

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING) ORDINANCE NO 98-744B
ORDINANCE NO. 96-655E TO ADD LAND TO)
DESIGNATED URBAN RESERVE AREAS FOR) Introduced by Executive Officer
THE PORTLAND METROPOLITAN AREA) Mike Burton
URBAN GROWTH BOUNDARY TO PROVIDE)
FOR A STATE PRISON; AMENDING RUGGO)
ORDINANCE NO. 95-625A AND THE REGIONAL)
FRAMEWORK PLAN ORDINANCE NO. 97-715B;
AND DECLARING AN EMERGENCY

WHEREAS, ORS 197.298(1)(a) requires that land designated as urban reserve land by Metro shall be the first priority land for inclusion in the Metro Urban Growth Boundary; and

WHEREAS, the Land Conservation and Development Commission's (LCDC's) Urban Reserve Area Rule at OAR 660-21-020 requires Metro to designate the location of urban reserve areas for the Portland Metropolitan area within two miles of the regional Urban Growth Boundary; and

WHEREAS, LCDC's Urban Reserve Area Rule, at OAR 660-21-020, requires that urban reserve areas designated by Metro shall be shown on all applicable comprehensive plan and zoning maps; and

WHEREAS, LCDC's Urban Reserve Area Rule, at OAR 660-21-030(1), requires that urban reserve areas shall include at least a 10 to 30 year supply of developable land beyond the 20 year supply in the Urban Growth Boundary; and

WHEREAS, LCDC's Urban Reserve Area Rule, at OAR 660-21-030(2), requires that Metro study lands adjacent to the Urban Growth Boundary for suitability as urban reserve areas; and

WHEREAS, LCDC's Urban Reserve Area Rule, at OAR 660-21-030(3), requires that land found suitable for an urban reserve area must be included according to the Rule's priorities

and that first priority lands are those lands identified in comprehensive plans as exception areas plus those resource lands completely surrounded by exception areas which are not high value crop areas; and

WHEREAS, Resolution No. 95-2244 established urban reserve study areas as the subject of Metro's continued study for possible designation as urban reserve areas consistent with LCDC's Urban Reserve Area Rule; and

WHEREAS, urban reserve study areas are shown on the 2040 Growth Concept Map in Ordinance No. 95-625A adopting the Regional Urban Growth Goals and Objectives (RUGGO) which was acknowledged by LCDC Compliance Order 96-ACK-010 on December 9, 1996; and

WHEREAS, the urban reserve study areas shown on the 2040 Growth Concept Map are included on that map in the Regional Framework Plan in Ordinance No. 97-715B; and

WHEREAS, Metro adopted Ordinance No. 96-655E on March 6, 1997, designating approximately 18,600 acres as urban reserve areas; and

WHEREAS, the "special need" land use of a state prison in the Metro region had not been considered at that time; and

WHEREAS, an area of "exception," non-farm lands adjacent to north Wilsonville to Day Road was included in designated urban reserves; and

WHEREAS, the siting process for state prisons has now resulted in a proposed prison site located partially on currently designated urban reserve area and about 72 additional acres of "exception," non-farm lands north of Day Road; and

WHEREAS, Metro has encouraged the location of the proposed state prison at this site as an alternative to land at Dammasch Hospital inside the UGB and adjacent urban reserves in Resolution No. 98-2623A; and

WHEREAS, notice of adoption of this proposed addition to urban reserve areas and the proposed postacknowledgment amendments to the acknowledged RUGGO ordinance have been given consistent with ORS 197.610(1); now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Section 1. Ordinance No. 96-655E is hereby amended to designate the area indicated on the map attached as Exhibit "A," and incorporated herein, as an additional urban reserve area for the Metro Urban Growth Boundary for the purpose of compliance with the Urban Reserve Area Rule at OAR 660-21-020 to identify lands of first priority for inclusion in the Metro Urban Growth Boundary as required by ORS 197.298 on the condition that this additional area is developed only for a state prison. This amendment to designated urban reserves shall be automatically repealed if the Oregon Department of Corrections commences construction of a women's prison facility at the former Dammasch Hospital property.

Section 2. The urban reserve area on Exhibit "A" shall be shown on all applicable county comprehensive plan and zoning maps as required by the Urban Reserve Area Rule at OAR 660-21-020. In addition, these findings shall be incorporated into the comprehensive plans of the Cities of Wilsonville and Tualatin, and Washington County.

Section 3. Ordinances No. 95-625A and 97-715B are hereby amended to add the urban reserve area indicated in Exhibit "A" to the 2040 Growth Concept Map in both the Regional Urban Growth Goals and Objectives and the Regional Framework Plan as a designated urban reserve area.

Section 4. The Findings and Conclusions in Exhibit "B", attached and incorporated herein, explain how the additional urban reserve area designated in Section 1 of this Ordinance complies with the Urban Reserve Area Rule and the acknowledged Regional Urban Growth

Goals and Objectives. These Findings and Conclusions are hereby incorporated into Metro's acknowledged Urban Growth Boundary Plan, a comprehensive plan provision, together with the acknowledged 2040 Growth Concept, the acknowledged urban growth boundary and the amendment procedures in Metro Code 3.01.

Section 5. Consistent with RUGGO Goal 11 Objective 22.3.3, Clay Street, the northern boundary of the amended Urban Reserve Area No. 42, is established as the permanent northern-most boundary for Metro's urban reserves in the vicinity of the City of Wilsonville.

Section 6. The designation of this additional urban reserve area to be available for amendments to the Metro Urban Growth Boundary is necessary to preserve the health, safety or welfare of the Metro region; therefore, an emergency is hereby declared to exist, and this Ordinance shall take effect upon passage.

Section 7. The provisions of this ordinance are separate and severable. The invalidity of any clause, sentence, paragraph, section, subsection, or portion of this ordinance or the invalidity of the application thereof to any city, county, person or circumstance shall not affect

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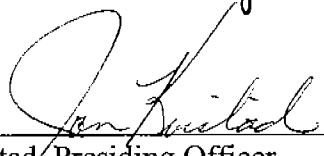
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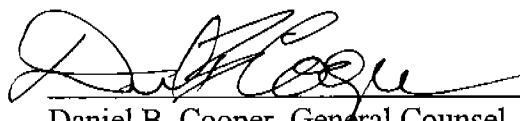
the validity of the remaining provisions of this ordinance or its application to other cities,
counties, persons or circumstances.

ADOPTED by the Metro Council this 23RD day of July, 1998.



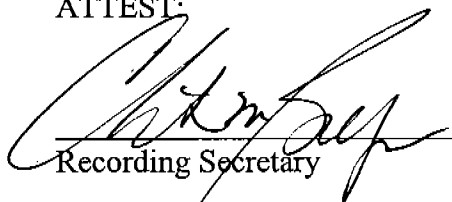
Jon Kvistad, Presiding Officer

Approved as to Form:



Daniel B. Cooper, General Counsel

ATTEST:



Recording Secretary

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June 26, 1998

Proposed Wilsonville Urban Reserve Amendment






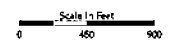
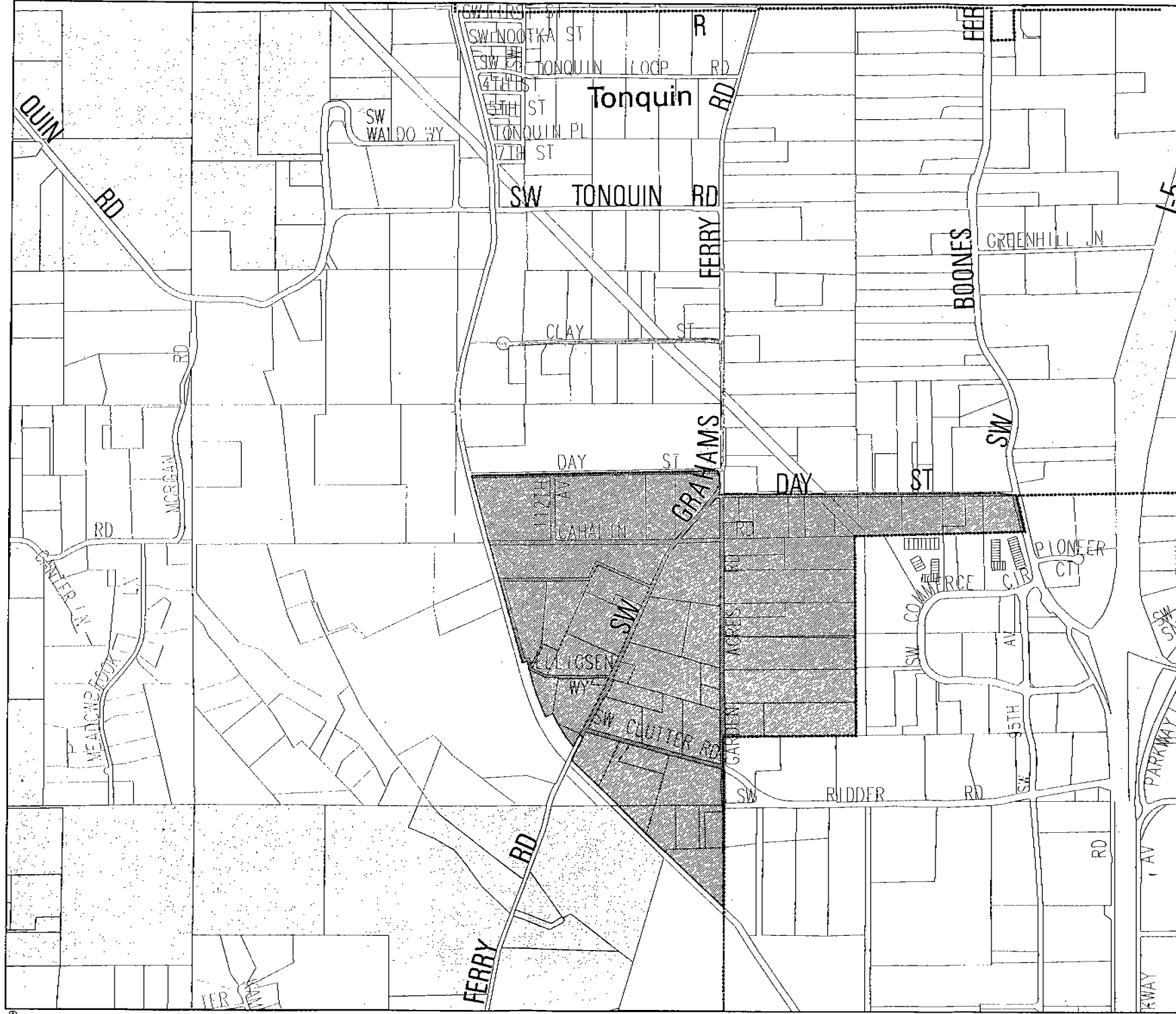
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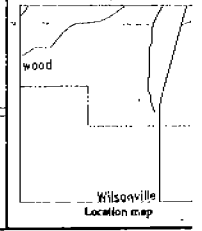
Exhibit A



This map is a representation of the information provided. It is not intended to be used as a legal document. The information on this map is for informational purposes only. The information on this map is not intended to be used as a legal document. The information on this map is for informational purposes only.



