

**Excerpt from Oregon Department of Aviation ConnectOregon III Application  
for Aurora Airport Control Tower**

13. Can the project demonstrate support from public agencies that must approve the project?

☒ Yes   ☒ Yes, started but not completed   ☐ No

EXPLAIN (MAXIMUM 1600 CHARACTERS)

Coordination required per Intergovernmental Agreement (IGA) with Marion County and Aurora Tower Master Plan study in progress and will be completed in 2010 with concurrence of counties of Clackamas, Marion and cities of Wilsonville, Canby and Aurora



29799 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax Administration  
(503) 682-7025 Fax Community Development

November 20, 2009

Mr. Gregg Del Ponte, Acting Administrator  
Oregon Department of Aviation  
3040 25<sup>th</sup> SE  
Salem, OR 97302-1125

Honorable Patti Milne, Commissioner  
Marion County Commission  
P.O. Box 14500  
Salem, OR 97309-5036

Honorable Jim Meirow, Mayor  
City of Aurora  
21420 Main Street  
Aurora, OR 97002

**RE: Request to Join Aurora Airport Intergovernmental Agreement**


Dear Director Del Ponte, Commissioner Milne and Mayor Meirow:

Consistent with our discussions concerning the Aurora Airport over the last several years, we are formally requesting that the City of Wilsonville be added as a partner jurisdiction along with Clackamas County to the April 2008 "Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues" pertaining to the Aurora Airport area ("Aurora Airport Intergovernmental Agreement").

With the commencement of the Aurora Airport Master Plan process, the timing is good to have all of the local governments adjacent to the Aurora Airport at the table to discuss issues related to the Aurora State Airport planning and development.

We appreciate your favorable consideration of our request to join the Aurora Airport Intergovernmental Agreement. Thank you for your time and consideration.

Sincerely,

  
Tim Knapp  
Mayor

cc: Honorable Lynn Peterson, Commission Chair, Clackamas County





**Campbell M. Gilmour**  
Director

**DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT**

**SUNNYBROOK SERVICE CENTER**

9101 SE SUNNYBROOK BLVD. | CLACKAMAS, OR 97015

February 28, 2008

Suzanne Dufner  
Mid-Willamette Valley Council of Governments  
105 High St. SE  
Salem, OR 97301-3667

SUBJ: Aurora Airport Intergovernmental Agreement

Dear Ms. Dufner,

I am writing to inform you our Board of Commissioners discussed the subject agreement. The Board commends the participants for establishing an agreement to cooperatively coordinate development associated with the Aurora Airport. Clackamas County has been in compliance with the airport planning rule for many years and is prepared to help others, too, satisfy the provisions for coordinating development near airports.


The Board carefully considered the subject agreement and expressed concern it does not include all jurisdictions affected by the operational impacts of the Aurora airport. At issue is the airport's impact to the city of Wilsonville. It is clear the impact area described in the agreement affects Wilsonville; however, the City is not included as a signatory to the agreement. The Board of Commissioners believes it is important to include all affected jurisdictions in a single agreement.

Staff from the city of Wilsonville has advised the Board the city is comfortable with the substantive language in the current agreement. The only changes in the agreement would be those necessary to recognize Wilsonville as a party.

For your convenience, I have prepared a draft of an amended agreement that includes Wilsonville. Please be advised this draft is based upon the agreement that was approved by the Aurora Airport Policy Advisory Committee (PAC) in 2004. Consequently, this draft does not include provisions added after the conclusion of the Committee's work.

I am copying this letter, including both draft and final copies of the agreement, to the other parties to the agreement. The Board of County Commissioners is willing to execute this agreement as soon as possible. In the event you have questions or wish to further discuss this matter, please feel free to contact me at (503) 353-4508 or e-mail at [johnbor@co.clackamas.or.us](mailto:johnbor@co.clackamas.or.us).

Cordially,

  
John Borge, Principal Planner  
Planning Division

c. Mantay, County Administrator  
Mayor, City of Aurora  
Ottenad, City of Wilsonville  
Sasaki, Marion County  
Cummings, Oregon Department of Aviation

*Note: Proposed deletions are shown as struck; original language is shown in bold underlined font.*

**INTERGOVERNMENTAL AGREEMENT ON  
THE COORDINATION OF  
GROWTH MANAGEMENT AND TRANSPORTATION ISSUES  
BETWEEN  
CITY OF AURORA, CITY OF WILSONVILLE,  
MARION COUNTY, CLACKAMAS COUNTY,  
AND THE OREGON DEPARTMENT OF AVIATION**

This Agreement is entered into by and between the City of Aurora ("Aurora"), City of Wilsonville ("Wilsonville"), Marion County ("Marion County"), Clackamas County ("Clackamas County"), and the Oregon Department of Aviation ("ODA"), pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

**RECITALS**

WHEREAS, the Aurora Airport, Wilsonville, North Marion and South Clackamas County Impact Area ("Impact Area") – Exhibit A is expected to experience substantial population and employment growth by the year 2050; and

WHEREAS, anticipated growth within the Impact Area will affect land areas within the jurisdictional boundaries of the ~~City of Aurora~~, Wilsonville, Marion County, Clackamas County and the State of Oregon Department of Aviation; and

WHEREAS, ~~the Aurora~~, Wilsonville, Marion County, Clackamas County and the ODA wish to coordinate growth management and transportation related development processes and decisions within the Impact Area to ensure an appropriate opportunity is given for affected parties to review and address anticipated impacts; and

WHEREAS, to achieve this coordination, ~~the City~~, Aurora, Wilsonville, Marion County, Clackamas County and the ODA are interested in identifying the Impact Area and establishing a process for coordination and cooperation; and

WHEREAS, Statewide Planning Goal 2 - Land Use Planning, requires that local government comprehensive plans and implementing measures be

coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions, relating to land use, be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 197; and

WHEREAS, OAR 660, Division 12 requires coordination of state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, ORS Chapter 836 and OAR 660, Division 13 requires planning and coordination of local, state and federal agencies to encourage and support the continued operation and vitality of Oregon's airports and recognizes the interdependence between transportation systems and the communities on which they depend.

NOW, THEREFORE, the City Aurora, Wilsonville, Marion County, Clackamas County, and ODA agree as follows:

## **AGREEMENT**

### **I. Purpose**

The parties agree that they are mutually interested in and will work together to:

- A. Establish and amend, as necessary, the Aurora Airport, North Marion and South Clackamas County Impact Area ("Impact Area") as identified on Exhibit "A" attached to this Agreement.
- B. Identify and resolve issues and concerns related to transportation and growth management in and around the Impact Area for the benefit of the parties as well as affected adjacent landowners, airport users, and other interested parties.
- C. Coordinate on growth management and transportation development decisions within the Impact Area.
- D. Encourage and support the continued operation and vitality of the Aurora Airport and recognize the interdependence between air and ground transportation systems within the Impact Area and the communities on which they depend.
- E. Provide notice and an opportunity to comment on land and transportation developments within the Impact Area which may reasonably affect the parties.

