

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE METRO URBAN GROWTH BOUNDARY IN THE VICINITY OF THE CITY OF FOREST GROVE BY ADDING AND DELETING AN EQUIVALENT AMOUNT OF LAND)))))))	ORDINANCE NO. 02-985A Introduced by Community Planning Committee
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WHEREAS, the Metro Council provided notice for and conducted workshops and hearings consistent with the legislative process provided for in the Metro Code and state law to consider an amendment to the Metro Urban Growth Boundary (“UGB”); and

WHEREAS, as a part of that process, the City of Forest Grove submitted a proposed UGB LAND SWAP PROPOSAL dated June 24, 2002 for consideration of a proposed amendment to expand and withdraw land from the existing UGB; and

WHEREAS, the proposed amendment was deliberated and discussed by the Metropolitan Planning Advisory Committee and included as a part of the overall expansion recommendation to the Metro Council; and

WHEREAS, Metro conducted five public workshops in locations around the region to provide information about alternative locations for expansion of the UGB and to receive comment about those alternatives including the City of Forest Grove; and

WHEREAS, Metro published, on August 25, 2002, notice of public hearings before the Council on the proposed decision in compliance with Metro Code 3.01.050; and

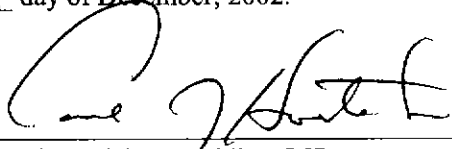
WHEREAS, the Metro’s Community Planning Committee and the Metro Council held public hearings on the proposed decision on October 1, 3, 10, 15, 22, 24 and 29, November 21 and December 5, 2002, and considered the testimony prior to making this decision; now, therefore,

THE METRO COUNCIL HEREBY ORDAINS AS FOLLOWS:

1. The Metro UGB is hereby amended to include property identified in Exhibit A and to exclude property identified in Exhibit B in order to address a specific transportation problem within the City of Forest Grove that will allow for the efficient development of vacant lands within the existing UGB and will create a clear distinction between urban and rural uses.
2. The UGB LAND SWAP PROPOSAL prepared by the City of Forest Grove and dated June 24, 2002, as provided in Exhibit C and the ALTERNATIVES ANALYSIS in Exhibit E is hereby adopted in support of the amendments to the UGB.
3. The Findings of Fact and Conclusions of Law in Exhibit D, attached and incorporated into this ordinance, explain how the UGB LAND SWAP PROPOSAL demonstrates that the amendments to the UGB in Exhibit A and B comply with the Metro Code, state law and the Regional Framework Plan.

4. In the event of an appeal of either amendment (the expansion or the withdrawal) that results in a reversal or remand of the other amendment, the Metro Council finds that the separate legal descriptions in Exhibits A and B and the independent findings for each amendment provided in Exhibit D are severable. Remand or reversal of either amendment will not undermine the validity of the other.
5. This ordinance is necessary for the immediate preservation of public health, safety and welfare because state law requires Metro to ensure that the region's UGB includes a 20-year supply of buildable land for housing upon the completion of its analysis of the capacity of the boundary.

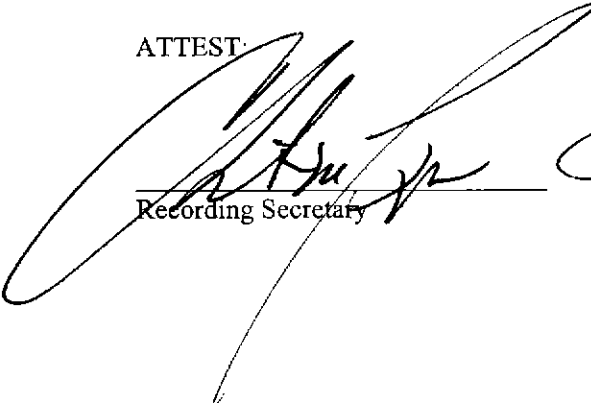
ADOPTED by the Metro Council this 12th day of December, 2002.



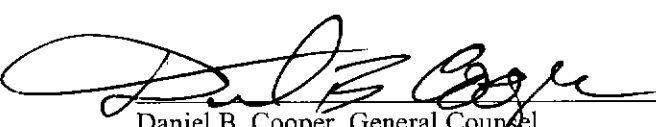
Carl Hosticka, Presiding Officer

ATTEST:

Approved as to Form:



Recording Secretary

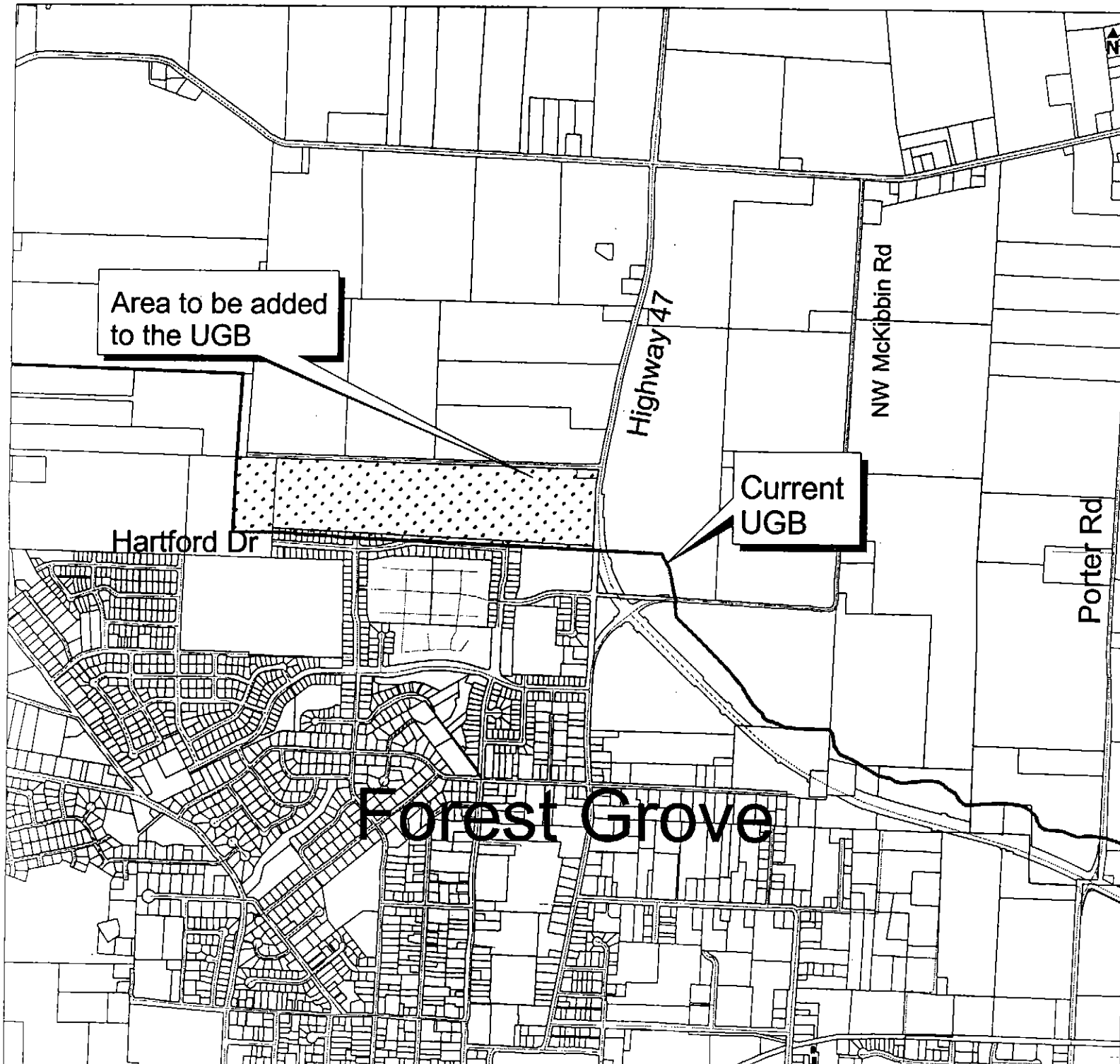


Daniel B. Cooper, General Counsel

Exhibit A Ord. No. 02-985 A

City of forest Grove

 Urban Growth Boundary

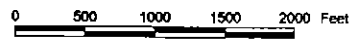


Area to be added to the UGB

Current UGB

Forest Grove

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1" = 1384 feet



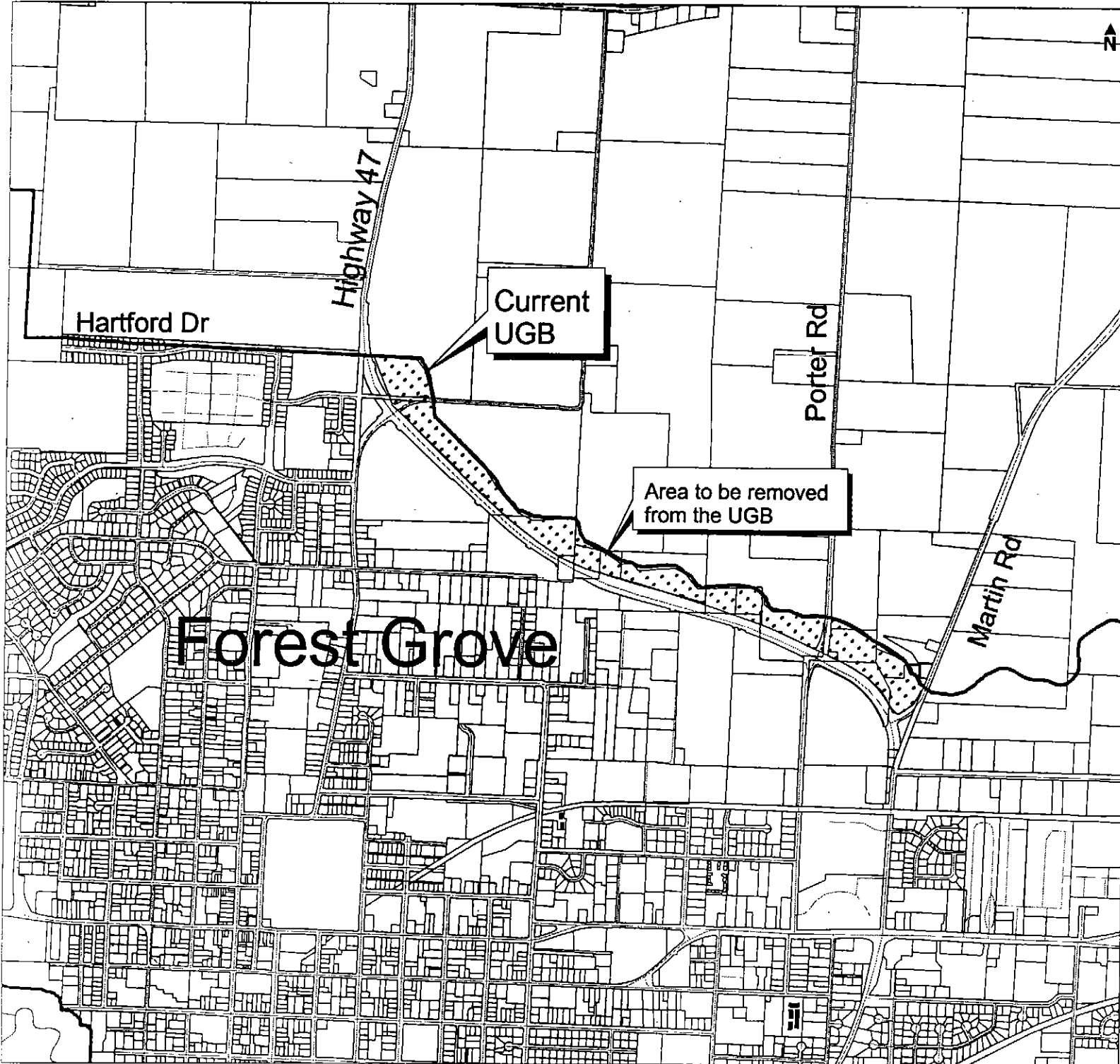
METRO

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Exhibit B Ord. No. 02-985 A

City of Forest Grove

 Urban Growth Boundary



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1" = 1500 feet



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UGB LAND SWAP PROPOSAL

City of Forest Grove
June 24, 2002

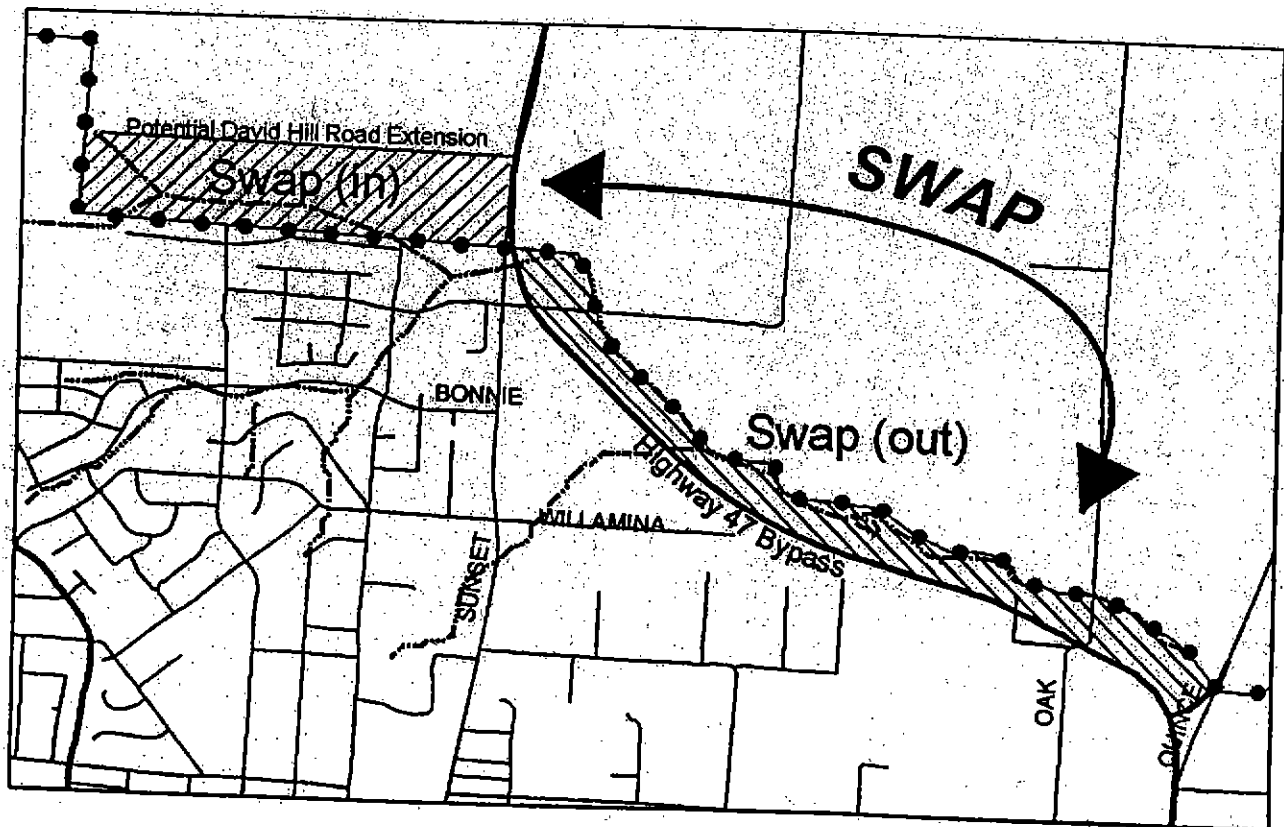


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EXECUTIVE SUMMARY

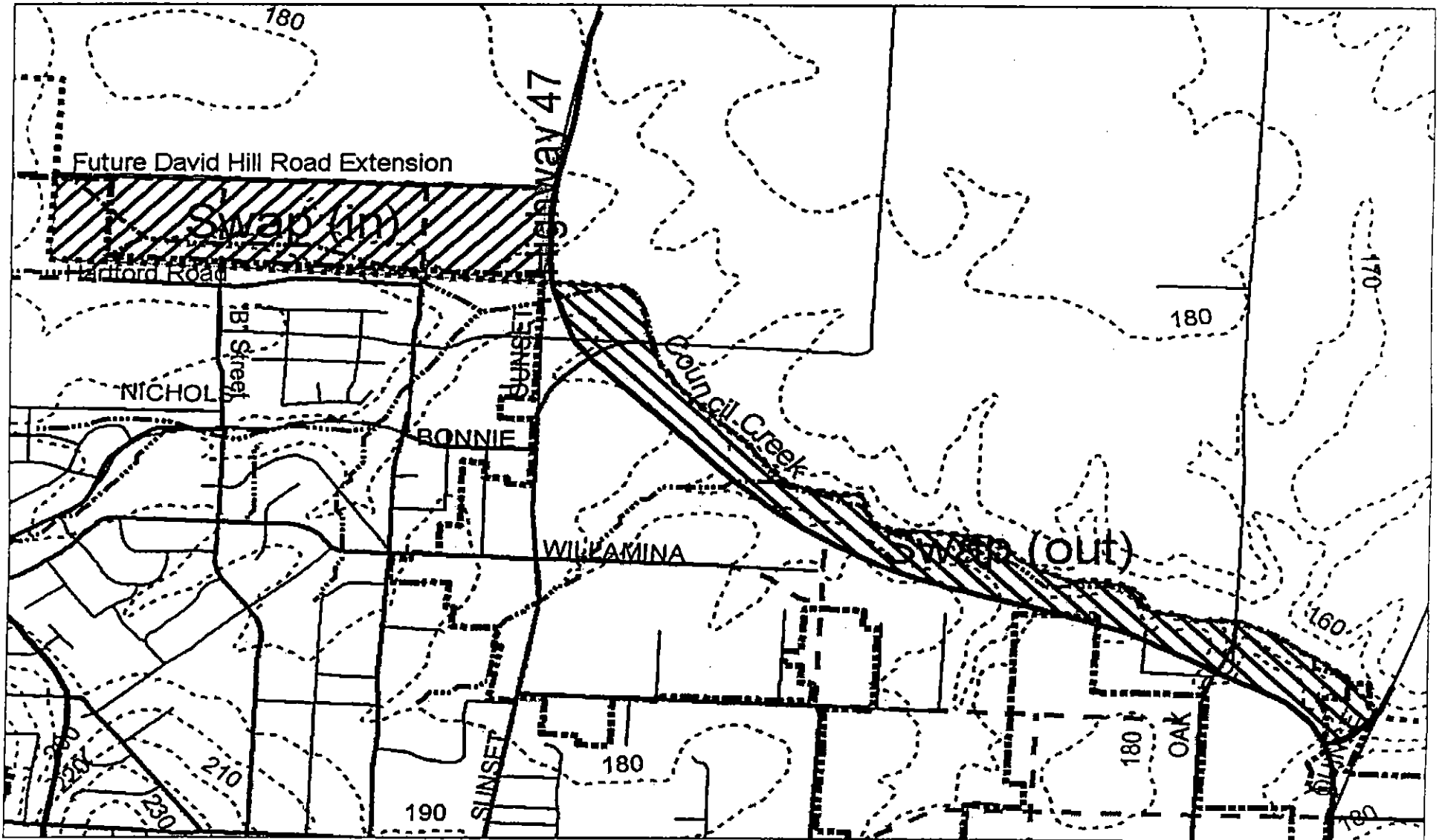
The City of Forest Grove has identified two areas of equal size north of Forest Grove for inclusion in a UGB land swap (Figure 1). The northern expansion of the City is bounded by the Metro Urban Growth Boundary (UGB). This UGB separates land available for the future urban expansion of the City from land zoned for Exclusive Farm Use (EFU) in Washington County. While this separation is important to protect valuable farmland, the current delineation of the boundary aggravates efficient urban expansion of Forest Grove.

Forest Grove is proposing a land swap at this time to coincide with Metro's current periodic review. As a result of periodic review, UGB recommendations will be made by Metro staff in late 2002 and we hope to have this land swap included. Outside of periodic review, a land swap of this nature would most likely be unsuccessful due to the EFU land found north of the City.

As illustrated on Figure 1, the land proposed to be removed (Swap (out)) is a 62.1 acre area between the Highway 47 bypass and Council Creek. The land proposed to be added (Swap (in)) is a 59.9 acre area immediately north of the current City limits between Thatcher and Highway 47. The proposed UGB land swap provides the following advantages:

- **Allows for a necessary transportation connection.** The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. The swap would allow the extension of David Hill Road to Highway 47, which would have a number of significant transportation benefits.
- **Maintains land supply for jobs.** Thirty-seven acres of the Swap (out) area is currently in the industrial comprehensive plan designation. This land is essentially unusable for this purpose. The swap would provide for the same amount of industrial land in a usable configuration. This would be accomplished by designating the Swap (in) area primarily for residential purposes and redesignating residential land adjacent to existing industrial areas for industrial development.
- **Facilitates efficient extension of public utilities.** The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the Swap (in) area. The topography of the site slopes from west to east. Therefore, the Swap (in) would improve the City's ability to extend storm water and sanitary sewer systems. A needed water main could also be extended. In direct contrast, utility extensions in the Swap (out) area would be expensive and inefficient, and would induce growth in an environmentally sensitive area.
- **Protects natural resources.** The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek. About 77% of the Swap (out) land area, due to its location along Council Creek, contains a natural resource area (as determined by Metro's Goal 5 analysis).
- **Maintains productive soils.** Neither the Swap (in) nor Swap (out) area contains Class 1 soils – considered the most suitable for farmland. However the Class 2 and 3 soils found in both areas are considered valuable for agriculture production. If the UGB was not present the Swap (out) would likely be classified as EFU based on the quality of soils.

