAC facilitation



## **Executive Summary**

### **Urban and Rural Reserves in Multnomah County**

Recommendations of the Multnomah County Citizens Advisory Committee and Planning Staff for Urban and Rural Reserves.

The Urban and Rural Reserves process entails a new approach to planning for growth in the Portland-Metro region by identifying land needed for urban and rural uses over a 40 to 50 year planning horizon. The intent is to identify the locations of future Urban Growth Boundary expansions to facilitate long term planning for urbanization, and to provide greater certainty to the agricultural and forest industries, landowners and service providers. Desired outcomes include:

- Long term protection of farm and forest industries;
- Protection of landscape features that help define the region;
- Better urban location choices; and
- Improved planning for transitions from rural to urban land.

This approach is authorized by SB 1011 (2007), and is being implemented in accordance with Oregon Administrative Rules (OAR) 660-027 (2008). The rules contain procedures and factors which must be considered when evaluating land for urban/rural reserves.

This executive summary includes the recommendations of the Multnomah County Citizens Advisory Committee for Urban and Rural Reserves (CAC) as well as staff evaluation and recommendations. The recommendations consist of an assessment of suitability for urban and rural reserve, and recommendations for reserve designations. The suitability assessment is based on analysis of the nine subareas of the county and ranks the extent to which each area has the attributes indicated in the factors. The attached table, Overview of Recommendations, is followed by maps depicting suitability and recommendations for designations, and a summary of the results of factors analysis of the rural and urban factors. Detailed analysis of how each area ranks according to the factors in OAR 660-027-0050 (urban) and -0060 (rural) along with area maps is included in the body of the report.

These recommendations identifying areas suitable for reserves follow two earlier decisions endorsed by Multnomah County and our partner governments, Clackamas and Washington Counties, and Metro. Those decisions defined the land area to be studied for reserves, and selected “candidate” urban and rural reserve areas for further study. These recommendations mark the completion of the CAC’s work, and after Board of Commissioners approval, begin the comparison of the regional recommendations of the partner governments to determine what areas will become reserves.

The objective that must be met for the reserves decision is “a balance in the designation of urban and rural reserves that, in its entirety, best achieves livable communities, the viability and vitality of the agricultural and forest industries and protection of the important landscape features that define the region for its residents.” (OAR 660-027-0080(4)(b)) Meeting this objective requires joint consideration of the recommendations of all three counties by the four governments, consideration of estimates for the expected 40 – 50 year population and employment growth, and assessment of how much rural land will be needed to accommodate that growth. This question will be informed by the yet to be determined amount of growth that can be accommodated within the existing UGB. The growth estimates and assessment will be determined through ongoing regional involvement, reinforcing the interim nature of the recommendations at this stage of the process. The reserves decision will be implemented in two stages, beginning with an IGA at the end of this year, followed by legislative adoption of urban and rural reserves maps in mid 2010.

The reserves OAR contain a number of provisions decision makers should be aware of when considering recommendations for reserves. Key provisions are listed below:

- Land designated as urban reserve will be the highest priority for meeting new urban land needs over the 40 -50 year planning horizon. Rural reserves cannot be changed to urban within the same timeframe.
- The urban and rural factors are not a list of criteria that must be met. The county is required to “consider” them when identifying and selecting land for reserves.
- Urban reserve may not be designated in a county unless rural reserve is also designated in that county. A county may designate rural reserve even if no urban reserve is designated.
- Land mapped by Oregon Department of Agriculture as either Foundation or Important agricultural land can be designated as rural reserve by the county without providing additional legal justification or factors consideration – the “safe harbor” provision.
- The county cannot change the zoning code to allow more intensive uses or smaller parcel sizes in urban or rural reserve areas than were allowed at the time of designation.

The CAC recommendations are the result of work by the 15 committee members in sixteen meetings that began in May of 2008 and ended July 30, 2009. While the recommendations include both suitability of areas for urban and rural reserve and designations, the focus here remains on suitability pending more information on the extent of urban reserve needed to meet population and employment estimates for the planning period. The table below contains area calculations for urban and rural suitability in keeping with this approach.

	Rural Reserves Suitability		Urban Reserve Suitability	
	CAC	Staff	CAC	Staff
<b>Low</b>	5,742	24,919	53,127	53,127
<b>Med/Low</b>	2,678	0	3,837	1,352
<b>Medium</b>	0	4,298	0	2,404
<b>Med/High</b>	19,566	0	473	0
<b>High</b>	29,451	28,220	0	554