## II. Definitions

"Aurora Airport" means that area of land located at what is commonly known as the Aurora Airport that is designed, used or intended for use for the landing and take-off of aircraft, and any public or privately owned appurtenant areas and structures, including open space, used for airport buildings or other airport facilities or rights-of-way or which is located on lands located within the Marion County Public Zone.

"Impact Area" means the Aurora Airport, the Aurora Airpark, and those portions of North Marion County and South Clackamas County the development of which impacts the parties to this Agreement and existing residents and businesses within each party's jurisdiction, as shown on the Aurora Airport – North Marion and South Clackamas County Impact Area Map, attached as Exhibit A.

## III. Amendment of Aurora Airport Impact Area Boundaries

- A. Impact Area boundaries may be amended by Marion County in cooperation with the City, Aurora, Wilsonville, Clackamas County and/or the ODA.
- B. When amending boundaries, Marion County shall give notice to and work in cooperation and coordination with the City Aurora, Wilsonville, Clackamas County and the ODA, and shall consider the following factors:
  - 1. Existing and future land development;
  - 2. Existing and future local and state transportation corridors;
  - 3. Existing and future Aurora Airport usage and flight patterns; and
  - 4. Each affected jurisdictions' Comprehensive Plan boundaries and related goals and policies.

## IV. Comprehensive Planning within the Impact Area

- A. Existing Comprehensive Plan designations and zoning, as presently designated by each party to lands within its jurisdiction, shall apply to all lands within the Impact Area.
- B. Any party formally considering a Comprehensive Plan Amendment for lands within Impact Area boundaries shall provide for notice and

opportunity for comment to the other parties to this Agreement in a manner provided in Article VI below.

- C. Special plans and studies undertaken that involve lands within the Impact Area such as infrastructure, environmental, or economic planning shall be coordinated amongst the parties.

#### **V. Land Use Development and Coordination within the Impact Area**

- A. This Agreement shall have no effect on the current local and statutory zoning and regulatory authority of each jurisdiction within the Impact Area boundaries, nor any existing intergovernmental agreements between the parties.
- B. The City Aurora, Wilsonville, Marion County and Clackamas County respectively agree to provide all the other parties to this Agreement, including ODA, with notice and an opportunity to comment, in the same manner as currently required for affected property owners by their respective development codes for land use applications within the Impact Area. The parties shall provide each other with requested data, maps, and other information in hard copy or digital form in a timely manner.
- C. ODA shall provide the other parties with notice and opportunity to comment for all Airport Master Plan amendments, new access agreements (through-the-fence agreements), and for proposed development or infrastructure improvements, relative to the Aurora Airport.
- D. The parties shall discuss and work cooperatively to determine whether specific uses which would otherwise be permitted within existing exception areas under County zoning should be prohibited or restricted within the Impact Area to implement the purposes of this Agreement. The parties shall also consider amending the goals and policies contained in their Comprehensive Plans and implementing ordinances to comply with this Agreement.

#### **VI. Notice and Coordination Responsibilities**

- A. The City, Aurora, Wilsonville, Marion County and Clackamas County each shall provide the other parties, including ODA, with notice and an opportunity to comment prior to the first scheduled public hearing, in the same manner provided to property owners in their applicable

codes, for all of their respective legislative plan amendments, zone changes, or new land use regulations and amendments affecting property within the Impact Area.

- B. The City, Aurora, Wilsonville, Marion County and Clackamas County each shall provide the other parties, including ODA, with notice and an opportunity to comment prior to all of their respective administrative or public hearing actions, in the same manner provided to property owners in their applicable codes, for any quasi-judicial development applications (including, but not limited to, plan and zoning code amendments, conditional use permits and design review) within the Impact Area.
- C. ODA shall provide reasonable notice and opportunity to comment to the City, Aurora, Wilsonville, Marion County and Clackamas County for all Airport Master Plan amendments, new access agreements (through-the-fence agreements), and for its proposed development or infrastructure improvements, relative to the Aurora Airport.
- D. In order to fulfill the cooperative planning provisions of this Agreement, the City, Aurora, Wilsonville, Marion County, Clackamas County, and ODA shall provide each other with all requested reasonable data, maps, and other information in hard copy or digital form in a timely manner.

#### **VII. Amendments to this Agreement**

This Agreement may be amended in writing by the agreement of all parties and may be reviewed by the parties at any time.

#### **VIII. Termination**

This Agreement may be terminated by any party as to the rights and responsibilities of that party within 60 days written notice to the other parties. Termination of the rights and responsibilities of one or more parties does not affect the rights and responsibilities of the remaining parties as to each other.

#### **IX. Reservation of Rights and Authorities**

This Agreement is intended only to achieve the purposes set forth in Section I of the Agreement and is not intended to create any right or responsibility which is legally enforceable by any person or entity against any Party and creates no rights in third parties or the right to judicial review regarding the acts or omissions of any Party. Each Party reserves all rights or authorities now or hereafter existing and nothing in this



Agreement waives or forecloses the exercise of any such rights or authorities.

**X. Severability**

If any section, clause or phrase of this Agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the Agreement shall be severed from the invalid parts and shall remain in full force and effect.

**XI. Effective Date**

This Agreement is effective on the date it is fully executed.

**IN WITNESS THEREOF**, the respective parties have caused this Agreement to be executed by their authorized officer or representative on their behalf:

**CITY OF AURORA**

\_\_\_\_\_  
Charles Donald  
Mayor, City of Aurora

ATTEST:

By: \_\_\_\_\_  
Laurie Boyce, City Recorder

**CITY OF WILSONVILLE**

\_\_\_\_\_  
Charlotte Lehan  
Mayor, City of Wilsonville

ATTEST:

By: \_\_\_\_\_  
\_\_\_\_\_, City Recorder

**OREGON DEPARTMENT OF AVIATION**

\_\_\_\_\_  
Daniel Clem, Executive Director

**CLACKAMAS COUNTY**

\_\_\_\_\_  
Lynn Peterson, Chair  
Clackamas County Board of Commissioners

ATTEST:

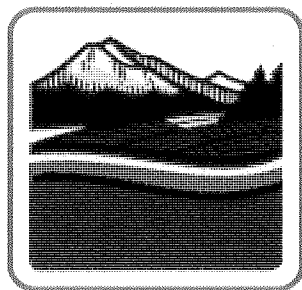
By: \_\_\_\_\_  
Recording Secretary

**MARION COUNTY**

\_\_\_\_\_  
Chairperson, Marion County  
Board of Commissioners

ATTEST:

By: \_\_\_\_\_  
Recording Secretary



# Marion County

OREGON

*Rec'd  
6/22/10  
JEL*

(503) 588-5212  
(503) 588-5237 - FAX

**BOARD OF  
COMMISSIONERS**

Janet Carlson  
Sam Brentano  
Patti Milne

**CHIEF  
ADMINISTRATIVE  
OFFICER**

John Lattimer

June 21, 2010

Commissioner Lynn Peterson  
Clackamas County  
Board of Commissioners, Chair  
2051 Kaen Road  
Oregon City, Oregon 97045

✓  
Mayor Tim Knapp  
City of Wilsonville  
29799 SW Town Center Loop E  
Wilsonville, Oregon 97070

Dear Lynn and Tim *Tim*

On behalf of Marion County, the Oregon Department of Aviation and the City of Aurora, I would like to present to you an updated, revised, and signed Intergovernmental Agreement regarding communications relating to the Aurora State Airport.

