

#### **INTRODUCTION**

Board of County Commissioners Recommendations: Areas Suitable for Urban and Rural Reserves

Decision: September 10, 2009

The region-wide Reserves Project is aimed at identifying urban reserves (places where the Portland Metro Urban Growth Boundary [UGB] may expand in the next 40–50 years) and rural reserves (important farm and forest land and natural landscape features to be protected from urbanization). Recommendations are based on state standards codified in OAR 660 Division 27. Clackamas County has been working toward identifying these areas since 2008 by working with its regional partners to:

- Select the study area
- Identify "candidate" areas
- Provide the technical basis for recommendations, including a review of:
  - o Transportation
  - Sanitary sewers
  - o Storm drainage
  - o Water
  - o Schools
  - o Parks
- Conduct Phase I and Phase II public open houses and a variety of other public involvement and communications efforts.

Clackamas County formed a Policy Advisory Committee (PAC) to advise the Clackamas County Board of Commissioners (BCC) on reserves matters. This 21-member group, which began meeting in April 2008, reviewed a large amount of information and applied the factors set forth in state law to provide advice to the BCC on which areas to forward to the regional process as "suitable" for urban or rural reserves.

### Work during 2009 included:

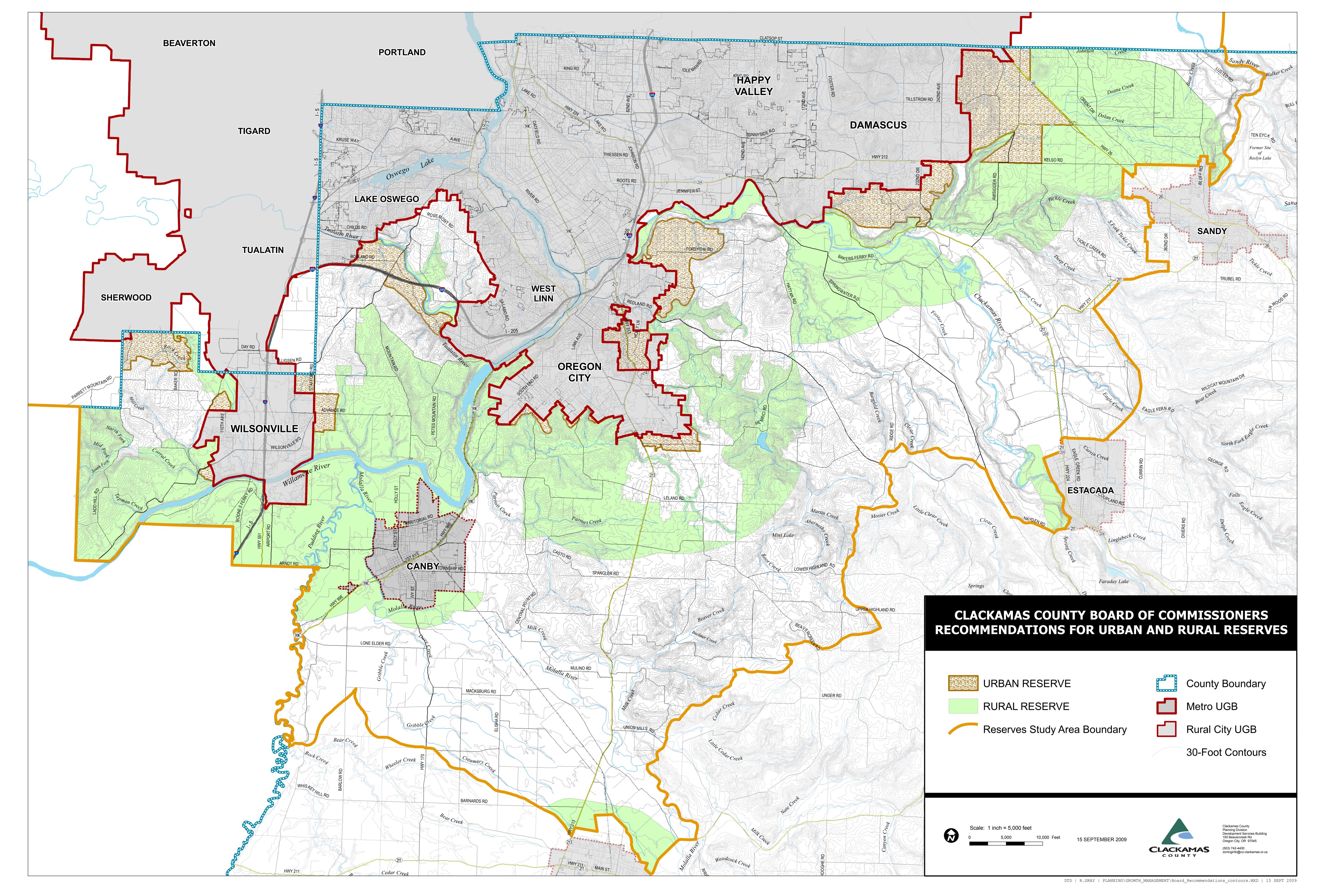
Staff reviewed the suitability factors for urban and rural reserves and developed ratings, suggestions and options. This analysis was based on materials prepared by technical experts groups, the 2007 Oregon Department of Agriculture report entitled "Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agriculture Lands", the forestland study provided by the Oregon Department of Forestry, Metro's February 2007 "Summary of the Natural Landscape Features Inventory" (with subsequent updates in 2008) and many other sources of information.