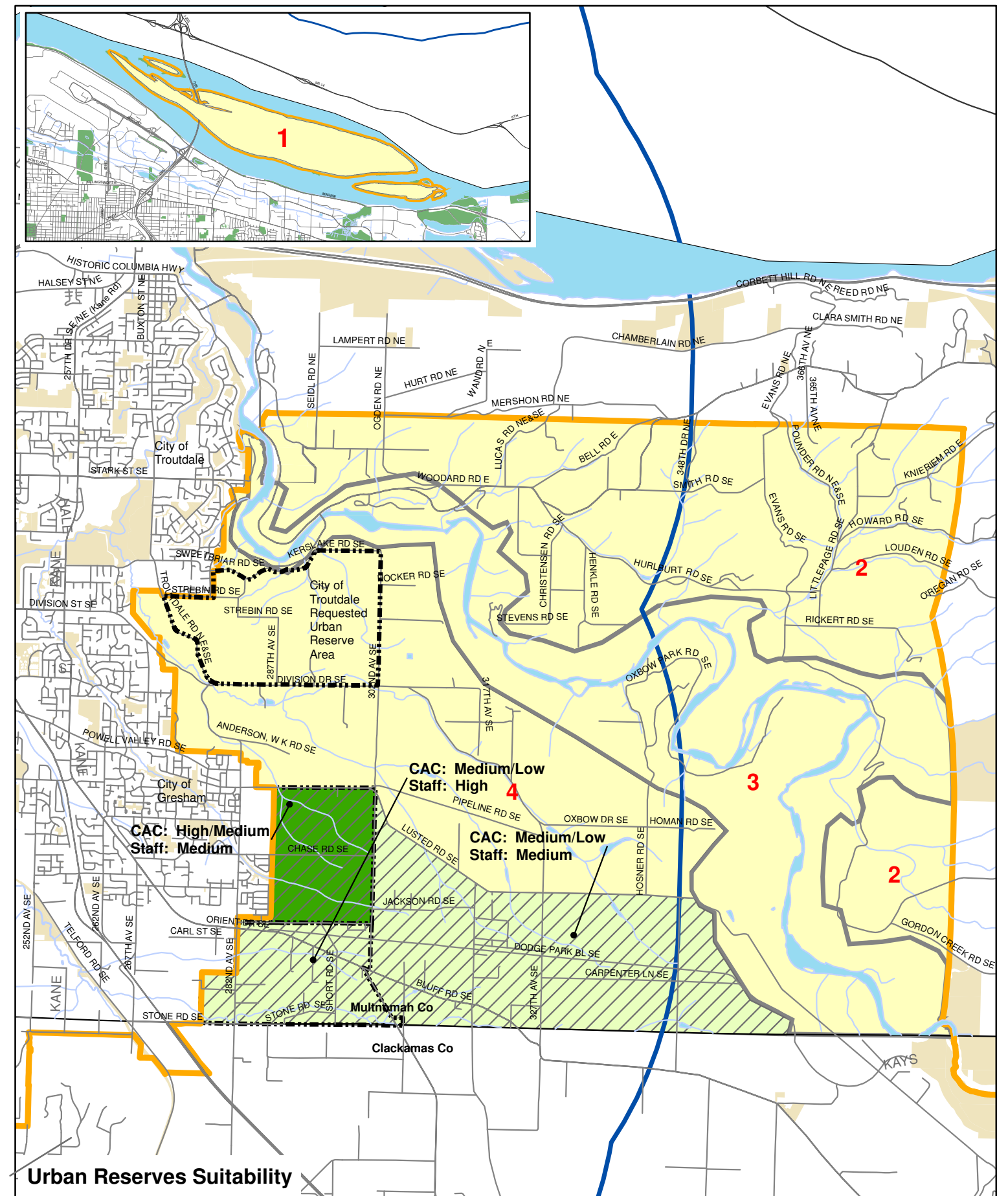
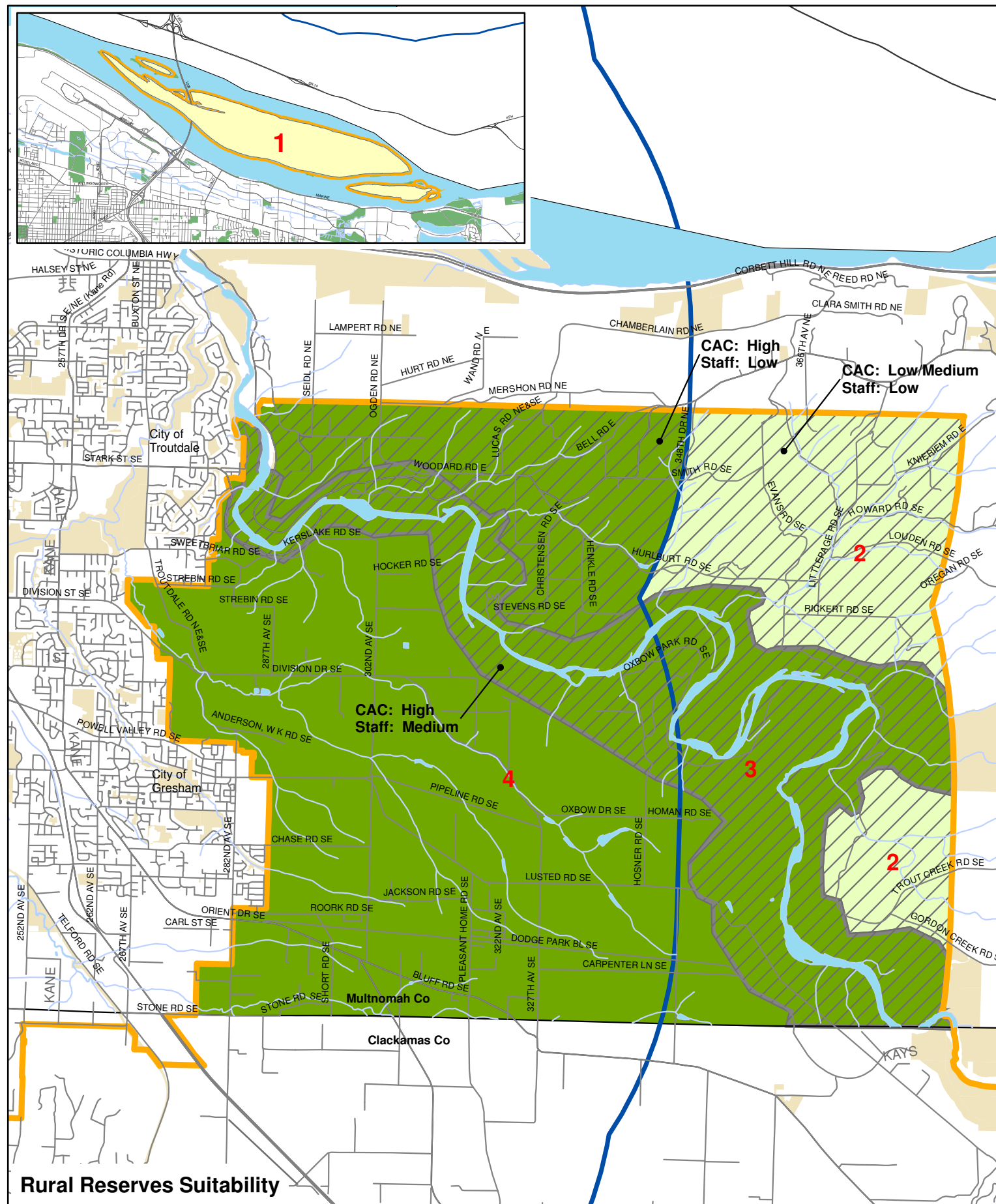
## Overview of Recommendations

	<b>Rural Reserves Suitability</b>	<b>Urban Reserves Suitability</b>	<b>Overall Recommendation</b>
Area 1 Government Islands	<i>CAC: Low suitability</i>  Staff: Low suitability	<i>CAC: Not a candidate for urban reserve</i>  Staff: Low suitability	<i>CAC: Divided between no reserve designation and rural reserve to protect landscape features.</i>  Staff: No reserves designation
Area 2 East of Sandy River	<i>CAC: High suitability west of 3-mile UGB line; Medium/low suitability east of 3-mile UGB line</i>  Staff: Low suitability	<i>CAC: Not a candidate for urban reserve</i>  Staff: Low suitability	<i>CAC: Designate the area west of 3-mile UGB line as rural reserve for farm and forest protection.</i>  Staff: No reserves designation
Area 3 Sandy River Canyon	<i>CAC: High suitability</i>  Staff: Low suitability to protect forest, medium suitability for landscape features.	<i>CAC: Not a candidate for urban reserve</i>  Staff: Low suitability	<i>CAC: Designate rural reserve to protect landscape features</i>  Staff: Designate rural reserve to protect landscape features
Area 4 West of Sandy River	<i>CAC: High suitability</i>  Staff: High suitability to protect farmland, medium for Beaver Cr. to protect landscape features.	Area 4a: North of Lusted Rd <i>CAC: Low suitability</i>  Staff: Low suitability	<i>CAC: Designate rural reserve to protect farmland and landscape features. If County must designate urban reserves, the area south of Lusted Rd/north of the Orient Rural Center/west of 302<sup>nd</sup> is most suitable.</i>  Staff: Designate rural reserve to protect foundation agricultural land. Area most suitable for any needed urban reserve should include the Orient Rural Community and areas southwest of Orient Drive.
		Area 4b: South of Lusted Rd <i>CAC: medium/low, except medium/high for the area north of Orient Rural Center/west of 302<sup>nd</sup></i>  Staff: Medium suitability; higher suitability near UGB and US-26	
Area 5 NW Hills North	<i>CAC: High suitability to protect farm and forest, and for landscape features.</i>  Staff: High for farm/forest, medium for landscape	<i>CAC: Not a candidate for urban reserve</i>  Staff: Low Suitability	<i>CAC: Designate rural reserve to protect forest resources.</i>  Staff: Designate the area within the 3 mile line southwest of Skyline Blvd. as

