

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING THE )  
STUDY OF ADDITIONAL LANDS TO )  
COMPLETE AN ALTERNATIVE ANALYSIS IN )  
ANTICIPATION OF POSSIBLE URBAN )  
GROWTH BOUNDARY AMENDMENTS FOR )  
INDUSTRIAL USES )

RESOLUTION NO. 03-3341A

Introduced by Chief Operating Officer  
Mike Jordan

WHEREAS, the Metro Council has entered into Periodic Review with the Department of Land Conservation and Development to analyze the capacity of the Urban Growth Boundary; and

WHEREAS, the Periodic Review work program requires completion of an Alternatives Analysis to consider lands for Urban Growth Boundary expansion purposes; and

WHEREAS, Metro completed the 2002 Alternatives Analysis Study, which separated land into four priority land classes identified in Oregon Revised Statutes; and

WHEREAS, the Metro Council identified a 20-year industrial land shortfall of 4,285 net acres and a 20- year commercial land shortfall of 140 net acres as outlined in the 2002-2022 Urban Growth Report: An Employment Land Need Analysis, Updated December 2002; and

WHEREAS, the Metro Council adopted Ordinance Nos. 02-969B, 02-983B, 02-990A in December 2002 that brought into the Urban Growth Boundary 2,317 net acres of industrial land and 533 net acres of commercial land; and

WHEREAS, the adoption of Ordinance Nos. 02-969B, 02-983B and 02-990A results in a shortfall of industrial land and a surplus of commercial land; and

WHEREAS, additional analysis is needed to consider lands that were not part of the 2002 Alternatives Analysis Study to meet the 20-year industrial land shortfall; and


WHEREAS, this additional analysis is being completed for study purposes only at this time and does not constitute an intent to expand the Urban Growth Boundary in any or all of these areas, now therefore,

BE IT RESOLVED:

1. The Metro Council intends to consider possible expansion of the Urban Growth Boundary, in accordance with the statutory priority of lands, in the areas shown on map Exhibit A, attached and incorporated into this resolution. Small modifications to the study areas may occur as data is collected on these sites.

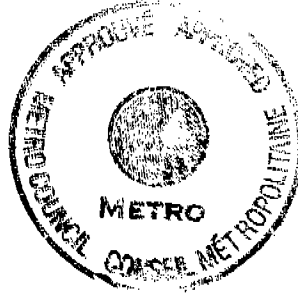
2. The Metro Council directs staff to not begin work to study any additional lands without further Metro Council authorization.

ADOPTED by the Metro Council this 10<sup>th</sup> day of July, 2003.

  
David Bragdon, Council President

APPROVED AS TO FORM:

  
Daniel B. Cooper, Metro Attorney



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WHEREAS, the adoption of Ordinance Nos. 02-969B, 02-983B and 02-990A results in a shortfall of 1,968 net acres of industrial land and a surplus of 393 net acres of commercial land; and

WHEREAS, additional analysis is needed to consider lands that were not part of the 2002 Alternatives Analysis Study to meet the 20-year industrial land shortfall of 1,968 net acres; and

WHEREAS, this additional analysis is being completed for study purposes only at this time and does not constitute an intent to expand the Urban Growth Boundary in any or all of these areas, now therefore,

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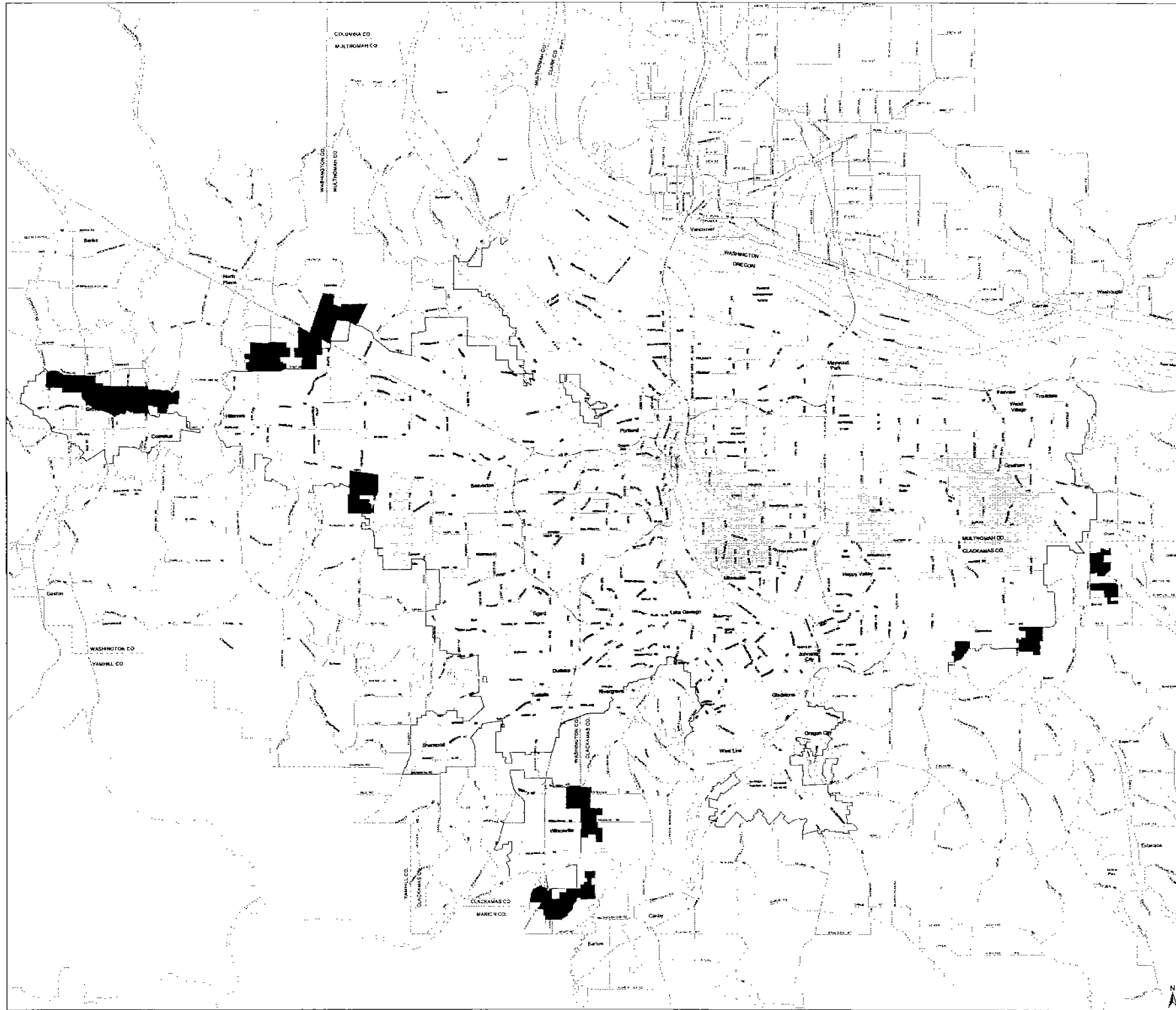
APPROVED AS TO FORM:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

