

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF EXPRESSING THE	)	RESOLUTION NO. 09-4101
PRINCIPLES, OBJECTIVES AND CONCERNS	)	
THAT WILL GUIDE THE METRO COUNCIL’S	)	Introduced by Council President David
CONTINUED PARTICIPATION IN AND THE	)	Bragdon
DESIGNATION OF URBAN AND RURAL	)	
RESERVES WITH CLACKAMAS,	)	
MULTNOMAH AND WASHINGTON	)	
COUNTIES FOLLOWING REFERRAL FOR	)	
PUBLIC REVIEW OF THE DECEMBER 17,	)	
2009, DRAFT MODEL INTERGOVERN-	)	
MENTAL AGREEMENT AND MAP PROPOSED	)	
BY THE “CORE 4” REPRESENTATIVES OF	)	
THE FOUR GOVERNMENTS	)	

WHEREAS, the designation of urban and rural reserves is part of a broader regional, cooperative effort to guide growth, development and redevelopment in the region in ways that fulfill Metro’s Charter mandate to carry out “planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations”; and

WHEREAS, the Metro Council believes the successful designation of urban and rural reserves is necessary to avoid repeating the confusion, acrimony and expense in time and money associated with the former system of quinquennial reconsiderations of the supply of land inside and outside the urban growth boundary, instead of focusing on other important matters of regional concern; and

WHEREAS, the Metro Council today adopted Resolution No. 09-4100 to refer to the public a draft model intergovernmental agreement (IGA) recommended by Metro and Clackamas, Multnomah and Washington Counties, in consultation with the respective elected governing bodies, for public review in January, 2010; and

WHEREAS, the draft model IGA contains a map showing areas that may be designated urban reserve and rural reserve and possible alternatives to those designations; and

WHEREAS, the four local governments will continue to discuss the possible designations of the areas on the map in an effort to reach agreement among them by the last week of February, 2010; and

WHEREAS, the Council wishes to make explicit to its partner local governments and the public the principles and objectives that have guided and will guide its participation in these discussions and its concerns with the map referred by Resolution No. 09-4100 for public comment; now, therefore,

BE IT RESOLVED that:

1. The Metro Council will continue to use the process for designation of reserves to achieve the following desired regional outcomes, adopted by the Council upon recommendation

by the Metropolitan Policy Advisory Committee, to guide all elements of the “Making the Greatest Place” initiative:

- **Vibrant communities** – People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
- **Economic prosperity** – Current and future residents benefit from the region’s sustained economic competitiveness and prosperity.
- **Safe and reliable transportation** – People have safe and reliable transportation choices that enhance their quality of life.
- **Leadership on climate change** – The region is a leader in minimizing contributions to global warming.
- **Clean air and water** – Current and future generations enjoy clean air, clean water, and healthy ecosystems.
- **Equity** – The benefits and burdens of growth and change are distributed equitably.

2. In order to help realize these outcomes, the Metro Council endorses the following regional investment strategy, which applies to land inside the urban growth boundary today and to land added to the boundary, if any:

- (a) Focus our growth in city and town centers and main streets within the current urban growth boundary to the greatest extent possible – to preserve farms, forests and natural areas outside the boundary while protecting single-family neighborhoods within our existing communities.
- (b) Repair and maintain our existing public works and community assets – roads, water and sewer lines, schools, parks and public places – to get the most out of what we already have, to maintain and increase the vitality of our existing communities and create a solid foundation for meeting the needs of the future.
- (c) An essential component of our quality of life is good jobs, economic opportunity and economic security for families and individuals. Our investments should help protect and create good jobs for the people who live here now, and those who will come. To

ensure good jobs we must plan and invest in ways that increase our region's economic competitiveness.

(d) Invest equitably so that every city and county and every neighborhood thrives. This means that the benefits and burdens of growth and change are distributed equitably, for people and for their governments.