- The PAC met nine times from late May to late August to hold extensive discussions, develop new options and identify majority polling positions. They also listened to up to 20 minutes of public comments at each meeting and reviewed hundreds of letters and emails.
- The Clackamas County Planning Commission held a special public hearing August 10 and developed recommendations for the BCC at two subsequent work sessions.

The BCC held four study sessions during summer 2009 to review PAC work and provide feedback. On September 8 the BCC held a public hearing at which 78 people provided testimony. A final study session on September 9 provided an opportunity for the Board to identify changes to the proposed reserves map based on advice presented at the September 8 study session and information gathered at the hearing. Finally, at a televised business meeting on September 10, the Board developed and approved the recommendations included in this document.

Clackamas County's recommendations are shown on the map labeled *Clackamas County Board of Commissioners Recommendations for Urban and Rural Reserves*; a table on the following page provides gross acreages for recommended urban and rural reserve areas, and the three-column document at the end of this memorandum describes the Board's recommendations by area of the county, along with rationale and key urban and rural factors ratings.

Materials from the BCC study sessions, the Planning Commission hearing and the PAC meetings are all available on the Clackamas County website at: <a href="http://www.clackamas.us/transportation/planning/piurban.jsp">http://www.clackamas.us/transportation/planning/piurban.jsp</a>.



### Clackamas County Board of County Commissioners' Recommendations, September 10, 2009

Gross Acreage of Areas Suitable for Urban and Rural Reserves

Area	Urban Reserve	Rural Reserve
Area	Acres	Acres
S of Sherwood/W of Wilsonville	1,050	5,940
French Prairie	0	4,980
East of Wilsonville	510	4,980
Stafford	640	590
Pete's Mountain/Peach Cove	470	2,380
South/SW of Oregon City	170	9,570
Beavercreek/SE of Oregon City	370	1,360
Northeast of Oregon City	2,330	4,090
South of Clackamas River	0	7,930
South of Damascus	1,720	1,970
East of Damascus/Clackanomah	3,550	12,270
Around Canby	0	5,400
Around Molalla	0	1480
Around Estacada	0	820
Total	10,810	63,760

Approximately 167,720 acres are undesignated -- not recommended to be either urban or rural reserves -- within the Reserves study area in Clackamas County.



# Clackamas County Urban and Rural Reserves Project Board of County Commissioners: Areas Suitable for Urban and Rural Reserves Decision: September 10, 2009

The Clackamas County Board of Commissioners recommendations on areas suitable for urban reserves and rural reserves in Clackamas County are described below for 14 areas of the county, along with the rationale for each recommendation.

