



600 NE Grand Ave.
Portland, OR 97232-2736

Council meeting agenda

Thursday, June 8, 2017

2:00 PM

Metro Regional Center, Council chamber

REVISED 06/05/17

1. Call to Order and Roll Call

2. Citizen Communication

3. Consent Agenda

3.1 Consideration of the Council Meeting Minutes for June 1, 2017 [17-4820](#)

3.2 Resolution No. 17-4798, For the Purpose of Amending the 2015-18 Metropolitan Transportation Improvement Program (MTIP) to Modify and/or Add New Projects as Part of the April 2017 Formal MTIP Amendment (AP-17-04-Apr) Involving a Total of Sixteen Affected Projects for Beaverton, Metro, Multnomah County, Portland, ODOT, TriMet, and Wilsonville [RES 17-4798](#)

Attachments: [Resolution No. 17-4798](#)
[Exhibit A to Resolution No. 17-4798](#)
[Staff Report](#)

3.3 Resolution No. 17-4809, For the Purpose of Confirming the Appointment of Members to the Oregon Zoo Bond Citizens' Oversight Committee [RES 17-4809](#)

Attachments: [Resolution No. 17-4809](#)
[Exhibit A to Resolution No. 17-4809](#)
[Staff Report](#)

4. Ordinances (First Reading and Public Hearing)

- 4.1 Ordinance No. 17-1403, For the Purpose of Annexing to the Metro District Boundary Approximately 5.08 Acres Located at 3780 SW 234th Ave in Hillsboro

[ORD 17-1403](#)

Presenter(s): Tim O'Brien, Metro

- Attachments: [Ordinance No. 17-1403](#)
[Exhibit A to Ordinance No. 17-1403](#)
[Staff Report](#)
[Attachment 1 to Staff Report](#)

- 4.1.1 Public Hearing for Ordinance No. 17-1403

- 4.2 Ordinance No. 17-1405, For the Purpose of Responding to the Remand from the Oregon Court of Appeals and the Land Conservation and Development Commission Regarding the Designation of Urban and Rural Reserves in Clackamas County and Multnomah County

[ORD 17-1405](#)

Presenter(s): Roger Alfred, Metro

- Attachments: [Ordinance No. 17-1405](#)
[Exhibit A to Ordinance No. 17-1405](#)
[Exhibit B to Ordinance No. 17-1405](#)
[Staff Report](#)

- 4.2.1 Public Hearing for Ordinance No. 17-1405

- 5. **Chief Operating Officer Communication**
- 6. **Councilor Communication**
- 7. **Adjourn**

Metro respects civil rights

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Metro tôn trọng dân quyền. Muốn biết thêm thông tin về chương trình dân quyền của Metro, hoặc muốn lấy đơn khiếu nại về sự kỳ thị, xin xem trong www.oregonmetro.gov/civilrights. Nếu quý vị cần thông dịch viên ra dấu bằng tay, trợ giúp về tiếp xúc hay ngôn ngữ, xin gọi số 503-797-1700 (từ 8 giờ sáng đến 5 giờ chiều vào những ngày thường) trước buổi họp 5 ngày làm việc.

Повідомлення Metro про заборону дискримінації

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Metro의 차별 금지 관련 통지서

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកម្មប្រណ័មរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រសិនបើ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

إشعار بعدم التمييز من Metro

تحتزم Metro الحقوق المدنية. للمزيد من المعلومات حول برنامج Metro للحقوق المدنية أو لإيداع شكوى ضد التمييز، يُرجى زيارة الموقع الإلكتروني www.oregonmetro.gov/civilrights. إن كنت بحاجة إلى مساعدة في اللغة، يجب عليك الاتصال مقدماً برقم الهاتف 503-797-1700 (من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة) قبل خمسة (5) أيام عمل من موعد الاجتماع.

Paunawa ng Metro sa kawalan ng diskriminasyon

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Notificación de no discriminación de Metro

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Уведомление о недопущении дискриминации от Metro

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Avizul Metro privind nediscriminarea

Metro respectă drepturile civile. Pentru informații cu privire la programul Metro pentru drepturi civile sau pentru a obține un formular de reclamație împotriva discriminării, vizitați www.oregonmetro.gov/civilrights. Dacă aveți nevoie de un interpret de limbă la o ședință publică, sunați la 503-797-1700 (între orele 8 și 5, în timpul zilelor lucrătoare) cu cinci zile lucrătoare înainte de ședință, pentru a putea să vă răspunde în mod favorabil la cerere.

Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

Metro tributes cai. Rau cov lus qhia txog Metro txoj cai kev pab, los yog kom sau ib daim ntawv tsis txaus siab, mus saib www.oregonmetro.gov/civilrights. Yog hais tias koj xav tau lus kev pab, hu rau 503-797-1700 (8 teev sawv ntxov txog 5 teev tsaus ntuj weekdays) 5 hnuv ua hauj lwm ua ntej ntawm lub rooj sib tham.

Television schedule for Metro Council meetings

<p>Clackamas, Multnomah and Washington counties, and Vancouver, WA Channel 30 – Community Access Network <i>Web site:</i> www.tvctv.org <i>Ph:</i> 503-629-8534 Call or visit web site for program times.</p>	<p>Portland Channel 30 – Portland Community Media <i>Web site:</i> www.pcmtv.org <i>Ph:</i> 503-288-1515 Call or visit web site for program times.</p>
<p>Gresham Channel 30 - MCTV <i>Web site:</i> www.metroeast.org <i>Ph:</i> 503-491-7636 Call or visit web site for program times.</p>	<p>Washington County and West Linn Channel 30– TVC TV <i>Web site:</i> www.tvctv.org <i>Ph:</i> 503-629-8534 Call or visit web site for program times.</p>
<p>Oregon City and Gladstone Channel 28 – Willamette Falls Television <i>Web site:</i> http://www.wftvmedia.org/ <i>Ph:</i> 503-650-0275 Call or visit web site for program times.</p>	

PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times. Agenda items may not be considered in the exact order. For questions about the agenda, call the Metro Council Office at 503-797-1540. Public hearings are held on all ordinances second read. Documents for the record must be submitted to the Regional Engagement and Legislative Coordinator to be included in the meeting record. Documents can be submitted by e-mail, fax or mail or in person to the Regional Engagement and Legislative Coordinator. For additional information about testifying before the Metro Council please go to the Metro web site www.oregonmetro.gov and click on public comment opportunities.



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4. Resolutions

4.1 Resolution No. 17-4810, For the Purpose of Amending the Development and Finance Agreement for the Convention Center Hotel Project [RES 17-4810](#)

Presenter(s): Scott Cruickshank, Metro

**Materials will be available the week of the meeting*

5. Ordinances (First Reading and Public Hearing)

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- 5.1.1 Public Hearing for Ordinance No. 17-1403

- 5.2 Ordinance No. 17-1405, For the Purpose of Responding to the Remand from the Oregon Court of Appeals and the Land Conservation and Development Commission Regarding the Designation of Urban and Rural Reserves in Clackamas County and Multnomah County

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Presenter(s): Roger Alfred, Metro

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- 5.2.1 Public Hearing for Ordinance No. 17-1405

6. Chief Operating Officer Communication

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Metro respectă drepturile civile. Pentru informații cu privire la programul Metro pentru drepturi civile sau pentru a obține un formular de reclamație împotriva discriminării, vizitați www.oregonmetro.gov/civilrights. Dacă aveți nevoie de un interpret de limbă la o ședință publică, sunați la 503-797-1700 (între orele 8 și 5, în timpul zilelor lucrătoare) cu cinci zile lucrătoare înainte de ședință, pentru a putea să vă răspunde în mod favorabil la cerere.

Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

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Television schedule for Metro Council meetings

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<p>Gresham Channel 30 - MCTV <i>Web site:</i> www.metroeast.org <i>Ph:</i> 503-491-7636 Call or visit web site for program times.</p>	<p>Washington County and West Linn Channel 30– TVC TV <i>Web site:</i> www.tvctv.org <i>Ph:</i> 503-629-8534 Call or visit web site for program times.</p>
<p>Oregon City and Gladstone Channel 28 – Willamette Falls Television <i>Web site:</i> http://www.wftvmedia.org/ <i>Ph:</i> 503-650-0275 Call or visit web site for program times.</p>	

PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times. Agenda items may not be considered in the exact order. For questions about the agenda, call the Metro Council Office at 503-797-1540. Public hearings are held on all ordinances second read. Documents for the record must be submitted to the Regional Engagement and Legislative Coordinator to be included in the meeting record. Documents can be submitted by e-mail, fax or mail or in person to the Regional Engagement and Legislative Coordinator. For additional information about testifying before the Metro Council please go to the Metro web site www.oregonmetro.gov and click on public comment opportunities.

Agenda Item No. 3.1

Consideration of the Council Meeting Minutes for
June 1, 2017
Consent Agenda

Metro Council Meeting
Thursday, June 8, 2017
Metro Regional Center, Council Chamber

Resolution No. 17-4798, For the Purpose of Amending the
2015-18 Metropolitan Transportation Improvement Program
(MTIP) to Modify and/or Add New Projects as Part of the
April 2017 Formal MTIP Amendment (AP17-04-Apr)
Involving a Total of Twenty-Eight Affected Projects for
Beaverton, Metro, Multnomah County, Portland, ODOT,
TriMet, and Wilsonville

Consent Agenda

Metro Council Meeting
Thursday, June 8, 2017
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2015-18) RESOLUTION NO. 17-4798
METROPOLITAN TRANSPORTATION)
IMPROVEMENT PROGRAM (MTIP) TO MODIFY) Introduced by: “Chief Operating Officer
AND/OR ADD NEW PROJECTS AS PART OF THE) Martha Bennett in concurrence with
APRIL 2017 FORMAL MTIP AMENDMENT (AP-) Council President Tom Hughes”
17-04-APR) INVOLVING A TOTAL OF SIXTEEN)
AFFECTED PROJECTS FOR BEAVERTON,)
METRO, MULTNOMAH COUNTY, PORTLAND,)
ODOT, TRIMET, AND WILSONVILLE)
)

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan (RTP) to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2015-18 MTIP on July 31, 2014; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or substantially modify existing projects in the MTIP; and

WHEREAS, the US Department of Transportation (USDOT) has issued new MTIP amendment submission rules and definitions for Formal and Administrative amendments that both ODOT and Oregon MPOs must adhere to; and

WHEREAS, the city of Beaverton requires their OR8 Canyon Rd Streetscape and Safety Project to be combined into ODOT’s OR8 SW Hocken Ave to W Short St project in order for both projects to proceed; and

WHEREAS, Metro requires the addition of their FY2018 federal planning funds to be added to the 2015 MTIP at this time enabling them to be obligated during summer 2017; and

WHEREAS, Multnomah County needs additional local funds added to their Arata Road, 223rd to 238th St project to allow it to move forward in the federal transportation delivery process; and

WHEREAS, the city of Portland will see their North Rivergate Freight Project fully programmed in the MTIP now that the draft finance plan has been completed which will construct a two-lane over cross at the UPRR crossing and provide safety and mobility benefits for freight movements in the area; and

WHEREAS, the Oregon Department of Transportation (ODOT) needs to increase funding for five of their existing projects, I-205 Johnson Creek to Glenn Jackson Bridge, OR212 SE Richey Rd to US26, OR 213 SE Lindy Street to SE King Rd, OR8 at SE 44th Ave and SE 45th Ave, and OR212 Rock Creek to Richey Rd to address various funding issues to allow the projects to continue moving forward through the federal transportation project delivery process; and

WHEREAS, ODOT requires three of their submitted amended projects to complete combining or splitting actions due to scope adjustments and/or to leverage their funds more efficiently along with the cost increases; and

WHEREAS, the Oregon Transportation Commission (OTC) approved the required changes to the STIP at their January, February and March 2017 meetings enabling them now to complete the MTIP amendment process; and

WHEREAS OTC approval action provides proof of funding verification in support of the fiscal constraint requirement; and

WHEREAS, TriMet requires Metro to add their Transit Oriented Development (TOD) fund exchange project in 2018 committed to their FY 2018 Preventive Maintenance needs allowing TriMet the ability to flex transfer the funds over to FTA when they are ready to submit their federal funds grant application enabling them to access and expend the funds; and

WHEREAS, the city of Wilsonville requires their Tooze Rd 110th Ave to Grahams Ferry Rd project to now add their committed local funds via the amendment to the project's Right-of-Way and Construction phases to ensure the project can continue moving forward through the federal transportation project delivery process; and

WHEREAS, all sixteen projects were evaluated against seven MTIP review factors to ensure all requested changes and additions can be accomplished legally through the MTIP amendment process; and

WHEREAS, the MTIP review factors included project eligibility/proof of funding, RTP consistency with the financially constrained element, consistency with RTP goals and strategies, determination of amendment type, air conformity review, fiscal constraint verification, and compliance with MPO MTIP management responsibilities; and

WHEREAS, the MTIP's financial constraint finding is maintained as the project changes and new funding has been verified, or reflect lateral funding to existing programmed projects; and

WHEREAS, no negative impacts to air conformity will exist as a result of the changes completed through the April 2017 Formal MTIP Amendment; and

WHEREAS, all projects included in the April 2017 Formal MTIP Amendment successfully completed a required 30-day public notification/opportunity to comment period without any significant issues raised; and

WHEREAS, TPAC received their notification and recommended approval on April 28, 2017; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on May 18, 2017 to formally amend the 2015-18 MTIP to include the April 2017 Formal Amendment bundle of sixteen projects requiring necessary changes and updates.

ADOPTED by the Metro Council this ____ day of _____ 2017.

Tom Hughes, Council President

Approved as to Form:

Alison R. Kean, Metro Attorney

2015-2018 Metropolitan Transportation Improvement Program
Exhibit A to Resolution 17-4798



Proposed April 2017 Formal Amendment Bundle			
Amendment Type: FORMAL			
Total Number of Projects: 16			
ODOT Key	Lead Agency	Project Name	Required Changes
19275	Beaverton	OR8 CANYON ROAD STREETScape AND SAFETY PROJECT	Project is proposed to be combined into ODOT project Key 18758 (OR8: SW HOCKEN AVE - SW SHORT ST) for improved delivery
20772	Metro	PORTLAND METRO PLANNING SFY 2018	This project is being added to the 2015 MTIP and adds Metro's planning fund allocation of federal PL, STP, and 5303 into federal fiscal 2017 to enable Metro the opportunity to obligate and begin expending the funds as of July 2017 and through federal fiscal year 2018.
19283	Metro	REGIONAL PLANNING (2018)	Project is canceled now that SFY 2018 Planning STP, PL, and 5303 funds are being added to new project 20772 as part of this amendment. Otherwise duplicate programming would have occurred.
18019	Multnomah County	ARATA ROAD: 223RD - 238TH (FAIRVIEW/WOOD VILLAGE)	Local funds added to the project to address phase funding shortfalls due to project various additional project requirements not anticipated in the original application.
19300	Portland	SOUTH RIVERGATE FREIGHT PROJECT NORTH RIVERGATE FREIGHT PROJECT	Project has been re-scoped as a 2-lane railroad crossing overcrossing on North Rivergate Blvd at the UPRR crossing. Initial estimated full project programming is being added to the MTIP through this amendment.
18804	ODOT	I-205: JOHNSON CREEK - GLENN JACKSON BRIDGE	Through this amendment, Key 18804 combines projects together (Funding from Key 19070) for greater scope economies of scale, plus adds future approved STIP funding initially committed to Key 20483 now dedicated to Key 18004. Scope and description significantly revised through this amendment.
18758	ODOT	OR8 OPERATIONAL IMPROVEMENTS OR8: SW HOCKEN AVE - SW SHORT ST	Project combines Key 19275 which is Beaverton's OR8 CANYON ROAD STREETScape AND SAFETY PROJECT onto Key 18758 and pulls reserve funds from Key 18794 (also part of this amendment). Project name and scope/description are updated as a result in 18758.

18772	ODOT	OR212: SE RICHEY RD - US26	Funds added to PE phase to eliminate a phase funding shortfall. ROW phase also slipped from 2017 to 2018. Project description also expanded through this amendment.
18779	ODOT	OR213: SE LINDY ST - SE KING RD	PE and Construction phase funding shortfalls are being addressed through this amendment. A total of \$1,117,503 is being added to cover the project cost increase.
18791	ODOT	OR8 AT OR219 (HILLSBORO) OR8 AT OR219 AND SE 44TH - SE 45TH AVE (HILLSBORO)	Project adds funds pulled from Key 18793 (also this amendment) to adds funding needs in PE, ROW, and Construction. Project name, description, and scope adjusted as well. Keys 18791 and 18793 are effectively combined through this amendment. Funds also added from Key 18794.
18793	ODOT	OR8 AT SE 44TH AVE & SE 45TH AVE	Project is combined into Key 18791. All funds transferred to Key 18791. Key 18793 will be removed from the MTIP as part of the 2018 MTIP Update.
18794	ODOT	OR8: N 10TH AVE (CORNELIUS) - SW 110TH AVE (BEAVERTON) OR8: SW10TH - SW 110TH	Name and description update. Cost decrease total of \$384,600 results from transferring \$96,400 of HSIP to Key 18758 and \$288,000 of HSIP to Key 18791 both part of this amendment.
19070	ODOT	I-205: I-84 - SE STARK/WASHINGTON STREET	Transfer all approved \$759,054 from this project to Key 18804 (also part of this amendment) Key 19070 retains a zero programmed balance
19355	ODOT	OR212: ROCK CREEK - RICHEY RD Key	Adding \$313,000 to the PE phase to address a PE funding shortfall
New	TriMet	FY18 TRIMET PREVENT MAINT (TOD FUND EXCHANGE)	Adds the required project allowing the annual Transit Oriented Development (TOD) fund exchange to occur
17212	Wilsonville	TOOZE RD: 110TH AVE-GRAHAMS FERRY RD (WILSONVILLE)	Adds full Right-of-Way and Construction phases funding to the project. Project fully programmed now in the MTIP through this amendment at \$7,237,663.

The before and after amended project are listed on the next pages

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19275	70687	Beaverton	OR8 CANYON ROAD STREETScape AND SAFETY PROJECT					Local Road	\$ 3,939,597
Project Description:		Design and construct intersection and crossing facilities as well as a short bike connection to parallel regional bike routes along Canyon Road (OR 8) between SW 117th Avenue and SW Hocken Avenue							
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	M230	Federal	2017		\$ 494,000				\$ 494,000
Local	Match	Local	2017		\$ 56,541				\$ 56,541
STP	M230	Federal	2017			\$ 79,000			\$ 79,000
Local	Match	Local	2017			\$ 9,042			\$ 9,042
STP	M230	Federal	2018					\$ 2,962,000	\$ 2,962,000
Local	Match	Local	2018					\$ 339,014	\$ 339,014
Total:			\$ -	\$ 550,541	\$ 88,042	\$ -	\$ 3,301,014	\$ 3,939,597	

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19275	70687	Beaverton	N/A - See new combined project in Key 18758 this amendment						\$ -
Project Description:		<i>Amended changes: The project as currently programmed will be combined into Key 18758 (ODOT), (also part of this amendment), OR8: SW Hocken Ave - SW Short St for fund leveraging and improved project delivery efficiencies. See Key 18758 for the new combined project.</i>							
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
									\$ -
									\$ -
Total:			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	STP = Federal Surface Transportation Program funds (Metro allocation)								
	Local = Local funds provided as part of the required match to the federal funds.								

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING - None - **New Project**

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name				Project Type	Project Cost	
20722	TBD	Metro	PORTLAND METRO PLANNING SFY 2018				Other	\$ 3,996,359	
Project Description:			The project adds Metro FY 2018 appropriated planning funds for use in various MPO transportation planning functions (e.g. RTP development and management, Air Conformity compliance, MTIP development, modification, and management, Research and Modeling, Title VI Environmental Justice, GIS Mapping and Land Information, in support various regional studies, etc.)						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	Z230	Federal	2017	\$ 1,208,234					\$ 1,208,234
Local	Match	Local	2017	\$ 138,287					\$ 138,287
PL	Z450	Federal	2017	\$ 1,801,345					\$ 1,801,345
State	Match	STATE	2017	\$ 206,172					\$ 206,172
5303	Z77D	Federal	2017	\$ 576,355					\$ 576,355
Local	Match	Local	2017	\$ 65,966					\$ 65,966
Total:				\$ 3,996,359	\$ -	\$ -	\$ -	\$ -	\$ 3,996,359
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	STP = Surface Transportation Program funds State = State agency funds included as part of the required match to the federal funds.								
	PL = Federal Planning Funds (Metropolitan Planning FAST Act)								
	5303 = FTA section 5303 planning funds (Metro PL 5303 funds from FTA)								
	State = State funds								
	Local = local funds used normally as matching funds to the federal funds or as overmatch to cover additional project costs								

Amendment Summary:
The amendment adds the FY 2018 Metro planning funds to the 2015 MTIP that will fund numerous Metro planning activities during the SFY 2018 year

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19283	70669	Metro	REGIONAL PLANNING (2018)					Other	\$ 1,386,917
Project Description:			The MPO Planning program contributes to a broad range of activities within Metro that are linked to regional policy						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	M230	Federal	2018	1,244,481					\$ 1,244,481
Local	Match	Local	2018	142,436					\$ 142,436
Total:				\$ 1,386,917	\$ -	\$ -	\$ -	\$ -	\$ 1,386,917

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19283	70669	Metro	REGIONAL PLANNING (2018)					Other	\$ -
Project Description:			<i>Through this amendment the 2018 planning funds STP allocation will be grouped together in Key 20722. One key now will contain each year's total planning fund allocation of STP, PL, and 5303 rather than programming them separately. With Key 20722 added as part of this amendment, Key 19283 is not required would reflect a STP planning fund duplication.</i>						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
									\$ -
									\$ -
Total:				\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	STP = Surface Transportation Program funds State = State agency funds included as part of the required match to the federal funds.								
	Local = local funds used normally as matching funds to the federal funds or as overmatch to cover additional project costs								

Amendment Summary:
 Through this amendment, possible duplication of the Metro planning funds with the new Key 20722 will be avoided by canceling this project from the MTIP.

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18019	70484	Multnomah County	ARATA ROAD: 223RD - 238TH (FAIRVIEW/WOOD VILLAGE)					Local Road	\$ 4,468,201
Project Description:			Construct sidewalks, lighting and landscaping.						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP-State (FLEX)	M240	Federal	2013		\$ 460,785				\$ 460,785
Local	Match	Local	2013		\$ 52,739				\$ 52,739
CMAQ	L400	Federal	2013		\$ 300,000				\$ 300,000
Local	Match	Local	2013		\$ 34,336				\$ 34,336
STP-State (Flexible)	L24E	Federal	2015			\$ 502,488			\$ 502,488
Local	Match	Local	2015			\$ 57,512			\$ 57,512
CMAQ	Federal	L400	2017				\$ 1,869,000		\$ 1,869,000
Local	Match	Local	2017				\$ 213,915		\$ 213,915
STP-State (Flexible)	L24E	Federal	2017				\$ 636,727		\$ 636,727
Local	Match	Local	2017				\$ 72,876		\$ 72,876
Other	OTH0	Local	2017				\$ 267,823		\$ 267,823
Total:				\$ -	\$ 847,860	\$ 560,000	\$ 3,060,341	\$ -	\$ 4,468,201
Notes:	Changes made through the amendment are shown on the next page								
	STP-State (Flex) and (Flexible) = Federal Surface Transportation funds allocated to ODT and then committed to projects								
	CMAQ = federal Congestion Mitigation Air Quality improvement funds								
	Local = Local funds contributed by the lead agency usually to cover the match requirement to the federal funds								
	Other = Additional local funds beyond the local match the lead agency commits to the project								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name				Project Type	Project Cost	
18019	70484	Multnomah County	ARATA ROAD: 223RD - 238TH (FAIRVIEW/WOOD VILLAGE)				Local Road	\$ 6,660,368	
Project Description:			Construct sidewalks, lighting and landscaping. Through this amendment, additional local funds are being added to the project to address PE, ROW, and Construction phase funding shortfalls that have emerged for the project. The PE phase required additional consulting support. The 60% design submittal identified ROW and Construction phase costs(e.g. storm water pipes issue, the need for bike path on NW side of the projected. etc.) and update overall cost estimates not anticipated in the original application.						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP-State (FLEX)	M240	Federal	2013		\$ 460,785				\$ 460,785
Local	Match	Local	2013		\$ 52,739				\$ 52,739
CMAQ	L400	Federal	2013		\$ 300,000				\$ 300,000
Local	Match	Local	2013		\$ 34,336				\$ 34,336
Other	Overmatch	Local	2013		\$ 652,140				\$ 652,140
STP-State (Flexible)	L24E	Federal	2015			\$ 502,488			\$ 502,488
Local	Match	Local	2015			\$ 57,512			\$ 57,512
Other	Overmatch	Local	2015			\$ 65,616			\$ 65,616
CMAQ	Federal	L400	2017				\$ 1,869,000		\$ 1,869,000
Local	Match	Local	2017				\$ 213,915		\$ 213,915
STP-State (Flexible)	L24E	Federal	2017				\$ 636,727		\$ 636,727
Local	Match	Local	2017				\$ 72,876		\$ 72,876
Other	OTH0	Local	2017				\$ 1,742,234		\$ 1,742,234
Total:				\$ -	\$ 1,500,000	\$ 625,616	\$ 4,534,752	\$ -	\$ 6,660,368
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	STP-State (Flex) and (Flexible) = Federal Surface Transportation funds allocated to ODT and then committed to projects								
	CMAQ = federal Congestion Mitigation Air Quality improvement funds								
	Local = Local funds contributed by the lead agency usually to cover the match requirement to the federal funds								
	Other = Additional local funds beyond the local match the lead agency commits to the project								
Amendment Summary: The amendment adds required additional local funds to the project phases to address additional project requirements that resulted in phase funding shortfalls.									

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19300	70678	Portland	South Rivergate Freight Project					Local Road	\$ 3,590,772
Project Description:		Freight improvements throughout the South Rivergate district							
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	M230	Federal	2017				3,222,000		\$ 3,222,000
Local	Match	Local	2017				368,772		\$ 368,772
Total:				\$ -	\$ -	\$ -	\$ 3,590,772	\$ -	\$ 3,590,772
Notes:	Proposed amended changes are stated on the next page								
	STP = Federal Surface Transportation Program funds (Metro allocation)								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19300	70678	Portland	South Rivergate Freight Project North Rivergate Freight Project					Local Road	\$ 22,989,790
Project Description:			<i>Freight improvements throughout the South Rivergate district</i> The North Rivergate Freight Project will construct a two-lane overcrossing at the UPRR crossing to improve mobility and safety. The project will remove the rail-traffic conflict by constructing an overpass that will grade separate the roadway from the existing rail in. The project will also modify the existing intersection at Rivergate Blvd and Lombard St. to accommodate trucks.						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other (Utility Relocation)	Total
Local		Local	2017		3,000,000				\$ 3,000,000
STP	RFFA-M230	Federal	2018			\$ 300,000			\$ 300,000
Local	Match	Local	2018			\$ 34,336			\$ 34,336
STP	RFFA-M230	Federal	2018				\$ 1,920,000	\$ 1,000,000	\$ 2,920,000
Local	Match	Local	2018				\$ 219,753	\$ 114,454	\$ 334,207
HBRRL	Z001	Federal	2018				\$ 987,030	\$ -	\$ 987,030
Local	Match	Local	2018				\$ 112,970		\$ 112,970
TIGER VIII	Fed Grant	Federal	2018				\$ 7,329,000		\$ 7,329,000
Local	Match	Local	2018				\$ 1,832,250		\$ 1,832,250
Other	Overmatch	Local	2018				\$ 6,139,997		\$ 6,139,997
Total:				\$ -	\$ 3,000,000	\$ 334,336	\$ 18,541,000	\$ 1,114,454	\$ 22,989,790
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	STP = Federal Surface Transportation Program funds (Metro allocation)								
	Local = Local funds provided as part of the required match to the federal funds.								
	TIGER VIII = FY 2016 National Infrastructure Investments (TIGER VIII or TIGER 2016) Discretionary Grant Program. Per the Federal Register Vol 81, No. 38, Friday February 26, 2016, the cost sharing requirement establishes a 20% match requirement								
	HBRRL = Federal Highway Bridge Replacement and Rehabilitation program funds - local application - often off-system projects								
	Other funds composition: Local contributions from multiple sources that include: (1) Port of Portland (2) RR Contribution & (3) City of Portland local funds								
	The above programming is a preliminary estimate that will be refined and updated in the fall.								
Amendment Summary: This amendment adds full project programming to the project scope now as a two-lane grade separation over the UPRR. The above programming table also has been updated per a submitted public comment from the city of Portland and the Port of Portland to reflect the updated funding plan for the project as of 5-22-17.									

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18804	70767	ODOT	I-205: JOHNSON CREEK - GLENN JACKSON BRIDGE					Highway	\$ 13,889,865
Project Description:			Paving 2 inch grind and 2 inch overlay. Repair/replace bridge joints. Move ramp meters and replace reflective pavement markers.						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
IM	H010	Federal	2015		\$ 557,931				\$ 557,931
State	Match	State	2015		\$ 47,069				\$ 47,069
NHPP	M001	Federal	2015		\$ 41,499				\$ 41,499
State	Match	State	2015		\$ 3,501				\$ 3,501
NHPP-EX	M002	Federal	2017			\$ 25,822			\$ 25,822
State	Match	State	2017			\$ 2,178			\$ 2,178
NHPP	M001	Federal	2017			\$ 28,714			\$ 28,714
State	Match	State	2017			\$ 3,286			\$ 3,286
State- STP (FLEX)	M240	Federal	2017				\$ 291,415		\$ 291,415
State	State	State	2017				\$ 24,585		\$ 24,585
NHPP	M001	Federal	2017				\$ 11,863,056		\$ 11,863,056
State	Match	State	2017				\$ 1,000,809		\$ 1,000,809
Total:				\$ -	\$ 650,000	\$ 60,000	\$ 13,179,865	\$ -	\$ 13,889,865
Notes:	Proposed amended changes are stated on the next page								
	IM = Federal Interstate Maintenance funds								
	NHPP = Federal National Highway Performance Program funds								
	NHPP-EX = National Highway Performance Program - Exempt funds								
	State-STP (FLEX) Federal Surface Transportation Program funds allocated to ODOT								

Amendment Summary:
 Through this amendment, the project combines multiple projects into for economies of scale. The description is updated along with the various phase costs

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18804	70767	ODOT	I-205: JOHNSON CREEK BLVD - GLENN JACKSON BRIDGE					Highway	\$ 30,519,543
Project Description:			Paving 2 inch grind and 2 inch overlay. Repair/replace bridge joints. Move ramp meters and replace reflective pavement markers. Construct Auxiliary lanes on I-205 NB from I-84 EB to Killingsworth off-ramp & I-205 SB from I-84 EB to Division/Powell Exit. Repave section from MP16.05-24.9 including ramps. Repair or replace bridge joints. Install ADA ramps. Additional bridge numbers: 13538, 16055, 16055A, 13507 & 13507A						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Wav	Construction	Other	Total
IM	H010	Federal	2015		\$ 557,931				\$ 557,931
State	Match	State	2015		\$ 47,069				\$ 47,069
State-STP (Flexible)	L240	Federal	2015		\$ 1,003,972				\$ 1,003,972
State	Match	State	2015		\$ 84,699				\$ 84,699
NHPP	M001	Federal	2015		\$ 41,499				\$ 41,499
State	Match	State	2015		\$ 3,501				\$ 3,501
NHPP-FAST	Z001	Federal	2015		\$ 498,917				\$ 498,917
State	Match	State	2015		\$ 42,090				\$ 42,090
NHPP-EX	M002	Federal	2017			\$ 25,822			\$ 25,822
State	Match	State	2017			\$ 2,178			\$ 2,178
NHPP	M001	Federal	2017			\$ 28,714			\$ 28,714
State	Match	State	2017			\$ 3,286			\$ 3,286
State- STP (FLEX)	M240	Federal	2017				\$ 475,855		\$ 475,855
State	Match	State	2017				\$ 40,145		\$ 40,145
NHPP- FAST	Z001	Federal	2017				\$ 13,648,560		\$ 13,648,560
State	Match	State	2017				\$ 1,151,440		\$ 1,151,440
NHPP	M001	Federal	2017				\$ 11,863,056		\$ 11,863,056
State	Match	State	2017				\$ 1,000,809		\$ 1,000,809
Total:				\$ -	\$ 2,279,678	\$ 60,000	\$ 28,179,865	\$ -	\$ 30,519,543
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment. IM = Federal Interstate Maintenance funds State-STP (Flexible) = Federal Surface Transportation Program funds allocated to ODOT NHPP-EX = Federal National Highway Performance Program - Exempt funds NHPP = Federal National Highway Performance Program NHPP-FAST = Federal National Highway Performance Program funds (FAST Act) State = State funds committed as the federal match								

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18758	70757	ODOT	OR8 OPERATIONAL IMPROVEMENTS					Highway	\$ 964,000
Project Description:			SIGNAL UPGRADES						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
REDIST	M03E	Federal	2015		\$ 39,376				\$ 39,376
State	Match	State	2015		\$ 4,507				\$ 4,507
Equity B	LZ20	Federal	2015		\$ 50,344				\$ 50,344
State	Match	State	2015		\$ 5,762				\$ 5,762
State STP Flexible	H240	Federal	2015		\$ 32,882				\$ 32,882
State	Match	State	2015		\$ 3,764				\$ 3,764
NHS	Q760	Federal	2015		\$ 25,452				\$ 25,452
State	Match	State	2015		\$ 2,913				\$ 2,913
STP-FLEX	M240	Federal	2016			\$ 121,136			\$ 121,136
State	Match	State	2016			\$ 13,864			\$ 13,864
STP-FLEX	M240	Federal	2018				\$ 595,807		\$ 595,807
State	Match	State	2018				\$ 68,193		\$ 68,193
Total:				\$ -	\$ 165,000	\$ 135,000	\$ 664,000	\$ -	\$ 964,000
Notes:	Amended changes shown for the project on the next page								
	REDIST = Federal funds from MAP21 that are grouped together and that the state has redistribution authority								
	Equity B = Federal funds from the Equity Bonus Special fund and are classified as Equity B								
	State STP Flexible = Allocated Surface Transportation Program Funds to ODOT with multiple applications and uses								
	NHS = Federal National Highway System allocated funds to ODOT								
	STP-FLEX = Federal Surface Transportation Program allocated to ODOT- similar to STP Flexible								
	State = Various state funds ODOT receives each year used as the required match for the federal funds								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18758	79757	ODOT	OR8 OPERATIONAL IMPROVEMENTS OR8: SW HOCKEN AVE - SW SHORT ST					Highway	\$ 5,649,997
Project Description:		<i>Signal Upgrades</i> Design and construct streetscape, safety, and operational improvements on Canyon Rd in Beaverton between SW Hocken Ave and SW Short St. Upgrade or replace signals, improve access for pedestrians, and provide streetscape enhancements.							
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
REDIST	M03E	Federal	2015		\$ 39,376				\$ 39,376
State	Match	State	2015		\$ 4,507				\$ 4,507
Equity B	LZ20	Federal	2015		\$ 50,344				\$ 50,344
State	Match	State	2015		\$ 5,762				\$ 5,762
State STP Flexible	H240	Federal	2015		\$ 32,882				\$ 32,882
State	Match	State	2015		\$ 3,764				\$ 3,764
NHS	Q760	Federal	2015		\$ 25,452				\$ 25,452
State	Match	State	2015		\$ 2,913				\$ 2,913
STP-FLEX	M240	Federal	2015		\$ 86,500				\$ 86,500
State	Match	State	2015		\$ 9,900				\$ 9,900
STP > 200K	M230	Federal	2015		\$ 1,111,396				\$ 1,111,396
Local	Match	Local	2015		\$ 127,204				\$ 127,204
STP-FLEX	M240	Federal	2016			\$ 121,136			\$ 121,136
State	Match	State	2016			\$ 13,864			\$ 13,864
STP > 200	M230	Federal	2016			\$ 448,650			\$ 448,650
Local	Match	Local	2016			\$ 51,350			\$ 51,350
STP-FLEX	M240	Federal	2018				\$ 595,807		\$ 595,807
State	Match	State	2018				\$ 68,193		\$ 68,193
STP > 200K	M230	Federal	2018				\$ 1,974,955		\$ 1,974,955
Local	Match	Local	2018				\$ 226,042		\$ 226,042
OTHER	OTH0	Local	2018				\$ 650,000		\$ 650,000
Total:				\$ -	\$ 1,500,000	\$ 635,000	\$ 3,514,997	\$ -	\$ 5,649,997
Notes: REDIST = Federal funds from MAP21 that are grouped together and that the state has redistribution authority									

Equity B = Federal funds from the Equity Bonus Special fund and are classified as Equity B
State STP Flexible = Allocated Surface Transportation Program Funds to ODOT with multiple applications and uses
NHS = Federal National Highway System allocated funds to ODOT
STP-FLEX = Federal Surface Transportation Program allocated to ODOT- similar to STP Flexible
STP > 200K = Federal Surface Transportation program funds allocated to Metro in an urbanized area
State = Various state funds ODOT receives each year used as the required match for the federal funds

Amendment Summary:
 Though this amendment, Key 18758 absorbs Beaverton's Key 19275 scope and funding. The project name and description are corrected based on the new scope for the combined project. As a combined project, the project cost increases from \$964k to \$5.6 million.

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18772	70761	ODOT	OR212: SE RICHEY RD - US26					Highway	\$ 2,666,000
Project Description:			PAVEMENT PRESERVATION						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
NHS	L05E	Federal	2015		\$ 241,374				\$ 241,374
State	Match	State	2015		\$ 27,626				\$ 27,626
NHPP	M001	Federal	2016			\$ 143,568			\$ 143,568
State	Match	State	2016			\$ 16,432			\$ 16,432
NHPP	M001	Federal	2018				\$ 2,007,260		\$ 2,007,260
State	Match	State	2018				\$ 229,740		\$ 229,740
Total:				\$ -	\$ 269,000	\$ 160,000	\$ 2,237,000	\$ -	\$ 2,666,000
Notes:	NHS = Federal National Highways System funds								
	NHPP = Federal National Highway Performance Program funds								
	State = State funds provided as the required match to the federal funds								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name				Project Type	Project Cost	
18772	70761	ODOT	OR212: SE RICHEY RD - US26				Highway	\$ 3,219,500	
Project Description:		PAVEMENT PRESERVATION- Multi-lift paving of the highway in conjunction with targeted deeper pavement repairs within the project limits. Missing or non-compliant ADA sidewalk ramps will be brought up to standard. Drainage and storm water treatment improvements may be required.							
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
NHS	L05E	Federal	2015		\$ 241,374				\$ 241,374
State	Match	State	2015		\$ 27,626				\$ 27,626
NHPP FAST	Z001	Federal	2015		\$ 496,656				\$ 496,656
State	Match	State	2015		\$ 56,844				\$ 56,844
NHPP	M001	Federal	2018			\$ 143,568			\$ 143,568
State	Match	State	2018			\$ 16,432			\$ 16,432
NHPP	M001	Federal	2018				\$ 2,007,260		\$ 2,007,260
State	Match	State	2018				\$ 229,740		\$ 229,740
Total:				\$ -	\$ 822,500	\$ 160,000	\$ 2,237,000	\$ -	\$ 3,219,500
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment. NHS = Federal National Highways System funds NHPP - FAST = Federal National Highway Performance Program funds awarded through the FAST Act NHPP = Federal National Highway Performance Program funds State = State funds provided as the required match to the federal funds								

Amendment Summary:
Additional funds are added to address a PE phase funding shortfall. The Right-of-Way phase is slipped to 2018, and the project description is enhanced.

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18779	70709	ODOT	OR213: SE LINDY ST - SE KING RD					Highway	\$ 3,787,335
Project Description:			Pavement grind and inlay, sidewalk infill and ADA upgrades.						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	Q030	Federal	2014		\$ 38,894				\$ 38,894
State	Match	State	2014		\$ 4,452				\$ 4,452
EXT ALLOC	L00E	Federal	2014		\$ 230,296				\$ 230,296
State	Match	State	2014		\$ 26,358				\$ 26,358
NHPP	M001	Federal	2016			\$ 179,460			\$ 179,460
State	Match	State	2016			\$ 20,540			\$ 20,540
BIKEWAYS (BIKEPED)	S080	State	2016			\$ 527,335			\$ 527,335
State STBG FLEX	Z240	Federal	2016			\$ 650,543			\$ 650,543
State	Match	State	2016			\$ 74,457			\$ 74,457
STP FLEX	M240	Federal	2017				\$ 412,758		\$ 412,758
State	Match	State	2017				\$ 47,242		\$ 47,242
NHPP	M001	Federal	2017				\$ 1,413,248		\$ 1,413,248
State	Match	State	2017				\$ 161,752		\$ 161,752
Total:				\$ -	\$ 300,000	\$ 1,452,335	\$ 2,035,000	\$ -	\$ 3,787,335
Notes:	Amended changes made to the project are shown on the next page								
	STP = Authorized redistribution of certain allocated funds which in this case are identified as State Surface Transportation Program funds								
	EXT ALLOC = Federal extension of allocated funds - match requirement = 10.27% against federal share of 89.73%								
	NHPP = Federal National Highway Performance Program funds								
	BIKEWAYS (BIKEPED) = State funds supporting bicycle and pedestrian improvements								
	STATE STP FLEX = Federal allocation of Surface Transportation Program funds with multiple uses to ODOT								
	STATE STBG FLEX = Federal allocation of new Surface Transportation Block Grant funds from the FAST Act to ODOT (formerly called STP)								
	State = State funds committed to the project as part of the required match to the federal funds								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name				Project Type	Project Cost	
18779	70709	ODOT	OR213: SE LINDY ST - SE KING RD				Highway	\$ 4,904,838	
Project Description:			Pavement grind and inlay, sidewalk infill and ADA upgrades.						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	Q030	Federal	2014		\$ 68,476				\$ 68,476
State	Match	State	2014		\$ 7,837				\$ 7,837
EXT ALLOC	L00E	Federal	2014		\$ 598,190				\$ 598,190
State	Match	State	2014		\$ 68,569				\$ 68,569
NHPP	M001	Federal	2016			\$ 179,460			\$ 179,460
State	Match	State	2016			\$ 20,540			\$ 20,540
BIKEWAYS (BIKEPED)	S080	State	2016			\$ 527,335			\$ 527,335
State STBG FLEX	Z240	Federal	2016			\$ 650,543			\$ 650,543
State	Match	State	2016			\$ 74,457			\$ 74,457
STP FLEX	M240	Federal	2017				\$ 412,758		\$ 412,758
State	Match	State	2017				\$ 47,242		\$ 47,242
NHPP	M001	Federal	2017				\$ 1,632,797		\$ 1,632,797
State	Match	State	2017				\$ 616,634		\$ 616,634
Total:				\$ -	\$ 743,072	\$ 1,452,335	\$ 2,709,431	\$ -	\$ 4,904,838
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	STP = Authorized redistribution of certain allocated funds which in this case are identified as State Surface Transportation Program funds								
	EXT ALLOC = Federal extension of allocated funds - match requirement = 10.27% against federal share of 89.73%								
	NHPP = Federal National Highway Performance Program funds								
	BIKEWAYS (BIKEPED) = State funds supporting bicycle and pedestrian improvements								
	STATE STP FLEX = Federal allocation of Surface Transportation Program funds with multiple uses to ODOT								
	STATE STBG FLEX = Federal allocation of new Surface Transportation Block Grant funds from the FAST Act to ODOT (formerly called STP)								
	State = State funds committed to the project as part of the required match to the federal funds								

Amendment Summary:
Through this amendment, funding shortfalls in the PE an Construction phases are addressed which increases the project cost to \$4.9 million

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18791	70764	ODOT	OR8 AT OR219 (HILLSBORO)					Highway	\$ 500,000
Project Description:			SYSTEMATIC SAFETY IMPROVEMENTS						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
HSIP	MS3E	Federal	2016		\$ 150,000				\$ 150,000
HSIP	MS30	Federal	2018				\$ 322,770		\$ 322,770
State	Match	State	2018				\$ 27,230		\$ 27,230
Total:				\$ -	\$ 150,000	\$ -	\$ 350,000	\$ -	\$ 500,000

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18791	70764	ODOT	OR8 AT OR219 (HILLSBORO) OR8 AT OR219 AND SE 44TH - SE 45TH AVE (HILLSBORO)					Highway	\$ 1,292,000
Project Description:			SYSTEMATIC SAFETY IMPROVEMENTS Signal replacement at OR219, add a striped island and candlesticks to the south leg of the intersection. Replace pedestrian flashing beacon with RRFB or pedestrian hybrid beacon at 44th - 45th Ave. Add illumination, signing and ADA ramps.						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
HSIP	MS3E	Federal	2016		\$ 246,689				\$ 246,689
State	Match	State	2016		\$ 20,811				\$ 20,811
HSIP	MS3E	Federal	2017			\$ 11,500			\$ 11,500
HSIP	MS30	Federal	2018				\$ 934,189		\$ 934,189
State	Match	State	2018				\$ 78,811		\$ 78,811
Total:				\$ -	\$ 267,500	\$ 11,500	\$ 1,013,000	\$ -	\$ 1,292,000
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	HSIP = Federal Highway Safety Improvement Program State = State agency funds provided as the required match to the project								

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18793	70765	ODOT	OR8 AT SE 44TH AVE & SE 45TH AVE					Highway	\$ 386,629
Project Description:			PEDESTRIAN SAFETY ENHANCEMENTS Region						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
State	S010	State	2016		\$ 129				\$ 129
HSIP	MS30	Federal	2017			\$ 10,605			\$ 10,605
State	Match	State	2017			\$ 895			\$ 895
HSIP	MS30	Federal	2018				\$ 345,825		\$ 345,825
State	Match	State	2018				\$ 29,175		\$ 29,175
Total:				\$ -	\$ 129	\$ 11,500	\$ 375,000	\$ -	\$ 386,629

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18793	70765	ODOT	OR8 AT SE 44TH AVE & SE 45TH AVE					Highway	\$ -
Project Description:			PEDESTRIAN SAFETY ENHANCEMENTS Region						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
State	S010	State	2016		\$ -				\$ -
HSIP	MS30	Federal	2017			\$ -			\$ -
State	Match	State	2017			\$ -			\$ -
HSIP	MS30	Federal	2018				\$ -		\$ -
State	Match	State	2018				\$ -		\$ -
Total:				\$ -	\$ -	\$ -	\$ -	\$ -	\$ -

Notes: Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.
 HSIP = Federal Highway Safety Improvement Program State = State agency funds provided as the required match to the project

Amendment Summary: Key 18793 is combined into Key 18791 for improved economies of scale. The project name and description are clarified and expanded as a result.

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
18794	70766	ODOT	OR8: N 10TH AVE(CORNELIUS)- SW 110TH AVE(BEAVERTON)					Highway	\$ 2,247,000
Project Description:		Intersection safety upgrades							
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Wav	Construction	Other	Total
HSIP	ZS30	Federal	2016		\$ 437,500				\$ 437,500
State STP FLEX	M240	Federal	2018				\$ 333,796		\$ 333,796
State	Match	State	2018				\$ 38,204		\$ 38,204
HSIP	MS30	Federal	2018				\$ 1,325,662		\$ 1,325,662
State	Match	State	2018				\$ 111,838		\$ 111,838
Total:				\$ -	\$ 437,500	\$ -	\$ 1,809,500	\$ -	\$ 2,247,000
Notes:	Amended changes to project shown on next page								
	HSIP = Federal Highways Safety Improvement Program funds								
	STATE STP FLEX = Federal allocation of Surface Transportation Program funds with multiple uses to ODOT								
	State = State agency funds committed to the project as part of the required match to the federal funds								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name				Project Type	Project Cost	
18794	70766	ODOT	OR8: N 10TH AVE(CORNELIUS) - SW 110TH AVE(BEAVERTON) OR8: SW10TH - SW 110TH				Highway	\$	1,862,600
Project Description:		Intersection safety upgrades Safety upgrades to install larger signal heads, reflective backboards, pedestrian countdown signals and left turn phasing where feasible							
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Wav	Construction	Other	Total
HSIP	ZS30	Federal	2016		\$ 437,500				\$ 437,500
State STP FLEX	M240	Federal	2018				\$ 333,796		\$ 333,796
State	Match	State	2018				\$ 38,204		\$ 38,204
HSIP	MS30	Federal	2018				\$ 1,053,100		\$ 1,053,100
State	Match	State	2018				\$ -		\$ -
Total:				\$ -	\$ 437,500	\$ -	\$ 1,425,100	\$ -	\$ 1,862,600
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment. HSIP (ZS30) = 100% Federal Highway Safety Improvement Program State = State agency funds provided as part of the required match to the project Cost decrease total of \$384,600 results from transferring \$96,400 of HSIP to Key 18758 and \$288,000 of HSIP to Key 18791 both part of this amendment.								

Amendment Summary:
 Through this amendment, project funding not required for Key 19794 is transferred to Key 18758 and 18791 (also part of the formal amendment) resulting in a cost decrease to the project

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19070	70783	ODOT	I-205: I-84 - SE STARK/WASHINGTON STREET					Highway	\$ 218,211
Project Description:			DESIGN FOR AN AUXILLARY LANE PROJECT						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Wav	Construction	Other	Total
IM	L02E	Federal	2015		\$ 0.56				\$ 0.56
State	Match	Local	2015		\$ 0.05				\$ 0.05
Equity B	LZ2E	Federal	2015		\$ 32,438				\$ 32,438.00
State	Match	State	2015		\$ 2,737				\$ 2,737.00
NHPP-FAST	Z001	Federal	2015		\$ 168,795				\$ 168,795.00
State	Match	State	2015		\$ 14,240				\$ 14,240.00
Total:				\$ -	\$ 218,211	\$ -	\$ -	\$ -	\$ 218,211
Notes:	Amendment changes to the project shown on next page								
	A total of \$759,054 is approved to the project. The 2015 MTIP still reflects this amount. The STIP reflects only \$218,221 programmed of the approved \$759,054. The total \$759,054 is available for re-programming								
	ODOT has approved the entire approved \$759,054 to be reprogrammed to Key 18804 into the PE phase (also part of this amendment)								
	Key 19070 will reflect a zero programming balance in the approved MTIP.								
	IM = Federal Interstate Maintenance funds								
	Equity B = Federal funds from the Equity Bonus Special fund and are classified as Equity B								
	NHPP-FAST = National Highway Performance Program - FAST Act								
	State = State agency funds provided as part of the required match to the project								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19070	70783	ODOT	I-205: I-84 - SE STARK/WASHINGTON STREET					Highway	\$ -
Project Description: DESIGN FOR AN AUXILLARY LANE PROJECT									
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Wav	Construction	Other	Total
IM	L02E	Federal	2015		\$ -				\$ -
State	Match	Local	2015		\$ -				\$ -
Equity B	LZ2E	Federal	2015		\$ -				\$ -
State	Match	State	2015		\$ -				\$ -
NHPP-FAST	Z001	Federal	2015		\$ -				\$ -
State	Match	State	2015		\$ -				\$ -
Total:				\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.								
	HSIP = Federal Highway Safety Improvement Program State = State agency funds provided as the required match to the project								

Amendment Summary:
Through this amendment, all approved funds form Key 19070 are transferred to Key 18804 (also part of the formal amendment) resulting in a zero balance for Key 19070.

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19355	70807	ODOT	OR212: ROCK CREEK - RICHEY RD					Highway	\$ 500,000
Project Description:			Pavement Preservation						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
NHS	L050	Federal	2016		\$ 448,650				\$ 448,650
State	Match	State	2016		\$ 51,350				\$ 51,350
Total:			\$ -	\$ 500,000	\$ -	\$ -	\$ -	\$ 500,000	

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
19355	70807	ODOT	OR212: ROCK CREEK - RICHEY RD					Highways	\$ 813,000
Project Description:			Pavement Preservation Repave roadway and upgrade ADA to current standards						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
NHS	L050	Federal	2016		\$ 448,650				\$ 448,650
State	Match	State	2016		\$ 51,350				\$ 51,350
NHPP-FAST	Z001	Federal	2016		\$ 280,855				\$ 280,855
State	Match	State	2016		\$ 32,145				\$ 32,145
Total:			\$ -	\$ 813,000	\$ -	\$ -	\$ -	\$ 813,000	
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment. NHS = Federal National Highway System funds NHPP - FAST = Federal National Highway Performance Program - FAST ACT funds State = State agency funds committed to the project as part of the required match to the federal funds.								

Amendment Summary:
 The amendment updates the project description and add \$313,000 funds to the PE to address Preliminary Engineering phase funding needs

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING - None - **New Project**

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
TBD	TBD	TriMet	FY18 TRIMET PREVENT MAINT (TOD FUND EXCHANGE)					Transit	\$ 3,461,176
Project Description:			Enables the annual Transit Oriented Development (TOD) fund exchange to occur per agreement between Metro and TriMet						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
STP	Metro STP	Federal	2018					\$ 3,105,713	\$ 3,105,713
Local	Match	Local	2018					\$ 355,463	\$ 355,463
Total:				\$ -	\$ -	\$ -	\$ -	\$ 3,461,176	\$ 3,461,176

Notes: Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment.
 STP = Federal Surface Transportation Program funds allocated annual to Metro

Amendment Summary:
 The new project enable Metro and TriMet to initiate the annual TOD funding exchange per agreement enabling TriMet to Flex transfer the STP over to FTA for their TOD use.

Exhibit A to Resolution 17-4798

2015-2018 Metropolitan Transportation Improvement Program Chapter 5 Tables Amendment

Action: Amend the MTIP to increase or adjust required funding and add new projects for the following projects



EXISTING MTIP PROGRAMMING									
ODOT Key	MTIP ID	Lead Agency	Project Name					Project Type	Project Cost
17212	70112	Wilsonville	TOOZE RD: 110TH AVE-GRAHAMS FERRY RD (WILSONVILLE)					Highway	\$ 1,134,263
Project Description:			ROAD WIDENING, TURN LANES, SIDEWALKS, BIKELANES AND LANDSCAPING						
Existing MTIP Project Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
HPP (PL 111-17)	56C0	Federal	2014		\$ 799,863				\$ 799,863
Other	OTH0	Local	2014		\$ 121,400				\$ 121,400
Other	OTH0	Local	2015			\$ 213,000			\$ 213,000
Total:				\$ -	\$ 921,263	\$ 213,000	\$ -	\$ -	\$ 1,134,263
Notes:	Amended changes to the project stated on the page								
	HPP (PL 11-117) = Federal earmark for the project. Funds designated for project development activities								
	Other = General local funds contributed to the project								

PROPOSED AMENDED CHANGES									
ODOT Key	MTIP ID	Lead Agency	Project Name				Project Type	Project Cost	
19355	70112	Wilsonville	TOOZE RD: 110TH AVE-GRAHAMS FERRY RD (WILSONVILLE)				Highways	\$ 7,237,663	
Project Description:			ROAD WIDENING, TURN LANES, SIDEWALKS, BIKELANES AND LANDSCAPING Improvements to a portion of Tooze Road, including replacing a two-lane section of road with a three-lane section, adding bike lanes, sidewalks, and street lighting and a signalized intersection.						
Amended MTIP Fund Programming by Phase									
Fund Code	Note	Type	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
HPP (PL 111-17)	56C0	Federal	2014		\$ 799,863				\$ 799,863
Other	OTH0	Local	2014		\$ 121,400				\$ 121,400
Other	OTH0	Local	2015			\$ 371,560			\$ 371,560
Other	OTH)	Local	2017				\$ 5,944,840		\$ 5,944,840
Total:				\$ -	\$ 921,263	\$ 371,560	\$ 5,944,840	\$ -	\$ 7,237,663
Notes:	Red Font = Funding reductions made to the project phase. Blue font = Additions made to the project as part of the amendment. HPP (PL 11-117) = Federal earmark for the project. Funds designated for project development activities Other = General local funds contributed to the project								
Amendment Summary: Through this amendment, additional Right-of-Way funding is added to the ROW phase along with the required Construction phase funding. This will allow the project now to move forward to complete the ROW and construction phases and complete the project.									