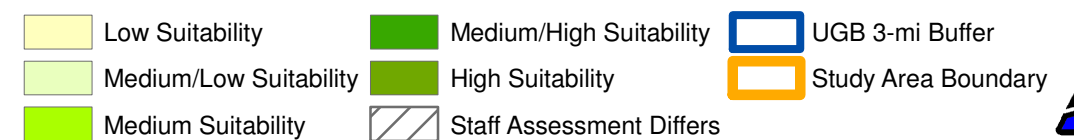


	<b>Rural Reserves Suitability</b>	<b>Urban Reserves Suitability</b>	<b>Overall Recommendation</b>
	features in the area within 3 miles of the UGB and southwest of Skyline Blvd; low suitability in remainder		rural reserve to protect landscape features.
Area 6 West Hills - South	<p>CAC: High suitability West of McNamee; Low suitability east of McNamee</p> <p>Staff: Low suitability in Area north of Skyline Blvd (corresponds to urban area 6a) High suitability in area South of Skyline Blvd to protect farm/forest and landscape features. (corresponds to area 6b):</p>	<p>Area 6a: North of Cornelius Pass Rd./ Skyline Blvd.: CAC: <i>Not a candidate for urban reserve</i></p> <p>Staff: Low suitability</p>	<p>CAC: <i>Designate rural reserve to protect farm and forest resources and landscape features.</i></p> <p>Staff: Designate the area south of Cornelius Pass Rd./Skyline Blvd. intersection rural reserve to protect farm and forest resources and protect landscape features.</p>
		<p>Area 6b: South of Cornelius Pass Rd./Skyline Blvd.: CAC: <i>Low suitability for subarea east of the north fork of Abbey Cr., split between medium and low west of Abbey Cr.</i></p> <p>Staff: Low suitability for subarea east of the north fork of Abbey Creek. Medium/Low suitability for subarea west of Abbey Creek.</p>	
Area 7 Powerline/ Germantown Rd. - South	<p>CAC: <i>Split between medium and high suitability.</i></p> <p>Staff: High suitability for landscape features except area adjacent to N. Bethany which is low.</p>	<p>Area 7a: Area above the mid-slope line between the county line and Skyline Blvd.: CAC: <i>Not a candidate for urban reserve</i></p> <p>Staff: Low Suitability</p>	<p>CAC: <i>Designate rural reserve to protect landscape features. If the County must designate urban reserve on the west side, the Lower Springville Rd area is the highest suitability.</i></p> <p>Staff: Designate East Laidlaw Rd. area urban reserve. No designation in the Lower Springville Rd area. Designate all other areas rural reserve to protect landscape features.</p>
		<p>Area 7b: Below the mid-slope line between the County line and Skyline Blvd.: CAC: <i>Low suitability</i></p> <p>Staff: Low suitability</p> <p>Subarea East Laidlaw: CAC: <i>split between low and medium suitability</i></p>	

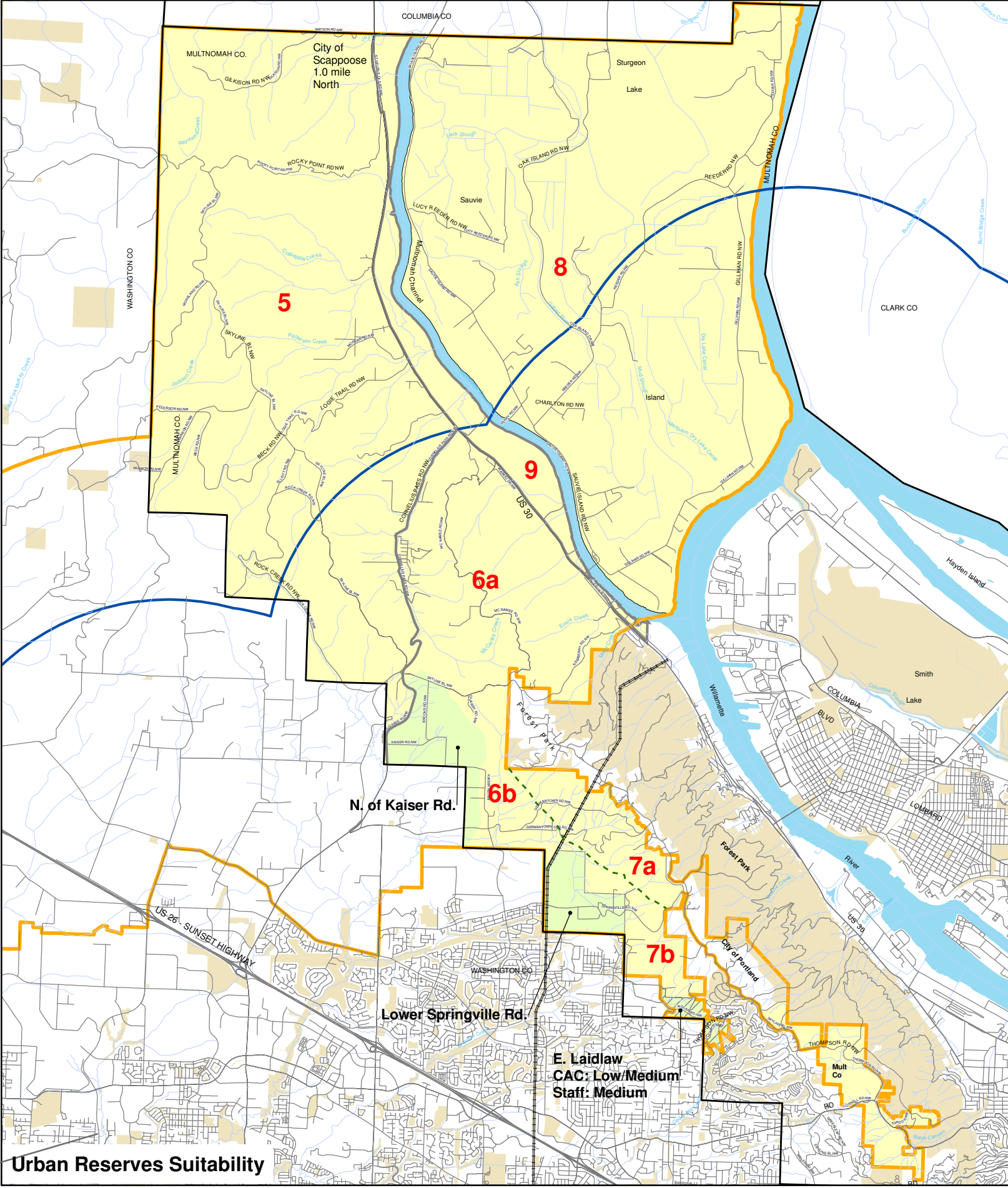
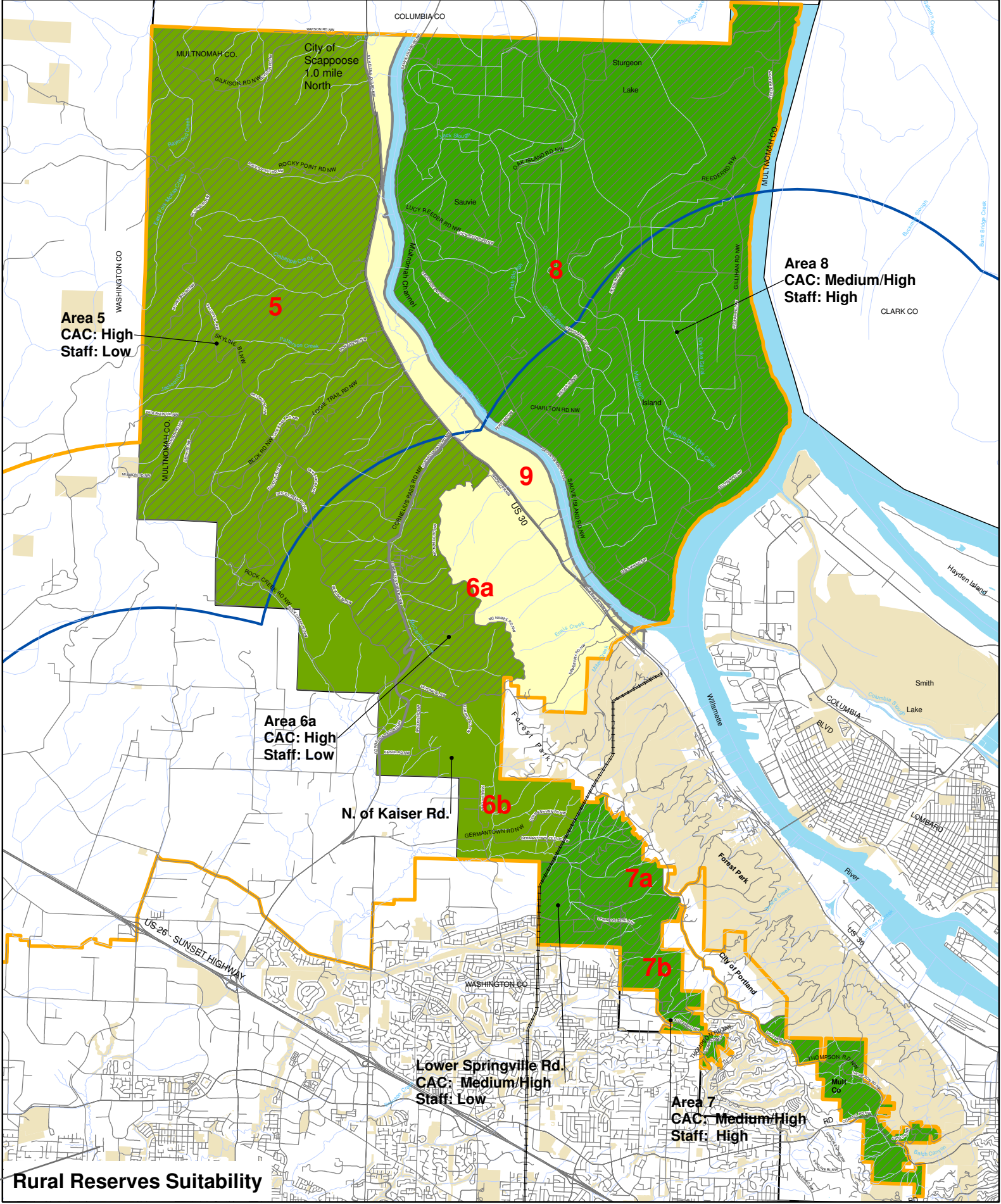
	<b>Rural Reserves Suitability</b>	<b>Urban Reserves Suitability</b>	<b>Overall Recommendation</b>
		<p>Staff: Medium suitability</p> <p>Subarea at lower Springville Rd. area.: <i>CAC: split between low and medium suitability</i></p> <p>Staff: Low/Medium suitability</p>	
Area 8 Sauvie Island	<p><i>CAC: High/Medium</i></p> <p>Staff: High suitability to protect farm and landscape features.</p>	<p><i>CAC: Not a candidate for urban reserve</i></p> <p>Staff: Low suitability</p>	<p><i>CAC: Designate rural reserve to protect farmland and landscape features.</i></p> <p>Staff: Designate rural reserve to protect foundation farmland and landscape features.</p>
Area 9 Multnomah Channel	<p><i>CAC: Low suitability</i></p> <p>Staff: Low Suitability</p>	<p><i>CAC: Low suitability</i></p> <p>Staff: Low suitability</p>	<p><i>CAC: No reserves designation</i></p> <p>Staff: No reserves designation</p>