Exhibit A

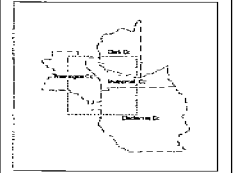
To Resolution  
No. 03-3341A

-  Additional Study Areas
-  UGB



THIS MAP IS A SUMMARY OF THE INFORMATION CONTAINED IN THE ORIGINAL RECORDS OF THE CLACKAMAS COUNTY RECORDS DEPARTMENT. THE ORIGINAL RECORDS ARE THE SOURCE OF THE INFORMATION CONTAINED HEREIN. THE CLACKAMAS COUNTY RECORDS DEPARTMENT IS NOT RESPONSIBLE FOR THE ACCURACY OF THE INFORMATION CONTAINED HEREIN. THE CLACKAMAS COUNTY RECORDS DEPARTMENT IS NOT RESPONSIBLE FOR THE ACCURACY OF THE INFORMATION CONTAINED HEREIN.

Scale: 1" = 1 Mile





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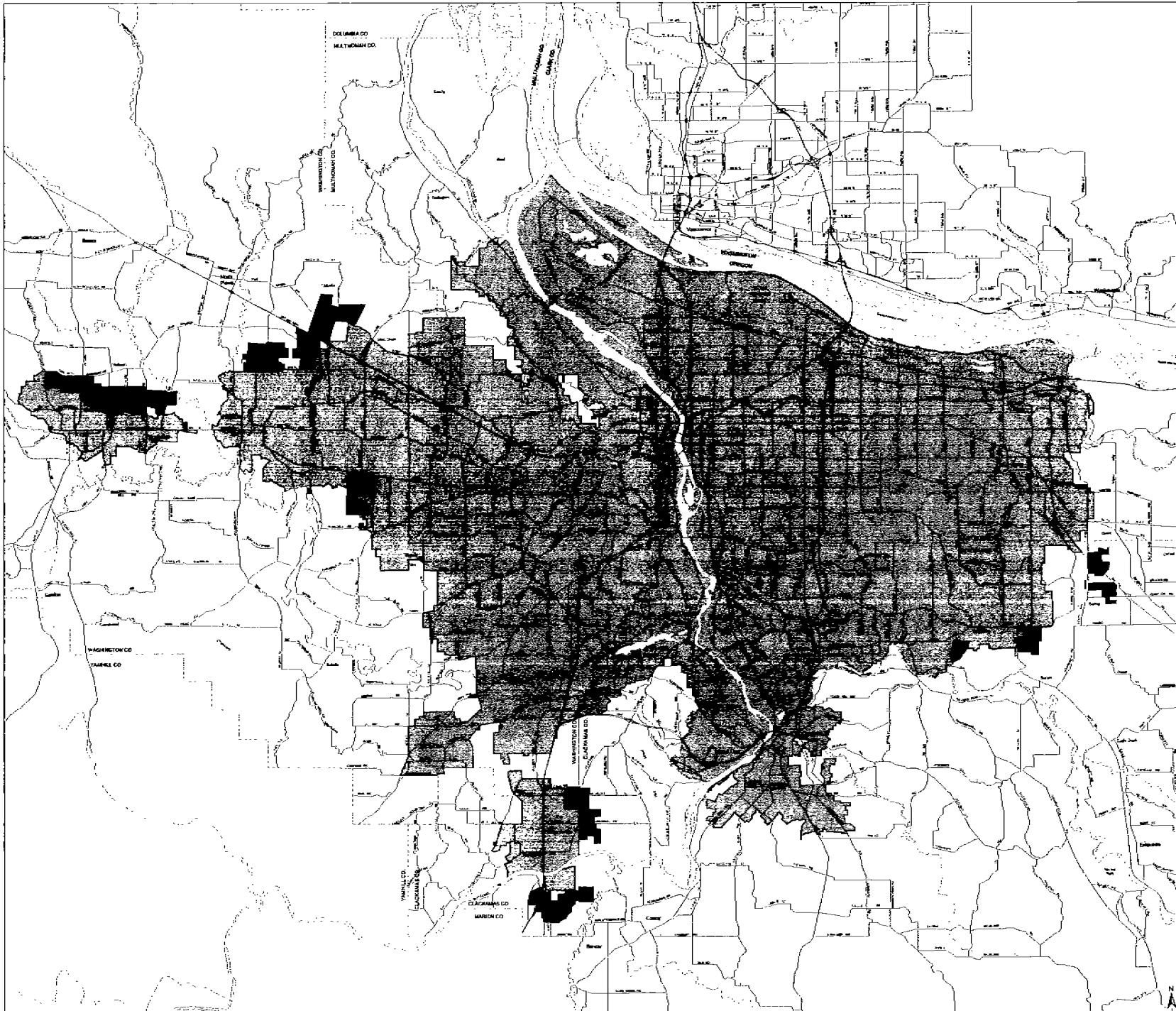
\_\_\_\_\_  
David Bragdon, Council President

