



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

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

**Planning Commission Hearing August 10, 2009**

Staff report date August 3, 2009

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# Table of Contents

<b>Executive Summary .....</b>	<b>3</b>
<b>Overview of Recommendations .....</b>	<b>5</b>
<b>Urban and Rural Suitability Assessments and Recommendations .....</b>	<b>10</b>
<b>Urban and Rural Reserves Factors Analysis and Area Maps .....</b>	<b>27</b>
Area 1: Government, McGuire, Lemon Islands.....	28
Area 2: East of Sandy River.....	34
Area 3: Sandy River Canyon .....	40
Area 4: West of Sandy River .....	45
Area 5: NW Hills North.....	53
Area 6: West Hills South .....	60
Area 7: Powerline/Germantown Rd. – South .....	71
Area 8: Sauvie Island.....	83
Area 9: Multnomah Channel.....	89
<b>Appendix.....</b>	<b>95</b>
Reference Maps .....	96
Definitions from of OAR.....	97

# Executive Summary

## Urban and Rural Reserves in Multnomah County

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

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

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

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

This executive summary includes the recommendations of the Multnomah County Citizens Advisory Committee for Urban and Rural Reserves (CAC) as well as staff evaluation and recommendations. Areas of the county considered for reserves are shown on the map included with the Overview of Recommendations, and in each area analysis section. The analysis of the nine subareas of the county considers and ranks the extent to which each area has the attributes indicated in the factors. A summary of the results of factors analysis for rural and urban factors is included in the Suitability Assessments and Recommendations section. Detailed analysis of how each area ranks according to the factors in OAR 660-027-0050 (urban) and -0060 (rural) along with area maps is included in the body of the report.

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

The objective that must be met for the reserves decision is “a balance in the designation of urban and rural reserves that, in its entirety, best achieves livable communities, the viability and vitality of the agricultural and forest industries and protection of the important landscape features that define the region for its residents.” (OAR 660-027-0080(4)(b)) Meeting this objective requires joint consideration of the recommendations of all three counties by the four governments, consideration of estimates for the expected 40 – 50 year population and employment growth, and

assessment of how much rural land will be needed to accommodate that growth. The growth estimates and assessment will be determined through ongoing regional involvement, reinforcing the interim nature of the recommendations at this stage of the process. The “how much in” vs. “how much out” questions must still be addressed. The decision will be implemented in two stages, beginning with an IGA at the end of this year, followed by legislative adoption of urban and rural reserves maps in mid 2010.

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

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

The CAC recommendations are the result of work by the 15 committee members in sixteen meetings that began in May of 2008 and ended July 30, 2009. The attached CAC recommendations are that no areas of Multnomah County should be designated as urban reserve, and that a significant portion of rural Multnomah County should be designated as rural reserve. Staff recommendations include a small urban reserve area to connect Area 93 to the City of Portland, and areas not recommended for either rural or urban reserve. Refer to the Recommendations Summary for a more complete understanding of the rationale behind these results.

# Overview of Recommendations

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

**19B Overview of Recommendations**

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

**19B Overview of Recommendations**

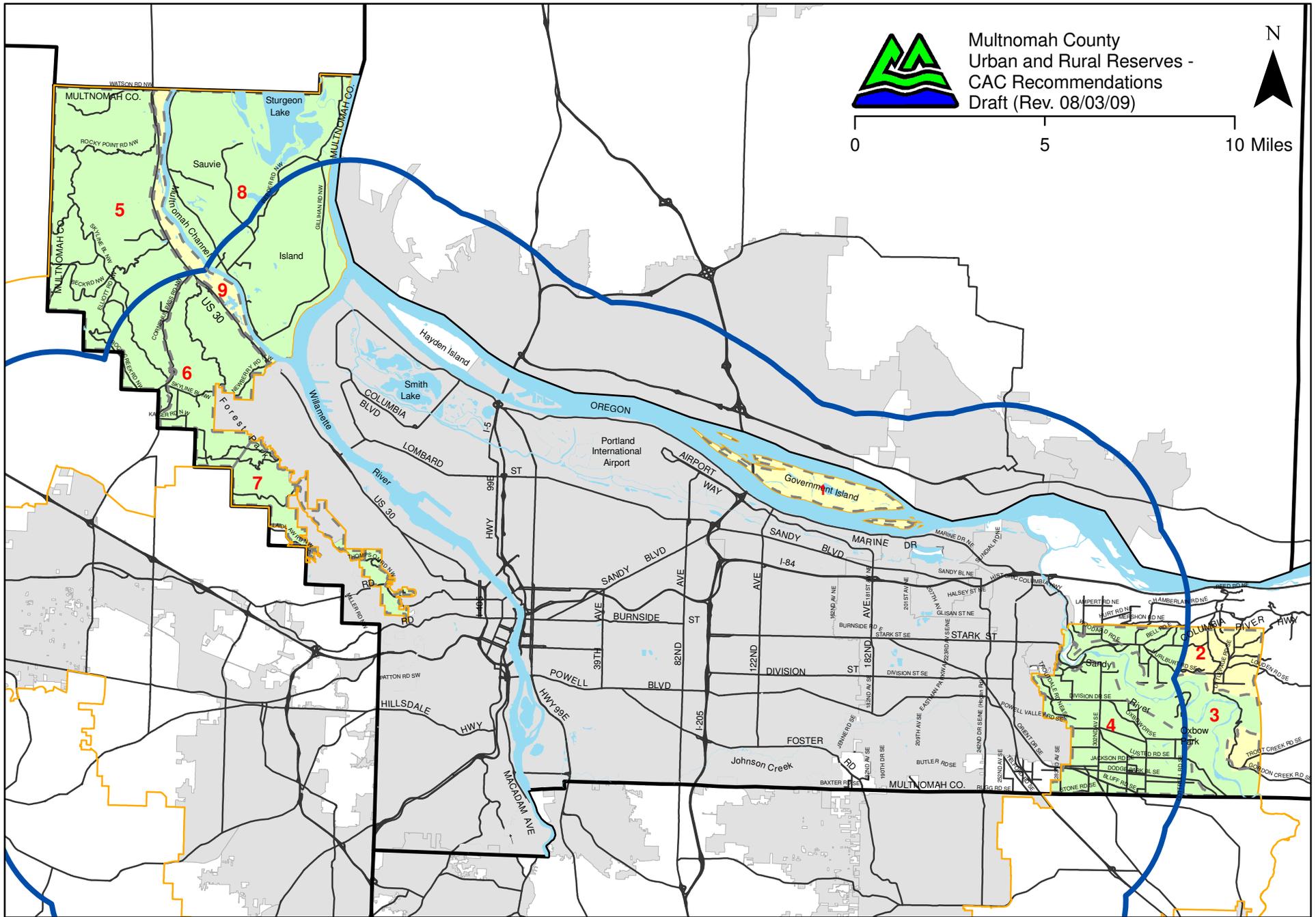
	<b>Rural Reserves Suitability</b>	<b>Urban Reserves Suitability</b>	<b>Overall Recommendation</b>
		<i>medium suitability</i> Staff: Low/Medium suitability	
Area 8 Sauvie Island	<i>CAC: High/Medium</i> Staff: High suitability	<i>CAC: Not a candidate for urban reserve</i> Staff: Low suitability	<i>CAC: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



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



0 5 10 Miles

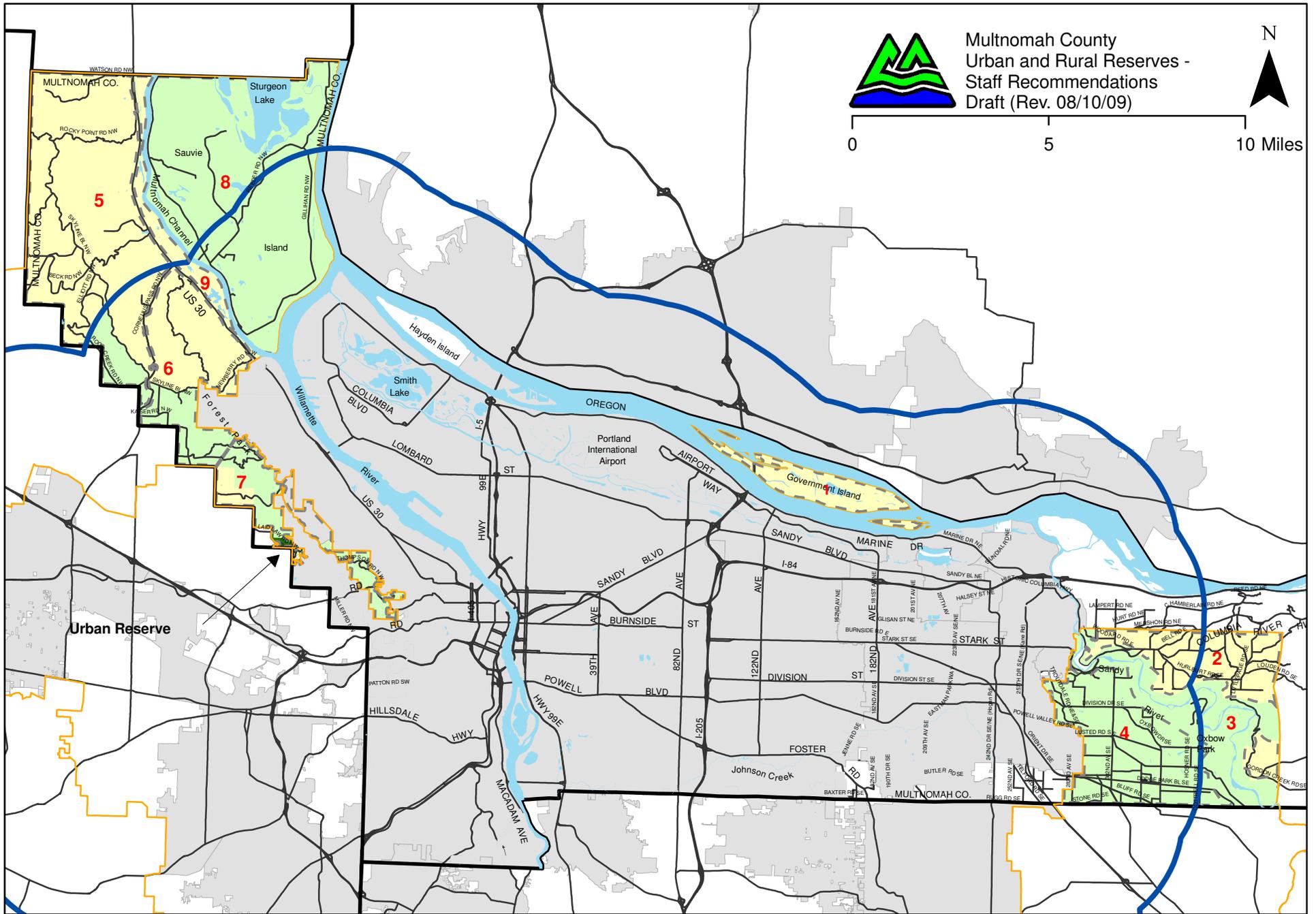


- Area 1: Government Islands
- Area 2: East of Sandy River
- Area 3: Sandy River Canyon
- Area 4: West of Sandy River
- Area 5: NW Hills North
- Area 6: NW Hills South
- Area 7: Powerline/Germantown Rd South
- Area 8: Sauvie Island
- Area 9: Multnomah Channel

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



0 5 10 Miles



- Area 1: Government Islands
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- Area 4: West of Sandy River
- Area 5: NW Hills North
- Area 6: NW Hills South
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 UGB 3-mi Buffer	 Rural Reserve
 Study Area Boundary	 No Designation
 County Line	 Urban Reserve

# Urban and Rural Suitability Assessments and Recommendations

## Area 1: Government Islands

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

### Rural Reserves Suitability

CAC Assessment: *Low suitability for rural reserve*

Staff Assessment: Low suitability for rural reserves

Area Key Factors and Evaluation:

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

### Urban Reserves Suitability

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

Staff Assessment: Low suitability for urban reserves.

Area Key Factors and Evaluation:

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

## Area 2: East of Sandy River

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

### Rural Reserves Suitability

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

Staff Assessment: Low suitability.

#### Area Key Factors and Evaluation:

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

#### CAC and Staff Key Differences:

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

### Urban Reserves Suitability

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

Staff Assessment: Low suitability for urban reserves.

#### Area Key Factors and Evaluation:

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

### Area 3: Sandy River Canyon

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

#### Rural Reserves Suitability:

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

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

#### Area Key Factors and Evaluation:

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

#### CAC and Staff Key Differences:

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

#### Urban Reserves Suitability

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

## **20B Urban and Rural Suitability Assessments and Recommendations**

### Area Key Factors and Evaluation:

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

## Area 4: West of Sandy River

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

### Rural Reserves Suitability

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

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

#### Area Key Factors and Evaluation:

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

#### CAC and Staff Key Differences:

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

### Urban Reserves Suitability

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

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

#### Area Key Factors and Evaluation:

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

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

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

## Area 5: NW Hills North

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

### Rural Reserves Suitability

*CAC Assessment: Medium overall; Low in Plainview area. Area contains important fish and wildlife. Land beyond Cornelius Pass Rd is Foundation Agricultural land highly suited for forestry.*

Staff Assessment: High suitability for rural reserve to protect farm/forest resources, and medium to protect landscape features, in the Plainview area; low suitability elsewhere.

#### Area Key Factors and Evaluation:

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

#### CAC and Staff Key Differences:

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

### Urban Reserves Suitability

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

Staff Assessment: Low suitability for urban reserves

Area Key Factors and Evaluation:

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

## Area 6: West Hills South

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

### Rural Reserves Suitability

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

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

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

#### Area Key Factors and Evaluation:

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

## 20 Urban and Rural Suitability Assessments and Recommendations

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

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

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

Staff Assessment: Low suitability for urban reserves.

Area Key Factors and Evaluation:

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

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

CAC Assessment: *Split between medium and low rankings*

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

Area Key Factors and Evaluation:

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

## 20B Urban and Rural Suitability Assessments and Recommendations

### CAC and Staff Key Differences:

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

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

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

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

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

### Rural Reserves Suitability

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

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

#### Area Key Factors and Evaluation:

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

#### CAC and Staff Key Differences:

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

## 20B Urban and Rural Suitability Assessments and Recommendations

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

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

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

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

Staff Assessment: Low suitability

Area Key Factors and Evaluation:

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

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

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

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

Staff Assessment:

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

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

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

## 20B Urban and Rural Suitability Assessments and Recommendations

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

## Area 8: Sauvie Island

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

### Rural Reserves Suitability

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

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

Staff Assessment: High suitability for rural reserve

Area Key Factors and Evaluation:

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

CAC and Staff Key Differences:

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

### Urban Reserves Suitability

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

Staff Assessment: Low suitability for urban reserves

## 20 Urban and Rural Suitability Assessments and Recommendations

### Area Key Factors and Evaluation:

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

## Area 9: Multnomah Channel

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

### Rural Reserves Suitability

CAC Assessment: Low suitability for rural reserve.

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

#### Area Key Factors and Evaluation:

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

### Urban Reserves Suitability

CAC Assessment: Low suitability for urban reserve

Staff Assessment: Low suitability for urban reserves

#### Area Key Factors and Evaluation:

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

# Urban and Rural Reserves Factors Analysis and Area Maps

*\* Text italicized and in blue indicates CAC commentary*

# Area 1: Government, McGuire, Lemon Islands

## Rural Recommendations

- **CAC:** Divided between rural designation or non-designation
- **Staff:** Low suitability for rural reserve to protect forest resources; Low suitability for landscape features reserve.

## Urban Recommendations

- **CAC:** Not evaluated as candidate urban reserve by CAC
- **Staff:** Low suitability for urban reserve

## Rural Reserves Analysis

The Government, McGuire, Lemon Islands (Government Islands) group lies within the Columbia River is owned by two entities. Approximately 2,200 acres is owned by the Port of Portland, and 224 acres is owned by Metro. I-205 crosses the island in a narrow corridor that is within the UGB and City of Portland, and provides limited access.

The island is not designated in the ODA study, although there is a seasonal grazing use present. It is mapped in the ODF study as mixed forest. The islands are designated as Landscape Feature #28 on the updated inventory maps.

*CAC Assessment: Low suitability for rural reserve*

**Staff Assessment:** Low suitability for rural reserve

### Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)		Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>			
2a.	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	Low	While the islands are adjacent to the Portland Metro UGB at the I-205 crossing, and a short distance to north Portland, potential for urbanization is low due to lease of the island until 2098 to OPRD, to Port management plan objectives for natural resource and recreation uses, the Jewett Lake mitigation site, unprotected floodplain.
2b.	<b>Is capable of sustaining long-term agriculture or forestry</b>	Low	Little evidence of forest management notwithstanding wildland forest designation.
2c.	<b>Has suitable soils and water</b>	Low – for soils High – for	Soils – predominately SCS 15 and 44, both VIw, not rated for forestry. Water – abundant.

**21BArea 1: Government, McGuire, Lemon Islands**

		water	
<b>2d.</b>	<b>Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>		
<b>2d.</b> <b>(A)</b>	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	Low	No apparent blocks of forest land.
<b>2d.</b> <b>(B)</b>	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	High	The non-resource use present is recreation/boating that occurs around the island edge in designated areas. Interior areas supporting grazing appear well buffered from recreation areas by trees.
<b>2d.</b> <b>(C)</b>	<b>The land use pattern including parcelization, tenure and ownership</b>	Low	Parcel sizes are large and there are two owners, however the owners are public entities with management objectives other than forest management.
<b>2d.</b> <b>(D)</b>	<b>Sufficiency of agricultural or forestry infrastructure</b>	Unknown	Grazed areas are fenced.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	No	
	<b>Important</b>	No	
	<b>Within 3 miles of a UGB</b>	Yes	

**Staff Summary and Conclusion – Suitability for rural reserve to protect forest resources:**

The area rates low on most factors for forestry notwithstanding the “wildland” ODF designation. Overall suitability is low for forest.

**Landscape Features Factors Evaluation**

<b>Rural Reserve Factors - Landscape Features -0060(3)</b>	<b>Factor Ranking</b>	<b>Discussion/Rationale</b>
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>		
<b>3a.</b>	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	Low While the islands are adjacent to the Portland Metro UGB at the I-205 crossing, and a short distance to north Portland, potential for urbanization is low due to lease of the island until 2098 to OPRD, to Port management plan objectives for natural resource and recreation uses, the Jewett Lake mitigation site, unprotected floodplain.
<b>3b.</b>	<b>Subject to natural disasters or hazards such as flood, steep slopes, landslide</b>	High The islands are unprotected floodplain, therefore subject to flooding.
<b>3c.</b>	<b>Has important fish, plant or wildlife habitat</b>	High Indicators of habitat value are extensive wetlands, TNC Portfolio, Conservation/restoration opportunity area.
<b>3d.</b>	<b>Is necessary to protect</b>	Low Area is not proposed for future urban

## 21BArea 1: Government, McGuire, Lemon Islands

	water quality such as streams, wetlands and riparian areas		development, not a drinking water source.
3e.	Provides a sense of place to the region	High	Mapped as number 18 on the Landscape Features Map (2007), and described as number 23 in the Landscape Features Inventory (2008).
3f.	Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses.	Low	The islands are isolated and don't act to separate urban and natural resource uses.
3g.	Provides separation between cities	Low	Separation between Portland and Camas is provided by the Columbia River.
3h.	Provides easy access to recreational opportunities in rural areas such as parks and trails.	Low	Access for recreation is only by boat.