East Multnomah County Reserves Suitability Assessments:  
Areas 1, 2, 3 & 4 - Government Island, East of Sandy River,  
Sandy River Canyon & West of Sandy River  
Draft - 09/26/09







West Multnomah County Reserves Suitability Assessments:  
Areas 5, 6, 7, 8 & 9 - NW Hills North, NW Hills South, Powerline/Germantown, Sauvie Island, Multnomah Channel  
Draft - 09/26/09

Low Suitability

Medium/Low Suitability

Medium Suitability

Medium/High Suitability

High Suitability

Staff Assessment Differs

UGB 3-mi Buffer

Study Area Boundary

N





Multnomah County  
Urban and Rural Reserves -  
CAC Recommendations  
Draft (Rev. 08/03/09)

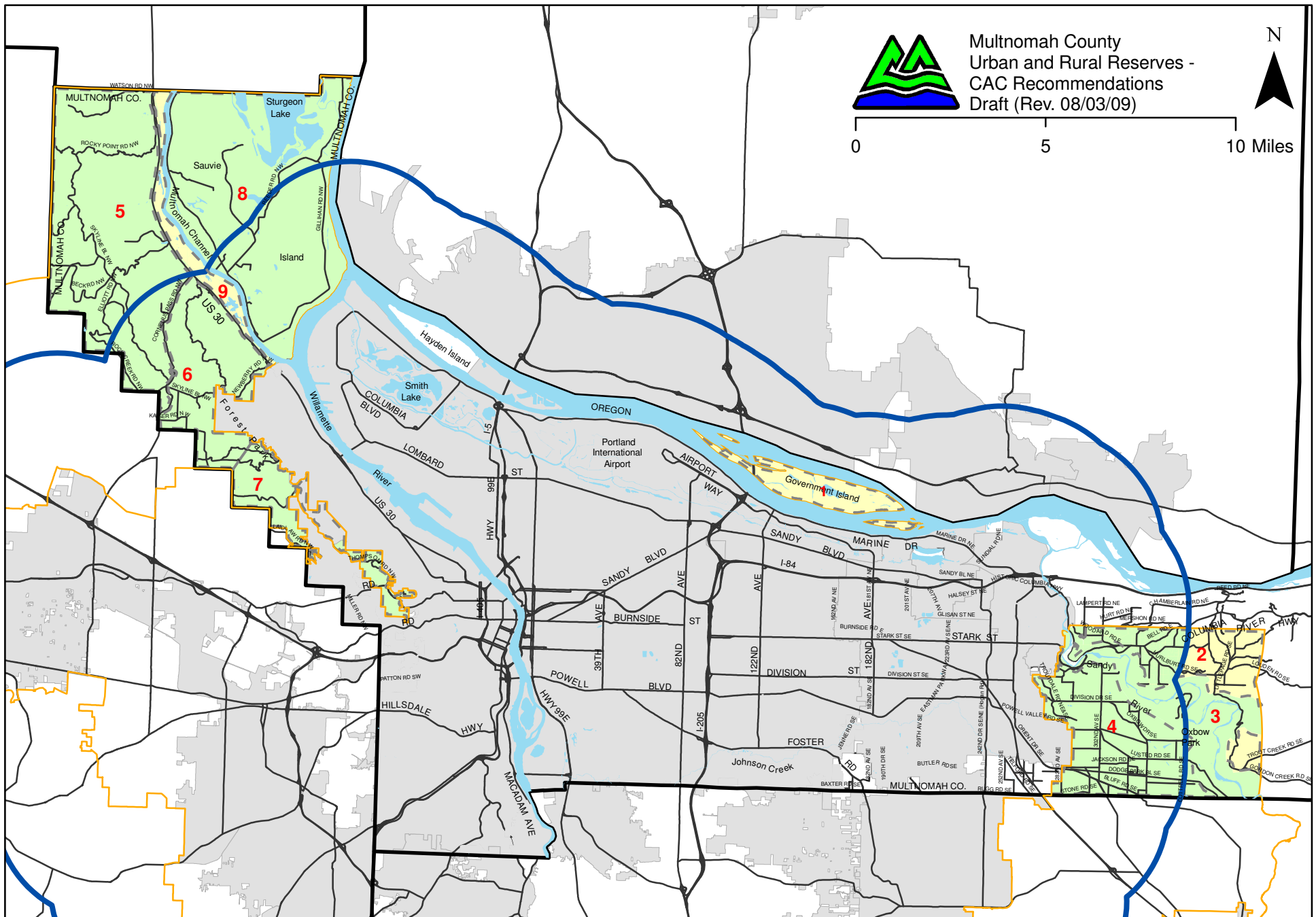
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5