Figure 1 - Location of UGB Land Swap Areas



SECTION 1 – STATE AND METRO REGULATORY FRAMEWORK

Both the State of Oregon and Metro provide a regulatory framework for considering expansions to the Urban Growth Boundary. The State's land use goal and implementing statutes provide for the expansion of the UGB while protecting land for agriculture production. Metro provides a variety of methods to consider a UGB land swap. This section will outline why the City of Forest Grove feels it is necessary to proceed with the UGB land swap at this time and how the proposal helps the City address State land use requirements, in particular Goal 14 - Urbanization.

Metro Options for a UGB Land Swap

The Metro Code has three options to allow the exchange of land within a UGB for land outside a UGB: a minor adjustment; a major amendment; or part of a Metro periodic review UGB expansion. Forest Grove is proposing a land swap at this time to coincide with Metro's current periodic review. As a result of periodic review, UGB recommendations will be made by Metro staff in late 2002 and we hope to have this land swap included.

Outside of periodic review, a land swap of this nature would most likely be unsuccessful due to the exclusive farm use land found north of the City. City staff's understanding of the criteria for minor adjustments and major amendments in the Metro Code (3.01.030) makes potential adjustments to the UGB north of Forest Grove unlikely outside of the Periodic Review process:

- **Minor Adjustment.** The proposed land swap would meet 6 of the 7 criteria outlined in the Metro Code (3.01.035). The net land area change is less than 20 acres, in fact the net change proposed would *reduce* the City's UGB by 1.2 acres. Public facility provisions would be less costly to provide. The swap would result in no adverse impacts, and would in fact have positive impacts on the environment and the economy. The swap is consistent with 2040 growth concept. Due to the predominance of agriculture land north of Forest Grove, the swap does not meet Criteria 7:

“(7) If the adjustment is to facilitate a trade, the adjustment would not add land to the UGB that is currently designated for agriculture or forestry pursuant to a statewide planning goal.”

- **Major Amendment.** Based on City staff interpretation of the major amendment criteria, the proposed land swap could not be processed under this procedure. The proposed UGB amendment is extremely important to the City of Forest Grove, but it is likely not have sufficient regional significance to satisfy the criteria. Also, the criteria indicate that expansions should occur within the legislative (Periodic Review) process when possible.

The current Metro legislative amendment process to consider the expansion of the UGB is the best opportunity to consider the proposed UGB land swap. As expressed throughout this report, the issue is of critical concern to the City of Forest Grove. The proposal needs to be considered at this time to add critically needed land into the UGB and remove land which should not be urbanized.

State Goal 14 - Urbanization

The State of Oregon land use goals provides a framework for UGB decisions. The intent of State Goal 14: Urbanization, is to provide for an orderly and efficient transition from rural to urban land use. The goal outlines a set of criteria to follow when boundary changes are considered:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agriculture land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agriculture activities.

The proposed UGB land swap is in conformance to the Goal 14 criteria for UGB change. Note that the City is not requesting an increase acreage within the UGB, but a swap to use land outside and within the UGB more efficiently. The land swap will satisfy the Goal 14 criteria as follows:

- **Maintains land supply for housing and jobs.** The Swap (out) area is essentially unusable for efficient use for residential or commercial development. The Swap (in) area is more suitable for development and satisfies Goal 14 criteria 1 and 2.
- **Allows for efficient extension of public infrastructure and utilities.** The Swap satisfies Goal 14 criteria 3. The UGB land swap is critical to the development of an adequate east-west roadway system. The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the Swap (in) area. In direct contrast, utility extensions in the Swap (out) area would be expensive and inefficient, and would induce growth in an environmentally sensitive area.
- **Efficient Use of Land.** The land swap satisfies criteria 4 and 5 of Goal 14. The land swap will result in a more efficient land use pattern due to the favorable location and configuration of the Swap (in) area compared to the location and configuration of Swap (out). Also the environmental, energy, economic and social consequences referred to in criteria 5 will be more favorable addressed with the land swap.
- **Protects natural resources.** The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek. Over 77% of the Swap (out) land area, due to its location along Council Creek, contains a Title 3 or a Goal 5 resource.
- **Maintains productive soils.** Neither the Swap (in) nor Swap (out) area contains Class 1 soils – considered highly suitable for agriculture production. However the Class 2 and 3 Soils found in both areas are considered valuable for agriculture production. If the UGB was not present the Swap (out) would likely be classified for exclusive farm use (EFU) based on the quality of soils present. Therefore the land swap would essential be an “EFU for EFU” swap.

SECTION 2 – LAND USE IMPLICATIONS

A primary purpose of the land swap is to maintain a similar amount of land for residential and industrial development purposes. This would be accomplished by shifting Comprehensive Plan designations onto land that can be more effectively used for development.

The City is particularly concerned about the supply of land for industrial development. The 37 acres of land in Swap (out) designated for industrial development is essentially unusable for this purpose. The swap would allow the City to designate areas within the Swap (in) area primarily for residential purposes and redesignate existing residential zoned land adjacent to existing industrial areas for industrial development purposes. Under this strategy the City would retain the same amount of industrial and residential land in a usable configuration for development.

Table 1: Acres within each Comprehensive Plan Designation

Comprehensive Plan Designation	Acres
General Industrial	20.76
Light Industrial	16.16
Low Density Residential	6.60
Medium Density Residential	8.02
Total	51.54

(remaining acres in street right-of-way)

Existing land uses

A distinction between Swap (out) and Swap (in) is the level of public versus private ownership (see Table below). Swap (out) is 83.5% publicly owned, while the Swap (in) area is 16.6% publicly owned. Most of the land in Swap (out) was acquired by Washington County as part of the Highway 47 bypass project, which was completed in 2000.

Table 2: Public versus privately owned land in swap areas

	Public Owned	Private Owned
Swap (out)	83.5%	16.5%
Swap (in)	16.6%	83.4%

The Swap (out) area contains 21 parcels – with 16 owned by Washington County. Washington County is actively attempting to sell some of these properties, which are surplus from the Highway 47 project. The City of Forest Grove owns one 2.0 acre parcel, which was formerly used by the Public Work Department for composting fall leaves and other woody debris. The site is no longer used for this purpose and is now vacant. Four of the properties are privately owned. Three parcels have single family homes and the fourth parcel is used for agriculture.

The Swap (in) area contains a large 49.1 acre parcel, which is mostly vacant, with a single family dwelling fronting Highway 47 on the east side. The parcel has been used in past for agriculture. The area also contains a 0.5 parcel with a single family home; a 40 foot wide County right-of-way; a 6.9 acre portion of a parcel owned by Forest Grove School District; and a 0.4 acre corner of a larger parcel.

Land Use Benefits of Approach

The existing and potential land use conditions of Swap (out) suggest that it should be removed from the UGB. The area is highly fragmented and significantly constrained by natural resources (see "Environmental Implications", and cut-off from Forest Grove by a major regional highway (see "Transportation Implications"). Most of Swap (out) is currently under public ownership due to the bypass project, reducing the feasibility of development for the few remaining private property owners.

The Swap (in) area is ideally suited for development. The area is fairly flat and the majority of the land is developable. The property will lend itself to an efficient development pattern, reducing the need for Forest Grove to add land in other locations in the future.

SECTION 3 – SOIL CLASSIFICATIONS

The northern expansion of the City of Forest Grove is bounded by the Metro Urban Growth Boundary (UGB). This UGB separates land available for the future urban expansion of the City from land zoned for Exclusive Farm Use (EFU). While this separation is important to protect valuable farmland, the current delineation of the boundary aggravates efficient urban expansion of Forest Grove.

The current delineation has limited justification from a soil quality, agriculture and natural resource protection stand point. Both the land proposed for removal from the UGB (Swap (out)) and land proposed to be added (Swap (in)) have similar soil characteristics. The proposed swap would result in a level of resource protection superior to the resource protection from the current UGB delineation.

The proposed land swap would result in an essentially one-to-one trade of high quality land of identical soil types. Land removed from the boundary (Swap (out)) has the characteristics to be zoned for exclusive farm use (EFU zone) and the irregular configuration and environmental limitations of Swap (out) make the area almost completely unusable for urban development. Much of the land within Swap (out) is currently used for agricultural purposes. The continuation of agriculture use or open space preservation would be appropriate due to the high soil quality and existence of natural resources in the area.

Underlying the entire City of Forest Grove are soils well suited for agricultural use. A review of the soil class map indicates that Class 2 and Class 3 soils comprise 94 percent of the land area within the Forest Grove UGB. Hypothetically, if the City was not built at this location, the entire land area could be use for agricultural purposes and soils may qualify for the EFU land classification because of the high quality. From a soil class perspective, there is no difference between land within the Forest Grove UGB and land outside this boundary and the original delineation was clearly not based on the location of higher and lower priority soils. The proposed UGB land swap would trade high quality soils for high quality soils and would be consistent with the original spirit of the UGB delineation for the City.

Note that none of the land within Swap (in) or Swap (out) is classified as Class 1 soils – the most productive soil type. Both the Swap (in) and Swap (out) areas have a mixture of Class 2 and Class 3 soils (Table 3). The soil types found in both these areas are considered highly desirable for agriculture purposes. The land area to be added to the UGB (Swap (in)) is 61.8% Class 2 and 38.2% Class 3. The land area to be removed from the UGB is 45.2% Class 2 and 54.8% Class 3.

Table 3
Percentage of Land Area by Soil Class in UGB Land Swap Area

<i>Soil Class</i>	<i>Swap (in)</i>	<i>Swap (out)</i>
2	61.8%	45.2%
3	38.2%	54.8%

SECTION 4 – TRANSPORTATION IMPLICATIONS

The current configuration of the UGB to the north and west of Forest Grove creates significant transportation problems for the community, which will become particularly apparent as vacant land within the existing UGB is developed. Without the proposed UGB land swap, Forest Grove would be faced with transportation impacts that extend well beyond the swap area (see Figure 1). The Transportation System Plan specifically calls for a high quality collector or arterial facility between Highway 47 and Thatcher to serve the northwest sector of the city. As the UGB is currently delineated, this connection is difficult, if not impossible due to regulatory and fiscal constraints of building a road in an area outside the UGB.

Over 590 acres of developable vacant land is available in the northwest quadrant of the City (west of Thatcher Road and north of Gales Creek Road). Over 310 acres of this land is north of David Hill Road. Currently the only direct east-west connection in Forest Grove is Gales Creek Road to Pacific Avenue. The Forest Grove Transportation System Plan, adopted in 1999, projected the number of total households expected in this portion of the community in the year 2020 (Table below). According to this estimate, a total of 2,124 households could be expected in the northwest portion of the community in 2020, an increase of 1,358 households from 1994.

Table 4: Expected Households in Northwest Forest Grove

Location	TAZ	1994 Households	2020 Households
North of David Hill / West of Thatcher	1330	2	305
South of David Hill / North of Gales Creek / West of Thatcher	1331	333	908
North of Nichols / East of Thatcher	1328 & 1326	84	387
South of Gales Creek / West of "E" Street	1325	347	524
	Total	766	2124

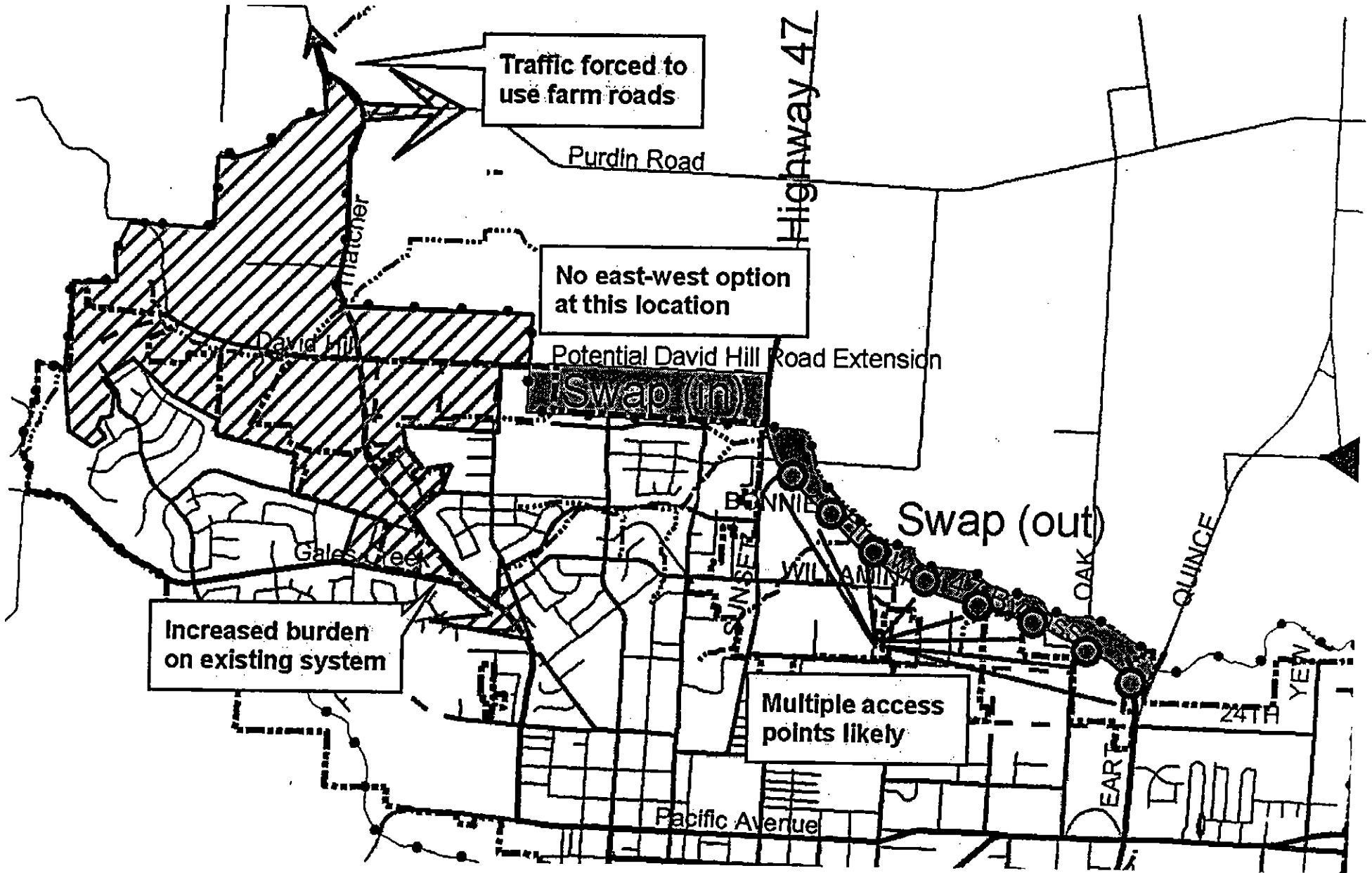
Transportation issues faced by the community without the David Hill Road extension include:

- **Congestion on existing east-west connections within City.** Without the transportation improvement related to the Swap, Pacific Avenue and other arterials, collector and local roads would experience a significant increase in congestion. The 1999 Forest Grove Transportation System Plan indicates that a connection between David Hill and Thatcher would carry a forecasted daily volume of 5,000 to 8,000 vehicles. Without this road these vehicle would find other less desirable routes. Some of these routes would likely include traffic cutting through existing and planned residential areas, which would degrade the character of these neighborhoods.
- **Heavy commuter traffic on County farm roads.** County farm roads and intersections are not designed to handle the high urban levels of traffic which would result from future development in the Forest Grove UGB. Purdin Road, a narrow paved road in the County north of the City, would experience a significant increase in traffic. Forest Grove residents living in the western portion of the community are already using this road. Without the Swap, Purdin Road would remain the only viable option for northbound traffic from the west Forest Grove area. Purdin road has a narrow pavement width (less than 28 feet) and currently has only a stop sign at the Highway 47 intersection. High volumes of traffic would create congestion and safety concerns.

- **Strip development potential along Highway 47.** The land proposed to be removed from the UGB currently forms a narrow band of land sandwiched between Highway 47 to the southwest and Council Creek to the northeast. The Highway 47 bypass completed in 2000 created these parcels, as property was acquired for the road right-of-way. If the County is successful in selling their surplus property, the nature of development along this stretch would likely be strip commercial on shallow parcels with numerous access points along Highway 47. A frontage road is not feasible due to the narrow dimensions. The development of these parcels, with multiple curb cuts would result in traffic conflicts and degradation of Highway 47 mobility objectives.

The diagram on the following page (Figure 1) illustrates the transportation issues which result from the current UGB configuration. Traffic from the northwestern quadrant of the community has limited east-west options. The hatched area of Figure 1 represents approximately 590 undeveloped or underdeveloped acres. The additional vehicle trips created from this future development would have only two options, which are represented by the large arrows on Gales Creek/Thatcher and Purdin Road. Under the current UGB configuration the area labeled Swap (in) on this map, represents a major missing piece of the roadway system.

Figure 1 - Transportation Problems without UGB Land Swap



Benefits of UGB Land Swap on the Transportation System

The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. In fact, both components of the swap, land removed from and added to the UGB, would benefit the transportation system.

Benefits of Removing Land Northeast of Highway 47

The north portion of the Highway 47 bypass was completed in 2000. One result of the right-of-way acquisition was the creation of narrow lots between 200 feet and 400 feet in depth sandwiched between the highway and Council Creek. Wetlands, floodplains and wildlife areas further limit the development potential these parcels and exacerbate access. Removing this narrow strip of land (Swap (out)) from the UGB would have a positive impact on the road network.

If property within Swap (out) is allowed to develop as planned, the result would be strip development with numerous access points onto Highway 47. Removing the land from the UGB would eliminate the need for curb-cuts along the north side of Highway 47 and could actually improve the effectiveness and safety of the road system. Figure 2 illustrates the reduced number of potential access point onto Highway 47.

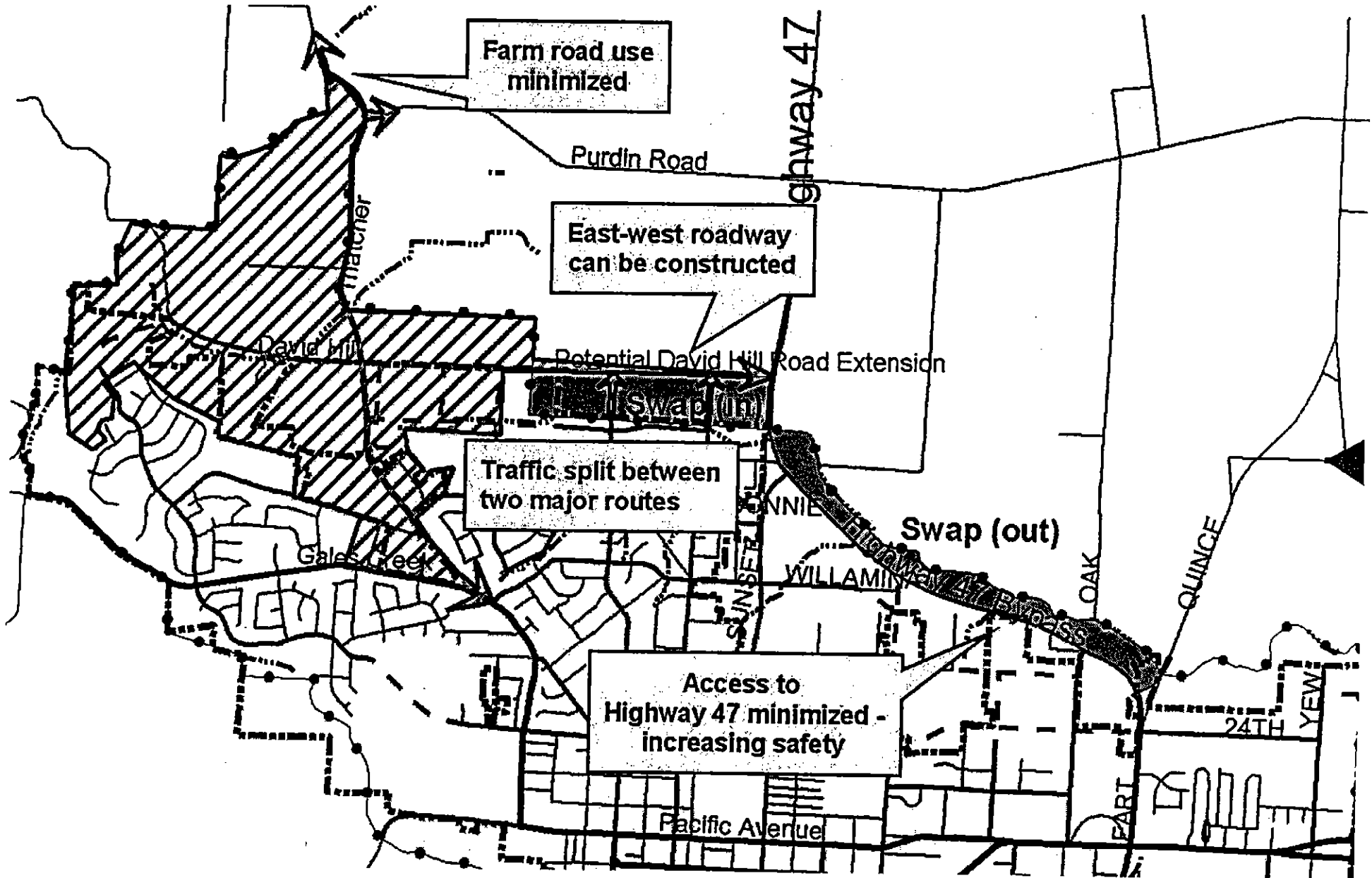
Benefits of Adding Land Between Thatcher and Highway 47

The current configuration of the UGB creates a disjointed transportation system, which essentially disconnects a large portion of the community from the regional transportation system and funnels east-west traffic onto one arterial roadway within Forest Grove - the Pacific Avenue/ 19th Avenue couplet and one Washington County road - Purdin Road. Four general areas in west Forest Grove with significant future development potential drain traffic into the existing roadway system: north of David Hill Road (310 developable acres); between Gales Creek and David Hill roads (280 acres); south of Gales Creek Road (130 acres); and east of Thatcher Road (120 acres). The 1999 TSP projected 2,124 total households in these areas by 2020. At build-out, the number of household would be even higher with dramatic impacts on the roadway system. The TSP indicates that a connection between David Hill and Thatcher would carry a forecasted daily volume of 5,000 to 8,000 vehicles.