Over the past couple of years we have built strong working relationships that have allowed us to successfully face challenging issues that are of mutual interest to each of our individual jurisdictions. Maintaining open channels of communication will be critical as we continue to work together and face new challenges.

This revised agreement requires the signing jurisdictions to communicate with Wilsonville and Clackamas County about land use actions that affect the airport or are impacted by the airport.

As we all know, the state will begin the master plan process for the Aurora Airport with the first PAC meeting on July 22, at 6:00 p.m. in Charbonneau. We would like to invite you attend a meeting with Marion County, the City of Aurora and the Department of Aviation prior to that meeting. Please let me know your availability and we will schedule the meeting.

Please do not hesitate to contact me if you have any questions or suggestions.

Sincerely,

*Patti*  
Patti Milne  
Commissioner

cc: James Meirow, City of Aurora  
Doug Hedlund, Oregon Department of Aviation

**INTERGOVERNMENTAL AGREEMENT ON  
THE COORDINATION OF  
GROWTH MANAGEMENT AND TRANSPORTATION ISSUES  
BETWEEN  
CITY OF AURORA, MARION COUNTY,  
AND THE OREGON DEPARTMENT OF AVIATION**

This Agreement is entered into by and between the City of Aurora ("Aurora"), Marion County ("Marion County"), and the Oregon Department of Aviation ("ODA"), pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

**RECITALS**

WHEREAS, the Aurora Airport Impact Area ("Impact Area") – Exhibit A is expected to experience substantial population and employment growth by the year 2050; and

WHEREAS, anticipated growth within the Impact Area will affect land areas within the jurisdictional boundaries of the City of Aurora, Marion County, and the State of Oregon Department of Aviation; and

WHEREAS, Aurora, Marion County, and the ODA wish to coordinate growth management and transportation related development processes and decisions within the Impact Area to ensure an appropriate opportunity is given for affected parties to review and address anticipated impacts; and

WHEREAS, to achieve this coordination, Aurora, Marion County, and the ODA are interested in identifying the Impact Area and establishing a process for coordination and cooperation; and

WHEREAS, Statewide Planning Goal 2 - Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions, relating to land use, be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 197; and

WHEREAS, OAR 660, Division 12 requires coordination of state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, ORS Chapter 836 and OAR 660, Division 13 requires planning and coordination of local, state and federal agencies to encourage and support the

continued operation and vitality of Oregon's airports and recognizes the interdependence between transportation systems and the communities on which they depend.

NOW, THEREFORE, Aurora, Marion County, and ODA agree as follows:

## **AGREEMENT**

### **I. Purpose**

The parties agree that they are mutually interested in and will work together to:

- A. Establish and amend, as necessary, the Aurora Airport Impact Area ("Impact Area") as identified on Exhibit "A" attached to this Agreement.
- B. Identify and resolve issues and concerns related to transportation and growth management in and around the Impact Area for the benefit of the parties as well as affected adjacent landowners, airport users, and other interested parties.
- C. Coordinate on growth management and transportation development decisions within the Impact Area.
- D. Encourage and support the continued operation and vitality of the Aurora Airport and recognize the interdependence between air and ground transportation systems within the Impact Area and the communities on which they depend.
- E. Provide notice and an opportunity to comment on land and transportation developments within the Impact Area which may reasonably affect the parties.
- F. Nothing in this Agreement shall be construed to require the parties to exercise jurisdiction beyond that which is required by state law.

### **II. Definitions**

"Aurora Airport" means that area of land located at what is commonly known as the Aurora Airport that is designed, used or intended for use for the landing and take-off of aircraft, and any public or privately owned appurtenant areas and structures, including open space, used for airport buildings or other airport facilities or rights-of-way or which is located on lands located within the Marion County Public Zone.

"Impact Area" means the Aurora Airport, the Aurora Airpark, and those portions of North Marion County the development of which impacts the parties to this Agreement

and existing residents and businesses within each party's jurisdiction, as shown on the Aurora Airport Impact Area Map, attached as Exhibit A.

**III. Amendment of Aurora Airport Impact Area Boundaries**

- A. Impact Area boundaries may be amended by Marion County upon its own initiative or upon the written request of Aurora and/or the ODA.
- B. When amending boundaries, Marion County shall give notice to and work in cooperation and coordination with Aurora and the ODA, and shall consider the following factors:
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  - 2. Existing and future local and state transportation corridors;
  - 3. Existing and future Aurora Airport usage and flight patterns; and
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**XI. Effective Date**

This Agreement is effective on the date it is fully executed.

**IN WITNESS THEREOF**, the respective parties have caused this Agreement to be executed by their authorized officer or representative on their behalf:

**CITY OF AURORA**

  
James Meirow  
Mayor, City of Aurora

6/8/10  
Date

ATTEST:

By: \_\_\_\_\_  
City Recorder



MARION COUNTY

Janet Carlson  
Janet Carlson  
Chair, Board of Commissioners

6/7/10  
Date

ATTEST:

By: \_\_\_\_\_  
Recording Secretary

Approved as to form:

Alonah Roy 06/07/10  
Legal Counsel

APPROVED AS TO FORM:

Peggy Mitchell 6/7/10  
Marion County Contracts Date

OREGON DEPARTMENT OF AVIATION

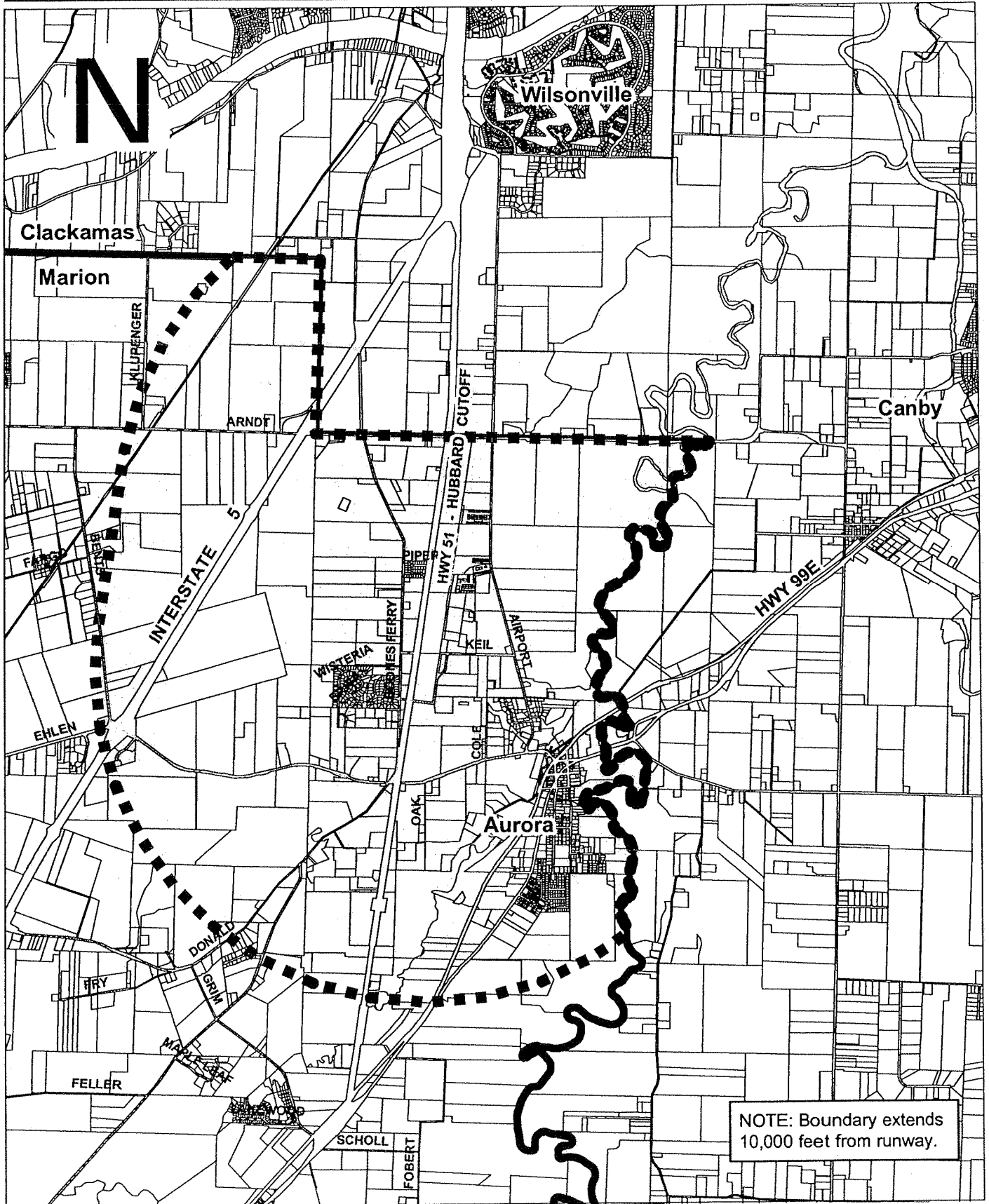
Doug Hedlund  
Doug Hedlund  
Director, Oregon Department of Aviation

