BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF GRANTING A TIME) RESOLUTION NO 99-2844
EXTENSION FOR THE CITY OF GRESHAM)
FOR COMPLIANCE WITH TITLE 3 OF THE) Introduced by Executive Officer Mike
URBAN GROWTH MANAGEMENT) Burton
FUNCTIONAL PLAN	

WHEREAS, the Metro Council adopted the Urban Growth Management Functional Plan for early implementation of the 2040 Growth Concept on November 21, 1996, by Ordinance No. 96-647C; and

WHEREAS, the Metro Council amended Ordinance Nos. 96-647C and 97-715B to amend Title 3 of the Urban Growth Management Functional Plan and amend the Regional Framework Plan, Appendix A and adopted the Title 3 Model Ordinance and Water Quality and Flood Management Maps on June 18, 1998; and

WHEREAS, the Urban Growth Management Functional Plan requires that all jurisdictions in the region make comprehensive plan and implementing ordinance changes needed to come into compliance with Title 3 of the Functional Plan by December 18, 1999; and

WHEREAS, the Urban Growth Management Functional Plan in Metro Code

Section 3.07.820.C provides that Metro Council may grant extensions to timelines under the

Functional Plan "if the city or county has demonstrated substantial progress or proof of good

cause for failing to complete the requirements on time;" and

WHEREAS, the City of Gresham has requested a time extension to complete Title 3 compliance work based on evidence showing "substantial progress or proof of good cause" for failing to meet the December 18, 1999 deadline for compliance with Title 3 of the Functional

Plan and has submitted detailed timelines showing when the work will be completed, now therefore,

BE IT RESOLVED:

- 1. That the City of Gresham shall receive time extensions for compliance with Title 3 of the Functional Plan as shown in Exhibit A.
- 2. That any further requests for time extensions or requests for Functional Plan exceptions made by the above named jurisdictions shall be determined as delineated in Metro Code 3.07.820, Sections B and C.

ADOPTED by the Metro Council this 14th day of Ocrober 1999.

Rod Monroe, Presiding Officer

APPROVED AS TO FORM:

Daniel B. Cooper, General Counsel

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EXHIBIT A

Title 3 Functional Plan time extensions have been requested by the City of Gresham.

City of Gresham

October 2000

The City of Gresham code requires balanced cut and fill for development in the floodplains and addresses some erosion control measures. The City has requested a time extension to October 2000 to complete its compliance work for Title 3.

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GROWTH MAGEMENT COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 99-2844, FOR THE PURPOSE OF GRANTING A TIME EXTENSION FOR THE CITY OF GRESHAM FOR COMPLIANCE WITH TITLE 3 OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN.

Date: September 29, 1999 Presented by: Councilor Bragdon

Committee Action: At its September 14, 1999 meeting, the Growth Management Committee voted 2-0-1 to direct legal counsel to draft a companion resolution to Resolution 99-2834A that only applied to the City of Gresham. Voting in favor: Councilors Bragdon and McLain. Councilor Park abstained.

Council Issues/Discussion: Resolution 99-2844 grants an extension to the City of Gresham for compliance to Title 3 of the Urban Growth Management Functional Plan to October 2000. Staff has concluded that Gresham has shown substantial progress towards meeting compliance with this Title, and the Executive Officer recommends the approval of the resolution.

For an extended discussion of this issue with regard to other, related extension requests please see the committee report for Resolution No. 99-2834A.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 99-2844 GRANTING TIME EXTENSIONS FOR THE CITY OF GRESHAM FOR COMPLIANCE WITH TITLE 3 OF THE URBAN GROWTH MANANAGEMENT FUNCTIONAL PLAN

Date: September 22, 1999 Presented by: Mary Weber

Prepared by: Brenda Bernards

PROPOSED ACTION

Adoption of Resolution No. 99-2844 granting a timeline extension to the Functional Plan compliance deadline for the Title 3: Water Quality, Flood Management and Fish and Wildlife Conservation (Title 3) to the City of Gresham.

BACKGROUND AND ANALYSIS

Metro Code 3.07.820.C (Title 8 of the Functional Plan) provides that Metro Council may grant time extensions to Functional Plan requirements if a jurisdiction can demonstrate "substantial progress or proof of good cause for failing to complete the requirements on time."