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# **AREA** I. South of Sherwood/West of Wilsonville (North of Willamette River) SHERWOOD DAY RD WILSON' RBAN RESERVE

### BCC RECOMENDATION & RATIONALE

Designate Tonquin Geologic Area as rural reserve:

 Delineated Important Natural Feature (DINF)

Designate all the Important farmland rural reserve, including all of Parrett Mountain:

- Actively farmed, needs preservation
- Treat entire Parrett Mountain area as a block with similar designations

Designate a small area south of Sherwood as urban reserve:

• Can be served by Sherwood

Designate as urban reserve two small areas identified as areas of interest by Wilsonville:

Easily served with extensions of existing city services

Leave undesignated remaining areas of Conflicted farmland south of Sherwood:

- Not a strong candidate for rural reserve --Conflicted and not a DINF
- Not a strong candidate for urban reserve -difficult to serve by either city

### KEY URBAN AND RURAL FACTORS RATINGS

#### Recommended **rural reserve** areas:

- Contains Important farmland in the southern half
- Contains parts of two DINFs (Tonquin Geologic Area and Parrett Mountain)
- Are potentially subject to urbanization because of proximity to Wilsonville and Sherwood
- Parrett Mountain rates high for separation between cities, sense of place, fish and wildlife habitat

- Rates high and medium for all factors in recommended areas
- No Foundation farmland



Board of County Commissioners: Areas Suitable for Urban and Rural Reserves

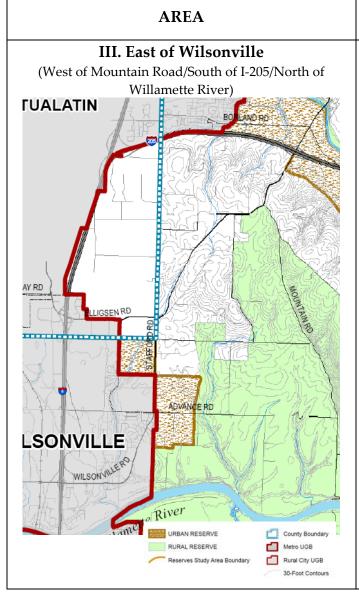
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#### KEY URBAN AND RURAL **BCC RECOMENDATION & AREA FACTORS RATINGS RATIONALE** II. French Prairie (South of Willamette River/West of Pudding River) Designate entire area as rural Recommended rural reserve areas: Contain Foundation farmland reserve: Entirely Foundation farmland Rate high on all agriculture and WILSONVILLE Actively farmed by "industrial forestry factors WILSONVILLERS agriculture," and part of a much Rate high for potentially subject larger area critical to Willamette to urbanization Valley agriculture industry Rates high for separation Willame Potentially subject to urbanization between cities and sense of place because of proximity to UGB, No **urban reserve** areas identified: Wilsonville, I-5 and Aurora Ranks medium to low for Airport serviceability Ranks low for transportation Do not designate any of the area urban reserve: Recommended to be rural reserve. Ranks medium to low for urban services County Boundary URBAN RESERVE *Urbanization* would require RURAL RESERVE Reserves Study Area Boundary substantial improvement to the I-5 bridge



Board of County Commissioners: Areas Suitable for Urban and Rural Reserves

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### BCC RECOMENDATION & RATIONALE

Designate as rural reserve areas classified as Important farmland except for a few small areas close to Wilsonville's northeast boundary:

- Important farmland qualifies under safe harbor factor.
- The few areas of Important farmland excluded are impacted by urban traffic and will be further impacted by potential development of adjacent urban reserve areas.

Designate as urban reserve two areas of interest identified by Wilsonville:

• *Easily served with extensions of existing or planned city services.* 

Undesignated area is identified as Conflicted farmland and contains no DINFs.

