



MULTNOMAH COUNTY AGENDA PLACEMENT REQUEST

(Revised 12/31/09)

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Meeting Date: 02/25/2010
Agenda Item #: R-11
Est. Start Time: 11:00 AM
Date Submitted: 02/16/2010

Agenda Title: **Approval of an Intergovernmental Agreement Between Multnomah County and Metro to Adopt Urban and Rural Reserves in Multnomah County**

Note: If Ordinance, Resolution, Order or Proclamation, provide exact title. For all other submissions, provide a clearly written title sufficient to describe the action requested.

Requested Meeting Date: February 25, 2010 **Amount of Time Needed:** 1 hour
Department: Non-Departmental **Division:** District 2
Contact(s): Chuck Beasley
Phone: 503-988-3043 **Ext.** 22610 **I/O Address:** 455/116
Presenter(s): Jeff Cogen

General Information

1. What action are you requesting from the Board?

Approve the attached Intergovernmental Agreement (IGA) that sets out elements of an ordinance that Multnomah County will adopt to designate rural reserves, and an ordinance that Metro will adopt to designate urban reserves in Multnomah County. The IGA includes a map depicting land to be designated as urban or rural reserves, and a statement of principles that the parties agree will be addressed in concept planning for urban reserve areas under consideration for inclusion within the Urban Growth Boundary (UGB). The reserves map is included as Exhibit A to the IGA, and the principles are included as Exhibit B.

The proposed reserves map in Exhibit A has been refined from the map the Board approved in Resolution No. 09-153. That map was used to depict Multnomah County reserve and option areas for the regional map used in the January 2010 public outreach events. The results of the public outreach effort, together with regional discussion and input, have been considered in arriving at the reserves designations on the map in Exhibit A. The map increases the acreage of rural reserve identified in Resolution 09-153 by 69%, from 31,700 to 53,720 acres, and reduces urban reserve acres by 18% from 1,017 to 830 acres. These map changes are consistent with Board endorsement in Resolution No. 09-153 of wildlife habitat and areas that help define the "sense of place" for the region, and of the Region 2040 plan, including goals for achieving a compact urban form, highly

livable walkable communities, and reduction in the use of fossil fuel.

2. Please provide sufficient background information for the Board and the public to understand this issue. Please note which Program Offer this action affects and how it impacts the results.

The IGA is the result of two years of work by Multnomah, Clackamas, and Washington Counties and Metro, in a coordinated long-term planning effort to identify lands likely to be urbanized and land to be protected from urbanization. This effort has been led by Commissioner Jeff Cogen, Clackamas County Commissioner Charlotte Lehan, Washington County Commission Chair Tom Brian, and Metro Councilor Kathryn Harrington, collectively working as the Core 4.

The process of studying, identifying, and designating reserves began in January of 2008, with formation of the regional Reserves Steering Committee, adoption of a Coordinated Public Involvement Plan to coordinate the workflow, and formation of county committees to assess reserve areas and engage the public. Key phases of the project in Multnomah County have included:

- The Multnomah County Reserves Citizen Advisory Committee (CAC) developed their suitability assessments and recommendations in 16 public meetings between May of 2008 and July 30, 2009. The Planning Commission conducted a hearing on Aug 10 to consider the CAC suitability recommendations and recommendations for reserve designations in the county. Consensus of the Planning Commission endorsed the CAC recommendations.
- The Board adopted Resolution No. 09-112 at their September 10, 2009 public hearing, forwarding to Core 4 and the Reserves Steering Committee, urban and rural reserves suitability recommendations developed by the Multnomah County (CAC). The Board took the approach of focusing on suitability of areas for reserves rather than on designations of urban and rural reserves pending information about how much growth can occur within the existing UGB and how much new land will be sufficient to accommodate long term growth needs.
- The Metro Chief Operating Officer's Report was released on September 15, 2009, and included population and employment forecasts for the years 2050 and 2060 that provide and understanding of the scale of growth coming to the region. The report finds that a range of between 15,700 and 29,100 acres of urban reserves will be needed for both population and employment growth over the next 40 – 50 years. The counties identified a total of approximately 49,000 acres of land suitable for urban reserves.
- The Board adopted Resolution No. 09-153 at their December 10, 2009 public hearing, forwarding to Core 4, recommendations for designation of urban or rural reserve, and areas with no reserves designation. These recommendations were developed considering information from a number of sources with a regional and local perspective. These include Regional Steering Committee stakeholder comment, discussion with Multnomah County cities, and information and perspectives shared in Core 4 meetings.

