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**STAFF REPORT TO THE PLANNING COMMISSION
FOR THE
PUBLIC HEARING ON APRIL 5, 2010**

**AMENDMENTS TO THE COUNTY FRAMEWORK PLAN AND ZONING MAP TO
IMPLEMENT URBAN AND RURAL RESERVES
CASE FILE # PC 08-010**

PART I. INTRODUCTION

The proposal before the Commission is intended to lead to adoption of an ordinance amending the Comprehensive Framework Plan Policies and plan and zoning map to implement the Intergovernmental Agreement for Urban and Rural Reserves between Multnomah County and Metro (IGA). Adoption of the proposed policies and map is the final phase in the reserves designation process that began after the state legislature adopted enabling legislation in SB 1011(2007) followed by LCDC adoption of Oregon Administrative Rule Division 27 (OAR) in January of 2008. The reserves designation phase was preceded by a coordinated effort by Multnomah, Clackamas, and Washington Counties and Metro to identify important farm land, landscape features, and develop criteria to create great urban communities that started in early 2006.

The proposed plan policies and plan and zoning map amendments carry out the procedure authorized in the OAR to finalize the reserves plan by amending the plan to conform to the IGA between the County and Metro. The IGA serves as “a preliminary decision that is a prerequisite” to plan amendments to county and Metro plans. Action by both governments is necessary to complete the reserves program because the county has authority to plan for rural areas, and Metro has authority to designate urban reserves. For these reasons, while Multnomah County will amend our plan map by adopting rural reserves, the proposed map also shows land proposed for designation by Metro as urban reserve. The proposed county plan policies recognize these urban reserves as well as the rural reserves, and set out measures needed to continue to coordinate management of these areas in the future.

Multnomah County, along with Clackamas and Washington Counties, and Metro are required in the Urban and Rural Reserves OAR to concurrently submit amended plans to LCDC for acknowledgement. The joint regional decision will be considered for acknowledgement by LCDC pursuant to the OAR provisions in 660-027-0080. This section of the rule lists the elements that LCDC will consider in their review of the decision, and these can be understood to be the fundamental approval standards. In addition to compliance with statewide planning goals, the decision will be evaluated pursuant to the purpose and objective of the reserves rules, the

designation standards, and that the factors for urban and rural reserve were appropriately considered (see -0080(4)(a)-(c)). The proposed county policies incorporate the provisions in the IGA that the County agreed to adopt to address elements of the designation section of the rule in OAR 660-027-0040, and the reserve planning provisions of -0070.

This staff report includes a discussion of how the proposed plan and map amendments meet the provisions of the joint IGA with Metro below, and includes the proposed plan language in Part III. The exhibits in Part IV include the proposed Plan and Zoning Map in Exhibit 1. A draft Statement of Reasons and findings document that explains the reasoning for the proposed reserves map designations makes up Exhibit 2. The Multnomah County process for evaluating the County study area and reaching the proposed reserves designation is described in the Reasons document. The results of the Citizen Advisory Committee analysis of the suitability of the study area for urban and rural reserves pursuant to the factors, along with the CAC recommendations map, is included in Exhibit 3. Additional information including the applicable OAR and the IGA comprise the other exhibits.

PART II. APPROACH TO PROPOSED PLAN AND MAP AMENDMENTS

The proposal amends the Framework Plan Volume 2 Policies document to add a new set of policies and strategies, and amends the Plan and Zoning Map to adopt rural reserves and recognize urban reserves. The “best fit” location in the county plan for Urban and Rural Reserve policies is within the Policy 6 Urban Land Area framework because that policy area considers coordination of new urban areas. The Urban and Rural Reserves policy objectives while unique, do address elements of the existing county growth management approach including directing growth to appropriate locations, providing for orderly growth over time, resource conservation, managing conflicts between urban and rural uses, and building compact livable urban communities.

A new section, Policy 6A Urban and Rural Reserves, is proposed to be added to Policy 6. Together with adoption of the map in Exhibit 1, the amendments fulfill the county’s agreements in the reserves IGA with Metro. The IGA consists of actions that Metro will take in section A, actions that Multnomah County will take in section B, joint actions in section C, and the map. The proposed policy statements incorporate the elements from IGA section B. into the Framework Plan. Proposed Policy 6A also includes a number of strategies, which are recommendations about how the reserves program should be implemented. Strategy section A. indicates that the county will show the reserves on its maps, will participate in any reserves amendment process, and will consider the status of lands that have no designation in the future. The Strategies in section B. focus on concept planning for urban reserve areas and include the planning principles from IGA Exhibit B, and additional strategies proposed by staff. A copy of the approved IGA is attached to this report as Exhibit 4.

PART III. PROPOSED FRAMEWORK PLAN POLICIES AND STRATEGIES

The proposed Policy 6A below is all new language proposed for addition to the county plan:

POLICY 6A: URBAN AND RURAL RESERVES

INTRODUCTION

The purposes of Urban and Rural Reserves are to facilitate planning for urbanization of the Portland metro region over the 50 year plan period from 2010 to 2060. Urban reserves provide greater certainty to the agricultural and forest industries, urban industries, and service providers about the future location of urban growth boundary expansion. Rural reserves are intended to provide long-term protection of agricultural and forest land and landscape features that enhance the unique sense of place of the region.