### KEY URBAN AND RURAL FACTORS RATINGS

#### Recommended rural reserve areas:

- Contain Important farmland
- Are potentially subject to urbanization because of proximity to Wilsonville UGB
- Generally rate medium for agriculture and forestry
- Rate high for sense of place

#### Recommended urban reserve areas:

- Generally rates medium on serviceability
- Rates high for employment land
- Generally rates high for other factors with some exceptions

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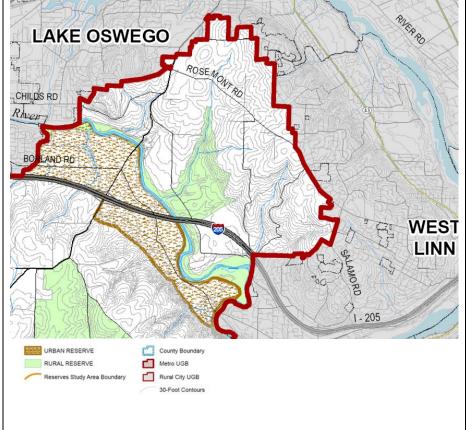
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#### **AREA**

#### IV. Stafford

(North of 1-205 on west side/North of Tualatin River on east side)



### BCC RECOMENDATION & RATIONALE

Designate as rural reserve the DINFs (Tualatin River and Wilson Creek):

Need preservation

Designate as urban reserves the Borland area (bounded by the Tualatin city limits on the west, the Tualatin River on the north and I-205 on the south [and east]):

- Rates high to medium for urban reserves factors
- Suitable for employment uses
- Conflicted farmland

[NOTE: County will talk with Stafford Hamlet and adjacent cities to determine if adjacent areas (Mossy Brae and Johnson Road) should be designated urban reserve.]

### Leave remaining areas undesignated:

- Not a strong candidate for rural reserve
   Conflicted farmland and not a DINF
- Not a strong candidate for urban reserve

   governance concerns; topography,
   natural features and parcelization limit
   opportunities to create walkable
   communities and urban densities

### KEY URBAN AND RURAL FACTORS RATINGS

### Recommended **rural reserve** areas:

- Contains Conflicted farmland only
- Are potentially subject to urbanization because of proximity to UGB, three cities and I-205
- Generally rate low on the agriculture & forest factors
- Contain two inventoried DINFs: Wilson Creek & the Tualatin River
- Rate high for sense of place

- Generally rate high to medium on all urban factors
- Rate medium for employment land
- Rate low on some transportation factors



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# AREA V. Pete's Mountain/Peach Cove (East of Mountain Road/South of Tualatin River) URBAN RESERVE RURAL RESERVE Reserves Study Area Boundary

### **BCC RECOMENDATION & RATIONALE**

Designate as rural reserve the areas south of Schaeffer and Pete's Mountain roads:

- Important farmland with active wineries,
   Christmas tree farms and other agricultural uses
   that need preservation
- Contains a DINF (Willamette Narrows/Peach Cove) that needs preservation

Designate as urban reserve the area around Borland Road (bounded by the toe of the slope to the south, I-205 and the Tualatin River to the north and west, and the City of West Linn to the east):

- Blocks up with the Borland area north of I-205 to create a more developable area
- Contains some lands suitable for employment
- Conflicted farmland
- Creates more governance options by connecting Borland area with West Linn

### Leave remaining areas undesignated:

- Not a strong candidate for rural reserve --Conflicted farmland and not a DINF
- Not a strong candidate for urban reserve -steep slope and service concerns

### KEY URBAN AND RURAL FACTORS RATINGS

#### Recommended **rural reserve** areas:

- Contain Important farmland south of Schaeffer Road
- Are potentially subject to urbanization because of proximity to West Linn UGB and I-205
- Contain part of one DINF (Willamette Narrows/Peach Cove)
- Rate high for sense of place & separation between cities

- Generally rate medium to low on serviceability and transportation
- Generally rate high and medium on other urban factors



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# **AREA** VI. South/Southwest of Oregon City (East of Willamette River and North of New Era Road, then East of Central Point Road/West of Beavercreek Area) OREGON CITY Parron Creek

