

**REGIONAL POLICY ADVISORY COMMITTEE**

**MEETING ANNOUNCEMENT**

**WEDNESDAY, APRIL 8, 1992**

**5 PM - 6:30 PM**

**ROOM 440, METRO CENTER**

**AGENDA:**

**I. APPROVAL OF MINUTES (ATTACHED)**

**II. COMMUNICATIONS FROM THE PUBLIC**

**III. REGION 2040 STUDY UPDATE**

**IV. METRO FORECASTING PROCESS AND URBAN  
RESERVES STUDY (MATERIALS ATTACHED)**

**V. PROPOSED LCDC URBAN RESERVES RULE  
(MATERIALS ATTACHED)**

**VI. OTHER**

**Please let us know if you cannot make it (220-1537). At 5  
pm, all parking places are available for public use.**

**Thanks!**

**Regional Policy Advisory Committee  
Meeting Summary  
March 11, 1992**

Members in attendance included: Committee Chair Jim Gardner and members Jerry Arnold, Mayor Larry Cole, Jim Foster, Alternate, Councilman Jack Gallagher, County Chairwomen Darlene Hooley, Councilwoman Gretchen Kafoury, Councilman Richard Kidd, Peggie Lynch, Alternate, Councilor Susan McLain, Commissioner Linda Peters, Councilman Bruce Thompson, and Jim Zehren.

Others in attendance: Councilor Lawrence Bauer, Councilor Roger Buchannan, Richard Carson, Jeff Condit, Brent Curtis, Norm Scott, Al Siddahl, Ethan Seltzer, Larry Shaw, Stuart Todd and Mark Turpel.

Chairman Gardner called the meeting to order at 5:10 pm.

The minutes from the February 12 meeting were reviewed and unanimously approved.

Newly appointed members Jerry Arnold and Jim Zehren citizen members from Washington and Multnomah counties, respectively, were introduced and welcomed.

Chairman Gardner asked if the Clackamas County city/county representative had been appointed.

Commissioner Hooley stated that they had scheduled interviews and expected a decision shortly, but that several members had been out of town and not available to participate in the decision until very recently.

Ethan Seltzer, gave an overview of Metro's Periodic Review order. He indicated that the periodic review was comprised of three elements, 1) the Regional Urban Growth Goals and Objectives, (RUGGO), 2) the urban growth boundary land supply findings and 3) the urban growth boundary amendment procedures. Ethan summarized the three elements, indicating that the urban land supply numbers were the best available to date. He also stated that within the next year, the growth forecast/allocation process would provide much better supply/need numbers for comparison and that these would be used to reassess the boundary at that time.

Mark Turpel provided an overview of the urban growth boundary procedures, including a 5 page synopsis.

Councilwoman Kafoury asked about the "5%" figure on page 63.

Mark Turpel responded that in the latest revision of the document, the RTAC had agreed to strike this number. It also appeared in several other parts of the document and had been deleted. This reference was also intended to be deleted and replaced with the language which states that a number will be established at a later date.

Chairman Gardner asked how the appropriate number would be determined.

Ethan Seltzer stated that an infill and redevelopment analysis was underway and that the results of this analysis would provide support for a reasonable number or process for reaching an answer.

Commissioner Hooley asked about p. 60, lines 37-40. She asked if this language would preclude a "satellite" urban form. She also stated that at page 71, lines 20-26 "d", the same question applied.

Chairman Gardner noted that Wilsonville was a "satellite" as were Forest Grove/Cornelius.

Jim Zehren asked if a viable satellite city was developed as a result of Region 2040, could we change procedures at any time?

Ethan Seltzer stated that a change to the urban growth boundary procedures could occur any time that the Metro Council felt a change was appropriate; any such change would have to be consistent with state requirements for notice. He indicated that such a recommendation for change could be made by RPAC.

Commissioner Hooley asked about the natural area locational adjustments. She stated that it should be easier to bring in natural areas alone than developable land plus natural area. She indicated that it appeared as though this may not be the case.

Ethan Seltzer stated that he agreed that it should be easier to do so and would look into revisions to make this happen.

Mayor Cole asked why bring natural areas in?

Commissioner Hooley stated that some park districts extend only to UGB, and there may be the desire to extend beyond those bounds, without necessarily extending the ugb.

Councilor McLain referred to page 71, lines 46-48 and the 50 percent figure. She asked whether this was a new provision.

Ethan Seltzer responded that this provision was part of the existing, adopted regulations and that it was staff's recommendation that it continue.

Chairman Gardner asked about the growth projections, their timing and the process.

Ethan Seltzer responded that the present projections were done for the period 1987 through the year 2010. He stated that the forthcoming new forecast would be for the 1993-2015 period and that this was in keeping with forecasts at least every 5 years.

Councilor Kafoury made a motion to adopt the periodic review with the amendments suggested by her regarding the 5% figure and the amendment made by Commissioner Hooley regarding

the natural area locational adjustments.

Commissioner Hooley seconded the motion.

A vote was taken and passed unanimously.

Ethan Seltzer gave a report on the status of Region 2040, indicating that the first public effort would be held at the Annual Growth Conference on April 21 at the Oregon Convention Center.

Councilor Gardner stated that it was appropriate with the mention of new projects to report on the status of Metro's planning program. He stated that there have been major changes made including the reduction of staff by 7 persons and the merging of the Planning and Development Department into either the Transportation or Solid Waste Departments. He stated that the growth management and greenspaces projects would continue, that the essential work will not be impacted and could actually be enhanced.

Commissioner Kafoury asked about the chance to review the urban growth boundary numbers.

Ethan Seltzer referred to the land supply findings of the period review (pages 45 through 53), and explained that through either method used to assess whether a 20 land supply was available, the numbers showed a sufficiency.

Mayor Cole stated that there was heavy growth after 1987 and asked whether there was any newer information?

Ethan Seltzer stated that the cited numbers were the best available to date and noted that with the new forecast and the RLIS geographic information system, a more precise and current accounting could be made.

Jim Zehren stated that he would like to talk about growth forecast, what other forecasts were, how they compared. He asked what if we plan to accommodate a mid-range forecast and we get higher growth?

Ethan Seltzer stated that staff was preparing a presentation for RPAC at its next meeting.

Councilman Thompson stated that it would also be instructive to look at several demographic trends like households size, etc.

The next scheduled meeting will be on April 8, 1992.

The meeting was adjourned at 6:27 p.m.

Respectfully submitted by Mark Turpel.



Forecasting Work Program  
Data Resource Center  
February 1992

This memorandum summarizes an outline work program for forecasting activities by the Data Resource Center during calendar year 1992. The principal expected products from these efforts are:

- o A Base Case/Reference Alternative for Region 2040
- o The Regional Forecast to 2015 in support of functional plans and programs at Metro.

The forecasting work during calendar year 1992 is centered around constructing a reference alternative for Phase I of Region 2040. This effort will form the basis for more detailed work and small-area allocations for Metro's standard 20-year forecast horizon.

As visualized for the attached summary work program, the Base Case/Reference Alternative consists of five- or ten-year allocations of demographic, economic, and land use variables for a generalized zone system of approximately 40 subareas to the year 2040. A modeling system is currently being implemented in Transportation/DRC in support of this activity. Zonal detail anticipated to be available for each allocation is (excluding network variables):

- o population
- o employed residents
- o households by income quartile
- o housing units
- o employment by major industry groups
- o vacant and utilized land

## Summary of Detail on Attached Timeline

Forecasting Work Program  
Data Resource Center  
February 1992

### 1. Preparatory Activities

Tasks concerned with bringing historical data, trends, and modeling tools to the table. These tools are to a basis for discussion and departure in other program elements.

