



FORM 2

DLCD

# Notice of Adoption

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

DATE STAMP	<input type="checkbox"/> In person	<input type="checkbox"/> electronic	<input type="checkbox"/> mailed
	For Office Use Only		

Jurisdiction: **Metro**

Local file number: **Ordinance No. 11-1264B**

Date of Adoption: **10/20/2011**

Date Mailed: **11/8/2011**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? ☒ Yes ☐ No Date:

☐ Comprehensive Plan Text Amendment

☒ Comprehensive Plan Map Amendment

☐ Land Use Regulation Amendment

☐ Zoning Map Amendment

☐ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Expanded UGB to add 1,657 acres for residential capacity (1) south of Hillsboro (1,063), south of Cooper Mountain west of Beaverton (543) and west of Tigard (5.16). Added 330 acres for large-parcel industrial use north of Hillsboro.

Does the Adoption differ from proposal? Please select one

Yes. Council added 51.6 acres in the Roy Rogers Road area west of Tigard to proposal.

Plan Map Changed from: **1,933 acres**

to: **1,985 acres**

Zone Map Changed from: **rural**

to: **urban**

Location: **west of Tigard**

Acres Involved: **51**

Specify Density: Previous:

New: **at least 15 units/ne**

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

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**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

DLCD, ODOT, Business Oregon, DEQ, Housing and Community Services, USFWS, TriMet, multiple school districts, sewer districts, water districts

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Local Contact: **John Williams**

Phone: **(503) 797-1635** Extension:

Address: **600 NE Grand Ave**

Fax Number: **503-797-1930**

City: **Portland**

Zip: **97232-**

E-mail Address:

**john.williams@oregonmetro.gov**

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## **ADOPTION SUBMITTAL REQUIREMENTS**

**This Form 2 must be received by DLCD no later than 5 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)**  
per ORS [197.615](#) and [OAR Chapter 660, Division 18](#)

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light **green paper if available**.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information ([ORS 197.615](#) ).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption ([ORS 197.830 to 197.845](#) ).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. ([ORS 197.615](#) ).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on **8½ -1/2x11 green paper only if available**. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us).

# DLCD Notice of Adoption of an UGB Amendment

(See second page for submittal requirements)

☐ in person ☐ electronic ☐ mailed

DATE  
STAMP

For DLCD Use Only

Jurisdiction-City: Metro Date of Adoption-City: October 20, 2011  
(Must be filled in) (Must be filled in)

Jurisdiction-County: \_\_\_\_\_ Date of Adoption-County: \_\_\_\_\_  
(Must be filled in) (Must be filled in)

Local File No: Ordinance No. 11-1264B Date adoption mailed: 11-08-2011  
(If no number, use none) (Must be filled in)

Has this UGB Adoption previously been submitted to DLCD? Yes: ☐ No: ☒ Date: \_\_\_\_\_

Has ORS 197.296 been addressed? Yes: ☒ No: ☐ Does not apply: ☐

Has ORS 197.298 been addressed? Yes: ☒ No: ☐

Have Statewide Goal 14 factors been addressed? Yes: ☒ No: ☐

Other Applicable Statewide Goals: Yes: ☒ No: ☐ Goal No: 1, 2, 5, 6, 7, 8,  
10, 11, 12, 13, 14 \_\_\_\_\_

Acres Involved in UGB Amendment: 1985 acres

Attach a map of the amended UGB ☒

Generally describe the boundary amendment in relationship to the entire UGB:

Added 1,657 acres for residential capacity (1) south of Hillsboro (1,063), south of Cooper Mountain west of Beaverton (543) and west of Tigard (5.16). Added 330 acres for large-parcel industrial use north of Hillsboro

Local Contact: John Williams Phone Number: (503) 797-1635

Address: 600 NE Grand Ave City: Portland

Email: john.williams@oregonmetro.gov Zip Code + 4: 97232-

## DO NOT WRITE IN THIS SPACE

DLCD File No.: \_\_\_\_\_ DLCD 120-Day Action Date: \_\_\_\_\_ DLCD Referral Date: \_\_\_\_\_

Appeal Rec'd Date: \_\_\_\_\_ 21-Day Object Mail Date: \_\_\_\_\_ LCDC 90-Day Action Date: \_\_\_\_\_

DLCD Notification of LCDC Meeting Date: \_\_\_\_\_ Extension of LCDC 90-Day Action Date: \_\_\_\_\_

DLCD UGB File No. \_\_\_\_\_



## **NOTICE OF URBAN GROWTH BOUNDARY AMENDMENT ADOPTION November 8, 2011**

On October 20, 2011, the Metro Council made its final decision regarding adoption of an amendment to its Urban Growth Boundary (UGB). This amendment expands the UGB to accommodate planned industrial and residential growth for the next 20 years. In reaching this decision, Metro, in coordination with the region's three counties and 25 cities, updated its population forecast; conducted an inventory of vacant, buildable land inside the UGB; and assessed the capacity of the current UGB to accommodate population and employment growth either on vacant land or through redevelopment and infill.

You may review a copy of this decision at the Metro Store, Metro Regional Center, located at 600 NE Grand Avenue, Portland, Oregon 97232. Office hours are from 9 a.m. to 4 p.m., Monday through Friday. You may purchase a CD copy of the decision for \$5.00 at the Metro Store or by mailing your request along with the payment to Laura Dawson Bodner at the address above. Contact Laura Dawson-Bodner at 503-813-7577 or at [laura.dawson-bodner@oregonmetro.gov](mailto:laura.dawson-bodner@oregonmetro.gov) for more information.

If you believe that Metro did not satisfactorily complete the UGB amendment or that the amendment does not comply with the statewide planning goals, you may object to DLCD. To file an objection with DLCD, you must do three things.

First, address these requirements in your objection:

1. Show how you participated in the UGB amendment either by speaking at a public meeting or by sending written comments about the proposal;
2. Explain your objection to the adopted amendment. Be as specific as possible, including what goal, rule, or statute has been violated and why; and
3. Recommend a specific change that would resolve your objection.

Second, submit the written objection to:

Attention: Periodic Review Specialist  
Department of Land Conservation and Development  
635 Capitol Street NE, Suite 150  
Salem, OR 97301

DLCD must receive the objection no later than 21 days from the date the notice was mailed by Metro (i.e., postmark date on the envelope)

Third, send a copy of the objection to the Metro Planning and Development Department, attention Laura Dawson Bodner at the address listed at the top of this notice.

If you have questions about DLCD's review of this work, please contact the DLCD Regional Representative, Jennifer Donnelly, 503-725-2183, [jennifer.donnelly@state.or.us](mailto:jennifer.donnelly@state.or.us).



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF EXPANDING THE )  
URBAN GROWTH BOUNDARY TO ) ORDINANCE NO. 11-1264B  
PROVIDE CAPACITY FOR HOUSING AND )  
EMPLOYMENT TO THE YEAR 2030 AND ) Introduced by Acting Chief Operating Officer  
AMENDING THE METRO CODE TO ) Daniel B. Cooper with the Concurrence of  
CONFORM ) President Tom Hughes

WHEREAS, Metro, cities and counties of the region and many other public and private partners have been joining efforts to make our communities into “the Greatest Place”; and

WHEREAS, state law requires Metro to assess the capacity of the urban growth boundary (UGB) on a periodic basis and, if necessary, increase the region’s capacity for housing and employment for the next 20 years; and

WHEREAS, Metro forecasted the likely range of population and employment growth in the region to the year 2030; and

WHEREAS, Metro assessed the capacity of the UGB, assuming continuation of existing policies and investment strategies, and determined in the *Urban Growth Report 2009-2030* that the UGB did not contain sufficient capacity for the next 20 years; and

WHEREAS, the Metro Council, with the advice and support of the Metropolitan Policy Advisory Committee (MPAC), established six desired outcomes to use as the basis for comparing optional policies and strategies to increase the region’s capacity; and

WHEREAS, the outcomes reflect the region’s desire to develop vibrant, prosperous and sustainable communities with reliable transportation choices that minimize carbon emissions and to distribute the benefits and burdens of development equitably in the region; and

WHEREAS, the Council concluded that it would take all reasonable actions to use land already inside the UGB more efficiently to provide capacity to the year 2030; and

WHEREAS, by Ordinance No. 10-1244B (For the Purpose of Making the Greatest Place and Providing Capacity for Housing and Employment to the year 2030; Amending the Regional Framework Plan and the Metro Code; and Declaring an Emergency), adopted December 9, 2010, the Council adopted new policies, code provisions and an investment strategy to use land within the UGB more efficiently; and

WHEREAS, the actions adopted by Ordinance No. 10-1244B significantly increased the capacity of the UGB, but left a small amount of unmet needs for housing and employment capacity; and

WHEREAS, Metro evaluated all lands designated urban reserves for possible addition to the UGB based upon their relative suitability to meet unmet needs; and

WHEREAS, Metro's Chief Operating Officer recommended addition of 1,657 acres to the UGB for housing and 330 acres suitable for industries that need large parcels on September 6, 2011; and

WHEREAS, Metro held an open house for review and comment on the recommended additions to the UGB in Hillsboro on July 28, 2011; and

WHEREAS, the Council sought advice and a recommendation on additions to the UGB from MPAC on September 14 and 28, 2011, and received a recommendation on September 28; and

WHEREAS, the Council held public hearings on proposed additions to the UGB on October 6 and October 20, 2011; now therefore,

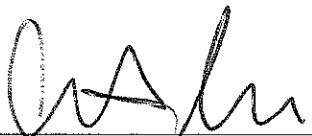
THE METRO COUNCIL HEREBY ORDAINS AS FOLLOWS:


1. The UGB is amended to add areas shown on Exhibit A, attached and incorporated into this ordinance, to provide capacity for housing and employment.
2. The conditions set forth in Exhibit B, attached and incorporated into this ordinance, are applied to areas added to the UGB to ensure they contribute to achievement of the Outcomes in the Regional Framework Plan.
3. The Urban Growth Boundary and Urban and Rural Reserves Map in Title 14 of the Urban Growth Management Functional Plan is amended to be consistent with Exhibits A and B, as shown in Exhibit C, attached and incorporated into this ordinance.
4. The *Urban Growth Report 2009-2030* and the *20 and 50 Year Regional Population and Employment Range Forecasts* are adopted as supporting documents for, and as the basis for capacity decisions made by the Council in Ordinances Nos. 10-1244B and 11-1264B. With the actions taken by Ordinance No. 10-1244B to use land within the UGB more efficiently and the addition by Ordinance No. 11-1264B of 1,985 acres to the UGB for housing and employment at the capacities established in Exhibit B, the UGB has capacity to accommodate 625,183 new people and 300,000 new jobs. The Council intends these capacities to accommodate population and employment at the lower end of the middle third of the ranges determined for the next 20 years in the *20 and 50 Year Regional Population and Employment Range Forecasts*.

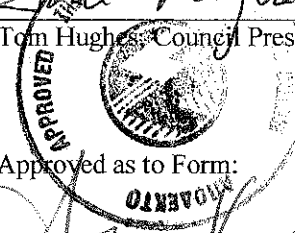
5. The Findings of Fact and Conclusions of Law in Exhibit D, attached and incorporated into this ordinance, explain how the additions to the UGB made by this ordinance comply with state law and the Regional Framework Plan.

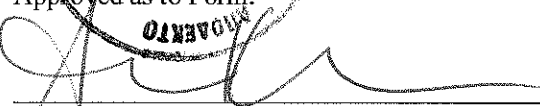
ADOPTED by the Metro Council this 20<sup>th</sup> day of October, 2011.

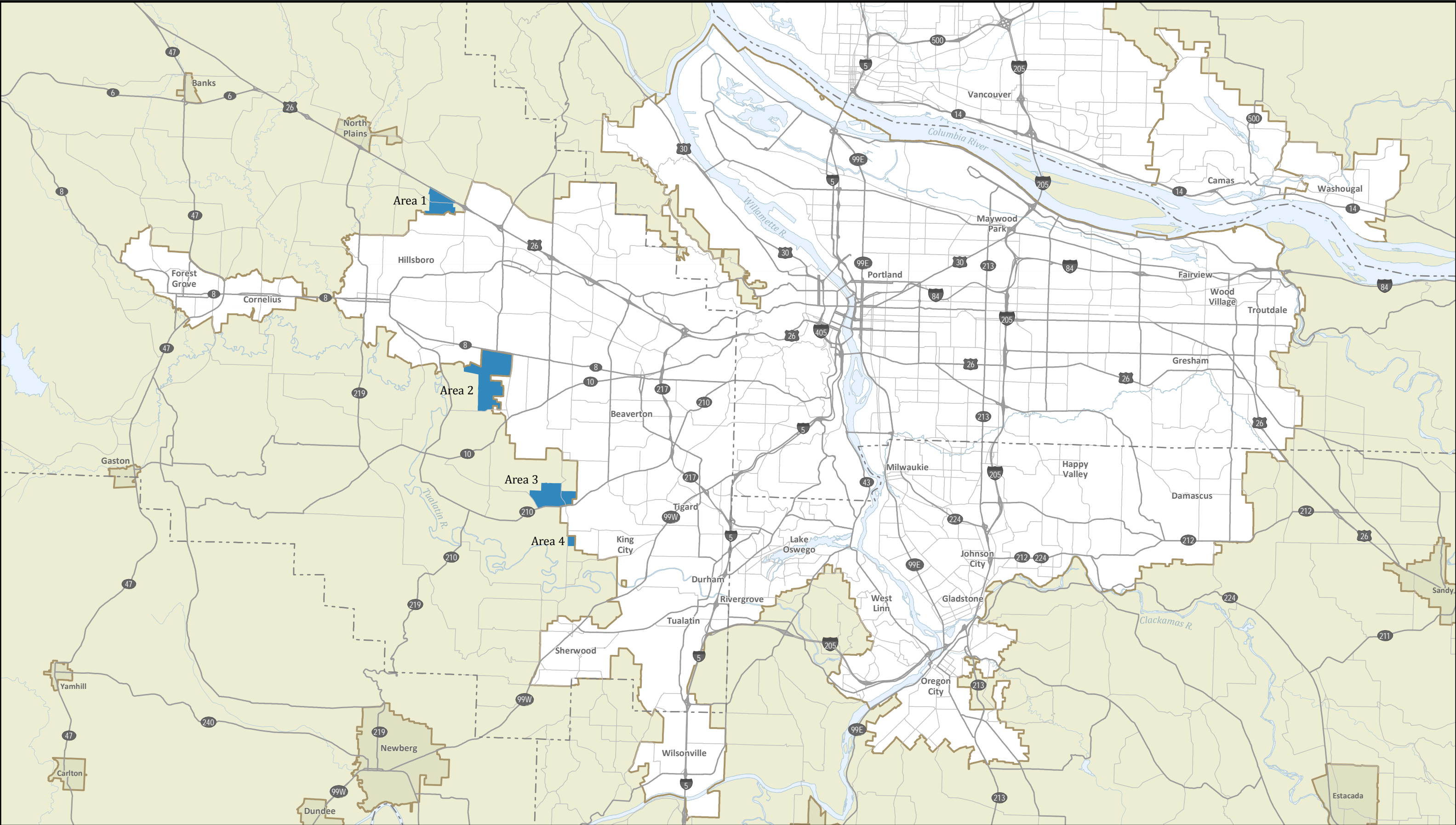
Attest:

  
for Kelsey Newell, Recording Secretary

  
Tom Hughes, Council President

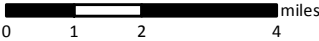
  
Approved as to Form:




  
Alison Kean Campbell, Acting Metro Attorney



# 2011 UGB Expansion Areas

Ordinance 11-1264 B Exhibit A  
October, 2011



-  Urban growth boundaries
-  Neighboring cities
-  UGB expansion areas



Metro | *Making a great place*

The information on this map was derived from digital databases on 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 or fitness for a particular purpose, accompanying this product. However, notification of any errors are appreciated.

**Ordinance No. 11-1264B**

**Exhibit B, Conditions on Land Added to UGB**

**North of Hillsboro, shown on Exhibit A as Area 1:**

1. The city of Hillsboro, in coordination with Washington County and Metro, shall adopt comprehensive plan provisions and land use regulations for Area 1 to authorize urbanization, pursuant to Metro Code section 3.07.1120.
2. The city shall apply the Regionally Significant Industrial Area (RSIA) designation to Area 1, as described in Metro Code section 3.07.420.
3. Land use regulations adopted pursuant to Metro Code section 3.07.1120 shall provide for creation of at least one parcel of 100 acres or more and at least two parcels of 50 acres or more. The resulting parcels shall be subject to limitations on division in Metro Code 3.07.420.
4. Land use regulations shall prohibit establishment of schools, places of assembly larger than 20,000 square feet and parks intended to serve people other than those working or residing in the RSIA.
5. Land use regulations shall include provisions – such as setbacks, buffers and designated lanes for movement of slow-moving machinery – to enhance compatibility between urban uses in Area 1 and agricultural and forest practices on adjacent land outside the UGB that is zoned for farm or forest use pursuant to statewide planning Goal 3 or 4.
6. The city of Hillsboro and Washington County, in partnership with the Oregon Department of Transportation, shall complete an interchange area management plan for an adequate and safe local transportation network. This plan must be completed and adopted by the Oregon Transportation Commission prior to permitting urban development.

**South Hillsboro, shown on Exhibit A as Area 2:**

1. The city of Hillsboro, in coordination with Washington County and Metro, shall adopt comprehensive plan provisions and land use regulations for Area 2 to authorize urbanization, pursuant to Metro Code section 3.07.1120.
2. The city shall apply the Town Center and Neighborhood designations to Area 2, in conformance with Exhibit A and as described in the Regional Framework Plan, Summary of the 2040 Growth Concept.
3. The city of Hillsboro shall demonstrate that land use regulations adopted pursuant to Metro Code section 3.07.1120 will provide, during the 20-year planning period, capacity to achieve a target of approximately 10,766 dwelling units in Area 2 and adjoining South Hillsboro

Community Plan<sup>1</sup> lands currently in the UGB. No current dwelling unit capacity in the adjoining South Hillsboro Community Plan lands may be counted toward the 10,766 dwelling unit target.

4. Land use regulations shall include provisions – such as setbacks, buffers and designated lanes for movement of slow-moving machinery – to enhance compatibility between urban uses in Area 2 and agricultural and forest practices on adjacent land outside the UGB that is zoned for farm or forest use pursuant to statewide planning Goal 3 or 4.
5. In coordination with the Oregon Department of Transportation, the city of Hillsboro and Washington County shall continue to work toward completion of the TV Highway Corridor Plan and the Hillsboro TV Highway Focus Area Corridor Plan consistent with the Metro Regional Transportation Plan and Oregon Highway Plan.

**South Cooper Mountain, shown on Exhibit A as Area 3:**

1. The city of Beaverton, in coordination with Washington County and Metro, shall adopt comprehensive plan provisions and land use regulations for Area 3 to authorize urbanization, pursuant to Metro Code section 3.07.1120. To implement Principle 1 of Exhibit B to the Reserves IGA between Metro and Washington County, the city shall undertake and complete this planning for the whole of Urban Reserve Area 6B in order to provide appropriate protection and enhancement to the public lands and natural features, and protect and enhance the integrity of Titles 3 and 13 resources in the area. Planning for trails and pedestrian and bicycle travel shall be coordinated with Metro and the county to ensure appropriate access to Cooper Mountain Nature Park.
2. The city shall apply the Main Street and Neighborhood designations to Area 3, in conformance with Exhibit A and as described in the Regional Framework Plan, Summary of the 2040 Growth Concept.
3. Land use regulations adopted pursuant to Metro Code section 3.07.1120 shall provide zoned capacity for a minimum of 4,651 dwelling units in Area 3.
4. Land use regulations shall include provisions – such as setbacks, buffers and designated lanes for movement of slow-moving machinery – to enhance compatibility between urban uses in Area 3 and agricultural and forest practices on adjacent land outside the UGB that is zoned for farm or forest use pursuant to statewide planning Goal 3 or 4.

**East Portion of Roy Rogers West, shown on Exhibit A as Area 4:**

1. The city of Tigard, in coordination with Washington County and Metro, shall adopt comprehensive plan provisions and land use regulations for Area 4 to authorize urbanization, pursuant to Metro Code section 3.07.1120.

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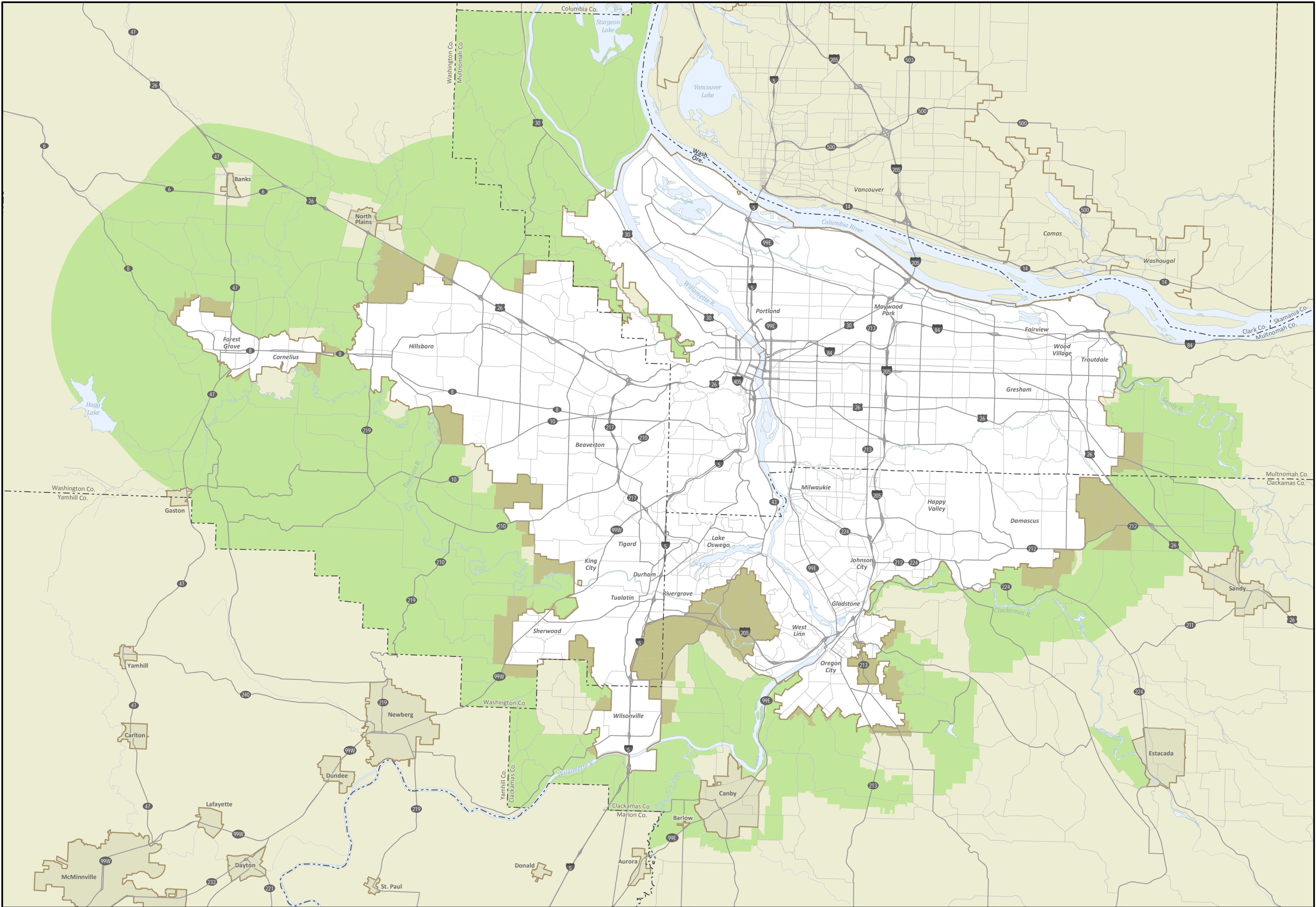
<sup>1</sup> “South Hillsboro Community Plan” (February 22, 2008, Final Draft).

2. The city shall apply the Neighborhood designation to Area 4, as described in the Regional Framework Plan, Summary of the 2040 Growth Concept.
3. Land use regulations adopted pursuant to Metro Code section 3.07.1120 shall provide zoned capacity for a minimum of 479 dwelling units in Area 4 and adjoining Areas 63 and 64<sup>2</sup> in Tigard, currently in the UGB. No current dwelling unit capacity in the adjoining Areas 63 and 64 may be counted toward the 479 dwelling unit target.
4. Land use regulations shall include provisions – such as setbacks, buffers and designated lanes for movement of slow-moving machinery – to enhance compatibility between urban uses in Area 4 and agricultural and forest practices on adjacent land outside the UGB that is zoned for farm or forest use pursuant to statewide planning Goal 3 or 4.

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<sup>2</sup> Identified in the West Bull Mountain Community Plan adopted by Washington County in December, 2010.





# Title 14, Urban Growth Boundary

ORDINANCE 11-1264 B, EXHIBIT C

October 6, 2011

0 1 2 4 miles

The information on this map was derived from digital databases on 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 or fitness for a particular purpose, accompanying this product. However, notification of any errors are appreciated.

- County boundaries
- Urban growth boundaries
- Neighbor cities
- Rural reserve
- Urban reserve





**Exhibit D to Ordinance No. 11-1264B**  
**Findings of Fact and Conclusions of Law**

Ordinance No 11-1264B (“UGB ordinance”) expands the region’s urban growth boundary to add capacity for industries that need large parcels and for housing the current UGB cannot reasonably accommodate. Actions taken by this ordinance and its predecessor in this periodic review process – Ordinance No. 10-1244B (“capacity ordinance”) - fulfill Metro’s responsibilities under Goal 14, ORS 197.296(6) and 197.299(2).

These findings and conclusions incorporate and supplement the findings made by the Metro Council in the capacity ordinance. That ordinance adopted actions to use land inside the UGB more efficiently to address the capacity shortages identified in the 2009 Urban Growth Report (UGR). As explained in the capacity ordinance findings, the adopted actions reduced, but did not fully close, the identified gaps. This UGB ordinance addresses the remaining gaps.

Outline:

- I. General Findings
  - A. Coordination with Local Governments, Districts and State Agencies
  - B. Citizen Involvement
- II. Urban Growth Boundary
  - A. Need for Capacity
    - 1. Need for Housing
    - 2. Need for Large Lots for Industrial Use
  - B. Capacity Added to UGB
    - 1. Added Housing Capacity
      - South Hillsboro (from Urban Reserve 6A)
      - South of Cooper Mtn (from Urban Reserve 6B)
      - Roy Rogers West (from Urban Reserve 6C)
    - 2. Added Capacity for Large-Lot Industrial Uses
      - North of Hillsboro (Urban Reserve Area 8A)
- III. Statewide Planning Goals

**I. General Findings**

**A. Coordination with Local Governments, Districts and State Agencies**

These findings address the coordination requirements of ORS 197.299(4)(b), statewide planning Goal 2 and Regional Framework Plan (RFP) Policies 1.3.10; 1.4.3; 1.9.5; 1.9.13; 1.11.3; and 1.14. Metro worked closely with the cities and counties of the region to determine the capacity of the region, to select the urban reserves to study in greater detail, and which reserves to choose to meet the needs identified in the capacity ordinance. Cap Ord Rec 3873; 4194; 4212; 4224-4225. Metro staff selected an initial set of reserves (approximately 8,300 acres) early in 2010,

based upon preliminary discussions with city and county planners. Cap Ord Rec 7268. Later in 2010 and again in 2011, Metro sought the input of city and county elected officials, inviting nominations of additional reserve for further analysis. As a result, the Metro Council directed staff to study approximately 9,800 acres. UGB Ord Rec 342; 348; 368; 738; 786; 1033; 1080; 1097; Staff Report, October 14, 2011, UGB Ord Rec Part 1, p. 3.

As the analysis proceeded, the Council gave strong consideration to the level of support from cities and counties for particular reserves, given the importance of provision of governance and public infrastructure to areas once added to the UGB (discussed further in application of Goal 14 location factors). On September 30, 2011, Metro sent a report on the likely effects of the proposed UGB expansions to all cities and counties in the region. UGB Ord Rec 1038; Staff Report, October 14, 2011, UGB Ord Rec Part 1, p. 4.

Finally, Metro brought proposals to the Metropolitan Policy Advisory Committee (MPAC), composed primarily of local elected officials of the region, and MPAC's Technical Advisory Committee (MTAC) for its recommendations. MPAC made its recommendation to the Metro Council on September 28, 2011, following several meetings of discussion and deliberations by the committee. MPAC recommended approval of the UGB expansion made by the UGB ordinances.<sup>1</sup> Staff Report, October 14, 2011, UGB Ord Rec Part 1, pp. 4-5.

Metro invited its "neighbor cities" to participate in its capacity analysis and efforts to provide capacity and coordinated its analysis with the cities' capacities. At Sandy's request, Metro revised its "green corridor" agreement with the city and Clackamas County to protect a green corridor along Highway 26 between the two urban areas. Staff Report, October 14, 2011, Attachment 13, UGB Ord Rec Part 1, p 3 Both the city of Vancouver and Clark County are members on MPAC and MTAC, both of which worked with Metro to develop the policies and land use regulations in the capacity and UGB ordinances. TriMet and special districts are also represented on these advisory committees. Likewise, representatives of the region's school districts sit on the advisory committees. Metro received comments from the Beaverton, Hillsboro and West Linn-Wilsonville School Districts about their growth needs. The Beaverton and Hillsboro districts have school sites in the areas added to the UGB. The West Linn-Wilsonville School District supported addition of the Advance area to the UGB, in which the district has identified 40 acres for two new schools. UGB Ord Rec 347; 844; 983; 1036; 1084. For reasons set forth in section B(1), below, the Council decided not to add the Advance area to the UGB.<sup>2</sup>

The UGB ordinance places conditions on the addition of urban reserves to the UGB. Metro developed these conditions – addressing housing affordability, compatibility with nearby agricultural practices, protection of industrial lands from conflicting uses; assembly of parcels to create large parcels; retention of large parcels - in cooperation with the local governments responsible for planning the areas added to the UGB. See Exhibit B, UGB Ord Rec, Part 1.

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<sup>1</sup> MPAC recommended that Metro accommodate population and employment at the low end of the middle third of the forecast ranges; that Metro include no more than 1,600 acres for housing capacity, and that Metro assign an average density to residential lands of 20 units/net developable acre. UGB Ord Rec\_\_.

<sup>2</sup> Metro added the 181-acre "Frog Pond" (Study Area 45) to the UGB in 2002, in part, to bring land for public schools into the UGB.

The Council finds that these efforts accommodated the needs and concerns of local government participants as much as possible and meet the requirements of Goal 2 and applicable policies of the Regional Framework Plan.

## **B. Citizen Involvement**

These findings address statewide planning Goal 1 and RFP Policies 1.13; 1.9.13. Metro began its capacity analysis in 2007 and involved residents of the region from the beginning. On August 10, 2010, Metro published “Recommendations from Metro’s Chief Operating Officer.” Volume 2, Appendix 8 of the Recommendations contained the Preliminary Analysis of Potential Urban Growth Boundary Expansion Areas. Metro received extensive public comment on the analysis. Cap Ord Rec 7593-7819.

Metro stopped work on its analysis of areas for addition to the UGB following LCDC’s October 29, 2010, oral remand of urban reserves because Metro intended to tap the reserves as first priority under ORS 197.298(1). Following adoption of new urban reserves in Washington County on April 21, 2011, Metro re-commenced its analysis. On July 5, 2011, Metro published “Recommendations from Metro’s Chief Operating Officer: Preliminary Analysis of Potential Urban Growth Boundary Expansion Areas.” UGB Ord Rec 471. Publication of the recommendations was made that day through the Metro newsfeed and metro-area media. An email announcement was sent to more than 5,000 subscribers. The announcements invited comment on the recommendations; comments were received through August 5. Metro published a log and an account of public comments, along with a report by DHM Research, Inc., that summarized the results of public surveys (Metro’s “Opt In” internet survey tool) on August 11. UGB Ord Rec 795; 884; 1038; 1060; 1358; 1498.

On September 30, 2011, Metro sent a report on the likely effects of the proposed UGB expansion to nearly 34,000 households within one mile of the proposed additions. UGB Ord Rec 1038; 1060; 1358; 1498. The Metro Council held public hearings on the proposed additions on October 6 and October 20, 2011. UGB Ordinance, UGB Ord Rec, Part 1.

The Council finds that these efforts meet the requirements of Goal 1 and applicable policies of the Regional Framework Plan.

## **II. Urban Growth Boundary**

These findings address statewide planning Goal 14 and OAR 660-024-0060; ORS 197.296, 197.298 and 197.299; RFP Policies 1.9.2; 1.9.3; 1.9.4; and 1.9.13; and Metro Code 3.07.1425.

### **A. Need for Capacity**

#### **1. Need for Housing Capacity**

The actions taken by the capacity ordinance to increase the efficiency of the use of land within the UGB reduced but did not eliminate the need for housing capacity identified in the UGR. The Council would prefer to do more of the actions described in the capacity ordinance (investments in high-capacity transit and other infrastructure and urban amenities; incentives such as new urban renewal areas; increases in density; re-designation of land to allow residential use). But the Council recognizes that there is little prospect in the foreseeable future of increased levels of funding for transit and other kinds of value-adding infrastructure. Limitations on the use of tax-increment financing by the Legislature make it unreasonable to expect more revenue from TIF than assumed in the capacity ordinance, as does the recession-caused reduction of property values in the region. Further “upzones” to allow greater density will not result in more market capacity: the region has plenty of zoned capacity, much of which will not be “real” capacity during the next 20 years due to market conditions. Re-designation of land to allow residential use, beyond those made in the capacity ordinance, in the amount needed to close the capacity gap, would create capacity gaps for employment uses. The Council concludes here, as it did in the capacity ordinance<sup>3</sup>, that it has taken all reasonable actions to accommodate needed housing inside the UGB. The Council concludes that it must expand the UGB to accommodate the small amount of remaining housing need.

The capacity ordinance did not complete the determination of housing capacity need. By the ordinance, the Council directed its final capacity decision – made in this UGB ordinance – “to a point between the low end and the high end of the middle third of the [population] forecast range.” Ordinance No. 10-1244B, section 16, p. 4. It is more likely that actual population growth over the next 20 years will fall into the middle third of the forecast range than into the upper or lower thirds of the range. Cap Ord Rec 8161-8162. This UGB ordinance completed the determination of need: on the recommendation of MPAC, the Council decided to accommodate growth in population and employment at the lower end of the middle third of the population and employment range forecasts.<sup>4</sup> Addition of the South Hillsboro, South Cooper Mountain and Roy Rogers West (east portion) areas (1,657 acres total) will accommodate the need for housing capacity that derives from the chosen point on the population forecast.

Testimony during hearings leading to adoption of this UGB ordinance contended that Goal 14 requires that any public money spent on infrastructure to support development on land added to the UGB by this ordinance must instead be invested inside the UGB to use more of the region’s untapped zoned capacity. The assumption underlying the contention is that funds for infrastructure to support development in the areas added to the UGB are fungible and can be used to support re-development inside the UGB. The assumption is neither reasonable nor borne out by experience. First, it must be acknowledged that traditional sources for financing infrastructure have diminished significantly. Cap Ord Rec 3702-3703; 3706-3707. Second, as noted by a group of re-development experts assembled by Metro, some critical sources of money available to urbanize large tracts of undeveloped land are not available for re-development of existing urban areas:

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<sup>3</sup> Ordinance No. 10-1244B, Exhibit P, pp. 3-11.

<sup>4</sup>With the addition of land to the UGB, the UGB has capacity to accommodate 625,183 new people and 300,000 new jobs by the year 2030. UGB Ord Rec\_\_ (staff report).

There are [sic] a variety of factors that can influence what local funding sources are available for infrastructure. These include the location of the development, the number of developers involved and their willingness to invest up-front capital, the fragmentation of the land and the political will of the jurisdiction. In new urban areas, where land ownership is often less fragmented and there are only a few developers involved at the start, the public sector can work with the developers to invest up-front capital to fund large needed infrastructure improvements. Developers, whose investments will be reimbursed through SDC credits or fees on future development, are willing to put up this money because they will receive a significant economic return on their investment. Currently, in areas like South Hillsboro and North Bethany significant infrastructure costs will be funded by the local jurisdiction through property taxes, transportation development taxes, community service districts and by private developers through supplemental development fees. This was also the case in South Waterfront, where two major property owners (Oregon Health Sciences University and North Macadam Investors) partnered with the City of Portland to fund the infrastructure needed to redevelop the existing urban area. In existing urban areas, where ownership is more fragmented and each developer is responsible for a smaller portion of infrastructure investment needed to facilitate development, there is less economic benefit that developers will realize by financing infrastructure investments up front. While both existing and new urban areas are able to access traditional funding sources like urban renewal and system development charges, it is this impetus for developers to invest in significant infrastructure improvements that can be more common in new urban areas. Furthermore, according to Metro's 2008 Regional Infrastructure Analysis 3, "urban developments tend to require the majority of their infrastructure up-front, while urbanizing developments can finance this in phases over many years" (Metro, Regional Infrastructure Analysis, 2008). In existing urban areas, which are more compact and must serve as functional developments for existing residents and employees, all necessary infrastructure must be built up-front. Whereas in new urban areas, which are more spread out, infrastructure investments can be phased over time and targeted to the areas where development is planned. This allows developers in new urban areas to fund infrastructure in segments, while funding infrastructure in existing urban areas at once can be challenging for the multiple developers typically found in an existing urban area.

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Examination of federal, state and local funding sources in this memo reveals that funding sources for infrastructure are often tied to a specific location or development and cannot be used interchangeably. Federal or state funding, in the form of loans or grants, is often authorized for a specific project that meets particular criteria. Local funding sources like urban renewal and local improvement districts can only be used in the areas in which they are levied. System development charges and transportation impact fees are used for a narrowly defined list of projects that is often predetermined through capital

improvement plans or transportation plans. For example, taxes and fees raised with a specific purpose, such as Washington County's transportation development tax, can only be used to pay for transportation projects. Furthermore, local funding sources are constrained by geography, as a funding source raised in one area cannot be used to fund infrastructure in another. Washington County's Major Streets Improvement Program (MSTIP), approved by Washington County voters, cannot be used outside of Washington County. The examples of funding sources used in developments across the region highlight this fact that funding is often tied to a specific location.

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Historically, infrastructure investments in new urban areas have been funded in a relatively straightforward manner with public sources such as property taxes and federal investments in highway and water infrastructure. Redevelopment in existing urban areas, which often involves reuse of brownfield sites or adding housing and employment to existing areas, represents a different model than development in new areas, and doesn't necessarily have the same funding options. In comparison to funding for new urban areas, these complexities can make it challenging to utilize various local and state funding sources to support infrastructure in existing urban areas. Private capital has also historically preferred financing development in new areas (i.e. more traditional single family housing or low density employment areas) compared to more compact urban development. Despite the fact that recent demographic, economic and environmental trends are favoring compact development in existing urban areas, redevelopment can be perceived to be a higher investment risk for capital investors (Portland Metropolitan Studies, 2009). The more traditional types of development, typically built for one owner/tenant, are seen as well known investment models with less complexity and therefore, fewer early financing requirements to minimize risk. On the other hand, sites with multi-lease or sale requirements typical of compact development, are required by investors to sell or lease a high percentage of the units very early on in the process to get funding from the banks. For example, a 2005 white paper on infill barriers notes that, "because infill and redevelopment projects are often concerned with providing amenities such as transit and pedestrian orientation, access to retail and employment opportunities and green space and residential dwelling units located above commercial development, the capital lending markets consider such projects as risky." (Infill Development: Barriers and Incentives, 2005). This makes private financing sources more expensive than the standardized capital available in new urban areas (Infill Development: Barriers and Incentives, 2005).

While the paradigm is beginning to shift as a result of many successful urban developments across the region, this perception remains. In addition, the recent financial crisis has increased the standard for banks to invest in projects, which makes it less likely to get private capital funding for non-traditional development types. Cap Ord Rec 7116-7119; Cap Ord

Illustrations of this experience may be observed in infrastructure financing plans for South Hillsboro, North Bethany<sup>5</sup>, Pleasant Valley and South Waterfront in Portland. Large contributions from developers, especially for transportation improvements – usually the largest infrastructure cost (Cap Ord Rec 745; UGB Ord Rec 1084; 1772) – have been essential components of the financing of development in urbanizing areas (added to the UGB). These large contributions are highly unlikely for refill projects. One apparent exception is South Waterfront near Portland’s central city. Developer contribution played a major role in financing infrastructure there. But what made that possible are the characteristics of South Waterfront that make it similar to the South Hillsboro and South Cooper Mountain areas: large tracts of land and a small number of large developers. Cap Ord Rec 7127-7130; UGB Ord Rec 1084; 1772.

In addition, developers can capitalize infrastructure costs in urbanizing area and recover the costs through sales of dwelling units. In redevelopment projects, where the cost of existing infrastructure is already capitalized into the land, a public agency is needed to provide capital to rebuild, replace or expand existing infrastructure:

In urbanizing areas, almost all the necessary capital facilities to initiate a project are located within the project area and can be capitalized into the final product, with the cost recovered upon sale of lots or homes. Consequently, the initial infrastructure costs for urbanizing areas are often largely private. The public costs for developing and maintaining urbanizing areas are typically paid later out of a combination of revenue sources or are paid in terms of social costs such as traffic congestion.