3. The Metro Council will continue to use the following principles, more fully set forth in Exhibit A, to guide selection of urban and rural reserves:

- The reserves analyses will be quality-based, not “numbers-based.”
- Reserve locations will be relevant to urbanization pressures.
- Not all land outside the urban growth boundary is an urban or rural reserve, but the balance retains its existing rural, non-urban zoning under state law.
- Future urban growth boundary expansion areas, if any, will be drawn from the urban reserves.
- Natural and artificial physical features will help establish “hard edges.”
- Areas will be considered as either urban or rural reserves.
- Area characteristics will define the unit of analysis for study areas.
- Urban reserve designations will support implementation of the 2040 Growth Concept.
- The reserves analysis will recognize that multiple factors make a Great Community.
- The designation of rural reserves does not impose new limitations on uses allowed by current zoning.

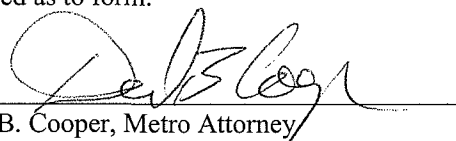
4. The Metro Council acknowledges the benefits of the designation of large areas of rural lands as rural reserves as indicated by the Core 4 map referred on this day to the public for comment. These benefits include an unprecedented level of long-range certainty provided to the owners and managers of farmlands and forest lands; long-range protection from scattered development and rezoning given to natural areas and resources and important elements of the regional landscape; increased certainty regarding where urbanization should occur.

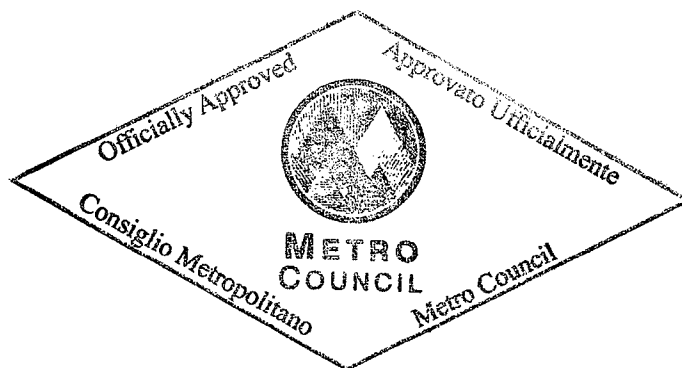
5. The Metro Council expresses the following sense of the Council, with the Core 4 map referred on this day to the public for comment:
- The time period for which the reserves apply should be closer to the 40-year period than the 50-year because of the Council's concern about the ability to forecast demand and needs a half-century into the future.
  - The areas shown on the Core 4 map as possible urban reserves that are also shown on the Oregon Department of Agriculture Map as Foundation Agricultural Land should be reduced in order to protect the viability and vitality of the agricultural economy.
6. The Metro Council directs the Council's representative to the Core 4, Councilor Kathryn Harrington, to continue conveying this statement of principles and objectives to the members of Core 4.
7. The Metro Council directs the Chief Operating Officer to make this statement of principles and objectives available to the public at the Metro website.

ADOPTED by the Metro Council this 17th day of December, 2009.

  
David Bragdon, Council President

Approved as to form:

  
Daniel B. Cooper, Metro Attorney



**Guiding Principles for Urban and Rural Reserves Analysis and Designation**  
March 2009

According to the Lead Council Rights and Responsibilities definition, guiding principles are defined as the “*outcomes, positions and direction for the project that are held and agreed to by the council as a whole.*”

The legislation and administrative rule set the primary guiding principles for the urban and rural reserve analysis and designation, including guidelines for considering the great community factors, foundation, important and conflicted agriculture land and natural features. Within that framework, the Council has the opportunity to direct how the work proceeds and express their preferences.

The following summarizes the guiding principles that Council has discussed at various times to guide the analysis of the reserve areas. In response, these are the principles that staff will follow in conducting the reserves analysis.