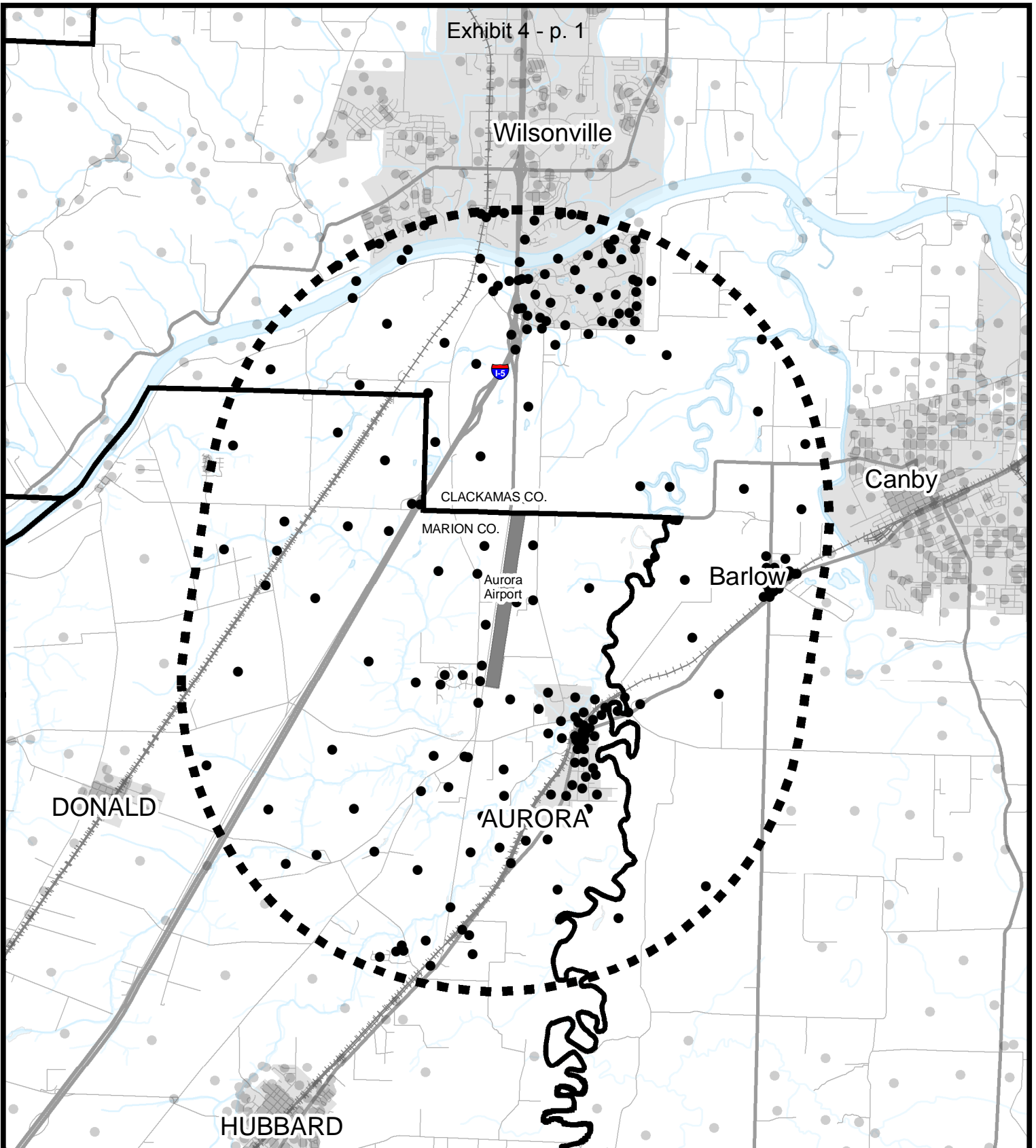
6/8/10  
Date

# Aurora Airport Impact Area - Exhibit A

Marion County  
Public Works

Date: 03/28/08 Project: Staff request/Aurora 10000.mxd Prepared by: Bumble





## Aurora Airport Region

- U.S. Census Block Populations
- 14000 Feet
- County Boundary
- Cities

## Population Count of Jurisdictions

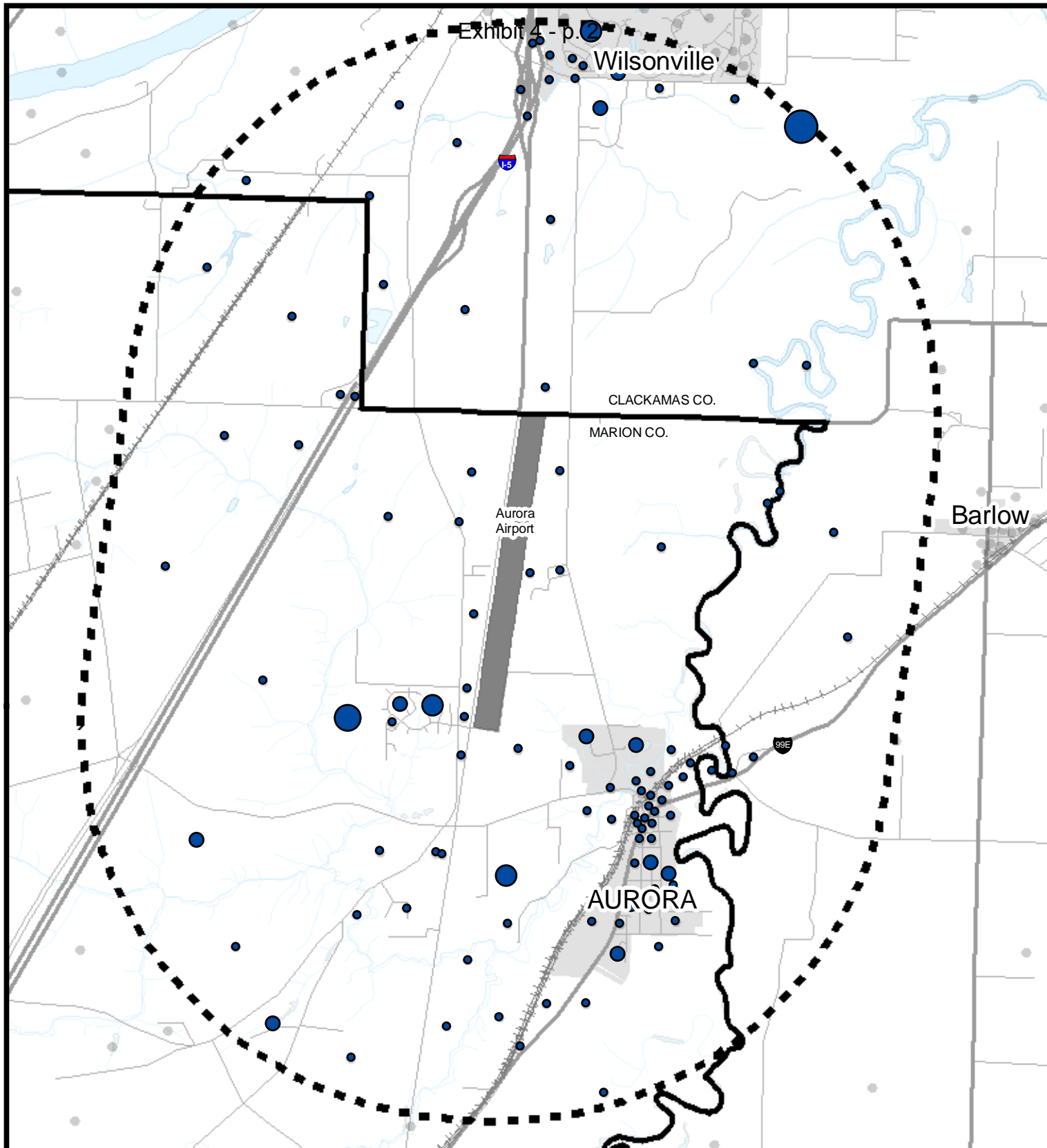
City of Wilsonville	3,742
(Charbonneau District Alone)	(2,601)
City of Aurora	657
Unincorp. Marion County	2,146
Unincorp. Clackamas County	1,662

Total Population 8,207  
within 14,000-foot radius (Census 2000)



0 1 Miles

C:\GIS\projects\2008\013108\_airport\airport\_14000\_pop.mxd



## Aurora Airport Region



10,000 Foot Radius

● Census 2000 Block Groups

Census 2000 Population  
in 10,000 Ft. Radius = 2792

## Population of Blocks in Radius

- 0 - 50
- 51 - 100
- 101 - 200
- 201 - 300
- 301 - 500

Aurora - 657  
Wilsonville - 290  
Unincorporated  
Clackamas County - 654  
Unincorporated  
Marion County - 1200



0 0.5 Miles

C:\GIS\projects\2008\013108\_airport\population.mxd

**Excerpt from Oregon Department of Aviation ConnectOregon III Application  
for Aurora Airport Control Tower**

10. Does the project improve existing or create new transportation connections?

☒ Yes ☐ No

IF YES CHECK ALL THAT APPLY:

The project:

- ☐ Creates a new connection
- ☒ Improves an existing connection

The project improves or creates new transportation connections

- ☒ between multiple modes of transportation (air, marine, pipeline, passenger rail, freight rail, transit, truck, bus, bicycle, pedestrian, personal automobile)
- ☒ to transportation networks outside Oregon

EXPLAIN (MAXIMUM 400 CHARACTERS; FIELD WILL EXPAND AS YOU TYPE)

Improves existing connections as larger corporate aircraft are more willing to fly into a safe tower controlled airport. Many corporations have regulations that prohibit flying into airports that do not have an air traffic control tower. **Infusion of larger aircraft will create opportunities for increased economic development**



Oregon  
Department  
of Agriculture



Department of Land Conservation and Development

April 6, 2009

Metro Reserves Steering Committee  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Fellow Reserves Steering Committee Members:

On behalf of the Oregon Departments of Agriculture, Forestry, Transportation, Economic and Community Development, Fish and Wildlife, and Land Conservation and Development we are submitting the following preliminary comments on the counties' initial identification of candidate urban and rural reserve areas. As you know, the state agencies have been meeting regularly for the past several months to coordinate our work on this important effort. The other state agencies participating in the Steering Committee may have verbal comments on the candidate areas, and not all agencies have had time to prepare written remarks.

The agencies also have met with each county to review the county's work on candidate areas. We appreciate the time and effort of county staff in working with us to provide information about how preliminary decisions are being made. We look forward to continuing to work with each county, and with Metro staff and the Core 4 as this process progresses.

#### General Comments

Metro and the counties generally have not excluded lands as candidate urban or rural reserves at this point in the process if there is a significant likelihood that the lands may be suitable for either category. As a result, there do not appear to be any major issues with the preliminary decisions on candidate areas. At the same time, however, the inclusiveness of this first round will put significant time pressure on the reserves process as it moves forward to the next stages.