### BCC RECOMENDATION & RATIONALE

Designate as rural reserve areas north of New Era and east of Central Point roads except for a few small areas designated urban reserve:

- Important farmland with active farm uses need preservation
- Contains two DINFs (Willamette Narrows/Canemah Bluffs and Beaver Creek) that need preservation

Designate as urban reserves several *bench* areas adjacent to Oregon City:

- Can be served by Oregon City with extensions of existing services
- Shaped by steep creek canyons to the south – the area shown is all that can be easily served

### KEY URBAN AND RURAL FACTORS RATINGS

#### Recommended **rural reserve** areas:

- Contain Important farmland
- Are potentially subject to urbanization because of proximity to Oregon City UGB
- Contain two DINFs (Beaver Creek and Willamette Narrows/Canemah Bluffs)

Recommended **urban reserve** areas (the bench areas):

- Rate high and medium for serviceability
- Rate high to medium for most other urban factors



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#### KEY URBAN AND RURAL **BCC RECOMENDATION & AREA FACTORS RATINGS RATIONALE** VII. Beavercreek/Southeast of Oregon City Recommended rural reserve areas: (North of Carus Road/East to include Beaver Lake Area) Designate as rural reserve the areas that are DINFs: Contain Conflicted farmland Beaver and Abernethy creeks Are potentially subject to need preservation urbanization because of proximity to Oregon City Designate as urban reserve the area Contain two DINFs (Beaver and Abernethy Creeks) around Henrici Road: Contain a concentration of Can be served by extensions of existing or planned services from natural hazards near Beaver Lake Oregon City. South of this area is a different drainage basin that Recommended urban reserve areas: cannot be as easily served. Rate high to medium Mostly developed with semi-urban serviceability Generally rate high to medium uses, but contains some larger for most other urban factors parcels with potential for urban LELAND RD development Conflicted farmland Leave remaining areas Mint Lake undesignated,: Not a strong candidate for rural reserve -- Conflicted farmland and not a DINF RURAL RESERVE Not a strong candidate for urban eserves Study Area Boundary reserve -- service concerns

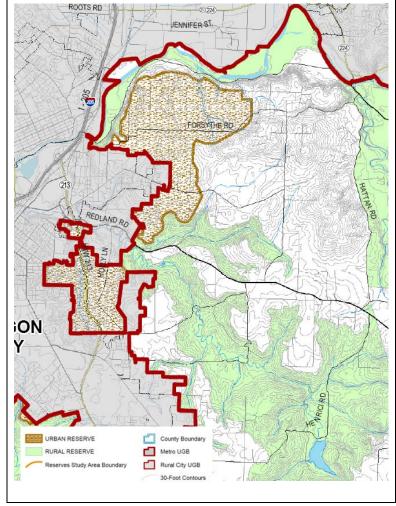


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### VIII. Northeast of Oregon City



### BCC RECOMENDATION & RATIONALE

### Designate as rural reserve the DINFs:

 Newell and Abernethy Creeks and the Clackamas River need preservation

Designate as urban reserve the area around Holly Lane/Newell Creek Canyon and a large area north and east of Redland Road (see map):

- Holly Lane/Newell Creek Canyon area identified by Oregon City as needed to improve city street connectivity
- Northeastern area rated high to medium for serviceability but low for transportation
- Both areas contain Conflicted farmland [NOTE: The BCC expects the Newell Creek Canyon to be preserved and protected under the city's jurisdiction; the intent is that it not be developed.]

