

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

**RESOLUTION NO. 09-112**

Directing Commissioner Jeff Cogen to Forward Recommendations Regarding Urban and Rural Reserves in Multnomah County to Core 4 and the Reserves Steering Committee

**The Multnomah County Board of Commissioners Finds:**

- a. The County has agreed to work together with Clackamas and Washington Counties and Metro in a process for designating Urban and Rural Reserves (Reserves). This represents a new approach to growth management in the Portland Metro region by identifying urban reserves where urban growth will be directed over the next 40 to 50 years, as well as rural reserves that will be off limits to growth in the same period. This long-term approach requires coordination among Metro and the counties, and coordinated public involvement to reach the consensus provided for in ORS 195.137 through 195.145 and in Oregon Administrative Rule OAR 660-027-0005 through -0080.
- b. Planning for urban and rural land uses over the long-term is in the interest of Multnomah County (the County) because this work has the potential to provide a balance that best provides for livable communities, viability and vitality of the farm and forest industries, and protection of landscape features that define the region for its residents.
- c. The Multnomah County Citizens Advisory Committee for Urban and Rural Reserves (CAC) has studied lands within the County and assessed their suitability for urban or rural reserve. The CAC has produced a thoughtful, well-informed assessment, which will provide invaluable guidance to the County in arriving at conclusions about what lands should be designated as urban or rural reserve.
- d. The Multnomah County Planning Commission conducted a public hearing on August 10, 2009 to hear public testimony and provide their advice to the Board regarding CAC and staff recommendations. The Commissioners offered support for the CAC recommendations, with one Commissioner not in agreement with the rural reserve recommendation for areas adjacent to the City of Troutdale.
- e. Information used in the evaluation of land within the County and the region has been developed during the process; additional information important to fully understanding the scope of urban and rural reserve on a regional scale is forthcoming.

- f. The Multnomah County Board of Commissioners (the Board) recognizes the importance of protecting rural farm and forest land for the many benefits those areas provide, including economic benefits, locally grown food, and wildlife habitat. Areas of the county that help define our sense of place are also important to protect for the benefit of current and future residents.
- g. The Board endorses the goals/principles/outcomes embodied in the Region 2040 Plan, including the goal of achieving a compact urban form, highly livable walkable communities, and reduction in use of fossil fuel.
- h. Coordination with potentially affected cities, special districts, and school districts that might be expected to provide urban services, and with state agencies in the evaluation and designation of urban or rural reserves will continue as needed.

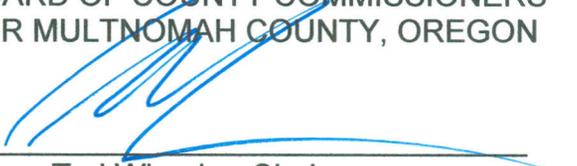
**The Multnomah County Board of Commissioners Resolves:**

- 1. The suitability assessment for urban and rural areas best reflects the current view of the Board and acknowledges that additional information that helps understand the scope of reserves is forthcoming.
- 2. Multnomah County Commissioner Jeff Cogen should advance the suitability assessment in Exhibit A into the regional process as the County's position to date.

ADOPTED this 10th day of September, 2009

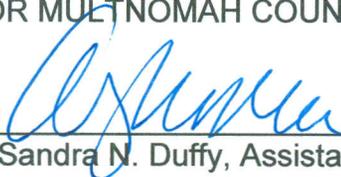


BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

  
\_\_\_\_\_  
Ted Wheeler, Chair

REVIEWED:

AGNES SOWLE, COUNTY ATTORNEY  
FOR MULTNOMAH COUNTY, OREGON

By 

\_\_\_\_\_  
Sandra N. Duffy, Assistant County Attorney

SUBMITTED BY:

Jeff Cogen, Multnomah County Commissioner



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

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

**Board of County Commissioners Hearing  
September 10, 2009**

Staff report date August 26, 2009

Prepared by: Multnomah County Land Use and Transportation Planning

Chuck Beasley, Senior Planner

Ken Born, Transportation Planner

JLA Public Involvement, CAC facilitation



## **Executive Summary**

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

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

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. The recommendations consist of an assessment of suitability for urban and rural reserve, and recommendations for reserve designations. The suitability assessment is based on analysis of the nine subareas of the county and ranks the extent to which each area has the attributes indicated in the factors. The attached table, Overview of Recommendations, is followed by maps depicting suitability and recommendations for designations, and a summary of the results of factors analysis of the rural and urban factors. 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.