Metro has just released an executive summary of its fifty-year range forecast for population and employment for the seven-county statistical area. It also has just released its preliminary urban growth report for residential lands, and expects to soon release a preliminary report on employment lands. OAR 660-027-0040 requires Metro to specify the number of years that urban reserves provide a land supply for, based on the land supply necessary for urban population and employment growth in the Metro area. To get to a final decision, therefore, Metro will need to analyze the housing and employment land needs that result from its projections. It also will need to analyze the extent to which these needs will be met within the Metro urban growth boundary by redevelopment and infill (as well as what proportion of growth will occur outside of the Metro area). At this point in time, it is not clear how these decisions will be made in the reserves process (as opposed to the process for the urban growth report). The next round of decisions regarding how much land to designate as urban reserves will need to include this aspect of planning for the region's future.

### Transportation

The Oregon Department of Transportation (ODOT) has some suggestions for evaluating the candidate urban reserve areas for compliance with urban reserve factors (3) and (4). ODOT has applied the proposed method to do an initial draft assessment of the capability of state highways to accommodate additional urban growth, and has assessed the relative cost of overcoming existing deficiencies in the state highway system and of bringing rural highways up to urban standards.

Ideally, Metro would do transportation modeling to analyze the performance of existing state highways and county and city transportation facilities, both within the existing UGB and outside the UGB in the urban reserve study areas, assuming urban-level development in the reserve study areas. Metro has indicated they will not be doing any transportation modeling for the reserves exercise. Metro and the reserves transportation working group have already performed an analysis of the feasibility and relative cost of developing a complete urban transportation system in the various candidate urban reserve areas, but this analysis did not consider the capacity of existing rural facilities, nor the impact of additional growth on facilities within the current UGB.

To substitute for transportation modeling, ODOT is proposing a simplified method to first identify which facilities, both outside and inside the current UGB, are already experiencing and/or are forecast to experience capacity, safety, and/or geometric problems without any additional growth. Second, ODOT would identify order of magnitude relative costs and feasibility of overcoming those existing problems. Presumably, if a transportation facility is already forecast to have capacity deficiencies, then plan amendments allowing additional urban growth relying on that facility would not be able to meet the Oregon Highway Plan mobility standards without significant mitigation and thus cost.



The assumption should be that transportation needs will be met in a manner consistent with RTP Policy. That means that deficiencies would not necessarily be met by widening existing state highways, but rather by developing a complete local and regional multi-modal circulation system in accordance with the RTP Regional Streets and Throughways System Concept, Regional Transit System Concept, Regional Freight System Concept, Regional Bicycle and Pedestrian System Concept, and Regional System Design Concept.

Specifically, that means all major arterials (state and local) should be assumed to be four lanes plus turn lanes, and should be upgraded to include regional transit, sidewalks, and bikelanes. The arterial and local street network should meet the RTP connectivity or spacing standards. All freeways should be improved to six lanes. Moreover, any existing expressway designations would be extended into the new urban reserve areas, and all expressways should be improved with grade-separated interchanges.

The table attached as Appendix A shows ODOT's initial assessment. It is organized by highway since there was no way to organize it by urban reserve study area. Cost estimates are based on ODOT engineers' judgment, but could be refined based on the unit cost approach Metro used for the initial transportation suitability analysis.

→ The analysis shows that the highways least suitable to accommodate additional trips and most expensive to improve, are I-205, especially the segment from I-5 to the Sunrise/Or 212/OR 224, and I-5, especially the segment from Or 217 to south of the Willamette River. US 26 West is constrained by severe congestion at the tunnel and the limited opportunities and huge costs to improve that segment, in addition to the costs of likely needed highway widening and reconstruction of a number of interchanges and overpasses. TV highway is already at 5 lanes, access management has proven to be difficult to implement, and opportunities to build a local network to reduce reliance on the highway are limited due to the presence of the railroad in close proximity. OR 213 and OR 212 are both forecast to fail to meet mobility standards even when widened to 5-lanes, and topography and the presence of natural resources limit opportunities to build a complete local transportation network. US 26 West has some potential to accommodate additional growth. However, areas around US 26 were not identified as either Urban or Rural Reserve Study Areas. ODOT recommends that they be included as both Urban and Rural Reserve study areas to allow for further analysis. ←

It is critical that the cost and feasibility of bringing state highways up to urban standards be considered as one factor in the urban reserves suitability analysis. It is well known from the development of the Federal RTP that ODOT does not have sufficient funds to maintain mobility and design standards on state highways within the current UGB. Therefore, once urban reserves are designated, it is critical that as part of concept planning, funding strategies are identified to pay for those needed improvements.

ODOT welcomes an opportunity to work with Metro and with each of the counties to review and refine this assessment, and to identify next steps.



### Forestry

The Oregon Department of Forestry (ODF) would like to thank the planning departments of Clackamas, Multnomah, and Washington Counties and the Metro staff for their tireless work on the reserves process and recent efforts to inform affected state agencies about this work. ODF also thanks the planners for considering our technical input and spatial analyses in the development of the initial rural and urban reserve candidate areas.

The Oregon Board of Forestry's and Department of Forestry's policy goals with regard to land use planning are to:

1. Maintain the state's total forest land base to provide for a multitude of forest benefits – social, environmental, and economic – desired by Oregonians;
2. Maintain the productivity of the forest land base with the continuous growing and harvesting of forest tree species as the leading use on private lands subject to the protection of soil, air, water, and fish and wildlife values;
3. Promote active management of Oregon's forests by limiting conflicts to the commercial management of forestland for forest uses created by the siting of dwellings, related improvements and non-forest uses on forest land;
4. Reduce the costs and conflicts related to fire prevention and suppression caused by siting dwellings and related improvements on forest lands;
5. Encourage thoughtful planning and oversight of development activities that convert forestlands to non-forest uses.

The Department's highest priority in the Metro Reserves process is promoting recognition by all parties of the importance of retaining forestlands in forest use so future Oregonians, including urban residents, will continue to benefit from the wide range of environmental, economic, and social values forests provide.

ODF's spatial analyses focused on identifying forest lands within the reserves scoping area and highlighting forested areas still retaining "wildland" forest character (defined as forestlands with fewer than five existing structures per square mile) and "mixed forest and agricultural" lands (defined as intermixed forest and agricultural lands with fewer than nine existing structures per square mile). Long term retention of these two classes of forest land are viewed by the Department of Forestry as critical to maintaining forest environmental benefits such as wildlife habitat, water quality, and carbon sequestration and to maintain economically viable private ownership of productive commercial forest lands.

ODF has studied the March 16 candidate area maps and is generally comfortable with the way forest lands within the Reserves scoping area are addressed by the counties. Almost all of the significant blocks of wildland forest and many areas of mixed forest and agricultural land have been designated as rural reserve candidate areas or left undesignated with a preliminary determination they will not be under threat of urbanization over the next 40-50 years. Possible exceptions where further analyses is encouraged include the Gales Creek Canyon area northwest of Forest Grove, the Chehalem Mountain area, and the area northwest of Forest Park where some wildland forest lands have been designated as urban reserve candidate areas. Urban expansion into these areas could create environmental and economic conflicts. The Department of Forestry would like to continue working with Washington and Multnomah Counties to hopefully resolve these site-specific conflicts in a manner that best preserves forestland values.

