

MEMORANDUM

DATE: September 7, 2010
TO: KJ Won, Planner, City of Banks
FROM: Arnold Cogan, Ellie Fiore, Ric Stephens and Larry Derr
RE: City of Banks Proposed Plan Amendments

The Quail Valley Golf Course (QVGC) is located adjacent to the City of Banks. The City of Banks is preparing to expand its UGB and QVGC wishes to include the golf course in the City's expansion. QVGC owns approximately 172 acres adjacent to the east of the City of Banks. Approximately 140 acres is developed with an 18-hole golf course, driving range and supporting facilities. The golf course will remain in its current use and QVGC wishes to develop the remaining property for residential and commercial development over the next several years. During subsequent proceedings for adoption of the City's UGB expansion QVGC will submit a proposal to adjust the location of residential land in the current City UGB proposal and the golf course land so that the existing golf course facility will be protected without increasing the amount of residential land in the current City proposal.

To support this effort, QVGC is proposing amendments to the City of Banks Comprehensive Plan Goal 8 Recreation Element and the City's Park & Recreation Master Plan. The purpose of the Comprehensive Plan amendment is to include the Quail Valley Golf Course in a Goal 8 inventory of recreation needs and opportunities in the planning area and to adopt a policy for inclusion of the course in the City's UGB, annexation into the City, and protection under the City's Community Facilities zoning designation. The purpose of the Master Plan amendment is to conform the Master Plan to LCDC Goal 8 requirements and coordinate it with the amended Goal 8 Comprehensive Plan provisions so that it can be adopted as a resource element of the Comprehensive Plan.

Cogan Owens Cogan, LLC (COC) was retained as a consultant to QVGC to prepare these proposed amendments and associated findings. The following work products are attached to support this effort:

- Findings / Demonstration of Compliance with Goal 8 Planning Guidelines
- Proposed Goal 8 Text Amendments
- Proposed Park and Recreation Master Plan Amendments (electronic hypertext document *2010 Park and Recreation Master Plan Update*)

The proposed Goal 8 amendments are set forth below. The proposed amendments to the Park Master Plan are included in a separate document.

Goal 8 Amendments

Description and Purpose

The following text amendments are proposed for the Goal 8 element of the Banks Comprehensive plan. These amend the existing Banks Comprehensive Plan, last amended in 1989, to:

- include the QVGC in an inventory of recreation resources; add policies that more accurately reflect the City's current positions;
- add policies reflecting current City priorities, including supporting the QVGC in the City of Banks and
- preserve the golf course for open space and recreation uses.

The 2010 Revised Park and Recreation Master Plan should be adopted as a resource element of the Comprehensive Plan.

Text Amendments (~~striketrough~~/underline)

8. Recreation

Goal: To provide programs and facilities to meet the recreational needs of area residents and visitors.

Objectives: a. Community ~~park~~parks and outdoor recreation areas should be protected, encouraged and enhanced.

b. Development of pedestrian~~and~~/bicycle pathways and trails should be promoted.

Policies: 1. The City will plan community recreation facilities in conjunction with existing and planned school facilities so that they ~~complement~~complement each other in function.

2. Proposed recreation facilities will be be evaluated by how well they meet ~~reviewed as to fulfilling~~ the needs of the community at large and providing opportunities for handicapped, elderly, low-income, and young people ~~of different ages and sex, including handicapped~~.

3. Priority will be given to local needs.

4. The City will work with community groups in identifying specific sites, site development plans, and financing strategies for recreational facilities.

5. The City will coordinate with and encourage ~~both the Sunset~~

~~Chamber~~Banks Sunset Park Association Inc., Quail Valley Golf Course and Banks School District regarding the continued use of these recreational facilities by the city residents.

6. The City recognizes the Quail Valley Golf Course as a recreation resource that meets current and long-term recreation needs.

7. The City will add the Quail Valley Golf Course to the City's UGB, and upon annexation to the City include it in the Community Facilities Zone in order to protect and preserve it as an open space and recreation resource for city and state residents and visitors.

8. The City will amend the Community Facilities Zone by removing the restriction on its applicability to publicly owned facilities, thereby facilitating inclusion of Sunset Park and Quail Valley Golf Course within the Zone and its restricted uses.

Note: This section will be replaced by the updated resource inventory and description in the Updated 2010 Park and Recreation Master Plan.