The UGB land swap would help reduce transportation impacts in west Forest Grove in the following ways (see Figure 2):

1. Allows the extension of David Hill Road to Highway 47.
2. Allows connection of collector road system north to the David Hill extension to complete the grid network in the area.
3. Reduces pressure on the existing road network.
4. Reduces use of County farm roads.
5. Reduces cut-through traffic on local streets.

Figure 2 - Transportation Pattern with Swap



SECTION 5 – ENVIRONMENTAL IMPLICATIONS

The proposed UGB land swap would better protect natural resources north of Forest Grove. As discussed earlier in this report, the swap would retain a similar amount of land for agriculture production – both the Swap (in) and Swap (out) areas have approximately the same acreage of high quality soils. In terms of riparian, wetland, and wildlife resources, the proposed land swap would be much more effective in protecting these resources. The current UGB delineation conflicts with the desire of the City to protect Council Creek. Under the proposal this area would be removed from the UGB. The land to be added to the UGB contains some riparian resources, but significantly less than the area to be removed.

Natural Resources in Swap (out)

The quality of habitat is high in the Swap (out) area, due to the wide, linear, and downstream characteristic of the area, creating an ideal environment for wildlife. The current UGB includes a 1.5 mile stretch of Council Creek. Adjacent to the Creek, about 77% of the Swap (out) land area contains a natural resource as identified on draft Metro Goal 5 maps. About 51% of Swap (out) contains a natural resource with “primary value” as defined by the Metro Goal 5 program. The Highway 47 bypass project further fragmented and isolated parcels along the creek. The combination of natural resources and the fragmentation from the Highway 47 project make these parcels almost completely unusable for urban land uses. More appropriate land use for this area would be preservation as open space or the continuation of the agricultural uses on the properties.

Natural Resources in Swap (in)

The Swap (in) area has a small riparian resource running along the southern boundary that consumes about 13% of the total land area. This area is considered to have a “primary” value as defined by Metro’s Goal 5 study. The size of this resource is several orders of magnitude smaller than the Council Creek riparian and wetland resource area in Swap (out). The location of this riparian resource in Swap (in) suggests that it could be protected as development occurs to the north of the site. The riparian resource found in Swap (in) is a smaller habitat and development near the resource would have much less impact than development in the Swap (out) area, which is a wider downstream creek area with larger wetland and riparian resources.

Goal 5 Criteria

Metro recently completed an analysis of natural resources in the Portland Metro area as part of the Goal 5 program. Natural resources were mapped and classified by Metro based on their relative value for wildlife habitat. The result from this Metro study relevant to the land swap areas are summarized in Table 5 on the next page and mapped on page 15.

Metro’s Goal 5 analysis scored each resource area or “patch” based on five characteristics: size; connectivity to other resource areas; species richness; proximity to water; and whether the habitat is an interior versus an exterior or edge habitat. If a natural resource patch possessed a primary value for a single criteria it was assigned a score of “6”. For a secondary value, the patch was scored a “1”. If the patch did not possess the characteristics of the criteria it received a score of “0.” For example, if a particular patch had excellent species richness, excellent

connectivity, but was fairly small, it would be scored a “13” – 6 points for species richness, 6 for connectivity and 1 for size.

Table 5 – Goal 5 Resource Areas
 (% of total land area in Swap areas based on criteria score)

<i>Wildlife Value</i>	<i>Score</i>	<i>Swap (in)</i>	<i>Swap (out)</i>
<i>Good</i>	<i>1 – 5</i>	<i>29.6%</i>	<i>16.4%</i>
<i>Very Good</i>	<i>6 – 11</i>	<i>12.1%</i>	<i>9.5%</i>
<i>Excellent</i>	<i>12 – 30</i>	<i>12.9%</i>	<i>51.3%</i>
	<i>Total</i>	<i>54.6%</i>	<i>77.2%</i>

Table 5 summarizes the land area within each swap area based on the score received from the Goal 5 criteria analysis. In short, the higher the score the more valuable the resource area is for wildlife habitat. The scores “1 - 5” indicate that the resources received all secondary value ratings, and therefore provide a good habitat for wildlife. A score of “6 – 11” indicates a primary value rating in one category, a very good habitat for wildlife. A score of “12 to 30” indicates at least two and potentially five primary value ratings, with as many as five primary value ratings, an excellent habitat for wildlife.

Benefits of the UGB Land Swap

The UGB land swap would lead to more effective protection of environmental resources in north Forest Grove. The majority of the Swap (out) area – over 51%, contains environmental resources considered by Metro’s Goal 5 analysis to serve a primary function for wildlife. In comparison, only 13% of the Swap (in) area provides a primary function for wildlife. The location and small size of the riparian resource in Swap (in) would better allow it to be protected under a development scenario.

**Exhibit D to Ordinance No. 02-985A
Findings of Facts, Conclusions of Law**

I. General Findings for Task 2 Decision

The Metro Council made findings of facts and conclusions of law in Ordinance No. 02-969 related to (A) coordination with local governments, (B) Citizen Involvement, (C) Need For Land, (D) Alternatives: Increase the Capacity of the UGB, (E) Alternatives: Expand the UGB, (F) Water Quality, (H) Areas Subject to Natural Disasters and Hazards, and (J) Economic Development. Those findings establish the need to accommodate approximately 37,400 dwelling units for housing in the Metro region and are incorporated here by this reference. The Council finds that its action withdrawing identified lands in Forest Grove and expanding by about the same acreage in a different location (hereinafter referred to as "the swap") will result in a minor net gain in housing capacity and, therefore, contributes to satisfying the regional need for housing.

II. Specific Findings Supporting the Swap

These findings address ORS 197.298; ORS 197.732(1)(c)(B), (C) and (D); Goal 2, Exceptions, Criteria (c)(2), (3) and (4); Oregon Administrative Rules (OAR) 660-004-0010(1)(B)(ii), (iii) and (iv); OAR 660-004-0020(2)(b), (c) and (d); Goal 5; Goal 11; Goal 12; Goal 14, Factors 3 through 7; Metro Code 3.01.020(b)(3) through (7) and 3.01.020(d); Metro RFP Policies 1.2, 1.3, 1.4, 1.6, 1.7 and 1.11; and Regional Transportation Plan Policies 2.0, 3.0, 4.0 and 14.0.

As part of the regional effort to determine the location of a functional Urban Growth Boundary, the City of Forest Grove identified an approximately 60 acre area north of Forest Grove for expansion and a complementary area for withdrawal of approximately equal size immediately east of Highway 47. These areas are described as follows.

A. Expansion Area

The expansion area is located north of the existing City limits between Thatcher Road and Highway 47. The northern boundary of the expansion area meets with existing County right-of-way that is the planned location for the David Hill Road Extension. The shape of the expansion area is generally a compact, rectangular area with distinct edges that are bounded by right-of-way.

The expansion area is immediately adjacent to an existing residential area where full urban services with capacity are available. The area is also in close proximity (less than one mile) to Forest Grove's Town Center with existing City streets providing a direct connection between the two areas.

The expansion area is zoned as Exclusive Farm Use in Washington County. The City of Forest Grove is almost completely surrounded by land in EFU classification. There are a limited number of parcels that are zoned Agriculture and Forest, 20 Acres (AF 20) in addition to the predominantly agricultural areas.

Ownership in the expansion area consists mostly of a single lot that is approximately forty-nine (49) acres in size. In addition the Forest Grove School District owns a tax lot in the area that is approximately twenty (19.95) acres in size that is currently split by the existing Boundary (6.9 acres of the parcel is outside the UGB).

Approximately sixty-one percent (61.8%) of the expansion area consists of Class II soils with the remainder as Class III soils. Ninety-four percent (94%) of the lands within the City limits are composed of a similar soil type.

Natural resources in the expansion area are limited. A stream and riparian area comprises thirteen percent (13%) of the total land mass.

B. Withdrawal Area

The area to be withdrawn is of approximately equal size, sixty-two (62) acres, to the expansion area. This area is physically separated from the rest of the community by Highway 47. In contrast to the expansion area, the withdrawal area is a relatively narrow, elongated area in multiple tax lots that is not conducive to development of complete, well-connected livable neighborhoods.

Lands within the withdrawal area are currently planned for industrial and residential use. However the presence of significant natural resources identified in the Goal 5 resource inventory prevent reasonable development of this area for that purpose. Seventy-seven (77%) of the withdrawal area was identified as a significant natural resource including a one and half (1.5) mile stretch of Council Creek and adjacent riparian areas meandering along the eastern boundary of Highway 47.

As with the expansion area, soil types in the proposed withdrawal area are primarily Class II and III soils, forty-five percent (45.2%) and fifty four percent (54.8%) respectively.

The city proposes that the expansion area be used to provide a road and to accommodate housing. Providing one is consistent with the region wide need identified in Section I of these findings. In addition to satisfying regional housing needs, the Council finds that a separate livability need exists that can only be satisfied by executing the swap authorized in Ordinance No. 02-985A.

C. Livability Need

Section 3.02.020(2)(B) sets forth four criteria that must be addressed to assert a need for a UGB amendment based on livability. Goal 14, Factor 2, and consequently Section 3.02.020(2)(B), may serve as an independent basis for need (separate and apart from the quantitative population analysis in Factor 1) in deciding whether to amend the UGB. While Factor 1 cannot be ignored, Factor 2 can be given greater weight. The four criteria addressing livability are addressed below.

- “(i) factually define the livability need, including its basis in adopted local, regional, state or federal policy;”

Expansion.

The factual basis for the proposed expansion implements local, regional and state policy in the following manner: (1) assuring specific improvements identified in the City of Forest Grove Transportation System Plan to support growth, (2) providing for an orderly transition from rural to urban uses consistent with the Washington County Transportation Plan, (3) eliminating obstacles to developing and creating an opportunity for livable, connected urban development consistent with the Regional Framework Plan, (4) encouraging a balanced transportation and land use plan that implements the policies of the Metro Regional Transportation Plan as well as the 2040 Growth Concept and (4) including, where practicable, urban transportation improvements within the Boundary consistent with the Statewide Planning Goals.

1. Factual Basis

The development of approximately 590 acres of existing vacant land in the northwest quadrant of the City of Forest Grove's UGB depends on providing adequate transportation facilities over the 20 year planning horizon. This area is located west of Thatcher Road and north of Gales Creek Road. Without the extension of David Hill Road outside of the existing Boundary, the City will be unable to assure adequate transportation facilities to serve development and meet the jobs/housing balance identified by Metro. David Hill Road provides necessary east-west connectivity within the community that will prevent the failure of existing transportation facilities as development occurs.

East-west circulation in Forest Grove is currently served primarily by Pacific and 19th Avenue. These two arterials create a one-way couplet that serve the City's downtown area providing a link to major commercial, residential, and institutional areas. This facility is unlikely to serve local trips generated from development of the vacant land in the northern portion of the City. The TSP evaluated the capacity of this facility (referred to by ODOT as Highway 8) and its intersection with Sunset Drive (Highway 47). The TSP concluded that without mitigation measures this facility will fail within the 20 year planning horizon. Willamina Avenue also provides supplementary capacity for east-west circulation. This facility is an existing collector which connects Gales Creek Road to Sunset Drive through an existing residential area. The intersections along this collector are currently at capacity.

The function of Highway 8 and Willamina Avenue will suffer unless additional capacity is provided. After evaluating improvement options within and outside the UGB the TSP identifies David Hill Road as a necessary improvement to address this circulation problem.

2. Basis in Local Policy

Based on the limitations of these existing facilities, the Transportation System Plan ("TSP") specifically identifies the David Hill Road Extension from Thatcher Road to Sunset Drive (Highway 47) as a needed arterial to serve urban development. Forest Grove TSP, Planned Improvements, p.3-36. The TSP states that "[t]he planned growth in the northwest sector of the city will require a high quality collector or arterial facility between these two facilities." Forest Grove TSP, Road Improvements, p.8-23. This improvement is consistent with the policy set out in the TSP which encourages the City to "[p]lan, design and construct transportation facilities in a manner which enhances the livability of Forest Grove." Forest Grove TSP, Goal 1-Livability, p.2-1.

Washington County in turn provides a coordinated Transportation Plan that is intended to accommodate future development for land uses identified in the County's Comprehensive Plan (excluding urban uses). Washington County Transportation Plan, Policy 6.1. The County's policy is to work with cities to transfer roads that are intended to serve urban needs to the City. Washington County Transportation Plan, Policy 11.2. The expansion area supports this coordinated transition between urban and rural uses, which will not occur without the change.

3. Basis in Regional Policy

The Regional Framework Plan provides a vision for planning in the Metro area through the use of goals and objectives including the 2040 Growth Concept. There are a number of specific regional policies that support the proposed Boundary change. In particular, Policy 1.6 encourages "an efficient urban growth form" that provides a "clear distinction between urban and rural lands." Policy 1.7 states:

“There should be a clear transition between urban and rural land that makes best use of natural and built landscape features and that recognizes the likely long-term prospects for regional urban growth.”

Regional policy on urban design further supports the swap by encouraging pedestrian- and transit-supportive building patterns that minimize the need for auto trips and create a development pattern conducive to face-to-face community interaction. Regional Framework Plan, Policy 1.10.

This emphasis on creating a livable community is carried through and implemented by the Regional Transportation Plan (“RTP”). Assuring “economic health and livability” is a specific objective of the “RTP.” RTP, Regional Transportation Policies, Policy 1.3, p.17. The RTP encourages transportation improvements that will support a balance of jobs and housing while limiting the impact of urban travel on rural land. Policy 4.0 of the RTP further encourages transportation facilities that are consistent with adjacent land use patterns and will support a land use plan that implements the 2040 Growth Concept. RTP, p.1-13. To achieve these objectives, the David Hill Extension is incorporated into the RTP (Project Number 3153). The 2040 Growth Concept in turn requires balancing transportation and land use plans to protect livability. The Nature of 2040: The region’s 50 year planning for managing growth, p.12.

The proposed expansion is consistent with and implements these regional policies.

4. Basis in State Policy

The primary purpose of Goal 14 is to encourage this orderly transition. Under Goals 3, 4, 11 and 14, urban services are generally located within the Boundary to serve urban needs and to avoid impacts on farm and forest land. Although Goal 12 does not expressly prohibit the extension of a transportation facility outside of the Boundary, the Guidelines specifically provide that “no major transportation facility should be planned or developed outside urban boundaries.” Goal 12, Guideline A(3). The implementing rules under Chapter 660, Division 12 further allow transportation improvements on rural lands only under limited circumstances. Under OAR 660-012-0065(2) transportation improvements are permitted to serve those uses that are already permitted by statute or rule for farm or forest lands or other improvements as are needed to support rural land uses. There are no specific provisions within the Statewide Planning Goals and their implementing rules that expressly permit the City to improve the David Hill Road Extension to serve urban needs outside of the Boundary.

Whether a particular use located outside of the Boundary to serve urban needs is decided by the Land Use Board of Appeals on a case-by-case basis to determine compliance with Goal 14. *Washington Co. Farm Bureau v. Washington Co.*, 17 Or LUBA 861, 875 (1989) [Transportation Plan adopted by Washington County considering alternative access routes to connect Forest Grove and Cornelius to Sunset Highway challenged under Goal 14].

Withdrawal.

While the expansion stands on its own, the withdrawal of the Boundary compliments the inclusion of this area in a manner that is consistent with the Metro Code.

1. Factual Basis

As stated, the withdrawal area is physically separated from the rest of the community by Highway 47. As a result Highway 47 prevents development of complete neighborhoods that allow for a walkable, connected, compact urban form. In addition to the physical separation, the existing Boundary jeopardizes

the protection of significant Goal 5 resources including the riparian area along Council Creek. Although the area is designated for industrial and residential purposes, the environmental constraints and physical separation preclude development of this area to serve the City's needs.

This livability problem can be addressed by accommodating the industrial and residential lands in the proposed expansion area and redesignating other lands in the UGB to provide a logical growth pattern for nonresidential lands. In *1000 Friends of Oregon v. Metro*, 18 Or LUBA 311(1989) ("*1000 Friends*") the Land Use Board of Appeals prohibited an expansion in the Forest Grove area based on the generalized need to increase the tax base. The Board went on to say:

"[A] correct application of the livability criterion requires, in addition to identification of a significant livability problem, an evaluation of probable positive and negative livability impacts that may occur if the UGB is amended to solve the identified livability problem." [emphasis supplied]

Metro's Code is modeled after this specific guidance provided by LUBA. In contrast to the prior expansion in *1000 Friends*, the City of Forest Grove in this case identified a specific livability problem associated with the existing transportation facilities. A general need for an increased tax basis is not the primary need for the proposed land use swap, as in *1000 Friends*.

In addition to addressing LUBA's concerns in *1000 Friends*, the proposed withdrawal of the Boundary implements specific local, regional and state policy.

2. Basis in Local, Regional and State Policy

The City's own Comprehensive Plan requires land to "be made available within the urban growth boundary to meet all urban land use needs." Forest Grove Comprehensive Plan, Local Goals, p.X-2. Policy 1.8 of the Regional Framework Plan specifically directs Metro to identify and actively address "opportunities for and obstacles to the continued development and redevelopment of existing urban land." The proposed expansion land use swap falls squarely within the scope of this regional policy by recognizing and addressing a specific obstacle to development.

The Regional Transportation Plan further encourages an efficient cost-effective system that maintains the capacity and function of existing roadways. Policy 3.0(d) supports mixed use development to reduce travel demand and encourages the location of housing and jobs "within walking distance of each other whenever possible." RTP, p.1-13. The 2040 Growth Concept expressly states "[b]y providing land for urban uses within the boundary, rural lands can be protected from unwanted sprawl." Withdrawing this area will avoid unwanted sprawl along Highway 47 in existing areas that are predominantly owned by the County and used for rural purposes.

Policy 1B of the Land Use and Transportation Section of the State Highway Plan further supports "expansion of intensive urban development guided away from state highways rather than along state highways." The Guidelines for Goal 12 are even more specific in encouraging major transportation facilities that avoid dividing urban social units unless no feasible alternative exists. Withdrawing this area will solve the current problem of a division created by Highway 47.

The specific identified livability need (problem) created by Highway 47 can be resolved by withdrawing this area and allowing for development of industrial and residential uses within the proposed expansion area. This overall swap will better implement the local, regional and state policies discussed herein.

“(ii) factually demonstrate how the livability need can best be remedied through a change in the location of the UGB.”

The only feasible solution to resolve the identified need and to allow development of a compact urban neighborhood is to include lands necessary to allow for an extension of David Hill Road to Highway 47.

The City evaluated alternative options within the existing City limits to avoid expansion. Existing wetlands and developed residential neighborhoods prevent an extension of David Hill Road within the existing Boundary.