**Guiding Principles**

- 1) **The reserves analyses will be quality-based, not “numbers-based.”** The analysis will start with the characteristics of the land and its suitability and compatibility for future urban and rural uses. It will foster a discussion that is not based on meeting a forecast population and job number and will not be tied to the need to identify a specific number of acres. The desired outcome is **quality reserves (including of the right size) in the right location** that have potential for success, not acreage numbers. Over time, the urban reserves will be urbanized in response to changing economic and demographic trends.
  - a) Ultimate urban reserve (designation) sizing and location is dependent upon local aspirations for centers, example regional centers and town centers in cities/urban areas and the active management/evolution of those centers with planning concepts of Great Communities and PBGM (see #8 as well).
- 2) **Reserve locations will be relevant to urbanization pressures.** The focus for consideration of reserves will be those areas with the greatest proximity to the urban growth boundary and those along major transportation corridors and other areas where development pressure is highest.
  - a) All land which is potentially subject to urbanization should either be in an urban reserve or a rural reserve.
- 3) **Not all land is urban or rural reserve.** Not all lands outside of the UGB in the three-county area will be included in either an urban reserve or a rural reserve. Some lands will have no reserve designation at all, reflecting a lower priority for urbanization. The rural and urban reserve areas will be specifically delineated and not extend infinitely in any direction.
- 4) **Future urban growth boundary expansion areas will be drawn from the urban reserves.** Areas that are not urban reserves will not be considered for future additions to the urban growth boundary. The planning process for the urban reserves will help identify the location, sizing and timing of need for land to be included in the urban growth boundary. After

designation of the reserves, a concept plan will be developed for the urban reserves which will address financing, governance and other issues to a greater level of detail than is possible in the reserve designation process and which will help identify the suitability of land for inclusion in the urban growth boundary.

- 5) **Natural and man-made features will help establish “hard edges.”** Urban and rural reserve designations will use natural and man-made features to help establish boundaries that provide logical or intuitive edges to urbanization in the long term.
- 6) **Areas will be considered as either urban or rural reserves.** As directed by the statute and administrative rule, the analysis and designation process will consider all of the relevant great community, agriculture and natural feature factors – no one factor will trump another as a matter of principle. For each study area, the following questions will need to be answered:
  - Should the study area be included in a reserve study area or not?
  - Should the study area be considered for an urban reserve or a rural reserve, or does it have qualities of both?
  - For those study areas that could be either urban or rural, what qualities seem to indicate strength or value one way or the other?
- 7) **Area characteristics will define the unit of analysis for study areas.** The correct size of the unit for analysis will depend on the issues or characteristics in the evaluation for each study area. The unit of analysis (e.g., 100 acres or 1 square mile) may be larger for the initial analysis that leads to the identification of study areas and smaller for the analysis leading to the actual reserve designation.
- 8) **Urban reserve designations will support implementation of the 2040 Growth Concept.** Consistent with the Great Community factors identified in the statute and rule, the urban reserve analysis will demonstrate how the establishment of a reserve will support implementation of the goals in the 2040 growth concept. For example, the designations will demonstrate how adding land can help make a center more vibrant. In addition to local compatibility factors, the analysis will include regional considerations, such as infrastructure cost and financing impacts, air and water quality. The analysis will list the impacts, both pro and con, on the existing urban areas, including the effect on the social, environmental and economic factors that support sustainability.
- 9) **The reserve analysis will recognize that multiple factors make a Great Community.** Land availability is one of many tools that can help make a Great Community and the need for an urban reserve. Additional investments in existing communities – in transportation, other infrastructure or development – can substitute for the need for additional land to meet the region’s growth needs. The urban reserve analysis will consider all of these tools.
- 10) **Rural reserves do not reflect down zones.** The designation of a rural reserve is not intended to restrict that activity which is already allowed. Rather, the designation is intended to reflect regional commitment to supporting the agriculture economy and natural features by providing long-term certainty necessary for long-term investments and by limiting conflicting urban development patterns.