Recreation

~~The City has a large diversified recreational area of about 60 acres at the south end of the City facing both sides of Main Street. This land consists of the Sunset Chamber Grounds and the Banks School District property. The area is less than ½ mile from any residence in the City (see Urban Facilities and Services map).~~

Sunset Chamber Grounds

~~The property (25.5 acres) is located inside the Banks city limits since 1980. The grounds are administered by the Sunset Chamber, a non-profit organization consisting of Washington County residents. The grounds has a large auditorium, gun club (skeet), two baseball diamonds and horseback riding area. The auditorium is used for social functions as dances and flea markets. The site is best known for the Banks Barbecue in August, which draws 5,000-8,000 people. Sunset Park also forms the City's primary open space area, and, as such, is identified as a "goal 5" resource.~~

Banks School District

~~The School district property complex in Banks consists of the High School, Junior High School and an elementary School on 35 ½ acres. There are 3 softball diamonds, 2 tennis courts, 2 gymnasiums, a football field, dirt running track, and playground. The school district has no immediate plans for development of the 10 acres which were annexed in~~

~~1980. The property is currently used by Future Farmers of American for agricultural crops.~~

~~The Banks City Park at the corner of Main and Sunset streets is the site of the Banks Boy Scout cabin which is identified as a historic resource. The property is owned by the City of Banks.~~

~~Henry Hagg Reservoir~~

~~This recreational facility is 13 miles southwest of Banks and provides trout fishing, boat launching and picnic areas.~~

~~Citizen workshops indicated a need for more outdoor recreation and that the Sunset Chamber grounds should be upgraded. Primary recreation activities now are fishing and hunting. The Land Use Plan underscores the need to centralize the Sunset Chamber area and Banks School District Property to residential growth. Future planning efforts to develop a bicycle/pedestrian system will help make this area more accessible to neighborhoods.~~

~~The National Recreation Association standards for a city of 1,000 is a 1.50 acre park and 2.75 acre playground. These standards would indicate that the City of Banks will have abundant recreation area throughout the planning period. The City encourages emphasis on improving the quality of local recreational facilities rather than land acquisition.~~

Proposed Findings in Support of Comprehensive Plan and Park and Recreation Master Plan Amendments

Golf courses occupy an unusual position in the scheme of land use planning in Oregon as a result of state statutes and LCDC Goals. Golf courses fulfill an urban need for open space and recreational activity. Because urban development is limited to areas within urban growth boundaries and expansion of the UGBs is tightly restricted, there are few or no large blocks of undeveloped land in the UGBs for a golf course. Any undeveloped land on the UGB fringe in the path of expansion is also too costly to permit golf course development. The result is that few new golf courses will be created within existing urban areas or on the fringes.

Banks has a unique opportunity to bring the existing Quail Valley Golf Course (QVGC) within the control of the City's UGB and City limits for the benefit of its citizens. In doing so, the City can realize the financial benefits of taxing the course without adding demand for additional urban services. Future residential uses adjacent to the golf course would add to the diversity of the housing supply in the City by providing homes with the amenity of the adjacent golf course and open space.

As a first step in this process, the Goal 8 Recreation Element amendment includes the Quail Valley Golf Course in a Goal 8 inventory of recreation needs and opportunities in the planning area and adopts a policy for inclusion of the course in the City's UGB and annexation into the City. The Master Plan amendment conforms the Master Plan with LCDC Goal 8 requirements and coordinates it with the amended Goal 8 Comprehensive Plan provisions so that it can be adopted as a resource element of the Comprehensive Plan.

The following narrative demonstrates how these amendments not only benefit the City and its residents, but are consistent with state and local plans and goals.

Statewide Land Use Planning Goals and Goal 8 Planning Guidelines (OAR 660-015-0000(8))

Goal 8: "To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

The requirements for meeting such needs, now and in the future shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise, (2) in appropriate proportions and (3) in such quantity, quality and location as is consistent with the availability of the resources to meet such requirements. State and Federal agency recreation plans shall be coordinated with local and regional recreational needs and plans."

DLCD defines “Recreation Areas, Facilities and Opportunities” as follows:

“Recreation Areas, Facilities and Opportunities provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archeology and natural science resources; scenic roads and travel ways, sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.”

DLCD defines “Recreation Needs” as follows:

“Recreation Needs refers to existing and future demand by citizens and visitors for recreation areas, facilities and opportunities.”

LCDC Goal 8 Planning Guidelines

In OAR 660-015-0000(8), LCDC provides 11 guidelines to assist community planners. The narrative below demonstrates how these amendments conform to these guidelines.