APPROVED AS TO FORM:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

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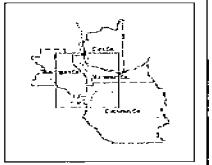
TERRITORY AND UTILITY SERVICE

**Exhibit A**

To Resolution No. 03-3341

 Additional Study Areas  
 UGB

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TERRITORY AND UTILITY SERVICE  
  
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## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 03-3341, FOR THE PURPOSE OF AUTHORIZING THE STUDY OF ADDITIONAL LANDS TO COMPLETE AN ALTERNATIVE ANALYSIS IN ANTICIPATION OF POSSIBLE URBAN GROWTH BOUNDARY AMENDMENTS FOR INDUSTRIAL USES

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Date: June 11, 2003

Prepared and Presented by: Tim O'Brien

#### SECTION I: PROPOSED ACTION

Authorizing the study of additional lands to complete an alternatives analysis in anticipation of possible Urban Growth Boundary amendments for industrial uses.

#### SECTION II: BACKGROUND INFORMATION

##### **Periodic Review**

Metro's Periodic Review work program specifies in Task 2 that Metro complete an assessment of the Urban Growth Boundary to provide a 20-year land supply for residential and employment uses. In response to this requirement Metro completed the following two studies: 2002-2022 Urban Growth Report: An Employment Land Need Analysis, Updated December 2002 and the 2002 Alternatives Analysis Study, August 2002.

##### Urban Growth Report

The Metro 2002-2022 Urban Growth Report: An Employment Land Need Analysis, August 2002, Updated December 2002 (Employment Urban Growth Report) identified a shortfall of 4,285 net acres of industrial land and a 140 net acre shortfall for commercial land.

##### Alternatives Analysis Study

The Metro 2002 Alternatives Analysis Study assessed approximately 80,000 acres of land adjacent to the Urban Growth Boundary for its suitability for urbanization. The analysis focused on four different types of lands based upon the hierarchy established in state law ORS 197.298. The hierarchy corresponds to the statutory priority for inclusion of land within the Urban Growth Boundary. The law directs Metro to look first to "exception land" before considering resource land zoned for farm or forest use. The structure of the report is framed by the four locational factors of Statewide Planning Goal 14, Urbanization. The information contained in the report assisted the Metro Council in its Urban Growth Boundary expansion decision in December 2002.

##### Urban Growth Boundary Decision

The Metro Council's December 2002 Urban Growth Boundary expansion decision (Ordinance Nos. 02-969B, 02-983B, 02-985A, 02-986A, 02-987A and 02-990A) brought into the Urban Growth Boundary 2,850 net acres of job land split between three 2040 Growth Concept job land design types; 533 net acres of employment land, 818 net acres of industrial land and 1,499 net acres of Regionally Significant Industrial Areas land. Thus, after taking into account the Urban Growth Boundary additions of December 2002, there is a current industrial land need of 1,968 net acres and a commercial land surplus of 393 net acres. This net acre deficit of industrial land translates into an approximate 2,707 gross acre deficit of industrial land.

## SECTION III: ANALYSIS

### **Additional Study Area Determination**

The Metro Council's December 2002 decision included roughly half of the Employment Urban Growth Report's identified land need utilizing the analysis of the land included in the 2002 Alternatives Analysis Study, which included exception land and resource land that contains mostly class 3 and 4 soils within one mile of the Urban Growth Boundary. The Metro Council excluded from the 2002 study resource land containing mostly class 1 and 2 soils. In order to satisfy the remaining industrial land need, the remaining study areas in the 2002 Alternatives Analysis Study must be re-evaluated for use as industrial land. Furthermore, the resource lands containing class 1 and 2 soils that were excluded from the 2002 study need to be analyzed to fulfill the industrial land shortfall.

The methodology for defining the additional study areas is based on the class 1 and 2 soil study areas that the Metro Council excluded from the 2002 study. A step-by-step process for determining the potential study areas was completed, which included; two preliminary industrial land site characteristics (distance from highway interchange and land adjacent to existing industrial areas), environmental constraints (floodplains, slopes greater than 10 percent and park land), review of Metro policies and coordination with local jurisdictions.

In general, the final study areas are located within one mile of the existing UGB, which is consistent with the 2002 study, consist of mostly Exclusive Farm Use land and total approximately 9,000 acres.

### **Methodology for Additional Land Alternatives Analysis**

The analysis will employ a slightly different approach than the analysis undertaken in the 2002 Alternatives Analysis Study. Although Metro must still complete its analysis under the direction of the priority of land statute, ORS 197.298, the hierarchy of land as defined by the statute will be employed as a latter step in the process rather than the initial step in the analysis. Industrial facilities have specific site needs in terms of transportation connections, size, and topography to be successful. The analysis includes a step to determine if the proposed study area is appropriate for industrial use based on industry site location characteristics. This will ensure that the analysis will consider only lands that are in appropriate locations, have suitable site characteristics, and have the ability to be developed for industrial uses in a timely fashion. Once the site location characteristics and Statewide Planning Goals 2 and 14 analyses are complete, the hierarchy of land statute will be applied to the areas to determine a priority standing of areas to be included in the Urban Growth Boundary for industrial purposes.