On June 18, 1999 the cities and counties reported on their progress for compliance with the requirements of Title 3 of the Functional Plan. Throughout the region, the local jurisdictions have made considerable progress in dealing with flood management, erosion and sediment control and protection of the water quality resource areas. Each jurisdiction has elements of the requirements in place and is working towards amending current standards to be consistent with Title 3. Twenty jurisdictions anticipate compliance with the requirements of Title 3 on or before December 18, 1999.

The City of Gresham requested a time extension to the December 18, 1999 deadline to implement the requirements of Title 3 of the Functional Plan. The City's request for time extension is attached to this report.

Compliance Progress

Extension Request: October 2000

The City of Gresham's code requires balanced cut and fill for development in the floodplains and addresses some erosion control measures. The City has requested a time extension to October 2000 to complete its compliance work for Title 3. Gresham has met the Metro Code criterion for "substantial progress or proof of good cause for failing to complete" Functional Plan compliance (Metro Code 3.07.820.C).

BUDGET IMPACT

Adoption of this resolution has no budget impact.

EXECUTIVE OFFICER'S RECOMMENDATION

The Functional Plan implementation time extension request for the City of Gresham is recommended for approval. Any further requests for time extensions or requests for Functional Plan exceptions made by these jurisdictions would be determined as delineated in Metro Code 3.07.820, Sections B and C.

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Title 3 Compliance Status – September 20, 1999				
Jurisdiction	Status	Pending Council /Committee Action	Metro Contacr Jurisdiction Contact	
Beaverton	 Participating in Washington County coordination effort for Title 3 compliance has requested an extension to July 2000 Requested an exception for the Murray Scholls Town Center and downtown 	Growth Management Committee (GMC) has requested additional data	Brenda Bernards Veronica Smith	
*Clackamas County	Updating code as neededAnticipates compliance by Dec. 1999		Ray Valone Greg Frits	
Cornelius	 Participating in Washington County coordination effort for Title 3 compliance, Anticipates compliance by Dec. 1999 		Barbara Linssen Tracey Lee	
Durham	 Greenway zone along Tualatin River implements much of Title 3, timing for adopting remaining requirements is uncertain 		Barbara Linssen Roel Lundquist or K.J. Won	
Fairview	Anticipates compliance by Nov. 1999		Brenda Bernards John Anderson	
Forest Grove	Anticipates compliance by Jan. 2000		Ray Valone Tim O'Brian	
Glädstone	Has requested a extension to Dec. 2000	extension recommended by GMC, to Council for approval	Barbara Linssen Jonathan Block	
Gresham	 Currently drafting Title 3 code changes, working with an advisory committee Anticipates compliance by Oct. 2000 	extension recommended by GMC, to Council for approval	Marian Hull Jonathan Harker	
Happy Valley	Anticipates compliance by Dec. 1999		Brenda Bernards Jim Crumley	
Hillsboro	Anticipates completing mapping requirements in Dec. 1999 and code requirements in Oct. 2000	Growth Management Committee (GMC) has requested additional data	Ray Valone Pat Ribela	
Johnson City	Seeking exception to all Functional Plan requirements		Barbara Linssen No staff	
King City	Has not begun work, but will follow Washington County/Tigard lead		Marian Hull Jane Turner	
Lake Oswego	Largely complete, needs to adopt balanced cut and fill Anticipates compliance by Dec. 1999		Ray Valone Jane Heisler	
Maywood Park	No Title 3 areas inside city boundary		Barbara Linssen No staff	
Milwaukie	Anticipates compliance by July 2000	extension recommended by GMC, to Council for approval	Brenda Bernards Alice Rouyer	
Multhomah County	Working to coordinate efforts with cities Has an extension for all compliance work to March 2000	approved extension to March 2000	Barbara Linssen Tricia Sears	