These recommendations identifying areas suitable for reserves follow 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. These recommendations mark the completion of the CAC's work, and after Board of Commissioners approval, begin 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. This question will be informed by the yet to be determined amount of growth that can be accommodated within the existing UGB. 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 reserves 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. While the recommendations include both suitability of areas for urban and rural reserve and designations, the focus here remains on suitability pending more information on the extent of urban reserve needed to meet population and employment estimates for the planning period. The table below contains area calculations for urban and rural suitability in keeping with this approach.

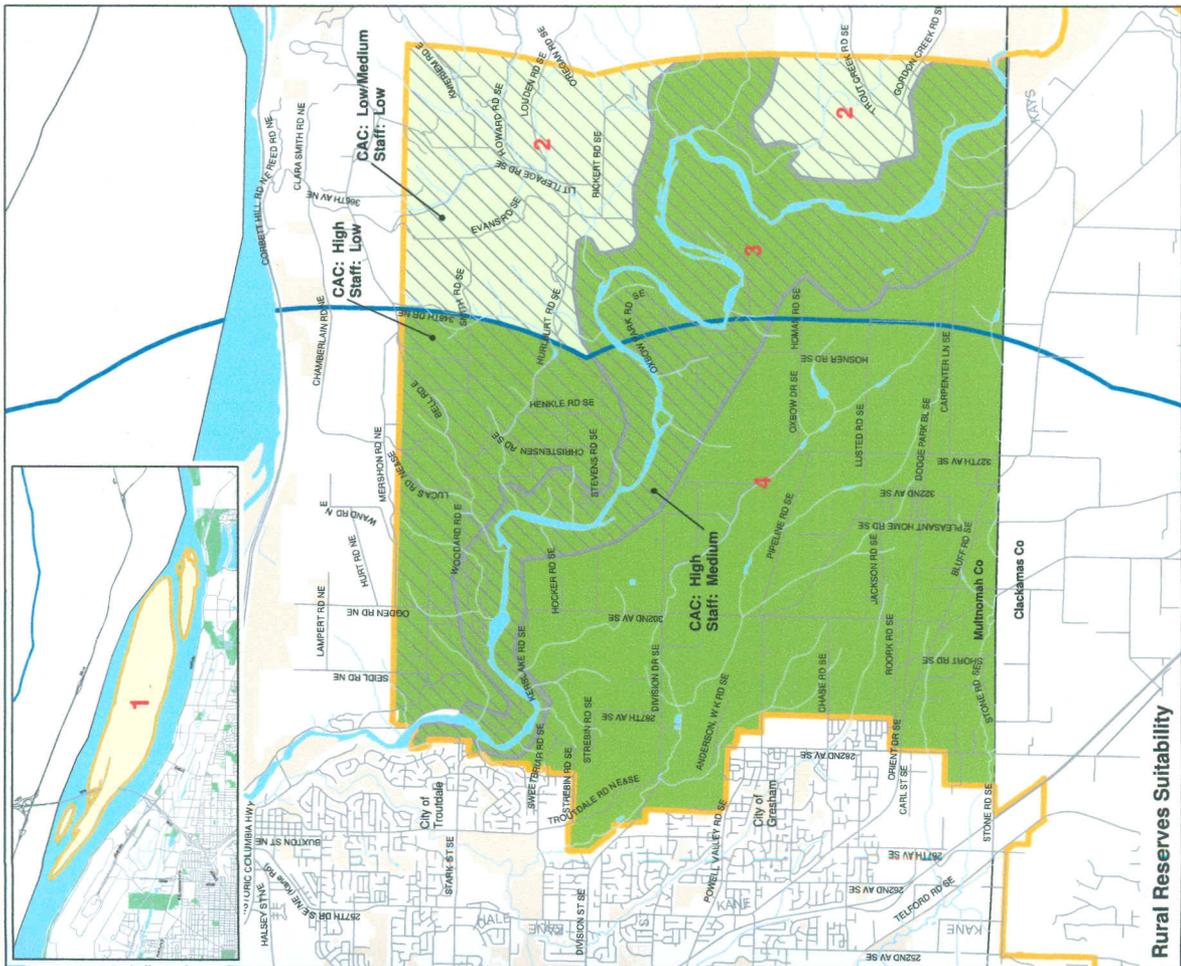
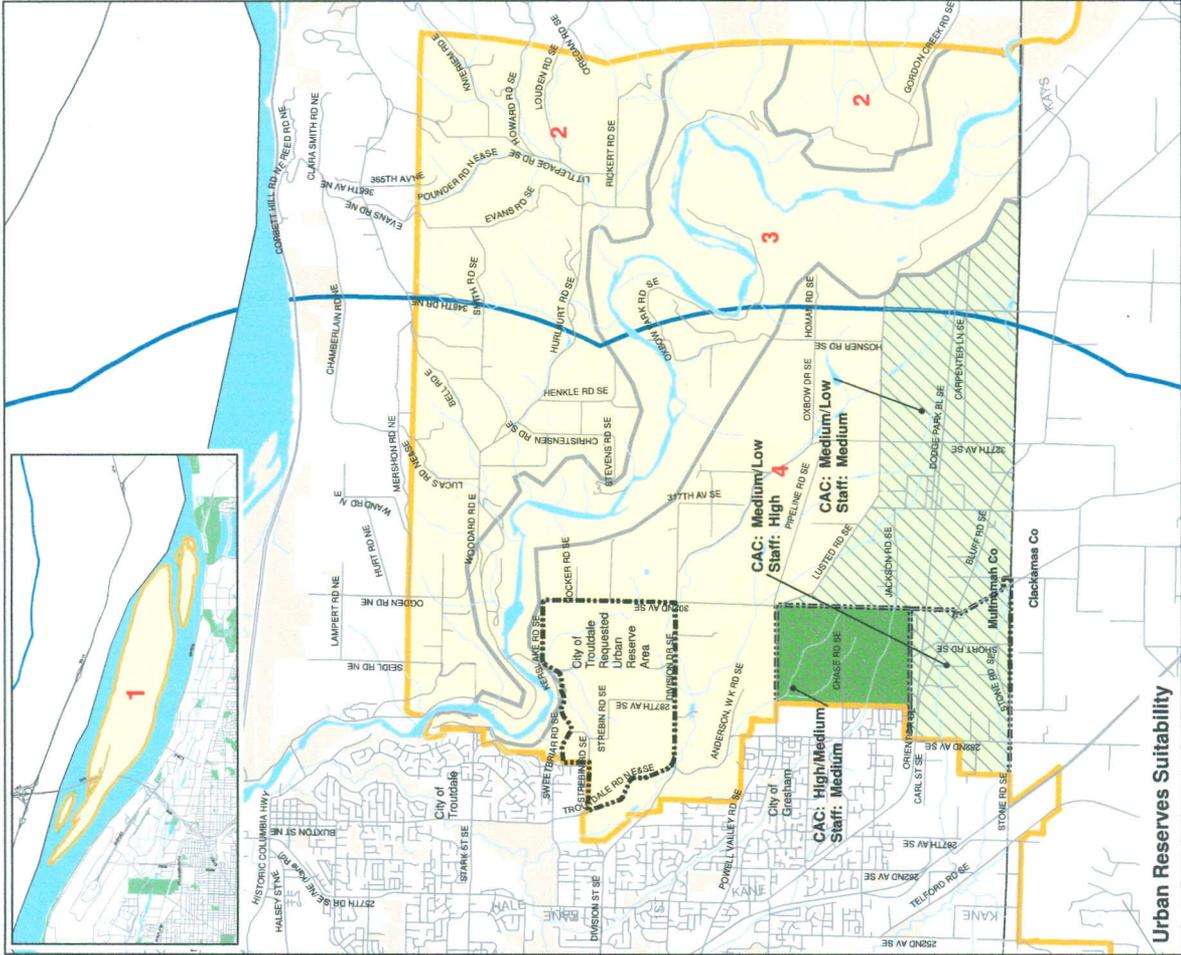
	Rural Reserves Suitability		Urban Reserve Suitability	
	CAC	Staff	CAC	Staff
<b>Low</b>	5,742	24,919	53,127	53,127
<b>Med/Low</b>	2,678	0	3,837	1,352
<b>Medium</b>	0	4,298	0	2,404
<b>Med/High</b>	19,566	0	473	0
<b>High</b>	29,451	28,220	0	554