Memo



Date: Wednesday, May 24 2017
To: Metro Council and Interested Parties
From: Ken Lobeck, Funding Programs Lead, 503-797-1785
Subject: April 2017 MTIP Formal Amendment plus Approval Request of Resolution 17-4798

STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2015-18 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO MODIFY AND/OR ADD NEW PROJECTS AS PART OF THE APRIL 2017 FORMAL MTIP AMENDMENT (AP-17-04-APR) INVOLVING A TOTAL OF SIXTEEN AFFECTED PROJECTS FOR BEAVERTON, METRO, MULTNOMAH COUNTY, PORTLAND, ODOT, TRIMET, AND WILSONVILLE

BACKGROUND

What this is:

The April 2017 Formal MTIP Amendment bundle contains required changes and updates to sixteen projects. Highlights of the required changes include:

- Eight projects involve required cost increases in order to continue proceeding through the federal transportation process
- One project involves a significant scope change with full phase programming being accomplished
- The remaining projects involve various changes including project name change revisions, description modifications, and/or are part of project splitting or combining actions.

What is the requested action?

Staff is requesting Metro Council approval of resolution 17-4798 enabling the new projects and required cost/scope changes to occur in the 2015-18 MTIP allowing final approval to then occur from USDOT. TPAC and JPACT recommended approvals have occurred previously on April 28, 2017 and May 18, 2017.

Under the revised MTIP and STIP amendment guidance, new projects being added to the MTIP require completion of a formal MTIP amendment. Additionally, projects with a total project cost that exceeds \$1 million and requires cost changes of 20% or higher require a formal MTIP amendment. Third, projects that involve a significant scope change (resulting in the cost increase) also require a formal MTIP amendment. All sixteen submitted projects fall into one or more of the three noted categories. A summary of the included projects and their needed changes are included on the following pages along with the MTIP amendment review process discussion.

APRIL 2017 FORMAL AMENDMENT BUNDLE CONTENTS

A summary of the projects included in the April 2017 Formal MTIP Amendment bundle is summarized in the below tables:

1. Project:	OR8 CANYON ROAD STREETScape AND SAFETY PROJECT
Lead Agency:	Beaverton
ODOT Key Number:	19275
Project Description:	Design and construct intersection and crossing facilities as well as a short bike connection to parallel regional bike routes along Canyon Road (OR 8) between SW 117th Avenue and SW Hocken Avenue
Changes Needed:	Shift and transfer funding to ODOT Key 18758 (OR8: SW HOCKEN AVE - SW SHORT ST)
Why a Formal amendment?	Under the new STIP/MTIP amendment Matrix, combining two projects into a single project while retaining the original scope and costs of both projects can occur via an administrative amendment. However, for this combination, scope and cost changes are evident. This amendment combines the project into ODOT project Key 18758 which results in a scope and name change plus a cost increase above the 20% threshold for administrative amendments. Additionally, the proposed combination of Key 19275 and 18758 has been identified as requiring a review and approval by senior Metro management and Beaverton staff due to some perceived complications with the proposed merger of both projects. A formal was deemed required by Metro staff.
Total Programmed Amount:	Once combined, key 19275 will have \$0 programming balance and is cancelled.
Other and Notes:	The combination of Key 19275 and 18758 requires approval for Metro senior management as a condition to be included in the April 2017 Formal Amendment. If not received, Keys 19275 and 18758 will be removed from the April 2017 Formal Amendment

2. Project:	PORTLAND METRO PLANNING SFY 2018
Lead Agency:	Metro
ODOT Key Number:	20722
Project Description:	The project adds Metro FY 2018 appropriated planning funds for use in various MPO transportation planning functions (e.g. RTP development and management, Air Conformity compliance, MTIP development, modification, and management, Research and Modeling, Title VI Environmental Justice, GIS Mapping and Land Information, in support various regional studies, etc.)
Changes Needed:	Add new project and federal funding to the 2015 MTIP.
Why Formal?	Per the STIP/MTIP Amendment Matrix: Adding or canceling a federally funded and regionally significant project to the STIP and State funded projects which will potentially be federalized require a formal MTIP amendment.
Total Programmed Amount	The total project programming amount is \$3,996,359.
Other and Notes:	Annual allocation of STP, PL, and 5303 specifically for MPO planning activities.

3. Project:	REGIONAL PLANNING (2018)
Lead Agency:	Metro
ODOT Key Number:	19283
Project Description:	The MPO Planning program contributes to a broad range of activities within Metro that are linked to regional policy making and local planning support.
Changes Needed:	Cancel project from the 2015 MTIP
Why Formal?	This amendment removes the duplication of Metro planning funds programmed in the MTIP. The FY 2018 allocation will be programmed in Key 20722 and also contain the PL and 5353 allocations. Programming the planning funds by individual key codes will no longer occur. Key 19283 can be removed from the MTIP as Key 20722 now reflects the STP planning allocation for Metro for 2018.
Total Programmed Amount:	Decreases from \$1,386,917 to \$0
Other and Notes:	S2018 STP planning funds now in Key 20722

4. Project:	ARATA ROAD: 223RD - 238TH (FAIRVIEW/WOOD VILLAGE)
Lead Agency:	Multnomah County
ODOT Key Number:	18019
Project Description:	Construct sidewalks, lighting and landscaping.
Changes Needed:	Commit additional local funds to cover funding shortfalls that have emerged in PE, ROW, and Construction. The PE phase required additional consulting support. The 60% design submittal identified ROW and Construction phase costs (e.g. storm water pipes issue, the need for bike path on NW side of the projected. etc.) and update overall cost estimates not anticipated in the original application.
Why Formal?	The cost increases require an additional \$2,459,990 to be added to the project. As a \$1 million dollar plus project, the cost increase threshold is 20% per the new STIP/MTIP Amendment Matrix. The additional \$2,459,990 represents a 55% cost increase to the project.
Total Programmed Amount:	Project increases from \$4,468,201 to \$6,660,368
Other and Notes:	

5. Project:	South Rivergate Freight Project North Rivergate Freight Project
Lead Agency:	Portland
ODOT Key Number:	19300
Project Description:	The project will remove the rail-traffic conflict by constructing an overpass that will grade separate the roadway from the existing rail line. The project will also modify the existing intersection at Rivergate Blvd and Lombard St. to accommodate trucks.
Changes Needed:	Full draft project programming is being added to the 2015 MTIP through this amendment to provide a complete funding picture for the project. As the project continues to be reviewed and evaluated through the federal transportation project delivery process, the funding plan and programming will be updated accordingly. The project also will include \$1.1 million ODOT bridge funds committed to the construction phase.
Why Formal?	The cost increase from \$3.5 million to \$25+ million exceeds the 20% threshold for projects that cost \$1 million or greater
Total Programmed Amount:	Project cost increases from \$3,590,772 to \$22,989,790
Other and Notes:	Per a public comment input from the city of Portland and the Port of Portland during a 5-22-17 project review meeting, an updated preliminary funding plan for the project was presented and discussed. Due to the ongoing coordination with FHWA, Metro was

	requested to adjust the initial project programming to reflect the adjusted funding plan. Additionally, the planned construction year will be FY 2019. The construction phase will be updated in the 2018 MTIP this fall during the first amendment to the 2018 MTIP.
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6. Project:	I-205: JOHNSON CREEK - GLENN JACKSON BRIDGE
Lead Agency:	ODOT
ODOT Key Number:	18804
Project Description:	Paving 2 inch grind and 2 inch overlay. Repair/replace bridge joints. Move ramp meters and replace reflective pavement markers. Project is being amended to multiple projects and add future STIP funding now committed to Key 18804 <u>Revised description is now:</u> Construct Auxiliary lanes on I-205 NB from I-84 EB to Killingsworth off-ramp & I-205 SB from I-84 EB to Division/Powell Exit. Repave section from MP16.05-24.9 including ramps. Repair or replace bridge joints. Install ADA ramps. Additional bridge numbers: 13538, 16055, 16055A, 13507 & 13507A
Changes Needed:	1. Combine into this project older reserves from Key 18834 2. Transfer all approved funding from 19070 and cancel 19070 3. Add future STIP funds from Key 20483 to 18804 4. PE increases from \$650,000 to \$2,279,678 5. The Construction phase increases from \$13,179,865 to \$28,179,865 6. Total project programming increases from \$13,889,865 to \$30,519,543
Why Formal?	Normally, combining existing projects programmed in the current MTIP may be accomplished as an Administrative amendment. However, \$14.8 of the additional funding originates from the 2018 STIP from Key 20483 which does not exist in the current 2015 MTIP. Therefore the funds must be treated as new funding to the project. The \$14.8 million exceeds the original project programming by over 100%. The threshold for administrative amendments for \$1 million and greater projects is 20%.
Total Programmed Amount:	The project programming cost increases from \$13,889,865 to \$30,519,543
Other and Notes:	

7. Project:	OR8 OPERATIONAL IMPROVEMENTS OR8: SW HOCKEN AVE - SW SHORT ST
Lead Agency:	ODOT
ODOT Key Number:	18758
Project Description:	Signal Upgrades Design and construct streetscape, safety, and operational improvements on Canyon Rd in Beaverton between SW Hocken Ave and SW Short St. Upgrade or replace signals, improve access for pedestrians, and provide streetscape enhancements.
Changes Needed:	Through this amendment, Key 18758 absorbs Beaverton's Key 19275 scope and funding. The project name and description are corrected based on the new scope for the combined project. As a combined project, the project cost increases from \$964k to \$5.6 million.
Why Formal?	The scope and description adjustment reflect more than just a combined project.
Total Programmed Amount:	The project cost increases from \$964,000 to \$5,649,997
Other and Notes:	Metro senior management review of this proposed combination is also required.

8. Project:	OR212: SE RICHEY RD - US26
Lead Agency:	ODOT
ODOT Key Number:	18772
Project Description:	PAVEMENT PRESERVATION Multi-lift paving of the highway in conjunction with targeted deeper pavement repairs within the project limits. Missing or non-compliant ADA sidewalk ramps will be brought up to standard. Drainage and storm water treatment improvements may be required.
Changes Needed:	Add funds to PE phase to address a phase funding shortfall. Slip ROW phase from 2017 to 2018. Also, update and expand project description as noted above.
Why Formal?	PE phase cost increase of \$553,500 to this \$1 million plus project = a 20.76% cost increase to the project. Administrative threshold for \$1 million dollar+ projects is 20% or below.
Total Programmed Amount:	Total project programmed amount increases from \$2,666,000 to \$3,219,500.
Other and Notes:	

9. Project:	OR213: SE LINDY ST - SE KING RD
Lead Agency:	ODOT
ODOT Key Number:	18779
Project Description:	Pavement grind and inlay, sidewalk infill and ADA upgrades.
Changes Needed:	Cost increase to PE and Construction phases. Funds are pulled from regional pavement preservation project grouping Key 18780. The cost increase is due to worsening pavement conditions that have resulted from this past winter along with additional ADA compliance requirements contributing to the cost increase.
Why Formal?	For project \$1 million and above, the administrative threshold for cost increases is less than 20%. The additional \$1,117,503 added to the project represents a 29.5% cost increase to the project.
Total Programmed Amount:	The project cost increase from \$3,787,335 to \$4,904,838.
Other and Notes:	

10. Project:	OR8 AT OR219 (HILLSBORO) OR8 AT OR219 AND SE 44TH - SE 45TH AVE (HILLSBORO)
Lead Agency:	ODOT
ODOT Key Number:	18791
Project Description:	SYSTEMATIC SAFETY IMPROVEMENTS Signal replacement at OR219, add a striped island and candlesticks to the south leg of the intersection. Replace pedestrian flashing beacon with RRFB or pedestrian hybrid beacon at 44th - 45th Ave. Add illumination, signing and ADA ramps.
Changes Needed:	Name, description and scope change by combining Key 18793 into Key 18791 with cost increase above 30% threshold
Why Formal?	Combining Keys 18791 and 18793 at existing approved levels would total \$1,004, 001. Cost threshold is at 20% then. Additional ODOT reserves are committed to the project increasing total project cost to \$1,292,000. The cost increase with the added reserves requires \$287,999 from Key 18794 to reach \$1,292,000. This equals a 28.6% cost increase which exceeds the 20% threshold. Also includes a name, scope, and description change.
Total Programmed Amount:	Total programmed amount increases from \$500,000 to \$1,292,000
Other and Notes:	

11. Project:	OR8 AT SE 44TH AVE & SE 45TH AVE
Lead Agency:	ODOT
ODOT Key Number:	17893
Project Description:	PEDESTRIAN SAFETY ENHANCEMENTS Region
Changes Needed:	All funds transferred to Key 18791 (also part of this amendment) as Key 17893 is combined into Key 18791
Why Formal?	Key 18793 is part of the combination into 17891. Key 17891 requires a formal amendment. Since 17893 is part of the combination, Key 17893 is tied to the actions of Key 17891. Key 17893 effectively dies and will be removed during the 2018 MTIP Update
Total Programmed Amount:	Total programmed amount decrease from \$386,629 to \$0
Other and Notes:	

12. Project:	OR8: N 10TH AVE(CORNELIUS) - SW 110TH AVE(BEAVERTON) OR8: SW10TH - SW 110TH
Lead Agency:	ODOT
ODOT Key Number:	18794
Project Description:	Intersection safety upgrades Safety upgrades to install larger signal heads, reflective backboards, pedestrian countdown signals and left turn phasing where feasible
Changes Needed:	Cost decrease total of \$384,600 results from transferring \$96,400 of HSIP to Key 18758 and \$288,000 of HSIP to Key 18791 both part of this amendment.
Why Formal?	The cost decrease is tied to the other Keys 18758 and 18791 that require a formal amendment.
Total Programmed Amount:	Total project programmed amount decreases from \$2,247,000 to \$1,862,000
Other and Notes:	

13. Project:	I-205: I-84 - SE STARK/WASHINGTON STREET
Lead Agency:	ODOT
ODOT Key Number:	19070
Project Description:	DESIGN FOR AN AUXILLARY LANE PROJECT
Changes Needed:	Transfer all approved funds for this project which total \$759,054 to Key 18804 and commit to the PE phase.
Why Formal?	This effectively cancels the project. Canceling a project requires a formal amendment
Total Programmed Amount:	The total approved amount for the project decreases from \$759,054 to \$0
Other and Notes:	

14. Project:	OR212: ROCK CREEK - RICHEY RD
Lead Agency:	ODOT
ODOT Key Number:	19355
Project Description:	Pavement Preservation Repave roadway and upgrade ADA to current standards
Changes Needed:	The amendment updates the project description and add \$313,000 funds to the PE to address Preliminary Engineering phase funding needs
Why Formal?	The STIP/MTIP Amendment Matrix sets a 30% cost increase for projects costing between \$500,000 and \$1,000,000. Adding the \$313k to the project equals 62.6% increase which exceeds the 30% threshold for administrative amendments.
Total Programmed Amount:	The total project programmed amount increases from \$500,000 to \$813,000.
Other and Notes:	

15. Project:	FY18 TRIMET PREVENT MAINT (TOD FUND EXCHANGE)
Lead Agency:	TriMet
ODOT Key Number:	TBD – NEW PROJECT
Project Description:	Enables the annual Transit Oriented Development (TOD) fund exchange to occur per agreement between Metro and TriMet
Changes Needed:	Adding a new project to the MTIP with \$3,105,713 of STP plus local agency match
Why Formal?	Adding a new project to the MTIP per the new STIP/MTIP Amendment Matrix requires a formal amendment
Total Programmed Amount:	\$3,105,713 of STP + \$355,463 of local match for a total project programming amount of \$3,461,176
Other and Notes:	

16. Project:	TOOZE RD: 110TH AVE-GRAHAMS FERRY RD (WILSONVILLE)
Lead Agency:	Wilsonville
ODOT Key Number:	71212
Project Description:	ROAD WIDENING, TURN LANES, SIDEWALKS, BIKELANES AND LANDSCAPING Improvements to a portion of Tooze Road, including replacing a two-lane section of road with a three-lane section, adding bike lanes, sidewalks, and street lighting and a signalized intersection.
Changes Needed:	Add full ROW and Construction phase funding to the project allowing it to move forward.
Why Formal?	The cost increase adding ROW and Construction phase funding exceeded the 20% administrative amendment threshold
Total Programmed Amount:	The total project programming increases from \$1,134,263 to \$7,237,663.
Other and Notes:	

NEW UPDATE FHWA AMENDMENT GUIDANCE

Advancing PE Phase for 2018 STIP Draft Projects:

Twelve additional projects were originally part of the April 2017 MTIP Formal Amendment. All twelve projects involved advancing the Preliminary Engineering (PE) phase from the draft 2018 STIP projects into 2017 and into the 2015 MTIP. Under the STIP/MTIP Amendment Matrix, adding the PE phase would constitute adding a new project to the MTIP which requires a formal amendment and complete the required 30 day public notification process. However, subsequent discussions among Metro, ODOT, and FHWA evaluated if the public notification process used for the new draft STIP was sufficient to meet the public notification requirements. FHWA determined a special exception is authorized for future STIP projects advancing the PE phase early. For these projects, ODOT's new 2018 draft STIP's public notification process is sufficient allowing the early

STIP PE projects to be added to the MTIP via an administrative amendment. Out of the original identified twelve six will be submitted as part of the April/May 2017 Administrative Amendment.

Elimination of the 14-Day Public Notification Requirement for Major Administrative Amendments:

23 CFR 450.316 and Section 328 identify the requirements for the MPO to include a public notification/opportunity to comment period for MTIP Amendments. The language included a statement to cover all “major amendments”. For years these two words have resulted in arguments over what constitutes a major amendment. For many states, the answer includes any administrative amendment that falls just below the threshold of a formal amendment. From this was born the concept of the 14-day public notification requirement for Major Administrative Amendments. In the new updated 23 CFR 450.300-340 posted as of April 2017, additional clarification has been provided to eliminate any public notification requirement for all administrative amendments/modifications. This was validated by FHWA staff during the STIP early PE discussion on April 21, 2017. Any and all future administrative amendments/modifications will not be subject to any public notification requirement. Metro’s public notification plan for MTIP amendments will be updated accordingly to reflect the new CFR guidance.

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Each project and their requested changes are evaluated against seven MTIP review factors. The seven factors include:

- Project eligibility/proof of funding commitment and verification
- RTP consistency review with the financially constrained element
- RTP goals and strategies consistency
- Amendment type determination; Formal or Administrative
- Air conformity review
- Fiscal constraint verification
- MPO responsibilities completion

MPO responsibilities include the completion of a required 30-day public notification period for all projects in the April 2017 Formal Amendment. All twelve projects have been posted on Metro’s MTIP web page for notification and comment opportunity. The 30 day public notification period began on April 26, 2017 and is expected to conclude on May 26, 2017. Metro staff will respond to received comments as necessary.

Based on the review and evaluation of all sixteen projects against the seven review factors, no issues are present. The projects can be amended as requested and added to the 2015-18 MTIP without issue. TPAC received their notification and presentation of the April 2017 Formal MTIP Amendment on April 28, 2017. TPAC recommended approval to JPACT of Resolution 47-1798 on April 28, 2017. JPACT recommended approval of Resolution 47-1798 on May 18, 2017.

APPROVAL STEPS AND TIMING

Metro’s Approval Steps for April 2017 MTIP Formal Amendment:

<u>Action</u>	<u>Target Date</u>
• TPAC notification and approval recommendation.....	April 28, 2017
• JPACT approval recommendation to Council.....	May 18, 2017
• Successful completion of Public Notification.....	May 26, 2017
• Metro Council approval.....	Early June, 2017

USDOT Approval Steps:

<u>Action</u>	<u>Target Date</u>
• Metro development of amendment narrative package	June 2, 2017
• Amendment bundle submission to ODOT and USDOT.....	June 9, 2017
• ODOT clarification and approval.....	End of June 2017
• USDOT clarification and final amendment approval.....	Mid July 2017

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:** Amends the 2015-2018 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 14-4532 on July 31, 2014 (For The Purpose of Adopting the Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds.
4. **Budget Impacts:** None

RECOMMENDED ACTION:

JPACT recommends the approval of Resolution 17-4798.

Attachments: None

Agenda Item No. 3.3

Resolution No. 17-4809, For the Purpose of Confirming the
Appointment of Members to the Oregon Zoo Bond Citizens'
Oversight Committee

Consent Agenda

Metro Council Meeting
Thursday, June 8, 2017
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING THE) RESOLUTION NO. 17-4809
APPOINTMENT OF MEMBERS TO THE)
OREGON ZOO BOND CITIZENS' OVERSIGHT) Introduced by Council President Tom Hughes
COMMITTEE

WHEREAS, Metro Code Chapter 2.19 establishes the Oregon Zoo Bond Citizens' Oversight Committee whose members are to be appointed by the Metro Council President subject to confirmation by the Metro Council;

WHEREAS, the Metro Council President has appointed five members of the Oregon Zoo Bond Citizens' Oversight Committee as set forth in Exhibit "A" attached hereto;

WHEREAS, the Metro Council desires to confirm the appointments; now therefore,

BE IT RESOLVED that the Metro Council confirms the appointments to the Oregon Zoo Bond Citizens' Oversight Committee as set forth in Exhibit "A" attached hereto.

ADOPTED by the Metro Council this eighth day of June 2017.

Tom Hughes, Council President

Approved as to Form:

Alison R. Kean, Metro Attorney

Biographies of Oregon Zoo Bond Citizens' Oversight Committee Members

Exhibit A to Resolution No. 17-4809

Oregon Zoo Bond Citizens' Oversight Committee

Committee Member Appointments

The following five persons served an initial term of more than two years from April 9, 2015 to June 8, 2017, and shall serve a second two-year term starting June 8, 2017:

Susan Hartnett	Spectator Venues Program Manager, City of Portland
Robyn K. Pierce	Pierce, Bonyhadi & Associates
Kevin Spellman	Spellman Consulting, Inc.
Dick Stenson	Retired healthcare executive; community volunteer
Karen Weylandt	Chief Planning and Design Officer, Providence Health & Services

Biographies (in last-name alphabetical order)

Susan Hartnett

Susan Hartnett has more than 25 years of experience in urban planning and development. Her career includes more than 20 years with City of Portland bureaus, including planning, transportation and water; she currently serves as the spectator venues program manager in the Office of Management and Finance. Hartnett has also worked for the City of Tigard, Oregon Health & Science University, the City of Chicago and several private sector companies. She earned her Bachelor of Science in criminalistics from the University of Illinois and her master's in urban and regional planning from Portland State University, and is an active member of the American Institute of Certified Planners.

Robyn K. Pierce

Robyn K. Pierce is a professional consultant with Pierce, Bonyhadi & Associates. She assists colleges, universities and school districts with planning, development, design and construction of academic, research, housing and student service facilities. She served eight years as the director of facilities and planning at Portland State University (PSU), where she managed a department of 160 staff and had an active role in more than 1.5 million square feet of campus growth and development, including nine LEED-certified buildings and three public-private and public-public partnership projects. She managed annual budgets exceeding \$100 million, including construction budgets. Pierce remains dedicated to supporting women and minority contractors in all facets of project development. She completed her undergraduate degree at the University of Oregon and master's degree at PSU.

Kevin Spellman

Kevin Spellman is a business consultant and trainer for construction contractors and industry professionals, following a 28-year career with commercial contractor Emerick Construction, including 18 years as president. In his Spellman Consulting, Inc. practice, he works with contractors on business strategies, development of contract management tools and techniques, and effective operational procedures. He has been an adjunct instructor in the Civil Engineering Department at Oregon State University, and at Portland Community College. He has served on several local boards, including Multnomah Education Service District, and currently chairs the Bond Accountability Committee for Portland Public Schools' bond program.

Biographies of Oregon Zoo Bond Citizens' Oversight Committee Members

Dick Stenson

Dick Stenson retired in 2014 after more than 20 years as Tuality Helathcare president and chief executive officer. He was previously administrator of Straub Clinic & Hospital and Straub Health Plan in Honolulu, after working in San Francisco as administrator of Harkness Community Hospital and Upjohn Medical Group. He has a BS degree from the University of California, Berkeley and master's degrees in healthcare and business administration from Tulane and Loyola universities in New Orleans. Stenson is a fellow in the American College of Healthcare Executives and the American College of Medical Practice Executives. He serves on the boards of Hillsboro Community Foundation, Portland Community College Foundation, Virginia Garcia Clinic Foundation, **Native American Rehabilitation Association of the Northwest**, Community Action, Commission on Children, Washington County Public Health, Intel Community Advisory Panel, Vision Action Network, Pacific University Acorn Foundation, Tuality Foundation, and Greater Hillsboro Chamber of Commerce.

Karen Weylandt

Karen Weylandt has served at Providence Health & Services for more than 25 years, and is currently chief planning and design officer for the five-state health system. She has worked in the building, construction and improvement of Providence hospitals, outpatient clinics, surgery centers and educational facilities from Alaska to California. Her leadership for the planning and construction of Providence Newberg Medical Center resulted in the first hospital in the country to earn a LEED Gold designation. She also directed the planning and construction for the Providence Cancer Center in Portland. Weylandt's recent projects include a major expansion of services for Providence's downtown Seattle facilities, and a master plan for the south campus expansion at St. John's Hospital in Santa Monica, California. Weylandt earned a degree as a registered nurse and a master's degree in health care administration. For the past seven years she has served on the Oregon Facility Authority Board, and she also served several years on the Oregon Humane Society Board.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 17-4809, FOR THE PURPOSE OF CONFIRMING THE APPOINTMENT OF MEMBERS TO THE OREGON ZOO BOND CITIZENS' OVERSIGHT COMMITTEE

Date: May 22, 2017

Prepared by: Heidi Rahn, 503-220-5709

BACKGROUND

Metro Code Chapter 2.19 establishes the Oregon Zoo Bond Citizens' Oversight Committee ("Oversight Committee"). The terms for approximately half of the Oversight Committee members expire each calendar year. To maintain Oversight Committee membership, Resolution No. 17-4809 reappoints five members.

ANALYSIS/INFORMATION

1. **Known Opposition** None known
2. **Legal Antecedents** Metro Code Chapter 2.19
3. **Anticipated Effects** Reappoints five members.
4. **Budget Impacts** None

RECOMMENDED ACTION

Adoption of Resolution No. 17-4809.

Agenda Item No. 5.1

Ordinance No. 17-1403, For the Purpose of Annexing to the
Metro District Boundary Approximately 5.08 Acres Located
at 3780 SW 234th Ave in Hillsboro

Ordinances (First Read)

Metro Council Meeting
Thursday, June 8, 2017
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ANNEXING TO THE) ORDINANCE NO. 17-1403
METRO DISTRICT BOUNDARY)
APPROXIMATELY 5.08 ACRES LOCATED AT) Introduced by Chief Operating Officer
3780 SW 234TH AVE IN HILLSBORO) Martha J. Bennett with the Concurrence of
) Council President Tom Hughes

WHEREAS, Pahlisch Homes has submitted a complete application for annexation of 5.08 acres (“the territory”) located at 3780 SW 234th Ave in Hillsboro to the Metro District; and

WHEREAS, the Metro Council added this portion of South Hillsboro to the UGB, including the territory, by Ordinance No. 02-969B on December 5, 2002; and

WHEREAS, Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan requires annexation to the district prior to application of land use regulations intended to allow urbanization of the territory; and

WHEREAS, Metro has received consent to the annexation from the owner of the land in the territory; and

WHEREAS, the proposed annexation complies with Metro Code 3.09.070; and

WHEREAS, the Council held a public hearing on the proposed amendment on June 8, 2017; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The Metro District Boundary Map is hereby amended, as indicated in Exhibit A, attached and incorporated into this ordinance.
2. The proposed annexation meets the criteria in section 3.09.070 of the Metro Code, as demonstrated in the Staff Report dated May 24, 2017, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of June 2017.

Tom Hughes, Council President

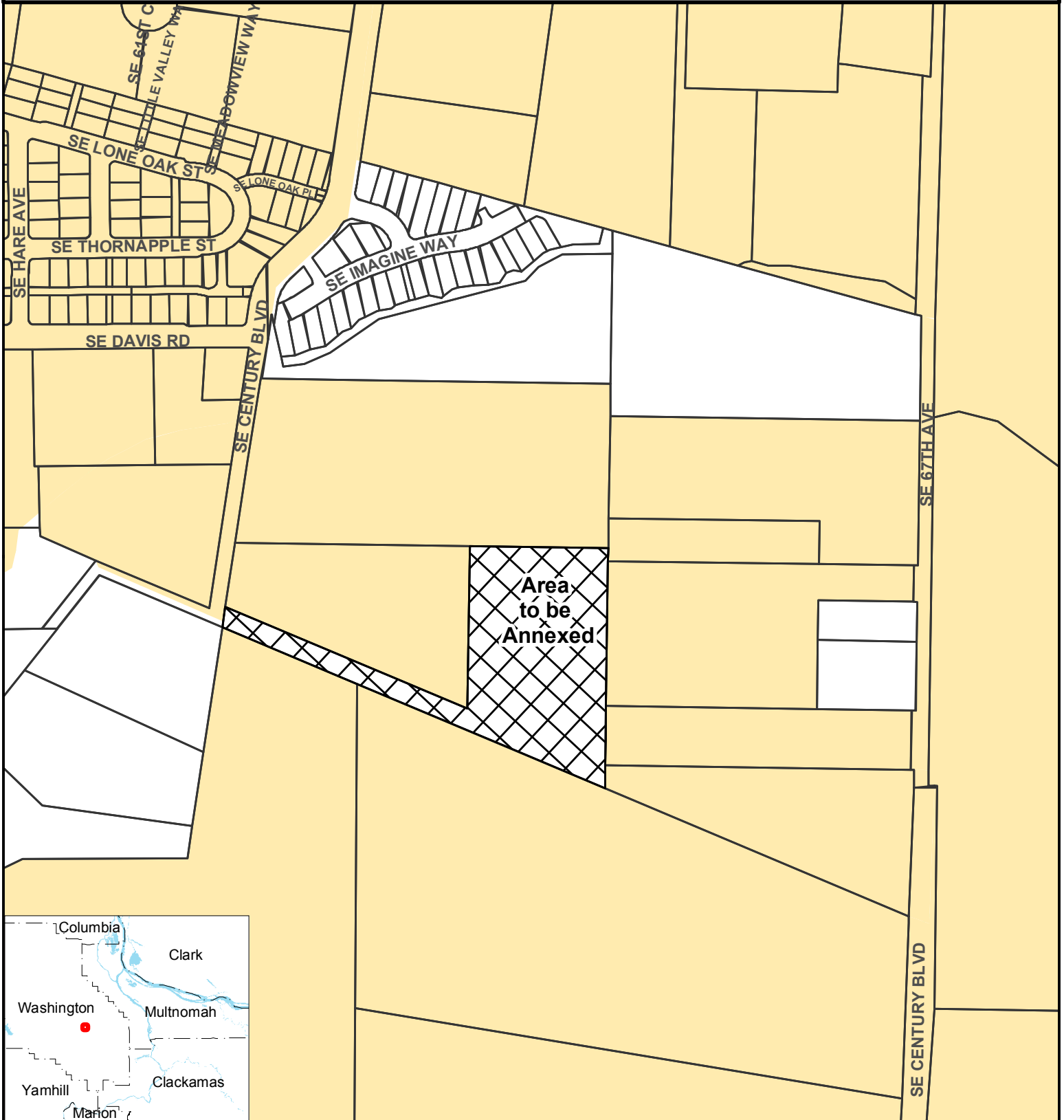
Attest:

Approved as to form:

Nellie Papsdorf, Recording Secretary

Alison R. Kean, Metro Attorney

Proposal No. AN-0317

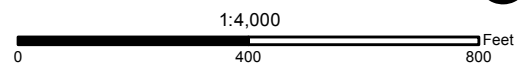


Proposal No. AN-0317 Metro District Boundary



Research Center
 600 NE Grand Ave
 Portland, OR 97232-2736
 (503) 797-1742
<http://www.oregonmetro.gov/drc>

- Area to be annexed
- Taxlots
- Metro District Boundary



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STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 17-1403, FOR THE PURPOSE OF ANNEXING TO THE METRO DISTRICT BOUNDARY APPROXIMATELY 5.08 ACRES LOCATED AT 3780 SW 234TH AVENUE IN HILLSBORO

Date: May 24, 2017

Prepared by: Tim O'Brien
Principal Regional Planner

BACKGROUND

CASE: AN-0317, Annexation to Metro District Boundary

PETITIONER: Pahlisch Homes
210 S Wilson Avenue, Suite 100
Bend, OR 97702

PROPOSAL: The petitioner requests annexation of one parcel to the Metro District boundary. The land was recently annexed to the City of Hillsboro.

LOCATION: The land is located at 3780 SW 234th Ave and totals approximately 5.08 acres in size. A map of the area can be seen in Attachment 1.

ZONING: The land is zoned for low and medium density residential use (SFR-10 & MFR-1) by Hillsboro.

The land was added to the UGB in 2002 and is part of the South Hillsboro Community Plan that was adopted by Hillsboro. The land must be annexed into the Metro District for urbanization to occur.

APPLICABLE REVIEW CRITERIA

The criteria for an expedited annexation to the Metro District Boundary are contained in Metro Code Section 3.09.070.

3.09.070 Changes to Metro's Boundary

(E) The following criteria shall apply in lieu of the criteria set forth in subsection (d) of section 3.09.050. The Metro Council's final decision on a boundary change shall include findings and conclusions to demonstrate that:

- 1. The affected territory lies within the UGB;*

Staff Response:

The subject parcel was brought into the UGB in 2002 through the Metro Council's adoption of Ordinance No. 02-969B.

- 2. The territory is subject to measures that prevent urbanization until the territory is annexed to a city or to service districts that will provide necessary urban services; and*

Staff Response:

The conditions of approval for Ordinance No. 02-969B include a requirement that Washington County apply interim protection measures for areas added to the UGB as outlined in Urban Growth Management

Functional Plan Title 11: Planning for New Urban Areas. Title 11 requires that new urban areas be annexed into the Metro District Boundary prior to urbanization of the area. Washington County applied the Future Development 20 (FD-20) zone to the expansion area. The subject property was recently annexed to Hillsboro and the South Hillsboro Community Plan was adopted in 2014. The applicant is currently moving forward with annexation to Clean Water Services. These measures ensured that urbanization would occur only after annexation to the necessary service districts is completed.

3. *The proposed change is consistent with any applicable cooperative or urban service agreements adopted pursuant to ORS Chapter 195 and any concept plan.*

Staff Response:

The parcel proposed for annexation is part of the South Hillsboro Community Plan Area, adopted by the City of Hillsboro in 2014. The proposed annexation is required by Hillsboro as part of a land use application and city annexation approval. The annexation is also consistent with the Hillsboro Urban Service Agreement, adopted April 2003. Thus the inclusion of the property within the Metro District is consistent with applicable cooperative urban service agreements and the South Hillsboro Community Plan.

ANALYSIS/INFORMATION

Known Opposition: There is no known opposition to this application.

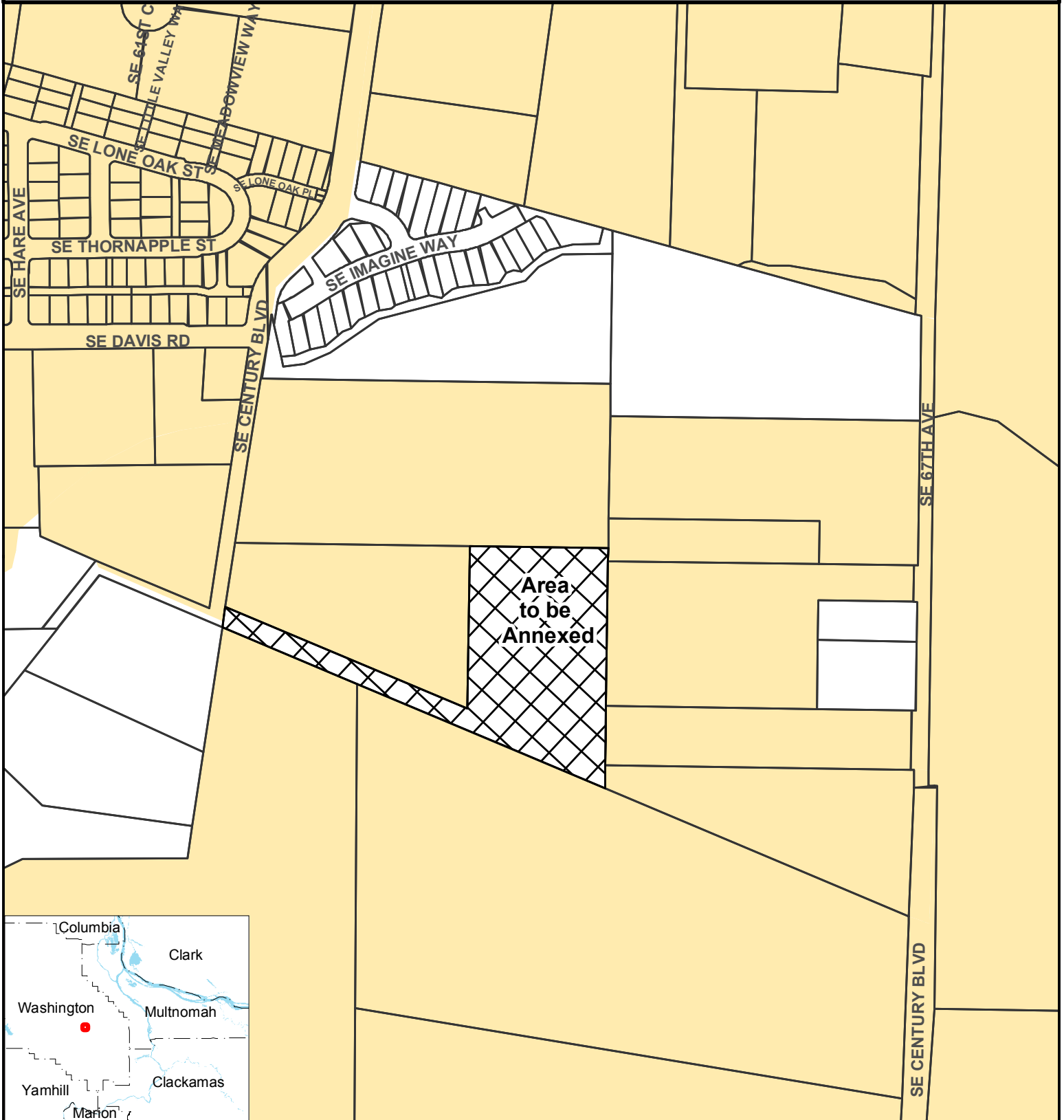
Legal Antecedents: Metro Code 3.09.070 allows for annexation to the Metro District boundary.

Anticipated Effects: This amendment will add approximately 5.08 acres to the Metro District. The land is currently within the UGB and within the City of Hillsboro. Approval of this request will allow for the urbanization of the parcel to occur consistent with the South Hillsboro Community Plan.

Budget Impacts: The applicant was required to file an application fee to cover all costs of processing this annexation request, thus there is no budget impact.

RECOMMENDED ACTION




Staff recommends adoption of Ordinance No. 17-1403.

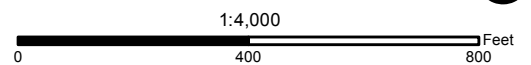


Proposal No. AN-0317 Metro District Boundary



Research Center
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-  Area to be annexed
-  Taxlots
-  Metro District Boundary



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Agenda Item No. 5.2

Ordinance No. 17-1405, For the Purpose of Responding to
the Remand from the Oregon Court of Appeals and the
Land Conservation and Development Commission
Regarding the Designation of Urban and Rural Reserves in
Clackamas County and Multnomah County

Ordinances (First Read)

Metro Council Meeting
Thursday, June 8, 2017
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RESPONDING TO) Ordinance No. 17-1405
THE REMAND FROM THE OREGON)
COURT OF APPEALS AND THE LAND) Introduced by Chief Operating Officer
CONSERVATION AND DEVELOPMENT) Martha Bennett in concurrence with
COMMISSION REGARDING THE) Council President Tom Hughes
DESIGNATION OF URBAN AND RURAL)
RESERVES IN CLACKAMAS COUNTY)
AND MULTNOMAH COUNTY)

WHEREAS, in 2007 the Oregon Legislative Assembly enacted SB 1011, authorizing Metro and the three counties in the Metro region to designate urban and rural reserves; and

WHEREAS, between 2008 and 2010 Metro and the three counties conducted an extensive public process bringing together citizens, stakeholders, local governments and state agencies to consider and apply the urban and rural reserve factors to land surrounding the Metro urban growth boundary (UGB); and

WHEREAS, in 2010 Metro and each of the three counties entered into intergovernmental agreements mapping the areas that were determined to be most appropriate as urban and rural reserves under the applicable factors; and

WHEREAS, in 2011 Metro and the three counties submitted ordinances and findings formally adopting the urban and rural reserve designations to LCDC for acknowledgement, and those designations were approved and acknowledged by LCDC in 2012; and

WHEREAS, in 2014 the LCDC acknowledgement order was remanded by the Oregon Court of Appeals, and the Oregon Legislative Assembly enacted House Bill 4078, which legislatively designated a revised map of urban and rural reserve areas in Washington County; and

WHEREAS, in 2015 LCDC issued an order remanding the remaining urban and rural reserve designations to Metro, Multnomah County, and Clackamas County for further review consistent with the Court of Appeals opinion; and

WHEREAS, in 2016 the Metro Council addressed the remand issues arising out of Clackamas County via Ordinance No. 16-1368, which adopted findings concluding that the urban reserve study areas identified as areas 4A, 4B, 4C, and 4D (generally referred to as “Stafford”) were correctly designated as urban reserve areas; and

WHEREAS, on April 13, 2017 the Metro Council adopted Ordinance No. 17-1397, which addressed two state rule requirements that apply to the designation of urban and rural reserves across the entire region, in light of (a) the Metro Council’s adoption of newer regional urban growth projections in the 2014 Urban Growth Report, and (b) the reduction of urban reserve acreage in Washington County via HB 4078; and

WHEREAS, in order for reserve designations to become effective, OAR 660-027-0040 requires Metro and each county that designates reserves to adopt a single joint set of findings and conclusions explaining why areas were chosen as urban or rural reserves under the applicable factors; and

WHEREAS, on May 23, 2017 the Clackamas County Board of Commissioners adopted Ordinance No. 06-2017, which includes supplemental findings and conclusions explaining why the Stafford area was designated as urban reserves under the applicable factors; and

WHEREAS, on June 1, 2017 the Multnomah County Board of Commissioners adopted Ordinance No. 1246, which includes supplemental findings and conclusions explaining why Area 9D was designated as rural reserve under the applicable factors; and

WHEREAS, the purpose of this ordinance is for the Metro Council to adopt and incorporate all of the findings and conclusions adopted by Clackamas County and Multnomah County into a single set of findings to be transmitted to LCDC for review and acknowledgment; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The urban and rural reserves in Clackamas County and Multnomah County that were designated in 2011 by Metro Ordinance No. 11-1255 are hereby re-adopted as depicted on the map attached as Exhibit A, attached and incorporated into this ordinance;
2. The Findings of Fact and Conclusions of Law in Exhibit B, attached and incorporated into this ordinance, explain how the urban and rural reserve designations depicted on Exhibit A are consistent with state law.
3. The prior record of proceedings before the Metro Council in Ordinance No. 16-1368 and Ordinance No. 17-1397 are hereby adopted and incorporated as part of the record in this proceeding.
4. The prior record of proceedings before LCDC in the 2011 acknowledgment review resulting in LCDC Order 12-ACK-001819 is hereby adopted and incorporated as part of the record in this proceeding.

ADOPTED by the Metro Council this 15th day of June 2017.

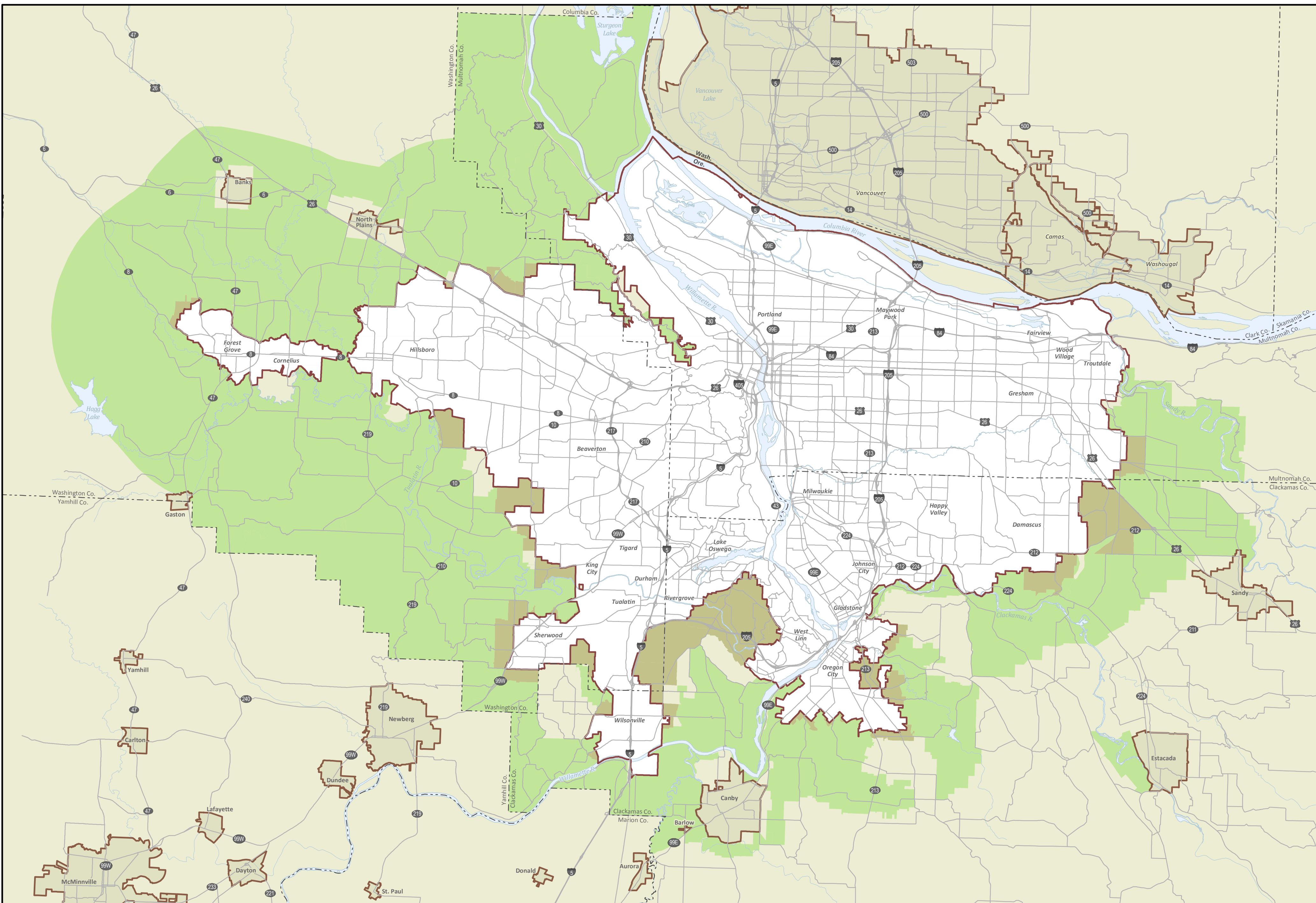
Tom Hughes, Council President

Attest:

Approved as to Form:

Nellie Papsdorf, Recording Secretary

Alison R. Kean, Metro Attorney



Title 14, Urban Growth Boundary - Exhibit A to Ordinance 17-1405

June, 2017



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- County boundaries
- Urban growth boundaries
- Neighbor cities
- Rural reserve
- Urban reserve



Exhibit B to Ordinance No. 17-1405

REASONS FOR DESIGNATION OF URBAN AND RURAL RESERVES

The Metro Council adopts these findings for the purpose of responding to the decision of the Oregon Court of Appeals in *Barkers Five LLC v. Land Conservation and Development Commission*, 261 Or App 259 (2014) and LCDC's Remand Order 14-ACK-001867 regarding certain urban reserve designations in Clackamas County and rural reserve designations in Multnomah County. These findings include the original findings that were adopted in 2011 providing the reasons for designating urban and rural reserves, as well as new and supplemental findings that address the issues identified by the Court of Appeals regarding designation of the Stafford area in Clackamas County as urban reserve and designation of Area 9D in Multnomah County as rural reserve. These findings also include supplemental findings regarding the supply of urban reserves in the entire region and the regionwide balance findings required under OAR 660-027-0040(10).

Specifically, these findings include the following new sections providing necessary supplemental findings: (a) Section V contains supplemental findings regarding the supply of urban reserves and the regionwide balance requirements; (b) Section VIII contains supplemental findings regarding the Stafford urban reserve designation in Clackamas County; and (c) Section X contains supplemental findings regarding the Area 9D rural reserve designation in Multnomah County. To the extent any of the new supplemental findings in Sections V, VIII, and X are inconsistent with other findings in this document that were previously adopted in 2011, the supplemental findings shall govern.

Those portions of the original 2011 findings providing reasons for designation of urban and rural reserves in Washington County have been removed from this document, because the Washington County reserve areas were established and acknowledged by the Oregon Legislature in 2014 via House Bill 4078.

I. BACKGROUND

The 2007 Oregon Legislature authorized Metro and Clackamas, Multnomah and Washington Counties ("partner governments") to designate urban reserves and rural reserves following the process set forth in ORS 195.137 – 195.145 (Senate Bill 1011) and implementing rules adopted by the Land Conservation and Development Commission (LCDC) (OAR 660 Division 27). The Legislature enacted the new authority in response to a call by local governments in the region to improve the methods available to them for managing growth. After the experience of adding over 20,000 acres to the regional urban growth boundary (UGB) following the soil-capability-based priority of lands in ORS 197.298, cities and the partner governments wanted to place more emphasis on the suitability of lands for sustainable urban development, longer-term security for agriculture and forestry outside the UGB, and respect for the natural landscape features that define the region.

The new statute and rules make agreements among the partner governments a prerequisite for designation of urban and rural reserves. The remarkable cooperation among the local governments of the region that led to passage of Senate Bill 1011 and adoption of LCDC rules

continued through the process of designation of urban reserves by Metro and rural reserves by Clackamas, Multnomah and Washington Counties. The partners' four ordinances are based upon the separate, formal intergovernmental agreements between Metro and each county that are part of our record, developed simultaneously following long study of potential reserves and thorough involvement by the public.

The four governments submitted their ordinances with designated reserves to LCDC in periodic review on June 23, 2010. On October 29, 2010, the Commission gave its oral approval to the reserves designated in Clackamas and Multnomah Counties and to the rural reserves and most of the urban reserves in Washington County. The Commission, however, rejected the designation of Urban Reserve 7I, north of Cornelius, and directed reconsideration of Urban Reserve 7B, north of Forest Grove. The Commission authorized Metro and Washington County to consider designating as urban reserve, or leaving undesignated, land the County had previously designated rural reserve or left undesignated. In order to provide flexibility, the Commission also returned the rural reserves in Washington County for further consideration.

Washington County and Metro responded to LCDC's oral decision by revising the intergovernmental agreement between them and adopting ordinances amending their respective comprehensive plan and regional framework plan maps (Washington County Ordinance No. 740; Metro Ordinance No. 11-1255). The ordinances made the following changes:

- The designation of Area 7I as urban reserve (623 acres) was removed
- 263 acres of Area 7I were designated rural reserves
- 360 acres of Area 7I were left undesignated
- The urban reserve designation of the 28-acre portion of Area 7B that lies east and north of Council Creek was removed; the portion was left undesignated
- 352 acres of undesignated land north of Highway 26, south of West Union Road, east of Groveland Road and west of Helvetia Road were designated urban reserve
- The rural reserve designation of 383 acres of Rural Reserve 6E south of Rosedale Road, west of 209th Avenue and north of Farmington Road was removed; the portion was left undesignated.

Metro Supp Rec. 798.

These revisions reduced the acres of urban reserves in Washington County by 299 acres, reduced the acres of rural reserves by 120 acres and increased the acres adjacent to the UGB left undesignated by 391 acres, all compared with the reserves submitted to LCDC in June, 2010. Overall, there are 13,525 acres of urban reserves and 151,209 acres of rural reserves in Washington County, in part reflecting refinements of boundaries as they relate to street rights-of-way, floodplains and improved tax lot alignments. Metro Supp Rec. 799.

II. OVERALL CONCLUSIONS

With adoption of Metro Ordinance No. 11-1255, Metro has designated 28,256 gross acres as urban reserves, including urban reserves in each county. Metro Supp Rec. 799. These lands are now first priority for addition to the region's UGB when the region needs housing or employment capacity. As indicated in new policy in Metro's Regional Framework Plan in Exhibit A to Ordinance No. 10-1238A, the urban reserves are intended to accommodate population and employment growth for 50 years, to year 2060.

Clackamas County Ordinance No. ZDO-233 designates 68,713 acres as rural reserves in Clackamas County. Multnomah County Ordinance No. 2010-1161 designates 46,706 acres as rural reserves in Multnomah County. Washington County Ordinance No. 740, which revised the county's designation of rural reserves following LCDC's remand of urban and rural reserves in the county, designates 151,209 acres of rural reserves. Metro Supp Rec. 798. As indicated in new policies in the Regional Framework Plan and the counties' comprehensive plans, these rural reserves – 266,628 acres in total – are now protected from urbanization for 50 years. Metro Supp. Rec. 798. The governments of the region have struggled with the urban-farm/forest interface, always searching for a “hard edge” to give farmers and foresters some certainty to encourage investment in their businesses. No road, stream or floodplain under the old way of expanding the UGB offers the long-term certainty of the edge of a rural reserve with at least a 50-year lifespan. This certainty is among the reasons the four governments chose the longer, 50-year, reserves period.

The region's governments have also debated how best to protect important natural landscape features at the edges of the urban area. The partners' agreements and these ordinances now identify the features that will define the extent of outward urban expansion.

The region's urban and rural reserves are fully integrated into Metro's Regional Framework Plan and the Comprehensive Plans of Clackamas, Multnomah and Washington counties. Metro's plan includes a map that shows urban and rural reserves in all three counties. Each of the county plans includes a map that shows urban and rural reserves in the county. The reserves shown on each county map are identical to the reserves shown in that county on the Metro map. Each of the four plans contains new policies that ensure accomplishment of the goals for the reserves set by the four local governments and by state law. These new policies are consistent with, and carry out, the intergovernmental agreements between Metro and the three counties signed in February, 2010, and the supplemental agreement between Metro and Washington County signed on March 15, 2011. Metro Supp. Rec. 285.