- o Install econometric model. Obtain a regional macro-model for simulation of economic and demographic scenarios, and as a front-end for DRAM/EMPAL.
- o Background data. Charts, graphs, and maps of historical data illustrating patterns of change.
- o White paper. A discussion paper which assimilates current forecasts and trends, and places them in context with historical data and findings.

### 2. Model Preparation (DRAM/EMPAL)

Tasks concerned with completing the integrated land use-transportation at Metro.

- o Calibrate. Currently underway by LUTRAQ consultant.
- o Link to transportation model; Integrate with ARC/INFO. Programming tasks leading to integrated software system.
- o Validation simulations. Validation of the system using test cases designed for general circulation and comment in order to "open the black box" for potential users.
- o Documentation and report.

3. Regional Forecast Forum

The Regional Forecast Forum is an expert panel assembled to produce long-run, regional projections of economic, demographic, and other variables.

- o Assemble committee. Invite experts to participate; circulate white paper, other materials developed in (1).
- o Review contextual information; Prepare assumptions. Group activities designed to articulate a consensus regarding the driving forces behind trends, likely manifestations of trends, omitted issues, and the general direction of the region as revealed by economic, demographic, and social indicators.
- o Interval forecasts; Select forecast(s). An iterative process involving interaction among the Forum, background data, econometric simulations leading to long-run forecast(s) for the region.

4. Allocation Workshops

Two assemblies (which may overlap in time and in membership) which will produce:

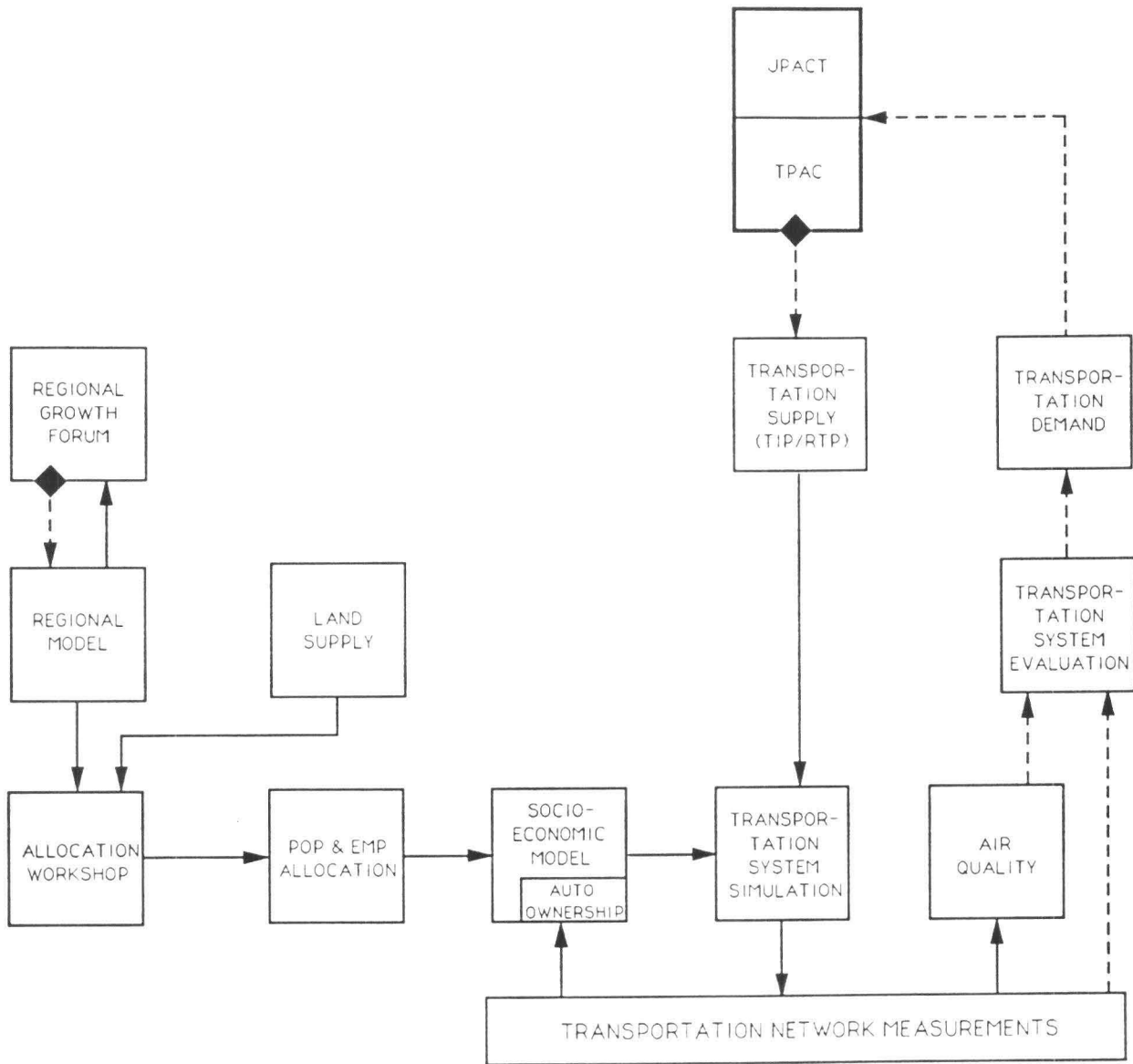
- a. Region 2040 Base Case/Reference Alternative
- b. The Regional Forecast to 2015

Allocation Workshop 1 (AW1) will produce five- or ten-year projections of demographic, economic, and land use variables for a generalized zone system of approximately 40 subareas to the year 2040 in support of the Region 2040 Project.

Building from the guiding work of AW1, AW2 will produce forecasts in five-year increments to the year 2015 in greater spatial detail in support of Metro's RTP, TIP, and air quality and VMT monitoring requirements.