Redevelopment projects in urban areas, by contrast, must rebuild existing facilities, the price of which is already capitalized into the land value. This circumstance necessitates that a public agency provide the capital for the project to commence. The result is that such projects are often criticized on the grounds that there is a large public subsidy. However, when all public facility costs, including regional costs (described below), are added up, urban redevelopments are less expensive per EDU [dwelling unit] than are developments in urbanizing areas. Cap Ord Rec 749-750; 3695; 3706-3708.

Experience also shows that some funding mechanisms commonly used for “refill” (infill and redevelopment in already-developed areas) are less readily available than in the past. “Refill” is more difficult to build and more difficult to finance. Cap Ord Rec 3705; 3707; 3716-3717. Recent legislation, for example, has made establishment of urban renewal programs more difficult, as demonstrated by the failure of Tualatin’s effort to establish a district to support redevelopment in its town center. Cap Ord Rec 7125-7126.

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<sup>5</sup> The very difficult search for infrastructure financing to serve the 2002 addition to the UGB at North Bethany contains an important lesson about the crucial role of contributions from developers: even if there are large parcels and few developers involved, if developers pay too much for the land, they will have less to contribute to infrastructure costs.

The Council concludes that it is not reasonable to assume that the investment strategy adopted in the capacity ordinance can be expanded to generate sufficient market capacity in the existing UGB to accommodate the capacity shortfalls identified in that ordinance. There is no basis for assuming more public funds than already assumed in the capacity ordinance will become available for this purpose. Likewise, it is not reasonable, nor is there any basis, to assume that the funds for infrastructure in the South Hillsboro, South Cooper Mountain or Roy Rogers West areas could be diverted to re-development of land inside the UGB.

Testimony also contended that Metro should simply rely on maximum zoned capacity rather than the portion of that maximum capacity that the market can absorb in the next 20 years. Local governments in the region – both at the center of the region and in regional and town centers, corridors and main streets in communities close to the edge of the UGB - have re-zoned many areas to remove obstacles to compact, mixed-use, pedestrian and bicycle-friendly and transit-supportive development. Some ordinances set no maximums on the number of dwelling units that may be authorized. Others set high maximums (as much as 350 units/acre) that have not been realized in the decade since they were established and that modeling indicates will not be fully used in this 20-year planning period. Cap Ord Rec 4150-4156. To count this zoned capacity as available during the planning period is not reasonable and is akin to a disingenuous attempt to comply with statewide planning Goal 10 by zoning one acre at the edge of town at 100 units/acre to meet a community's need for multi-family housing. It must also be recognized that relying upon maximum zoned capacity in the face of information and experience that shows the market cannot absorb it in the planning period would likely have unintended consequences: MetroScope modeling indicates that holding the UGB tight without public investments to induce the private sector to use more of the region's zoned capacity sends household to Vancouver and other neighboring communities with significant adverse effects (trip generation; increased greenhouse gas emissions; increased loss of farmland; etc.). Cap Ord Rec 4155; 4162-4171.

The Council concludes that, notwithstanding Metro's decision in the capacity ordinance to take all reasonable actions to use land more efficiently - which provided capacity for 30,300 of the 27,400-79,300 dwelling unit need identified (UGR) - a shortfall ranging from 15,400 to 26,600 units remains in the middle third of the range forecast. Staff Report, October 14, 2011, UGB Ord Rec Part 1, p. 1-2. This remaining need must be met by expansion of the UGB complies with Goal 14 and ORS 197.296.

## **2. Need for Capacity for Large-Lot Industrial Use**

Metro's analysis of the need for land for large-lot industrial users is summarized in the capacity ordinance findings, with citations to the employment forecast, the Urban Growth Report (especially Appendices 4 and 5) and the Community Investment Strategy. Cap Ord Rec 90-91; 4091. The findings trace the need from the employment forecast, through Metro's analysis of the forecast and the derivation of the need. (The relationship between the population and employment forecast is explained at Cap Ord Rec 4642-4644). The employment forecast estimated the number of jobs in the UGB in 2009 to be 1,037,900. Cap Ord Rec 4647. Job growth between 2008-2030 is forecasted to be 1.3 percent. Cap. Ord. Rec. 4662. The UGR converts this job growth to square feet of building space and to needed acres by correlating jobs to types of buildings and use of land through NAICS codes. Cap Ord Rec 4071-4076; 4270;



4273-4274; 4276-4281; 4285-4292. The industrial land demand (net of infill and re-development) ranges from 274 to 4,930 acres by 2030. Cap Ord Rec 4086.

The need for large lots is derived from this general analysis of industrial land need. The more refined analysis considers only employers that have historically preferred to locate on large parcels. It is not based upon a strategy to attract new industries to the region. Cap Ord Rec 4089; 4118; 4270; 4273-4274; 4285-4292. Metro inventoried existing large employers and large parcel users and, assuming that large lot users would constitute the same proportionate share of any future employment, forecasted future large lot demand. Cap Ord Rec 4089-4091; 4118; 4270; 4273-4274; 4285-4292. Inquiries from companies seeking large lots and advice of experts corroborates the analysis. Cap Ord Rec 4041-4088; 5123-5129; 6379-6384; UGB Ord Rec 361; 1674.

The UGR compares the region's supply with the region's need for large sites for industrial use. The forecast-based analysis shows a need for lots 50 acres and larger in the range of 200 to 800 acres, depending upon the point on the forecast range. Cap Ord Rec 4113-4119; 6872; 6935; 6939-6945; 8164-8165; 1626. See also Business Oregon figures on growth of employment by size of business. UGB Ord Rec 1486. The analysis establishes the factual basis for the need for land for large-lot industrial users.

There is also a policy basis for the Council's decision to provide capacity for this need. This begins with the "Six Outcomes, Characteristics of a Successful Region"<sup>6</sup>, added to the Regional Framework Plan (RFP) by the capacity ordinance (Exhibit A). One of the Outcomes is "Current and future residents benefit from the region's sustained economic competitiveness and prosperity." More specific policies in the RFP are aimed to help achieve this outcome, including Policy 1.4.6.<sup>7</sup> Cap Ord Rec 4119; 6872; 6935; 6939-6945; 8164. The Council implemented this policy by adding 330 acres suitable for large-lot industries, by strengthening protection of all "Regionally Significant Industrial Areas" in Title 4 of the Urban Growth Management Functional Plan<sup>8</sup>, and by imposing conditions to consolidate parcels and limit non-industrial uses. UGB Ord Ex B, Rec Part 1.

Addition of the North Hillsboro area (330 acres) will accommodate the need for capacity for industries that demand large tracts. The addition will bring the capacity of the UGB to 300,000 new jobs, reflecting a 1.35 percent growth rate over the 20-year planning period. It will accommodate approximately 5,000 of the 300,000 jobs forecasted in the planning period. Staff Report, October 14, 2011, p. 7, UGB Ord Rec Part 1.

The Council concludes that its determination of need for 330 acres of land suitable for large-parcel industrial users, derived from the low end of the middle third of the population and

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<sup>6</sup> Six Outcomes (abbreviated): (1) Vibrant communities; (2) Economic prosperity; (3) Transportation choices; (4) Regional climate change leadership; (5) Clean air and water; (6) Equity.

<sup>7</sup> "Consistent with policies promoting a compact urban form, ensure that the region maintains a sufficient supply of tracts 50 acres and larger to meet demand by traded-sector industries for large sites and protect those sites from conversion to non-industrial uses."

<sup>8</sup> Ordinance No. 10-1244B, Exhibit C, amends Title 4 (Industrial and Other Employment Areas) to prohibit new schools and limit the size of new places of assembly and parks.

employment forecasts, complies with Land Need Factor 1 and 2 of Goal 14 through its analysis of existing industries that use and prefer large parcels.

### **B. Capacity Added to UGB**

Metro began the search for the most appropriate land to add to the UGB for this capacity with review of the highest priority lands outside the UGB, prescribed by ORS 197.298(1): the 28,256 acres of land designated urban reserves pursuant to ORS 195.141. Metro neither studied nor included lower priority land. To evaluate urban reserves for possible inclusion, the Council used the location factors in Goal 14 and the relevant policies of Metro's Regional Framework Plan (RFP) as guides.<sup>9</sup> The location factors and policies are implemented in Metro Code 3.07.1425C.

The Council concludes that drawing UGB expansion from urban reserves complies with ORS 197.298(1), Policy 1.9.3 of the Regional Framework Plan and Metro Code 3.07.1425C(7).

In its first level of analysis, Metro considered all 28,256 acres of urban reserves. In 2010, Metro used past studies, such as the Great Communities Report, and findings from the urban and rural reserves process to eliminate some areas from further consideration. Metro also consulted with cities and counties to determine their interest in providing capacity for the needs identified, to provide governance and to provide infrastructure for areas that might be added. Following these consultations and consideration of Metro policies,<sup>10</sup> Metro chose for further study approximately 8,300 acres close to the UGB and most suitable for the needs identified in the UGB. In 2011, Metro again invited local governments to propose other urban reserves to be more closely evaluated. Ultimately, Metro studied 9,800 acres. The process Metro followed is set forth at UGB Ord Rec 474-478.

The methodology for analysis of areas considered for addition to the UGB is described at UGB Ord Rec 478-494. Metro determined that the 9,800 acres contained approximately 5,500 acres of net buildable land. UGB Ord Rec 481. Metro relied upon two sources to determine the feasibility and estimated costs of providing public utilities, parks and schools to the areas: analysis done by Group MacKenzie under contract with Metro and information submitted by cities and counties responsible for particular areas under consideration. UGB Ord Rec 483-484. Metro completed its own analysis of feasibility of a transportation system to serve each area, based upon the arterial and collector road spacing standards in the Regional Transportation Plan. Metro used the ODOT Highway Economic Requirements System (HERS) to estimate costs. TriMet completed a preliminary evaluation of the areas for public transit, with estimated costs. UGB Ord Rec 486-487. Metro conducted its own "ESEE" analysis<sup>11</sup> of the areas described at UGB Ord Rec 487-495. And Metro did an analysis of each area considering the factors in the Metro code that derive from policies in its Regional Framework Plan. UGB Ord Rec 495-496.

The results of these analyses for each area are set forth at UGB Ord Rec 499, Attachment 2. Attachment 3 to the Recommendations compares the estimated costs of transportation, public utilities, parks and schools of the areas considered. Attachment 4 compares the estimated costs of transportation. Attachment 5 displays the results of the environmental analysis. Attachment 6

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<sup>9</sup> The Six Outcomes; RFP Policies 1.9.8; 1.9.9; 1.9.10; 1.9.12.

<sup>10</sup> Policies 1.4 (Employment Choices) and 1.5 (Economic Vitality).

<sup>11</sup> Environmental, social, energy and economic consequences of added land to the UGB, derived from Goal 14.

shows TriMet's assessment of relative transit service costs. UGB Ord Rec 499, Attachments 3 to 6).

### **1. Added Housing Capacity**

The Metro Council added three areas to the UGB – South Hillsboro, South Cooper Mountain and a portion of the Roy Rogers area – to close the gap between need and capacity for housing (1,656 acres total). Through implementation of Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan<sup>12</sup> and conditions imposed by Exhibit B to the UGB ordinance, the three areas will be zoned to allow a minimum of 15,896 dwellings units. This capacity, combined with increased capacity within the pre-expansion UGB to be achieved by efficiency measures adopted by the capacity ordinance, provides total residential capacity to accommodate 625,183 new people, near the low end of the middle third of the population range forecast accepted by the Metro Council in the capacity ordinance and adopted by this UGB ordinance. UGB Ordinance; Staff Report, October 14, 2011, pp. 5-6, UGB Ord Rec Part 1.

### **South Hillsboro Analysis Area**

The UGB ordinance adds 1,063 gross vacant buildable acres from the South Hillsboro Urban Reserve 6A. Addition of this South Hillsboro area ("SHA") will provide capacity for approximately 10,766 dwellings. UGB Ordinance, Rec Part 1; UGB Ordinance Exhibit B, Rec Part 1; UGB Ord Rec 499....

- **Factor 1: Efficient Accommodation of Identified Land Needs**

SHA has significant advantages over other areas considered for addition to the UGB: few owners; large parcels; flat land and little existing development. Two owners have parcels comprising 650 acres.<sup>13</sup> These large parcels have no significant improvements. UGB Ord Rec 601; 1242; 1773. Most of the area is flat, and only 2.6 percent of the area has slopes greater than 25 percent. There are few if any geographic or physical obstacles to development. UGB Ord Rec 601; 717. Intel's Aloha campus lies directly east of SHA, across 209th.

The SHA and a larger area have been subject to extensive planning by Hillsboro and landowners. The planning and tentative agreements with landowners demonstrate the area can be urbanized efficiently.

Approximately 79 percent of the gross buildable acres in SHA is unconstrained. Only eight of the other 23 areas studied yield a higher percentage of unconstrained land.<sup>14</sup> UGB Ord Rec 497-711. None of these eight, however, has the advantages noted above.

The Council concludes that these characteristics position SHA to accommodate residential development more efficiently – especially for street connectivity and public transit - than any other area considered. No other area has SHA's combination of extensive community planning for flat land in large, undeveloped parcels in an area close to a proposed High Capacity Transit

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<sup>12</sup> See Metro Code 3.07.1120C(3).

<sup>13</sup> Newlands Properties owns "Reeds Crossing", 463 acres; Joe Hanauer (Hagg Lake, LLC) owns 189 acres.

<sup>14</sup> Norwood; Sherwood West; Forest Grove North; Forest Grove North Purdin; Forest Grove South; Cornelius East; Cornelius South; Hillsboro North Jackson School.

line.<sup>15</sup> The Council concludes the area can develop as a Great Community and help achieve the Outcomes in the Regional Framework Plan.

- Factor 2: Orderly and Economic Provision of Public Facilities and Services  
SHA has high suitability for sewer, water and transportation services. Only eight other areas of the 24 studied have similar high suitabilities.<sup>16</sup> UGB Ord Rec 715. Hillsboro and private landowners have capacity and financial capability to provide the public facilities needed; the city has expressed its willingness to do so. The city anticipates private developers will pay 70 to 80 percent of the cost of infrastructure. UGB Ord Rec 598-604; 1641; 1767-1771. Metro's Regional High Capacity Transit System Plan designates the TV Highway passing by the northern edge of South Hillsboro as a High Capacity Transit Corridor. SHA is the only area studied to which TriMet currently extends high frequency bus service. Cap Ord Rec 5820.

As with all areas under consideration, utilities, parks and schools will be expensive. UGB Ord Rec 715. But the city, in conjunction with developers and property owners in the area, has developed a community plan and an infrastructure financing strategy. UGB Ord Rec 1107; 1385; 1767-1772. The Hillsboro School District has an option to acquire school sites within SHA. UGB Ord Rec 1682. Hillsboro, service districts and landowners are updating agreements from 2008 to finance water, sewer, stormwater and road improvements. The agreement being negotiated estimates a \$90 million funding gap for transportation and a \$21 million gap for parks for "build-out" in 20 years. The parties to the agreement will eliminate or close these gaps through supplemental SDCs (paid by developers). UGB Ord Rec 1242; 1767-1771; 1773.

The Council concludes that these efforts by the city put the South Hillsboro in a better position to provide services in an orderly and economic manner than any other area considered for expansion for housing capacity.

- Factor 3: Comparative Environmental, Energy, Economic and Social Consequences  
SHA includes segments of several streams, including Butternut Creek, which has associated wetlands and floodplains in the area. These constrained portions, however, are small in relation to the unconstrained portions. Environmental consequences to these resources will be relatively easily minimized and mitigated through application of Titles 3 and 13 of Metro's Urban Growth Management Functional Plan<sup>17</sup> (UGMFP), compared to other areas studied. UGB Ord Rec 598-604; 717.

Because most of the area is devoted to agriculture, there will be adverse economic and social consequences to farmers and to agriculture in the area from loss of land base. But the consequences are limited given that the Reserves Golf Course borders the area to the west and the northern portion is bordered on three sides by the UGB and urban development. UGB Ord Rec 600-601.

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<sup>15</sup> The Tualatin Valley Highway (State Highway 8, the northern boundary of the South Hillsboro area, is designated a high-capacity transit corridor in the Regional High Capacity Transit Plan, an element of the 2035 RTP. Cap Ord Rec 5820.

<sup>16</sup> South Cooper Mountain; Forest Grove North; Forest Grove South; Cornelius East; Hillsboro North; Hillsboro Jackson School; Shute Road Interchange; and Groveland Road

<sup>17</sup> Title 3 (Water Quality and Flood Management), Metro Code 3.07.310; Title 13 (Nature in Neighborhoods), Metro Code 3.07.1310.

The Council concludes that the environmental, energy, economic and social consequences of urbanization of SHA are tolerable if mitigated as required by conditions in Ordinance No. 11-1264A and by Titles 3 and 13 of the UGMFP. The consequences are less adverse than those expected from urbanization of most other areas studied. UGB Ord Rec 598-604; 717. (See overall conclusions.)

- Factor 4: Compatibility of Proposed Uses with Nearby Agricultural and Forest Activities

There is no significant portion of SHA or nearby land that is devoted to forest management. Significant agricultural land in farm use borders the area to the south and west, however, and presents compatibility issues. Pockets of rural residential development would serve as buffers between farm practices and urban development for a portion of the “edge” of SHA: the west side of River Road; southwest of the Reserves Golf Course along SW Rosa and River Roads. The golf course itself forms a buffer to the west. This development and existing large-lot rural residential development toward the southern edge reduce compatibility problems. The most important and valuable agriculture takes place south of Butternut Creek and its tributaries. There is no existing buffer between urbanization and agriculture in this part of the area. Mitigation measures, imposed by the UGB ordinance, will be required to reduce incompatibility. UGB Ordinance, Exhibit A, Rec Part 1; UGB Ord Rec 598-604.

A few of the areas studied do not present compatibility issues with agriculture, generally because these areas do not border land in farm use or have natural or built buffers.<sup>18</sup> UGB Ord Rec 598-604. But most areas studied present compatibility issues similar to those faced by urbanization of SHA, especially those areas that border land designated for agriculture. Compared to these areas, SHA has milder compatibility problems because of its extensive edge coterminous with the UGB, the golf course to the west, large-lot residential development toward the southern edge and stream corridors (see Factor 3). UGB Ord Rec 598-604. As with the others, mitigation will reduce incompatibility. The UGB ordinance imposes a condition that requires the adoption of measures to enhance compatibility in the plan and land use regulations for urbanization of SHA. UGB Ordinance, Exhibit B, Rec Part 1. The mitigation required, together with natural and built buffers, will limit adverse effects on nearby agricultural practices.

The Council concludes that the SHA performs as well as most areas studied under this compatibility factor, and that areas more compatible have other disadvantages that make them less satisfactory for addition to the UGB (see overall conclusions.)

- Factor 5: Equitable and Efficient Distribution of Housing and Employment Opportunities Throughout the Region

The addition of SHA to the UGB to accommodate new housing will provide housing opportunities in the part of the region where employment is growing fastest. UGB Ord Rec 1840. The expansions of the UGB made since 1998 added little residential capacity on the west side of the region.<sup>19</sup> Most residential capacity was added to the east side (Damascus). Hillsboro has had

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<sup>18</sup> Maplelane; Beaver Creek Bluffs; Sherwood West; Sherwood South; Tonquin; Graham’s Ferry; Cornelius East.

<sup>19</sup> Since 1998, 14,263 acres have been added to the Clackamas County part of the UGB. Only 6,102 acres have been added to the Washington County portion.

a high ratio of jobs to housing for some time. Addition of capacity for more than 10,700 new dwellings in SHA will bring new housing close to Hillsboro's employment areas and reduce the jobs/housing ratio. The Council concludes that addition of SHA will lead to a more equitable and efficient distribution of housing and employment.

- Factor 6: Contribution to the Purposes of Centers and Corridors

There are two centers near SHA: Aloha Town Center lies approximately 1.2 miles east along the TV Highway; Hillsboro Regional Center lies approximately four miles east. The Aloha Center has a low jobs/housing ratio. Urbanization of SHA will not likely improve Aloha's ratio and may worsen it, particularly if there is a new commercial center built in SHA as planned. Residents of the area may seek services in the Hillsboro Regional Center that are not provided in SHA, providing some enhancement of the regional center. UGB Ord Rec 583-584.

The SoHi Plan developed by Hillsboro and landowners in the area proposes a town center in SHA. The UGB ordinance designates a town center at that location. UGB Ordinance Exhibit B, Rec Part1; UGB Ord Rec 1714-1717. The center will perform the role of town center in the Regional Framework Plan for the 10,700 new dwellings expected in SHA.

The Council concludes that, although addition of SHA is not likely to enhance the roles of the two existing centers closest to the area, it will establish a new town center to serve approximately 25,000 new residents. The South Hillsboro area performs as well as most areas considered on this factor.

- Factor 7: Protection of Farmland Most Important to the Continuation of Commercial Agriculture in the Region

The large majority of SHA is currently farmed and zoned for farm use. By adoption of rural reserves, the region has determined which farmland is most important for the continuation of commercial agriculture in the region. SHA itself is designated urban reserve, in part because the Oregon Department of Agriculture identified the northern portion of it as "conflicted agricultural land", not likely to contribute to commercial agriculture in the long run. The area to the west of SHA is also designated urban reserve. The area to the southwest and south, however, is mostly designated rural reserve and is very important to the continuation of commercial agriculture in the region. The UGB ordinance adds no rural reserve, nor can it given ORS 195.141(2)(c). But urbanization of SHA will present issues of compatibility with farm practices in the rural reserves. These issues are discussed above under Factor 4.

The Council concludes that SHA is no longer part of the most important farmland base, given the identification of its northern part as "conflicted agriculture land" and its designation as urban reserve.

- Factor 8: Avoidance of Conflict with Regionally Significant Fish and Wildlife Habitat

Given that most of the area is devoted to agriculture, there are few natural buffers to protect the inventoried habitat in the South Hillsboro area. Metro has inventoried habitat in the area. But there are no resources in the area protected by Washington County's Goal 5 program. Protection will have to come from implementation by Hillsboro of Metro's Titles 3 and 13 and the city's own land use regulations.

The Council concludes that, although natural resources in SHA may be adversely affected by urban development, the resources will have better protection with application of Titles 3 and 13 than under today's county land use regulations.

- **Factor 9: Clear Transition Between Urban and Rural Lands**

Findings for Factors 3 and 4 describe natural and built buffers between urban uses in SHA and lands that remain rural. As discussed under these factors, a portion of the "edge" with rural land has no buffer. Mitigation measures required to enhance compatibility with farm practices to the south (see Factor 4) will establish some buffering. SW Rosedale Road and the rural reserve designation, will establish an artificial, but long-lived edge.

The Council concludes that SHA performs as well as most areas studied under this factor, and that areas that provide better transitions between urban uses and rural uses have other disadvantages that make them less satisfactory for addition to the UGB. (See overall conclusions.)

- **Policy 1.9.12 on Workforce Housing**

The South Hillsboro Community Plan states that 88 percent of all rental units proposed for the area would be affordable to households earning less than 80 percent of median household income. The plan estimates that 42 percent of owner-occupied units will be affordable to households earning the median income. UGB Ord Rec 1697-1698; 1726-1728; South Hillsboro Community Plan, Spring, 2010, pp. 2; 4; 19-21. The Council concludes that these efforts will help achieve Policy 1.9.12 and Regional Framework Plan Outcome 6.

### **Overall Conclusions for South Hillsboro**

The Council concludes that SHA measures up better under the applicable factors for providing housing capacity than any area studied. With its large parcels, few owners, flat topography, a willing and capable city, developers ready to contribute millions of dollars to the capital cost of infrastructure, its presence on conflicted agricultural land, the large boundary it shares with the UGB and the Reserves Golf Course, its suitability for a compact, mixed-use, pedestrian and bicycle-friendly and transit-supportive development pattern, SHA is more likely than any area considered to become a "great community" and achieve the Outcomes set forth in the RFP.

Compared to SHA, Gresham East has lower suitabilities for water, sewer and transportation services; and small parcels, many with development, that will make urbanization more difficult. Maplelane has the same disadvantages, but also has a high ratio of constrained to unconstrained gross vacant land, which limits its residential capacity. Beaver Creek Bluffs has the same difficulties as Maplelane, but a higher constrained land ratio. The Norwood area has lower water, sewer and transportation suitability than SHA. I-5 East has a high ratio of constrained to unconstrained land, including steep slopes that would fracture urban development in its northern portion, and many small parcels, 85 percent of which are improved. Elligsen, too, has much constrained land, difficult infrastructure issues and no easy way to ensure compatibility with agriculture to the south. The Advance area suffers from the same disadvantages. Sherwood West has a low ratio of constrained to unconstrained land, but lower suitabilities for water, sewer and transportation services than SHA. Urbanization of Sherwood West would likely divert the

city's effort from enhancing its town center. Sherwood South has a high ratio of constrained to unconstrained land, a large number of small parcels with improvements and difficult infrastructure issues. Efforts to urbanize it, too, may divert Sherwood's effort to enhance its town center.

The Tonquin area, a quarry, has low suitability for housing and infrastructure issues. Roy Rogers West (Urban Reserve Area 6C) measures well under several factors, but has no easy way to ensure compatibility with agriculture to the west and south. Its rural residential development pattern will make it more difficult to urbanize in a compact, efficient pattern.

Compared to SHA, the Vandermost Road area has a high ratio of constrained to unconstrained land and likely moderate to high adverse economic, social and energy consequences from urbanization. The Forest Grove North area has high suitability for services and medium sized parcels, suitable for urbanization (though not nearly as large as South Hillsboro). But it borders an extensive block of intensely farmed land with no effective buffers, rendering it incompatible with nearby agricultural practices. The Forest Grove North Purdin Road area shows lower suitability for public services than South Hillsboro. Its parcelization pattern makes it conducive to compact and efficient development. But like the Forest Grove North area, it borders an important agricultural area; urbanization there would present larger compatibility challenges than urbanization of SHA. The Forest Grove South area is small (37 acres) and sought by the city for industrial use in conjunction with an industrial site (25 acres) inside the UGB. It is well-suited for efficient and economically-serviced development. But, like the Forest Grove North study areas, Forest Grove South borders an extensive block of important farmland to the south, west and east; the impact of urban development on that block of agricultural land concerns the Council. Cornelius East has high suitability for public services and it presents few compatibility problems or adverse consequences. But its small parcels with residential development would make it very difficult to achieve efficient, compact urban development. The Cornelius South area has the same advantages as Cornelius East. Like the Forest Grove study areas, however, Cornelius South borders an extensive block of important farmland (south and east); the impact of urban development on that block of agricultural land concerns the Council.

The Hillsboro North-Jackson School Road area is highly suitable for efficient, compact development. But it is separated from the UGB (by the Hillsboro North area, added to the UGB by this ordinance) and, hence, not immediately adjacent to urban services as is the South Hillsboro area. It is, itself, important farmland and it borders an extensive block of important farmland, which is not protected from urbanization by North-Jackson School Road or by buffering natural or built features. The Shute Road Interchange area is also highly suitable for efficient, compact development. But it faces farmland compatibility issues. Given its location across Highway 26 and some distance from the Hillsboro and Tanasbourne/Amberglen Regional Centers, it is not likely to contribute to enhancement of those centers. UGB Ord Rec 588-705.

### **South Cooper Mountain Analysis Area**

The UGB ordinance adds 543 acres from the South Cooper Mountain Urban Reserve 6B (1,776). The South Cooper Mountain area (SCMA) will provide capacity for at least 4,354 dwellings. UGB Ordinance, Exhibit B, UGB Ord Rec Part 1; 608-616.



- Factor 1: Efficient Accommodation of Identified Land Needs

The area contains 21 parcels, all but three greater than 10 acres in size. There are seven parcels larger than 30 acres and two larger than 60 acres each. UGB Ord Rec 608-616. Ten ownerships comprise 448 of the 543 acres in SCMA. This parcelization pattern is conducive to efficient urbanization. All of the owners support addition to the UGB and are committed to annexation to Beaverton. Because these owners represent 83 percent of the land, it is likely the city will be able to annex the territory. UGB Order Rec 1; 384. This governance situation is also conducive to the efficient accommodation of development in the area. Finally, the presence of a site for a high school (owned by the Beaverton School District) will make travel between dwellings and school more efficient than in other areas studied. UGB Order Rec 382; 844.

Approximately 30-35 percent of SCMA is constrained by natural resources (stream corridors, wetlands and steep slopes). The large parcel pattern compensates for these constraints; compact urban development is still possible. UGB Ord Rec 608-616. The Council concludes that SCMA can urbanize more efficiently than most areas studied (see overall conclusions, below).

- Factor 2: Orderly and Economic Provision of Public Facilities and Services

SCMA has high suitability for sewer, water and transportation services. UGB Ord Rec 608-616; 715. Beaverton and Clean Water Services have capacity to provide the public facilities and have expressed their willingness to do so. UGB Order Rec 384. These and other services will be expensive. But there are park and schools sites within the area and the school and park districts support addition of the area to the UGB. UGB Order Rec 844. Urban services are adjacent to or nearby the SCMA. UGB Order Rec 368.

The Council finds that these efforts put SCMA in a better position to provide services in an orderly and economic manner than most other areas considered for expansion for housing capacity (see overall conclusions, below).

- Factor 3: Comparative Environmental, Energy, Economic and Social Consequences

Approximately 30-35 percent of SCMA is constrained by natural resources (stream corridors, wetlands, steep slopes and upland habitat). Application of Titles 3 and 13 during comprehensive planning will mitigate effects on these resources. UGB Ord Rec 608-616; 717. The Council concludes that the environmental, energy, economic and social consequences of urbanization of SCMA are tolerable if mitigated as required by conditions in Ordinance No. 11-1264B and by Titles 3 and 13 of the UGMFP. The consequences are less adverse than those expected from urbanization of most other areas studied, (see overall conclusions). UGB Ord Rec 717.

- Factor 4: Compatibility of Proposed Uses with Nearby Agricultural and Forest Activities

The UGB borders SCMA on the east. State Highway 210 (Scholls Ferry Road) forms the southern boundary. There are no compatibility issues to the east; Highway 210 serves as an edge and significant buffer between the area and farms to the south. Pockets of rural residential development to the southwest and the north, a large tract of forest land, and Metro's Cooper Mountain Nature Park isolate SCMA from the most extensive areas of agriculture nearby, and reduce compatibility problems. UGB Ord Rec 608-616. The UGB ordinance imposes

mitigation conditions to reduce incompatibility further. UGB Ordinance, Exhibit B, UGB Ord Rec Part 1.

The Council concludes that SCMA area performs as well as most areas studied under this compatibility factor, and that areas more compatible have other disadvantages that make them less satisfactory for addition to the UGB. (See overall conclusions.)

- Factor 5: Equitable and Efficient Distribution of Housing and Employment Opportunities Throughout the Region

Expansions of the UGB made since 1998 added little residential capacity on the westside of the region.<sup>20</sup> Most residential capacity in that cycle was added to the east side (Damascus). The addition of SCMA to the UGB to accommodate new housing will provide housing opportunities in Beaverton that are in short supply. The conversion (infill and redevelopment) of some central Beaverton neighborhoods from single-family to multi-family (apartments and condominiums) has left a shortage of capacity for small-lot detached single-family dwellings. The city proposes a more balanced mix of housing types in SCMA. Cap Ord Rec 377-378; 389-394; 399. The Council concludes that addition of SCMA will lead to a more equitable and efficient distribution of housing in the Beaverton region.

- Factor 6: Contribution to the Purposes of Centers and Corridors

The Murray Scholls Town Center lies two-thirds of a mile east of SCMA on Scholls Ferry Road. Urbanization of the area will contribute to the center by adding residents to support commercial services in the town center. Residents will also add to the employment base of the center. UGB Ord Rec 374; 608-616. The major owner of commercial properties in the center (Gramor Development, Inc.) supports addition of the SCMA to the UGB. UGB Ord Rec 380.

- Factor 7: Protection of Farmland Most Important to the Continuation of Commercial Agriculture in the Region

By adoption of rural reserves, the region has determined which farmland is most important for the continuation of commercial agriculture in the region. SCMA itself is designated urban reserve. The area to the west of the South Hillsboro area is also designated urban reserve. The area to the southwest and south, however, is designated rural reserve and is very important to the continuation of commercial agriculture in the region. Urbanization of SCMA will present some issues of compatibility with farm practices in the rural reserves. These issues are discussed above under Factor 4.

- Factor 8: Avoidance of Conflict with Regionally Significant Fish and Wildlife Habitat  
SCMA contains a significant amount of riparian and upland habitat, associated with two stream corridors. The area has 19 acres of habitat on Washington County's Goal 5 inventory. UGB Ord Rec 368 (p. 19). Even with the protection of land use regulations to implement Titles 3 and 13 of Metro's UGMFP, urbanization of the area will likely have adverse effects on the habitat. UGB Ord Rec 608-616; 717. The Council concludes that SCMA does not rate well under this factor.

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<sup>20</sup> Since 1998, 14,263 acres have been added to the Clackamas County part of the UGB. Only 6,102 acres have been added to the Washington County portion.

- Factor 9: Clear Transition Between Urban and Rural Lands

There are no natural or built features that provide a clear transition between urban uses in SCMA and the rural lands on portion of its perimeter. The features described under Factor 4, above, will provide some transitional uses. Nonetheless, the Council concludes that SCMA does not rate well under this factor.

- Policy 1.9.12 on Workforce Housing

Beaverton's "Prospectus" for the SCMA area proposes a full range of housing types and lot sizes to accommodate the full range of housing needs. The city estimates its planning under Title 11 of the UGMFP will accomplish average densities in the range of 14 to 22 units per net developable acre. UGB Ord Rec 391-397. Title 11 requires the city to provide capacity for affordable housing.<sup>21</sup> The UGB ordinance sets a minimum zoned capacity for SCMA of 4,651 dwelling units (more than 15 units/net developable acre). UGB Ordinance, Exhibit B, UGB Ord Rec Part 1). The Council concludes that efforts by the city described in the Prospectus, agreements the city has achieved with owners of large parcels in the area, and planning by the city to comply with Title 11 will provide capacity for workforce housing in SCMA and help achieve Regional Framework Plan Outcome 6.

### **Overall Conclusions for South Cooper Mountain:**

As explained under Factors 1 and 2 above, the parcelization and ownership patterns in the South Cooper Mountain area (SCMA) are conducive both to efficient accommodation of residential development and to the orderly and economic provision of public facilities and services. Only the South Hillsboro area, also added to the UGB, and SCMA have these two important characteristics in larger quantity than other areas considered. SCMA is not as regularly flat as the South Hillsboro area. Nonetheless, the parcelization and ownership patterns render SCMA almost as susceptible to a compact, mixed-use, pedestrian and bicycle-friendly and transit-supportive development pattern as South Hillsboro. Further, as described under Factors 3, 4, 7 and 9, the combination of natural and built features in and near SCMA causes the area to rate well under those factors in comparison with other areas studied. And, given its proximity to the Murray-Scholls Town Center and the large number of new residences it would add, SCMA area will help support the commercial uses in the center.

Compared to SCMA, Gresham East has lower suitabilities for water, sewer and transportation services; and small parcels, many with development, that will make urbanization more difficult. Mapelane has the same disadvantages, but also has a high ratio of constrained to unconstrained gross vacant land, which will limit its capacity. Beaver Creek Bluffs has the same difficulties as Mapelane, but a higher constrained land ratio. The Norwood area has lower water, sewer, transportation suitability than SCMA. I-5 East has a high ratio of constrained to unconstrained land, including steep slopes that would fracture urban development in its northern portion, and many small parcels, 85 percent of which are improved. Elligsen, too, has much constrained land, difficult infrastructure issues and no easy way to ensure compatibility with agriculture to the south. The Advance area suffers from the same disadvantages. Sherwood West has a low ratio of constrained to unconstrained land, but lower suitabilities for water, sewer and transportation services than SCMA. Urbanization of Sherwood West would likely divert the city's effort from enhancing its town center. Sherwood South has high ratio of constrained to unconstrained land,

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<sup>21</sup> Metro Code 3.07.1110B(1)(c); 3.07.1110C(4); 3.07.1120C(4)

a large number of small parcels with improvements, difficult infrastructure issues. Efforts to urbanize it, too, may divert Sherwood's effort to enhance its town center.

The Tonquin area, a quarry, has low suitability for housing and infrastructure issues. Roy Rogers West measures well under several factors, but has no easy way to ensure compatibility with agriculture to the west and south. Its rural residential development pattern will make it more difficult to urbanize in a compact, efficient pattern.

Compared to SCMA, the Vandermost Road area has a high ratio of constrained to unconstrained land and likely moderate to high adverse economic, social and energy consequences from urbanization. The Forest Grove North area has high suitability for services and medium sized parcels, suitable for urbanization (though not nearly as large as SCMA). But it borders an extensive block of intensely farmed land with no effective buffers, rendering it not compatible with nearby agricultural practices. The Forest Grove North Purdin Road area shows lower suitability for public services than SCMA. Its parcelization pattern makes it conducive to compact and efficient development. But like the Forest Grove North area, it borders an important agricultural area; urbanization there would present larger compatibility challenges than urbanization of SCMA. The Forest Grove South area is small (37 acres) and sought by the city for industrial use in conjunction with an industrial site (25 acres) inside the UGB. It is well-suited for efficient and economically-serviced development. But, like the Forest Grove North study areas, however, Forest Grove South borders an extensive block of important farmland to the south, west and east; the impact of urban development on that block of agricultural land concerns the Council. Cornelius East has high suitability for public services and it presents few compatibility problems or adverse consequences. But its small parcels with residential development would make it very difficult for efficient, compact urban development. The Cornelius South area has the same advantages as Cornelius East. Like the Forest Grove study areas, however, Cornelius South borders an extensive block of important farmland (south and east); the impact of urban development on that block of agricultural land concerns the Council.

The Hillsboro North-Jackson School Road area is highly suitable for efficient, compact development. But it is separated from the UGB (by the Hillsboro North area, added to the UGB by this ordinance) and, hence, not immediately adjacent to or near urban services as is the SCMA. It is, itself, important farmland and it borders an extensive block of important farmland which is not protected from urbanization by buffering natural or built features. The Shute Road Interchange area is also highly suitable for efficient, compact development. But it faces farmland compatibility issues. Given its location across Highway 26 and some distance from the Hillsboro and Tanasbourne/Amberglen Regional Centers, it is not likely to contribute to enhancement of those centers. UGB Ord Rec 688-705.

#### **Roy Rogers West Analysis Area**

The UGB ordinance adds 51.6 acres of the 256-acre Roy Rogers Urban Reserve 6C. Addition of this portion to the UGB will provide capacity for at least 479 dwellings. UGB Ordinance, Exhibit B; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1. Addition of the area will also facilitate urbanization of two areas added to the UGB in 2002.

- Factor 1: Efficient Accommodation of Identified Land Needs

Addition of this 51.6 acres (“RRWA”) will facilitate efficient urbanization of two proximate, but noncontiguous areas added to the UGB in 2002, Areas 63 and 64 (219 and 248 acres, respectively). The West Bull Mountain Concept Plan, adopted by Washington County in December, 2010, included Areas 63 and 64 and the whole of the Roy Rogers West Urban Reserve in order to ensure orderly and economic efficient delivery across an integrated planning area. With cooperation from Washington County and Beaverton, Tigard annexed Area 64 (“River Terrace”) on September 30, 2011. Area 63 remains in unincorporated Washington County, and difficult for Tigard to annex due to the presence of unincorporated urban development between Tigard and Area 63. Both Washington County and the Tigard have agreed that both areas 63 and 64 are most efficiently urbanized by a city capable of providing the full range of urban services. Addition of the two parcels totaling 51.6 acres is the minimum portion of RRWA necessary to extend utility and transportation connections to Area 63, and implement Metro’s 2002 UGB expansion and the West Bull Mountain Concept Plan. UGB Ord Rec 348; 844; 1080; 1097; 1228; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1. .

Of the 51.6 acres that comprise RRWA, 2.9 acres are the right-of-way of Roy Rogers Road. Two parcels comprise the majority of RRWA, each with an existing dwelling. This development pattern will allow for efficient, compact development. Accounting for constraints and other streets, roads, parks and schools, 32 net developable acres remain and provide capacity for 479 dwelling units, required by the UGB ordinance (approximately 15 dwelling units/net acre). UGB Ordinance, Exhibit B, Rec Part 1; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1.

The Council concludes that addition of RRWA will lead to efficient accommodation of residential land needs, both in RRWA and Areas 63 and 64, previously added to the UGB.

- Factor 2: Orderly and Economic Provision of Public Facilities and Services

Addition of RRWA will facilitate the provision of public utilities and transportation facilities to the area and to the Areas 63 and 64. Added to the UGB in 2002, Areas 63 and 64 are not contiguous and, until September 30, 2011, were not serviceable by a city capable of extending services for urbanization. The West Bull Mountain Concept Plan found the RRWA to be the most logical corridor for services to the entire area. Maps of water, sewer, stormwater and streets and roads from the West Bull Mountain demonstrate the advantage of including RRWA in the arrangement of services to Areas 63 and 64. UGB Ord Rec 1080; 1228; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1. .