### Staff Summary and Conclusion – Suitability for rural reserve to protect landscape features:

Due to the significant exposure to the public due to I-205 crossings, habitat and mitigation opportunities, and recreational use, the islands are a feature worth preserving for the region. However, they rate low for potential urbanization and as features that shape urban form. There is also long-term protection of landscape features values already in place in the form of the OPRD lease and Jewett lake mitigation site.

## Urban Reserves Analysis

The results of the initial urban suitability assessment for provision of key services water, sewer, and transportation, rated all of area 1 as inefficient for those services. The CAC found that this area should not continue to be studied as a candidate urban reserve area as a result.

*CAC Assessment: Do not study further for urban reserve*

**Staff Assessment:** Low suitability for urban reserve

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1. Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;	LOW	<p>Transportation – this area was unranked for suitability for providing transportation services. The I-205 bridge crosses the island but does not provide access. Transportation ranking is Low.</p> <p>Sewer – rated difficult to serve because substantial/difficult improvements including trunk lines and river crossing would be required. Area is</p>

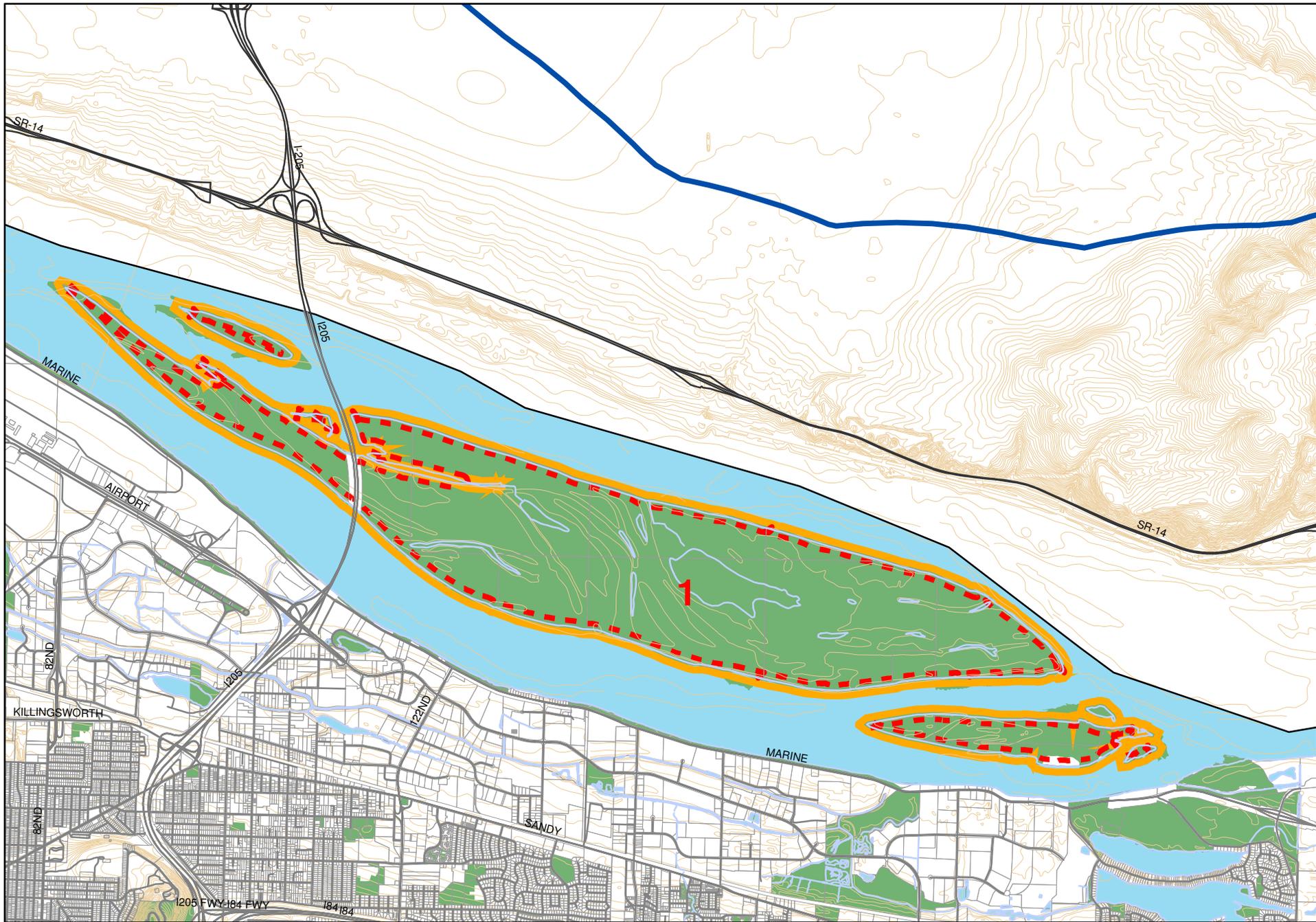
## 21B Area 1: Government, McGuire, Lemon Islands

			<p>unprotected floodplain. Sewer ranking is Low.</p> <p>Water - rated low due to need to expand system across river, floodplain.</p> <p>Long-term lease to Oregon Parks and Recreation for purposes other than urban development is a limitation to urban development.</p>
2.	<b>Includes sufficient development capacity to support a healthy economy.</b>	LOW	<ul style="list-style-type: none"> <li>• Very little suitable employment land or opportunities for same in area.</li> <li>• Poor job access to and from area.</li> <li>• Constrained area for establishing transp. system to support employment uses.</li> </ul>
3.	<b>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.</b>	LOW	<ul style="list-style-type: none"> <li>• See key services efficiency information under 1. above</li> <li>• No assessments for schools, stormwater, parks, etc.</li> <li>• Service provider would most likely be Portland.</li> </ul>
4.	<b>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.</b>	LOW	<ul style="list-style-type: none"> <li>• Limited potential to form walkable neighborhoods that require higher density and mix of services due to large majority of island in floodplain.</li> <li>• Difficult to integrate into existing urban area due to river crossing required.</li> </ul>
5.	<b>Can be designed to preserve and enhance natural ecological systems.</b>	MEDIUM	Interior areas of the island are large enough to avoid wetlands that are present.
6.	<b>Includes sufficient land suitable for a range of needed housing types.</b>	LOW	Unprotected floodplain not suitable for urban housing density.
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves;</b>	LOW	Island feature would be significantly altered by urban development.
8.	<b>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.</b>	LOW	<ul style="list-style-type: none"> <li>• Farm/forest practices are not significant on the islands.</li> <li>• Extent of land needed for urban development to help offset urban infrastructure costs suggests significant reduction of habitat acreage would occur.</li> </ul>

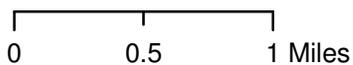
## 21B Area 1: Government, McGuire, Lemon Islands

### **Staff Summary and Conclusion:**

This area ranks low on most urban factors and ranks low for urban reserve suitability due to constraints of the islands being in unprotected floodplain and low accessibility.



Multnomah County Candidate Area Maps:  
Potential Urban and Rural Reserves Areas  
Area 1- Government Islands



- |   |                      |   |                     |
|---|----------------------|---|---------------------|
|  | Streams/Water Bodies |  | Study Area Boundary |
|  | UGB 3-mi Buffer      |  | Tax Lots            |
|  | Rural Candidate Area |  | 30 ft Contours      |
|   |                      |  | Public Lands        |

Draft (Rev. 08/03/09)



## Area 2: East of Sandy River

### Rural Recommendations

- **CAC:** Designate rural reserve the area west of 3-mile UGB line to protect Important farmland and farm/forest resources
- **Staff:** No reserves designation.

### Urban Recommendations

- **CAC:** Not evaluated as candidate urban reserve by CAC
- **Staff:** Low suitability for urban reserve

## Rural Reserves Analysis

This is a triangular shaped area bounded by the Columbia River Gorge National Scenic Area on the north, the Sandy River Canyon on the southwest, and the study area boundary on the east. The northwest point of the triangle abuts an area that is both within the Columbia River Gorge National Scenic Area and in the City of Troutdale. The rural unincorporated community of Springdale is located approximately 2 miles east of the Troutdale UGB.

This area contains the north part of the East of Sandy River ODA study area, and is designated as Important Farmland. It contains both Wildland and Mixed forest areas described in the ODF study. Western portions of the area are part of Landscape Features unit #1, Sandy River.

**CAC Assessment:** *High suitability west of 3-mile UGB line; Low/medium suitability east of 3-mile UGB line.*

**Staff Assessment:** Low suitability for rural reserve. Should the urban suitability ranking for this area change, suitability of the area for rural reserve protection for farm/forest should be re-examined.

### Farm and Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)		Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>			
2a.	Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	Low  <i>CAC: High for area within 1 or 2 miles of UGB, low for remaining area</i>	A small part of the area is adjacent to the UGB, and roughly one third is within three miles of the Troutdale UGB/CRGNSA. Extension of urban water, sewer services, and urban transportation system would not be efficient due to need to extend services across the canyon.
2b.	Is capable of sustaining long-term agriculture or forestry	High	Area supports diversified farm crops including vegetables, berries, hay, orchards, etc. Important farm land has few limitations to long-term production of

**Area 2: East of Sandy River**

			climate appropriate crops. This area contains forest resources, especially in the southeast portion. No limitations to long-term forest management have been identified.
2c.	<b>Has suitable soils and water</b>	High – for soil Medium – for water	Farmed areas include a mix of Class II and III soils, including areas of prime farmland. All forest soils are highly productive. Conservation of agricultural groundwater resources is encouraged. Water is not understood as a limitation to forestry.
2d.	<b>Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>		
2d. (A)	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	High	With the exception of the unincorporated community of Springdale, the north part of this area consists of farm blocks with occasional small forest tracts. The southeast half of the area contains mixed and wildland forest that blocks up to exclusive forest areas adjoining Mt. Hood National Forest further east.
2d. (B)	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	High	The area is buffered from urban areas to the west by the Sandy canyon. Few documented local conflicts.
2d. (C)	<b>The land use pattern including parcelization, tenure and ownership</b>	High	Parcelization not seen as a factor – tract and field size appropriate to character of agriculture in area.
2d. (D)	<b>Sufficiency of agricultural or forestry infrastructure</b>	High	Infrastructure is adequate to support existing ag/forest management.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	No	
	<b>Important</b>	Yes	
	<b>Within 3 miles of a UGB</b>	Yes	3 mile line is between Springdale and Corbett

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm and forest resources:**

The area rates moderately high on capability and high on suitability factors for both farm and forest protection. Although it is adjacent to the UGB in one area, potential for urbanization is low due to inefficient extension of key services across the Sandy River canyon. Low suitability for reserve designation for farm/forest.

**Landscape Features Factors Evaluation**

<b>Rural Reserve Factors - Landscape Features -0060(3)</b>		<b>Factor Ranking</b>	<b>Discussion/Rationale</b>
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>			
3a.	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	Low  <i>CAC: High for area within 1 or 2 miles of UGB, low for remaining area</i>	A small part of the area is adjacent to the UGB, and roughly one third is within three miles of the Troutdale UGB. Extension of key urban services across the canyon would not be efficient.
3b.	<b>Subject to natural disasters</b>		Few areas are mapped as slope hazard on county map.

**Area 2: East of Sandy River**

	or hazards such as flood, steep slopes, landslide	Low	No mapped floodplain.
3c.	Has important fish, plant or wildlife habitat	High	Several important streams drain to the Sandy, areas connecting to the Sandy canyon are recognized on Willamette synthesis map, ODFW Conservation areas, and TNC portfolio.
3d.	Is necessary to protect water quality or quantity such as streams, wetlands and riparian areas	Low	Streams, wetlands, riparian areas, water sources not in areas likely to need protection from urban expansion.
3e.	Provides a sense of place to the region	Low	Not widely recognized.
3f.	Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses	Low	Area does not serve as a buffer between urban and rural.
3g.	Provides separation between cities	Low	There are no cities between the Metro UGB and the study area boundary that forms the east edge of this area.
3h.	Provides easy access to recreational opportunities in rural areas such as parks and trails	Low	Few public parks and trails exist within this area.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

Overall suitability is low, in large part due to somewhat isolated location separated by the significant landscape feature of the Sandy canyon. This isolation results in good habitat areas and good protection of those areas from urbanization. It also ranks low on sense of place, urban-rural separation, and recreation.

**Urban Reserves Analysis**

The results of the initial urban suitability assessment for provision of key services water, sewer, and transportation, rated all of area 2 as inefficient for those services. The CAC found that this area should not continue to be studied as a candidate urban reserve area as a result.

*CAC Assessment: Do not study further for urban reserve*

**Staff Assessment:** Low suitability for urban reserve

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1. Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure	LOW	Transportation – this area was unranked for suitability for providing transportation services due areas with slopes > 25%, difficult connections to existing urban area. Also noted is low suitability for an RTP level connectivity system.

## Area 2: East of Sandy River

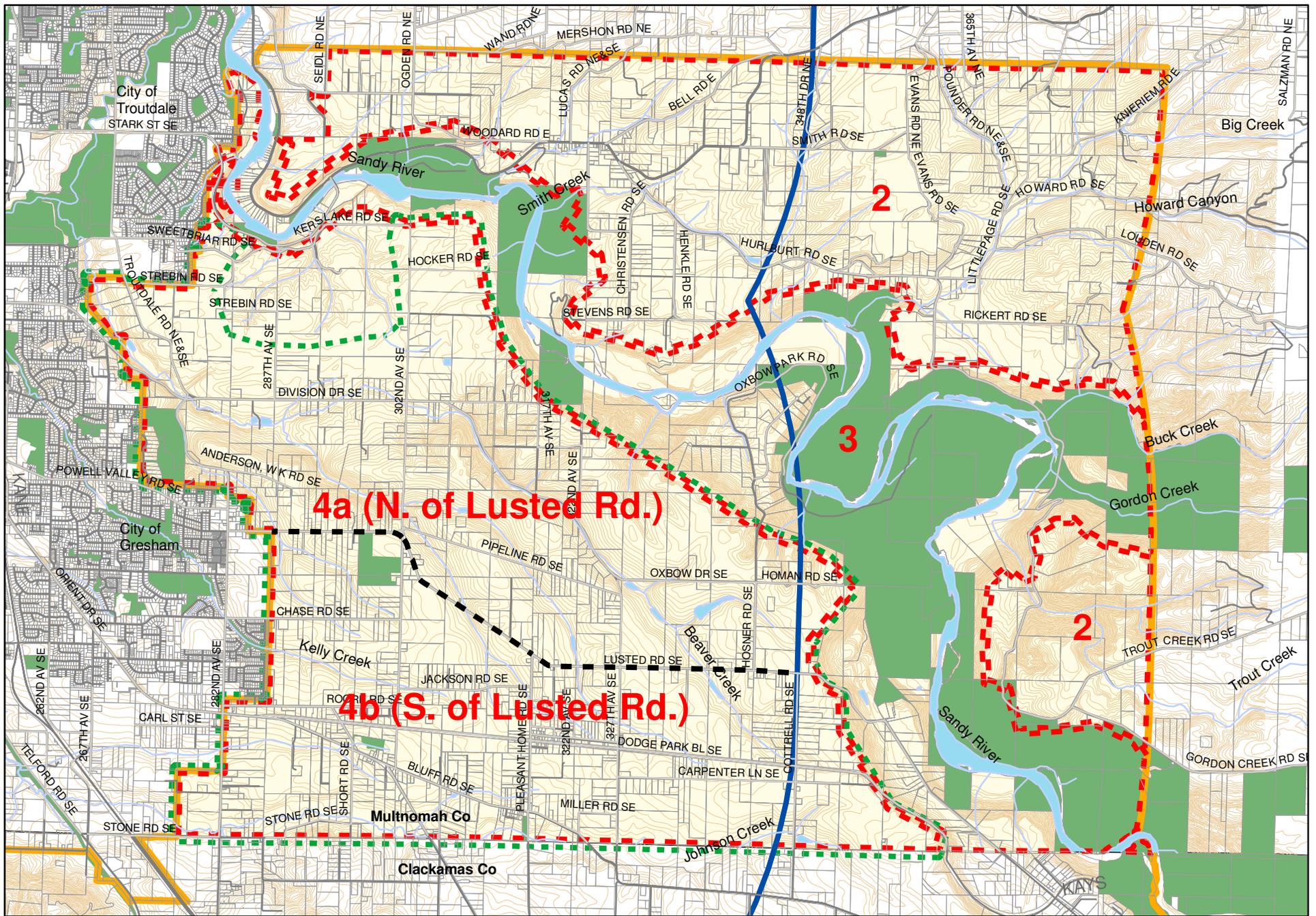
	<b>investments</b>		<p>Transportation ranking is Low.</p> <p>Sewer – rated difficult to serve due to topography, and substantial/difficult improvements would be required both inside and outside of the area. Sewer ranking is Low</p> <p>Water - rated low due to topography.</p>
2.	<b>Includes sufficient development capacity to support a healthy economy</b>	LOW	<ul style="list-style-type: none"> <li>• Difficult to access this area – canyon crossing required.</li> <li>• Poor job access to and from area.</li> <li>• Low potential to establish transp. system to support employment uses.</li> </ul>
3.	<b>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</b>	LOW	<ul style="list-style-type: none"> <li>• See key services efficiency information under 1. above</li> <li>• No assessments for schools, stormwater, parks, etc.</li> <li>• Most likely service provider for small area at the north end is Troutdale since it is adjacent.</li> </ul>
4.	<b>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</b>	LOW	<ul style="list-style-type: none"> <li>• Limited potential to form walkable neighborhoods that require higher density and mix of services due to topography.</li> <li>• Very constrained land for developing a connected transp. system due to canyon crossing and steep slopes.</li> <li>• The topography and associated low street connectivity, density, and low diversity of uses is not conducive to good transit service.</li> </ul>
5.	<b>Can be designed to preserve and enhance natural ecological systems</b>	MEDIUM	Several streams cross the area, and there is enough space with areas of buildable land to preserve those systems.
6.	<b>Includes sufficient land suitable for a range of needed housing types</b>	LOW	<ul style="list-style-type: none"> <li>• Limited and constrained land overall for accommodating a variety of housing, including creek systems with steeper slopes.</li> <li>• Limited area for well-connected transp. system to serve variety of housing.</li> </ul>
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves;</b>	MEDIUM	Landscape mapping for this area includes streams, and there are disbursed areas in between that could be developed while avoiding them.
8.	<b>Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape</b>	MEDIUM	Area contains stream features and associated topography that could form local edges/buffers.

**Area 2: East of Sandy River**

	<b>features, on nearby land including land designated as rural reserves.</b>		
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**Staff Summary and Conclusion:**

This area ranks low on most urban factors and ranks low for urban reserve suitability due to the need to extend key urban services across the Sandy River Canyon, and for low accessibility.