The proposed David Hill Road Extension takes advantage of existing right-of-way designated for County roads that connects through to Highway 47. It is unlikely ODOT will approve an additional access point given the proximity of the Highway 47 and Sunset Drive Intersection. The City’s own TSP specifically identifies both the transportation problem and the best solution.

Based on these facts, not only is the extension of David Hill Road the “best” option for resolving the livability need (need to resolve the transportation problem) it is the only solution.

The proposed boundary withdrawal also specifically addresses the identified livability need. Highway 47 and the environmental constraints prohibit efficient development of this area for residential and industrial needs. Excluding this area preserves the function of Highway 47 and creates an opportunity to develop a complete urban neighborhood.

As with David Hill Road, exclusion of the property bifurcated by Highway 47 is both the best and the only solution for the identified livability need. The expansion compliments this swap by including an area that can offset the loss of industrial and residential use within proximity of the withdrawal to maintain an even jobs/housing balance within the region as a whole and more specifically within the City of Forest Grove.

Excluding the area removed from the City by Highway 47 is the approach best suited to meet the livability need. As such the Metro Council finds the proposed withdrawal is consistent with this criterion.

“(iii) identify both positive and negative aspects of the proposed UGB amendment on both the livability need and on other aspects of livability;”

The positive aspects of the proposed expansion include the following:

- provides a critical transportation facility specifically identified as an improvement in the City’s TSP as necessary to provide adequate east-west circulation as vacant lands in the northern portion of the City develop;
- preserves the existing east-west transportation facilities in the City and the County. The existing facilities are inadequate to accommodate long-term traffic impacts and will fail unless David Hill Road is improved;
- facilitates the development of existing vacant lands within the existing Boundary;
- creates an efficient hard boundary providing a buffer with adjacent rural uses;
- allows for the development of complete neighborhoods within the existing Boundary;
- includes a portion of a tax lot owned by the Forest Grove School District that is bifurcated by the existing Boundary. This expansion qualifies as a technical amendment to the Boundary consistent with the recommendations of the Executive Director, Mike Burton;

- includes land that will offset the loss of industrial and residential lands bifurcated by Highway 47 in a manner that will maintain the jobs/housing balance within both the region and the community of Forest Grove;
- provides an opportunity to develop a complete neighborhood that will compliment existing development within the existing City limits;
- permits development of a transportation system that will reduce vehicle trips and consequently increase air quality as well as increase pedestrian access; and
- will preserve the integrity of the City's Town Center consistent with Metro's 2040 Growth Concept.
- the costs for extending urban services are the lowest in the expansion area. These services, including sewer and water are available in the property immediately to the south and can be easily provided to accommodate future development.

The negative aspects of the proposed expansion include:

- potential loss of Class II and III soils from existing agricultural production, however, this impact will be offset by withdrawing existing Class II and III soils from the existing Boundary.

No other negative aspects have been identified or raised in the process of evaluating the expansion area.

The positive aspects of the proposed withdrawal include:

- eliminate industrial and residential lands that are physically separated from the community by Highway 47;
- eliminate the negative impacts of development on the function of Highway 47 including the potential for multiple access points and strip development;
- preserve significant natural resources identified on the Metro Goal 5 resource maps;
- preserve existing Class II and III soils for potential agricultural uses; and
- eliminate lands within the existing Boundary that can not developed in a manner that will maintain the long-term jobs/housing balance within the region.
- the cost of extending urban services are particularly high in the withdrawal area. Currently, other than an existing two (2) inch water line, there are no urban services available. Future development will depend on extending services, possibly through boring, underneath the existing Highway.

The negative aspects of the proposed withdrawal include:

- potential loss of industrial and residential lands within the existing Boundary, however this loss is offset indirectly or directly by the expansion area.

No other negative aspects were raised or identified during the process of evaluating a solution to the City's livability need.

“(iv) demonstrate that, on balance, the net result of addressing the livability need by amending the UGB will be positive.”

The benefits of expanding to include David Hill Road far outweigh the negative aspects as discussed above. On balance, the Metro Council finds that the analysis of the positive and negative aspects of the expansion, that the proposed expansion will result in a net gain both to the City of Forest Grove and to the region.

As with the proposed expansion, the withdrawal area is consistent with the principles of good planning and specifically addresses identified transportation problems within the community. As with David Hill Road the hard boundary created by Highway 47 will provide a buffer between urban and rural uses and provides an opportunity to protect significant natural resources from further development. The Metro Council finds that on balance the positive benefits far outweigh the negative aspects of the proposed withdrawal.

Alternatives

Metro completed a region wide alternative sites analysis which is discussed and appended to Ordinance No. 02-969 as Appendix A. That discussion is incorporated here by this reference.

Notwithstanding the region wide alternatives analysis, the Council finds that the swap is necessary to provide maximum efficiency of land uses within the UGB because an extension of David Hill Road to Highway 47 is needed to provide adequate transportation connections through the city consistent with ORS 197.298(3)(c).

ORS 197.298(3)(c) allows local governments to add land to the UGB without regard to the priorities in ORS 197.298(1) when the land is necessary to maximize the efficiency of higher priority lands. The Metro Council reads this statute to primarily promote efficient urban land use. Allowing lower priority lands to also urbanize at the same time as higher priority lands is the mechanism that supports that policy. The Council concludes that providing services to existing urban land already inside a UGB is entirely consistent with the purpose of the statute. Therefore, the Council also concludes that interpreting the term "higher priority lands" in ORS 197.298(3)(c) to include existing urban lands is consistent with the statute.

The Council finds that in the case of the City of Forest Grove, any UGB expansion is likely to be on high quality farmland because that is the type of land that surrounds the city. No urban reserves or exception lands exist to fulfill the identified livability need. Allowing the swap will maximize the efficiency of land uses within the UGB in at least two ways. First, the extension of David Hill Road will open about 590 acres of vacant land in the UGB up to efficient use by improvement of the local transportation system. Second, the city has agreed, and the Council has conditioned this ordinance to require a rezoning of residential land inside the UGB to industrial use to maintain the industrial land base for jobs. The expansion area will eventually be zoned for housing consistent with its 2040 Growth Concept design type classification. Therefore, in the absence of other "higher priority lands" outside the existing UGB, the Council concludes that the proposed swap will maximize the efficiency of land uses in the UGB consistent with ORS 197.298(3)(c).

The City of Forest Grove evaluated transportation facilities in the area within the existing Boundary and outside of the Boundary that may reasonably accommodate the identified east-west circulation problem. Because of the specific locational characteristics of the City's transportation need, consideration of other transportation facilities in the region as a whole would not reasonably accommodate the City's need. The alternative transportation facilities considered include east-west arterials and collectors considered and evaluated in the City's Transportation System Plan to accommodate east-west circulation as well as any County roads within the vicinity of the vacant lands that are reasonably likely to accommodate the City's need. The latter category is for these purposes limited to Purdin Road.

The Transportation System Plan concludes neither Highway 8 nor Willamina Avenue are adequate to accommodate the impacts from development in the northern portion of the City. The level of service for these existing facilities will be unacceptable in the long-term without improving the system.

In addition to the existing facilities, the TSP further considered the location of an independent connection for David Hill Road within the City limits. The TSP concludes that this option is not feasible due to the existence of sensitive wetlands and the development of areas immediately within the UGB for residential purposes.

After evaluating lands within the UGB, the City then conducted an alternatives analysis of options that may reasonably accommodate the City's needs on lands outside of the UGB. Because of the specific locational factors associated with the City's transportation needs, the Metro Council finds that the only feasible option is the proposed expansion and withdrawal.

Orderly Services

- *Sewer, water, stormwater*

Two alternative transportation options were evaluated outside of the existing Boundary to reasonably accommodate the identified transportation problem. These options are discussed in the city's "UGB Land Swap Proposal, June 24, 2002":

1. David Hill Road Extension. The preferred alternative which utilizes existing County right-of-way for the connection of David Hill Road; and
2. Purdin Road. Purdin Road is an existing County road within reasonable distance of the vacant lands in the northern portion of Forest Grove that may reasonably serve as an alternative route.

After evaluating Purdin Road, the TSP concludes that inadequate capacity is available to accommodate the impacts from development inside the City. As a result, the improvement of the David Hill Road Extension is the most cost-effective option.

The proposed expansion area is immediately adjacent to an existing neighborhood where sewer, water and other utilities are available with capacity. The expansion area is a continuation of relatively flat land from the existing urban area with a gentle slope to the southeast. Thus, extension of gravity feed sewer and storm sewer as well as other services can be extended to serve the expansion area with relative (when compared to the Withdrawal area) little cost. The proposed expansion area includes urban facilities inside the Boundary and minimizes the impacts on adjacent rural uses.

By contrast, only a 2 inch water line immediately serves the Withdrawal Area. To obtain adequate sewer and water services for urban development in the withdrawal area would require crossing (either by boring or some other method) Highway 47. There are no other alternatives that will address the specific development problems associated with the existing area separated by Highway 47. Metro Council finds the withdrawal is the most efficient, cost-effective option that will avoid conflicts with adjacent farmland activities.

- *Transportation*

As discussed above, alternative transit routes were considered to resolve the east-west circulation problem in Forest Grove. The David Hill Road Extension will improve an existing County right-of-way and provide for the most cost-effective transportation service within the Boundary. Further, as discussed above, the proposed expansion area is immediately adjacent to existing urban services.

Withdrawal of this area will avoid the cost of providing additional transportation and utility service to this area. There are no alternative options to the withdrawal.

Efficiency

The expansion area is a rectangular shaped area with distinct edges marked by existing and proposed road improvements and offers the best opportunity for a compact urban form. The size and location offer the opportunity to develop a complete neighborhood that will compliment existing residential development in the area. It will also be directly connected with the Town Center area through the extension of Main and "B" Streets. David Hill Road will serve as a buffer to adjacent farmland activities.

This area will better support the jobs/housing balance by offsetting the inadequacy of existing lands separated by Highway 47. By eliminating Highway 47 as a physical barrier, residents will be afforded a greater opportunity to travel within and among the existing neighborhoods including the Town Center identified on the 2040 Growth Concept map.

The withdrawal compliments the compact urban form and connectivity offered in the expansion area. By excluding this area the function and capacity of Highway 47 is maintained while providing a distinct boundary with rural uses. Excluding this area avoids sprawling urban development along Highway 47 consistent with the purpose of assuring an efficient urban form. There is no alternative in the area that can resolve the specific locational problems associated with the withdrawal area.

Consequences

As with Factor 4 above, the ESEE analysis is provided in the discussion of livability above and is incorporated herein by reference. There are no alternative areas that can address the City's specific transportation problems associated with the expansion and withdrawal. The Natural & Cultural Resources discussion below is incorporated here by this reference.

Compatibility

Agricultural uses occur in the vicinity of the expansion area. The lands immediately north of the expansion area are EFU lands that are generally in row crop production. Similar agricultural activities are occurring on farmland adjacent to the withdrawal area. Like other UGB expansion areas that the Council has considered, there may be traffic impacts that affect farming operations as a result of the expansion. However, the Council finds that the swap has two advantages over the existing configuration of the UGB. First, while the withdrawal area currently contains a creek that acts as a buffer between farmland and EFU lands, urbanization of the land between Highway 47 and the creek is likely to degrade both the riparian area and its buffering effect to the farmland. Creating a hard urban edge with Highway 47 as the boundary will enhance the ability of the creek and riparian area to flourish and better protect the farmland to the north. Second, the current UGB adjacent to the expansion area places at least one block of homes directly on the edge of adjacent farmland. The extension of David Hill Road will eliminate this conflict by creating another hard edge, the road itself, between future residential uses and EFU lands to the north. The Council finds this configuration superior to the existing boundary and concludes that the buffering effect of the David Hill Road extension and Highway 47 will render urban uses compatible with existing farm uses.

Natural and Cultural Resources

The city will be responsible for protecting inventoried Goal 5 resources in the area when they amends their comprehensive plans and zoning ordinances to implement expansion of the UGB. Title 3 (Water Quality, Flood Management and Fish and Wildlife Conservation) of the UGMFP requires the city to protect water quality and floodplains in the area. Title 11 of the UGMFP, section 3.07.1120G, requires

the city to protect fish and wildlife habitat and water quality. Title 11, section 3.07.1110, protects the status quo in the interim period of planning for the area. Under Metro's Title 11, current land use regulations will remain in place until the city adopts new plan provisions and land use regulations to allow urbanization of the Bethany area, at which time the responsible local government will apply Goal 5 to these resources.

The Council also finds that the swap offers advantages for protecting fish and wildlife habitat areas that are superior to the existing UGB configuration. The city's evidence show that the creek north and east of the withdrawal area and its associated riparian area has a fairly intact tree canopy which is generally an indication of riparian health. Urban development in the withdrawal area is very likely to degrade existing riparian condition. The Council concludes that withdrawing this area from the UGB will better preserve the area for fish and wildlife habitat than allowing it to develop into urban uses..

Transportation

Metro has responsibility to ensure that its Task 2 decision for the Forest Grove area does not significantly affect a transportation facility or allow uses that are inconsistent with the identified function, capacity and performance standards of transportation facilities. Metro fulfills this responsibility through implementation of Title 11 of the UGMFP, which (1) prohibits Washington County from upzoning and from land divisions into resulting lots or parcels smaller than 20 acres in the area until it revises its comprehensive plans and zoning ordinances to authorize urbanization of land Metro brings into the UGB; and (2) requires the county to develop conceptual transportation plans and urban growth diagrams with the general locations of arterial, collector and essential local streets for the area.

The Council also finds that the proposed land swap is necessary to provide adequate transportation facilities to support the development of vacant land within the City of Forest Grove. The expansion and withdrawal assure a compact urban form within the existing Boundary and allow for the development of complete, livable neighborhoods in the City of Forest Grove.

More particularly, the expansion provides essential east-west circulation by including the improvement of an urban transportation facility, David Hill Road, within the existing Boundary. This improvement is identified as a necessary facility in the Forest Grove Transportation System Plan to provide capacity for the vacant land in the northern portion of the City.

In addition to the expansion, the Metro Council further finds that excluding land from the existing Boundary that is physically separated from the City by Highway 47 will preserve and maintain the capacity of Highway 47 over the 20 year planning horizon. This amendment also facilitates a distinct transition between urban and rural uses and assures a long-term balance between jobs and housing by eliminating areas that will not reasonably accommodate residential and industrial development.

Regional Framework Plan

The Council has determined that approving the swap in Forest Grove allows for compact development in an area that can assist in satisfying the regional need for housing. Taking this land into the UGB allows Metro to concentrate development potential and realize efficiencies that are promoted by the RFP. Specifically, the swap promotes an efficient urban form by concentrating housing in the expansion area closer to existing utility facilities and urban services. The expansion will provide a superior transportation facility than exists currently by making a connection to other urban lands to the north of the city.

The Council has applied conditions in Exhibit B to this ordinance to ensure that RFP policies can be met as urbanization occurs. The conditions reference Title 11 of the Urban Growth Management Functional Plan which requires the city to plan for concentration of housing that will support and efficient arrangement of public facilities and services, including transportation.

Exhibit E to Ordinance No. 02-985A
Conditions

1. The city or county with land use planning responsibility for a study included in the UGB shall complete the planning required by Metro Code Title 11, Urban Growth Management Functional Plan section 3.07.1120 for the area.
2. The city or county with land use planning responsibility for an area brought into the UGB shall apply the 2040 Growth concept design types shown on Exhibit C of this ordinance to the planning required by Title 11 for the study area.
3. The city or county with land use planning responsibility for an area included in the UGB shall apply interim protection standards in Metro Code Title 11, UGMFP, section 3.07.110, to the study area.
4. No urbanization may occur in this area until the alignment of the David Hill Road connection with Highway 47 bypass is determined and adopted as part of the city's TSP.
5. In the application of statewide planning Goal 5, to Title 11 planning, the city shall comply with those provisions of Title 3 of the Urban Growth Management Functional Plan acknowledged by the Land Conservation and Development Commission to comply with Goal 5. If LCDC has not acknowledged those provisions of Title 3 intended to comply with Goal 5 within four years following the effective date of this ordinance, the city shall consider any inventory of regionally significant Goal 5 resources adopted by resolution of the Metro Council in the county's Goal 5 process.
6. The city shall not allow new commercial retail uses in the expansion area.
7. The city shall amend the transportation component of its comprehensive plan and any other applicable plans to require completion the David Hill Road extension prior to permitting residential development in the expansion area.
8. At the time the city undertakes Title 11 planning for the expansion area, it shall plan for rezoning of lands inside the UGB from residential to industrial use to compensate for industrial land that will be lost in the withdrawal area.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) ORDINANCE NO. 02-985
METRO URBAN GROWTH BOUNDARY IN)
THE VICINITY OF THE CITY OF FOREST)
GROVE BY ADDING AND DELETING AN) Introduced by Community Planning Committee
EQUIVALENT AMOUNT OF LAND; AND)
DECLARING AN EMERGENCY)

WHEREAS, the Metro Council provided notice for and conducted workshops and hearings consistent with the legislative process provided for in the Metro Code and state law to consider an amendment to the Metro Urban Growth Boundary ("UGB");

WHEREAS, as a part of that process, the City of Forest Grove submitted a proposed UGB LAND SWAP PROPOSAL dated June 24, 2002 for consideration of a proposed amendment to expand and withdraw land from the existing UGB;

WHEREAS, the proposed amendment was deliberated and discussed by the Metropolitan Planning Advisory Committee and included as a part of the overall expansion recommendation to the Metro Council; and

WHEREAS, Metro conducted five public workshops in locations around the region to provide information about alternative locations for expansion of the UGB and to receive comment about those alternatives including the City of Forest Grove; and

WHEREAS, Metro published, on August 25, 2002, notice of public hearings before the Council on the proposed decision in compliance with Metro Code 3.01.050; and

WHEREAS, the Metro's Community Planning Committee and the Metro Council held public hearings on the proposed decision on October 1, 3, 10, 15, 22, 24 and 29, November 21 and December 5, 2002, and considered the testimony prior to making this decision; now, therefore,

THE METRO COUNCIL HEREBY ORDAINS AS FOLLOWS:

1. The Metro UGB is hereby amended to include property identified in Exhibit A and to exclude property identified in Exhibit B in order to address a specific transportation problem within the City of Forest Grove that will allow for the efficient development of vacant lands within the existing UGB and will create a clear distinction between urban and rural uses.
2. The UGB LAND SWAP PROPOSAL prepared by the City of Forest Grove and dated June 24, 2002, as provided in Exhibit C and the ALTERNATIVES ANALYSIS in Exhibit E is hereby adopted in support of the amendments to the UGB.
3. The Findings of Fact and Conclusions of Law in Exhibit D, attached and incorporated into this ordinance, explain how the UGB LAND SWAP PROPOSAL demonstrates that the amendments to the UGB in Exhibit A and B comply with the Metro Code, state law and the Regional Framework Plan.

4. In the event of an appeal of either amendment (the expansion or the withdrawal) that results in a reversal or remand of the other amendment, the Metro Council finds that the separate legal descriptions in Exhibits A and B and the independent findings for each amendment provided in Exhibit D are severable. Remand or reversal of either amendment will not undermine the validity of the other.
5. This ordinance is necessary for the immediate preservation of public health, safety and welfare because state law requires Metro to ensure that the region's UGB includes a 20-year supply of buildable land for housing upon the completion of its analysis of the capacity of the boundary. An emergency is therefore declared to exist, and this ordinance shall take effect on _____, 2003, pursuant to Metro Charter section 39(1).

ADOPTED by the Metro Council this ___ day of December, 2002.