On September 30, 2011, Tigard, with the support of Washington County and Beaverton, annexed Area 64 (“River Terrace”) and assumed responsibility for providing community planning and urban services delivery to the entirety of the West Bull Mountain planning area. Although Tigard requested addition to the UGB of all of Urban Reserve 6C, the addition of the 51.6-acre portion provides a logical and feasible service corridor to allow the orderly and economic provision of services to lands already within the UGB. UGB Ord Rec 1080; 1228; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1.

The Council concludes that Tigard can provide public facilities and services to RRWA in an orderly and economic manner and that inclusion of RRWA makes provision of facilities and services to old study Areas 63 and 64 more orderly and economic.

- Factor 3: Comparative Environmental, Energy, Economic and Social Consequences

There are no wetlands or floodplains in RRWA. The Tualatin National Wildlife Refuge lies to the south, but is outside RRWA. Urbanization of RRWA subject to Metro's Titles 3 and 13 will not cause significant adverse effects on refuge resources. Scattered rural residences with some tracts devoted to agriculture characterize the land use pattern of RRWA. Urbanization will not have a significant effect on agriculture in the region, but it will change the rural residential way of life of current residents. UGB Ord Rec 617-625;717. The Council concludes the environmental, energy, economic and social consequences of urbanization of RRWA are acceptable and less adverse than the consequences of urbanizing other areas considered for expansion. UGB Ord Rec 617-625;717.

- Factor 4: Compatibility of Proposed Uses with Nearby Agricultural and Forest Activities

There are significant blocks of agricultural land to the west of RRWA (across Roy Rogers Road). The road forms an edge between future urbanization and agriculture to the west, but it does not ensure compatibility with agricultural practices. Hence, the UGB ordinance applies a condition that requires Tigard to adopt measures to enhance compatibility when it completes planning to urbanize RRWA. UGB Ordinance, Exhibit B, UGB Rec Part 1; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1. The Council concludes that the RRWA performs as well as most areas studied under this compatibility factor.

- Factor 5: Equitable and Efficient Distribution of Housing and Employment Opportunities Throughout the Region

Expansions of the UGB made since 1998 added little residential capacity on the westside of the region.<sup>22</sup> Most residential capacity in that cycle was added to the east side (Damascus). In 2002 Metro added approximately 470 acres immediately east and north of RRWA to the UGB (Areas 63 and 64). These areas have been slow to urbanize and provide needed housing and employment due to their relative isolation from each other and distance from a city capable of providing urban services. On September 30, 2011, Tigard annexed 248 acres in Area 64 and has begun planning the extension of urban services to the area. The addition of RRWA will provide a service corridor between Tigard and Area 63, allowing the development of needed housing on an additional 219 acres of land already with the UGB. UGB Ord Rec 1080; 1228; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1. .

The addition of RRWA to the UGB to accommodate new housing will provide housing opportunities in a part of the region that has had little residential capacity added to the UGB since 1998. The Council concludes that addition of RRWA will lead to a more equitable and efficient distribution of housing on the westside of the region.

- Factor 6: Contribution to the Purposes of Centers and Corridors

New residential development in RRWA is unlikely to contribute in a significant way to the nearby town centers. The King City and Murray/Scholls Town Centers (1.5 and 2.5 miles, respectively, from RRWA) currently have low jobs to housing ratios. Addition of RRWA will

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<sup>22</sup> Since 1998, 14,263 acres have been added to the Clackamas County part of the UGB. Only 6,102 acres have been added to the Washington County portion.

not improve the ratios. UGB Ord Rec 617-625. The Sherwood Town Center is more distant and is unlikely to be affected positively or negatively. The Council concludes that addition of RRWA is not likely to enhance the roles of the two centers closest to the area. This factor does not favor RRWA.

- Factor 7: Protection of Farmland Most Important to the Continuation of Commercial Agriculture in the Region

RRWA is a portion of an urban reserve, designated in part because it is less important for the long-term viability of commercial agriculture in the region than farmland designated rural reserve or left undesignated. The existing UGB borders RRWA on the north and east sides. UGB Ord Rec 617-625. The Council concludes that this portion of the Roy Rogers West Urban Reserve is less important to the region for its agricultural resources than for urbanization, particularly because addition of the area will facilitate efficient and economic urbanization of the South Cooper Mountain area.

- Factor 8: Avoidance of Conflict with Regionally Significant Fish and Wildlife Habitat  
A stream with riparian vegetation passes through RRWA along its northern border with the UGB. The stream corridor is removed from the buildable land inventory as constrained. UGB Ord Rec 617-625; 717. Metro Titles 3 and 13 and Tigard's adopted Title 13 regulations will apply to the corridor. The Council concludes that RRWA can be urbanized with minimal adverse impacts to habitat in the area.

- Factor 9: Clear Transition Between Urban and Rural Lands  
There are no natural or built features that make a clear transition between RRWA and rural lands to the south and west. Roy Rogers Road borders RRWA on the west and forms an edge. The buffering measures required to protect agricultural practices to the west and south will also provide some transition. The Council concludes that other areas studied have natural or built features at their perimeters than RRWA that would provide clearer transition between urban and rural lands.

### **Overall Conclusions for Roy Rogers West:**

Urbanization of the RRWA portion (51.6 acres) of the Roy Rogers Urban Reserve (6C) will have fewer adverse effects on agriculture, habitat and other natural resources than other areas studied due to its small size and extensive border with the existing UGB. Because of the linkage it will provide between Areas 63 and 64, added to the UGB in 2002, it will perform an important role in the efficient urbanization of those areas and in the provision of urban services to the areas. RRWA itself will urbanize efficiently and at 15 units/new developable acre or better. For these reasons, the Council chooses this area above others considered.

## **2. Added Employment Capacity for Large-Lot Industrial Use**

The Council added 330 acres in the North Hillsboro Analysis area to the UGB to meet the need for capacity for industries that seek large parcels. The addition will bring the capacity of the UGB to 300,000 new jobs, reflecting a 1.35 percent growth rate over the 20-year planning period. Staff Report, October 14, 2011, p. 7, UGB Ord Rec Part 1. With the conditions assigned to the area by the UGB ordinance, the area will provide one 100-acre tract and two 50-acre tracts.

Mindful of the characteristics of land that make it suitable to meet the need for large-lot industrial use (relatively large lots; relatively flat; proximate to transportation facilities capable of moving freight; adjacent on near the existing UGB), Metro eliminated from review the urban reserves without those characteristics.<sup>23</sup> Cap Ord Rec 4; 4102; 4274.

Of the 28,000 acres of urban reserves, the following areas have the characteristics, to one degree or another, that might make them suitable for large industrial users. and were considered for addition to meet this specific industrial need: Boring; Elligsen; Advance; Grahams Ferry; South Hillsboro; Forest Grove North; Cornelius South; Hillsboro North; Shute Road Interchange; Groveland Road and Bethany West.

The Council concludes that the Boring, Elligsen, Forest Grove North, Cornelius South and Bethany West areas fail to meet the site requirements. The large parcel in the Boring area lies 1.3 miles east of the UGB. The large parcels in the Elligsen area have slopes greater than 10 percent or lie more than two miles from an interchange (I-5). The Forest Grove North and Cornelius South areas lie more than three miles from an interchange (Hwy 26). The Bethany West area is distant from any city that could provide services (no city proposed addition of the area). The South Hillsboro, Advance, Grahams Ferry, and Groveland Road/Shute Road Interchange areas are discussed further, below.

#### **North Hillsboro Analysis Area**

- Factor 1: Efficient Accommodation of Identified Land Needs

The included portion of the North Hillsboro Analysis area (NHA) is relatively flat. UGB Ord Rec 1772 (map). It is composed of eight parcels, including two parcels between than 50 and 100 acres and three parcels between 20 and 50 acres in size. Little of the gross vacant buildable area is constrained. UGB Ord Rec 679-684; 717; Staff Report, October 14, 2011, p. 7, UGB Ord Rec Part 1. . This parcelization pattern makes consolidation of parcels to comprise 100-acre and 50-acre industrial sites feasible and achievable. UGB Ord Rec 977-979; 1675-1677. The city has agreements from the landowners to consolidate their parcels to comprise one 100-acre and two 50-acre tracts. UGB Ord Rec 754-760; 1239-1241; 1678-1681. The UGB ordinance requires consolidation to yield at least one 100-acre and two 50-acre tracts. UGB Ordinance, Exhibit B, UGB Ord Rec Part 1. The area lies along Highway 26 and within a mile from the Brookwood Parkway interchange. NHAA also adjoins Hillsboro's "cluster" areas, all south of Highway 26. UGB Ord Rec 1646.

The Council concludes NHA can accommodate the full need (330 acres) determined by Metro more efficiently than any other area considered.

- Factor 2: Orderly and Economic Provision of Public Facilities and Services

The included portion of NHA has high suitability for public utilities and transportation connectivity. UGB Ord Rec 679-684; 715-716. The area lies west of Evergreen industrial area, within the UGB, added to the UGB in 2005.<sup>24</sup> The city of Hillsboro has planned and zoned the

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<sup>23</sup> See Goal 14: "In determining need, local governments may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need." OAR 660-024-0060

<sup>24</sup> Metro Ordinance No. 05-1070A.



Evergreen area for industrial use and has adopted public facilities and services and transportation plans for it. The city also developed a pre-qualifying concept plan for NHA as part of its participation in the 2008-2010 reserves process. That plan shows the utility and transportation links between the Evergreen area and NHA. The services that will be established in that area can be extended to NHA. The city has demonstrated capacity and willingness to extend those services. UGB Ord Rec 1678-1681; 1641.

An analysis of the costs of public services and transportation done for Metro and Hillsboro indicates that the included portion of NHA compares favorably with the Groveland Road area and two other areas in the vicinity. NHA area would require 2.17 miles of new collector and arterial lane miles. The other three areas would require between 9.17 and 15.27 (Groveland Road area) new lane miles. UGB Ord Rec 1167-1170; Staff Report, October 14, 2011, p. 7, Attachments 10 and 11, UGB Ord Rec Part 1.

The Council concludes that public facilities and services can be provided to the NHA in an orderly and economic fashion. It is possible that services could be provided to the Shute Road Interchange area at lower public cost. But a comparison of service costs between these two areas must account for the fact that the Shute Road area will not fully satisfy the need for large parcels; Metro would have to add another area to meet the full need, with additional costs for public facilities and services.

- Factor 3: Comparative Environmental, Energy, Economic and Social Consequences  
The included portion of NHA is largely devoted to agriculture. Hence, industrial uses will have few consequences for the natural resources in the area. UGB Ord Rec 679-684; 717. Industrial uses will displace agricultural uses. But the positive economic effect of industrial use and employment (the average annual 2009 payroll per employee in the existing North Hillsboro industrial area was \$109,866 in 2009) will offset the loss of farmland base and farm employment. UGB Ord Rec 679-684; 1662-1674. It is likely that industrial use will have adverse consequences for habitat in the area. But application and implementation of Titles 3 and 13, required by Title 11 of the UGMFP will minimize those consequences.

The Council concludes that the environmental, energy, economic and social consequences industrial uses in the NHA are acceptable given the beneficial consequences, and that the balance of consequences in the area are similar to those in other areas studied.

- Factor 4: Compatibility of Proposed Uses with Nearby Agricultural and Forest Activities  
The included portion of NHA is separated from farmland to the north by Highway 26. The UGB (Evergreen industrial area) borders the area to the south. Between the area and the UGB on the east lies a pocket of rural residential development. Likewise, there are clusters of residential development to the west of the area, mixed among farm parcels. An extensive area of important farmland lies west of the pockets of development. The highway provides a significant edge and buffer that will reduce incompatibilities between industrial uses and farm practices to the north. The rural residential development will likewise separate industrial uses from much of the actively farmed land. The build features, together with measures required by the UGB ordinance, will reduce incompatibility with agricultural activities. UGB Ord Rec 679-684.

The Council concludes that industrial uses in NHA can be rendered generally compatible with nearby farm and forest practices, and that the level of compatibility would be similar to that achievable in other areas studied.

- Factor 5: Equitable and Efficient Distribution of Housing and Employment Opportunities Throughout the Region

In the previous capacity analysis and additions of capacity in response to it (2002-2005), Metro added land for industrial use east (Gresham, Damascus), south (Wilsonville, Tualatin/Sherwood) and west (Hillsboro) of the UGB. These expansions distributed industrial job opportunities equitably around the region. This UGB expansion adds only one area for employment, for those industries that demand large parcels. Given the characteristics needed for that particular part of the employment picture, addition of the 330 acres of NHA is the most efficient way to accommodate the demand. For a variety of reasons, recession included, the areas added for industrial use in 2002 to 2005 have been slow to develop. Given the factors described in these findings for NHA, the Council concludes that addition of NHA provides the best opportunity for this kind of employment in the relatively near future. Together with addition of housing capacity in the South Hillsboro area, NHA will contribute to equitable and efficient distribution of housing and employment to the west end of the region.

- Factor 6: Contribution to the Purposes of Centers and Corridors

Addition of the portion of NHA to the UGB will bring jobs to the area and the city of Hillsboro. New employment will probably induce demand for housing in the Hillsboro and Tanasbourne/Amberglen Regional Centers. But, given the distance from the centers and the already high ratio of jobs to housing in the Hillsboro Regional Center, it is doubtful that addition of NHA will make a significant, direct contribution to either regional center. UGB Ord Rec 679-684. But the NHA will provide employment opportunities for the growing number of dwelling units in the Tanasbourne/Amberglen and Orenco Centers.

The Council concludes that industrial uses will have some positive effects on the Hillsboro and Tanasbourne/Amberglen Regional Centers by providing employment opportunities to residents in those centers, and by generating some employment in businesses in the centers that provide services to industries.

- Factor 7: Protection of Farmland Most Important to the Continuation of Commercial Agriculture in the Region

NHA is designated urban reserve, but it includes important agricultural land, and must be compared with other lands designated urban reserve. There are pockets of rural residential development in and at the perimeter of the area, and Highway 26 to its north that isolate it from the large block of farmland on the north side of the highway. UGB Ord Rec 679-684. Nonetheless, the Council concludes that the SCMA does not rate well under this factor.

- Factor 8: Avoidance of Conflict with Regionally Significant Fish and Wildlife Habitat

Although agricultural practices have disturbed habitat in most of NHA, there is riparian habitat associated with Waible Gulch. Even with the protection of land use regulations to implement titles 3 and 13 of Metro's UGMFP, urbanization of the area will likely have some adverse effects

on the habitat. UGB Ord Rec 679-684; 717. The Council concludes the NHA rates about average under this factor among other areas studied.

- Factor 9: Clear Transition between Urban and Rural Lands

Highway 26 provides an edge and clear transition from industrial use to the south and rural farmland to the north. Measures required by the UGB ordinance to reduce incompatibility with nearby agricultural activities will provide some transitional buffers from nearby farms. UGB Ordinance, Exhibit B, UGB Ord Rec Part 1; 679-684.

The Council concludes that opportunities for clear transitions between industrial uses in NHA and nearby rural lands are as good as opportunities in other areas studied.

### **Overall Conclusions for North Hillsboro Analysis Area**

Compared to NHA, the Advance area has more constraints on efficient use for large industrial uses. Two streams and a BPA powerline and easement bisect the area, reducing the usable area and fragmenting it. The West Linn-Wilsonville School District owns several parcels (totaling 40 acres) in the area, one reason the city of Wilsonville proposes mixed use rather than industrial use for the Advance Area. The city has asked Metro to add the area for residential development to “balance” the high jobs to housing ratio. The area has lower suitabilities for public services and transportation improvements than NHA, and lower compatibility with nearby agricultural activities. UGB Ord Rec 679-684.

Compared to NHA, the Grahams Ferry area has fewer compatibility challenges with agricultural activities. But the area is more severely constrained by riparian habitat, wetlands and floodplain. The terrain is also more sloped than NHA, which reduces its suitability for infrastructure and transportation.

Compared to NHA, the South Hillsboro area is flat and contains large parcels. It has high suitability for public utilities and transportation. It fares just as well as NHA for its relatively small amount of constrained land and compatibility with agriculture. But it lies more than three miles from the nearest interchange, on Highway 26. Metro added the South Hillsboro area to the UGB for housing and mixed-use development because it is, among all the areas studied, the most suitable for compact, mixed-used, pedestrian and bicycle-friendly, transit-supportive development. For these reasons, the Council concludes that South Hillsboro is more important for mixed-use development than for large-lot industrial development.

Like the South Hillsboro area, the Groveland Road and the Shute Road Interchange areas are flat, have few ownerships and have high suitability for public utilities and transportation. UGB Ord Rec 698-714; Staff Report, October 14, 2011, p. 6, UGB Ord Rec Part 1. The Groveland Road area has fewer habitat and natural resource constraints than NHA, but the Shute Road area has constrained land that would fragment the developable area. UGB Ord Rec 698-701; 706-711; 1678-1681. Six separate parcels, the largest of which is 39 acres, comprise the three ownerships. One owner has testified that he would be willing to combine his two lots to create a 69-acre tract. But 21 of these 69 acres lie within the floodplain of Waible Creek. UGB Ord Rec 1065. Through consolidation of parcels, the Shute Road Area could yield one tract of 50 acres of buildable land. UGB Ord Rec 1678-1681. But NHA included will yield one 100-acre and two

50-acre tracts and the entire need identified by Metro. Unlike with NHA, there is no signed agreement in the record that the owners will consolidate their parcels to create a single, large parcel.

The owners in the Shute Road area submitted a comparison of the costs of extending utilities and transportation to the two areas indicating that the costs for Shute Road are a fraction of the costs for NHA. Other information submitted, however casts doubt on the thoroughness of the owners' analysis. As noted by the city of Hillsboro, the owners' analysis does not distinguish between public and private costs. The city notes that the variance between the costs that will be borne by the public is smaller. Services to NHA serve a larger area (330 versus 139 acres). The city further notes that NHA can be served by an existing water reservoir; a new reservoir will be needed north of Highway 26. Also, the area north of Highway 26 would need a new sanitary sewer pump station. UGB Ord Rec 1678-1681.

NHA and Shute Road Interchange areas, with reference to the factors, share several advantages over other areas studied. Both are relatively flat and contain some large parcels. Both are close to an interchange on Highway 26. The Shute Road Interchange area rates higher for the orderly and economic provision of public facilities and services. NHA rates higher for the efficient accommodation of identified land needs. Owners in the Shute Road area emphasize that the area can be developed sooner than NHA because NHA must wait for development in the Evergreen area, added to the UGB for industrial use in 2005. But the Council and the city want the Evergreen area, already inside the UGB, to develop before any territory to be added to the UGB by this ordinance. Because the Council values the efficient use factor higher than the economic provision of services factor in this situation, the Council concludes NHA performs better overall than the Shute Road area.

The Council concludes that the portion of the North Hillsboro Analysis Area (NHA) included measures up better under the applicable factors for providing large parcel employment capacity than any area studied.

#### **Technical Amendment – City of Hillsboro**

The UGB ordinance adds a small parcel (0.83 acres) to the UGB that, for reasons unknown, is an island within the existing UGB and is surrounded by the city of Hillsboro. The island was recently discovered during a Hillsboro annexation process involving land added to the UGB in 1981. Addition of this tract will allow Hillsboro to urbanize the area efficiently. Staff Report, October 14, 2011, p. 7, UGB Ord Rec Part 1.

### **III. Statewide Planning Goals (other than Goal 14)**

Goal 1 (Citizen Involvement): See section IB, above.

Goal 2 (Adequate Factual Base): For coordination, see section IA, above. The Metro Council has concluded that the additions made to the UGB by this UGB ordinance comply with the statewide planning goals, the Regional Framework Plan and other land use laws. The Council's conclusions are based upon substantial evidence in the records of the capacity and UGB ordinances, as found in the Findings of Fact and Conclusions of Law supporting the two

ordinances. The ordinances make the 2009 Urban Growth Report and the population and employment forecast part of these growth management decisions. The Council concludes that the full record supporting the capacity and UGB ordinances provides an adequate factual base for the Council's reasoning in these findings for the additions to the UGB made by this UGB ordinance.

Goal 3 (Farm Land): The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 3 because they comply with Goal 14. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 47.

Goal 4 (Forest Land): The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 4 because they comply with Goal 14. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 47.

Goal 5 (Natural Resources): Several urban reserves under consideration contain aggregate resources on county inventories. There are no other county-protected Goal 5 resources in the areas added to the UGB that are not covered by Metro's Titles 3 or 13. UGB Ord Rec 488; 497-711. Addition of land to the UGB does not change or affect comprehensive plan designations or land use regulations that currently apply to the land. Nor does addition of land change the acknowledged inventories of Goal 5 resources in the comprehensive plans of the three counties, on the regulations of the counties to protect the resources.

At the time the appropriate city or county proposes to adopt new plan provisions and land use regulations to allow urbanization of the land, the city or county will be required to show its new regulations comply with Goal 5 and Titles 3 (Water Quality and Flood Management) and 13 (Nature in Neighborhoods) of Metro's acknowledged Urban Growth Management Functional Plan. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 47. It is at that stage in the planning process that particular types of urban development are being considered for the land; this is the appropriate point for consideration of the effects of urbanization upon a Goal 5 resource. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, pp. 25-26.

The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 5.

Goal 6 (Air, Water and Land Quality): Addition of land to the UGB does not change or affect comprehensive plan designations or land use regulations that currently apply to the land. At the time the appropriate city or county proposes to adopt new plan provisions and land use regulations to allow urbanization of the land, the city or county will be required to show compliance with state and federal air and water quality laws and with Metro's acknowledged 2035 Regional Transportation Plan. It is at that stage in the planning process that particular types of urban development are being considered for the land; that is the appropriate point for consideration of the effects of urbanization upon air and water quality. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, pp. 47-48.

The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 6.

Goal 7 (Natural Hazards): Metro removed land in the urban reserves added to the UGB that are subject to flood hazard or have slopes in excess of 25 percent from the buildable land inventory and calculations of housing and employment capacity. UGB Ord Rec 412. As amended by Ordinance No. 11-1252, Title 11 (New Urban Areas) establishes new local government planning responsibilities for urban reserve concept planning prior to inclusion in the UGB for hazard areas subject to Title 3 (Water Quality and Flood Management) upon additions of land to the UGB. Cap Ordinance, Exhibit A, Cap Ord Rec Part 6. At the time of planning the new urban areas, the responsible city or county must ensure its new comprehensive plan provisions and land use regulations comply with Metro's Title 3 and statewide planning Goal 7. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 48.

The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 7.

Goal 8 (Recreation): Metro removed land in the urban reserves added to the UGB designated for park or open spaces use from the buildable land inventory and calculations of housing and employment capacity. Metro also set aside 2.2 percent of the land added to the UGB for future parks. UGB Ord Rec 479-480. As amended by Ordinance No. 11-1252, Title 11 (New Urban Areas) establishes new local government planning responsibilities for urban reserve concept planning prior to inclusion in the UGB, and for new urban areas included in the UGB, for bikeways, parks and recreational trails. Cap Ordinance, Exhibit A, Cap Ord Rec Part 6. Urbanization of the South Cooper Mountain area may affect Metro's Cooper Mountain Nature Park. The UGB includes a condition requiring coordination of planning for SCMA with planning for the park. UGB Ordinance, Exhibit B, UGB Ord Rec Part 1.

The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 8.

Goal 9 (Economy): Although Goal 9 does not apply to Metro, the addition of 330 acres of land suitable and designated for industrial use and protected from conflicting uses advances the purposes of Goal 9. The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 9.

Goal 10 (Housing): Addition of 1,657 acres designated to provide needed capacity for housing helps achieve the purposes of Goal 10. Making the additions subject to conditions intended to make the housing affordable to the households forecasted to come to the region in the next 20 years also helps achieve the purposes of the goal. The Metro Council, by Ordinance No. 11-1252, also submitted to the department in this periodic review process, amends Title 11 (New Urban Areas) of the Urban Growth Management Functional Plan to establish new "needed housing" responsibilities for local governments planning for urban reserve in preparation for addition to the UGB and for new urban areas once added to the UGB. Cap Ordinance, Exhibit A, Cap Ord Rec Part 6.

The capacity ordinance adopted a new strategy for affordable housing: by integrating the region's planning for transit and land use planning, the region will reduce the number of

households that are burdened by combined housing and transportation costs. Cap Ord Rec 5157; 8168. Information not available at the time of adoption of the capacity ordinance indicates that the strategy will be effective: housing and transportation costs are proving to be lower in light rail “station areas.” The population and number of dwelling units in the region’s centers— where there are concentrations of higher density residential development and a broader range of housing types - is also growing. UGB Ord Rec 227-340; Transit-Oriented Development Strategic Plan, 2011.

The Metro Council concludes that the combination of actions taken in the capacity ordinance and UGB ordinances will make housing in the region more affordable and comply with Goal 5.

Goal 11 (Public Facilities and Services): Metro does not develop public facility plans; cities and counties do. Metro is responsible for coordinating public facility planning by cities and counties. ORS 197.025(1). The analysis of urban reserves considered for addition to the UGB and the coordination of that effort with cities, counties and service providers, fulfill Metro’s responsibility under Goal 11. UGB Ord Rec 451; 715-718.

Addition of land to the UGB does not change or affect comprehensive plan designations or land use regulations that currently apply to the land. At the time the appropriate city or county proposes to adopt new plan provisions and land use regulations to allow urbanization of the land, the city or county will be required to show compliance with Metro’s Title 11 (Planning for New Urban Areas) and Goal 11. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 49.

Goal 12 (Transportation): Metro developed cost estimates for an arterial and collector road network for each urban reserve under consideration, using the connectivity standards in the recently acknowledged 2035 Regional Transportation Plan. The analysis looked beyond the boundaries of the reserve areas to connect the network to the transportation system within the existing UGB. Planning-level capital cost estimates for roads were developed using ODOT’s “Highway Economic Requirements System” (HERS). UGB Ord Rec 483-484; 497-714; 716. Metro also produced a preliminary transit evaluation, with estimated capital costs, developed by TriMet. The TriMet analysis estimated service feasibility, headways and span of service. UGB Ord Rec 718.

Metro’s Title 11 (Planning for New Urban Areas), Metro’s Regional Transportation Functional Plan (Metro Code 3.07) and Goal 12 will apply to the amendments to the responsible local governments’ comprehensive plans and land use regulations to prepare for urbanization once urban reserves are added to the UGB. The Metro Council concludes that the UGB ordinance complies with Goal 12. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 49.

Goal 13 (Energy): There are no known sources of energy in the study area. Easements for transmission of electricity, gas and oil are mapped and accounted for. UGB Ord Rec 488-489. Actions to use land inside the pre-expansion UGB by the capacity ordinance more efficiently will move the region to a more compact urban form. Conditions placed upon new urban areas by the UGB ordinance will help ensure a more compact form of those areas. The Metro Council

concludes that the capacity and UGB ordinances comply with Goal 13. See LCDC Partial Approval and Remand Order 03-WKTASK-001524, p. 49.

Goal 15 (Willamette Greenway): The UGB ordinance adds no land to the UGB that is subject to regulations to protect the Willamette River Greenway. The Metro Council concludes that the additions to the UGB made by this UGB ordinance are consistent with Goal 15.



## STAFF REPORT

### IN CONSIDERATION OF ORDINANCE NO. 11-1264A, FOR THE PURPOSE OF EXPANDING THE URBAN GROWTH BOUNDARY TO PROVIDE CAPACITY FOR HOUSING AND EMPLOYMENT TO THE YEAR 2030 AND AMENDING THE METRO CODE TO CONFORM

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Date: October 14, 2011

Prepared by: Tim O'Brien, x1840  
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## BACKGROUND

### Forecast and Urban Growth Report

Oregon land use law requires Metro, every five years, to assess the region's capacity to accommodate the numbers of people anticipated to live or work inside the Metro urban growth boundary (UGB) over the next 20 years. To make this determination, Metro forecasts population and employment growth over a 20-year timeframe; conducts an inventory of vacant, buildable land inside the UGB; assesses the capacity of the current UGB to accommodate population and employment growth either on vacant land or through redevelopment and infill; determines whether additional capacity is needed; and documents the results of these analyses in an urban growth report. The urban growth report is the basis for subsequent consideration of the actions to be taken by the Metro Council to address any shortfall in the capacity of the UGB to accommodate the growth that is forecast over the next 20 years.

On December 16, 2010, the Metro Council adopted Ordinance No. 10-1244B which included the *Urban Growth Report 2009-2030* (UGR) and the *20 and 50 Year Regional Population and Employment Range Forecasts*, approved by the Metro Council by Resolution No. 09-4094. The UGR identified a shortfall between the forecast demand for housing over the next 20 years and the likelihood of the market to provide that housing within the current UGB. The UGR also identified a lack of large site industrial parcels (defined as 25 acres or more) to support the traded sector over the next 20 years. No shortfall was identified for non-industrial and general industrial employment<sup>1</sup>. The Council determined that, for the reasons set forth in the Metro 2010 Growth Management Assessment, August, 2010, it will direct its capacity decisions to a point between the low end of the forecast range and the high end of the middle third of the forecast range. The Council also determined that Ordinance No. 10-1244B provided capacity to accommodate at least 50 percent of the housing and employment forecast to the year 2030 or 30,300 dwelling units of capacity attributable to actions taken by the Metro Council and local governments. Those actions included upzoning in certain areas and adoption of the Regional Transportation Plan that includes investments in new transit and other transportation facilities that will encourage the development of more housing in existing communities. In order to finalize its growth management decision, the Council must, by the end of 2011, choose one point in the range forecast for which it wishes to plan.

### Residential Land Need

As noted above through the adoption of Ordinance No. 10-1244B, the Council will direct its capacity decisions to a point between the low end and the high end of the middle third of the forecast range. Table 1 below summarizes the potential capacity gaps (or surpluses) at different points in the forecast range after having accounted for efficiency measures identified in the August 2010 Growth Management Assessment.<sup>2</sup> Under the scenarios depicted in Table 1, UGB expansions made in 2011 would need to provide from zero to 26,600 dwelling units of additional capacity, depending on the point in the demand forecast that is chosen. In all cases, the remaining potential gap is less than the 30,300 dwelling units of

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<sup>1</sup> For a detailed discussion on the forecast demand and zoned capacity see the staff report for Ordinance No. 10-1244B.

capacity already attributed to efficiency measures. Consequently, as required by statute, less than half the capacity gap identified in the UGR remains for the Council to address in 2011.

**Table 1: Dwelling unit gap or surplus at different points in the range forecast after accounting for efficiency measures (Metro UGB 2007 - 2030)**

Point in demand forecast range	Remaining shortfall or surplus (dwelling units)
<b>Low</b>	2,900
<b>Low end of middle 1/3<sup>rd</sup></b>	(15,400)
<b>Middle</b>	(21,000)
<b>High end of middle 1/3<sup>rd</sup></b>	(26,600)

### Large Site Employment Land Need

The “large site” portion of the UGR’s analysis was completed in recognition of the fact that some firms in traded-sector industries require large, vacant lots.<sup>3</sup> The UGR defines a large lot as a single tax lot with at least 25 vacant, buildable acres. The UGR’s forecast-based assessment determined that, over the 20-year period, there is demand for 200 to 800 acres of additional capacity for large-lot employment uses. This range depends on the amount of employment growth realized as well as whether assembly of adjacent lots of 25 acres or more was assumed.

For several reasons listed below, at its November 18, 2009 meeting, the Metro Policy Advisory Committee (MPAC) recommended that the UGR identify a wider range of potential large lot demand:

- Large traded-sector firms are crucial to the region’s economy since they sell goods and services outside the region, thereby bringing wealth to the region.
- Large traded-sector firms create spinoff employment.
- Large lot demand will be the result of the decisions of individual firms, so it is inherently difficult to forecast.
- The use of an employment forecast may be an inadequate means of estimating large lot demand for freight, rail, and marine terminal uses, which are space-intensive uses with relatively few employees, which play a crucial economic role.

The final 2009 UGR reflects MPAC’s recommendation that the Metro Council consider demand for 200 to 1,500 acres of additional capacity for large-lot industrial uses.

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<sup>2</sup> Because refill is a share of demand, using different points in the demand forecast will produce different capacity numbers. For this reason, determining the remaining gap at a particular point in the forecast range is not as straight forward as simply adding 30,300 dwelling units to the capacity identified in the 2009 UGR and deducting a demand number. Additional detail on these calculations can be found in Attachment 1 to the Staff Report for Ordinance 10-1244.

<sup>3</sup> Existing sites with significant acres of vacant land may give the initial impression that large-lot need is overestimated. However, firms seeking large sites often construct their facilities in phases. Recent examples of this phased approach can be found in the Metro region, including facility expansions completed or planned by large industrial firms such as Genentech, SolarWorld and Intel. This legitimate business practice factors into the UGR’s calculations of need for large lots.

## Assessment of Proposed UGB Expansion Areas/COO Recommendation

As part of the process to maintain a 20-year land supply for residential and employment uses, Metro completed an assessment of approximately 9,800 acres of urban reserve land adjacent to the current UGB. The results of this analysis are contained in the July 5, 2011 document, Recommendations from Metro's Chief Operating Officer: Building a sustainable, prosperous and equitable region – Preliminary analysis of potential urban growth boundary expansion areas. These 9,800 acres are a subset of the 28,256 acres of urban reserves that Metro, in conjunction with Clackamas, Multnomah and Washington Counties adopted in April 2011. In October 2010 the Land Conservation and Development Commission (LCDC) made an oral decision on urban and rural reserves, remanding a portion of the urban reserves and all of the rural reserves in Washington County. The Washington County Board of Commissioners and the Metro Council held a joint public hearing on March 15, 2011, resulting in a revised Intergovernmental Agreement for urban and rural reserves in Washington County in response to the LCDC oral decision. In late April 2011, Metro and the three counties re-adopted overall findings for urban and rural reserves in the region, reflecting the new urban and rural reserves in Washington County. On August 19, 2011 LCDC orally acknowledged the urban and rural reserves in the region.

The designation of the 28,256 acres as urban reserves is essentially the first filter in determining that the areas are suitable for urbanization. Metro staff, utilizing information from past studies such as the Great Communities Report and the findings from the urban and rural reserve process, as well as local government staff input and Metro policies that call for equity and balance in UGB expansions and to consider lands in all parts of the region, narrowed down the urban reserve lands to the approximately 9,800 acres of analysis areas evaluated as part of the July 5 Metro Chief Operating Officer (COO) recommendation noted above (Attachment 1).

The structure of this analysis is based on Metro's UGB Legislative Amendment factors located in Metro Code Section 3.07.1425, which implement the boundary locational factors of Statewide Planning Goal 14. The following list identifies the Goal 14 and Metro UGB amendment factors:

- *Metro UGB Amendment Factor & Statewide Planning Goal 14 Factor 1 – Efficient accommodation of identified land needs.*
- *Metro UGB Amendment Factor & Statewide Planning Goal 14 Factor 2 – Orderly and economic provision of public facilities and services.*
- *Metro UGB Amendment Factor & Statewide planning Goal 14 Factor 3 – Comparative environmental, energy, economic and social consequences.*
- *Metro UGB Amendment Factor & Statewide Planning Goal 14 Factor 4 – Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.*

In addition, Metro Code Section 3.07.1425 provides five additional factors that must be considered when evaluating land for inclusion in the UGB:

- *Equitable and efficient distribution of housing and employment opportunities throughout the region;*
- *Contribution to the purposes of Centers;*
- *Protection of farmland that is most important for the continuation of commercial agriculture in the region;*
- *Avoidance of conflict with regionally significant fish and wildlife habitat; and*
- *Clear transition between urban and rural lands, using natural and built features to mark the transition.*

The Metro COO Recommendation prioritized four analysis areas the Metro Council should consider if it is determined there is a need to expand the UGB for residential purposes. These areas are South Hillsboro, South Cooper Mountain (Beaverton), Roy Rogers West (Tigard) and Cornelius South. In addition, the recommendation also identified three additional areas the Council could consider: Sherwood West, Advance (Wilsonville) and Maplelane (Oregon City). The COO Recommendation also identified approximately 310 acres in North Hillsboro as being appropriate to satisfy a large site industrial land need (Attachment 2).

The Metro Council identified a forecast range that provides some flexibility in determining both the residential and large site industrial land needs identified in the urban growth report. On August 4, 2011 the Metro Council held a work session to discuss a number of questions regarding potential analysis areas and the forecast range (Attachment 3). This discussion resulted in direction to staff to utilize the low end of the middle third of the forecast range for identifying which areas should be added to the UGB.

### **Public Involvement**

An announcement of the COO recommendation was made through the Metro newsfeed and an e-mail message sent from the COO to more than 5000 subscribers of existing Metro e-mail lists. Members of the news media were also notified. Metro held a public open house on the COO Recommendation on July 28, 2011 in Hillsboro and two on-line surveys were distributed to Opt In subscribers. In all, 1,139 Opt In subscribers completed the industrial lands survey, 1,235 subscribers completed the residential survey, and 693 subscribers completed both surveys. A summary of the public comments received by Metro from July 5 to August 5, 2011 can be found in Attachment 4.

Metro's charter requires the agency to prepare a report on the effect of urban growth boundary amendments greater than 100 acres in size on existing nearby residential neighborhoods and inform all households within one mile of the proposed expansion area as well as the households within the proposed expansion area. The notice was sent to 33,536 households on September 29, 2011 and an example of the notice can be found in Attachment 5.

### **Metro Policy Advisory Committee**

The Metro Policy Advisory Committee (MPAC) considered the COO Recommendation at their August 10, September 14 and September 28 meetings and provided the following recommendations to the Metro Council. In addition, on Oct. 27, 2010 MPAC voted to recommend the Council target at least the lower end of the middle third of the forecast range for housing.

#### **Large Site Industrial Land**

**August 10 Meeting** - MPAC voted 14-2 with 1 abstention to support a motion to add the 310 acres north of Hillsboro to the UGB. MPAC voted 8-5 with 3 abstentions to recommend the 115 acre Forest Grove North – Purdin analysis area be included in the UGB to meet large site industrial needs. Following the meeting it was determined that the motion did not pass, as according to MPAC bylaws an abstention vote has the effect of a “no” vote, therefore the vote was tied at 8-8.

**September 14 Meeting** - MPAC chose to reconsider the 115 acre Forest Grove North – Purdin analysis area as well as consider the 117 acre Tonquin analysis area for inclusion in the UGB to meet the large site industrial land need. In both instances, MPAC voted 10-6 with one abstention to recommend to the Council to include these two areas in the UGB. These two areas are in addition to the Hillsboro North analysis area that MPAC previously recommended for large site industrial use. This results in a 562 acre recommendation to meet the large site industrial land need.

### Residential Land

**September 28 Meeting** – MPAC voted 13-6 to support a motion to recommend that the Metro Council direct its growth management decision toward the low end of the middle third of the forecast range and target approximately 1,600 acres of expansion land at a density of 20 units per net buildable acre. A related advisory motion to gauge the level of support for the range as identified in the Ordinance, the lower end of the middle third, was put forth (this motion did not act to overthrow the previous motion, but to allow members who may have voted against the previous motion due to the 20 units per acre requirement to support the range as identified in the Ordinance). This motion passed with 18 in favor and 1 abstention. MPAC also voted 14-1 with four abstentions to support a motion that directs the Metro Council to consider such factors as the location of potential residential areas to industrial areas, transportation options available and the other attributes of great communities embodied in the region's six desired outcomes in their growth management decision process. A third motion to endorse Ordinance 11-1264 as proposed, taking into account the two approved motions was withdrawn.

### **UGB Amendments**

The adoption of Ordinance 11-1264A will bring four areas in Washington County, totaling 1,985 acres, into the UGB to meet residential and large site industrial land needs. When the UGB was adopted in 1979, the vast majority of the land included in the UGB was in Multnomah County (117,533 acres), compared to Clackamas (61,512 acres) and Washington (76,614 acres) counties. Between 1979 and 1997 most additions to the UGB were small in size and also included trading land in and out of the UGB. Since 1998, as larger expansions have occurred to meet required residential and employment needs more than twice the amount of land has been added to the UGB in Clackamas County (14,263 acres) than in Washington County (6,102 acres) or Multnomah County (2,985 acres). The addition of 1,985 acres of land in Washington County to meet 20-year residential and employment needs will provide equity and efficient distribution of housing and employment opportunities throughout the region.

### Residential Land

Metro staff recommends adding the South Hillsboro, South Cooper Mountain and a portion of the Roy Rogers West analysis areas to the UGB to meet the 20-year residential needs of the region (Attachments 6, 7 & 8). The addition of these three areas in the UGB results in approximately 15,896 additional dwellings units of capacity; 10,766 dwelling units for South Hillsboro, 4,651 dwelling units for South Cooper Mountain and 479 dwelling units for small portion Roy Rogers West. Metro Staff has worked with the cities of Hillsboro, Beaverton and Tigard on conditions of approval for each area and believe the conditions satisfy Metro's statutory obligations and address regional needs while providing some flexibility for local governments, property owners and other stakeholders to implement the plans on the ground. There are no inventoried and county protected Goal 5 resources or Goal 7 hazards besides those discussed in the findings.