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Ordinance No. 98-744B
Urban Reserve Findings and Conclusions

The results of Metro's legislative determination of this amendment of urban reserve area 42 are explained here consistent with statewide land use Goal 2 and OAR 660-21-030(5).

I. Applicability Of This Ordinance

This is an amendment of Ordinance 96-655E which adopted urban reserve area 42. Consistent with Section 3 of Ordinance 96-655E, the urban reserve areas map in that ordinance is amended by this Ordinance No. 98-744B to include this 72-acre addition to urban reserve area 42. Consistent with Section 2 and 3 of that ordinance, the acknowledged 2040 Growth Concept Map adopted in RUGGO in Ordinance No. 95-625A and the Regional Framework Plan in Ordinance No. 97-715B is amended in those ordinances to include this urban reserve area amendment.

II. Urban Reserve Rule Determination

Applicable portions of Growth Management's staff reports are attached and incorporated herein as part of these Findings. The staff report findings are supplemented here by explanation of the evidence, findings and conclusions from evidence presented subsequent to the staff report.

A. The estimated amount of land was established by Ordinance No. 96-655E consistent with OAR 660-21-030(1) and remains unchanged except for the accommodation of the additional prison facility described in the record of this ordinance.

B. The application of the suitability analysis consistent with OAR 660-21-030(2) to establish urban reserve 42 was completed in Ordinance No. 96-655E. As indicated in the staff report at pages 6-10 and Attachment 3 at page 20 of this Exhibit, the 72-acre addition to urban reserve 42 has, essentially, the same characteristics that gave the exception lands in urban reserve area 42 a very high relative suitability score.

C. Consistent with OAR 660-21-020 and Section 4 of Ordinance No. 96-655E, Section 4 of this Ordinance requires that this amendment to urban reserve area 42 be shown on all applicable county and city comprehensive plan and zoning maps.

D. By incorporation into Metro's urban reserves and Regional Framework Plan by Section 2 of this Ordinance, these Findings and Conclusions are included in the comprehensive plans of affected jurisdictions in compliance with OAR 660-21-030(5) because Metro's UGB plans, including urban reserves, are comprehensive plan provisions of all cities and counties

within Metro. *See, League of Women Voters v. Metro. Service District*, Or App 333, 335-336, 781 P2d 1256 (1989). In addition, these Findings and Conclusions are required by Section 2 of this Ordinance to be added to affected city and county comprehensive plans of the Cities of Wilsonville and Tualatin, and Washington County.

III. Applicable Regional Urban Growth Goals and Objectives (RUGGO)

A. The application of RUGGO objectives 15, 16, 18vi., 19, 3.3, 22, 22.3.3 and more generally, Goal 11.2.ii, 11.2.iv are explained at pages 10-12 of this Exhibit, concluding that this urban reserve amendment is consistent with those objectives. Central to the analysis is the effect of supersiting legislation (*See, Attachment 1* at pages 16-17 of this Exhibit) and Governor Kitzhaber's June 25, 1998 announcement of his decision to proceed to select this amended urban reserve site 42 for the prison using that supersiting authority. The Governor's announcement was in the record of the June 25, 1998 hearing.

B. In addition, the following RUGGO issues were raised in evidence in the record subsequent to the staff report:

1. Violation of RUGGO Objective 22.3.3 was alleged in testimony before the Metro Council. Despite this allegation, there is no legal authority for this, or any RUGGO Objective to be applied to prevent the super siting of a prison on amended urban reserve 42. Even if the siting were a RUGGO violation, it could still be sited. Therefore, Metro's recognition of the effect of that statutory authority is not a violation of its own objective. This is, especially, true when the effect of amending this urban reserve to recognize this industrial use is to mitigate its impact. The condition in Section 5 of this ordinance establishes the northern boundary of this addition to urban reserve 42 as the permanent northern boundary of urban reserves in this vicinity. This is consistent with objective 22.3.3 because it mitigates the effect of the prison siting on the separation of Tualatin and Wilsonville. The condition in Section 1 of the Ordinance recognizes the super siting authority and avoids any violation of RUGGOs by automatically repealing this urban reserves amendment if this site is not a super sited prison. *1000 Friends of Oregon v. City of North Plains*, 27 Or LUBA 372 (1994).

2. The issue of a possible I-5, 99W connector highway between Tualatin and Wilsonville was raised to the Metro Council. The location of that general corridor at this point is inside the regional urban growth boundary at the southern edge of the City of Tualatin. There is no evidence presented in the record to indicate that the actual alignment of that project would be located near to the northern boundary of amended urban reserve 42. Even if the final alignment moves south of the UGB at Tualatin, the condition in Section 5 of this ordinance helps maintain separation of communities by retaining a northern boundary of urban reserves adjacent to the southern community of Wilsonville.

3. The issue of the adequacy of stormwater management facilities for an area near the proposed prison, but off site, was raised to the Metro Council with engineering evidence of the problem. This problem was first identified in the preliminary ODOC studies in the record at the first hearing. The Metro Council accepts the engineering evidence of the final ODOC

report and the Westech Engineer response to evidence from Holistic Water Resources Engineering on the feasibility of proposed stormwater facilities in the record of the June 25, 1998 hearing. At this stage of land use decision, only the feasibility of an engineered solution must be demonstrated, not facility location or design.

Westech Engineering identifies the off site acreage which drains from the north into the Grahams Ferry Road and Day Road intersection. The ODOC proposed improvements include a solution for this currently inadequately drained area across the prison site to the southwest detention facility. ODOC is providing an on site detention basin that will include capacity for the off site stormwater at Grahams Ferry Road and Day Road intersection. Westech concludes that the detention facility is adequately sized to provide detention for existing and future conditions, including the off site stormwater.

Further planning for “permanent facilities” will continue as the area develops. As Planning Director Lashbrook testified, the city has contracted with KCM Engineering to coordinate with Westech Engineering to prepare a stormwater master plan for the entire city and adjacent urban reserves. This master plan is intended to be included in the Public Facilities Plan in the acknowledged comprehensive plan of the City of Wilsonville.

IV. Applicability of the Urban Growth Management Functional Plan

The Functional Plan is not directly applicable to land outside Metro’s jurisdictional boundary, such as the 72 acres that are the subject of this amendment. However, the Functional Plan directly implements RUGGO objectives and the 2040 Growth Concept. Therefore, the prospective analysis of Functional Plan policies in the attached Staff Report shows the positive effects on urban reserve areas 39, 41, and 42 and the urban growth boundary areas adjacent to them in the City of Wilsonville. These are more detailed findings that show consistency with the RUGGO provisions that these Functional Plan provisions implement.

STAFF REPORT

CONSIDERATION OF ORDINANCE NO. 98-744A, FOR THE PURPOSE OF ADDING TO DESIGNATED URBAN RESERVE AREAS FOR THE PORTLAND METROPOLITAN AREA URBAN GROWTH BOUNDARY; TO PROVIDE FOR A STATE PRISON; AMENDING RUGGO ORDINANCE NO. 95-625A; AND DECLARING AN EMERGENCY.

Date: June 22, 1998

Prepared by: Mary Weber, Growth Management

Proposed Action

Ordinance No. 98-744A would amend Metro's designation of urban reserve areas to add approximately 72 acres to adopted Urban Reserve No. 42 in compliance with the Urban Reserve Area Rule at OAR 660-21-020 for the purpose of accommodating a special land need, a women's prison and intake center, to be sited by a State agency.

Factual Background and Analysis

The Executive Officer proposes an amendment to Urban Reserve No. 42 to address and mitigate siting of a women's prison and intake center in the north Wilsonville area rather than the current approved Dammasch State Hospital site in Urban Reserve No. 41. The Executive Officer recommends that Metro Council approve the addition of approximately 72 acres to Urban Reserve No. 42 consistent with the State's preliminary siting plan (see Map No. 5, attached). Metro has no authority in making the prison siting decision or the decision criteria. The State will make the final decision on the location of the prison.

Metro urban reserves are affected by the prison siting decision because Urban Reserves No. 39, No. 41 and No. 42 were designated as urban reserves to be developed to meet regional job and housing needs. The City of Wilsonville adopted the Dammasch Area Transportation Efficient Land Use Plan (Dammasch Plan) for Urban Reserve No. 41 in January 1997. The Dammasch Plan is a mixed-use urban village that includes housing, commercial and retail services, civic uses, neighborhood parks and an elementary school. The City's plan represents an efficient use of the Dammasch State Hospital site for housing and is consistent with the region's growth management strategies. If the women's prison and intake center were located at the Dammasch State Hospital site, the housing and jobs planned for this area, both inside of the current Urban Growth Boundary (UGB), and in the first tier portion of Urban Reserve No. 41, would be displaced. On March 19, 1998, Metro Council unanimously passed Resolution No. 98-2623A supporting the Governor in evaluating an alternative prison site near Day Road, Urban Reserve No. 42, in the north Wilsonville area.

The site to be added to Metro's urban reserves is located in the northern Wilsonville area. The site is bounded on the north by Clay Street, on the east by Grahams Ferry Road, by the Burlington Northern Railroad on the west and is contiguous on the south to Urban Reserve No. 42. It consists of approximately 72 acres. More than two-thirds of the area is exception land and is zoned as agriculture farm/forest (5-acre minimum lot size) under Washington County's Comprehensive Plan. The remainder of the site is zoned land extensive industrial (see attached Map No. 1).

Four types of analyses were used in the Metro's 1997 designation of urban reserves (Ordinance No. 96-655E):

1. Utility feasibility study examines the relative cost of urban water, sewer and stormwater facilities;
2. Road network analysis looks at the current network of local and regional roads and compares it to future needs;
3. Traffic congestion analysis considers likely improvements to the road system and then rates the resulting road system and its congestion for each site; and
4. School analysis determines the distance to existing public schools and vacant school-owned land.

The analysis that follows supplements the analyses done for Ordinance No. 96-655E when the Metro Council adopted urban reserves on March 6, 1997. The Land Conservation and Development Commission's (LCDC) Urban Reserve Area Rule, at OAR 660-21-030(1), requires that designated urban reserve areas include at least a 10- to 30-year supply of developable land beyond the 20-year supply in the UGB. The special land need for a women's prison and intake center was not specifically considered either in the analysis or in the adoption of the urban reserves. In addition, the special need land use of a correctional facility will be sited under state law regardless of LCDC's Urban Reserve Area Rule and Metro's 1997 designated Urban Reserve Areas (see Attachment No. 1).

The Oregon Department of Corrections (ODOC) siting process initially selected the Dammasch State Hospital site in southwest Wilsonville for a women's prison and intake center. The City of Wilsonville proposed an alternative to the Dammasch State Hospital site for evaluation. The alternative site, located north of Dammasch, covers approximately 112 acres including approximately 40 acres of land in the northern part of Urban Reserve No. 42 and approximately 72 acres of contiguous land to the north of the urban reserve. These events occurred after Metro's designation of urban reserve areas.