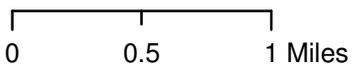


**4a (N. of Lusted Rd.)**

**4b (S. of Lusted Rd.)**



Multnomah County Candidate Area Maps:  
 Potential Urban and Rural Reserves Areas  
 Areas 2, 3 & 4 - East of Sandy River,  
 Sandy River Canyon & West of Sandy River



-  Streams
-  Study Area Boundary
-  UGB 3-mi Buffer
-  Tax Lots
-  Urban Candidate Area
-  30 ft Contours
-  Rural Candidate Area
-  Public Lands



## Area 3: Sandy River Canyon

### Rural Recommendations

- **CAC:** Designate rural reserve
- **Staff:** Designate rural reserve

### Urban Recommendations

- **CAC:** Not evaluated as candidate urban reserve by CAC
- **Staff:** Low suitability for urban reserve

### Rural Reserves Analysis

The portion of the canyon within the Study Area runs north-south beginning a short distance north of the Stark Street Bridge near Troutdale to the Multnomah/Clackamas County line. The subarea is further defined on its east and west sides by the approximate edge of the canyon, which varies in width from. This landscape feature separates the gentle slopes west of the river from the start of the Cascade Range foothills on the east side.

This area contains Important land associated with the East of Sandy ODA map area, and Foundation land of the Clackanomah unit. This area is evaluated as forest land because it contains both mixed and wildland forest of the ODF study map, and is primarily a forest resource area due to topography and soils. It is also within Landscape Feature Area #1. The Sandy River Canyon is also a National Scenic Waterway, State Scenic Waterway, and has Federal Wild and Scenic River designations.

*CAC Assessment: High suitability for rural reserves*

**Staff Assessment:** Low suitability to protect forest resources; medium suitability to protect landscape features.

\* see map in Area 2 section

### Farm and Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)		Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>			
2a.	Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	Low	The northernmost point of the canyon is adjacent to the Troutdale UGB, and roughly one half is within three miles. The area has a low efficiency for providing water and sewer services, and for urban transportation system, due to service extension into the canyon and across the river.
2b.	Is capable of sustaining long-term agriculture or forestry	Low	Extent of public ownership together with scenic protections indicates impacted forest area.

2c.	Has suitable soils and water	High	Soils are recognized as good for forest. Water is not limiting for forest management.
2d.	Is suitable to sustain long-term agricultural or forestry operations, taking into account:		
2d. (A)	Contains a large block of farm or forest land and cluster of farm operations or woodlots	Medium	Contains small blocks of forest land not in public ownership in the central and southeast areas.
2d. (B)	The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.	Medium	Impact to forest management from non farm/forest uses is limited by public ownership extent, farm and forest land zoning, topography. Extent of edges with public ownerships increases potential limitations to forest mgmt.
2d. (C)	The land use pattern including parcelization, tenure and ownership	Medium	Extensive public ownership, especially along river and associated uplands. There is a narrow bench at the south end with small farms and RR; most other areas are private in forest use. Parcel sizes are large however public entities management objectives are more likely park or open space versus forest management.
2d. (D)	Sufficiency of agricultural or forestry infrastructure	High	Infrastructure is adequate to support existing limited management.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	Yes	
	<b>Important</b>	Yes	
	<b>Within 3 miles of a UGB</b>	Partial	Approx. the west half w/in 3 miles

**Staff Summary and Conclusion – Suitability for rural reserve to protect forest resources:**

This area lends itself primarily to forestry due to topography. Scenic and habitat objectives for this area are likely to continue long-term, indicating low suitability for forest management.

**Landscape Features Evaluation**

<b>Rural Reserve Factors - Landscape Features -0060(3)</b>		<b>Factor Ranking</b>	<b>Discussion/Rationale</b>
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>			
3a.	Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	Low	The northernmost point of the canyon is adjacent to the Troutdale UGB, and roughly one half is within three miles. Urban service extension into/through the canyon would be difficult.
3b.	Subject to natural disasters or hazards such as flood, steep slopes, landslide	High	Areas adjacent to the river are within floodplain, significant areas of the canyon sides are mapped county hazard areas, and a number of landslides recorded along roads.
3c.	Has important fish, plant or wildlife habitat	High	Landscape Features text description indicates big game corridor connectivity, and critical habitat for

			steelhead, salmon and trout.
3d.	Is necessary to protect water quality such as streams, wetlands and riparian areas	Low <i>CAC: High</i>	Streams, wetlands, riparian areas, water sources not in areas likely to be included within urban expansion and not in need of protection. <i>CAC: However, the Sandy River is one of the cleanest rivers in the region and should receive special protection.</i>
3e.	Provides a sense of place to the region	High	State Scenic Waterway, Federal Wild and Scenic River designations, and extensive recreation uses are evidence of sense of place values.
3f.	Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses	High	Significant buffer should urban areas extend eastward from the Gresham/Troutdale UGB.
3g.	Provides separation between cities	Low	There are no cities between the Metro UGB and the study area boundary in Multnomah County.
3h.	Provides easy access to recreational opportunities in rural areas such as parks and trails	High	Contains road access to Oxbow Regional Park, and other accessible recreation opportunities.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

Suitability for factors related to environmental values are high, whereas factors intended to protect natural features from urban development are low. However, the canyon is adjacent to areas on the west that could become urban reserve. It forms a landscape scale edge between the Portland Metro area to the west, and the Cascades foothills on the east. It also has important scenic, habitat, and recreation values. This area as a whole is considered low suitability for efficient provision of urban services. This area has existing protections through zoning and public ownership, and urbanization potential is remote, suggesting a medium rank for rural reserve to protect landscape features.

*CAC Comments: The Sandy River is an important waterway which should receive special protection.*

**Urban Reserves Analysis**

The results of the initial urban suitability assessment for provision of key services water, sewer, and transportation, rated all of area 3 as inefficient for those services. The CAC found that this area should not continue to be studied as a candidate urban reserve area as a result.

*CAC Assessment: Do not study further for urban reserve*

**Staff Assessment:** Low suitability for urban reserve

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land for designation as urban reserves under this division, Metro shall base its decision on consideration of whether land proposed for designation as urban reserves,</b>		

<b>alone or in conjunction with land inside the UGB:</b>			
1.	<b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b>	LOW	<p>Transportation – this area was unranked for suitability for providing transportation services due to topography consisting predominately of slopes greater than 25%. Also noted is low suitability for an RTP level connectivity system. Transportation ranking is Low.</p> <p>Sewer – rated difficult to serve due to topography, and substantial/difficult improvements would be required both inside and outside of the area. Sewer ranking is Low.</p> <p>Water - rated low due to topography.</p>
2.	<b>Includes sufficient development capacity to support a healthy economy</b>	LOW	<ul style="list-style-type: none"> <li>• Difficult to access this area – steep topography.</li> <li>• Poor job access to and from area.</li> <li>• Low potential to establish transp. system to support employment uses.</li> </ul>
3.	<b>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</b>	LOW	<ul style="list-style-type: none"> <li>• See key services efficiency information under #1 above.</li> <li>• No assessments for schools, stormwater, parks, etc.</li> <li>• Most likely service provider for small area at the north end is Troutdale, since it is adjacent.</li> </ul>
4.	<b>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</b>	LOW	<ul style="list-style-type: none"> <li>• Limited potential to form walkable neighborhoods that require higher density and mix of services due to topography.</li> <li>• Very constrained land for developing a connected transp. system due to steep slopes.</li> <li>• Not conducive to good transit service-topography.</li> </ul>
5.	<b>Can be designed to preserve and enhance natural ecological systems</b>	LOW	Very little usable buildable land makes it difficult to avoid extensive creek headwater and forest canopy systems.
6.	<b>Includes sufficient land suitable for a range of needed housing types;</b>	LOW	Little buildable land within the canyon.
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves;</b>	LOW	Urban development would require significant alteration of the landscape in this area because of steep terrain.
8.	<b>Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important</b>	LOW	Both habitat and visual impacts to this feature would be significant and difficult to avoid/minimize.

	<b>natural landscape features, on nearby land including land designated as rural reserves.</b>		
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**Staff Summary and Conclusion:**

This area ranks low on most urban factors and ranks low for urban reserve suitability due to topographic constraints associated with extending urban services into the canyon.

## Area 4: West of Sandy River

### Rural Recommendations

- **CAC:** Designate rural reserve
- **Staff:** Designate rural reserve

### Urban Recommendations

- **CAC:** If County must designate urban reserves, the area north of the Orient Rural Center/west of 302nd is most suitable.
- **Staff:** Most suitable area for urban reserve is the Orient rural community and areas west of Orient Drive.

## Rural Reserves Analysis

This area is defined by the Troutdale/Gresham UGB on the west, the Multnomah/Clackamas County line on the south, and the edge of the Sandy River Canyon on the east and north. The area is divided into roughly north and south halves due to the canyon of the Beaver Creek mainstream that extends south from the Gresham - Troutdale UGB along the east edge of the Gresham UGB. Associated tributaries continue this separation southeasterly to beyond the Lusted Rd./ 302<sup>nd</sup> intersection and Barlow HS.

This area is designated in the ODA study as “foundation” agricultural land and as within the “Clackanmah” area that extends into Clackamas County. The area doesn’t contain a forestry designation.

The Landscape Features in this area are part of the much larger Sandy River feature #1, that extends from east of the Sandy River, to the Gresham Troutdale UGB, and from the NSA boundary on the north to Bluff Road on the south. An additional overlay consists of a narrow strip that follows the Multnomah/Clackamas County line over Johnson Creek.

Adjacency to Troutdale is over flat ground, and primary municipal services are lower in elevation to the north. The area north of Troutdale Road is made up of slightly sloping farmland that rises toward the east that has no obvious limits to urbanization.

*CAC Assessment: High suitability for rural reserve*

**Staff Assessment:** High suitability for rural reserve to protect farm resources, medium suitability for rural reserve to protect landscape features for the Beaver Creek area.

\* see map in Area 2 section

### Farm Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)	Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>		

**24B Area 4: West of Sandy River**

2a.	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	HIGH	This area is potentially subject to urbanization because it was rated as having either medium or high suitability for the key urban services of water, sewer and transportation.
2b.	<b>Is capable of sustaining long-term agriculture or forestry</b>	HIGH	The ODA study designates this as foundation agricultural land that produces high-value products, is well suited to agriculture with excellent soils and adequate water.
2c.	<b>Has suitable soils and water</b>	HIGH/HIGH	All areas not stream associated topography are classified as prime agricultural soils and/or Class II and III. Irrigation from groundwater sources is used extensively, including overhead and drip systems. Although areas along the south edge are adjacent to areas within Clackamas County that are mapped as groundwater limited, this area is not thought of as water limited at this time.
<b>2d. Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>			
2d. (A)	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	HIGH	<p>The area north of the Beaver Creek drainage contains a large block of farmland, and there are other large blocks in the east and central portions of the area.</p> <p>The southwest part of the area contains a scattering of groups of small parcels. Parcels within the MUA-20 zoned areas are primarily in agricultural use.</p> <p>The area between Gresham and SE 327<sup>th</sup> contains smaller farm parcel sizes along with scattered pockets of nonfarm uses/parcels, especially in the vicinity of Orient and Pleasant Home along Dodge Park Blvd. The ag study recognizes this but indicates that nonfarm uses are “not widespread.”</p>
2d. (B)	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	HIGH – north and east MEDIUM -other areas.	<p>The part of this area that is adjacent to Troutdale and north of the Lusted Rd. area has relatively larger parcel sizes, minimal nonfarm uses, and good buffering from the urban area by the Beaver Creek canyon.</p> <p>Areas east of Gresham extending from Lusted Rd. south to the county line contain patches of small lots and nonfarm uses, especially in the Orient, Pleasant Home area. The mix of parcel sizes becomes larger moving eastward. The area is not buffered by topographic features from the adjacent urban area, however a Multnomah County/City of Gresham agreement seeks to maintain the existing UGB edge.</p>

			EFU and MUA20 zoning dominates the area and limits new dwellings and nonfarm uses. Land divisions are infrequent indicating a stable land use pattern.
2d. (C)	<b>The land use pattern including parcelization, tenure and ownership</b>	MEDIUM/HIGH	This area includes parcels suitable for both small and large scale farm management and rent/lease of parcels not contiguous to the primary farm site is common. Area farmers have indicated that parcels as small as one acre are valuable for nursery stock production when they are adjacent to other managed land. Parcels down to four or five acres are managed as stand alone parcels.  Farming is widespread on exception lands zoned MUA-20 that also contain nonfarm dwellings, indicating a degree of coexistence between farm and nonfarm uses in this area.
2d. (D)	<b>Sufficiency of agricultural or forestry infrastructure</b>	MEDIUM	Key infrastructure in this area includes drip irrigation, trucking services, food crop processing, and the area road network. Also, proximity to the urban area supports access to suppliers and labor. The ODA study notes that limitations on trucking routes, in particular between this area and I-84, could become an issue that impacts out of area shipping. Use of non-contiguous parcels results in frequent use of area roads in farm management. This indicates a need for turn outs or other approaches to reduce conflicts between farm and auto traffic on area roads long term.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	Yes	
	<b>Important</b>	No	
	<b>Within 3 miles of a UGB</b>	Yes	all except southeast edge is within 3 miles of Gresham

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm resources:**

This area is a highly productive farming area located on the east edge of the Portland metro region. While the majority of crop areas are now nursery stock, the area has in the past, and currently does, produce food crops, including berries and fresh vegetables. Medium rankings on some factors are related to effects of parcelization, which is most pronounced in the southwest part of the area. However, farm protection measures, strategies to reduce farm/auto conflicts on area roads, and maintaining adequate agricultural infrastructure can offset parcelization. High suitability for rural reserve to protect farm resources.

**Landscape Features Evaluation**

Rural Reserve Factors - Landscape Features -0060(3)		Factor Ranking	Discussion/Rationale
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>			
3a.	Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	HIGH	Candidate urban reserve area. This area was rated as having either medium or high suitability for the key urban services of water, sewer and transportation.
3b.	Subject to natural disasters or hazards such as flood, steep slopes, landslide	LOW	Limited areas associated with Beaver Creek are indicated on the county slope hazard map and Metro landslide hazard maps.
3c.	Has important fish, plant or wildlife habitat	HIGH	Beaver Creek mainstream and tributaries/ headwaters areas and Johnson Creek headwaters are within this area.
3d.	Is necessary to protect water quality such as streams, wetlands and riparian areas	MEDIUM for Beaver Cr. canyon – LOW for Johnson Cr.	Both Beaver and Johnson Creeks contain important streams and riparian areas that would need protection from urbanization. In most areas, stream protection rules applicable to urban development are understood to provide protection to streams and riparian areas. The size of Beaver Creek canyon suggests difficulty protecting riparian areas were development to occur there.
3e.	Provides a sense of place to the region	LOW	The primary drainages located in this area, Johnson and Beaver creeks, are not landforms that provide sense of place context to the region.
3f.	Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses	HIGH for Beaver Cr. – LOW other areas.	Beaver Creek system, in particular the canyon adjacent to the Troutdale/Gresham UGB out to SE 302 <sup>nd</sup> forms an urban/rural edge. Other areas do not create buffers.
3g.	Provides separation between cities	LOW	Features in this area do not separate the Portland metro area from the nearby City of Sandy.
3h.	Provides easy access to recreational opportunities in rural areas, such as parks and trails.	HIGH	Visitors to Oxbow Park within the Sandy River Canyon drive through this area to get to the park.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

The Beaver Creek canyon extending along the edge of the UGB out to the general area of SE 302<sup>nd</sup> ranks high for habitat, water quality, and acting as a buffer or edge between urban and rural resources. The area isn't high on the key sense-of-place factor, however. Other mapped landscape feature areas lack the UGB defining edge value as well as not having high sense of place recognition. While habitat values are high for stream and water quality, these values can be protected under urban rules that would apply should these areas urbanize in the future. On balance, the Beaver Creek Canyon out to approximately the SE 302<sup>nd</sup> Ave area should rank medium for rural reserve to protect landscape features.

**Urban Reserves Analysis**

The results of the initial urban suitability assessment for provision of key services water, sewer, and transportation, rated all of area 4 as moderately to highly efficient. The CAC found that this area should continue to be studied for urban reserve as a result.

*CAC Assessment: Low suitability for urban reserve*

- *Area 4a (North of Lusted Rd): Low suitability*
- *Area 4b (South of Lusted Rd): Medium/low suitability, except medium/high suitability for the area north of Orient Rural Center/west of 302<sup>nd</sup>*

**Staff Assessment:**

- Area 4a (North of Lusted Rd): Low suitability
- Area 4b (South of Lusted Rd): Medium/high suitability, especially SE area near Hwy 26

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1.	<p><b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b></p>	<p>Area 4a N. of Lusted Rd. MEDIUM/LOW</p> <p>Transportation – Area has limited existing road system, constrained connections to Troutdale in the northwest corner of the area, and to areas west and south due to topography range &gt;25% associated with Beaver Cr. – rates moderately low.</p> <p>Sewer – Major system expansion would be needed and treatment capacity is available – rates high.</p> <p>Water – medium</p>
	<p>Area 4b S. of Lusted Rd. MEDIUM/HIGH</p> <p><i>CAC: MEDIUM</i></p>	<p>Transportation – This area has an existing “grid” system of rights-of-way that connects west to Gresham and south into Clackamas County, contributing to moderate connectivity and lower costs to add/upgrade roads – rates moderately high.</p> <p>Slopes in this area are low, predominately 0-10%.</p> <p><i>CAC: Adjacent areas do not have transportation or infrastructure in place for a grid system, especially east of 327<sup>th</sup></i></p> <p>Sewer – Major system expansion would be needed and treatment capacity is available –</p>

			<p>rates high.</p> <p>Water – medium</p>
2.	<b>Includes sufficient development capacity to support a healthy economy</b>	Area 4a N. of Lusted Rd. LOW	<ul style="list-style-type: none"> <li>• Little employment land or opportunities for same in area, not near existing employment areas.</li> <li>• Constrained opportunity for establishing transp. system to support employment uses.</li> <li>• Relatively large overall area approx. 3,600 gross acres/2,070 buildable acres.</li> </ul>
		Area 4b S. of Lusted Rd. MEDIUM	<ul style="list-style-type: none"> <li>• Some employment land opportunities, given suitable topography and relatively good access to Hwy 26 corridor.</li> <li>• Adjacent to Springwater employment area.</li> <li>• A limitation to employment land is small parcel sizes (less than 5 acres), particularly in the Orient area.</li> <li>• Relatively large overall area approx. 2,880 gross/1,940 buildable acres.</li> </ul>
3.	<b>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</b>	Area 4a N. of Lusted Rd. MEDIUM/LOW	<p>See key services efficiency information under 1. above</p> <ul style="list-style-type: none"> <li>• No assessments for schools, stormwater, parks.</li> <li>• Service provider for this area would most likely be Troutdale.</li> </ul>
		Area 4b S. of Lusted Rd. MEDIUM/HIGH	<p>See key services efficiency information under 1. above</p> <ul style="list-style-type: none"> <li>• No assessments for schools, stormwater, parks.</li> <li>• Service provider for this area would most likely be Gresham.</li> </ul>
4.	<b>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</b>	Area 4a N. of Lusted Rd. LOW	<ul style="list-style-type: none"> <li>• Limited area, mostly north of Beaver Creek &amp; south of Sandy River area, to form walkable neighborhoods. Slopes are in the 0 – 10% range for areas not associated with streams.</li> <li>• Constrained land for developing a connected transp. system due to poor connections to Troutdale and surrounding areas, esp. south.</li> <li>• Lower potential density, diversity of uses, connectivity to support efficient for transit.</li> </ul>
		Area 4b S. of Lusted Rd. MEDIUM	<ul style="list-style-type: none"> <li>• Several areas between streams could form walkable neighborhoods.</li> <li>• Relatively flat slopes of 0 – 10% with some stream crossings fairly suitable for development of a connected transp. system.</li> <li>• Good existing rural road network in place as basis for urban network.</li> <li>• Potential density, diversity of uses, connectivity efficient for transit.</li> </ul>