3. Explain the fiscal impact (current year and ongoing).

Staff resources and project support for adoption of an ordinance to implement this agreement is accommodated within existing budget. This agreement anticipates future county participation in concept planning for areas considered for addition to the UGB, and to participate in a review of the reserves program within 20 years. Resources for these efforts will come from future budgets.

4. Explain any legal and/or policy issues involved.

The IGA has been developed with the involvement of the Multnomah County Counsel office, coordinated with Counsel of our partner governments, Clackamas and Washington County and Metro.

The IGA contains policy concepts that both Metro and Multnomah County agree to consider and incorporate into their respective plans by ordinance. These are located in Agreement sections A and B. Because the final policy framework and reserves map will be decided upon in the legislative plan amendment process, which includes public hearings, the IGA includes a process in Agreement section C for reconciling any changes to the IGA map or policies with our partner governments.

The IGA and Exhibits include a number of choices arrived at through discussion, debate, negotiation though out the reserves process. A major choice that is reflected in the map is what amount of land is adequate to accommodate population and employment needs over the next 40 – 50 years. Choices on the amount of foundation agricultural land designated as urban reserve, as well as the location of land for urban reserve, are key choices that underlie the map.

The agreement endorses policy changes by both Multnomah County and Metro that would require cities to govern and plan areas added to the UGB. The County, Metro, and the appropriate city would participate in concept planning prior to expansion of the UGB. Additional principles that should be addressed in future concept plans for areas under consideration for inclusion within the UGB are within the “principles” document Exhibit B.

The Agreement commits the County to participating, along with our regional partners, in a “check-in” evaluation of growth management/reserves results in approximately 20 years.

5. Explain any citizen and/or other government participation that has or will take place.

The outreach program has followed a regional Coordinated Public Involvement program and a County Public Involvement program. Coordination with affected local governments has been an important element in support of reserves evaluation and decisions. Outreach to the public has occurred in a number of ways including newspaper notifications, use of the internet, individual property owner mailings, open house events, public meetings, and public hearings.

Coordination with Multnomah County Cities

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

- Beaverton – The City has indicated that it may be able to provide urban governance for areas on the west edge of the county; however, timing for resolution of all outstanding issues that would set the stage for extending Beaverton governance to this area is uncertain at this time.
- Gresham – The City indicated in their 2/25/09 letter that areas east of the city should continue to be studied for urban reserve, recognizing that the recommendation is made without a complete picture of urban land needs. There should be some rural reserve east of the city, the region should minimize UGB expansions, and the City wants to focus on areas within the current UGB. The City provided a follow up letter dated 10/24/09 requesting urban reserve between SE 302nd and the Gresham UGB. That area is shown as urban reserve on the recommended map.
- Portland – City staff level coordination efforts have occurred regarding urban candidate areas, particularly along the west edge of Multnomah County. Focus has been on the efficiency of providing urban services to this area, and how governance services could be provided by the city. The City has indicated that the county line is an appropriate urban/rural edge, has identified service

difficulties, the importance of landscape features in the area, and stated their interest in focusing limited resources on existing centers, and corridors and employment areas rather than along the west edge of the county. Therefore, Portland has recommended rural reserve for this area.

- Troutdale – Troutdale requested approximately 775 acres of land for expansion, including the area north of Division and east out to 302nd. The proposed 187-acre urban reserve seeks to balance limitations to future urban use of the area with desire of the City for additional housing in this area.

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

The Multnomah County Board of Commissioners heard briefings on the reserves project on 2/14/08, 4/16/09, and 8/20/09, and conducted public hearings for forwarding suitability recommendations for reserves to Core 4 and the Regional Steering Committee on 9/10/09 and 12/10/09. The Planning Commission conducted a public hearing on 8/10/09 and received regular briefings during the reserves project.

Public testimony has been an important element in the process and has been submitted to Multnomah County in several ways including open house events that took place in July of 2008, April of 2009, and January of 2010, in testimony provided at CAC meetings, testimony to the Planning Commission and the Board, and testimony to Metro Council at hearings in January of 2010. Written testimony received during the January 2010 public involvement events, along with a report on the results of the January regional survey, have been compiled and made available on the Board 2/25/10 hearing web page:

<http://www2.co.multnomah.or.us/reserves>

Additional opportunities for public input into final reserves designations are:

Opportunity for public testimony in Planning Commission and Board of Commissioners hearings to consider comprehensive plan and zoning amendments needed to formally adopt the Reserves map and policies.

Tentative Reserves Hearing Dates:

Planning Commission hearing to recommend reserves plan and map to the Board of Commissioners.

May 6, 2010 BOCC – Hearing and adoption of reserves plan amendment and map.

Required Signature

Elected Official or
Department/
Agency Director:



Date: 02/16/2010