### Statewide Planning Goal Requirements

The present study will closely follow the 2002 Alternative Analysis Study and will provide the following information on each new study area to address Statewide Planning Goal 2 and the locational factors of Goal 14:

#### Goal 2: Land Use Planning

- A description of each study area that includes physical attributes, notable environmental features and unbuildable areas, current land uses, level of urbanization, adjacent land uses and location and type of resource or farm use within the study area and on adjacent properties.

#### Goal 14: Urbanization

- *Factor 3 – Orderly and economic provision for public facilities and services.*  
An analysis to determine the feasibility of providing the study areas with public services (water, sewer and stormwater) and transportation services.

- *Factor 4 – Maximum efficiency of land uses within and on the fringe of the existing urban area.*  
A land productivity assessment to determine the expected gross vacant buildable acres for industrial land purposes.
- *Factor 5 – Environmental, energy, economic and social consequences.*  
An analysis to determine the environmental, energy, economic and social consequences of urbanizing the study areas. This is also known as the ESEE analysis and is also part of the Goal 2 requirements.
- *Factor 6 – Retention of Agricultural Land*  
Application of this factor is carried out through the hierarchy of tiers as defined in state law ORS 197.298. As noted above the application of priority of land statute will be employed as a latter step in the process.
- *Factor 7 – Compatibility of the proposed urban uses with nearby agricultural activities.*  
An analysis of the compatibility of proposed urban development with nearby agricultural activities.

#### Industrial Land Site Criteria

In addition the new study areas and the remaining study areas from the 2002 Alternatives Analysis will be evaluated for meeting the site location criteria for the three industrial sectors. In general the criteria are as follows:

- Location in relation to existing industrial uses and/or potential workforce
- Travel time distance from an interchange on I-5, I-84, or I-205
- Topography of land to meet the slope restrictions
- Site size for flexibility of uses

#### Data Collection

Data used in the analysis will be collected in a number of forums in conjunction with our regional partners. The Data Resource Center will assemble the data layers to be used in this analysis.

- Metro staff will work with local jurisdictions and service providers to determine the feasibility of providing public services and transportation services to the new study areas. Metro Travel Forecasting Section will provide additional transportation analysis regarding distance travel time from potential expansion areas to interstate highways and other facilities related to industrial uses.
- Planning staff will complete the environmental, energy, economic and social consequences and agricultural analyses for the new study areas.
- Planning and Data Resource Center staff will complete a land productivity assessment to determine the expected gross vacant buildable area for all the study areas including the 2002 study areas. It is necessary to recalculate the gross vacant buildable area for the 2002 study areas as the previous analysis was more directed to residential use.
- The industrial land site location criteria will be applied to all study areas to determine which areas meet the requirements for specific industrial land uses.
- The Farmland Working Group, at the direction of staff from the Oregon Department of Agriculture, will supply additional information regarding the identification and protection of significant agricultural lands and actions needed to enhance the commercial agricultural industry in the region. This work will supplement staff's agricultural analysis for Goal 14, Factor 7.

A final report summarizing the findings of the alternatives analysis for the new study areas and the re-evaluation of the 2002 study areas will be completed by October 2003.

## **SECTION IV: INFORMATION**

### **Known Opposition**

At this point in time there is no known opposition to the study of the lands contained in the proposed study areas for possible inclusion in the Urban Growth Boundary for industrial purposes. City of Wilsonville staff has expressed concern regarding the study of land south of the Willamette River for inclusion in the Urban Growth Boundary.

### **Legal Antecedents**

Metro Code Section 3.01.020 provides the process for determination of need and location of lands for amending the Urban Growth Boundary. The purpose of this section is to address ORS 197.298, Statewide Planning Goals 2 and 14 and the Regional Urban Growth Goals and Objectives.

Adoption of Resolution No. 03-3341 compliments Resolution No. 01-3127, which authorized the study of tiers of land used in the 2002 Alternatives Analysis Study, which was used to determine land suitable for urbanization to meet a 20-year need of residential and employment land. The adoption of Ordinance Nos. 02-969B, 02-983B, 02-984A, 02-985A, 02-986A, 02-987A and 02-990A amended the Urban Growth Boundary and met the 20-year need of residential land and approximately half of the 20-year need for employment land.

### **Anticipated Effects**

Adoption of Resolution No. 03-3341 will allow staff to proceed with an analysis of the suitability for urbanization of the land contained in the study areas as shown on a series of maps identified as Attachments 1-5.