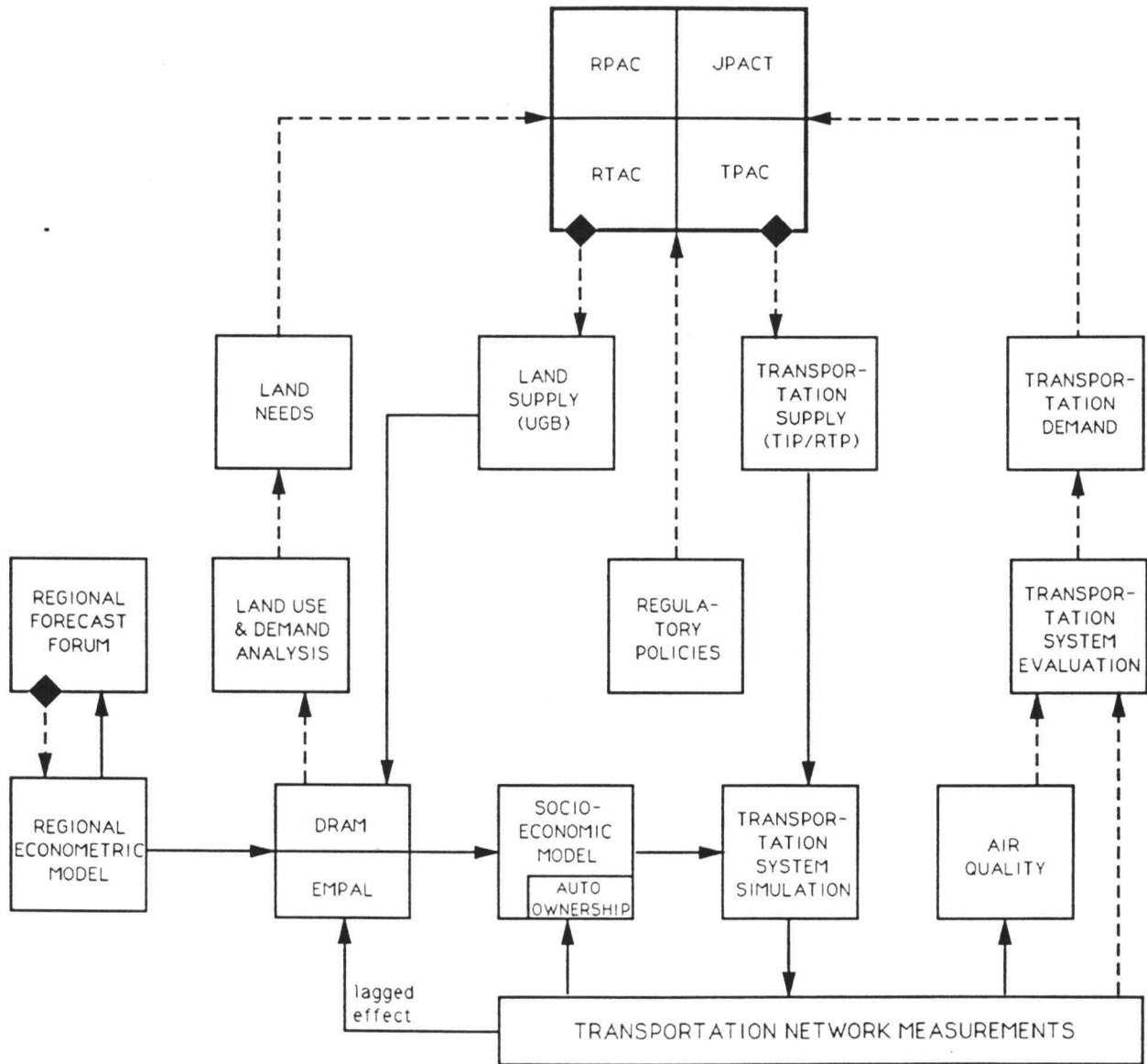
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DA/rb

# Current Transportation-Land Use-Air Quality Model at Metro



- ▶ Model Links
- - - - -▶ Information Links
- ◆ Decision Point

# Proposed Transportation-Land Use Models and Decision Systems



- ▶ Model Links
- - -▶ Information Links
- ◆ Decision Point

Draft  
March 25, 1992

## URBAN RESERVES PROJECT

### PRELIMINARY WORKPLAN

2/11/92

#### Introduction

Metro's Urban Reserves Project is designed to respond to the following:

- 1) RUGGO, Objective 15 - On September 26, 1991, the Metro Council adopted the Regional Urban Growth Goals and Objectives (RUGGO). Objective 15 of that document calls for the designation of urban reserves as a means for better coordinating the activities of service providers, decreasing speculation on certain rural lands, maintaining the region's most desirable options for future urban expansion, and entertaining a long-term, 50-year look at future urban form. Objective 15 specifies a range of factors, summarized below, that will be taken into account by Metro when designating urban reserves. Although all factors are to be balanced together, both the construction of the Objective and its history direct Metro to consider rural exception areas first before designating urban reserves wholly or substantially on rural resource lands.
- 2) LCDC Urban Reserve Areas Rule - LCDC is now in the process of developing a rule that directs Metro and others to designate urban reserve areas adjacent to urban growth boundaries. Although the proposed rule has not, as of this date, been considered by the Commission, it calls for reserves to be designated using the locational factors of Goal 14, the exceptions requirements in the OAR's, and consideration of all rural exceptions areas and nonresource lands within 2 miles of the UGB. The draft rule specifies that urban reserve area must be designated over an 18 month period.
- 3) Region 2040 - The Region 2040 Study will develop alternative scenarios for the future growth of the region. At least one and probably most of those scenarios will incorporate some modification of the existing urban growth boundary. Therefore, the study will require the preliminary designation of urban reserve sites prior to the creation of the alternatives.

In addition, RUGGO Goal II, Urban Form, includes other long-term urban growth concerns beyond those reflected in Objective 15. Metro's regional planning projects must be consistent with RUGGO. Therefore, the Urban Reserves Project will need to respond to all applicable RUGGO objectives.

## Approach

The current population inside the UGB is about 1.1 million. Metro's current forecast projects a UGB population of about 1.39 million by 2010. Recent work by the Portland Water Bureau suggests that the population served by the region's Oregon water suppliers will be from 2.1 to 2.5 million in the year 2050, most of whom will be located in an expanded UGB. Therefore, if the 2010 forecast "more or less" fits into the existing UGB, given current trends, the Water Bureau results point to more than just a minor addition to the UGB in the future. The growth expected here is significant and its accommodation will be a major policy issue for the region in the years ahead.

The central analytical task for the Urban Reserves Project is a land suitability analysis for areas outside and adjacent to the Metro UGB. The criteria outlined in RUGGO, GOAL 14, and the proposed Urban Reserve Rule, will be used to identify the best candidate areas for:

- Conservation: there are lands or landscape features that need protection from urbanization, and the UGB should be used as a key strategy for accomplishing that objective;
- Agricultural Production: there are lands or landscape features critical to the ability of agricultural producers to be able to continue their activities adjacent to and near the UGB; and
- Urbanization: there are lands well suited by virtue of location or other intrinsic quality that should be planned and protected for future urbanization.

Once identified, these three major land categories will be balanced against each other and combined in order to arrive at candidates for urban reserves.

The following steps describe the Urban Reserves Project in more detail:

**Step 1: Study Design and Pilot** - The principal source for the study design comes from a paper by Stephen J. Carver, titled "Integrating Multi-criteria Evaluation with Geographical Information Systems". We have been assisted in study methodology research by Ken Duecker at the Center for Urban Studies.

The approach recommended here is more powerful than the typical GIS overlay process, where multiple data layers are simply "overlain" on each other to reveal the areas of greatest suitability. The standard overlay technique suffers from the fact that:

- first, all data layers are not of equal importance, but
- second, modern GIS systems allow an amazing number of data layers to be developed relevant to the kind of suitability analysis envisioned here, and

-- third, it is only possible to sort out the complex meaning of the interactions of data layers in a standard overlay process if a limited number (4 to 7) are used.

Therefore, a different technique is needed in order to take advantage of the power of a GIS data base and invoke multiple criteria for analysis. The multi-criteria evaluation (MCE) techniques described by Carver are well suited to this task. MCE adds the ability to weight the site selection criteria which can be altered to allow analysis of siting suitability for divergent land use types; for example, to take an urbanization, agricultural production, or conservation "view" of the sites under consideration.

There are two steps involved in this MCE analysis:

- 1) Step one produces a parcel specific database from overlaying each of the coverages to be used (e.g.; soils, zoning, etc.) upon the tax lot coverage. The tax lot coverage is itself an important source of data, including parcel size and the array of tax assessment information. This parcel specific database is converted from an ARC/INFO point-in-polygon coverage to an ASCII table for input into a FORTRAN program.
- 2) The second step is development of the MCE system. This involves specification of the weights to be applied to each data item, based upon the use to be sited. The FORTRAN program is used as an efficient software tool to apply the MCE and produce an output file where each parcel has a score. These scores can then be thematically mapped in Arc Plot to graphically display the results. Many alternatives can be produced and ranked by the technical advisory committee.

The MCE methodology has been used successfully in similar applications to the one proposed here. The rest of this work program is predicated on the use of MCE for the urban reserves land suitability analysis.