Together, these reserves signal the region's long-term limits of urbanization, its commitment to stewardship of farmland and forests, and its respect for the natural landscape features that give the people of the region their sense of place. Urban reserves, if and when added to the UGB, will take some land from the farm and forest land base. But the partners understood from the beginning that some of the very same characteristics that make an area suitable for agriculture also make it suitable for industrial uses and compact, mixed-use, pedestrian and transit-supportive urban development. The most difficult decisions made by the four governments

involved Foundation Agricultural Land¹ near the existing UGB and the circumstances in which this land should be designated as urban reserve to accommodate growth in a compact form and provide opportunities for industrial development, difficult or impossible on steep slopes. Metro designated 15 areas composed predominantly of Foundation Land as urban reserve, totaling 11,551 acres.²

Some important numbers help explain why the partners came to agree that the adopted system, in its entirety, best achieves this balance. Of the total 28,256 acres designated urban reserves, approximately 13,624 acres are Foundation (11,551 acres) or Important (2,073 acres) Agricultural Land. This represents only four percent of the Foundation and Important Agricultural Land studied for possible urban or rural reserve designation. If all of this land is added to the UGB over the next 50 years, the region will have lost four percent of the farmland base in the three-county area. Metro Supp.Rec. 799; 804-05.

There is a second vantage point from which to assess the significance for agriculture of the designation of urban reserves in the three-county region: the percentage of land zoned for exclusive farm use in the three counties that is designated urban reserve. Land zoned EFU³ has emerged over 35 years of statewide planning as the principal land base for agriculture in the counties, and is protected for that purpose by county zoning. The inventory of Foundation and Important Agricultural Lands includes land that is “exception land,” no longer protected for agriculture for farming. Of the 28,256 acres designated urban reserves, some 13,746 acres are zoned EFU. Even including the 3,532 acres of these EFU lands that are classified by ODA as “conflicted”, these 13,746 acres represent slightly more than five percent of all land zoned EFU (266,372 acres) in the three counties. If the “conflicted” acres are removed from consideration, the percentage drops to less than four percent. Metro Supp.Rec. 799; 804-05.

A third vantage point adds perspective. During an approximately 30-year period leading to establishment of the statewide planning program and continuing through the acknowledgement and early implementation of county comprehensive plans, the three counties lost more than 150,000 acres of farmland. Metro Supp. Rec. 799; 804-05. By contrast, if all the zoned farmland that is designated urban reserve is ultimately urbanized, the regional will have lost only 13,746 acres over 50 years.

If the region’s effort to contain urban development within the existing UGB and these urban reserves for the next 50 years is successful, the UGB will have accommodated an estimated 74 percent increase in population on an 11-percent increase in the area within the UGB. No other

¹ Those lands mapped as Foundation Agricultural Land in the January, 2007, Oregon Department of Agriculture report to Metro entitled “Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands.”

² 1C (East of Gresham, portion); 1F (Boring); 5A (Sherwood North); 5B (Sherwood West); 6A (Hillsboro South, portion); 6B (Cooper Mt. Southwest); 6C (Roy Rogers West); 6D (Beef Bend South); 7B (Forest Grove North); 7C (Cornelius East); 7D (Cornelius South); 7E (Forest Grove South); 8A (Hillsboro North); 8B (Shute Road Interchange and new Area D); 8C (Bethany West)

³ Includes all farm zones acknowledged to comply with statewide planning Goal 3, including Washington County’s AF-20 zone.

region in the nation can demonstrate this growth management success. Most of the borders of urban reserves are defined by a 50-year “hard edge” of 266,628 acres designated rural reserves, nearly all of which lies within five miles of the existing UGB. Of these rural reserves, approximately 248,796 acres are Foundation or Important Agricultural Land. Metro Supp. Rec. 799; 804-05.

Why did the region designate *any* Foundation Agricultural Land as urban reserve? The explanation lies in the geography and topography of the region, the growing cost of urban services and the declining sources of revenues to pay for them, and the fundamental relationships among geography and topography and the cost of services. The region aspires to build “great communities.” Great communities are those that offer residents a range of housing types and transportation modes from which to choose. Experience shows that compact, mixed-use communities with fully integrated street, pedestrian, bicycle and transit systems offer the best range of housing and transportation choices. *State of the Centers: Investing in Our Communities*, January, 2009. Metro Rec. 181-288. The urban reserves factors in the reserves rules derive from work done by the region to identify the characteristics of great communities. Urban reserve factors (1), (3), (4), and (6)⁴ especially aim at lands that can be developed in a compact, mixed-use, walkable and transit-supportive pattern, supported by efficient and cost-effective services. Cost of services studies tell us that the best landscape, both natural and political, for compact, mixed-use communities is relatively flat, undeveloped land. *Core 4 Technical Team Preliminary Analysis Reports for Water, Sewer and Transportation*, Metro Rec. 1163-1187; *Regional Infrastructure Analysis*, Metro Rec. 440-481.

The region also aspires to provide family-wage jobs to its residents. Urban reserve factor (2) directs attention to capacity for a healthy economy.⁵ Certain industries the region wants to attract prefer large parcels of flat land. Staff Report, June 9, 2010, Metro Rec. 172-178. Water, sewer and transportation costs rise as slope increases. *Core 4 Technical Team Preliminary Analysis Reports for Water, Sewer and Transportation*, Metro Rec. 1163-1187; *Regional Infrastructure Analysis*, Metro Rec. 440-481. Converting existing low-density rural residential development into compact, mixed-use communities through infill and re-development is not only very expensive, it is politically difficult. Metro Rec. 289-300.

Mapping of slopes, parcel sizes, and Foundation Agricultural Land revealed that most flat land in large parcels without a rural settlement pattern at the perimeter of the UGB lies in Washington County, immediately adjacent to Hillsboro, Cornelius, Forest Grove, Beaverton, and Sherwood. These same lands provide the most readily available supply of large lots for industrial development. *Business Coalition Constrained Land for Development and Employment Map*,

⁴ “(1) Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;
“(3) Can be efficiently and cost-effectively service with public schools and other urban-level public facilities and services by appropriate and financially capable providers;
“(4) Can be designed to be walkable and service with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate services providers;
“(6) Includes sufficient land suitable for a range of needed housing types.”

⁵ “(2) Includes sufficient development capacity to support a healthy economy.”

Metro Rec. 301; 1105-1110. Almost all of it is Foundation Agricultural Land. Metro Supp. Rec.799. Had the region been looking only for the best land to build great communities, nearly all the urban reserves would have been around these cities. It is no coincidence that these cities told the reserves partners that they want significant urban reserves available to them, while most other cities told the partners they want little or no urban reserves. *Washington County Cities' Pre-Qualified Concept Plans*, WashCo Rec. 3036-3578. These facts help explain why there is more Foundation Agricultural Land designated urban reserve in Washington County than in Clackamas or Multnomah counties. Had Metro not designated some Foundation Land as urban reserve in Washington County, it would not have been possible for the region to achieve the “livable communities” purpose of reserves in LCDC rules. OAR 660-027-0005(2).

Several urban reserves factors focus on the efficient, cost-effective installation, operation and maintenance of public services to urban reserves once they are included within the UGB.⁶ Urban reserve factor (6) calls for land suitable for needed housing types. The partners began the analysis by examining lands within five miles of the UGB. Most of these lands initially studied are beyond the affordable reach of urban services. As noted above, water, sewer and transportation costs rise as slope increases. *Core 4 Technical Team Preliminary Analysis Reports for Water, Sewer and Transportation*, Metro Rec. 1163-1187; *Regional Infrastructure Analysis*, Metro Rec. 440-481. Not only does most of the Important Agricultural Land and the Conflicted Agricultural Land within five miles of the UGB exhibit steeper slopes than the Foundation Land close to the UGB; these non-Foundation Lands also exhibit rural residential development patterns on smaller parcels (“exception lands”). Metro Supp. Rec.799; 807; WashCo Rec. 1891-1894; 2905. With one exception (small portion of Urban Reserve 1F), designated urban reserves lie within two miles of the UGB. Metro Supp. Rec.806.

Despite these geopolitical and cost-of-services realities, the reserves partners designated extensive urban reserves that are *not* Foundation Agricultural Lands in order to meet the farm and forest land objectives of reserves, knowing these lands will be more difficult and expensive to urbanize. The following urban reserves are principally Conflicted and Important Agricultural Land:

- Urban Reserve 1D east of Damascus and south of Gresham (2,716 acres), ClackCo Rec. 1723;
- Urban Reserve 2A south of Damascus (1,239 acres), ClackCo Rec. 1722;
- Urban Reserves 3B, C, D, F and G around Oregon City (2,232 acres), ClackCo Rec. 1718-1720;
- Urban reserves 4A, B and C in the Stafford area (4,699 acres), ClackCo Rec. 1716;
- Urban reserves 4D, E, F, G and H southeast of Tualatin and east of Wilsonville (3,589 acres), ClackCo Rec. 600;
- Urban Reserve 5F between Tualatin and Sherwood (572 acres); WashCo Rec. 3517; 2998;
- Urban Reserve 5G west of Wilsonville (203 acres) ClackCo Rec. 711-712; and
- Urban Reserve 5D south of Sherwood (447 acres), WashCo Rec. 3481; 2998.

⁶ Urban Reserve factors (1) (efficient use of public infrastructure); (3) (efficient and cost-effective public services); (4) (walkable, bikeable and transit-supportive).

These non-Foundation Lands designated urban reserve, which total approximately 15,700 acres, (55 percent of all lands designated urban reserve), are the most serviceable among the non-Foundation Lands within the initial study area. Metro Supp Rec.804-05; WashCo Re. 3006-3010; 3015.

Many areas of Important and Conflicted Agricultural Lands were not designated urban reserve in part because the presence of steep slopes, bluffs, floodplains, streams and habitat, limiting their suitability or appropriateness for urbanization:

- Rural Reserve 1B (West of Sandy River): the Sandy River Canyon and the county’s scenic river overlay zone. MultCo Rec. 2961-2965; 2973-2985;
- Rural Reserve 2B (East Clackamas County): steep bluffs above the Clackamas River. ClackCo Rec. 560-563; 568-571;
- Rural Reserve 3E (East of Oregon City): steep slopes along Abernethy, Clear and Newell Creeks. ClackCo Rec. 748-755;
- Rural Reserve 3H (South of Oregon City): steep slopes drop to Beaver and Parrot Creeks. ClackCo. Rec. 557; 1718;
- Rural Reserve 4I (Pete’s Mtn.): steep slopes. ClackCo Rec. 741-743;
- Rural Reserve 5C (East Chehalem Mtns): steep slopes and floodplain of Tualatin River; WashCo Rec. 2998-3027;
- Rural Reserve 5I (Ladd Hill): steep slopes and creek traverses. ClackCo. Rec. 592-595;
- Rural Reserve 6E (Central Chehalem Mtns.): steep slopes and floodplain of Tualatin River. WashCo Rec. 2998-3027;
- Rural Reserve 7G (West Chehalem Mtns.): steep slopes and floodplain of Tualatin River. WashCo Rec. 2997; 3006-3010; 3027;
- Rural Reserve 7H (West Fork of Dairy Creek); steep slopes on David Hill. WashCo. Rec. 3013; 3029; 3107;
- Rural Reserves 9A-9C (Powerlines/Germantown Road-South): steep slopes, many stream headwaters and courses. MultCo. Rec. 11; 329-330; 3004-3015;
- Rural Reserve 9D (West Hills South): steep slopes, many stream headwaters and courses. MultCo Rec. 2993-3033.

Metro Supp Rec. 806.

Urban reserve factors (5), (7) and (8)⁷ seek to direct urban development away from important natural landscape features and other natural resources. Much of the Important and some Conflicted Agricultural Lands are separated from the UGB by, or include, important natural landscape features or rural reserves on Foundation or Important Agricultural Land:

⁷ “(5) Can be designed to preserve and enhance natural ecological systems;
“(7) Can be developed in a way that preserves important natural landscape features included in urban reserves;
“(8) Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves.”

- Rural Reserve 1B (West of Sandy River): the Sandy River Canyon (Wild and Scenic River). MultCo Rec. 2961-2965; 2973-2985;
- Rural Reserve 2B (East Clackamas County): Clackamas River and canyons of Deep, Clear and Newell Creeks. ClackCo. Rec. 1722;
- Rural Reserve 3E (East of Oregon City): Willamette River and canyons of Abernethy, Clear and Newell Creeks. ClackCo Rec. 560-563;
- Rural Reserve 3H (South of Oregon City): Willamette Narrows, Canemah Bluffs and canyons of Beaver and Parrot Creeks. ClackCo. Rec. 553-554;
- Rural Reserve 4I (Pete’s Mtn.): Willamette Narrows on eastern edge. ClackCo. Rec. 596;
- Rural Reserve 5C (East Chehalem Mtns): Chehalem Mtns., floodplain of Tualatin River and Tualatin River National Wildlife Refuge. WashCo Rec. 2988-3027; 9677-9679;
- Rural Reserve 5I (Ladd Hill): Parrett Mtn., Willamette River, Tonquin Geological Area. ClackCo. Rec. 592-595;
- Rural Reserve 6E (Central Chehalem Mtns.): Chehalem Mtns., floodplain of Tualatin River. WashCo Rec. 2998-3027;
- Rural Reserve 7G (West Chehalem Mtns.): Chehalem Mtns., floodplain of Tualatin River. WashCo Rec. 3029; 3095; 3103;
- Rural Reserves 9A-9C (Powerlines/Germantown Road-South): steep slopes (Tualatin Mountains), stream headwaters (Abbey Creek and Rock Creek) and courses. MultCo. Rec. 11; 329-330; 3004-3015; 3224-3225; 3250-3253; 9322-9323;
- Rural Reserve 9D (West Hills South): steep slopes, many stream headwaters (Abbey Creek and Rock Creek) and courses. MultCo Rec. 2993-3033.

Metro Supp. Rec. 800-01; 821.

Third, much of the Important and Conflicted Agricultural Lands rates lower against the urban reserves factors in comparison to areas designated urban reserve, or remain undesignated for possible designation as urban reserve if the region’s population forecast proves too low:⁸

- Clackamas Heights, ClackCo Rec. 1721;
- East Wilsonville, ClackCo Rec. 1715;
- West Wilsonville, ClackCo Rec. 1713;
- Southeast of Oregon City, ClackCo Rec. 1719;
- Southwest of Borland Road, ClackCo Rec. 740-747;
- Between Wilsonville and Sherwood, ClackCo;
- Powerline/Germantown Road-South, MultCo Rec. 2909-2910.

Lastly, some of the Important and Conflicted Agricultural Lands lie adjacent to cities in the region that have their own UGBs and want their own opportunities to expand over time:

⁸ “Retaining the existing planning and zoning for rural lands (and not applying a rural or an urban reserves designation) is appropriate for lands that are unlikely to be needed over the next 40 years, or (conversely) that are not subject to a threat of urbanization.” Letter from nine state agencies to the Metro Regional Reserves Steering Committee, October 14, 2009, page 15.

- Estacada
- Sandy

The partners also considered the rural reserve factors when considering whether to designate Foundation Agricultural Land as urban reserve. The first set of rural reserve factors focuses on the suitability and capability of land for agriculture and forestry. The factors in this set that address agricultural suitability and capability derive from the January, 2007, Oregon Department of Agriculture report to Metro entitled “Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands.” All of the Foundation Lands designated urban reserve are potentially subject to urbanization [rural factor (2)(a)] due to their proximity to the UGB and suitability for urbanization, as described above. See, e.g., WashCo Rec. 2984-2985; 2971-2972; 3013-3014. All of the Foundation Lands designated urban reserve are also capable of sustaining long-term agricultural or forest operations [factor (2)(b)]. WashCo rec. 2972-2973; 2985; 3015. Similarly, all of the Foundation Lands designated urban reserve have soils and access to water that render them suitable [factor (2)(c)] to sustain agriculture. See, e.g., WashCo Rec. 2972-2975; 2985; 2998; 3016-3018. These lands also lie in large blocks of agricultural land and have parcelization, tenure and ownership patterns and agricultural infrastructure that make them suitable for agriculture. WashCo Rec. 2975; 2985; 3019-3024; 3027. The identification of these lands as Foundation Agricultural Land by the Oregon Department of Agriculture is a reliable general source of information to support these findings. See also WashCo Rec. 2976-2983; 3019-3025.

Notwithstanding these traits that make these lands suitable for agriculture and forestry, some of the urban reserves on Foundation Land rate lower on the rural reserve factors than Foundation Land *not* designated urban reserve. WashCo Rec. 2978; 3025. Urban Reserves 6A (portion), 6B, 6C,6D, 5A, 5B and 1F lie within Oregon Water Resources Department-designated Critical or Limited Groundwater Areas and have less ready access to water [factor (2)(c)]. WashCo Rec. 2294-2302; 2340; 2978-2979; 3019-3023; 3025; 3058-3061; 3288; 3489-3490. Metro Supp. Rec. 799-800; 809. Urban Reserves 8A, 8B (with new Area D, 6A (portion), 6B, 6D (portion), 5A, 5B, 1C and 1D are not within or served by an irrigation district. Metro Supp. Rec.799; 808. WashCo Rec. 2340; 3019-3023; 3025 Urban Reserve 6A contains the Reserves Vineyards Golf Course. Metro Supp. Rec.799.

The second set of rural reserve factors focuses on natural landscape features. All of the Foundation Lands designated urban reserve are potentially subject to urbanization [factor (3)(a)] due to their proximity to the UGB and their suitability for urbanization, as described above. The identification of these lands as Foundation Agricultural Land by the Oregon Department of Agriculture is a reliable general source of information to support this finding. Because urban reserves are intended for long-term urbanization, the partners were careful to exclude from urban reserves large tracts of land constrained by natural disasters or hazards incompatible with urban development. Metro Rec. 301; 1105-1110; WashCo Rec. 2986. Small portions of these urban reserves are vulnerable to hazards, but city land use regulations will limit urban development on steep slopes, in floodplains and areas of landslides once the lands are added to the UGB. Metro Supp. Rec.821; WashCo Rec. 2986.

Little of these Foundation Lands are mapped as significant fish, plant or wildlife habitat [factor (3)(c)], the mapping of which is largely subsumed on the landscape features map. For the same reasons, little of these lands are riparian areas or wetlands. As with all lands, these lands are important for protection of water quality. But the lands are subject to local, regional, state and federal water quality regulations. See, e.g., WashCo Rec.2986-2987.

There are several inventoried natural landscape features [factor (3)(e)] within the Foundation Lands designated urban reserve. Rock Creek flows through a portion of Urban Reserve 8C (Bethany West). The IGA between Washington County and Metro included a provision to limit development on approximately 115 acres of constrained land within the portion of the watershed in 8C, through application of the county's Rural/Natural Resources Plan Policy 29 and Clean Water Services programs developed to comply with Title 13 (Nature in Neighborhoods) of Metro's Urban Growth Management Functional Plan. Metro Rec.821. Urban Reserve 6B includes portions of the slopes of Cooper Mountain. Metro's Cooper Mountain Nature Park lies within this area and protects much of the mountain's slopes. Metro Supp. Rec.821. Urban Reserve 6D includes a segment of Tualatin River floodplain. King City will apply its floodplains ordinance to limit development there. WashCo. Rec. 3462-3463; Metro Supp. Rec.821. There are such inventoried natural landscape features at the edges of Urban Reserves 6A (South Hillsboro, Tualatin River), 6C (Roy Rogers West, Tualatin River), 6D (Beef Bend, Tualatin River), 7C (Cornelius East, Dairy Creek), 7D (Cornelius South, Tualatin River), 7E (Forest Grove South, Tualatin River and Lower Gales Creek) and 8A (Hillsboro North, McKay Creek); Metro Supp. Rec.821. These features serve as edges to limit the long-term extent of urbanization and reduce conflicts with rural uses [factor (3)(f)] .

Urban Reserves 1F, 8A and 8B (new Area D) lessen the separation [factor (3)(g)] between the Metro urban area and the cities of Sandy and North Plains, respectively. But significant separation remains (Sandy: approximately 9,000 feet; North Plains: approximately 2,000 feet). Metro Supp. Rec.803; WashCo Rec. 2987. Finally, because private farms and woodlots comprise most of these Foundation Lands, they do not provide easy access to recreational opportunities as compared to Important and Conflicted Lands.

As indicated above and in county findings in sections VI through VIII, these 15 urban reserves on Foundation Agricultural Land rate highly for urban reserves and rural reserves. In order to achieve a balance among the objectives of reserves, Metro chose these lands as urban reserves rather than rural reserves. The characteristics described above make them the best lands for industrial use and for compact, mixed-use, pedestrian-friendly and transit-supportive communities. Designation of these areas as urban reserve will have little adverse impact on inventoried natural landscape features. Notwithstanding the loss of these lands over time, urbanization of these lands will leave the agricultural and forest industries vital and viable in the region.

The record of this two and one-half-year effort shows that not every partner agreed with all urban reserves in each county. But each partner agrees that this adopted system of urban and rural reserves, in its entirety, achieves the region's long-range goals and a balance among the objectives of reserves: to accommodate growth in population and employment in sustainable and prosperous communities and neighborhoods, to preserve the vitality of the farms and forests of the region, and to protect defining natural landscape features. The partners are confident that this

system of reserves will allow the continuation of vibrant and mutually-reinforcing farm, forest and urban economies for the next 50 years. And the partners agree this system is the best system the region could reach by mutual agreement.

III. OVERALL PROCESS OF ANALYSIS AND PUBLIC INVOLVEMENT

A. Analysis and Decision-Making

The three counties and Metro began reserves work as soon as LCDRC adopted the new rules on reserves (OAR Division 27). The four governments formed committees and began public involvement to raise awareness about reserves and help people learn how to engage in the process. Each of the four governments selected one of its elected officials to serve on the “Core 4”, established to guide the designation process and formulate recommendations to the county boards and the Metro Council. The four governments also established a “Reserves Steering Committee” (RSC) to advise the Core 4 on reserves designation. The RSC represented interests across the region - from business, agriculture, social conservation advocacy, cities, service districts and state agencies (52 members and alternates).

The four governments established an overall Project Management Team (PMT) composed of planners and other professions from their planning departments. Each county established an advisory committee to provide guidance and advice to its county board, staffed by the county’s planning department.

As part of technical analysis, staff gathered providers of water, sewer, transportation, education and other urban services to consider viability of future service provision to lands within the study area. The parks and open space staff at Metro provided guidance on how best to consider natural features using data that had been deeply researched, broadly vetted and tested for social and political acceptance among Willamette Valley stakeholders (Oregon Wildlife Conservation Strategy, Pacific Northwest Research Consortium, Willamette Valley Futures, The Nature Conservancy’s Ecoregional Assessment). Business leaders, farm bureaus and other representative groups were consulted on an ongoing basis.

The first major task of the Core 4 was to recommend a reserves study area to the county boards and the Metro Council. With advice from the RSC, the county advisory committees and public comment gathered open houses across the region, the Core 4 recommended for further analysis some 400,000 acres around the existing urban area, extending generally five miles from the UGB. The four governments endorsed the study area in the fall of 2008. Then the task of applying the urban and rural reserve factors to specific areas began in earnest.

The county advisory committees reviewed information presented by the staff and advised the staff and county boards on how each “candidate area” rated under each reserves factor. The county staffs brought this work to the RSC for discussion. After a year’s worth of work at regular meetings, the RSC made its recommendations to the Core 4 in October, 2009.

Later in the fall, each elected body held hearings to hear directly from their constituents on proposed urban and rural reserves. Public involvement included six open houses, three Metro Council hearings around the region and a virtual open house on the Metro web site, all providing the same maps, materials and survey questions.

Following this public involvement, the Core 4 submitted its final recommendations to the four governments on February 8, 2010. The recommendation included a map of proposed urban and rural reserves, showing reserves upon which there was full agreement (the large majority of proposed reserves) and reserves upon which disagreements were not resolved. The Core 4 proposed that these differences be settled in bilateral discussions between each county and Metro, the parties to the intergovernmental agreements (IGAs) required by ORS 195.141. Over the next two weeks, the Metro Council reached agreement on reserves with each county. By February 25, 2010, Metro had signed an IGA with Clackamas, Multnomah and Washington counties. Metro Rec.302; 312; 404.

The IGAs required each government to amend its plan to designate urban (Metro) or rural (counties) reserves and protect them for their intended purposes with plan policies. The IGAs also set times for final public hearings on the IGA recommendations and adoption of ordinances with these plan policies in May and June. The four governments understood that the IGAs and map of urban and rural reserves were not final decisions and, therefore, provided for final adjustments to the map to respond to public comment at the hearings. By June 15, 2010, the four governments had adopted their reserves ordinances, including minor revisions to the reserves map.

B. Public Involvement

From its inception, the reserves designation process was designed to provide stakeholders and the public with a variety of ways to help shape the process and the final outcome. Most significantly, the decision process required 22 elected officials representing two levels of government and 400,000 acres of territory to craft maps and agreements that a majority of them could support. These commissioners and councilors represent constituents who hold a broad range of philosophical perspectives and physical ties to the land. Thus, the structure of the reserves decision process provided motivation for officials to seek a final compromise that met a wide array of public interests.

In the last phase of the reserve process – adoption of ordinances that designate urban and rural reserves – each government followed its established procedure for adoption of ordinances: notice to citizens; public hearings before its planning commission (in Metro’s case, recommendations from the Metro Planning Advisory Committee) and public hearings before its governing body. But in the more-than-two years leading to this final phase, there were additional advisory bodies established.

The RSC began its work in early 2008. RSC members were expected to represent social and economic interests to the committee and officials and to serve as conduits of communication back to their respective communities. In addition, RSC meetings were open to the public and provided an additional avenue for citizens to voice their concerns—either by asking that a steering committee member represent their concern to the committee or by making use of the public testimony period at the beginning of each meeting.

Once the three county advisory committees got underway, they, like the RSC, invited citizens were to bring concerns to committee members or make statements at the beginning of each meeting.

Fulfilling the requirements of DLCD's administrative rules on reserves and the reserves work program, the three counties and Metro developed a Coordinated Public Involvement Plan in early 2008 that provided guidance on the types of public involvement activities, messages and communications methods that would be used for each phase of the reserves program. The plan incorporated the requirements of Oregon law and administrative rules governing citizen involvement and reflects comments and feedback received from the Metro Council, Core 4 members, each jurisdiction's citizen involvement committee, other county-level advisory committees and the RSC. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) reviewed and endorsed the Public Involvement Plan.

The four governments formed a public involvement team, composed of public involvement staff from each county and Metro, to implement the Public Involvement Plan. The team cooperated in all regional efforts: 20 open houses, two "virtual open houses" on the Metro web site, additional online surveys, presentations, printed materials and analysis and summaries of comments. The team members also undertook separate county and Metro-specific public engagement activities and shared methodologies, materials and results.

Elected officials made presentations to community planning organizations, hamlets, villages, city councils, advocacy organizations, civic groups, chambers of commerce, conferences, watershed councils, public affairs forums, art and architecture forums, and many other venues. Staff and elected officials appeared on television, on radio news broadcasts and talk shows, cable video broadcasts and was covered in countless news articles in metro outlets, gaining publicity that encouraged public engagement. Booths at farmers' markets and other public events, counter displays at retail outlets in rural areas, library displays and articles in organization newsletters further publicized the opportunities for comment. Materials were translated into Spanish and distributed throughout all three counties. Advocacy organizations rallied supporters to engage in letter email campaigns and to attend public meetings. Throughout the reserves planning process the web sites of each county and Metro provided information and avenues for feedback. While there have been formal public comment periods at key points in the decision process, the reserves project team invited the public to provide comment freely throughout the process. In all, the four governments made extraordinary efforts to engage citizens of the region in the process of designating urban and rural reserves. The public involvement plan provided the public with more than 180 discrete opportunities to inform decision makers of their views urban and rural reserves. A fuller account of the public involvement process the activities associated with each stage may be found at Staff Report, June 9, 2010, Metro Rec. 123-155; Metro Supp. Rec.47.

Following remand of Urban Reserves 7B and 7I in Washington County by LCDC on October 29, 2010, Metro and Washington County signed a supplemental IGA to re-designate urban and rural reserves in the county. Metro Supp. Rec. 285. Each local government held public hearings prior to adoption of the supplemental IGA and prior to adoption of their respective ordinances amending their maps of urban and rural reserves. Metro Supp. Rec. 328; 604.

IV. AMOUNT OF URBAN RESERVES

A. Forecast

Metro developed a 50-year “range” forecast for population and employment that was coordinated with the 20-year forecast done for Metro’s UGB capacity analysis, completed in December, 2009. The forecast is based on national economic and demographic information and is adjusted to account for regional growth factors. The partner governments used the upper and lower ends of the 50-year range forecast as one parameter for the amount of land needed to accommodate households and employment. Instead of aiming to accommodate a particular number of households or jobs within that range, the partners selected urban reserves from approximately 400,000 acres studied that best achieve the purposes established by the Land Conservation and Development Commission (set forth in OAR 660-027-0005(2)) and the objectives of the partner governments.

B. Demand and Capacity

Estimating land demand over the next 50 years is difficult as a practical matter and involves much uncertainty. The Land Conservation and Development Commission (LCDC) recognizes the challenge of estimating long-term need even for the 20-year UGB planning period. In the section of OAR Division 24 (Urban Growth Boundaries) on “Land Need”, the Commission says:

“The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.”

OAR 660-024-0040(1). The uncertainties loom much larger for a 40 to 50-year estimate. Nonetheless, Metro’s estimate of need for a supply of urban reserves sufficient to accommodate housing and employment to the year 2060 is soundly based in fact, experience and reasonable assumptions about long-range trends.

The urban reserves estimate begins with Metro’s UGB estimate of need for the next 20 years in its *Urban Growth Report 2009-2030*, January, 2010 (adopted December 17, 2009). Metro Rec. 646-648; 715. Metro relied upon the assumptions and trends underlying the 20-year estimate and modified them where appropriate for the longer-term reserves estimate, and reached the determinations described below.

The 50-year forecast makes the same assumption on the number of households and jobs needed to accommodate the population and employment coming to the UGB from the seven-county metropolitan statistical area (MSA) as in the *Urban Growth Report*: approximately 62 percent of the MSA residential growth and 70 percent of the MSA employment growth will come to the metro area UGB. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C*, Metro Rec. 599; Appendix 3E-D, Metro Rec. 606-607.

Metro estimates the demand for new dwelling units within the UGB over the next 50 years to be between 485,000 and 532,000 units. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C*, Metro Rec. 599. Metro estimates between 624,300 and 834,100 jobs will locate within the

UGB by 2060. *COO Recommendation, Urban Rural Reserves, Appendix 3E-D, Table D-3*, Metro Rec. 607. Staff Report, June 9, 2010, Metro Rec.121-122.

The region will focus its public investments over the next 50 years in communities inside the existing UGB and, as a result, land within the UGB would develop close to the maximum levels allowed by existing local comprehensive plan and zone designations. This investment strategy is expected to accommodate 70 to 85 percent of growth forecasted over that period. No increase in zoned capacity within the UGB was assumed because, at the time of adoption of reserves ordinances by the four governments, the Metro Council will not have completed its decision-making about actions to increase the capacity of the existing UGB as part of Metro's 2009 capacity analysis. For those areas added to the UGB between 2002 and 2005 for which comprehensive planning and zoning is not yet complete, Metro assumed the areas would accommodate all the housing and employment anticipated in the ordinances that added the areas to the UGB over the reserves planning period. Fifty years of enhanced and focused investment to accommodate growth will influence the market to use zoned capacity more fully.

Consistent with residential capacity analysis in the *Urban Growth Report*, vacant land in the existing UGB can accommodate 166,600 dwelling units under current zoning over the next 50 years. Infill and re-development over this period, with enhanced levels of investment, will accommodate another 212,600 units. This would leave approximately 152,400 dwelling units to be accommodated on urban reserves through 2060. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C, pp. 5-6*, Metro Rec. 602-603.

Based upon the employment capacity analysis in the *Urban Growth Report*, the existing UGB has sufficient capacity – on vacant land and through re-development over the 50-year reserves period – for overall employment growth in the reserves period. However, this supply of land does not account for the preference of some industrial employers for larger parcels. To accommodate this preference, the analysis of the supply of larger parcels was extrapolated from the *Urban Growth Report*. This leads to the conclusion that urban reserves should include approximately 3,000 acres of net buildable land that is suitable for larger-parcel industrial users. *COO Recommendation, Urban Rural Reserves, Appendix 3E-D*, Metro Rec. 609-610; Staff Report, June 9, 2010, Metro Rec. 122.

Metro assumed residential development in urban reserves, when they are added to the UGB over time, would develop at higher densities than has been the experience in the past, for several reasons. First, the region is committed to ensuring new development at the edges of the region contributes to the emergence of “great communities”, either new communities or as additions to existing communities inside the UGB. Second, because many urban reserves are “greenfields”, they can be developed more efficiently than re-developing areas already inside the UGB. Third, demographic trends, noted in the *Urban Growth Report* that is the starting point for Metro's 2010 capacity analysis, indicate increasing demand for smaller housing units. This reasoning leads to the assumption that residential development will occur in reserves, when added to the UGB, at 15 units per net buildable acre overall, recognizing that some areas (centers, for example) would settle at densities higher than 15 units/acre and others (with steep slopes, for example) would settle at densities lower than 15 units/acre. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C, pp. 6-7*; Staff Report, June 9, 2010, Metro Rec. 121-122.

Metro also assumed greater efficiencies in use of employment lands over the next 50 years. The emerging shift of industrial activity from production to research and development will continue, meaning more industrial jobs will be accommodated in high- floor-to-area-ratio (FAR) offices rather than low-FAR general industrial space. This will reduce the need for general industrial and warehouse building types by 10 percent, and increase the need for office space. Office space, however, will be used more efficiently between 2030 and 2060, reducing that need by five percent. Finally, the analysis assumes a 20-percent increase in FARs for new development in centers and corridors, but no such increase in FARs in industrial areas. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C*, Metro Rec. 603-604; Staff Report, June 9, 2010, Metro Rec.121-122.

These assumptions lead to the conclusion that 28,256 acres of urban reserves are needed to accommodate 371,860 people and employment land targets over the 50-year reserves planning period to 2060. *COO Recommendation, Urban Rural Reserves, Appendix 3E-C*, Metro Rec. 601-603; *Appendix 3E-D*, Metro Rec.607-610; Staff Report, June 9, 2010, Metro Rec.121-122. The nine state agencies that served on the Reserves Steering Committee said the following about the amount of urban land the region will need over the long-term:

“The state agencies support the amount of urban reserves recommended by the Metro COO. That recommendation is for a range of between 15,000 and 29,000 acres. We believe that Metro and the counties can develop findings that, with this amount of land, the region can accommodate estimated urban population and employment growth for at least 40 years, and that the amount includes sufficient development capacity to support a healthy economy and to provide a range of needed housing types.” *Letter to Metro Regional Steering Committee, October 14, 2009*, Metro Rec. 1373.

Based upon the assumptions described above about efficient use of land, the four governments believe the region can accommodate 50 years worth of growth, not just 40 years of growth.

V. SUPPLEMENTAL FINDINGS REGARDING 50-YEAR SUPPLY OF URBAN RESERVES AND REGIONWIDE BALANCE

The findings in this Section V supplement the findings adopted by the Metro Council in support of the original 2011 approval of urban and rural reserves via Metro Ordinance 11-1255. To the extent any of the findings in this section are inconsistent with other findings in this document that were previously adopted in 2011, the findings in this Section V shall govern. These findings address issues related to the regionwide supply of urban reserves and the overall balance of reserves in light of (a) the Metro Council’s adoption of the current Urban Growth Report in 2015, and (b) the Oregon Legislature’s enactment of House Bill 4078.

On April 21, 2011, Metro enacted Ordinance 11-1255 adopting the urban and rural reserve designations agreed upon by Metro and the three counties, and submitted that ordinance and accompanying findings to LCDC for acknowledgement. On August 19, 2011, LCDC voted to approve and acknowledge the reserve designations made by Metro and the counties, and LCDC issued Acknowledgment Order 12-ACK-001819 on August 14, 2012. Twenty-two parties filed

appeals of the LCDC Order, and on February 20, 2014 the Oregon Court of Appeals issued its opinion in the *Barkers Five* case, affirming LCDC's decision regarding the majority of the 26 assignments of error raised by the opponents, and remanding the LCDC Order on three substantive issues.

First, the court concluded that LCDC incorrectly approved Washington County's application of the rural reserve factors pertaining to agricultural land, because the county relied on factors that were different from those required by statute for determining whether lands should be designated as rural reserve. The court held that the county's error required remand of all urban and rural reserves in Washington County for reconsideration.

Second, the court held that LCDC incorrectly concluded that Multnomah County had adequately considered the rural reserve factors pertaining to Area 9D. The court found that the county's findings were not sufficient to explain why its consideration of the applicable factors resulted in a designation of rural reserve for *all* of Area 9D, given the fact that property owners in that area had identified dissimilarities between the northern and southern portions of the study area. Finally, the court held that LCDC did not correctly review Metro's urban reserve designation of the Stafford area for substantial evidence. The court concluded that Metro failed to adequately respond to evidence cited by opponents from Metro's 2035 Regional Transportation Plan (RTP) indicating that traffic in the Stafford area was projected to exceed the capacity of certain roads by 2035.

Immediately after the Court of Appeals issued its opinion, work began on legislation designed to resolve issues regarding the remand of urban and rural reserves in Washington County. On March 7, 2014 the Oregon Legislature passed House Bill 4078, which legislatively approved Metro's 2011 UGB expansion, added an additional 1,178 acres of urban reserves to the UGB, and made other revisions to the reserves map in Washington County.

As described in Section IV of these findings, when Metro and the three counties adopted their maps of reserve areas, they agreed on a total of 28,256 acres of urban reserves, which reflected Metro's estimate of the acreage that would be required to provide a 50-year supply of urbanizable land as contemplated under ORS 195.145(4). The specific forecast described above in Section IV is for a range of between 484,800 and 531,600 new dwelling units over the 50-year period ending in 2060. Metro relied on the high point of that forecast range in estimating that the region would need a supply of urban reserves sufficient to provide for approximately 152,400 new dwelling units outside of the existing UGB through 2060.

After LCDC voted to approve Metro's findings and acknowledge the designation of 28,256 acres of urban reserves in August of 2011, Metro relied on those designations to expand the UGB onto approximately 2,015 acres of urban reserves in Washington County. However, that expansion was called into question by the Court of Appeals decision in *Barkers Five*, which reversed and remanded all of the urban and rural reserve designations in Washington County.

The compromise reflected in House Bill 4078 included legislative approval and state acknowledgement of the 2,015 acres of 2011 UGB expansions in order to provide certainty to the cities regarding their ability to urbanize those expansion areas. In addition to acknowledging the

UGB expansion areas already approved by Metro, House Bill 4078 included the following changes to the reserves map in Washington County:

- Converted 2,449 acres of urban reserves to rural and undesignated
- Converted 417 acres from rural reserve to urban reserve
- Converted 883 acres of undesignated areas to rural reserve
- Added 1,178 acres of urban reserve to the UGB

In the final accounting, HB 4078 resulted in the net reduction of 3,210 acres of urban reserves below the amount remaining after Metro’s 2011 UGB expansion. The remaining acreage of urban reserves in the Metro region is now 23,031.

The legislature’s removal of 3,210 acres of urban reserves via HB 4078 potentially implicates two elements of state law governing reserves. First, ORS 195.145(4) requires the designation of a sufficient amount of urban reserve areas to provide the Metro region with a 40 to 50 year supply of urbanizable land. Second, OAR 660-027-0040(10) requires Metro and the counties to adopt findings explaining why the reserve designations achieve the objective stated in OAR 660-027-0005(2) of a balance in urban and rural reserves that “best achieves” livable communities, viability and vitality of farm and forest industries, and protection of important natural landscape features.

Regarding the requirement for a 40 to 50 year supply of urban reserves, the applicable state rule requires Metro’s estimate of the projected long-range need for urban reserve acreage to be based on the analysis in Metro’s most recent Urban Growth Report (UGR). The projected need for urban reserves adopted by Metro and the counties in 2011 was based on the regional growth forecast set forth in Metro’s 2009 UGR. Since that time, in 2015 the Metro Council adopted the current 2014 UGR, which provides the current residential and employment growth projections for the region.

The findings below address the status of existing urban reserve acreage in light of the newer growth projections in the 2014 UGR, as well as the impact of HB 4078 on both the amount of urban reserves and the regionwide balance of urban and rural reserves under the “best achieves” standard.

A. Amount of Land Designated Urban Reserve in the Metro Region

The state rules governing the designation of urban and rural reserves require that the amount of land designated as urban reserves must be planned to accommodate estimated urban population and employment growth in the Metro region for between 20 and 30 years beyond the 20-year period for which Metro has demonstrated a buildable land supply inside the UGB in its most recent Urban Growth Report. OAR 660-027-0040(2). The Metro Council adopted the current 2014 UGR via Ordinance No. 15-1361 on November 12, 2015.

In order to update the 50-year need analysis for urban reserves to 2065 by applying the most current growth projections, Metro planning staff prepared a memorandum dated February 22, 2017, which was attached to the staff report for Metro’s public hearing on March 2, 2017. That

memorandum provides an updated assessment of potential long-term demand for urban reserves, and concludes that the existing amount of urban reserves, combined with buildable land already inside the UGB, can provide a sufficient amount of land to accommodate expected urban growth.

Specifically, the staff memorandum includes an analysis of projected long-term need for residential and employment land, and concludes that the existing 23,031 acres of urban reserves can reasonably be expected to accommodate projected household and employment growth over the next 40 to 50 years. The staff analysis forecasts a potential need for 24,827 acres of urban reserves by 2065. Only for demonstrative purposes of placing that acreage in perspective on a 50-year planning horizon, assuming that an equal amount of urban reserve acreage is converted annually over 50 years, the existing 23,031 acres of urban reserves would provide a 46-year supply of land for urban growth in the Metro region. However, for the reasons described above in Section IV of these findings regarding more efficient use of land, including the likelihood of land developing at densities of higher than 10 dwelling units per net developable acre, the Metro Council finds that the existing 23,031 acres of urban reserves are intended to provide a supply of land for 50 years from the date of adoption of the 2014 UGR in 2015.

As explained in the staff memo, any prediction about how much land will be required for urban growth in the region over a 50-year planning horizon is necessarily a rough estimate. The nature of this exercise requires Metro to predict what growth and development trends might look like over the next 50 years, based on the available data. State law does not provide any particular formula or methodology for estimating the future need for urban reserves. As explained by LCDC in its 2012 order regarding Metro's compliance with the requirement to provide a 40 to 50-year supply of urban reserves, the statutes and rules provide Metro "a substantial degree of discretion concerning ... the methods and policy considerations that Metro uses to project future population and employment." (LCDC Compliance Acknowledgment Order 12-ACK-001819, page 26).

The 50-year regional growth estimate provided in the February 22, 2017 Metro staff memorandum is based on the analysis and projections in the 2014 UGR. The UGR forecast is then subjected to a series of predictions about what will happen in the future, based on multiple levels of assumptions regarding an array of factors that affect how much residential and employment growth might be expected in the region, such as capture rate, vacancy rate, and projected share of single-family and multifamily housing types. Minor changes in the underlying assumptions regarding these factors will necessarily change the results.

The Metro Council also notes that the intergovernmental agreements between Metro and each of the three counties regarding the designation of reserves provide for a review of existing urban reserves in each county 20 years after the date of adoption, or sooner if agreed to by Metro and all three counties. Therefore, the adequacy of the amount of land designated for future urbanization can and will be revisited, and additional lands may be added if necessary, much sooner than 2065.

Based on the analysis and projections provided in the Metro staff memorandum dated February 22, 2017, the Metro Council concludes that the existing 23,031 acres of urban reserves

across the region, combined with buildable land already inside the UGB, will provide a sufficient amount of land for urban growth in the region until 2065.

B. Balance in the Designation of Reserves that “Best Achieves” Certain Goals

Included among the state rules governing urban and rural reserves is a requirement that Metro and the counties must explain how the urban and rural reserve designations achieve the following objective:

“The objective of this division 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 natural landscape features that define the region for its residents.” OAR 660-027-0005(2).

During the proceedings before LCDC regarding its adoption of the remand order in 2015, some parties argued that the reduction in urban reserve acreage in Washington County via House Bill 4078 created a shift in the balance of urban reserves that implicates the “best achieves” standard. The following two sections of these findings address the application of the best achieves standard in light of HB 4078.

First, in adopting HB 4078 the legislature enacted a new statute that acknowledged the new balance of urban and rural reserves across the region as being in compliance with state law, and therefore a new analysis by Metro and the counties is not required. Second, in the event such an analysis is required, that standard is still met.

1. The “best achieves” rule is satisfied through HB 4078

The enactment of HB 4078 resulted in the legislative acknowledgement of the new amount of urban reserves and the new balance of urban and rural reserves as being in compliance with all aspects of state law. Therefore, in the absence of any changes to the existing mapped acreage of urban and rural reserves in Clackamas County and Multnomah County, the existing balance of reserves across the region meets all applicable state requirements and there is no need for Metro to revisit the standards related to the “best achieves” requirement as part of these findings. In the *Barkers Five* opinion, the Court of Appeals remanded the designation of all urban and rural reserves in Washington County for reconsideration. As a result of this wholesale remand of the entire Washington County reserves package, the court also noted that “any new joint designation” of reserves by the county and Metro on remand would also require new findings addressing the “best achieves” standard in OAR 660-027-0005(2). *Barkers Five* at 333.

Thus, the court’s opinion provides that the best achieves standard would only be triggered in the event there are any *new* designations of reserve areas on remand that are different from what was approved in the original decision. That is because the stated purpose of the best achieves standard is to ensure that the overall “balance in the designation of urban and rural reserves” across the entire region “best achieves” liveable communities, vitality of farm and forest uses, and protection of natural features that define the region. Thus, any changes in the “balance” of

those designations by Metro and the counties on remand would require a reassessment of whether and how those objectives are still met. But, in the absence of any changes to the reserve maps, no further assessment would be required.

This aspect of the Court of Appeals decision was overridden with respect to Washington County by the enactment of HB 4078, which legislatively established a new map of the locations of the UGB and urban and rural reserves in Washington County. This legislative action negated the court's directive requiring remand to Metro and Washington County for reconsideration of the reserve designations. The enactment of HB 4078 also negates any need to reconsider or reapply the best achieves standard, which is an administrative rule requirement that was necessarily preempted by the legislature as part of its decision to redesignate substantial portions of the Washington County reserve areas. As long as the remand proceedings regarding Clackamas County and Multnomah County do not result in changes to the reserves maps in those counties, there is no need to reconsider the best achieves standard to account for the HB 4078 revisions.

The Oregon legislature is presumed to be aware of existing law when it enacts new legislation. *Blanchana, LLC v. Bureau of Labor and Industries*, 354 Or 676, 691 (2014); *State v. Stark*, 354 Or 1, 10 (2013). This presumption also applies to administrative rules adopted by LCDC. *Beaver State Sand & Gravel v. Douglas County*, 187 Or App 241, 249-50 (2003). When the legislature adopted revisions to the Washington County reserves map as part of HB 4078, it is presumed to have been aware of LCDC's administrative rule requiring that there be a balance in reserve designations that "best achieves" the stated goals. The adoption of HB 4078 created a statutory requirement regarding the location of reserves in Washington County that takes precedence over LCDC's "best achieves" rule and does not require subsequent action by LCDC, Metro or the counties to explain why the statute satisfies an administrative rule requirement, because statutes necessarily control over administrative rules.

The express terms of HB 4078 also indicate a legislative intent to preempt existing land use law. Each section of HB 4078 that establishes new locations for reserve areas or the UGB begins with the phrase "*For purposes of land use planning in Oregon*, the Legislative Assembly designates the land in Washington County...." HB 4078, Sec 3(1), (2), (3) (2014). The legislature was aware that its actions in redrawing the UGB and reserve maps had the effect of acknowledging the new maps as being in compliance with state law, and thereby preempting other land use planning rules (including for example LCDC's Goal 14 rules regarding UGB expansions). The legislature included this language to clearly state that its action in adopting the new maps constituted acknowledgment of compliance with state law, and that it need not demonstrate compliance with other existing land use statutes, goals or rules, including the "best achieves" rule and the statutory requirement to provide a 40 to 50 year supply of urban reserves.

For these reasons, so long as there are no revisions on remand to the reserve maps in Clackamas County or Multnomah County, the HB 4078 revisions to the reserve designations in Washington County do not create a need to reconsider compliance with the "best achieves" standard or the sufficiency of the supply of urban reserves.

2. The balance in the designation of reserves still achieves the stated goals

The meaning and application of the “best achieves” rule was the subject of considerable debate in the appeals filed with LCDC in 2011 and with the Court of Appeals in 2012. Ultimately, in the *Barkers Five* opinion, the Court of Appeals agreed with the positions taken by LCDC and Metro that the “best achieves” standard provides significant discretion to Metro and the counties, and is satisfied through their site-specific findings concerning the application of the urban and rural reserve factors. Specifically, the Court of Appeals identified and agreed with the following four legal premises regarding the application of the standard.

First, the best achieves standard is a qualitative standard, rather than a quantitative one. The court agreed with LCDC that the standard “is not a balance in terms of the quantitative *amount* of urban and rural reserve acreage, but a balance between encouraging further urban expansion versus land conservation.” The court explained that Metro and the counties are not required to justify a quantitative “balance” in the specific amount of acreage of urban reserves and rural reserves.

Second, the best achieves standard applies to Metro and the counties’ designation of reserves “in its entirety” and not to the designation of individual properties or areas as urban or rural reserves.

Third, the best achieves standard allows for a range of permissible designations, and not a single “best” outcome. The court agreed with LCDC and Metro that the standard does not require a ranking of alternative areas from worst to best. The court specifically rejected arguments presented by the cities of West Linn and Tualatin that the word “best” requires a comparative analysis that identifies a single highest-ranked designation.

Fourth, the court held that Metro and the counties must explain how the designation satisfies the best achieves standard through their findings concerning the application of the urban and rural reserve factors to specific areas. The court agreed with LCDC that there is a close relationship between the “factors” that Metro and the counties must consider for urban and rural reserve designations and the overall “best achieves” objective, and that the best achieves standard is satisfied through findings explaining why particular areas were chosen as urban or rural reserves. Under the four legal premises stated by the Court of Appeals in *Barkers Five*, Metro and the counties have broad discretion in reaching a conclusion regarding whether the regionwide balance of urban and rural reserves achieves the identified objectives of creating livable communities while protecting farms, forest, and natural landscape features.

Some parties have argued that the reduction in urban reserve acreage in Washington County via House Bill 4078 inherently caused a shift in the “balance” of urban reserves that runs afoul of the best achieves standard. However, under the above-stated first premise of the Court of Appeals, that is incorrect. The court held that the best achieves standard does not require quantitative balancing of the specific amount of urban reserve acreage in one county or another. Thus, the reduction of urban reserves in Washington County by 3,210 acres does not inherently raise concerns under this standard.

Metro and the counties have adopted detailed findings regarding the consideration of all urban and rural reserve factors, explaining why particular areas were chosen as urban or rural reserves, and explaining how the regional partners came to agree that the overall package of urban and rural reserves reflects a balance that best achieves the objectives of creating livable communities while protecting farms, forest, and natural landscape features. Those findings are consistent with the fourth premise identified by the Court of Appeals regarding compliance with the best achieves standard, and the findings continue to demonstrate that the objectives stated in the rule are being achieved through the selected designations.

Metro and the counties have also adopted detailed findings that explain why the urban and rural reserves adopted by the region satisfy the best achieves standard, which are set forth above in Section II of these findings. Those findings note that urban reserves, if and when added to the UGB, are likely to take some land from the farm and forest base. However, Metro and the counties also recognized that some of the same characteristics that make an area suitable for agriculture also make it suitable for livable communities under the best achieves standard, including mixed-use pedestrian and transit-supportive urban development, as well as industrial uses. For the reasons described below, the findings in Section II are still valid and are not impacted by the reduction of urban reserves in Washington County under House Bill 4078.

The designation by Metro and the counties of urban and rural reserves achieves the objectives required under the state rule, in part, by adopting 266,628 acres of rural reserves across the region that establish the long-term limits of urbanization in the Metro area. As described above, consistency with the “best achieves” standard does not require a quantitative balancing of the amount of rural and urban reserve acreage. However, the designation of a significant amount of rural reserve areas around the region, with the vast majority (248,796 acres) being foundation and important agricultural land, demonstrates the region’s commitment to achieving the objectives of ensuring viability and vitality of the agricultural and forest industries and corresponding protection of important natural landscape features. As described in the Court of Appeals opinion, LCDC’s intent when it created the best achieves standard was to provide another level of review specifically designed to protect foundation farmland in the region:

“[Commissioner Worrix] explained that the best achieves standard was seen as ‘the best solution’ for the agricultural industry that had expressed ‘a strong concern ... that there needed to be something that highlighted the importance of foundation land and gave them that little extra bit of scrutiny.’” *Barkers Five*, 261 Or App at 312.

Regarding important natural landscape features, the process associated with achieving a balance in the designation of urban and rural reserves also provided a significant amount of weight to the protection of natural features. Three of the urban reserve factors – (5), (7) and (8) – seek to direct urban development away from important natural landscape features, and away from farm and forest practices. This provides an example of the close relationship between the factors for urban and rural reserve designations and the “best achieves” objective (as described in the fourth premise adopted by the Court of Appeals), and demonstrates how the best achieves standard may be satisfied through findings explaining why particular areas were chosen as urban or rural reserves. Similarly, the rules that apply to rural reserve designations include very specific

directives regarding how natural landscape features must be reviewed and considered. OAR 660-027-0060(3). Section II of these findings includes a bullet-point list of areas where important natural landscape features are located that are protected with rural reserve designations.

Two of the three objectives that the best achieves standard requires to be balanced are primarily achieved through rural reserve designations: (a) protection of farm and forest and (b) protection of important natural resource features. The region's ability to achieve these two objectives through rural reserve designations is not impacted by the reduction of urban reserve acreage that occurred via House Bill 4078. In fact, that legislation enhanced the region's ability to achieve those two standards by adding approximately 2,780 acres of new rural reserves in Washington County, all of which is foundation agricultural land.

The third objective that must be balanced as part of the best achieves analysis is "livable communities." This objective is primarily achieved by designating areas across the region that will be the best locations to build "great communities" through application of the urban reserve factors. As discussed in Section II of these findings, great communities are those that offer residents a range of housing types and transportation modes from which to choose. To that end, urban reserve factors (1), (3), (4) and (6) are aimed at identifying lands that can be developed in a compact, mixed-use, walkable and transit-oriented pattern, supported by efficient and cost-effective services.

The reduction of urban reserves in Washington County by 3,210 acres does not impact the region's ability to build livable communities across the region over the next 40 to 50 years. The quantitative aspect of urban reserve planning is addressed by the rule discussed above that requires sufficient acreage for up to 50 years of urban growth. Meanwhile, the directive of the best achieves standard to provide livable communities is aimed at designating highest *quality* of locations that can provide a range of housing types and transportation modes, as well as efficient public services. As discussed above, the existing urban reserve acreage in the region still provides a sufficient amount of land for urban growth over the next 40 to 50 years. The fact that House Bill 4078 reduced the amount of urban reserves from 26,241 to 23,031 acres has no effect on the region's ability to plan and build livable communities on those 23,031 acres over the next several decades. Therefore, the balance in the designation of urban and rural reserves, in its entirety, still achieves the goals of providing livable communities, viability and vitality of farm and forest industries, and the protection of important natural landscape features that define the region.