Title 3 Compliance Status – September 20, 1999				
Jurisdiction	Status	Pending Council /Committee Action	Metro Contacr Jurisdiction Contact	
Oregon City	 Anticipates compliance by Oct. 1999 City Commission held first reading second reading October 6, 1999 		Brenda Bernards Nancy Kraushaar	
Portland	Anticipates compliance by Dec. 1999		Barbara Linssen Mary Abrams	
Rivergrove	Anticipates compliance by Dec. 1999		Marian Hull Mike Collmeyer	
Shierwood	 Participating in Washington County coordination effort for Title 3 compliance Anticipates compliance by Dec. 1999 		Marian Hull Greg Turner	
Tigard ()	 Participating in Washington County coordination effort for Title 3 compliance Anticipates compliance by Dec. 1999 		Brenda Bernards Duane Roberts	
Troutdale	Anticipates compliance by Dec. 1999		Ray Valone Sheryl Sanderson	
Tualatin' ***	 Participating in Washington County coordination effort for Title 3 compliance have requested an extension to Oct. 2000 	received Sept. 14 not yet considered by GMC	Marian Hull Jim Jacks	
Washington county	Participating in Washington County coordination effort for Title 3 compliance has requested an extension to Oct. 2000	Growth Management Committee (GMC) has requested additional data	Brenda Bernards Hal Bergsma	
West Linn	Anticipates compliance by Dec. 1999		Marian Hull Kristi Meyer	
Wilsonville	Anticipates compliance by Dec. 1999		Ray Valone Stephan Lashbrook	
Wood Village	In compliance July 1999 Used model code for affected features	·	Brenda Bernards Carole Connell	

Note: The City of Gresham, Washington County and the cities of Washington County currently require balanced cut and fill and some erosion control measures.

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MEMORANDUM

Long Range Planning Project & Policy Development Team Community Development Department

7/12/99

To:

Mike Burton, Executive Officer and Metro Council

Elaine Wilkerson, Director Growth Management Services

Marian Hull, Senior Regional Planner

From:

Richard Ross, AICP, Project & Policy Development Manager
Jonathan Harker, AICP, Community Planner III

RE:

Report on Title 3 Compliance (Title 8 - Section 3.07.820.G)

Section 3.07.820.G requires the City of Gresham to transmit to Metro an evaluation of its plan concerning Title 3, copies of applicable documents, and findings on how it will achieve Title 3. Although the City has made considerable progress on Title 3 implementation it has not progressed as much as seems to be anticipated in Section 3.07.820.G; nor will the City meet the 18-month (December 18, 1999) compliance deadline. This report will detail the progress the City has made towards Title 3 implementation, comment on the first hearing requirement of Section 3.07.820.F, and request an extension of the deadline as provided for in Section 3.07.820.C.

SECTION 3.07.820.G.1 requires an evaluation of their local plans, including any relevant existing regulations and the amendments necessary to comply with Title 3 of this functional plan.

3.07.320. Applicability. Title 3 deals with Water Quality Resource and Flood Management Areas, erosion control and emergency provisions. The City has initiated a project to address these areas. Title 3 also includes Fish and Wildlife Habitat Conservation but does not yet require action. City staff has been involved in Metro's Goal 5 project by attending TAC meetings and CPR Workshops and will continue to do so.

3.07.330 Implementation Alternatives. The City's chosen implementation alternative is to adopt the Metro Water Quality and Flood Management maps. The maps will be used as a reference and code language implementing the Title will prevail over the map. Evaluation of the Code language will utilize the Title 3 Model Ordinance. The process for adopting the code and maps will be a Type IV legislative process that means public hearings by the Planning Commission and Council. Council will make the final decision. Standard noticing will occur including notice as required by Measure 56. The City Council, Planning Commission and Growth Management Committee have given this direction.