Carl Hosticka, Presiding Officer

ATTEST:

Approved as to Form:

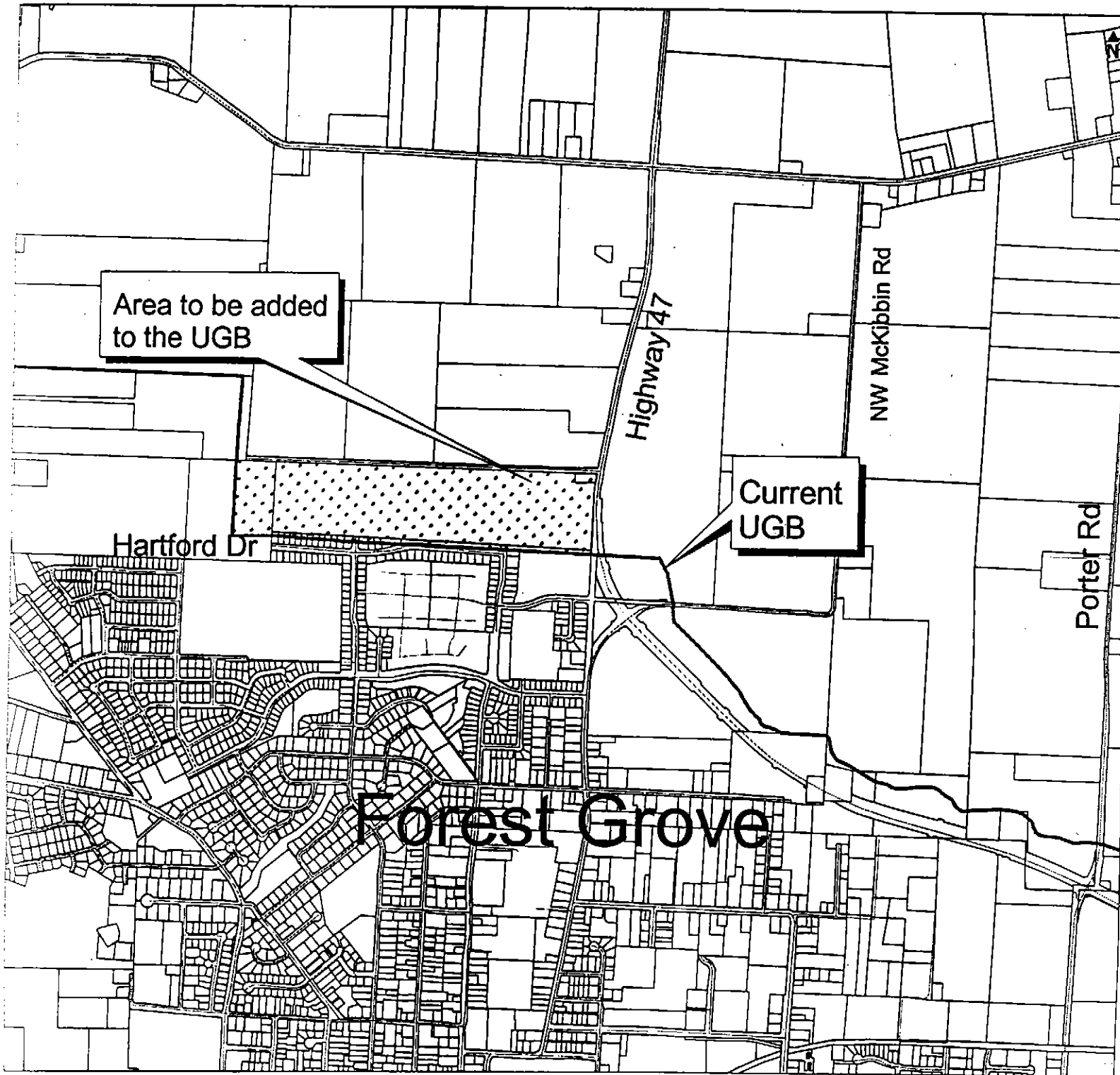
Recording Secretary

Daniel B. Cooper, General Counsel

Exhibit A Ord. No. 02-985

City of forest Grove

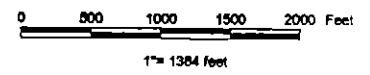
 Urban Growth Boundary



Area to be added to the UGB

Current UGB

The information on this map was derived from digital databases, an Aerials Oris Core test before in the creation of this map. While several attempt any responsibility for errors, omissions, or practical accuracy. There are no warranties, expressed or implied, including the accuracy of measurements or fitness for a particular purpose, accompanying this product. However, resolution of any errors will be appreciated.



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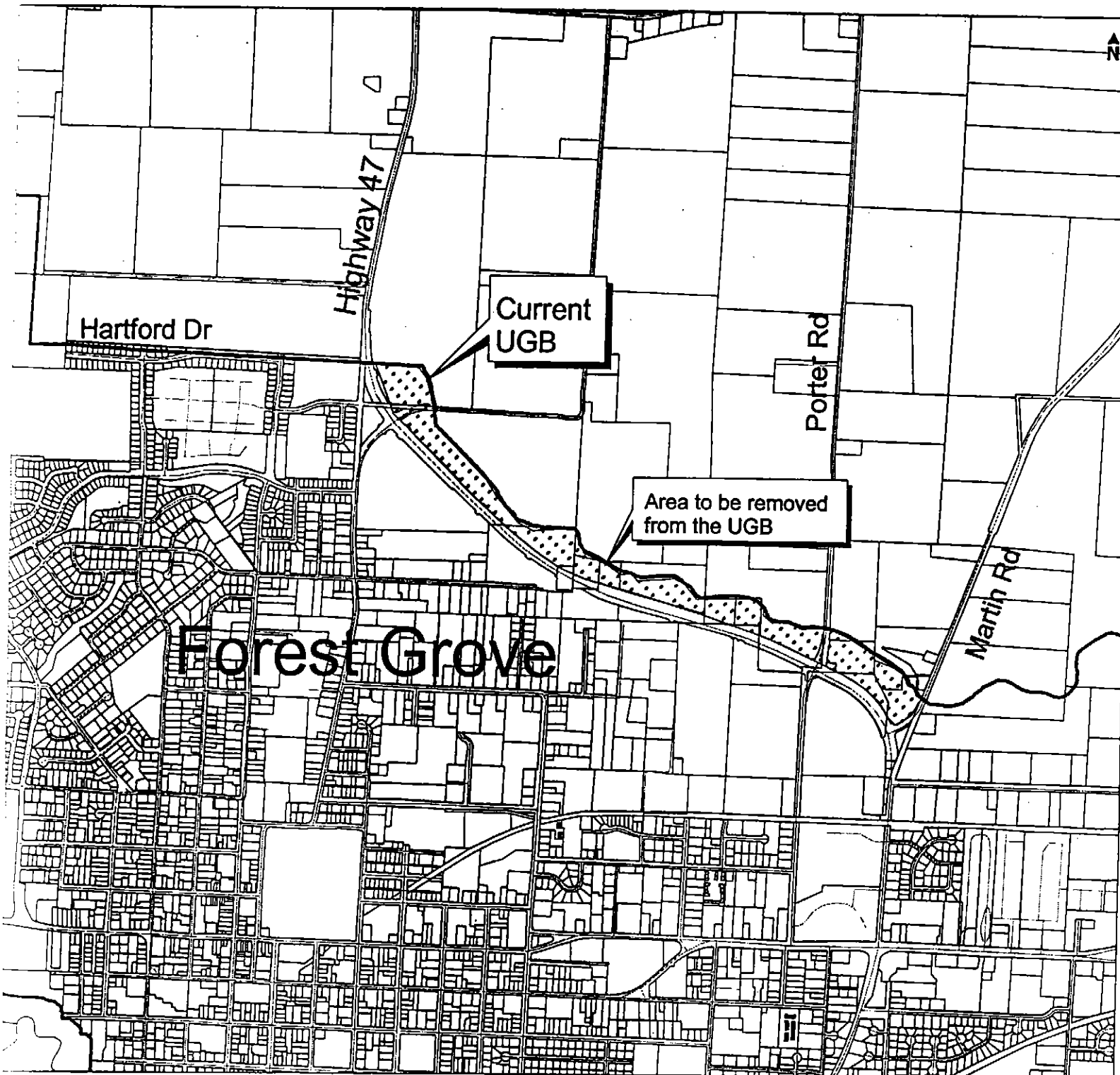
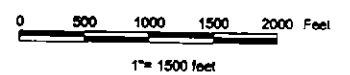


Exhibit B
Ord. No. 02-985

City of Forest Grove

 Urban Growth Boundary

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UGB LAND SWAP PROPOSAL

City of Forest Grove
June 24, 2002

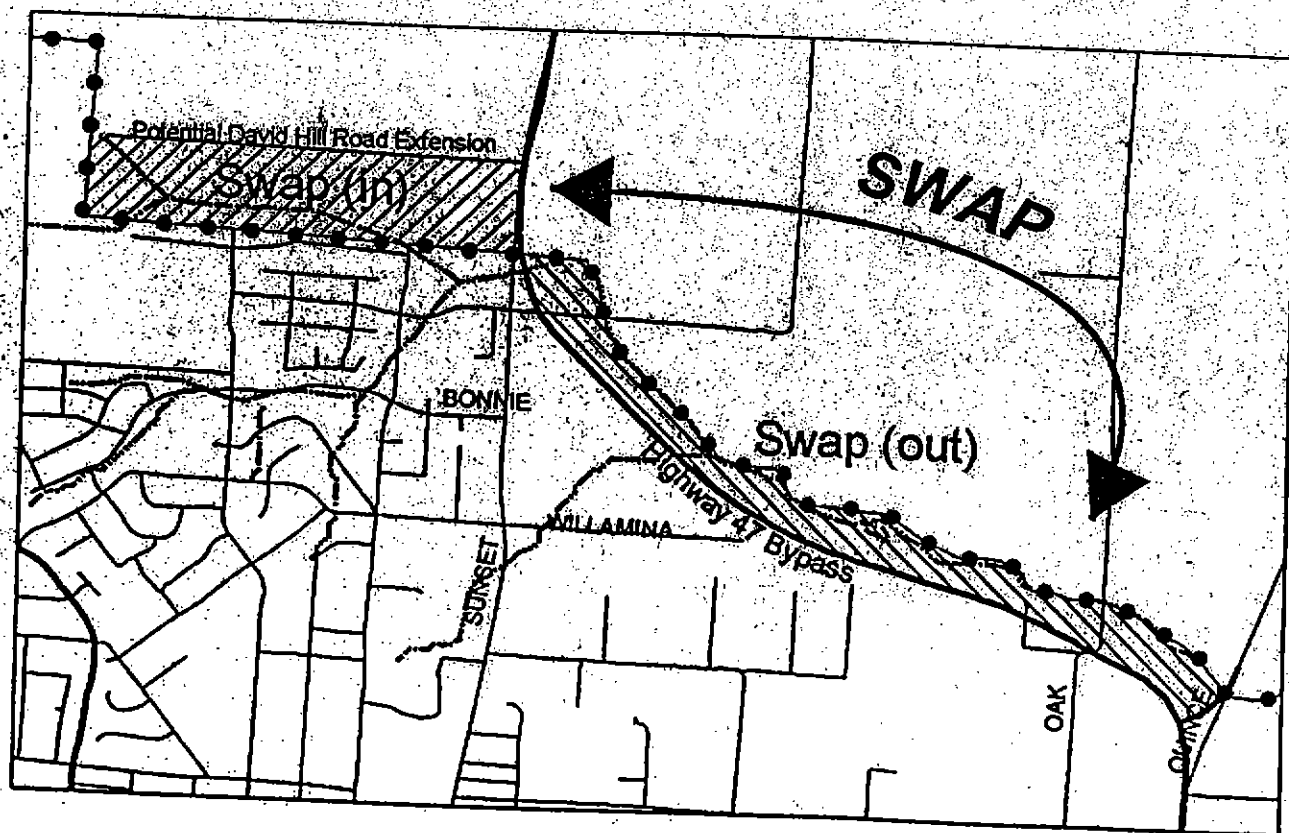


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EXECUTIVE SUMMARY

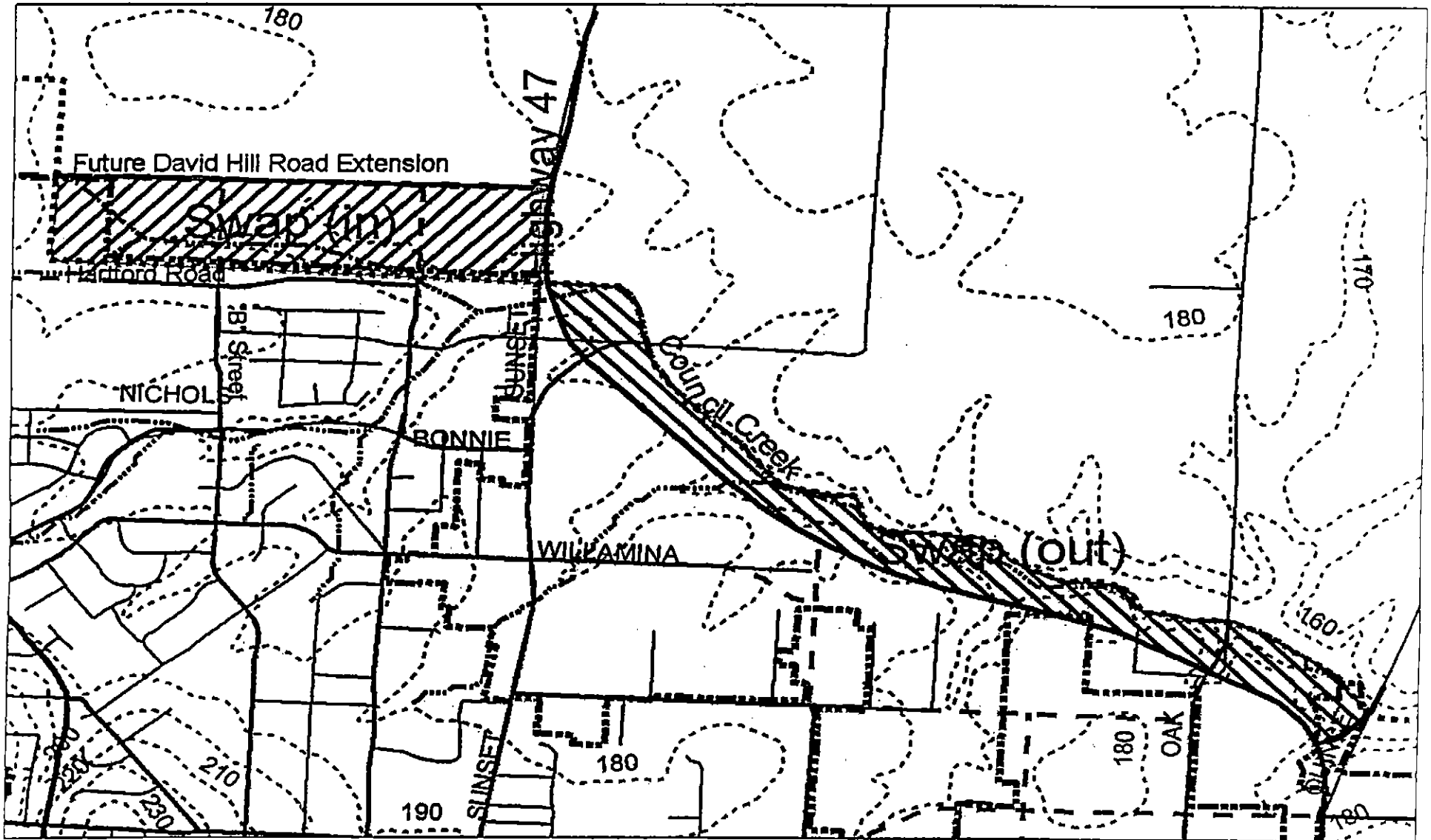
The City of Forest Grove has identified two areas of equal size north of Forest Grove for inclusion in a UGB land swap (Figure 1). The northern expansion of the City is bounded by the Metro Urban Growth Boundary (UGB). This UGB separates land available for the future urban expansion of the City from land zoned for Exclusive Farm Use (EFU) in Washington County. While this separation is important to protect valuable farmland, the current delineation of the boundary aggravates efficient urban expansion of Forest Grove.

Forest Grove is proposing a land swap at this time to coincide with Metro's current periodic review. As a result of periodic review, UGB recommendations will be made by Metro staff in late 2002 and we hope to have this land swap included. Outside of periodic review, a land swap of this nature would most likely be unsuccessful due to the EFU land found north of the City.

As illustrated on Figure 1, the land proposed to be removed (Swap (out)) is a 62.1 acre area between the Highway 47 bypass and Council Creek. The land proposed to be added (Swap (in)) is a 59.9 acre area immediately north of the current City limits between Thatcher and Highway 47. The proposed UGB land swap provides the following advantages:

- **Allows for a necessary transportation connection.** The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. The swap would allow the extension of David Hill Road to Highway 47, which would have a number of significant transportation benefits.
- **Maintains land supply for jobs.** Thirty-seven acres of the Swap (out) area is currently in the industrial comprehensive plan designation. This land is essentially unusable for this purpose. The swap would provide for the same amount of industrial land in a usable configuration. This would be accomplished by designating the Swap (in) area primarily for residential purposes and redesignating residential land adjacent to existing industrial areas for industrial development.
- **Facilitates efficient extension of public utilities.** The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the Swap (in) area. The topography of the site slopes from west to east. Therefore, the Swap (in) would improve the City's ability to extend storm water and sanitary sewer systems. A needed water main could also be extended. In direct contrast, utility extensions in the Swap (out) area would be expensive and inefficient, and would induce growth in an environmentally sensitive area.
- **Protects natural resources.** The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek. About 77% of the Swap (out) land area, due to its location along Council Creek, contains a natural resource area (as determined by Metro's Goal 5 analysis).
- **Maintains productive soils.** Neither the Swap (in) nor Swap (out) area contains Class 1 soils – considered the most suitable for farmland. However the Class 2 and 3 soils found in both areas are considered valuable for agriculture production. If the UGB was not present the Swap (out) would likely be classified as EFU based on the quality of soils.

Figure 1 - Location of UGB Land Swap Areas



SECTION 1 – STATE AND METRO REGULATORY FRAMEWORK

Both the State of Oregon and Metro provide a regulatory framework for considering expansions to the Urban Growth Boundary. The State's land use goal and implementing statutes provide for the expansion of the UGB while protecting land for agriculture production. Metro provides a variety of methods to consider a UGB land swap. This section will outline why the City of Forest Grove feels it is necessary to proceed with the UGB land swap at this time and how the proposal helps the City address State land use requirements, in particular Goal 14 - Urbanization.

Metro Options for a UGB Land Swap

The Metro Code has three options to allow the exchange of land within a UGB for land outside a UGB: a minor adjustment; a major amendment; or part of a Metro periodic review UGB expansion. Forest Grove is proposing a land swap at this time to coincide with Metro's current periodic review. As a result of periodic review, UGB recommendations will be made by Metro staff in late 2002 and we hope to have this land swap included.

Outside of periodic review, a land swap of this nature would most likely be unsuccessful due to the exclusive farm use land found north of the City. City staff's understanding of the criteria for minor adjustments and major amendments in the Metro Code (3.01.030) makes potential adjustments to the UGB north of Forest Grove unlikely outside of the Periodic Review process:

- **Minor Adjustment.** The proposed land swap would meet 6 of the 7 criteria outlined in the Metro Code (3.01.035). The net land area change is less than 20 acres, in fact the net change proposed would *reduce* the City's UGB by 1.2 acres. Public facility provisions would be less costly to provide. The swap would result in no adverse impacts, and would in fact have positive impacts on the environment and the economy. The swap is consistent with 2040 growth concept. Due to the predominance of agriculture land north of Forest Grove, the swap does not meet Criteria 7:

“(7) If the adjustment is to facilitate a trade, the adjustment would not add land to the UGB that is currently designated for agriculture or forestry pursuant to a statewide planning goal.”

- **Major Amendment.** Based on City staff interpretation of the major amendment criteria, the proposed land swap could not be processed under this procedure. The proposed UGB amendment is extremely important to the City of Forest Grove, but it is likely not have sufficient regional significance to satisfy the criteria. Also, the criteria indicate that expansions should occur within the legislative (Periodic Review) process when possible.

The current Metro legislative amendment process to consider the expansion of the UGB is the best opportunity to consider the proposed UGB land swap. As expressed throughout this report, the issue is of critical concern to the City of Forest Grove. The proposal needs to be considered at this time to add critically needed land into the UGB and remove land which should not be urbanized.

State Goal 14 - Urbanization

The State of Oregon land use goals provides a framework for UGB decisions. The intent of State Goal 14: Urbanization, is to provide for an orderly and efficient transition from rural to urban land use. The goal outlines a set of criteria to follow when boundary changes are considered:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agriculture land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agriculture activities.

The proposed UGB land swap is in conformance to the Goal 14 criteria for UGB change. Note that the City is not requesting an increase acreage within the UGB, but a swap to use land outside and within the UGB more efficiently. The land swap will satisfy the Goal 14 criteria as follows:

- **Maintains land supply for housing and jobs.** The Swap (out) area is essentially unusable for efficient use for residential or commercial development. The Swap (in) area is more suitable for development and satisfies Goal 14 criteria 1 and 2.
- **Allows for efficient extension of public infrastructure and utilities.** The Swap satisfies Goal 14 criteria 3. The UGB land swap is critical to the development of an adequate east-west roadway system. The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the Swap (in) area. In direct contrast, utility extensions in the Swap (out) area would be expensive and inefficient, and would induce growth in an environmentally sensitive area.
- **Efficient Use of Land.** The land swap satisfies criteria 4 and 5 of Goal 14. The land swap will result in a more efficient land use pattern due to the favorable location and configuration of the Swap (in) area compared to the location and configuration of Swap (out). Also the environmental, energy, economic and social consequences referred to in criteria 5 will be more favorably addressed with the land swap.
- **Protects natural resources.** The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek. Over 77% of the Swap (out) land area, due to its location along Council Creek, contains a Title 3 or a Goal 5 resource.
- **Maintains productive soils.** Neither the Swap (in) nor Swap (out) area contains Class 1 soils – considered highly suitable for agriculture production. However the Class 2 and 3 Soils found in both areas are considered valuable for agriculture production. If the UGB was not present the Swap (out) would likely be classified for exclusive farm use (EFU) based on the quality of soils present. Therefore the land swap would essentially be an “EFU for EFU” swap.