**24B Area 4: West of Sandy River**

5.	<b>Can be designed to preserve and enhance natural ecological systems</b>	Area 4a N. of Lusted Rd. YES - LOW to MEDIUM	<ul style="list-style-type: none"> <li>• In most portions of area, there are limited buildable areas due to Beaver Creek and steeper topography, making it more difficult to avoid/enhance ecological systems.</li> <li>• The area north of Beaver Creek and south of the Sandy River feature is more capable of urbanizing and enhancing the ecological systems.</li> </ul>
		Area 4b S. of Lusted Rd. YES - MEDIUM	<ul style="list-style-type: none"> <li>• There are two main creeks that cross through this area, Kelly and Johnson, as well as upper tributaries of Beaver Creek spaced out through the area.</li> <li>• Sufficient buildable land outside sensitive ecological areas allows for opportunities to avoid/enhance the creek areas.</li> </ul>
6.	<b>Includes sufficient land suitable for a range of needed housing types</b>	Area 4a N. of Lusted Rd. LOW	<ul style="list-style-type: none"> <li>• Limited and constrained land overall for accommodating a variety of housing, including creek system with steeper slopes.</li> <li>• Limited area for well-connected transp. system to serve variety of housing.</li> </ul>
		Area 4b S. of Lusted Rd. MEDIUM	<ul style="list-style-type: none"> <li>• Enough suitable land to accommodate a variety of housing types, supported by connected transp. system.</li> </ul>
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves</b>	Area 4a N. of Lusted Rd. YES - MEDIUM	<ul style="list-style-type: none"> <li>• Primary natural landscape feature not directly involved, as this sub-area excludes the Sandy River canyon feature.</li> <li>• Urban regulatory framework would provide adequate stream protection.</li> </ul>
		Area 4b S. of Lusted Rd. YES - HIGH	Same as 4a.
8.	<b>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.</b>	Area 4a N. of Lusted Rd. <ul style="list-style-type: none"> <li>• YES - HIGH</li> </ul> <p><i>CAC: MEDIUM</i></p>	<ul style="list-style-type: none"> <li>• There are existing larger creek canyons such as Beaver Creek, and there is adequate land in this subarea to dedicate land set-asides to create buffers from adjacent farmland.</li> <li>• Impacts to farming from area traffic are a concern.</li> <li>• Avoidance of urban impact to Sandy River canyon landscape feature can be accomplished by keeping urban development back from the canyon rim which is the edge of the Sandy canyon feature.</li> </ul> <p><i>CAC</i></p> <ul style="list-style-type: none"> <li>• <i>Buffers may not be designed to sufficiently minimize adverse effects on agriculture</i></li> <li>• <i>Appropriate buffers should be found to split east and west urban and rural areas (more urban west of the 302<sup>nd</sup>-327<sup>th</sup> vicinity, more rural to the east).</i></li> </ul>

		<p>Area 4b S. of Lusted Rd. YES – MEDIUM</p> <p><i>CAC: MEDIUM</i></p>	<ul style="list-style-type: none"> <li>• Adequate land to create set-aside buffers, stream headwaters areas provide less topography for buffering.</li> <li>• Impacts to farming from area traffic are a concern.</li> <li>• Avoidance of urban impact to Sandy River canyon landscape feature can be accomplished by keeping urban development back from the canyon rim which is the edge of the Sandy canyon feature.</li> </ul> <p><i>CAC: Appropriate buffers should be found to split east and west urban and rural areas (more urban west of the 302<sup>nd</sup>-327<sup>th</sup> vicinity, more rural to the east).</i></p>
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**Staff Summary and Conclusion:**

These two areas vary for urban reserve suitability for the most part based on topography, transportation connectivity, and relationship to employment land.

The area north of Lusted Road is contained by the Beaver Creek and Sandy River, topographic features that limit the area to good integration with existing urban areas to a short edge adjacent to Troutdale. It has few internal roads, and a relatively small, elongated shape. Major employment areas are not near by. This area should therefore not be a high priority urban reserve.

South of Lusted Road, the land contains fewer constraints from stream associated topography and has slopes suitable to all urban uses. The area has a road grid that integrates with Gresham to the west and provides more limited connections south toward US 26. The west areas are near existing and planned employment centers along US 26, although close in areas are parcelized. There is adequate area to buffer urban impacts to natural resources, and there are no edge defining landscape features in the area. Mitigating impacts to adjacent farming should be possible with adequate land set asides, however impacts to added urban traffic could be difficult to manage. This subarea appears to be moderately good for urban reserve on the whole. Areas in the southwest part near the existing UGB and close to US 26 should be a higher priority for urban reserve than areas further north and east.

## Area 5: NW Hills North

### Rural Recommendations

- **CAC:** Designate rural reserve
- **Staff:** Designate area within the 3 mile line and southwest of Skyline Blvd. rural reserve

### Urban Recommendations

- **CAC:** Not evaluated as candidate urban reserve
- **Staff:** Low suitability for urban reserve

## Rural Reserves Analysis

This part of the study area lies north of Cornelius Pass Road, west of Highway 30, and extends to the Washington/Multnomah county line on the west, and the Columbia County line on the north. It forms a significant part of the southeast extent of the Tualatin Mountains, the balance of which continues south, connecting this area to the City of Portland and Forest Park. The distance to the edge of this area from the Portland Metro UGB varies from approximately one mile at the south end, to 3 miles at the Cornelius Pass Road/Hwy 30 intersection. The north extent of the area ends at the Study Area Boundary and county line, about one mile south of the City of Scappoose.

Rural resource land mapping for this area includes “foundation” land as part of the Dairy/McKay Creeks sub-region in the ODA study. The ODF map designation is primarily “wildland” forest, with a small area of mixed forest between Skyline Blvd and Rock Creek canyon in the southwest corner. This southwest corner area is connected to a larger mixed farm/forest area in Washington County and is within 3 miles of the UGB. The Landscape Features units include #21 Forest Park Connections, and part of #20 Rock Creek Headwaters. This area is evaluated primarily as forest land, and includes farm evaluation for the mixed farm/forest area and for Landscape Features.

*CAC Assessment: CAC was split between medium and high suitability to protect farm and forest features and landscape features. They agreed that the Plainview area and areas within 3 miles of the UGB are higher suitability for rural reserve.*

**Staff Assessment:** High suitability for rural reserve to protect farm/forest resources, and medium to protect landscape features in the Plainview area; low suitability elsewhere.

### Farm and Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)	Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>		
<b>2a. Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	LOW – with one exception	Most of this area ranked low for key urban services of water, sewer, and transportation due to topography. The exception is the area in the vicinity of Plainview at the intersection of

			Cornelius Pass/Skyline Blvd. This area continues to be considered for urban reserve. At the north extent of Area 5 along the county line, potential for urbanization due to proximity to Scappoose is low due to topography at the county line. City staff indicate south extension of the city is not the most efficient approach to expansion, if needed.
2b.	<b>Is capable of sustaining long-term agriculture or forestry</b>	HIGH	This area contains primarily forest resources. Predominate wildland forest and foundation mapping indicates no critical limitations to long-term forest management have been identified. Farming in the mixed area at the southeast corner includes Christmas trees and other crops suitable for this “higher terrace area” as indicated in the ODA study. As foundation land, the area has few limitations to long-term production of appropriate crops.
2c.	<b>Has suitable soils and water</b>	HIGH/MEDIUM	Soils in Multnomah County are all productive for forestry, and water is not a management issue for timber production in this area. Soils in farmed areas are Class III and IV, and water is assumed to be somewhat limited, supporting a medium ranking for farming.
2d.	<b>Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>		
2d. (A)	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	HIGH	This area forms a large block of managed forest land that includes scattered pockets of rural residential land uses. There are a small number of hilltop farms that form a block along Skyline Blvd. west of Cornelius Pass Rd.
2d. (B)	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	HIGH	The extent of rural residential and non-farm/forest use is small for this area overall. Zoning limits new dwellings to a greater extent than state laws allow. The hilly topography results in localized situations where there is no buffering between older existing dwellings and forest land in some areas.
2d. (C)	<b>The land use pattern including parcelization, tenure and ownership</b>	HIGH	Parcels tend to be larger in size, and zoning that limits new land division, together with a low number of land divisions over the past decade, indicate a stable parcelization pattern for all areas.
2d. (D)	<b>Sufficiency of agricultural or forestry infrastructure</b>	HIGH	No infrastructure limitations have been noted for this area.

**Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.**

	<b>Foundation</b>	Yes	
	<b>Important</b>	No	
	<b>Within 3 miles of a UGB</b>	Yes	3 mile line crosses the south end of this area

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm and forest resources:**

This majority of this area continues to function as an industrial forest and is suitable for rural reserve for that reason. The mixed farm/forest area between Skyline Blvd. and Rock Creek is well buffered from nonfarm uses and has adequate resources to continue current farming practices, although soils and water limit farming to a greater extent than lower elevation areas. Overall suitability for farm and forest reserve is high. The area in the vicinity of Plainview and further northwest is in an area with potential for urbanization (suitable for key urban services, potential urban reserve area) and is over two miles from the UGB. Consider high suitability of the area within 3 miles of the UGB and southwest of Skyline Blvd for rural reserve to protect farm/forest resources, the remainder of the area has low suitability for reserve due to low potential for urbanization.

An alternative for this area is designation of areas within 3 miles of the UGB as rural reserve under the safe harbor provision.

**Landscape Features Factors Evaluation**

<b>Rural Reserve Factors - Landscape Features -0060(3)</b>		<b>Factor Ranking</b>	<b>Discussion/Rationale</b>
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>			
<b>3a.</b>	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	LOW – with one exception.	See rationale for this factor under the farm/forest ranking.
<b>3b.</b>	<b>Subject to natural disasters or hazards such as flood, steep slopes, landslide</b>	HIGH	The significant majority of the area rates “low” for relative hazard on the regional composite hazard map. However, the regional landslide map indicates areas with rapidly moving landslide hazard associated with drainages throughout the area. In addition, areas north of Skyline/Cornelius Pass Rd intersection and northeast of Skyline Blvd contain extensive areas mapped as slope hazard areas on Multnomah County maps. These elements suggest a ranking of high for landslide hazard relative to other areas in the region.
<b>3c.</b>	<b>Has important fish, plant or wildlife habitat</b>	HIGH	Contains headwaters streams associated with both Willamette and Tualatin River watersheds, forest wildlife habitat and corridor between the coast range and Forest Park.
<b>3d.</b>	<b>Is necessary to protect water quality such as streams, wetlands and riparian areas</b>	LOW <i>CAC: Split between Low, Medium and High</i> <i>Low – 6</i> <i>Med – 2</i> <i>High – 2</i>	The ridge contains valuable headwaters areas for streams that flow east to Multnomah Channel and west to the Tualatin River. Most of the area however is not in need of protection from urban development due to low efficiency/cost to provide key urban services. The Plainview area contains a small drainage basin associated with Rock Creek. Stream protection rules that would apply should

			the area become urban should be adequate to maintain water quality. <i>CAC: Headwater streams could not be adequately protected if the area were urbanized.</i>
3e.	<b>Provides a sense of place to the region</b>	HIGH	The east side of the Tualatin Mountains is protected for scenic values under County zoning (SEC-v). The west side of the ridge is also scenic from various areas further west. Areas visible on the west side of the ridge Areas north and west of Forest Park are recognized as key wildlife habitat corridors/connections to the park.
3f.	<b>Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses</b>	MEDIUM	Most of this area is remote from urban influence, however, areas at the south extent could contribute to an urban/rural edge. Topography at the north end could form an edge adjacent to Scappoose, although potential for urban expansion south into Multnomah County is low.
3g.	<b>Provides separation between cities</b>	LOW	At roughly 8 miles apart, Portland and Scappoose are separated by distance rather than by this area.
3h.	<b>Provides easy access to recreational opportunities in rural areas, such as parks and trails</b>	Unknown	Extent of recreation resources in this area is not clear.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

This area rates high on the key sense of place factor and habitat factors, supporting rural reserve designation. It also includes significant extent of landslide hazard suggesting it is less desirable for urban uses – not unexpected, given terrain. However, all except the Plainview area are not potentially subject to urbanization due to proximity to a UGB. Recommend medium suitability of the area within 3 miles of the UGB and south of Skyline Blvd for rural reserve to protect Landscape Features, the remainder of the area has low suitability for reserve due to low potential for urbanization.

**Urban Reserves Analysis**

The results of the initial urban suitability assessment for provision of key services water, sewer, and transportation, rated all, except the Plainview area in the vicinity of the Cornelius Pass Rd/Skyline Blvd. intersection, as inefficient for those services. The CAC found that all except the Plainview area should not continue to be studied as a candidate urban reserve area as a result.

*CAC Assessment: Do not study further for urban reserve*

**Staff Assessment:** Low suitability for urban reserve

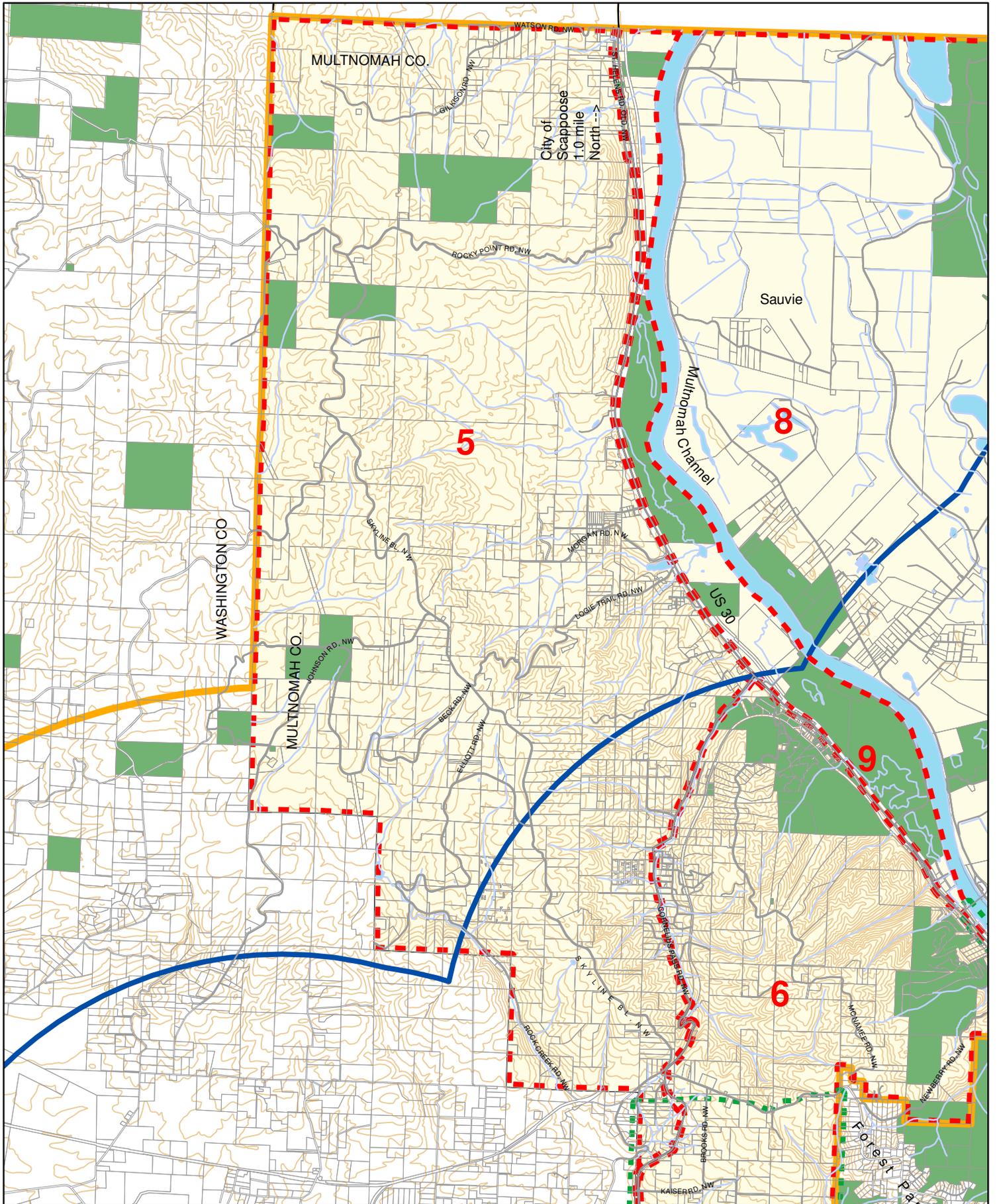
Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land for designation as urban reserves under this division, Metro</b>		

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	LOW – exception is Plainview area ranks MEDIUM.	<p>Transportation – this area was unranked for suitability for providing transportation services due to topography consisting predominately of slopes greater than 25%. Also noted is low suitability for an RTP level connectivity system. Transportation ranking is Low.</p> <p>Sewer – rated difficult to serve due to topography, and substantial/difficult improvements would be required both inside and outside of the area. Sewer ranking is Low except for area in vicinity of Plainview.</p> <p>Water - rated low due to topography, except the Plainview area ranks high.</p>
2.	Includes sufficient development capacity to support a healthy economy	LOW	<ul style="list-style-type: none"> <li>• Very little suitable employment land or opportunities for same in area –steep topo.</li> <li>• Poor job access to and from area.</li> <li>• Constrained area for establishing transp. system to support employment uses.</li> </ul>
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	LOW	<ul style="list-style-type: none"> <li>• See key services efficiency information under 1. above</li> <li>• No assessments for schools, stormwater, parks, etc.</li> <li>• Area is not adjacent to a city – unclear what city would be the service provider for this area is Portland since the area is adjacent at it’s south edge.</li> </ul>
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	LOW	<ul style="list-style-type: none"> <li>• Limited potential to form walkable neighborhoods that require higher density and mix of services due to topography.</li> <li>• Very constrained land for developing a connected transp. system due to steep slopes.</li> <li>• The topography and associated low street connectivity, density, and low diversity of uses is not conducive to good transit service.</li> </ul>
5.	Can be designed to preserve and enhance natural ecological systems	LOW	Very little buildable land makes it difficult to avoid extensive creek headwater and forest canopy systems.
6.	Includes sufficient land suitable for a range of needed housing types	LOW	Very limited and constrained land for accommodating a variety of housing, including topographic constraints –slopes >25% - for developing a connected transp. system to serve such uses.
7.	Can be developed in a way that preserves important natural landscape features included in urban reserves	LOW	Urban development would require significant alteration of the landscape in this area because of steep terrain.

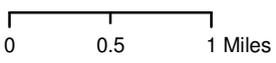
8.	Can be designed to avoid or minimize adverse effects on farm and forest practices, and adverse effects on important natural landscape features, on nearby land, including land designated as rural reserves.	MEDIUM	Stream features and topography could be used as edges, and land set-asides would also be possible.  Urban scale development on visible slopes will impact the visual quality of adjacent undeveloped areas and would be difficult to avoid/mitigate.
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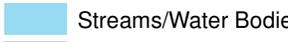
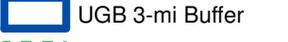
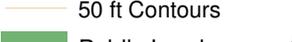
**Staff Summary and Conclusion:**

This area ranks low on most urban factors and ranks low for urban reserve suitability due to constraints imposed by topography, most of which is 25% or greater.