In 2011, the region concluded, acting together, that the agreed-upon urban and rural reserve designations provide a balance that achieves the objectives of building livable communities while protecting farms, forests, and natural features. The findings adopted by Metro and the counties support a conclusion that the best achieves standard has been met, and that conclusion is not impacted by the changes to urban and rural reserve acreage that occurred via House Bill 4078.

C. Responses to Issues Raised by Opponents

During the proceedings leading up to the Metro Council's adoption of Ordinance No. 17-1397, several parties submitted testimony raising legal issues regarding the Metro staff analysis set forth in the February 22, 2017 memorandum to the Metro Council concerning the amount of urban reserves remaining in the region. Responses to these arguments are provided in the Metro staff memorandum dated March 23, 2017, which is included in the record and hereby incorporated as part of these findings.

A common theme in letters submitted by attorneys for the Maletis Brothers and Barkers Five, LLC arises out of Metro's reliance on the 2014 UGR for purposes of determining whether the amount of urban reserves is sufficient to provide a 40 to 50 year supply of urbanizable land. These parties contend that the 2014 UGR is flawed for various reasons and therefore does not provide an adequate basis to forecast the future need for residential and employment land between now and 2065.

A fundamental problem with arguments about the adequacy of the future growth projections in the 2014 UGR is that those projections were developed through a multi-year and extensively peer-reviewed process culminating in adoption of the 2014 UGR by the Metro Council via Ordinance No. 15-1361. That decision was not appealed by any party, and therefore the UGR is acknowledged by LCDC as providing a legally valid forecast that is in compliance with all state requirements. To the extent that opponents are attempting to challenge the adequacy of the assumptions and projections in the adopted and acknowledged 2014 UGR, those arguments are impermissible collateral attacks. The applicable rule establishing the requirement for a 40 to 50 year supply of urbanizable land does not require Metro to generate a new UGR for purposes of estimating the future need for urban reserves. Rather, it directs Metro to rely on the land supply analysis in the most recently adopted 2014 UGR, which is exactly what Metro has done.

Many of the staff responses in the memorandum dated March 23, 2017 to issues raised by counsel for the Maletis Brothers also apply to issues raised by counsel for Barkers Five, LLC in a letter dated March 23, 2017. Nearly all of the issues raised by Barkers Five are based on arguments regarding why they believe the 2014 UGR is not accurate. As addressed above, Metro is entitled to rely on the adopted and acknowledged 2014 UGR forecast and to apply that forecast to the urban reserve analysis. Responses to specific issues raised by counsel for Barkers Five, LLC are included in a separate memorandum from Metro staff dated April 6, 2017, which is included in the record and hereby incorporated as part of these findings.

VI. IMPLEMENTING URBAN RESERVES

To ensure that urban reserves ultimately urbanize in a manner consistent with the Regional Framework Plan, Ordinance No. 10-1238A amended Title 11 (Planning for New Urban Areas) (Exhibit D) of Metro's Urban Growth Management Functional Plan to require planning of areas of urban reserve prior to inclusion into the UGB. Title 11 now requires a "concept plan" for an urban reserve area prior to UGB expansion. A concept plan must show how development would achieve specified outcomes. The outcomes derive from the urban reserve factors in OAR 660-027-0050, themselves based in part on the characteristics of "great communities" identified by

local governments of the region as part of Metro’s “Making the Greatest Place” initiative. Title 11 sets forth the elements of a concept plan, including:

- the general locations of types of uses
- the general locations of the urban services (including transportation systems) needed to support the uses
- estimates of the cost of the services to determine the feasibility of urbanization and to allow comparisons of urban reserves
- the locations of natural resources that will be subject to Title 3 and 13 of the UGMFP
- agreement among local governments and other service providers on provision of services to the area
- agreement among the local governments on annexation of the area to a city or cities and responsibility for planning and zoning.

Title 11 continues to limit development in areas added to the UGB to protect the opportunity for efficient urbanization during the time needed to adopt new local government plan provisions and land use regulations. Title 11, together with the comprehensive plans of the receiving local governments and Metro’s Regional Framework Plan (including the 2035 Regional Transportation Plan), will ensure land use and transportation policies and designations will allow mixed-use and pedestrian, bicycle and transit-supportive development once urban reserve areas are added to the UGB. Staff Report, June 9, 2010, Metro Rec.8-13.

VII. REASONS FOR URBAN AND RURAL RESERVES IN CLACKAMAS COUNTY

A. Introduction

Brief Outline of Clackamas County Process.

Working in conjunction with Metro Staff, and staff from the other two Metro counties, Clackamas County staff initially identified a study area large enough to provide choices for urban reserves, along with areas threatened by urbanization for consideration as rural reserves. (ClackCo Rec. 26) The initial study area was over 400,000 acres. (ClackCo Rec. 251-256.)

The county then convened a Policy Advisory Committee (PAC) made up of 21 members representing cities, citizen organizations and other stakeholders. Clackamas County Record 18-20. The PAC met 22 times over a year and a half before forwarding its recommendations to the Board of County Commissioners. The record of materials before the PAC included close to a thousand pages of information addressing each of the reserves factors. (ClackCo Rec. 1 to 995). At its second meeting, the PAC was informed that the standards in OAR Division 27 were to be applied as factors, rather than as individual criteria. (ClackCo Rec. 27.)

The PAC adopted an initial screen of rural reserve areas in January, 2009.(ClackCo Rec. 354 to 356.) In May and June of 2009, the PAC and staff further evaluated the rural reserve candidate areas and forwarded a more detailed recommendation to the BCC. (ClackCo Rec. 529-676).

The PAC began its more detailed evaluation of Urban Reserves through the summer of 2009, specifically evaluating each urban reserve candidate area considering each of the urban reserve factors. (ClackCo Rec. 677 to 851).

In the summer of 2009, the Clackamas County Planning Commission held three meetings to discuss and make recommendations on both Urban and Rural Reserves. (ClackCo Rec. 1835 to 1960).

The PAC and Planning Commission recommendations were forwarded to the Board of County Commissioners in September, 2009. The board evaluated all of the potential reserves areas, and forwarded its own recommendation to Metro's Reserves Steering Committee (RSC). (ClackCo Rec. 1589-1729).

Between September 2009 and February, 2010, the recommendations were refined and discussed both regionally and within the county. (ClackCo Rec.1729 -1807). See timeline of "milestones" at Clackamas County Record 1807. On February 25, the county authorized its chair to sign an Intergovernmental Agreement with Metro agreeing to specific reserves designations in Clackamas County. (ClackCo Rec. 1817-1833) ("Reserves IGA").

After the Reserves IGA was signed, the county and Metro further refined the reserves map, ultimately adopting the reserves designations that were submitted to DLCD in June.

B. Clackamas County: Urban Reserves

The factors for designation of urban reserves are set forth at OAR 660-027-0050:

Urban Reserve Factors: When identifying and selecting lands for designation as urban reserves under this division, Metro shall base its decision on consideration of whether land proposed for designation as urban reserves, alone or in conjunction with land inside the UGB:

- (1) Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;*
- (2) Includes sufficient development capacity to support a healthy economy;*
- (3) Can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers;*
- (4) Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers;*
- (5) Can be designed to preserve and enhance natural ecological systems;*
- (6) Includes sufficient land suitable for a range of needed housing types;*

(7) Can be developed in a way that preserves important natural landscape features included in urban reserves; and

(8) Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves.

It is important to note that the reserves factors are not criteria to be met individually. Rather, the factors are considerations to be weighed and balanced in light of the overall purpose of the reserves decision, and the regional context. There are a number of areas which might be designated as either urban reserve or rural reserves, and the designations are interdependent, in the sense that land designated as a rural reserve is no longer among the options available for rural reserves.

Urban Reserves 1D and 1F: Boring

General Description: This Urban Reserve comprises approximately 4,200 acres, bordered by the cities of Gresham on the north and Damascus on the west. The eastern-most boundary of this Urban Reserve is located approximately two miles from the City of Sandy's Urban Reserve. The community of Boring, which is identified as a Rural Community in the County Comprehensive Plan, is located in the southern part of this area, and its boundary is the southern edge of this Urban Reserve. Highway 26 forms the northern boundary of this Urban Reserve.

Development in this area is focused in the community of Boring, which has several commercial and employment uses and a small residential community. There is also an area of non-conforming commercial uses located at the eastern edge of this Urban Reserve, along the north side of St. Hwy. 212. Rural residential homesites mixed with smaller farms characterize the area west of 282nd Avenue. The area east of 282nd Ave., north of Boring, has several larger, flat parcels that are being farmed.

There are two significant buttes located in the northwest part of this Urban Reserve. These buttes have been identified as important natural landscape features in Metro's February 2007 "Natural Landscape Features Inventory". These buttes are wooded. Existing rural homesites are scattered on the slopes. There is minimal development potential on these buttes.

The area west of SE 282nd Ave., outside Boring, is identified as Conflicted Agricultural Land. The area east of SE 282nd Ave, (Area1F) is identified as Foundation Agricultural Land. This is the only Foundation Agricultural Land in Clackamas County included in an Urban Reserve.

Conclusions and Analysis: Designation of the Boring Area as an Urban Reserve is consistent with OAR 660-027. The Boring Urban Reserve provides one of Clackamas County's few identified employment land opportunities. The larger, flat parcels in Area 1F are suitable as employment land. This area is served by St. Hwy. 26 and St. Hwy 212, transportation facilities that have been identified by ODOT as having additional capacity. Development of this area for employment uses also would be a logical complement to the Springwater employment area in Gresham.

Portions of this Urban Reserve also satisfy some of the factors for designation as a Rural Reserve. Area 1F is comprised of Foundation Agricultural Land. Two buttes located in the northwest corner of this Urban Reserve are included in Metro's February 2007 "Natural Landscape Features Inventory". The City of Sandy has requested a Rural Reserve designation for Area 1F, to maintain separation between the Portland Metro Urban Growth Boundary and the City's urban area.

On balance, designation as an Urban Reserve is the appropriate choice. As explained below, designation as an Urban Reserve meets the factors for designation provided in OAR 660-027-0050. Area 1F is the only Urban Reserve in Clackamas County containing Foundation Agricultural Land. While this area does contain commercial farms, it also is impacted by a group of non-conforming commercial uses located near the intersection of the two state highways. The area west of SE 282nd is identified as Conflicted Agricultural Land. The two state highways and the rural community of Boring provide logical boundaries for this area.

The Boring Urban Reserve and the Urban Reserve that includes the Borland Area (Area 4C) are the only areas containing a significant amount of larger, flatter parcels suitable for employment uses. The Principles for concept planning recognize the need to provide jobs in this part of the region, and also recognize that the Boring Urban Reserve is identified principally to meet this need. There are no other areas with land of similar character in the eastern part of the region. Designation of Areas 1D and 1F as an Urban Reserve is necessary to provide the opportunity for development of employment capacity in this part of the region. These facts justify including this small area of Foundation Farmland in the Urban Reserve, in accord with OAR 660-027-0040(11).

The two buttes have little or no potential for development. While they could be designated as a Rural Reserve, such a designation would leave a small Rural Reserve located between the existing Urban Growth Boundary and the remainder of the Boring Urban Reserve. The buttes can be protected by the city which will govern this area when it is added to the Urban Growth Boundary. The Principles also recognize the need to account for these important natural landscape features during development of concept plans for this area.

The City of Sandy has objected to the designation of Area 1F as an Urban Reserve. ClackCo Rec.3286-3288. The City points to a 1998 Intergovernmental Agreement among Metro, Sandy, Clackamas County and, the Oregon Department of Transportation.⁹ Among other things this IGA states a purpose to "designate areas of rural land to separate and buffer Metro's Urban Growth Boundary and Urban Reserve areas from the City's Urban Growth Boundary and Urban Reserve areas. The IGA also recognizes the desire to protect a view corridor along Hwy 26. The parties are negotiating an update to this agreement.

The Principles require concept planning for the Boring Urban Reserve to "recognize the need to provide and protect a view corridor considering, among other things, landscaping, signage and building orientation...." The two miles between the Boring Urban Reserve and the City of Sandy's Urban Reserve area is being designated as a Rural Reserve, assuring separation of these two urban areas.

⁹ The agreement was never signed by the Oregon Department of Transportation.

Designation of the Boring Urban Reserve is consistent with the factors for designation provided in OAR 660-027-0050.

- 1) The Boring Urban Reserve can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. Metro’s Urban Study Area Analysis (Map A) demonstrates the relatively large amount of land suitable for development in this urban Reserve, particularly in Area 1F and the eastern half of Area 1D. The existing community of Boring also provides a focal point for commercial and residential development in this Urban Reserve. The buttes in the northwestern corner of this area, adjacent to Damascus and Gresham, have very little potential for additional urban-level development, but most of the rest of this Urban Reserve, comprised of larger lots with moderate or flat terrain, can be developed at urban densities.
- 2) The Boring Urban Reserve includes sufficient development capacity to support a healthy economy. This is one of the few areas in Clackamas County, adjacent to the Urban Growth Boundary, with access to a state highway, and possessing larger parcels and flat terrain conducive to development of employment uses. The area also is proximate to the Springwater employment area in Gresham. The existing community of Boring provides the opportunity for redevelopment providing the commercial uses supportive of a complete community.
- 3) The Boring Urban Reserve can be efficiently and cost-effectively provided with public facilities necessary to support urban development. While substantial investment will be necessary to provide facilities, compared to other areas in the region, the Boring Urban Reserve Area has a high or medium suitability rating (see Sewer Serviceability Ratings Map and Water Serviceability Map). ODOT has indicated that this area is “moderately suitable” for urbanization, which is one of the higher ratings received in the region. While the buttes and steeper terrain on the west will be difficult to develop with a road network, the rest of the Urban Reserve is relatively flat and unencumbered.
- 4) Most of the Boring Urban Reserve can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers. The buttes and associated steep slopes would be difficult to develop. The rest of the Urban Reserve has few limitations to development of multi-modal, urban neighborhoods.
- 5) The Boring Urban Reserve can be planned so that natural ecological systems and important natural landscape features can be preserved and enhanced. The buttes and associated steep terrain are the most significant features in this Urban Reserve. Parcelization and existing development, in addition to the physical characteristics of these areas make development potential extremely limited. The Principles note the need to recognize these important natural landscape features when a concept plans are developed.
- 6) The Boring Urban Reserve includes sufficient land suitable to provide for a range of housing types. This Urban Reserve has more land suitable for development than other

Urban Reserves in Clackamas County. There is an existing community that will provide a focal point for the eventual urbanization of the Boring Urban Reserve.

- 7) Concept planning for the Boring Urban Reserve can be designed to avoid or minimize adverse effects on important farm and forest practices and on important natural landscape features on nearby land. The area along the western half of this Urban Reserve is identified as Conflicted Agricultural Land and is adjacent to the cities of Gresham and Damascus. The northern boundary is clearly delineated by Hwy 26. Most of the southern boundary is formed by the existing developed community of Boring. Hwy 212 provides a clear demarcation from the rest of the area south of this Urban Reserve. The size of this area also will allow planning to design the urban form to minimize effects on the agricultural areas to the north and east.

Urban Reserve 2A: Damascus South

General Description: The Damascus South Urban Reserve is approximately 1,240 acres. This Urban Reserve is adjacent to the southern boundary of the City of Damascus. Approximately 500 acres is located within the City of Damascus, although outside the Urban Growth Boundary. The southern and western boundaries of the Urban Reserve are clearly demarked by the steep terrain characterizing the Clackamas Bluffs, which are identified as an important natural landscape feature in Metro's February 2007 "Natural Landscape Features Inventory." The eastern boundary of the Urban Reserve is established by the Deep Creek Canyon, which also is identified as an important natural landscape feature.

This urban reserve is comprised of moderately rolling terrain, with a mix of farms and scattered rural residential uses on smaller parcels. There are several larger ownerships located east of SE 282nd Avenue. The entire area is identified as Conflicted Agricultural Land.

Analysis and Conclusions: Designation of the Damascus South Urban Reserve area is a logical extension of the City of Damascus, providing additional opportunity for housing and employment uses. Portions of this area are already located in the City of Damascus. Additional areas were identified as important developable urban land in the Damascus Concept Plan. The boundaries of the Damascus South Urban Reserve are formed by important natural landscape features.

This area was considered for designation as a Rural Reserve, but does not satisfy the factors stated in OAR 660-027-0060. The entire area is designated as Conflicted Agricultural Land. Some of the land is located within the City of Damascus. The southern boundary of the Urban Reserve is established to exclude the Clackamas Bluffs, which are identified in Metro's February 2007 "Natural Landscape Features Inventory". The eastern boundary excludes the Noyer and Deep Creek canyons, which also were included in this inventory.

As explained in the following paragraphs, designation as an Urban Reserve is consistent with the factors for designation set forth in OAR 660-027-0050.

OAR 660-027-0050

- 1) The Damascus South Urban Reserve can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. A large part of this area already is located within the City of Damascus. Parts of the Urban Reserve were planned for urban development in the Damascus Concept Plan. While there are several older subdivisions scattered throughout the area that may be difficult to redevelop, most of this area is comprised of larger parcels suitable for development at urban densities, with mixed use and employment uses. The terrain for most of the area is gently rolling, and there are no floodplains, steep slopes, or landslide topography that would limit development potential.
- 2) There is sufficient development capacity to assist in supporting a healthy economy. The eastern part of this area, in particular, is characterized by larger parcels, with few development limitations, that are suitable for development of employment uses.
- 3) The Damascus South Urban Reserve can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers. There have been no comments from local school districts indicating any specific concerns regarding provision of schools to this area, although funding for schools is an issue throughout the region. Technical assessments rate this area as having “high suitability” for the provision of sewer. Addition of the eastern part of this Urban Reserve will facilitate the provision of sewer to the existing urban area within the City of Damascus. ClackCo Rec. 795- 796. This area is rated as having “high and medium suitability” for the provision of water. The ability to provide transportation facilities is rated as “medium” for this area, which has few physical limitations. ClackCo Rec. 797-798.
- 4) The Damascus South Urban Reserve can be developed with a walkable, connected system of streets, bikeways, recreation trails and public transit, provided by appropriate service providers. As previously explained, the physical characteristics of this area will be able to support urban densities and intensities necessary to create a multi-modal transportation system. Previous planning efforts, including the Damascus Concept Plan, demonstrate this potential.
- 5) Development of the Damascus South Urban Reserve can preserve and enhance natural ecological systems. The boundaries of this Urban Reserve avoid the steeper terrain of the Clackamas Bluffs and the Deep Creek Canyon. The area is large enough to provide the opportunity for flexibility in the regulatory measures that create the balance between protection of important natural systems and development.
- 6) The Damascus South Urban Reserve includes sufficient land suitable for a range of needed housing types. As previously explained, there are few physical impediments to development in this Urban Reserve. This area also is adjacent to the developing urban area of Damascus, which also will be providing housing for this area.

- 7) There are no important natural landscape features identified Metro's 2007 "Natural Landscape Features Inventory" located in the Damascus south Urban Reserve. The boundaries of this Urban Reserve are designed to exclude such features from the Urban Reserve.
- 8) Development of this Urban Reserve can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves. This area is identified as Conflicted Agricultural Land, primarily because it is physically isolated from other nearby agricultural land. The Deep Creek and Noyer Creek canyons provide a physical boundary from nearby agricultural areas to the east. Similarly, these areas, and the Clackamas Bluffs, are not identified as areas where significant forest operations are occurring.

Urban Reserves 3B, 3C, 3D, 3F and 3G: Holcomb, Holly Lane, Maple Lane, Henrici, Beaver Creek Bluffs in Oregon City Area.

General Description: These five areas comprise approximately 2150 acres, located adjacent to the City of Oregon City. The Holcomb area is approximately 380 acres, along SE Holcomb Rd., adjacent to Oregon City on the east. Terrain is varied, with several flat parcels that could be developed in conjunction with the Park Place area, which was recently included in the Urban Growth Boundary. This area is developed with rural residences. The area is comprised of Conflicted Agricultural Land.

The Holly Lane area is approximately 700 acres, and includes the flatter parcels along SE Holly Lane, Hwy. 213, and the steep canyon bordering Newell Creek, which is identified as an important natural landscape feature in Metro's February 2007 "Natural Landscape Features Inventory". There are landslide areas identified along the Newell Creek canyon (see Metro Urban and Rural Reserve Study Areas Landslide Hazard Map). Development in this area is sparse, except for rural residences developed along SE Holly Lane. This area is identified as Conflicted Agricultural Land.

The Maple Lane area is approximately 480 acres, located east of Oregon City. Terrain is characterized as gently rolling, with a few larger flat parcels located adjacent to Oregon City. The area is developed with rural residences, with a few small farms. The area is identified as Conflicted Agricultural Land.

The Henrici area is approximately 360 acres, located along both sides of Henrici Road., immediately south of Oregon City. Terrain for this area is moderate, and most of the area is developed with residences on smaller rural lots. There are a few larger parcels suitable for redevelopment. This area contains Conflicted Agricultural Land.

The 220 acre Beaver Creek Bluffs area is comprised of three separate benches located immediately adjacent to the City of Oregon City. The boundaries of this area generally are designed to include only tax lots on the plateau that drops down to Beaver Creek. Development in this area consists of rural residences and small farms. The area is identified as Important Agricultural Land.

Conclusions and Analysis: Designation of the Oregon City Urban Reserves is consistent with OAR 660-027. These five smaller areas have been identified in coordination with the City of Oregon City, and are designed to complete or augment urban development in the City. The areas designated take advantage of existing services inside the Urban Growth Boundary. In most cases, the boundaries of the reserves are formed by steep slopes (Henrici Road being the exception). While terrain poses some limitations on development, each area has sufficient developable land to make service delivery feasible.

None of the identified areas meet the factors of OAR 660-027-0060, for designation as Rural Reserves. With the exception of the Beaver Creek Bluffs, the Oregon City Urban reserve is Conflicted Farmland. The Beaver Creek Bluffs area, which is identified as having Important Agricultural Land, includes only those tax lots with land located on the plateau above the flatter area south of Oregon City. The important natural landscape features in the area (Newell Creek, Abernethy Creek and Beaver Creek) generally are excluded from the Urban Reserve.

The most significant issue for debate is whether or not to include the Newell Creek Canyon in the Urban Reserve. There is little or no development potential in this area, because of steep terrain and landslide hazard. The Principles recognize that concept planning for this area will have to recognize the environmental and topographic constraints posed by the Newell Creek Canyon. It also makes governance more sensible, allowing the City of Oregon City to regulate this area, instead of leaving an island subject to County authority.

Designation of the Oregon City Reserves is consistent with OAR 660-027-0050.

- 1) The Oregon City Urban Reserves can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. All of the Urban Reserve area is adjacent to the City of Oregon City. Oregon City has indicated both a willingness and capability to provide service to these areas. Each area is appropriate to complement or complete neighborhoods planned or existing within Oregon City. In the case of the Holly Lane area, much of the Urban Reserve has little potential for development. The area along SE Holly Lane, however, does have flatter topography where urban development can occur, and Holly Lane has been identified by the City as an important transportation facility.
- 2) The Oregon City Urban Reserves, when considered in conjunction with the existing urban area, includes sufficient development capacity to support a healthy economy. The Henrici area has some potential for additional employment uses. The remaining areas are smaller additions to the existing urban form of the City of Oregon City and will complete existing neighborhoods.
- 3) The Oregon City Urban Reserve can be efficiently and cost-effectively provided with public facilities necessary to support urban development. This Urban Reserve Area is considered to have a “high” suitability rating for sewer and water facilities. Oregon City has indicated an ability to provide these services, and the areas have been designed to include the most-easily served land that generally is an extension of existing development with the Urban Growth Boundary. Transportation is more difficult, as there is no additional capacity on I-205, and improvements would be costly. As previously noted,

this is the case for most of the region. While topography may present some difficulty for developing a complete transportation network, this Urban Reserve area has been designed to take advantage of existing transportation facilities within Oregon City.

- 4) Most of the Oregon City Urban Reserve can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and transit. In most cases, development of this area will be an extension of urban development within the existing neighborhoods of Oregon City, which will allow completion of the described urban form. Newell Creek Canyon will remain largely undeveloped, so such facilities will not need to be provided in this area.
- 5) The Oregon City Urban Reserve can be planned so that natural ecological systems and important natural landscape features can be preserved and enhanced. Abernethy Creek and Beaver Creek and the steep slopes around these two creeks have been excluded from designation as an Urban Reserve. As previously explained, the Newell Creek Canyon has been included in the Urban Reserve. The Principles will assure that concept planning accounts for this important natural landscape feature, the area is recognized as having very limited development potential, and Oregon City is the logical governing authority to provide protective regulations.
- 6) Designation of these five areas as an Urban Reserve will assist Oregon City in providing a range of housing types. In most cases, development of this Urban Reserve will add additional housing.
- 7) Concept planning for the Oregon City Urban Reserve can be designed to avoid or minimize adverse effects on important farm and forest practices and on important natural landscape features on nearby land. The Beaver Creek Bluffs area is separated from the farmland to the south by a steep hillside sloping down to Beaver Creek. The other areas are adjacent to Conflicted Agricultural land. There are scattered small woodlots to the east, identified as “mixed Agricultural/Forest Land on ODF’s Forestland Development Zone Map, but these are generally separated by distance and topography from the Holly Lane, Maple Lane, and Holcomb areas. Important landscape features and natural areas in the vicinity generally form boundaries for the Urban Reserves. Concept planning can assure that development within the Urban Growth Boundary protects these features.

Urban Reserves 4A, 4B and 4C: Stafford, Rosemont and Borland

General Description: These three areas comprise approximately 4,700 acres. Area 4A (Stafford) is located north of the Tualatin River, south of Lake Oswego, and west of West Linn. Area 4B (Rosemont) is a 162 acre area located adjacent to West Linn’s recently urbanized Tanner Basin neighborhood. Area 4C (Borland) is located south of the Tualatin River, on both sides of I-205. Area 4C is adjacent to the cities of Tualatin and Lake Oswego on the west and West Linn on the east. As a whole, this area is bounded by existing cities and urban development on three sides. The southern boundary generally is framed by the steeper terrain of Pete’s Mountain. East of Stafford Road, the adjacent area is not designated as either an Urban or Rural Reserve. West of Stafford Road, the adjacent area is designated as an Urban Reserve (Area 4D, Norwood).

Much of this area is developed with rural residences on large parcels. The Borland area also includes several churches and schools. The terrain of this area is varied. Most of area 4B is gently rolling, while the rest of the area east of Wilson Creek has steeper terrain. The area south of Lake Oswego, along Stafford Rd and Johnson Rd., generally has more moderate slopes. The Borland area, south of the Tualatin River, also is characterized by moderate slopes.

Wilson Creek and the Tualatin River are important natural landscape features located in this area. These two features and their associated riparian areas and floodplains are included in Metro's February 2007 "Natural Landscape Features Inventory".

This entire area is identified as Conflicted Agricultural Land, even though approximately 1100 acres near Rosemont Road are zoned Exclusive Farm Use. Commercial agricultural activity in this area is limited and mixed; wineries, hay production, horse raising and boarding, and nurseries are among the farm uses found in the Stafford, Rosemont and Borland areas. The Oregon Department of Forestry Development Zone Map does not identify any Mixed Forest/Agriculture or Wildland Forest located with this Urban Reserve.

Conclusions and Analysis: After weighing the factors, we find that the designation of these three areas as an Urban Reserve is consistent with OAR 660-027-0050. The specific factors for designation stated in OAR 660-027-0050 are addressed in following parts of this analysis.

No area in Clackamas County engendered as much public comment and diversity of opinion as this Urban Reserve. The Stafford and Rosemont areas were of particular concern to property owners, neighborhood groups, cities and the Stafford Hamlet citizens group. Interested parties provided arguments for designation of some or all of the area north of the Tualatin River as either an Urban or Rural Reserve, or requested that this area remain undesignated. The cities of West Linn, Tualatin and Lake Oswego consistently expressed opposition to designation of any of this area as an Urban Reserve. This Urban Reserve does have several limitations on development, including areas with steep slopes and floodplains.

After weighing the factors, designation as an Urban Reserve is the most appropriate decision. In evaluating this area, it is important to keep in mind the context and purpose of the urban and rural reserves designations. Because urban reserves are intended to provide a land supply over a 50-year time horizon, it is important to evaluate areas based on their physical characteristics rather than the current desires of various jurisdictions. It is also important to evaluate areas in light of the overall regional context. Designation of this 4,700 acre area as an Urban Reserve avoids designation of other areas containing Foundation or Important Agricultural Land. It would be difficult to justify urban reserve designations on additional Foundation Agricultural Land in the region, if this area, which is comprised entirely of Conflicted Agricultural Land, were not designated as an Urban Reserve (see OAR 660-027-0040(11)).

In fact, the three counties have applied the rural reserve factors and designated significant portions of the three-county area as rural reserve. Those areas do not provide viable alternatives to Stafford.

While acknowledging that there are impediments to development in this area, much of the area also is suitable for urban-level development. There have been development concepts presented for various parts of this area. ClackCo Rec. 3312. An early study of this area assessed its

potential for development of a “great community” and specifically pointed to the Borland area as an area suitable for a major center. ClackCo Rec. 371. Buildable land maps for this area provided by Metro also demonstrate the suitability for urban development of parts of this Urban Reserve See, “Metro Urban Study Area Analysis, Map C”. The County was provided with proposed development plans for portions of the Stafford area. For example, most of the property owners in the Borland have committed their property to development as a “town center community.” ClackCoRec. 3357-3361. Another property owner completed an “Urban Feasibility Study” showing the urban development potential of his 55-acre property. ClackCo Rec. 3123-3148. Those plans provide examples of the ability to create urban-level development in the Stafford areas.

An important component of the decision to designate this area as an Urban Reserve are the “Principles for Concept Planning of Urban Reserves”, which are part of the Intergovernmental Agreement between Clackamas County and Metro that has been executed in satisfaction of OAR 660-027-0020 and 0030. Among other things, these “Principles” require participation of the three cities and citizen involvement entities—such as the Stafford Hamlet—in development of concept plans for this Urban Reserve. The Principles also require the concept plans to provide for governance of any area added to the Urban Growth Boundary to be provided by a city. The Principles recognize the need for concept plans to account for the environmental, topographic and habitat areas located within this Urban Reserve.

Designation of this area as a Rural Reserve has been advocated by interested parties, including the City of West Linn. Application of the factors for designation (OAR 660-027-0060) leads to a conclusion that this area should not be designated as a Rural Reserve. The entire area is comprised of Conflicted Agricultural Land, and is not suitable to sustain long-term agricultural and forestry operations, given land use patterns, the lack of agricultural infrastructure and the adjacent land use pattern. OAR 660-027-0060(b)-(d).

There are important natural landscape features in this area (Tualatin River and Wilson Creek). Protection of these areas is a significant issue, but can be accomplished by application of regulatory programs of the cities that will govern when areas are added to the Urban Growth Boundary, as contemplated by OAR 660-027-0050(7). The Principles specifically require recognition of the development limitations imposed by these natural features, in the required development of concept plans.

Designation of the Stafford, Rosemont and Borland areas as an Urban Reserve is based upon application of the factors stated in OAR 660-027-0050.

- 1) This Urban Reserve can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments in conjunction with land inside the urban growth boundary. Physically, this area is similar to the cities of West Linn and Lake Oswego, which are developing at urban densities. The area abuts existing urban development on much of the perimeter, facilitating logical extensions of that development. We recognize that the development potential of portions of this Urban Reserve is constrained by steep slopes and by the Tualatin River and Wilson Creek riparian areas. However, there are sufficient developable areas to create an urban community. The Borland Area has been identified as a suitable site for more intense urban development, including a town center. The Rosemont Area complements existing

development in the Tanner Basin neighborhood in the City of West Linn. The Stafford Area has sufficient capacity to develop housing and other uses supportive of the more intense development in the Borland Area. As previously noted, potential development concepts have been submitted demonstrating the potential to develop this area at urban densities sufficient to make efficient use of infrastructure investments.

- 2) This 4700-acre Urban Reserve contains sufficient development capacity to support a healthy economy. The Borland Area has been identified as being suitable for a mixed-use, employment center. ClackCo Rec. 371. There are a number of larger parcels in the area which may have potential for mixed use development. While densities would not be uniform across the landscape of this 4700 acre area, together, Stafford and Borland provide the opportunity to create a mix of uses, housing types and densities where the natural features play a role as amenities.

Testimony submitted by the cities of Tualatin and West Linn (“Cities”) asserts that the level of parcelization, combined with existing natural features, means that the area lacks the capacity to support a healthy economy, a compact and well-integrated urban form or a mix of needed housing types.

However, much of the area consists of large parcels. For example, the *West Linn Candidate Rural Reserve Map* shows that, of a 2980-acre “focus area,” 1870 acres are in parcels larger than five acres, and 1210 acres in parcels larger than 10 acres. The map is indexed at Metro Rec. 2284 and was submitted by the Cities of Tualatin and West Linn with their objections. With the potential for centers, neighborhoods and clusters of higher densities, for example in the Borland area, we find the area does have sufficient land and sufficient numbers of larger parcels to provide a variety of housing types and a healthy economy.

Cities also argue that the amount of natural features render the area insufficient to provide for a variety of housing types. Cities contend that the amount of steep slopes and stream buffers renders much of the area unbuildable. We find that cities overstate the amount of constrained land in the area, and the effect those constraints have on housing capacity. For example, cities’ analysis applies a uniform 200-foot buffer to all streams. Actual buffers vary by stream type. See Metro Code § 3.07.360. Similarly, cities assert that the slopes in the area mean that the area lacks capacity. Slopes are not *per se* unbuildable, as demonstrated by the existing development in West Linn, Lake Oswego, Portland’s West Hills and other similar areas. Moreover, only 13% of the “focus area” consists of slopes of over 25%, and these often overlap with stream corridors. *Stafford Area Natural Features Map*, indexed at Metro Record 2284, and submitted by the Cities of Tualatin and West Linn with their objection.

- 3) This Urban Reserve can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers over a 50-year horizon. As with all of the region’s urban reserves, additional infrastructure will need to be developed in order to provide for urbanization. It is clear that development of new public infrastructure to accommodate 50 years of growth will not be “cheap” anywhere. Relative to other areas under consideration for

designation, however, this Urban Reserve area is suitable. Technical assessments rated this area as highly suitable for sewer and water. ClackCo Rec. 795-796; Metro Rec. 1163, 1168-1180. The July 8, 2009, technical memo prepared by Clackamas County also demonstrates the suitability of this area for various public facilities. ClackCo Rec. 704. This area can be served by the cities of Tualatin, West Linn and Lake Oswego. These cities have objected to designation of this area as an Urban Reserve, but have not stated that they object because they would not be able to be an urban service provider for some part of the area.

The cities of Tualatin and West Linn argue that the area should not be designated as an Urban Reserve, citing the cost of providing transportation infrastructure. It is true that transportation infrastructure will be the most significant challenge. This is the case for most of the region. ODOT noted that most area state highway transportation corridors have either low or medium potential to accommodate growth. (*Clackamas County Record* 800 – 801). An April 6, 2009 letter from six state agencies to the Metro Reserves Steering Committee notes that most transportation corridors have severe transportation issues. ClackCo Rec. 843. Moreover, we make this decision after consideration of regional consideration of relative transportation costs. See, *Regional Infrastructure Analysis 2008, Metro Record, starting on page 440; Memo and Maps regarding Preliminary Analysis of Providing Urban Level Transportation Service within Reserves Study Area, Metro Rec., starting on page 1181; ODOT Urban Reserve Study Area Analysis, Metro Rec., page 1262.*

This Urban Reserve has physical characteristics – steep terrain, the need to provide stream crossings – that will increase the relative cost of transportation infrastructure. I-205 and I-5 in this area will need substantial improvements with consequent “huge” costs. ClackCo Rec. 850. However, considering those costs, and in light of reserves designations elsewhere in the region, urban reserves designation of Stafford is still appropriate. Most other comparable areas are either urban or rural reserves, and don’t provide viable alternatives to Stafford.

Cities argue that the 2035 Regional Transportation Plan (“RTP”) indicates that much of the transportation infrastructure in the area will be at Level of Service “F” by 2035, and that therefore the Stafford area cannot be served at all. The RTP is a prediction of and plan to address traffic flows for a 25-year period. Conversely, the Reserves Designations are intended to address a 50-year time frame, rather than a 25-year time frame. Metro Rec. 1918. The record reflects that the transportation system will necessarily change in 25 years. In that vein, the “Regional High Capacity Transit System” map identifies a new light rail line in the vicinity of I-205 as a “next phase” regional priority. See ClackCo Rec. 734; 822-833.

Similarly, Metro’s panel of sewer experts rated the entire Stafford area as having a “high” suitability for sewer service. See, e.g., Metro Rec. 1174. We find this analysis more probative for comparisons across areas than the analysis submitted by cities. Moreover, since the analysis of urban reserves addresses a 50-year time frame, we do not find that the current desire of neighboring cities to serve the area influences the question whether the area “can be served.”

- 4) This Urban Reserve can be planned to be walkable, and served with a well-connected system of streets, bikeways, recreation trails and public transit, *particularly in conjunction with adjacent areas inside the urban growth boundary* as contemplated by the administrative rule. The Borland Area is suitable for intense, mixed-use development. Other areas suitable for development also can be developed as neighborhoods with the above-described infrastructure. The neighborhoods themselves can be walkable, connected to each other, and just as important, connected to existing development in the adjacent cities. Stafford abuts existing urban level development on three sides, much of it subdivisions. See *West Linn Candidate Rural Reserve Map*, indexed at Metro Record 2284, and submitted by the city with its objection. There are few areas in the region which have the potential to create the same level and type of connections to existing development. There is adequate land to create street, bicycle and pedestrian connections within and across the area with appropriate concept planning. In making this finding, we are aware of the natural features found within the area. However, those features do not create impassable barriers to connectivity.
- 5) This Urban Reserve can be planned to preserve and enhance natural ecological systems and preserve important natural landscape features. The significance of the Tualatin River and Wilson Creek systems has been recognized. The Principles specifically identify the need to plan for these features, and recognize that housing and employment capacity expectations will need to be reduced to protect important natural features. Urbanization will occur in a city, which is obligated by state and regional rules to protect upland habitat, floodplains, steep slopes and riparian areas, as contemplated by OAR 660-027-0050(7). However, we find that, even with those protections, there is sufficient development capacity in this 4700-acre area to warrant inclusion in the urban reserve.
- 6) This Urban Reserve in conjunction with the Urban Reserve to the south (Area 4D, Norwood), includes sufficient land to provide for a variety of housing types. In addition to the developable areas within the Stafford, Rosemont and Borland areas, this Urban Reserve is situated adjacent to three cities, and will augment the potential for housing in these existing cities.
- 7) This Urban Reserve can be developed in a way that avoids or minimizes adverse effects on farm and forest practices and adverse effects on important natural landscape features, on nearby land. Viewed in the regional context, this factor militates strongly in favor of the inclusion of Stafford as an Urban Reserve. This Urban Reserve is situated adjacent to three cities, and along I-205. It is identified as Conflicted Agricultural Land, and is adjacent on the south to another Urban Reserve and an undesignated area that is comprised of Conflicted Agricultural Land. The Stafford area is separated from areas of foundation and important farmland by significant distances, a freeway and other natural and man-made barriers. The eventual urbanization of Stafford will avoid the urbanization of much higher-value farmland elsewhere. Adverse impacts on the important natural landscape features within Stafford may be avoided or minimized through the application of the provisions of Metro Titles 3 and 13.

This separation from significant agricultural or forest areas minimizes any potential effect on farm or forest practices. The Urban Reserve also is separated from other important natural landscape features identified on Metro’s February 2007 “Natural Landscape Features Inventory.” The ability to plan for protection of the Tualatin River and Wilson Creek has been discussed.

- 8) The Cities of Lake Oswego, Tualatin, and West Linn have testified extensively regarding their concern that designation of Stafford as urban reserve will create pressures for urbanization before the required public facilities, particularly with regard to transportation, are planned for and can support urban development. This concern is based upon the fact that designation of Stafford as urban reserve will make it first priority for inclusion in the Metro UGB under ORS 192.298 and the fact that Metro must consider expansion of the Metro UGB every six years under ORS 197.299. So even though the planning period for urban reserves is twenty to fifty years into the future, Stafford will become eligible for inclusion each time Metro considers an urban growth boundary expansion. To alleviate these concerns Metro, Clackamas County, and the three Cities have entered into a five-party intergovernmental agreement (“IGA”) that provides for governance of Stafford by the cities, requires concept planning and public facilities planning prior to the addition of Areas 4A, 4B and/or 4C to the urban growth boundary, and a requirement for robust citizen involvement and preservation of community character pursuant to the concept planning process. This IGA, which is incorporated into the record, will ensure that Stafford “can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments,” “can be served by . . . urban level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers,” and “can be designed to preserve and enhance natural ecological systems” and “important natural landscape features.” Acknowledging the constraints to urbanization discussed above, the existence of the IGA and the promises contained therein is necessary to support the determination by Metro and Clackamas County that the designation of Stafford Areas 4A, 4B and 4C as urban reserve is, on balance, supportable under the urban reserve factors contained in ORS 195.145(5) and OAR 660-027-0050.

Urban Reserves 5G, 5H, 4H and 4D: Grahams Ferry, SW Wilsonville, Advance and Norwood

General Description: This Urban Reserve is comprised of three smaller areas adjacent to the City of Wilsonville (Grahams Ferry, SW Wilsonville and Advance), and a larger area located along SW Stafford Rd., north of Wilsonville and southeast of Tualatin (Norwood Area). The Norwood area is adjacent to an Urban Reserve in Washington County (I-5 East Washington County, Areas 4E, 4F and 4G). Area 5G is approximately 120 acres, relatively flat, adjacent to services in Wilsonville, and defined by the Tonquin Geologic Feature, which forms a natural boundary for this area. It is identified as Conflicted Agricultural Land.

Area 5H is a small (63 acre) site that is adjacent to services provided by the City of Wilsonville. Corral Creek and its associated riparian area provide a natural boundary for this area. It is identified as Important Farmland. Area 4H comprises approximately 450 acres, and is located adjacent to the City of Wilsonville. This part of the Urban Reserve has moderate terrain, and a mix of larger parcels and rural residences. This area is identified as Important Agricultural Land.

Area 4D comprises approximately 2,600 acres, and is adjacent to a slightly smaller Urban Reserve in Washington County. This area is parcelized, generally developed with a mix of single family homes and smaller farms, and has moderately rolling terrain. All of this area is identified as Conflicted Agricultural Land.

Conclusions and Analysis: Designation of these four areas as Urban Reserve is consistent with OAR 660-027. The three smaller areas are adjacent to the City of Wilsonville, and have been identified by the City as appropriate areas for future urbanization. ClackCo Rec.1174. The boundaries of these three areas generally are formed by natural features. No Foundation Agricultural Land is included in any of the four areas. While Area 4D has limitations that reduce its development potential, inclusion as an Urban Reserve is appropriate to avoid adding land that is identified as Foundation Agricultural Land.

Area 5G does not satisfy the factors for designation as a Rural Reserve. The boundary of this area reflects the boundary of Tonquin Geologic Area, which is an important natural landscape feature identified as a Rural Reserve. Area 5H does meet the factors for designation as a Rural Reserve, but its proximity to existing services in Wilsonville and the natural boundary formed by Corral Creek, separating these 63 acres from the larger Rural Reserve to the west, support a choice to designate this area as an Urban Reserve.

Similarly, parts of Area 4H could meet the factors for designation as a Rural Reserve. Again, the area also is suitable for designation as an Urban Reserve, because of its proximity to Wilsonville, which has indicated this as an area appropriate for urbanization. The eastern limits of this area have been discussed in some detail, based on testimony received from property owners in the area. The northeastern boundary (the Anderson property) is based on a significant creek. South of Advance Rd., the decision is to leave four tax lots west of this creek undesignated (the Bruck property), as these lots comprise over 70 acres of land designated as Important Agricultural Land. The part of this Urban Reserve south of Advance Road contains smaller lots, generally developed with rural residences.

Area 4D does not meet the factors for designation as a Rural Reserve. The entire area is comprised of Conflicted Agricultural Land, and has no important natural landscape features identified in Metro's February 2007 "Natural Landscape Features Inventory."

This Urban Reserve does meet the factors for designation stated in OAR 660-027-0050.

- 1) The Wilsonville Urban Reserve (total of the Grahams Ferry, SW Wilsonville, Advance Rd. and Norwood Areas) can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments. The three smaller areas adjacent to the City of Wilsonville all will take advantage of existing infrastructure. The City of Wilsonville has demonstrated an ability to provide necessary services and govern these three areas. The information provided by the City and Metro's Urban Study Area Analysis (Map C1) show that these three areas have physical characteristics that will support urban density. These three areas also will complement existing development in the City of Wilsonville.
- 2) The larger Norwood area, which has rolling terrain, and a mixture of smaller residential parcels and farms, will be more difficult to urbanize. This area is adjacent to Urban

Reserves on the west, north and south. The Borland Road area, adjacent on the north is expected to develop as a center, with potential for employment and mixed-use development. The Norwood area can be urbanized to provide residential and other uses supportive of development in the Borland and I-5 East Washington County Urban Reserve areas.

- 3) The Wilsonville Urban Reserve contains land that generally will provide development capacity supportive of the cities of Wilsonville and Tualatin, and the Borland and I-5 East Washington County Urban Reserve areas. Viewed individually, these four areas do not have physical size and characteristics to provide employment land. As has been explained, and as supported by comments from the City of Wilsonville, development of these areas will complement the urban form of the City of Wilsonville, which historically has had sufficient land for employment. The 2004 decision added to the Urban Growth Boundary between the cities of Wilsonville and Tualatin, land which was contemplated to provide additional employment capacity. The Wilsonville Urban Reserve, and in particular the Norwood area, will provide land that can provide housing and other uses supportive of this employment area.
- 4) The Wilsonville Urban Reserve can be efficiently and cost-effectively provided with public facilities necessary to support urban development. The comments from the City of Wilsonville and the Sewer Serviceability and Water Serviceability Maps demonstrate the high suitability of the three smaller areas adjacent to Wilsonville. The Norwood area (Area 4D) is rated as having medium suitability. Transportation facilities will be relatively easy to provide to the three areas adjacent to the City of Wilsonville. The steeper terrain and location of the Norwood area will make development of a network of streets more difficult, and ODOT has identified the I-5 and I-205 network as having little or no additional capacity, with improvement costs rated as “huge”. The decision to include this area as an Urban Reserve is based, like the Stafford area, on the need to avoid adding additional Foundation Agricultural Land. There are other areas in the region that would be less expensive to serve with public facilities, especially the necessary transportation facilities, but these areas are comprised of Foundation Agricultural Land.
- 5) The Wilsonville Urban Reserve areas can be planned to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit. As has been discussed, the three smaller areas adjacent to the City of Wilsonville can be developed to complete or complement existing and planned urban development in Wilsonville. The Norwood area will be somewhat more difficult to develop, but the terrain and parcelization are not so limiting that the desired urban form could not be achieved. Like Stafford, this part of the Wilsonville Urban Reserve will be more difficult to develop with the desired urban form, but is being added to avoid adding additional foundation Agricultural Land.
- 6) The Wilsonville Urban Reserve can be planned so that natural ecological systems and important natural landscape features can be preserved and enhanced. The boundaries of the areas comprising the Wilsonville Urban Reserve have been designed with these

features providing the edges. The three areas adjacent to the City of Wilsonville will take advantage of existing plans for protection of natural ecological systems.

- 7) The Wilsonville Urban Reserve, in conjunction with land within adjacent cities, includes sufficient land suitable to provide for a range of housing types. The SW Wilsonville and Advance Road areas are particularly suited to provide additional housing, as they are located adjacent to neighborhoods planned in Wilsonville. As has been previously discussed the Norwood area has physical limitations, but these should not restrict as substantially the potential for housing.
- 8) Concept planning for the Wilsonville Urban Reserve can avoid or minimize adverse effects on important farm and forest practices and on important natural landscape features on nearby land. The boundaries of this Urban Reserve have been designed to use natural features to provide separation from adjoining Rural Reserves that contain resource uses.
- 9) The Cities of Lake Oswego, Tualatin, and West Linn have testified extensively regarding their concern that designation of Area 4D, in conjunction with Areas 4A, 4B, and/or 4C, as urban reserve will create pressures for urbanization before the required public facilities, particularly with regard to transportation, are planned for and can support urban development. For the same reasons as expressed under Finding 8 for Areas 4A, 4B and 4C, the execution of the of the five-party IGA and the promises contained therein is necessary to support the determination by Metro and Clackamas County that the designation of Area 4D as urban reserve is, on balance, supportable under the urban reserve factors contained in ORS 195.145(5) and OAR 660-027-0050.

The Sherwood School District requested an Urban Reserve designation be applied to an area just south of the County line and the City of Sherwood. ClackCo Rec. 2504. Clackamas County and Metro agree to leave this area undesignated. This decision leaves the possibility for addition of this land to the Urban Growth boundary if the School District has a need for school property in the future and is able to demonstrate compliance with the standards for adjustments to the Urban Growth boundary.

C. Clackamas County: Rural Reserves

Rural Reserve 5I: Ladd Hill

General Description: This Rural Reserve Area is located west and south of Wilsonville, and adjacent to the French Prairie Rural Reserve (Area 4J). There is also a small part of this Rural Reserve located north of Wilsonville, extending to the County line, recognizing the Tonquin Geologic Area. The northern boundary of Area 5J is located along the boundary between the delineations of Conflicted and Important Agricultural Land. All of this Rural Reserve is located within three miles of the Portland Metro Urban Growth Boundary.

The area west of Ladd Hill Road contains the steeper slopes of Parrett Mountain, which is identified as an important natural landscape feature in Metro's February 2007 "Natural Landscape Features Inventory". The remainder of the area has moderately sloping terrain. The entire area is traversed by several creeks (Mill Creek, Corral Creek, Tapman Creek), which flow

into the Willamette River, which also is identified as an important natural landscape feature. FEMA floodplains are located along the Willamette River. Landslide hazards are identified along Corral Creek.

With the exception of the Tonquin Geologic Area, all of Rural Reserve Area 5I is comprised of Important or Foundation Agricultural Land. The part of this area lying south of the Willamette River contains the Foundation Agricultural Land. The area contains a mixture of hay, nursery, viticulture, orchards, horse farms, and small woodlots. The Oregon Department of Forestry Development Zone Map identifies scattered areas of mixed forest and agriculture, and wildland forest (particularly on the slopes of Parrett Mountain).

Conclusions and Analysis: Designation of the Ladd Hill area as a Rural Reserve is consistent with OAR 660, Division 27. Except for the Tonquin Geologic Area, all of Rural Reserve Area 5I contains Important or Foundation Agricultural Land, and is located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify designation as a Rural Reserve, with the exception of the Tonquin Geologic Area, which is identified as Conflicted Agricultural Land.

Designation of the Tonquin Geologic Area as a Rural Reserve is consistent with the Rural Reserve Factors stated in OAR 660-027-0060(3). This area has not been identified as an area suitable or necessary for designation as an Urban Reserve. The boundaries of the Rural Reserve have been established to recognize parcels that have physical characteristics of the Tonquin Geologic Area, based on testimony received from various property owners in the area, and the City of Wilsonville. ClackCo Rec. 2608. For these stated reasons and those enunciated below, designation of this part of the Tonquin Geologic Area as a Rural Reserve is consistent with the factors provided in OAR 660-027-0060(3).

Rural Reserve 4J: French Prairie

General Description: This Rural Reserve Area is located south of the Willamette River and the City of Wilsonville, and west of the City of Canby. It is bordered on the west by I-5. This area is generally comprised of large farms. The area is generally flat. The Molalla and Pudding Rivers are located in the eastern part of this area. The Willamette, Molalla and Pudding Rivers and their floodplains are identified as important natural landscape features in Metro's February 2007 Natural Landscape Features Inventory."

All of this Rural Reserve is classified as Foundation Agricultural Land (identified in the ODA Report as part of the Clackamas Prairies and French Prairie areas). This area contains prime agricultural soils, and is characterized as one of the most important agricultural areas in the State.

Conclusions and Analysis: Designation of Area 4J as a Rural Reserve is consistent with OAR 660, Division 27. This entire area is comprised of Foundation Agricultural Land located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify designation of this area as a Rural Reserve.

However, county staff and the PAC also evaluated the French Prairie area under the other rural reserves factors, and found that it rated "high" under all of the factors related to long-term protection for the agriculture and forest industries. ClackCo Rec. 590-592. The analysis is set forth as follows:

- (a) Are situated in an area that is otherwise potentially subject to urbanization during the applicable period described in OAR 660-027-0040(2) or (3) as indicated by proximity to a UGB or proximity to properties with fair market values that significantly exceed agricultural values for farmland, or forestry values for forest land;

The French Prairie area is adjacent to the Portland Metropolitan Urban Growth Boundary, and has access to Interstate 5 and Highway 99E, and has a high potential for urbanization, as evidenced by the submittals of proponents of designating the area as an urban reserve.

- (b) Are capable of sustaining long-term agricultural operations for agricultural land, or are capable of sustaining long-term forestry operations for forest land;

The French Prairie area is identified as Foundation agricultural land, and is part of a large agricultural region.

- (c) Have suitable soils where needed to sustain long-term agricultural or forestry operations and, for agricultural land, have available water where needed to sustain long-term agricultural operations; and

The area is predominantly Class II soils, and much of the area has water rights for irrigation.

- (d) Are suitable to sustain long-term agricultural or forestry operations, taking into account:

- (A) for farm land, the existence of a large block of agricultural or other resource land with a concentration or cluster of farm operations, or, for forest land, the existence of a large block of forested land with a concentration or cluster of managed woodlots;

The French Prairie area is a large block of agricultural land with large parcels. There is some localized conflict with nonfarm uses.

- (B) The adjacent land use pattern, including its location in relation to adjacent non-farm uses or non-forest uses, and the existence of buffers between agricultural or forest operations and non-farm or non-forest uses;

- (C) The agricultural or forest land use pattern, including parcelization, tenure and ownership patterns; and

The Willamette River provides an effective edge for much of the area, and much of the area is in large lots.

- (D) The sufficiency of agricultural or forestry infrastructure in the area, whichever is applicable.

The French Prairie area is close to the agricultural centers of Canby, Hubbard and St. Paul, and has excellent access to transportation infrastructure. There are some issues with movement of farm machinery on heavily used routes.

Therefore, on balance, we would designate Area 4J as a rural reserve even in the absence of OAR 660-027-0060(4).

Rural Reserves 3E and 3H: Oregon City

General Description: This area lies east and south of the City of Oregon City. This area is bounded by the Willamette River on the west. The southern boundary generally is a line located three miles from the Portland Metro Area Urban Growth Boundary. A substantial part of Area 3H also is located within three miles of the City of Canby's Urban Growth Boundary.