10 Miles



Area 1: Government Islands  
Area 2: East of Sandy River  
Area 3: Sandy River Canyon  
Area 4: West of Sandy River  
Area 5: NW Hills North

Area 6: NW Hills South  
Area 7: Powerline/Germantown Rd South  
Area 8: Sauvie Island  
Area 9: Multnomah Channel



UGB 3-mi Buffer



Study Area Boundary



County Line



Rural Reserve



No Designation



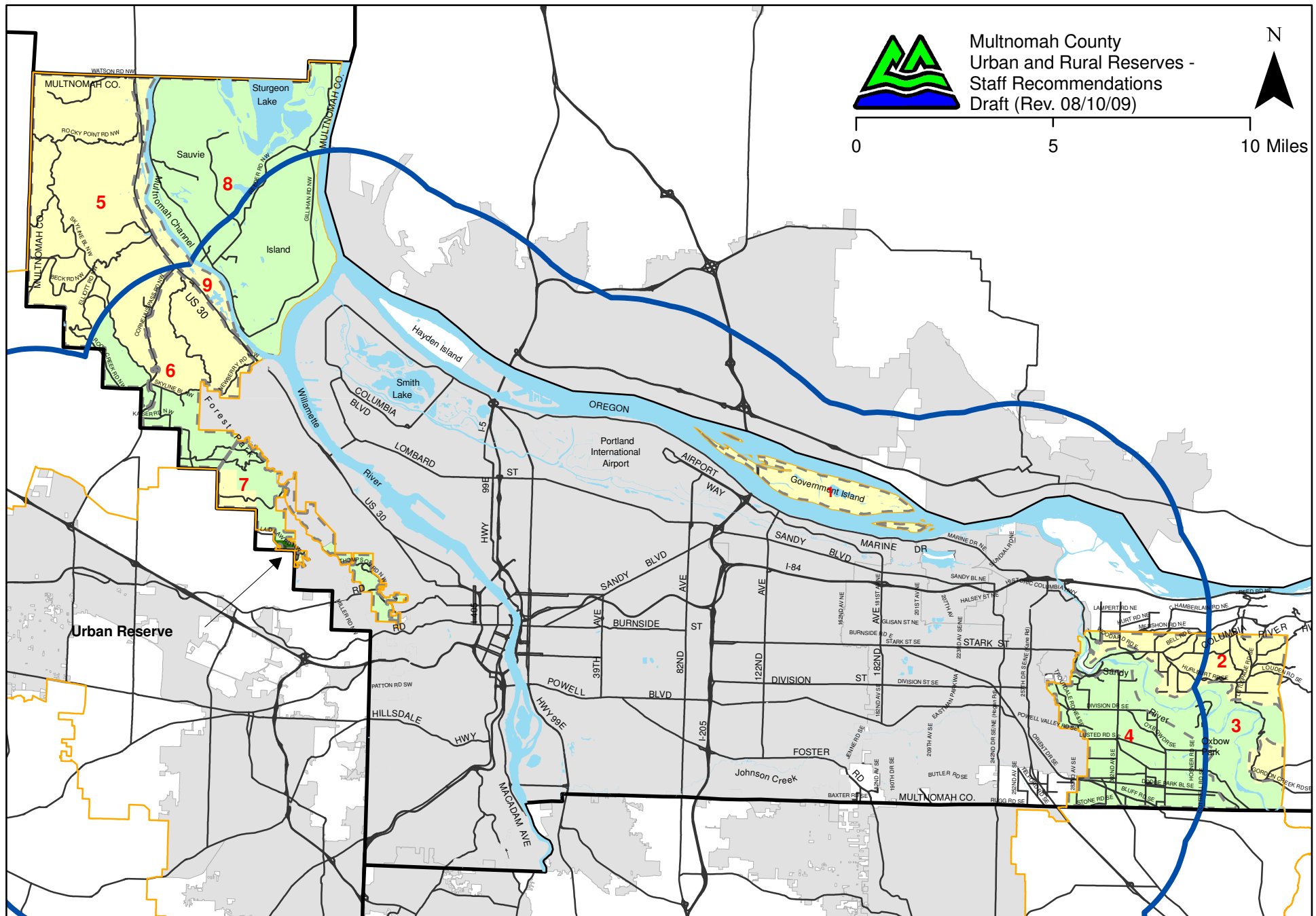
Multnomah County  
Urban and Rural Reserves -  
Staff Recommendations  
Draft (Rev. 08/10/09)



0

5

10 Miles



- Area 1: Government Islands  
Area 2: East of Sandy River  
Area 3: Sandy River Canyon  
Area 4: West of Sandy River  
Area 5: NW Hills North  
Area 6: NW Hills South  
Area 7: Powerline/Germantown Rd South  
Area 8: Sauvie Island  
Area 9: Multnomah Channel

- UGB 3-mi Buffer  
Study Area Boundary  
County Line  
Rural Reserve  
No Designation  
Urban Reserve

# Urban and Rural Suitability Assessments and Recommendations

## Area 1: Government Islands

- **Overall CAC Recommendation:** CAC divided between designating the area rural reserve or remaining undesignated. Regardless of whether the area is or is not designated rural reserve, area needs special protection due to its high value natural features and sense of place.
- **Overall Staff Recommendation:** No reserve designation

### Rural Reserves Suitability

CAC Assessment: *Low suitability for rural reserve*

Staff Assessment: Low suitability for rural reserves

#### Area Key Factors and Evaluation:

- Area rates low on most factors for forestry.
- Islands rate low for potential urbanization and as features that shape urban form.
- Long-term OPRD lease (until 2098) and Jewett lake mitigation site are adequate for protection of landscape features. .

### Urban Reserves Suitability

CAC Assessment: *Low suitability, do not study further as a candidate for urban reserve.*

Staff Assessment: Low suitability for urban reserves.

#### Area Key Factors and Evaluation:

- Ranks low for urban reserve due to a number of factors, driven in large part by topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.

## Area 2: East of Sandy River

- **Overall CAC Recommendation:** Designate as rural reserve the area west of the 3 mile UGB line due to a higher threat of urbanization coming from the adjacent Troutdale area. Remaining area and the Trout Creek Road area should remain undesignated.
- **Overall Staff Recommendation:** No reserves designation.

