

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Study Session Worksheet

Presentation Date: January 28, 2015 **Approx Start Time:** 10:30 **Approx Length:** 1 hour

Presentation Title: Performance Clackamas – Presentation on County economic goals and good governance goals.

Department: Admin, BCS, DTD, PGA

Presenters: Dan Chandler, Gary Schmidt, Barb Cartmill

Other Invitees: Mike McCallister

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

This session was originally intended as a presentation only item regarding the following areas of focus from Performance Clackamas:

- Grow a Vibrant Economy
- Build Public Trust through Good Government

However, recent events have led staff to add an additional discussion regarding the County's direction with respect to the status of the county's employment land supply.

Staff anticipates requesting that the BCC approve a request to approve a work plan to advance the discussion regarding the County's overall supply of employment land.

EXECUTIVE SUMMARY:

In September, 2014, the County adopted several goals related to the economic health of the County under the heading "Grow a vibrant economy." Among those goals was the following:

- By 2020, Clackamas County will have and maintain a 20-year supply of serviceable non-retail employment land in the urban growth boundary.

Many believe that we are short of meeting that goal.

In addition, the BCC has raised the question whether the County's current configuration of Urban and Rural Reserves is likely to provide a sufficient supply to meet the County's need for land beyond the 20-year horizon.

Metro's Role

Under State law, Metro is required to evaluate the Urban Growth Boundary every 6 years to assure that there is adequate land to provide a 20-year supply of land for housing. While not expressly required by statute, Metro also evaluates the need to provide a 20-year supply of employment land on the same schedule. Since the late 1970s, the boundary has been moved about three dozen times.

Metro prepares a forecast of population and employment growth for the region for the next 20 years and, if necessary, adjusts the boundary to meet the needs of growth forecast for that 20-year period. The forecast is called the Urban Growth Report, or UGR. Metro calls these decisions Growth Management Decisions, the common term however is UGB Decision.

Metro is not restricted to an 6-year cycle, and may amend the Urban Growth Boundary at any time. Metro has done a number of such "off-cycle" amendments in the past. A history of the location and timing of UGB amendments is at Attachment 2. Attachment 2 may be seen more clearly at:

http://www.oregonmetro.gov/sites/default/files/UGB_History.pdf

Metro is on track to make a Growth Management Decision in December of 2015.

There are three key imperatives that effect the County's decision:

- a. Title 11 of the Metro Code requires that a concept plan be in place prior to inclusion of any area in the Urban Growth Boundary.
- b. Title 11 strongly encourages (and may require) participation by adjacent cities in the both the concept planning process and the resulting concept plans. However, there is the possibility of an "out" if a case can be made that attempts to negotiate a concept plan have been unsuccessful and that it is necessary to bring additional land into the UGB to meet Metro's legal responsibilities. It also may be legally possible for the County to concept plan an area without City participation provided the County could ensure provision of urban services.
- c. Of Clackamas County's Metro cities, only Wilsonville has expressed any interest in a 2015 UGB amendment in Clackamas County – the Advance Road project.

Clackamas County's Border Cities

Six cities in Clackamas County abut the Metro Urban Growth Boundary and have nearby Urban Reserves:

- Wilsonville
- Tualatin

- Lake Oswego
- Oregon City
- Damascus
- West Linn

Milwaukie, Rivergrove¹ and Portland are effectively landlocked. Gladstone and Happy Valley are surrounded by either existing urban areas, or rural reserves. As of the date of this memo, only the City of Wilsonville has expressed any interest in adding land to the UGB.

Role of State Law

It is important to remember that, although Metro has significant discretion, the criteria and process for UGB amendments is significantly constrained at the state level. Numerous statutes and Statewide Planning Goals impact the decision whether and how to move the UGB. For example, density requirements are impacted by the Metropolitan Housing Rule, as well as seven Goal 14 "Factors", particularly including "[m]aximum efficiency of land uses within and on the fringe of the existing urban area." This "maximum efficiency" factor has been found to support consideration of a "compact urban form."