### Leave remaining areas undesignated:

- Not a strong candidate for rural reserve ---Conflicted farmland and not a DINF
- Not a strong candidate for urban reserve -slope and service concerns

### KEY URBAN AND RURAL FACTORS RATINGS

#### Recommended **rural reserve** areas:

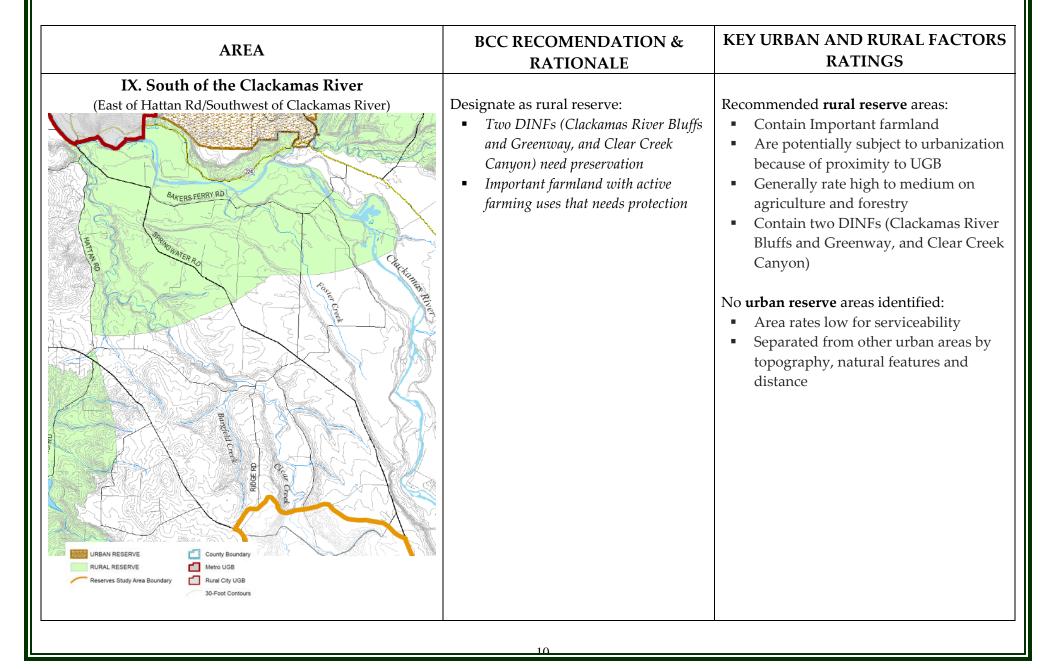
- Are potentially subject to urbanization because of proximity to UGB and Oregon City
- Contain three DINFs (Abernethy and Newell Creeks, and the Clackamas River)
- Rate high for subject to disasters or hazards, important to fish and wildlife, important to water quality, provides a sense of place
- Contain Conflicted farmland

- Rate high to medium highs for serviceability
- Rate medium with some highs for ability to be designed to mitigate impacts on natural features within or adjacent to the area
- Rate medium to low for including sufficient land for a range of housing types



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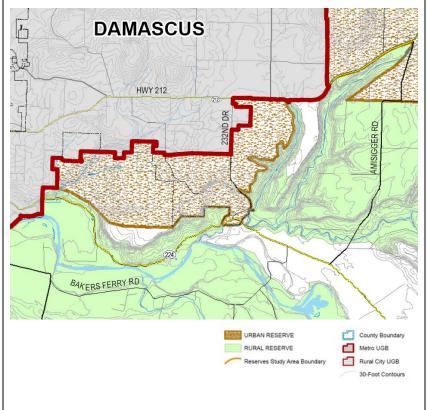
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#### **AREA**

#### X. South of Damascus

(Northeast of Clackamas River/West of North Fork of Deep Creek)



### BCC RECOMENDATION & RATIONALE

### Designate as rural reserve the DINFs:

 Clackamas River Bluffs and Greenway, and Deep Creek Canyon need preservation

Designate as urban reserve the area south of Damascus and west of Noyer canyon (see map):

- Can be served by Damascus; areas most difficult to serve have been excluded
- Some of area is suitable for employment; remaining area is suitable for housing

### Leave remaining areas undesignated:

- Important farmland within 3 miles of PMUGB was not considered threatened by urbanization because area is physically separated from the urban area
- Some area directly south of Damascus is serviceable, but was not identified by the city as part of its area of interest