1. *“An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires.”*
2. *“An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area that are available to meet recreation needs.”*

These amendments support adding the QVGC, an existing recreational resource, to the City of Banks. The QVGC is a privately-owned public golf course that currently serves the recreational needs of Banks residents and students as well as attracting visitors from around the region and state.

An inventory of recreation opportunities was conducted as part of the *2007 Park and Recreation Master Plan (2007 Master Plan)*. The *2010 Park and Recreation Master Plan Update (2010 Update)* reflects additional/expanded recreation opportunities associated with The Intertwine, Sunset Park and Quail Valley Golf Course.

The Golf Course has been economically viable since 1996, demonstrating its ability to serve local and regional “wants and desires” for this recreation type. In addition to serving the recreation needs of Banks and the immediately surrounding area the golf course serves the recreational needs of high-density population centers in Washington County and the City of Portland and of visitors from within and outside of the State of Oregon.

The sport of golf has gained immense popularity in recent decades. The 2010 Statistical Abstract of the United States reported that there are over 22 million golfers in the United States and the number of golf facilities increased from 12,846 in 1990 to 15,979 in 2008, or an increase of 24%¹.

A 2009 report, *A Recreation Assessment of Northwest Oregon*, identified golf as the second-fastest growing recreation activity in Oregon, with an 188% increase in participation between 1987 and 2002².

In view of the significant growing national and statewide popularity of golf in recent years, it is reasonable to expect that the sport may be considered as a local form of recreation for Banks residents. This is especially important as Banks population is projected to almost triple by 2026 with a continued shortfall in large-area recreation. Moreover, the QVGC serves to implement the statewide planning goal, i.e., satisfy citizens' recreational needs.

Between 35,000 and 45,000 rounds of golf are played at QVGC annually. In addition to filling recreational needs for City and Metro-area residents, the QVGC contributes to the economic and educational vitality of the City as well. The Banks High School golf team uses QVGC during its season and in summers. This service is provided at no cost to the school or the players. QVGC has also made donations to the school district, including in-kind donations to support the school's new wrestling facility. Banks Elementary students have visited the QVGC on several field trips as part of career education programs. QVGC hosts the Pacific University golf team and a variety of other activities listed in the 2010 Park and Recreation Master Plan Update.

QVGC also hosts events for local civic organizations including the Banks Chamber of Commerce. The QVGC is a member of the Banks Chamber and supports several local businesses.

The golf course helps meet the recreational needs of City residents as well as residents of the Portland metro area. QVGC also contributes to the local economy by attracting these visitors, making charitable donations and directing its buying power to local businesses.

The QVGC is recognized as a recreational resource in the *2010 Banks Park and Recreation Master Plan Update* facilities inventory and identified as meeting special use needs in the the Needs Analysis.

1 2010 Statistical Abstract of the United States, Table 1206 Selected Recreational Activities: 1990 to 2008.

² (Source: "A Recreation Assessment of Northwest Oregon: Current Conditions, Trends and Opportunities," James Kent Associates, February 2009, http://www.oregon.gov/ODF/STATE_FORESTS/docs/Recreation/Analysis_of_Rec_Needs-Final_Report_3-09-09.pdf?ga=t)

The Quail Valley Golf Course is a major recreational and community resource for the City of Banks. Since it is an existing use, the need for this use is demonstrated by current use levels by the public. It also helps meet the growing demand for golf in Northwest Oregon and fulfills the Goal 8 Goals of satisfying recreational needs of the citizens of Oregon.

3. Recreation land use to meet recreational needs and development standards, roles and responsibilities should be developed by all agencies in coordination with each other and with the private interests. Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans.

The City of Banks developed and adopted the Park and Recreation Master Plan in 2007 and included the QVGC in its inventory of recreational resources. The 2010 Update includes additional information on use of the golf course, resource inventory and needs analysis. By bringing QVGC within the protection of City land use regulatory jurisdiction the City will coordinate preservation of this recreation resource with the private interests that originally developed the resource.

4. The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities.

This guideline is not relevant to this amendment.

5. The State Comprehensive Outdoor Recreation Plan (SCORP) could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities.

This guideline is not relevant to this amendment since the golf course is an existing use. However, this amendment is supported by SCORP, which identifies several demographic shifts occurring in Oregon including an aging population and a more indoor-oriented youth. The Quail Valley Golf Course addresses recreation for both demographics. Golf is a sport that can be played by seniors and the golf course has programs designed for this demographic. The golf course also has programs tailored for students and youth.