### Rural Reserves Suitability

*CAC Assessment: High suitability west of the 3-mile UGB line. Low/medium suitability east of the 3-mile UGB line. Area is rated as important agricultural land and is included in the natural features inventory.*

Staff Assessment: Low suitability.

#### Area Key Factors and Evaluation:

- Area rates moderately high on capability and high on suitability factors for both farm and forest protection.
- Somewhat isolated location separated by the significant landscape feature of the Sandy canyon. This isolation results in good habitat areas and good protection of those areas from urbanization.
- Ranks low on sense of place, urban-rural separation, and recreation.

#### CAC and Staff Key Differences:

- CAC and Staff differ on ranking of potential for urbanization. CAC rated the area closest to the UGB high for this factor, and noted that roughly one third is within three miles of the Troutdale UGB. View of staff is that, although the area is adjacent to the UGB in one area, potential for urbanization is low due to inefficient extension of key services across the Sandy River canyon.

### Urban Reserves Suitability

*CAC Assessment: Low suitability, do not study further as a candidate for urban reserve.*

Staff Assessment: Low suitability for urban reserves.

#### Area Key Factors and Evaluation:

- Ranks low for urban reserve due to a number of factors due to topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.



## Area 3: Sandy River Canyon

- **Overall CAC Recommendation:** Designate rural reserve. Area contains important landscape features and is important for water protection. It also creates a good edge between urban and rural areas.
- **Overall Staff Recommendation:** Designate the canyon as rural reserve to protect landscape features.

### Rural Reserves Suitability:

CAC Assessment: *High suitability for rural reserve due to high value natural landscape features. The Sandy River Gorge also provides a natural limit to urban development.*

Staff Assessment: Low suitability for rural reserve to protect forest resources, medium suitability to protect landscape features. Areas within 3 miles of UGB can be designated rural reserve under “safe harbor” to protect important and foundation land.

#### Area Key Factors and Evaluation:

- Area lends itself primarily to forestry due to topography.
- Scenic and habitat objectives for this area are likely to continue long-term., indicating low suitability for forest management.
- High Suitability for factors related to environmental values.
- Canyon is adjacent to areas on the west that could become urban reserve. It forms a landscape scale edge between the Portland Metro area to the west, and the Cascades foothills on the east.
- Has important scenic, habitat, and recreation values
- Area has existing protections through zoning and public ownership, and urbanization potential is remote.

#### CAC and Staff Key Differences:

- CAC ranks the area high on protection of water quality in the Sandy River. The Sandy River is a National Scenic Waterway, State Scenic Waterway, and has Federal Wild and Scenic River designations. The Gorge holds regionally important ecological and recreational resources, and could not be adequately protected if the area was urbanized.
- Staff ranks the area low on the protection of water quality factor because the canyon is not likely to be included within urban expansion and not in need of protection.

### Urban Reserves Suitability

CAC Assessment: *Low suitability, do not study further as a candidate for urban reserve.*

Staff Assessment: Low suitability for urban reserves

#### Area Key Factors and Evaluation:

- Ranks low for urban reserve due to topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.

## Area 4: West of Sandy River

- **Overall CAC Recommendation:** Designate as rural reserves. However, if the County must designate urban reserves, the area south of Lusted Rd, north of the Orient Rural Center and west of 302nd is most suitable. Further south, the land slopes into the Johnson Creek area, which is not suitable for urban reserves.
- **Overall Staff Recommendation:** Designate rural reserve to protect foundation agricultural land. Area most suitable for any needed urban reserve is the Orient Rural Community and areas southwest of Orient Drive.

### Rural Reserves Suitability

*CAC Assessment: High suitability for rural reserves. The West of Sandy Area has the highest quality soil within the entire region, characterized by Foundation land.*

Staff Assessment: High suitability for rural reserves to protect farmland, medium suitability of Beaver Creek canyon for landscape features protection.

#### Area Key Factors and Evaluation:

- Foundation agricultural land. Areas within 3 miles of UGB can be designated rural reserve under “safe harbor.”
- Area is a highly productive farming area located on the east edge of the Portland metro region. Nursery stock is currently the major crop, the area currently produces and has a history of producing food crops including berries and fresh vegetables.
- Medium rankings on some factors are related to effects of parcelization which is highest in the southwest part of the area. Farm protection measures, strategies to reduce farm/auto conflicts on area roads, and maintaining adequate agricultural infrastructure can offset parcelization.
- The Beaver Creek canyon extending along the edge of the UGB out to the general area of SE 302nd ranks high for habitat, water quality, and acting as a buffer or edge between urban and rural resources, but is not high on the key sense-of-place factor.
- Other mapped landscape feature areas lack the UGB defining edge value as well as not having high sense of place recognition.

#### CAC and Staff Key Differences:

- CAC ranked area high for water protection to protect Sandy River.
- Staff ranked area medium for Beaver Creek, low for the balance of the area. While habitat values are high for stream and water quality, these values can be protected under urban rules that would apply should these areas urbanize in the future.

## Urban Reserves Suitability

*CAC Assessment: Low suitability for North of Lusted Rd Area; medium/low suitability for the South of Lusted Rd area, except medium/high for the area North of Orient Rural Center/West of 302<sup>nd</sup>. North of Orient Rural Center/West of 302<sup>nd</sup> area has some urban potential as it is closer to the UGB. If urbanized, the Sandy River should not act as the only buffer; some buffers could be found within Area 4 to break up urban and rural areas, especially at the east-west separation.*

Staff Assessment: Low suitability for Area 4a (North of Lusted Rd); Medium suitability for most of Area 4b (South of Lusted Rd), with higher suitability for area near UGB and US-26. These two areas vary for urban reserve suitability for the most part based on topography, transportation connectivity, and relationship to employment land.

### Area Key Factors and Evaluation:

- Area 4a (North of Lusted Rd):
  - Beaver Creek and Sandy River are features that limit the area to good integration with existing urban areas to a short edge adjacent to Troutdale.
  - Has few internal roads, and an elongated shape.
  - Major employment areas are not nearby.
  - Area is rated high for sewer and medium for water.
  - Difficulty in creating buffers or using other means to minimize adverse effects on farm, forest and landscape features.
- Area 4b (South of Lusted Rd):
  - Land contains fewer constraints from stream associated topography and has slopes suitable to all urban uses.
  - West areas are near existing and planned employment centers along US 26, although close in areas are parcelized.

### CAC and Staff Key Differences for Area 4b:

- Staff perceives adequate area to buffer urban impacts to natural resources and there are no edge defining landscape features in the area. Mitigating impacts to adjacent farming should be possible with adequate land set asides; however impacts to added urban traffic could be difficult to manage.
- CAC does not necessarily see adequate land area to sufficiently buffer urban impacts on agriculture. Use of 302<sup>nd</sup> as an urban edge should help keep urban traffic off rural roads to the east.
- CAC rates area medium for transportation efficiency. Adjacent areas do not have transportation or infrastructure in place for a grid system, especially east of 327<sup>th</sup>
- Staff rates area high for transportation efficiency. Area has a road grid that integrates with Gresham to the west and provides more limited connections south toward US 26.

## Area 5: NW Hills North

- **Overall CAC Recommendation:** Designate rural reserve. Part of the area is within the 3-mile UGB line. The Holbrook area has Foundation agricultural land which should be protected, as should the headwaters of Rock Creek.
- **Overall Staff Recommendation:** Designate the area within the 3 mile line southwest of Skyline Blvd. as rural reserve to protect farm/forest and landscape features.