However, to test the methodology, a pilot project will be run using data from the urban RLIS coverages for areas outside and adjacent to the urban growth boundary. In addition, remote sensing data for land coverage in the North Scholls quad will be used in that area. The pilot will make two important assumptions:

- 1) The data currently in RLIS will be sufficient to portray issues associated with urbanization, agricultural production, and conservation; and
- 2) The ranking of the data layers will be done by Metro.



The pilot will utilize the basic structure of the MCE methodology described below through step 6, and will be completed by February 14, 1992. Should the pilot reveal problems with the approach, this workplan will be modified. A meeting will be held on February 20 with an informal urban reserves working group to discuss the pilot and this proposed workplan, and a presentation on the project will be made to the Regional Technical Advisory Committee at its meeting on February 27.

**Step 2: Constitute Expert Panels** - Expert panels will be constituted for urbanization, agricultural production, and conservation. Each panel will include 3 to 9 members. The membership of each panel will be chosen to reflect the broad concerns associated with identifying the characteristics of the land supply needed to sustain the use. The urbanization panel will include members from local banks, development companies, HBAMP, commercial and industrial realtors and public service providers. The conservation panel will include members from water quality interests, public service providers, and "greenspaces" organizations. The agricultural production panel will include members from producers, suppliers, processors, the extension service, and an agricultural economist.

**Step 3: Review Criteria and Determine Relevant Data Layers** - Using the locational factors of Goal 14, other statewide planning goal policies, RUGGO, and the proposed Urban Reserves Rule, criteria for identifying urbanization potential, agricultural production factors, and conservation priority can be developed. RLIS layers relevant to portraying those criteria in the landscape can be identified. For example, agricultural soil classes are very important for identifying important rural resource lands, are already in the RLIS system, and can be mapped. Systematically identifying the locational criteria for urban reserves and the RLIS layers needed to display them in the landscape will also reveal data layers not in the RLIS system but needed for this analysis. Each panel will be asked to:

- 1) Review the criteria and determine whether others are needed.
- 2) Identify data needed to address relevant criteria.
- 3) Review the data currently available in RLIS to determine whether data critical to the task is or will be available.
- 4) Propose ways to either augment the current RLIS data base and/or ways to accomplish the task in the absence of the needed data.

Metro recognizes that RLIS will not necessarily provide the answer. Rather, RLIS is one tool for focusing the discussion on issues requiring a policy or expert decision. Both realistically and pragmatically, RLIS cannot be expected to have all the data, nor can Metro be expected to provide 100% of it by the time this project must be completed. Attached is a listing of the criteria known to date, and a "first cut" of the relevant geographic information in the RLIS system applicable to the elucidation of the criteria.

**Step 4. Apply weights to Relevant Data Layers** - Each panel will be asked to apply weights to the relevant data layers in order to rank its importance for portraying a view of the land needs of the use. Each panel will be asked to develop as many rankings as needed to reflect the diversity of land needs embodied in its subject area. For example, the urbanization panel may choose to develop a single ranking of the data layers, assuming that in the long-term the land needs of different land uses are not going to be that dissimilar. Alternatively, the panel may decide that it needs to rank or weight the layers once for residential use and then again for industrial/commercial use, assuming that the characteristics of the land needed for each of those uses will be fundamentally different in some way in the future. To ensure continuity among panels, the total number of "points" will be the same for all three.

**Step 5: Parcel to Grid to Polygon** - The data layers will be converted into consistent polygons in order to develop comparability between layers for the initial analysis, and to simplify data processing. The weights for the views prepared by the three panels will be applied to the polygons, and each view of each panel will be mapped, reviewed, and, if necessary, revised by the panel that produced it.

**Step 6: Macroview** - Using an interactive process, members of the expert panels combined with the RTAC will be able to develop one or several combinations of the views developed for urbanization potential, agricultural production, and conservation priority into a proposal or proposals for urban reserve study areas. This overlay process will yield priority areas for further urban reserve suitability analysis.

**Step 7: Microview** - Following the identification of priority areas in Step 6, the GIS layers will be "returned" to the parcel level to allow more detailed analysis. The weights developed in Step 4 will be used and may be adjusted as necessary. If one or a number of the priority areas are found to be less suitable than previously thought, the RTAC will have the option of dropping them, dropping them and returning to Step 6 to find others, or revising the weights in Step 4 to generate new views for urbanization potential, agricultural production, and/or conservation priority.

**Step 8: Establish Control Population Totals and Development Density Factors** - In order to project the total acreage needed in urban reserves to anticipate up to a 50-year urban land need, one or a range of control population totals will need to be developed. This step should occur either concurrent with or immediately following the 20-year projection to the year 2015 to be developed in early 1992 by the Metro DRC. In that 50-year projections are fairly speculative, it may be more effective to simply relate urban reserve size to a projected population rather than to a year or growth rate.

**Step 9: Public Review** - Review the scenarios and their underlying assumptions, starting with methodological assumptions in Step 1, with the public. RTAC will revise or add scenarios as necessary and present a recommendation to RPAC.

**Step 10: Selection of Urban Reserves** - Present to RPAC for advisory recommendation to Metro Council. Upon selection of one or a combination of scenarios, develop urban reserve management agreements with respective cities, counties, and special districts and modify RUGGO as needed.

Concurrent with the process described above, and in anticipation of a State urban reserves "rule", Metro will provide facilitation for the development of implementing tools by cities and counties. Selection of Urban Reserves by the Metro Council must happen concurrently or just after adoption of implementing ordinances by counties and some cities.

## URBAN RESERVE DESIGNATION CRITERIA

RUGGO, the proposed Urban Reserves Rule, Goal 14, and Goal 2 are, at present, the relevant sources for criteria for the designation of urban reserves according to the three categories presented above: conservation, urbanization, and agricultural production. The final version of the urban reserves rule will likely add others, and Metro expects that the expert panels to be used in the process may suggest a number of other issues that need to be examined. Nonetheless, for the purposes of developing this workplan, the following criteria will be addressed:

<u>Conservation Criteria</u>	<u>Potential RLIS Sources</u>	
RUGGO Objective 15:		
1) Obj 15.1:locate UGB using major natural and built features	Topography drainages floodplains roads land use	
2) Obj 15.2:manage land supply with respect to elements contributing to "sense of place"	topog greenspaces UofO 10 principles	
3) Obj 15.3.1: green spaces between communities	greenspaces floodplains drainages comp plans	
LCDC Urban Reserve Areas Rule:		
1) G14 Factor 5	comp plans greenspaces wetlands hazards floodplains	
2) OAR 660-04-010(1)(c)(B) (exceptions test for analysis)		N/A
Other Applicable RUGGO Objectives:		
1) Obj 7 Water	water supply storm drainage sewer	

Conservation Criteria

2) Obj 8 Air

3) Obj 9 Nat Areas

Potential RLIS Sources

air sheds  
SIP  
air quality

comp plans  
greenspaces  
state trail plan

Urbanization Criteria

RUGGO Objective 15:

1) Obj 15.3.1:

urban service efficiency

urbanization potential

unique land needs

jobs/housing proximity

balance of growth opportunities

impact on reg. trans. syst

Potential RLIS Sources

sewer  
storm drainage  
water supply  
transportation plans  
parks and open space  
schools?  
emergency services?

wetlands  
hazards  
slope  
geology  
soils

Goal 9 info  
economic forecast  
target industry needs

pop data  
emp data  
CHAS info  
jobs/housing balance study

vacant land  
infill and redev potential

RTP  
comp plans

Urbanization Criteria

Potential RLIS Sources

LCDC Urban Reserve Areas Rule:

- |   |  |
|---|--|
| 1) G14 Factor 3   | see urban service efficiency above                                     |
| 2) G14 Factor 4   | see urbanization potential above<br>comp plans<br>transportation plans |
| 3) OAR 660-04-010(1)(c)(B) (exceptions test for analysis) | N/A  |

Other Applicable RUGGO Objectives:

- |                                |   |
|--------------------------------|---|
| 1) Obj 11 Housing              | CHAS info<br>comp plans<br>assessors data<br>jobs/housing study<br>pop data<br>emp data |
| 2) Obj 12 Pub Facs             | see urban services efficiency above   |
| 3) Obj 13 Transportation       | RTP<br>Comp plans<br>models?<br>OTP   |
| 4) Obj 14 Economic Opportunity | emp data<br>comp plans<br>vacant land<br>infill/redev potential                         |
| 5) Obj 16 Developed Urban Land | infill/redev potential<br>emp data<br>RTP<br>Region 2040<br>LUTRAQC                     |
| 6) Obj 17 UGB                  | UGB<br>forecasts/growth allocation  |
| 7) Obj 18 Urban Design         | greenspaces<br>comp plans   |

Agricultural Production Criteria

RUGGO Obj 15.3.1:

protection of farm and forest land

LCDC Urban Reserve Areas Rule:

1) G14 Factor 6

2) G14 Factor 7

Other Applicable RUGGO Objectives:

1) Obj 10 Ag Lands

Potential RLIS Sources

soil survey  
comp plans  
ag and forest land uses

see pro. of farm/forest land above

see pro. of farm/forest land above

soils  
rural land use  
comp plans

**MCE PROCESS MATRIX:**

	layer 1	layer 2	layer 3	layer 4	layer 5	layer 6	layer 7	etc.
ag view 1	(wght)							
ag view 2								
urban view 1								
urban view 2								
cons view 1								
cons view 2								
etc.								

Notes:

- 1) Weights applied by agricultural production, conservation priority, and urbanization potential expert panels.
- 2) A "layer" is any portion of a mapped RLIS data product. For example, ag soil class I is a layer taken from the soils map. Not all layers may be applicable to all views.
- 3) Each view represents a specific function or priority. Number of views developed for each category depends on number of specific, distinct scenarios envisioned...could be 1 to n.
- 4) Interactive, iterative process anticipated for developing weights.
- 5) Urban reserve priority areas identified by overlaying the views in various combinations.




STOEL RIVES BOLEY JONES & GREY

M E M O R A N D U M

March 23, 1992

TO: REGIONAL POLICY ADVISORY COMMITTEE  
METROPOLITAN SERVICE DISTRICT

FROM: JAMES A. ZEHREN 

RE: Regional Population Forecasts and Related Issues

At the end of our last meeting I mentioned that I would share with you some figures on population growth rates for other US metropolitan areas in the 20-year period from 1970 to 1990. Attached is a copy of a chart providing such figures, which I prepared last year with the help of Oregon Progress Board staff. Note the explanatory footnote at the bottom of the first page.

We all continue to read and hear that the population of the Portland metropolitan area will grow by about 500,000 people in the next 20 years--by the year 2010. Given a current metro area population of roughly 1,500,000, that means this area will grow by about 33 percent in the next 20 years. Now, that 20-year growth rate projection in fact may be the most likely for all kinds of reasons; I personally have no specific, technical reason to think that there is an alternative outcome that is more likely. However, I do think it interesting to think about the much higher 20-year growth rates that were experienced in some other medium-sized metropolitan areas in the South, Southwest, and West from 1970 to 1990:

South

Atlanta, FL	68 %
Miami-Ft. Lauderdale, FL	69 %
Tampa-St. Petersburg, FL	86 %

Southwest

Denver-Boulder, CO	49 %
Houston-Galveston, TX	71 %
Phoenix, AZ	118 %
San Antonio, TX	46 %

West

Sacramento, CA	74 %
San Diego, CA	83 %

(Note from the chart that even the Portland metro area itself grew 41 percent in the 20 years between 1970 to 1990. The Seattle-Tacoma metro area, while growing much faster than the Portland area in the 1980s, grew much slower than the Portland area in the 1970s, resulting in the 20-year growth rate for the Seattle-Tacoma area being only 39 percent.)

For me, these figures pose the following kinds of questions:

1. How much do we know about the factors that caused the high rates of growth experienced in these metropolitan areas in the South, Southwest, and West in the 20-year period between 1970 and 1990?
2. How confident are we that these same factors will not cause similar high rates of growth in the Portland metro area in the 20-year period from 1990 to 2010?
3. Even if we are confident that the factors that caused the high rates of growth in metro areas in the South, Southwest, and West from 1970 to 1990 will not cause similar high rates of growth in the Portland metro area in the 20 years from 1990 to 2010, how confident are we that other factors (such as desire for "quality of life", or availability of water, for example) won't cause similar high rates of growth in the Portland metro area in the next 20 years?
4. How much do we know about the accuracy of existing population projection methodology? How good is the track record--either here in the Portland metro area or in the other metro areas listed above?

My interest in this aspect of growth is not an academic one. I am concerned that all of us in the Portland metro area, and especially those of us who happen to be on RPAC, not get lulled into thinking that the "500,000 more people by 2010" projection for our population is a given. At a minimum, I believe, we should attempt to understand how likely it is that our metro area population could grow significantly more or less than the 33 percent being projected--and then at

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least think through what the impacts would be of those alternative outcomes coming to fruition. The numbers on the attached chart for some of the other metro areas in the US serve to heighten my concern in this regard.

JAZ:m-b  
Enclosure  
cc (w/encl): Mr. Ethan Seltzer, Metro  
Mr. Duncan Wyse, Oregon Progress Board

OREGON PROGRESS BOARD

MEDIUM-SIZE U.S. METROPOLITAN AREAS\*  
Population Growth, 1970-1990

Categorized by Region

South

<u>Metropolitan Area</u>	<u>Population (x1,000)</u>			<u>Percentage Growth</u>		
	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1970-80</u>	<u>1980-90</u>	<u>1970-90</u>
Atlanta, GA MSA	1,684	2,138	2,834	26	32	68
Miami-Fort Lauderdale, FL CMSA	1,888	2,644	3,193	40	20	69
New Orleans, LA MSA	1,100	1,256	1,239	14	-1	12
Norfolk-Virginia Beach- Newport News, VA MSA	1,054	1,160	1,396	10	20	31
Tampa-St. Petersburg- Clearwater, FL MSA	1,106	1,614	2,068	45	28	86

Northeast

<u>Metropolitan Area</u>	<u>Population (x1,000)</u>			<u>Percentage Growth</u>		
	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1970-80</u>	<u>1980-90</u>	<u>1970-90</u>
Baltimore, MD MSA	2,089	2,200	2,382	5	8	14
Buffalo-Niagara Falls, NY CMSA	1,349	1,243	1,189	-8	-4	-11

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\* This chart includes metropolitan areas in the United States which in 1970 had populations of between 50 percent and 150 percent of the population of the Portland-Vancouver metropolitan area in 1990 (1,478,000). Population data are from the U.S. Census Bureau. "MSA" means Metropolitan Statistical Area. A "CMSA" consists of two or more population centers called Primary Metropolitan Statistical Areas ("PMSAs"). MSAs, CMSAs, and PMSAs are designated by the U.S. Census Bureau.