In order to be consistent with Metro's urban reserve and land use coordination responsibilities, the impact of the State's prison siting on Metro's urban reserves and growth management strategies must be considered. Metro's coordination of land use issues, in this case, is in response to new information and proposed changes in circumstances, since its designation of urban reserves coordination begins with this amendment of Urban Reserve No. 42 to add 72 acres to provide for a women's prison and intake center. This report assesses this proposed amendment. Subsequent reports will address the UGB amendments for Urban Reserves No. 41 and No. 42.

The proposed amendment to Urban Reserve No. 42 assumes that a women's prison and intake center will be sited at this location generally consistent with the preliminary site layout, engineering and condition studies in the record. Approval of this proposed urban reserve amendment is to be conditioned on the prison siting at this location. If the prison is not sited in Urban Reserve No. 42, as amended, this amendment would be automatically revoked by the terms of the adopting ordinance. An additional condition of approval, as outlined on page 9 of this report, is that Clay Street becomes the permanent northern most boundary of the Urban Reserve and the city limits.

Applicable criteria for the proposed action include State and regional regulations and objectives. The primary applicable criteria are in LCDC's Urban Reserve Area Rule.

State Requirements

OAR 660-021-0030, states that inclusion of land within an urban reserve area shall be based upon Factors 3 through 7 of Goal 14 of the Oregon Statewide Planning Goals & Guidelines and the criteria for exceptions in Goal 2 of the State Goals and ORS 197.732. A discussion and analysis of those factors follows.

Goal 14 - Factor 3 - Orderly and economic provision for public facilities and services.

Four sub-analyses were used to address Factor 3 in the original designation of urban reserves in Ordinance No. 96-655E. The site analysis conducted by ODOC provides more detail as to how development could occur and services could be provided to the amended Urban Reserve No. 42 area.

ODOC has noted that electricity can be provided to the north Wilsonville site, Urban Reserve No. 42, as proposed to be amended, by Enron/PGE with natural gas backup. The City of Wilsonville or other municipal or public utility will provide sanitary sewer and storm drainage water. Preliminary engineering studies for the alternative prison site indicate the following for the area, as proposed to be amended:

- Sanitary sewer can be provided – most likely at the intersection of Cahalin Street and the railroad tracks.
- Water service for domestic use and fire protection can be provided, with some improvements, in the short-term. However, long-term water service will require continued discussion between stakeholders. The issue of long-term water service has equal impact on both the Dammasch State Hospital site and the alternative site area, giving neither an advantage as far as this issue is concerned.
- Storm sewer for this site will require improvements – notably the addition of on-site detention with a new outlet draining west. Off-site storm drainage, preferably running from the north to the southwest toward Coffee Lake, may also be necessary.
- Street improvements will be required at two intersections: Day Road crossing Boones Ferry Road and Day Road crossing Grahams Ferry Road (including realignment of Garden Acres Road).

A site visit indicates that the land in Urban Reserve No. 42 is likely to be used primarily for industrial uses when the land is brought into the UGB, whether a prison is sited there or not. This is assumed because of how the land in the urban reserve area has been used in the past as well as the existing industrial uses that currently surround the urban reserve (see Map No. 4, attached). Transportation improvements will therefore be needed, whether the area develops with a prison use or as industrial use, because similar trip generation is required for each, and both require fewer trips per acre than residential uses (see Attachment No. 2).

Development of a women's prison and intake center in Urban Reserve No. 42, as proposed to be amended, could, in the long run, facilitate industrial development by bringing infrastructure to the surrounding area.

Goal 14 - Factor 4 - Maximum efficiency of land uses within and on the fringe of the existing urban area.

Two related analyses were used to address Factor 3 in the original designation of urban reserves in Ordinance No. 96-655E. The *efficiency* analysis rated relative suitability, based on the area within

each urban reserve that was relatively free of development limitations. The second analysis, *buildable land*, evaluated each study area for the percentage of buildable land and granted a higher rating to those areas with higher percentages.

Attachment No. 2 summarizes the ratings for Urban Reserve No. 42 in Metro's 1997 designation decision. Since the site is relatively flat with few environmental constraints, it received a very high score for Factor 4. The 72-acre area proposed for addition to Urban Reserve No. 42 is similar to the rest of the adopted urban reserve and the high scoring the area received with the additional acreage would not have been significantly different.

In comparison, siting the women's prison and intake center on the Dammasch State Hospital site would displace the use of this site for a planned mixed-use development, a plan that would promote the most efficient use of the land currently within the urban growth boundary.

Significant land use planning has been completed for the development of the Dammasch State Hospital site as a mixed-use center. The planning area includes both the hospital site, which is currently in the UGB, and the entire first-tier portion of Urban Reserve No. 41. The planned mixed-use center would realize the principles of efficient land use, including residential and employment development patterns capable of encouraging pedestrian, bicycle and transit use. Implementation of the Dammasch Plan would also help the City of Wilsonville meet its employment and dwelling unit target capacities required in the Metro Urban Growth Management Functional Plan (Functional Plan). If the site were instead developed as a women's prison and intake center, the number households and jobs planned for the area inside of the current urban growth boundary, as well as those planned for the remainder of first-tier Urban Reserve No. 41 would be reduced significantly. This would make it more difficult for the City of Wilsonville to accommodate its Functional Plan target capacities. Please see page 9 of this report regarding the Functional Plan for further detail.

In addition to the fact that planning work has been done for the Dammasch area, the two sites provide very different opportunities. The Dammasch State Hospital site is more accessible to schools and other residential uses. Currently, there are 237 dwelling units within one-quarter mile of the Dammasch State Hospital site.

The north Wilsonville site, Urban Reserve No. 42, as proposed to be amended, currently contains about 60 residential properties within one-quarter mile. The north Wilsonville site is largely rural industrial in character with a number of separate ownerships. With or without a prison, it is unlikely to support densities or a mix of uses comparable to the mixed-use center planned for the Dammasch State Hospital area. Current land uses adjacent to Urban Reserve No. 42, include gravel-mining operations, peat moss processing and waste wood processing. The utility and road extensions, as part of siting the women's prison and intake center in this area would facilitate necessary infrastructure for additional industrial development, consistent with these surrounding uses.

Finally, it should be noted that Metro established Urban Reserve No. 39 south of Urban Reserve No. 41, at the request of the City of Wilsonville and the West Linn-Wilsonville School District. District voters have approved a bond to finance construction of a public school at this site. The Oregon Division of State Lands, the current owner of the property, has requested a waiver of Metro's Location Adjustment (UGB amendment) filing application deadline in order to prepare an amendment application for the possible construction of a primary school on the site.

The addition of a school in Urban Reserve No. 39, in conjunction with a mixed-use center in the Dammasch State Hospital area, would promote the goal of efficient land use providing complimentary uses in close proximity. By contrast, the north Wilsonville alternative site and Urban Reserve No. 42 fall into the Sherwood School District; no additional school sites have been proposed for this area.

Goal 14 - Factor 5 – Environmental, energy, economic and social consequences.

Three analyses were used for Factor 5, in Ordinance No. 96-655E. First, an *environmental constraints analysis* identified steep slopes, floodplains, floodprone soils, wetlands and riparian corridors. Slopes over 25 percent; FEMA 100-year floodplains (not currently developed or committed); NRCR floodprone soils (not committed); National Wetlands Inventories wetlands and mapped riparian corridors were considered. The percentage of environmentally constrained land was calculated. These percentages were converted to ratings of 1 to 10 with low percentages of environmentally constrained lands receiving a higher rating of suitability for future urbanization.

Urban Reserve No. 42 and Urban Reserve No. 41 both received an average rating for the environmental constraints factor. The rating for Urban Reserve No. 42, however, was one point higher, indicating that it contains less resource land than Urban Reserve No. 41. The area proposed to be added to Urban Reserve No. 42 is similar to the land currently in the urban reserve (see Attachment No. 2).

The second analyses for Energy and Social Consequences, evaluated their relative *access to centers*; distances along public rights-of-way to the central city, regional centers and town centers identified in the 2040 Growth Concept. Raw scores were developed for accessibility within 12 miles of the central city, 6 miles of a regional center and 3 miles to a town center. These raw scores were converted to a 1 to 10 rating with greater access given a higher rating. Both sites received the same score for this factor.

The third, and final component of this factor, *jobs/housing balance*, also brought the same score to both areas.

Goal 14 - Factors 6 and 7 - Agricultural Land.

Two agricultural land factors were analyzed, without subfactors, for Ordinance No. 96-655E. The first, *retention of agricultural land*, was addressed by rating each study area for exception land, agricultural soils, land uses, including parcelization and access to irrigation. Agricultural compatibility was analyzed for areas where farming is the most dominant activity. An error discovered in the computation on this factor was corrected in the URSA re-analysis.

The *agricultural retention* analysis rated both exception areas and resource areas in Urban Reserves Study Areas relative to their parcel size and to the soil classes they contain (I-IV). The raw scores were converted to ratings of 1 to 10. A higher rating indicates that an area is considered more suitable for urbanization.

As noted above, the north Wilsonville site, Urban Reserve No. 42, contains no resource land (see Map No. 3, attached). Urban Reserve No. 42 received a high suitability rating in Metro's URSA analysis for Factor 6, indicating its strong potential to accommodate new development without encroaching upon resource land. The area proposed to be added is similar to the Urban Reserve No. 42. Including it in the initial analysis would likely not have affected the overall score.

Goal 14, Factor 7, *agricultural compatibility*, addresses an Urban Reserve Study Area's likelihood to be compatible with or to interfere with agricultural uses on resource land. Urban Reserve No. 42 also received a high suitability rating for this factor whereas Urban Reserve No. 41 received a very low score for this factor.

While some agricultural activities are present within and around Urban Reserve No. 42 and its proposed amendment, this area has been designated in Washington County's Comprehensive Plan as exception land, consisting of rural industrial and rural agriculture/forest uses (5-acre minimum lot size). Land uses near the proposed amendment currently include gravel-mining operations, peat moss processing and waste wood processing (see Map No. 4, attached).

In addition, the north Wilsonville alternative prison site in Urban Reserve No. 42 and its proposed amendment is isolated from other rural Washington County properties to the west by the Burlington Northern Railroad line, and immediately west of the railroad by extensive quarry operations and the Coffee Lake wetlands, a portion of which was recently purchased by Metro for openspace. This makes development activities within the area less likely to have significant impacts on surrounding uses, agriculture or non-agriculture related.

For Goal 2:

- *The land need identified cannot be reasonably accommodated within the current UGB;*

The State OAR 291-073-0010 through OAR 291-073-0040 establishes the criteria to be used in the nomination of sites for the construction and operation of Oregon correctional facilities. The criteria include locational and site factors, infrastructure requirements and access needs. This State supersiting process prevents Metro consideration of an alternative site to meet the prison land need within the current UGB (see Attachment No. 1).