Some specific concerns and potential conflicts between forest land and urban development in these areas include:

1. The community of Gales Creek has been identified as a “Washington County Community at Risk”. It has been registered on both the State and Federal lists as being at high risk from wildfires. See Washington County, Oregon, Community Wildfire Protection Plan, August 6, 2007.

Some other outlying communities at risk and close to forestland include: Banks, Buxton, Cherry Grove, Dilley, Farmington, Forest Grove, Gaston, Glenwood, Laurel, Laurelwood, Manning, Midway, Mountaindale, North Plains, Sherwood.

2. Commercial forest management activities occur on a regular basis in Gales Creek Canyon as well as on Chehalem Mountain. These activities require heavy truck and equipment traffic on primary and secondary transportation routes like Hwy 8 and Hwy 47 and most secondary roads. These activities create noise and dust that are not conducive to urban settings.
3. The slopes along Gales Creek Canyon have an inherent landslide risk that exists. Several areas have been identified and it is likely that more exist. The placement of structures on and/or at the base of these slopes could create potential public safety risks.
4. Family forest lands are the only remaining habitat links remaining between Forest Park and larger blocks of wildland forest to the northwest. It is in the best interests of the State of Oregon, Metro, the affected counties and urban residents to provide these landowners with economic incentives to continue investing in forest management rather than converting these lands to non-forest uses.

As the Reserves process continues and as Metro makes decisions in the future regarding Urban Growth Boundary (UGB) expansion, the Department of Forestry would also like to reemphasize the need to closely evaluate the "halo effect" of UGB expansion. The Department of Forestry is

guided by a policy objective of retaining forest land in forest uses and maintaining intact, large blocks of forest lands to allow continued viable timber management and the maintenance of important environmental values. The Department of Forestry recognizes UGB expansion may not directly involve forest lands and land use requirements outside of the UGB may remain the same. However, as UGBs move closer to wildland forests and mixed forest and agricultural lands, there may be accelerated pressure outside the UGB for the in-filling of structures. Such outcomes can result in disincentives for continued investments in forest management and should be minimized whenever possible.

Dividing the forest into smaller parcels and adding dwellings (with or without urbanization) can displace wildlife through habitat fragmentation, increase conflicts between residential and commercial forestry uses, decrease incentives to encourage forest land retention (such as forest land tax status), increase the cost of fire protection, incentivize further development pressure by an increasing disparity between forest land development property values versus timber values, and reduce the economic benefits of commercial timber production.

### Agriculture

The comments of the Oregon Department of Agriculture (ODA) at this stage are relatively short, and relate to areas that have been excluded from being considered as candidates for rural reserve designation. The following areas that are not identified as candidate rural reserve areas should be included as candidate areas due to the threat of urbanization and the fact that they are Foundation Agricultural Lands:

1. The lands in Clackamas County located northeast of Boring and east of 282nd Avenue.
2. The lands in Clackamas County adjacent to the cities of Canby and Barlow that are proposed for no further study. It is our understanding that these lands have been excluded simply because the cities wish to consider them for future growth. If the lands are being considered for urbanization, then they should be analyzed as potential rural reserves under the factors in the LCDC rules.

### Wildlife

The Oregon Department of Fish and Wildlife (ODFW) comments echo the comments of ODA regarding areas excluded by Clackamas County from consideration as candidates for Rural Reserve designation. It is unclear why these areas have been excluded, or whether the rationale for excluding them was valid at this time (i.e. to address local aspirations). ODFW completed a cursory review of the excluded areas (based on the Natural Features Inventory and aerial photos in Google Map) and identified the following that may warrant further consideration as possible Rural Reserve:

1. The Canemah Bluffs/Willamette Narrows area west of Oregon City;
2. The area south of Damascus – includes Clackamas Bluffs/Clackamas Greenway on the Natural Features Inventory;
3. The Borland Road area south of the Stafford Triangle

And possibly the following area:

4. The area SE of Boring (extends from the south portion of Boring east to Hwy 26); Primary habitat features may not be in the excluded area (i.e. they may exist in the surrounding area shown as possible Rural Candidate) but I'm not certain.

### Economic and Community Development

Oregon Economic and Community Development Department's (OECD) highest priority in the Metro Reserves process is to provide adequate industrial land now, and in the future, to ensure ongoing opportunities throughout the region. This includes opportunities for both urban and rural residents.

Based on the work presented at the March 16th meeting, OECD has reviewed the work plans put forth by the respective county planning staff. OECD reviewed these comments with the following priorities in mind:

1. This as an informed process to attempt to balance the health and sustainability of the region for all;
2. The need to provide adequate employment land to support the economic growth and well being of the state and the region;
3. The need to allow for development possibilities that will allow Oregon to provide living wage jobs for all Oregonians in the region; and
4. The need to provide employment lands opportunities where most feasible due to environmental, transportation and infrastructure constraints, in a manner that will allow for new, and existing industries.

Candidate maps that address issues related to the suitability of developable lands are of critical importance in helping to determine what lands should be included in the urban reserves area for employment purposes. Multnomah and Washington counties' candidate maps factor these considerations into their analysis on an appreciable scale, despite varying differences in the amount of recommended lands to be included in the candidate areas.

Clackamas County appears to have applied the factors to narrow candidate urban reserves areas to a somewhat greater extent than the other counties. OECDD is not fully comfortable with limiting candidate urban reserve areas at this point in the process to the degree Clackamas County is proposing. OECDD supports the County's recommendation to include the Stafford basin and lands surrounding Wilsonville for consideration as candidate areas. OECDD also believes that other locations, including the area south of the Boone's Ferry Bridge, should not be excluded at this point from the candidate areas, although OECDD understands that there are severe costs and constraints with regard to providing transportation to this area (see Transportation comments), and that this area also raises long term concerns about further development along I-5.

OECDD is planning to undertake a more thorough review of all the county maps in the coming weeks with the recent hire of an industrial lands specialist so will have additional comments as this process moves forward.

Sincerely,



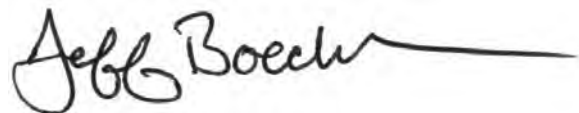
Richard Whitman  
Department of Land Conservation and  
Development