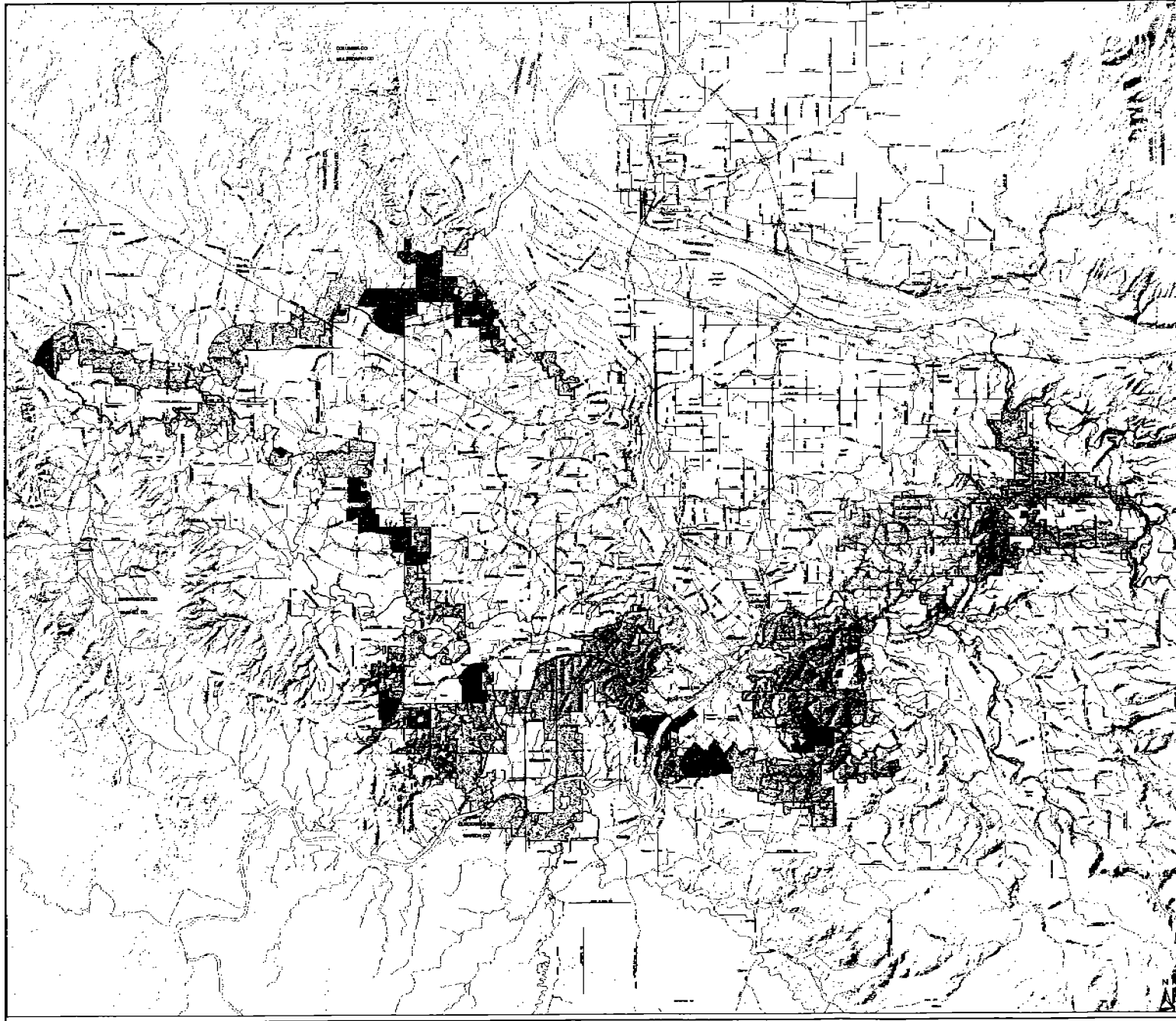
### **Budget Impacts**

Metro staff in conjunction with our regional partners will complete the alternatives analysis of the additional study areas for inclusion in the Urban Growth Boundary for industrial purposes. No additional materials and services are expected to be associated with the project. Staff time was included in the Planning Department's Fiscal Year 2003-04 Budget Proposal.

## **SECTION V: RECOMMENDATION**

Approval of the study area maps to complete an additional alternative analysis study on lands not included in the 2002 Alternatives Analysis Study in anticipation of possible UGB amendments for industrial uses.

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**UGB Expansion Study**

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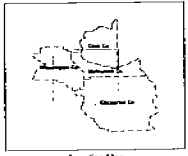
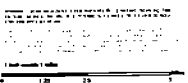
**Attachment 1**