Area 3E, located east of Oregon City, is characterized by a mix of rural residential homesites, small farms, and small woodlots. Most of the area has a moderately rolling terrain. The area includes portions of the Clear Creek Canyon, and Newell and Abernethy Creeks, all of which are identified as important natural landscape features in Metro's February 2007 "Natural Landscape Features Inventory". Part of Area 3E also is identified by the Oregon Department of Forestry as a mixed forest/agricultural development zone. Most of Area 3E is identified as Conflicted Agricultural Land. There is an area identified as Important Agricultural Land, in the southeast corner of Area 3E.

Area 3H, located south of Oregon City, is characterized by larger rural residential homesites, particularly in the western part of this area, and farms. Beaver Creek and Parrot Creek traverse this area in an east-west direction. The Willamette Narrows and Canemah Bluff are identified as important natural landscape features in the Metro's February 2007 "Natural Landscape Features Inventory" and form the western boundary of Area 3H. The Oregon Department of Forestry designates the Willamette Narrows as wildland forest. All of this area is classified as Important Agricultural Land, except for the area immediately east of the City of Canby, which is designated as Foundation Agricultural Land.

Conclusions and Analysis: The designation of Areas 3E and 3H as a Rural Reserve is consistent with OAR 660-027, Division 27. All of Area 3H is Important or Foundation Farmland, located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify designation of Area 3H as a Rural Reserve.

The designation of Area 3E is appropriate to protect the Important Farm Land in the southeast corner of this area, and the area identified as mixed forest/agricultural land by ODF. Designation as a Rural Reserve also is justified to protect Abernethy Creek, Newell Creek and Beaver Creek and their associated riparian features, which are identified as important natural landscape features. Designation as a Rural Reserve of the portions of Area 3E not identified as Foundation or Important Agricultural Land, is consistent with the Rural Reserve Factors stated in OAR 660-027-0060(3), for the following reasons:

- 1) Abernethy Creek and Newell Creek and their associated riparian areas are identified as important natural landscape features in Metro's February 2007 "Natural Landscape Features Inventory". A portion of Beaver Creek also is located in this area; Beaver Creek was added to this inventory in a 2008 update.

- 2) This area is potentially subject to urbanization during the period described in OAR 660-027-0040(2), because it is located adjacent to and within three miles of the City of Oregon City.
- 3) Most of this area has gently rolling terrain, but there also are several steeply-sloped areas. There are several landslide hazard areas located within Rural Reserve Area 3E (see 1/25/09 Metro Landslide Hazard Map).
- 4) The designated Rural Reserve area comprises the drainage area for Abernethy and Newel Creeks which provide important fish and wildlife habitat for this area.

Rural Reserves 3H (parts) 4J, 2C and 3I: Canby, Estacada and Molalla

General Description: Rural Reserves have been designated adjacent to the cities of Canby (parts of Areas 3H and 4J) Estacada and Molalla. These Rural Reserves were designated after coordinating with all three cities, and the cities do not object to the current designations.

Rural Reserve Area 2C is located adjacent to the western boundary of the City of Estacada. This area includes the Clackamas River and McIver State Park. It is identified as Important Agricultural Land. Most of this Rural Reserve also is identified as wildland forest on the ODF Forestland Development Zone Map. All of this Rural Reserve is located within three miles of Estacada's Urban Growth Boundary.

Rural Reserves are located on the south, west and eastern boundaries of the City of Canby. All of this area is identified as Foundation Agricultural Land. The area north of the City, to the Willamette River, has been left undesignated, although this area also is identified as Foundation Agricultural Land. This area was left undesignated at the request of the City of Canby, in order to provide for possible future expansion of its Urban Growth Boundary. The Oregon Department of Agriculture preferred leaving the area north of the City undesignated, instead of an area east of the City, which also was considered. All of the designated Rural Reserves are within three miles of the City of Canby.

Area 3I is located north and east of the City of Molalla. This area is located within 3 miles of Molalla's Urban Growth Boundary. All of the designated Rural Reserve is identified as Foundation Agricultural Land.

Conclusions and Analysis: Designation of the Rural Reserves around Canby and Estacada is consistent with OAR 660, Division 27. In the Case of Canby, the entire area is identified as Foundation Agricultural Land, and is located within three miles of Canby's Urban Growth Boundary. In the case of Estacada, the entire Rural Reserve area is identified as Important Agricultural Land, and is located within three miles of Estacada's Urban Growth Boundary. Rural Reserve 3I, near Molalla, is located within three miles of the urban growth boundary and also is identified as Foundation Agricultural Land. Pursuant to OAR 660-027-0060(4), no further explanation is necessary to justify the Rural Reserve designation of these areas.

Rural Reserve 4I: Pete's Mountain/Peach Cove, North of the Willamette River

General Description: This Rural Reserve is bounded by the Willamette River on the east and south. On the north, Area 4I is adjacent to areas that were not designated as an Urban or Rural Reserve. There are two primary geographic features in this area. The upper hillsides of Pete’s Mountain comprise the eastern part of this area, while the western half and the Peach Cove area generally are characterized by flatter land. The Pete’s Mountain area contains a mix of rural residences, small farms and wooded hillsides. The flat areas contain larger farms and scattered rural residences. All of Area 4I is located within three miles of the Portland Metro Urban Growth Boundary.

All of Rural Reserve 4I is identified as Important Agricultural Land (the “east Wilsonville area”), except for a very small area located at the intersection of S. Shaffer Road and S. Mountain Rd... The Willamette Narrows, an important natural landscape feature identified in Metro’s February 2007 “Natural Landscape Features Inventory”, is located along the eastern edge of Area 4I.

Conclusions and Analysis: Designation of this area as a Rural Reserve is consistent with OAR 660-027, Division 27. With the exception of a small area at the intersection of S. Shaffer Rd. and S. Mountain Rd., all of this area is identified as Important Agricultural Land and is located within three miles of an urban growth boundary. Pursuant to OAR 660-027-0060(4), the area identified as Important Agricultural Land requires no further explanation to justify designation as a Rural Reserve. The few parcels classified as Conflicted Agricultural Land are included to create a boundary along the existing public road.

East Clackamas County Rural Reserve (Area 1E and Area 2B)

General Description: This area lies south of the boundary separating Clackamas and Multnomah Counties. This area generally is comprised of a mix of farms, woodlots and scattered rural residential homesites. Several large nurseries are located in the area near Boring. The area south of the community of Boring and the City of Damascus contains a mix of nurseries, woodlots, Christmas tree farms, and a variety of other agricultural uses.

Most of the area is identified as Foundation or Important Agricultural Land. The only lands not identified as Foundation or Important Agricultural Land are the steeper bluffs south of the City of Damascus. Much of this steeper area is identified by the Oregon Department of Forestry as mixed farm and forest.

There are several rivers and streams located in this area. The Clackamas River, Deep Creek, Clear Creek and Noyer Creek, and the steeper areas adjacent to these streams, are identified as important natural landscape features in Metro’s February 2007 “Natural Landscape Features Inventory”.

All of this Rural Reserve is located within three miles of the Portland Metro Area Urban Growth Boundary, except for a small area in the eastern part of the Rural Reserve. This small area is located within three miles of the City of Sandy’s Urban Growth Boundary.

Conclusions and Analysis: The designation of this area as a Rural Reserve is consistent with OAR 660-027, Division 27. Except for the steep bluffs located adjacent to the Clackamas River, all of this area is identified as Foundation or Important Agricultural Land and is located within three miles of an urban growth boundary. Pursuant to OAR 660-27-0060(4), no further

explanation is necessary to justify designation as a Rural Reserve all of this area except for the aforementioned bluffs.

Designation as a Rural Reserve of the steep bluffs, not identified as Foundation or Important Agricultural Land, is consistent with the Rural Reserve Factors stated in OAR 660-027-0060(3).

- 1) This area is included in Metro's February 2007 "Natural Landscape Features Inventory".
- 2) This area is potentially subject to urbanization during the period described in OAR 660-027-0040(2), because it is located proximate or adjacent to the cities of Damascus, Happy Valley, and Oregon City, and the unincorporated urban area within Clackamas County.
- 3) Portions of this area are located within the 100 year floodplain of the Clackamas River. Most of the area has slopes exceeding 10%, with much of the area exceeding 20%. Portions of the area along Deep Creek are subject to landslides.
- 4) This hillside area drains directly into the Clackamas River, which is the source of potable water for several cities in the region. The Rural Reserve designation will assist protection of water quality.
- 5) These bluffs provide an important sense of place for Clackamas County, particularly for the nearby cities and unincorporated urban area. Development is sparse. Most of the hillside is forested.
- 6) This area serves as a natural boundary establishing the limits of urbanization for the aforementioned cities and unincorporated urban area and the Damascus Urban Reserve Area (Area 2A).

D. Clackamas County: Statewide Planning Goals

Goal 1- Citizen Involvement

In addition to participation in Metro's process, Clackamas County managed its own process to develop reserves recommendations:

Policy Advisory Committee

The county appointed a 21-member Policy Advisory Committee (PAC) made up of 7 CPO/Hamlet representatives, 7 city representatives, and 7 stakeholder representatives. The PAC held 22 meetings in 2008 and 2009. The PAC made a mid-process recommendation identifying reserve areas for further analysis, and ultimately recommended specific urban and rural reserve designations. The PAC itself received significant verbal and written input from the public.

Public Hearings

In addition to the meetings of the PAC, the county held a number of public hearings as it developed the ultimate decision on reserves:

2009

- Aug. 10: Planning Commission hearing on initial recommendations.
- Sept. 8: Board of County Commissioners (“BCC”) hearing on initial recommendations
- Feb. 25: BCC Hearing on Intergovernmental Agreement

2010

- March 8, 2010: Planning Commission hearing on plan and map amendments.
- April 21, 2010: BCC hearing on plan and map amendments
- May 27, 2010: BCC reading and adoption of plan and map amendments, and approval of revised IGA.

Through the PAC, Planning Commission and BCC process, the county received and reviewed thousands of pages of public comment and testimony.

Goal 2 – Coordination

“Goal 2 requires, in part, that comprehensive plans be ‘coordinated’ with the plans of affected governmental units. Comprehensive plans are ‘coordinated’ when the needs of all levels of government have been considered and accommodated as much as possible.” ORS 197.015(5); *Brown v. Coos County*, 31 Or LUBA 142, 145 (1996).

As noted in the findings related to Goal 1, Clackamas County undertook continuous and substantial outreach to state and local governments, including formation of the Technical Advisory Committee. For the most part, commenting state agencies and local governments were supportive of the urban and rural reserve designations in Clackamas County. Where applicable, the specific concerns of other governments are addressed in the findings related to specific urban and rural reserves, below.

Goal 3 - Agricultural Lands

The reserves designations do not change the county’s Plan policies or implementing regulations for agricultural lands. However, the designation of rural reserves constrains what types of planning and zoning amendments can occur in certain areas, and therefore provide greater certainty for farmers and long-term preservation of agricultural lands.

Goal 4 - Forest Lands

The text amendment does not propose to change the county’s Plan policies or implementing regulations for forest lands. However, the text does establish rural reserves, which constrain what types of planning and zoning amendments can occur in certain areas, for the purpose of providing greater certainty for commercial foresters and long-term preservation of forestry lands.

Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources

The text amendment does not propose to change the county’s Plan policies or implementing regulations for natural resource lands. However, the text does establish rural reserves, which

constrain what types of planning and zoning amendments can occur in certain areas, for the purpose of providing for long-term preservation of certain of the region's most important, identified natural features. The county has determined that other natural features may be better protected through an urban reserve designation, and the eventual incorporation of those areas into cities. In certain areas, for example Newell Creek Canyon, the protection of Goal 5 resources is enhanced by the adoption of planning principles in an Intergovernmental Agreement between the county and Metro.

Goal 9 - Economy of the State

The proposed text amendment is consistent with Goal 9 because it, in itself, does not propose to alter the supply of land designated for commercial or industrial use. However, the text does establish urban reserves, which include lands suitable for both employment and housing. In Clackamas County, specific areas were identified as appropriate for a mixed use center including high intensity, mixed use housing (Borland area of Stafford) and for industrial employment (eastern portion of Clackanomah). These areas will be available to create new employment areas in the future if they are brought into the UGB.

Goal 10 - Housing

The proposed text amendment is consistent with Goal 10 because it, in itself, does not propose to alter the supply of land designated for housing. However, the text does establish urban reserves, which include lands suitable for both employment and housing. One of the urban reserve factors addressed providing sufficient land suitable for a range of housing types. In Clackamas County, there is an area identified as appropriate for a mixed use center including high intensity, mixed use housing (Borland area of Stafford) and many other areas suitable for other types of housing.

Goal 14 - Urbanization

The proposed text amendment is consistent with Goal 14. The program for identifying urban and rural reserves was designed to identify areas consistent with the requirements of OAR Chapter 660, Division 27. The text amendment does not propose to move the urban growth boundary or to change the county's Plan or implementing regulations regarding unincorporated communities. However, the amendment does adopt a map that shapes future urban growth boundary amendments by either Metro or the cities of Canby, Molalla, Estacada or Sandy.

VIII. SUPPLEMENTAL FINDINGS REGARDING THE DESIGNATION OF URBAN RESERVES IN CLACKAMAS COUNTY

The findings in this Section VIII supplement the findings in Section VII.B regarding Clackamas County urban reserve areas 4A, 4B, 4C, and 4D (collectively referred to as "Stafford"). To the extent any of the findings in this section are inconsistent with other findings in this document that were previously adopted in 2011, the findings in this Section VIII shall govern.

A. Senate Bill 1011 and the Discretionary Urban Reserve Factors

In 2007 the Oregon Legislature enacted Senate Bill 1011, authorizing Metro and the three counties to designate urban and rural reserves. Senate Bill 1011 was proposed by agreement

among a broad coalition of stakeholders in response to widespread frustration regarding the existing process for Metro-area UGB expansions. In particular, the statutory requirements for UGB decisions often fostered inefficient and inflexible decision-making, because the hierarchy of lands listed in ORS 197.298 requires Metro to first expand the UGB onto the lowest quality agricultural lands regardless of whether those lands could be cost-effectively developed. Senate Bill 1011 addressed these problems by allowing Metro and the counties significant discretion to identify urban and rural reserves outside of the existing UGB as the areas where future UGB expansion will or will not occur over the next 50 years.

A primary goal of Senate Bill 1011 was to provide more flexibility to allow UGB expansions into areas that would be the most appropriate for urbanization. To accomplish that goal, the legislature authorized Metro and the counties to designate urban and rural reserve areas based on discretionary “consideration” of several nonexclusive “factors” designed to help determine whether particular areas are appropriate for development or for long-term protection. The legislature purposely did *not* create a list of mandatory approval criteria requiring findings that each standard must be satisfied. Rather, the reserve statute and rules allow Metro and the counties to consider and weigh each factor in order to reach an overall conclusion regarding whether a reserve designation is appropriate. All factors must be considered, but no single factor is determinative.

The factors that must be considered regarding the designation of urban reserves are described in the state rule as follows:

“When identifying and selecting lands for designation as urban reserves under this division, Metro shall base its decision on consideration of whether land proposed for designation as urban reserves, alone or in conjunction with land inside the UGB:

- (1) Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;
- (2) Includes sufficient development capacity to support a healthy economy;
- (3) Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;
- (4) Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;
- (5) Can be designed to preserve and enhance natural ecological systems; and
- (6) Includes sufficient land suitable for a range of housing types;
- (7) Can be developed in a way that preserves important natural resource features included in urban reserves; and
- (8) Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserves.”

After LCDC adopted rules implementing SB 1011 in January of 2008, Metro and the three counties began a two-year public process that included an extensive outreach effort bringing together citizens, stakeholders, local governments and agencies throughout the region. That process involved the application of the urban and rural reserve factors to land within approximately five miles of the UGB, and resulted in three IGAs being signed by Metro and each county in 2010 mapping the areas that were determined to be most appropriate as urban and rural reserves under the statutory factors. Clackamas County and Metro agreed that, under the factors, Stafford is an appropriate area for future urbanization.

B. Application of the Urban Reserve Factors Under *Barkers Five*

LCDC reviewed the reserve designations adopted by Metro and the counties and issued an acknowledgement order approving all reserves in August of 2012. Twenty-two parties filed appeals of LCDC's order with the Oregon Court of Appeals, including the City of West Linn and the City of Tualatin (the "cities"). The cities argued that Stafford should not have been designated as urban reserve because it cannot be efficiently and cost-effectively served by transportation facilities and other public services. In support of that argument the cities pointed to projected future traffic conditions in the Stafford area as estimated by Metro's 2035 Regional Transportation Plan (RTP).

The Court of Appeals issued the *Barkers Five* opinion in February of 2014, affirming LCDC's decision on the majority of the 26 assignments of error raised by the opponents, and remanding on three issues. Regarding Stafford, the court rejected the cities' argument that the eight urban reserve factors are mandatory criteria that must each be independently satisfied for each study area. Rather, the court held that the legislature's intent was not to create approval standards, but rather "factors" to be considered, weighed and balanced in reaching a final decision.

However, the court agreed with the cities' argument that Metro and LCDC failed to adequately respond to evidence cited by the cities in the 2035 RTP that traffic in the Stafford area was projected to exceed the capacity of certain roads by 2035. The court found that the cities had presented "weighty countervailing evidence" that transportation facilities in the Stafford area could not support urbanization, and that LCDC and Metro failed to provide any "meaningful explanation" regarding why, in light of the cities' conflicting evidence, the urban reserve designation was still appropriate for Stafford.

In addition to their argument regarding transportation facilities, the cities also argued that they had submitted evidence to Metro and LCDC showing that sewer and water services could not be cost-effectively extended to Stafford, and that Metro and LCDC also failed to adequately respond to that evidence. The Court of Appeals did not directly address this argument, because the court's ruling regarding the transportation issues also requires consideration on remand of the cities' evidence and argument regarding water and sewer services.

Significantly for purposes of these findings, the Court of Appeals upheld LCDC's interpretation of the phrase "consideration of factors" in the statute and the urban reserve rules as being intended to apply in the same manner as the factors that apply to a decision regarding the location of a UGB expansion under Goal 14. The court agreed with LCDC that there are three key principles involved in the correct application of the urban reserve factors: (1) Metro must

“apply and evaluate” each factor, (2) the factors must be “weighed and balanced as a whole,” with no single factor being determinative, and (3) based on the evaluation of each factor, and the weighing and balancing of all factors, Metro must “meaningfully explain” why an urban reserve designation is appropriate. *Barkers Five* at 300-301.

As correctly explained by LCDC and affirmed by the Court of Appeals, the statute and rules governing the designation of urban reserves provide significantly more discretion to Metro regarding the “consideration of factors” than the cities choose to believe. In their submittal to the Metro Council, the cities admit that the urban reserve factors are not approval criteria but assert that the factors do not call for “discretionary” decisions. Given the clear description of the decision-making process by the Court of Appeals it is difficult to understand why the cities do not believe that Metro is afforded discretion regarding its consideration of the factors.

As explained by the court, Metro’s obligation under the factors is to provide a written evaluation of each factor as it applies to an area, weigh and balance all factors as a whole, and then provide a meaningful explanation regarding its ultimate decision for designating the area. Under this methodology, Metro is not required to conclude that a particular area has a high ranking under each factor in order to find that an urban reserve designation is appropriate, so long as each factor is evaluated, all factors are balanced, and the conclusion is explained. In fact, Metro could conceivably conclude that Stafford completely fails under one or more of the factors, so long as Metro provides a meaningful explanation regarding why an urban reserve designation is nonetheless appropriate after all of the factors are “weighed and balanced” together. The very nature of a process that directs Metro to “weigh and balance” a list of factors against each other inherently involves the exercise of considerable discretion. Thus, Metro disagrees with the cities’ suggestion that Metro does not have significant discretion regarding its consideration of the urban reserve factors.

The following Section C of these findings describes the reasons why Metro again concludes that the Stafford area was correctly designated as an urban reserve area in 2011, utilizing the direction provided by the Court of Appeals regarding the correct methodology for considering the urban reserve factors.

C. Reasons for Stafford Urban Reserve Designation

The designation of Stafford as an urban reserve area was the culmination of a lengthy and collaborative regional process from early 2008 through 2010. Metro and the three counties formed committees, began a public involvement process, and established a Reserves Steering Committee to advise the Core 4 regarding reserves designations. The steering committee included 52 members and alternates representing interests across the region – business, agriculture, conservation groups, cities, service districts, and state agencies. Technical analysis regarding the application of the urban reserve factors to particular study areas was provided by specialized expert groups, including providers of water, sewer, transportation, education, and other urban services.

The four study areas that comprise what is collectively referred to as “Stafford” are shown on the map attached to this staff report as Attachment 1. More specifically, the four areas are known as

Stafford (Area 4A), Rosemont (Area 4B), Borland (Area 4C) and Norwood (Area 4D). As shown on the map, Areas 4A, 4B, and 4C together comprise the “triangle” area that is adjacent to the cities of West Linn, Lake Oswego, and Tualatin. Those three study areas consist of approximately 4,700 acres and were considered together as Area U-4 by Clackamas County in their urban reserve analysis. Area 4D contains approximately 1,530 acres and is located to the south and east of the “triangle,” adjacent to the City of Tualatin on the north and the Washington County border on the west. There are three other acknowledged Washington County urban reserve areas (Areas 4E, 4F, and 4G) that are located between Area 4D and the City of Tualatin.

In considering the designation of Stafford as an urban reserve area, it is important to remember the context and purpose of the urban and rural reserves designations. Because urban reserves are intended to provide a land supply over a 50-year time horizon, the designation of urban reserve areas must be based on their physical characteristics, including development capacity and future serviceability, rather than the current desires of nearby jurisdictions or current infrastructure conditions. Although there are some impediments to development in parts of these four study areas due to slopes and natural features – as there are in most areas of our region – most of the land is suitable for urban-level development, and development concept plans have been prepared for the Stafford area describing potential development scenarios.

Physically, the Stafford area is very similar to the cities of West Linn and Lake Oswego, which are successfully developing at urban densities. The Stafford area is immediately adjacent to existing urban development in three cities, facilitating logical extensions of infrastructure. Stafford is bisected by Interstate 205 and is within three miles of Interstate 5. Unlike any other urban reserve study area in the region, the 4,700 acres in the “triangle” that comprise study areas 4A, 4B and 4C are actually surrounded on three sides by existing cities and attendant urban infrastructure. While development levels would not be uniform across all four urban reserve areas, due in part to topography and natural resource areas, the opportunity exists to create a mix of uses, housing types and densities where the natural features play a role as amenities, while complementing existing development in the adjacent neighborhoods.

It is also important to consider the designation of these areas in light of the overall regional context. The reserve statute and rules require Metro to designate an amount of urban reserves sufficient to provide a 50-year supply of land for urban growth across the entire Metro region. All four Stafford study areas are identified by the Oregon Department of Agriculture (ODA) as “conflicted” agricultural land that is not suitable to sustain long-term agricultural operations. Designation of the Stafford area as urban reserve helps to avoid urban designation of other areas in the region, particularly in Washington County, that contain more important or “foundation” agricultural land. There are no other areas in the region that provide a similar amount of non-foundation farmland that are also surrounded on three sides by existing urban development and rank as highly as Stafford under the urban reserve factors.

It is true that the Stafford area’s status as conflicted agricultural land is not itself directly relevant to Metro’s application of the urban reserve factors, in that the factors do not consider soil type or the presence of agricultural uses. However, it is also true that many of the reasons that resulted in ODA’s designation of Stafford as conflicted agricultural land are the same reasons that Stafford ranks highly as an urban reserve area under the applicable factors, such as: proximity to existing

urban development, high land values that support urban development, the presence of existing commercial, residential and institutional uses in the area, and high potential for future residential development. The ODA Report describes the Stafford area as follows:

“The integrity of the agricultural lands located within this subregion is seriously compromised. The few existing commercial operations located in the area are compromised by surrounding area development, parcelization and the potential for future residential development within the exception areas located in the subregion and at the edges along the UGB. Land values reflect the current nonresource zoning and/or the speculative land market that exists in the area due to its location. The core agricultural block is relatively small, providing little opportunity for the island to stand-alone.

“South of the Tualatin River the few remaining agricultural operations are located on lands zoned for rural residential use, in an area containing several nonfarm uses that are generally not considered to be compatible with commercial agricultural practices. Such uses include churches, schools and retail commercial. High-density residential development also exists along the river. This area also shares an edge with the City of Tualatin. Along this edge, inside the UGB, exist high-density single-family and multifamily residential development. Finally, the entire area south of the river is a recognized exception area that provides no protection for farm use.” ODA Report, page 35.

The conclusions of the ODA Report provide support for Metro’s conclusion that the existing characteristics of Stafford make it an area that has high potential for future urban development, which is the entire purpose behind Metro’s application of the urban reserve factors – identifying those locations across the region where future urbanization makes the most sense.

The following subsections of these findings provide the Metro Council’s evaluation of each factor as it relates to Stafford. The Metro Council adopts and incorporates the findings in Section VIII.B above regarding the evaluation of each factor as applied to Areas 4A, 4B, 4C, and 4D. To the extent any of those findings may conflict with the findings set forth in this section, the findings in this section shall apply.

1. Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments.

The Metro Council finds that the primary focus of this factor is whether there is urbanizable land in the study area within sufficient proximity to existing urban infrastructure to allow for efficient use of that infrastructure. In other words, does the area include developable land that is located in such a way that future development may utilize existing roads, water and sewer services? Regarding Stafford, the answer to this question is a resounding yes. As described elsewhere in these findings, Stafford is the only urban reserve study area that is physically surrounded on three sides by existing city boundaries, dense urban development, and available public infrastructure. It is also bisected by Interstate 205 and located within three miles of Interstate 5. Stafford is an anomalous rural area that is surrounded by urban development, and its unique location between and adjacent to the cities of West Linn, Tualatin, and Lake Oswego facilitates

the logical and efficient extension of future development and related infrastructure, which is the focus of factor #1.

There is no legitimate question regarding the future developability of the Stafford area, particularly given the proliferation of urban development on identical adjacent terrain. It is true that there are hills and slopes in the northern portion of Area 4A – however none of the slopes present development challenges that are any different from existing development on the other side of those same hills in the cities of West Linn and Lake Oswego. The topography of Area 4A is essentially identical to that of adjacent urbanized portions of those two cities. Further, existing residential development in the Atherton Heights subdivision in the northern portion of the Stafford Basin is successfully located on a tall hillside that is significantly steeper than any of the slopes in Area 4A. Development in many other parts of the Metro region, including Forest Heights in the City of Portland, has been successful on steeper hillsides that present more challenges to development than the comparatively gentle and rolling hills of Stafford. Arguments from the cities that the hills of Stafford are too steep to be developed are easily refuted by simply looking at existing development in other parts of the region, or at development on the other side of the same hills in West Linn and Lake Oswego.

It is true that any future development in the Stafford area would need to be varied in density across the basin due to slopes and other natural features including riparian habitat areas that must be protected. However, there are sufficient developable areas to create a vibrant and diverse urban area, as depicted in the conceptual development plan submitted by OTAK entitled “Clackamas County’s Next Great Neighborhood.” As shown in those materials, the topography of Stafford and the location of easily developed land in the Borland area (Area 4C) create the possibility of a development pattern that includes a mix of existing smaller acreage home sites, lower density neighborhoods, medium density neighborhoods, and mixed use commercial and office areas. Higher density residential, mixed use and employment areas could be located in the relatively flat Borland area, closer to Interstate 205. As depicted in OTAK’s conceptual plan, medium-density walkable neighborhoods could be developed along the east side of Stafford Road, while existing low density neighborhoods and natural areas further to the north and east could remain. The Rosemont area (Area 4B) could provide residential development that complements existing similar development in the adjacent Tanner Basin neighborhood in West Linn.

The Metro Council finds that the focus of factor #1 is primarily on the potential location of future urban development in relation to existing infrastructure, while factor #3 considers whether urban facilities and services may be provided cost-effectively. However, because the two factors have been addressed concurrently in prior proceedings, the findings below regarding factor #3 are also expressly adopted here for purposes of factor #1.

2. Includes sufficient development capacity to support a healthy economy.

Areas 4A, 4B, and 4C contain approximately 4,700 acres and Area 4D contains approximately 1,530 acres. Together these areas are approximately 6,230 acres, and would provide the region with a significant amount of development capacity through the end of the urban reserve planning horizon in 2060. Metro and the three counties adopted a total of 28,256 acres of urban reserves, which is an amount deemed sufficient to provide the Metro region with a 50-year supply of

urbanizable land. Almost half of that amount, 13,874 acres, was located in Clackamas County, and the 6,230 acres located in the Stafford area therefore comprise almost half of the county's total urban reserves. Since the enactment of House Bill 4078, which adopted Metro's 2011 addition of 1,986 acres to the UGB and further reduced the amount of urban reserves in Washington County by about 3,200 acres, the 6,230 acres in Stafford now comprise approximately 27% of the total urban reserve area for the entire Metro region. Thus, based solely on the math, the fact that the Stafford area provides a significant percentage of the 50-year supply of urban reserves for the entire region supports a conclusion that Stafford provides future development capacity sufficient to support a healthy economy under factor #2.

The Metro Council also relies upon its findings set forth immediately above under factor #1 regarding the developability of the Stafford area, as well as the OTAK conceptual development plan discussed in that section, and the findings above in Section VII.B in support of a conclusion that Stafford can be developed at sufficient capacity to support a healthy urban economy. The Metro Council finds that factor #2 calls for an inherently discretionary finding regarding what amount of capacity might "support a healthy economy." The Metro Council further finds that this factor does not establish any particular threshold amount of development that is required to "support" a healthy economy; arguably, any amount of additional development capacity in Stafford could meet that very generally stated goal. However, as described above in the findings regarding factor #1 and in the OTAK conceptual plans, the Stafford area has the potential to provide significant future development capacity that would be sufficient to "support a healthy economy" as contemplated under factor #2.

3. Can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers.

The primary dispute regarding Stafford's designation as an urban reserve arises under factor #3. Although addressed in tandem with factor #1 by the cities, in the LCDC acknowledgment order, and on appeal to the Court of Appeals, the cities' arguments regarding future provision of facilities and services are focused on costs of roads and the cities' financial ability to provide water and sewer services under this factor. As described above, the Metro Council finds that factor #1 regarding "efficient use" of existing and future infrastructure is primarily focused on the location of future urban development in relation to existing and planned infrastructure, while factor #3 expressly considers the "cost-effective" provision of urban facilities and services. The cities' arguments related to costs of providing transportation, water and sewer services are more appropriately considered under factor #3.¹⁰ However, the findings above regarding factor #1 are also expressly adopted for purposes of factor #3.

In its review of the Stafford urban reserve designations, the Court of Appeals held that Metro and LCDC failed to adequately respond to evidence submitted by the cities regarding future traffic conditions in the Stafford area as projected in Metro's 2035 RTP. Although the court did not rule

¹⁰ Although factor #1 and factor #3 are similar, they should not be construed to have an identical meaning, because doing so would render one of them superfluous. When different language is used in similar statutory provisions, it is presumed to have different intended meanings. *Lindsey v. Farmers Ins. Co.*, 170 Or App 458 (2000).

on the cities' arguments regarding the feasibility of providing water and sewer, those issues are also considered as part of these findings. The remainder of this section responds to the evidence submitted by the cities regarding the future provision of (a) transportation facilities, and (b) water and sewer services.

a. Transportation Facilities

During the Metro and LCDC proceedings in 2011 the cities contended that Stafford should not be designated as an urban reserve because traffic projections in Metro's 2035 RTP (adopted in 2010) indicate that four principal roads in the Stafford area will be "failing" under Metro's mobility policies in the RTP. The four facilities at issue are Stafford Road, Borland Road, Highway 43, and portions of Interstate 205. The cities cited the 2035 RTP as evidence that Stafford did not comply with urban reserve factors #1 and #3 regarding the provision of urban services.

Specifically, the cities argued that because the RTP forecasted the roads at issue to be above capacity in 2035, future urban development in Stafford could not be efficiently or cost-effectively served by transportation infrastructure because there is no current funding to fix the problems. Therefore the cities argued: (a) Stafford could not "comply" with the factors, and (b) the Metro and LCDC decisions were not supported by substantial evidence in the record. The Court of Appeals rejected the cities' first contention, holding that the urban reserve factors are not approval criteria and therefore "compliance" with each of the factors is not required. However, the court went on to agree with the cities that the evidence they cited regarding transportation system forecasts in the 2035 RTP had not been adequately addressed by Metro. Therefore, the court concluded that LCDC failed to correctly review Metro's decision for evidentiary support.

The primary flaw in the cities' argument regarding this factor is that the 2035 RTP traffic forecasts and related mobility policy maps are not directly relevant to the question posed by the urban reserve factors, which is whether Stafford can be efficiently and cost-effectively served with transportation facilities within a 50-year horizon. The RTP traffic forecasts are constantly evolving projections that provide a snapshot in time of the current estimates of future traffic congestion in the next 25 years. Those estimates are based on funding for system improvement projects that are *currently* listed in the RTP, and are subject to significant change over the next 25 to 50 years. New improvement projects for roads and highways are added to the RTP project list on a regular basis (sometimes even between each four-year RTP update cycle, as occurred in 2013 via Metro Resolutions 13-4420, 13-4421, 13-4422, 13-4423, and 13-4424), and funding for those projects is adjusted and prioritized based on need given existing and planned levels of development. When new proposed improvement projects are added to the RTP project list, the effects of those future improvements are then applied to the 25-year traffic congestion forecast for the region as shown on the mobility policy maps in the RTP. When new road improvement projects are added, there is a corresponding decrease in projected congestion for areas that are served by those roads.

The cities argued that the 2035 RTP demonstrates that there are no currently identified funds to fix the problems associated with traffic forecasts on the roads they identified. But this argument ignores how the planning process actually works for transportation projects, and the fact that new

improvement projects are added to the RTP list on a regular basis. It is true that in 2010, when the snapshot was taken in the 2035 RTP of funding for the project lists and corresponding traffic forecasts, there was no identified funding for transportation projects designed to serve an urbanized Stafford. But when an area such as Stafford that is outside of the UGB is identified as a potential location for new urban development, the planning process that is required for urbanization will include identification of new and necessary transportation system improvements to serve future urban development in that area, and those improvements will then be included on the RTP project list. Adding those improvements to the RTP project list will then reduce the amount of congestion forecasted on the RTP mobility policy maps for that area.

Thus, there is a “chicken/egg” problem with the cities’ reliance on the traffic forecasts in the 2035 RTP as evidence that Stafford cannot be served by roads and highways in the area due to a lack of funding. When the 2035 RTP was adopted in 2010, the Stafford area was simply another rural residential area outside of the UGB, and had not been specifically designated as an area for future urban development. Therefore, the 2035 RTP did not prioritize funding for improvement projects in the Stafford area that would be necessary for new urban development arising out of a UGB expansion. In the absence of an existing plan for urbanization of Stafford in 2010, there is no reason why the region would prioritize funding in the 2035 RTP for improving roads to accommodate new urban development in that area.

In 2010 Metro adopted amendments to Title 11 of the Urban Growth Management Functional Plan specifically designed to ensure that areas proposed for urbanization through a UGB expansion can and will be served with public facilities such as roads. Title 11 now requires that local governments must adopt concept plans for an urban reserve area prior to any such area being added to the UGB by Metro. Concept plans must include detailed descriptions and proposed locations of all public facilities, including transportation facilities, with estimates of cost and proposed methods of financing. Concept plans must be jointly prepared by the county, the city likely to annex the area, and appropriate service districts.

The Title 11 concept planning requirements will apply to Stafford if and when that area is proposed for inclusion in the UGB by a city, and will require detailed planning regarding how transportation services will be provided to the area, including a description of methods for financing those services. That urban planning process will require adding specific transportation improvement projects to the RTP project lists for purposes of ensuring there can be adequate capacity to serve the Stafford area. At that point, once urban development in Stafford takes some planning steps towards potential reality, the region could decide to add and prioritize improvement projects on the RTP project lists that would be necessary to facilitate new urban development in that area. But in 2010, because Stafford was not in the UGB and not even an urban reserve area, there was no reason to include or prioritize projects in the 2035 RTP to facilitate its development.

The RTP is a constantly evolving document that merely provides a periodic snapshot forecast of regional traffic congestion based on current funding priorities for improvement projects on the RTP project list. The RTP project list is amended and revised on a regular basis. If at some point in the future, a portion of Stafford is proposed to be added to the UGB, concept planning under Title 11 must occur and necessary transportation system improvement projects would be added

to the RTP project lists at that time. The Metro Council finds that the 2035 RTP does not constitute compelling evidence that the Stafford area cannot be efficiently served by transportation facilities over a 50-year horizon.

Further, the more recently adopted 2014 RTP includes updated mobility policy maps that reveal the fallacy of the cities' arguments. The 2014 RTP shows that the 2035 RTP mobility policy maps relied upon by the cities are already outdated and do not constitute substantial evidence to support a conclusion that it is not possible for Stafford to be served by roads on a 50-year planning horizon. On July 17, 2014, the Metro Council adopted amendments to the 2035 RTP via Metro Ordinance No. 14-1340, and also changed the name of the RTP to "2014 RTP." The mobility policy maps in the 2014 RTP show significant improvement in forecasted traffic congestion on principal roads in the Stafford area for the new RTP planning horizon that ends in 2040, as compared to the mobility policy maps relied upon by the cities from the 2035 RTP. Copies of the three most relevant 2014 maps are included in the record as Exhibit B to the September 30, 2015 staff report (these are close-up versions of the maps focused on the Stafford area and do not show the entire region).

The maps relied upon by the cities from the 2035 RTP are included in the record as Exhibit C to the September 30, 2015 staff report. Sections of roads that are shown in red are locations that in 2010 were projected to exceed acceptable volume-to-capacity ratios in 2035, based on three different funding scenarios for improvements identified on the RTP project lists. The first scenario is the "no build" map (Figure 5.5), shown on Exhibit C-1, which essentially shows the worst case scenario in that it assumes all of the usual projected increases in population, jobs and new housing units for the region, but assumes that *none* of the improvements projects listed in the 2035 RTP will actually be built by 2035. Therefore, this is the map with the most red lines. The second scenario is the "2035 Federal Policies" map (Figure 5.7), shown on Exhibit C-2, which assumes that all improvement projects identified on the RTP "financially constrained" list are built (*i.e.*, projects using funds from existing identifiable revenue sources). This map shows decreases in projected congestion compared to the "no build" map. The third scenario is the "2035 Investment Strategy" map (Figure 5.9), shown on Exhibit C-3, which assumes availability of additional funding for improvement projects that are listed on the RTP project list and are not "financially constrained" by existing revenue sources, but could be constructed assuming that other potential funding sources become available.

Comparing the 2014 RTP mobility policy maps to the 2035 RTP maps reveals significant improvements in projected traffic congestion levels in the Stafford area. The 2035 Investment Strategy map shows all of Interstate 205, all of Highway 23, and most of Borland Road and Stafford Road in red, meaning that they are projected to exceed Metro's mobility policy standard of 0.99 v/c in 2035. Exhibit C-3 to September 30, 2015 staff report. However, the corresponding 2040 Investment Strategy map from the 2014 RTP shows no portion of Interstate 205 or Borland Road in red, and much smaller portions of Highway 43 and Stafford Road in red. Exhibit B-3 to September 30, 2015 staff report. Therefore, to borrow the imprecise language employed by the cities, these facilities are no longer projected to be "failing" as the cities previously claimed. The dramatic change regarding the forecast for Interstate 205 in this area is due in part to new project assumptions for the I-205 and I-5 system that had not been included in the 2035 RTP. One of the

specific investment strategies included in the 2014 RTP is to “address congestion bottleneck along I-205.” (2014 RTP Appendix 3.1, page 302).

The significant improvements in projected traffic congestion in the Stafford area in just four years between Metro’s adoption of the 2035 RTP and the 2014 RTP provide evidence that refutes the cities’ arguments and supports a conclusion that Stafford could be efficiently and cost-effectively served by transportation facilities under the relevant urban reserve factors. This evidence provides the “meaningful response” to the evidence cited by the cities from the 2035 RTP that the court of appeals found was lacking. At the same time, this evidence illuminates the fundamental problem with the cities’ arguments that were based on the 2035 RTP mobility policy maps. As explained above, the 25-year RTP mobility policy maps reflect a constantly changing set of projects and related funding assumptions that do not constitute substantial evidence for purposes of determining whether Stafford may be efficiently and cost effectively served by transportation facilities on a 50-year planning horizon.

b. Water and Sewer Services

At the Court of Appeals, the cities also challenged the evidentiary support for Metro’s findings regarding the provision of water and sewer service to Stafford under urban reserve factors #1 and #3. The court did not specifically review these arguments, but instead remanded the entire Stafford reserve designation based on its ruling regarding transportation issues.

The evidentiary record supporting Metro’s consideration of each urban reserve factor is extensive. Regarding provision of water and sewer to Stafford under urban reserve factors #1 and #3, Metro adopted detailed findings citing specific evidence supporting an urban reserve designation under the factors, set forth above in Section VII.B. Those findings note that technical assessments provided to the Core 4 Reserves Steering Committee by working groups consisting of experts and actual service providers rated the Stafford area as being “highly suitable” for both water and sewer service.

A summary of the analysis regarding water service suitability is included in the record as Exhibit E to the September 30, 2015 staff report, which is a memorandum from the Core 4 Technical Team to the Core 4 Reserves Steering Committee dated February 9, 2009. The water service analysis was coordinated by the Regional Water Providers Consortium, and involved review of specific reserve study areas by a large group of water service providers, who applied specific criteria to each area including: (a) proximity to a current service provider; (b) topography; (c) use of existing resources; and (d) source of water. Each area was analyzed by the group of experts, ranked as high, medium, or low suitability for providing water services, and mapped. The results of the group’s analysis were presented at a meeting of the technical committee of the Regional Water Providers Consortium and the proposed map was provided to all members of the committee for review and comment. As shown on the map attached to the Core 4 memo, the Stafford area was ranked as being “highly suitable” for water service.

A summary of the analysis regarding sewer service suitability is included in the record as Exhibit F to the September 30, 2015 staff report, which is also a memorandum from the Core 4 Technical Team dated February 9, 2009. The sewer service analysis was the result of work done by a “sanitary sewers expert group” of engineers and key staff from potentially impacted service

providers, who applied their professional expertise and knowledge of nearby areas and facilities. The expert group applied a set of criteria to each reserve study area, including (a) topography; (b) proximity to a current waste water treatment plant; (c) existing capacity of that plant; and (d) the ability to expand the treatment plant. Each area was analyzed by the group of experts, ranked as high, medium, or low suitability for providing sewer services, and mapped. The results of the group's analysis were digitized and sent to all participating service providers for comment. As shown on the map attached to the Core 4 memo, the Stafford area was ranked by the expert group as being "highly suitable" for sewer service.

Further analysis regarding water and sewer services in urban reserve areas was undertaken by Clackamas County and provided in a technical memorandum dated July 8, 2009, included in the record as Exhibit G to the September 30, 2015 staff report. That memorandum provides a detailed analysis of each reserve study area under the urban reserve factors and makes recommendations for each study area. Regarding Stafford, the county analysis recommends designating Stafford as urban reserve, based in part on the fact that it ranks "high" for both water and sewer serviceability. As concluded by the county, the area can be relatively easily served because of proximity to existing conveyance systems and pump stations.

The City of Tualatin submitted evidence challenging the Clackamas County analysis regarding water and sewer based on a report prepared by engineering firm CH2M Hill, which was forwarded to the Core 4 Reserves Steering Committee on October 13, 2009. In that letter, the city expresses disagreement with many of the county's conclusions regarding the suitability rankings, and provided its own cost estimates regarding future provision of water and sewer services.

Metro staff reviewed the analysis in the City of Tualatin's letter and the CH2M Hill materials and prepared a responsive memorandum dated September 17, 2015, attached as Exhibit I to the September 30, 2015 staff report. As described in that memo, the fundamental flaw in the city's argument is that the city's analysis and cost estimates do not consider the same geographic area that was studied by Clackamas County and Metro, and therefore the comparisons provided by the city are not accurate. The map attached to Exhibit I illustrates the significant differences between the two study areas. The county's analysis was for its urban reserve study area U-4, which consisted primarily of the area that became areas 4A and 4B – land between the existing UGB and Interstate 205 – plus the portion of area 4C located north of I-205. However, the city's analysis considers only the area proximate to the City of Tualatin, bounded by the Tualatin River to the north and Stafford Road to the east, thereby excluding all of areas 4A and 4B, which comprised the vast majority of the land analyzed by the county in its analysis. The flaws resulting from this approach regarding application of the urban reserve factors are described in the staff memorandum dated September 17, 2015.

4. Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers.

The Metro Council finds that there are no impediments to the design of future development in the Stafford area that would prevent it from being served with a well-connected system of streets, bikeways, walkable pedestrian paths and recreation trails, or public transit. The Stafford area is

already relatively developed, compared with many other urban reserve areas, and is currently served with a well-connected system of streets. Designing a new urban area to be walkable and bikeable is no more complicated than designing road improvements that include sidewalks and bike lanes as portions of the new urban area develop. There is a sufficient amount of undeveloped land in the Stafford area to design street, bicycle and pedestrian connections within and across the area as part of future concept planning.

As noted in the findings above in Section VII.B, the location of Stafford immediately adjacent to three existing cities and urban development on three sides makes it considerably easier to design new urban areas that provide transportation connections to existing infrastructure. Any portions of Stafford that are first proposed for inclusion inside the UGB will necessarily be adjacent to the existing UGB and related transportation facilities. The Metro Council finds that there are few, if any, other areas in the region that have the potential to create the same level and type of pedestrian connections within and across the area.

As described elsewhere in these findings, any future proposals to include some portion of Stafford within the UGB will require that area to first be concept planned under Title 11 of Metro's Urban Growth Management Functional Plan (UGMFP). Title 11 requires concept plans for an area to include detailed descriptions and proposed locations of all public facilities, including transportation facilities and connections of any new transportation facilities to existing systems. Concept planning will require provision for bikeways, pedestrian pathways and, where appropriate, recreational trails. The existing IGA between Metro and Clackamas County regarding the designation of Stafford as an urban reserve area provides that any future concept plans for the area will include the Borland Road area as being planned and developed as a town center area serving the other parts of Stafford to the north (Area 4A) and south (Area 4D). The IGA also specifically requires that future concept planning will ensure that areas suitable for a mix of urban uses "will include designs for a walkable, transit-supportive development pattern."

A very preliminary conceptual development plan for Stafford was submitted by OTAK, entitled "Clackamas County's Next Great Neighborhood." As shown in those materials, and as provided in the IGA between Metro and the county, future planning for development across Stafford could include a relatively dense and pedestrian friendly mixed use town center and office district in the Borland area (Area 4C), as well as medium density walkable neighborhoods in the same area and further to the north along Stafford and Johnson Roads. The OTAK plan also depicts conceptual street design that includes the sidewalks and bike lanes that would be required as part of a concept plan proposal under Title 11 for future urbanization of any portion of the Stafford area. The OTAK proposal supports Metro's finding that Stafford can be designed to be walkable and served with streets and other alternative transportation options.

The cities assert that Stafford could never be walkable and connected due to existing parcelization and because they believe that some larger parcels are "unlikely to redevelop." The Metro Council finds that the cities' opinion regarding whether or not particular parcels in the Stafford area are likely to redevelop does not affect the Council's evaluation under urban reserve factor #4, which asks the question of whether the area "can be designed" to be walkable and served with streets, bikeways, trails and public transit. The question is not whether or when particular parts of Stafford may or may not be developed, the question is whether, assuming that

urbanization will occur at some point in the future, the area “can be designed” in a way to accommodate future transportation needs, including alternative transportation and recreation. The Metro Council finds that there is no reason the Stafford area cannot be designed in such a manner, as evidenced by the OTAK conceptual plan.

5. Can be designed to preserve and enhance natural ecological systems.

Similar to urban reserve factor #4, the relevant question to be considered under this factor is whether proposed future urban development in the Stafford area “can be designed” to preserve and enhance natural ecological systems. The Metro Council finds that there are no significant challenges to designing future development in the Stafford area in a manner that will preserve and enhance natural ecological systems in the area. In fact, the existing IGA between Metro and the county specifically requires that any future concept planning for Stafford “shall recognize environmental and topographic constraints and habitat areas,” including the riparian areas along creeks in the North Stafford Area, “recognizing that these areas include important natural features, and sensitive areas that may not be appropriate for urban development.” Thus, the intent behind urban reserve factor #5 has been embedded in the requirements for planning any future development in the Stafford area and those development plans can (and must) be designed to protect and enhance natural ecological systems. Also, as noted in the findings above in Section VII.B, any future development will be subject to state and Metro rules that are specifically designed to protect upland habitat, floodplains, steep slopes and riparian areas.

The cities do not attempt to argue that future development in Stafford cannot be designed to protect natural ecological systems. The cities instead contend that doing so will reduce the amount of developable land and make connectivity, walkability and development of the remaining lands “much more difficult and expensive.” However, the question posed by urban reserve factor #5 is not whether protecting ecological systems will make it more difficult or expensive to develop other areas. The question is whether future development “can be designed” to preserve and enhance ecological systems. The Metro Council finds that the answer to that question is very clearly yes.

Metro’s findings and the IGA with Clackamas County acknowledge the existence of some environmentally constrained lands and the fact that those areas will reduce the total amount of developable acreage in Stafford. However, that fact does not impact the overall analysis under the factors, weighed and balanced as a whole, regarding whether or not the entire 6,230-acre Stafford area should be designated as an urban reserve. As concluded elsewhere in these findings, even when environmental protections are taken into account Stafford provides sufficient development capacity to support a healthy economy under factor #2 and includes sufficient land suitable for a range of needed housing types under factor #6.

6. Includes sufficient land suitable for a range of needed housing types.

The four areas that constitute the Stafford area contain approximately 6,230 acres. The topography is varied, from the rolling hills in the north to the comparatively flat areas to the south in Borland and Norwood. The variations in topography and existing development patterns enhance the ability of Stafford to provide a diverse range of needed housing types across the area. As depicted in the conceptual plan submitted by OTAK, and as provided in the IGA

between Metro and Clackamas County, the Borland area provides a potential mixed use town center area, including higher density housing in the form of apartments or condominiums. The area south of Luscher Farm along Stafford and Johnson Roads includes generally larger lots that could be developed as medium-density neighborhoods that still focus jobs and housing closer to the vicinity of Interstate 205. The OTAK proposal also identifies the northern portion of Area 4A as being a potential location for somewhat lower density single-family neighborhoods. Types and density of future development in Stafford would not be proposed until a concept plan is prepared by one of the adjacent cities for some portion of the Stafford area, and Metro determines there is a need to expand the UGB into that particular area. The Metro Council finds there is sufficient land in the Stafford area to provide the full range of needed housing types.

7. Can be developed in a way that preserves important natural landscape features included in urban reserves.

The Metro Council finds that the Stafford area can be developed in a way that preserves important natural landscape features. The two important natural landscape features that have been identified to date are the Wilson Creek and Tualatin River systems. For the same reasons described above regarding factor #5, which requires evaluation of the ability to preserve Wilson Creek and other riparian areas, these riparian areas may also be preserved as important natural landscape features. Any future plans for development in Stafford will need to be made in compliance with applicable state and Metro regulations that are specifically designed to protect upland habitat, floodplains, steep slopes and riparian areas. There are no significant challenges to designing future development in the Stafford area in a manner that will preserve natural landscape features. The Metro Council expressly adopts the findings above regarding factor #5 regarding this factor.

8. Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land including land designated as rural reserve.

Stafford is an ideal candidate for urban reserve under this factor because of its location. Areas 4A and 4B are surrounded on three sides by existing urban development, and future development of those areas would have no potential adverse effects on farm or forest practices, or on any land designated as rural reserve. Similarly, Area 4C is adjacent on the east and west sides to urban development in the cities of Tualatin and West Linn, and its southern boundary is adjacent to an undesignated area that consists of conflicted agricultural land. Area 4D is adjacent to the City of Tualatin and to other large urban reserve areas (Areas 4E, 4F, and 4G) that are located between Area 4D and the cities of Tualatin and Wilsonville. Most of the eastern boundary of Area 4D is adjacent to an undesignated area, with a small portion adjacent to a rural reserve area that consists of conflicted agricultural land. To the extent that any future development in the Stafford area could have potential adverse effects on farm and forest practices, which appears very unlikely based on its location, the Metro Council finds that future planning of development in Stafford can be designed to avoid or minimize adverse effects on farm and forest practices on nearby land.

9. Weighing and Balancing of the Factors and Explanation of Why an Urban Reserve Designation is Appropriate for Stafford.

As explained by the Court of Appeals, Metro's role is first to apply and evaluate each factor; next, the factors must be "weighed and balanced as a whole." As noted by the court, no single factor is determinative, nor are the individual factors necessarily thresholds that must be met. *Barkers Five* at 300. Accordingly, even if Stafford entirely failed under one or more of the factors as part of the evaluation, Metro could still conclude that an urban reserve designation is appropriate after all of the factors are weighed and balanced together, so long as a "meaningful explanation" is provided for that conclusion.

Based on the foregoing evaluation of the each of the urban reserve factors, the Metro Council concludes that the Stafford area earns a very high ranking under seven of the eight factors, and an average ranking on factor #3 regarding cost-effective provision of urban services. There is no dispute that extending services to the Stafford area will be expensive; however, there are significant costs and challenges associated with providing new urban services to any part of the region where new urban development is being proposed. The Metro Council disagrees with the cities' position that in order to be designated as an urban reserve, funding sources must be identified for all future infrastructure needs and improvements necessary for the urbanization of Stafford. That position is not consistent with the statutory purpose of urban reserves, which is to designate a 50-year supply of potential urban land for the region. The level of detail the cities desire at this stage will be correctly considered at the time a particular area is proposed for addition to the UGB, which may or may not occur for the entire Stafford area over the next 50 years.

The process of future urban development of Stafford is likely to occur over the course of many decades. The first step in any potential addition of a portion of Stafford into the UGB will require one of the cities to propose a concept plan for a particular expansion area, as required by Title 11 of the UGMFP. Under Title 11, that plan must include detailed descriptions and proposed locations of all public facilities, including transportation facilities, with estimates of cost and proposed methods of financing. In other words, the details regarding exactly how any portion of Stafford will be served with infrastructure, and how that infrastructure will be paid for, must be worked out at the time an area is considered for inclusion in the UGB so that a decision can be made regarding whether actual urbanization is possible and appropriate.

The 50-year growth forecast indicates that the Metro region will need to be able to accommodate between 1.7 and 1.9 million new residents by 2060. September 15, 2009 COO Recommendation, App. 3E-C, Table C-2. The purpose of designating urban reserve areas is to identify locations across the region that would provide the best opportunities for providing homes and jobs for those new residents within the 50 year horizon. Urban reserve designations should not, and do not, require the identification of all future sources of funding for infrastructure within the urban reserve areas today.

Based on the analysis set forth above, and the weighing and balancing of all urban reserve factors as a whole, the Metro Council concludes that Stafford is appropriately designated as an urban reserve area under the applicable statutes and rules. Given the unique location of Stafford, its proximity to existing cities, its size and ability to provide a significant amount of development

capacity in the form of a wide range of needed housing types as well as mixed-use and employment land, its location in an area that consists of conflicted agricultural land where adverse impacts on farm use can be avoided, and its high ranking under nearly all of the urban reserve factors, Stafford is one of the most obvious candidates for an urban reserve designation in the entire region.