### Rural Reserves Suitability

CAC Assessment: *High suitability to protect farm and forest, and for landscape features.*

Staff Assessment: High suitability of the area within 3 miles of the UGB and southwest of Skyline Blvd to protect farm/forest; medium in the same area to protect landscape features.

#### Area Key Factors and Evaluation:

- Majority of this area continues to function as an industrial forest and is suitable for rural reserve for that reason.
- Mixed farm/forest area between Skyline Blvd. and Rock Creek is well buffered from nonfarm uses and has adequate resources to continue current farming practices, although soils and water limit farming to a greater extent than lower elevation areas.
- The area in the vicinity of Plainview is in an area with potential for urbanization (suitable for key urban services of sewer and water).
- Areas within 3 miles of UGB can be designated under “safe harbor” provision.
- Area rates high on the key sense of place factor and habitat factors, supporting rural reserve designation.
- Includes significant extent of landslide hazard and steep hills suggesting it is less desirable for urban uses – not unexpected given terrain.
- Area holds regionally important ecological (wildlife habitat and headwater streams) resources.

#### CAC and Staff Key Differences:

- Staff assessment: All except the Plainview area is not potentially subject to urbanization due to proximity to a UGB.
- CAC: Major roads such as OR-30 and Cornelius Pass and the existence of nearby major employers also put the area at further risk of urbanization. There is also potential for southward expansion from Scappoose whose urban boundary is a mile north of the Multnomah County line. The West Hills clearly fit the purpose for Rural Reserves for natural landscape features, providing a natural limit to urban development and helping define an appropriate natural boundary of urbanization coming from Washington and Columbia Counties.

### Urban Reserves Suitability

CAC Assessment: *Low suitability, do not study further as a candidate for urban reserve.*

Staff Assessment: Low suitability for urban reserves

Area Key Factors and Evaluation:

- Ranks low for urban reserve due to a number of factors, driven in large part by topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.

## Area 6: West Hills South

- **Overall CAC Recommendation:** Designate rural reserve. The area includes Important agricultural land, significant elk populations, wildlife habitat and wildlife corridor. It is not adjacent to other urban areas that would make it a good candidate for urban reserves, and is not as suitable for urban development as other land in Area 7
- **Overall Staff Recommendation:** Designate the area south of Cornelius Pass Rd./Skyline Blvd. intersection rural reserve to protect farm and forest resources and protect landscape features.

### Rural Reserves Suitability

*CAC Assessment: High suitability west of McNamee; Low suitability east of McNamee due to difficulty in providing urban services*

- *West of McNamee is situated in an area that is subject to urbanization and proximate to the UGB. A portion of this area also remains under consideration for urban reserve*

Staff Assessment: High suitability of the area south of Skyline Blvd. for rural reserve to protect farm and forest resources and to protect landscape features

#### Area Key Factors and Evaluation:

- Area is suitable for both farm and forest reserve, as indicated by the “important” farm land and “wildland” and “mixed” forest designations.
- The primarily forested area north of Skyline Blvd. consists of a large block of forest land with few non forest uses, mainly associated with McNamee Rd.
- The primarily farm area south of Skyline, while containing soils and topography that present limitations to intensive cultivation and uncertain groundwater resources, maintains good integrity, has compatible edges, and few non-farm uses. This area is within an area potentially subject to urbanization based on analysis of key urban services.
- Areas within 3 miles of UGB can be designated under “safe harbor” to protect foundation land.
- Areas north of Skyline Blvd. rank high for sense of place; they contain high-value habitat, access to recreation, and other values that define the area as a landscape feature important to the region.
- This area is not however, being studied for urban reserve because it ranks low for efficiency to provide key urban services.
- Areas south of Skyline rank high for sense of place; they contain stream features of the Abbey Creek mainstream, north fork, and headwaters areas that are mapped as important regional resources and that separate urban from rural lands. It would be difficult to protect these headwater streams if the area was urbanized.
- Upland habitat areas exist; however there are patches in the landscape features mapping indicating lesser regional value.



- All areas south of Skyline Blvd. continue to be studied for urbanization.
- On balance, and considering that the broad objective of the Landscape Features factors is to protect areas that define natural boundaries to urbanization and help define the region for its residents, the entire south-of-Skyline area should be considered as highly suitable for rural reserve.
- The area between McNamee and Cornelius Pass Rd. retains urban potential, high forestry and high sense of place, habitat, and recreation values.
- There is a county scenic view overlay on the northeast side of the hills.

#### **Urban Reserve Suitability (Area 6a – North of Cornelius Pass/Skyline Blvd)**

CAC Assessment: *Low suitability, do not study further as a candidate for urban reserve.*

Staff Assessment: Low suitability for urban reserves.

##### **Area Key Factors and Evaluation:**

- Ranks low for urban reserve due to topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.

#### **Urban Reserve Suitability (Area 6b – South of Cornelius Pass/Skyline Blvd)**

CAC Assessment: *Area 6b: South of Cornelius Pass Rd./Skyline Blvd.: Low suitability for subarea east of the north fork of Abbey Cr., split between medium and low west of Abbey Cr.*

Staff Assessment: Low suitability for subarea east of the north fork of Abbey Creek; Medium/Low suitability for subarea west of Abbey Creek.

##### **Area Key Factors and Evaluation:**

- Area along and including the north fork of Abbey Creek east to the City of Portland, rates low for key services of transportation and sewer, employment land and the urban form elements in factor 4, and as well as housing and visual impacts from development of the higher sloped areas.
- Area west of the Abbey Creek drainage system in the N. Kaiser Rd. area contains relatively small pockets of developable land constrained by moderately high slopes and drainages in the central and northwest sections.
- Higher costs to develop transportation system connectivity that is less than the ideal “grid” system. Added consideration/cost is off-site impacts to existing roads, including Cornelius Pass and Skyline Blvd.
- Other key systems of water and sewer rank easy for this area, land suitable for housing exists.
- Careful consideration to visual impacts from development on upper slopes should occur for this area.

CAC and Staff Key Differences:

- CAC gave the area lower rating for potential to develop at efficient urban densities and transportation. The area has lower transportation potential than Area 4, with only small developable pockets. The area was not even rated for transportation by the transportation study. CAC sees difficulty in designing area to be walkable with a well-connected transit system.
- Staff concluded that impacts to ecological systems and nearby farm/forest practices are manageable. CAC differs, noting that development would be difficult without impacting ecological systems; there may not be enough land to protect small streams. Expansion would likely block the critical wildlife corridor between Forest Park and the Coast Range.

## Area 7: Powerline/Germantown Rd. – South

- **Overall CAC Recommendation:** Designate as rural reserve. If the County must designate urban reserve on the west side, the Lower Springville Rd area is the highest suitability.

The area has mixed or contested agricultural value, but is undoubtedly high value for natural features and wildlife habitat protection. The Lower Springville Rd area, while containing regionally significant wildlife and a regionally significant stream, is also the most suitable for urban development on the west side. Title 11 and 13 overlays should be used to protect wildlife in the case that the area becomes urbanized.

- **Overall Staff Recommendation:** Designate East Laidlaw Rd. area urban reserve. No designation in the Lower Springville Rd. area. Designate all other areas rural reserve to protect landscape features.

### Rural Reserves Suitability

CAC Assessment: CAC was split between a medium or high suitability for rural reserve.