Multnomah County Candidate Area Maps:  
 Potential Urban and Rural Reserves Areas  
 Area 5 - NW Hills North



-  Streams/Water Bodies
-  Study Area Boundary
-  UGB 3-mi Buffer
-  Tax Lots
-  Urban Candidate Area
-  50 ft Contours
-  Rural Candidate Area
-  Public Lands

Draft (Rev. 08/03/09)



## Area 6: West Hills South

### Rural Recommendations

- **CAC:** Designate rural reserve
- **Staff:** Designate the area south of Cornelius Pass Rd./Skyline Blvd. intersection rural reserve to protect farm, forest, and landscape features.

### Urban Recommendations

#### Area 6a

- **CAC:** Not a candidate for urban reserve
- **Staff:** No designation

#### Area 6b

- **CAC:** Do not designate urban reserve
- **Staff:** No designation

## Rural Reserve Analysis

This part of the study area lies south of Cornelius Pass Road, west of highway 30 and the City of Portland and Forest Park. It extends to the Washington/Multnomah county line on the west near the Plainview area, and continues south to the N. Bethany plan area and Abbey Creek. It is divided from Area 7 to the south by a power line corridor. The area abuts the City of Portland for a significant distance along its east edge.

Rural resource land mapping for this area includes “important” farmland in the ODA study Bethany/West Multnomah sub-region, “wildland forest” abutting and north of Forest Park with “mixed forest” south, and parts of Landscape Features units #20 Rock Creek Headwaters and #21 Forest Park Connections.

*CAC Assessment: High suitability West of McNamee; Low suitability east of McNamee*

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

### Farm and Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)	Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>		
2a. Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	LOW  HIGH –for areas south of Skyline  <i>CAC: Low – east of</i>	Low for areas north of Skyline where it runs east/west from Cornelius Pass Rd. to the City of Portland. This area is ranked low for key urban services due to topography, and there is a significant block of publicly owned land north of Forest Park.

**Area 6: West Hills South**

		<i>McNamee High – west of McNamee</i>	<p>Low for areas east of Abbey Creek north fork and upper Germantown Rd. – ranked low for key urban services due to topography.</p> <p>High for areas south of Skyline and west of the City of Portland and mid-slope line that crosses Germantown Rd., the Powerline, and Springville Rd. This area remains under consideration for urban reserve.</p> <p><i>CAC: There is urbanization possibility west of McNamee. Part of this area also remains under consideration for urban reserve.</i></p>
<b>2b.</b>	<b>Is capable of sustaining long-term agriculture or forestry</b>	HIGH	<p>Farm/forest resource use of this area generally changes along the east-west segment of Skyline Blvd with primarily forest use north, and farm use with patches of mixed forest use in steeper stream associated topography south.</p> <p>Primary crops grown south of Skyline include hay and pasture, other crops grown include Christmas trees, nursery stock, orchard, berries, wine grapes. Small horse operations are common. This area includes few nonfarm uses, limited urban edges, and adequate “block” size to maintain long-term agriculture.</p> <p>No limitations to long-term forestry have been noted for areas north of Skyline Blvd. Other than a short band of rural residential uses at the north edge of the area along McNamee Rd., areas in private ownership are managed for forest resources or both farm and forest.</p>
<b>2c.</b>	<b>Has suitable soils and water</b>	<p><u>Soils</u> MEDIUM – farm HIGH – forest</p> <p><u>Water</u> MEDIUM - farm</p>	<p>Soils in areas south of Skyline are a mix of Class II, III, and IV, suitable for farm use. Soils above Skyline are suited to forestry.</p> <p>Water is primarily groundwater, and while no specific limitations are noted, the ODA study indicates uncertainty re: the abundance of groundwater to support agriculture, although irrigated farm fields exist in the area.</p> <p>Water is not understood to be a limitation for forestry.</p>
<b>2d.</b>	<b>Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>		
<b>2d. (A)</b>	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	HIGH	<p>Lands south of Skyline make up a large block of farmland with scattered small forest pockets along the east edge and UGB. This area has few rural residential clusters.</p>

			North of Skyline consists of extensive forest land blocking with rural residential uses scattered along McNamee Rd.
2d. (B)	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	HIGH	<p>This area contains few non-farm/forest uses adjacent to managed areas. Zoning limits new dwellings to a greater extent than state laws allow. Land divisions are infrequent.</p> <p>In forested areas north of Skyline Blvd., the hilly topography results in localized situations where there is no buffering between older existing dwellings, and forest land in some areas.</p> <p>South of Skyline, noted buffers or edges include 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.</p>
2d. (C)	<b>The land use pattern including parcelization, tenure and ownership</b>	HIGH	This area includes parcels suitable for both small and large scale farm and forest management.
2d. (D)	<b>Sufficiency of agricultural or forestry infrastructure</b>	MEDIUM/HIGH	No limitations to farm or forest infrastructure are noted, except for problems moving farm equipment on rural roads due to traffic, including cut-through urban traffic. The roads are arranged such that Germantown and Cornelius Pass Rd. carry traffic east-west and north-south along the edges of this area.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	No	
	<b>Important</b>	Yes	
	<b>Within 3 miles of a UGB</b>	Yes	All areas are within 3 miles of Portland UGB

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm and forest resources:**

This area is suitable for both farm and forest reserve, as indicated by the “important” farm land and “wildland” and “mixed” forest designations. The primarily forested area north of Skyline Blvd. consists of a large block of forest land with few non forest uses, mainly associated with McNamee Rd. This area is not however, potentially subject to urbanization based on urban suitability assessments to date. 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.

An alternative for this area is to designate all areas within 3 miles of the UGB as rural reserve under the safe harbor provision.

**Landscape Features Factors Evaluation**

Rural Reserve Factors - Landscape Features -0060(3)	Factor Ranking	Discussion/Rationale
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>		
3a.	Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	LOW/HIGH – for areas south of Skyline  See 2a. above
3b.	Subject to natural disasters or hazards such as flood, steep slopes, landslide	LOW  HIGH – for areas north of Skyline.  The significant majority of the area rates “low” for relative hazard on the regional composite hazard map. However, the regional landslide map indicates areas with rapidly moving landslide hazard associated with drainages north of Skyline. In addition, areas north of Skyline/Cornelius Pass Rd intersection and northeast of Skyline Blvd contain extensive areas mapped as slope hazard areas on Multnomah County maps. These elements suggest a ranking of high for landslide hazard relative to other areas in the region.
3c.	Has important fish, plant or wildlife habitat	HIGH  MEDIUM for the Kaiser Rd. and east-of-Abbey Creek areas.  Areas north of Skyline are mapped on the ODFW, PNW ERC, and TNC maps. This area contains headwaters streams within the Willamette River watershed, and a wildlife corridor between the coast range and Forest Park.  South of Skyline, the Abbey creek mainstem, north fork, and headwaters areas are mapped on PNW ERC, Perennial Stream Buffers maps. Abbey creek is within the Tualatin watershed. These maps do not include a large patch in the Kaiser Rd. area, nor a smaller patch east of Abbey Creek north fork as important regional habitat.  Additional information relevant to ranking this factor includes the Metro acquisition target areas as an indicator of habitat value. This area contains an acquisition area encompassing the Abbey Creek watershed. Also, the Multnomah County plan protects the area as wildlife habitat under Goal 5. Together, these designations reflect regional and local assessment that valuable habitat exists in this area.
3d.	Is necessary to protect water quality such as streams, wetlands and riparian areas	LOW  MEDIUM – Abbey Creek headwaters  North of Skyline, this area ranks low because it is not under consideration for urban use. South of Skyline, the area contains all or part of two important Tualatin basin stream systems, Rock and Abbey Creeks. In most areas, stream protection rules applicable to urban development are understood to provide protection to streams

			and riparian areas. In this area, the concentration of small drainages in the Abbey Creek headwaters area in the vicinity of the Powerline corridor suggests difficulty protecting these values were urban development to occur there.
3e.	<b>Provides a sense of place to the region</b>	HIGH	The southwest side of the Tualatin Mtns is a large-scale landscape feature that provides a green connection between Portland and the Coast Range that is visible from large areas of the west side including Hwy 26.
3f.	<b>Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses</b>	LOW HIGH for areas south of Skyline	Areas north of Skyline form the south end of an un-interrupted expanse of rural land that connects to the Coast Range – no urban potential for this area is recognized. South of Skyline, Landscape Features mapped areas can separate existing and potential urban areas. The southwest slopes form a large-scale buffer between urban areas to the west and Forest Park. Other features within this area that provide buffers between urban and farm/forest/natural resources include: <ul style="list-style-type: none"> <li>• Abbey Creek headwaters, and the east-west lower Abbey Creek drainage</li> <li>• Rock Creek running north-south immediately west of the county line.</li> </ul>
3g.	<b>Provides separation between cities</b>	LOW	The south of Skyline separates urban unincorporated areas to the west from the City of Portland. That said, the intent of this factor is to consider separation between Metro UGB cities and cities outside of that area.
3h.	<b>Provides easy access to recreational opportunities in rural areas such as parks and trails</b>	HIGH	This area includes recreational opportunities adjacent to the urban area including bicycle routes along Skyline and Germantown Roads. The area also contains the Metro “Ancient Forest Preserve.” Within the reserves planning horizon, additional trails proposed for the area are likely to become accessible to the public.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

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.

**Urban Analysis for Area 6a: North of Cornelius Pass Rd/Skyline Blvd**

The CAC indicated that areas north of Skyline/Cornelius Pass Rd had low overall efficiency for key urban services, and should therefore not continue to be studied for urban reserve. The factors evaluation below addresses this northern portion of Area 6. Areas to the south – the areas designated for further study as candidate urban reserve – are evaluated as Area 6.b.

*CAC Assessment: Do not study further for urban reserve*

**Staff Assessment:** Low suitability for urban reserve

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1.	Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;	<p>LOW</p> <p>Transportation – this area was unranked for suitability for providing transportation services due to topography consisting predominately of slopes greater than 25%. Also noted is low suitability for an RTP level connectivity system. Transportation ranking is Low.</p> <p>Sewer – rated difficult to serve due to topography, and substantial/difficult improvements would be required both inside and outside of the area. Sewer ranking is Low</p> <p>Water - rated low due to topography.</p>
2.	Includes sufficient development capacity to support a healthy economy;	<p>LOW</p> <ul style="list-style-type: none"> <li>• Area has no suitable employment land or opportunities for same in area due to steep topography.</li> <li>• Poor job access to and from area.</li> <li>• Constrained area for establishing transp. system to support employment uses.</li> </ul>
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;	<p>LOW</p> <ul style="list-style-type: none"> <li>• See key services efficiency information under 1. above</li> <li>• No assessments for schools, stormwater, parks, etc.</li> <li>• Most likely service provider for this area is Portland since the area is adjacent at it’s south edge.</li> </ul>
4.	Can be designed to be	<p>LOW</p> <ul style="list-style-type: none"> <li>• Limited potential to form walkable</li> </ul>

	walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers		neighborhoods that require higher density and mix of services due to topography. <ul style="list-style-type: none"> <li>• Very constrained land for developing a connected transp. system due to steep slopes.</li> <li>• The topography and associated low street connectivity, density, and low diversity of uses is not conducive to good transit service.</li> </ul>
5.	Can be designed to preserve and enhance natural ecological systems	LOW	Very little usable buildable land makes it difficult to avoid creeks, including headwaters areas, and to avoid forest canopy systems that exist throughout the area.
6.	Includes sufficient land suitable for a range of needed housing types	LOW	Very limited and constrained land for accommodating a variety of housing, including topographic constraints for developing a connected transp. system to serve such uses.
7.	Can be developed in a way that preserves important natural landscape features included in urban reserves	LOW	Very little usable buildable land makes it difficult to avoid the landscape features areas of Rock Creek Headwaters and Forest Park Connections which together cover all of this area.
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.	MEDIUM	Features that could be used as edges exist, such as Cornelius Pass Rd./McCarthy Creek canyon. Buffers from land set-asides would be workable generally.  Urban scale development on visible slopes will impact the visual quality of adjacent undeveloped areas and would be difficult to avoid/mitigate.

**Staff Summary and Conclusion:**

This area ranks low for urban reserve due to a number of factors, driven in large part by topography. The area ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density. It is relatively isolated from existing urban areas as well. Taken together, these limitations indicate the area is not a good area for urban reserve.

**Urban Analysis for Area 6b: South of Cornelius Pass Rd/Skyline Blvd**

This north edge of this area is defined by Skyline Blvd. where it runs east – west between Cornelius Pass Rd. and the City of Portland. The area extends south between the Multnomah County/Washington County line on the west, and the City of Portland on the east, down to the N. Bethany plan area and Abbey Creek. It is divided from Area 7 to the south by a powerline corridor. The area is ranked in the key urban services assessment as “high” efficiency for water, and includes areas with both high and low efficiency for sewer service. The CAC recommended that this subarea, together with land to the south in area 7.b, should continue to be studied as a “candidate” urban reserve area. The CAC indicated that areas north of Skyline

had low suitability for key urban services and should not be studied further for urban reserve. The Area 6a factors evaluation includes this northern area.

*CAC Assessment: Split between medium and low suitability. Most agreed to low suitability for the subarea east of the north fork of Abbey Creek. Members were split between low and medium/low suitability for subarea west of Abbey Creek.*

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

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1.	<p><b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b></p>	<p>LOW/MEDIUM – except LOW along N. fork Abbey Creek and eastward</p> <p><i>CAC: LOW for entire area</i></p> <p>Transportation – this is part of a larger area that was unranked for suitability for providing transportation services due to topography consisting predominately of slopes greater than 25%. Steep slopes exist along the east third of this area, moderating to slopes predominately in the 10 – 25% range west to the county line.</p> <p>Further considerations include:</p> <ul style="list-style-type: none"> <li>• Suitability of isolated areas with flatter slopes in west portion dependent on as yet unplanned connectivity system in adjacent areas.</li> <li>• Limited connectivity potential to the east, other areas will have higher costs to connect pockets of development land due to slope and stream crossings.</li> <li>• Relatively limited amount of developable land relative to assumed higher road costs.</li> <li>• High off-site impacts to rural and limited urban roads including Cornelius Pass Rd and Skyline Blvd.</li> </ul> <p>Transportation ranking is low/medium for areas west of the N. Abbey Creek drainage, and low to the east.</p> <p>Sewer – rated low suitability to serve east of Abbey Creek N. fork, high suitability to the west.</p> <p>Water - rated high suitability.</p> <p><i>CAC</i> <i>Area has lower transportation potential than Area 4; only small pockets are developable</i></p>
2.	<p><b>Includes sufficient development capacity to support a healthy</b></p>	<p>LOW</p> <ul style="list-style-type: none"> <li>• Area has very little suitable employment land or opportunities for same in area due to slopes predominately greater than 10%.</li> </ul>

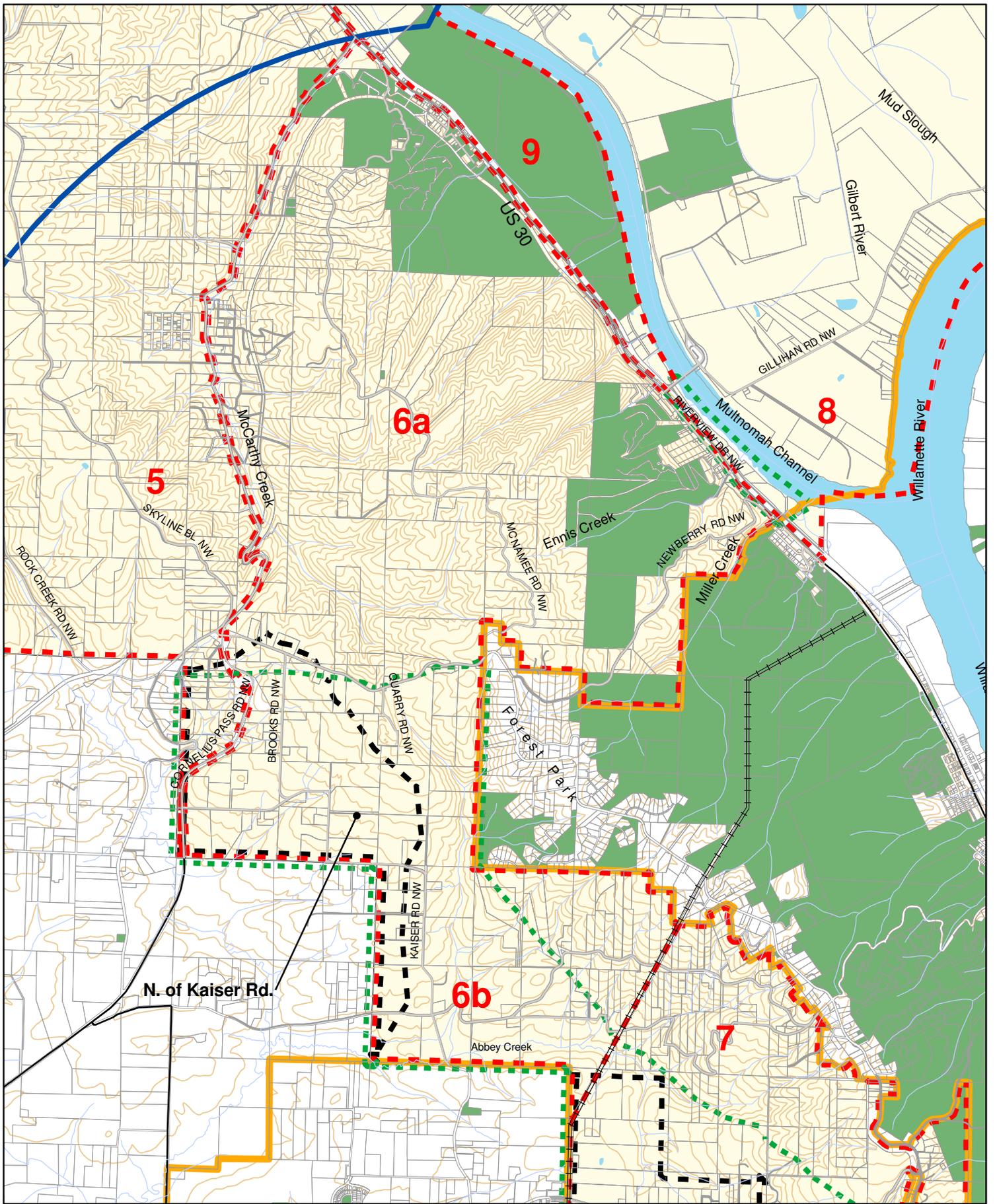
	economy		<ul style="list-style-type: none"> <li>West of Abbey Creek area (high suitability for sewer area) along northern Kaiser Rd contains approximately 800 acres gross area.</li> </ul>
3.	Can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers	MEDIUM – except LOW along N. fork Abbey Creek and eastward	<p>See key services efficiency information under 1 above.</p> <ul style="list-style-type: none"> <li>No assessments for schools, stormwater, parks.</li> <li>Appropriate service provider is unclear, but most likely would be Portland since the area is adjacent, especially for upper areas along Skyline.</li> <li>Beaverton has indicated “aspiration” for urban reserve along the west edge of this area up to Kaiser Rd. may be able to provide services within an undetermined future timeframe.</li> </ul>
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	LOW	<ul style="list-style-type: none"> <li>Limited areas, mostly in west section, with slopes less than 10% to form walkable neighborhoods that require higher density and mix of services.</li> <li>For most part, the topography and associated low street connectivity, density, low diversity of uses, is not conducive to good transit service.</li> </ul>
5.	Can be designed to preserve and enhance natural ecological systems	HIGH <i>CAC: MEDIUM</i>	<ul style="list-style-type: none"> <li>Landscape features mapping does not cover the majority of this area, and there is adequate land area to protect the few small streams in the area.</li> <li>Areas east of Abbey Creek N. fork and along the mainstem could be avoided.</li> </ul> <p><i>CAC:</i></p> <ul style="list-style-type: none"> <li><i>Development would be difficult without impacting ecological systems; there may not be enough land to protect small streams</i></li> </ul>
6.	Includes sufficient land suitable for a range of needed housing types	LOW-MEDIUM	Limited pockets of unconstrained land for accommodating a variety of housing, found predominately along the west edge of the area, upper Kaiser Rd.
7.	Can be developed in a way that preserves important natural landscape features included in urban reserves	LOW	Urban development on visible slopes will impact the sense of place quality of the Rock Creek (Tualatin Mtns) landscape feature and would be difficult to mitigate.
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	MEDIUM	<ul style="list-style-type: none"> <li>Farm/forest – yes buffers exist along the east, south, north, and northwest edges, adequate area to use set asides in other areas.</li> <li>Landscape features – visual impacts from development on higher areas would need to be managed to avoid reducing overall sense of place values the ridge provides.</li> </ul>

	as rural reserves.		
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**Staff Summary and Conclusion:**

This subarea contains two main areas with different results of this factors evaluation. The area along and including the north fork of Abbey Creek east to the City of Portland, rates low for key services of transportation and sewer. It also rates low for other important elements including employment land and the urban form elements in factor 4, and as well as housing and visual impacts from development of the higher sloped areas.