Midwest

<u>Metropolitan Area</u>	<u>Population (x1,000)</u>			<u>Percentage Growth</u>		
	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1970-80</u>	<u>1980-90</u>	<u>1970-90</u>
Cincinnati-Hamilton, OH-KY-IN CMSA	1,613	1,660	1,744	3	5	8
Columbus, OH MSA	1,149	1,244	1,377	8	10	19
Indianapolis, IN MSA	1,111	1,167	1,250	5	7	12
Kansas City, MO-KS MSA	1,373	1,433	1,566	4	9	14
Milwaukee-Racine, WI CMSA	1,575	1,570	1,607	-0.3	2	2
Minneapolis-St. Paul, MN-WI MSA	1,982	2,137	2,464	8	15	24

Southwest

<u>Metropolitan Area</u>	<u>Population (x1,000)</u>			<u>Percentage Growth</u>		
	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1970-80</u>	<u>1980-90</u>	<u>1970-90</u>
Denver-Boulder, CO CMSA	1,238	1,618	1,848	30	14	49
Houston-Galveston-Brazoria, TX CMSA	2,169	3,101	3,711	42	19	71
Phoenix, AZ MSA	971	1,509	2,122	55	40	118
San Antonio, TX MSA	888	1,072	1,302	20	21	46

West

<u>Metropolitan Area</u>	<u>Population (x1,000)</u>			<u>Percentage Growth</u>		
	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1970-80</u>	<u>1980-90</u>	<u>1970-90</u>
Portland-Vancouver, OR-WA CMSA	1,047	1,298	1,478	23	13	41
Sacramento, CA MSA	848	1,100	1,481	29	34	74
San Diego, CA MSA	1,358	1,862	2,498	37	34	83
Seattle-Tacoma, WA CMSA	1,837	2,093	2,559	13	22	39

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**METRO**

# Memorandum

Planning and Development  
2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/220-1537 Fax 273-5585

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DATE: March 26, 1992

TO: Regional Policy Advisory Committee

FROM: Ethan Seltzer Land Use Coordinator

SUBJECT: Proposed LCDC Urban Reserves Rule

The Land Conservation and Development Commission has been working on an urban reserves planning rule for the state since last fall. Earlier versions of the proposed rule raised a wide range of concerns for the metropolitan area, both because the proposals conflicted with the urban reserves concept in RUGGO, and because concepts for interim regulations promised to create an atmosphere of conflict as this region attempted to deal with the issue. Most of the concerns raised by the metropolitan area have been addressed and satisfactorily resolved in subsequent drafts.

On April 17, 1992, the Commission will hold its fourth hearing on the urban reserves rule. It will have before it a rule draft dated March 10, 1992 (attached). Metro believes that this draft of the rule would, in fact, be a useful tool for the metropolitan area as it proceeds with an examination of the urban reserves concept. However, although Metro believes that the urban reserves concept embodied in RUGGO can be pursued under this rule, the current draft still contains some language of concern to metropolitan area jurisdictions.

In particular, section 660-21-015 of the proposed rule, "Determination of Urban Reserve Areas", suggests to some that Metro would be precluded from using the balanced planning approach outlined in Objective 15 of RUGGO. The urban reserves planning process in RUGGO recognizes that selecting suitable sites for urban reserves will involve on one hand, balancing the economics and technical requirements of urbanization, with, on the other, the longstanding statewide policy of preserving rural resource land. Caught in the balancing act is the presence of a significant supply of rural exception land adjacent to the UGB. In fact, it was the presence of and development trends in those exception areas that prompted our interest in urban reserves in the first place.

Rather than presupposing that all urban reserves will be composed only of exception lands, or that all exception lands ought to be urbanized, the planning process in RUGGO suggests that a

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systematic examination of all rural lands adjacent to the UGB should be made to determine which, if any, are best suited for future urban use. If the most suitable lands were exception lands only, then that is an acceptable conclusion as long as it is based on a weighing of the factors outlined in Objective 15. The planning process expected in RUGGO is similar to and consistent with the process used in Statewide Planning Goal 14 to establish the location of UGB's. Therefore, Metro staff has testified before LCDC in previous hearings to, at a minimum, orient the state rule towards the Goal 14 process.

Unfortunately, previous drafts did not do this. In fact, the draft just prior to the March 10 draft did not refer to Goal 14 at all. However, the March 10 draft now outlines a process for identifying urban reserves that begins with the Goal 14 process. The rule diverges from RUGGO in its use of the hierarchy for inclusion of rural lands in urban reserves. In RUGGO, the hierarchy in Objective 15.3 contemplates using exception land first, but balancing the desire to avoid using resource land with other planning concerns. In the March 10 draft, following the identification of possible urban reserve lands using the Goal 14 factors, it goes on to require that only exception land be used unless it can be shown that exception lands will not suffice.

Hence, the March 10 draft takes a much stricter approach to the general policy desire outlined in RUGGO. Even so, Metro believes that the new wording in the March 10 draft provides the flexibility needed to carry out the RUGGO urban reserves process. It is not as straightforward as we might have liked, but it can accommodate the kind of planning process envisioned for this region.

Since the hearing follows the April 8 RPAC meeting, we would like to discuss the proposed rule with the Committee to incorporate your concerns in our testimony. The RTAC briefly discussed this issue at its meeting on March 26, but did not take a formal position. One of the issues raised during the RTAC discussion is that any support for the adoption of the rule as presently drafted should be conditioned on consistent and direct DLCD involvement in the planning process in this region: we don't want to get 3 years down the road and have the Department raise issues long since discussed and settled.

Please review the attached materials in anticipation of our discussion of this issue on April 8. Feel free to contact me should you have any questions.

## An update on LCDC's Proposal for New Rules on Urban Reserve Areas

- What is being proposed?** New rules to plan "urban reserve areas"--rural areas identified by local governments as likely places for future urban growth. A draft of the revised proposal is attached.
- Who is proposing them?** Oregon's Land Conservation and Development Commission
- Who would be affected?** Property owners and businesses who own or have interests in rural lands near urban growth boundaries. Some special districts, local government agencies, and state agencies with responsibilities for lands and programs near urban growth boundaries would also be affected.
- What would the proposed rules do?** Establish a process to enable any city to create an urban reserve area. The rules would require a few of the fastest-growing cities to adopt provisions for such areas.
- Will there be a public hearing on this?** Yes. On Friday, April 17, 1992, the Land Conservation and Development Commission will hold its fourth public hearing on these proposed rules. The hearing will be in the Garden Room, Valley Conference Center, 9368 SW Beaverton-Hillsdale Highway, Beaverton. LCDC's meeting begins at 8:30 AM.
- May I comment on this proposal?** Yes. Any interested person may comment on the proposed rules, by writing to LCDC or by speaking at the above hearing. Send written comments to **Department of Land Conservation and Development, 1175 Court Street NE, Salem, OR 97310**. Please submit written material by April 13, 1992.
- How can I get more information?** Call (503) 373-0050, or write to us at the above address.
- What's the schedule for adopting these rules?** LCDC may adopt the proposed urban reserve rules at its meeting of April 17, 1992. Some provisions of the new rules would take effect immediately in a few urban areas; others would be applied over the next 24 months. Some would be applied only when a city chose to apply them.
- Who has been notified about this proposal?** Notice of LCDC's April hearing will be sent to media throughout Oregon. This announcement and the attached draft of the rules are being sent to many individuals, interest groups, state agencies, and local officials. LCDC conducted similar mailings in October, January, and February. ▶ ▶ ▶



# SUMMARY OF THE PROPOSED URBAN RESERVE RULES

The Land Conservation and Development Commission (LCDC) held public hearings on the proposed urban reserve rules in November 1991 and in January and February of 1992. LCDC also held two public work sessions in December 1991 to review the testimony it had received.