Status of Urban and Rural Reserves

Senate Bill 1011 (2007) set out a program for adopting both Urban and Rural Reserves for Metro and the three Metro counties. The local governments first adopted reserves in 2010. LCDC orally remanded the urban reserves in Washington County. Washington County and Metro amended their reserves maps, and the reserves were finally adopted at the local level in 2011. LCDC approved the regional decision 15 months later.

Last winter, the Court of Appeals remanded the entire reserves decision, finding relatively minor errors in each of the Multnomah and Clackamas counties. However, the Court remanded the entire Washington County submittal, finding that the county had incorrectly applied the reserves factors countywide. In response, Washington County interests ultimately reached the "grand bargain" in HB 4078. HB 4078 shuffled the map of reserves as well as the UGB.

A DLCD staff report from May 2014 summarized the changes as follows:

"At the end of the day, the various changes to reserves designations and the UGB resulted in (approximately):

- +3,200 acres added to the UGB, including the 2,015 acres added as part of Metro's 2011 UGB plus the 1,180 acres added under HB 4078. As above, most

¹ Three parcels at the southeast corner of Rivergrove may technically abut the UGB at the Tualatin River.

of the UGB additions were in the northern areas of Hillsboro, Forest Grove, and Cornelius.

- +2,800 acres re-designated as rural reserves, including portions of north Hillsboro, and areas north for Forest Grove and Cornelius as well as the Helvetia area (east of NW Helvetia Road) and an area west of Groveland Road.
- -770 acres of undesignated lands (re-designated to either urban or rural reserves).
- -2,000 acres of urban reserves net converted to undesignated.”

The Grand Bargain bill acknowledged all Washington County reserves. LCDC has remanded the Stafford and Norwood reserved (Areas 4A through 4D) back to Metro for revisions to some of the findings.

Now that the reserves have been remanded back to the local level,

County's Employment Land Need

A recent study by Johnson Economics concludes that Clackamas County has a gap in employment land to meet its goal of between 300 and 1200 acres, depending upon how much land is considered available in Damascus, and how much is constrained by slopes.

Outreach Plan

A copy of a draft outreach plan, intended to help the County formulate a land request prepared by PGA staff, is attached as Attachment A, hereto. The Department of Transportation and Development will discuss its role at the meeting.

FINANCIAL IMPLICATIONS (current year and ongoing):

None at this time.

LEGAL/POLICY REQUIREMENTS:

PUBLIC/GOVERNMENTAL PARTICIPATION:

County and City Staff and elected officials have discussed city aspirations for the UGB and the Metro C4 subcommittee several times since late 2013, and, other than Wilsonville, City officials have not expressed any interest in UGB amendments for 2015.

Property owners in several areas, particularly parts of Stafford have advocated for UGB inclusion on a regular and consistent basis.

OPTIONS AND RECOMMENDATIONS:

Recommendation

Staff recommends that the County approve the outreach plan set forth at Attachment A.

ATTACHMENTS:

1. **Draft Outreach Plan.**

SUBMITTED BY:

Division Director/Head Approval _____
Department Director/Head Approval *[Signature]*
County Administrator Approval _____

For information on this issue or copies of attachments, please contact Dan Chandler @ 503-742-5394

Fiscal Impact Form

RESOURCES:

Is this item in your current work plan and budget?

- YES
 NO

START-UP EXPENSES AND STAFFING (if applicable):

ONGOING OPERATING EXPENSES/SAVINGS AND STAFFING (if applicable):

ANTICIPATED RESULTS:

N/A

COSTS & BENEFITS:

Costs:							
	Item	Hours	Start-up Capital	Other Start-up	Annual Operations	Annual Capital	TOTAL
Total Start-up Costs							
Ongoing Annual Costs							
Benefits/Savings:							
	Item	Hours	Start-up Capital	Other Start-up	Annual Operations	Annual Capital	TOTAL
Total Start-up Benefit/Savings							
Ongoing Annual Benefit/Savings							

DRAFT Clackamas County Employment Lands 2015 Outreach Plan and Strategy

BACKGROUND

The Board of County Commissioners is interested in growing Clackamas County from a residential and recreational hub into a place that also encourages more traded sector and manufacturing job development. In order to do this, Clackamas County will need to take steps to address the lack of available employment lands within the Urban Growth Boundary (UGB) and the hurdles of access to the employment lands located outside the UGB.