### KEY URBAN AND RURAL FACTORS RATINGS

#### Recommended **rural reserve** areas:

- Contain Important farmland
- Are potentially subject to urbanization because of proximity to UGB
- Contain two DINFs (Clackamas River Bluffs and Greenway, and Deep Creek Canyon)
- Generally rate high to medium on natural landscape features

- Rate medium with some highs for serviceability
- Have small area suitable for employment
- Generally rate medium for transportation
- Rate high on ability to be designed to mitigate adverse affects on adjacent agriculture areas or natural features



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# XI. East of Damascus/Clackanomah (North of Deep Creek/South of County Line) Doane Creek KELSO RD SANDY RURAL RESERVE leserves Study Area Boundary

### BCC RECOMENDATION & RATIONALE

Designate as rural reserve areas within 3 miles of the PMUGB and an area connecting to the city of Sandy's urban reserve area, except for the area recommended for urban reserve:

• Foundation farmland needs protection

Designate as urban reserve the area shown on the map, including the East Buttes DINF and the rural community of Boring:

- A small part is Foundation farmland; majority is Conflicted. Foundation land is needed to incorporate the existing rural community and suitable employment lands.
- Flatter parts are rated highly suitable for employment land
- Rates high to medium for serviceability

Leave remaining areas undesignated:
Not a strong candidate for rural
reserve -- more than 3 miles from
PMUGB, not in Sandy urban reserve,
and not near Highway 26

### KEY URBAN AND RURAL FACTORS RATINGS

### Recommended **rural reserve** areas:

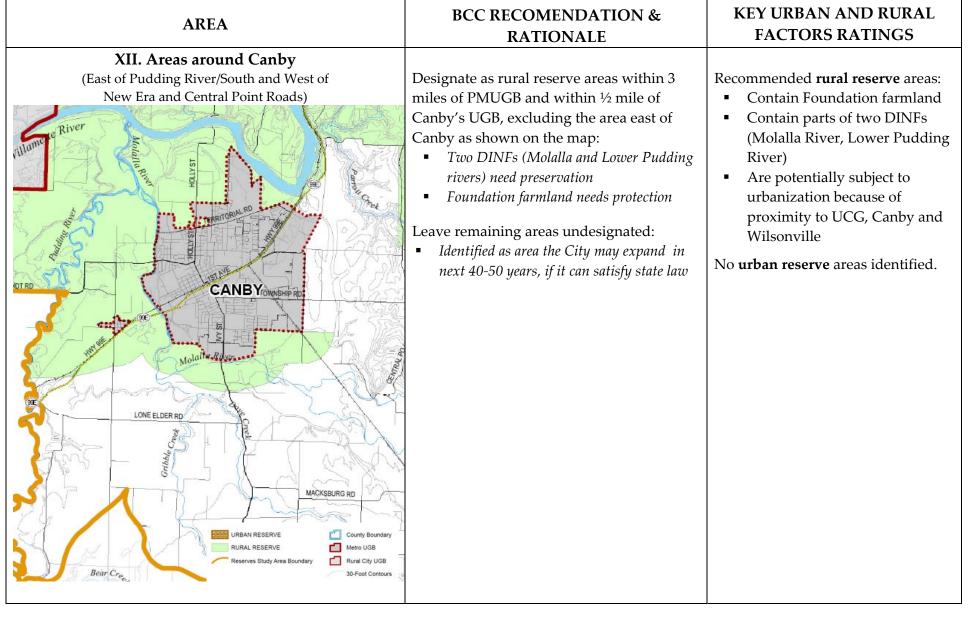
- Contain Foundation farmland
- Are potentially subject to urbanization because of proximity to
   Damascus and Gresham
- Contain two DINFs (East Buttes and Deep Creek Canyon)
- Generally rate high to medium for other factors

- Include on small area of Foundation farmland east of 282<sup>nd</sup>
- Rate high to medium for serviceability
- Contain lands suitable for employment
- Generally rate high to medium on other urban factors



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