- 3.07.340.A Flood Management Performance Standards. These provisions require development in a Flood Management Area to meet standards such as balanced cut and fill, that habitable structures be at least one foot above the design flood elevation and that uncontained hazardous materials be prohibited. There are also provisions concerning planting new trees, construction of detention facilities and stream crossings. The City has had 100-year flood plain regulations for many years. In December 1998 the City adopted additional performance standards as required for Title 3. Current City code substantially complies with the Title 3 flood management performance standards and only minor amendments will be necessary to the City's Flood Plain Overlay District.
- 3.07.340.B Water Quality Performance Standards. These provisions generally prohibit development in Water Quality Resource areas that are the protected water feature plus a vegetated corridor. Some development is allowed if there are no practicable alternatives and mitigation occurs. Provisions are required that allow some development if the parcel is wholly or substantially in the WQRA. Current City code does not address the Water Quality Performance Standards.
- 3.07.340.C Erosion and Sediment Control. This section requires the City to adopt erosion control measures for all development (Citywide) during and after construction to prevent the discharge of sediments. The City has had erosion control standards for some time. The Council adopted additional measures concerning erosion and sediment control in December 1998. Current City code substantially complies with Title 3. Only minor, if any, changes will be required.
- 3.07.340.D Implementation Tools to protect Water Quality and Flood Management Areas. This section includes requirements and suggestions. Requirements include allowing density transfers or other means to mitigate development restrictions, provisions for existing development and criteria for Title 3 wetlands. Amendments to the Code will be necessary for these requirements. In December 1998 the City did amend its definition of wetlands to include the criteria for Title 3 wetlands. The suggestions in this section include conditions of approval to require conservation easements, open space platting or sale or donation of WQRA/FMA areas and an option of tying requirements to building permits. Language for these provisions will be drafted and considered for adoption as part of the process.
- 3.07.340.E Map Administration. This section requires the City to have a process to correct possible map errors, modify the WQRA and add Title 3 wetlands. It also exempts water quality and stormwater detention facilities from Title 3 wetland criteria. The City code will need to be amended to add these provisions.
- 3.07.350 Fish and Wildlife Habitat Conservation Area. The City is not yet required to address this section of Title 3. 3.07.350.B has a recommendation for temporary standards. However, Metro has not yet mapped the Fish and Wildlife Conservation Areas where these standards would apply. As time allows in the project the City may consider incorporating WQRAs with the City's current Natural Resource Overlay District and could consider these temporary measures at that time.
- 3.07.360 Metro Model Ordinance Required. As noted before, the City will utilize the Model Ordinance during its process. City staff has been in contact with Metro staff with questions about the Model Ordinance.
- 3.07.370 Variances. This addresses Fish and Wildlife Habitat Protection only and does not need to be addressed at this time. The City does provide for map errors and variances to the City's current Natural Resource Overlay District.
- SECTION 3.07.820.G.2 requires copies of applicable comprehensive plans, maps and implementing ordinances as proposed to be amended.

Enclosed are a number of draft amendments to the City's Development Plan. For each of the documents enclosed there is a summarizing cover sheet. It needs to be noted that these are not proposed amendments. Rather, they are initial drafts that will need to be reviewed and refined during the remainder of the process. The drafts submitted are:

- 1. Draft Water Quality Resource Area (WQRA) Overlay District
- 2. Draft Findings for WQRA
- 3. Draft Amendments to Flood Plain Overlay District (Flood Management Area FMA)
- 4. Draft Variance Provision for WQRA
- 5. Draft Map Procedures for WQRA and FMA
- 6. Draft Definitions for WQRA and FMA
- 7. Draft Findings and Text for Native Plant List
- 8. Also included is an adopted plan amendment (CPA 98-5301) partially implementing Title 3 concerning wetlands, flood management and erosion control. I have also included a copy of the City's current Flood Plain Overlay District and erosion control standards and erosion control handbook.
- 9. Also included is a Draft Parcel based map of the WQRA and FMA areas based on the adopted Metro maps. Again it needs to be noted that this is a draft and does not include any changes or map error corrections that may be proposed. Section 3.07.820.3 does provide that Cities ... may request areas to be added or deleted from the Metro Water Quality and Flood Management Area Map based on a finding that the area identified on the map is not a Water Quality and Flood Management Area ... as defined in this functional Plan. Areas may also be deleted from the map if the city ... can prove that its deletion and the cumulative impact of all deletions in its jurisdiction will have minimal impact of the water quality of the stream and on flood effects. Findings shall be supported by evidence, including the results of field investigations.
- 10. To date the City has been alerted to one potential correction. There are two log ponds that are shown as wetlands on the Metro WQRA/FMA maps. These are located on parcels 1S3E04DD 2700, 2800 and 2900. The City has received a copy of a letter from the Corps of Engineers that states that "the ponds are not 'waters of the U.S. as defined in 33 CFR 328, and are not subject to the regulatory authority of the U.S. Army Corps of Engineers under Section 404 of the Clean Water Act'." Enclosed is a copy of that letter.