## Overview of Recommendations

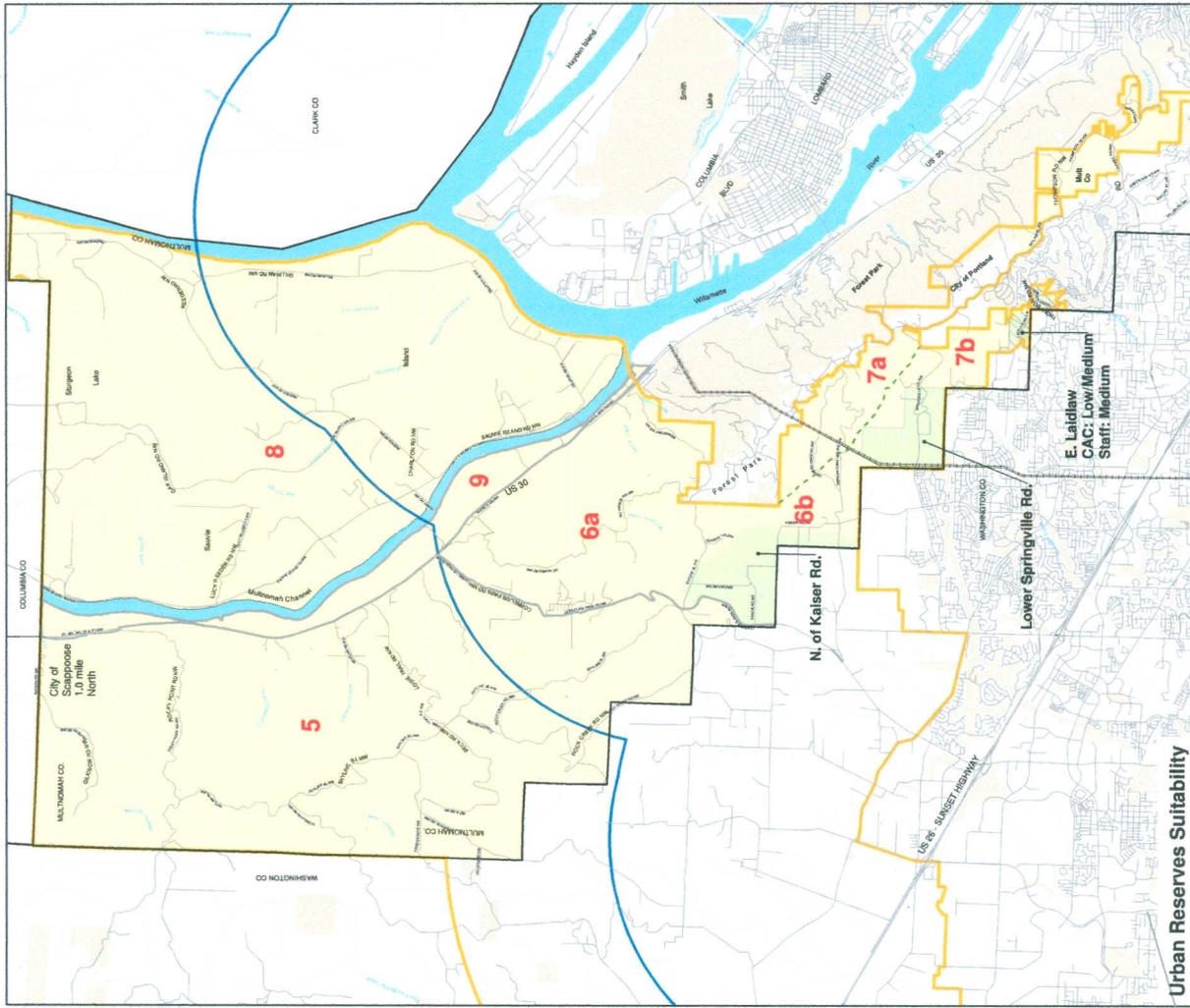
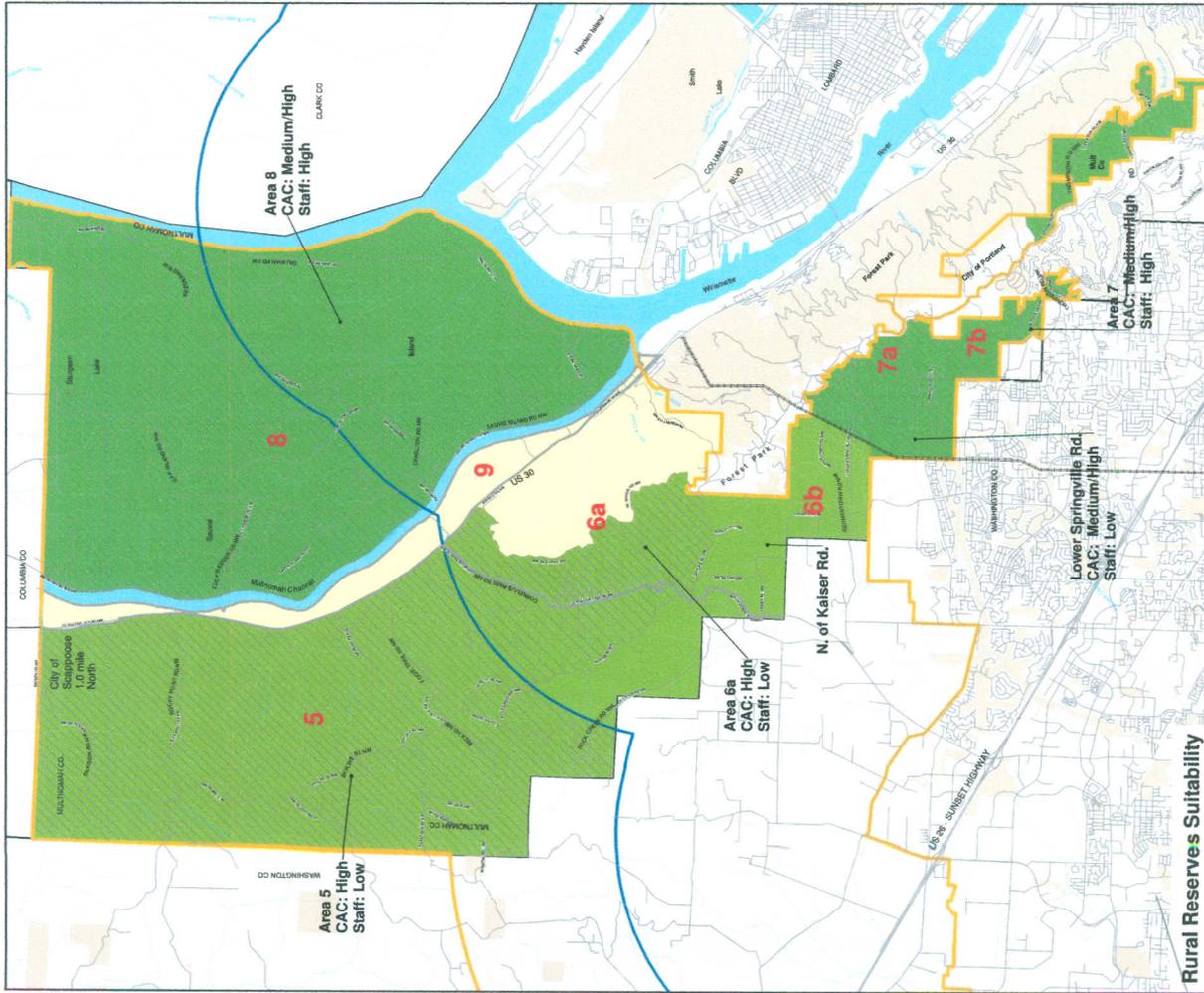
	<b>Rural Reserves Suitability</b>	<b>Urban Reserves Suitability</b>	<b>Overall Recommendation</b>
Area 1 Government Islands	<i>CAC: Low suitability</i> Staff: Low suitability	<i>CAC: Not a candidate for urban reserve</i> Staff: Low suitability	<i>CAC: Divided between no reserve designation and rural 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; Medium/low 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	CAC: High suitability Staff: High suitability to protect farmland, medium for Beaver Cr. to protect landscape features.	Area 4a: North of Lusted Rd CAC: Low suitability Staff: Low suitability	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. 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 CAC: medium/low, except medium/high for the area north of Orient Rural Center/west of 302 <sup>nd</sup> Staff: Medium suitability; higher suitability near UGB and US-26	
Area 5 NW Hills North	<i>CAC: High suitability to protect farm and forest, and for landscape features.</i> Staff: High for farm/forest, medium for landscape	<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