Given the supersited women's prison and intake center, the best opportunity for the City of Wilsonville to develop a mixed use center, and consequently, help to meet its regional housing and employment targets in the Functional Plan is to fully implement the Dammasch Plan. Due to its current rural industrial character and remoteness, a mixed-use center is unlikely to take hold in the vicinity of Urban Reserve No. 42. It is reasonable, therefore, to make an addition to Urban Reserve No. 42 to accommodate a women's prison and intake center, if sited there by the State, and take advantage of the industrial uses that could develop, in the long run, from the added infrastructure in this area.

- *The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts;*

The City of Wilsonville's draft urban reserve concept plan for the North Wilsonville Industrial Area and ODOC's site plans show that plans for the proposed women's prison and intake center site include buffering from surrounding properties through the construction of walls and berms as well as the use of dense landscaping.

In addition, the proposed north Wilsonville alternative prison site in Urban Reserve No. 42 and its proposed amendment, is isolated from other rural Washington County properties to the west by the Burlington Northern Railroad line, and immediately west of the railroad by extensive quarry

operations and the Coffee Lake wetlands, recently purchased by Metro. This makes development activities within the urban reserve area less likely to have significant impacts on surrounding uses, agriculture or non-agriculture related.

In addition, mitigation of the impact of this supersited prison on the adjacent Rural Reserves and separation of the communities of Wilsonville and Tualatin can be enhanced by an approval condition making Clay Street the permanent northernmost boundary for the City of Wilsonville.

The State's supersiting process prevents Metro consideration of this criterion to locate the supersited prison site at an alternative site (see Attachment No. 1).

Regional Requirements

Consistency with Regional Urban Growth Goals and Objectives and the Functional Plan

In addition to State requirements governing urban reserves, Metro has adopted policies and regulations that guide its decisions on growth management issues. These documents include the Regional Urban Growth Goals and Objectives (RUGGO's) and the Functional Plan.

RUGGO's

The RUGGO's were developed to provide a policy framework for guiding Metro's regional planning program, principally functional plans and management of the region's UGB. Several RUGGO's objectives apply to the proposed ordinance. These objectives are listed below with the reasons demonstrating how the proposal is consistent with these objectives.

- *Goal II, Objective 15: Natural Areas, Parks, Fish and Wildlife Habitat – sufficient open space protected and managed for access to passive and active recreation; and an open space system for enhancing wildlife and plant populations.*

Sufficient open space and recreational opportunities exist and are planned for in the adjacent areas to the proposed 72-acre urban reserve addition to meet Objective 15. Metro has targeted the Tonquin Geologic Area immediately west and south of Urban Reserve No. 42 for purchase of about 277 acres as part of its master plan for regional greenspaces. The Tonquin Trail, a Metro proposed regional trail, is a proposal to connect the Tualatin Valley National Wildlife Refuge to the north with Coffee Lake to the south. About 113 acres of land within the Coffee Lake Creek wetland area has been purchased under Metro's open space acquisition program (see Map No. 2, attached).

- *Goal I, Objective 16: Protection of Agricultural and Forest Land – the protection of these lands from urbanization.*

Washington County designates all of the land proposed for addition to Urban Reserve No. 42 as exception land. The nearest exclusive farm or forest land is approximately one-third mile to the northwest of the site. The proposed addition will not reduce or adversely impact this agricultural land (see Map No. 3, attached).

- *Goal II.2.ii: Built Environment – the provision of infrastructure concurrent with the pace of urban growth and which supports the 2040 Growth Concept.*

In providing infrastructure to an expanded Urban Reserve No. 42 site, for a women's prison, this subgoal will be met in two ways. First, the public services and facilities needed to serve the women's prison and intake center, a special land need, will also serve the surrounding industrial land in a timely manner. Second, the use of Urban Reserve No. 42 as a prison will enable Urban Reserve No. 41 to be used for a planned mixed-use center. This center will provide for much needed housing in the Wilsonville area.

- *Goal II.2.iv: Built Environment - the coordination of public investment with local comprehensive and regional functional plans.*

Assuming that Urban Reserve No. 42 is expanded and a prison located there, public investment could be leveraged to facilitate the efficient development of an industrial area that is identified in Wilsonville's proposed concept plan and is consistent with regional objectives (see Goal II, Objective 18.vi).

- *Goal II, Objective 18.vi: Public Services and Facilities - shape and direct growth to meet local and regional objectives.*

The proposed addition would facilitate the siting of a women's prison and intake center, which is considered a special land need for the region. The provision of public facilities and services to the site would enable the surrounding industrial area to be better utilized and served in a more efficient manner, than without the prison siting. The City of Wilsonville is in the process of developing a concept plan, as required in Metro code to develop Urban Reserve No. 42 as an industrial area.

- *Goal II, Objective 19.3.3: Transportation – develop a regional system that includes balancing alternative forms of transportation, protecting freight movement throughout the region, supporting a balance of jobs and housing, encouraging bicycle and pedestrian movement through the location and design of land uses.*

Expanding Urban Reserve No. 42 to accommodate the women's prison and intake center and facilitate industrial development in this area would help to accomplish these objectives. The urban reserve area would be planned with a more efficient transportation system to both accommodate pedestrians and bicycles as well as protect freight movement. The siting of a prison would be in a compatible industrial area. Urban Reserve No. 41 would be developed according to the Dammasch Plan. This plan includes a balanced transportation system through encouraging alternate modes, placement of jobs and housing adjacent to each other, and promoting bicycling and pedestrian movement.

- *Goal II, Objective 22: Urban/Rural Transition – inclusion of land within an urban reserve area shall generally be based upon the location factors of Goal 14. Lands adjacent to the UGB shall be studied for suitability for inclusion within urban reserves as measured by Factors 3 through 7 of Goal 14 and by the requirements of OAR 660-04-010.*

Compliance with this objective is specifically addressed in the analysis of Goal 14 and Goal 2 at the beginning of this report.

- *Goal II, Objective 22.3.3: Separation of Communities*

As the maps of the surrounding area indicate, the separation of the Cities of Wilsonville and Sherwood is accomplished by the rural industrial uses and Coffee Lake wetlands openspace.

The separation of the Cities of Wilsonville and Tualatin would be impacted by the supersiting of the prison at Urban Reserve No. 42. As indicated above, the design of the prison site includes buffers and berms on that property. There have been some developments that aid the separation of these cities. However, to mitigate the negative impact of the supersiting of this special need land use on this RUGGO's Objective, a condition could be added to this urban reserve amendment making Clay Street the permanent northern most boundary of City of Wilsonville.

Functional Plan

Applicability of the proposed North Wilsonville Industrial Area Concept Plan and Dammasch Plan to the Functional Plan.

- *Title 1: Requirements for Housing and Employment Accommodation*

The adopted *Dammasch Area Transportation Efficient Land Use Plan* (Dammasch Plan) conceives the Dammasch State Hospital area as a mixed-use center, though it is not a 2040 Growth Concept mixed-use area. Metro has flexibility in its plan to accommodate mixed use areas as defined at the local level. This area is planned for housing, commercial/retail services, civic uses, neighborhood parks and an elementary school. Residential development of the area locates higher density housing within one-quarter mile of the village center, with lower density housing providing the appropriate transition to rural land uses. The average housing density is 10.2 units per net developable acre. As a large portion of the Dammasch Plan area is outside of the UGB, in Urban Reserve No. 41, the Dammasch Plan also addresses and meets the requirements of the Functional Plan and the Metro Code chapter 3.01.012(e) for urban reserve planning.

The total Dammasch area is planned for a capacity of approximately 2,300 housing units, 1,170 of which are likely to be accommodated on land currently within the UGB. Development capacity on the remaining area (for privately-owned and State-owned land outside of the UGB) may reach an additional 1,130 dwelling units. The proposed development on land outside of the UGB, however, meets dwelling unit and employment targets established specifically for urban reserve areas, not for current Functional Plan targets.

Metro staff have conducted preliminary dwelling unit and jobs capacity estimates for the Dammasch Plan area as part of the City of Wilsonville's request for assistance in evaluating their zoning code/comprehensive plan with respect to Functional Plan requirements. Metro's capacity analysis for the City of Wilsonville modeled the Dammasch Plan area under two scenarios: 1) as a correctional facility, and 2) as a mixed-use center.

Metro's preliminary estimates indicate that, even accounting for the Dammasch mixed use plan areas that do not get credited towards the City's target capacity (being outside of the

UGB), the City of Wilsonville comes significantly closer to meeting its Functional Plan capacity targets when the Dammasch State Hospital area is planned as a mixed-use center than when it is planned for a women's prison and intake center. Metro's estimates found that the City would achieve approximately 200 dwelling units in excess of its target if the Dammasch State Hospital area were to become a planned mixed-use center. By contrast, the City would come approximately 300 dwelling units short of its Functional Plan dwelling unit target if the Dammasch State Hospital area was developed as a women's prison.

The two estimates for jobs capacity under the mixed-use center option and the women's prison option for the Dammasch State Hospital area also favor the mixed-use center option. The estimates for these came to a total of 548 jobs for the mixed use center (not including the rest of the City) and a total 500 jobs for the prison and intake center. According to this analysis, therefore, the City would come closer to achieving its jobs target capacity with full implementation of the Dammasch Plan than with a women's prison on the site. While both these estimates still hold the City slightly short of its jobs target capacity, changes to the City's codes for areas within the UGB, as required by Title 2 of the Functional Plan, are likely to help the City make up for any jobs deficit.

It should be noted that capacity for first-tier Urban Reserve No. 41 uses the estimates from the Dammasch Plan, as this area has been planned, and will be considered for inclusion into the UGB, with regard to this plan. Urban Reserve No. 42, as proposed to be amended, has not undergone an extensive planning process of this type. It will not be amended if the prison is not sited at this location (see page 2), and the original Urban Reserve No. 42 is not as likely to be brought into the UGB, in the near future, as Urban Reserve No. 41, as Urban Reserve No. 42 is a non-first tier Urban Reserve.

Additional employment growth in the north Wilsonville area will likely need other development (such as the women's prison) to set the infrastructure (see Fregonese Calthorpe & Associates, *Urban Reserve Area Status Report*, 1997, p. 23). While this employment growth is not likely to help the City accommodate a large portion of its employment targets as per Title 1 of the Functional Plan, it will provide an employment resource for the region. In addition, a women's prison and intake center at the north Wilsonville alternative site area would allow the City of Wilsonville to proceed with plans for implementation of a mixed-use center at the Dammasch State Hospital area. This would help the City to accommodate its share of the regional growth targets as per the Functional Plan.

The central issue to such an analysis is not about the difference in household and jobs capacity within specified site plan boundaries, but about the two larger areas as a whole, and the broader physical and natural conditions on each of the two sites that would allow them to be used in ways best suited for them and for the region.