IX. REASONS FOR URBAN AND RURAL RESERVES IN MULTNOMAH COUNTY

A. Introduction

Reserves designations proposed for Multnomah County were developed through analysis of the urban and rural reserves factors by the County's Citizen Advisory Committee (CAC), consideration of the analysis in briefings and hearings before the Multnomah County Planning Commission and Board of County Commissioners, discussion in regional forums including the Reserves Steering Committee, Core 4, and public and government input derived through the county Public Involvement Plan for Urban and Rural Reserves and the regional Coordinated Public Involvement Plan. MultCo Rec. 3865-3869.

The Multnomah County Board appointed a CAC to consider technical analysis of the statutory and administrative rule factors, to make recommendations to County decision makers, and to involve Multnomah County citizens and stakeholders in development of the proposed county reserves plan. The make-up of the 15 member committee was structured to include a balance of citizens with both rural and urban values. The rural members were nominated by county recognized neighborhood organizations from the four affected rural plan areas to the extent possible. The CAC developed a suitability assessment and reserves recommendations in sixteen meetings between May 2008, and August 2009.

The approach to developing the proposed reserves plan began with analysis of the study area by the CAC. The county study area was divided into areas corresponding to the four affected county Rural Area Plans, and further segmented using the Oregon Department of Agriculture (ODA) mapping and CAC discussion for a total of nine county subareas. MultCo Rec. 638-644.

The phases of the CAC work included: (1) setting the study area boundary; (2) identification of candidate urban and rural reserve areas; and (3) suitability recommendations based on how the subareas met the urban factors in OAR 660-027-0050 and the rural factors in -0060. The results of the suitability assessment are included in the report provided to the Planning Commission and Board of County Commissioners in August and September of 2009. MultCo Rec. 2932-3031.

The Multnomah County Planning Commission considered the CAC results and public testimony in a public hearing in August, 2009, and the Board of County Commissioners conducted a public hearing to forward recommendations to Core 4 for regional consideration in September, 2009. Additional Board hearings, public outreach, and regional discussion resulted in the Intergovernmental Agreement (IGA) between Multnomah County and Metro approved on February 25, 2010. The IGA is a preliminary reserves decision that is the prerequisite to this proposed plan amendment as provided in the administrative rule. MultCo Rec. 9658-9663.

CAC Analysis, Candidate Areas and Suitability Rankings

The initial phase of analysis by the CAC considered the location of the regional study area boundary in Multnomah County. This, together with an overview of the various studies and the factors was the content of CAC meetings 1 through 3. MultCo Rec. 4525-4530. The first major phase of the analysis, identifying Candidate areas for urban and rural reserve focused on the first rural factor, the potential for urbanization to narrow the amount of land for further study as rural reserve. This occurred in CAC meetings 3 through 9, and resulted in agreement that all of the study area in Multnomah County should continue to be studied for rural reserve. Data sources studied included the Oregon Departments of Agriculture and Forestry (ODA) and (ODF) studies, Landscape Features study, aerial photos, existing land use, and information from committee members, and the public. MultCo Rec. 4530-4542.

The urban candidate areas assessment focused on urban factors (OAR 660-027-0050(1) and (3) to consider the relative efficiency of providing key urban services. This work relied on the technical memos and maps provided by the regional water, sewer, and transportation work groups comprised of technical staff from each of the participating jurisdictions. This information resulted in rankings on the efficiency of providing services to the study area. The CAC also considered information related to urban suitability including the Great Communities study, a report on industrial lands constraints, infrastructure rating criteria, and physical constraint (floodplain, slope, and distance from UGB) maps in their analysis. In addition, input from Multnomah County “edge” cities and other local governments, and testimony by property owners informed the assessment and recommendations. Rankings were low, medium, or high for suitability based on efficiency. Throughout this process effort was made to provide both urban and rural information at meetings to help balance the work. MultCo Rec. 4525-4542.

The suitability recommendations phase studied information relevant to ranking each of the urban and rural factors for all study areas of the county and took place in CAC meetings 10 through 16. MultCo Rec. 4543-4556. The approach entailed application of all of the urban and rural factors and suitability rankings of high, medium, or low for their suitability as urban or rural reserve based on those factors. Technical information included data from the prior phases and hazard and buildable lands maps, Metro 2040 design type maps, extent of the use of exception lands for farming, zoning and partitioning. During this period, the CAC continued to receive information from citizen participants at meetings, from local governments, and from CAC members. MultCo Rec. 890; 1055; 1159a; 1375; 1581; 1668; 1728. The group was further informed of information present in the Reserves Steering Committee forum, and of regional public outreach results. MultCo Rec. 4543-4546; 4551-4552. The product of the CAC suitability assessment is a report dated August 26, 2009, that contains rankings and rationale for urban and rural reserve for each area. MultCo Rec. 2932-3031.

B. Multnomah County: Urban Reserves

Urban Reserve 1C: East of Gresham

General Description: This 855-acre area lies east of and adjacent to the Springwater employment area that was added to the UGB in 2002 as a Regionally Significant Industrial Area (RSIA).

MultCo Rec. 2983; 2985; 3226-3227. It is bounded by Lusted Rd on the north, SE 302nd Ave. and Bluff Rd. on the east, and properties on the north side of Johnson Creek along the south edge. The entire area is identified as Foundation Agricultural Land.

However, the urban reserve area contains three public schools within the Gresham Barlow School District that were built prior to adoption of the statewide planning goals. It also includes the unincorporated rural community of Orient. The area is the most suitable area proximate to Troutdale and Gresham to accommodate additional growth of the Springwater employment area and is the only area adjacent to the UGB on the northeast side of the region with characteristics that make it attractive for industrial use.

How Urban Reserve IC Fares Under the Factors: The urban factors suitability analysis produced by the CAC and staff ranked this area as medium on most factors. The analysis notes that there are few topographic constraints for urban uses, including employment, that the existing rural road grid integrates with Gresham, and that it is near employment land within Springwater that has planned access to US Highway 26. Concern about minimizing adverse effects to farming was noted, although this factor was ranked medium also.

The rural reserve suitability assessment generally considers the larger Foundation Agricultural Land area between Gresham/Troutdale and the Sandy River Canyon as a whole. The analysis notes the existence of scattered groups of small parcels zoned as exception land in the southwest part of the area, including the Orient rural community. The lack of effective topographic buffering along the Gresham UGB, and the groups of small parcels in the rural community contributed to a “medium” ranking on the land use pattern/buffering factor (2)(d)(B). The CAC found the area as highly suitable for rural reserve, and indicated that the north half of the area was most suitable for urban reserve if needed.

Why This Area was Designated Urban Reserve: This area was ranked as the most suitable for urbanization in Multnomah County in the suitability assessment. Gresham indicated its ability and desire to provide services to this area primarily for employment. The area is also suitable for continued agricultural use. However, as noted above, the presence of the Orient community, areas of small parcels, and lack of topography that buffers the area from adjacent urban development make this the most appropriate area for urbanization.

Additional support for urban/industrial designation in this general area was received from several sources including Metro in the Chief Operating Officer’s report, the State of Oregon agency letter, and Port of Portland. MultCo Rec. 4662-4663; 4275; 2819-2820. Concern for protection of Johnson Creek was expressed by environmental stakeholders, and is addressed by holding the southern urban reserve edge to the north of the creek. MultCo Rec. 752. The position of the area on the east edge of the region adds balance to the regional distribution of urban reserve, and employment land in particular. All of the rural land in this area is Foundation Agricultural Land, however, the proposed urban reserve is the best choice to address employment land needs in this part of the region.

C. Multnomah County: Rural Reserves

Rural Reserve 1B: West of Sandy River (Clackanomah in Multnomah County)

General Description: This map area includes the northeast portion of the regional study area. MultCo Rec. 216. Subareas studied by the CAC in the suitability assessment include Government, McGuire and Lemon Islands (Area 1), East of Sandy River (Area 2), Sandy River Canyon (Area 3), and West of Sandy River (Area 4). MultCo Rec. 2961-2986. The Troutdale/Gresham UGB forms the west edge, the Columbia River Gorge National Scenic Area is the north boundary, and the Study Area edge and county line are the east and south boundaries. With the exception of the Government Islands group, all of this area is either Foundation or Important Agricultural Land. In addition, all except the southeast quadrant is within 3 miles of the UGB. MultCo Rec. 4407.

How Rural Reserve 1B Fares Under the Factors: The Foundation and Important Agricultural Land areas between the Gresham/Troutdale UGB and the east edge of the Sandy River canyon qualify as rural reserve because they are within 3 miles of the UGB. The Sandy River Canyon is a high value landscape feature and is made up of either Foundation or Important Agricultural Land. The canyon and associated uplands are not suitable for urbanization due to steep slopes associated with the river and its tributaries. The canyon forms a landscape-scale edge between urban areas on the west and rural lands to the east and ranked high in the suitability analysis on additional key rural factors of: sense of place, wildlife habitat, and access to recreation. The Government Islands area is not classified as either Foundation, Important, or Conflicted Agricultural Land, but is classified as “mixed forest” in the Oregon Department of Forestry study. The area ranked low under the farm/forest factors, and high on the landscape features factors related to natural hazards, important habitat, and sense of place.

Why This Area was Designated Rural Reserve: Rural reserve is proposed from the eastside of the UGB eastward to the eastern edge of the Sandy River Canyon except for the urban reserve area 1C (see Section B above). The east rural reserve edge corresponds approximately to the county Wild and Scenic River overlay zone, and maintains continuity of the canyon feature by continuing the reserve designation further than 3 miles from the UGB to the county line. An area adjacent to the city of Troutdale in the northwest corner of the area is proposed to remain undesignated in order to provide potential expansion for future land needs identified by the city. The Government Islands group remains rural land since it already has long term protection from urbanization in the form of a long-term lease between the Port of Portland and Oregon Parks and Recreation, and the Jewell Lake mitigation site. MultCo Rec. 2961-2965; 2973-2985.

Rural Reserves 9A through 9F: West Multnomah County

This map area includes the north portion of the regional study area. Subareas studied by the CAC in the suitability assessment include NW Hills North (Area 5), West Hills South (Area 6), Powerline/Germantown Road-South (Area 7), Sauvie Island (Area 8), and Multnomah Channel (Area 9). MultCo Rec. 2986-3027.

Areas 9A – 9C Powerlines/Germantown Road-South

General Description: This area lies south of Germantown Road and the power line corridor where it rises from the toe of the west slope of the Tualatin Mountains up to the ridge at Skyline Blvd. MultCo Rec. 3004-3015. The north edge of the area is the start of the Conflicted Agricultural Land section that extends south along the Multnomah/Washington county line to the area around Thompson Road and the Forest Heights subdivision in the city of Portland. The area is adjacent to unincorporated urban land in Washington County on the west, and abuts the City of Portland on the east. Most of the area is mapped as Important Landscape Features that begin adjacent to Forest Park and continue west down the slope to the county line. MultCo Rec. 1767. The area is a mix of headwaters streams, upland forest and open field wildlife habitat.

How Rural Reserve 9A - 9C Fares Under the Factors: The CAC ranked the area “medium-high Suitability” for rural reserve after considering important landscape features mapping, Metro’s designation as a target area for public acquisition through the parks and greenspaces bond program, the extensive county Goal 5 protected areas, Metro Title 13 habitat areas, proximity to Forest Park, and local observations of wildlife use of the area. MultCo Rec. 369-391; 357; 392; 392a. The CAC further ranked factors for sense of place, ability to buffer urban/rural interface, and access to recreation as high. While there was conflicting evidence regarding capability of the area for long-term forestry and agriculture, the CAC ranked the area as medium under this factor. MultCo Rec. 3004-3014. The county agrees that the west edge of area 9B defines a boundary between urbanizing Washington County and the landscape features to the east in Multnomah County. Elements that contribute to this edge or buffer include the power line right-of-way, Multnomah County wildlife habitat protection, planned Metro West Side Trail and Bond Measure Acquisition Areas, and the urban-rural policy choices represented by the county line. MultCo Rec. 751; 1125; 3901-3907.

The CAC ranked the area “low suitability” for urban reserve generally, with the exception of areas 9A and 9B. Areas 9A and 9B resulted in a split of the CAC between “low” and “medium” rankings. Most of the area 9A – 9C contains topography that limits efficient provision of urban services, and, should urban development occur, would result in unacceptable impacts to important landscape features. Limiting topographic features include slopes that range from 10% in the majority of area 9B to above 25% in portions of 9C, and stream corridors and ravines interspersed throughout the area. MultCo Rec. 652. Due to these features, the area was ranked low for an RTP level transportation “grid” system, for a walkable, transit oriented community, and for employment land. The CAC also recognized that should urban development occur, it would be difficult to avoid impacts to area streams and the visual quality of this part of Landscape Feature #22 Rock Creek Headwaters.

Why This Area was Designated Rural Reserve: Among the urban factors in the Reserves rules are efficient use of infrastructure and efficient and cost-effective provision of services. These are also among the most important factors in the Great Communities study. MultCo Rec. 123-124. Multnomah County does not provide urban services and has not since adoption of Resolution A in 1983. MultCo Rec. 853-856. The County no longer has urban plan or zone designations; it contracts with the cities in the county for these services. This means urban services to Areas 9A

- 9C would have to come from a city in a position to plan and serve new urban communities. As was the case when Metro considered addition of lands in Multnomah County on the west slope of Tualatin to the UGB in 2002, there is not a city in a position to provide urban services to Areas 9A to C. Beaverton is over two miles to the south. Metro assigned urban planning to Beaverton when Metro added the North Bethany area to the UGB in 2002. Given the obstacles to annexation of the unincorporated territory over that two miles, Washington County took on responsibility for the planning instead of Beaverton. Unlike Multnomah County, Washington County continues to provide planning services and maintains urban plan and zoning designations for unincorporated urban areas.

The only other city that could provide services is Portland. Portland has said, however, it will not provide services to the area for the same reasons it would not provide services to nearby “Area 94” when it was considered for UGB expansion in 2002. (Metro added Area 94 to the UGB. The Oregon Court of Appeals remanded to LCDC and Metro because Metro had failed to explain why it included Area 94 despite its findings that the area was relatively unsuitable for urbanization. Metro subsequently removed the area from the UGB.) Portland points to the longstanding, unresolved issues of urban governance and urban planning services, noting the difficulties encountered in nearby Area 93. The city emphasizes lack of urban transportation services and the high cost of improvements to rural facilities and later maintenance of the facilities. The City further points to capital and maintenance cost for rural roads in Multnomah County that would have to carry trips coming from development on both sides of the county line and potential impacts to Forest Park. MultCo Rec. 3201-3204; 3897-3907; 3895.

For these reasons, areas 9A – 9C rate poorly against the urban reserve factors.

The proposed rural reserve designation for all of area 9A–9C recognizes and preserves the landscape features values that are of great value to the county. MultCo Oversize Exhibit. The small scale agriculture and woodlots should be able to continue and provide local amenities for the area. Rural reserve for this area is supported not only by the weight of responses from the public, but by the Planning Commission and the regional deliberative body MPAC as well. MultCo Rec. 4002-4005; 1917a-j; Oversize Exhibit.

Rural Reserves 9D and 9F: West Hills North and South, Multnomah Channel

General Description: This area extends from the Powerlines/Germantown Rd. area northward to the county line, with Sauvie Island and the west county line as the east/west boundaries. All of the area is proposed as rural reserve. Agricultural designations are Important Agricultural Land in 9D, and Foundation Agricultural Land in area 9F. All of area 9D is within three miles of the UGB, and the three mile line from Scappoose extends south to approximately Rocky Point Road in area 9F.

How Rural Reserve 9D and 9F Fare Under the Factors: All of the Multnomah Channel area is an important landscape feature, and the interior area from approximately Rocky Point Rd. south to Skyline Blvd. is a large contiguous block on the landscape features map. MultCo Rec. 1767. This interior area is steeply sloped and heavily forested, and is known for high value wildlife habitat and as a wildlife corridor between the coast range and Forest Park. It is also recognized as

having high scenic value as viewed from both east Portland and Sauvie Island, and from the US Highway 26 corridor on the west. Landscape features mapping south of Skyline includes both Rock Creek and Abbey Creek headwaters areas that abut the city of Portland on the east and follow the county line on the west.

The potential for urbanization north of the Cornelius Pass Rd. and Skyline intersection in area 9D, and all of 9F, was ranked by the CAC as low. Limitations to development in the Tualatin Mountains include steep slope hazards, difficulty to provide urban transportation systems, and other key services of sewer and water. Areas along Multnomah Channel were generally ranked low due to physical constraints including the low lying land that is unprotected from flooding. Additional limitations are due to the narrow configuration of the land between US Highway 30 and the river coupled with extensive public ownership, and low efficiency for providing key urban services. MultCo Rec. 3022-3027. Subsequent information suggested some potential for urban development given the close proximity of US Highway 30 to the area.

Why This Area was Designated Rural Reserve: This area is proposed for rural reserve even though urbanization potential is low. Of greater importance is the high sense of place value of the area. The significant public response in favor of rural reserve affirms the CAC rankings on this factor. In addition, the high value wildlife habitat connections to Forest Park and along Multnomah Channel, the position of this part of the Tualatin Mountains as forming edges to the urban areas of both Scappoose and the Portland Metro region, further support the rural reserve designation.

Rural Reserve 9E: Sauvie Island

General Description: Sauvie Island is a large, low lying agricultural area at the confluence of the Willamette and Columbia Rivers. The interior of the island is protected by a perimeter dike that also serves as access to the extensive agricultural and recreational areas on the island. It is located adjacent to the City of Portland with access via Highway 30 along a narrow strip of land defined by the toe of the Tualatin Mountains and Multnomah Channel. This area was assessed as Area 8 by the County CAC. MultCo Rec. 3016-3020. The island is entirely Foundation Agricultural Land, and is mapped as an important landscape feature. Large areas at the north and south extents of the island are within 3 miles of the Scappoose and Portland UGBs.

Why This Area was Designated Rural Reserve: The island is a key landscape feature in the region, ranking high for sense of place, wildlife habitat, and recreation access. The island defines the northern extent of the Portland-Metropolitan region at a broad landscape scale. These characteristics justify a rural reserve designation of the entire Multnomah County portion of the island even though potential for urbanization is low.

D. Multnomah County: Statewide Planning Goals

MCC Chapter 11.05.180 Standards for Plan and Revisions requires legislative plan amendments comply with the applicable Statewide Planning goals pursuant to ORS 197.175(2)(a). These findings show that the reserves plan amendments are consistent with the goals, and they therefore comply with them.

Goal 1 – Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The process of studying, identifying, and designating reserves began in January of 2008, with formation of the regional Reserves Steering Committee, adoption of a Coordinated Public Involvement Plan to coordinate the work flow, and formation of county committees to assess reserve areas and engage the public. MultCo Rec. 4557-4562.

Multnomah County incorporated the Coordinated Public Involvement Plan into the plan followed for the county process, and this plan was reviewed by the Multnomah County Office of Citizen Involvement Board. MultCo Rec. 172-177. In addition to providing opportunity for public involvement listed below, the county plan incorporated a number of tools including internet pages with current and prior meeting agendas and content, web surveys, mailed notices to property owners, email meeting notifications, news releases and meeting and hearing notices, neighborhood association meetings, and an internet comment link.

Key phases of the project in Multnomah County included:

- The Multnomah County Reserves Citizen Advisory Committee (CAC) developed their suitability assessments and recommendations in 16 public meetings between May 2008 and July 30, 2009. MultCo Rec. 4525-4542. The Planning Commission conducted a hearing on Aug 10, 2009, to consider the CAC suitability recommendations and recommendations for reserve designations in the county. MultCo Rec. 1820-1919. Consensus of the Planning Commission endorsed the CAC recommendations.
- The Board adopted Resolution No. 09-112 at their September 10, 2009 public hearing, forwarding to Core 4 and the Reserves Steering Committee, urban and rural reserves suitability recommendations developed by the Multnomah County CAC. MultCo Rec. 2689-2690. The Board focused on suitability of areas for reserves rather than on designations of urban and rural reserves pending information about how much growth can occur within the existing UGB and how much new land will be sufficient to accommodate long term growth needs.
- The Board adopted Resolution No. 09-153 at their December 10, 2009, public hearing, forwarding to Core 4, recommendations for urban or rural reserve for use in the regional public outreach events in January, 2010. MultCo Rec. 2894-3031. These recommendations were developed considering public testimony and information from the Regional Steering Committee stakeholder comment, discussion with Multnomah County cities, and information and perspectives shared in Core 4 meetings. MultCo Rec. 3032-3249; 2894-2898; 3934-3954.
- The Board approved the IGA with Metro at a public hearing on February 25, 2010. MultCo Rec. 3865-3874. Additional public and agency input was considered in deliberations including results of the January public outreach, results of deliberations by the regional Metropolitan Planning Advisory Committee and interested cities.

Public outreach included three region wide open house events and on-line surveys. The first was conducted in July of 2008 to gather input on the Reserves Study Area Map. MultCo Rec. 213-215. The second occurred in April of 2009, for public input on Urban and Rural Reserve Candidate Areas – lands that will continue to be studied for urban and rural reserves. MultCo Rec. 903-908. The third regional outreach effort to gather input on the regional reserves map prior to refinement of the final map for Intergovernmental Agreements occurred in January of 2010. MultCo Rec. 3956-4009.

The Multnomah County Board of Commissioners heard briefings on the reserves project on 2/14/08, 4/16/09, and 8/20/09, and conducted public hearings indicated above. The Planning Commission conducted a public hearing on 8/10/09 and received regular briefings during the reserves project. MultCo Rec. 1918-1919.

Public testimony has been an important element in the process and has been submitted to Multnomah County in addition to public hearings in several ways including open house events that took place in July of 2008, April of 2009, and January of 2010, and in testimony provided at CAC meetings. MultCo Rec. 161; 205; 238; 267; 338; 403; 464; 599; 715; 890; 1055; 1159a; 1375; 1581; 1668; 1728.

Goal 2 – Land Use Planning

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The county's plan policies and map amendments put in place the framework needed to carry out the objectives of the reserves plan by identifying areas where rural resources will be protected from urbanization. The county rural plan has been coordinated with Metro's urban plan to identify where urbanization should occur during the 50 year plan. The county's policies and map ensure that rural reserve areas will remain rural and not be included within urban areas. The amendments further contain policies and strategies to support the on-going planning processes to facilitate availability of urban reserve areas for urban use as appropriate.

Coordination with Multnomah County Cities

Understanding the land needs and service potential of cities is of critical importance because the county would look to a city to provide urban governance and services should areas designated urban reserve come into the UGB in the future. Input from cities with an interest in reserves within Multnomah County during CAC development of the suitability assessments and these reserve designations is briefly summarized below.

- Beaverton – The city has indicated that it may be able to provide urban governance for areas on the west edge of the county, however whether that city would eventually provide these services is uncertain, and timing for resolution of all outstanding issues that would set the stage for extending Beaverton governance to this area is likely many years away.

- Gresham – The city indicated in their 2/25/09 letter that areas east of the city should continue to be studied for urban reserve, recognizing that the recommendation is made without a complete picture of urban land needs. MultCo Rec. 528-529. There should be some rural reserve east of the city, the region should minimize UGB expansions, and the city wants to focus on areas within the current UGB. The city provided a follow up letter dated 10/24/09 requesting urban reserve between SE 302nd and the Gresham UGB. MultCo Rec. 3226-3227. That area is shown as urban reserve on the proposed reserves plan map.
- Portland – City coordination efforts have occurred regarding potential reserve designations, particularly along the west edge of Multnomah County. Focus has been on the efficiency of providing urban services, and how governance services could be provided by the city. The city has indicated that the county line is an appropriate urban/rural edge, has identified service difficulties, the importance of landscape features in the area, and stated their interest in focusing limited resources on existing centers, and corridors and employment areas rather than along the west edge of the county. Therefore, Portland recommended rural reserve for this area.
- Troutdale – Troutdale requested approximately 775 acres of land for expansion, including the area north of Division and east out to 302nd Ave., indicating a need for housing land and ability to provide services to the area. MultCo Rec. 2082-2086. The proposed plan map leaves an approximately 187 acre area adjacent to the city without reserves designation. Proposed Policy 5 provides for a review of the reserves plan that can consider this and other areas in the region 20 years after the plan is adopted.

Additional agency coordination efforts related to Multnomah County reserves that occurred in addition to the regional process included Port of Portland, City of Scappoose, Sauvie Island Drainage District, and East and West Multnomah Soil and Water Conservation Districts. MultCo Rec. 524-525; 1132-1133; 667-668; 342-343.

Goal 3 – Agricultural Lands

Agricultural lands in the county are protected for farm use by existing zoning and plan policies, and these are unchanged by the proposed amendments. The proposed policies and map add a new element, rural reserve, which ensures protection from urbanization of farmland important to the long-term viability of agriculture in the county. This protection is consistent with the goal of maintaining agricultural lands for farm use.

Goal 4 – Forest Lands

Forest lands in the county are protected for forest use by existing zoning and plan policies that are unchanged by the proposed amendments. The proposed policies and map add long-term protection from urbanization of Goal 4 resources consistent with this goal by designating these areas as rural reserve.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

The Goal 5 resources in the county are protected by existing zoning and plan policies that are unchanged by the proposed amendments. The reserves factors require consideration of the

importance of resources of the type that are protected by Goal 5 plans through the Landscape Features factors. The factors also require consideration of how these resource areas could be protected when included within urban reserve and subsequently urbanized. Goal 5 protection will apply to land included within the UGB in the future. The reserves suitability assessment considered natural and scenic resources as it was developed, and existing county protections are maintained consistent with Goal 5. MultCo Rec. 860a-f.

Goal 6 – Air, Water and Land Resources Quality

The proposed plan policies and map have no bearing on existing waste management plans and are therefore consistent with this goal.

Goal 7 – Areas Subject to Natural Hazards

Existing zoning contains safeguards intended to protect rural development from identified hazards. The factors required consideration of areas of potential hazard including flood, landslide, and fire in forming reserves designations. MultCo Rec. 3007. Consideration of hazard areas in the reserves plan and continuation of existing protections is consistent with this goal.

Goal 8 – Recreational Needs

The factors that applied to consideration of rural reserve to protect landscape features from urbanization include access to recreation areas including trails and parks. MultCo Rec. 3008-3009. Urban factors consider how parks can be provided in urban reserve areas. Existing plan and zoning provisions for parks are unchanged by the proposed reserves plan. The proposed reserves designations are consistent with Goal 8.

Goal 9 – Economic Development

The proposed urban reserve east of Gresham includes land that has potential to support additional economic development. MultCo Rec. 2983. This puts in place the potential for greater diversity of economic development in this area while minimizing loss of economically important farm land consistent with this goal.

Goal 10 – Housing

The proposed reserves plan increases potential for additional housing opportunity by designating additional land as urban reserve consistent with this goal. MultCo Rec. 2982-2985.

Goal 11 – Public Facilities and Services

The reserves factors analysis used in consideration of urban reserve included assessment of how efficiently the key public facilities could be provided to potential reserve areas. MultCo Rec. 2982-2985. Further, the 50 year urban reserve plan allows service planning to occur over a longer time frame. These elements support timely orderly and efficient provision of services consistent with this goal.

Goal 12 – Transportation

The proposed reserves plan policies and map do not cause any change to the county rural transportation system. Transportation planning to support urban uses within the proposed urban reserve east of Gresham will occur at the concept planning stage prior to including areas within the UGB. The relative efficiency of providing adequate transportation services in potential reserve areas was considered in the factors analysis. The proposed plan policies and map are consistent with Goal 12.

Goal 13 – Energy Conservation

The evaluation of the suitability of land for urban reserve took into account the potential for efficient transportation and other infrastructure, and sites that can support walkable, well-connected communities. These are energy conserving approaches to urban development, and the proposed urban reserve ranks moderately well on these factors and is consistent with this goal. MultCo Rec. 2982-2985.

Goal 14 – Urbanization

The reserves plan and policies implement an approach to the transition from rural to urban land that increases understanding of the future location of new urban areas and the time to plan for the transition. Urban reserves are expected to thereby improve this process consistent with this goal.

Goal 15 – Willamette River Greenway

Land planned under this goal in Multnomah County is located along Multnomah Channel and is zoned with the county Willamette River Greenway overlay zone. The reserves plan does not change that zoning. The proposed rural reserve along the channel protects the Greenway from urban development during the 50 year plan period, and this protection is consistent with the goal.

X. SUPPLEMENTAL FINDINGS REGARDING THE DESIGNATION OF MULTNOMAH COUNTY AREA 9D AS RURAL RESERVE

These supplemental findings of fact, statements of reasons and conclusions, and conclusions of law relating to the designation of Multnomah County Area 9D as rural reserve (“Supplemental Findings”) are adopted in response to the remand order in *Barkers Five, LLC et al. v LCDC*, 261 Or App 259 (2014) and LCDC Remand Order 14-ACK-001867.

Because LCDC remanded this matter for “further action consistent with the principles expressed in [*Barkers Five*],” the remand order in *Barkers Five* serves as the basis for these Supplemental Findings.

In *Barkers Five*, the Oregon Court of Appeals reviewed the designation of urban and rural reserves in Washington, Multnomah and Clackamas Counties. With respect to Multnomah County, the court denied all challenges to the reserve designations, except for a challenge to the designation of Area 9D as rural reserve.

With respect to Area 9D, the court held that the county failed to meaningfully explain why, in light of certain dissimilarities between the northern and southern portions the area, the county's consideration of the rural reserve factors yields a rural reserve designation of all land in Area 9D. *Barkers Five* at 345–347, 364.

In addition, the court held that, on remand, a determination must be made regarding the effect of the foregoing error on the designations of reserves in Multnomah County in its entirety. *Barkers Five* at 364.

A. Area 9D – Meaningful Explanation

1. The Remand Order

In relevant part, the court remanded the rural reserve designation of Area 9D due to inadequate explanation:

“We conclude that, because the county failed to meaningfully explain why its consideration of the rural reserve factors yields a rural reserve designation of all land in Area 9D, LCDC erred in concluding that the county's ‘consideration’ of the factors was legally sufficient.” *Barkers Five* at 345.

The court concluded that the County's explanation was not meaningful because the County had not explained why consideration of the Rural Reserve factors yielded a designation of *all* of the land in Area 9D as Rural Reserve in light of the fact that application of the factors often yielded different results as to the land in the area *north* of Skyline Boulevard and the land in the area *south* of Skyline. *Id.*

In addition, the court noted that, in the county's explanation of how Area 9D fared under the factors, only a single sentence pertained to land in the southern portion in Area 9D. Similarly, the court noted that the description of “why” Area 9D was designated Rural Reserve consisted of a single paragraph with broad, unqualified declarations appearing to relate to some of the natural landscape features factors in OAR 660-027-0060(3). *Id.* at 345–346.

From the foregoing assessment, the court concluded that the county should have explained its designation of the entire area in light of the differences between the northern and southern portions of Area 9D:

“a meaningful explanation as to why Area 9D, in its entirety, was designated as rural reserve would have acknowledged that application of the factors failed to yield similar results as to all of the land in the area but explained, nonetheless, why the entire area should be designated as rural reserve.” *Id.* at 346.

Importantly, the court made three additional rulings relevant to this issue. First, the required explanation “need not be elaborate;” instead such explanation must acknowledge the dissimilarities and explain why, nonetheless, a rural reserve designation is suitable for all of the land in Area 9D. *Id.*

Second, the county *is not* required to justify the inclusion of any particular lot or parcel within a rural reserve. Instead, the county is obligated to meaningfully explain why its consideration and application of the factors yield a rural reserve designation of *all of the land* in a given rural reserve, such as Area 9D. *Id.*

Third, where the evidence supports the designation of an area as either urban reserve or rural reserve, the local government may choose either designation *and need not* demonstrate that it has chosen the designation that “better suits” the area. *Id.* at 309–311.

Thus, in summary, the county’s explanation of its rural reserve designation of Area 9D was inadequate because it failed to acknowledge the dissimilarities between the northern and southern portions of that area and explain why, nonetheless, a rural reserve designation is suitable for all of the land in Area 9D. Simple acknowledgement and explanation would suffice: the explanation need not be elaborate; does not need to justify the designation of any particular lot or parcel; and does not need to establish that the county has chosen the designation that “better suits” the area.

With these rules in mind, the discussion turns to acknowledgement of the dissimilarities between the northern and southern portions of Area 9D and further explanation of why, nonetheless, consideration of the factors yields a rural reserve designation for all of the land in Area 9D.

2. Response: Consideration of the factors yields a rural reserve designation for all of the land in Area 9D

As noted by the Court of Appeals, in considering the required factors, the county adopted and relied upon a report prepared by county staff and the county’s Citizen Advisory Committee (CAC) commissioned for this task. *Barkers Five* at 345; Rec Att. C, 2894–3031 (Mult. Co. Resolution 09-153 adopting CAC Report); *more specifically* Rec Att. C, 2993–3003 (excerpt from CAC report setting forth the analysis of Area 9D, referred to as Area 6 in the CAC Report).¹¹

In the CAC report, the CAC and county staff applied each of the rural reserve factors to evaluate all of the land in what is now referred to as Area 9D and then ranked how the land in that study area fared under each of the factors. *Barkers Five* at 345. As noted by the court, the application of the reserve factors to this study area often yielded different results as to the land in the area that is north of Skyline Boulevard and the land that is south of Skyline. *Id.*

Nevertheless, as described in further detail below, the findings in the CAC Report clearly establishes that application of the rural reserve factors yields a rural reserve designation for both the northern and southern portions of Area 9D and, thereby, all of the land in Area 9D.

¹¹ All citations to the record refer to the record of proceedings before LCDC in the 2011 acknowledgment review resulting in LCDC Order 12-ACK-001819 as submitted to the Oregon Court of Appeals (the “LCDC Record”).

a. Acknowledging the Dissimilarities

Dissimilarities exist between the northern and southern portions of Area 9D. The northern portion is “primarily forested,” has been mapped by the Oregon Department of Agriculture as containing “wildland forest” and “mixed forest,” “consists of a large block of forest land with few non forest [*sic*] uses,” and contains “high-value habitat, access to recreation, and other values that define the area as a landscape feature important to the region.” Rec at 2993, 2995, 2997. Further, this northern portion is subject to little risk of urbanization. *Id.* at 2993, 2995.

In contrast, the southern portion of Area 9D is “primarily farm area,” has been mapped by the Oregon Department of Agriculture as containing “important” farmland, has certain farming limitations but “good integrity” overall, has “few non-farm uses” and edges compatible to farming, and contains the “stream features of Abbey Creek mainstream, north fork, and headwaters areas that are mapped as important regional resources and that separate urban from rural lands.” Rec at 2993, 2995, 2997. Further, this southern portion *is* subject to a risk of urbanization. *Id.* at 2994, 2995.

Both portions “rank high for sense of place” and, like the northern portion, the southern portion encompasses important upland habitat areas, albeit of lesser regional value overall than the habitat present in the northern portion. *Id.* at 2997.

b. Despite the dissimilarities, consideration of the factors yields a rural reserve designation of all of the land in Area 9D.

Despite the dissimilarities between the northern and southern portions of Area 9D, the record reflects that application of the rural reserves factors yields a rural reserve designation for *each* portion of the area and, thereby, *all of the land* in Area 9D.

(i) Farm and Forest Factors.

Except for a few instances noted below, application and consideration of the farm and forest protection factors in OAR 660-027-0060(2) with respect to Area 9D yields the conclusion that this Area ranks “high” for rural reserve designation with respect to *both* the northern and southern portions of the area. Rec at 2993-2995. That is, *both* portions are highly capable of sustaining long-term agriculture or forestry operations due to the availability of large blocks of land and the clustering of farm or forest operations, adjacent land use patterns, and the sufficiency of agricultural or forestry infrastructure (this latter sub-factor ranked as “medium-high” in recognition of some limitation on the movement of farm equipment on rural roads due to traffic). Rec at 2994-2995.

Delving into the details of these “high” rankings: forest use predominates in the northern portion of Area 9D; farm use (hay, pasture, Christmas trees, nursery stock, and orchard) predominates in the southern portion; “[n]o limitations to long-term forestry have been noted for areas north of Skyline Blvd;” and the southern portion “includes few nonfarm uses, limited urban edges, and adequate ‘block’ size to maintain long-term agriculture.” Rec 2994.

In addition: all of Area 9D includes parcels suitable for both small and large scale farm and forest management; a buffer exists between resource and non-resource uses in the northern portion of the area (except in a few instances); and very substantial buffers are present in the southern portion, including “the Powerline area and Abbey Creek headwaters, the east-west lower Abbey Creek drainage, and Rock Creek running north-south immediately west of the county line.” Rec at 2995.

Where Area 9D did not receive a “high” ranking, it received, with one exception noted below, a “medium” ranking. For instance, with respect to the suitability of the soils and water, the southern portion of Area 9D ranked “medium” for rural reserve designation because of its range in soils from Class II to IV and because of some uncertainty on the part of the Oregon Department of Agriculture regarding the abundance of groundwater (the County does not agree: the CAC Report notes the existence of irrigated fields in the area). Rec at 2994. With respect to these same points, the northern portion of the area ranked “high” for soils suitable to forestry and was not ranked for water as water is not understood to be a limitation for forestry. *Id.*

Lastly, whereas the northern portion of Area 9D is not subject to a risk of urbanization, and, therefore, received a “low” ranking for that factor, the southern half ranked “high” for this factor, meaning it ranked “high” for protection through rural reserve designation. Rec 2993.

Based on the foregoing analysis, the county concludes that “[Area 9D] is suitable for both farm and forest reserve, as indicated by the ‘important’ farm land and ‘wildland’ and ‘mixed’ forest designations.” Rec at 2995.

Further, in particular respect to the northern portion of Area 9D, a rural reserve designation is appropriate because, in summary, “[t]he 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. This area is not however, potentially subject to urbanization based on urban suitability assessments to date.”

Similarly, in particular respect to the southern portion of Area 9D, a rural reserve designation is appropriate because, in summary:

“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. The area south of Skyline Blvd./Cornelius Pass Rd. intersection should be considered as highly suitable for rural reserve to protect farm and forest resources.” *Id.*

Thus, in summary, application and consideration of the farm and forest protection factors in OAR 660-027-0060(2) with respect to Area 9D yields a rural reserve designation of all of the land in Area 9D (*i.e.*, both the northern and southern portions of that area).

(ii) Landscape Features Factors.

As with the farm and forest factors above, and except for a few instances noted below, application and consideration of the landscape feature factors in OAR 660-027-0060(3) with respect to Area 9D yields a rural reserve designation for *both* the northern and southern portions of the Area and, thereby, *all of the land* in Area 9D. Rec at 2996–2998.

Both portions of Area 9D rank “high” for rural reserve as providing a sense of place and easy access to recreational opportunities. Rec at 2997. In particular, “[t]he southwest side of the Tualatin Mtns [*sic*] is a large-scale landscape feature that provides a green connection between Portland and the Coast Range.” *Id.* In addition, the area contains Metro’s Ancient Forest Preserve as well as bicycling and hiking opportunities. *Id.*

With respect to important fish, plant and wildlife habitat, both portions ranked “high” for rural reserve protection, with the exception that the Kaiser Road and East-of-Abbey Creek subareas ranked “medium”—however, although not mapped by the state or other regional entities, these areas are identified locally by both Metro and the county as important habitat areas. Rec at 2996.

Area 9D did receive some “low” rankings. For instance, while some areas in the northern portion of the area rank high for natural hazard risks, “[t]he significant majority of the area rates ‘low’ for relative hazard on the regional composite hazard map.” Rec at 2996.

Similarly, as applied to Area 9D, consideration of the factor concerning separation between cities yields a “low” ranking because this factor applies to the separation between Metro UGB cities and cities outside that area, which is not a concern in this location. Rec at 2997. That said, the county noted that the southern portion of Area 9D is important in providing separation between the City of Portland and urban unincorporated areas to the west. *Id.*

In addition, as applied to Area 9D, consideration of the factor concerning whether the area serves to buffer conflicts between urban and rural uses, yields a “low” ranking for the northern portion of the Area because such conflicts are not prevalent in that area, but, in contrast, yields a “high” ranking for rural reserve protection with respect to the southern portion of Area 9D due to substantial natural and human-made buffers between urban and rural resources in this area. Rec at 2997.

Further, although a rural reserve designation is not necessary to protect water quality in the northern portion of Area 9D, the southern portion ranks “medium” for rural reserve designation to protect Rock Creek and Abbey Creek, which are situated in a way that renders typical planning tools ineffective in protecting these resources if urban development were to occur here. Rec at 2996–2997.

A similar pattern occurs with respect to the risk of urbanization – the risk is “low” for the northern portion of Area 9D, but “high” for the southern portion.

Notwithstanding this selection of “low” rankings, the record reflects that, upon application and consideration of all of the landscape feature factors, a rural reserve designation is appropriate for

both the northern and southern portions of Area 9D and, thereby, all of the land in Area 9D for the following reasons:

“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. Upland habitat areas also 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.” Rec at 2997–2998 (emphasis added).

Thus, in summary, application and consideration of the landscape feature factors in OAR 660-027-0060(3) with respect to Area 9D yields a rural reserve designation of all of the land in Area 9D (*i.e.*, both the northern and southern portions of that Area).

3. Conclusion

For the foregoing reasons, although application of the factors failed to yield similar results as to the northern and southern portions of Area 9D, the record reflects that application and consideration of both sets of rural reserve factors, the farm and forest protection and landscape features factors, yields a rural reserve designation for *each* portion of the area and, thereby, *all of the land* in Area 9D.

B. No Effect on the Designations of Reserves in Multnomah County in its Entirety

As noted above, in addition to identifying the meaningful explanation error with respect to Area 9D discussed above (“Error”), the court held that, on remand, a determination must be made regarding “the effect of that error on the designations of reserves in Multnomah County in its entirety.” *Barkers Five* at 364.

The Error had no effect on the designations of reserves in Multnomah County in its entirety. The Error is corrected through adoption of these Supplemental Findings. Adoption of these Supplemental Findings bolsters the county’s prior actions in this matter and fulfills the county’s obligations to consider the factors, but does not alter any prior, ultimate determination or conclusion.

More specifically, correcting the Error through adoption of these Supplemental Findings does not result in any change to any reserve designation in Multnomah County, does not require any change in analysis or analytical approach with respect to application and consideration of the factors and designation of reserves, does not require the consideration of new evidence, and does not impact any other material aspect of the designation of reserves in Multnomah County beyond correcting an error specific and internal to Area 9D.

To explain, if correction of the Error had resulted in a change in the reserve designation of Area 9D (or any other area), then, due to the coordinated manner in which reserves are designated (*e.g.*, ORS 195.143 (the designation of rural reserves is coordinated with the designation of urban reserves)), it is possible that there could be some cascading effect on the designation of reserves in Multnomah County or the Metro region in their entirety. However, here, because correction of the Error does not result in any change to any reserve designation, there is no effect on the designations of reserves in Multnomah County in its entirety of the nature contemplated in this paragraph.

Similarly, if correction of the Error had prompted a change in analysis or analytical approach with respect to application and consideration of the factors and designation of reserves, then, depending on the nature of that change, the propriety of apply such changed analysis or analytical approach to other areas in Multnomah County is conceivable (albeit quite hypothetical at present). However, here, because no such change in analysis or analytical approach has occurred, there is no effect on the designations of reserves in Multnomah County in its entirety of the nature contemplated in this paragraph.

Likewise, if correction of the Error had required consideration of new evidence and such evidence related in some way to areas beyond Area 9D, then, depending on the nature of such evidence, an effect on other reserve designations is conceivable (albeit, again, quite hypothetical at present).¹² However, here, because correction of the Error did not require consideration of new evidence there is no effect on the designations of reserves in Multnomah County in its entirety of the nature contemplated in this paragraph.

In conclusion, the Error had no effect on the designations of reserves in Multnomah County in its entirety because, as it turns out, the Error is capable of correction in a manner that is wholly specific and internal to Area 9D. Consequently, there is no effect on any other material aspect of the designation of reserves in Multnomah County – the Error was a failure to explain circumstances specific to Area 9D; that explanation is now provided in full without any reference

¹² Of note, none of the contingencies contemplated here (change in designation, change in analysis or analytical approach, and consideration of new evidence) would, if they occurred, *necessarily* have an effect on the designations of reserves in Multnomah County in their entirety. Instead, these specific contingencies, as well as any other change to a material aspect of the designation of reserves in Multnomah County, merely *could* conceivably, under certain circumstances, have an effect on other reserve designations. The converse is true as well – even if one or more of these contingencies occurred, there still might not be any effect on the designations of reserves in Multnomah County in their entirety.

to or reliance upon any other aspect of the designations of reserves in Multnomah County beyond the specific circumstances of Area 9D.

XI. CONSISTENCY WITH REGIONAL AND STATE POLICIES

A. Regional Framework Plan

Policy 1.1: Urban Form (1.1.1(a); 2.3)

The determination of the amount of urban reserves needed to accommodate growth to the year 2060 was based upon the current focus of the 2040 Growth Concept on compact, mixed-use, pedestrian-friendly and transit-supportive communities and a new strategy of investment to use land more efficiently. The reserves decision assumes that residential and commercial development will occur in development patterns more compact than the current overall settlement pattern in the UGB. In addition, amendments made by the reserves decisions to Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan place greater emphasis than the previous version of Title 11 on “great communities” that achieve levels of intensity that will support transit and other public facilities and services.

Policy 1.4: Economic Opportunity (1.4.1)

The four governments selected urban reserves with factor OAR 660-027-0050(2) (healthy economy) in mind. Rating potential urban reserves for suitability for industrial development, using staff maps and the *Business Coalition Constrained Land for Development and Employment Map* produced by Group McKenzie, resulted in designation of thousands of acres suitable for industrial and other employment uses as urban reserves. These reserves are distributed around the region to provide opportunities in all parts of the region.

Policy 1.6: Growth Management (1.6.1(a))

See finding for Policy 1.1.

Policy 1.7: Urban/Rural Transition

The four governments inventoried important natural landscape features outside the UGB and used those features to help make a clear transitions from urban to rural lands. The findings above explain how the governments applied the landscape features factors in OAR 660-027-0060(3) in designation of urban and rural reserves and demonstrate the use of natural and built features to define the extent of urban reserves.

Policy 1.11: Neighbor Cities

The four governments reached out to the non-Metro cities within the three counties and to Columbia, Yamhill and Marion counties and their cities to hear their concerns about designation of reserves near their boundaries. All expressed an interest in maintenance of separation between the metro urban area and their own communities. The four governments were careful not to designate urban reserves too close to any of these communities. As the findings above

indicate, the counties consulted with “neighbor cities” within their borders about which lands near them should be left un designated so they have room to grow, and which lands to designate rural reserve to preserve separation. The city of Sandy asked Metro and Clackamas County to revise the three governments’ agreement to protect a green corridor along Hwy 26 between Gresham and Sandy. At the time of adoption of these decisions, the three governments agreed upon a set of principles to guide revision to the agreement to use reserves to protect the corridor.

Policy 1.12: Protection of Agriculture and Forest Resource Lands (1.12.1; 1.12.3; 1.12.4)

See section II of the findings for explanation of the designation of farmland as urban or rural reserves. Metro’s Ordinance No. 10-1238A revises Policy 1.12 to conform to the new approach to urban and rural reserves.

Policy 1.13 Participation of Citizens

See sections III and IX (Goal 1) of the findings for full discussion of the public involvement process. The findings for each county (sections VI, VII and VIII) discuss the individual efforts of the counties to involve the public in decision-making.

Policy 2.8: The Natural Environment

The four governments inventoried important natural landscape features outside the UGB and used the information to identify natural resources that should be protected from urbanization. The findings above explain how the governments applied the landscape features factors in OAR 660-027-0060(3) in designation of rural reserves for long-term protection of natural resources.

B. Statewide Planning Goals

Goal 1 - Citizen Involvement

The four governments developed an overall public involvement program and, pursuant to the Reserve Rule [OAR 660-027-0030(2)], submitted the program to the State Citizen Involvement Advisory Committee (CIAC) for review. The CIAC endorsed the program. The four governments implemented the program over the next two and a half years. Each county and Metro adapted the program to fit its own public involvement policies and practices, described above. In all, the four governments carried out an extraordinary process of involvement that involved workshops, open houses, public hearings, advisory committee meeting open to the public and opportunities to comment at the governments’ websites. These efforts fulfill the governments’ responsibilities under Goal 1.

Goal 2 - Land Use Planning

There are two principal requirements in Goal 2: providing an adequate factual base for planning decisions and ensuring coordination with those affected by the planning decisions. The record submitted to LCDC contains an enormous body of information, some prepared by the four governments, some prepared by their advisory committees and some prepared by citizens and organizations that participated in the many opportunities for comment. These findings make

reference to some of the materials. The information in the record provides an ample basis for the urban and rural reserve designated by the four governments.

The four governments coordinated their planning efforts with all affected general and limited purpose governments and districts and many profit and non-profit organizations in the region (and some beyond the region, such as Marion, Yamhill and Polk Counties and state agencies) and, as a result, received a great amount of comment from these governments. The governments responded in writing to these comments at several stages in the two and one-half year effort, contained in the record submitted to LCDC. See Attachment 2 to June 3, 2010, Staff Report. These findings make an additional effort to respond to comments from partner governments (cities, districts, agencies) on particular areas. These efforts to notify, receive comment, accommodate and respond to comment fulfill the governments' responsibilities under Goal 2.

Goal 3 - Agricultural Lands

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands subject to Goal 3. Designation of agricultural land as rural reserve protects the land from inclusion within an urban growth boundary and from re-designation as urban reserve for 50 years. Designation of agricultural land as urban reserve means the land may be added to a UGB over the next 50 years. Goal 3 will apply to the addition of urban reserves to a UGB. The designation of these urban and rural reserves is consistent with Goal 3.

Goal 4 - Forest Lands

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands subject to Goal 4. Designation of forest land as rural reserve protects the land from inclusion within an urban growth boundary and from re-designation as urban reserve for 50 years. Designation of forest land as urban reserve means the land may be added to a UGB over the next 50 years. Goal 4 will apply to the addition of urban reserves to a UGB. The designation of reserves is consistent with Goal 4.

Goal 5 - Natural Resources, Scenic and Historic Areas and Open Spaces

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands inventoried and protected as Goal 5 resource lands. Designation of Goal 5 resources as rural reserve protects the land from inclusion within an urban growth boundary and from re-designation as urban reserve for 50 years. Designation of Goal 5 resources as urban reserve means the land may be added to a UGB over the next 50 years. Goal 5 will apply to the addition of urban reserves to a UGB. The designation of reserves is consistent with Goal 5.

Goal 6 - Air, Water and Land Resources Quality

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations intended to protect air, water or land resources quality. Nor does designation of reserves invoke state or federal air or water quality regulations. The designation of reserves is consistent with Goal 6.

Goal 7 - Areas Subject to Natural Hazards

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations intended to protect people or property from natural hazards. Nonetheless, the four governments consulted existing inventories of areas subject to flooding, landslides and earthquakes for purposes of determining their suitability for urbanization or for designation as rural reserve as important natural landscape features. This information guided the reserves designations, as indicated in the findings for particular reserves, and supported designation of some areas as rural reserves. Goal 7 will apply to future decisions to include any urban reserves in the UGB. The designation of reserves is consistent with Goal 7.

Goal 8 - Recreational Needs

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations intended to satisfy recreational needs. The designation of reserves is consistent with Goal 8.

Goal 9 - Economic Development

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations for lands subject to Goal 9. All urban and rural reserves lie outside the UGB. No land planned and zoned for rural employment was designated rural reserve. Designation of land as urban reserve helps achieve the objectives of Goal 9. Much urban reserve is suitable for industrial and other employment uses; designation of land suitable for employment as urban reserve increases the likelihood that it will become available for employment uses over time. The designation of reserves is consistent with Goal 9.

Goal 10 - Housing

All urban and rural reserves lie outside the UGB. No land planned and zoned to provide needed housing was designated urban or rural reserve. The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and does not remove or limit opportunities for housing. The designation of reserves is consistent with Goal 10.

Goal 11 - Public Facilities and Services

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and does not place any limitations on the provision of rural facilities and services. The four governments assessed the feasibility of providing urban facilities and services to lands under consideration for designation as urban reserve. This assessment guided the designations and increases the likelihood that urban reserves added to the UGB can be provided with urban facilities and services efficiently and cost-effectively. The designation of reserves is consistent with Goal 11.

Goal 12 - Transportation

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and does not place any limitations on the provision of rural transportation facilities or improvements. The four governments assessed the feasibility of

providing urban transportation facilities to lands under consideration for designation as urban reserve, with assistance from the Oregon Department of Transportation. This assessment guided the designations and increases the likelihood that urban reserves added to the UGB can be provided with urban transportation facilities efficiently and cost-effectively. The designation of reserves is consistent with Goal 12.

Goal 13 - Energy Conservation

The designation of urban and rural reserves does not change or affect comprehensive plan designations or land regulations and has no effect on energy conservation. The designation of reserves is consistent with Goal 13.

Goal 14 - Urbanization

The designation of urban and rural reserves directly influences future expansion of UGBs, but does not add any land to a UGB or urbanize any land. Goal 14 will apply to future decisions to add urban reserves to the regional UGB. The designation of urban and rural reserves is consistent with Goal 14.

Goal 15 - Willamette River Greenway

No land subject to county regulations to protect the Willamette River Greenway was designated urban reserve. The designation of urban and rural reserves is consistent with Goal 15.

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 17-1405 FOR THE PURPOSE OF RESPONDING TO THE REMAND FROM THE OREGON COURT OF APPEALS AND THE LAND CONSERVATION AND DEVELOPMENT COMMISSION REGARDING THE DESIGNATION OF URBAN AND RURAL RESERVES IN CLACKAMAS COUNTY AND MULTNOMAH COUNTY

Date: June 2, 2017

Prepared by: Roger Alfred, Senior Assistant Attorney

PROPOSED ACTION

Adoption of Ordinance No. 17-1405 for the purpose of incorporating the recent actions of Multnomah County and Clackamas County into a single joint set of findings and conclusions explaining why areas in each county were chosen as urban and rural reserves under the applicable factors.

BACKGROUND

This will be the Metro Council's third and final ordinance regarding the remand of urban and rural reserves in the Metro region. Multnomah County and Clackamas County have each recently adopted the necessary ordinances and findings in support of reserves in their counties, and Metro must now adopt and incorporate all of the findings and conclusions into a single document for submittal to LCDC for review and acknowledgment under state law.

On February 4, 2016 the Metro Council adopted Ordinance No. 16-1368, which included findings explaining why the Stafford area was correctly designated as urban reserves and responding to issues raised on appeal by the cities of West Linn and Tualatin regarding future provision of transportation and other services. On April 13, 2017 the Metro Council adopted Ordinance No. 17-1397, which addressed two state rule requirements that apply to the designation of urban and rural reserves across the entire region, in light of Metro's adoption of the 2014 Urban Growth Report and the reduction of urban reserve acreage in Washington County via HB 4078.

On May 23, 2017 the Clackamas County Board of Commissioners adopted Ordinance No. 06-2017, which includes supplemental findings and conclusions explaining why the Stafford area was designated as urban reserves under the applicable factors.

On June 1, 2017 the Multnomah County Board of Commissioners adopted Ordinance No. 1246, which includes supplemental findings and conclusions explaining why Area 9D was designated as rural reserve under the applicable factors.