SECTION 2 – LAND USE IMPLICATIONS

A primary purpose of the land swap is to maintain a similar amount of land for residential and industrial development purposes. This would be accomplished by shifting Comprehensive Plan designations onto land that can be more effectively used for development.

The City is particularly concerned about the supply of land for industrial development. The 37 acres of land in Swap (out) designated for industrial development is essentially unusable for this purpose. The swap would allow the City to designate areas within the Swap (in) area primarily for residential purposes and redesignate existing residential zoned land adjacent to existing industrial areas for industrial development purposes. Under this strategy the City would retain the same amount of industrial and residential land in a usable configuration for development.

Table 1: Acres within each Comprehensive Plan Designation

Comprehensive Plan Designation	Acres
General Industrial	20.76
Light Industrial	16.16
Low Density Residential	6.60
Medium Density Residential	8.02
Total	51.54

(remaining acres in street right-of-way)

Existing land uses

A distinction between Swap (out) and Swap (in) is the level of public versus private ownership (see Table below). Swap (out) is 83.5% publicly owned, while the Swap (in) area is 16.6% publicly owned. Most of the land in Swap (out) was acquired by Washington County as part of the Highway 47 bypass project, which was completed in 2000.

Table 2: Public versus privately owned land in swap areas

	Public Owned	Private Owned
Swap (out)	83.5%	16.5%
Swap (in)	16.6%	83.4%

The Swap (out) area contains 21 parcels – with 16 owned by Washington County. Washington County is actively attempting to sell some of these properties, which are surplus from the Highway 47 project. The City of Forest Grove owns one 2.0 acre parcel, which was formerly used by the Public Work Department for composting fall leaves and other woody debris. The site is no longer used for this purpose and is now vacant. Four of the properties are privately owned. Three parcels have single family homes and the fourth parcel is used for agriculture.

The Swap (in) area contains a large 49.1 acre parcel, which is mostly vacant, with a single family dwelling fronting Highway 47 on the east side. The parcel has been used in past for agriculture. The area also contains a 0.5 parcel with a single family home; a 40 foot wide County right-of-way; a 6.9 acre portion of a parcel owned by Forest Grove School District; and a 0.4 acre corner of a larger parcel.

Land Use Benefits of Approach

The existing and potential land use conditions of Swap (out) suggest that it should be removed from the UGB. The area is highly fragmented and significantly constrained by natural resources (see "Environmental Implications", and cut-off from Forest Grove by a major regional highway (see "Transportation Implications"). Most of Swap (out) is currently under public ownership due to the bypass project, reducing the feasibility of development for the few remaining private property owners.

The Swap (in) area is ideally suited for development. The area is fairly flat and the majority of the land is developable. The property will lend itself to an efficient development pattern, reducing the need for Forest Grove to add land in other locations in the future.

SECTION 3 – SOIL CLASSIFICATIONS

The northern expansion of the City of Forest Grove is bounded by the Metro Urban Growth Boundary (UGB). This UGB separates land available for the future urban expansion of the City from land zoned for Exclusive Farm Use (EFU). While this separation is important to protect valuable farmland, the current delineation of the boundary aggravates efficient urban expansion of Forest Grove.

The current delineation has limited justification from a soil quality, agriculture and natural resource protection stand point. Both the land proposed for removal from the UGB (Swap (out)) and land proposed to be added (Swap (in)) have similar soil characteristics. The proposed swap would result in a level of resource protection superior to the resource protection from the current UGB delineation.

The proposed land swap would result in an essentially one-to-one trade of high quality land of identical soil types. Land removed from the boundary (Swap (out)) has the characteristics to be zoned for exclusive farm use (EFU zone) and the irregular configuration and environmental limitations of Swap (out) make the area almost completely unusable for urban development. Much of the land within Swap (out) is currently used for agricultural purposes. The continuation of agriculture use or open space preservation would be appropriate due to the high soil quality and existence of natural resources in the area.

Underlying the entire City of Forest Grove are soils well suited for agricultural use. A review of the soil class map indicates that Class 2 and Class 3 soils comprise 94 percent of the land area within the Forest Grove UGB. Hypothetically, if the City was not built at this location, the entire land area could be use for agricultural purposes and soils may qualify for the EFU land classification because of the high quality. From a soil class perspective, there is no difference between land within the Forest Grove UGB and land outside this boundary and the original delineation was clearly not based on the location of higher and lower priority soils. The proposed UGB land swap would trade high quality soils for high quality soils and would be consistent with the original spirit of the UGB delineation for the City.

Note that none of the land within Swap (in) or Swap (out) is classified as Class 1 soils – the most productive soil type. Both the Swap (in) and Swap (out) areas have a mixture of Class 2 and Class 3 soils (Table 3). The soil types found in both these areas are considered highly desirable for agriculture purposes. The land area to be added to the UGB (Swap (in)) is 61.8% Class 2 and 38.2% Class 3. The land area to be removed from the UGB is 45.2% Class 2 and 54.8% Class 3.

Table 3
Percentage of Land Area by Soil Class in UGB Land Swap Area

<i>Soil Class</i>	<i>Swap (in)</i>	<i>Swap (out)</i>
2	61.8%	45.2%
3	38.2%	54.8%

SECTION 4 – TRANSPORTATION IMPLICATIONS

The current configuration of the UGB to the north and west of Forest Grove creates significant transportation problems for the community, which will become particularly apparent as vacant land within the existing UGB is developed. Without the proposed UGB land swap, Forest Grove would be faced with transportation impacts that extend well beyond the swap area (see Figure 1). The Transportation System Plan specifically calls for a high quality collector or arterial facility between Highway 47 and Thatcher to serve the northwest sector of the city. As the UGB is currently delineated, this connection is difficult, if not impossible due to regulatory and fiscal constraints of building a road in an area outside the UGB.

Over 590 acres of developable vacant land is available in the northwest quadrant of the City (west of Thatcher Road and north of Gales Creek Road). Over 310 acres of this land is north of David Hill Road. Currently the only direct east-west connection in Forest Grove is Gales Creek Road to Pacific Avenue. The Forest Grove Transportation System Plan, adopted in 1999, projected the number of total households expected in this portion of the community in the year 2020 (Table below). According to this estimate, a total of 2,124 households could be expected in the northwest portion of the community in 2020, an increase of 1,358 households from 1994.

Table 4: Expected Households in Northwest Forest Grove

Location	TAZ	1994 Households	2020 Households
North of David Hill / West of Thatcher	1330	2	305
South of David Hill / North of Gales Creek / West of Thatcher	1331	333	908
North of Nichols / East of Thatcher	1328 & 1326	84	387
South of Gales Creek / West of "E" Street	1325	347	524
	Total	766	2124

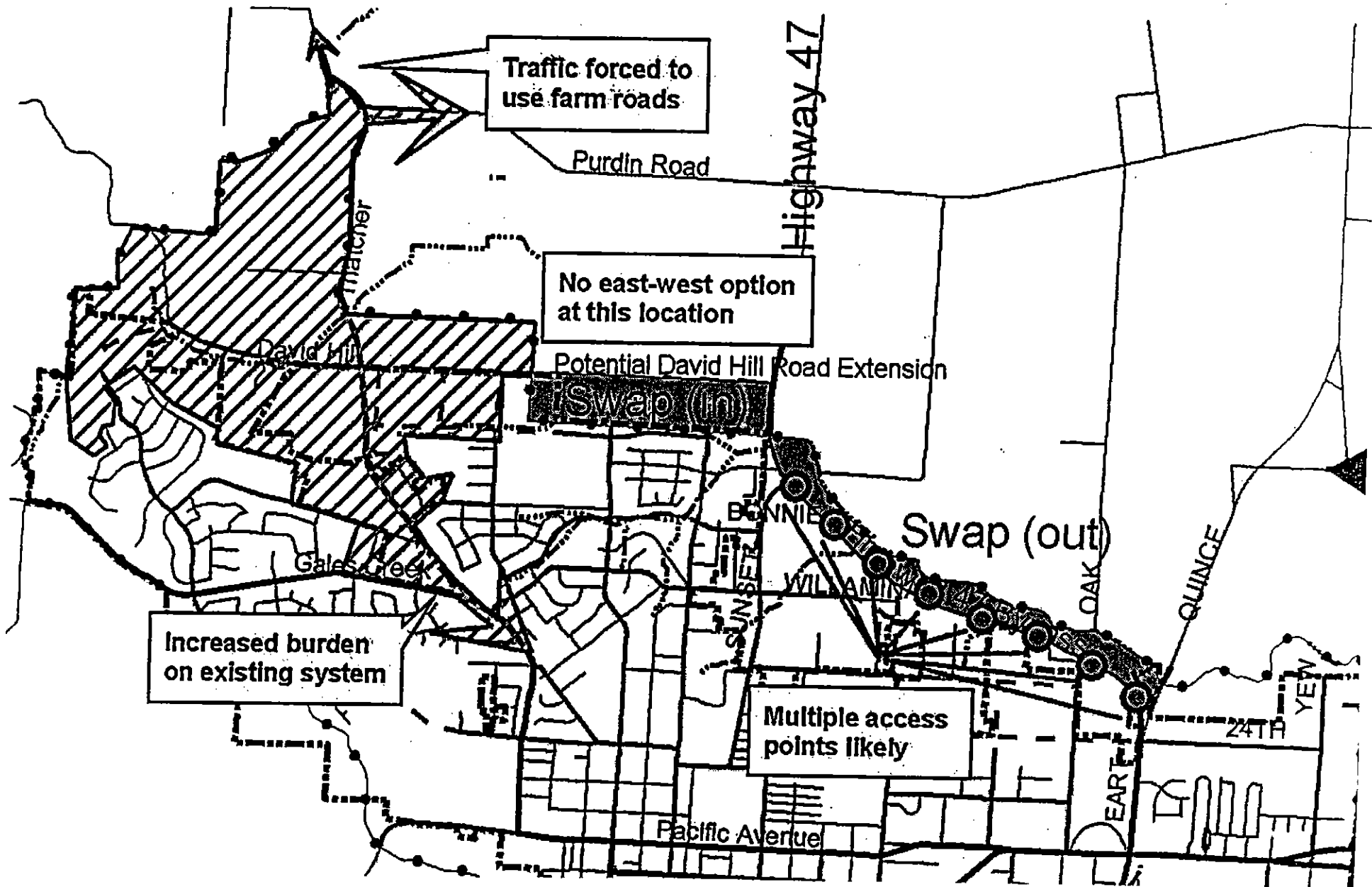
Transportation issues faced by the community without the David Hill Road extension include:

- **Congestion on existing east-west connections within City.** Without the transportation improvement related to the Swap, Pacific Avenue and other arterials, collector and local roads would experience a significant increase in congestion. The 1999 Forest Grove Transportation System Plan indicates that a connection between David Hill and Thatcher would carry a forecasted daily volume of 5,000 to 8,000 vehicles. Without this road these vehicle would find other less desirable routes. Some of these routes would likely include traffic cutting through existing and planned residential areas, which would degrade the character of these neighborhoods.
- **Heavy commuter traffic on County farm roads.** County farm roads and intersections are not designed to handle the high urban levels of traffic which would result from future development in the Forest Grove UGB. Purdin Road, a narrow paved road in the County north of the City, would experience a significant increase in traffic. Forest Grove residents living in the western portion of the community are already using this road. Without the Swap, Purdin Road would remain the only viable option for northbound traffic from the west Forest Grove area. Purdin road has a narrow pavement width (less than 28 feet) and currently has only a stop sign at the Highway 47 intersection. High volumes of traffic would create congestion and safety concerns.

- **Strip development potential along Highway 47.** The land proposed to be removed from the UGB currently forms a narrow band of land sandwiched between Highway 47 to the southwest and Council Creek to the northeast. The Highway 47 bypass completed in 2000 created these parcels, as property was acquired for the road right-of-way. If the County is successful in selling their surplus property, the nature of development along this stretch would likely be strip commercial on shallow parcels with numerous access points along Highway 47. A frontage road is not feasible due to the narrow dimensions. The development of these parcels, with multiple curb cuts would result in traffic conflicts and degradation of Highway 47 mobility objectives.

The diagram on the following page (Figure 1) illustrates the transportation issues which result from the current UGB configuration. Traffic from the northwestern quadrant of the community has limited east-west options. The hatched area of Figure 1 represents approximately 590 undeveloped or underdeveloped acres. The additional vehicle trips created from this future development would have only two options, which are represented by the large arrows on Gales Creek/Thatcher and Purdin Road. Under the current UGB configuration the area labeled Swap (in) on this map, represents a major missing piece of the roadway system.

Figure 1 - Transportation Problems without UGB Land Swap



Benefits of UGB Land Swap on the Transportation System

The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. In fact, both components of the swap, land removed from and added to the UGB, would benefit the transportation system.

Benefits of Removing Land Northeast of Highway 47

The north portion of the Highway 47 bypass was completed in 2000. One result of the right-of-way acquisition was the creation of narrow lots between 200 feet and 400 feet in depth sandwiched between the highway and Council Creek. Wetlands, floodplains and wildlife areas further limit the development potential these parcels and exacerbate access. Removing this narrow strip of land (Swap (out)) from the UGB would have a positive impact on the road network.

If property within Swap (out) is allowed to develop as planned, the result would be strip development with numerous access points onto Highway 47. Removing the land from the UGB would eliminate the need for curb-cuts along the north side of Highway 47 and could actually improve the effectiveness and safety of the road system. Figure 2 illustrates the reduced number of potential access point onto Highway 47.

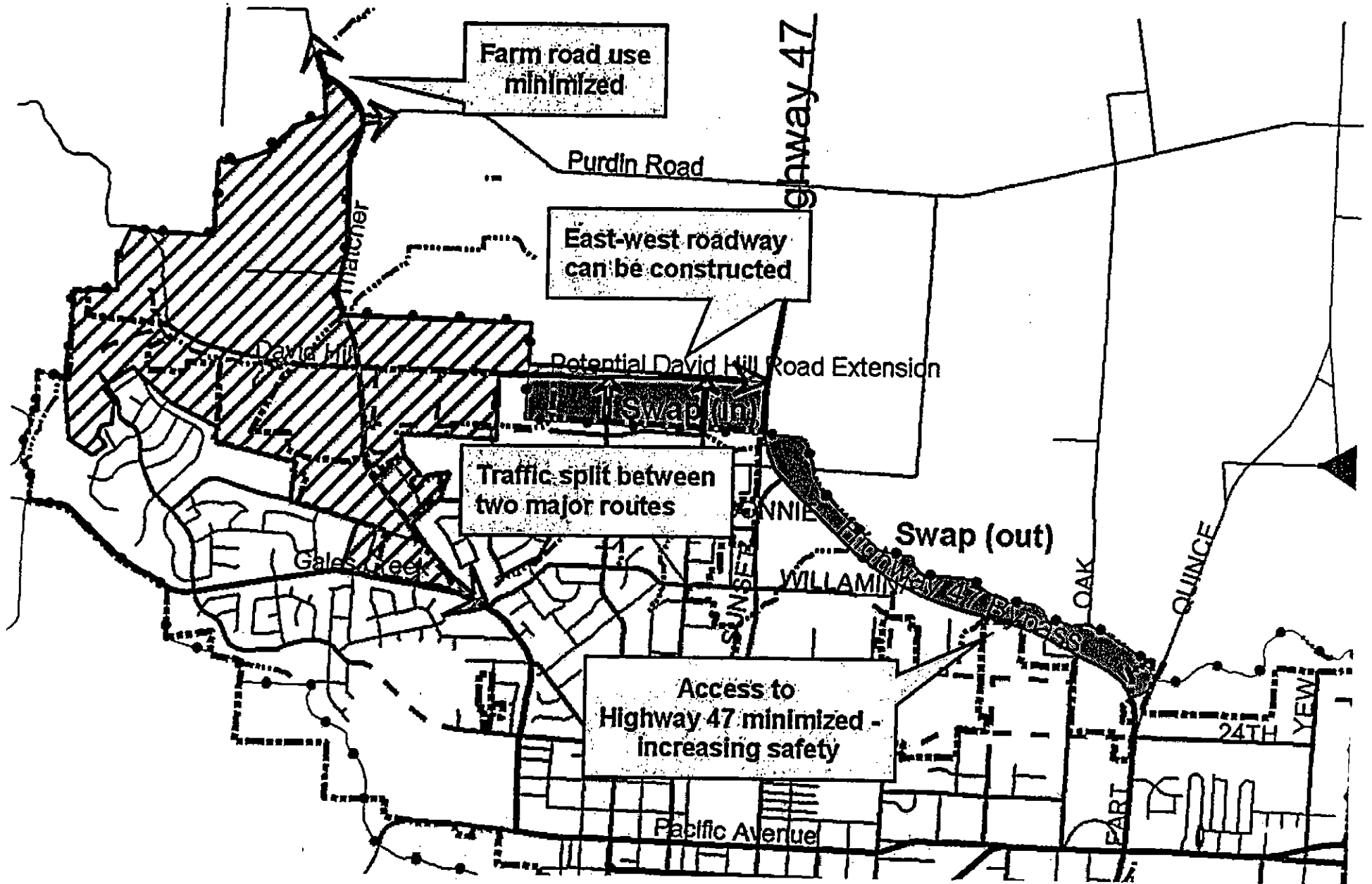
Benefits of Adding Land Between Thatcher and Highway 47

The current configuration of the UGB creates a disjointed transportation system, which essentially disconnects a large portion of the community from the regional transportation system and funnels east-west traffic onto one arterial roadway within Forest Grove - the Pacific Avenue/ 19th Avenue couplet and one Washington County road – Purdin Road. Four general areas in west Forest Grove with significant future development potential drain traffic into the existing roadway system: north of David Hill Road (310 developable acres); between Gales Creek and David Hill roads (280 acres); south of Gales Creek Road (130 acres); and east of Thatcher Road (120 acres). The 1999 TSP projected 2,124 total households in these areas by 2020. At build-out, the number of household would be even higher with dramatic impacts on the roadway system. The TSP indicates that a connection between David Hill and Thatcher would carry a forecasted daily volume of 5,000 to 8,000 vehicles.

The UGB land swap would help reduce transportation impacts in west Forest Grove in the following ways (see Figure 2):

1. Allows the extension of David Hill Road to Highway 47.
2. Allows connection of collector road system north to the David Hill extension to complete the grid network in the area.
3. Reduces pressure on the existing road network.
4. Reduces use of County farm roads.
5. Reduces cut-through traffic on local streets.

Figure 2 - Transportation Pattern with Swap



SECTION 5 – ENVIRONMENTAL IMPLICATIONS

The proposed UGB land swap would better protect natural resources north of Forest Grove. As discussed earlier in this report, the swap would retain a similar amount of land for agriculture production – both the Swap (in) and Swap (out) areas have approximately the same acreage of high quality soils. In terms of riparian, wetland, and wildlife resources, the proposed land swap would be much more effective in protecting these resources. The current UGB delineation conflicts with the desire of the City to protect Council Creek. Under the proposal this area would be removed from the UGB. The land to be added to the UGB contains some riparian resources, but significantly less than the area to be removed.

Natural Resources in Swap (out)

The quality of habitat is high in the Swap (out) area, due to the wide, linear, and downstream characteristic of the area, creating an ideal environment for wildlife. The current UGB includes a 1.5 mile stretch of Council Creek. Adjacent to the Creek, about 77% of the Swap (out) land area contains a natural resource as identified on draft Metro Goal 5 maps. About 51% of Swap (out) contains a natural resource with “primary value” as defined by the Metro Goal 5 program. The Highway 47 bypass project further fragmented and isolated parcels along the creek. The combination of natural resources and the fragmentation from the Highway 47 project make these parcels almost completely unusable for urban land uses. More appropriate land use for this area would be preservation as open space or the continuation of the agricultural uses on the properties.

Natural Resources in Swap (in)

The Swap (in) area has a small riparian resource running along the southern boundary that consumes about 13% of the total land area. This area is considered to have a “primary” value as defined by Metro’s Goal 5 study. The size of this resource is several orders of magnitude smaller than the Council Creek riparian and wetland resource area in Swap (out). The location of this riparian resource in Swap (in) suggests that it could be protected as development occurs to the north of the site. The riparian resource found in Swap (in) is a smaller habitat and development near the resource would have much less impact than development in the Swap (out) area, which is a wider downstream creek area with larger wetland and riparian resources.

Goal 5 Criteria

Metro recently completed an analysis of natural resources in the Portland Metro area as part of the Goal 5 program. Natural resources were mapped and classified by Metro based on their relative value for wildlife habitat. The result from this Metro study relevant to the land swap areas are summarized in Table 5 on the next page and mapped on page 15.

Metro’s Goal 5 analysis scored each resource area or “patch” based on five characteristics: size; connectivity to other resource areas; species richness; proximity to water; and whether the habitat is an interior versus an exterior or edge habitat. If a natural resource patch possessed a primary value for a single criteria it was assigned a score of “6”. For a secondary value, the patch was scored a “1”. If the patch did not possess the characteristics of the criteria it received a score of “0.” For example, if a particular patch had excellent species richness, excellent

connectivity, but was fairly small, it would be scored a “13” – 6 points for species richness, 6 for connectivity and 1 for size.