In response to the comments it heard, LCDC modified its original proposal in several important ways. For example, it reduced from 25 to 7 the number of urban areas that would be subject to mandatory provisions. It reduced the scope of the interim provisions so they would apply only to exception areas outside urban growth boundaries, not to farm and forest lands.

The revised proposal now deals with urban reserve areas as outlined below:

## **Authorize Urban Reserve Planning for All Cities**

All cities and counties would be permitted (but not required) to establish "urban reserve areas" through their land use plans and zoning ordinances. These areas would be intended to accommodate urban growth over the long term.

## **Require Urban Reserve Areas for a Few Cities**

These places would be required to establish urban reserve areas: the Portland metropolitan area, Newberg, Hood River, Sandy, Grants Pass, Brookings, Medford. These places have the highest priority for urban reserve planning because of a combination of factors such as population growth, city size, and development in exception areas near the urban growth boundary (UGB).

## **Establish a Two-Step Process for the High-Priority Areas**

The seven urban areas listed above would immediately begin a two-step process:

1. Temporarily cease upzonings in exception areas near the UGB. (An upzoning is a change of zoning

to allow greater development.)

2. Establish urban reserve areas during the next 24 months. Such areas would be places just outside the UGB marked for inclusion in the boundary when the city grows. They are likely to be made up mostly of rural residential areas, but they could include some farm and forest lands.

## **Specify Standards and Procedures for Planning Urban Reserve Areas**

The proposed rules contain:

### **► Standards for including land in urban reserve areas--**

- Priority given to exception areas and nonresource land;

- Priority for less productive soils;

### **► Guidelines for review of development in urban reserve areas--**

- Measures to protect ability to urbanize later, such as minimum lot sizes, clustering, shadow platting;

- Coordination agreements with service providers;

### **► Standards for how urban reserve designation affects later UGB amendments--**

- Reserve lands must be taken into UGB first;

### **► Definitions of key terms.**

## **Fourth Public Hearing on Urban Reserves Will Be In Beaverton April 17**

The provisions and issues outlined above will be discussed at a public hearing before the Land Conservation and Development Commission (LCDC) on Friday, April 17, 1992, in the Garden Room, Valley Conference Center, 9368 SW Beaverton-Hillsdale Highway, Beaverton.

LCDC's meeting on April 17 will begin at 8:30 AM. The hearing on the urban reserve area rules is expected to begin soon after 8:30 and be finished before noon.

■ ■ ■

*DLCD -- March 10, 1992*

DIVISION 21

URBAN RESERVE AREAS

**Purpose**

660-21-000 This division authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion in an urban growth boundary and to be protected from patterns of development which would impede urbanization.

**Definitions**

660-21-005 For purposes of this division, the definitions contained in ORS 197.015 and the statewide planning goals (OAR 660 - Division 15) apply. In addition, the following definitions apply:

(1) "Urban reserve area": Rural lands identified as a priority for inclusion in the urban growth boundary when additional urbanizable land is needed in accordance with the requirements of Goal 14.

(2) "Resource land": Land subject to the statewide planning goals listed in OAR 660-04-010(1)(a) through (f) except subsection (c).

(3) "Nonresource land": Land not subject to the statewide planning goals listed in OAR 660-04-010(1)(a) through (f) except subsection (c). Nothing in this definition is meant to imply that other goals, particularly Goal 5, do not apply to nonresource land.

(4) "Exceptions area": Rural lands for which an exception to statewide Goals 3 and 4, as defined in OAR 660-04-005(1), has been acknowledged.

(5) "Developable land": Land that is not severely constrained by natural hazards, nor designated or zoned to protect natural resources, and is either entirely vacant or has a portion of its area unoccupied by structures or roads.

(6) "Adjacent": Lands either abutting or within a quarter of a mile of a UGB.

**Authority to Establish Urban Reserve Areas**

660-21-010 Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan area urban growth boundary, are authorized to designate urban reserve

1. areas under the requirements of this rule, in coordination with  
2. special districts and other affected local governments, including  
3. neighboring cities within two miles of the UGB. Where urban  
4. reserve areas are adopted or amended, they shall be shown on all  
5. applicable comprehensive plan and zoning maps, and plan policies  
6. and land use regulations shall be adopted to guide the management  
7. of these areas in accordance with the requirements of this  
8. division.  
9.

10.  
11. **Determination of Urban Reserve Areas**  
12.

13. **660-21-015** (1) Urban reserve areas shall include an amount  
14. of land estimated to be at least a 10 year supply of developable  
15. land beyond the time frame used to establish the urban growth  
16. boundary, except for Portland Metropolitan Service District, where  
17. the urban reserve area shall include an amount of land estimated to  
18. be a 30 year supply of developable land beyond the time frame used  
19. to establish the urban growth boundary.  
20.

21. (2) Inclusion of land within an urban reserve area shall be  
22. based upon factors 3 through 7 of Goal 14 and the criteria for  
23. exceptions in Goal 2 and ORS 197. Cities and counties  
24. cooperatively, and the Metropolitan Service District for the  
25. Portland Metropolitan area urban growth boundary, shall first study  
26. lands adjacent to the urban growth boundary for suitability for  
27. inclusion within urban reserve areas, as measured by factors 3  
28. through 7 of Goal 14 and by the requirements of OAR 660-04-010.  
29. The local governments shall then designate for inclusion within  
30. urban reserve areas those suitable lands which satisfy the  
31. priorities in subsection (3).  
32.

33. (3) Land found suitable for an urban reserve may be included  
34. within an urban reserve area only according to the following  
35. priorities:  
36.

37. (a) First priority goes to land adjacent to an urban growth  
38. boundary which is identified in an acknowledged comprehensive plan  
39. as exceptions areas or nonresource land. First priority may  
40. include resource land that is completely surrounded by exception  
41. areas;  
42.

43. (b) If land of higher priority is inadequate to accommodate  
44. the estimated supply, second priority goes to land designated as  
45. marginal land pursuant to ORS 197.247;

1. (c) If land of higher priority is inadequate to accommodate  
2. the estimated supply, third priority goes to land designated as  
3. secondary if such category is defined by Commission rule or by the  
4. legislature;

5. (d) If land of higher priority is inadequate to accommodate  
6. the estimated supply, fourth priority goes to land designated in an  
7. acknowledged comprehensive plan for agriculture or forestry, or  
8. both, with higher priority given to land of lower capability as  
9. measured by the capability classification system or by cubic foot  
10. site class, whichever is appropriate for the current use.

11. (4) Land of lower priority under subsection (3) of this  
12. section may be included if land of higher priority is found to be  
13. inadequate to accommodate the estimated supply, for one or more of  
14. the following reasons:

15. (a) Specific types of identified land needs cannot be  
16. reasonably accommodated on higher priority lands, or

17. (b) Future urban services could not reasonably be provided to  
18. the area due to topographical or other physical constraints, or

19. (c) Maximum efficiency of land uses within a proposed urban  
20. reserve area requires inclusion of lower priority lands in order to  
21. include or to provide services to higher priority lands.

22. (5) Findings and conclusions concerning the results of the  
23. above consideration shall be included in the comprehensive plans of  
24. affected jurisdictions.

### 31. **Urban Reserve Area Planning and Zoning**

32. **660-21-020** (1) Lands in the urban reserve area shall continue  
33. to be planned and zoned for rural uses, but in a manner that  
34. ensures a range of opportunities for the orderly, economic and  
35. efficient provision of urban services when these lands are included  
36. in the urban growth boundary.