Urban Growth Boundary

2003 UGB Expansion

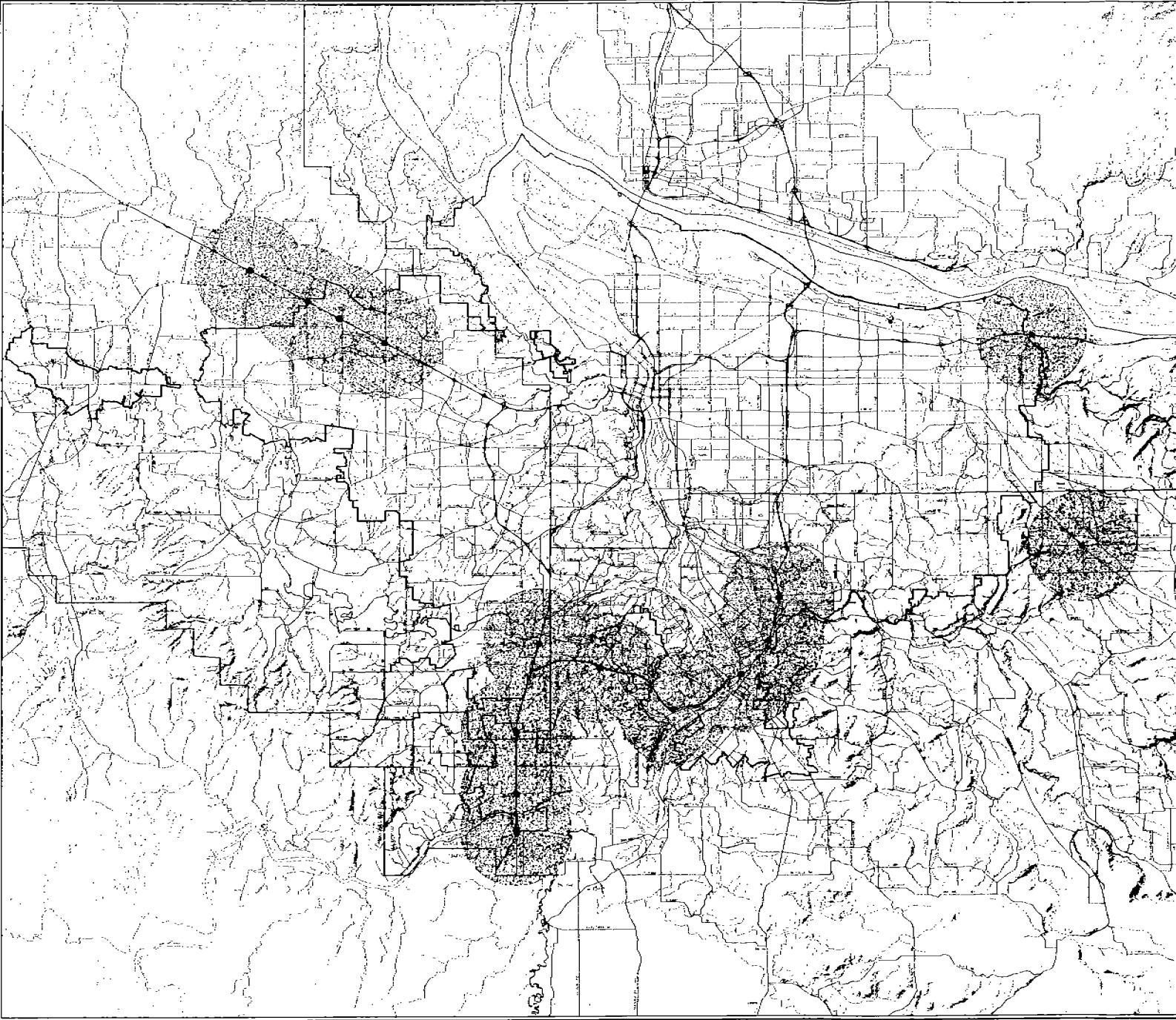
**2001 Alternatives Analysis Study Areas**

- Tier 1 2001 Alternatives Analysis study area with comparison to the UGB and ECU Land Use/Management Plan, currently surrounded by agriculture land.
- Tier 1A 2001 Alternatives Analysis study area with comparison to the UGB.
- Tier 2 Marginal Land, current classification of nonresidential land in Hamilton County that allowed along with an ECU land.
- Tier 3 Resource land needed to serve expansion land.
- Tier 4 Mix of urban, mostly Class D and F, some Class I and II, no agriculture land.
- Tier 5 Two to three miles from Class 1 and 2 with some interspersed D and F, and some timberland.



Location Map

This map was prepared by the Hamilton County Planning Commission. It is not intended to be used for any other purpose. The Planning Commission is not responsible for any errors or omissions.

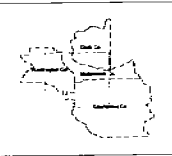


2-Mile Buffer of Selected Interchanges

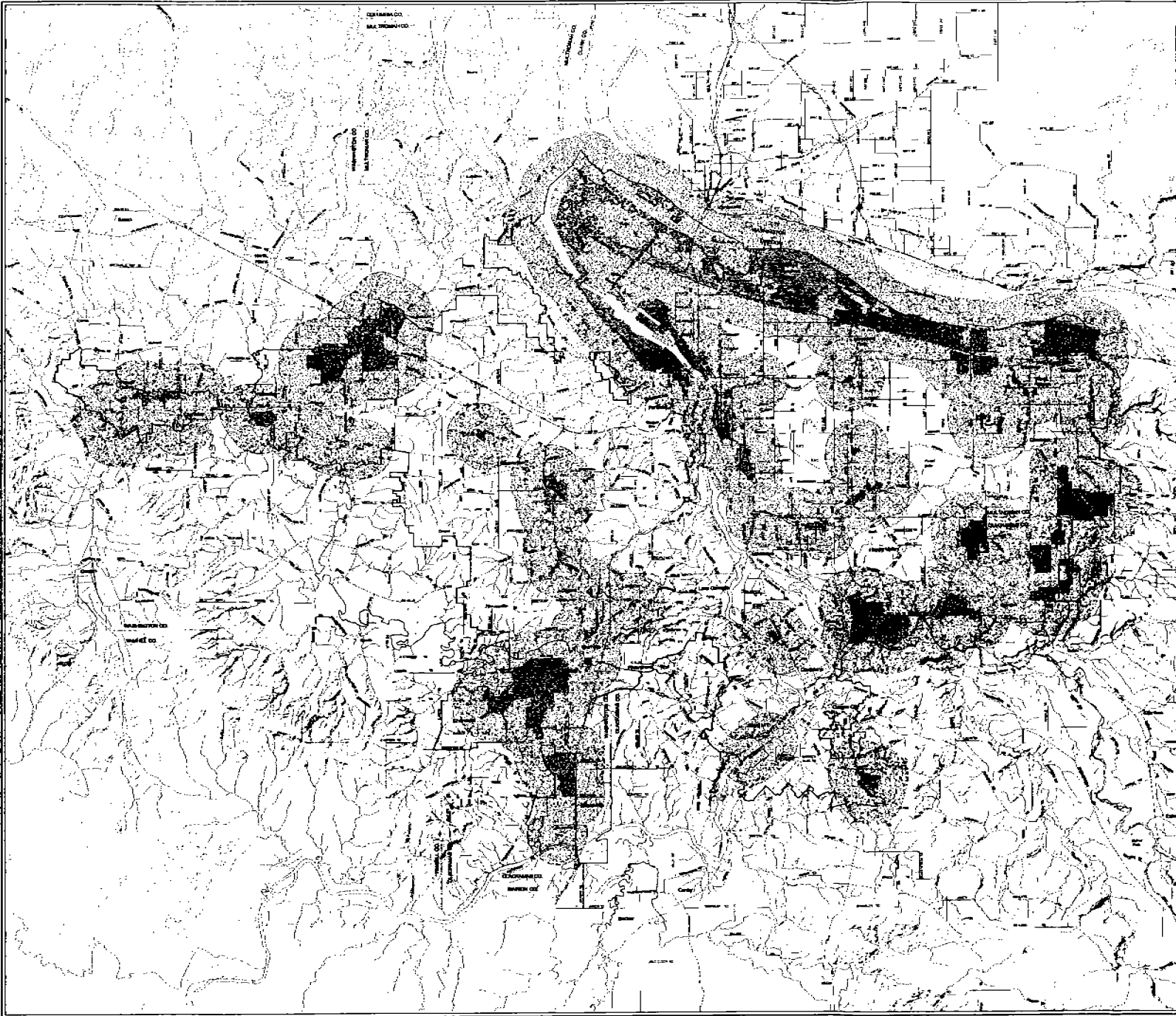
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Attachment 2