STAKEHOLDERS

- Clackamas County residents
- Metro
- State Agencies – DLCD, ODA, etc.
- Clackamas County Urban and Rural Cities
- Clackamas County Hamlets, Villages and CPOs
- Agricultural Sector
- Environmental Interests
- Businesses, Chambers, and Business Associations
- Land Owners
- State Legislative Delegation

OBJECTIVES

- Solicit information and feedback from local and regional partners on land use needs, goals, and potential solutions
- Communicate Clackamas County's goal of finding and/or designating employment lands to encourage growth in manufacturing and traded sector employment
- Educate the community at-large about the problems facing Clackamas County relating to the lack of employment lands and access to available employment lands
- Reach consensus and agreement with partners on county-wide land use needs and develop a unified approach to seek local agency and/or legislative solutions to achieving those land use goals

OUTREACH PLAN

County Outreach

- Ongoing and continuous PGA outreach using tools of web, video, social media, GovDelivery, Citizen News, C4, citizen involvement groups
- Urban and rural city outreach
- County website link showcasing:
 - Performance Clackamas Goals for employment lands and employment growth
 - Lands within and outside the Urban Growth Boundary
 - Access challenges to rural employment lands
 - Challenges/opportunities created by urban/rural reserves
- Communication with local citizen groups, supported by urban and rural city partners
- Outreach to Metro to discuss expectations of density and growth

Partner Organizations

- Seek feedback from urban and rural cities on goals and objectives in order to create partnerships that support the overall effort
- Broaden and coordinate messaging about the County's employment land needs

TIMELINE

January, 2015

- January 23: BCC attend & comment at the LCDC Roundtable Discussion event at PSU
- January 29: Discuss land use needs and 2015 outreach efforts with the Clackamas County legislative delegation at the County's Annual Legislative Dinner

February, 2015

- Kickoff meeting with elected officials from around the County
- Meet with urban and rural cities (elected and staff), Hamlets, Villages, and CPOs to learn their needs and expectations for employment lands in their city and in the County
 - Discuss interests, hurdles, and timelines of the partners
 - Discuss employment lands studies and findings

March to June, 2015

- Reach out to other stakeholders (agriculture, environmental, business, land owners, etc.) currently stewarding employment lands that are of interest
 - Meetings will be dependent on lands, should be open ended, "how to get to yes" model dialogue for all parties
 - Discuss employment lands studies and findings
 - Discuss feedback from city partners
- Staff to prepare and present findings from community outreach meetings to the BCC for further direction. Findings will highlight employment land needs, objectives, and hurdles
- BCC meets with the legislative delegation to report on findings and seek feedback

June to August, 2015

- Return to partners with a summary of findings and to discuss BCC objectives
 - Seek consensus on objectives and discuss next steps
- BCC meets with legislative Committee leadership to provide update and seek feedback
- Staff develops draft Clackamas County Employment Land Strategy; present to BCC for further direction
- Distribute draft Employment Lands Strategy to stakeholders for feedback
- Staff develops messaging documents (fact sheets, talking points, etc.)

August to September, 2015

- Engage and educate County residents on the draft Employment Lands Strategy at local outreach opportunities (farmers markets, community events, County Fair, Town Halls, etc.) to generate awareness of issues and build public support
- Commissioners meet with key legislators to discuss draft Strategy and seek input
- Staff to meet with partners to discuss how to meet objectives and coordinate on Strategy
- BCC approves final Employment Lands Strategy
- Staff updates and finalizes messaging documents
- Distribute final Employment Lands Strategy & messaging documents to all stakeholders

October, 2015

- Begin to implement Strategy by engaging Metro, state agencies, and other key partners
- If needed, begin meeting with legislators to discuss requests for the 2016 short session