37. (2) Urban reserve area land use regulations shall ensure that  
38. development and land divisions in exception areas and nonresource  
39. lands will not hinder the efficient transition to urban land uses,  
40. and the orderly and efficient provision of urban services in the  
41. future. These measures shall be adopted by the time the urban  
42. reserve area is designated, and may include:

43. (a) Prohibition on the creation of new parcels less than 10  
44. acres,

1. (b) Requirements for clustering as a condition approval of  
2. new parcels,

3.  
4. (c) Requirements for preplatting of future lots or parcels,

5.  
6. (d) Requirements for written waivers of remonstrance against  
7. annexation to a provider of sewer, water, or streets,

8.  
9. (e) Regulation of the siting of new development on existing  
10. lots for the purpose of ensuring the potential for future urban  
11. development and public facilities.

12.  
13. (3) For exceptions areas and nonresource lands in urban  
14. reserve areas, land use regulations shall prohibit zone amendments  
15. allowing more intensive uses, including higher residential density  
16. than permitted by acknowledged zoning applied as of the date of  
17. establishment of the urban reserve area.

18.  
19. (4) Resource lands which are included in urban reserve areas  
20. shall continue to be planned and zoned under the requirements of  
21. applicable statewide planning goals, including Goals 3 and 4.

22.  
23. (5) Urban reserve area agreements meeting the requirements of  
24. OAR 660-21-025 shall be adopted for urban reserve areas.

25.  
26. (6) Cities and counties are authorized to plan for the  
27. eventual provision of urban public facilities and services to urban  
28. reserve areas. However, this provision is not intended to  
29. authorize new or expanded urban public facilities and services in  
30. urban reserve areas prior to inclusion of such lands in the urban  
31. growth boundary.

32.

33.  
34. **Urban Reserve Area Agreements**

35.

36. **660-21-025** Urban reserve area planning shall include urban  
37. reserve agreements among local governments and special districts  
38. serving or projected to serve the designated urban reserve area.  
39. These agreements shall be adopted by each applicable jurisdiction  
40. and shall contain:

41.

42. (1) Designation of the local government responsible for  
43. building code administration and land use regulation in the urban  
44. reserve area, both at the time of reserve designation and upon  
45. inclusion of these areas within the urban growth boundary.

1. (2) Designation of the local government or special district  
2. responsible for the following services: sewer, water, fire  
3. protection, parks, transportation and storm water. The agreement  
4. shall include maps indicating areas and levels of current service  
5. responsibility and areas projected for future service  
6. responsibility.  
7.

8. (3) Terms and conditions under which service responsibility  
9. will be transferred or expanded, for areas where the provider of  
10. the service is expected to change over time.  
11.

12. (4) Procedures for notification and review of land use  
13. actions to ensure involvement by all affected local governments and  
14. special districts.  
15.

16. **Urban Growth Boundary Expansion**  
17.

18. **660-21-030** (1) All lands within urban reserve areas  
19. established pursuant to this division shall be included within an  
20. urban growth boundary before inclusion of other lands, except where  
21. an identified need for a particular type of land cannot be met by  
22. lands within an established urban reserve area.  
23.

24. (2) The interim requirements of OAR 660-21-050 are not  
25. intended to prohibit urban growth boundary amendments meeting state  
26. and local requirements.  
27.

28. **Adoption and Review of Urban Reserve Areas**  
29.

30. **660-21-035** (1) Designation and amendment of urban reserve  
31. areas shall follow the procedures in ORS 197.610 through 197.650.  
32.

33. (2) For purposes of review, a decision designating or  
34. amending an urban reserve area shall not be final until affected  
35. cities and counties, or Metro and affected local governments for  
36. the portland metro area urban growth boundary, have adopted the  
37. following:  
38.

39. (a) Urban reserve area policies and related requirements in  
40. the comprehensive plan and land use regulations, and  
41.

42. (b) Appropriate amendments to comprehensive plan and zoning  
43. maps.  
44.  
45.



1. (3) Disputes between jurisdictions regarding urban reserve  
2. area boundaries, planning and regulation, or urban reserve  
3. agreements may be mediated by the Department or the Commission upon  
4. request by an affected local government or special district.  
5.  
6.

7. **Applicability**

8.  
9. **660-21-040** (1) The provisions of this rule are effective  
10. immediately upon filing with the Secretary of State.  
11.

12. (2) All local governments may designate urban reserve areas  
13. under the requirements of this division.  
14.

15. (3) Local governments with planning and zoning responsibility  
16. for lands in the vicinity of the following urban growth boundaries  
17. shall designate urban reserve areas in accordance with the  
18. requirements of this division: The Cities of Brookings, Grants  
19. Pass, Hood River, Medford, Newberg, and Sandy, and the Portland  
20. Metropolitan Service District for the Portland area urban growth  
21. boundary.  
22.

23. (4) Where the requirements of OAR 660-21-045(1) are not  
24. satisfied, and the director has not approved additional time under  
25. OAR 660-21-045(2), the following requirements shall apply, as  
26. authorized by 197.646(3):  
27.

28. (a) No subdivisions or partitions shall be approved on  
29. exceptions areas and nonresource lands within 2 miles of the urban  
30. growth boundary.  
31.

32. (b) In addition, the Commission may review whether or not  
33. enforcement action under ORS 197.646(3) shall be initiated.  
34.

35. (5) Jurisdictions not listed under OAR 660-21-040 with  
36. acknowledged plan and/or zone provisions that designate specific  
37. rural areas as priority for future inclusion in an urban growth  
38. boundary shall review such provisions to determine consistency with  
39. the requirements of this division as part of the evaluation  
40. required at the jurisdiction's next regularly scheduled periodic  
41. review.  
42.  
43.

44. **Implementation Schedule**

45. **660-21-045** (1) Local governments listed in OAR 660-21-040(3)  
46. shall complete urban reserve area planning under the following  
47. schedule:  
48.

1. (a) Adopt final urban reserve area boundaries, including all  
2. mapping, planning, and land use regulation requirements specified  
3. in OAR 660-21-020 within 24 months from the effective date of this  
4. rule,

5.  
6. (b) Adopt urban reserve area agreements meeting OAR  
7. 660-21-025 within one year from adoption of urban reserve areas.

8.  
9. (2) The Director may grant an extension to time lines under  
10. OAR 660-21-045(1)(a) or (b) if the Director determines that the  
11. local government has provided proof of good cause for failing to  
12. complete urban reserve requirements on time.

13.  
14.  
15. **Interim Protection of Potential Reserve Areas**

16. **660-21-050** For local governments listed in OAR 660-21-040(3)  
17. the following requirements for land use decisions in all exceptions  
18. areas and nonresource lands within 2 miles of the urban growth  
19. boundary shall immediately apply. These requirements shall remain  
20. in effect until application of planning and land use regulations  
21. and acknowledgment of urban reserve areas meeting OAR  
22. 660-21-045(1)(a):  
23.

24.  
25. (1) Prohibit land use regulation or map amendments allowing  
26. higher residential density than allowed by acknowledged provisions  
27. in effect prior to the effective date of this rule, and

28.  
29. (2) Prohibit land use regulation or map amendments allowing  
30. commercial or industrial uses not allowed under acknowledged  
31. provisions in effect prior to the effective date of this rule  
32. except that mineral and aggregate sites inventoried in the plan may  
33. be rezoned to authorize mining activities.

34.  
35. (3) Notify the department 30 days in advance of the final  
36. decision or public hearing, whichever occurs first, for review of  
37. divisions on parcels currently 10 acres or larger. In addition,  
38. local review of land divisions of parcels currently 10 acres or  
39. larger shall ensure that the proposed division will not allow  
40. development patterns which interfere with the timely, orderly and  
41. efficient transition from rural to urban uses, and the efficient  
42. expansion of urban areas in the future.