	<b>Rural Reserves Suitability</b>	<b>Urban Reserves Suitability</b>	<b>Overall Recommendation</b>
	features in the area within 3 miles of the UGB and southwest of Skyline Blvd; low suitability in remainder		rural reserve to protect landscape features.
Area 6 West Hills - South	<p><i>CAC:</i> High suitability West of McNamee; Low suitability east of McNamee</p> <p>Staff: Low suitability in Area north of Skyline Blvd (corresponds to urban area 6a) High suitability in area South of Skyline Blvd to protect farm/forest and landscape features. (corresponds to area 6b):</p>	<p>Area 6a: North of Cornelius Pass Rd./ Skyline Blvd.: <i>CAC:</i> Not a candidate for urban reserve</p> <p>Staff: Low suitability</p>	<p><i>CAC:</i> Designate rural reserve to protect farm and forest resources and landscape features.</p> <p>Staff: Designate the area south of Cornelius Pass Rd./Skyline Blvd. intersection rural reserve to protect farm and forest resources and protect landscape features.</p>
		<p>Area 6b: South of Cornelius Pass Rd./Skyline Blvd.: <i>CAC:</i> Low suitability for subarea east of the north fork of Abbey Cr., split between medium and low west of Abbey Cr.</p> <p>Staff: Low suitability for subarea east of the north fork of Abbey Creek. Medium/Low suitability for subarea west of Abbey Creek.</p>	
Area 7 Powerline/ Germantown Rd. - South	<p><i>CAC:</i> Split between medium and high suitability.</p> <p>Staff: High suitability for landscape features except area adjacent to N. Bethany which is low.</p>	<p>Area 7a: Area above the mid-slope line between the county line and Skyline Blvd.: <i>CAC:</i> Not a candidate for urban reserve</p> <p>Staff: Low Suitability</p>	<p><i>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.</p> <p>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.</p>
		<p>Area 7b: Below the mid-slope line between the County line and Skyline Blvd.: <i>CAC:</i> Low suitability</p> <p>Staff: Low suitability</p>	
		<p>Subarea East Laidlaw: <i>CAC:</i> split between low and medium suitability</p>	