The area west of the Abbey Creek drainage system in the N. Kaiser Rd. area, contains relatively small pockets of developable land constrained by moderately high slopes and drainages in the central and northwest sections. These characteristics would result in higher costs to develop transportation system connectivity that is less than the ideal “grid” system. Added consideration/cost is off-site impacts to existing roads, including Cornelius Pass and Skyline Blvd. Other key systems of water and sewer rank easy for this area, land suitable for housing exists in the area and impacts to ecological systems and nearby farm/forest practices are manageable. Careful consideration to visual impacts from development on upper slopes should occur for this area. Overall, while this area could provide additional urban growth area, limitations suggest it should not be the highest priority.



Multnomah County Candidate Area Maps:  
Potential Urban and Rural Reserves Areas  
Area 6 - NW Hills South

0 0.5 1 Miles

Draft (Rev. 08/03/09)

- Streams/Water Bodies
- Study Area Boundary
- UGB 3-mi Buffer
- Tax Lots
- Urban Candidate Area
- 50 ft Contours
- Rural Candidate Area
- Public Lands



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

### Rural Recommendations

- **CAC:** Designate rural reserve
- **Staff:** Designate rural reserve in areas outside of E. Laidlaw and Lower Springville Rd.

### Urban Recommendations

#### Area 7a

- **CAC:** Not a candidate urban reserve
- **Staff:** No designation

#### Area 7b

- **CAC:** If the County must designate urban reserve on the west side, the Lower Springville Rd area is the highest suitability
- **Staff:** No designation

## Rural Analysis

This area lies south of Germantown Road and the Powerline corridor where it rises from the toe of the west slope of the Tualatin Mtns up to the ridge at Skyline over short, steep rise. This ridge to toe configuration continues south along the Multnomah/Washington County line down to Thompson Rd. and Forest Heights in the City of Portland. Also included in this area is a narrow finger of land along the ridge extending along the Skyline Blvd. from Springville to Cornell Roads, for a distance of approximately 4.5 straight line miles. The north approximately one-half of this area is within the City of Portland, but outside of the UGB.

Rural resource land mapping in this area includes “conflicted” farmland in the ODA study Bethany/West Multnomah sub-region. The Skyline ridge finger is not designated in the ODA study. The ODF study mapping includes patches of wildland forest along Skyline ridge, for the most part abutting Forest Park, and mixed and wildland forest descending down to the west and the county line. This area is within Landscape Features units #20 Rock Creek Headwaters.

***CAC Assessment:** Split between medium and high suitability*

**Staff Assessment:** Low suitability for rural reserve to protect farm and forest resources; high suitability for rural reserve to protect landscape features, except the patch at the east edge of N. Bethany planning area, within the Lower Springville Rd. area, and except Bonny Slope west.

### Farm and Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)	Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>		
Is situated in an area that	LOW/HIGH	Low above the mid-slope line that crosses Germantown Rd., the Powerline, and Springville Rd.

**27B Area 7: Powerline/Germantown Rd. – South**

2a.	is otherwise subject to urbanization due to proximity to a UGB.	<i>CAC: High for all of Area 7</i>	<p>ranked low for key urban services due to topography.</p> <p>Low along the Skyline ridge “finger” area – ranked low for key urban services of sewer and transportation due to topography.</p> <p>High for areas west of the City of Portland and mid-slope line that crosses Germantown Rd., the Powerline, and Springville Rd.</p> <p><i>CAC: The area is within one mile of the UGB, and is continually studied when Metro considers UGB expansion, and is under pressure from developers. The area is difficult to serve with water and sewer, but there have been likewise difficult to serve areas nearby that have become urbanized, thus the threat of urbanization is high. Part of the area is also still under consideration for urban reserve</i></p>
2b.	Is capable of sustaining long-term agriculture or forestry	<p>LOW</p> <p><i>CAC: Medium</i></p>	<p>This area includes a pocket of farmland at the toe of the Tualatin Mtns. adjacent to the County line along Springville Road. Primarily forest areas lie south of the road between the county line and City of Portland. The upper slopes and the Skyline Blvd. ridge contain forested areas for the most part.</p> <p>The farmland pocket west of and below the mid-slope line along Springville Rd. is further separated from farm areas to the north and west by the UGB and the steep Abbey Creek drainage and headwaters area through which the power line corridor extends. Crops grown in this area include nursery stock, fresh vegetables, and Christmas trees.</p> <p>South of the farm pocket extending down to the Forest Heights/Bonny Slope area, topography becomes steeper supporting forest use. The area south of Springville Rd. has areas of “wildland” forest.</p> <p>Limitations to long-term farm management cited in the ODA study include that the area is nearly surrounded by the UGB and rural residential lands. Viability of forestry would be expected to have the same limitations.</p> <p><i>CAC: Farmers, however, have testified to successful agriculture practice in the area.</i></p>
	<b>Has suitable soils and</b>	HIGH/MEDIUM	Soils in the lower farmed area include prime,

**27B Area 7: Powerline/Germantown Rd. – South**

2c.	water		<p>Class II and III. Forest soils predominate in higher areas and along the ridge.</p> <p>Water is primarily groundwater, and while no specific limitations are noted, the ODA study indicates uncertainty re the abundance of groundwater to support agriculture.</p> <p>Water is not understood to be a limitation for forestry.</p>
<b>2d. Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>			
2d. (A)	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	<p>LOW – farm blocks</p> <p>LOW/MEDIUM - woodlots</p>	<p>There is an “L” shaped block of farmland that extends south to the corner and then east along the UGB and Springville Road. This block is bisected by a cluster of small rural residential parcels. The resulting configuration in this area is two small blocks of farm land.</p> <p>There are three blocks of forest land in the area; north of Springville Rd., south of Bronson Creek into Bonny Slope, and east of Skyline along the ridge abutting Forest Park. The northern most area is designated “mixed” forest on the ODA map, and the other two areas include significant patches of “wildland” forest.</p> <p>A significant amount of the ridge area adjacent to Forest Park is in public ownership, therefore the extent of lands that are managed woodlots is unclear.</p>
2d. (B)	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	LOW	<p>The block defined by the county line, the power line corridor, Skyline, and the Portland UGB down to Bonny Slope contains few interior non-farm/forest uses. However, patches of rural residential are located at the north end along the power lines and south end within Bonny Slope. The limitation noted in this area is the adjacent UGB that surrounds it on three sides. Intensive urban development exists along the west and south edges of the area.</p> <p>The east edge of the Skyline finger ridge is Forest Park, and there is a mix of nonfarm uses along the west edge that includes urbanized area, public land, and sparsely developed large lots.</p> <p>Zoning limits new dwellings to a greater extent than state laws allow. Land divisions are infrequent.</p> <p>Perimeter resource lands are primarily un-</p>

**27B Area 7: Powerline/Germantown Rd. – South**

			buffered from residential uses.
<b>2d.</b> <b>(C)</b>	<b>The land use pattern including parcelization, tenure and ownership</b>	LOW/MEDIUM	This area contains a mix of small and larger parcels, and the effect of this land use pattern in this area is not apparently among the main limiting factors to long-term farm/forest use.
<b>2d.</b> <b>(D)</b>	<b>Sufficiency of agricultural or forestry infrastructure</b>	MEDIUM/HIGH	No limitations are noted for this area, although the same limitations to movement of farm equipment that exist along Germantown Rd. in Area 6 could be inferred for Springville Rd.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	No	
	<b>Important</b>	No	
	<b>Within 3 miles of a UGB</b>	Yes	All areas are within 3 miles of a UGB

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm and forest resources:**  
 Areas below the mid-slope line continue to be studied for urban reserve whereas areas above the line are not. However, the two areas are analyzed together here due to their proximity to one another.

The area ranks well for farm and forested areas pursuant to the key capability factors of soils and water. The area rates slightly better on the suitability factors for forest woodlots than for farming, although all areas are impacted by the relationship of the area to the UGB, and the overall small size and spread out pattern of the area.

**Landscape Features Factors Evaluation**

<b>Rural Reserve Factors - Landscape Features -0060(3)</b>		<b>Factor Ranking</b>	<b>Discussion/Rationale</b>
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>			
<b>3a.</b>	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	LOW/HIGH	See 2a. above
<b>3b.</b>	<b>Subject to natural disasters or hazards such as flood, steep slopes, landslide</b>	MEDIUM	The regional landslide map shows a number of landslides along Skyline and creek drainages, and rapidly moving landslide hazard associated with drainages. The county slope hazard map shows concentration of hazard areas in the Abbey Creek headwaters area and in other areas scattered throughout.
<b>3c.</b>	<b>Has important fish, plant or wildlife habitat</b>	HIGH	A portion of Abbey Creek is on the perennial stream buffers map, upper slope areas are indicated on both the TNC and Willamette Synthesis maps. There are six areas of varying size that are not mapped as landscape features.  Contains headwaters streams within the Tualatin River watershed, and a narrow wildlife corridor along Germantown Rd.

**27B Area 7: Powerline/Germantown Rd. – South**

			<p>Metro acquisition target areas can be an indicator of habitat value. This area contains acquisition areas north of Forest Park, the Abbey Creek watershed, and the Skyline ridge “finger” area.</p> <p>The Multnomah County plan protects the area as wildlife habitat except for the Bonny Slope subdivision.</p>
<b>3d.</b>	<b>Is necessary to protect water quality such as streams, wetlands and riparian areas</b>	<p>LOW - except Abbey Cr. headwaters = MEDIUM</p> <p><i>CAC Split:</i>  <i>6 – Low</i>  <i>3 – Med</i>  <i>2 – High</i>  <i>No consensus</i></p>	<p>This area contains part of the Abbey Creek headwaters area. In most areas, stream protection rules applicable to urban development are understood to provide protection to streams and riparian areas. In this area, the concentration of small drainages in the Abbey Creek headwaters area in the vicinity of the Powerline corridor suggests difficulty protecting these values were urban development to occur there.</p> <p><i>CAC: Concern over protection of streams. Currently, 40% of the area is protected by Title 13 overlays, but urbanization could remove these protections.</i></p>
<b>3e.</b>	<b>Provides a sense of place to the region</b>	HIGH	<p>The southwest side of the Tualatin Mtns is a large-scale landscape feature that provides a green connection between Portland and the Coast Range that is visible from large areas of the west side including Hwy 26.</p>
<b>3f.</b>	<b>Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses</b>	HIGH	<p>The southwest slopes form a large-scale buffer between urban areas to the west and Forest Park. Other features within this area that provide buffers between urban and farm/forest/natural resources include:</p> <ul style="list-style-type: none"> <li>• Abbey Creek headwaters, and the east-west lower Abbey Creek drainage</li> <li>• Rock Creek running north-south immediately west of the county line.</li> </ul>
<b>3g.</b>	<b>Provides separation between cities</b>	<p>LOW</p> <p><i>CAC Split:</i>  <i>6 – Low</i>  <i>3 – Med</i>  <i>2 – High</i>  <i>No consensus</i></p>	<p>This area separates urban unincorporated areas to the west from the City of Portland. That said, the intent of this factor is to consider separation between Metro UGB cities and cities outside of that area.</p> <p><i>CAC: Some CAC members believe this factor could also apply to separation between cities or urban areas within the UGB</i></p>
<b>3h.</b>	<b>Provides easy access to recreational opportunities in rural areas such as parks and trails</b>	HIGH	<p>This area includes recreational opportunities adjacent to the urban area including bicycle routes along Skyline and Germantown Roads. Within the reserves planning horizon, additional trails proposed for the area are likely to become</p>

		accessible to the public.
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**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

Areas below the mid-slope line continue to be studied for urban reserve whereas areas above the line are not. However, the two areas are analyzed together here due to their proximity to one another, and because both the upper and lower areas together form the west slope of the Tualatin Mtns. landscape feature in this area.

This area ranks high for the key landscape features factors of sense of place, that define natural boundaries to urbanization and help define the region for its residents. The area ranks well for other important factors including wildlife habitat and recreation. The one exception is the unmapped patch along the county line adjacent to the N. Bethany planning area. This small area does not appear to be a good fit with the key landscape features factors and should be ranked low.

**Urban Analysis for Area 7a: (Area above the mid-slope line between the county line and Skyline Blvd)**

The dividing line separating this area from area 7b below is approximately mid-way between the county line on the west and Skyline Blvd. This represents the location where the efficiency of water service changes from “high” for the lower portion to “medium” Up to the ridge and Skyline. The CAC indicated that areas above this “mid-slope line” had low overall efficiency for key urban services, and should therefore not continue to be studied for urban reserve. The factors evaluation below addresses this area. Areas below that line – the areas for further study as candidate urban reserve - are evaluated as Area 7b.

**CAC Assessment:** Do not study further for urban reserve

**Staff Assessment:** Low suitability for urban reserve

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1. Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments	LOW	<p>Transportation – this area was unranked for suitability for providing transportation services due to topography consisting predominately of slopes greater than 25%. Also noted is low suitability for an RTP level connectivity system. Transportation ranking is Low.</p> <p>Sewer – rated difficult to serve due to topography, and substantial/difficult improvements would be required both inside and outside of the area. Sewer ranking is Low</p> <p>Water - rated medium due to topography.</p>
2. Includes sufficient development capacity to	LOW	<ul style="list-style-type: none"> <li>Area has very little suitable employment land or opportunities for same in area due to steep</li> </ul>

**27B Area 7: Powerline/Germantown Rd. – South**

	<b>support a healthy economy</b>		<p>topography and small area size.</p> <ul style="list-style-type: none"> <li>• Poor job access to and from area.</li> <li>• Constrained area for establishing transp. system to support employment uses.</li> </ul>
3.	<b>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</b>	LOW	<p>See key services efficiency information under 1 above</p> <p>No assessments for schools, stormwater, parks, etc.</p> <p>Most likely service provider for this area is Portland since the area is adjacent.</p>
4.	<b>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</b>	LOW	<ul style="list-style-type: none"> <li>• Limited areas to form walkable neighborhoods that require higher density and mix of services due to steep slopes.</li> <li>• Very constrained land for developing a connected transp. system due to steep slopes.</li> <li>• For most part, the topography and associated low street connectivity, density, and low diversity of uses is not conducive to good transit service.</li> </ul>
5.	<b>Can be designed to preserve and enhance natural ecological systems</b>	YES - LOW	<p>Very little usable buildable land makes it difficult to avoid creeks, including headwaters areas, and forest canopy systems in development of urban densities.</p>
6.	<b>Includes sufficient land suitable for a range of needed housing types</b>	LOW	<p>Very limited and constrained land for accommodating a variety of housing, including topographic constraints for developing a connected transp. system to serve such uses.</p>
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves</b>	YES - MEDIUM	<ul style="list-style-type: none"> <li>• Very little usable buildable land makes it difficult to avoid headwaters streams in some areas within the Rock Creek Headwater landscape feature.</li> <li>• Includes areas where urban regulatory framework would provide adequate protection to disbursed streams.</li> <li>• Urban development in visible areas would require siting/design measures to mitigate visual impacts.</li> </ul>
8.	<b>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.</b>	YES- MEDIUM	<p>Low density development could allow for buffering from rural reserve.</p>

**Staff Summary and Conclusion:**

This area ranks low for urban reserve due to a number of factors, driven in large part by topography. The area ranks low for key urban elements including sewer service, transportation services, for potential to develop a well connected transportation system, transit, employment land and low potential for urban density. It is relatively isolated from existing urban areas as well. Taken together, these limitations indicate the area is not a good area for urban reserve.

**Urban Analysis for Area 7b:**  
*(Area below the mid-slope line between the county line and Skyline Blvd)*

This area is defined by a line that is approximately mid-way between the county line on the west and Skyline Blvd. on the east, and areas adjacent to Forest Heights subdivision on the south, and the Powerline right-of-way on the north. This represents the location where the efficiency of water service in the key urban services (water, sewer, transportation) suitability assessment changes from “high” on the lower slopes, to “medium” above. The CAC recommended that this subarea, together with land to the north in Subarea 6b, should continue to be studied as a “candidate” urban reserve area. The CAC indicated that areas above the “mid-slope line” had low overall efficiency for key urban services, and should therefore not continue to be studied for urban reserve. The Area 7a urban factors evaluation includes this upper area.