- *Title 2: Regional Parking Policy*

To encourage more efficient land use and to reduce per capita VMT, Title 2 of the Functional Plan has set minimum and maximum parking requirements for all cities and counties. This element would apply to land within the UGB, and may further increase the City's capacity for additional dwelling units and jobs, for areas currently within the UGB. While the Dammasch Plan does not address parking requirements specifically, this plan

does address the elements of mixed use planning and transit oriented development that contribute to achieving the above objectives.

The City of Wilsonville has noted that as industrial sites develop in Urban Reserve No. 42, a requirement to examine blended parking options, which are already a part of the City's code, will be implemented; this is also likely to increase the land use efficiency for employment uses in and around Urban Reserve No. 42.

The requirements of Title 2 apply to both the Dammasch State Hospital area and to the north Wilsonville area.

- *Title 3: Water Quality and Flood Management Conservation*

The area in the proposed amendment to Urban Reserve No. 42 is not located within a FEMA 100-year floodplain, and it does not contain any National Wetlands Inventory (NWI) wetlands. Metro's GIS data indicates the possible existence of a protected water feature as defined by Title 3 of the Functional Plan. This feature runs through the northeast corner of the proposed amendment to Urban Reserve No. 42. The feature does not impinge upon the preliminarily planned building site for the women's prison. Moreover, all regulations pertaining to Title 3 of the Functional Plan would apply to this piece when and if the urban reserve was amended and brought into the UGB. At the time the stream is field verified (confirmed to exist), the required setback would be 15 feet on the portions of the water feature where it drains 50 acres, and a 50 foot setback on the portions of the water feature where it drains 100 acres.

The City of Wilsonville has acknowledged the existence of water quality areas in the eastern part of Urban Reserve No. 42, and will apply the applicable Title 3 requirements that have been adopted by Metro council as of 6/18/98. It should also be noted that prison site drainage on Urban Reserve No. 42, as proposed to be amended, would aid with current standing water issues.

There are also water quality areas in the Dammasch State Hospital area, for which mitigation measures have been addressed in the Dammasch Plan.

- *Title 4: Retail in Employment and Industrial Areas*

The City of Wilsonville has noted that industrial areas brought into the UGB (and into current city limits) will be subject to the provisions of Title 4 of the Functional Plan, limiting big box commercial uses, where applicable. Considering the proposed land uses in this vicinity, this is unlikely to be a difficult provision for the City.

- *Title 5: Neighbor Cities and Rural Reserves*

As stated in a memo from the City of Wilsonville dated May 28, 1998, the Concept Plan for the North Wilsonville Industrial Area does not propose any changes to the rural area north of the property to be included within Urban Reserve No. 42. This encourages the continuation of a "green corridor," a separation, between Wilsonville and Tualatin which is described in the 2040 Growth Concept. Metro's purchase of 113 acres within the Coffee Lake Creek wetland area also helps to retain a separation between cities. Infrastructure

planning for the area does not include plans for water or sewer service north of Clay Street, the proposed northern boundary of Urban Reserve No. 42.

- *Title 6: Regional Accessibility*

According to a June 1, 1998, memo from Kim White, Metro staff (see Attachment No. 2), the transportation impacts and mitigation measures identified in both prison site traffic analyses (i.e., for the Dammasch State Hospital site and for the north Wilsonville alternative site and its proposed amendment) are relatively similar. Therefore, the issue of which site is more appropriate for a prison should not be driven by potential transportation impacts. As stated in a background report from the City of Wilsonville dated May 28, 1998 the City will request necessary amendments to the Regional Transportation Plan Update, and will integrate Title 6 design standard provisions in its planning for new streets and internal circulation within Urban Reserve No. 42.

- *Title 7: Affordable Housing*

The majority of Title 7 of the Functional Plan is not a requirement for local jurisdictions. The City of Wilsonville, in the background report above, has noted that it will aim to implement requirements of Title 7 through the development of housing in Urban Reserve No. 41.

Conclusion

Application of the Urban Reserve Area Rule factors at ORS 660-21-030 to the additional 72 acres contiguous to Urban Reserve No. 42, result in a similarly high suitability rating to the original rating of Urban Reserve No. 42, in Ordinance No. 96-655E. Loss of separation of the communities of Wilsonville and Tualatin by the supersited prison is mitigated by a second condition of approval that is recommended below. State supersiting of a prison on amended Urban Reserve No. 42 would allow greater consistency with RUGGO's and the Functional Plan than siting the facility on Urban Reserve No. 41 at the Dammasch State Hospital Site. This amendment is consistent with the acknowledged RUGGO's and the Functional Plan

Executive Officer's Recommendation

The Executive Officer recommends Metro Council approve Ordinance No. 98-744A amending Urban Reserve No. 42 adding an additional 72 acres to the north. Approval should be conditioned on: 1) the State of Oregon Women's Prison and Intake Center being sited in the area encompassing approximately 112 acres in the vicinity of Day Road and Grahams Ferry Road, and 2) establishment of Clay Street as the permanent northern most boundary for the City of Wilsonville.



METRO

DATE: June 2, 1998

TO: Mike Burton, Executive Officer
Metro Council

FROM: *lls*
Larry Shaw, Senior Assistant Counsel
Office of General Counsel

SUBJECT: Prison Siting Effect on Metro Urban Reserve Amendment

Dammasch Supersited On Urban Reserves

The Corrections Facility Siting Act of 1989 provides an expedited process for siting prison facilities. ORS 421.611-.630. The Department of Corrections adopted siting criteria. OAR 291-073-0010 to -0040. In order E-97-06 on January 7, 1997, the Governor initiated the siting process for a women's prison/intake center in the tri-county area. The Correction Facilities Siting Authority selected the Dammasch site on May 5, 1997 with numerous conditions that include consultation with land use planning agencies about the impact of the siting (I.D.), and maintaining a connection between open spaces (#504),

ORS 421.628(1) states that the Siting Authority decision "shall bind the state and all counties, cities and political subdivisions in this state as to the approval of the sites and the construction and operation of the proposed corrections facilities. (All governments) shall issue the appropriate permits, licenses and certificates . . . as necessary for construction and operation of the facilities . . ." This means that the correction facility may be built regardless of whether the site is outside the urban growth boundary or displaces housing planned for urban reserve areas.

Metro Coordination Role - ORS 195.025(1)

Metro's land use responsibilities include "coordinating all planning activities affecting land uses within (the district) . . . to assure . . . integrated comprehensive plan(s) for the entire area of (the district)." Therefore, the displacement of housing capacity in a mixed use area for the Dammasch site portion of Urban Reserve #41 and the City of Wilsonville's desire to site the facility on Urban Reserve #42 are appropriate issues for the Metro Council to consider.

Review of Urban Reserves #41 and #42

Metro's urban reserve decision of March 6, 1997 was based on a region wide analysis comparing future urban suitability with the general information available at that time. Metro planning will be affected by the supersiting of a correction facility in either urban reserve area subsequent to that original designation. Examining the net effect of the events and more specific information gathered since the original urban reserve decision is appropriate to Metro Council consideration of the City of Wilsonville's request for the Metro Council to amend its urban reserve decision. This examination must include Metro Council application of its policy on separation of communities to the total circumstances of such an amendment to Urban Reserve #42.

Application of LCDC's Urban Reserve Rule and Metro's adopted policies, including the separation of communities policy, are significantly affected by the prison supersiting authority. The purpose of Goal 2 alternatives analysis in urban reserve designations are one example. The location of the prison is determined by the state siting process, regardless of LCDC's Rule and Metro policies. Therefore, the siting decision prevents Metro consideration of alternative sites for the prison in this land use decision.

Conclusion

Metro has a responsibility to coordinate land uses in response to new developments, such as state siting of a prison on lands planned for future urban uses. Metro Council consideration of amendments to urban reserves to address and mitigate the effect of a prison siting on designated urban reserves is consistent with such coordination. The application of LCDC and Metro policies to an urban reserve amendment is significantly affected by the state prison siting authority to override any conflicting policy or rule.

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M E M O R A N D U M

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METRO

Date: June 1, 1998
 To: Mary Weber, Senior Program Supervisor
 From: Kim White, Associate Transportation Planner *Kim*
 Subject: Transportation Implications of Urban Reserve Sites #41 and #42

DKS and Associates prepared a traffic analysis of Urban Reserve (UR) site #41 and UR #42 as a prison use for the City of Wilsonville. This memo summarizes my findings with regard to the potential transportation implications of siting a prison on each site.

In general, prison/industrial uses generate fewer trips per acre than residential uses. However, despite the fact that traffic generation rates for prison/industrial uses are lower than traffic generation rates for residential uses, the transportation impacts and mitigation measures identified in both prison site traffic analyses are relatively similar.

My evaluation considered each site as a prison and non-prison use and the overall impact of those uses on the City of Wilsonville and implementation of the 2040 Growth Concept. Specific issues to consider relate to timing with regard to when the urban reserve land is developed, whether the Dammasch site is developed as industrial uses or as residential uses and the city's jobs/housing imbalance.

With regard to the timing issue, the land in UR #42 (North Wilsonville Alternate Site) will likely be used for industrial uses when the land is brought into the UGB, whether a prison is sited there or not. This is assumed because of how the land has been used in the past as well as the existing industrial uses that currently surround UR #42. Similar transportation improvements will need to be made under both scenarios because of the similar industrial land use that is likely to occur in each scenario.

If UR #42 is brought into the UGB as part of the prison site, the transportation impacts will be immediate. Specific transportation improvements will need to be made to address intersection failures identified in the traffic analysis of the site as a prison use.

The more important issue to consider seems to be whether UR #41 (including the Dammasch site) is developed as residential uses or prison/industrial uses. The transportation impacts of these two land uses are different in terms of their affect on the existing transportation system. A prison at the Dammasch site will result in fewer trips than if the Dammasch site is developed with residential uses. However, traffic analysis of both scenarios has shown that Wilsonville Road will exceed current LOS standards at several intersections. Therefore, regardless of how UR #41 is developed, traffic congestion on Wilsonville Road will need to be addressed.

Metro's policy is to support town centers. Clustering residential, mixed-use development close to town centers (such as at the Dammasch site) supports that policy. In addition, the Regional Transportation Plan update has identified a list of transportation improvements aimed at addressing traffic congestion on Wilsonville Road by providing alternate east-west and north-south travel routes that better connect the town center with surrounding neighborhoods on both sides of I-5. Metro supports including these improvements in the region's 20-year plan for transportation, regardless if the Dammasch site is developed as a prison use or as residential uses.



METRO

TO: Larry Shaw, Office of General Counsel

FROM: Carol Krigger, Growth Management Services

DATE: June 22, 1998

SUBJECT: Urban Reserves No. 41 and 42

This memo is in response to your request for information regarding Urban Reserve Nos. 41 and No. 42 and the proposed amendment to Urban Reserve No. 42 in the Wilsonville area. The first part of the memo provides general information about these adopted Urban Reserves and their estimated capacity for households and jobs. It also examines the proposed amendment to Urban Reserve No. 42 to include approximately 72 acres. The second part of this memo lays out the capacity gain or loss (households and jobs) with siting of a prison in two alternative locations within Urban Reserves No. 41 and 42 (with amendment).