The reserves plan is an alternative approach to manage urban growth through a coordinated regional process provided for in SB 1011(2007) and implementing Oregon Administrative Rules Division 27(2008). The reserves plan supplements Policy 6 Urban Land Area with a specific map and implementing policies that define limits to urban growth for a time period much longer than the 20 -25 year UGB plan period.

The reserves plan relies on designation of urban reserves land which can only be designated by Metro, and on protection of rural reserve areas that can only be designated by the County. Because of this division of authority in the reserves plan, the County has amended the plan map to adopt rural reserves, and also shows urban reserve designations on the map.

POLICY 6-A Urban and Rural Reserves

It is the County's policy to establish and maintain rural reserves in coordination with urban reserves adopted by Metro and in accord with the following additional policies:

1. Areas shown as Rural Reserve on the County plan and zone map shall be designated and maintained as Rural Reserves.
2. Rural Reserves designated on the plan map shall not be included within the UGB of any city in the county for 50 years from the date of the ordinance adopting the reserves designations.
3. Areas designated Rural Reserves in the county shall not be re-designated as Urban Reserves for 50 years from the date of the ordinance adopting the reserves designations.
4. The County will participate together with an appropriate city in development of a concept plan for an area of Urban Reserve that is under consideration for addition to the UGB.
5. The County will review the designations of Urban and Rural Reserves, in coordination with Metro and Clackamas and Washington Counties, 20 years from the date of the ordinance adopting the reserves designations, or earlier upon agreement of Metro and the other three counties.

6. The County will not amend the zoning to allow new uses or increased density in rural and urban reserve areas in order to comply with applicable state rules.
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STRATEGIES

A. The urban and rural reserve growth management program for the Portland Metro region is predicated on coordination between Multnomah, Clackamas, and Washington Counties and Metro. As a part of continuing efforts to implement this long-term program, the County has agreed to:

1. Amend the Multnomah County plan and zoning map to show areas designated by Metro as urban reserve and areas designated by Multnomah County as rural reserve.
2. Participate with the counties and Metro to consider proposals for major or minor amendments to the reserves maps that may occur prior to the end of the 50 year reserves planning period.
3. Consider the suitability of any lands not designated as urban or rural reserve for such designation during the reserves plan review that is intended to occur within 20 years of the initial reserves designations.

B. A key element of the reserves program is that identification of land suitable for urban reserve provides the certainty needed for local governments and service providers to plan for future service needs in specific areas. The County will participate with Metro and an appropriate city in concept planning of urban reserve areas under consideration for inclusion within the UGB subject to the principles:

- a. Concept planning for specific, enumerated Urban Reserves on the Urban and Rural Reserves map may occur separately and at different times.
- b. A concept plan for any Urban Reserve area must be approved by the county, the city or cities who will govern the area, and by Metro.
- c. Concept plans shall provide that any area added to the UGB shall be governed by an existing city, or by a new city, and shall include provision for the orderly efficient transition from urbanizable to urban land. The preferred approach is for existing county zoning and rural level of services to remain in effect until new urban areas are annexed into the designated city.
- d. Concept planning for Urban Reserve areas that are suitable for industrial and other employment uses will recognize the opportunity to provide jobs in this part of the region.
- e. Concept planning for Urban Reserve areas that are suitable for a mix of urban uses will recognize the opportunity to provide employment and mixed-use centers with

housing at higher densities and employment at higher floor-to-area ratios, and will include designs for a walkable, transit-supportive development pattern.

- f. Concept planning shall recognize environmental and topographic constraints and habitat areas and will reduce housing and employment capacity expectations accordingly.
- g. Concept plans shall be designed to avoid or minimize adverse effects on farm and forest practices, and on important natural landscape features, on nearby rural land.

PART IV. EXHIBITS

The attached documents contain information that is intended to assist the Planning Commission in their evaluation of the proposed policies and strategies in Policy 6A. Exhibit 1, the map, is proposed for adoption by ordinance by the Board of County Commissioners, along with the final findings in the Statement of Reasons.

Exhibit 1: Proposed Urban and Rural Reserves Plan and Zoning Map dated March 26, 2010

Exhibit 2: Reasons for Designating Areas in Multnomah County as Urban Reserves or Rural Reserves draft March 26, 2010

Exhibit 3: Multnomah County Citizen Advisory Committee Suitability Assessment Summary Results, Table and Maps, September 2009

Exhibit 4: Intergovernmental Agreement Between Metro and Multnomah County, February 25, 2010
Attachment A: Map – Urban and Rural Reserves in Multnomah County
Attachment B: Principles for Concept Planning of Urban Reserves

Exhibit 5: Oregon Administrative “Reserves” Rule OAR 660 Division 27