As noted previously, in order for the Council to finalize its growth management decision it must choose a point in the range forecast. Because refill is a share of demand, using different points in the demand forecast will produce different capacity numbers. For this reason, determining the particular point in the forecast range as a result of the inclusion of the South Hillsboro, South Cooper Mountain and Roy Rogers West analysis areas in the UGB is not as straight forward as simply taking the dwelling units expected from the expansion areas and comparing them to the remaining shortfall or surplus listed in Table 1 above.<sup>4</sup> The addition of the three expansion areas combined with the supply and efficiency measures counted in the UGR results in approximately 250,073 future dwelling units, which results in a household

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<sup>4</sup> The 15,400 dwelling unit shortfall in Table 1 for the low end of the middle third of the forecast range was calculated using a refill supply that was based on the middle of the demand range in the absence of any other policy direction. The capacity of the UGB identified in Ordinance 10-1244B used a refill rate of 37%. Therefore, the total future 20-year supply for the UGB (supply counted in UGR + efficiency measures + expansion areas) is 63% of the demand in the range forecast with future refill (from the 63% demand number) counting for the remaining 37%.

growth rate of 1.59% over the 2009-2030 time frame. Therefore the point in the residential forecast we will plan for is 1.3% under the low end of the middle third of the range.

***South Hillsboro*** – The city has completed an extensive amount of planning for this area, resulting in the South Hillsboro Community Plan which provides the framework for a mixed-use community organized around a new town center and neighborhood center with more than 20% of the plan area dedicated to natural areas, open space and recreation. The city has endorsed the community plan which includes proposed finance and governance plans to achieve the vision, thereby providing the opportunity for the area to develop in the short-term. In addition, the city has worked very closely with the main property owners to craft memorandums of understandings regarding development actions and obligations for infrastructure systems and facilities.

This large flat area directly adjacent to the Aloha Intel facility contains few environmental constraints that are generally linear in shape and confined to stream corridors which can allow for development to occur without significant impacts to the natural resources. The community plan also includes areas 69 and 71 that were included in the UGB in 2002 at expected dwelling unit capacities of 884 and 416 respectively. Urbanization of these two areas is dependent on the infrastructure that is necessary to serve the larger South Hillsboro area due to greater efficiencies of serving a large contiguous area of land versus two small isolated areas.

***South Cooper Mountain*** –The City of Beaverton recently completed three planning scenarios for the area (South Cooper Mountain Prospectus, June 1, 2011) that look at creating a complete community that achieves multiple goals of maximizing development capacity, preserving and enhancing ecological functions and working with the marketplace. The scenarios represent three different development programs with a variety of building and neighborhood types that provide for a considerable range of housing options and small scale retail at different density levels. The development of this area would complement the continued build-out of the Murray-Scholls Town Center and the adjacent Murrayhill Marketplace retail area.

***Roy Rogers West*** – The West Bull Mountain Concept Plan that was adopted by Washington County in November, 2010 also included the Roy Rogers West urban reserve area. The concept plan determined that bringing Roy Rogers West into the UGB was “very important to the efficient and cost-effective provision of public facilities and services to the urban portions of the planning area. The two tax lots included in the 49 acre expansion area are critical for public facility and transportation services for the West Bull Mountain Plan area as evidenced in the City of Tigard’s testimony submitted at the public hearing on October 6, 2011. The City of Tigard recently annexed the northern portion (area 64) of the West Bull Mountain Plan area.

The two tax-lots each contain a single family home with the remainder of the larger lot being actively farmed. Addition of these two tax lots to the UGB will impact the existing rural lifestyle of the owners; however the potential economic impact for the owner of the larger tax lot may offset the loss of the rural lifestyle. Some riparian habitat has been identified in the northern portion of the area that will need to be protected through the City of Tigard’s habitat protection measures as outlined in the Tualatin Basin Natural Resource Coordinating Committee’s protection program. Resource land zoned exclusive farm use (EFU) borders this small area to the west and south, however agricultural activities are more prevalent on the land to the west of SW Roy Rogers Road. Tributaries to the Tualatin River provide some buffers for the more extensive agricultural land to the west. The resource land to the south is part of the larger Roy Rogers West urban reserve and may be included in the UGB in the future, thus any buffers that are incorporated into the development of this area should consider the potential for future urban connections to the remainder of the urban reserve land that was part of the West Bull Mountain Plan.

### Large Site Industrial Land

Metro staff recommends adding 330 acres in the North Hillsboro analysis area to the UGB to meet the 20-year large site industrial land needs of the region (Attachment 9). The addition of this area is expected to generate 5,038 jobs over the twenty year period based on a potential 50-50 mix of general industrial and tech-flex jobs. The 5,038 jobs are included in the 300,000 jobs expected over the 2009-2030 period that results in an employment growth rate of 1.35%.

**North Hillsboro** – This area is slightly different from the July 2011 COO Recommendation and the area that MPAC voted to recommend to the Metro Council. One additional tax-lot, 19.5 acres in size, is included. This tax-lot is located in the southwest corner of the area, adjacent to NW Sewell Road and allows for all of the NW Sewell Road right-of-way to be included in the UGB. In addition, including this tax-lot provides for the opportunity to protect all of Waible Creek with one consistent set of urban level natural resource protection measures. There are no inventoried and county protected Goal 5 resources or Goal 7 hazards besides those discussed in the findings.

The City of Hillsboro is actively engaged in efforts to recruit high-tech manufacturers and has worked with the property owners within the expansion area on an agreement to consolidate parcels to meet the needs of large-site industrial users. The site is flat, a requirement for the large industrial building format, contains minimal natural resources, has access to Highway 26 and infrastructure services could be extended from future development of the Evergreen area. The site would complement an existing high-tech manufacturing cluster and the City has a track record of successfully delivering infrastructure services to UGB expansion areas.

In addition to the analysis completed as part of the Metro COO Recommendation, the City completed an infrastructure analysis comparing this area with three other urban reserve areas near Hillsboro, which indicated that urban services could be delivered to this area in a more efficient and cost effective manner (Attachment 10) and also documented other infrastructure delivery and development feasibility issues (Attachment 11).

### **UGB Technical Amendment**

Two properties that were included in a recent island annexation process for the City of Hillsboro (Hillsboro Case File No. 6-08: Island Annexations) are located outside the UGB. Based on a review of Metro UGB records, it appears that the land surrounding these two properties was brought into the UGB in 1981, and for some unknown reason these two properties were not included. The two properties located at 308 and 310 SW Wood Road total 0.83 acres and need to be included in the UGB before any future development can occur under City of Hillsboro urban zoning (Attachment 12).

The following attached document is submitted into the record in support of Ordinance 11-1264A:

Attachment 13 – Intergovernmental Agreement between Metro and Sandy, OR

### **ANALYSIS/INFORMATION**

- 1. Known Opposition:** The selection of land for inclusion in the UGB is a contentious process. A number of parties and organizations have voiced objections to including land in the UGB including individual landowners, the Washington County Farm Bureau, Save Helvetia and 1000 Friends of Oregon.
- 2. Legal Antecedents:** Oregon Revised Statute (ORS) 197.298 and 197.299 and Metro Code Section 3.07.1400 provide evaluation and amendment requirements for an amendment to the urban growth boundary.

3. **Anticipated Effects:** The adoption of Ordinance No. 11-1264A will add 1,985 acres to the urban growth boundary to meet residential and large site industrial land needs to the year 2030.
4. **Budget Impacts:** Any addition to the UGB requires FTE for monitoring and participation in Functional Plan Title 11 new urban area planning. Additional FTE and potential grants to local governments may be needed to assist in the new urban area planning.

## **RECOMMENDED ACTION**

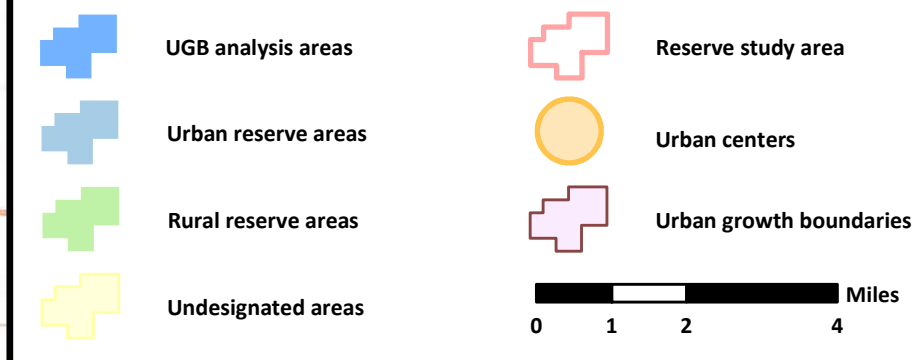
Staff recommends adoption of Ordinance No. 11-1264A.

### List of Attachments

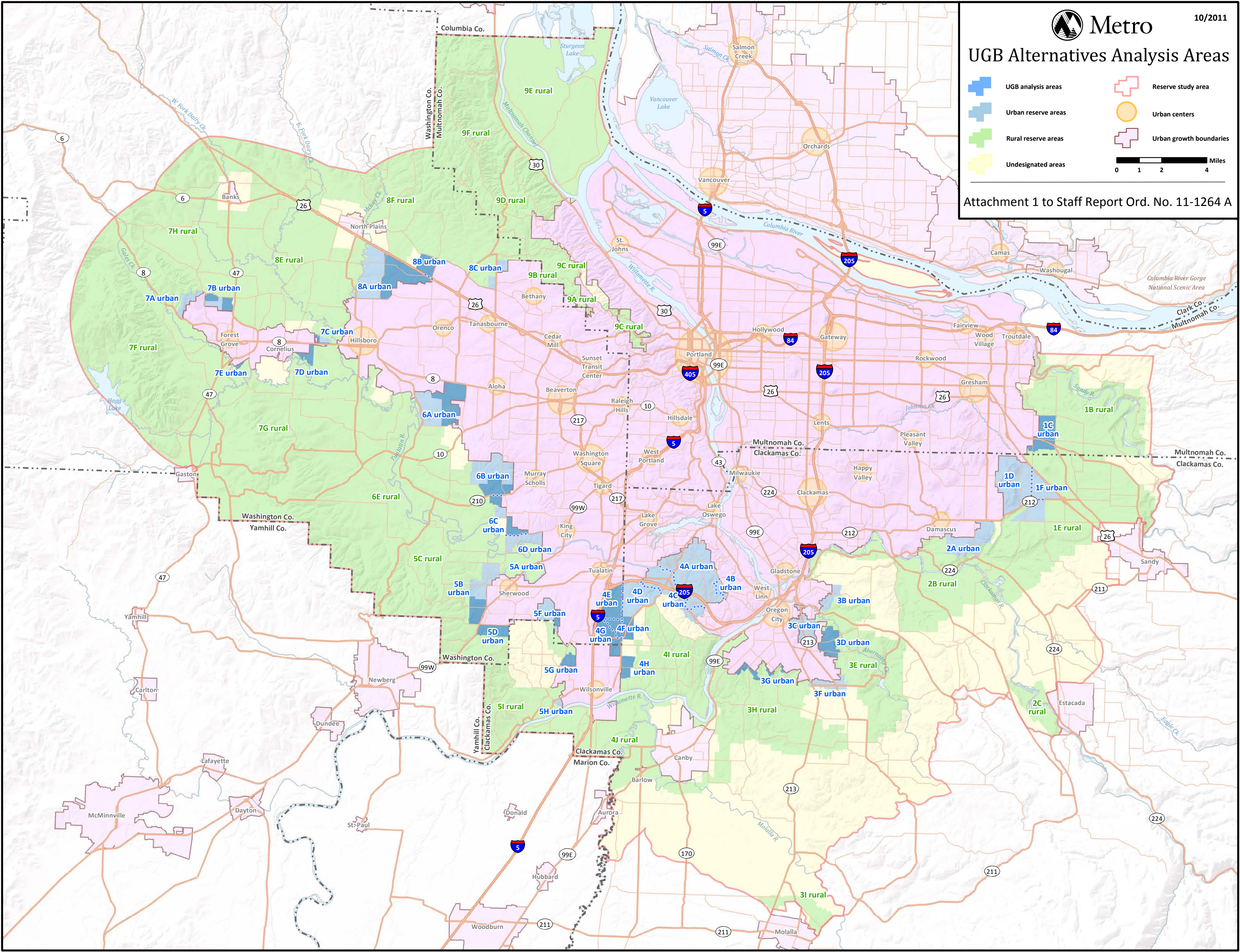
Attachment 1 – UGB Analysis Areas Map  
Attachment 2 – COO Recommendation Map  
Attachment 3 – Summary memorandum from 8/4/11 Metro Council work session  
Attachment 4 – Summary of public comment on COO Recommendation  
Attachment 5 – Metro required notice for potential UGB expansion (example)  
Attachment 6 – South Hillsboro Expansion Area Map  
Attachment 7 – South Cooper Mountain Expansion Area Map  
Attachment 8 – Roy Rogers West Expansion Area Map  
Attachment 9 – North Hillsboro Expansion Area Map  
Attachment 10 – North Hillsboro Industrial Area Infrastructure Analysis  
Attachment 11 – City of Hillsboro document, October 7, 2011  
Attachment 12 – UGB Technical Amendment Map  
Attachment 13 – Intergovernmental Agreement between Metro and Sandy, OR



# UGB Alternatives Analysis Areas



Attachment 1 to Staff Report Ord. No. 11-1264 A



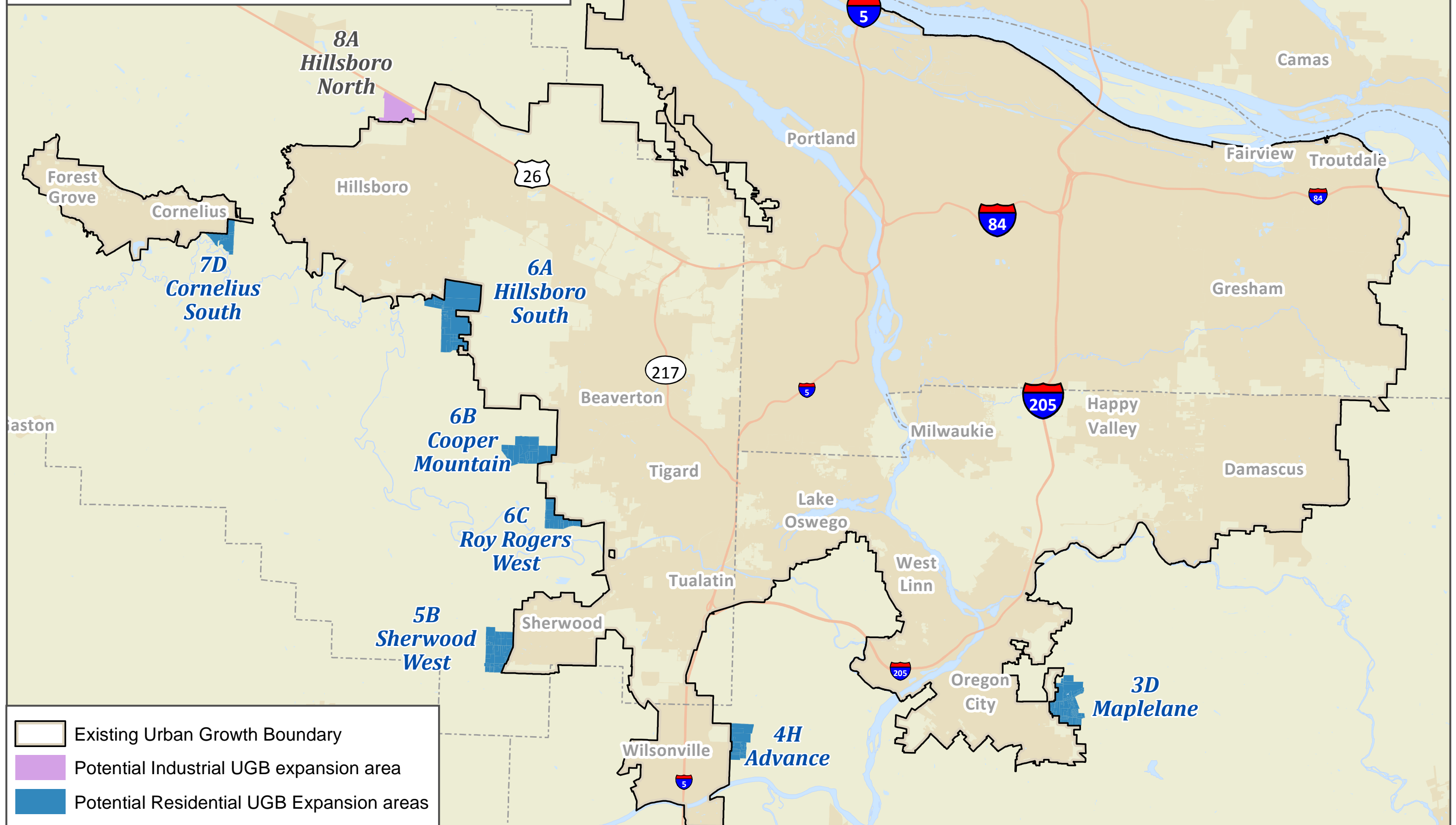




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## COO Recommendation UGB Expansion Options

Attachment 2 to Staff Report Ord. No. 11-1264 A





Date: Monday, August 9, 2011

To: Council President Tom Hughes  
Metro Councilors

From: Tim O'Brien, Principal Regional Planner

Cc: Dan Cooper, Acting Metro Chief Operating Officer  
Richard Benner, Senior Assistant Attorney  
John Williams, Interim Director, Planning and Development

Re: Summary of August 4, 2011 Metro Council Work Session

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Councilor Hosticka poised five questions for the Council to address. These questions and the direction Council provided are listed below:

1. The COO will prepare a draft ordinance to be released in early September; where in the range should the ordinance be directed towards?

The COO's draft ordinance will be directed to the low end of the middle third of the forecast range – 15,400 dwelling units – and will be based on the ranking of the recommended areas as outlined in the July 5<sup>th</sup> COO Recommendation.

2. Individual councilors have received requests from individuals/parties to have their land included in the analysis for inclusion in the UGB. How does the Council get a broader awareness and reaction to these requests?

*Agreed upon process* - If four councilors agree that an additional area should be considered, they need to ask the local government that would govern the area for agreement, and then staff would complete the analysis on the area. This process will be the basis for the 45-day notice to DLCD (and to the general public in the newspaper) that must be done by August 22<sup>nd</sup>, which will include all of the analysis areas. Based on the noticing date, any new area must have the Council and local government agreement by August 18<sup>th</sup>. Below is a table of the areas that Council identified as additional areas that they have received requests on.

Area	Studied (yes/no)	COO Recommended (yes/no)
Borland Road	No	-
Standring Property – 8B	Yes	No
Witch Hazel	No	-
Jin Park – 185 <sup>th</sup> /West Union	No	-
East Cornelius – 7C	Yes	No
Additional Hillsboro Industrial – 8A	Yes	No
Tualatin (Quarry site) – 5F	Yes	No

3. Between the first reading of the growth management ordinance on October 6<sup>th</sup> and the final reading on October 20<sup>th</sup>, is there a process for Councilor amendments?

The Measure 26-29 report, which is sent out to all households within one mile of an area being considered for inclusion in the UGB, must be sent 20 days prior to the final public hearing. Any amendment to the COO draft ordinance would need to be identified prior to September 29<sup>th</sup>, the latest possible Measure 26-29 noticing date. This noticing requirement implies closure on the opportunity to make amendments between the two hearing dates. If an amendment was made and the 26-29 notice did not include the area, a new notice would be required and the final hearing would need to be delayed. Any new area will need to be identified as a substitute or additional area.

4. LCDC has provided notice of a hearing on the capacity ordinance (October 5-7 in Grants Pass). What does this mean to the growth management decision?

LCDC is scheduled to review the capacity ordinance but not to make a final written decision until after the Commission reviews Metro Council action on possible UGB expansion in October. The DLCD staff report is expected to be released on September 14<sup>th</sup>.

5. There has been plenty of news recently that the weak economy will continue longer than previously expected. What does this signify for the growth management decision?

The range forecast identified in the capacity ordinance is still in place. Staff is not re-calculating the urban growth report. The range forecast provides the Council some flexibility in terms of where to plan for, thereby allowing the Council to consider recent economic news in their decision.

MPAC will begin its discussion on the 2011 growth management decision at the August 10<sup>th</sup> meeting, focusing on the COO's large site industrial land recommendation to include in the UGB 310 acres of land north of Hillsboro. The COO's draft ordinance, noted in #1 above, that will be directed towards the low end of the middle third of the forecast range will be presented at the September 14<sup>th</sup> MPAC meeting. MPAC is expected to finalize a recommendation to the Metro Council on the growth management decision at their September 28<sup>th</sup> meeting. The information contained in this memo will be shared with MPAC at the August 10<sup>th</sup> meeting.



Date: August 11, 2011  
To: Metro Council  
From: Ken Ray, senior public affairs coordinator  
Cc: Jim Middaugh, Patty Unfred, Dan Cooper, John Williams  
Re: Public comment on COO recommendation for Fall Growth Management Decision

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This memo summarizes written comments received by Metro between July 5 and August 5, 2011, on the Chief Operating Officer's recommendations for the Fall 2011 Growth Management Decision. Attached to this memo is a spreadsheet summarizing the written comments received, along with a report from DHM Research, Inc., summarizing the results of the Opt In surveys that were conducted between July 15 and August 1.

The announcement of the Chief Operating Officer's recommendations was made on July 5 through the Metro newsfeed and an e-mail message sent from Acting COO Dan Cooper to more than 5000 subscribers of existing Metro e-mail lists. Members of the news media were also notified. Included with the announcement was a list of different ways for interested persons to provide comment on the recommendations, including enrollment in the Opt In panel, attendance at the July 28 open house at the Hillsboro Civic Center, and direct contact with individual councilors.

News articles that mentioned various public comment opportunities include:

- The Oregonian, "Report lists Hillsboro sites as top spots for residential and industrial expansion," July 6.
- Daily Journal of Commerce, "Metro staff makes UGB expansion proposals," July 6.
- Forest Grove News-Times, "Cornelius could add homes in UGB expansion this year," July 13.
- Portland Tribune, "Metro seeks online survey help," July 21.
- Cedar Mill News, "Next round of growth boundary expansions set for fall 2011," July 2011 edition.

Two online surveys – one addressing potential need for expansion of the urban growth boundary for 20-year residential needs, the other addressing 20-year large-lot industrial employment needs – were distributed to Opt In subscribers. Each Opt In participant was sent a link to participate in one of the two surveys, and at the end of the survey the

participants were given an option to take the second survey. In all, 1139 Opt In subscribers completed the industrial lands survey, 1235 subscribers completed the residential survey, and 693 subscribers completed both surveys.

The top line results indicate that approximately 60 percent of participants in the residential survey do not support UGB expansion and expressed support for the Council to settle on the low end of the housing demand range. About 30 percent of the participants in the residential survey expressed some level of support for at least a modest expansion of the UGB. On the employment side, two-thirds of the survey participants feel there is adequate land within the current UGB to meet future industrial employment needs. However, other questions in the survey illustrate openness to a small expansion for residential land, particularly if it protects farmland, and a small expansion for industrial lands to provide the region with more flexibility. A longer and more complete analysis from DHM Research that summarizes the Opt In survey results is attached to this memo.

Also attached to this memo is a table that summarizes the written comments received between July 5 and August 5, which are included in Metro's public record on the urban growth boundary decision and copies of which may be provided to you and members of the public upon request. We received more than 50 written comments, most of which can be categorized as follows:

- Sixteen comments were received, mostly from property owners in and near the Hillsboro area, requesting the Metro Council add land near Hillsboro and elsewhere in Western Washington County to provide for future housing and jobs.
- Twenty-eight comments were received from citizens and property owners urging the Metro Council not to expand the urban growth boundary at this time, citing availability of undeveloped employment land within the current urban growth boundary, transportation and governance issues, and the need for protection of active farmland.
- Three comments were received requesting that the Council consider an urban growth boundary expansion for residential and industrial employment needs in Clackamas County, particularly in the Stafford area.
- The mayors of two cities in Washington County—Forest Grove and Tualatin—requested that additional land adjacent to their cities be considered for possible inclusion in the urban growth boundary. The development and operations director for the city of Cornelius also requested the Council consider additional areas in proposed urban reserves near the city.
- Washington County Commissioner Greg Malinowski submitted written comments in support of adding certain option areas to the urban growth boundary and in opposition to other areas recommended by the COO.

Please contact me if you have any questions about this memo or would like to receive more information about the comments summarized here.

**Public comments received 07-05-11 to 08-05-11**

DOC DATE	TITLE	TO	FROM	STREET ADDRESS	CITY AND STATE	ZIP	EMAIL
7/5/2011	Email: UGB expansion comments/jobs: Metro should focus on retraining and jobs that provide a realistic likelihood of employing Metro residents, including IT and skilled blue collar jobs. Revitalize Benson High School's original purpose and scope.	TO: 2040	FROM: Martha Dibblee			97202	dibblee@hevanet.com
7/5/2011	Email: UGB expansion comments: Approve expansion of the UGB for all the proposed additions	TO: 2040 cc Kathryn Harrington	FROM: John Metcalf				johnrmetcalf@comcast.net
7/5/2011	Email: Investing in our region's future - the controversy over the 185th property rests north of the natural boundary called Abbey Creek. There was no negative testimony in the reserves process on the Jin Park property.	TO: 2040, Dan Cooper	FROM: Thomas VanderZanden				tvz@conifergroup.com
7/8/2011	Email: Investing in our region's future - only one open house in Hillsboro is not acceptable, with questions about the Stafford area, with response from Carlotta Collette	TO: Carlotta Collette	FROM: Sally Quimby				
7/11/2011	Email: Why wasn't our 177 acres included in the UGB recommendation, with response from Tom Hughes	TO: Tom Hughes	FROM: Lou Ogden, Mayor, City of Tualatin				lou.ogden@juno.com
7/11/2011	Memo: Metro COO Dan Cooper's UGB Expansion Recommendations - all cities in Washington County get benefits with the exception of Forest Grove. The city lacks large lot industrial sites. Forest Grove is not included in the proposed UGB expansion. Supports Mayor Lou Ogden's request for Tualatin	TO: Metro Policy Advisory Committee, Washington County Coordinating Committee	FROM: Mayor Peter Truax, City of Forest Grove				
7/11/2011	Email: UGB expansion comments: More growth is needed for housing in the Washington County/Hillsboro area.	TO: 2040, cc petefun@aol.com, suel10@aol.com	FROM: Ruth Ephraim				
7/11/2011	Email: UGB expansion comments: More growth is needed for housing in the Washington County/Hillsboro area, near where the jobs are. The UGB should be expanded where people want to live.	TO: 2040, cc petefun@aol.com, lephraim@aol.com	FROM: Susan Benyowitz				
7/12/2011	Email: Expand the UGB in Washington County	TO: 2040	FROM: Bev Blum				
7/12/2011	Letter: Referral of the Oral Remand of the Urban and Rural Reserve Designations in Washington County to the Land Conservation and Development Commission (LCDC)	TO: Tom Hughes, Charlotte Lehan, Jeff Cogen, Andy Duyck cc Jennifer Donnelly, Rob Hallyburton, Darren Nichols, Dan Chandler, Chuck Beasley, Brent Curtis, Richard Benner, objectors	FROM: Jim Rue, Acting Director, Oregon Department of Land Conservation and Development				
7/14/2011	Email: If area 6C gets included, there must be a way to include the Jin property. Carl offered that a special designation could be considered.	TO: Tom Hughes	FROM: Thomas VanderZanden				tvz@conifergroup.com
7/18/2011	Email: Proposed urban growth expansion south of Hillsboro - opposes expansion south of Hillsboro and TV Hwy	TO: 2040	FROM: Michele Whittaker				
7/19/2011	Email: Expanding the UGB: considering any expansion of the UGB at this time is unnecessary and unwise, with specific reference to Beaverton and Hillsboro	TO: 2040	FROM: Joseph Peter				
7/19/2011	E-news letter - CLF News and Networks: There is a better choice: Don't expand the UGB in 2011 - from 1000 Friends of Oregon						
7/20/2011	Email: Please don't extend the UGB - most new jobs are from small businesses, market is depressed for new housing and Wash Co is proud of the farming community	TO: Kathryn Harrington cc tara@friends.org	FROM: Kathy Cvetko				cvet55@comcast.net
7/20/2011	Email: UGB proposal - Refrain from expanding the current UGB. We don't need new land for either industrial or housing at present nor can we afford the added infrastructure	TO: Kathryn Harrington	FROM: Barbara Robertson				brachapdx@gmail.com
7/22/2011	Email: Proposed 2011 Urban Growth Expansion - consider the importance of preserving agricultural land north of highway 26 in Washington County before including more land for urban development or leaving as undesignated	TO: Metro Council	FROM: Mel and Wendy Mortensen				
7/23/2011	Email: UGB Expansion - 6th generation property owners west of King City and south of Beef Bend Rd opposed to UGB expansion and change to farmland and rural areas	TO: Dan Cooper	FROM: Mike Meyer				
7/23/2011	Email: Give your feedback on Metro's growth management decision - Clackamas needs industrial and office park lands to zone for current and future job needs	TO: 2040	FROM: seigneur2@comcast.net				
7/25/2011	Email: urban growth boundary: Many vacant homes and lots awaiting development - wait 5 more years to extend the boundary	TO: 2040	FROM: Donnelleigh Mounce		Aloha OR		

DOC DATE	TITLE	TO	FROM	STREET ADDRESS	CITY AND STATE	ZIP	EMAIL
7/25/2011	Letter: Metro UGB expansion discussion - North Hillsboro UGB expansion, South Hillsboro UGB expansion. Includes Fact Sheet: 2011 Urban Growth Boundary Expansion - City of Hillsboro North Hillsboro Industrial Area, 3 maps, Fact Sheet: 2011 Urban Growth Boundary Expansion - City of Hillsboro South Hillsboro Great Community, Summary of Highlights from pending supply and demand study of housing in West Washington County, Memo dated 10/13/10 from Johnson Reid titled Impact of South Hillsboro on proposed Tanasbourne/AmberGlen Regional Center, Memo to Patrick Ribellia dated 07/12/11 titled EES Analysis in Table 2 of COO Report from Jeff Bachrach, Info sheet titled Cornelius Pass railroad crossing/infrastructure/South Hillsboro community plan	TO: President Tom Hughes and Metro Councilors cc Dan Cooper	FROM: Mayor Jerry Willey, City of Hillsboro	150 E Main St	Hillsboro OR	97123	
7/26/2011	Letter: Stongly disputes that VanRose property, originally included as Site # 5, has wetland issues and only 80 developable acres. Three reasons given to review the Johnson Reid report. Hillsboro needs more industrial sites - our land meets and exceeds all of their requirements - Expand the UGB	TO: Kathryn Harrington	FROM: Gerald L. VanderZanden	6000 NW Jackson School Rd	Hillsboro OR	97124	
7/27/2011	Email: UGB input - Hold the line while opening unused lots and incentives to lure new industry to Portland - limit the UGB to existing space	TO: Rex Burkholder, Tom Hughes, Kathryn Harrington, Carlotta Collette, Shirley Craddick, Carl Hosticka, Barbara Roberts	FROM: Todd Henion				kinetic27@gmail.com
7/27/2011	Email: Metro's growth management decision - Stafford Triangle? Start planning Stafford, vast majority of large lot landowners wish to be included in the UGB, this is the most cost-effective area to extend services	TO: Rex Burkholder, Tom Hughes, Kathryn Harrington, Carlotta Collette, Shirley Craddick, Carl Hosticka, Barbara Roberts	FROM: Mike Stewart				mikestewart1133@yahoo.com
7/28/2011	Email: Urban Growth Boundary - supports a tight growth boundary - do not enlarge the urban area	TO: 2040	FROM: Dell Goldsmith				dell.goldsmith@gmail.com
7/28/2011	Memo: Land Conservation and Development Hearing on Metro Urban and Rural Reserves, including report and recommendation concerning the continued hearing on urban and rural reserves adopted by Clackamas, Multnomah and Washington Counties and Metro	TO: Tom Hughes, Charlotte Lehan, Jeff Cogen, Andy Duyck cc John VanLandingham, Objectors, Local government contacts	FROM: Jim Rue, Acting Director, Oregon Department of Land Conservation and Development				
7/28/2011	Public comment: No expansion in Helvetia and Cornelius because this is prime farmland.	TO: Metro Council	FROM: Blaine Ackley		Hillsboro OR		
7/28/2011	Letter submitted at 07/28/11 open house: Property owners ask that their property be added to the UGB for industrial use, dated Oct 15, 2010	TO: Acting President Carlotta Collette and Metro Councilors cc Michael Jordan, Hillsboro City Council, Hillsboro Planning Commission	FROM: Charlotte, Donald and Juanita Alderton, Alayne Bryan, James or Donna Burns, Thomas Clocker, Maxine Erdman, Arne Nyberg, Jung Park, Marvin or Alice Suess, Tsung-Whei or Su-Mei Tsai, Mayor Jerry Willey				
7/28/2011	Public comment: Do not expand the UGB this cycle - Hillsboro/Wash Co has 917 acres of industrial land brought into the UGB 2002, 2004, 2005; we are in a recession	TO: Metro Council	FROM: Cherry Amabisca		Hillsboro OR		
7/28/2011	Public comment: No UGB expansion - save Helvetia and Cornelius	TO: Metro Council	FROM: Fran Beeke		Hillsboro OR		
7/28/2011	Public comment: Area 8A not needed at this time - there is over 750 acres of industrial land in the current Hillsboro UGB - any industrial land should stay south of hwy 26, residential infill should be encouraged, any residential land brought in should be high density. 20 per acre	TO: Metro Council	FROM: Brian Beinlich		North Plains OR		
7/28/2011	Public comment: Has 30 acres in south Hillsboro area and supports bringing it into the UGB	TO: Metro Council	FROM: Leonard Bernhardt		Beaverton OR		
7/28/2011	Public comment: Would like to be in the north Hillsboro expansion, adjoining property currently in the UGB, proposed expansion stops at their property line	TO: Metro Council	FROM: James Burns		Hillsboro OR		
7/28/2011	Public comment: No need to expand the UGB at this time - any UGB expansion for residential needs to be high density - includes attached news articles	TO: Metro Council	FROM: Carol Chesarek		Portland OR		
7/28/2011	Public comment: Consider infrastructure and traffic - don't burden existing property owners with development that is not wanted	TO: Metro Council	FROM: Lona Nelson Frank		Beaverton OR		
7/28/2011	Public comment: Owners in study area 8A are willing to be brought into UGB for large lot industrial - includes attachments	TO: Metro Council	FROM: Gary Gentemann		Tigard OR		
7/28/2011	Public comment: Area north of hwy 26, west of Helvetia Rd - included here is 125 acres of agricultural foundation farmland - agriculture is an important industry - this area needs to be saved for farming	TO: Metro Council	FROM: DeLoris Gossen		Portland OR		
7/28/2011	Public comment: Hillsboro North - UGB expansion not needed this cycle - Hillsboro already has about 1000 acres of underdeveloped land	TO: Metro Council	FROM: Gaylene Gossen		Portland OR		



DOC DATE	TITLE	TO	FROM	STREET ADDRESS	CITY AND STATE	ZIP	EMAIL
7/28/2011	Public comment: Commends staff for work and focus on community development and sustainability	TO: Metro Council	FROM: Kevin Holtzman, Century 21		Beaverton OR		
7/28/2011	Public comment: No UGB expansion at this time - more land is not required to accommodate growth - we have enough land in UGB - small businesses provide the most jobs	TO: Metro Council	FROM: Faun Hosey		Hillsboro OR		
7/28/2011	Public comment: If range for large lot industrial land is 200-1500 acres, 310 seems low - don't underplan for employment	TO: Metro Council	FROM: Bob LeFeber, CREEC				
7/28/2011	Letter submitted at 07/28/11 open house: South Hillsboro addition to the UGB should be postponed, supports adding South Cooper Mountain, Roy Rogers West should be considered at a higher density, Cornelius South should not be pursued at this time, Sherwood West not recommended at this time, Advance and Mapelane not recommended at this time - given the economic climate, don't add land that might not be needed - does Metro have a policy of adding land every 5 years, whether we need it or not?	TO: Metro Council	FROM: Greg Malinowski, Washington County Commissioner		Hillsboro OR		
7/28/2011	Public comment: UGB should be expanded for residential only where jobs are - transportation problems for Roy Rogers and South Cooper Mtn - resolve these problems before adding more residential land	TO: Metro Council	FROM: Mary Manseau				
7/28/2011	Public comment: Roy Rogers West should not come into the UGB until governance issues are resolved. North of hwy 26 - lands should not be brought into the UGB until the governance issue of Cedar Creek (Cedar Mill to Rock Creek) is determined. We have plenty of undeveloped land within the UGB. Helvetia area should be left outside the UGB at this time	TO: Metro Council	FROM: Marty Moyer		Portland OR		
7/28/2011	Public comment: Build upward, revitalize Main St Hillsboro, supports locally grown food - there is plenty of developed land, empty lots and buildings - use them	TO: Metro Council	FROM: Teresa Tse and Edward Maurina III		Hillsboro OR		
7/28/2011	Public comment: No UGB expansion until proven demand outpaces supply, prosperity equation is addressed, protect and restore native ecology, population of Wash Co is fully area of changes growth will bring, confirmed funding of infrastructure improvements, Metro develops guidelines and standards for regional improvements, calculate real value of farmland as the basis for the agricultural industry	TO: Metro Council	FROM: Henry Oberhelman		Hillsboro OR		
7/28/2011	Public comment: No UGB expansion at this time - ample vacant land and reusable property within the current UGB - Cornelius and Hillsboro in particular need to focus on better use of existing urban land	TO: Metro Council	FROM: Linda Peters		North Plains OR		
7/28/2011	Letter submitted at 07/28/11 open house: Farmland is our most precious resource, more large parcels of development land are not needed, don't allow a few very rich and influential outsiders line their pockets	TO: Metro Council	FROM: Ellen R. Saunders		Manning OR		
7/28/2011	Public comment: His Hazelnut farm is on prime farmland located north of hwy 26 on 321 acres designated urban reserve ; says this land is not needed for UGB as there is sufficient land located north of hwy 26 currently not in use for industry - save farms that are already in production	TO: Metro Council	FROM: Don Schoen, Rollin Acres Hazelnuts		Hillsboro OR		
7/28/2011	Letter submitted as unable to attend 07/28/11 open house: Testimony at Hillsboro - Clackamas County may be willing to pay for some of the master planning costs of Stafford - includes testimony prepared for Hillsboro Thurs meeting 7/28/11 - Stafford area needs to be brought into the UGB - very low cost to serve area, Clackamas County needs employment: additional reasons listed	TO: Carlotta Collette, cc Burton Weast	FROM: Herb Koss				herbk43@comcast.net
7/29/2011	Email: Expansion of the UGB in North Hillsboro - In favor of the expansion of the UGB in north Hillsboro - neighbors owning 310 acres wish to be brought into the UGB	TO: 2040	FROM: Alayne & Ken Bryan				evakb@juno.com
7/29/2011	Email: Metro's growth management decision - Stafford Triangle - expand the UGB to include the Stafford Triangle - vast majority of landowners wish to be included in the UGB	TO: Rex Burkholder, Tom Hughes, Kathryn Harrington, Carlotta Collette, Shirley Craddick, Carl Hosticka, Barbara Roberts	FROM: Art and Patricia Fiala, Dave and Trina Fiala, John and Meg Fiala				artf5757@hotmail.com
7/31/2011	Email: Comments on potential UGB expansions - comments are based on July 5, 2011 COO report - key consideration casts doubt on the need for UGB expansion, with specific comments on other parts of the report - no to any UGB expansion - includes Charter of the New Urbanism - see Visualizing Density available through the Lincoln Institute of Land Policy	TO: 2040	FROM: Colin Cortes				colin.m.cortes@gmail.com
8/2/2011	Email: UGB expansion - opposed to any expansion of the UGB - Port of Portland has hundreds of acres at prime intersection of road, rail and water routes that is used for parking lots	TO: Tom Hughes	FROM: Rick Potestio				rick@potestiostudio.com

DOC DATE	TITLE	TO	FROM	STREET ADDRESS	CITY AND STATE	ZIP	EMAIL
8/4/2011	Email: Today's Metro Council Work Session/Witch Hazel Village - South - concern that Hazel Village - South is not included in the notice area; includes 09/3/10 letter to Metro Councilors re: Response to COO Recommendations - Community Investment Strategy, August 10, 2010 - Proposal to consider the Witch Hazel Village South area as an addition to the regional urban growth boundary	TO: Tom Hughes cc Art Lutz	FROM: Wink Brooks				winkbrooks@comcast.net
8/4/2011	Memo: The Aloha-Reedville community's inability to have their legitimate concerns regarding transportation impacts of future UGB expansion recognized within the decision making process	TO: Kathryn Harrington, Dick Schouten cc Metro Council, Washington County Board of Commissioners, media	FROM: Steve Larrance				
8/5/2011	Letter: Please look at two areas proposed by the City of Cornelius - on the 2010 Proposal Map, they are noted as areas B and C. Cornelius South is 210 acres, and Cornelius East (from Reserves Area 7-C) is 56 acres. Includes map titled Cornelius UGB Expansion 2010 Proposal, Maps for Area 7-C and document titled Cornelius East Analysis Area (7C), Maps for area 7-D and Cornelius and document titled Cornelius South Analysis Area (7D)	TO: President Hughes and Metro Councilors	FROM: Richard Meyer, Development and Operations Director, City of Cornelius				



**PREPARED FOR:**

**METRO**

**Opt In – UGB Industrial and Residential Expansion Survey**

**August 2011**

**PREPARED BY:**

**DHM RESEARCH**

**(503) 220-0575 • 203 SW Pine St., Portland, OR 97204 • [www.dhmresearch.com](http://www.dhmresearch.com)**

## 1. INTRODUCTION & METHODOLOGY

Davis, Hibbitts & Midghall, Inc. (DHM Research) conducted two online surveys among Opt In members to assess their opinions about the Urban Growth Boundary and ask them which areas, if any, should be included in the UGB for future neighborhoods and industrial sites.