SECTION 3.07.820.G.3 requires Findings that explain how the amended city ... comprehensive plans, maps and implementing ordinances will achieve the standards required in Title 3 of this functional plan. In developing the evaluation, plan and ordinance amendments and findings, cities ... shall address the Metro 2040 Growth Concept, and explain how the proposed amendments implement the Growth Concept.

Each of the enclosed draft amendments includes cover sheets that briefly describe how they relate to Title 3. Also for the WQRA draft, the FMA draft, the variance draft and the map procedures draft there is a commentary column next to the draft language column. The commentary column explains how the language relates to Title 3 and the Model Ordinance. Together these provide an initial explanation of how the draft amendments will work to implement Title 3. As has already been mentioned these drafts are initial drafts that will be reviewed and refined during the remainder of the project. They are not proposed amendments. Therefore it is not possible at this time to provide findings on specific language that the City will ultimately propose and adopt. Similarly, the draft map at this time represents the affected parcels as provided by the Metro maps. It does not reflect the changes that may occur during the process public input leads to warranted changes.

The enclosed adopted plan amendment (CPA 98-5301) partially implements Title 3 concerning wetlands, flood management and erosion control. Included in the enclosure is a memorandum describing how the plan amendments implement Title 3.

As described in the 1995 amendments to the Regional Urban Growth Goals and Objectives (RUGGOS) the Metro 2040 Growth Concept states the preferred form of regional growth and development ... for the long term growth management of the region including a general approach to where and how much the UGB should be ultimately expanded, what ranges of density are estimated to accommodate projected growth within the boundary, and which areas should be protected as open space. Objective 12.1.1 of the RUGGOs is to manage watersheds to protect, restore and ensure to the maximum extent possible the integrity of streams, wetlands and floodplains, and their multiple biological, physical and social values. Implementation of Title 3 helps to meet this objective.

11. Enclosed is a copy of the Project Goals adopted by the Growth Management Committee. The goals clearly recognize the importance of the lands and of implementing Title 3.

The GMC was a citizen advisory committee appointed by the City Council to advise the Council and Planning Commission on proposed plan amendments to implement the Metro 2040 functional plan and regional framework plan. Its membership consisted of six at-large citizens, one professional from the development industry and one member each from Planning Commission and the Transportation, Parks, and Housing citizen advisory committees.

The GMC held monthly public meetings and began considering Title 3 in fall, 1998. They adopted the enclosed goals after reviewing Title 3, hearing a presentation from Metro staff on Title 3 and reviewing Metro's publication *Protecting Our Region's Rivers, Floodplains and Wetlands*. The adopted Goals were an important step is framing the Title 3 implementation as a local water quality

SECTION 3.07.820. F requires on or before six months prior to the 18 month deadline [December 18, 1999], cities ... shall schedule their first hearing on the ordinance to implement ... Title 3 and transmit notice of that hearing and copy of the proposed ordinance to Metro at leas 30 days prior to the hearing.

According to the Metro Framework Field Guide (May/June 1999) Metro may amend that section to allow for more flexibility in the scheduling of a date. This section also provides that Metro shall prepare and mail a notice of the hearing to each affected property owner and that Metro shall review proposed amendments to Title 3 based on property owner testimony. The City has not scheduled a first hearing and has already been noted has not drafted a proposed ordinance or map. However, the City has sent an Early Notification Flyer to potentially affected property owners.

12. Enclosed is a copy of the early notification flyer.

This flyer was to inform potentially affected parties of the City Water Quality and Flood Management (Title 3) project. The mailing went out in mid May 1999 and was sent to about 1,250 parties. This mailing represented about 1,700 potentially affected parcels. It was sent to property owners of these parcels, neighborhood associations, the Johnson Creek and Columbia Slough Watershed Councils, the Interlachen PUD, the Columbia Corridor Association and a mailing list of interested persons.