Table 5 – Goal 5 Resource Areas
 (% of total land area in Swap areas based on criteria score)

<i>Wildlife Value</i>	<i>Score</i>	<i>Swap (in)</i>	<i>Swap (out)</i>
<i>Good</i>	<i>1 – 5</i>	<i>29.6%</i>	<i>16.4%</i>
<i>Very Good</i>	<i>6 – 11</i>	<i>12.1%</i>	<i>9.5%</i>
<i>Excellent</i>	<i>12 – 30</i>	<i>12.9%</i>	<i>51.3%</i>
	<i>Total</i>	<i>54.6%</i>	<i>77.2%</i>

Table 5 summarizes the land area within each swap area based on the score received from the Goal 5 criteria analysis. In short, the higher the score the more valuable the resource area is for wildlife habitat. The scores “1 - 5” indicate that the resources received all secondary value ratings, and therefore provide a good habitat for wildlife. A score of “6 – 11” indicates a primary value rating in one category, a very good habitat for wildlife. A score of “12 to 30” indicates at least two and potentially five primary value ratings, with as many as five primary value ratings, an excellent habitat for wildlife.

Benefits of the UGB Land Swap

The UGB land swap would lead to more effective protection of environmental resources in north Forest Grove. The majority of the Swap (out) area – over 51%, contains environmental resources considered by Metro’s Goal 5 analysis to serve a primary function for wildlife. In comparison, only 13% of the Swap (in) area provides a primary function for wildlife. The location and small size of the riparian resource in Swap (in) would better allow it to be protected under a development scenario.

STAFF REPORT

CONSIDERATION OF ORDINANCE 02-985 FOR THE
PURPOSE OF AMENDING METRO'S URBAN GROWTH
BOUNDARY TO REMOVE 62.1 ACRES FROM THE BOUNDARY
AND ADD 59.9 ACRES WEST OF THE HIGHWAY 47 BYPASS
AND DECLARING AN EMERGENCY

Date: November 25, 2002

Prepared by: Michael Morrissey

PROPOSED ACTION

Adoption of Ordinance 02-985 to amend the urban growth boundary to remove 62.1 acres from the boundary in the Council Creek area and add 59.9 acres west of the Highway 97 bypass to facilitate a needed road connection as allowed under ORS 197.298(3). The proposed amendment area is shown on Exhibit A.

BACKGROUND

The City of Forest Grove's requests that Metro amend the Urban Growth Boundary (UGB) in the vicinity of Highway 47 through a land trade that would remove 62.1 acres and add 59.9 acres to the UGB.

Forest Grove argues that the land proposed to be removed from the UGB is a 62.1 acre area between the Highway 47 bypass and Council Creek. The land proposed to be added is 59.9 acre area immediately north of the currently city limits between Thatcher and Highway 47.

Further the City argues that the propose land swap provides the following advantages:

- Allows for a necessary transportation connection. The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. The swap would allow the extension of David Hill Road to Highway 47, which would have a number of significant transportation benefits.
- Maintains land supply for jobs. Thirty-seven acres of the area to be removed from the UGB is currently in the industrial comprehensive plan designation. This land is essentially unusable for this purpose. The swap would provide for the same amount of industrial land in a usable configuration
- Facilitates efficient extension of public utilities. The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the swap (in) area.
- Protects natural resources. The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek.
- Maintains productive soils. Neither the swap (in) nor swap (out) areas contain class 1 soils.

The City's submittal to Metro dated June 24, 2002 is attached to this staff report.

Suggested Conditions

That the City of Forest Grove follow Metro's Title 11 Concept Planning requirements and adopt the 2040 design type for the area as show in Exhibit C. Also that no urbanization can occur until the actual road alignment of David Hill Road is determined and adopted in the City's TSP.

APPLICABLE REVIEW CRITERIA

The standards applicable to a legislative amendment to the UGB are set out in ORS 197.298, Statewide Planning Goals 2 and 14 and Metro code Section 3.01.

BUDGET IMPACT

There is no budget impact from adopting this ordinance.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer did not consider the City of Forest Grove's request in his recommendation.

UGB LAND SWAP PROPOSAL

City of Forest Grove
June 24, 2002

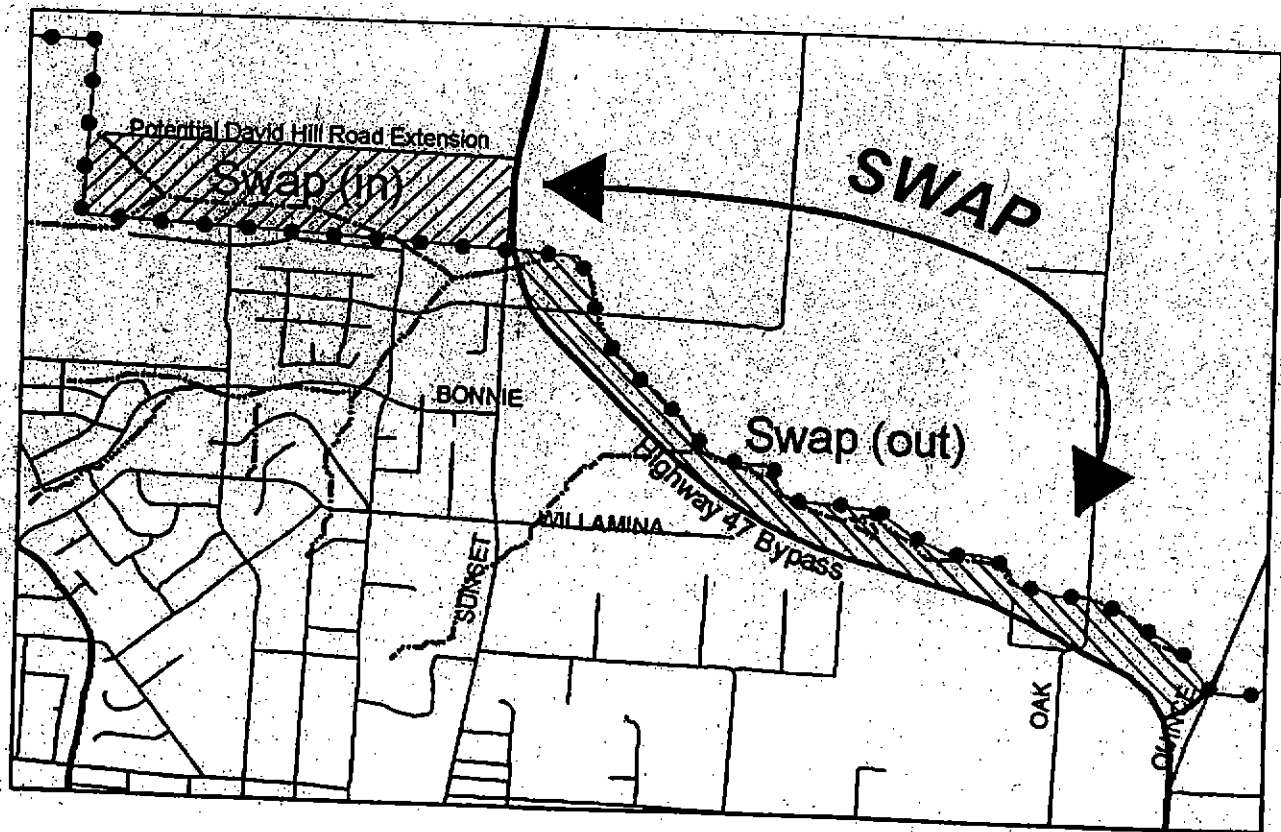


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Document prepared by the City of Forest Grove, Community Development Department staff.
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EXECUTIVE SUMMARY

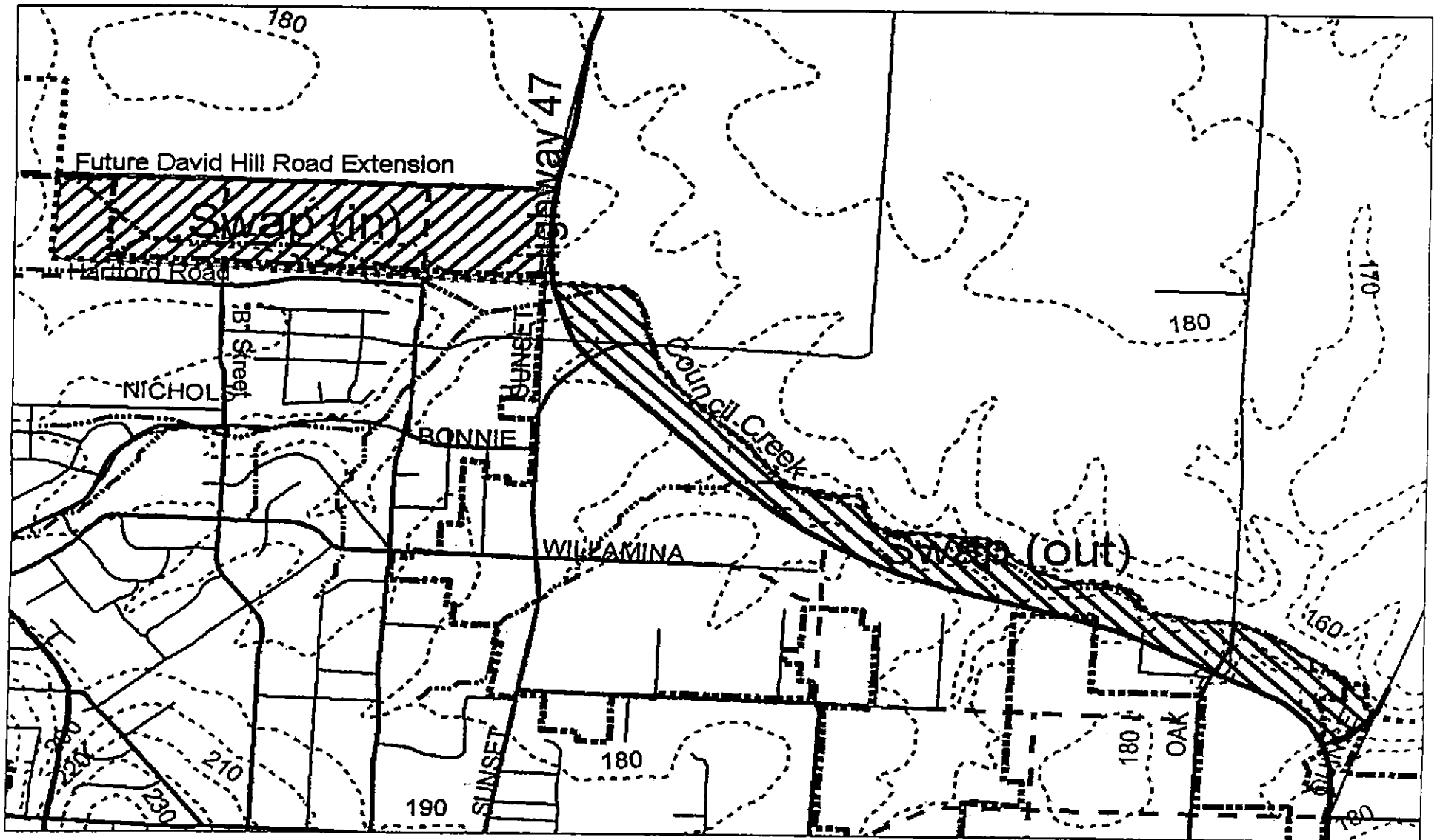
The City of Forest Grove has identified two areas of equal size north of Forest Grove for inclusion in a UGB land swap (Figure 1). The northern expansion of the City is bounded by the Metro Urban Growth Boundary (UGB). This UGB separates land available for the future urban expansion of the City from land zoned for Exclusive Farm Use (EFU) in Washington County. While this separation is important to protect valuable farmland, the current delineation of the boundary aggravates efficient urban expansion of Forest Grove.

Forest Grove is proposing a land swap at this time to coincide with Metro's current periodic review. As a result of periodic review, UGB recommendations will be made by Metro staff in late 2002 and we hope to have this land swap included. Outside of periodic review, a land swap of this nature would most likely be unsuccessful due to the EFU land found north of the City.

As illustrated on Figure 1, the land proposed to be removed (Swap (out)) is a 62.1 acre area between the Highway 47 bypass and Council Creek. The land proposed to be added (Swap (in)) is a 59.9 acre area immediately north of the current City limits between Thatcher and Highway 47. The proposed UGB land swap provides the following advantages:

- **Allows for a necessary transportation connection.** The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. The swap would allow the extension of David Hill Road to Highway 47, which would have a number of significant transportation benefits.
- **Maintains land supply for jobs.** Thirty-seven acres of the Swap (out) area is currently in the industrial comprehensive plan designation. This land is essentially unusable for this purpose. The swap would provide for the same amount of industrial land in a usable configuration. This would be accomplished by designating the Swap (in) area primarily for residential purposes and redesignating residential land adjacent to existing industrial areas for industrial development.
- **Facilitates efficient extension of public utilities.** The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the Swap (in) area. The topography of the site slopes from west to east. Therefore, the Swap (in) would improve the City's ability to extend storm water and sanitary sewer systems. A needed water main could also be extended. In direct contrast, utility extensions in the Swap (out) area would be expensive and inefficient, and would induce growth in an environmentally sensitive area.
- **Protects natural resources.** The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek. About 77% of the Swap (out) land area, due to its location along Council Creek, contains a natural resource area (as determined by Metro's Goal 5 analysis).
- **Maintains productive soils.** Neither the Swap (in) nor Swap (out) area contains Class 1 soils – considered the most suitable for farmland. However the Class 2 and 3 soils found in both areas are considered valuable for agriculture production. If the UGB was not present the Swap (out) would likely be classified as EFU based on the quality of soils.

Figure 1 – Location of UGB Land Swap Areas



SECTION 1 - STATE AND METRO REGULATORY FRAMEWORK

Both the State of Oregon and Metro provide a regulatory framework for considering expansions to the Urban Growth Boundary. The State's land use goal and implementing statutes provide for the expansion of the UGB while protecting land for agriculture production. Metro provides a variety of methods to consider a UGB land swap. This section will outline why the City of Forest Grove feels it is necessary to proceed with the UGB land swap at this time and how the proposal helps the City address State land use requirements, in particular Goal 14 - Urbanization.

Metro Options for a UGB Land Swap

The Metro Code has three options to allow the exchange of land within a UGB for land outside a UGB: a minor adjustment; a major amendment; or part of a Metro periodic review UGB expansion. Forest Grove is proposing a land swap at this time to coincide with Metro's current periodic review. As a result of periodic review, UGB recommendations will be made by Metro staff in late 2002 and we hope to have this land swap included.

Outside of periodic review, a land swap of this nature would most likely be unsuccessful due to the exclusive farm use land found north of the City. City staff's understanding of the criteria for minor adjustments and major amendments in the Metro Code (3.01.030) makes potential adjustments to the UGB north of Forest Grove unlikely outside of the Periodic Review process:

- **Minor Adjustment.** The proposed land swap would meet 6 of the 7 criteria outlined in the Metro Code (3.01.035). The net land area change is less than 20 acres, in fact the net change proposed would *reduce* the City's UGB by 1.2 acres. Public facility provisions would be less costly to provide. The swap would result in no adverse impacts, and would in fact have positive impacts on the environment and the economy. The swap is consistent with 2040 growth concept. Due to the predominance of agriculture land north of Forest Grove, the swap does not meet Criteria 7:

“ (7) If the adjustment is to facilitate a trade, the adjustment would not add land to the UGB that is currently designated for agriculture or forestry pursuant to a statewide planning goal.”

- **Major Amendment.** Based on City staff interpretation of the major amendment criteria, the proposed land swap could not be processed under this procedure. The proposed UGB amendment is extremely important to the City of Forest Grove, but it is likely not have sufficient regional significance to satisfy the criteria. Also, the criteria indicate that expansions should occur within the legislative (Periodic Review) process when possible.

The current Metro legislative amendment process to consider the expansion of the UGB is the best opportunity to consider the proposed UGB land swap. As expressed throughout this report, the issue is of critical concern to the City of Forest Grove. The proposal needs to be considered at this time to add critically needed land into the UGB and remove land which should not be urbanized.

State Goal 14 - Urbanization

The State of Oregon land use goals provides a framework for UGB decisions. The intent of State Goal 14: Urbanization, is to provide for an orderly and efficient transition from rural to urban land use. The goal outlines a set of criteria to follow when boundary changes are considered:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agriculture land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agriculture activities.

The proposed UGB land swap is in conformance to the Goal 14 criteria for UGB change. Note that the City is not requesting an increase acreage within the UGB, but a swap to use land outside and within the UGB more efficiently. The land swap will satisfy the Goal 14 criteria as follows:

- **Maintains land supply for housing and jobs.** The Swap (out) area is essentially unusable for efficient use for residential or commercial development. The Swap (in) area is more suitable for development and satisfies Goal 14 criteria 1 and 2.
- **Allows for efficient extension of public infrastructure and utilities.** The Swap satisfies Goal 14 criteria 3. The UGB land swap is critical to the development of an adequate east-west roadway system. The swap would allow the efficient extension of water, sanitary sewer and storm sewer systems through the Swap (in) area. In direct contrast, utility extensions in the Swap (out) area would be expensive and inefficient, and would induce growth in an environmentally sensitive area.
- **Efficient Use of Land.** The land swap satisfies criteria 4 and 5 of Goal 14. The land swap will result in a more efficient land use pattern due to the favorable location and configuration of the Swap (in) area compared to the location and configuration of Swap (out). Also the environmental, energy, economic and social consequences referred to in criteria 5 will be more favorably addressed with the land swap.
- **Protects natural resources.** The current UGB delineation conflicts with the protection of wetland and riparian resources along Council Creek. Over 77% of the Swap (out) land area, due to its location along Council Creek, contains a Title 3 or a Goal 5 resource.
- **Maintains productive soils.** Neither the Swap (in) nor Swap (out) area contains Class 1 soils – considered highly suitable for agriculture production. However the Class 2 and 3 Soils found in both areas are considered valuable for agriculture production. If the UGB was not present the Swap (out) would likely be classified for exclusive farm use (EFU) based on the quality of soils present. Therefore the land swap would essentially be an “EFU for EFU” swap.

SECTION 2 – LAND USE IMPLICATIONS

A primary purpose of the land swap is to maintain a similar amount of land for residential and industrial development purposes. This would be accomplished by shifting Comprehensive Plan designations onto land that can be more effectively used for development.

The City is particularly concerned about the supply of land for industrial development. The 37 acres of land in Swap (out) designated for industrial development is essentially unusable for this purpose. The swap would allow the City to designate areas within the Swap (in) area primarily for residential purposes and redesignate existing residential zoned land adjacent to existing industrial areas for industrial development purposes. Under this strategy the City would retain the same amount of industrial and residential land in a usable configuration for development.

Table 1: Acres within each Comprehensive Plan Designation

Comprehensive Plan Designation	Acres
General Industrial	20.76
Light Industrial	16.16
Low Density Residential	6.60
Medium Density Residential	8.02
Total	51.54

(remaining acres in street right-of-way)

Existing land uses

A distinction between Swap (out) and Swap (in) is the level of public versus private ownership (see Table below). Swap (out) is 83.5% publicly owned, while the Swap (in) area is 16.6% publicly owned. Most of the land in Swap (out) was acquired by Washington County as part of the Highway 47 bypass project, which was completed in 2000.

Table 2: Public versus privately owned land in swap areas

	Public Owned	Private Owned
Swap (out)	83.5%	16.5%
Swap (in)	16.6%	83.4%

The Swap (out) area contains 21 parcels – with 16 owned by Washington County. Washington County is actively attempting to sell some of these properties, which are surplus from the Highway 47 project. The City of Forest Grove owns one 2.0 acre parcel, which was formerly used by the Public Work Department for composting fall leaves and other woody debris. The site is no longer used for this purpose and is now vacant. Four of the properties are privately owned. Three parcels have single family homes and the fourth parcel is used for agriculture.

The Swap (in) area contains a large 49.1 acre parcel, which is mostly vacant, with a single family dwelling fronting Highway 47 on the east side. The parcel has been used in past for agriculture. The area also contains a 0.5 parcel with a single family home; a 40 foot wide County right-of-way; a 6.9 acre portion of a parcel owned by Forest Grove School District; and a 0.4 acre corner of a larger parcel.

Land Use Benefits of Approach

The existing and potential land use conditions of Swap (out) suggest that it should be removed from the UGB. The area is highly fragmented and significantly constrained by natural resources (see "Environmental Implications", and cut-off from Forest Grove by a major regional highway (see "Transportation Implications"). Most of Swap (out) is currently under public ownership due to the bypass project, reducing the feasibility of development for the few remaining private property owners.

The Swap (in) area is ideally suited for development. The area is fairly flat and the majority of the land is developable. The property will lend itself to an efficient development pattern, reducing the need for Forest Grove to add land in other locations in the future.