RECOMMENDED ACTION

Staff recommends adoption of Ordinance No. 17-1405. State rules governing reserves require Metro and each county that designates reserves to adopt a "single joint set of findings of fact, statements of reasons and conclusions explaining why areas were chosen as urban or rural reserves" under the applicable factors. This ordinance satisfies that state law requirement and incorporates all findings into a single document for submittal to LCDC for review and acknowledgment.

Materials following this page were distributed at the meeting.

Metro

*600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov*



Metro

Minutes

Thursday, June 1, 2017

2:00 PM

AGENDA REVISED 5/31/17

Metro Regional Center, Council chamber

Council meeting

1. Call to Order and Roll Call

Council President Tom Hughes called the Metro Council meeting to order at 2:00 p.m.

Present: 7 - Council President Tom Hughes, Councilor Sam Chase, Councilor Carlotta Collette, Councilor Shirley Craddick, Councilor Craig Dirksen, Councilor Kathryn Harrington, and Councilor Bob Stacey

2. Citizen Communication

There was none.

3. Presentations**3.1 Greater Portland Sustainability Education Network (GPSEN) 2016-2017 Report**

Council President Hughes called on Ms. Kim Smith and Ms. Lin Harmon-Walker of the Greater Portland Sustainability Education Network (GPSEN) for a presentation. Ms. Smith explained that the mission of GPSEN was to connect diverse organizations in a collaborative network that multiplied their collective capacity to educate, empower, and engage for a sustainable future and to advance formal and informal education, training opportunities, and public awareness campaigns. She noted that GPSEN was one of more than one hundred Regional Centers of Expertise on Education for Sustainable Development (RCE) working around the world towards these goals. She shared the GPSEN's sustainable development goals, including quality education, climate action, and sustainable cities and communities. She highlighted that GPSEN could support the metropolitan region by helping organizations expand and engage beyond silos, leverage resources, and increase their collective impact.

Ms. Lin Harmon-Walk explained how the GPSEN as part of its work for the United Nations Educational, Scientific, and

Cultural Organization (UNESCO), strove to support the Global Action Programme by supporting education for sustainable development. She provided an overview of the program's priority action areas, including supporting local missions and strategic plans, transforming learning and training environments, building capacity of educators and trainers, empowering and mobilizing youth, and accelerating sustainable solutions at the local level. She provided examples of past GPSEN projects and emphasized that GPSEN was focused on increasing the collective impact of such actions using a number of different strategies. Ms. Smith then asked the Metro Council for their feedback, particularly around how to best support Metro and build collaborative regional efforts.

Council Discussion

Council President Hughes highlighted the economic advantages the Portland metropolitan region experienced due to its reputation as an advocate for renewable and sustainable policies. Councilor Chase emphasized the importance of local initiatives and partnerships in widespread, robust responses to climate change. Councilor Dirksen suggested GPSEN become involved in Metro projects that related to sustainability, including Climate Smart Communities, the Regional Transportation Plan, and the Solid Waste Roadmap. He also suggested that GPSEN connect with business organizations such as the Westside Economic Alliance and local youth advisory councils in order to build relationships with business leaders and engaged youth. Councilors thanked the Ms. Smith and Ms. Harmon-Walker for their presentation.

4. Consent Agenda

Approval of the Consent Agenda

A motion was made by Councilor Chase, seconded by Councilor Collette, to adopt items on the consent agenda. The motion passed by the following vote:

Aye: 7 - Council President Hughes, Councilor Chase, Councilor Collette, Councilor Craddick, Councilor Dirksen, Councilor Harrington, and Councilor Stacey

- 4.1 Consideration of the Council Meeting Minutes for May 25, 2017
- 4.2 Resolution No. 17-4812, For the Purpose of Confirming the Council President's Appointment of Deanna Palm to the Metropolitan Exposition Recreation Commission
- 4.3 Resolution No. 17-4813, For the Purpose of Confirming the Council President's Appointment of Dañel Malán to the Metropolitan Exposition Recreation Commission

5. Resolutions

- 5.1 Resolution No. 17-4790, For the Purpose of Authorizing an Exemption from the Competitive Bidding Procedures and Authorizing Procurement by Request for Proposals for the Construction of the Willamette Falls Riverwalk

Council President Hughes recessed the meeting of the Metro Council and convened the Metro Contract Review Board. He called on Ms. Gabi Schuster and Ms. Alex Gilbertson, Metro staff, for a brief presentation on Resolution No. 17-4790.

Ms. Schuster explained that the resolution would authorize an alternative procurement method for the construction of the Willamette Falls Riverwalk. She stated that the state's administrative rules allowed exemptions from competitive bidding and permitted procuring public improvement projects by a request-for-proposal (RFP) as long as the method was unlikely to encourage favoritism and would likely result in substantial cost savings as well as other benefits.

Ms. Schuster informed the Council that given the complexity of the construction of the Willamette Falls Riverwalk,

procurement services recommended the alternative procurement method for the project. She noted that it would allow for the general contractor and designer to work together, increasing collaboration and avoiding costly redesign and work change orders. She added that the RFP process would allow for evaluation of proposals and provide for an overall best value for Metro as it would include criteria for sustainability, diversity, and cost.

Council Discussion

Councilor Stacey noted that the complexities of the project and explained that they made the project a good fit for exemption from competitive bidding. He thanked Councilor Collette and Metro staff for providing an opportunity to see the design and visit the Willamette Falls site.

A motion was made by Councilor Collette, seconded by Councilor Stacey, that this item be adopted. The motion passed by the following vote:

Aye: 7 - Council President Hughes, Councilor Chase, Councilor Collette, Councilor Craddick, Councilor Dirksen, Councilor Harrington, and Councilor Stacey

5.1.1 Public Hearing for Resolution No. 17-4790

Council President Hughes opened up a public hearing on Resolution No. 17-4790 and requested that those wishing to testify come forward to speak. Seeing none, Council President Hughes gaveled out of the public hearing.

President Hughes then adjourned the Metro Contract Review Board and reconvened the Metro Council.

6. Ordinances (Second Reading)

6.1 Ordinance No. 17-1396, For the Purpose of Amending the 2014 Regional Transportation Plan to Include the Locally Preferred Alternative of the

Powell-Division Transit and Development Project

Council President Hughes stated that the first reading and public hearing for Ordinance No. 17-1396 took place on Thursday, May 25. He informed the Metro Council that Ms. Elizabeth Mros-O'Hara, Metro staff, was available for questions.

Council Discussion

Councilor Collette expressed her support for the project and its robust public engagement.

A motion was made by Councilor Dirksen, seconded by Councilor Craddick, that this item be adopted. The motion passed by the following vote:

Aye: 7 - Council President Hughes, Councilor Chase, Councilor Collette, Councilor Craddick, Councilor Dirksen, Councilor Harrington, and Councilor Stacey

6.2 Ordinance No. 17-1404, For the Purpose of Amending Metro Code Chapter 9.02 Ballot Measures, Initiative and Referendum

Council President Hughes stated that the first reading and public hearing for Ordinance No. 17-1404 took place on Thursday, May 25. He informed the Metro Council that Ms. Hope Whitney, Metro staff, was available for questions.

Council Discussion

There was none.

A motion was made by Councilor Collette, seconded by Councilor Chase, that this item be adopted. The motion passed by the following vote:

Aye: 7 - Council President Hughes, Councilor Chase, Councilor Collette, Councilor Craddick, Councilor Dirksen, Councilor Harrington, and Councilor Stacey

7. Chief Operating Officer Communication

Ms. Martha Bennett provided an update on the following events or items: the urban and rural reserves process and the annual Bowling for Rhinos fundraising event at the Oregon Zoo on June 10. She noted that Metro had received a very strong bond rating on its 2017 hotel tax bonds and thanked Metro staff and the Metro Council for supporting Metro's sound fiscal policies.

8. Councilor Communication

Councilors provided updates on the following meetings or events: the reveal of the Willamette Falls Riverwalk design on June 3, the final disposition study on the Willamette Falls Locks, the Columbia Ready Levee project, the Westside Economic Alliance summit, an open house for the Main Streets on Halsey project, and the Institute for Metropolitan Studies Board meeting. Councilor Dirksen noted that he would be unable to make the Tax Supervising & Conservation Commission budget hearing on June 8.

9. Adjourn

There being no further business, Council President Hughes adjourned the Metro Council meeting at 3:13 p.m. The Metro Council will convene the next regular council meeting on June 8 at 2:00 p.m. at the Metro Regional Center in the council chamber.

Respectfully submitted,



Nellie Papsdorf, Legislative and Engagement Coordinator

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF JUNE 1, 2017

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
3.1	PowerPoint	06/01/17	Greater Portland Sustainability Education Network	060117c-01
4.1	Minutes	06/01/17	Minutes from the May 25, 2017 Council Meeting	060117c-02

From: [Steve Barker](#)
To: [Metro Council](#)
Cc: [sandy baker](#); [Steve Barker](#); [Roger Alfred](#); [Matthew D. Lowe](#); peter.watts@jordanramis.com
Subject: submit map and letter for the record, Metro Council meeting June 8th, 2017
Date: Wednesday, June 07, 2017 3:10:55 PM
Attachments: [Barkers Five LLC City of Beaverton letter from mayor Doyle 3-02-2015.pdf](#)
[barkers five llc-barker property surrounded by power line 06-07-2017 reduced.pdf](#)

To whom it may concern (**had to resubmit because files were too big**)

I would like to submit for the record the attached map for the Metro Council meeting June 8th, 2017 regarding power lines surrounding our property. This map has relevance to the 2014 Oregon Court of Appeals remand for Multnomah County which will be discussed in this meeting. Also of relevance to the remand is the attached letter from the Mayor of Beaverton wanting our property as an option to include in the UGB. My sister Sandy Baker (not Barker) will also be submitting written testimony for tomorrow's meeting in conjunction with this map and the attached letter.

Thank you,

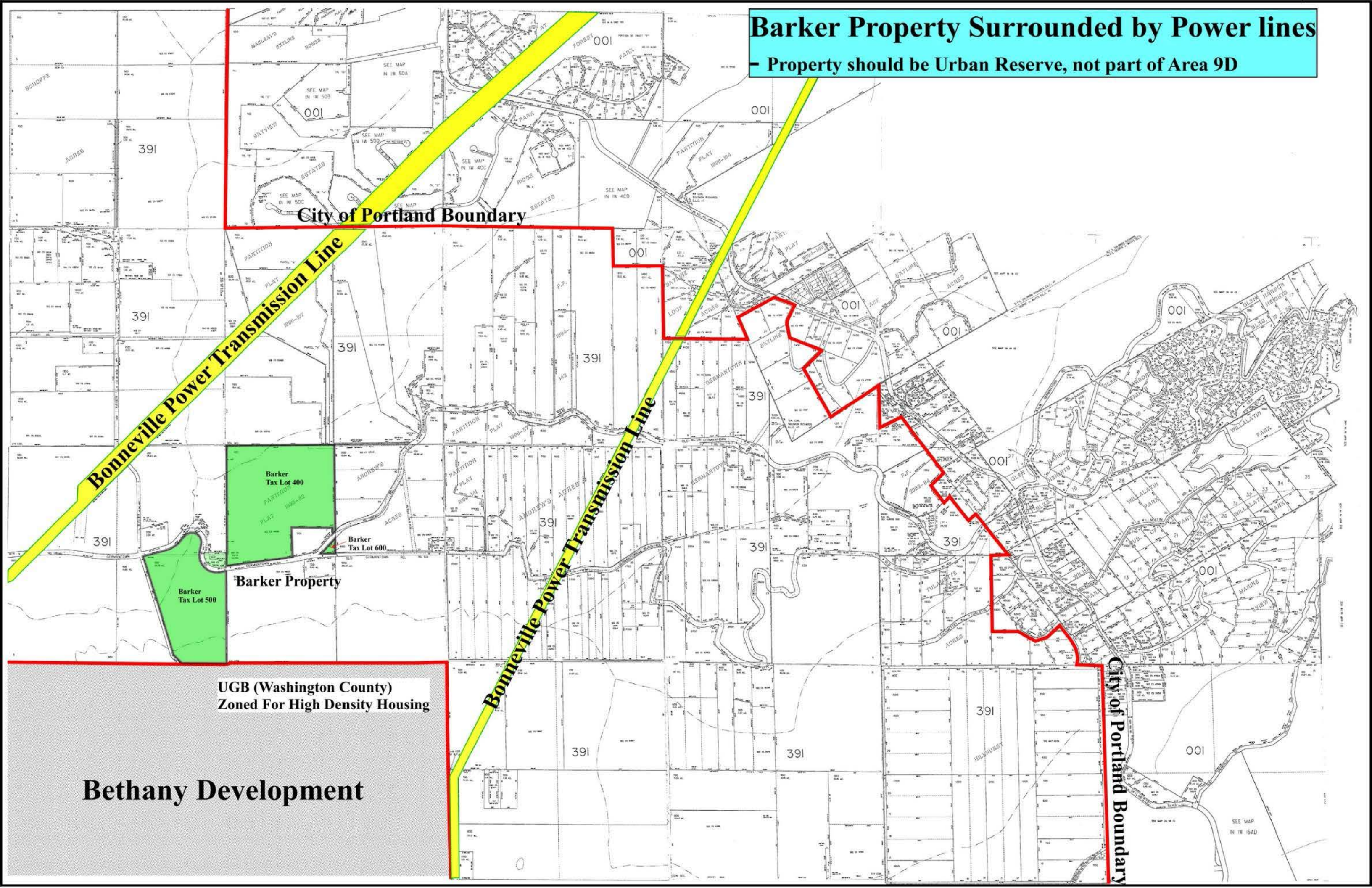
Steven Barker
Barkers Five LLC
281-222-8943 Cell
832-781-5237 work

Home Address:
810 Thicket Ln
Houston, TX 77079

Native Oregonian

Barker Property Surrounded by Power lines

- Property should be Urban Reserve, not part of Area 9D



City of Portland Boundary

Bonneville Power Transmission Line

Barker Tax Lot 400
Barker Tax Lot 500
Barker Property

Bonneville Power Transmission Line

UGB (Washington County)
Zoned For High Density Housing

Bethany Development

City of Portland Boundary



Denny Doyle, Mayor

March 2, 2015

Ms. Wendie Kellington
PO Box 159
Lake Oswego, OR 97034

RE: Barker Property

Dear Ms. Kellington:

Thank you for bringing to my attention the urban/rural reserve designation status of your client's (Barker) property on Germantown Road in Multnomah County. The purpose of my letter to you is to confirm the City of Beaverton's interest in seeing the Barker property placed in a classification where urbanization could take place in the future if it is appropriately demonstrated to Metro the need to expand the urban growth boundary to provide additional land for urban development.

The City has not conducted nor has received any site analyses to determine the suitability of the Barker property as an urban reserve. However, because the Barker property is adjacent to the existing Urban Growth Boundary line and the infrastructure supporting the urbanization of North Bethany, it would be appropriate to consider the Barker property for urbanization in the future. Without knowing the suitability for urbanization at this time, my staff and I recommend that the Barker property receive an "undesigned" classification from Multnomah County in-lieu of an urban or rural reserve designation.

As you know, the City of Beaverton's jurisdictional limits are approximately three miles south of the Barker property as measured along NW Kaiser Road and NW Bethany Boulevard. The City of Beaverton is in the initial stages of discussing the appropriate location of the City's urban service boundary with Washington County. It is possible that the City's future urban service boundary will include North Bethany.

If the North Bethany area becomes a part of the City of Beaverton, the Barker property will be adjacent to the City. If Barker property were to receive an "undesigned" classification from Multnomah County, the City would be willing to work with Multnomah County and other area special service districts (e.g. Clean Water Services, Tualatin Valley Water District, etc.) on establishing an urban service boundary to support the urbanization and governance of the Barker property.

City of Beaverton • PO Box 4755 • Beaverton, OR 97076 • www.BeavertonOregon.gov
ph: 503.526.2481 • fax: 503.526.2571

The Best of Oregon

Ms. Wendie Kellington
March 2, 2015
Page Two

While the City's ability to provide service and governance to the Barker property is speculative at this time, the need for land to urbanize in the future is not. If the City is in a position in the future to assist the Barker family in developing their property, we will be happy to provide that assistance.

If you have any questions about this letter, please feel free to contact Cheryl Twete, Community Development Director at (503) 526-2422 or by email at Ctwete@BeavertonOregon.Gov.

Sincerely,

A handwritten signature in cursive script that reads "Denny Doyle".

Denny Doyle
Mayor

c: Cheryl Twete
Leonard Bergstein

June 8th, 2017

Please put into record

Good afternoon

My name is Sandy Baker, along with my 4 other siblings we own property of 62 acres, and this land has been in the family for 112 years. Because of all the land use regulations we were denied the right to build and raise our families.

We now face having our property locked away for 50 more years under the Urban and Rural reserves process. This is wrong.

(Please see map included.) We were stamped EFU years ago...we cannot farm, we have no irrigation rights, the lower 24 acres is not allowed one house on it, Kaiser road flanks the west side with Germantown bisecting it from the upper 38 acres. We abut the Bethany expansion with 15,000 moving in. Kaiser and Germantown Roads will strangle us with even more traffic. We cannot sustain farming practices or be a fair buffer for foundation farm land. Our property is surrounded by urban residential to the north and south with rural residential to the east.

On the other hand...we realistically fit the urban consideration of factors far greater than rural. How can this be?

The interpretation of factors is the challenge. The reserves process has given 3 counties opportunity to expand or not. So the interpretations vary with each county. Is the interpretation of the factors a true consideration or skewed to obtain their goal?

Multnomah County has not been a fair, open, or transparent process...I have made this very clear in past testimony. The CAC west hills reserves group was comprised of the FPNA and Skyline Ridge Assoc. They wanted everything kept as rural from the beginning and Multnomah County selected the CAC members.

This Reserves process is a first of its kind in land use Policy: Do you fully feel certain that was conducted **fairly**...is it without **flaws**? Is there unintended consequences? Yes, our property

The remand order for Multnomah (in other words the Barker property). Exhibit 2: findings of fact, Statements of reasons and conclusions, and conclusions of law. Does this hold water, has it been vetted, does it completely substantiate what the court of appeals addressed. Multnomah legal, as well as some CAC members, have touted that this is an "easy fix, not a problem". This attitude makes me suspicious...The court of appeals did not take this lightly, why does Multnomah County? And then why would Metro or LCDC?

Multnomah wants our property under rural designation for 50 years...without options. But we do have options. The City of Beaverton has stated interest in our property because it is adjacent to all Urban and Community facilities.

I read, either in policy or description of the reserves: Section 3E last paragraph, "Urban and Rural reserves designations will not change current zoning or restrict landowners' currently allowed use of their lands". Our property has already been changed with new policy and tighter land use regulations. The new 2016 Multnomah County Comprehensive Plan has been completed, under the same mindset and even the same CAC members as in the reserves process. These members, once again, selected by Multnomah County Commission. Can you honestly tell me that this is fair?

In summary, I believe the reserves process has become a sophisticated way of allocating land into urban or rural designations without consideration of property rights.

Thank you for listening to my testimony.

Sandy Baker
Barker's Five LLC

ATTORNEYS
CHRISTOPHER JAMES
AREK FRISTENSKY
EXECUTIVE ASSISTANT
LISA SMITH



ATTORNEYS

June 8, 2017

Metro Council
600 NE Grand Avenue
Portland, Oregon 97232
nellie.papsdorf@oregonmetro.gov

Re: Submission Opposing Ordinance No. 17-1405

Dear President Hughes and Metro Councilors:

This letter is on behalf of landowners who collectively own approximately 225 acres of land located in the “L” region of Area 9B in Multnomah County. The landowners are Springville Investors, LLC, Katherine Blumenkron, David Blumenkron, Burnham Farms, LLC, and Bob Zahler (collectively, the “Owners”). This letter is written in opposition to Ordinance No. 17-1405, which is scheduled for consideration by the Metro Council on June 8, 2017.

This submission outlines the current legal and factual bases for opposing the adoption of Ordinance 17-1405.

The two principal issues presented today are:

1. Does the reserves process invoke a constitutional or statutory duty to provide constitutional due process or its equivalent in reserve proceedings?
2. If the answer is yes, by what means is that adherence accomplished?

ISSUE I: IS THERE A QUASI-JUDICIAL OR DUE PROCESS DUTY ON THE AGENCIES?

The answer to the first issue is affirmative. It is provided by the Metro President in 2010.

President David Bragdon gave testimony to the Multnomah County Board on February 25, 2010. Perhaps anticipating the County’s subsequent move to amend the IGA to designate Areas 9A and 9B as rural reserve, President Bragdon stated¹ that when LCDC reviews the Metro’s and the Counties’ joint submission:

“They will look at those three things: they’ll look at the law, they’ll look at the rule, and they will look at the record. They can’t, and we can’t, look at what’s momentarily expedient, or what may be popular in a given room, at a given time. We’re not

¹ A video and audio recording of the February 25, 2010 meeting of the Multnomah County Board of County Commissioners is available at: http://multnomah.granicus.com/MediaPlayer.php?publish_id=84dc7d4f-4b7c-11e5-ab53-00219ba2f017. The quoted statement by Metro President David Bragdon begins at approximately 01:16:35 of that video recording. (Last accessed 6/6/17).

allowed to use sentiment, which is really tough for us, because we all run for office because we care about things. We can't just use our impression. This is not technically a quasi-judicial proceeding as some land use—but it almost is quasi-judicial in the sense that our work will be reviewed by a state body that will apply criteria that are in the law. And so that—these are things that are in our mind. It's not rules of the heart, rules of the head, that's frustrating, that is [sic] the rules of the state of Oregon.”

It was identified to the Multnomah County Council by councilor Ted Wheeler in his comments, on February 25, 2010, regarding the challenged motion to amend the proposed Metro-Multnomah County intergovernmental agreement (IGA) to change the designation of Areas 9A and 9B from “undesignated” to rural reserve. Chair Wheeler expressed opposition to the motion, stating² that:

“We brought in some tremendously important rural reserves during this process, and I would not want to jeopardize that through a somewhat tenuous rural reserve designation in those areas where even our own legal counsel indicate that we can't provide an adequate record to defend it.”

And it is highly probable that it is identified in documents withheld by Multnomah County under attorney-client privilege in response to a public records (FOIA) request by the Owners. A total of 23 communications between Multnomah County staff and Commissioners with legal counsel are withheld from inspection.

The issue of due process under the constitution is determined by the factors that determine if a property right is being affected. Metro and the Counties' decisions about whether certain properties (including the Owners' properties) should be designated as rural or urban reserve have been regarded by the agencies members as requiring quasi-judicial determinations³ subject to fair and impartial determination. Those protections include providing parties an adequate opportunity to be heard, an opportunity to present and rebut evidence, and a tribunal that is impartial in the matter. *Fasano v. Bd. of County Comm'rs*, 264 Or 574, 587 (1973).

Furthermore, the Metro and the Counties' actions in designating properties as rural reserve are subject to constitutional due process requirements. Due process protects individuals from mistaken or unjustified deprivations of life, liberty, or property by requiring adequate procedural protections that enable a person to contest the basis on which the government proposes

² A video and audio recording of the February 25, 2010 meeting of the Multnomah County Board of County Commissioners is available at: http://multnomah.granicus.com/MediaPlayer.php?publish_id=84dc7d4f-4b7c-11e5-ab53-00219ba2f017. The quoted statement by Chair Wheeler begins at approximately 03:09:25 of that video recording. (Last accessed 6/6/17).

³ See *Columbia Riverkeeper v. Clatsop County*, 267 Or.App. 578, 597 (2014) (“A determination whether the permissible use of a specific property should be changed is usually an exercise of judicial authority that is properly subject to a less deferential standard of review.”); *Hood River Valley Residents' Comm., Inc v. Bd. of County Comm'rs*, 193 Or.App. 485, 495 (2004) (determining whether a government action represents an exercise of quasi-judicial functions involves consideration of at least three balancing factors, including whether the process calls for reaching a decision that is confined by preexisting criteria rather than a wide discretionary choice of action or inaction, whether the decisionmaker is bound to apply preexisting criteria to concrete facts, and whether the decision is directed at a closely circumscribed factual situation or a relatively small number of persons) (citing *Strawberry Hill 4 Wheelers v. Bd. of Comm'rs*, 287 Or. 591, 602-604 (1979)).

to deprive them of protected interests. *Carey v. Piphus*, 435 U.S. 247, 259 (1978); *Fuentes v. Shevin*, 407 U.S. 67, 81 (1972). The reserves designations enacted by Metro and the Counties implicate a number of protected property interests, including but not limited to: the right to seek inclusion in the Urban Growth Boundary, the right to seek a zoning change or amendment, the right to seek a variance or change in use of property, and the right to challenge or appeal other government actions concerning the affected property. *See e.g. Harris v. County of Riverside*, 904 F.2d 497, 502-503 (9th Cir. 1990) (finding that the operation of an ATV business on landowner's property a sufficient interest). Hence, Metro must ensure that its actions in adopting the reserves designations comport with due process requirements, including a substantive and fair opportunity for the Owners and others to present and rebut evidence regarding the application of the reserves factors and criteria to their properties, and fair consideration of the factors under SB 1011.

The submissions on June 8th are not the occasion for a fair and impartial presentation of the facts at issue. The facts at issue are the bias and impartiality of council members at the Multnomah County level when they reversed themselves, on February 25, 2010, by amending the proposed IGA between Metro and Multnomah County to change Area 9B from “undesigned” to rural reserve. What the Owners have done is to “show cause” that the system was not administered as required. To use “the head and not the heart” as President Bragdon advised⁴ Multnomah County on February 25, 2010:

“It’s not rules of the heart, rules of the head, that’s frustrating, that is [sic] the rules of the state of Oregon.”

ISSUE 2: WHAT IS REQUIRED OF METRO IF THERE IS EVIDENCE OF BIAS OR OTHER VIOLATIONS OF DUE PROCESS AND/OR STATUTES?

The proof in the record is not only that the “L” of East Bethany does not qualify for rural reserve on the merits, but that the merits were never truly considered. But the proof in the record is that not all the evidence is available, no witnesses of the agency are accessible, nor is the internal record of their actions. This is the central evidence in a contention of pretext or bias. There is abundant evidence of the result of influence and bias, the reversal of a decision made 45 days earlier because of “constituent objections,” the last-minute substitution of testimony from new witnesses that is both inaccurate and misleading, the deletion of report pages that support the Owners and their evidence. But the direct evidence, and the mechanism for it—witness interrogation—is prevented and an impartial tribunal has been prevented.

The Owners and other interested parties have identified sufficient evidence. They have shown cause for agency review of defects in process and fairness. They have met their burden.

This hearing and these proceedings do not afford the Owners the due process opportunity, and the opportunity identified by former Metro President David Bragdon. The evidence now in the record demonstrates Multnomah County improperly designated their land as rural reserve based on improper considerations then and now, that is, reaffirming that determination with knowledge of the error. The evidence presented today also demonstrates that circumstances have changed since Metro and Multnomah County first designated the Owners’ properties in 2010. These changes, both in the “L” region of Area 9B and elsewhere in Multnomah County, require Metro and the County to re-assess and as warranted, sub-divide Area 9B and other reserves study areas to determine appropriate designations for affected properties.

⁴ *See supra* n. 1.

Metro is now the only agency that can provide relief to these aggrieved Owners and it has the duty to do so.

CONCLUSION

The error of designating the “L” as rural reserve would be egregious and indelible. By simply considering the “L” separately from the remainder of Area 9B and applying the appropriate designation impartially it is cured. It is a small burden compared with the injury from current actions. Without it Metro will now have needlessly put in jeopardy the entire reserves legislation. The Owners again assert the right to have their properties evaluated separately from Area 9B, or alternatively to receive a separate designation within Area 9B based on the statutory factors and criteria, and including the requirements of ORS § 197.040.

Respectfully Submitted,

THE JAMES LAW GROUP, LLC

Christopher James

On behalf of:
Springville Investors, LLC
Katherine Blumenkron
David Blumenkron

Appendix to Letter on Behalf of Owners Opposed to Ordinance 17-1405

A NON-EXCUSIVE LIST OF EVIDENCE SUFFICIENT TO SHOW CAUSE WHY PROCEEDINGS MUST BE SUSPENDED AND AN IMPARTIAL TRIBUNAL WITH WITNESSES AND EVIDENCE-BASED REVIEW INVOKED

I. Multnomah County's submission has extensive factual and legal deficiencies.

Multnomah County Ordinance No. 1246 was adopted through a flawed procedure that failed to provide adequate procedural protections to affected parties. First, the County was not an impartial decisionmaker when it rendered its decision. Multnomah County Chair Kafoury was a member of the Commission when it enacted its urban and rural reserve ordinances in 2010 and 2011. Commissioner Kafoury was also a deciding vote in the County's 3-2 split decision on February 25, 2010 that reversed the County's prior determination⁵ that Area 9B should remain "undesignated." Regarding that vote, Commissioner Kafoury offered statements indicating that her vote was improperly influenced by political considerations rather than being based on an impartial application of the reserves factors.⁶

Furthermore, the County Commissioners were predisposed to simply reaffirm the Board's prior actions by adopting Ordinance No. 1246 without objectively considering the existing record or any new evidence.⁷ At the close of the public hearing on May 4, 2017, Chair Kafoury stated⁸ that she appreciated the public engagement in the issue, but that "it's the time for us to reaffirm the decision." Commissioner Stegmann stated⁹ that because she was a new Commissioner, she felt that she had "to honor the work that has gone on since 2008." Similarly, Commissioner Meieran stated¹⁰ that "we are reaffirming a decision that was made by the previous board, and I'm going to support that." These facts strongly indicate that the County was not an impartial decisionmaker in the matter of Ordinance No. 1246.

⁵ See Attachment A to Multnomah County Resolution No. 09-153, at 2.

⁶ At the February 25th, 2010 meeting of the Multnomah County Commission, Commissioner Kafoury, one of three commissioners who voted to change the status of Area 9B from "undesignated" to rural reserve, stated in regard to her vote that she had received nearly 700 letters, emails, and phone calls from the public in support of rural reserve designation for Areas 9A and 9B, and that she "can't not take that into consideration." A video and audio recording of this Board meeting is publicly available at: http://multnomah.granicus.com/MediaPlayer.php?publish_id=84dc7d4f-4b7c-11e5-ab53-00219ba2f017. The quoted and referenced statements by Commissioner Kafoury begin at 3:22:58 of that video recording. (Last accessed 6/6/17).

⁷ The Agenda Placement Request (APR) for the May 4, 2017 meeting of the Multnomah County Commission stated that "in order to respond to the specific issues identified by the court, there is no need to re-open the evidentiary record in this matter and the hearing on this matter has been scheduled to proceed on the existing evidentiary record." The APR is available at http://multnomah.granicus.com/MetaViewer.php?view_id=3&clip_id=1554&meta_id=105554. (Last accessed 6/6/17).

⁸ A video recording of the Multnomah County Board hearing on May 4, 2017 is publicly available at http://multnomah.granicus.com/MediaPlayer.php?view_id=3&clip_id=1554. (Last accessed 6/6/17). The referenced and quoted statements by Chair Kafoury and Commissioners Stegmann and Meieran at the May 4th, 2017 hearing begin at 01:31:20 of the video recording.

⁹ See *supra* n. 8.

¹⁰ See *supra* n. 8.

Second, the County failed to provide an adequate opportunity to be heard. The meeting agenda stated that testimony was limited to merely three minutes per person.¹¹ However, the County initially chose to limit the testimony of the Owners and others to only two minutes. This limitation was extended to three minutes after objections were raised in testimony. However, two or three minutes of testimony is grossly inadequate to address the extensive legal and factual issues represented by the ordinance under consideration.

Additionally, Multnomah County Ordinance 1246 has extensive factual and legal deficiencies that render it invalid. These deficiencies are outlined in Attachment A to this submission, which is letter dated May 4, 2017 from the Owners to Multnomah County.

For these reasons, Multnomah County Ordinance No. 1246 (and by extension, Metro Ordinance 17-1405) is invalid. Accordingly, Metro should reject the Ordinance in its current form.

II. Metro has the duty to require compliance with Constitutional law, including Due Process and Equal Protection.

Metro is a government agency subject to the Due Process and Equal Protection clauses of the 14th Amendment of the U.S. Constitution, and therefore it must ensure that its actions are consistent with those constitutional requirements. Furthermore, because Ordinance No. 17-1405 adopts and incorporates the findings and conclusions of Multnomah Ordinance 1246, Metro also has a duty to ensure that Ordinance 1246 satisfies constitutional due process and equal protection.

Under Metro Ordinance Nos. 10-1238A and 11-1255 (which are incorporated into Ordinance No. 17-1405), Metro and Multnomah County treated the “L” in Area 9B differently than other similarly situated properties in the tri-county.¹² Area 1C in Multnomah County is one example. Like Area 9B, which includes small sections of Abbey Creek, Area 1C has several stream corridors that flow through the area. Also like Area 9B, Area 1C is bounded by the Urban Growth Boundary, has few topographical constraints on urban use, and local agencies indicated the ability and desire to provide the area with urban services. But unlike Area 9B, Area 1C is “Foundation” agricultural land, whereas Area 9B is “conflicted” land less suitable to agricultural use. However, Metro designated Area 1C as urban reserve, but agreed with Multnomah County that Area 9B should be designated rural reserve on grounds including that 9B could not be developed in ways that protect natural landscape features.

Furthermore, Metro and Multnomah County agreed to adjust the southern boundary of Area 1C to address concerns regarding impacts to Johnson Creek,¹³ but rejected the requests of the Owners and others to take a similar approach with Area 9B. Similarly, the boundaries of Area 1D (urban reserve) were drawn specifically drawn around section of the North Fork Deep Creek corridor, which was instead designated as rural reserve. Metro also decided to subdivide areas 7B and 7I—both of which were, at the outset, larger than the “L”—and assign different reserves

¹¹ The agenda for the May 4, 2017 meeting of the Multnomah County Board of Commissioners is available at http://multnomah.granicus.com/MediaPlayer.php?view_id=3&clip_id=1554. (Last accessed 6/6/17).

¹² These contentions are currently the subject of litigation in federal court against both Metro and Multnomah County. See *Blumenkron v. Eberwein*, 2015 U.S. Dist. LEXIS 129837, *22, 2015 WL 5687869 (D. Or. Sept. 28, 2015).

¹³ See Exhibit E to Metro Ordinance 10-1238A, at 35 (“Concern for protection of Johnson Creek was expressed by environmental stakeholders, and is addressed by holding the southern urban reserve edge to the north of the creek. MultCo Rec. 752.”).

designations to those subdivisions. However, notwithstanding repeated evidence from the Owners and agency staff that the “L” should be considered separately from the remainder of Area 9B due to differing features and topography, Metro and Multnomah County refused to do so. Instead, those agencies decided to designate the “L” as rural reserve based on the characteristics of other, steeper lands to the east of the “L.”

There is absolutely no reason why Metro and Multnomah County could not, or cannot now, separately consider and apply the reserves factors to the “L” to determine the appropriate designation for the Owners properties. This could easily be achieved by, for instance, subdividing Area 9B, or adjusting the boundaries of Area 9B to carve out specific natural landscape features. Indeed, the boundaries that were initially selected for Area 9B are essentially arbitrary—they do not reflect the topography of the area, or the presence of natural landscape features or habitat, or any other characteristics that rural reserve designation was designed to protect. Instead, the boundaries of 9B are principally determined by political boundaries, which is not a factor for determining reserves designations. But Multnomah County, by enacting Ordinance 1246, again refused to even consider such an approach with respect to Area 9B, even though it and the other Counties were willing to undertake such solutions in other areas, and even though Multnomah County’s *own planning staff* initially identified the “L” area as having significantly different characteristics than the eastern parts of Area 9B.

In other words, Metro and Multnomah County have treated the “L” properties differently than similarly situated areas by weighting and applying the urban and rural reserve factors differently to Area 9B than to other areas, and by refusing to adjust the boundaries or subdivide Area 9B to allow separate consideration of the “L.” Such differential treatment violates the Owners equal protection rights under the Constitution. The Metro Council has the power to correct these violations, and the Owners respectfully request that it do so.

Additionally, Metro and Multnomah County’s reserves ordinances were adopted in violation of the Owners’ procedural and substantive due process rights. As discussed above, reserves designations are quasi-judicial determinations involving the application of preexisting criteria to concrete facts, but neither Multnomah County nor Metro afforded affected parties even the minimum procedural protections required by law, such as a sufficient opportunity to be heard and to present and rebut evidence before an impartial tribunal. Furthermore, rural reserve designation removes private property rights for a period of at least 40 years, which is an irrationally long period that violates due process.

For all of these reasons, enacting the Ordinance will perpetuate and compound constitutional violations that have accrued throughout the reserves designation process. Accordingly, Metro should reject the Ordinance, reconsider the record and allow submissions of new evidence, and ensure that the Owners and all affected landowners are afforded due process and equal protection.

III. Metro must apply the analysis of ORS § 197.040 to the “L” in Area 9B.

LCDC’s enabling statute provides that LCDC, in designing its administrative requirements, must “assess the likely degree of economic impact on identified property or economic interests,” and “assess whether alternative actions are available that would achieve the underlying lawful governmental objective and would have a lesser economic impact.” ORS §

197.040(1)(b)¹⁴. The LCDC regulations implementing the reserves statute govern the reserves designation process, and the counties and Metro apply those rules in determining whether lands should be designated as urban or rural reserves. Those rules are only valid to the extent that they are consistent with both the applicable statutes and land use planning goals. *Wetherell v. Douglas County*, 342 Or. 666, 676 (2007) (citing *City of West Linn v. LCDC*, 200 Or.App. 269, 275-76 (2005), *rev. denied* 339 Or. 610 (2005)). The statutory mandate preempts the rules, and the local governments are bound by the statute, regardless of the rule. *See Wetherell*, 342 Or. at 682 (holding that LCDC may not require a local government to make land use decisions utilizing standards that do not comply with statutory definitions, and invalidating an OAR that precluded consideration of factors that were appropriate under the statute). Thus, Multnomah County is obligated to perform the assessment and balancing set forth in ORS 197.040 regardless of the language of the OARs. *See Jordan v. Douglas County*, LUBA No. 2001-045 (OR. LUBA, 2001) (a local government’s decision will be reversed or remanded if it fails to follow applicable statutes and procedures).

The proposed Ordinance before the Metro Council utterly lacks compliance with ORS § 197.040. Facially, the County did not compare the proposed solution to other solutions that would have lesser economic impact on the “L” properties, but would accomplish the same result. The Commission is required to apply the analysis of ORS 197.040 with regard to the “L” in Area 9B and apply an urban reserve designation on the record before it.

IV. The “L” in Area 9B clearly satisfies the urban reserve factors, and Metro should therefore designate this area as urban reserve.

Multnomah County’s decision to designate Area 9B as rural reserve was not the product of objective analysis and application of the urban and rural reserve factors.¹⁵ Rather, the County’s decision—an 11th-hour split decision that was contrary to the recommendations of Multnomah County staff, Metro, and the Reserves Steering Committee—was the product of political influence, misinformation, and failure to acknowledge clear evidence in the record.

Metro and Multnomah County’s joint statement of reasons for designating Area 9B as rural reserve addressed two principal issues: efficient use of existing or planned urban infrastructure and future governance, and protection of natural landscape features. Exhibit E to Metro Ordinance 10-1238A, at 38. However, the information in the record available to the County Commission at the time of its decision in 2010 clearly showed that these factors did not warrant a rural reserve designation for the Owners’ properties.

¹⁴ ORS 197.040(1) further incorporates the overarching principle of equity set forth in ORS 197.010 and requires that the Commission shall adopt rules that it considers necessary to carry out the land use statutory mandate, including, in relevant part, mandating that the Commission:

- “(C) Assess what economic and property interests will be, or are likely to be, affected by the proposed rule;
- (D) Assess the likely degree of economic impact on identified property and economic interests; and
- (E) Assess whether alternative actions are available that would achieve the underlying lawful governmental objective and would have a lesser economic impact.”

¹⁵ Indeed, following many months of analysis of the reserves study areas, Multnomah County staff and the Multnomah County Commission agreed Area 9B should remain “undesigned.” *See* Attachment A to Multnomah County Resolution No. 09-153. The rationale for this recommendation was that future events would clarify a future assignment of an appropriate reserve designation, if any. *See Id.* at 2. Multnomah County staff found that the Lower Springville Road area—which includes the Owners’ properties—had “low” suitability for rural reserve. Attachment B to Multnomah County Resolution 09-153, at 6.

A. Access to urban public services and governance.

In Metro's and Multnomah County's joint statement of reasons for designating Area 9B as rural reserve, those agencies found that "there is not a city in a position to provide urban services to Areas 9A to C." Exhibit E to Metro Ordinance 10-1238A, at 38.

However, in 2009 and 2010, there was clear evidence in the record that the Owners' properties could receive both governance and services from financially-capable urban service providers through efficient use of existing or future public infrastructure investments. In a letter dated September 4, 2009, the City of Beaverton informed Multnomah County that "Beaverton City is willing to provide governance and urban services to the East Bethany area" if Multnomah County designated the area as urban reserve. MC Rec. 2768-2769. Similarly, Tom Brian, the chair of the Washington County Board of County Commissioners delivered a letter to Multnomah County on February 17, 2010 informing the County that the "L," if developed, is "likely to receive services from Washington County and one or more of its service districts due to its topography and proximity to urban services on the west side of the Multnomah/Washington County line." MC Rec. 3922.

Since 2010, the urban North Bethany area (which is inside the UGB) immediately adjacent to the "L" has developed at urban densities. Public infrastructure including sewer and water lines have been established in the area, and can be efficiently extended to serve the "L."

Hence, in light of the existing record and developments in the vicinity of the "L" since 2010, it is clear that concerns regarding efficient access to urban infrastructure and future governance do not warrant rural reserve designation of the Owners' properties.

B. Protection of natural landscape features.

In their joint statement of reasons for designating Area 9B as rural reserve, Metro and Multnomah County found that "the proposed rural reserve designation for all of area 9A – 9C recognizes and preserves the landscape features values that are of great value to the county." Exhibit E to Metro Ordinance 10-1238A, at 38.

However, the "L," in contrast to the eastern parts of Area 9B, does not contain extensive natural landscape features. Furthermore, the "L" can be developed at urban densities while at the same time protecting and preserving natural landscape features. In fact, the Multnomah County formally recommended to the Core 4, on December 10, 2009, that the area should remain undesignated in order to allow further consideration of a development concept "that would leverage revenue from more intensive development east of N. Bethany to support lower density development in targeted areas to the east and acquire other land for public ownership." Attachment A to Multnomah County Resolution No. 09-153, at 2. The County found that "*this approach could both protect landscape features by sensitive use of development and open space together with public ownership, while contributing to urban capacity.*" *Id.* (emphasis added).

Metro approved just such an approach when it designated Area 8C as urban reserve. Area 8C includes mapped natural landscape features. To address concerns regarding the protection of natural landscape features, Metro designated Area 8C as urban reserve subject to Metro's "Integrating Habitats" program, which "utilizes design principles to improve water quality and provide wildlife habitat." Exhibit B to Metro Ordinance No. 11-1255, at 66. Such design

principles and careful planning can also be applied to the “L” in Area 9B to preserve habitat and natural landscape features.¹⁶

Additionally, it is important to note that rural reserve designation does not, by itself, ensure that natural landscape features will be protected and preserved to any greater extent than can be achieved under an urban reserve designation that is subject to careful development planning designed to preserve such features.

V. Multnomah County designated the Owners’ properties as rural reserves based on improper considerations including public sentiment and political boundaries.

In their joint statement of reasons for designating Area 9B as rural reserve, Metro and Multnomah County stated that “[r]ural reserve for this area is supported not only by the weight of responses from the public, but by the Planning Commission and the regional deliberative body MPAC as well.” Exhibit E to Metro Ordinance 10-1238A, at 38. However, the “the weight of responses from the public” is not a legitimate basis for designating reserves. Rather, designations must be based on impartial application of the reserves factors and criteria.¹⁷ Basing decisions about whether the property rights of certain landowners should be impaired for a period of least 40 years on the preferences of individuals who are not directly burdened by such decisions is unsupported by the reserves statutes, and violates due process.¹⁸

Multnomah County also stated that it used the county line—a political division, not a natural landscape feature—as justification for designating Area 9B as rural reserve. *See* Exhibit E to Metro Ordinance 10-1238A, at 37 (“The county agrees that the west edge of area 9B defines a boundary between urbanizing Washington County and the landscape features to the east in Multnomah County.”). The location of county lines is not a factor for designating reserves. Furthermore, the fact that the “L” has very similar characteristics to the North Bethany urban area, that both Beaverton City and Washington County expressed willingness¹⁹ to provide urban services to the “L,” and that the City of Portland strongly opposed urban reserve for Area 9B,²⁰ it is clear that the Owners’ properties were designated rural reserve because their land is located in Multnomah County instead of Washington County.

¹⁶ Similarly, Metro and Multnomah County both agreed to adjust the boundaries of urban reserve Area 1C to address concerns regarding the protection of Johnson Creek. *See* Exhibit E to Metro Ordinance 10-1238A, at 35 (“Concern for protection of Johnson Creek was expressed by environmental stakeholders, and is addressed by holding the southern urban reserve edge to the north of the creek. MultCo Rec. 752.”).

¹⁷ The procedures for the designation of reserves under Senate Bill 1011 (2007) includes specific factors and criteria to be applied by the partner agencies involved. Or. Rev. Stat. § 195.141(5) (urban reserve factors); Or. Rev. Stat. § 195.141(3) (rural reserve factors). Public opinion is not a factor for determining an appropriate reserve designation under those statutes or the implementing regulations.

¹⁸ *See Washington ex rel. Seattle Title Trust Co. v. Roberge*, 278 U.S. 116 (1928) (ordinance violated due process because it gave neighboring landowners the authority over the issuance of a permit to construct a residential building).

¹⁹ *See* MultCo Rec. 3922 (letter dated 02/17/10 informing Multnomah County that Washington County and one or more of its service districts can provide urban services including water, sewer, and transportation to Area 9B due to its proximity to urban services on the west side of the county line); MultCo Rec. 2768-2769 (letter dated 09/04/09 informing Multnomah County that Beaverton would be willing to provide governance and urban services to the East Bethany area).

²⁰ *See e.g.* MultCo Rec. 3897-3900 (letter dated 12/10/2009 from Portland Mayor Sam Adams to Multnomah County supporting rural reserve designation for Map Areas 7a and 7b); Metro Rec. 1561-1564 (letter dated 01/11/10 from Mayor Adams to Metro urging rural reserves for the East Bethany area); MultCo Rec. 3895 (letter dated 02/23/10 from Mayor Adams to Multnomah County urging rural reserve designation for Area 9B).

June 8, 2017

Metro Council
600 NE Grand Avenue
Portland, Oregon 97232

RE: Metro Ordinance No. 17-1405

Dear President Hughes and Metro Councilors:

My name is Hank Skade and I am an owner of property located at 14425 NW Springville Road in Multnomah County, Oregon. This property is located within the "L" of Reserves Study Area 9B.

I am opposed to Ordinance No. 17-1405 because it would affirm Multnomah County's unlawful actions in designating my property as rural reserve. An impartial application of the governing statutes and regulations to the facts clearly shows that my property and the other properties in the "L" should be urban reserve, not rural reserve. I respectfully request that the Metro Council objectively review the record regarding the "L," and consider submissions of new evidence showing how circumstances have changed since Metro and Multnomah County first adopted the reserves ordinances in 2010. The facts and law require that Metro reject Multnomah County's submission, and designate the "L" as urban reserve.

In addition to testimony I have previously submitted to the Council (most recently on March 16, 2017), I include below a summary of points and authorities showing that the "L" should be considered separately from the remainder of Area 9B, and designated as urban reserve.

SUMMARY POINTS FOR INCLUSION OF THE "L" INTO URBAN RESERVE

1. Is the "L" substantially different from the rest of Area 9B?

Yes. In fact, it was Multnomah County that first identified the Lower Springville Road area, a. k. a. the "L," as an area distinct from the rest of Area 9B. In the 2009 Multnomah County Urban and Rural Reserves Factors Analysis Report, the "L" was identified and named repeatedly as having different characteristics from the rest of Area 9B.

2. Does the "L" qualify for Rural Reserve?

The Multnomah County Urban and Rural Reserve Factors Analysis Report did not think so. The land is "conflicted agricultural land," the lowest priority of agricultural lands to conserve. More significantly, the Multnomah County Urban and Rural Reserves Factors Analysis Report concluded on page 72 that this "unmapped patch along the county line adjacent to the North Bethany planning area...does not appear to be a good fit with the key landscape features factors" of OAR 660-027-0060 "and should be ranked low" for Rural Reserve.

3. Does the “L” qualify for Urban Reserve?

Yes. The Multnomah County Urban and Rural Reserves Factors Analysis Report concluded on page 77 that the Lower Springville Road area, a.k.a. the “L,” “rates medium on most of the factors based on information so far” for Urban Reserve. Infrastructure and governance issues that were incorrectly raised in 2009 were, and continue to be, resolved. Multnomah County ignored letters in the record from the City of Beaverton showing that it was willing to provide governance to the area and from Washington County that there was ready access to existing infrastructure planned for North Bethany.

4. Are there “important natural landscape features” within the “L” that would need to be preserved?

Not really. The Abbey Creek watershed does have important landscape features, but they are almost all north and east of the “L.” Only that portion of Abbey Creek in the far northeast corner of the “L” is a perennial stream; the remaining branches of Abbey Creek within the “L” are all intermittent streams according to the West Multnomah Soil and Water Conservation District. Importantly, the area could easily “be developed in a way that preserves important natural landscape features” in accord with OAR 660-027-0050 (7). In fact, similar landscape features have been protected within urbanized areas throughout the Portland Metropolitan area for years.

5. What designation for the “L” would have the least economic impact on the landowners?

ORS 197.040 (1) (b) requires LCDC to “assess whether alternative actions are available that would achieve the underlying lawful governmental objective and would have lesser economic impact” on the “economic and property interests” that would be “affected by the proposed rule.” This analysis was not done in 2010. A Rural Reserve designation would have severe economic consequences upon the landowners of the “L” for 40 – 50 years. Since all of the desired factors of OAR 660-027-0050 could be achieved with an Urban Reserve designation for the “L,” clearly this designation would have the least economic impact upon the landowners of the “L,” and the statute must be applied.

6. What about public opinion?

Metro and Multnomah County should do the meaningful work of evaluating the evidence and adhering to constitutional standards in doing so. They need to maintain the integrity of the process. It does not matter how many people living several miles away from the “L” support the notion of a Rural Reserve in that area if that designation is inconsistent with the evidence and the relevant statutes. Government officials should not be taking a public opinion poll to make a decision that must be based upon strict statutory and regulatory criteria. Yet, this is exactly what the Multnomah County Commissioners did when they changed the designation of Area 9B in its entirety from Undesignated to Rural Reserve despite the findings of the Multnomah County Urban and Rural Reserves Factors Analysis and despite then-Metro Council President David Bragdon’s warning to the Commissioners that it

was a mistake to designate East Bethany as a Rural Reserve. This action was inconsistent with the regulatory criteria and with the State and Federal Constitutions, and it should be over-turned.

Thank you.

Respectfully Submitted,

Hank Skade

June 8, 2017

To President Hughes and Metro Councilors:

My name is Katherine Blumenkron and my husband Dave and I own approximately 40 acres of land located at 14421 NW Springville Rd in Portland in what is known as the "L" of Area 9B in East Bethany. We have owned this property since 2000.

I would respectfully like to ask Metro to reconsider the following facts regarding the properties in the "L" in Area 9B before it considers adopting the proposed ordinance before it today:

1. This area has long been designated "conflicted" agricultural land.¹ North Bethany is rapidly developing and it borders our property on the West. We are finding that our acreage is quickly becoming an isolated piece of land as the agricultural foot print shrinks around us.
2. Since 2009, local governmental entities have been willing to provide urban services to east Bethany.² North Bethany also has brought public utilities next door to our property. The infrastructure is present in new roads, new schools and new utilities.
3. The Beaverton School District owns 10 acres which abuts our property on the west. They intend to build a school there ASAP. Also, Portland Community College which has about 26,000 students is two miles away. Bethany Village is even closer. When you look at our land, it is just like North Bethany land, the only difference being is that is in Multnomah County. I would like to point out that none of the eight Rural Reserve Factors give credence to any political factors such as a political boundary. We believe that the only reason we weren't designated urban reserve is because we are in Multnomah County rather than Washington County, and that politics prevailed over sound land use planning.
4. Our land is gently sloping, with a good portion of it in fields. It isn't steep or have deep ravines. Below, I have attached six (6) recent photographs of my property and surroundings that clearly illustrate the characteristics, and the adjacent North Bethany development to the west of our property.
5. In 2009, Multnomah County recommended that our property remain "undesigned," rather than urban reserve, because they said that issues of governance and access to urban services were not resolved. But even after Washington County and Beaverton informed Multnomah County that they would be able and willing to provide such services, Multnomah County elected to ignore that evidence designate our land as rural reserve.

¹ See Oregon Department of Agriculture, "Identification and Assessment of the Long-Term Commercial Viability of Metro Region Agricultural Lands," January 2007.

² See e.g. MultCo Rec. 2768-2769, 3992 (letters to the Multnomah County Board of Commissioners indicating that Beaverton and Washington County would be willing to provide governance and urban services to the East Bethany area).

The courts have stated that we have the right to be heard in a fair and impartial process. We are asking you put politics aside this time around and that you apply statutory requirements **and nothing else** for determining if the "L" section meets the requirements for Urban Reserve designation. We respectfully request that you reconsider the record before you, and ask that you treat our properties in the "L" separately from the eastern part of Area 9B, which is so distinctly different from our land.

Katherine Blumenkron



This photograph was taken from our property, facing West. The distant portion of the field is located in Washington County, where the new elementary school will be built.



This photograph, taken from the eastern boundary of our property, shows the gently sloping land in this area.



This photograph taken on our land shows the line (running left-to-right) delineating Multnomah County (lower) and Washington County (upper). The field in the distance is in Washington County, and is owned by the school district.



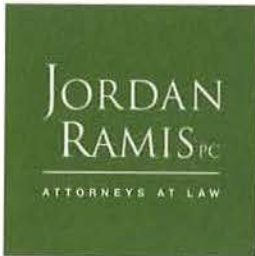
This photograph shows a panoramic view of the gently sloping fields on our property.



This photograph shows the power lines crossing our property.



This photograph shows a south-facing view of the North Bethany development in Washington County (upper right) as seen from our property. The distant stretch of the road is immediately adjacent to the county line delineating Multnomah County (left) and Washington County (right).



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June 7, 2017

President Tom Hughes
Metro
600 NE Grand Ave
Portland OR 97232-2736

Re: **Written Testimony and Exhibits/Urban and Rural Reserves**
Our File No. 52736-73749

Dear President Hughes and Members of the Metro Council:

Thank you for your time today. I object to the Ordinance on behalf of my clients the Barker family and Barkers Five, LLC, and urge the Council not to adopt the Ordinance as drafted. The record did not support a Rural Reserve Designation for the southern portions of Area 9D, in 2010, and since that time significant residential construction has taken place in the North Bethany area which is directly adjacent to the Barker property.