The flyer included the flyer cover, a one-page summary, a three-page informational handout and the Metro WQRA/FMA map for that parcel whose owner was being notified. Mailings to associations

included a color City map that shows the WQRA/FMA boundaries and the potentially affected parcels. I have included the color map (potentially affected parcels are highlighted in yellow).

The mailing has resulted in numerous calls, e-mails and letters from property owners and others. It formed the starting point for the public participation process that the City will engage in to complete this project.

SECTION 3.07.820.C provides that The Metro Council may grant an extension to time lines under this functional plan if the city ... has demonstrated substantial progress or proof of good cause for failing to complete the requirements on time.

13. Enclosed is revised Water Quality and Flood Management Timeline.

The Timeline shows the work that has been done to date (beginning in December 1998). It also shows a revised completion date of October 5, 2000. This is the date a new ordinance would be effective. The Council public hearing would be August 15, 2000. Originally the City had planned to have an effective ordinance by January 2000. The City realizes this means that the compliance deadline of December 18, 1999 is not meet. However, the City believes that it is better to extend the deadline and continue to engage the citizens in the process rather than leave out necessary steps in the project in order to keep the original deadline.

- ✓ The City has made substantial progress towards implementing Title 3:
- Adopted plan amendments to the City's Flood Plain Overlay District that meet the flood management performance standards of Title 3.
- Adopted plan amendments to the City requirements for erosion and sediment control that, combined with the previously existing requirements, meet the erosion and sediment control requirements of Title 3.
- Created a parcel-based map of Metro's Water Quality and Flood Management adopted maps.
- Created a mailing list of potentially affected property owners.
- Sent a mailing explaining the project to potentially affected property owners including the applicable Metro map.
- Drafted plan amendments that, once reviewed and refined, will implement Title 3 map requirements by addressing water quality performance standards, implementation tools and map administration. The draft amendments utilize the Model Ordinance.
- Summarized findings from Metro's technical report document.
- Summarized findings and created Metro Native Plant list for adoption.
- Recognized the regional significance of protecting and enhancing water quality and managing flood control and implementing Title 3 by citizen adopting these issues as project goals.
- ✓ Less staff FTE is available to work on Title 3 due in part to staff reduction and in part to a shift in Council direction that addresses issues associated with additional density and the mixed use and compact development anticipated by the Region 2040 Growth Concept:
- Elimination of the Lead Long-Range Planner position. This is a 25% reduction in staffing, leaving 3 planners doing the majority of UGM Functional Plan and Periodic Review tasks. This reduction was part of a citywide shift of general fund money to fund additional public safety (police and fire) services.
- Council and Planning Commission added Long-Range projects to address implementation and design
 issues associated with recent designations of Region 2040 concept design types of regional, town and
 station centers and transit corridors. The City has amended its plan map designating regional, town

and station centers and transit corridors. It has also amended its development plan adding land use districts for these design types. The new mixed-use and more compact design types lead to implementation issues of how to encourage desired development. Staff resources have been shifted to work on projects such as creating a transit oriented tax exemption for multi-family and mixed use development in the regional, town and station centers and creating a Rockwood Action Plan to deal with land use, infrastructure, housing and social issues in the town center. This coming quarter, long-range planning staff resources are shifted to multi-family and mixed use design project to lead to architectural and design standards for those developments in the centers and along corridors. Long-range planning staff will also be working this quarter on adoption of a well field protection ordinance to protect Portland's water wells in the Columbia South Shore area.

CONCLUSION

Gresham remains committed to protecting water quality and preventing flooding by implementation of Title 3. The City has made considerable progress towards implementing Title 3. The planned timeline, although not within the Functional Plan deadline, sets a reasonable expectation for completion.

In a recent Metro Framework Field Guide notes that a resource that Metro has is the staff expertise to review proposed code changes. Although the attached code amendments are drafts it would be useful to have Metro feedback on the draft language and the issues that have been raised.

If you have any questions about this report, please contact Jonathan Harker at 618-2502 or harker@ci.gresham.or.us.