Urban Growth Boundary

Scale: 1 inch = 1 mile  
North Arrow



Location Map  
Map of [Region Name]

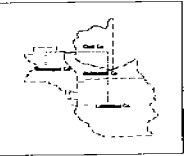


**1 Mile Buffer  
Around Industrial Land  
in UGB Expansion Areas**

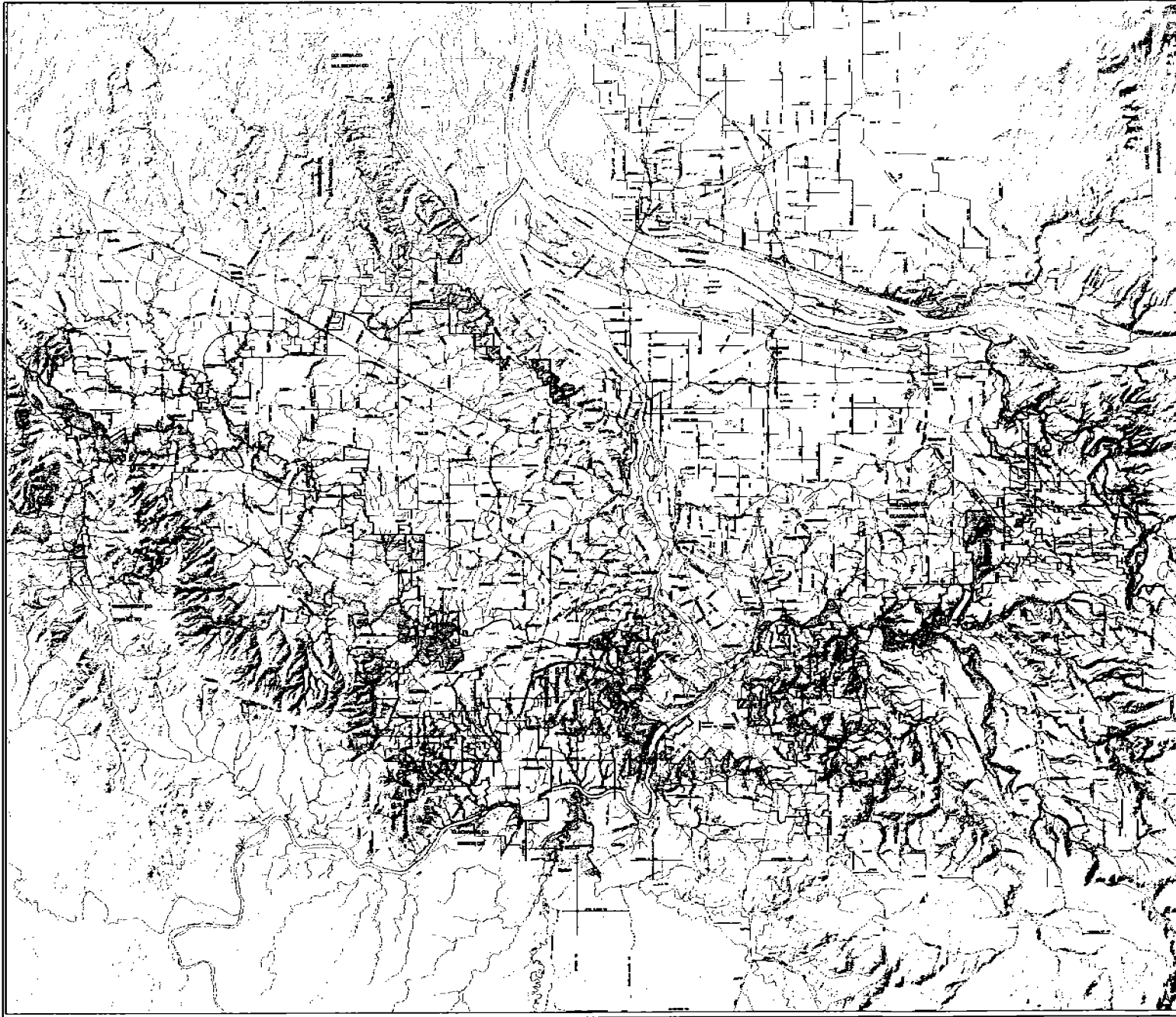
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Attachment 3

-  Title 4 Industrial Land in UGB Expansion Areas
-  1 Mile Buffer of Title 4 Industrial Land
-  Urban Growth Boundary

Map prepared by the Planning Department, City of San Francisco, on behalf of the Board of Supervisors. The map is for informational purposes only and does not constitute a contract or a warranty of any kind. The map is subject to change without notice. The map is not to be used for any purpose other than that for which it was prepared. The map is not to be used for any purpose other than that for which it was prepared.