**Methodology:** Half of the panel members were emailed an invitation to participate in the Residential UGB Survey, and the other half were asked to participate in the Industrial Lands UGB Survey. At the end of each survey, Opt In members had the option to complete the other survey. The surveys were available to members between July 15 and August 1, 2011.

A total of 1,139 members completed the Industrial Lands UGB survey, 1,275 completed the Residential UGB survey. There were 693 members who completed both surveys.

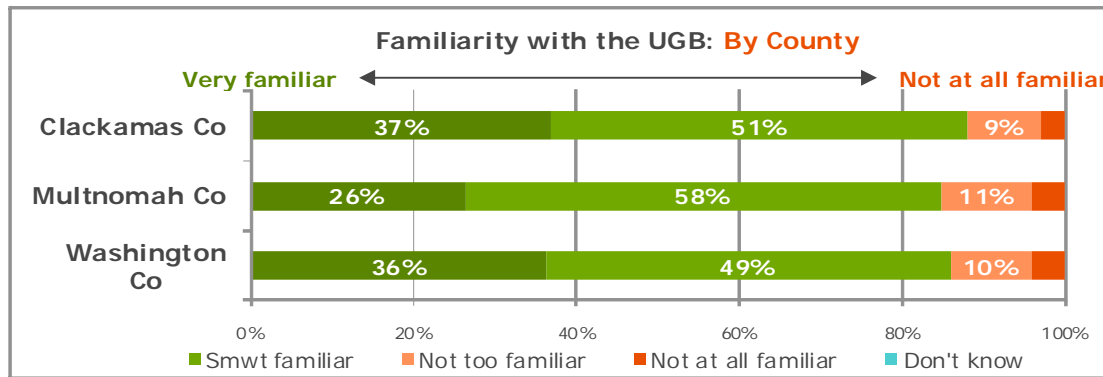
The surveys were hosted on an independent and secure DHM server and available to respondents 24 hours a day. In gathering responses, DHM employed quality control measures, including pre-testing and monitoring the online survey to identify potential browser issues.

**Statement of Limitations:** As the member profile of the Opt In panel is not yet representative of the region, online surveys with members are not scientifically valid samplings of the region's population. This type of online research is a form of public engagement and outreach.

**DHM Research:** Davis, Hibbitts & Midghall, Inc. has been providing opinion research and consultation throughout the Pacific Northwest and other regions for over three decades. The firm is non-partisan and independent and specializes in research projects to support public policy-making. [www.dhmresearch.com](http://www.dhmresearch.com)

## 2. KEY FINDINGS

**Many Opt In members are familiar with the urban growth boundary.** In both surveys, just over eight in 10 said they were somewhat or very familiar with the urban growth boundary. Approximately one-half said they are only “somewhat” familiar with the UGB.<sup>1</sup>

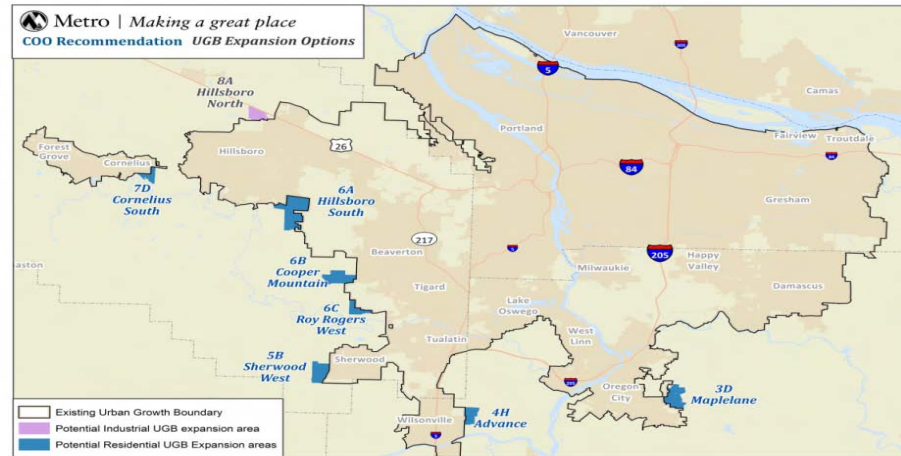


**Demographic Differences:** Members in Clackamas and Washington counties consider themselves more familiar with the urban growth boundary than their counterparts in Multnomah County – four in 10 from Clackamas and Washington counties said they are “very” familiar with the UGB, compared to three in 10 from Multnomah County.

Men and residents ages 35 and older also consider themselves more familiar with the UGB than their counterparts.

### Regional Urban Growth Boundary and Proposed Expansion Areas

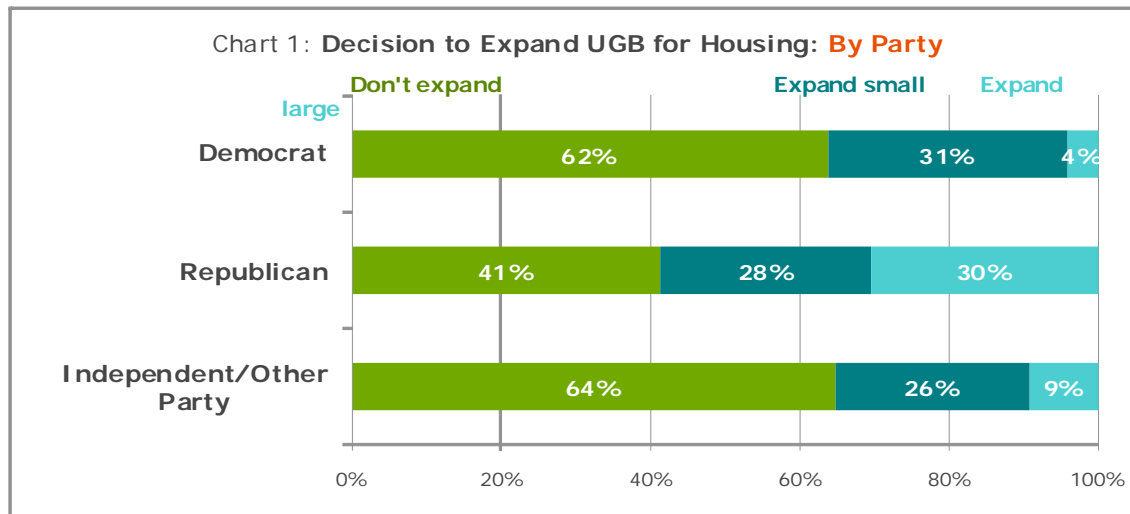
<sup>1</sup> Numbers for familiarity with UGB survey are from the Industrial Lands survey. Numbers between two surveys are almost identical.



## Opinions About RESIDENTIAL LAND Expansion

**The decision to expand the urban growth boundary is a conflicting issue for members.** When asked generally what approach Metro should take in managing the UGB at this time, six in 10 (60%) said they **do not want the Metro Council to expand the UGB right now**, and want planning to be on the low end for the estimated housing demands in the region.




Close to four in 10, however, think there should be *some* expansion: three in 10 (29%) think **there should be a small UGB expansion right now**, and a larger expansion should be considered in a few years. Approximately three in 10 in each subgroup are of this opinion. Less than one in 10 (8%) think **the Council should make a larger expansion of the UGB now based on the assumption that the region will need the high end for housing**.



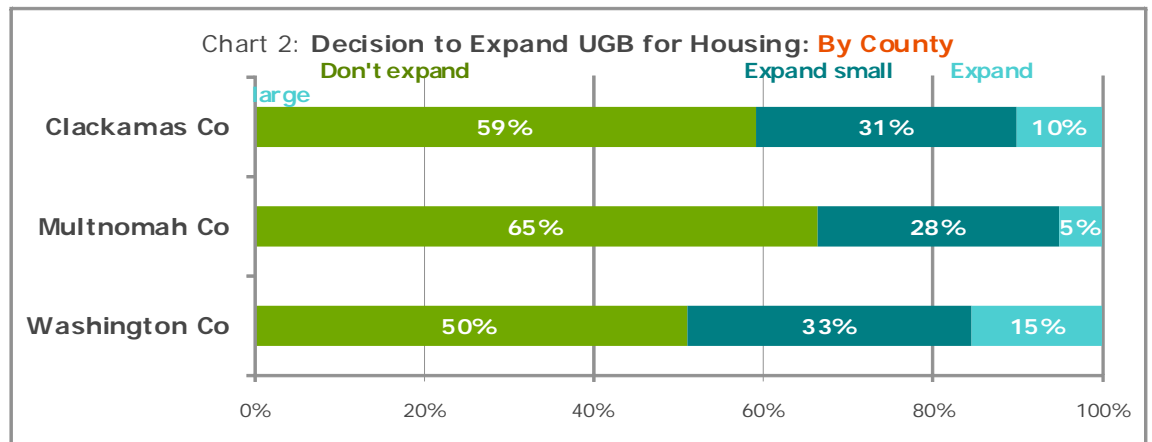
**Demographic Differences:** A majority of members do not think there should be an expansion, with the exception of Republicans (41% are of this opinion compared to 62% of Democrats and 64% of Independents).

Republicans are almost evenly divided between not expanding the UGB (41%), making a small expansion (28%), and making a large expansion (30%).

### Legend: Charts 1 & 2

-  Do not expand the UGB right now and plan for the low end of the estimated need for housing.
-  Make a small expansion of the UGB right now to accommodate future housing needs and consider a larger expansion in a few years if necessary.
-  Make a larger expansion of the UGB now based on the assumption that the region will need the high end for housing.

**Demographic Differences:** Members under 35 (68%) are more likely to think there should not be an expansion than those 35 and older (58%). Decided majorities in Multnomah (65%) and Clackamas (59%) counties also think there should not be an expansion, compared to 50% of members living in Washington County.



**There is a core of strong supporters for each expansion option, and a core of strong opposers. However, most members are softer or undecided in their opinions.** Approximately one in 10 “strongly” support most options, while one-quarter “strongly” oppose each. The remaining 75% of members are either in soft support, soft opposition, or are unsure.

Of the seven options given to members, none received an overall majority support from members; the most popular options were:

- **49% support** bringing 1,063 acres located south of Hillsboro and the Tualatin Valley Highway within the UGB to make a residential community of 7,150 houses.



**Demographic Differences:** This option gains majority support from Clackamas (56%) and Washington (56%) county residents, those ages 35 and older (50%), and Republicans (64%).

Fifty-three percent (53%) of residents who said they were open to at least one of the options being implemented by Metro Council chose the South Hillsboro option. This option was also the most popular with Multnomah County residents, Democrats, and Independents, although not with majorities in any of these groups.



- **41% support** bring 543 acres south of Cooper Mountain and located north of Scholls Ferry Road near Beaverton within the UGB to supply between 2,900 and 6,300 new houses.



This garners majority support among from Clackamas County residents (52%) and Republicans (57%).

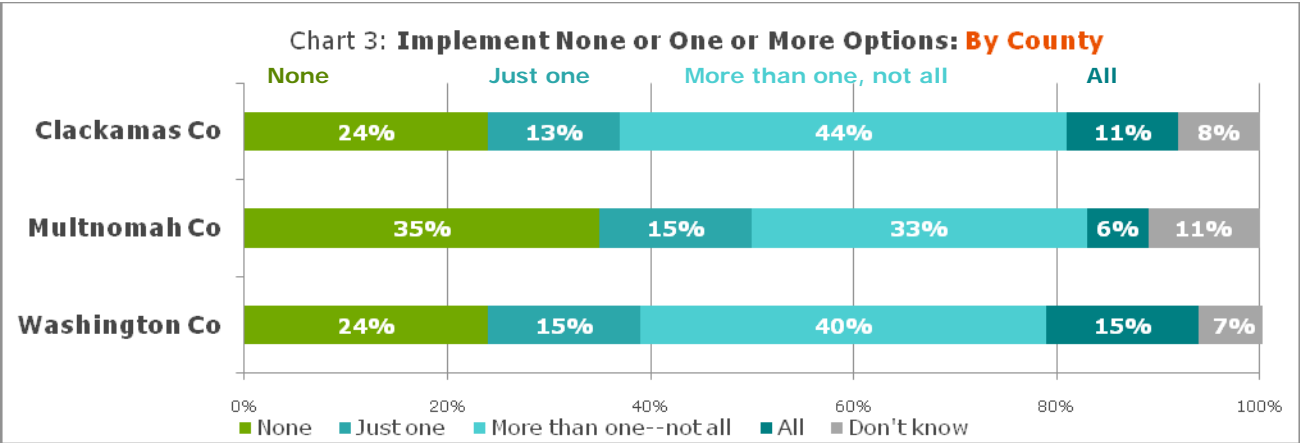
Thirty-nine percent (39%) of residents who said they were open to at least one of the options being implemented chose the South Cooper Mountain option.

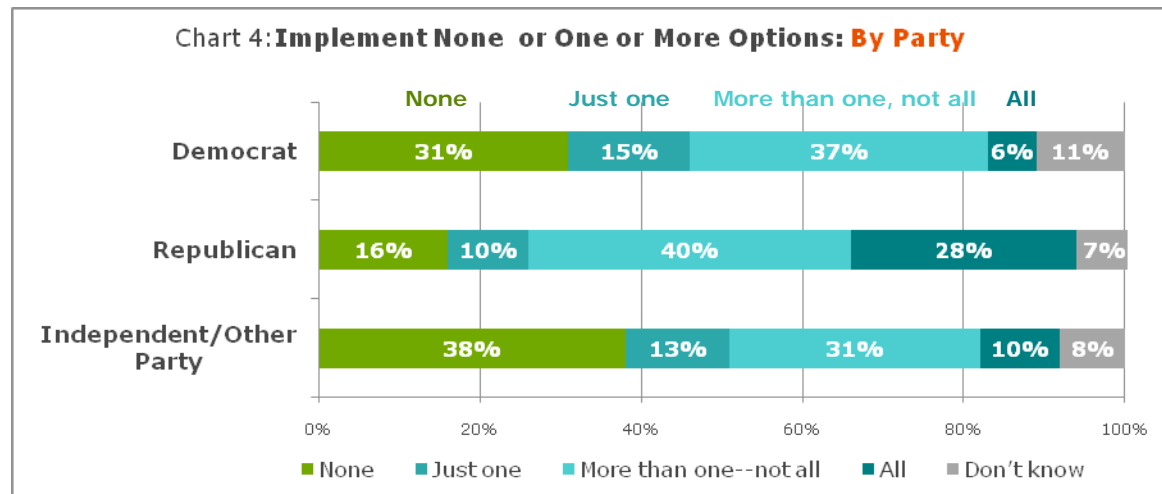
#### Other options are less popular.

- **39% support** bringing 210 acres of the southeastern corner of Cornelius within the urban growth boundary.
- **37% support** bringing 256 acres located west of Tigard near the intersection of Southwest Roy Rogers Road and Southwest Beef Bend Road within the urban growth boundary.
- **32% support** bringing an additional 573 acres in the Maplelane area just east of Oregon City within the urban growth boundary.
- **31% support** bringing 496 acres west of the City of Sherwood near Highway 99W and Southwest Kruger Road within the urban growth boundary.
- **31% support** bringing 316 acres east of City of Wilsonville near Advance Road within the urban growth boundary.

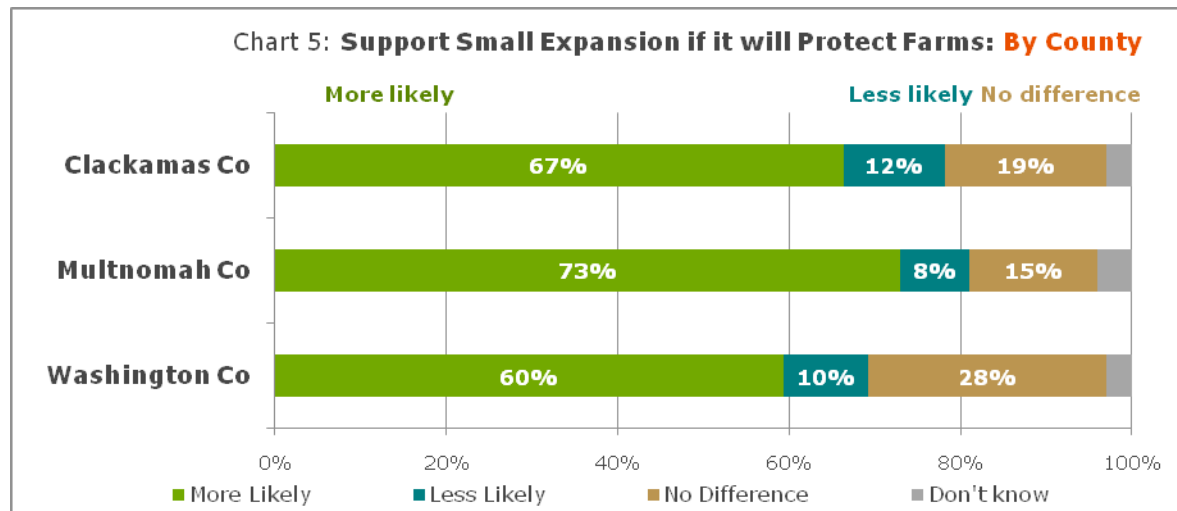
**While no option received a majority support from members, six in 10 members said that Metro Council should implement at least one of the options, with the expansion in Hillsboro being the most popular choice.** A core group said none of the options given should be implemented. This group was more likely to be Democrats (31%), Independents (38%), and residents of Multnomah County (35%).

Six in 10 said Metro Council should implement one (14%), more than one but not all (36%), or all of the options (9%). Residents of Washington and Clackamas counties are most likely to be open to implementing *at least* one of the options.



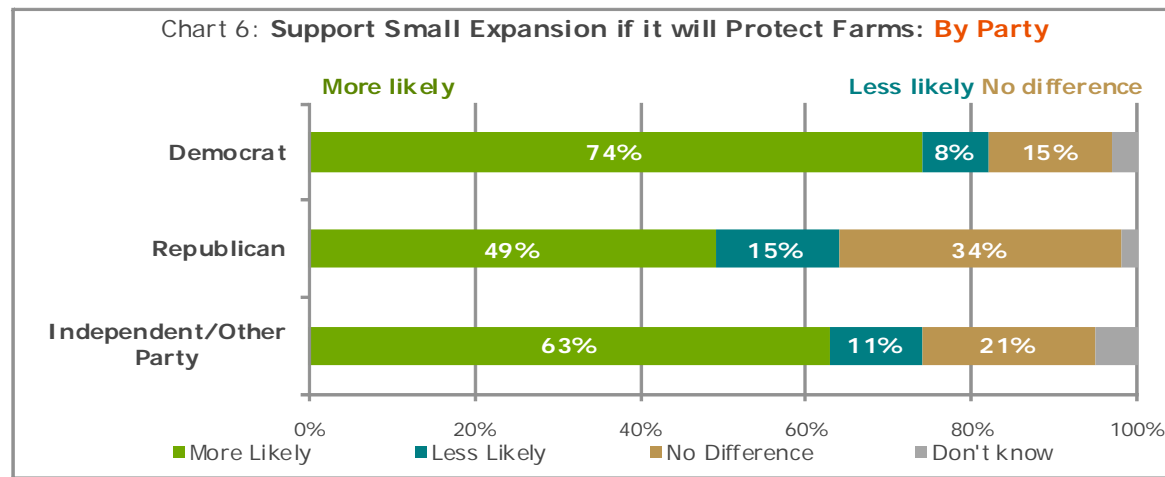


**Members value protecting farms in the region, and view this as the best reason to make only a small expansion, if one is made at all.** With the exception of Republicans, six in 10 in each subgroup are more likely to support only a small expansion of the UGB because it would keep more farmland in production. Republicans say this does not impact their support one way or the other.

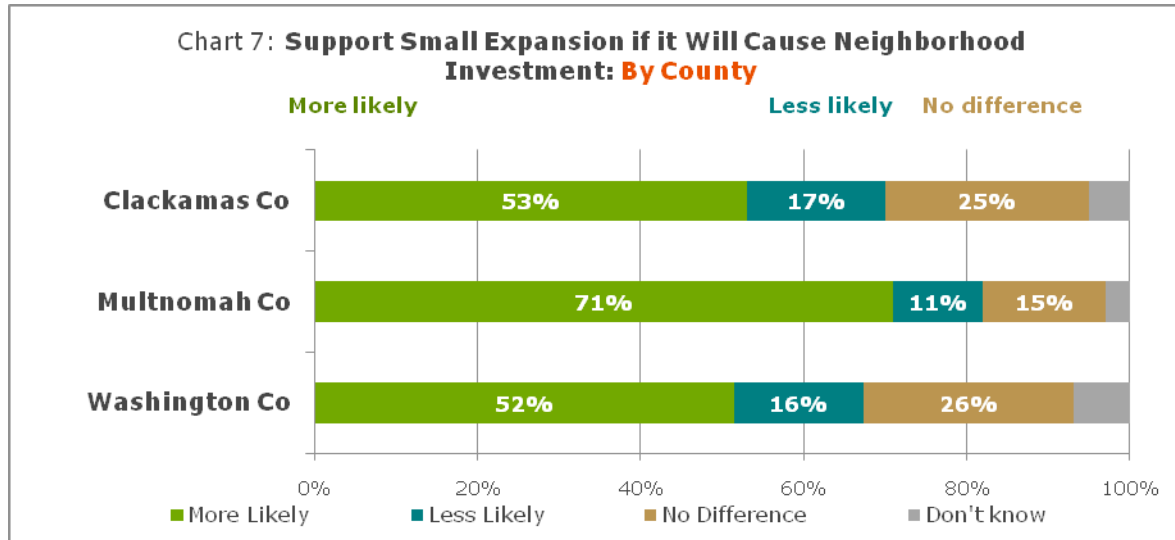


#### Demographic Differences:

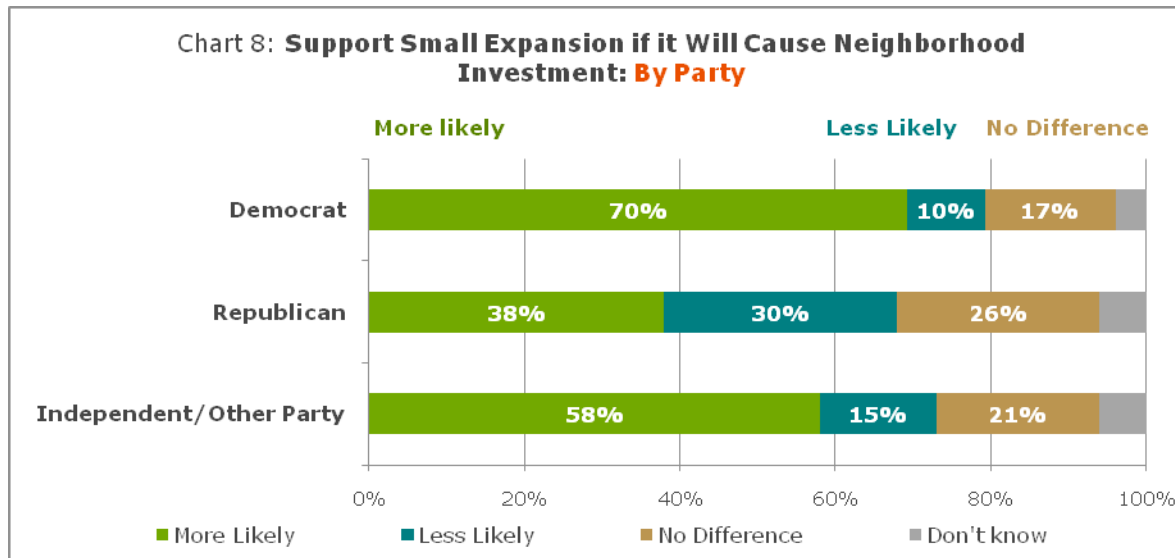
Majorities of members in each county support making a small expansion if it will protect farmland, although Washington County residents (60%), who are most likely to support a large expansion, are not as convinced as their counterparts in Clackamas (67%) and Multnomah (73%) counties.



Overall, 64% said they are more likely to support a **small expansion of the UGB because it would mean more dollars are invested in improving existing neighborhoods**, but certain subgroups are less persuaded.



**Demographic Differences:** The argument that it would cause more neighborhood investment is more likely to move Multnomah County residents (71%) to support a small expansion than those in Clackamas (53%) and Washington (52%) counties, who are more likely to say it does not impact their opinion.



This argument is also more likely to ignite support among Democrats (70%) than Independents (58%) or Republicans (38%). In fact, Republicans are divided between this making them more likely to support a small expansion (38%), less likely (30%), and it making no difference to their opinion (26%).

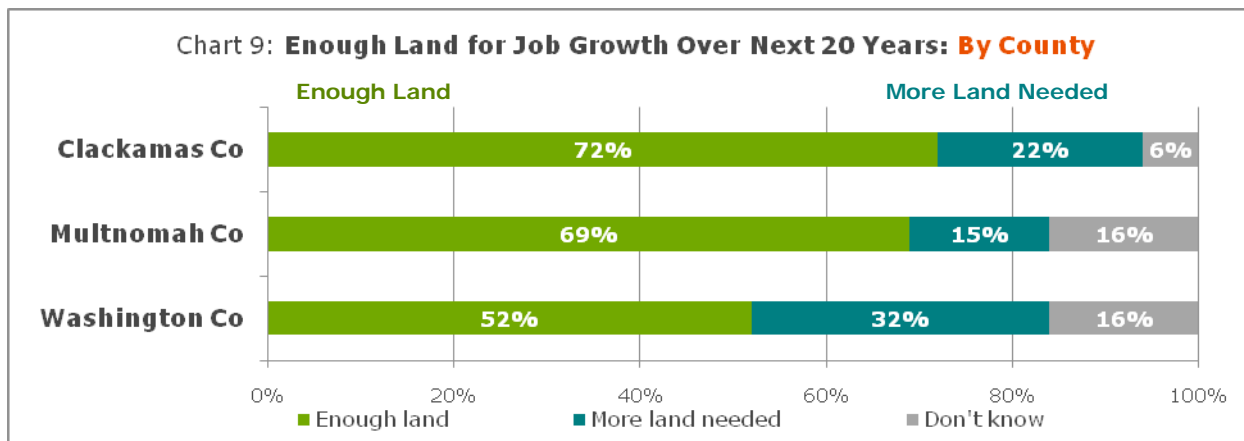
One-half (50%) of members would be more likely to support **a small expansion of the UGB because it would result in most new housing being built as small units in existing neighborhoods, which could increase the number of homes in some areas.**

**Demographic Differences:** Fifty-three percent (53%) of Multnomah County residents said they would be more likely to support a small expansion because of this, compared to 42% of residents in Clackamas County and 45% of residents in Washington County. This argument also does better with Democrats (56%) than Independents (43%) or Republicans (32%).

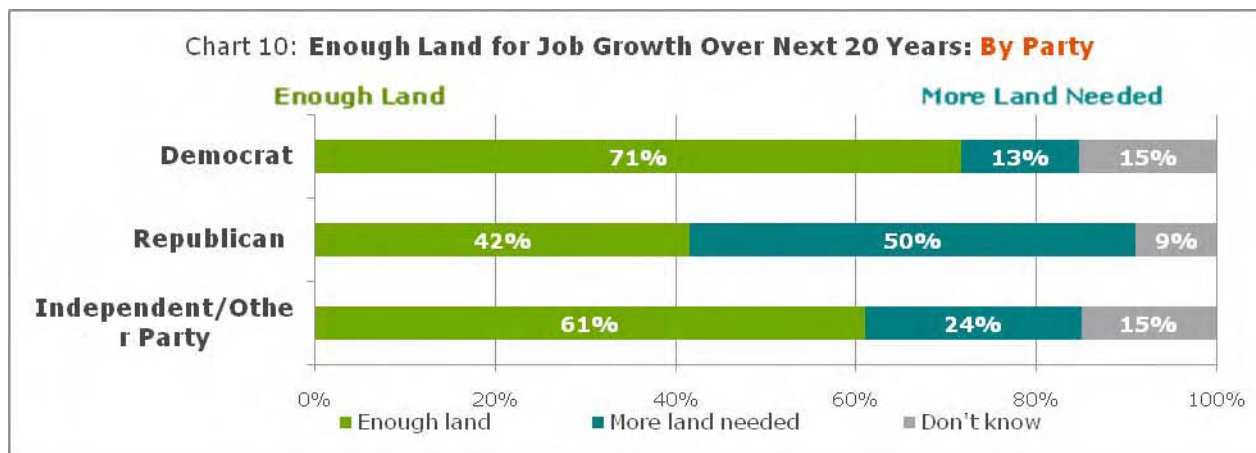
Finally, four in ten members (42%) said it makes no difference to them if a **small expansion to the UGB drives more population to cities outside the UGB**, 20% said this makes them more likely to support it, and 29% said it makes them less likely. Findings are relatively similar by demographic subgroups.

## Opinions About INDUSTRIAL LAND Expansion

**High majorities of members think there is enough land within the urban growth boundary to accommodate job growth in the region over the next 20 years.** A majority in each subgroup said they think there is enough land in the urban growth boundary to accommodate job growth over the next 20 years. With the exception of Republicans, a majority of all demographic groups share this opinion.



**Demographic Differences:** Residents living in Clackamas (72%) and Multnomah (69%) counties are more likely to think there is enough land for job growth in the next 20 years than those in Washington County (52%).

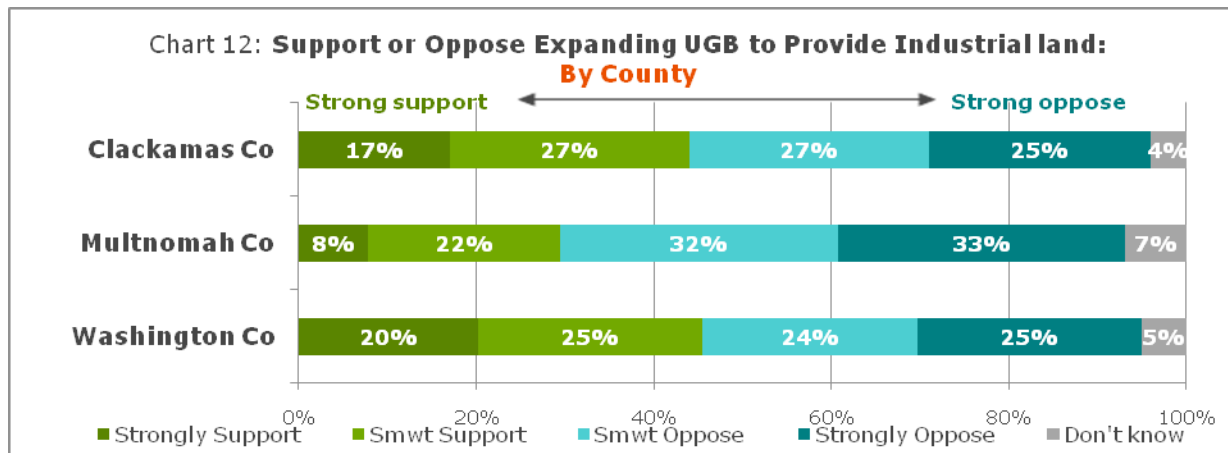
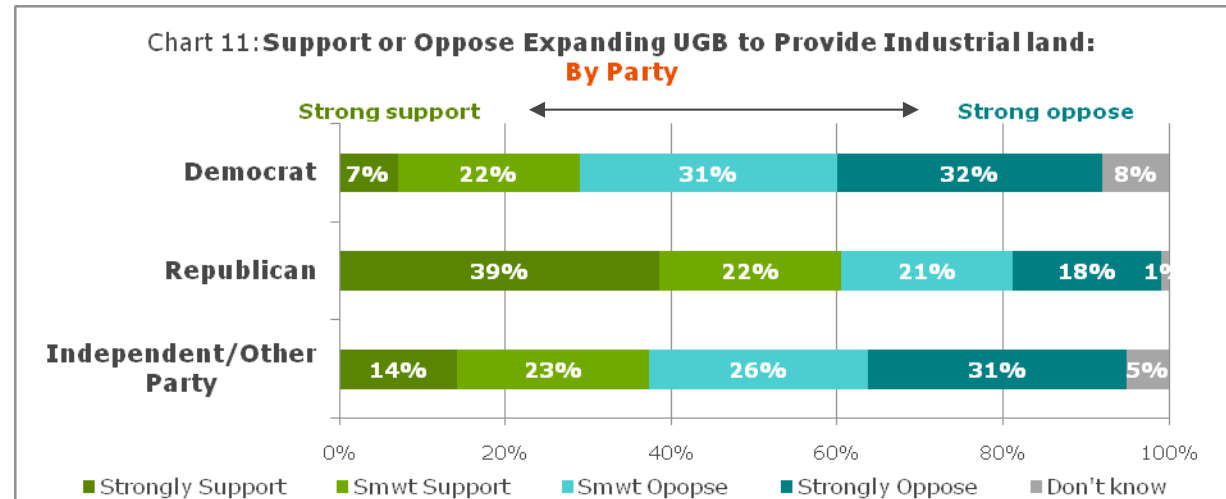


Majorities of Democrats (71%) and Independents (61%) think there is enough land to accommodate future job growth. Four in 10 (42%) Republicans are of this opinion, while 50% in this group don't think there is enough land.

**Majorities also oppose expanding the urban growth boundary to provide more industrial land, particularly if some of this expansion would be on existing farmland.** Many oppose expanding the UGB to provide more industrial land, with 30% who oppose this *strongly*. With the exception of Republicans, a majority of all demographic groups share this opinion. The number of opposers increases to 75% when told that some of the expansion may be on existing farmland.

#### Demographic Differences:

Democrats (63%) and Independents (57%) are more likely to oppose expanding the UGB. Their opposition notably increases when told that it may be on farmland (81% and 69% respectively). Republicans are less likely to oppose it in either context (39% and 45%).

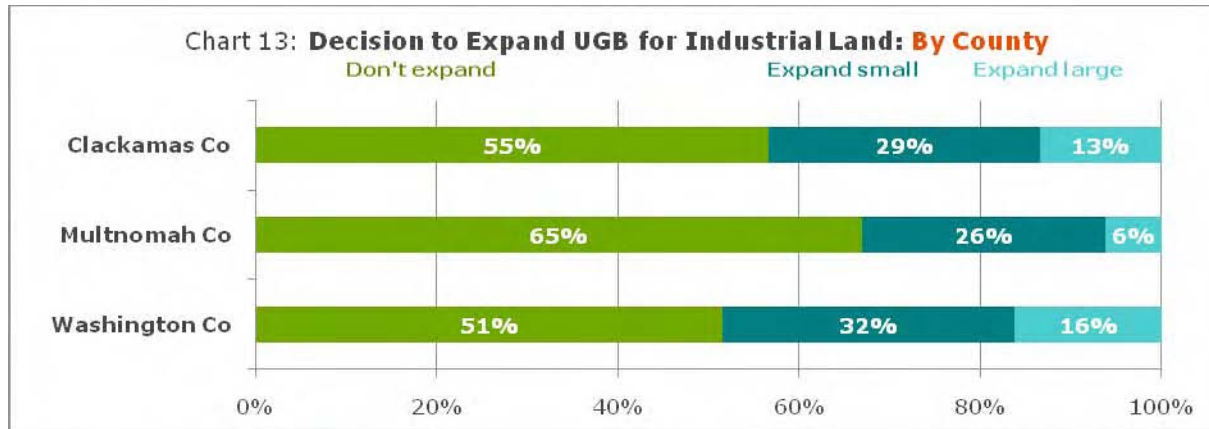


**Demographic Group:** Multnomah County residents (65%) have stronger opposition to expanding the UGB to provide more industrial land (64%) than residents in Clackamas (52%) and Washington (49%) counties.

Opposition increases in all three counties with the knowledge that it could be on existing farmland – to 82% in Multnomah County, 67% in Clackamas County, and 61% in Washington County.

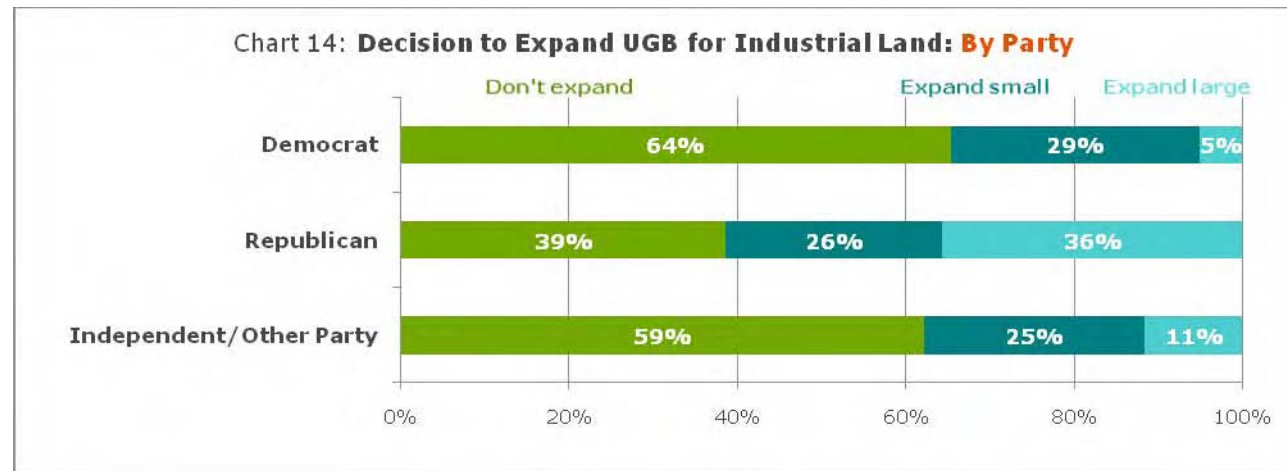


Additionally, when asked which of three approaches the Metro Council should take in deciding whether to expand the UGB for jobs and large site industrial uses, with the exception of Republicans, a majority said new jobs should be located within the existing UGB.



**Demographic Differences:** Residents of Washington County were divided between not expanding the UGB (51%) and doing either a small or large expansion (48%). Slightly over one-half (55%) in Clackamas County said they do not want an expansion, while 42% said they want a small or large expansion. In Multnomah County, a clear majority (65%) do not want an expansion.

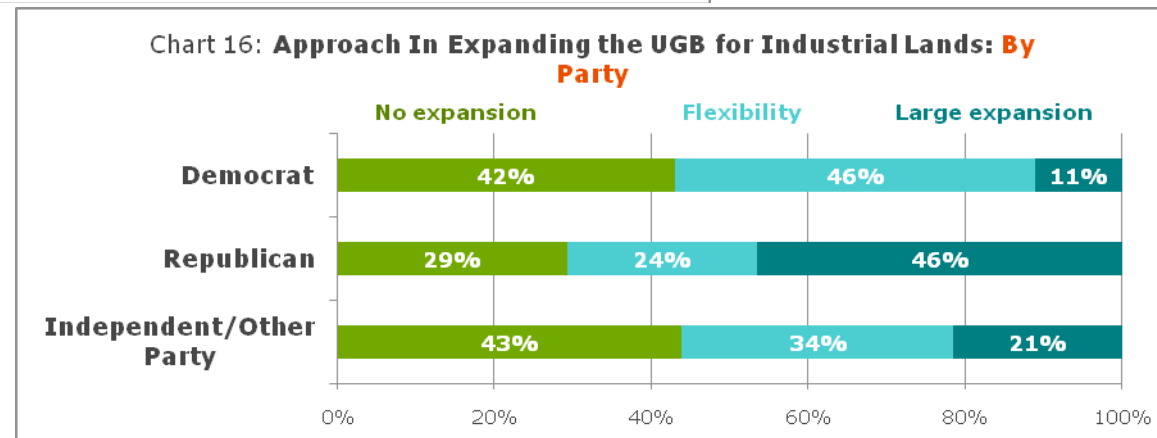
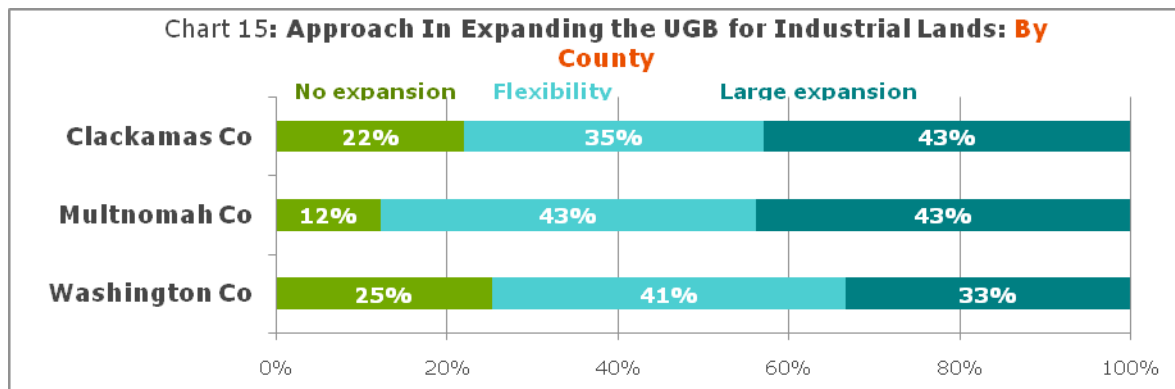
**Demographic Differences:** By party, Democrats (64%) and Independents (59%) are most likely to say they do not want to see a UGB expansion, but one-quarter in each group are open to a small expansion. Six in 10 Republicans want an expansion, and are divided between it being a small expansion (26%) or a large one (36%).