Staff Assessment: High suitability for rural reserve to protect landscape features except the patch at the east edge of N. Bethany planning area

#### Area Key Factors and Evaluation:

- Area ranks well for farmed and forested areas pursuant to the key capability factors of soils and water.
- Area rates slightly better on the suitability factors for forest woodlots than for farming, although all areas are impacted by the relationship of the area to the UGB, and the overall small size and spread out pattern of the area.
- Area is adjacent to and nearly surrounded by UGB; potential exists for urban development at higher cost or a lower urban density than areas that are more efficient.
- Similar areas nearby have urbanized in recent past.
- Studied during past UGB expansion cycles, including Area 93, Area 94 and North Bethany.
- This area ranks high for the key landscape features factors of sense of place that define natural boundaries to urbanization and help define the region for its residents.
- The area ranks well for other important factors including protection of stream resources and wildlife habitat. The one exception is the unmapped patch along the county line adjacent to the N. Bethany planning area.
- Agriculture land was rated conflicted due to adjacent urban development and cut-through traffic

#### CAC and Staff Key Differences:

- CAC ranked area high for subject to urbanization factor because the area is within one mile of the UGB, is continually studied when Metro considers UGB expansion,

and is under pressure from developers. Staff ranked area low except high for areas west of the City of Portland and mid-slope line that crosses Germantown Rd. the powerline, and Springville Rd.

- CAC rated area as medium for capability of sustaining long-term agriculture. Two farmers provided testimony of successful farming in the area. Staff gave the area a low rating consistent with the “conflicted” farmland designation and testimony as to poor farming in the area.
- CAC has concerns over stream protection; currently, 40% of the area is protected by Title 13 overlays, but urbanization could remove these protections.

#### **Urban Reserves Suitability (Area 7a- Above mid-slope)**

CAC Assessment: *Low suitability, do not study further as a candidate for urban reserve.*

Staff Assessment: Low suitability

Area Key Factors and Evaluation:

- Area ranks low in large part by topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.

#### **Urban Reserves Suitability (Area 7b – Below mid-slope)**

CAC Assessment: *CAC split on their suitability assessment:*

- *Split between low and medium suitability for the pocket along lower Springville Road*
- *Split between low and medium suitability for area between Bonny Slope West (Area 93) and City of Portland*
- *Low suitability for remaining area*

Staff Assessment:

- Low/Medium suitability for the area along lower Springville Road.
- Medium suitability for area between Bonny Slope West (Area 93) and City of Portland.
- Low suitability for remaining area.

Area Key Factors and Evaluation and Staff and CAC Key Differences:

- Lower Springville Road
  - Contains topography predominately in the 10% range
  - The area is relatively small, and would continue to have constraints related to its position along the base of the Tualatin Mountains.
  - Rankings on key factors of sewer service efficiency, off-site transportation, and governance remain unclear or do not appear to be resolvable.
  - Transportation/circulation, especially to the east is difficult and not clearly resolvable

- Staff concluded that the area's adjacency to North Bethany planning area and would benefit from and contribute to services. CAC members were not all in agreement.
- Area between Bonny Slope West (Area 93) and City of Portland (including the Thompson/Laidlaw Rd. area).
  - Staff concluded that this area fulfills a purpose of connecting an urban area without governance in a way to make that connection and increase efficiency of service provision to Bonny Slope West.
  - CAC concluded that this area could not be developed to a sufficient urban density. Distance from 2040 centers, retail centers, and high capacity transit, combined with lack of a full transportation grid would make it difficult to provide transit service and to build a walkable community.
  - Staff ranked area medium for the potential to develop in a way that would adequately protect landscape features from urbanization. CAC gave this factor a low ranking.
- Remaining areas
  - Rank low on all factors due primarily to steep topography generally and environmental resources in many areas.

## Area 8: Sauvie Island

- **Overall CAC Recommendation:** Designate as rural reserve. The entire Sauvie Island area contains high value Foundation agriculture land and has important landscape features. It is also valuable for providing a sense of place.
- **Overall Staff Recommendation:** Designate rural reserve to protect foundation farmland and landscape features.

### Rural Reserves Suitability

CAC Assessment: *High or medium suitability for rural reserves.*

- *All factors received a high or medium ranking for Area 8 save factor 2a/3a.*
- *However, Sauvie Island is close enough in proximity to be concerned about, thus Area 8 is worth designating at a higher suitability for rural reserve.*

Staff Assessment: High suitability for rural reserve

Area Key Factors and Evaluation:

- As Foundation land, areas within 3 miles of UGB could be designated rural reserve under safe harbor provision.
- The island is a key landscape feature in the region, and ranks high for sense of place, wildlife habitat, and recreation access.
- Area is not positioned such that a rural reserve designation for it would create an edge or buffer to the urban area that does not already exist.
- The island defines a significant part of the northern extent of the Portland-Metro region at a broad landscape scale.
- The high sense of place, habitat, and recreation values are support for reserves to protect landscape features even though urban potential is low.

CAC and Staff Key Differences:

- CAC was split on their ranking on the subject to urbanization factor. Regardless, the area is close enough in proximity to be concerned about.
- Staff concluded that potential for urbanization is doubtful given the notoriety of the area, it's location within a dynamic river system, and high costs associated with new bridges, enhanced flood protection structures, and other needed urban infrastructure.

### Urban Reserves Suitability

CAC Assessment: *Low suitability, do not study further for urban reserve.*

Staff Assessment: Low suitability for urban reserves

Area Key Factors and Evaluation:



- Ranks low for urban reserve due to a number of factors, driven in large part by topography.
- Ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density.
- Is relatively isolated from existing urban areas.

## Area 9: Multnomah Channel

- **Overall CAC Recommendation:** No designation for urban or rural reserve. The candidate area contains only 7 acres of usable land, as the remaining is either in a flood plain area or in the right of way. Because of these limitations in place, the area should be undesignated.
- **Overall Staff Recommendation:** No designation for urban or rural reserve.

### Rural Reserves Suitability

CAC Assessment: Low suitability for rural reserve.

Staff Assessment: Low suitability for rural reserve. Area could potentially be suitable for rural reserves based on “safe harbor”.

#### Area Key Factors and Evaluation:

- This area is not farmed or in forest management, soil and water conditions are low without substantial infrastructure, and major ownership is assumed to have other management objectives.
- Except for the area south of the Sauvie Island Bridge, the length of this strip of land is not considered potentially suitable for urban use and therefore is not in need of protection.
- Primarily habitat values are high north of Sauvie Island Bridge; however extensive wetlands, limited land area, lack of protection from flooding, and large areas in public ownership protect the area from urbanization. Habitat is impacted south of the bridge, and that area isn’t recognized as a place-defining area in the region.
- Should the area be included within urban reserve, riparian habitat values are likely to be improved through the development process.
- The area is included within areas mapped as foundation land; therefore an alternative recommendation of “safe harbor” reserve designation could be explored further.

### Urban Reserves Suitability

CAC Assessment: Low suitability for urban reserve

Staff Assessment: Low suitability for urban reserves

#### Area Key Factors and Evaluation:

- Both the north and south portions of this area rank low for urban reserve due to the limited land area and physical constraints of floodplain and heavy rail right-of-way.
- Extensive public ownership indicates value of the area is not primarily associated with development opportunity.
- Even if sewer and water services were efficient, these other limitations indicate low value and priority for urban reserve.