Adopted Urban Reserves

Each urban reserve study area was rated according to how well it met specific criteria outlined in Factors 3 through 7 of the Urban Reserve Rule. Urban Reserve No. 41 encompasses an area of approximately 423 acres (including the Dammasch site), of which 279 acres are identified as first tier. The site received an urban suitability rating (a weighted score) of 33 points in the Urban Reserve Study Area (URSA) analysis performed. This score was the overall minimum qualifying rating for the 18,600 acres of urban reserves chosen by the Metro Council. Exclusive Farm Use (EFU) zoning within and in proximity to the site contributed in large part to the low urban suitability rating. A total of only 8 points were received for Factors 6 and 7 of the Urban Reserve Rule, which relate to retention of agricultural land and compatibility with nearby agricultural activities. The entire site contains approximately 285 acres of land zoned EFU. Urban Reserve No. 41 received average scores for Factor 23 (orderly and economic provision for public facilities and services) and Factor 5 (environmental, energy, economic and social consequences).

According to the initial analysis performed on Urban Reserve Study Areas, Urban Reserve No. 41 could accommodate an estimated 2,560 households and 985 jobs. First-tier lands could accommodate a proportion (66 percent) of the total households and jobs estimated for Urban Reserve No. 41 –

approximately 1,690 households and 650 jobs. First-tier land in Urban Reserve No. 41 is part of the proposed Dammasch Area Master Plan developed for the City of Wilsonville, which also includes land inside the UGB, and is estimated to accommodate 2,300 households and 548 jobs. About 1,130 of the 2,300 households are planned in the first-tier portion of Site #41; the remainder are planned for inside the UGB.

The Dammasch Master Plan is a site-specific plan, whereas the Urban Reserve Study Area Analysis was a general estimate. The difference between Metro's initial higher capacity estimate and the master plan estimate on first-tier land (1,130 compared to 1,690) is due to this fact.

Urban Reserve No. 42 received a higher urban suitability rating 64.5 points – in the URSA analysis performed, almost twice the minimum qualifying rating of 33 (weighted score) for the 18,600 acres of Urban Reserves designated by the Metro Council in March 1997. This rating was received for a couple of reasons. First, the site, which consists of approximately 250 acres, is relatively flat with few environmental constraints. Because of this, a total of 16 points was received for Factor 4 (maximum efficiency of land uses within and on the fringe of the existing urban area). Second, a total of 32 weighted points was received for Factors 6 and 7, which relate to retention of agricultural land and compatibility with nearby agricultural activities. Urban Reserve No. 42 is zoned for rural residential use (AF5 – Agriculture Farm/Forest 5) and industrial uses (MAE – Land Intensive Industrial; RI – Rural Industrial). There is no exclusive farm use zoning designation within Urban Reserve No. 42. The urban reserve is mostly surrounded by industrial and rural residential zoning, except for one area in the southwestern portion of the Urban Reserve. Urban Reserve No. 42 received average scores for Factor 3 (orderly and economic provision of public facilities and services) and Factor 5 (environmental, energy, economic and social consequences). The estimated household and jobs capacity for Urban Reserve No. 42 is 1,770 households and 670 jobs.

The area under consideration for inclusion in Urban Reserve No. 42 (approximately 72 acres) is similar to the land area inside the urban reserve. The zoning consists of Rural Residential and Industrial designations. The land is also relatively flat with few environmental constraints, making it efficient for urban development. Similarly zoned lands also surround the area; there is no EFU zoning. It is unlikely that the scoring outcome would have been significantly different had this area been part of Site No. 42 in the initial analysis. Based on the methodology used to determine capacity in the URSA analysis¹ the 72-acre proposed amendment could accommodate 480 households and 190 jobs.

¹ Applying discounts for environmental constraints (2%); efficiency factor (10%) and gross-to-net reduction (25% for future streets, parks, and other public facilities) estimated buildable land is about 48 acres. Capacity is based on 10 households and 4 jobs per net acre.

Urban Reserve No. 41 and Dammasch Area	Households	Jobs
<i>Non-Prison Option – Dammasch Mixed Use Center Plan</i>		
• Portion applicable to City's Table 1 Target – inside UGB	1,170	548
• Remaining area (all of first-tier Urban Reserve No. 41)	1,130	N/A, See Below ²
<i>Prison Option – State Owned Land</i>		
• Prison Site Area (State-owned land inside & outside UGB)	650	500
• Remaining periphery of prison site area (2/3 of first-tier Urban Reserve No. 41)	N/A	N/A
Net Gain (or Loss) in Capacity	(1,650)	(48)

Urban Reserve No. 42 and Proposed Amendment	Households	Jobs
<i>Non-Prison Option – Probable Jobs and Households</i>		
• Portion of Urban Reserve #42 (43.4 acres) included in alternative prison site.	310*	120*
• 72-acre site proposed to be added to Urban Reserve #42	<u>480</u>	<u>190</u>
	790	310
<i>Prison Option – (Portion of Reserve + Amendment)</i>		
• Prison Site Area	650	500
Net Gain (or Loss) in Capacity	(140)	190

* Proportion of total capacity (17%) estimated for Site #42 from the Urban Reserve Study Area Analysis.

Displacement Analysis

As mentioned earlier, first-tier land, as well as land inside the Urban Growth Boundary west of Wilsonville, is included in the City's proposed Dammasch Area Master Plan. The master plan proposes to locate a mixed use center on state-owned land, most of which is currently inside of the urban growth boundary – this is also the land that the State has approved for a prison site. The City of Wilsonville has requested that the State consider an alternative site located just north and adjacent to Urban Reserve No. 42. This site is approximately 115 acres and includes a part of Urban Reserve No. 42 – approximately 43 acres – and the 72-acre parcel described above.

² The jobs estimates calculated for the Dammasch mixed use center plan (548), while planned for the land area currently inside of the UGB, should not be considered site-specific. The jobs are part of a larger plan, and could have been sited in areas outside of the current UGB, but within the Dammasch Plan area.

The prison is intended to house 1,600 people and provide approximately 500 jobs. For the purpose of this analysis, the 1,600 prison population is converted to equivalent households for comparison purposes with the State-proposed prison site (Dammasch) and the Wilsonville-proposed alternative prison site. The equivalent units for this exercise would be about 650 households.³

The table above summarizes the estimated household and jobs capacity for each site under each of the two scenarios (prison vs. households/jobs) and shows the net gain or loss in terms of housing units and jobs if a prison is sited at either of the locations described above.

The capacity estimates have included the entire (first-tier) Urban Reserve No. 41 around Dammasch, and omitted the area in Urban Reserve No. 42 not included in the proposed alternative prison site. This is because the Dammasch Urban Reserve that contains part of the mixed-use center estimates is a first-tier reserve that has been planned, and will be considered, for inclusion into the Urban Growth Boundary with regard to this plan. Urban Reserve No. 41 does not have a clear plan with urban-style zoning established.

In addition, under the *Urban Reserve No. 41 and Dammasch Area, Non-Prison Option*, above, the estimates include the full extent of first-tier Urban Reserve No. 41. Under this scenario, the area would most likely develop in keeping with the mixed-use center plan – a plan that has envisioned the Dammasch State Hospital site as part of the larger area. By contrast, under the *Urban Reserve No. 41 and Dammasch Area, Prison Option*, the estimates account only for the land sited, by the State, for a prison. There is no certainty that development of a prison would necessitate inclusion of the remainder of Urban Reserve No. 41 into the UGB. Even if the remainder of Urban Reserve No. 41 were included in the estimates, it is fair to assume that Urban Reserve No. 41 would not accommodate a considerable amount of additional residential development. This is consistent with the State's policy on not siting prisons in close proximity to residential areas, as well as the unlikelihood that residential development would occur in such close proximity to a prison.

The central issue to such an analysis is not about the difference in household and jobs capacity within specified site plan boundaries, but about the two larger areas as a whole, and the broader physical and natural conditions on each of the two sites that would allow them to be used in ways best suited for them and for the region.

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³ Households are calculated by dividing the expected prison population (1,600) by the regional average number of persons per household (2.52), and rounding to 650. In Functional Plan dwelling unit estimates, the local average and vacancy rate conversion factor have been applied.



METRO

Date: June 1, 1998

To: Mary Weber, Senior Program Supervisor
Community Development Section
Growth Management Services Department

From: Dick Bolen, Manager *db*
Data Resource Center

Re: *Population Estimates of Group Quarters in the Metro Region and the 2015/2020 Metro Regional Forecast*

Who belongs in Group Quarters?

The Census Bureau definition of persons in group quarters includes persons living in:

1. Institutional Group Quarters: classified as inmates or patients (e.g., prisons and other correctional institutions – for adults and juveniles, nursing homes and hospitals for chronically ill, physically handicapped, drug rehabilitation and mental institutions).
2. Noninstitutional Group Quarters: includes rooming houses; group homes, religious quarters, college dormitories, military quarters, farm and other workers dormitories, emergency shelters for the homeless, runaways and abused persons, dormitories for nurses and interns in general and military hospitals.

The 1990 Census

Counties	Population	In Households	In Group Quarters	Percent in Group Quarters
Multnomah	583,887	570,508	13,379	2.29%
Clackamas	278,850	276,280	2,570	0.92%
Washington	311,554	308,071	3,483	1.12%
Tri-County	1,174,291	1,154,859	19,432	1.65%

Forecast Assumptions and Methodology

The Census categorizes people as either in households (family or non-family) or in group quarters. Based on the 1990 Census, less than 2 percent of the persons living in the Metro area belong in group quarters.

The Metro Regional Forecast does not distinguish future population in terms of persons in group quarters. The forecast of population assumes that all persons living in the region reside in households. At the time, this assumption did not seem to be a very harsh assertion given the fact that over 98 percent of the region's total population belonged outside of institutions or group quarters.

Furthermore, TAZ allocations also ignore or subsume the group quarter element of the population in the allocation of persons in households and dwelling units.

Forecasting total population is not an easy matter, but when you try to forecast an even smaller segment of total population such as persons in group quarters, this problem is even more difficult. As we are faced today, prison sitings and sitings of other institutional homes is a highly subjective matter not often determined by macroeconomic forces. Where they eventually get located are often beyond statistical modeling or econometric predictions.

On a regional scale, not explicitly enumerating future persons in group quarters does not change the accuracy of the forecast. However, in terms of allocating population to TAZ's this can make a significant difference. Persons in group quarters are normally unevenly distributed across the region and, therefore, some TAZ's will have a much higher proportion of persons in group quarters.