UGB Expansion Study

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Attachment 4

Urban Growth Boundary

Original 2002 Alternatives  
Analysis Study Areas

Slopes 10% and Greater  
with Floodplain

Scale: 1" = 100'

North Arrow

0 100 200



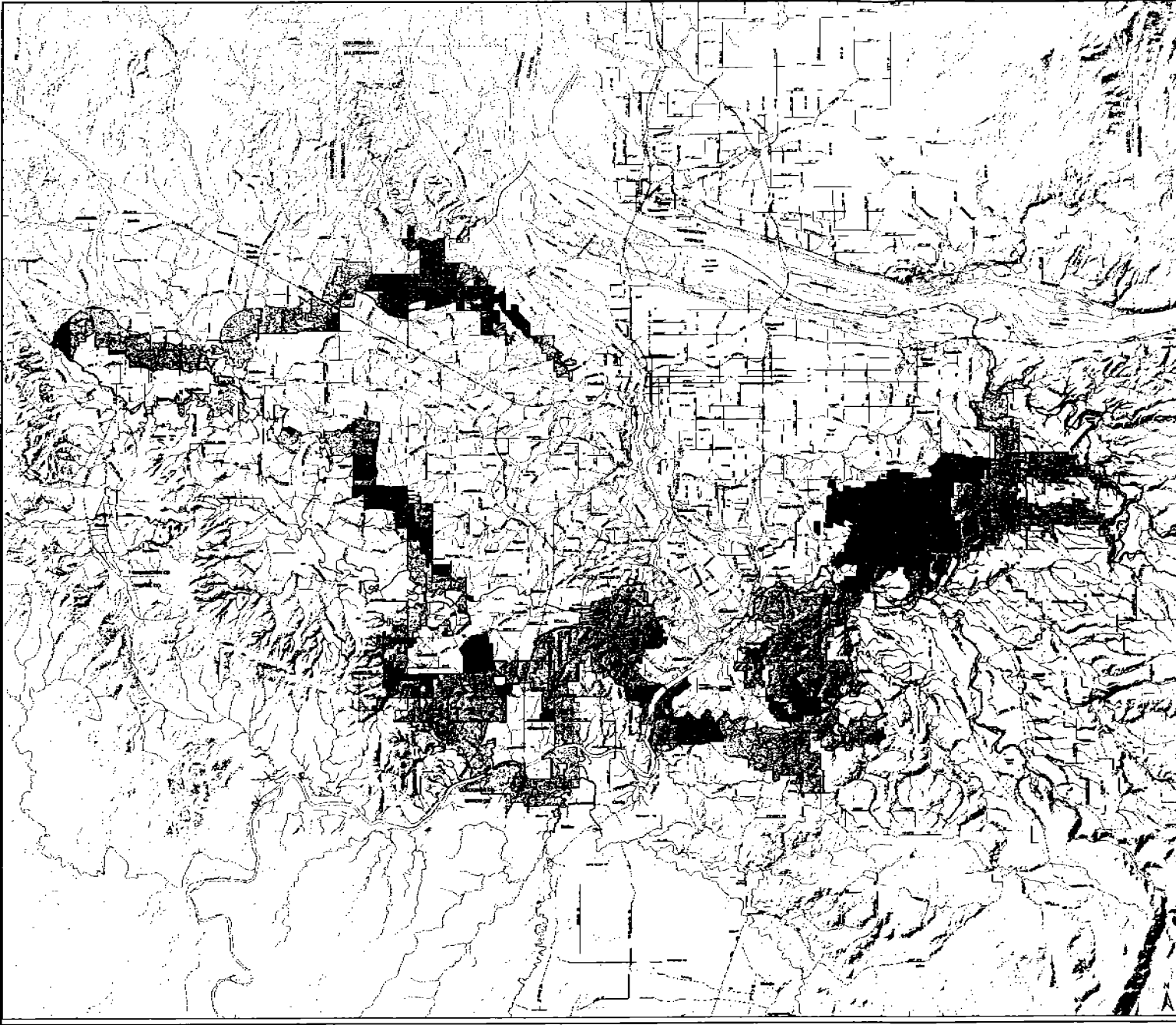
Location Map



North

Scale: 1" = 100'

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UGB Expansion Study

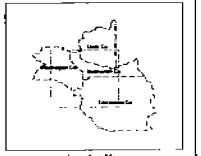
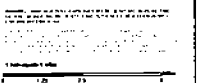
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Attachment 5

Urban Growth Boundary

- 2003 UGB Expansion
- 2003 Industrial Land Study Areas

2001 Alternatives Analysis Study Areas

- Tier 1 2001 Alternatives Analysis expansion lands contiguous to the UGB and EPA land (see map) that are completely surrounded by existing land.
- Tier 1A 2001 Alternatives Analysis expansion land not contiguous to the UGB.
- Tier 2 Marginal Land, a narrow classification of nonproductive land in Washington County that allowed drilling units on EPA land.
- Tier 3 Areas on land needed to serve adjacent land.
- Tier 4 Mix of uses, mostly Class III and IV, some Class I and II.
- Tier 5 Top 5: Mix of uses, primarily Class I and II, some Class III and IV, and some Class I and II.



Location Map