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

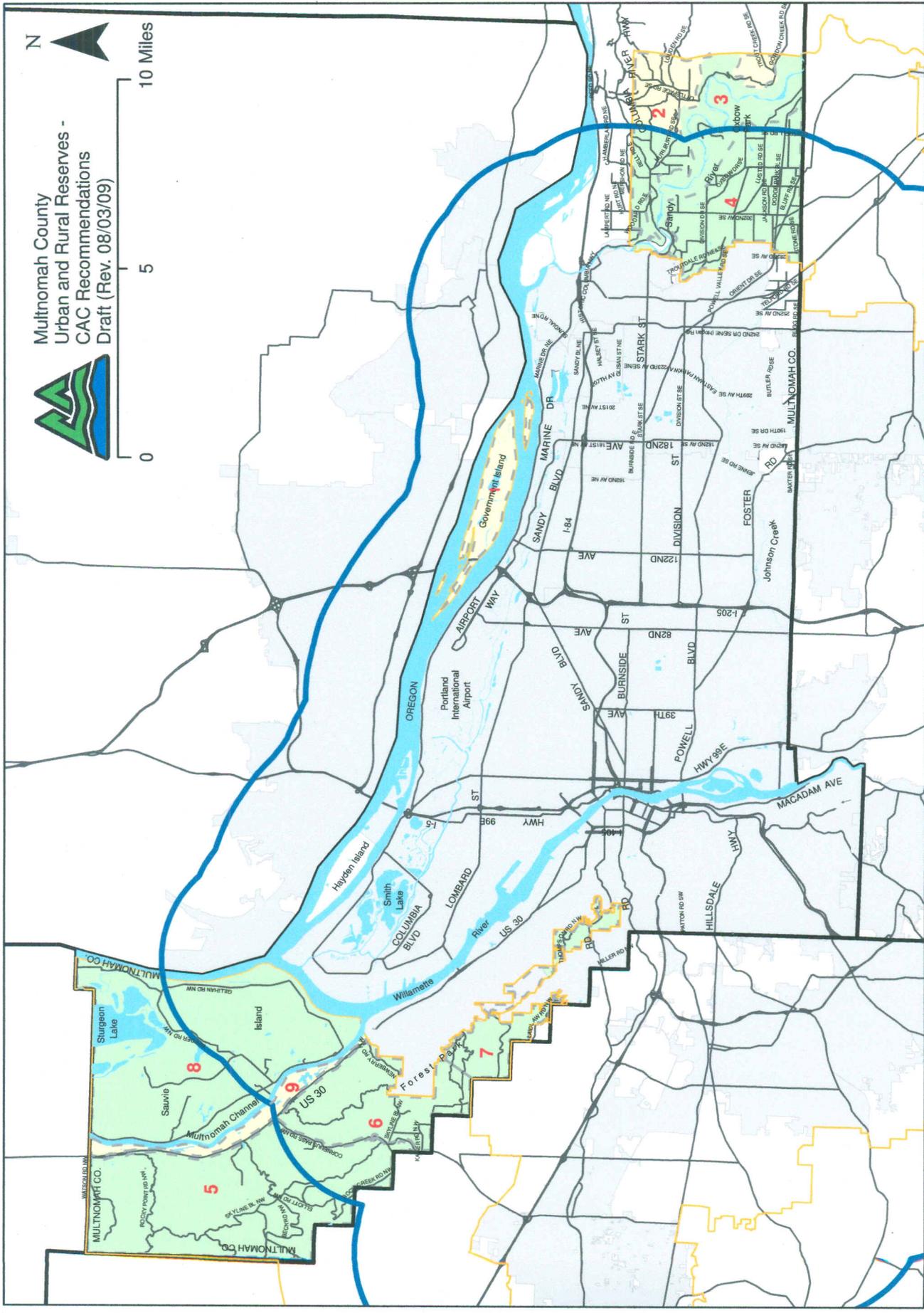


East Multnomah County Reserves Suitability Assessments:  
 Areas 1, 2, 3 & 4 - Government Island, East of Sandy River,  
 Sandy River Canyon & West of Sandy River  
 Draft - 09/26/09



West Multnomah County Reserves Suitability Assessments:  
 Areas 5, 6, 7, 8 & 9 - NW Hills North, NW Hills South, Powerline/Germantown, Sauvie Island, Multnomah Channel  
 Draft - 09/26/09