**Legend: Charts 13 & 14**

- Do not expand the UGB right now – new jobs should be located within the existing UGB.
- Make a small expansion of the UGB to accommodate job growth, and then consider a larger expansion in a few years if necessary.
- Make a large expansion of the UGB now to have a large reserve of buildable industrial land ready for the future.

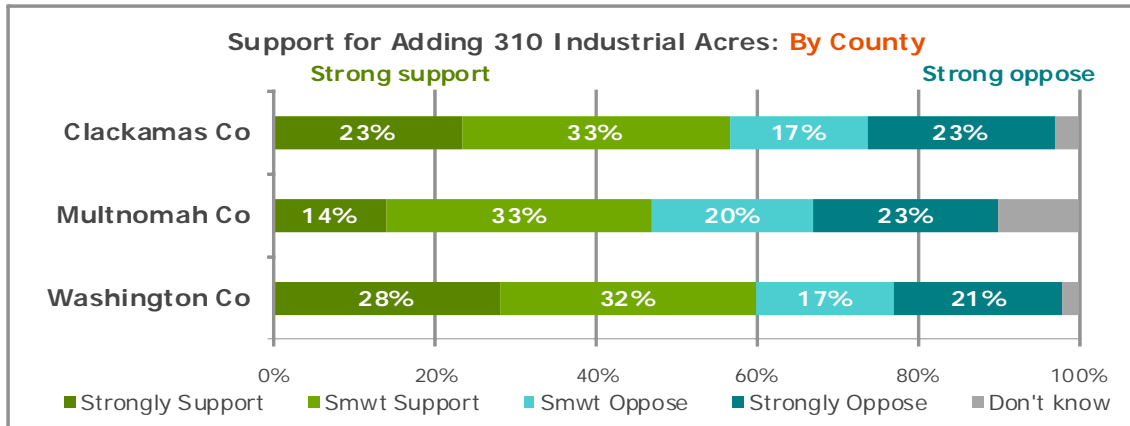
Despite majority agreement that the region does not need to expand the urban growth boundary at this time to accommodate job growth, a majority thinks the region needs some flexibility in meeting future employment needs and some expansion should be considered. While a core four in 10 (40%) said no expansion is needed for employment purposes, as it can occur within the existing UGB, another six in 10 said that the region needs flexibility and that the smallest (42%) or a larger (17%) expansion should be considered. Majorities (if only slightly) in each subgroup think a small or larger expansion should be considered.



**Legend: Charts 15 & 16**

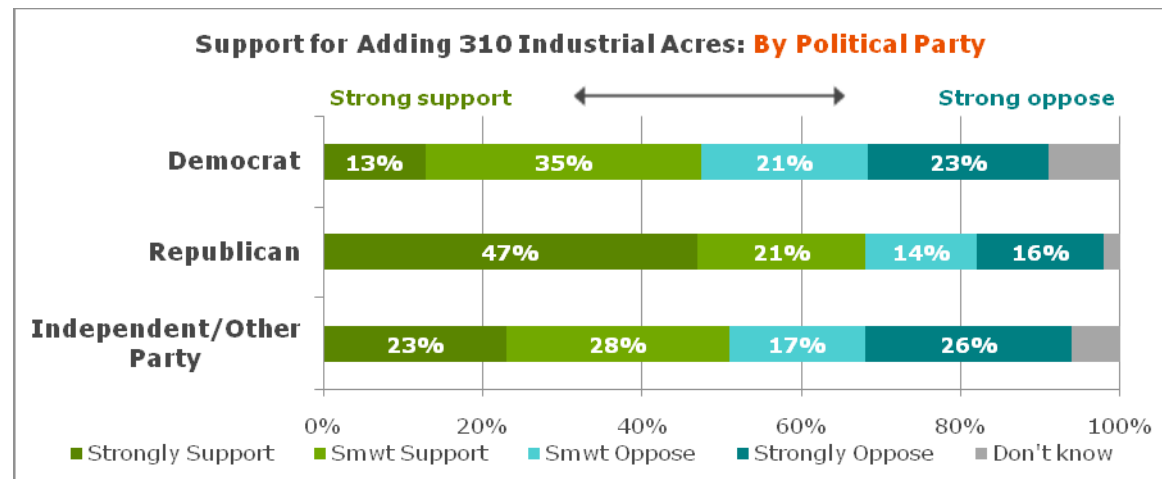
- No expansion of the UGB for employment is needed at this time. Job growth can be accommodated within the existing UGB.
- The region needs some flexibility in meeting future employment needs, but the smallest expansion recommended should be sufficient for employers right now.
- The region needs maximum flexibility in meeting future employment needs, and the UGB should be expanded by up to 1,500 acres for industrial purposes right now to ensure we have land ready when employers need it.

## Five in 10 would support the Metro Council adding 310 acres just north of Hillsboro into the urban growth boundary to accommodate industrial employers.



**Demographic Differences:** Residents of Washington County (60%) are the strongest supporters of adding 310 acres near Hillsboro into the UGB zoned to be industrial lands. Clackamas County residents are in majority support (56%), while Multnomah County residents are more divided (47% support).

**Demographic Differences:** Republicans are the strongest supporters (68%), with Democrats (48%) and Independents (51%) showing lower support levels.



**Members are less supportive of adding more than 310 acres to have “shovel ready” sites available for the future.** Three in 10 (29%) support the Metro Council adding more than 310 acres into the UGB, while 65% oppose this. With the exception of Republicans, more than five in 10 in each subgroup oppose this.

### 3. ANNOTATED QUESTIONNAIRES

**Metro Opt In Survey 6: Industrial and Residential Lands Expansion Survey**  
**July 22- August 2 2011; Opt In Members**  
**Industrial Lands: 1,139**  
**DHM Research**

**INTRODUCTION:** Thank you for participating in this Opt In survey. This fall, as required by Oregon law, the Metro Council will consider whether to expand the region's urban growth boundary (UGB) to accommodate the growth in jobs and population that is forecasted for the next 20 years.

Recently, Metro Council was provided with several options to consider, and the Council would like to know your opinions and concerns to help inform its decision. Please read each question carefully as there is a lot of information to weigh and consider.

Your opinions are very important to decision-makers. For some questions, there may not be a response that fits your opinion. If necessary, add your opinions in the "additional comments" box provided on each page. It should take 7 to 10 minutes to complete the survey.

To ensure individual responses remain confidential, this survey is being hosted by DHM Research, a non-partisan and independent public opinion research firm. None of your answers will be associated with any identifying information.

#### UGB Industrial Land Expansion Survey

1. How familiar are you with the region's urban growth boundary?

Response Category	Industrial
Very familiar	29%
Somewhat familiar	55%
Not too familiar	11%
Not at all familiar	4%
Don't know	0%

Metro manages the urban growth boundary for the Portland metropolitan region that includes much of Clackamas, Multnomah, and Washington counties. This boundary separates urban development from rural areas. Metro is required by Oregon State law to ensure that there is a 20-year supply of buildable land within the urban growth boundary for a variety of uses including housing and employment.

2. Is your general impression that there is currently enough land within the urban growth boundary to accommodate job growth in the region over the next 20 years, or is more land needed for industrial uses?

Response Category	Industrial
Enough land	65%
More land needed	20%
Don't know	15%

3. Would you support or oppose expanding the UGB to provide more industrial land?

Response Category	Industrial
Strongly support	12%
Somewhat support	24%
Somewhat oppose	29%
Strongly oppose	30%
Don't know	6%

4. Would you support or oppose expanding the UGB for industrial uses if you knew that some of this expansion would be on existing farmland?

Response Category	Industrial
Strongly support	9%
Somewhat support	14%
Somewhat oppose	21%
Strongly oppose	53%
Don't know	3%

5. Where in the region do you think industrial expansion should occur? (Open; Provide text box) **See verbatim file.**

6. In your opinion, what approach should the Metro Council take in deciding whether to expand the UGB for jobs and large-site industrial uses?

Response Category	Industrial
Do not expand the UGB right now – new jobs should be located within the existing UGB.	60%
Make a small expansion of the UGB to accommodate job growth, and then consider a larger expansion in a few years if necessary.	28%
Make a large expansion of the UGB now to have a large reserve of buildable industrial land ready for the future.	10%
Don't know	3%

These next few questions are about planning for future jobs in the region.

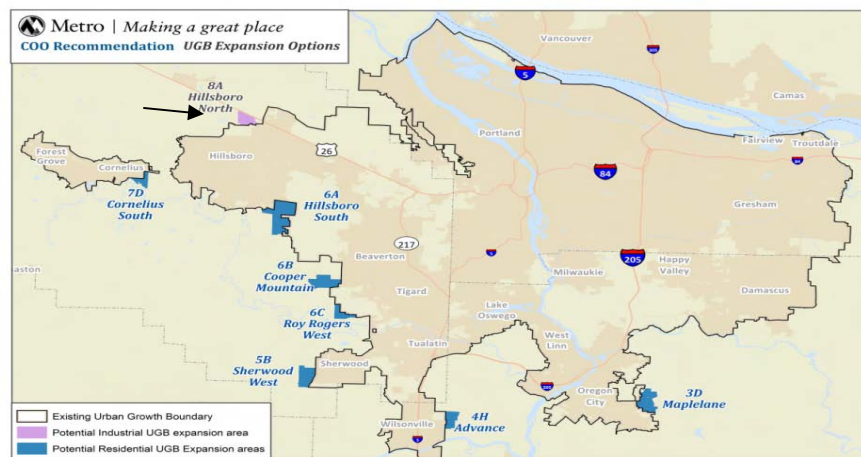
Metro recently prepared an employment forecast through 2030 and analyzed whether the current UGB can accommodate employment needs for the next 20 years. Metro found that the current UGB can accommodate many new jobs, but an expansion of 200 to 1,500 acres of the UGB will be needed for industrial employers who require 50-acre sites or larger.

7. Which of the following statements reflects your personal opinion?

Response Category	Industrial
The region needs maximum flexibility in meeting future employment needs, and the UGB should be expanded by up to 1,500 acres for industrial purposes right now to ensure we have land ready when employers need it.	17%
The region needs some flexibility in meeting future employment needs, but the smallest expansion recommended should be sufficient for employers right now.	42%
No expansion of the UGB for employment is needed at this time. Job growth can be accommodated within the existing UGB.	40%
Don't know	2%

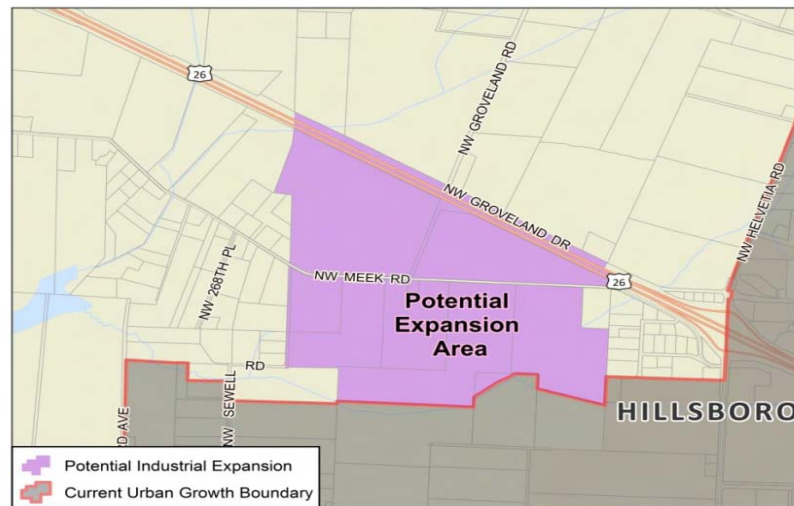
The Metro Council is considering adding at least 310 acres just north of Hillsboro that has direct access to Highway 26 into the UGB to accommodate industrial employers, like tech manufacturing sector employers, who require 50-acre sites or larger.

The following map shows several areas that are in consideration to be included into the urban growth boundary. The areas in blue are residential areas. The area in **purple** is being considered for industrial land expansion for employers. You will be asked about this **purple** area in the next few questions.



8. The Metro Council is considering adding at least 310 acres just north of Hillsboro that has direct access to Highway 26 into the UGB to accommodate industrial employers, like tech manufacturing sector employers, who require 50-acre sites or larger. Do you support or oppose the Metro Council adding this 310-acre area to the UGB for large-site employment purposes? (Q8 Image: North Hillsboro Industrial Map)

Response Category	Industrial
Strongly support	19%
Somewhat support	33%
Somewhat oppose	19%
Strongly oppose	22%
Don't know	7%



9. Some people would like more than the 310 acres in Hillsboro to be added to the UGB for large lot employment purposes. These additional industrial areas would not be used at this time, but would be “shovel-ready” sites to be used when employers need it for expansion purposes, or when new employers want to come into the area. Do you support or oppose the Metro Council adding more than 310 acres near Hillsboro to the UGB specifically for large-site industrial and employment purposes?

Response Category	Industrial
Strongly support	12%
Somewhat support	17%
Somewhat oppose	26%
Strongly oppose	39%
Don't know	5%

10. Is there anything you would like to add about Metro considering expanding the UGB for large-site industrial land purposes? (Open; Provide text box) **See verbatim file.**



## UGB Residential Land Expansion Survey

1. How familiar are you with the region's urban growth boundary?

Response Category	Residential
Very familiar	31%
Somewhat familiar	56%
Not too familiar	10%
Not at all familiar	3%
Don't know	0%

Metro manages the urban growth boundary for the Portland metropolitan region that includes much of Clackamas, Multnomah, and Washington counties. This boundary separates urban development from rural areas. Metro is required by Oregon State law to ensure that there is a 20-year supply of buildable land within the urban growth boundary for a variety of uses including housing and employment.

For the next 20 years, it is estimated that most of the region's new housing can be built in areas already planned for or set aside. However, the Metro Council has determined that the region will need to find room for between 0 and 26,000 additional housing units beyond what is currently planned. Based on this information, more land may need to be added to the UGB to accommodate future housing needs.

2. In your opinion, what approach should the Metro Council take in deciding whether to expand the UGB for new housing?

Response Category	Residential
Do not expand the UGB right now and plan for the low end of the estimated need for housing.	60%
Make a small expansion of the UGB right now to accommodate future housing needs and consider a larger expansion in a few years if necessary.	29%
Make a larger expansion of the UGB now based on the assumption that the region will need the high end for housing.	8%
Don't know	2%

These next questions are about planning for future residential areas in the region.

Below are things some people have said about approving just a small expansion of the UGB. Does each of the following make you more likely to support a small UGB expansion, less likely, or does it make no difference in your opinion? (Randomize Q3-Q6)

Response Category	More likely	Less likely	No difference	Don't know
3. It would result in most new housing being built as smaller units in existing neighborhoods, as well as in the expansion areas, which could increase the number of homes in some areas.	50%	19%	27%	5%
4. It could drive more population growth to cities outside of the UGB, such as Vancouver, Canby and Newberg.	20%	29%	42%	8%
5. It would keep more farmland in production.	69%	9%	18%	4%
6. More dollars could be invested in improving existing neighborhoods.	64%	13%	19%	4%

Several areas are under consideration for expanding the urban growth boundary to accommodate the possible need for new residential housing over the next 20 years. The map of the tri-county region below indicates these possible expansion areas in **blue**.

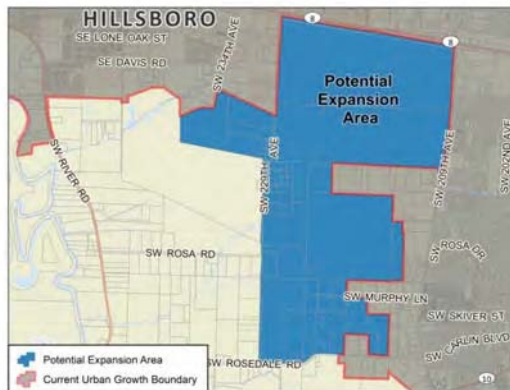


The following proposed expansion areas have undergone some urban planning. Most could be ready for development within several years of being incorporated into the urban growth boundary. Please consider each option independently, and indicate your level of support for each. (Randomize Q7-Q10)

Please indicate your level of support:

7. **Option 1:** Bring 1,063 acres located south of Hillsboro and the Tualatin Valley Highway within the urban growth boundary to make a new residential community of 7,150 houses. Developers and large property owners have made commitments to pay for some of the public services needed for urban development in this area. Do you support or oppose this option? (Q7 Image: South Hillsboro Map)

Response Category	Residential
Strongly support	19%
Somewhat support	29%
Somewhat oppose	17%
Strongly oppose	23%
Don't know	11%







10. **Option 4:** Bring 256 acres located west of Tigard near the intersection of Southwest Roy Rogers Road and Southwest Beef Bend Road within the urban growth boundary. This area would allow for 1,600 to 2,500 new housing units depending on housing types and lot sizes to accommodate growth in the City of Tigard and West Bull Mountain Plan area. Do you support or oppose this option? (Q10 Image: Roy Rogers-West Bull Mountain Map)

Response Category	Residential
Strongly support	11%
Somewhat support	26%
Somewhat oppose	23%
Strongly oppose	25%
Don't know	15%



The next three options being considered have not undergone urban planning to the extent the previous set of options have, but are still being considered as additions to the UGB. (Randomize Q11-Q13)

11. **Option 5:** Bring 496 acres west of the City of Sherwood near Highway 99W and Southwest Kruger Road within the urban growth boundary. This area will be included into a new urban plan created for Sherwood. This area could supply 3,300 to 5,000 new housing units depending on housing types and lot sizes. Do you support or oppose this option? (Q11 Image: Sherwood West Map)

Response Category	Residential
Strongly support	9%
Somewhat support	22%
Somewhat oppose	23%
Strongly oppose	31%
Don't know	16%



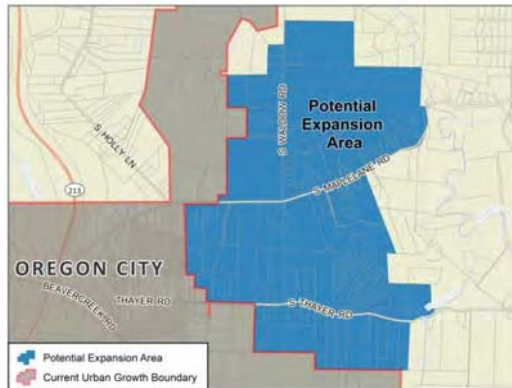
12. **Option 6:** Bring 316 acres east of City of Wilsonville near Advance Road within the urban growth boundary. The Advance area could supply 1,400 to 2,100 new housing units depending on housing types and lot sizes and allow the West Linn-Wilsonville School District to build a new school in the area. This area is adjacent to the Frog Pond area added into the UGB in 2002, but is currently still undeveloped. Do you support or oppose this option? (Q12 Image: Advance Road Map)

Response Category	Residential
Strongly support	10%
Somewhat support	21%
Somewhat oppose	21%
Strongly oppose	31%
Don't know	17%



13. **Option 7:** Bring an additional 573 acres in the Maplelane area just east of Oregon City within the urban growth boundary. Adjacent areas have been added to the UGB but have not yet been developed. The Maplelane area could supply an additional 2,700 to 4,000 new housing units depending on housing types and lot sizes. While the Metro Council can add land to the urban growth boundary, Oregon City voters must approve any additional land annexed to the city. Do you support or oppose this option? (Q13 Image: Maplelane Map)

Response Category	Residential
Strongly support	9%
Somewhat support	23%
Somewhat oppose	20%
Strongly oppose	27%
Don't know	21%



14. Should Metro implement none of these options, just one of these options, more than one but not all of these options, or all of these options? The full descriptions are located below the map for your reference.

Response Category	Residential
None	31%
Just one	14%
More than one but not all	36%
All	9%
Don't know	10%

15. (If one or multiple to Q14) Check all options that you think should be implemented. (Show options 1-7 and All Areas Expansion Map)

Response Category	Residential
Option 1 (South Hillsboro)	53%
Option 2 (South Cornelius)	38%
Option 3 (South Cooper Mountain)	39%
Option 4 (Roy Rogers-West Bull Mountain)	28%
Option 5 (Sherwood West)	22%
Option 6 (Advance Road)	26%
Option 7 (Maplelane)	30%
Don't know	13%

16. Finally, is there anything you would like to add about Metro considering expanding the UGB for residential housing purposes? (Open; Provide text box) **See verbatim file.**

## DEMOGRAPHIS

Gender

Response Category	Industrial	Residential
Male	49%	51%
Female	51%	49%



## Age

Response Category	Industrial	Residential
13-17	0%	0%
18-24	2%	2%
25-34	20%	19%
35-54	41%	42%
55-64	23%	24%
65%	14%	13%

## Political Party Identification

Response Category	Industrial	Residential
More of a Democrat	56%	56%
More of a Republican	9%	8%
More of an Independent/Other	28%	28%
No answer	7%	8%

## County

Response Category	Industrial	Residential
Clackamas	10%	12%
Washington	25%	25%
Multnomah	63%	61%
Other	2%	2%

## CONCLUSION

Thank you for taking time to share your views about this important decision before the Metro Council. The results of this survey will be shared with the Metro Council as it prepares for its decision this fall.

More information about the changes to the UGB, including upcoming public hearings and other opportunities for public comment, can be found online at [www.oregonmetro.gov/greatplaces](http://www.oregonmetro.gov/greatplaces)

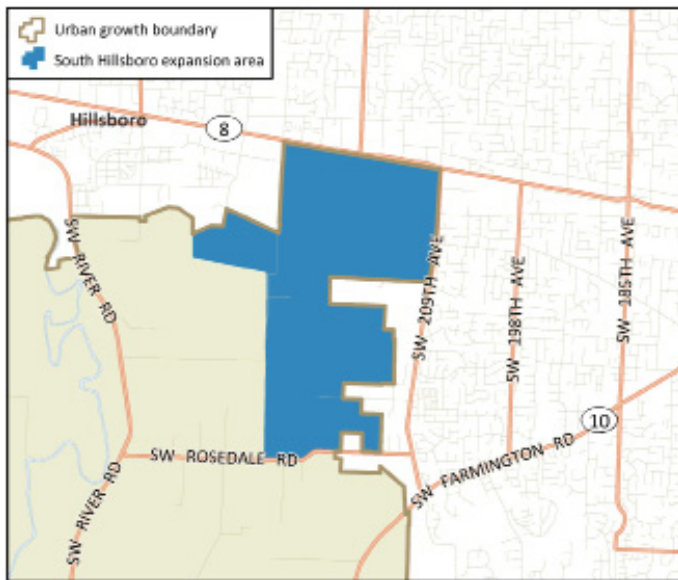
Thank you again for taking the time to share your views on this important decision.

Public notice

# Proposed urban growth boundary expansion recommended

## Recommended by Metro chief operating officer

A proposed Metro land use planning ordinance may affect the permissible use of your property and other properties.



This area is one of 10 areas being proposed for expansion. To learn about the entire proposal, visit [www.oregonmetro.gov/greatplaces](http://www.oregonmetro.gov/greatplaces).



Metro

600 NE Grand Ave.  
Portland, OR 97232

## Why are you receiving this notice?

You are receiving this notice because it has been determined that your household is either within the **South Hillsboro** proposed expansion area or within one mile of the **South Hillsboro** proposed expansion area. This area is one of ten proposed expansion areas being considered for inclusion in the urban growth boundary.

### Background

The Metro Council is considering adding land to the urban growth boundary to meet state requirements to provide a 20-year land supply of residential and employment land. Metro's charter requires the agency to prepare a report on the effect of urban growth boundary amendments greater than 100 acres in size on existing nearby residential neighborhoods and inform all households within one mile of the proposed expansion area.

The intent of the report is to set forth the likely impacts of future development on the existing adjacent residential neighborhoods within the urban growth boundary. A copy of the report for this proposed expansion area is available on Metro's website at [www.oregonmetro.gov/greatplaces](http://www.oregonmetro.gov/greatplaces).

Areas added to the urban growth boundary need public services such as sewer, water, parks and transportation. The costs of providing these services vary with both the public sector (state, local and regional governments and service districts) and private developers providing funding. Since detailed cost estimates are not available at this time, Metro completed a general analysis that includes a simplified summary of how local governments fund their portions of development.

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## Public hearings

The Metro Council will hold two public hearings on proposals to add land to the urban growth boundary. The Metro Council will consider public comments and staff recommendations as it makes a final decision about which land to add to the urban growth boundary.

Hearings will be held during the Metro Council meetings listed below. The hearings may begin later in the agenda and will last until all public comments have been heard. Agendas will be available one week in advance of the meetings at [www.oregonmetro.gov/agenda](http://www.oregonmetro.gov/agenda) or by calling **503-797-1540**.

### 5 p.m. Thursday Oct. 6

Beaverton Library  
12375 SW Fifth St., Beaverton  
MAX light rail and TriMet bus 78

### 2 p.m. Thursday Oct. 20

Metro Council Chamber  
600 NE Grand Ave., Portland  
MAX light rail and TriMet bus 6

## For more information

The report for the analysis area shown on the map above is posted on Metro's website at [www.oregonmetro.gov/greatplaces](http://www.oregonmetro.gov/greatplaces). To request a printed copy of the full report, call 503-813-7577, send an email message to [2040@oregonmetro.gov](mailto:2040@oregonmetro.gov) or send a written request to Metro Planning and Development, 600 NE Grand Ave., Portland, OR 97232.

**optin**  
ONLINE PANEL

Give Metro your feedback  
about this decision.  
[survey.optinpanel.org](http://survey.optinpanel.org)





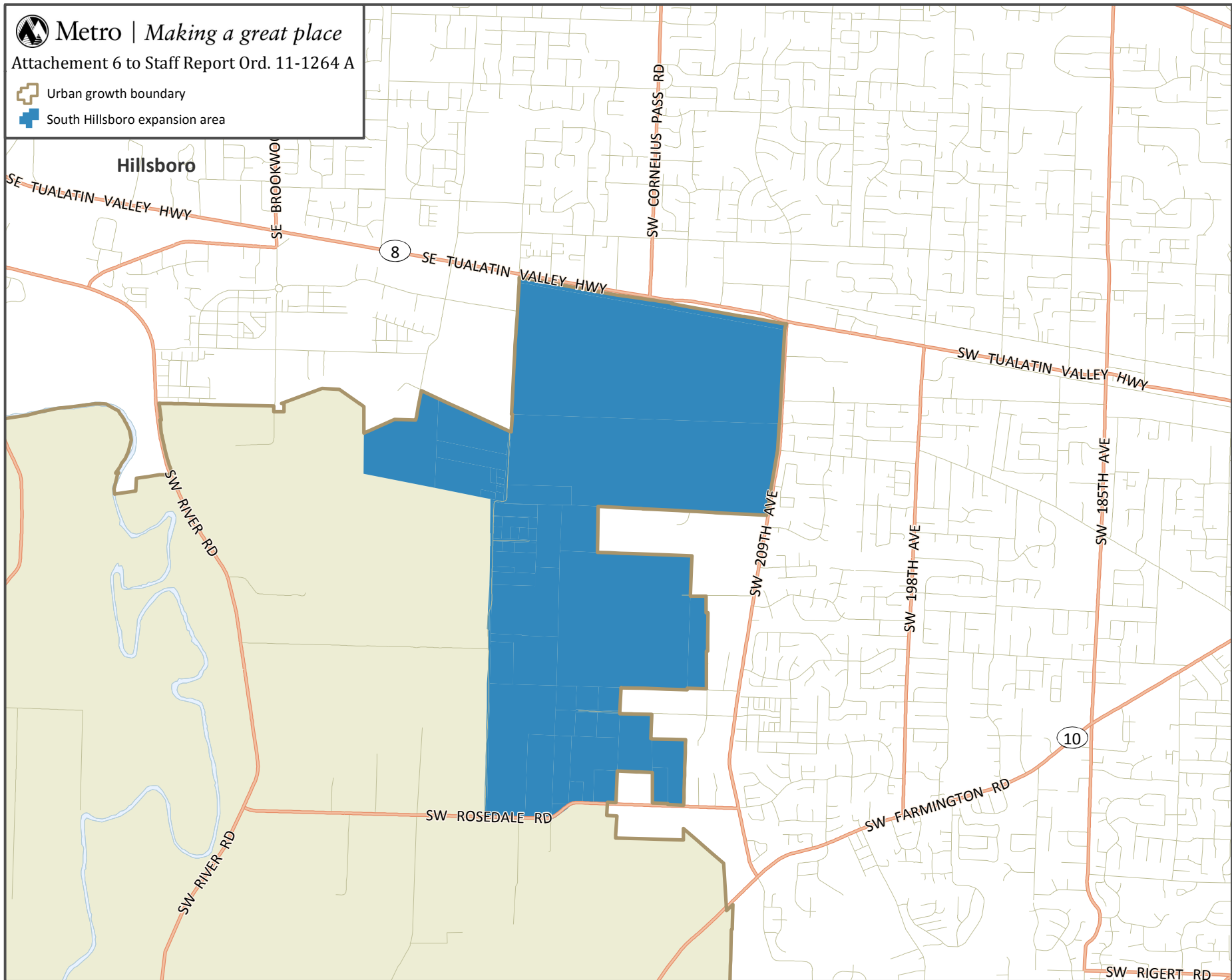
Metro | *Making a great place*  
Attachement 6 to Staff Report Ord. 11-1264 A



Urban growth boundary



South Hillsboro expansion area





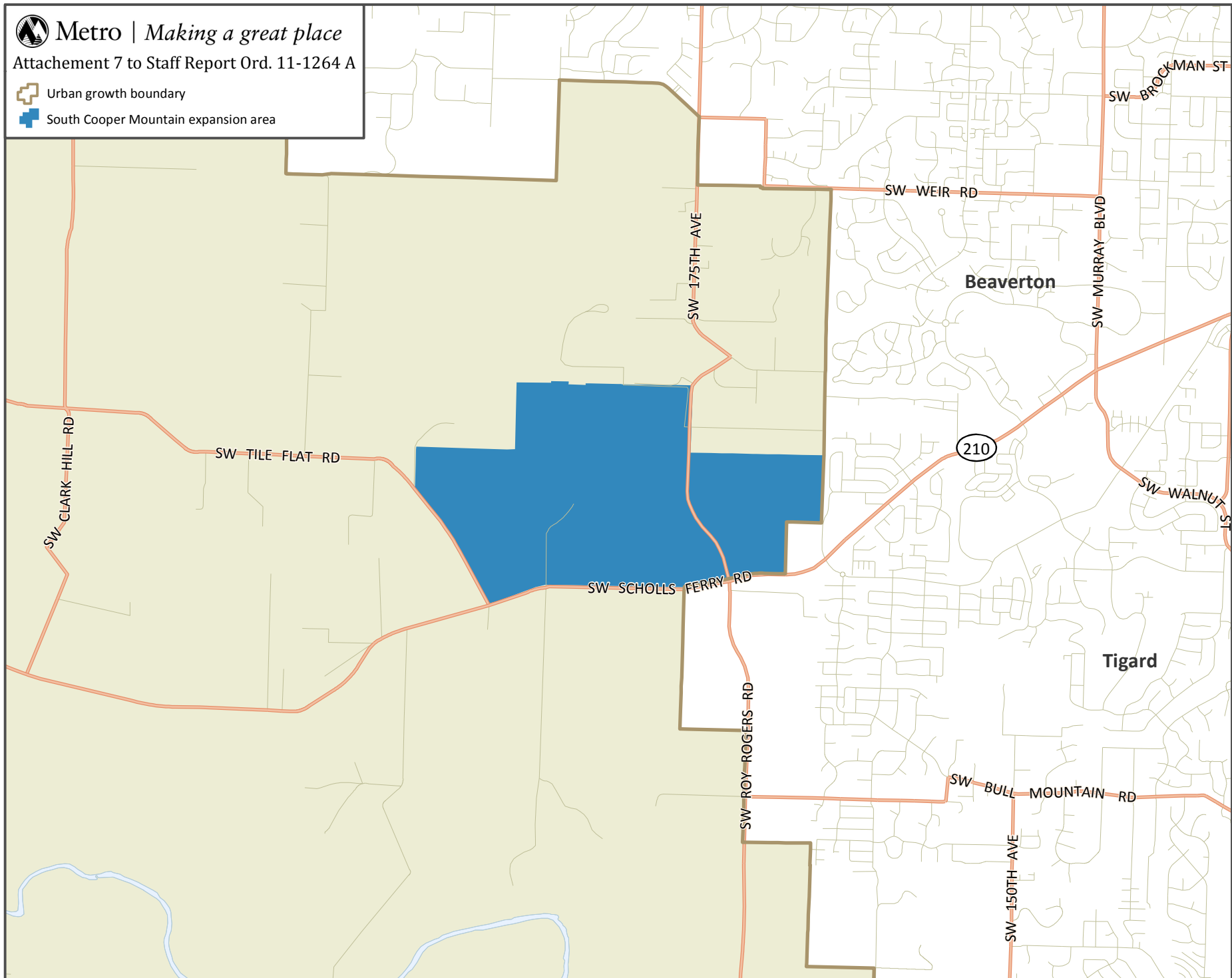
Metro | *Making a great place*  
Attachment 7 to Staff Report Ord. 11-1264 A



Urban growth boundary



South Cooper Mountain expansion area





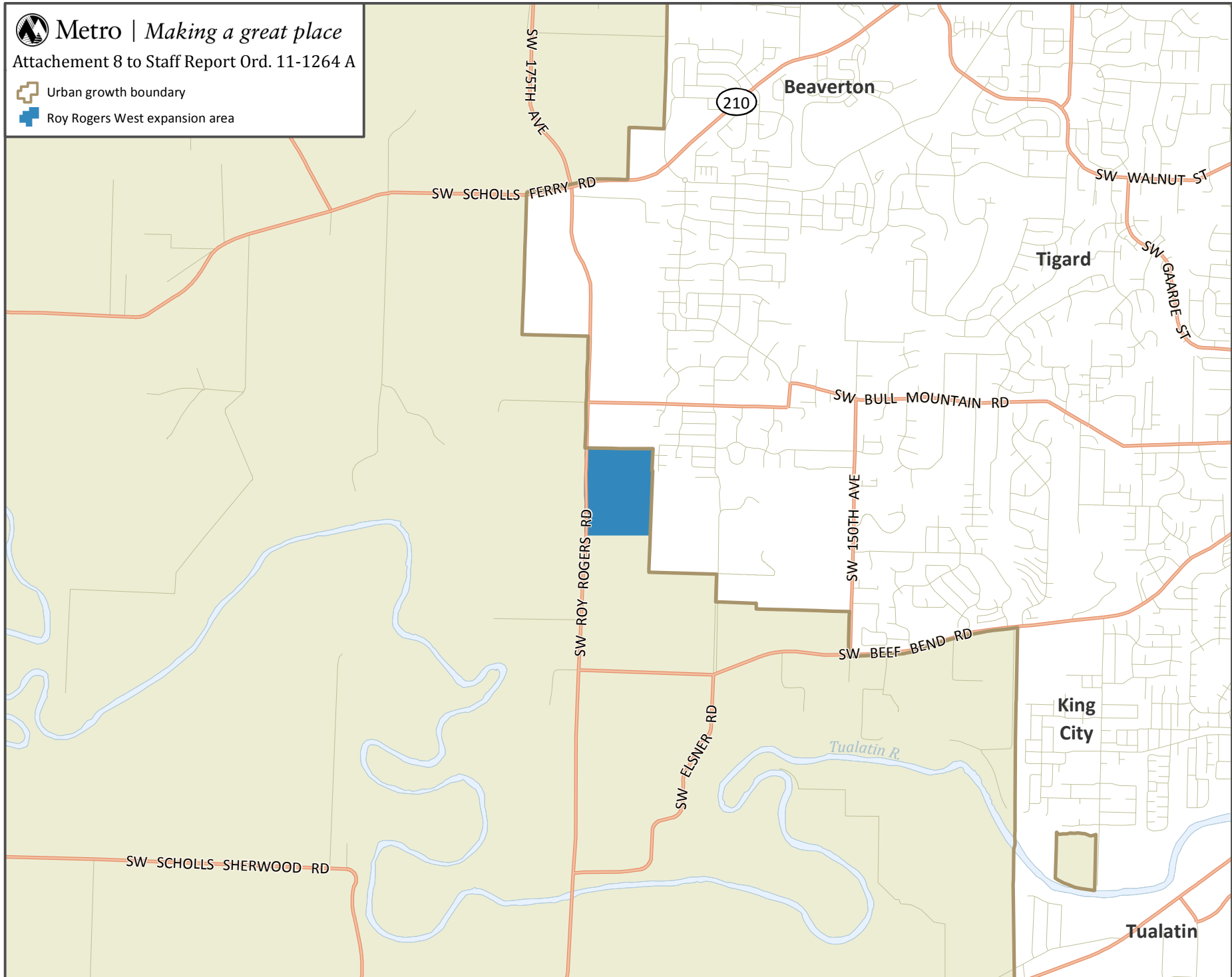
**Metro** | *Making a great place*  
Attachment 8 to Staff Report Ord. 11-1264 A



Urban growth boundary



Roy Rogers West expansion area





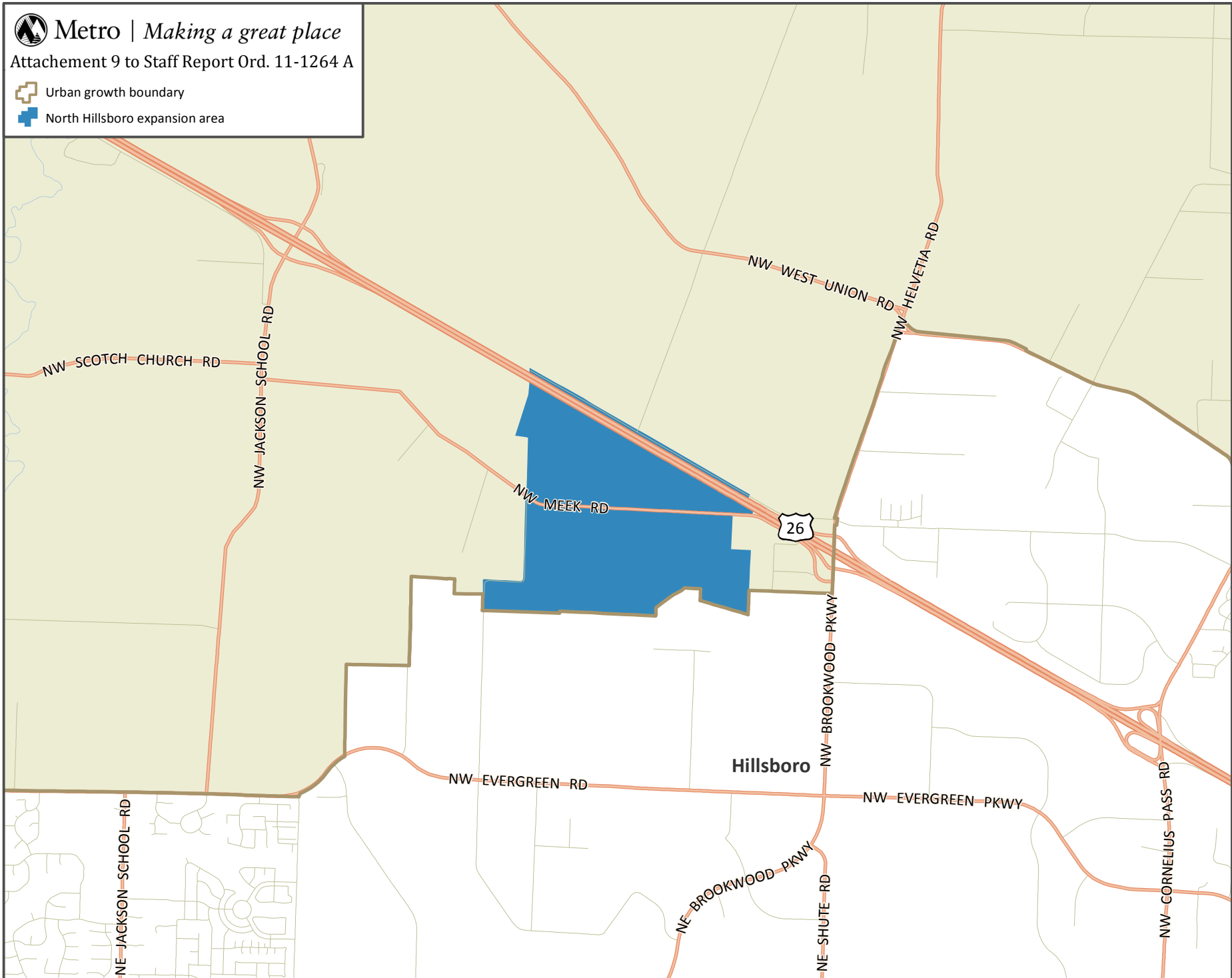
Metro | *Making a great place*  
Attachement 9 to Staff Report Ord. 11-1264 A



Urban growth boundary



North Hillsboro expansion area





# MEMORANDUM

PROJECT NUMBER: 2110198.00 DATE: July 25, 2011  
PROJECT NAME: Hillsboro UGB Infrastructure Assessments

TO: File  
FROM: Matt Butts, P.E.  
Brent Nielsen, P.E.