6. When developing recreation plans, energy consequences should be considered, and to the greatest extent possible non-motorized types of recreational activities should be preferred over motorized activities.

The course is adjacent to the City, and requires minimal energy for residents to travel to the course. Golfing is a non-motorized recreational activity, with the exception of optional electric carts that enable persons with less mobility to play and the carts are energy-efficient.

The Park and Recreation Master Plan 2010 Update includes additional information on local, regional and statewide trails that contribute to non-motorized recreational activities.

7. Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that

- (a) Meet recreational needs requirements for high density population centers,*
- (b) Meet recreational needs of persons of limited mobility and finances,*
- (c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,*
- (d) Minimize environmental deterioration,*
- (e) Are available to the public at nominal cost, and*
- (f) Meet needs of visitors to the state.*

(a) The National Recreation and Park Association (NRPA) recommends that 18-hole golf courses are located within 20 miles of a population center. QVGC is located within 20 miles of several cities in Washington County as well as the City of Portland.

(b) The availability of electric golf carts allows persons of limited mobility to participate. The high school golf team is able to use the course at no cost.

(c) The proximity of QVGC to the City of Banks and its population centers as well as several other high-density centers allows visitors to reach the golf course with short car trips or by bike or foot. Very little energy is consumed by course maintenance and little or none is required by the recreation use itself.

(d) The golf course preserves open space and promotes increased biodiversity with ponds and varied ecosystems. (The DLCD definition of open spaces in OAR 660-023-0220(1) includes golf courses.)

(e) The golf course is open to the public. QVGC sponsors numerous recreational events with varying costs, allowing a wide range of demographic usage.

(f).The golf course provides a tourism venue for state and regional visitors. The golf course provides economic benefits to the local community and region.

8. Unique areas or resources capable of meeting one or more specific recreational needs requirements should be inventoried and protected or acquired.

The 2010 Update identifies the QVGC as an existing resource that contributes to the City's special use recreational needs. It is a unique resource in the area because it is highly unlikely that it could be replicated under current land use laws if it did not

currently exist. There is no large block of land of sufficient size within the existing Banks UGB to develop a golf course. Within the area surrounding the City any block of land of sufficient size and suitability for a golf course, including the existing site, includes high value farm land upon which new golf courses are prohibited under LCDC rules.

The QVGC also meets regional recreation, educational and other community needs. The plan amendments support adding the QVGC to the City of Banks which will protect this resource by bringing it under the City's planning jurisdiction. QVGC is currently part of Washington County's jurisdiction and zoned Exclusive Farm Use (EFU) and Agricultural and Forest (AF-5) which would allow the course to be converted to farm use by right. Under the Washington County zoning and jurisdiction, the City has no standing to protect the golf course as an open space and recreational resource. As interpreted in *Gruber v Lincoln County*, 2 OR LUBA 180 (1981), when a recreational resource has been identified Goal 8 requires that the applicable land use regulations provide some measure of protection for the resource. The plan amendments will allow the City to preserve the QVGC as a recreational and community asset through annexation and zoning.

9. All state and federal agencies developing recreation plans should allow for review of recreation plans by affected local agencies.

This guideline is not relevant to these amendments.

10. Comprehensive plans should be designed to give a high priority to enhancing recreation opportunities on the public waters and shorelands of the state especially on existing and potential state and federal wild and scenic waterways, and Oregon Recreation Trails.

The 2010 Park and Recreation Master Plan Update emphasizes Oregon Recreation Trails and identifies Banks as a potential link on the Path to the Pacific Trail connecting metropolitan Portland with the coast.

11. Plans that provide for satisfying the recreation needs of persons in the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

This guideline is met because QVGC is an existing use and, as such, does not require the expenditure of any additional resources in its creation. The golf course provides and protects a large amount of land as open space. This use is well within the carrying capacity of the land, air and water.

City of Banks Comprehensive Plan

The following Comprehensive Plan policies are also relevant to these plan amendments.

Goal 5: Open Space, Scenic and Historic Areas, and Natural Resources

Policy 5: The city will continually explore ways to develop and maintain an open space network at a minimum cost to the public.

These plan amendments support the City in its efforts to expand its inventory of open spaces by adding the QVGC to the City. Since the golf course is an existing, privately-owned resource, there is minimal cost associated with adding QVGC to the City's parks and recreation system.

Goal 9: Energy

Policy 1a: Provide recreation in proximity to developed areas.

QVGC is immediately adjacent to the current City boundary and existing City development, including some of the densest residential neighborhoods.