Technical Resolution

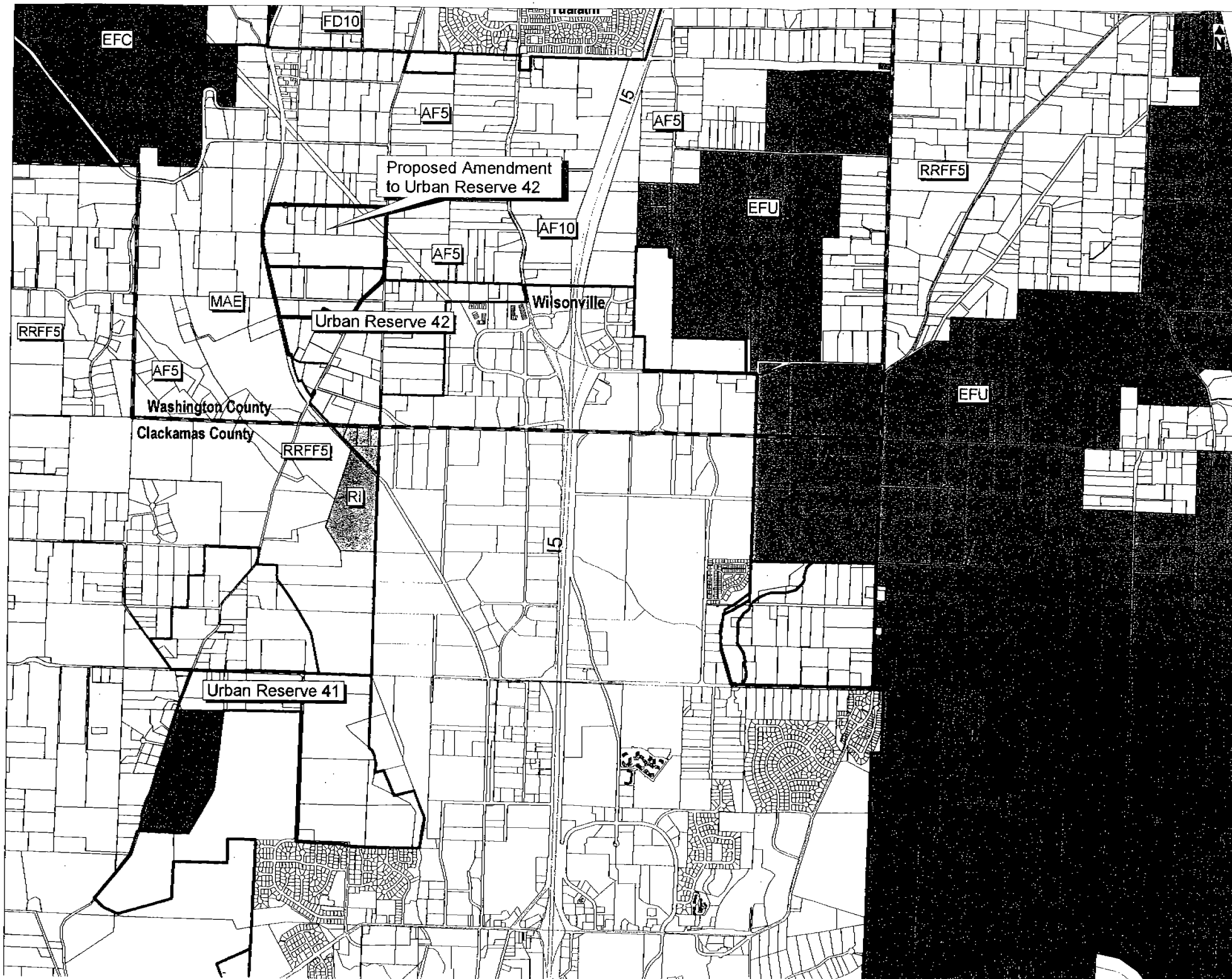
The dilemma appears to be how do we make an ex-post adjustment to the regional forecast and growth allocation to which the ex-ante forecast made no explicit distinction between persons in households and persons in group quarters. The problem is unexpectedly a prison (or group quarter institution) is to be located where the forecast allocated households. The simple solution is to convert each inmate(s) into a household and each prison cell into an equivalent dwelling unit in order to satisfy Title 1 and Table One requirements of the Functional Plan.

This problem can be handled (at least) in one of three ways by converting the expected number of inmates (and prison cells) into households or dwelling units based on:

1. The 1990 or current estimate of average household size in the region,
2. The 1990 average household size in the City of Wilsonville or
3. A household size equal to one.

My recommendation is to choose either option 1 or 2.

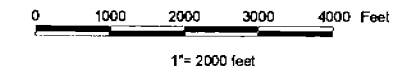
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Urban Reserve #42 and County Land Use Districts

Map 1

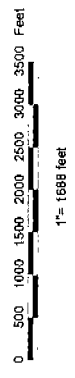
- Urban Growth Boundary
- First Tier
- Other Reserves
- Alternative Site Area
- County Lines
- (AF10) Agriculture Farm/Forest 10 Acres
- (AF20) Agriculture Farm/Forest 20 Acres
- (AF5) Agriculture Farm/Forest 5 Acres
- (EFC) Exclusive Forest Conservation
- (EFU) Exclusive Farm Use
- (FU10) Future Urban 10 Acres
- (I) Industrial
- (MAE) Land Extensive Industrial
- (RI) Rural Industrial
- (RRFF5) Rural Residential/Farm Forest 5 Acres



Proposed Wilsonville Urban Reserve Amendment

Map 2

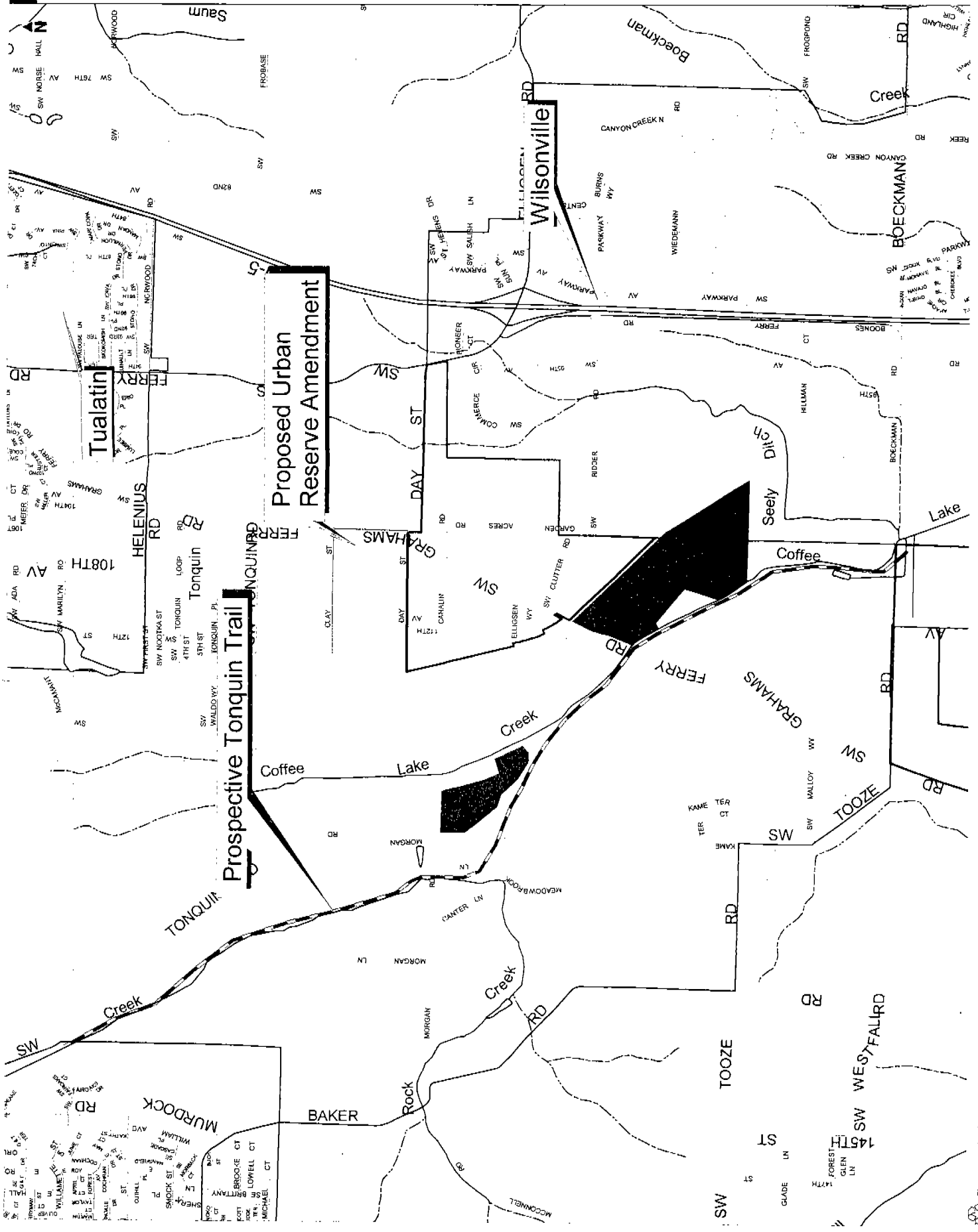
-  Metro Purchased Open Space
-  URBAN RESERVE # 42
-  URBAN RESERVE AMENDMENT
-  Urban Growth Boundary