**SUBJECT: Hillsboro Site-Specific Notes**

Our scope to analyze and assess three additional areas for the City of Hillsboro was defined to match the previous efforts of the consultant team for Metro. That project involved analysis and general cost estimating of public infrastructure needed to serve designated urban reserve properties across the region. While the scope of the original study was defined as best as possible to create a basis for comparison across jurisdictions, each individual area is subject to certain differences. For example, some areas have been subject to significant previous analysis and preliminary concept planning.

Additionally, the percent of infrastructure costs attributable to the public versus private sector varies from jurisdiction to jurisdiction and between infrastructure types. This analysis does not attempt identify how much of total estimated costs will be paid for from public versus private funds. Thus, the actual public costs associated with infrastructure needed to support future development may vary from area to area.

Metro's Urban Growth Report (UGR) accepted by the Metro Council on December 10, 2009, found, due to a series of factors contained in the report, a potential need for additional residential capacity and a need for industrial lands in large site (greater than 50 buildable acres) configurations. This analysis was specific to a collection of eighteen sets of properties proposed to meet this unmet demand for residential and large-site industrial uses. Based on the scope of work, discussions with Metro, and previous experience, our review focused on three topic areas: public utilities, parks, and schools. Refer to the Metro UGB Analysis report (August 2010) for a detailed description of the methodology used for the study.

In many cases infrastructure and public utility capacities are available for the expansion of the service areas, but this capacity may not be specifically dedicated to any given future development area. The three additional sets of large-site industrial use properties contained within the Hillsboro study have unique differences as well – focused primarily on transportation.

## *Transportation Studies*

The transportation piece of both the original Metro and follow-up Hillsboro studies are generated by Metro staff via the Federal HERS-ST (Highway Economic Requirements System – State Version) software and methodology. This approach estimates initial costs of improvements, reconstructions, and widenings or realignments based on a number of physical considerations (including sensitive lands impact, topography, rail or waterway crossings, etc.) and a cost indexing by state.

In the case of the areas under consideration for addition to the UGB under Hillsboro's jurisdiction, the City and County have reviewed the potential roadway network in past efforts. The City analysis differs from the HERS-ST conclusions, offering a higher transportation cost, due to an assumed higher number of lane miles. As well, the HERS-ST transportation analysis does not specifically address "off-site" needs, either in concept or in cost. In the review of the areas along the Highway 26 corridor though, this discounts their accessibility to a major,



existing highway facility, the level of improvement already in place at highway interchanges, and funding commitments planned for additional improvements within the planning period.

Attached maps show the Highway 26 corridor with the proposed arterial and collector roads identified by the City for expansion or new construction in the Hillsboro study areas. The transportation improvements listed in the analysis findings are based on planning provided by Metro, conducted under a separate effort. The following table compares the transportation improvement studies from the Metro and City planning efforts.

	<b>City of Hillsboro Study</b>				<b>Metro Study</b>
	Collector <sup>1</sup> (lane mi.)	Arterial <sup>2</sup> (lane mi.)	Principal Arterial <sup>3</sup> (lane mi.)	Total Lane Miles	Total Lane Miles <sup>4</sup>
Base Area: COO Recommendation	1.0	4.4	5.1	10.5	2.17
Alternative 1: Jackson School (includes Base roadways)	2.5	9.7	0.0	12.2	9.17
Alternative 2: Waibel Creek South (includes Base roadways)	2.0	8.3	0.0	10.3	12.47
Alternative 3: Groveland Road (includes Base roadways)	2.0	0.0	14.4	16.4	15.27

Notes: <sup>1</sup> Collector lane miles were estimated from Hillsboro mapping based on an average ratio of 2.5 lane miles per mile of roadway.

<sup>2</sup> Arterial lane miles were estimated from Hillsboro mapping based on an assumed 4-lane roadway section.

<sup>3</sup> Principal arterial lane miles were estimated from Hillsboro mapping based on an assumed 6-lane roadway section.

<sup>4</sup> Roadway improvements based on data provided by Metro

### ***Water and Sewer Improvements***

With regard to the public utility system improvements associated with potential UGB expansion, we identified the highest additional costs associated with extending water and sewer service to the properties located in the Groveland Road study area, due to crossing Highway 26. Based on City master planning, we do not foresee any capacity issues for the water treatment or wastewater treatment systems; however, any water distribution or sewer trunk pipelines serving this area would need to cross the highway. We have presumed that a utility crossing in this area would be completed at the existing Brookwood Parkway interchange location.

### **Exhibit List**

#### **Infrastructure Cost Exhibits**

COO Study Area - Base

Alternative #1 - Jackson School

Alternative #2 – Waibel Creek South

Alternative #3 – Groveland Road

#### **City of Hillsboro Transportation Maps –**

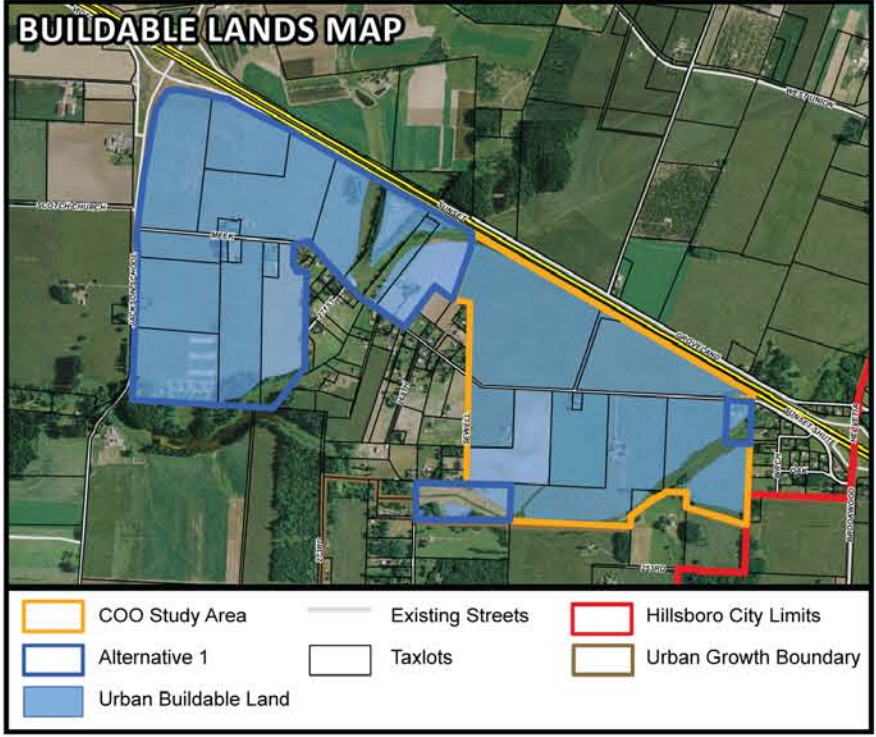
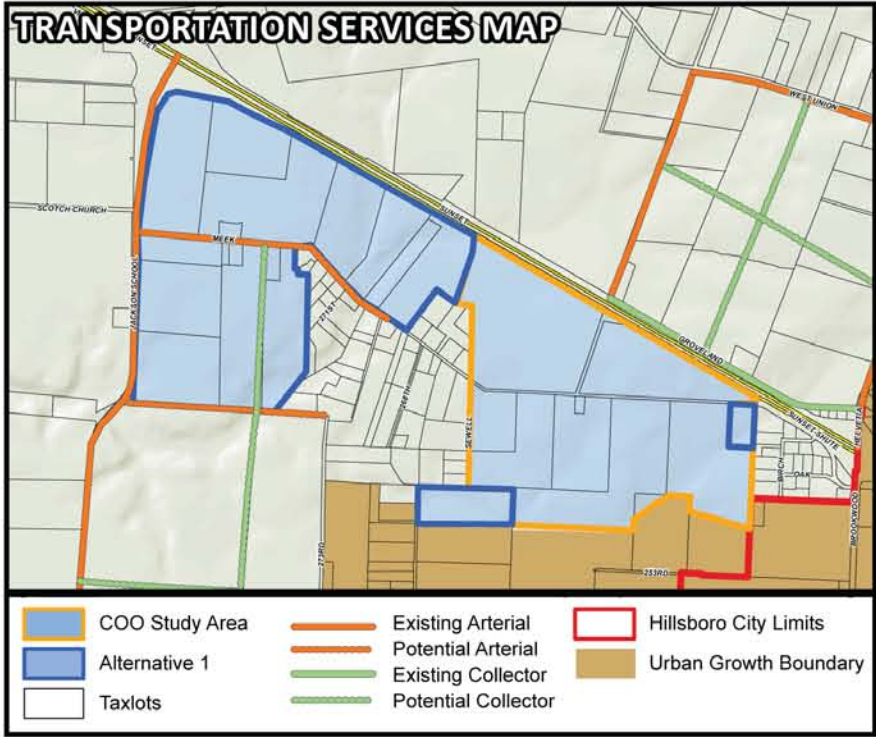
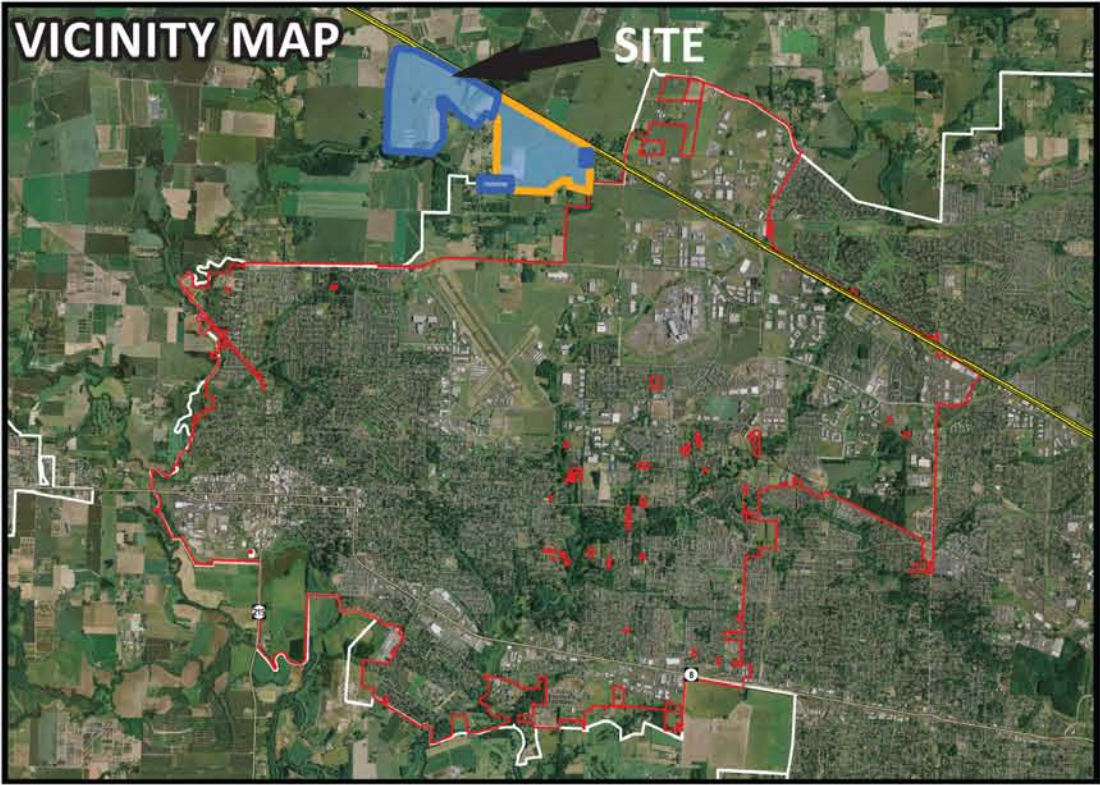
Map 3: North Hillsboro UGB Expansion Alternative #1 - Concept Streets

Map 4: North Hillsboro UGB Expansion Alternative #2 - Concept Streets

Map 5: North Hillsboro UGB Expansion Alternative #3 - Concept Streets



# Alternative #1: Jackson School Study Area



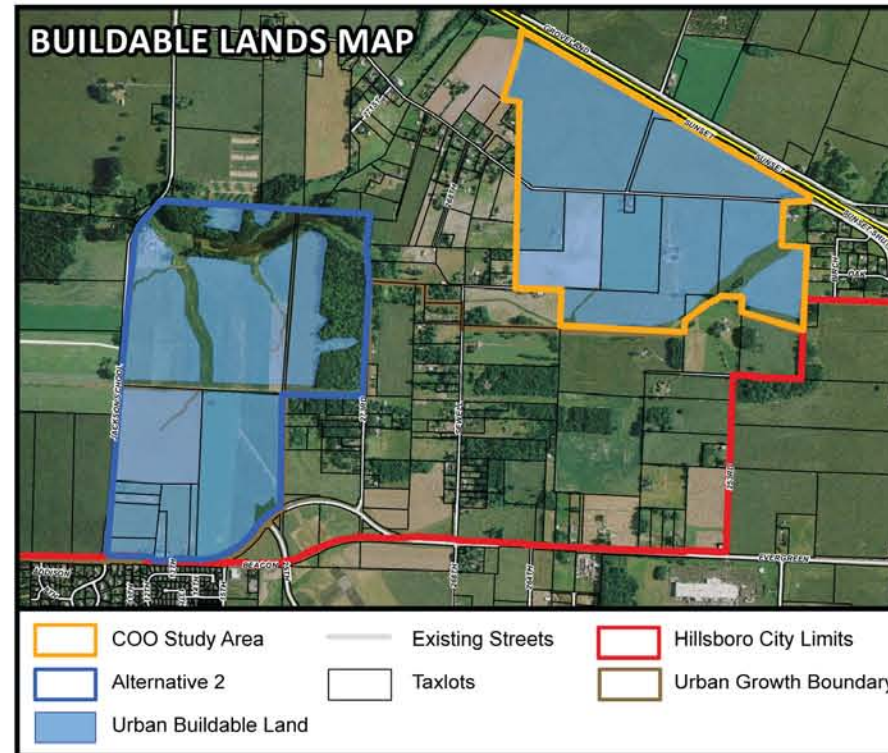
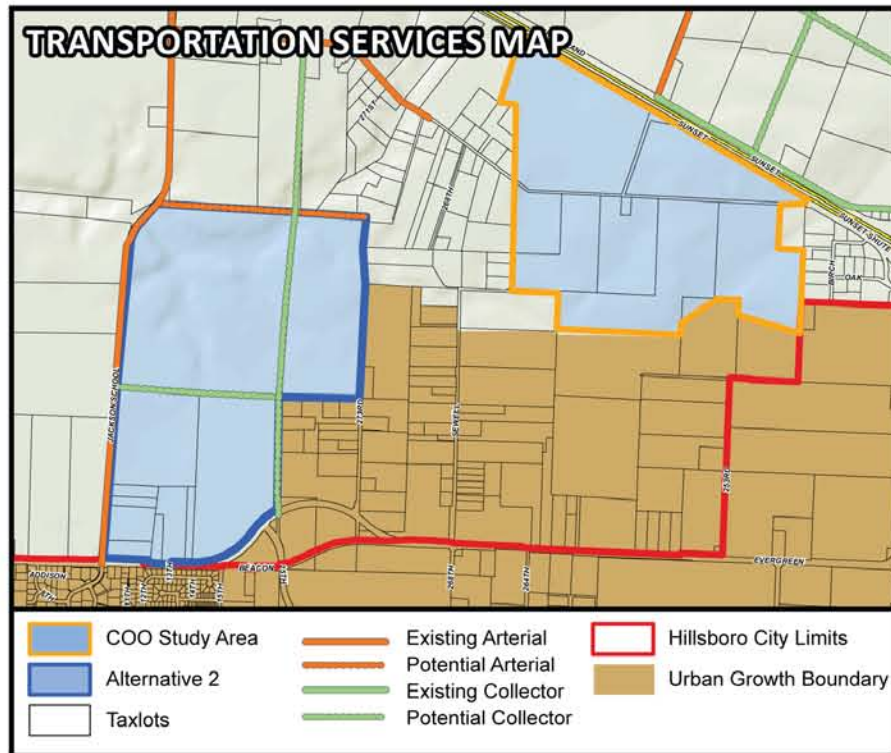
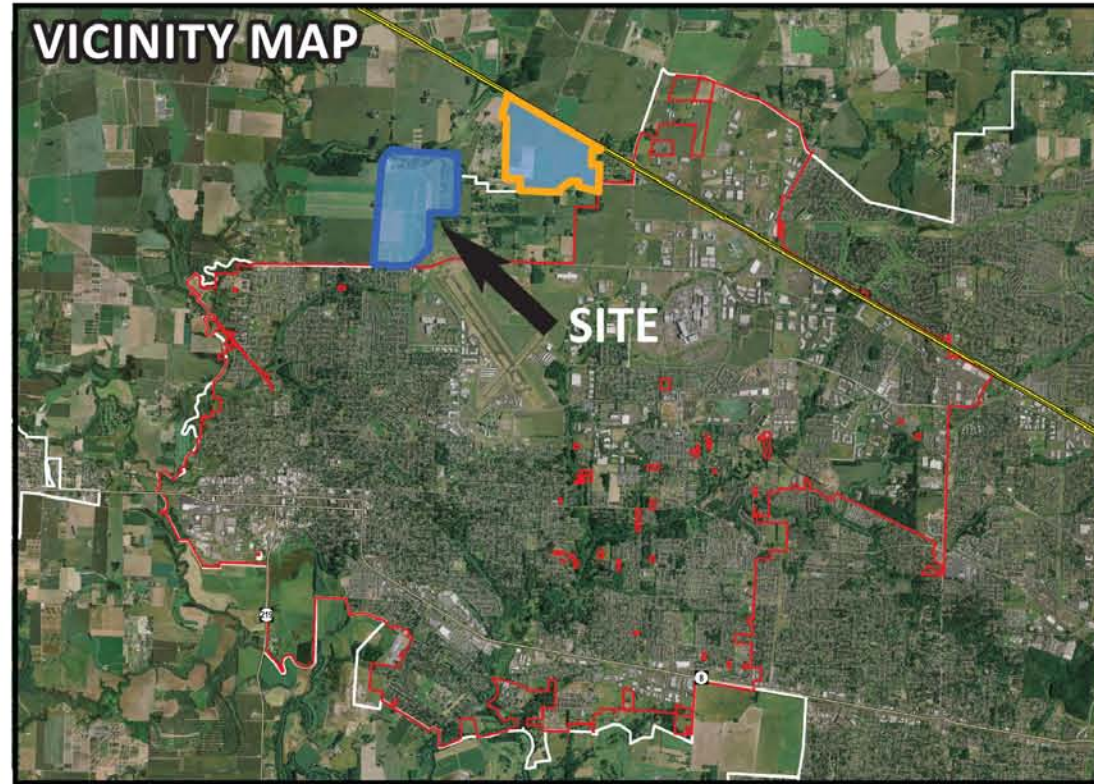
Infrastructure Costs - Alternative #1 - Jackson School Study Area					
Study Area Data	Total Study Area Land		697 acres		
	Total Constrained Land		63 acres		
	Net Buildable Land		634 acres		
Sanitary Sewer Service  (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+	12+" Force
	Total Pipe Length	14800	4600	4100	2200
	Per-Foot Pipe Cost	\$120	\$160	\$180	\$250
	Construction Cost	\$ 1,776,000	\$ 736,000	\$ 738,000	\$ 550,000
	Subtotal - Study Area Pipe Network				\$ 3,800,000
	System Upgrades: Pump Station and Distribution				\$ 1,500,000
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 500,000
	<b>Total Sewer System Infrastructure Cost:</b>				<b>\$ 5,800,000</b>
Water Distribution Service  (City of Hillsboro)	Estimated Water Demand:		600,000 gpd		
	Pipe Size	12"-18"	18"-24"	24"+	
	Total Pipe Length	18300	4900	9300	
	Per-Foot Pipe Cost	\$100	\$150	\$200	
	Construction Cost	\$ 1,830,000	\$ 735,000	\$ 1,860,000	
	Subtotal - Study Area Water Pipe Network				\$ 4,425,000
	System Upgrades: Pump Station and Distribution				N/A
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 500,000
	<b>Total Water System Infrastructure Cost:</b>				<b>\$ 4,925,000</b>
Storm Sewer Service  (City of Hillsboro)	Pipe Size	12"-18"	18"-24"	24"-48"	48"+
	Total Pipe Length	6600	5400	8700	4200
	Per-Foot Pipe Cost	\$135	\$175	\$220	\$330
	Construction Cost	\$ 891,000	\$ 945,000	\$ 1,914,000	\$ 1,386,000
	<b>Total Storm System Infrastructure Cost:</b>				<b>\$ 5,136,000</b>
Transportation Service*	Projected Lane Miles to be Built (including Base Study Area)				9.17
	Cost per Added Lane Mile (millions)				\$12.08
	<b>Total Road System Infrastructure Cost (millions):</b>				<b>\$ 110.77</b>

\*Data provided by Metro thru the HERS-ST estimating approach



## Alternative #2:

## Waibel Creek South Study Area



### Infrastructure Costs - Alternative #2 - Waibel Creek South Study Area

Study Area Data	Total Study Area Land			677 acres	
	Total Constrained Land			117 acres	
	Net Buildable Land			560 acres	
Sanitary Sewer Service  (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+	12+" Force
	Total Pipe Length	13100	4000	3600	2000
	Per-Foot Pipe Cost	\$120	\$160	\$180	\$250
	Construction Cost	\$ 1,572,000	\$ 640,000	\$ 648,000	\$ 500,000
	Subtotal - Study Area Pipe Network				\$ 3,360,000
	System Upgrades: Pump Station and Distribution				\$ 1,500,000
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 500,000
	Total Sewer System Infrastructure Cost:				\$ 5,360,000
Water Distribution Service  (City of Hillsboro)	Estimated Water Demand:			600,000 gpd	
	Pipe Size		12"-18"	18"-24"	24"+
	Total Pipe Length		16200	4400	8200
	Per-Foot Pipe Cost		\$100	\$150	\$200
	Construction Cost		\$ 1,620,000	\$ 660,000	\$ 1,640,000
	Subtotal - Study Area Water Pipe Network				\$ 3,920,000
	System Upgrades: Pump Station and Distribution				N/A
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 500,000
	Total Water System Infrastructure Cost:				\$ 4,420,000
Storm Sewer Service  (City of Hillsboro)	Pipe Size	12"-18"	18"-24"	24"-48"	48"+
	Total Pipe Length	5800	4800	7700	3700
	Per-Foot Pipe Cost	\$135	\$175	\$220	\$330
	Construction Cost	\$ 783,000	\$ 840,000	\$ 1,694,000	\$ 1,221,000
	Total Storm System Infrastructure Cost:				\$ 4,538,000
Transportation Service*	Projected Lane Miles to be Built (including Base Study Area)				12.47
	Cost per Added Lane Mile (millions)				\$12.68
	Total Road System Infrastructure Cost (millions):				\$ 158.16

\*Data provided by Metro thru the HERS-ST estimating approach



CITY OF HILLSBORO

## ASSESSMENT OF POTENTIAL URBAN GROWTH BOUNDARY EXPANSION AREA

Infrastructure Cost Estimate

Project Number: 2110198.00

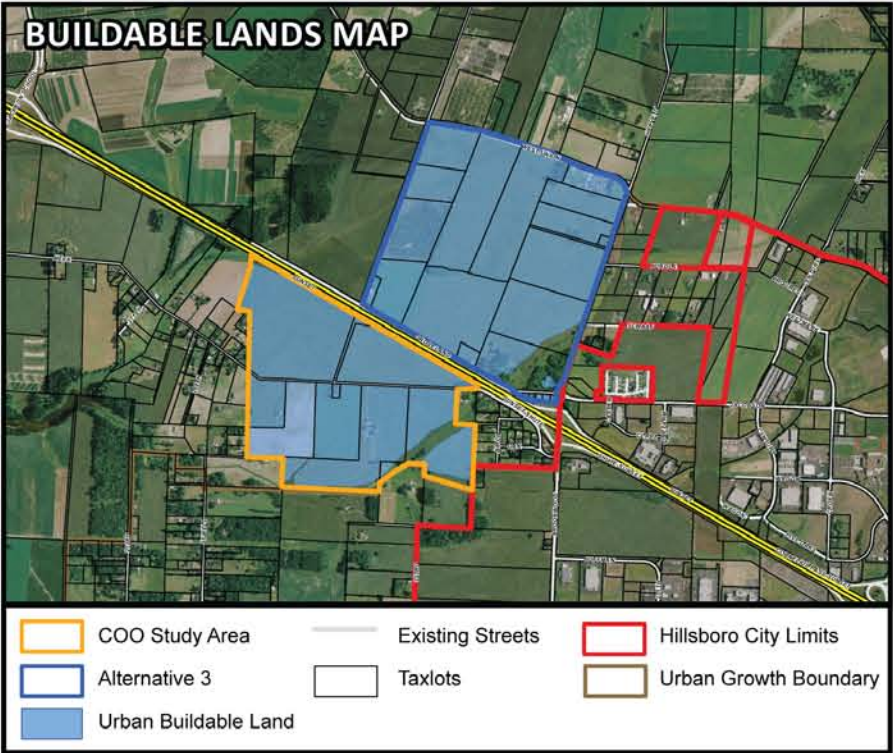
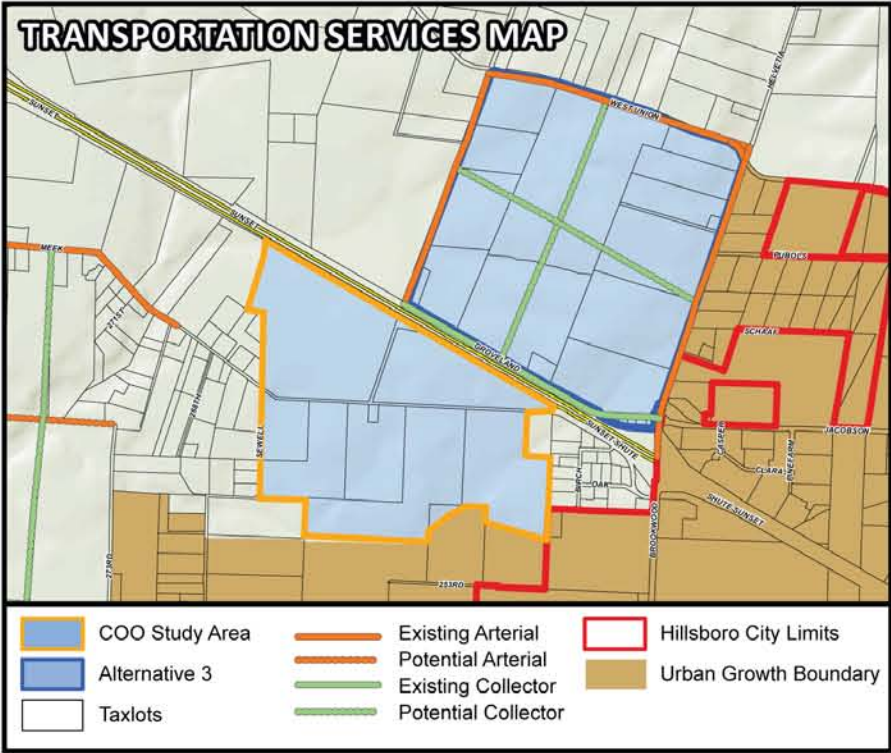
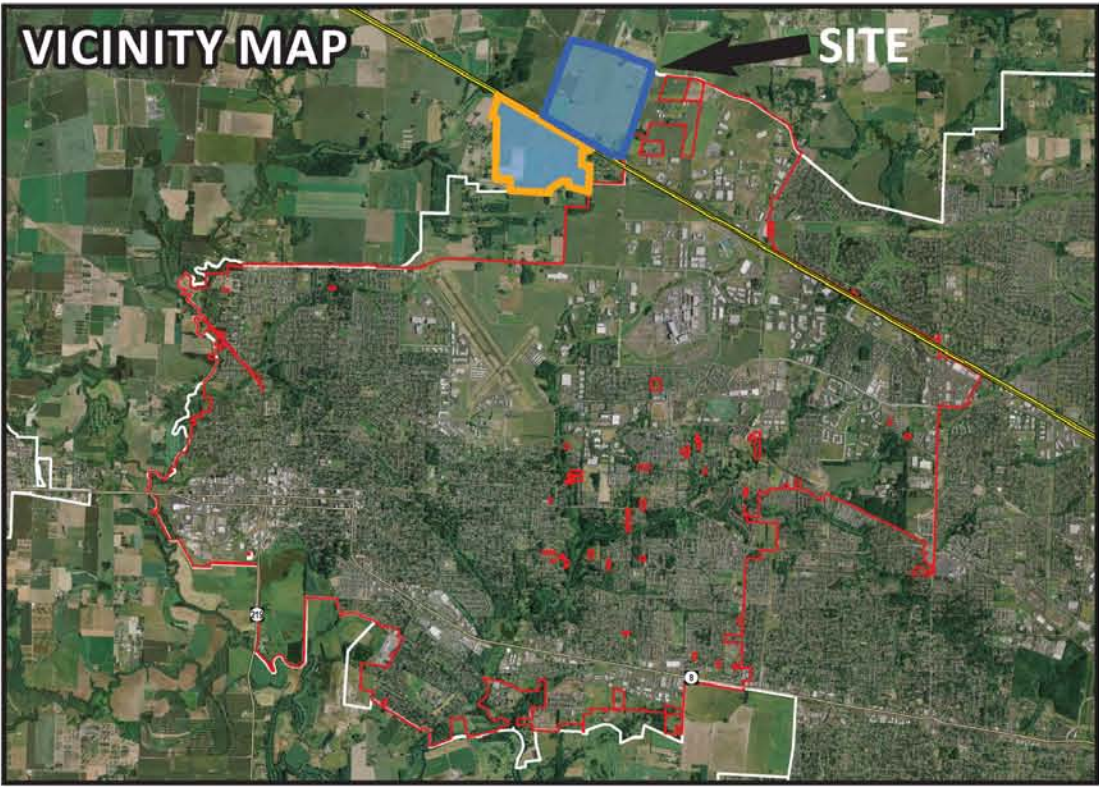
July 12, 2011

GROUP  
MACKENZIE



Alternative #3:

Groveland Road Study Area



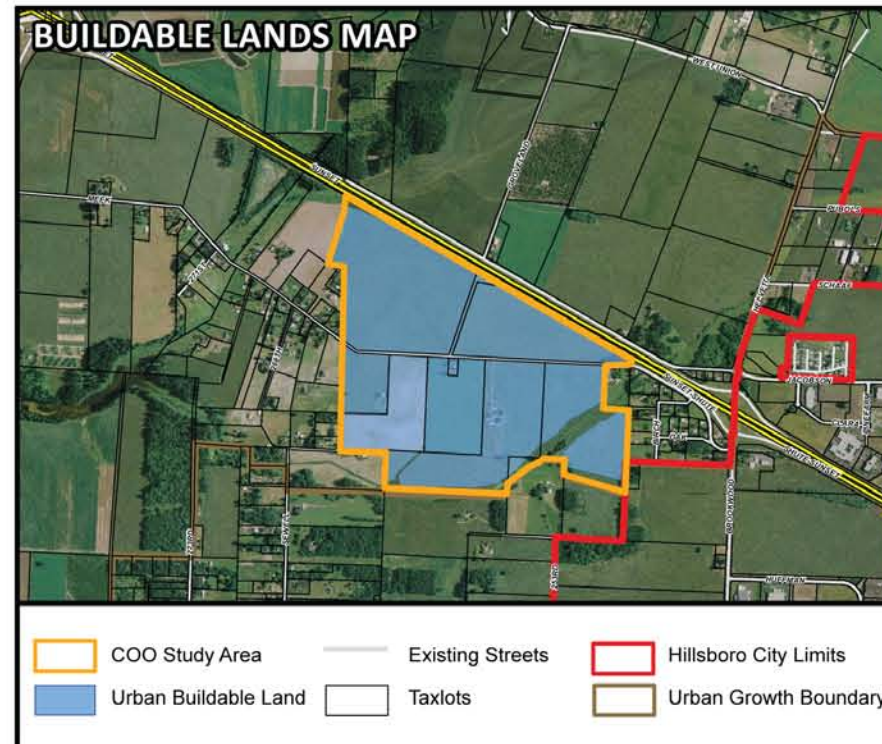
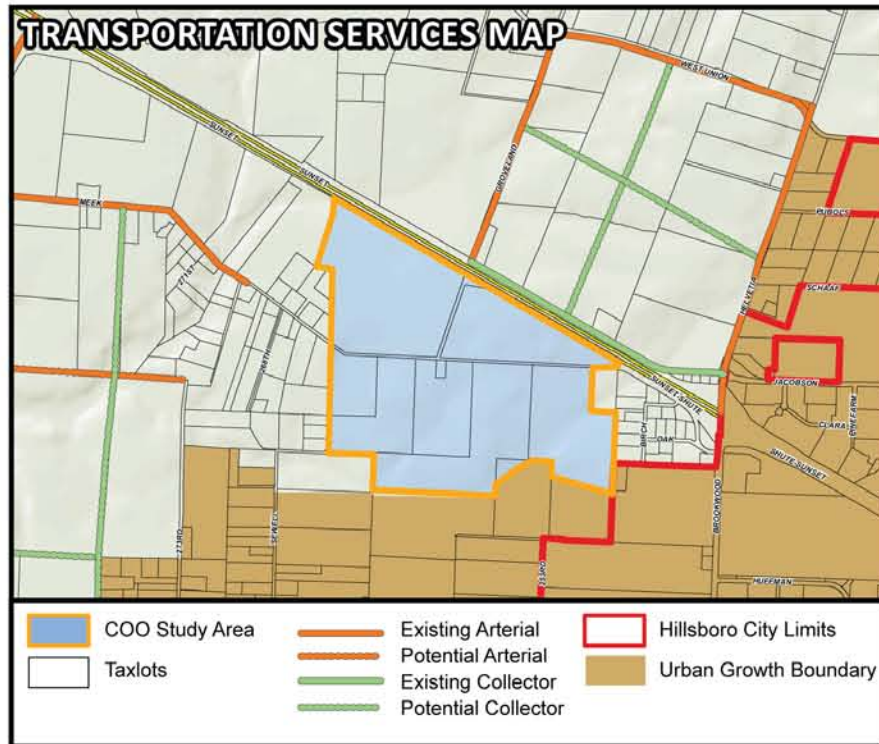
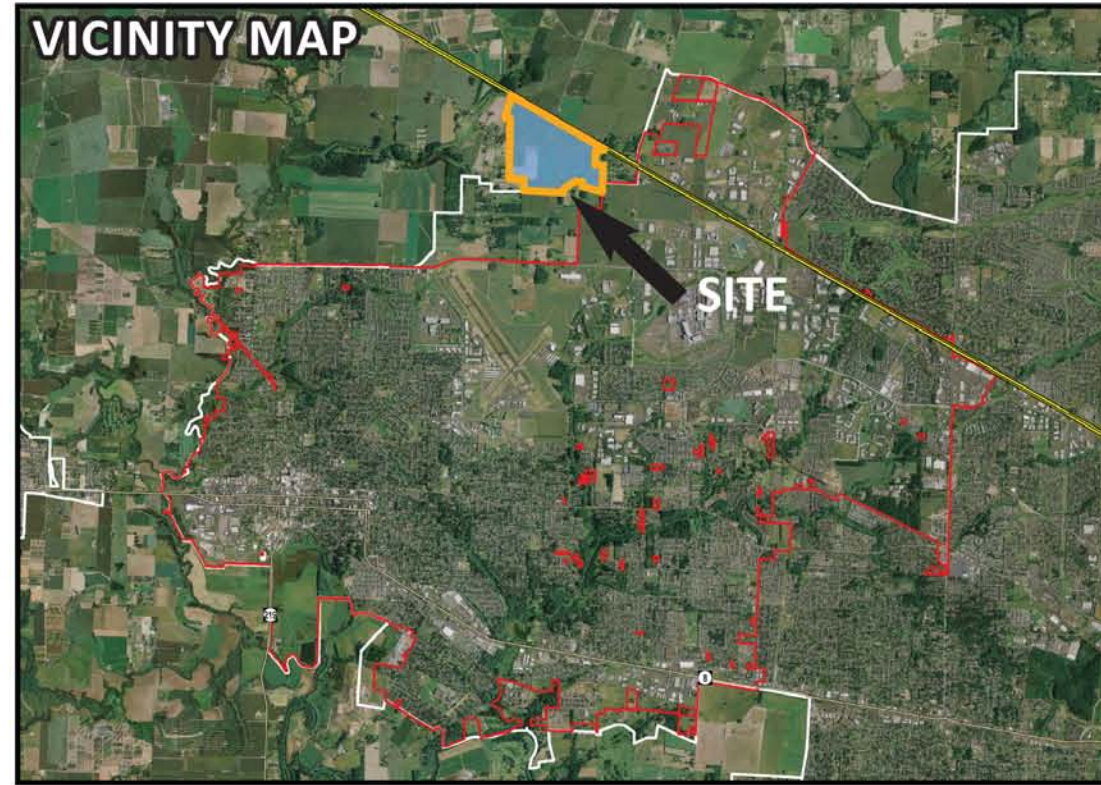
Infrastructure Costs - Alternative #3 - Groveland Road Study Area					
Study Area Data	Total Study Area Land		712 acres		
	Total Constrained Land		42 acres		
	Net Buildable Land		670 acres		
Sanitary Sewer Service  (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+	12+" Force
	Total Pipe Length	15600	4800	4300	2300
	Per-Foot Pipe Cost	\$120	\$160	\$180	\$250
	Construction Cost	\$ 1,872,000	\$ 768,000	\$ 774,000	\$ 575,000
	Subtotal - Study Area Pipe Network				\$ 3,989,000
	System Upgrades: Pump Station and Distribution				\$ 1,500,000
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 600,000
	Total Sewer System Infrastructure Cost:				\$ 6,089,000
Water Distribution Service  (City of Hillsboro)	Estimated Water Demand:		700,000 gpd		
	Pipe Size	12"-18"	18"-24"	24"+	
	Total Pipe Length	19400	5200	9900	
	Per-Foot Pipe Cost	\$100	\$150	\$200	
	Construction Cost	\$ 1,940,000	\$ 780,000	\$ 1,980,000	
	Subtotal - Study Area Water Pipe Network				\$ 4,700,000
	System Upgrades: Distribution pipeline across Highway US26				\$ 1,200,000
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 500,000
	Total Water System Infrastructure Cost:				\$ 6,400,000
Storm Sewer Service  (City of Hillsboro)	Pipe Size	12"-18"	18"-24"	24"-48"	48"+
	Total Pipe Length	7000	5700	9200	4400
	Per-Foot Pipe Cost	\$135	\$175	\$220	\$330
	Construction Cost	\$ 945,000	\$ 997,500	\$ 2,024,000	\$ 1,452,000
	Total Storm System Infrastructure Cost:				\$ 5,418,500
Transportation Service*	Projected Lane Miles to be Built (including Base Study Area)		15.27		
	Cost per Added Lane Mile (millions)		\$11.64		
	Total Road System Infrastructure Cost (millions):				\$ 177.70