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

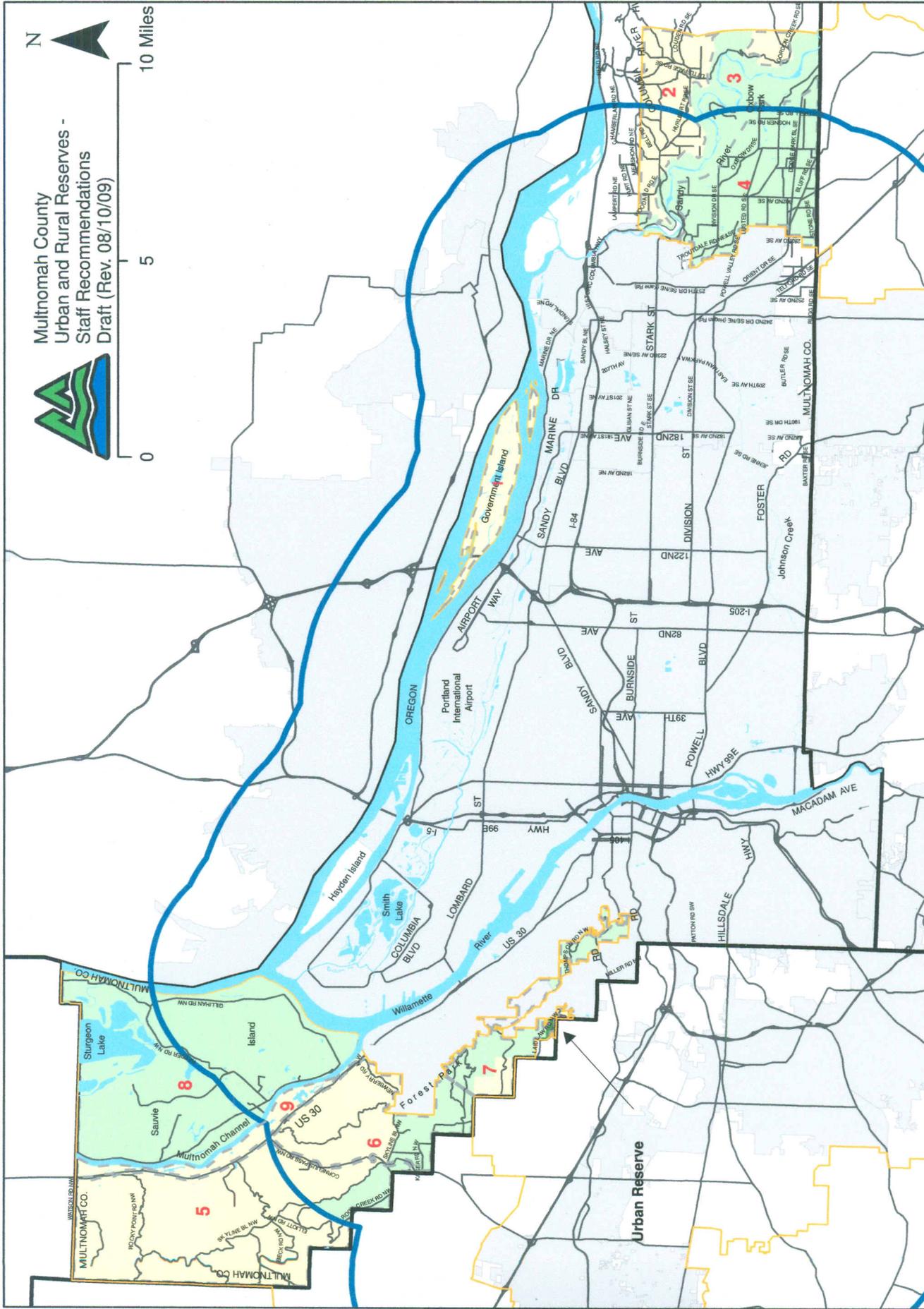


- Area 1: Government Islands
- Area 2: East of Sandy River
- Area 3: Sandy River Canyon
- Area 4: West of Sandy River
- Area 5: NW Hills North
- Area 6: NW Hills South
- Area 7: Powerline/Germantown Rd South
- Area 8: Sauvie Island
- Area 9: Multnomah Channel

Multnomah County  
Urban and Rural Reserves -  
Staff Recommendations  
Draft (Rev. 08/10/09)



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

# 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

#### 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: *High suitability to protect farm and forest, and for landscape features.*

Staff Assessment: High suitability of the area within 3 miles of the UGB and southwest of Skyline Blvd to protect farm/forest; medium in the same area to protect landscape features.

#### 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: 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.

- 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: *Area 6b: South of Cornelius Pass Rd./Skyline Blvd.: Low suitability for subarea east of the north fork of Abbey Cr., split between medium and low west of Abbey Cr.*

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.

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,

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 area along lower Springville Road.
- Medium suitability for area between Bonny Slope West (Area 93) and City of Portland.
- 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

- Staff concluded that the area's adjacency to North Bethany planning area and 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 (including the Thompson/Laidlaw Rd. area).
  - 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, it's 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

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.