METRO

600 NE Grand Ave.
 Portland, OR 97232-2736
 503 797-1742 FAX 503 797-1909
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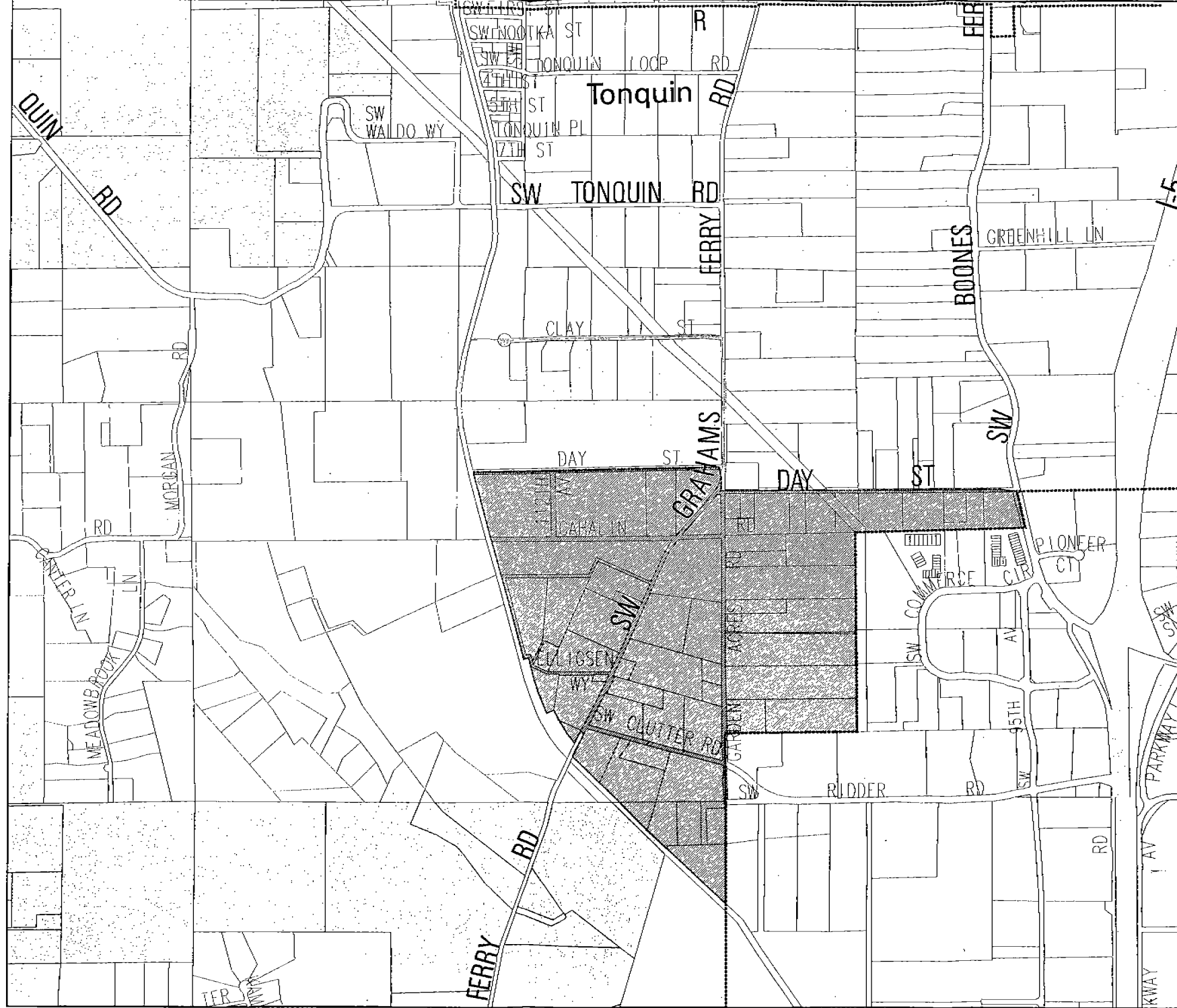
Plot date: Jun 1, 1996, d:\projects\prison\query.apr



Proposed Wilsonville Urban Reserve Amendment

- Proposed Amendment to Urban Reserve
- Urban Reserve
- Inside Urban Growth Boundary
- UD
- Exception Lands

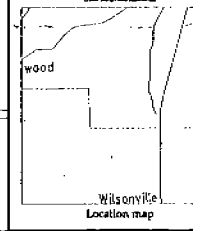
Map 3



Map 3 shows the proposed amendment to the Urban Reserve. The shaded area represents the proposed amendment. The Urban Reserve is shown with a diagonal line pattern. The Urban Growth Boundary is shown with a dashed line. The UD (Urban Density) is shown with a dotted line. Exception Lands are shown with a white background.



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1000 NE Oregon Street, Portland, OR 97232-2729
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Proposed Amendment

Map 4

Wilsonville Urban Reserves

-  URBAN RESERVE AMENDMENT
-  URBAN RESERVE # 42
-  Urban Growth Boundary



1" = 800 feet



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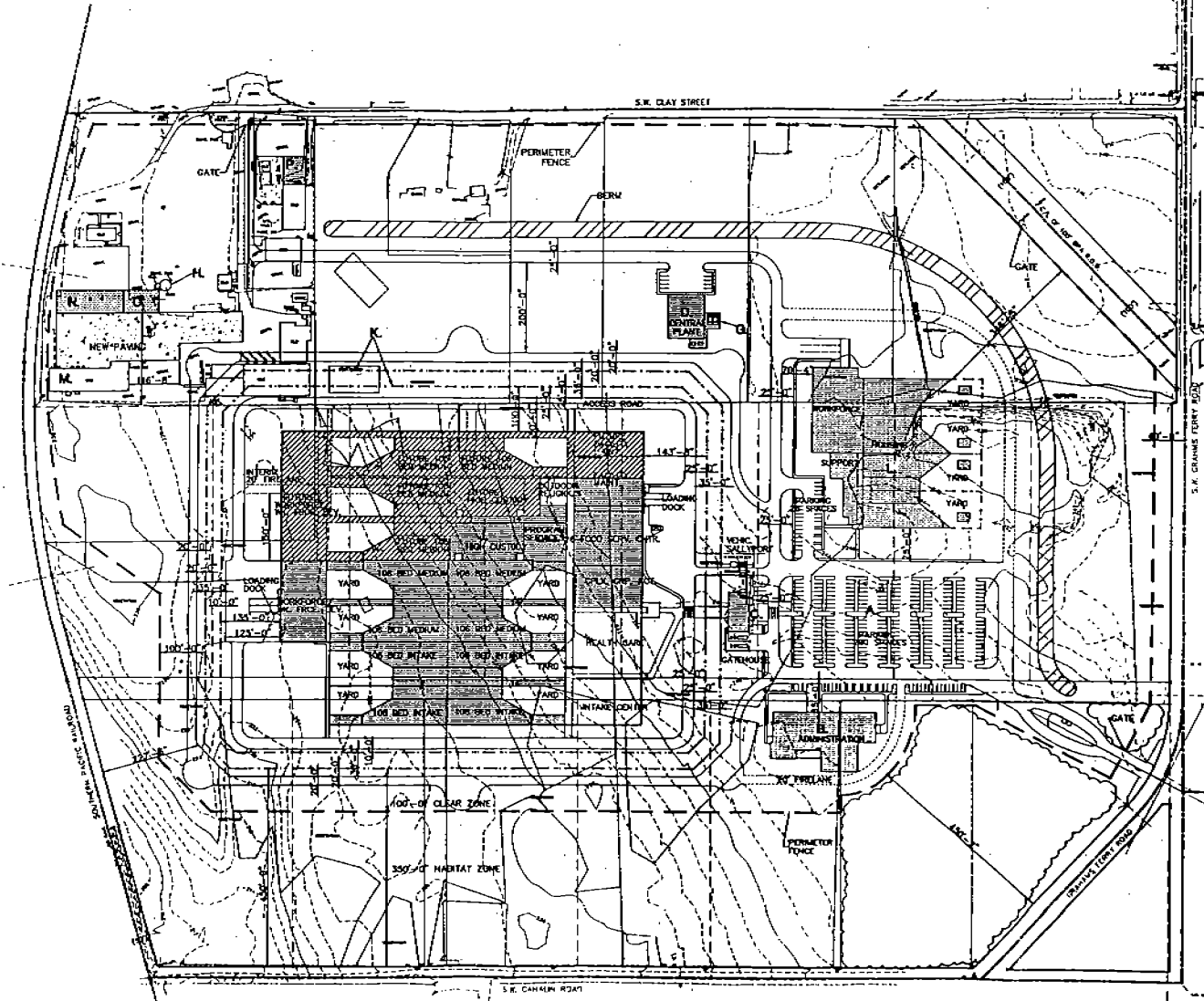
APPROXIMATE SITE ACREAGE	
PLOT TOTAL	122 ACRES

LEGEND

	PROPOSED SITE BOUNDARY		PHASE I CONSTRUCTION
	HIGH TENSION POWER LINES		FUTURE CONSTRUCTION
	RAILROAD TRACKS		DEMOLISH
			NEW PAVING

BUILDING DESIGNATION

A. SITE WORK	K. FENCE AND VEHIC. SALLYPORT
B. ADMINISTRATION BUILDING	L. MINIMUM SECURITY PRISON (INCLUDING MINIMUM HOUSING, MINIMUM WORKFORCE AREA, MINIMUM COMPLEX GROUP MANAGEMENT AREA)
C. GATEHOUSE	M. GENERAL STORAGE WAREHOUSE
D. CENTRAL PLANT	N. FOOD AND MEDICAL STORAGE WAREHOUSE
E. WAREHOUSE	O. FACILITIES MAINTENANCE BUILDING
P. NOT USED	P. RECORDS MANAGEMENT OFFICE BUILDING
Q. COOLING TOWER	
R. WATER TANK	
S. ENTRY KIOSK	
T. MEDIUM SECURITY PRISON (INCLUDING MEDIUM & HIGH CUSTODY HOUSING UNITS, INTAKE HOUSING UNITS, WORKFORCE CORE AREA, FENCE & VEHICULAR SALLYPORT)	

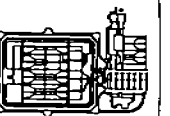


OREGON DEPARTMENT OF CORRECTIONS

Site 1 WOMEN'S PRISON & INTAKE CENTER COMPLEX



DLR Group
Architects & Planners, P.C.
421 N.W. 6th Avenue
Suite 1910
Portland, OR 97204
Tel: 503-274-8878
Fax: 503-274-0318



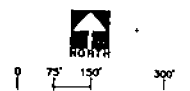
KEY PLAN

REVISIONS

No.	Description	Date

PROJECT NO: 14678026
DATE: 6/18/00
SHEET 5 OF 6

PRELIMINARY SITE TEST



GROWTH MANAGEMENT COMMITTEE REPORT

CONSIDERATION OF ORDINANCE 98-744, FOR THE PURPOSE OF ADDING TO DESIGNATED URBAN RESERVE AREAS FOR THE PORTLAND METROPOLITAN AREA URBAN GROWTH BOUNDARY; TO PROVIDE FOR A STATE PRISON; AMENDING RUGGO ORDINANCE NO. N 95-625A; AND DECLARING AN EMERGENCY

Date: June 17, 1998

Presented by: Councilor Morissette

Committee Action: At its June 16, 1998 meeting, the Growth Management Committee unanimously voted to recommend Ordinance No. 98-744 to Council for adoption. Voting in favor: Councilors Naito, McCaig and Morissette.

Committee Issues/Discussion: Following an extensive hearing, in which both sides presented their opinions regarding the expansion of Urban Reserve 42, Councilor Morissette moved that the committee approve the ordinance and recommend approval by the full council. Councilor McCaig seconded the motion.

The issues that were important to the Committee were: (1) what was the best land use decision, (2) what decision would affect the fewest families with children and (3) what was the Council's role in making this decision prior to the Governor determination of whether the alternative prison site was viable. These issues were addressed at the public hearing by both sides.

Councilor Morissette stated that he regretted the difficulty the citizens of Wilsonville were experiencing over the prison siting, but that his overriding concern was placing a prison near children and schools. He supported the alternative site because it would put the prison farther away from children and families.

Councilor McCaig stated that, although this was a difficult decision, it was the responsibility of the Council to look seriously at Urban Reserve 42 as an alternative site. She said she is comfortable moving ahead with the ordinance because it moves the region ahead and gives the governor a choice to make.

Councilor Naito said this ordinance makes the best land use sense and it is the Council's role to evaluate what is best for the region. She said she believes the linkage of schools and jail sites is inappropriate.