Katy Coba  
Oregon Department of Agriculture



Elaine Smith  
Oregon Department of Transportation



Jeff Boechler  
Oregon Department of Fish and Wildlife



David Morman  
Oregon Department of Forestry



Karen Wilde Goddin  
Oregon Economic and Community  
Development Department

Appendix A: Oregon Department of Transportation Initial Assessment

CC: William Ferber  
Kirk Jarvie  
Keith Johnson  
Mark Ellsworth

**Attachment 1: Oregon Department of Transportation  
Comments on Candidate Urban and Rural Reserves**

		<b>UR Study Area: Yes or No?</b>	<b>Potential to accommodate additional traffic</b>	<b>Relative Cost to Improve</b>
<b>Highway #</b>	<b>Section</b>	<b>Small, Medium, Large UR Area?</b>	<b>Low, Medium or High Suitability</b>	<b>Low, Medium, High, Huge Cost</b>
2W, 92	within + northwest of UGB to Columbia County Line	Not adjacent, but Sauvie Island is, and would impact US 30	<b>Medium</b> - 2035 Financially Constrained RTP identified capacity problems at Cornelius Pass Road and St Johns Bridge intersections. Physical constraints to building local network.	Low
47	I-405 to the Zoo	inside UGB	<b>Low</b> - US 26 tunnel presents constraint to additional traffic; topography offers limited options to improve; would have to build additional tunnel to separate US 26 WB to SB, WB to NB, and WB to downtown and corresponding EB movements.	Huge
47	Murray - 185th	inside UGB	<b>Medium</b> due to "185th - Cornell Rd." STIP project to add 3rd lane in each direction. Murray Blvd, Cornell Rd/Bethany Blvd, and 185th interchanges will have to be rebuilt; physical constraints limit potential capacity of interchanges. Cost estimate does not include rebuilding local overpasses.	Medium
47	> 185th - Cornelius Pass Road	inside UGB	<b>Medium</b> - May require widening highway to six lanes and improving Cornelius Pass Rd Interchange.	High
47	Cornelius Pass Rd to Shute Road / Helvetia Road Interchange	Yes, and on edge of current UGB	<b>Medium</b> - Need to add a WB to SB loop exit-ramp at Shute Rd IC to meet current needs; improved IC may be maxed out with existing growth, i.e. no excess capacity for additional growth.	Medium
47	at Glencoe Road Interchange	Yes, Large	<b>Low</b> - Need a new 5 or 6-lane Glencoe overpass structure and interchange improvements even without additional growth. Shute Rd, Jackson School Rd and Glencoe Rd interchanges would have to be upgraded.	High
47	west of Glencoe Road Interchange	Yes, up to easternmost intersection with OR 47; Large	<b>Medium</b> - consider impacts on weekend recreational and coastal traffic; not just pm peak .	Low
102	from Sunset Highway to NCL of Forest Grove	Yes; Large	<b>High</b> Nehalem Hwy/Wilson River Rd = Or 47/OR 6 interchange would have to be upgraded, and OR 47 brought up to urban arterial standards.	Medium

**Attachment 1: Oregon Department of Transportation  
Comments on Candidate Urban and Rural Reserves**

29	from SW 209 <sup>th</sup> to SW 229 <sup>th</sup> , south of Hillsboro	Yes; Large area but small section of Hwy	<b>Low</b> 2005 and 2035 FC RTP shows existing and future capacity deficiencies, but TV Hwy is already at 5 lanes and access management is difficult to implement. Need adequate storage distance at railroad crossings; there are constraints to widening or adding railroad crossings; may need to depress RR to grade-separate.	Low
29	from WCL of Hillsboro to WCL of Cornelius	Yes; Medium, but small section of Hwy	<b>Medium</b> . Constrained by railroad tracks on south side, and difficult to widen or add railroad crossings; see previous section.	Low
29	south of Pacific Avenue to Yamhill County Line	Yes, Small	<b>Medium</b> – Existing capacity problem at the Pacific/Quince intersection; access management has been difficult to implement.	Low
140	SCL of Hillsboro to Yamhill County Line	Yes; Large	<b>Medium</b> - Several safety projects on this highway to realign curves to improve roadway geometry, widen shoulders, and add left turn channelization have been constructed in recent years. A few more safety projects of a similar type are needed. 2035 FC RTP shows capacity deficiencies even without Urban Reserves.	Medium
142	from SW 170 <sup>th</sup> to SW 196 <sup>th</sup> /Marlin Dr	Yes; Large area but small section of Hwy	<b>Medium</b> . Existing capacity problems with 3 lane section; planned for 5 lane section but no funding has been identified.	Low
1W, 91	from SCL of Sherwood to Yamhill County Line	Yes; Small	<b>Low</b> – FC 2035 RTP identified capacity problems. Improvements identified in I-5/99W study and Newberg – Dundee project, if constructed, will affect performance. Tualatin-Sherwood Rd, Edy Rd and Sunset Blvd intersections need to be improved to address existing capacity constraints.	Low
1	inside UGB and from Wilsonville SCL to Marion County line	No	<b>Very Low</b> - FC 2035 RTP identified severe capacity problems on I-5 within and south of existing UGB and at Wilsonville Interchanges. Congestion is especially high in the segment between I-217 and I-205. Widening of I-5 including Boones Bridge will be very expensive.	<b>Huge</b> "Huge" = over \$500 million; see next page
1E, 81	from Canemah to Canby	Yes, Small	<b>Medium</b> – Clackamas County Rural TSP identified geometric deficiencies. Presence of railroad and bluffs constrain ability to make improvements. Oregon City tunnel presents a pinchpoint. Capacity constraints in Canby due to railroad and existing development patterns.	Low

**Attachment 1: Oregon Department of Transportation  
Comments on Candidate Urban and Rural Reserves**

160	within UGB and from SCL of Oregon City to Molalla	Yes, Medium	<b>Low</b> - Rural Clackamas County TSP (2000) and Or 213 Corridor South Study identified a need for a 5-lane section. 2035 FC RTP shows severe congestion even after improvements. A number of safety projects to add left turn channelization and widen shoulders have been constructed in recent years, and a few more similar safety projects are being developed. Growth in this area would require construction of interchanges due to expressway designation; these are expensive to build.	High
64	from I-5 to Or 212/224, within and outside UGB	Yes, E and NE of Wilsonville: Large. Stafford: Medium. East of Oregon City: Medium	<b>Very Low</b> - even without additional growth, need to widen I-205 to at least 6 lanes, widen the Abernethy Bridge, add truck climbing lane, and improve several interchanges including @ Or 213; very expensive	Huge
175	from ECL of Damascus to US 26	Yes; Medium	<b>Low</b> - 2035 FC RTP, Damascus-Boring Concept Plan, and Clackamas County Rural TSP identified capacity deficiencies, to be resolved through development of Damascus local transportation system and access management.	High
171	from Clackamas River to Estacada	Yes, Medium	<b>Medium</b> - 2035 FC RTP and Rural Clackamas County TSP (2000) identified some capacity as well as safety and geometric deficiencies ("Carver Curves"), with constraints to addressing these deficiencies.	Medium
26	from Multnomah County Line to Sandy	Yes, Large (in Multnomah County, plus some in Clackamas)	<b>Medium</b> - Urban growth in this area may require widening of US 26 to 6 lanes with construction of additional interchanges to implement expressway designation, as well as correction of safety problem at Kelso Rd; in addition, there will be increased need for the I-84 to US 26 Connector.	High
				<b>Cost Assumptions</b>
	ECL - eastern City limits			< \$ 100 M = Low
	SCL - southern City limits			\$ 100M - \$ 250 M = Medium
				\$ 250 M - \$ 500 M = High
	Note: map shows some undesignated area: status should be clarified			> \$ 500 M = Huge