SECTION 3 – SOIL CLASSIFICATIONS

The northern expansion of the City of Forest Grove is bounded by the Metro Urban Growth Boundary (UGB). This UGB separates land available for the future urban expansion of the City from land zoned for Exclusive Farm Use (EFU). While this separation is important to protect valuable farmland, the current delineation of the boundary aggravates efficient urban expansion of Forest Grove.

The current delineation has limited justification from a soil quality, agriculture and natural resource protection stand point. Both the land proposed for removal from the UGB (Swap (out)) and land proposed to be added (Swap (in)) have similar soil characteristics. The proposed swap would result in a level of resource protection superior to the resource protection from the current UGB delineation.

The proposed land swap would result in an essentially one-to-one trade of high quality land of identical soil types. Land removed from the boundary (Swap (out)) has the characteristics to be zoned for exclusive farm use (EFU zone) and the irregular configuration and environmental limitations of Swap (out) make the area almost completely unusable for urban development. Much of the land within Swap (out) is currently used for agricultural purposes. The continuation of agriculture use or open space preservation would be appropriate due to the high soil quality and existence of natural resources in the area.

Underlying the entire City of Forest Grove are soils well suited for agricultural use. A review of the soil class map indicates that Class 2 and Class 3 soils comprise 94 percent of the land area within the Forest Grove UGB. Hypothetically, if the City was not built at this location, the entire land area could be use for agricultural purposes and soils may qualify for the EFU land classification because of the high quality. From a soil class perspective, there is no difference between land within the Forest Grove UGB and land outside this boundary and the original delineation was clearly not based on the location of higher and lower priority soils. The proposed UGB land swap would trade high quality soils for high quality soils and would be consistent with the original spirit of the UGB delineation for the City.

Note that none of the land within Swap (in) or Swap (out) is classified as Class 1 soils – the most productive soil type. Both the Swap (in) and Swap (out) areas have a mixture of Class 2 and Class 3 soils (Table 3). The soil types found in both these areas are considered highly desirable for agriculture purposes. The land area to be added to the UGB (Swap (in)) is 61.8% Class 2 and 38.2% Class 3. The land area to be removed from the UGB is 45.2% Class 2 and 54.8% Class 3.

Table 3
Percentage of Land Area by Soil Class in UGB Land Swap Area

<i>Soil Class</i>	<i>Swap (in)</i>	<i>Swap (out)</i>
2	61.8%	45.2%
3	38.2%	54.8%

SECTION 4 – TRANSPORTATION IMPLICATIONS

The current configuration of the UGB to the north and west of Forest Grove creates significant transportation problems for the community, which will become particularly apparent as vacant land within the existing UGB is developed. Without the proposed UGB land swap, Forest Grove would be faced with transportation impacts that extend well beyond the swap area (see Figure 1). The Transportation System Plan specifically calls for a high quality collector or arterial facility between Highway 47 and Thatcher to serve the northwest sector of the city. As the UGB is currently delineated, this connection is difficult, if not impossible due to regulatory and fiscal constraints of building a road in an area outside the UGB.

Over 590 acres of developable vacant land is available in the northwest quadrant of the City (west of Thatcher Road and north of Gales Creek Road). Over 310 acres of this land is north of David Hill Road. Currently the only direct east-west connection in Forest Grove is Gales Creek Road to Pacific Avenue. The Forest Grove Transportation System Plan, adopted in 1999, projected the number of total households expected in this portion of the community in the year 2020 (Table below). According to this estimate, a total of 2,124 households could be expected in the northwest portion of the community in 2020, an increase of 1,358 households from 1994.

Table 4: Expected Households in Northwest Forest Grove

Location	TAZ	1994 Households	2020 Households
North of David Hill / West of Thatcher	1330	2	305
South of David Hill / North of Gales Creek / West of Thatcher	1331	333	908
North of Nichols / East of Thatcher	1328 & 1326	84	387
South of Gales Creek / West of "E" Street	1325	347	524
Total		766	2124

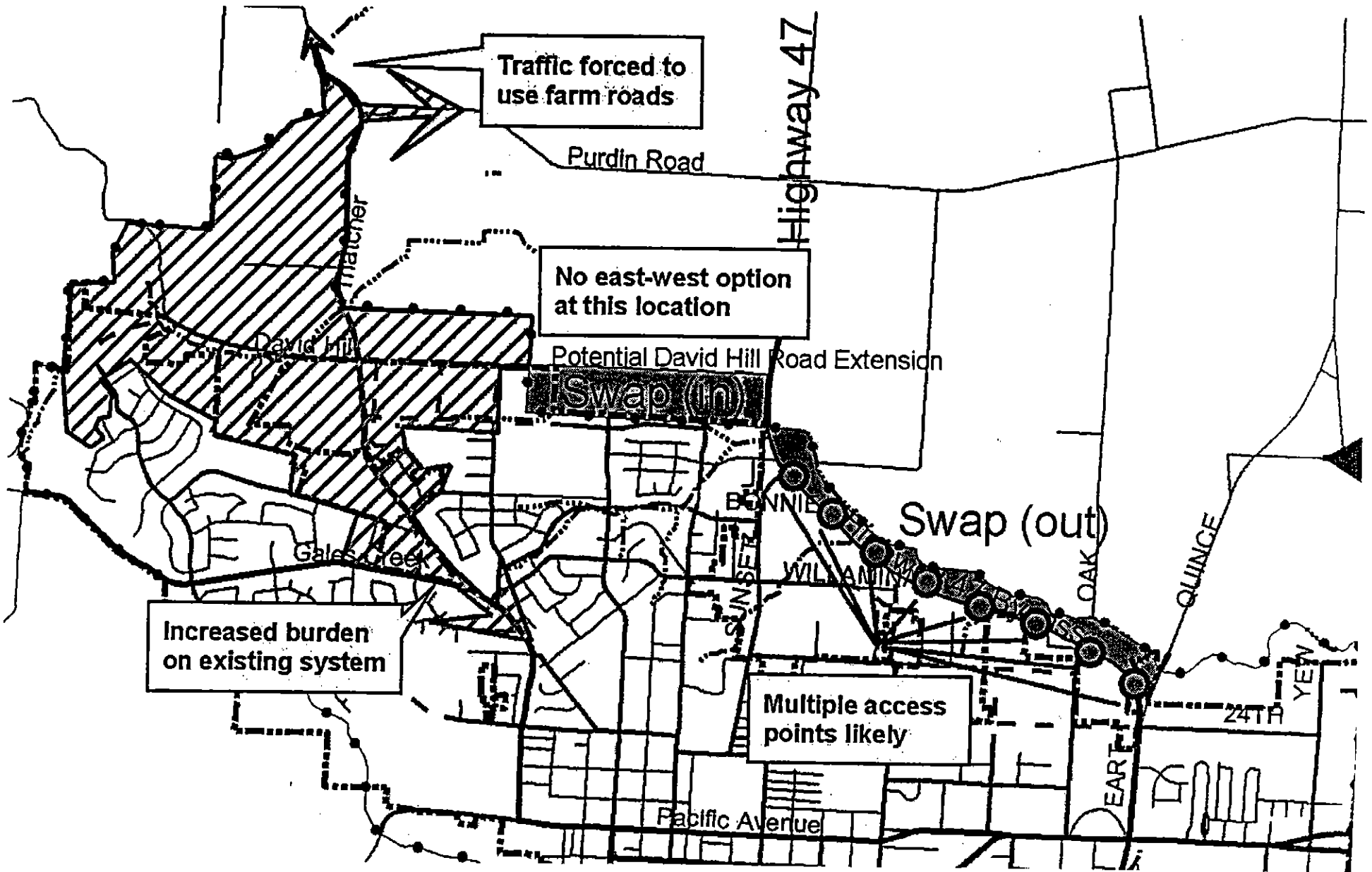
Transportation issues faced by the community without the David Hill Road extension include:

- **Congestion on existing east-west connections within City.** Without the transportation improvement related to the Swap, Pacific Avenue and other arterials, collector and local roads would experience a significant increase in congestion. The 1999 Forest Grove Transportation System Plan indicates that a connection between David Hill and Thatcher would carry a forecasted daily volume of 5,000 to 8,000 vehicles. Without this road these vehicle would find other less desirable routes. Some of these routes would likely include traffic cutting through existing and planned residential areas, which would degrade the character of these neighborhoods.
- **Heavy commuter traffic on County farm roads.** County farm roads and intersections are not designed to handle the high urban levels of traffic which would result from future development in the Forest Grove UGB. Purdin Road, a narrow paved road in the County north of the City, would experience a significant increase in traffic. Forest Grove residents living in the western portion of the community are already using this road. Without the Swap, Purdin Road would remain the only viable option for northbound traffic from the west Forest Grove area. Purdin road has a narrow pavement width (less than 28 feet) and currently has only a stop sign at the Highway 47 intersection. High volumes of traffic would create congestion and safety concerns.

- **Strip development potential along Highway 47.** The land proposed to be removed from the UGB currently forms a narrow band of land sandwiched between Highway 47 to the southwest and Council Creek to the northeast. The Highway 47 bypass completed in 2000 created these parcels, as property was acquired for the road right-of-way. If the County is successful in selling their surplus property, the nature of development along this stretch would likely be strip commercial on shallow parcels with numerous access points along Highway 47. A frontage road is not feasible due to the narrow dimensions. The development of these parcels, with multiple curb cuts would result in traffic conflicts and degradation of Highway 47 mobility objectives.

The diagram on the following page (Figure 1) illustrates the transportation issues which result from the current UGB configuration. Traffic from the northwestern quadrant of the community has limited east-west options. The hatched area of Figure 1 represents approximately 590 undeveloped or underdeveloped acres. The additional vehicle trips created from this future development would have only two options, which are represented by the large arrows on Gales Creek/Thatcher and Purdin Road. Under the current UGB configuration the area labeled Swap (in) on this map, represents a major missing piece of the roadway system.

Figure 1 – Transportation Problems without UGB Land Swap



Benefits of UGB Land Swap on the Transportation System

The UGB land swap is critical to the development of an adequate east-west roadway system in Forest Grove. In fact, both components of the swap, land removed from and added to the UGB, would benefit the transportation system.

Benefits of Removing Land Northeast of Highway 47

The north portion of the Highway 47 bypass was completed in 2000. One result of the right-of-way acquisition was the creation of narrow lots between 200 feet and 400 feet in depth sandwiched between the highway and Council Creek. Wetlands, floodplains and wildlife areas further limit the development potential these parcels and exacerbate access. Removing this narrow strip of land (Swap (out)) from the UGB would have a positive impact on the road network.

If property within Swap (out) is allowed to develop as planned, the result would be strip development with numerous access points onto Highway 47. Removing the land from the UGB would eliminate the need for curb-cuts along the north side of Highway 47 and could actually improve the effectiveness and safety of the road system. Figure 2 illustrates the reduced number of potential access point onto Highway 47.

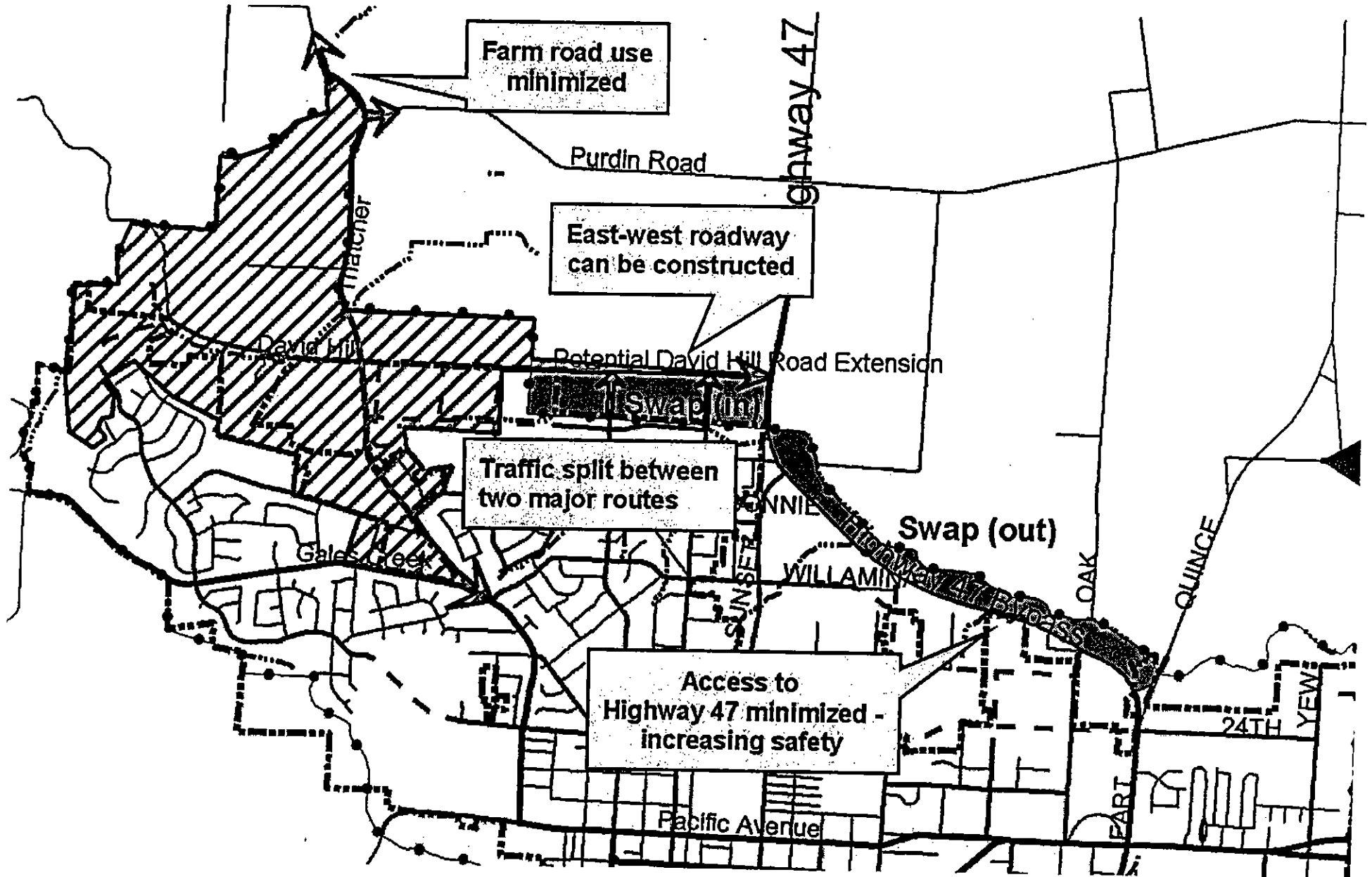
Benefits of Adding Land Between Thatcher and Highway 47

The current configuration of the UGB creates a disjointed transportation system, which essentially disconnects a large portion of the community from the regional transportation system and funnels east-west traffic onto one arterial roadway within Forest Grove - the Pacific Avenue/ 19th Avenue couplet and one Washington County road – Purdin Road. Four general areas in west Forest Grove with significant future development potential drain traffic into the existing roadway system: north of David Hill Road (310 developable acres); between Gales Creek and David Hill roads (280 acres); south of Gales Creek Road (130 acres); and east of Thatcher Road (120 acres). The 1999 TSP projected 2,124 total households in these areas by 2020. At build-out, the number of household would be even higher with dramatic impacts on the roadway system. The TSP indicates that a connection between David Hill and Thatcher would carry a forecasted daily volume of 5,000 to 8,000 vehicles.

The UGB land swap would help reduce transportation impacts in west Forest Grove in the following ways (see Figure 2):

1. Allows the extension of David Hill Road to Highway 47.
2. Allows connection of collector road system north to the David Hill extension to complete the grid network in the area.
3. Reduces pressure on the existing road network.
4. Reduces use of County farm roads.
5. Reduces cut-through traffic on local streets.

Figure 2 - Transportation Pattern with Swap



SECTION 5 – ENVIRONMENTAL IMPLICATIONS

The proposed UGB land swap would better protect natural resources north of Forest Grove. As discussed earlier in this report, the swap would retain a similar amount of land for agriculture production – both the Swap (in) and Swap (out) areas have approximately the same acreage of high quality soils. In terms of riparian, wetland, and wildlife resources, the proposed land swap would be much more effective in protecting these resources. The current UGB delineation conflicts with the desire of the City to protect Council Creek. Under the proposal this area would be removed from the UGB. The land to be added to the UGB contains some riparian resources, but significantly less than the area to be removed.

Natural Resources in Swap (out)

The quality of habitat is high in the Swap (out) area, due to the wide, linear, and downstream characteristic of the area, creating an ideal environment for wildlife. The current UGB includes a 1.5 mile stretch of Council Creek. Adjacent to the Creek, about 77% of the Swap (out) land area contains a natural resource as identified on draft Metro Goal 5 maps. About 51% of Swap (out) contains a natural resource with “primary value” as defined by the Metro Goal 5 program. The Highway 47 bypass project further fragmented and isolated parcels along the creek. The combination of natural resources and the fragmentation from the Highway 47 project make these parcels almost completely unusable for urban land uses. More appropriate land use for this area would be preservation as open space or the continuation of the agricultural uses on the properties.

Natural Resources in Swap (in)

The Swap (in) area has a small riparian resource running along the southern boundary that consumes about 13% of the total land area. This area is considered to have a “primary” value as defined by Metro’s Goal 5 study. The size of this resource is several orders of magnitude smaller than the Council Creek riparian and wetland resource area in Swap (out). The location of this riparian resource in Swap (in) suggests that it could be protected as development occurs to the north of the site. The riparian resource found in Swap (in) is a smaller habitat and development near the resource would have much less impact than development in the Swap (out) area, which is a wider downstream creek area with larger wetland and riparian resources.

Goal 5 Criteria

Metro recently completed an analysis of natural resources in the Portland Metro area as part of the Goal 5 program. Natural resources were mapped and classified by Metro based on their relative value for wildlife habitat. The result from this Metro study relevant to the land swap areas are summarized in Table 5 on the next page and mapped on page 15.

Metro’s Goal 5 analysis scored each resource area or “patch” based on five characteristics: size; connectivity to other resource areas; species richness; proximity to water; and whether the habitat is an interior versus an exterior or edge habitat. If a natural resource patch possessed a primary value for a single criteria it was assigned a score of “6”. For a secondary value, the patch was scored a “1”. If the patch did not possess the characteristics of the criteria it received a score of “0.” For example, if a particular patch had excellent species richness, excellent

connectivity, but was fairly small, it would be scored a “13” – 6 points for species richness, 6 for connectivity and 1 for size.

Table 5 – Goal 5 Resource Areas
 (% of total land area in Swap areas based on criteria score)

<i>Wildlife Value</i>	<i>Score</i>	<i>Swap (in)</i>	<i>Swap (out)</i>
<i>Good</i>	<i>1 – 5</i>	<i>29.6%</i>	<i>16.4%</i>
<i>Very Good</i>	<i>6 – 11</i>	<i>12.1%</i>	<i>9.5%</i>
<i>Excellent</i>	<i>12 – 30</i>	<i>12.9%</i>	<i>51.3%</i>
	<i>Total</i>	<i>54.6%</i>	<i>77.2%</i>






Table 5 summarizes the land area within each swap area based on the score received from the Goal 5 criteria analysis. In short, the higher the score the more valuable the resource area is for wildlife habitat. The scores “1 - 5” indicate that the resources received all secondary value ratings, and therefore provide a good habitat for wildlife. A score of “6 – 11” indicates a primary value rating in one category, a very good habitat for wildlife. A score of “12 to 30” indicates at least two and potentially five primary value ratings, with as many as five primary value ratings, an excellent habitat for wildlife.

Benefits of the UGB Land Swap

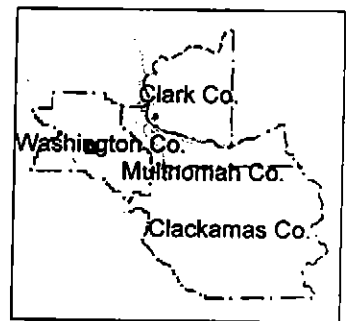
The UGB land swap would lead to more effective protection of environmental resources in north Forest Grove. The majority of the Swap (out) area – over 51%, contains environmental resources considered by Metro’s Goal 5 analysis to serve a primary function for wildlife. In comparison, only 13% of the Swap (in) area provides a primary function for wildlife. The location and small size of the riparian resource in Swap (in) would better allow it to be protected under a development scenario.



2040 Growth
Concept Map
Proposed Designations
Ordinance 02-985

- Design Types
-  Industrial
 -  Regionally Significant Industrial Areas (Proposed)
 -  Employment
 -  Town Center
 -  Corridor

The information on this map was derived from a digital vector file in Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability of these for a particular use or measurement. Metro disclaims any liability for any errors or omissions.



Location Map



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Print Date: Jul 21, 2002 Plot Size: 11x17 Plot Date: 7/21/2002 11:00:00 AM