On January 15, 2015, the Land Conservation and Development Commission ("LCDC") remanded Rural Reserve Area 9D to Multnomah County, for further findings under ORS 195.141 and 195.145, and OAR 660, division 27. Multnomah County has taken no new evidence, and erred by not reopening the record, as required by OAR 660, division 27. You adopted the 2014 Urban Growth Report ("UGR") on November 12, 2015. Oregon Administrative Rule ("OAR") 660-027-0040(2) specifies that reserves are calculated using "the most recent inventory, determination and analysis performed under ORS 197.296." Therefore, the most recent UGR is to be utilized during the pendency of the Urban and Rural Reserve process. Multnomah County, despite repeated requests and citation to the applicable OARs, declined to reopen the record, during the remand.

Because you reopened the reserves record, in part, to add the 2014 UGR and other analysis into the record, property owner representatives, including myself, were able to submit materials. While you were able to consider advocacy related to whether HB 4078 implicates ORS 195.145(4) or OAR 660-027-0040(10), and whether there are sufficient Urban Reserves regionally, Multnomah County did not allow evidence.

Despite not reopening the record, the global look at reserves, and the potential that a change in designation could have a "cascading effect" regionally is acknowledged by Assistant Multnomah County Attorney, Jed Tompkins, in Exhibit 2, Section B, p. 7. Of the Multnomah County findings Mr. Tompkins writes:

"if correction of the Error had resulted in a change in the reserve designation of Area 9D (or any other area), then, due to the coordinated manner in which reserves are designated (e.g., ORS 195.143 (the designation of Rural Reserves is coordinated with the designation of Urban Reserves)), it is

Tom Hughes
June 7, 2017
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possible that there could be some cascading effect on the designation of reserves in Multnomah County or the Metro region in their entirety.”

Given that HB 4078 had the effect of decreasing the net total number of Metro region Urban Reserves by 11.3%, the “cascading effect” described above has happened. As pointed out by counsel above, the applicable statutes, and OARs contemplate regional coordination. As such, a change in one county’s map necessitates changes in the other two maps. The Record fails to demonstrate that Multnomah County has taken notice of, or addressed, the regional impact of a statistically significant loss of Urban Reserves.

The impact of the HB 4078 is particularly acute in Multnomah County given that the land which received the “undesigned” designation, is a grouping of islands in the Columbia River. Government Island, is the largest of these islands. You own 224 acres of Government Island and the remainder of Government Island and the surrounding islands, is subject to a ground lease held by the Oregon Parks and Recreation Department with 81 years left on its term. Practically speaking, there is no realistic chance that this lands will be available for development during the next 50 years.

Failure to reopen the record, to add the most recent UGR, and related documents, results in Multnomah County making decisions based on 2010 data, instead of the most relevant data regarding housing and housing demand in Multnomah County and the Region. It also results in the county not responding to the loss of 11.3% of regional Urban Reserves. The substantial changes related to housing demand, housing inventory, and housing preference are not in front of the Multnomah County Commissioners.

Since Multnomah County made findings in 2010, the regional economy and housing market have changed dramatically. I have included aerial photos and maps of where the Barker property is, in comparison to North Bethany, and the urban services present in the North Bethany area. I have also included maps of the Clackamas County, which illustrate where sewer services are as compared to the Damascus area Urban Reserves. Because utilities including sewer are generally located in the public right of way, I believe it is relevant that the closest edge of Urban Reserve 1D is located 6.2 miles from the closest available sewer line. I have also included a letter of interest from Icon Construction to develop the property, and a letter from the City of Beaverton expressing their interest.

Additionally, “Exhibit 2,” which sets forth the Multnomah County’s findings and analysis for area 9D’s classification as an rural reserve, is substantially identical to Multnomah County’s Opening Brief, submitted to LCDC on September 25, 2014 . While, occasionally a word is changed, or the order of arguments is adjusted, with the exception of the seven paragraphs under Section B, there are no meaningful differences between Exhibit 2 and the arguments that Multnomah County previously submitted to LCDC, in 2014. In a decision dated January 15, 2015, LCDC remanded the case, ordering “the Commission remands Rural Reserve 9D to Multnomah County... for **further** findings under ORS 195.141 and 195.145, and OAR 660, division 27.” (emphasis added).

The Commission requested resubmittal be completed by October 2015. I have included a copy of Exhibit 2, with a comparison Multnomah County’s Opening Brief, to LCDC, that cross references the pages of the Opening Brief. There are no meaningful differences between what was in front of the Multnomah County Commission, when they made their current findings, and what LCDC has already

Tom Hughes
June 7, 2017
Page 3

remanded, with the exception of Section B. Section B addresses why reserve areas, other than 9D. Thus, it is not the "further findings" ordered by LCDC. There are not "further" findings. Given that substantially similar arguments, were remanded, more than two years ago, it seems highly likely that they will be remanded again.

For the reasons above, I urge you not to adopt the Ordinance related to Area 9D. Thank you for your time and consideration.

Sincerely,

JORDAN RAMIS PC

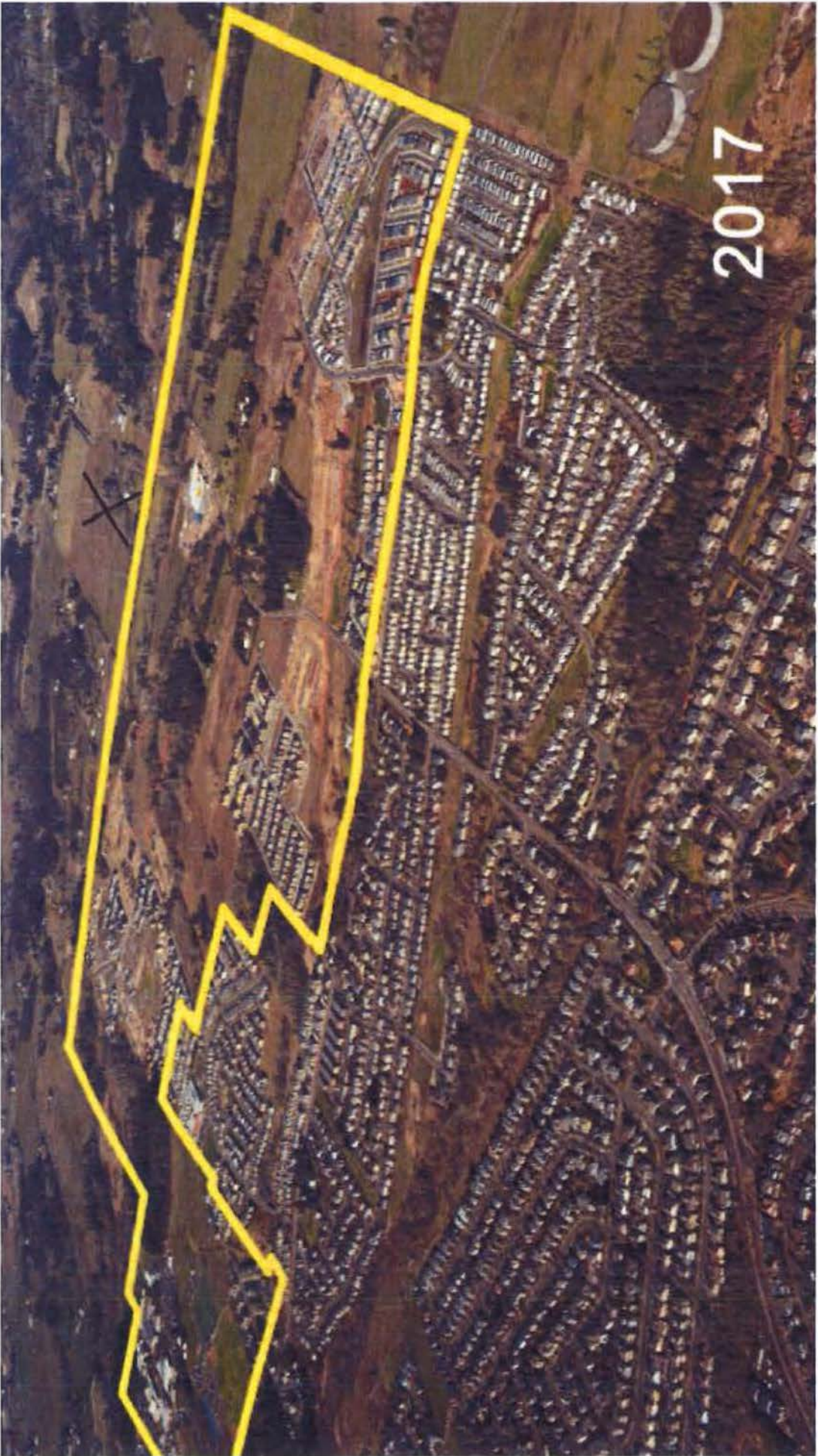


Peter O. Watts
Admitted in Oregon and Washington
peter.watts@jordanramis.com
OR Direct Dial (503) 598-5547

Enclosure

Satellite Map of Bethany Development/Barker Property Google Maps 2016





2017

Metro's reporters wrote on October 25, 2016:

Since 2014, about 800 single-family houses and 370 apartments or condos have been permitted in the North Bethany area. Some neighborhoods, like the 290-home Bethany Creek Falls, are largely complete, with new homes, streets and parks already filling with families. While most of the homes built so far have been single-family detached houses, construction of apartments and townhomes is picking up, county staff report.

<http://www.oregonmetro.gov/news/where-housings-happening-around-portland-and-what-had-happen>



- LEGEND**
- Water Pollution Control Plant
 - Proposed Pump Station
 - Clackamas Interceptor Alternative 2 - New 36" Gravity from Rock Creek to Clackamas Pump Station, upgrade Clackamas Pump Station, 30" Force Main to Tri-City WPCP
 - Preliminary Intertie II Corridor
 - Road
 - Railroad
 - Waterbody



address 1980 Willamette Falls Dr, Suite 200 | West Linn, OR 97068
phone (503) 657-0406
fax (503) 655-5991
website iconconstruction.net

March 8, 2017

Mr. Peter Watts
Centerpointe 2, Suite 600
Lake Oswego, Oregon 97035

Subject: Barker Property

Dear Mr. Watts

Thank you for taking my call regarding the Barker Property. Icon Construction and Development would be very interested into entering an agreement with the Barker's for an option to purchase their land. The purchase would be conditioned upon the land being designated an Urban Reserve and closing would be conditioned upon the land being brought into the UGB.

The Barker property is prime development land. Our company has had difficulty in locating land supply within the Portland Metro area and for that reason we have had to acquire land in Woodburn area vs acquiring land in the Metro area.

I look forward to moving forward with the Barker Family. Please let me know when the Barker's would like to meet.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Mark Handris', with a stylized flourish at the end.

Mark Handris
Icon Construction & Development, LLC



Denny Doyle, Mayor

March 2, 2015

Ms. Wendie Kellington
PO Box 159
Lake Oswego, OR 97034

RE: Barker Property

Dear Ms. Kellington:

Thank you for bringing to my attention the urban/rural reserve designation status of your client's (Barker) property on Germantown Road in Multnomah County. The purpose of my letter to you is to confirm the City of Beaverton's interest in seeing the Barker property placed in a classification where urbanization could take place in the future if it is appropriately demonstrated to Metro the need to expand the urban growth boundary to provide additional land for urban development.

The City has not conducted nor has received any site analyses to determine the suitability of the Barker property as an urban reserve. However, because the Barker property is adjacent to the existing Urban Growth Boundary line and the infrastructure supporting the urbanization of North Bethany, it would be appropriate to consider the Barker property for urbanization in the future. Without knowing the suitability for urbanization at this time, my staff and I recommend that the Barker property receive an "undesigned" classification from Multnomah County in-lieu of an urban or rural reserve designation.

As you know, the City of Beaverton's jurisdictional limits are approximately three miles south of the Barker property as measured along NW Kaiser Road and NW Bethany Boulevard. The City of Beaverton is in the initial stages of discussing the appropriate location of the City's urban service boundary with Washington County. It is possible that the City's future urban service boundary will include North Bethany.

If the North Bethany area becomes a part of the City of Beaverton, the Barker property will be adjacent to the City. If Barker property were to receive an "undesigned" classification from Multnomah County, the City would be willing to work with Multnomah County and other area special service districts (e.g. Clean Water Services, Tualatin Valley Water District, etc.) on establishing an urban service boundary to support the urbanization and governance of the Barker property.

City of Beaverton • PO Box 4755 • Beaverton, OR 97076 • www.BeavertonOregon.gov
ph: 503.526.2481 • fax: 503.526.2571

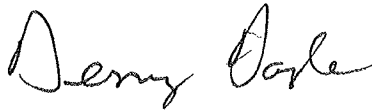
The Best of Oregon

Ms. Wendie Kellington
March 2, 2015
Page Two

While the City's ability to provide service and governance to the Barker property is speculative at this time, the need for land to urbanize in the future is not. If the City is in a position in the future to assist the Barker family in developing their property, we will be happy to provide that assistance.

If you have any questions about this letter, please feel free to contact Cheryl Twete, Community Development Director at (503) 526-2422 or by email at Ctwete@BeavertonOregon.Gov.

Sincerely,

A handwritten signature in cursive script that reads "Denny Doyle".

Denny Doyle
Mayor

c: Cheryl Twete
Leonard Bergstein

Reasons for Designating Areas in Multnomah County as Urban Reserves or Rural Reserves:

Supplemental findings of fact, statements of reasons and conclusions, and conclusions of law.

These supplemental findings of fact, statements of reasons and conclusions, and conclusions of law relating to the designation of Multnomah County Area 9D as Rural Reserve (“Supplemental Findings”) are adopted in response to the remand order in *Barkers Five, LLC et al. v LCDC*, 261 Or App 259, 323 P.3d 368 (2014) and Remand Order 14-ACK-001867, Oregon Land Conservation and Development Commission (LCDC).

Because LCDC remanded this matter for “further action consistent with the principles expressed in [*Barkers Five*],” the remand order in *Barkers Five* serves as the basis for these Supplemental Findings.

In *Barkers Five*, the Oregon Court of Appeals reviewed the designation of urban and rural reserves in Washington, Multnomah and Clackamas Counties. With respect to Multnomah County, the court denied all challenges to the reserve designations, except for a challenge to the designation of Area 9D as rural reserve.

With respect to Area 9D, the court held that the County failed to meaningfully explain why, in light of certain dissimilarities between the northern and southern portions the Area, the County’s consideration of the rural reserve factors yields a rural reserve designation of all land in Area 9D. *Barkers Five*, 261 Or App at 345–347, 364.

In addition, the court held that, on remand, a determination must be made regarding the effect of the foregoing error on the designations of reserves in Multnomah County in its entirety. *Barkers Five*, 261 Or App at 364,

A. Area 9D – Meaningful Explanation

1. The Remand Order

P1 In relevant part, the court remanded the Rural Reserve designation of Area 9D due to inadequate explanation:

P2 “We conclude that, because the county failed to meaningfully explain why its consideration of the rural reserve factors yields a rural reserve designation of all land in Area 9D, LCDC erred in concluding that the county’s ‘consideration’ of the factors was legally sufficient.”

Barkers Five, LLC v. LCDC, 261 Or App 259, 345 (2014).

The court concluded that the County's explanation was not meaningful because the County had not explained why consideration of the Rural Reserve factors yielded a designation of *all* of the land in Area 9D as Rural Reserve in light of the fact that application of the factors often yielded different results as to the land in the area *north* of Skyline Boulevard and the land in the area *south* of Skyline. *Barkers Five*, 261 Or App at 345.

In addition, the court noted that, in the County's explanation of how Area 9D fared under the factors, only a single sentence pertained to land in the southern portion in Area 9D. *Id.* Similarly, the court noted that the description of "why" Area 9D was designated Rural Reserve consisted of a single paragraph with broad, unqualified declarations appearing to relate to some of the natural landscape features factors in OAR 660-027-0060(3). *Id.* at 345-346.

From the foregoing assessment, the court concluded that the County should have explained its designation of the entire area in light of the differences between the northern and southern portions of Area 9D:

"a meaningful explanation as to why Area 9D, in its entirety, was designated as rural reserve would have acknowledged that application of the factors failed to yield similar results as to all of the land in the area but explained, nonetheless, why the entire area should be designated as rural reserve."

Barkers Five, 261 Or App at 346.

P. 3
Importantly, the court made three additional rulings relevant to this issue. First, the required explanation "need not be elaborate;" instead such explanation must acknowledge the dissimilarities and explain why, nonetheless, a Rural Reserve designation is suitable for all of the land in Area 9D. *Id.*

Second, the County *is not* required to justify the inclusion of any particular lot or parcel within a Rural Reserve. *Id.* Instead, the County is obligated to meaningfully explain why its consideration and application of the factors yield a Rural Reserve designation of *all of the land* in a given Rural Reserve, such as Area 9D. *Id.*

Third, where the evidence supports the designation of an area as either Urban Reserve or Rural Reserve, the local government may choose either designation *and need not* demonstrate that it has chosen the designation that "better suits" the area. *Id.* at 309-311.

Thus, in summary, the County's explanation of its Rural Reserve designation of Area 9D was inadequate because it failed to acknowledge the dissimilarities between the northern and southern portions of that Area and explain why, nonetheless, a Rural Reserve designation is suitable for all of the land in Area 9D. Simple acknowledgement and explanation would suffice: the explanation need not be elaborate; does not need to justify the designation of any particular lot or parcel; and does not need to establish that the County has chosen the designation that "better suits" the area.

P. 4
With these rules in mind, the discussion turns to acknowledgement of the dissimilarities between the northern and southern portions of Area 9D and further explanation of why, nonetheless, consideration of the factors yields a Rural Reserve designation for all of the land in Area 9D.

2. Response: Consideration of the Factors Yields a Rural Reserve Designation for all of the Land in Area 9D

P. 11
As noted by the Court of Appeals, in considering the required factors, the County adopted and relied upon a report prepared by County staff and the County's Citizen Advisory Committee (CAC) commissioned for this task. *Barkers Five*, 261 Or App at 345; Rec Att. C, 2894-3031 (Mult. Co. Resolution 09-153 adopting CAC Report); *more specifically* Rec Att. C, 2993-3003 (excerpt from CAC report setting forth the analysis of Area 9D, referred to as Area 6 in the CAC Report; *attached for convenience as Appendix A*).¹

P. 12
In the CAC report, the CAC and County staff applied each of the Rural Reserve factors to evaluate all of the land in what is now referred to as Area 9D and then ranked how the land in that study area fared under each of the factors. *Barkers Five*, 261 Or App at 345. As noted by the court, the application of the reserve factors to this study area often yielded different results as to the land in the area that is north of Skyline Boulevard and the land that is south of Skyline. *Id.*

Nevertheless, as described in further detail below, the findings in the CAC Report clearly establishes that application of the Rural Reserves factors yields a Rural Reserve designation for both the northern and southern portions of Area 9D and, thereby, all of the land in Area 9D.

a. Acknowledging the Dissimilarities.

Dissimilarities exist between the northern and southern portions of Area 9D. The northern portion is "primarily forested," has been mapped by the Oregon Department of Agriculture as containing "wildland forest" and "mixed forest," "consists of a large block of forest land with few non forest [*sic*] uses," and contains "high-value habitat, access to recreation, and other values that define the area as a landscape feature important to the region." Rec at 2993, 2995, 2997. Further, this northern portion is subject to little risk of urbanization. *Id.* at 2993, 2995.

In contrast, the southern portion of Area 9D is "primarily farm area," has been mapped by the Oregon Department of Agriculture as containing "important" farmland, has certain farming limitations but "good integrity" overall, has "few non-farm uses" and edges compatible to farming, and contains the "stream features of Abbey Creek mainstream, north fork, and headwaters areas that are mapped as important regional resources and that separate urban from rural lands." Rec at 2993, 2995, 2997. Further, this southern portion *is* subject to a risk of urbanization. *Id.* at 2994, 2995.

Both portions "rank high for sense of place" and, like the northern portion, the southern portion encompasses important upland habitat areas, albeit of lesser regional value overall than the habitat present in the northern portion. *Id.* at 2997.

¹ All citations to the record refer to the record of proceedings before LCDC in the 2011 acknowledgment review resulting in LCDC Order 12-ACK-001819 as submitted to the Oregon Court of Appeals (the "LCDC Record").

b. Despite the dissimilarities, consideration of the factors yields a Rural Reserve designation of all of the land in Area 9D.

Despite the dissimilarities between the northern and southern portions of Area 9D, the record reflects that application of the Rural Reserves factors yields a Rural Reserve designation for *each* portion of the Area and, thereby, *all of the land* in Area 9D.

(i) Farm and Forest Factors.

P. 13
Except for a few instances noted below, application and consideration of the farm and forest protection factors in OAR 660-027-0060(2) with respect to Area 9D yields the conclusion that this Area ranks "high" for Rural Reserve designation with respect to *both* the northern and southern portions of the Area. Rec at 2993–2995. That is, *both* portions are highly capable of sustaining long-term agriculture or forestry operations due to the availability of large blocks of land and the clustering of farm or forest operations, adjacent land use patterns, and the sufficiency of agricultural or forestry infrastructure (this latter sub-factor ranked as "medium-high" in recognition of some limitation on the movement of farm equipment on rural roads due to traffic). Rec at 2994–2995.

Delving into the details of these "high" rankings: forest use predominates in the northern portion of Area 9D; farm use (hay, pasture, Christmas trees, nursery stock, and orchard) predominates in the southern portion; "[n]o limitations to long-term forestry have been noted for areas north of Skyline Blvd;" and the southern portion "includes few nonfarm uses, limited urban edges, and adequate 'block' size to maintain long-term agriculture." Rec 2994.

P. 14
In addition: all of Area 9D includes parcels suitable for both small and large scale farm and forest management; a buffer exists between resource and non-resource uses in the northern portion of the Area (except in a few instances); and very substantial buffers are present in the southern portion, including "the Powerline area and Abbey Creek headwaters, the east-west lower Abbey Creek drainage, and Rock Creek running north-south immediately west of the county line." Rec at 2995.

Where Area 9D did not receive a "high" ranking, it received, with one exception noted below, a "medium" ranking. For instance, with respect to the suitability of the soils and water, the southern portion of Area 9D ranked "medium" for Rural Reserve designation because of its range in soils from Class II to IV and because of some uncertainty on the part of the Oregon Department of Agriculture regarding the abundance of groundwater (the County does not agree: the CAC Report notes the existence of irrigated fields in the area). Rec at 2994. With respect to these same points, the northern portion of the area ranked "high" for soils suitable to forestry and was not ranked for water as water is not understood to be a limitation for forestry. *Id.*

Lastly, whereas the northern portion of Area 9D is not subject to a risk of urbanization, and, therefore, received a "low" ranking for that factor, the southern half ranked "high" for this factor, meaning it ranked "high" for protection through Rural Reserve designation. Rec 2993.

Based on the foregoing analysis, the County concludes that “[Area 9D] is suitable for both farm and forest reserve, as indicated by the ‘important’ farm land and ‘wildland’ and ‘mixed’ forest designations.” Rec at 2995.

Further, in particular respect to the northern portion of Area 9D, a Rural Reserve designation is appropriate because, in summary, “[t]he 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. This area is not however, potentially subject to urbanization based on urban suitability assessments to date.”

Similarly, in particular respect to the southern portion of Area 9D, a Rural Reserve designation is appropriate because, in summary:

“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. The area south of Skyline Blvd./Cornelius Pass Rd. intersection should be considered as highly suitable for rural reserve to protect farm and forest resources.”

Id.

Thus, in summary, application and consideration of the farm and forest protection factors in OAR 660-027-0060(2) with respect to Area 9D yields a Rural Reserve designation of all of the land in Area 9D (i.e., both the northern and southern portions of that Area).

(ii) Landscape Features Factors.

As with the farm and forest factors above, and except for a few instances noted below, application and consideration of the landscape feature factors in OAR 660-027-0060(3) with respect to Area 9D yields a Rural Reserve designation for *both* the northern and southern portions of the Area and, thereby, *all of the land* in Area 9D. Rec at 2996–2998.

P. 16 Both portions of Area 9D rank “high” for Rural Reserve as providing a sense of place and easy access to recreational opportunities. Rec at 2997. In particular, “[t]he southwest side of the Tualatin Mtns [*sic*] is a large-scale landscape feature that provides a green connection between Portland and the Coast Range.” *Id.* In addition, the Area contains Metro’s Ancient Forest Preserve as well as bicycling and hiking opportunities. *Id.*

With respect to important fish, plant and wildlife habitat, both portions ranked “high” for Rural Reserve protection, with the exception that the Kaiser Road and East-of-Abbey Creek subareas ranked “medium”—however, although not mapped by the state or other regional entities, these areas are identified locally by both Metro and the County as important habitat areas. Rec at 2996.

Area 9D did receive some “low” rankings. For instance, while some areas in the northern portion of the area rank high for natural hazard risks, “[t]he significant majority of the area rates ‘low’ for relative hazard on the regional composite hazard map.” Rec at 2996.

P. 17 Similarly, as applied to Area 9D, consideration of the factor concerning separation between cities yields a “low” ranking because this factor applies to the separation between Metro UGB cities and cities outside that area, which is not a concern in this location. Rec at 2997. That said, the County noted that the southern portion of Area 9D is important in providing separation between the City of Portland and urban unincorporated areas to the west. *Id.*

In addition, as applied to Area 9D, consideration of the factor concerning whether the Area serves to buffer conflicts between urban and rural uses, yields a “low” ranking for the northern portion of the Area because such conflicts are not prevalent in that area, but, in contrast, yields a “high” ranking for Rural Reserve protection with respect to the southern portion of Area 9D due to substantial natural and human-made buffers between urban and rural resources in this area. Rec at 2997.

Further, although a Rural Reserve designation is not necessary to protect water quality in the northern portion of Area 9D, the southern portion ranks “medium” for Rural Reserve designation to protect Rock Creek and Abbey Creek, which are situated in a way that renders typical planning tools ineffective in protecting these resources if urban development were to occur here. Rec at 2996–2997.

A similar pattern occurs with respect to the risk of urbanization—the risk is “low” for the northern portion of Area 9D, but “high” for the southern portion.

Notwithstanding this selection of “low” rankings, the record reflects that, upon application and consideration of all of the landscape feature factors, a Rural Reserve designation is appropriate for both the northern and southern portions of Area 9D and, thereby, all of the land in Area 9D for the following reasons:

P. 18 “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. Upland habitat areas also 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.”

Rec at 2997–2998 (emphasis added).

Thus, in summary, application and consideration of the landscape feature factors in OAR 660-027-0060(3) with respect to Area 9D yields a Rural Reserve designation of all of the land in Area 9D (i.e., both the northern and southern portions of that Area).

3. Conclusion

For the foregoing reasons, although application of the factors failed to yield similar results as to the northern and southern portions of Area 9D, the record reflects that application and consideration of both sets of Rural Reserve factors, the farm and forest protection and landscape features factors, yields a Rural Reserve designation for *each* portion of the Area and, thereby, *all of the land* in Area 9D.

B. No Effect on the Designations of Reserves in Multnomah County in its Entirety

As noted above, in addition to identifying the meaningful explanation error with respect to Area 9D discussed above (“Error”), the court held that, on remand, a determination must be made regarding “the effect of that [E]rror on the designations of reserves in Multnomah County in its entirety.” *Barkers Five*, 261 Or App at 364.

The Error had no effect on the designations of reserves in Multnomah County in its entirety. The Error is corrected through adoption of these Supplemental Findings. Adoption of these Supplemental Findings bolsters the County’s prior actions in this matter and fulfills the County’s obligations to consider the factors, but does not alter any prior, ultimate determination or conclusion.

More specifically, correcting the Error through adoption of these Supplemental Findings does not result in any change to any reserve designation in Multnomah County, does not require any change in analysis or analytical approach with respect to application and consideration of the factors and designation of reserves, does not require the consideration of new evidence, and does not impact any other material aspect of the designation of reserves in Multnomah County beyond correcting an error specific and internal to Area 9D.

To explain, if correction of the Error had resulted in a change in the reserve designation of Area 9D (or any other area), then, due to the coordinated manner in which reserves are designated (*e.g.*, ORS 195.143 (the designation of Rural Reserves is coordinated with the designation of Urban Reserves)), it is possible that there could be some cascading effect on the designation of reserves in Multnomah County or the Metro region in their entirety. However, here, because correction of the Error does not result in any change to any reserve designation, there is no effect on the designations of reserves in Multnomah County in its entirety of the nature contemplated in this paragraph.

Similarly, if correction of the Error had prompted a change in analysis or analytical approach with respect to application and consideration of the factors and designation of reserves, then, depending on the nature of that change, the propriety of apply such changed analysis or analytical approach to other areas in Multnomah County is conceivable (albeit quite hypothetical at present). However, here, because no such change in analysis or analytical approach has occurred, there is no effect on the designations of reserves in Multnomah County in its entirety of the nature contemplated in this paragraph.

Likewise, if correction of the Error had required consideration of new evidence and such evidence related in some way to areas beyond Area 9D, then, depending on the nature of such evidence, an effect on other reserve designations is conceivable (albeit, again, quite hypothetical at present).² However, here, because correction of the Error did not require consideration of new evidence there is no effect on the designations of reserves in Multnomah County in its entirety of the nature contemplated in this paragraph.

In conclusion, the Error had no effect on the designations of reserves in Multnomah County in its entirety because, as it turns out, the Error is capable of correction in a manner that is wholly specific and internal to Area 9D. Consequently, there is no effect on any other material aspect of the designation of reserves in Multnomah County—the Error was a failure to explain circumstances specific to Area 9D; that explanation is now provided in full without any reference to or reliance upon any other aspect of the designations of reserves in Multnomah County beyond the specific circumstances of Area 9D.

² Of note, none of the contingencies contemplated here (change in designation, change in analysis or analytical approach, and consideration of new evidence) would, if they occurred, *necessarily* have an effect on the designations of reserves in Multnomah County in their entirety. Instead, these specific contingencies, as well as any other change to a material aspect of the designation of reserves in Multnomah County, merely *could* conceivably, under certain circumstances, have an effect on other reserve designations. The converse is true as well—even if one or more of these contingencies occurred, there still might not be any effect on the designations of reserves in Multnomah County in their entirety.

BEFORE THE
LAND CONSERVATION AND DEVELOPMENT COMMISSION
OF THE STATE OF OREGON

**IN THE MATTER OF THE REVIEW
OF THE DESIGNATION OF URBAN
RESERVES BY METRO AND
RURAL RESERVES BY
CLACKAMAS COUNTY,
MULTNOMAH COUNTY AND
WASHINGTON COUNTY**

OPENING BRIEF OF MULTNOMAH COUNTY

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I. Introduction

With respect to the designation of reserves in Multnomah County, the Oregon Court of Appeals has asked LCDC to address the county's failure to meaningfully explain why, despite differences between the northern and southern halves of Area 9D, the county designated all of the land in that area as rural reserve.

To assist LCDC in this task, the county offers this brief of points and authorities organized into the following three discussion topics:

1. Explanation of the deficiency identified by the court (i.e., inadequate explanation);
2. Explanation of LCDC's new authority to affirm a rural reserve designation that is clearly supported by the evidence; and
3. Explanation that the evidence in the record does indeed clearly support the rural reserve designation of Area 9D.

Ultimately, the county respectfully requests that LCDC utilize its new authority to affirm the county's rural reserve designation of Area 9D instead of remanding the matter to the county.

II. The Deficiency Identified by the Court: Inadequate Explanation.

The court remanded the rural reserve designation of Area 9D due to inadequate explanation:

"We conclude that, because the county failed to meaningfully explain why its consideration of the rural reserve factors yields a rural reserve designation of all land in Area 9D,

LCDC erred in concluding that the county's 'consideration' of the factors was legally sufficient."

Barkers Five, LLC v. LCDC, 261 Or App 259, 345 (2014).

The court concluded that the county's explanation was not meaningful because it did not explain why consideration of the pertinent factors yielded a designation of *all* of the land in Area 9D as rural reserve despite the fact that application of the reserve factors often yielded different results as to the land in the area *north* of Skyline Boulevard and the land in the area *south* of Skyline.

Barkers Five, 261 Or App at 345.

In addition, the court noted that, in the description of how Area 9D "fared" under the factors, only a single sentence pertained to the southern land. *Id.* Similarly, the court noted that the description of "why" Area 9D was designated rural reserve consisted of a single paragraph with broad, unqualified declarations appearing to relate to some of the natural landscape features factors in OAR 660-027-0060(3). *Id.* at 345-346.

From the foregoing assessment, the court concluded that the county should have explained its designation of the entire area in light of the differences between the northern and southern halves of Area 9D:

"a meaningful explanation as to why Area 9D, in its entirety, was designated as rural reserve would have acknowledged that application of the factors failed to yield similar results as to all of the land in the area but explained, nonetheless, why the entire area should be designated as rural reserve."

Barkers Five, 261 Or App at 346.

The court made three additional points relevant to this issue. First, where the evidence supports the designation of an area as either urban reserve or rural reserve, the local government gets to choose *and need not* demonstrate that it has chosen the designation that “better suits” the area. *Id.* at 309–311.

Second, the county *is not* required to justify the designation of the *Barker property itself*. *Id.* Instead, the county was obligated to meaningfully explain why its consideration and application of the factors yielded a rural reserve designation of *all of the land* in Area 9D, especially in light of the dissimilarities between the northern and southern halves of that Area. *Id.*

Third, the explanation “need not be elaborate” but should have *acknowledged* the dissimilarities and *explained* why, nonetheless, a rural reserve designation is suitable for *all* of the land in Area 9D. *Id.*

Thus, in summary, the county’s explanation of its rural reserve designation of Area 9D was inadequate because it failed to *acknowledged* the dissimilarities between the northern and southern halves of that Area and explain why, nonetheless, a rural reserve designation is suitable for *all* of the land in Area 9D. Simple acknowledgement and explanation would have sufficed: the explanation did not have to be elaborate; did not need to justify the designation of the *Barkers property itself*; and did not need to establish that the county chose the designation that “better suits” the area.

With these rules in mind, the discussion turns to LCDC's new authority on remand of this matter.

III. LCDC's New Authority to Affirm a Rural Reserve Designation that is Clearly Supported by the Evidence.

A. HB 4078 (2014)

During the 2014 regular session, the legislature granted new authority to LCDC to approve the urban and rural reserve designations despite certain shortcomings of the submittal from Metro and the counties as follows:

“When the Land Conservation and Development Commission acts on remand of the decision of the Oregon Court of Appeals in Case No. A152351, the commission may approve all or part of the local land use decision if the commission identifies evidence in the record that clearly supports all or part of the decision even though the findings of the local government either:

- (1) Do not recite adequate facts or conclusions of law; or
- (2) Do not adequately identify the legal standards that apply, or the relationship of the legal standards to the facts.”

HB 4078, Sec. 9 (2014) (*eff.* April 1, 2014).

Although not identical to LUBA's authority in ORS 197.835(11)(b), this new authority appears similar to LUBA's authority to affirm a decision clearly supported by the record. Accordingly, because the courts have not yet had an opportunity to interpret LCDC's new authority, LUBA's interpretations of its “clearly supports” authority provides a helpful source for insight into the operation of this standard of review. However, as explained further below, the circumstances in which LCDC is authorized to employ its “clearly supports”

standard differ from the typical circumstances in which LUBA is so authorized. Consequently, LCDC's application of this standard will differ to some degree from LUBA's application of the standard.

B. Likely similarities between LCDC's new authority and LUBA's analogous authority.

It seems likely that LCDC's "clearly supports" standard operates at least somewhat similarly to LUBA's analogous authority, especially in respect to the points set forth herein.

The "clearly supports" standard applies to "findings," which, in turn, are comprised of three components: (1) decision maker's determination of the approval standard; (2) decision maker's identification of the material facts; and, most relevant here, (3) the decision maker's *explanation* of how the material facts lead to the conclusion that the approval standard has (or has not) been satisfied - i.e., the "conclusions of law" referenced in LCDC's new authority, HB 4078, Sec. 9(1). *Doob v. City of Grants Pass*, LUBA No. 98-006, 34 Or LUBA 480, 483 (1998), *citing Sunnyside Neighborhood v. Clackamas Co. Comm.*, 280 Or 3, 20-21, 569 P2d 1063 (1977).

The purpose of the "clearly supports" standard is to avoid delays resulting from purely technical objections, such as inadequate explanations in findings:

"We view [the "clearly supports" standard as authorizing] this Board to remedy minor oversights and imperfections in local government land use decisions, as a way to eliminate delays

resulting from purely technical objections to a written decision. [The standard does not] permit or require LUBA to perform the responsibilities assigned to local governments, such as the weighing of evidence, the preparation of adequate findings, and the interpretation of comprehensive plans and local land use regulations.”

Marcott Holdings, Inc. v. City of Tigard, LUBA No. 95-011, 30 Or LUBA 101, 122-123 (1995).

Further, the “clearly supports” standard is more demanding than the “substantial evidence” standard. *Beck v. City of Tillamook*, LUBA No. 89-096, 18 Or LUBA 587, 602 (1990). In point of fact, LUBA interprets “clearly supports” to mean “makes obvious” or “makes inevitable.” *Marcott Holdings*, 30 Or LUBA at 122.

In practical terms, LUBA implements the “clearly supports” standard through consideration of the following question:

“* * * the question is whether the evidence is sufficiently compelling to allow or require us under ORS 197.835(11)(b) to affirm the county's conclusions despite the inadequacy of its findings.”

Harcourt v. Marion County, LUBA No. 97-028, 33 Or LUBA 400, 405 (1997).

Thus, in summary, LUBA will not utilize the “clearly supports” standard to affirm a decision if affirmation would require LUBA to weigh evidence, engage in fact finding, or interpret regulations. In contrast, LUBA *will* employ the “clearly supports” standard to affirm a decision when the record is sufficiently developed and the evidence is sufficiently compelling (i.e.,

“obvious”) to allow LUBA to affirm a county’s conclusion despite the inadequacy of the county’s explanation of how it reached that conclusion.

By way of illustration, LUBA employed the “clearly supports” standard to affirm a city’s approval of a homeless shelter under a regulation authorizing “public facilities” even though the city failed to expressly determine that the shelter qualified as a “public facility” under the city code:

“Because it was disputed below whether the proposed homeless shelter was a public facility, the city erred in adopting no findings explaining why it concluded that the proposed homeless shelter is a public facility. However, if the parties identify evidence in the record which ‘clearly supports’ a finding that the proposed homeless shelter is necessary for the maintenance of public purposes (and therefore is a public facility), then we must affirm the city’s decision even though it made no explicit finding that the proposed shelter is a public facility. ORS 197.835(9)(b) [*currently* ORS 197.835(11)(b)].

“The city cites evidence that the proposed shelter is supported by public funds and that it provides shelter to families and individuals who have none. We conclude that this is evidence which clearly supports a finding that the proposed shelter is necessary for the maintenance of public purposes and is, therefore, a public facility within the meaning of the TCZO definition of that term.”

Beck, 18 Or LUBA at 592–593.

In contrast, LUBA declined to utilize the “clearly supports” standard to affirm a city’s approval of certain signs under a regulation requiring signs to be “appropriate to the character of the neighborhood” because the evidence in the record was not sufficiently compelling - the evidence gave “nothing more than

an idea of what the signs will look like.” *Hubenthal v. City of Woodburn*, LUBA No. 2000-050, 39 Or LUBA 20, 50 (2000).

Turning to the present matter, the analytical posture here is similar to the circumstances in *Beck* described above. As in *Beck*, because the Barker’s disputed the inclusion of their property in the designation of Area 9D as rural reserve, the Court of Appeals determined that the county erred in failing to meaningfully explain its conclusion, particularly in light of the dissimilarities between the northern and southern halves of Area 9D (the Barker property is in the southern half).

Further, as in *Beck*, LCDC’s new authority allows LCDC to overlook the county’s error and affirm the rural reserve designation of Area 9D if the county cites evidence in the record that is sufficiently compelling to allow LCDC to affirm the county’s designation. More specifically, under LCDC’s new authority, LCDC may affirm the rural reserve designation of Area 9D if LCDC finds that it is “obvious” from the record evidence that both the northern and southern halves of Area 9D are suitable for rural reserve designation.

As explained in Section IV below, the evidence in the record does indeed clearly support the rural reserve designation of both halves of Area 9D.

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C. Likely differences between LCDC's new authority and LUBA's analogous authority.

In at least one respect, LCDC's application of its "clearly supports" standard is likely to differ from LUBA's application of the standard.

Typically, LUBA is asked to employ its "clearly supports" standard to affirm a local government conclusion that a land use standard has or has not been *satisfied*. Accordingly, LUBA will decline to affirm a decision pursuant to its "clearly supports" authority where evidence is conflicting or provides a reasonable basis for different conclusions. *See Doob*, 34 Or LUBA at 484, quoting *Waugh v. Coos County*, LUBA No. 93-129, 26 Or LUBA 300, 307 (1993).

Here, LCDC is in a very different position because there is no land use standard that must be *satisfied*. Instead, Metro and the counties were required to consider, weigh and balance various *factors*, which do not operate as criteria that must be satisfied. *Barkers Five*, 261 Or App at 295-301. This is why, as explained above, the choice of designation is left to Metro and the counties in those instances where an area is suitable for designation as either urban and rural reserve.

Therefore, LCDC does not have the same "conflicting evidence" concerns expressed by LUBA in *Doob* and *Waugh*. That is, here, even if the record clearly supports, for instance, an urban reserve designation, LCDC may

still employ its “clearly supports” standard to affirm a rural designation if the record clearly supports such designation as well.

Thus, two points are being made here. First, not all of the jurisprudence regarding the operation of LUBA’s “clearly supports” standard is applicable to LCDC’s new authority.

Second, although Area 9D actually ranks very low for suitability as an *urban* reserve (see below), even if the record showed that Area 9D was highly suitable for urban reserve designation, LCDC may still employ its “clearly supports” authority to affirm the county’s *rural* reserve designation if LCDC finds that it is “obvious” from the record evidence that both the northern and southern halves of Area 9D are suitable for rural reserve designation.

As explained in the next section, the evidence in the record does indeed clearly support the rural reserve designation of both halves of Area 9D.

IV. The Record Evidence Clearly Supports the Rural Reserve Designation of Area 9D.

As noted by the Court of Appeals, in considering the required factors, the county adopted and relied upon a report prepared by county staff and the county’s Citizen Advisory Committee commissioned for this task. *Barkers Five*, 261 Or App at 345; Rec at 2894–3031 (Mult. Co. Resolution 09-153 adopting CAC Report); *more specifically* Rec at 2993–3003 (excerpt from CAC report setting forth the analysis of Area 9D, referred to as Area 6 in the CAC

Report).¹ For convenience, the relevant excerpt from the CAC Report is appended to this brief.

In the CAC report, the Citizen Advisory Committee and county staff applied each of the rural reserve factors to evaluate all of the land in what is now referred to as Area 9D (a.k.a., Study Area 6) and then ranked how the land in that study area fared under each of the factors. *Barkers Five*, 261 Or App at 345. As noted by the court, the application of the reserve factors to this study area often yielded different results as to the land in the area that is north of Skyline Boulevard and the land that is south of Skyline. *Id.*

Nevertheless, as described in further detail below, the results of the CAC Report clearly establish that application of the rural reserves factors yields a rural reserve designation for *each* half of Area 9D and, thereby, *all of the land* in Area 9D.

A. Acknowledging the dissimilarities.

Dissimilarities exist between the northern and southern halves of Areas 9D. The northern half of Area 9D is “primarily forested,” has been mapped by the Oregon Department of Agriculture as containing “wildland forest” and “mixed forest,” “consists of a large block of forest land with few non forest [*sic*] uses,” and contains “high-value habitat, access to recreation, and other values that define the area as a landscape feature important to the region.” Rec

¹ All citations to the record (i.e., “Rec at xxxx”) refer to the record as submitted to the Oregon Court of appeals.

at 2993, 2995, 2997. This northern half is subject to little risk of urbanization. *Id.* at 2993, 2995.

In contrast, the southern half of Area 9D is “primarily farm area,” has been mapped by the Oregon Department of Agriculture as containing “important” farmland, has certain farming limitations but “good integrity” overall, has “few non-farm uses” and edges compatible to farming, and contains the “stream features of Abbey Creek mainstream, north fork, and headwaters areas that are mapped as important regional resources and that separate urban from rural lands.” Rec at 2993, 2995, 2997. This southern half *is* subject to a risk of urbanization. *Id.* at 2994, 2995.

Both areas “rank high for sense of place” and, like the northern land, the southern land encompasses some important upland habitat areas, albeit of lesser regional value overall than the habitat present in the northern half of this Area. *Id.* at 2997.

B. It is “obvious” from the record evidence that both the northern and southern halves of Area 9D are suitable for rural reserve designation.

Despite the dissimilarities between the northern and southern halves of Area 9D, the record reflects that application of the rural reserves factors yields a rural reserve designation for *each* half and, thereby, *all of the land* in Area 9D.

1. *Farm and Forest Factors.*

Except for a few instances noted below, application of the farm and forest protection factors in OAR 660-027-0060(2) to Area 9D yielded a conclusion that this area ranks “high” for rural reserve designation with respect to *both* the northern and southern halves of the area. Rec at 2993–2995. That is, the county determined that *both* halves are highly capable of sustaining long-term agriculture or forestry operations due to the availability of large blocks of land and the clustering of farm or forest operations, adjacent land use patterns, and the sufficiency of agricultural or forestry infrastructure (the county ranked this latter sub-factor as “medium-high” in acknowledgment of some limitation on the movement of farm equipment on rural roads due to traffic). Rec at 2994–2995.

Delving into the details of these “high” rankings, the county explained that forest use predominates in the northern portion of Area 9D and farm use (hay, pasture, Christmas trees, nursery stock, and orchard) predominates in the southern portion - “[n]o limitations to long-term forestry have been noted for areas north of Skyline Blvd” and the southern area “includes few nonfarm uses, limited urban edges, and adequate ‘block’ size to maintain long-term agriculture.” Rec at 2994.

In addition, the county explained that all of Area 9D includes parcels suitable for both small and large scale farm and forest management and that, in the northern half, a buffer exists between resource and non-resource uses in the northern half (except in a few instances) and that very substantial buffers are present in the southern half, including “the Powerline area and Abbey Creek headwaters, the east-west lower Abbey Creek drainage, and Rock Creek running north-south immediately west of the county line.” Rec at 2995.

Where Area 9D did not receive a “high” ranking, it received, with one exception noted below, a “medium” ranking. For instance, with respect to the suitability of the soils and water, the southern half of Area 9D ranked “medium” for rural reserve designation because of its range in soils from Class II to IV and because of some uncertainty on the part of the Oregon Department of Agriculture regarding the abundance of groundwater (the county does not necessarily agree: the CAC Report notes the existence of irrigated fields in the area). Rec at 2994. With respect to these same points, the northern half of the area ranked “high” for soils suitable to forestry and was not ranked for water as water is not understood to be a limitation for forestry. *Id.*

In addition, whereas the northern half of Area 9D is not subject to a risk of urbanization, and therefore received a “low” ranking for that factor, the southern half ranked “high” for this factor, meaning it ranked “high” for protection through rural reserve designation.

Based on the foregoing analysis, the county concluded that “[t]his area is suitable for both farm and forest reserve, as indicated by the ‘important’ farm land and ‘wildland’ and ‘mixed’ forest designations.” Rec at 2995. In particular, with respect to the southern half of Area 9D, the county concluded:

“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. **The area south of Skyline Blvd./Cornelius Pass Rd. intersection should be considered as highly suitable for rural reserve to protect farm and forest resources.**”

Id. (emphasis added). Indeed, the CAC then recommended, and the county adopted, a rural reserve designation for Area 9D, *particularly* for the *southern* half of Area 9D. Rec at 2993.

Thus, in summary, the record reflects that a rural reserve designation is appropriate for both the northern and southern halves of Area 9D, with the southern half ranking *slightly higher* for rural reserve designation than the northern half.

2. *Landscape Features Factors.*

As with the farm and forest factors above, and except for a few instances noted below, application of the landscape feature factors in OAR 660-027-0060(3) to Area 9D yielded a rural reserve designation for *each* half of Area 9D and, thereby, *all of the land* in Area 9D.

Both halves ranked “high” for rural reserve as providing a sense of place and easy access to recreational opportunities. Rec at 2997. As explained by the county, “[t]he southwest side of the Tualatin Mtns [*sic*] is a large-scale landscape feature that provides a green connection between Portland and the Coast Range.” *Id.* In addition, the Area contains Metro’s Ancient Forest Preserve as well as bicycling and hiking opportunities. *Id.*

With respect to important fish, plant and wildlife habitat, both halves ranked “high” for rural reserve protection, with the exception that that the Kaiser Road and east-of-abbey creek areas ranked “medium” - although these areas are identified locally by both Metro and the county as important habitat areas, they are not mapped by the state or other regional entities. Rec at 2996.

Area 9D did receive some “low” rankings, but not with respect to qualities that dissuaded the CAC, staff or the county from designating this area as rural reserve. For instance, although the northern half of Area 9D ranks high for landslide hazard, the southern half ranks low for landslide or flood hazards. Rec at 2996.

Similarly, regarding the provision of separation between cities, the county adopted a “low” ranking because it understood this factor as applying to separation between Metro UGB cities and cities outside that area. Rec at 2997. That said, the county noted that the southern half of Area 9D is important in

providing separation of urban unincorporated areas to the west and the City of Portland. *Id.*

Further, regarding the area serving as a buffer of conflicts between urban and rural uses, the northern half of the area ranked “low” because such conflicts are not prevalent in that area; however, the southern half of Area 9D ranked “high” for rural reserve protection under this factor due to substantial natural and human-made buffers between urban and rural resources in this area. Rec at 2997.

Similarly, while the county determined that a rural reserve designation is not necessary to protect water quality in the northern half of Area 9D, the southern half ranked “medium” for rural reserve designation to protect Rock Creek and Abbey Creek, which are situated in a way that renders typical planning tools ineffective in protecting these resources if urban development were to occur here. Rec at 2996–2997.

A similar pattern occurs with respect to the risk of urbanization - the risk is “low” for the northern half of Area 9D, but “high” for the southern half.

Based on the foregoing analysis, and as explained in the following summary and conclusion, the county found that its consideration and application of the landscape feature factors to Area 9D yielded a rural reserve designation for *each* half of Area 9D and, thereby, *all of the land* in Area 9D:

“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. Upland habitat areas also 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.**”

Rec at 2997–2998 (emphasis added).

Thus, like the record for the farm and forest factors, it is “obvious” from the record for the landscape features factors that a rural reserve designation is appropriate for both the northern and southern halves of Area 9D, with, again, the southern half ranking *slightly higher* for rural reserve designation than the northern half.

3. *The Record is Sufficiently Compelling.*

In overall conclusion, the record reflects a much more thorough analysis by the county with respect to both the northern and southern halves of Area 9D than can be gleaned from the explanation that the Court of Appeals found inadequate. For instance, as noted by the court, the county’s explanation tends to rely on the landscape features analysis. Indeed, such analysis did in fact yield

a rural reserve designation. However, the record reflects that the consideration and application of the farm and forest factors clearly yielded a rural reserve designation as well.

Moreover, as set forth above, the record of the county's consideration and application of both sets of factors reflects that *both* the northern and southern halves ranked "high" or "medium" for most rural reserve factors and, if there was any difference at all, the southern half appears to rank *slightly higher* for rural reserve than the northern half.

Importantly, this evidence *is* sufficiently compelling to allow LCDC to affirm the rural reserve designation of *all* of the land in Area 9D. The high/medium overall ranking for rural reserve of all of the land in this area is demonstrated in the county's factor-by-factor analysis and explanation and does not leave any question regarding the propriety of a rural reserve designation for either the northern or the southern half of Area 9D.

In point of fact, the compelling nature of this evidence and the absence of ambiguity therein is highlighted through comparison to the county's consideration and application of the urban reserve factors to this same area. In contrast to the high/medium overall ranking of Area 9D for rural reserve, the CAC Report reflects a "medium/low" overall ranking for Area 9D as urban reserve. More specifically, the northern half of Area 9D was found to be not suitable for urban reserve at all. The southern half of Area 9D was found to

have low suitability to the east and a split between “low” and “medium/low” suitability to the west.

Now, hypothetically, to make the point here, suppose the county was asking LCDC to utilize the “clearly supports” standard to affirm an *urban* reserve designation for this area. LCDC could not do this. The record evidence on the urban factors consists of a suite of “low” rankings bolstered only by the “medium/low” suitability of the southwest corner of the area. Such evidence does not make the propriety of such designation “obvious.”

In contrast, no such uncertainty exists in the county’s consideration and application of the rural reserve factors to Area 9D - both the northern and southern halves of Area 9D were found to have “high” suitability under most of the factors and “medium” suitability under the remaining factors (with the exception of a few unremarkable “low” rankings for the northern half of Area 9D).

In short, it is “obvious” from the record evidence that *all of the land* in Area 9D is suitable for rural reserve designation.

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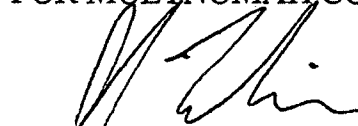
V. Conclusion

For the foregoing reasons, the county respectfully requests that LCDC utilize its new authority to affirm the rural reserve designation of Area 9D instead of remanding the matter to the county.

DATED this 25th day of September, 2014.

Respectfully submitted,

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The video presented by Mr. Thomas J. VanderZanden as part of his testimony before the Metro Council can be found at the following link: <https://www.youtube.com/watch?v=tjuoePLdy-A&feature=youtu.be>

Please see a screenshot of the video below.

The screenshot shows a YouTube video player interface. The browser address bar displays the URL: <https://www.youtube.com/watch?v=tjuoePLdy-A&feature=youtu.be>. The video player shows an aerial view of a rural landscape with a red line indicating the UGB County Line. A location pin is placed on the line, and a label 'Looking South' is positioned above it. The video player controls show a progress bar at 0:12 / 1:05. Below the video player, the channel name 'UGB' is displayed, along with the channel logo and the name 'FirstAmVideo'. A 'Subscribe' button is visible. The video has 14 views and 0 likes. The video was uploaded on Jun 7, 2017, and is categorized as 'Film & Animation' with a 'Standard YouTube License'. A 'COMMENTS' section is visible at the bottom, with a text input field for adding a public comment.



Join Metro at the Portland Pride Parade!

Sunday, June 18 | 9 A.M. to 12:30 P.M.

June is Pride month, honoring the diversity, history, accomplishments and talents of the lesbian, gay, bisexual, transgender and queer communities in our region.

Marching with Metro is open to you, your families, friends and supporters. It's a lot of fun and a great way to connect with our community!

Details about marching in the parade:

- **9 a.m.** – General parade line up [#117]
- **10:30 a.m.** – Final parade line up in place
- **11 a.m.** – Parade “step off” time
- Marching time is approximately 45 minutes (wear comfortable shoes)
- Wear any Metro Pride t-shirts or Metro swag
 - DEI has a limited supply of Pride t-shirts for those who need one. Contact Nyla Moore.

RSVP to Nyla Moore to confirm your attendance and t-shirt size *(if needed)*

The parade is part of the Portland Pride Festival produced by Pride Northwest.

Pre-Pride Party

Friday, June 16, 2017

2 p.m.

Apotheker Plaza

Music, sweet treats, t-shirt and

Pride swag pick up!

Metro's Pride Parade marchers will begin gathering at **NW Eighth Ave and NW Couch Street** in the North Park blocks at **9 a.m.**

Sunday.

For more information, please contact Nyla Moore by email or at ext. 7589