*CAC Assessment: Split between low and medium suitability for area between Bonny Slope West (Area 93) and City of Portland and pocket along lower Springville Rd adjacent to N. Bethany planning area; low suitability for remaining area*

**Staff Assessment:** Low suitability for area between Bonny Slope West (Area 93) and City of Portland, but provides a connection to City of Portland; Low/medium suitability for the pocket along lower Springville Road adjacent to the N. Bethany planning area; Low suitability for remaining area

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1.	<p><b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b></p> <p>LOW – except                      MEDIUM                      along                      Springville Rd                      adjacent to N.                      Bethany and                      Laidlaw east                      of Area 93</p> <p><i>CAC: LOW –                      except                      MEDIUM                      along</i></p>	<p>Transportation – this area was unranked for suitability for providing transportation services due to topography consisting predominately of slopes greater than 25%. Additional considerations include:</p> <ul style="list-style-type: none"> <li>• Suitability of flatter slopes along Springville Rd. dependent on RTP level connectivity system in adjacent areas and additional connections south.</li> <li>• Road network along Springville can connect to N. Bethany road network.</li> <li>• Limited connectivity potential to the east and north.</li> <li>• High off-site impacts to limited rural and urban</li> </ul>

**27B Area 7: Powerline/Germantown Rd. – South**

		<i>Springville Rd adjacent to N. Bethany</i>	<p>roads.</p> <p>Transportation ranking is low except Springville Rd. area rates medium.</p> <p>Sewer – rated difficult to serve due to topography, and substantial improvements would be required both inside and outside of the area. Unverified public testimony indicates higher suitability for sewer service in flat areas along Springville Rd. Overall sewer ranking is Low</p> <p>Water - rated medium due to topography.</p> <p>Efficiency of providing all services to Area 93 could be improved by including connection through the gap between it and City of Portland to the east along Laidlaw Rd.</p> <p><i>CAC: Laidlaw East of Area 93 could not be developed to sufficient urban density</i></p>
2.	<b>Includes sufficient development capacity to support a healthy economy</b>	LOW	<ul style="list-style-type: none"> <li>• Area has very little suitable employment land or opportunities for same in area due to steep topography and small area size.</li> <li>• Adjacent N. Bethany plan land use is residential.</li> <li>• Overall poor job access to and from area.</li> <li>• Lower Springville Rd. adjacent to N. Bethany has approximately 480 gross acres.</li> <li>• The area that connects between Bonny Slope West (Area 93) and Portland along the east extension of Laidlaw Rd. contains approximately 80 gross acres.</li> <li>• Constrained area for establishing transp. system to support employment uses.</li> </ul>
3.	<b>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</b>	LOW for key services – except MEDIUM along Springville Rd adjacent to N. Bethany <i>CAC: agree with staff ranking</i>	<ul style="list-style-type: none"> <li>• See key services information under 1 above.</li> <li>• No assessments for schools, stormwater, parks.</li> <li>• Appropriate service provider is unclear, but most likely would be Portland since the area is adjacent, especially for upper areas along Skyline. Beaverton has been approached by property owners and may be able to provide services within an undetermined future timeframe.</li> </ul>
4.	<b>Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by</b>	LOW - except MEDIUM along Springville Rd adjacent to N. Bethany	<ul style="list-style-type: none"> <li>• Limited areas, mostly in west section along Springville Rd, to form walkable neighborhoods that require higher density and mix of services.</li> <li>• Very constrained land for developing a connected transp. system due to steep slopes.</li> <li>• For most part, the topography and associated</li> </ul>

**27B Area 7: Powerline/Germantown Rd. – South**

	<b>appropriate service providers</b>	<i>CAC: agree with staff ranking</i>	low street connectivity, density, and low diversity of uses is not conducive to efficient transit service.
<b>5.</b>	<b>Can be designed to preserve and enhance natural ecological systems</b>	LOW - except for noted areas = MEDIUM <i>CAC: LOW</i>	Very little usable buildable land makes it difficult to avoid creeks, including headwaters areas, and forest canopy systems in development of urban densities. Exception is the area unmapped for landscape features immediately adjacent to N. Bethany, and along Laidlaw Rd. east of Area 93.  <i>CAC: Landscape features would not be adequately protected with urbanization.</i>
<b>6.</b>	<b>Includes sufficient land suitable for a range of needed housing types</b>	LOW - except MEDIUM along Springville Rd adjacent to N. Bethany  <i>CAC: Split between low and medium</i>	Very limited and constrained land for accommodating a variety of housing, including topographic constraints for developing a connected transp. system to serve such uses. • Springville Rd area is an exception to the topographic constraints and could accommodate single and multifamily housing, and neighborhood center (Great Communities).
<b>7.</b>	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves</b>	LOW – except MEDIUM for areas adjacent to N. Bethany.	<ul style="list-style-type: none"> <li>• Very little usable buildable land makes it difficult to avoid the Rock Creek Headwater landscape feature, which covers most of this area.</li> <li>• The west edge of the lower Springville Rd. area is outside of this landscape feature, the small stream system could be avoided, and confining development to low areas would avoid visual impacts.</li> <li>• Urban development on visible slopes will impact the visual quality of the feature and would be difficult to avoid/mitigate.</li> </ul>
<b>8.</b>	<b>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.</b>	MEDIUM	<ul style="list-style-type: none"> <li>• Farm/forest – yes buffer exists along power lines, additional buffers would be needed.</li> <li>• Landscape features – visual impacts from development on higher areas would need to be managed to avoid reducing overall sense of place values the ridge provides.</li> <li>• Landscape features – habitats for upland species would be reduced.</li> </ul>

**Staff Summary and Conclusion:**

This subarea contains two main areas with different results of this factors evaluation, and a small area that while not rating well on most factors, supports improved urbanization in adjacent areas.

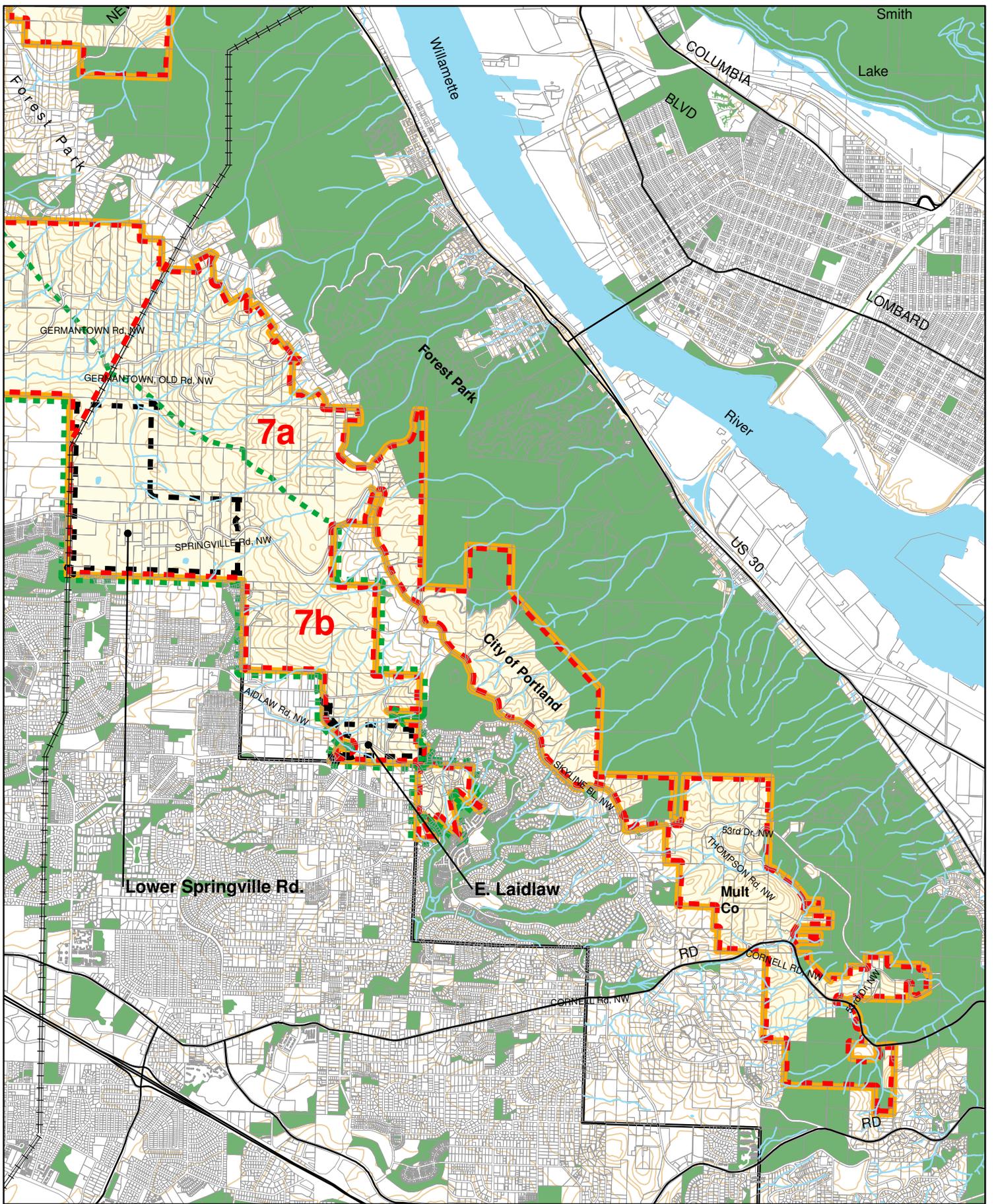
## **27B Area 7: Powerline/Germantown Rd. – South**

The lower Springville Road adjacent to the N. Bethany planning area contains topography predominately in the 10% or less range, and would benefit from and contribute to services existing in Bethany and planned for N. Bethany. Although the N. Bethany plan is not adopted, we should assume that it will be for purposes of this analysis. Overall, the lower Springville Rd. area is relatively small, and would continue to have constraints related to its position along the base of the Tualatin Mtns.

While the lower Springville Rd. area rates medium on most of the factors based on information so far, rankings on key factors of sewer service efficiency, off-site transportation, and governance remain unclear or do not appear to be resolvable. Governance is unclear given lack of an adjacent city, and position of both Portland and Beaverton relative to the area. Absent clear understanding of what city would provide urban services, this area does not rank well for urban reserve. Too, transportation/circulation, especially to the east is difficult and not clearly resolvable by improvements to those rights-of-way, another circumstance that weighs against urban reserve.

Areas outside of the lower Springville Road area rank low on all factors due primarily to steep topography generally and environmental resources in many areas. These areas are not good candidates for urban reserve.

The area between Bonny Slope West (Area 93) and City of Portland, while ranking low in the factors evaluation due to small size and topography, fulfills a purpose of connecting an urban area without governance in a way to make that connection and increase efficiency of service provision to Bonny Slope West. Given the key position of this small area, and the potential improvement to service provision in existing urban areas, this should be considered for urban reserve.



Multnomah County Candidate Area Maps:  
 Potential Urban and Rural Reserves Areas  
 Area 7 - Powerline/Germantown Rd., South

0 0.5 1 Miles

Draft (Rev. 08/03/09)

- Streams/Water Bodies
- UGB 3-mi Buffer
- Urban Candidate Area
- Rural Candidate Area
- Study Area Boundary
- Tax Lots
- 50 ft Contours
- Public Lands



## Area 8: Sauvie Island

### Rural Recommendations

- **CAC:** Designate rural reserve
- **Staff:** Designate rural reserve

### Urban Recommendations

- **CAC:** Not a candidate urban reserve
- **Staff:** No designation

## Rural Analysis

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 facilitating access to the local agriculture market and recreation opportunities. It is located adjacent to the City of Portland with access via US Highway 30 along a narrow strip of land defined by the toe of the Tualatin Mountains and the Multnomah Channel. The island is designated as Foundation land in the ODA Agricultural Lands study, and as Landscape Feature area #22.

***CAC Assessment:** Medium/high suitability for rural reserve. All factors received a high or medium ranking for Area 8 save factor 2a/3a. However, Sauvie Island is close enough in proximity to be concerned about, thus Area 8 is worth designating at a higher suitability for rural reserve. Additionally, part of Sauvie Island lies within safe harbor.*

**Staff Assessment:** High suitability for rural reserve.

### Farm Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)	Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>		
<b>2a.</b> Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.	LOW  <i>CAC split on its understanding of and rating for factor 2a</i>	The island is separated from the Portland UGB by the Willamette River and Multnomah Channel, and is therefore adjacent. The south approximately one-half of the island is within 3 miles of the UGB. Urban suitability is low for providing sewer, water, and transportation systems, and for unique infrastructure needed to support urbanization e.g. improved dike, canal and pumping systems.
<b>2b.</b> Is capable of sustaining long-term agriculture or forestry	HIGH	Foundation agricultural land - crops produced include irrigated row crops, nursery stock, small grains, grass seed, livestock, cane berries, pasture and hay.

2c.	Has suitable soils and water	HIGH	Soils are primarily class 2 and 3, prime when drained. Water is abundant from the Columbia/Willamette River aquifers.
2d.	<b>Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>		
2d. (A)	Contains a large block of farm or forest land and cluster of farm operations or woodlots	HIGH	Area is a large block of farmland with few nonfarm uses within it.
2d. (B)	The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses	MEDIUM	The island is predominately in farm use with limited small pockets of non-farm uses. Need for buffers to protect agriculture from nonfarm uses is limited given low extent of nonfarm uses and that the island is separated from urban areas by the Willamette and Columbia Rivers. The “medium” ranking anticipates increase in conflicts from recreation uses over time.
2d. (C)	The land use pattern including parcelization, tenure and ownership	HIGH	Parcels are generally large and appropriate to support agriculture suited to the area.
2d. (D)	Sufficiency of agricultural or forestry infrastructure	MEDIUM	Infrastructure important to island agriculture includes the dike and drainage system, along with access roads. Conflict between agriculture and recreation use, including agriculture related recreation, does occur from time to time due to limited road capacity. The intensity of these conflicts could increase in the 40 -50 year timeframe.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	Yes	
	<b>Important</b>	No	
	<b>Within 3 miles of a UGB</b>	Yes	3 mile line crosses approx. ½ mile north of Charlton Rd.

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm and forest resources:**

As Foundation land, the island is suitable for designation as rural reserve. However, potential for urbanization is doubtful given the notoriety of the area, it’s location within a dynamic river system, and high costs associated with new bridges, enhanced flood protection structures, and other needed urban infrastructure. Notwithstanding the low suitability ranking, areas within 3 miles of the UGB could be designated rural reserve under the safe harbor provision in -0060(4).

**Landscape Features Factors Evaluation**

Rural Reserve Factors - Landscape Features -0060(3)	Factor Ranking	Discussion/Rationale
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>		

3a.	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	LOW <i>CAC split on its understanding of and rating for factor 3a</i>	The island is separated from the Portland UGB by the Willamette River and Multnomah Channel, although the south approximately one-half of the island is within 3 miles of the UGB. Urban suitability is low for providing sewer, water, and transportation systems, and for unique infrastructure needed to support urbanization e.g., improved dike, canal and pumping systems.
3b.	<b>Subject to natural disasters or hazards such as flood, steep slopes, landslide</b>	MEDIUM	Majority of the island is protected from flooding by a dike structure and a pumping/drainage system. Extended periods of high water have caused localized “ponding” in the interior and effectiveness of flood protection infrastructure could change over the 40 – 50 year planning time frame.
3c.	<b>Has important fish, plant or wildlife habitat</b>	HIGH	Provides extensive areas of waterfowl and migratory bird habitat.
3d.	<b>Is necessary to protect water quality such as streams, wetlands and riparian areas</b>	LOW	The island contains extensive wetlands and water areas that have high habitat value, and the entire island rim is a riparian edge. However low potential for urbanization results in limited need to protect these resources from urbanization.
3e.	<b>Provides a sense of place to the region</b>	HIGH	The island is well known as a farming and wildlife area in the region.
3f.	<b>Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses</b>	LOW	The island doesn’t separate/buffer urban and natural resource uses.
3g.	<b>Provides separation between cities</b>	LOW	Portland and Vancouver are nearby cities, but the island is not in a position to separate the two.
3h.	<b>Provides easy access to recreational opportunities in rural areas such as parks and trails</b>	HIGH	Access to the island is over the Sauvie Island bridge, located less than one mile north of the Portland UGB.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

The island is a key landscape feature in the region, and ranks high for sense of place, wildlife habitat, and recreation access. However, it isn’t positioned such that a rural reserve designation for it would create an edge or buffer to the urban area that does not already exist. That said, the island defines a significant part of the northern extent of the Portland-Metro region at a broad landscape scale. The high sense of place, habitat, and recreation values are support for reserves on the island to protect landscape features even though urban potential is low.

**Urban Reserves Analysis**

The results of the initial urban suitability assessment for provision of key services water, sewer, and transportation, rated all of area 8 as inefficient for those services. The CAC found that this area should not continue to be studied as a candidate urban reserve area as a result.

**CAC Assessment:** *Do not study further as a candidate urban reserve*

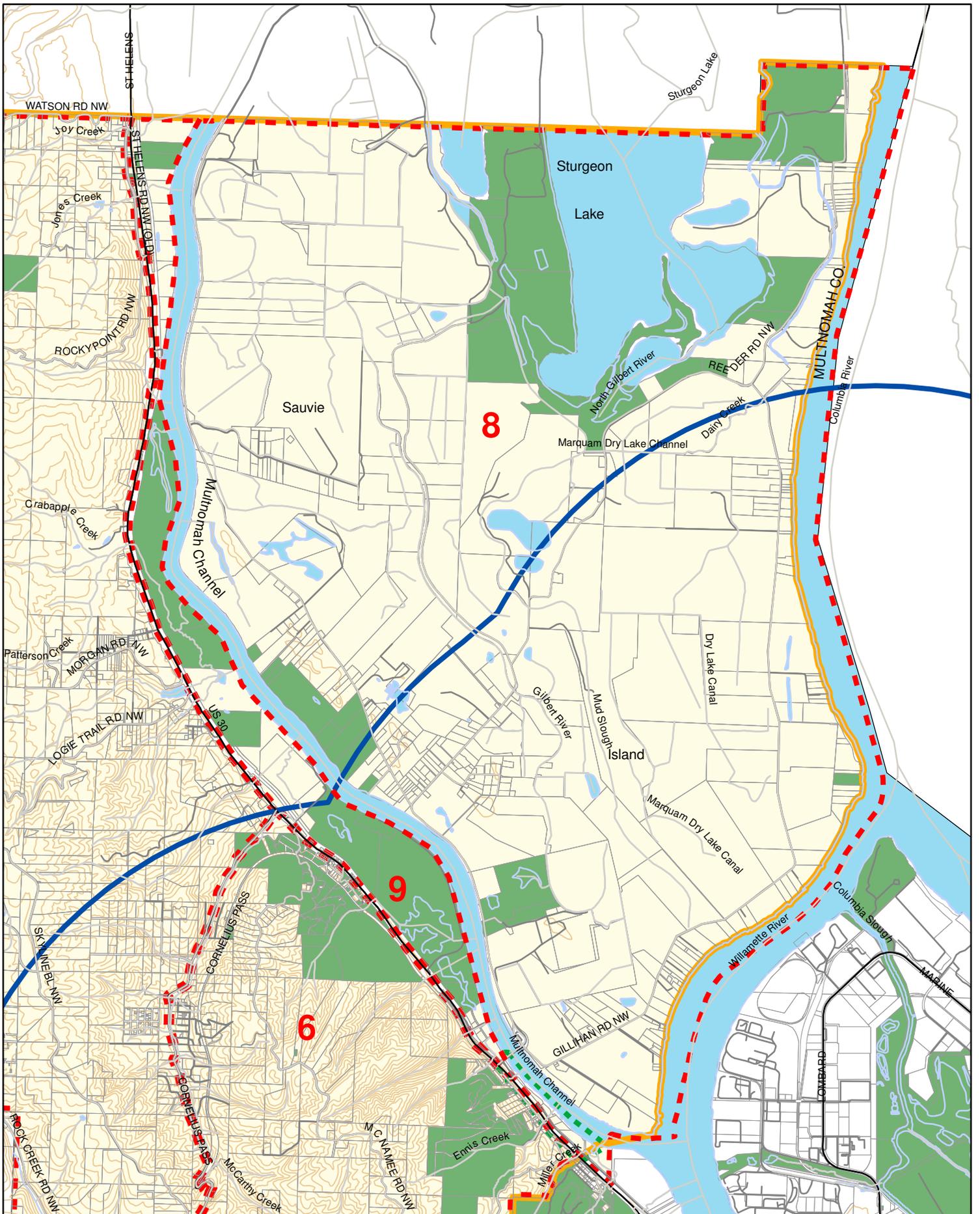
**Staff Assessment:** Low suitability for urban reserve.

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale
<b>When identifying and selecting land 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:</b>		
1.	<b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b>	<p>LOW</p> <p>Transportation – Two new bridges required to handle urban density.</p> <ul style="list-style-type: none"> <li>• Isolated from other town centers, main streets and corridors – questionable public transportation potential.</li> <li>• High water table - potential that roads would need to be elevated to enhance drainage and avoid flooding.</li> </ul> <p>Transportation ranking is Low.</p> <p>Sewer – Receiving plant has capacity. Difficulties include second point of access needed, flat terrain likely to require pumping, difficulty of under-grounding pipes at a proper depth given the relatively low water table. Sewer ranking is Low</p> <p>Water – Difficult to serve without a second bridge, loop system would require river crossing, dike crossing and pumping due to the flat topography.</p>
2.	<b>Includes sufficient development capacity to support a healthy economy</b>	<p>LOW</p> <ul style="list-style-type: none"> <li>• Difficult to connect to the transportation system – needs river crossings.</li> <li>• Upgrades to dikes and drainage system required.</li> <li>• Large land area across river from existing industrial area.</li> </ul>
3.	<b>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</b>	<p>LOW</p> <ul style="list-style-type: none"> <li>• See key services efficiency information under 1. above</li> <li>• No assessments for schools, stormwater, parks, etc.</li> <li>• Most likely service provider for this area is Portland since the area is adjacent at it’s south edge.</li> </ul>
4.	<b>Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation</b>	<p>LOW</p> <ul style="list-style-type: none"> <li>• Area has flat topography and large area suitable for walkable neighborhoods that require higher density and mix of services.</li> </ul>

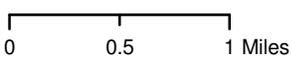
	<b>trails and public transit by appropriate service providers</b>		<ul style="list-style-type: none"> <li>• Difficult to integrate into existing urban area – new bridges required.</li> <li>• Very limited existing road network. Constructed new network would need to be built high enough to drain.</li> </ul>
5.	<b>Can be designed to preserve and enhance natural ecological systems</b>	LOW	This area would undergo extensive alteration to dry it out to make it suitable for urban development. Extensive wet habitat would likely be altered/lost.
6.	<b>Includes sufficient land suitable for a range of needed housing types</b>	LOW	Large amount of flat land. Adequate flood protection structures, drainage system, and possibly fill would be required to make the land suitable.
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves;</b>	LOW	Island feature would be significantly altered by urban development.
8.	<b>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.</b>	LOW	<ul style="list-style-type: none"> <li>• Limited, if any natural edges to use for buffers, land set asides could be used.</li> <li>• Extent of land needed for urban development to help offset urban infrastructure costs suggests significant reduction of farm or habitat acreage would occur.</li> </ul>

**Staff Summary and Conclusion:**

This area ranks low on all of the urban factors and ranks low for urban reserve suitability due to significant infrastructure costs to protect urban development on the island from flooding, and costs to construct key infrastructure, especially transportation. Mitigating the effects of urban development on the island would also be difficult.



Multnomah County Candidate Area Maps:  
 Potential Urban and Rural Reserve Areas  
 Areas 8 & 9 - Sauvie Island, Multnomah Channel



Draft (Rev. 08/03/09)

- Streams/Water Bodies
- Study Area Boundary
- UGB 3-mi Buffer
- Tax Lots
- Urban Candidate Area
- Rural Candidate Area
- 50 ft Contours
- Public Lands



# Area 9: Multnomah Channel

## Rural Recommendations

- **CAC:** No designation
- **Staff:** No designation

## Urban Recommendations

- **CAC:** No designation (evaluated for urban reserve south of Sauvie Island bridge; not evaluated north of bridge)
- **Staff:** No designation
- 

## Rural Analysis

The Multnomah Channel area is a narrow strip of land that runs along the east toe of the Tualatin Mountains. It extends from the Portland metro UGB to the Columbia County line at the north extent of the Study Area, a distance of slightly over 8 road miles. The width of the strip between Highway 30 and the river varies between roughly 100 feet up to 1/3 of a mile at one point. This strip is considered as a separate area because the topography differs from the Tualatin Mtn. hillsides that begin at the west edge of the highway, and it is separated by Multnomah Channel from Sauvie Island on the east.

Rural resource land mapping for this area includes “foundation” land, although the area is not specifically discussed in the ODA study. The area is also mapped as “wildland” forest in the ODF study, and Natural Landscape Features unit #21 Forest Park Connections.

**CAC Assessment:** *Low suitability for rural reserve*

**Staff Assessment:** *Low suitability for rural reserve*

### Farm and Forest Factors Evaluation

Rural Reserve Factors - Farm/Forest -0060(2)	Factor Ranking	Discussion/Rationale
<b>2. Land intended to provide long-term protection to the agricultural or forest industry, or both.</b>		
<b>2a. Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	Low/High	Low for areas north of the Sauvie Island bridge, and high between the bridge and Portland. Areas rated low contain primarily floodplain, much of which is in public ownership, between Hwy 30 and the channel. The area south of the bridge is under study as a candidate urban reserve.
<b>2b. Is capable of sustaining long-term agriculture or forestry</b>	Low	Little if any farm or forest management exists in this area.
<b>2c. Has suitable soils and water</b>	Low	This rates low on these two capability elements because there is no protection from flooding and no drainage system resulting in too much water.

			The area supports significant wetland soil areas that are poor for agriculture and commercial forest species as a result.
<b>2d.</b>	<b>Is suitable to sustain long-term agricultural or forestry operations, taking into account:</b>		
<b>2d.</b> <b>(A)</b>	<b>Contains a large block of farm or forest land and cluster of farm operations or woodlots</b>	Low	No blocks of farm or forest operations are found in this area.
<b>2d.</b> <b>(B)</b>	<b>The adjacent land use pattern, including non-farm/forest uses and buffers between resource and non-resource uses.</b>	Low	Nonfarm/forest uses predominate along the channel, and the narrow width between channel and road would result in close un-buffered proximity to farm/forest uses if those were present.
<b>2d.</b> <b>(C)</b>	<b>The land use pattern including parcelization, tenure and ownership</b>	Low	While the strip is made up of large parcels, especially in the central section, perhaps ¾ of the area is owned by public entities rather than by farm or forest managers.
<b>2d.</b> <b>(D)</b>	<b>Sufficiency of agricultural or forestry infrastructure</b>	Low	The area would need protection from flooding, however cost and inconsistency with assumed management objectives of public owners indicate this infrastructure is not likely to materialize.

<b>Rural Reserves Factor -0060(4) Foundation or Important agricultural land within 3 miles of a UGB qualifies for designation as rural reserve.</b>			
	<b>Foundation</b>	Yes	
	<b>Important</b>		
	<b>Within 3 miles of a UGB</b>	Portions	3 mile line crosses Hwy 30 north of Cornelius Pass Rd.

**Staff Summary and Conclusion – Suitability for rural reserve to protect farm and forest resources:**

This area is not farmed or in forest management, soil and water conditions are low without substantial infrastructure, and major ownership is assumed to have other management objectives.

**Landscape Features Factors Evaluation**

<b>Rural Reserve Factors - Landscape Features -0060(3)</b>		<b>Factor Ranking</b>	<b>Discussion/Rationale</b>
<b>3. For land intended to protect important natural landscape features, consider areas on the Landscape Features Inventory and other pertinent information and consider whether the land:</b>			
<b>3a.</b>	<b>Is situated in an area that is otherwise subject to urbanization due to proximity to a UGB.</b>	Low/High	Low for areas north of the Sauvie Island bridge, and high between the bridge and Portland. Areas rated low contain primarily floodplain, much of which is in public ownership, between Hwy 30 and the channel. The area south of the bridge is under study as a candidate urban reserve and therefore ranks high.
<b>3b.</b>	<b>Subject to natural disasters or hazards such as flood, steep slopes, landslide</b>	High	The strip consists of unprotected floodplain.

3c.	<b>Has important fish, plant or wildlife habitat</b>	Medium	Areas north of Sauvie Island bridge appear to have high habitat values. However riparian areas south of the bridge have been impacted by moorage facilities, and there are limited wetland areas.
3d.	<b>Is necessary to protect water quality such as streams, wetlands and riparian areas</b>	Low/Medium	North of the bridge is low - significant wetland/riparian areas exist north of the bridge, however the area is not suitable for urban reserve. South of the bridge is medium - few wetland areas are mapped south of the bridge, and remaining riparian areas would receive additional protection should the area be urbanized.
3e.	<b>Provides a sense of place to the region</b>	Medium-Low	North of the bridge – extensive wetland areas are in public ownership and may be recognized in their own right, or as associated with the channel. South of the bridge – area does not have sense of place recognition.
3f.	<b>Can serve as a boundary or buffer to reduce conflicts between urban and rural uses or between urban and natural resource uses</b>	Low	The strip does not form an edge between urban areas and rural resources.
3g.	<b>Provides separation between cities</b>	Low	At roughly 8 miles apart, Portland and Scappoose are separated by distance rather than by this area.
3h.	<b>Provides easy access to recreational opportunities in rural areas such as parks and trails</b>	Low	Recreational opportunities in this area of the region are primarily located on Sauvie Island or in the Tualatin Mtns above and to the west.

**Staff Summary and Conclusion - Suitability for rural reserve to protect landscape features:**

Except for the area south of the Sauvie Island Bridge, the length of this strip of land is not considered potentially suitable for urban use and therefore is not in need of protection. Primarily habitat values are high north of Sauvie Island Bridge; however extensive wetlands, limited land area, lack of protection from flooding, and large areas in public ownership protect the area from urbanization. Habitat is impacted south of the bridge, and that area isn't recognized as a place-defining area in the region. Should the area be included within urban reserve, riparian habitat values are likely to be improved through the development process. The area is included within areas mapped as foundation land; therefore an alternative recommendation of "safe harbor" reserve designation could be explored further.

**Urban Analysis**

The Multnomah Channel area is a narrow strip of land that runs along the east toe of the Tualatin Mountains. It extends from the Portland metro UGB to the Columbia County line at the north extent of the Study Area, a distance of slightly over 8 road miles. The width of the strip between Highway 30 and the river varies between roughly 100 feet up to 1/3 of a mile wide at one point. The strip is considered as

a separate area for urban and rural reserve because the topography differs from the Tualatin Mtn. hillsides that begin at the west edge of the highway, and it is separated by Multnomah Channel from Sauvie Island on the east.

The area was further divided by the CAC at the Sauvie Island bridge into the north portion that was not studied for urban reserve, and the area between the bridge and the City of Portland that was. The CAC found that the results of the initial urban suitability assessment for key services water, sewer that indicated low suitability for these services warranted no further study of the north area. The area south of the bridge was retained for further analysis due in part to lack of consensus by the CAC on service potential.

*CAC Assessment: Low suitability for urban reserve*

**Staff Assessment:** Low suitability for urban reserve

Urban Reserve Factors -0050 (1) – (8)	Factor Ranking	Discussion/Rationale				
<b>When identifying and selecting land 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:</b>						
1.	<b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b>	<table border="1"> <tr> <td data-bbox="618 873 824 1178">N. of Sauvie Island Bridge LOW</td> <td data-bbox="824 873 1438 1178">                     Transportation – Unranked.                      Sewer – ranked along with part of NW Hills as difficult. Most similar to Sauvie Island – moderately efficient with capacity at Columbia Blvd. waste water plant.                      Water – ranked along with NW Hills as low suitability.                      Efficiency appears low due to limited land supply – extensive areas of public ownership.                 </td> </tr> <tr> <td data-bbox="618 1178 824 1612">S. of Sauvie Island Bridge LOW</td> <td data-bbox="824 1178 1438 1612">                     Transportation – difficult to provide access to Hwy 30 due to rail crossings and expressway designation.                       Sewer – ranked along with part of NW Hills as difficult. Assume most similar to Sauvie Island – moderately efficient with capacity at Columbia Blvd. waste water plant.                       Water - ranked along with NW Hills as low suitability.                      Efficiency appears low due to limited land supply outside of floodplain and access difficulties.                 </td> </tr> </table>	N. of Sauvie Island Bridge LOW	Transportation – Unranked. Sewer – ranked along with part of NW Hills as difficult. Most similar to Sauvie Island – moderately efficient with capacity at Columbia Blvd. waste water plant. Water – ranked along with NW Hills as low suitability. Efficiency appears low due to limited land supply – extensive areas of public ownership.	S. of Sauvie Island Bridge LOW	Transportation – difficult to provide access to Hwy 30 due to rail crossings and expressway designation.  Sewer – ranked along with part of NW Hills as difficult. Assume most similar to Sauvie Island – moderately efficient with capacity at Columbia Blvd. waste water plant.  Water - ranked along with NW Hills as low suitability. Efficiency appears low due to limited land supply outside of floodplain and access difficulties.
N. of Sauvie Island Bridge LOW	Transportation – Unranked. Sewer – ranked along with part of NW Hills as difficult. Most similar to Sauvie Island – moderately efficient with capacity at Columbia Blvd. waste water plant. Water – ranked along with NW Hills as low suitability. Efficiency appears low due to limited land supply – extensive areas of public ownership.					
S. of Sauvie Island Bridge LOW	Transportation – difficult to provide access to Hwy 30 due to rail crossings and expressway designation.  Sewer – ranked along with part of NW Hills as difficult. Assume most similar to Sauvie Island – moderately efficient with capacity at Columbia Blvd. waste water plant.  Water - ranked along with NW Hills as low suitability. Efficiency appears low due to limited land supply outside of floodplain and access difficulties.					
2.	<b>Includes sufficient development capacity to support a healthy economy</b>	<table border="1"> <tr> <td data-bbox="618 1612 824 1879">LOW</td> <td data-bbox="824 1612 1438 1879"> <ul style="list-style-type: none"> <li>• Position lends itself to industrial use due to it being bracketed by rail and river, however there is only a small land area outside of flood/right of way = approx. 7 acres.</li> <li>• Shape is a narrow strip along the river, with floating homes established along the entire frontage.</li> <li>• Transportation constraint re rail crossing/hwy</li> </ul> </td> </tr> </table>	LOW	<ul style="list-style-type: none"> <li>• Position lends itself to industrial use due to it being bracketed by rail and river, however there is only a small land area outside of flood/right of way = approx. 7 acres.</li> <li>• Shape is a narrow strip along the river, with floating homes established along the entire frontage.</li> <li>• Transportation constraint re rail crossing/hwy</li> </ul>		
LOW	<ul style="list-style-type: none"> <li>• Position lends itself to industrial use due to it being bracketed by rail and river, however there is only a small land area outside of flood/right of way = approx. 7 acres.</li> <li>• Shape is a narrow strip along the river, with floating homes established along the entire frontage.</li> <li>• Transportation constraint re rail crossing/hwy</li> </ul>					

**29B Area 9: Multnomah Channel**

			30 access.
3.	<b>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</b>	LOW	See key services efficiency information under 1. above  No assessments for schools, stormwater, parks. Service provider for this area assumed to be Portland.
4.	<b>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</b>	N. of Sauvie Island Bridge LOW	<ul style="list-style-type: none"> <li>• Small size and linear shape of this area does not lend itself to mixed uses and walkable, community.</li> <li>• Location and extent of public ownership divides the entire approximately 7 miles of the north strip into isolated small, linear pockets of land.</li> </ul>
		S. of Sauvie Island Bridge LOW	Small size (7 acres) and linear shape of this area does not lend itself to mixed uses and walkable, community.
5.	<b>Can be designed to preserve and enhance natural ecological systems;</b>	LOW	The north part of this area has high ecological values associated with wetness, a condition that would need to be corrected to provide opportunities for urban development.
		MEDIUM	Mult. Channel riparian area is impacted at this time and could be restored through urban development permit requirements - some impacts would be expected at river access area(s).
6.	<b>Includes sufficient land suitable for a range of needed housing types</b>	LOW	<ul style="list-style-type: none"> <li>• Most all of the north 7 miles is in unprotected floodplain.</li> <li>• Very limited amount of buildable land - approximately 7 acres south of the bridge.</li> <li>• Suitability for housing is a question due to relationship to rail lines.</li> </ul>
7.	<b>Can be developed in a way that preserves important natural landscape features included in urban reserves</b>	N. of Sauvie Island Bridge LOW	To the extent this area has landscape features recognition, urban development would apparently have unavoidable impacts from new structures.
		S. of Sauvie Island Bridge YES - MEDIUM	<ul style="list-style-type: none"> <li>• Area not an important natural landscape feature- no sense of place recognition.</li> <li>• Mult. Channel riparian area is impacted at this time and could be restored through development permit requirements - some impacts would be expected at river access area(s).</li> </ul>
8.	<b>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</b>	YES, MEDIUM	Strategies to minimize adverse effects on adjacent resource uses appear limited, and the same for both north and south areas, e.g. avoidance of floodplain/riparian area would mitigate development impacts.

	as rural reserves.		
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**Staff Summary and Conclusion:**

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

# Appendix

# Reference Maps

See Planning Commission notification Web Page:

<http://www2.co.multnomah.or.us/Public/EntryPoint?ch=d06f18cff67c2210VgnVCM1000003bc614acRCRD>

# Definitions

**660-027-0010**

## Definitions

The definitions contained in ORS chapters 195 and 197 and the Statewide Planning Goals (OAR chapter 660, division 15) apply to this division, unless the context requires otherwise. In addition, the following definitions apply:

- (1) "Foundation Agricultural Lands" means those lands mapped as Foundation Agricultural Lands 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) "Important Agricultural Lands" means those lands mapped as Important Agricultural Lands 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."
- (3) "Intergovernmental agreement" means an agreement between Metro and a county pursuant to applicable requirements for such agreements in ORS 190.003 to 190.130, 195.025 or 197.652 to 197.658, and in accordance with the requirements in this division regarding the designation of urban and rural reserves and the performance of related land use planning and other activities pursuant to such designation.
- (4) "Livable communities" means communities with development patterns, public services and infrastructure that make them safe, healthy, affordable, sustainable and attractive places to live and work.
- (5) "Metro" means a metropolitan service district organized under ORS chapter 268.
- (6) "Important natural landscape features" means landscape features that limit urban development or help define appropriate natural boundaries of urbanization, and that thereby provide for the long-term protection and enhancement of the region's natural resources, public health and safety, and unique sense of place. These features include, but are not limited to, plant, fish and wildlife habitat; corridors important for ecological, scenic and recreational connectivity; steep slopes, floodplains and other natural hazard lands; areas critical to the region's air and water quality; historic and cultural areas; and other landscape features that define and distinguish the region.
- (7) "Public facilities and services" means sanitary sewer, water, transportation, storm water management facilities and public parks.
- (8) "Regional framework plan" means the plan adopted by Metro pursuant to ORS 197.015(17).

(9) "Rural reserve" means lands outside the Metro UGB, and outside any other UGB in a county with which Metro has an agreement pursuant to this division, reserved to provide long-term protection for agriculture, forestry or important natural landscape features.

(10) "UGB" means an acknowledged urban growth boundary established under Goal 14 and as defined in ORS 195.060(2).

(11) "Urban reserve" means lands outside an urban growth boundary designated to provide for future expansion of the UGB over a long-term period and to facilitate planning for the cost-effective provision of public facilities and services when the lands are included within the urban growth boundary.

(12) "Walkable" describes a community in which land uses are mixed, built compactly, and designed to provide residents, employees and others safe and convenient pedestrian access to schools, offices, businesses, parks and recreation facilities, libraries and other places that provide goods and services used on a regular basis.

Stat. Auth.: ORS 195.141, 197.040

Stats. Implemented: ORS 195.137 - 195.145

Hist.: LCDD 1-2008, f. & cert. ef. 2-13-08