\*Data provided by Metro thru the HERS-ST estimating approach



# Metro COO Study Area

\*Previously included in Metro analysis

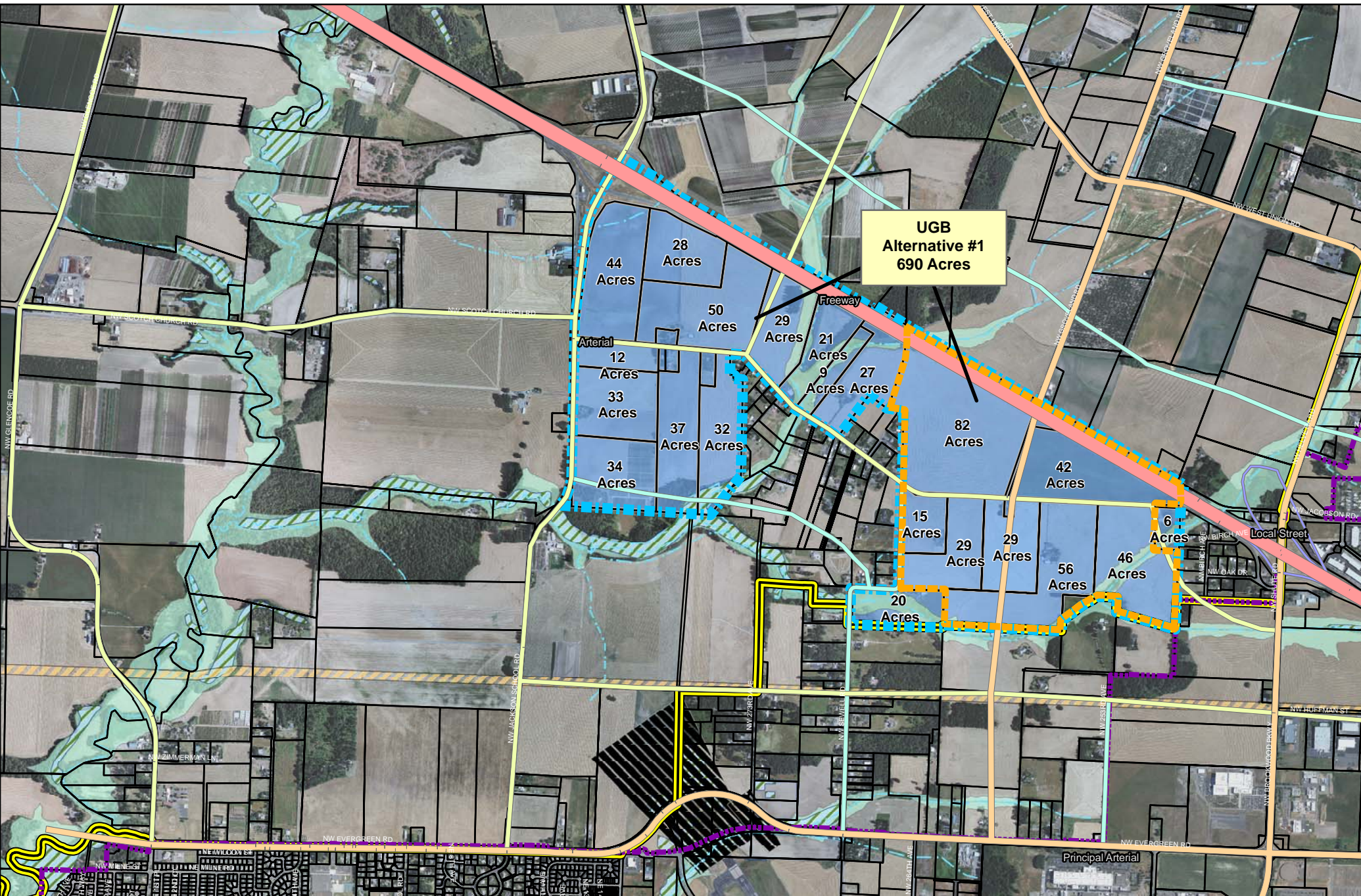


## Infrastructure Costs - COO Study Area

Study Area Data	Total Study Area Land		308 acres		
	Total Constrained Land		18 acres		
	Net Buildable Land		290 acres		
Sanitary Sewer Service  (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+	12+" Force
	Total Pipe Length	6800	2100	1900	1000
	Per-Foot Pipe Cost	\$120	\$160	\$180	\$250
	Construction Cost	\$ 816,000	\$ 336,000	\$ 342,000	\$ 250,000
	Subtotal - Study Area Pipe Network				\$ 1,744,000
	System Upgrades: Pump Station and Distribution				\$ 1,300,000
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 250,000
	<b>Total Sewer System Infrastructure Cost:</b>				<b>\$ 3,294,000</b>
Water Distribution Service  (City of Hillsboro)	Estimated Water Demand:		300,000 gpd		
	Pipe Size	12"-18"	18"-24"	24"+	
	Total Pipe Length	8400	2300	4300	
	Per-Foot Pipe Cost	\$100	\$150	\$200	
	Construction Cost	\$ 840,000	\$ 345,000	\$ 860,000	
	Subtotal - Study Area Water Pipe Network				\$ 2,045,000
	System Upgrades: Pump Station and Distribution				N/A
	System Upgrades: Treatment Facilities				N/A
	System Upgrades: Associated Maintenance Increase				\$ 500,000
	<b>Total Water System Infrastructure Cost:</b>				<b>\$ 2,545,000</b>
Storm Sewer Service  (City of Hillsboro)	Pipe Size	12"-18"	18"-24"	24"-48"	48"+
	Total Pipe Length	3000	2500	4000	1900
	Per-Foot Pipe Cost	\$135	\$175	\$220	\$330
	Construction Cost	\$ 405,000	\$ 437,500	\$ 880,000	\$ 627,000
	<b>Total Storm System Infrastructure Cost:</b>				<b>\$ 2,349,500</b>
Transportation Service*	Projected Lane Miles to be Built		2.17		
	Cost per Added Lane Mile (millions)		\$11.17		
	<b>Total Road System Infrastructure Cost (millions):</b>				<b>\$ 24.23</b>

\*Data provided by Metro thru the HERS-ST estimating approach





**City of Hillsboro**  
**PLANNING DEPARTMENT**  
 Long Range Planning  
 150 E. Main Street, Fourth Floor  
 Hillsboro, OR 97123-4028  
 www.ci.hillsboro.or.us  
 Tel: 503.681.6153  
 Fax: 503.681.6245

**Map 3**  
**North Hillsboro**  
**UGB Expansion**

1 inch = 0.38 miles  
 1 inch = 2,000 feet

- Concept Streets**
- Local Street
  - Neighborhood Route
  - Collector
  - Arterial
  - Principal Arterial
  - Freeway
- Alternative #1**
- Alternative #1 Boundary
  - Alt #1 Taxlots over 5 acres
  - COO Recommendation
  - Urban Growth Boundary
- Hillsboro City Limits**
- FEMA 100 Yr Floodplain
  - Wetlands
  - BPA ROW
  - Airport Restriction Zone 1
  - Tax lots

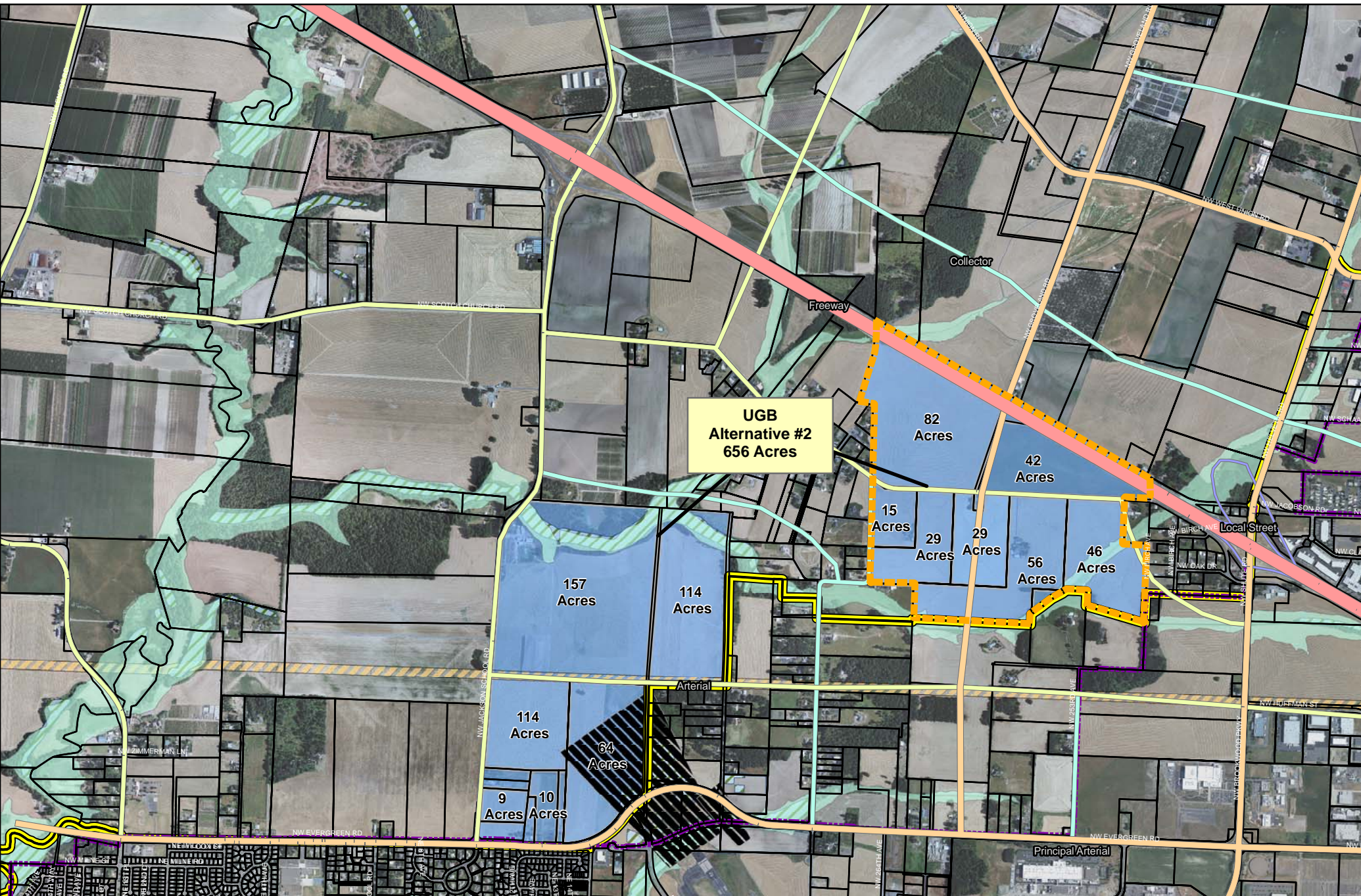
Alt #1 Gross Taxlot Acres	Less: Constraints	Net Acres	Less: 10% for Future Roads	Net Buildable Acres	Employment Density	Employment Capacity
690	(47)	643	(64)	579	19.6	11,347

Source:  
 City of Hillsboro GIS  
 Current as of May 2010  
 Washington County GIS  
 Current as of May 2010  
 Metro RLIS  
 Current as of May 2010

DISCLAIMER: This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information.

Printing Date: June 16, 2011  
 File: WUGB\_Project\Range\_Urban Reserve\UGB\UGB Scenario Update 041411  
 RoadNetwork\Alt1\_North\_Hillsboro\_Exp\_041411\_Sheets.mxd





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## Map 4 North Hillsboro UGB Expansion

1 inch = 0.38 miles  
 1 inch = 2,000 feet

- Concept Streets**
- Local Street
  - Neighborhood Route
  - Collector
  - Arterial
  - Principal Arterial
  - Freeway
- Legend**
- UGB Alternative #2
  - Alt #2 Taxlots over 5 acres
  - COO Recommendation
  - Urban Growth Boundary
  - Hillsboro City Limits
  - FEMA 100 Yr Floodplain
  - Wetlands
  - BPA ROW
  - Airport Restriction Zone 1
  - Tax lots

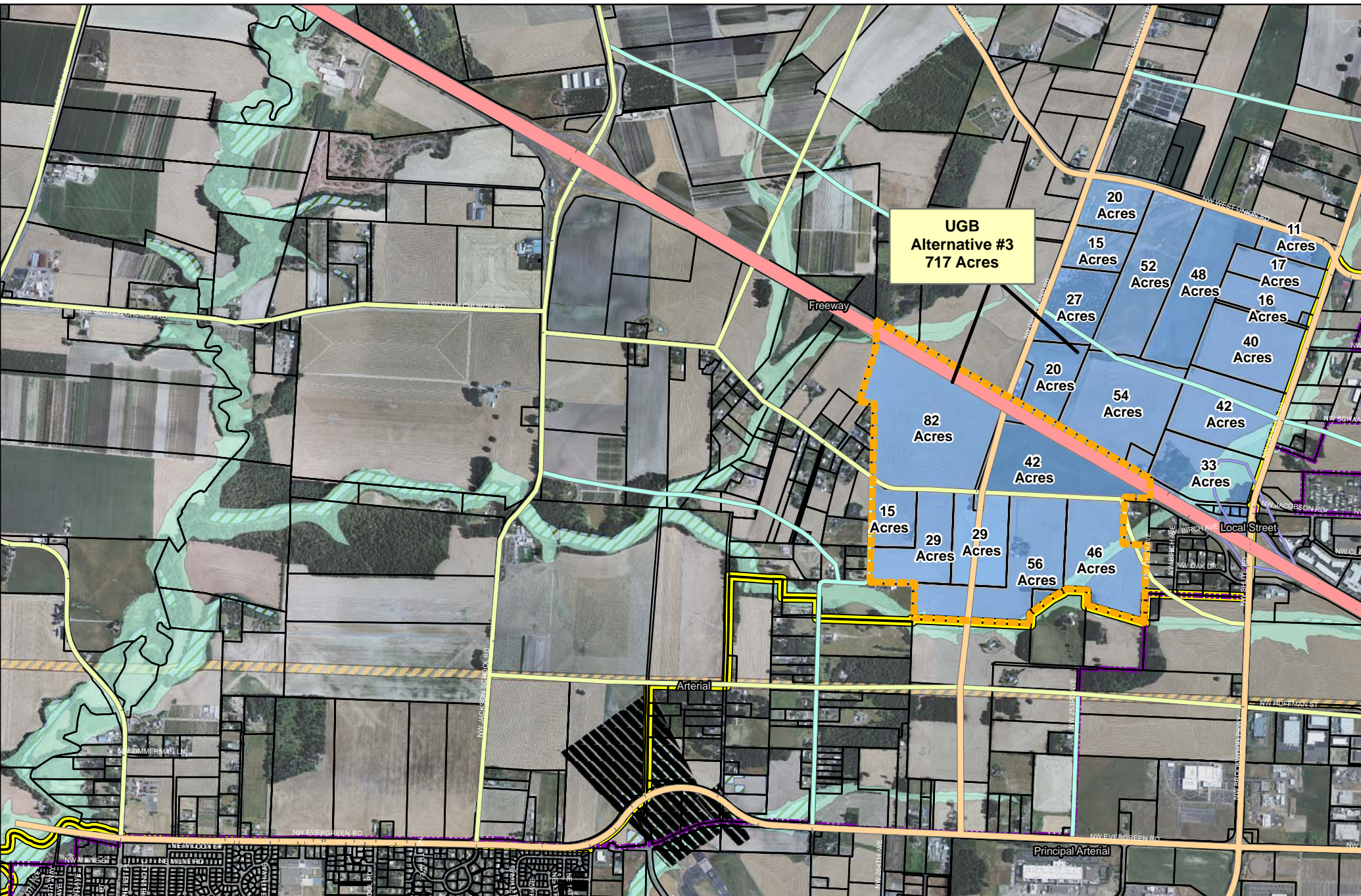
Alt #2 Gross Taxlot Acres	Less: Constraints	Net Acres	Less: 10% for Future Roads	Net Buildable Acres	Employment Density	Employment Capacity
656	(109)	547	(55)	493	19.6	9,657

Source:  
 City of Hillsboro GIS  
 - Current as of March 2011  
 Washington County GIS  
 - Current as of March 2011  
 Metro RLIS  
 - Current as of March 2011

DISCLAIMER: This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information.

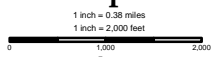
Printing Date: June 16, 2011  
 File: WUGB\_ProjectRange  
 Urban Reserve/UGB/UGB Scenario Update 041411  
 RoadNetwork/Alt2\_NH\_UGB\_Exp\_Rx11\_041411\_Sheets.mxd





**City of Hillsboro**  
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## Map 5 North Hillsboro UGB Expansion



- Concept Streets**
- Local Street
  - Neighborhood Route
  - Collector
  - Arterial
  - Principal Arterial
  - Freeway
- Legend**
- Alternative #3
  - Alt #3 Taxlots over 5 acres
  - COO Recommendation
  - Urban Growth Boundary
  - Hillsboro City Limits
  - FEMA 100 Yr Floodplain
  - Wetlands
  - BPA ROW
  - Airport Restriction Zone 1
  - Tax lots

Alt #3 Gross Taxlot Acres	Less: Constraints	Net Acres	Less: 10% for Future Roads	Net Buildable Acres	Employment Density	Employment Capacity
717	(137)	580	(58)	522	19.6	10,231

**Source:**  
 City of Hillsboro GIS  
 - Current as of March 2011  
 Washington County GIS  
 - Current as of March 2011  
 Metro RLIS  
 - Current as of March 2011

**DISCLAIMER:** This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information.

Printing Date: June 16, 2011  
 File: WUGB\_Projects\Range\Urban Reserve\UGB\UGB Scenario Update 041411.RXD  
 RoadNetwork\UGB\_North\_UGB\_Exp\_Rx11\_041411\_Sheets.mxd



*Points we might want to make if Metro Council asks us to address questions raised by Mark Greenfield's letter regarding the 69 acre Shute Road property versus the 330 acre Meek Road area recommended by the COO*

**Caselaw:**

- 1) Standing cites to 1K v. LCDC (McMinnville, July 2011, A134379) as the basis for their assertion that the 69-acre property should be the highest priority for UGB expansion for large lot industrial uses (over the COO recommended 330 acres south of Hwy 26). Their argument goes into considerable depth regarding the site's high feasibility for provision of cost effective infrastructure, relying primarily on the cost and location of potentially available infrastructure to establish their "highest priority" status. In essence, **they are making the same mistake the city of McMinnville & LCDC made in the contested UGB decision, which resulted in a remand to LCDC by the court of appeals.** As noted by Ed Sullivan in explaining the ruling: *"LCDC's reliance on the city's findings that applied only Goal 14 locational factors to exclude some exception land was in error because it conflated the Step 3 analysis (i.e., Goal 14 based "orderly & efficient provision of public facilities and services") with the Step 1 and 2 analyses. (i.e., Step 1 – determination of land need, & Step 2 – determine adequacy of candidate lands under ORS 197.298(1) & (3))."* (*Daily Journal of Commerce, September 2011*)
- 2) As clearly indicated in Metro Code Section 3.07.1425(C), once you get to Step 3 in the UGB analysis, infrastructure provision is **only one of nine (9) factors that must be balanced** in much the same way Goal 14 administrative rule factors must be applied statewide. As shown on the city's draft matrix (attached), "Efficient Accommodation" and "Public Services Provision" rates differently in the four subareas the city asked Metro to analyze for UGB expansion. While the Groveland Road area (440 acres) rates high for infrastructure capability, it does not fully meet several other factors and thus, actually **received the lowest overall score** under the city's analysis of Metro Code of the four areas analyzed. On the same matrix, the **310 acre (now 330 acres) area received the highest overall score** – 12 points higher than the Groveland Road area.

**Land Need & Development Feasibility:**

- 3) The relatively small portion of the Groveland Road area requested for UGB expansion would **not be able to fully meet the minimum 200 acre need for large lot industrial uses identified by Metro.** Even if the Berger/Hartung (38 acres) and Choban (33 acres) properties are added to Standing's holdings, there would be only one 50 acre site in the 140 acre combined area. Unlike the 330 acre multiple ownership area south of Hwy 26, **these three property owners do not appear to have any agreement to assemble land to achieve even two 50 acre sites (or one 100 acre site).**
- 4) Standing relies heavily on the CH2M-Hill study prepared for the city of Hillsboro in May 2010. That study identifies the 140 acres north of the Shute Road interchange as the area with "the best attributes and holds good potential for development. " Sites 2, 3 & 4

comprise the COO recommended 330 acres and are rated in the study as nearly comparable to the Groveland Road 140 acre analysis area. The analysis notes that “the sites are adjacent to the existing UGB, which could provide easier annexation into the city.” This is an important point since the **city’s UPAA with Washington County stipulates that no urban development will occur in the city’s area of interest without annexation.** Of the 140 acre area, only the south portion of the Standring property is adjacent to incorporated lands east of Helvetia Road. Since there is no formalized multiple owner agreement that includes joint annexation, **land assembly for purposes of development could be problematic if the three property owners cannot come to an agreement with a future industrial client.**

- 5) Since May 2010 the city was approached by property owners in sites 2, 3 and 4 who have an interest in UGB expansion. The city and property owners have worked closely over the past year to **establish a contractual, written agreement that will ensure the entire 330 acre area will be assembled and marketed jointly for large lot industrial use. Because of the multiple site synergy achieved by the joint agreement, it would not be hard to imagine that the CH2M-Hill study would have come to a different conclusion had the agreement been in effect at the time of the Spring 2010 study.** If the entire COO recommended area is brought into the UGB it will be able to respond to large lot industrial needs for at least 200 acres in a variety of 50-100 acre configurations. **No other area under consideration by Metro can accomplish that.**

**Infrastructure:**

- 6) Standring makes much of the cost of infrastructure developed for Metro by Group MacKenzie, stating that the costs of developing the COO recommended area are 55 times higher than costs associated with developing his 69 acre holding. This appears to be a case of comparison between a very small area (Shute Road Interchange Analysis Area 8B with 86 gross acres/58 buildable acres) against the 950 acre Hillsboro North Area 8A analyzed by Metro (see area descriptions in *Preliminary Analysis of Potential UGB Expansion Areas*, July 5, 2011 and Attachments 3 & 4 summary tables). The substantial infrastructure cost difference cited is likely the result of **no** transportation costs attributed to the Shute Road 8B area by Metro while substantial transportation costs are attributed to the 950 acre analysis area because of the need for an extensive collector and arterial road system. A more meaningful comparison of transportation costs is found in the Attachment A summary table, which lists costs per added lane mile as \$11.73 versus \$12.13 for the 8B and 8A areas respectively.
- 7) It is important to remember that the total costs of development would be split between public and private investments. **Thus, the order of magnitude cited overstates the actual public sector costs of development of the two areas.** In their July 25, 2011 cover memorandum on the Hillsboro UGB Infrastructure Assessment Group MacKenzie states; “Additionally, the percent of infrastructure costs attributable to the public versus private sector varies from jurisdiction to jurisdiction and between infrastructure types.

This analysis does not attempt (sic) identify how much of total estimated costs will be paid for from public versus private funds. Thus, the actual public costs associated with infrastructure needed to support future development may vary from area to area.”

- 8) While there may be public utilities close by in the Helvetia subarea, it should be noted that **obtaining urban water service could be slowed because of jurisdictional issues**. Helvetia Road is the boundary in that area between city supplied water service and TVWD, which serves the area to the east of Helvetia Road. In order to obtain water from “across the street” an intergovernmental agreement for an inter-tie would be necessary. It actually may be more efficient to extend water to the COO recommended area, which is entirely within the city’s water supply boundary. Given the importance of a reliable immediate source of municipal water to high/clean tech industries, the water supply issue could ultimately affect a company’s decision to locate in either area.
- 9) According to the city water department Area 8A can be served by an existing water reservoir located at Evergreen and Shute roads north to the south edge of Hwy 26. In contrast, 8B would need a new, and potentially expanded, water reservoir (planned north of Hwy 26). Without an IGA with TVWD to construct an inter-tie in the short term, a water line would have to be extended up Brookwood Parkway/Shute Road north of Hwy 26.
- 10) Likewise, in relation to sewer services, 8A can be served by extension of pipes or upsizing existing pipes while 8B would require a new sanitary sewer pump station to accommodate significant manufacturing activities.
- 11) 8A is planned to be served by transit (Draft Findings Map) while 8B is not.

**Natural Features & Buffering:**

- 12) 8A has limited environmental features whereas 8B has a significant flood plain reducing the developable area of the Standing site by nearly 40 percent.
- 13) Agricultural buffering will be required for both areas. 8A is bordered by Hwy 26 (north), the Meek Road rural residential area (east) and Sewell Road (partial west) with limited adjacency to farming activities south of the highway. In contrast, 8B is bordered by Hwy 26 (south) and Helvetia Road (east). To the north and west it is directly adjacent to farming activities.
- 14) Hwy 26 has been identified as an important border element for 8A, marking the transition from urban to rural uses. In contrast, 8B crosses the highway and extends west of Helvetia Rd into an area that is currently actively farmed.

## Urban Growth Boundary Expansion Criteria

### Metro Code Section 3.07.1425(C)<sup>1</sup>

	<b>Metro UGB Expansion CRITERIA</b>	<b>COO Recommended 310 Acres</b>	<b>Jackson School Road 380 Acres</b>	<b>Waibel Creek South 346 Acres</b>	<b>Groveland Road 440 Acres</b>
1	Efficient Accommodation	5	5	3	3
2	Public Services Provision	5	1	3	5
3	ESEE Consequences	3	3	3	3
4	Ag/Forest Compatibility	3	3	3	1
5	Housing/Employment Distribution Across Region	3	1	3	1
6	Purposes of Centers & Corridors	3	3	3	3
7	Protection of Commercial Agriculture	3	1	3	1
8	Fish & Wildlife Habitat Preservation	3	3	1	5
9	Transition Between Urban & Rural Lands	5	5	3	1
	<b>TOTAL SCORE</b>	<b>33</b>	<b>25</b>	<b>25</b>	<b>23</b>

*City of Hillsboro Scoring – May 2011 DRAFT*

**Rating Scale:**    5 = Fully complies and furthers intent of criteria;  
                              3 = Complies with criteria;  
                              1 = Additional actions may be needed to ensure compliance with criteria

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<sup>1</sup> Metro UGB Expansion Criteria include:

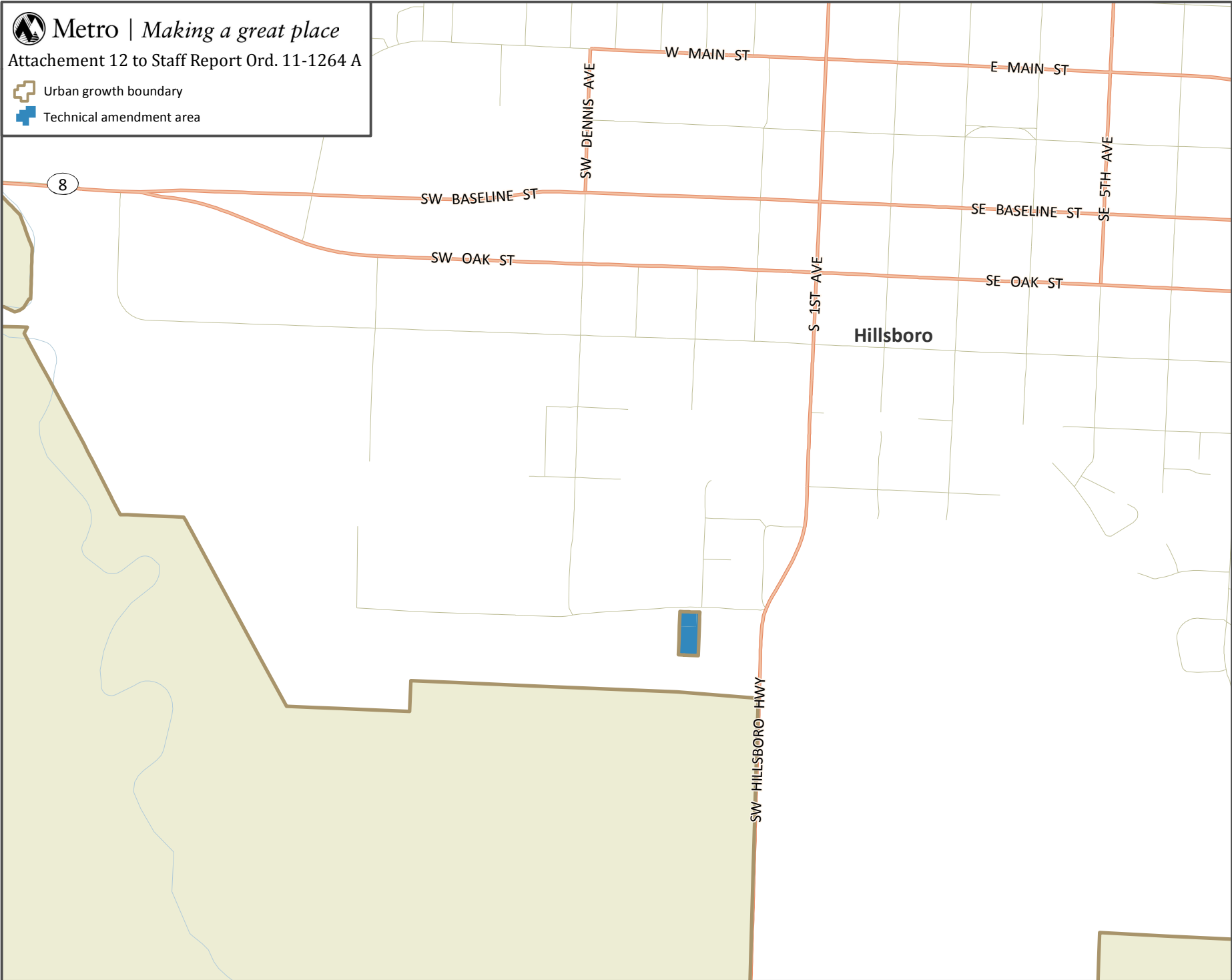
1. *Efficient accommodation of identified land needs;*
2. *Orderly and economic provision of public facilities and services;*
3. *Comparative environmental, energy, economic and social consequences;*
4. *Compatibility of proposed urban uses with nearby agricultural and forest activities occurring on land outside the UGB designated for agriculture or forestry pursuant to a statewide planning goal;*
5. *Equitable and efficient distribution of housing and employment opportunities throughout the region;*
6. *Contribution to the purposes of Centers and Corridors;*
7. *Protection of farmland that is most important for the continuation of commercial agriculture in the region;*
8. *Avoidance of conflict with regionally significant fish and wildlife habitat; and*
9. *Clear transition between urban and rural lands, using natural and built features to mark the transition*



Urban growth boundary



Technical amendment area



INTERGOVERNMENTAL AGREEMENT ON  
HIGHWAY 26 CORRIDOR  
AMONG CITY OF SANDY, CLACKAMAS COUNTY,  
METRO

This Agreement is entered into by and between the City of Sandy ("City"), Clackamas County ("County") and Metro ("Metro") (collectively, the "Parties") pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

RECITALS

WHEREAS, The Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2060; and

WHEREAS, Anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, The City wishes to maintain its own identity, separate and distinct from the metropolitan area; and

WHEREAS, Metro and the County share the City's desire to maintain a separation between the City and the metropolitan area; and

WHEREAS, Highway 26 eastbound between the cities of Gresham and Sandy is the gateway to the Mount Hood recreational area, a nationally-recognized scenic and recreational resource; and

WHEREAS, pursuant to Senate Bill 1011 (2007) County and Metro have adopted both Urban and Rural Reserves in and around the Highway 26 Corridor between Gresham and Sandy; and

WHEREAS, the County, City and Metro previously entered into an Intergovernmental Agreement (the Green Corridor/Rural Reserve Agreement) for the purpose of preserving the rural character of the area between the Metro UGB and the Sandy Urban Reserve; and

WHEREAS, The City, the County and Metro are interested in preserving and protecting the visual character of the Highway 26 Corridor as it passes through the area subject to this Agreement; and

NOW, THEREFORE, the City, the County and Metro agree as follows:

Clackanomah Management IGA

Page 1 of 5

## **AGREEMENT**

### **I. Purpose**

The Parties agree that they are mutually interested in and will work together to:

- A. Preserve the distinct and unique identities of the City and the metropolitan area by maintaining a separation between the City and the metropolitan area.
- B. Preserve and protect the rural and natural resource character and values of Rural Reserve areas along the corridor that separate the City from the metropolitan area.
- C. Establish a plan to protect the unique visual character of the Highway 26 Corridor.

### **II. Definitions**

- A. "Highway 26 Corridor" means the area along State Highway 26 between the cities of Gresham and Sandy.
- B. "Clackanomah Urban Reserve" means Urban Reserve Areas 1D and 1F as designated in Metro's Regional Framework Plan, and shown on Exhibit A hereto.

### **III. Pre-Development Buffering**

The Parties:

- A. Intend that urban development along the Highway 26 Corridor shall be screened from the Highway in a fashion that reasonably retains the rural visual character of the corridor. The parties agree that a 50-foot wide buffer containing a thick screen of evergreen trees will achieve this goal.

The County and the City:

- B. Will work together in good faith to establish buffers in advance of urban development, either within the existing highway right of way or through the acquisition of appropriate easements on private land adjacent to the highway.
- C. If one or more owners of real property within the Highway 26 Corridor grants an appropriate easement(s), will establish a vegetated buffer within the easement(s) consistent with the terms of this Agreement.
- D. Where an affected property owner is willing to grant an easement(s), will seek funding to establish evergreen plantings within the buffer. Funds provided by any of the Parties for the buffer may be reimbursed through fees paid by future development in the urban reserve area.

E. If an affected property owner does not grant an appropriate easement to establish the buffer, will discuss alternative methods and or incentives to obtain the necessary easements, including the exercise of eminent domain.

#### **IV. Concept Planning for Clackanomah Urban Reserves.**

A. The Parties recognize that the addition of any portion of the Clackanomah Urban Reserve into the Urban Growth Boundary will be preceded by and conditioned upon development of a concept plan by the appropriate local governments pursuant to Title 11 of the Metro's Urban Growth Management Functional Plan. The Parties further recognize that the concept planning process is a collaborative process between the jurisdiction that will ultimately provide services to the Clackanomah Urban Reserve and other affected jurisdictions, including the Parties. Metro's regulations do not prescribe a precise outcome to the concept planning process.

B. Prior to approving an amendment to the UGB to add any portion of the Clackanomah Urban Reserve, Metro shall determine that the appropriate city or the County has complied with the provisions of Title 11 for any portion of the Clackanomah Urban Reserve. The Parties will strive to ensure that the concept plan calls for the following in land use regulations adopted following addition to the UGB:

- a. Prior to approval of any commercial, industrial or urban-level residential development in the concept plan area, parcels located within the Clackanomah Urban Reserve and abutting Highway 26 shall provide a vegetated buffer screen along the entire highway frontage, to a depth of 50 feet where such a buffer can be imposed as a condition of development. Within the buffer area existing trees shall be preserved to the greatest extent possible. New evergreen trees at least eight feet in height at planting and capable of growing to at least 30 feet in height shall be planted at a density that will create a visual screen within five years. This provision shall not apply to the development of roads, utilities, or other public facilities;
- b. Appropriate limitations on signs oriented to Highway 26 except where required for reasons of public safety;
- c. Achievement of the principles relating to the Clackanomah Urban Reserves set forth in Exhibit B of the Intergovernmental Agreement between Metro and Clackamas County to Adopt Urban and Rural Reserves, attached to this Agreement; and
- d. Orientation of commercial retail development toward the interior of the Clackanomah Urban Reserves and away from the Highway 26 Corridor.



As used above, "strive to ensure" means the Parties will individually and collectively use their best efforts.

C. Metro will require that provisions in the concept plan that implement paragraphs IV.B.a through d of this Agreement be adopted into the comprehensive plan and land use regulations of the County or the city responsible for urban planning in the portion, or both.

## **V. Notice and Coordination Responsibilities**

A. The County shall provide the City and Metro with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on plan amendments or zone changes within the Clackanomah Urban Reserve.

B. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least 15 days prior to administrative action on any development applications (including, but not limited to, conditional use permits and design review) within the Clackanomah Urban Reserve.

C. The County shall provide the City and Metro with notice and an opportunity to comment on any proposed concept plan for any portion of the Clackanomah Urban Reserve.

D. In order to fulfill the cooperative planning provisions of this agreement the City, County and Metro shall provide each other with needed data, maps, and other information in hard copy or digital form in a timely manner without charge.

## **VI. Amendments to this Agreement**

This Agreement may be amended in writing by the concurrence of all three Parties. The terms of this agreement may be reviewed at the time that the Parties adopt modifications to related agreements.

## **VII. Effectiveness and Termination**

A. This agreement will be effective upon acknowledgement of the designation by Metro of urban reserves in Clackamas County pursuant to ORS 195.145(1)(b) and a final decision on any appeal of the acknowledgement. This agreement shall continue until terminated by any of the Parties, following a written explanation for the proposed termination and consultation with the other Parties, by written notice from the Party. The agreement shall terminate 60 days following receipt of the notice by the other Parties.

### VIII. Severability

If any section, clause or phrase of this agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the agreement shall be severed from the invalid parts and shall remain in full force and effect.

<b>CITY OF SANDY</b>  _____ Mayor, City of Sandy  ATTEST:   By: _____ City Recorder  METRO  _____ Metro Council President  ATTEST:   By: _____	<b>CLACKAMAS COUNTY</b>  _____ Chair, Board of Commissioners  ATTEST:   By: _____ Recording Secretary
---	--

**URBAN GROWTH BOUNDARY AMENDMENT SUBMITTAL INDEX**

<b>Date</b>	<b>Document</b>	<b>To</b>	<b>From</b>	
10/21/2010	Map and letters: Urban Growth Boundary Study Area - South Cooper Mountain - property owners ask that South Cooper Mountain area, also known as area 6B, be included in the UGB and annexed to the City of Beaverton	TO: Stephen Sparks, City of Beaverton	FROM: Frank Lolich, John O'Neil, Ron Dycher, Robert J. Gross, Ed Barthelomy, James O'Connor, Lewis Bierly, David B. Ward, Michael J. Arnell	1
3/29/2011	Letter: ODOT is developing a project to reduce congestion and improve safety and freight mobility to better serve the economic development opportunities inside the UGB, in the area of the Brookwood Parkway/Helvetia Rd interchange. Requests a stipulation indicating the capacity needed to protect that function if the land is brought into the Metro urban growth boundary.	TO: Washington County Commission Chair Andy, Duyck, Metro President Tom Hughes, cc Jason Tell, Rian Windsheimer, Kirsten Pennington, Andy Johnson, Lidwien Rahman, John Williams, Jerry Lidz, Jennifer Donnelly, Anne Debaut	FROM: Lainie Smith, ODOT	11
4/12/2011	Meeting Packet: Metro Council Work Session, including: * Agenda * Agenda Item 4.0: Urban Growth Boundary Timeline including Work Session Worksheet, 2011 Growth Management Decision Work Program (work in progress - April 4, 2011) Handout: Growth Management Decision: Alternative Schedule - April 12, 2011			12
4/12/2011	Minutes: Metro Council Work Session			19
4/12/2011	MPAC meeting attachment to the public record no. 041311m-06: 2011 Growth Management Decision Work Program, April 4 2011			22
4/19/2011	Meeting Packet: Metro Council Work Session, including: * Agenda * Agenda Item No. 3.0: Overview: Moving from Making the Greatest Place Policy to Implementation including Community Investment Strategy Roadmap * Agenda Item No. 4.0: Key Elements of Community Investment Strategy Identified in FY 2011-12 Budget, including Industrial and Employment Areas Work Program and Housing and Equity: Opportunity Mapping Work Program			24
4/19/2011	Minutes: Metro Council work Session			38
5/1/2011	Report: City of Hillsboro 2011 Large Lot Industrial UGB Expansion Study Area Findings - Analysis of Proposed UGB Expansion Areas Metro Code Section 3.07.142 - May 2011, including City of Hillsboro Draft Economic Opportunities Analysis - Excerpts - March 2009 - Summary Population, Housing and Employment Demand Data			42, 84
5/1/2011	Metro Report: Community Investment Strategy - State of the Centers - Investing in our Communities - May 2011			227
5/1/2011	Metro State of the Centers II - Errata Sheet and Corrections -from Brian Harper, October 21, 2011			341
5/5/2011	Email: Requested Additional UGB Study Areas - Hillsboro: Requests that a Groveland Road Urban Reserve Area (404 acres) be studied for potential 2011 industrial UGB expansion consideration, with attached letter and map to Dan Cooper from Mayor Jerry Willey	TO: Dan Cooper cc Robin McArthur, John Williams, Jerry Willey, Aron Carleson, Bruce Warner, Robert Dixon, Ellen Conley, Alwin Turiel	FROM: Pat Ribellia, The City of Hillsboro	342
5/12/2011	Email: Request area 6B be included in UGB - would like to see a site developed for a new high school for the Beaverton School District.	TO: Tom Hughes, Shirley Craddick, Carlotta Collette, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts	FROM: LeeAnn Larsen, Beaverton School District Director, Zone 5	347
5/18/2011	Letter: Supplemental UGB Expansion Areas - The City of Tigard supports inclusion of Priority area 1 (255 acres of land north and east of the intersection of SW Roy Rogers Rd and SW Beef Bend Rd) and Priority area 2 (140 acres of land along the south side of SW Scholls Ferry Rd in urban reserve area 6C); includes map.	TO: Dan Cooper	FROM: Hon Craig E. Dirksen, City of Tigard	348
5/24/2011	Meeting packet: Metro Council work session, including agenda and Agenda Item No. 4.0 - Urban Growth Boundary Areas and Metro Council work session worksheet on Urban Growth Boundary Analysis Areas			351
5/24/2011	Metro Council Work Session Attachment to the Public Record No. 52411cw- 3: Memo: 2011 urban growth boundary analysis areas, including map	TO: Tom Hughes, Metro Councilors	FROM: Tim O'Brien	355
5/24/2011	Minutes: Metro Council work Session			358
5/31/2011	Email: Acquisition, development & use of Shute Road properties for multi-tenant data centers- email exchange between Pat Ribellia, City of Hillsboro, and Dick Benner and John Williams; includes charts titled Hillsboro Industrial Siting Prospects over 4 Years (2007-2010) and Hillsboro Industrial Site Recruitments Over 4 Years (2007-2010)	TO: John Williams cc Dan Cooper, Robin McArthur, Jerry Willey, Tom Hughes, Kathryn Harrington, Bruce Warner, Richard Benner, Robert Dixon	FROM: Patrick Ribellia	361
6/14/2011	Letter: Materials supplementing the City of Beaverton's request for approximately a 535 acre portion of Urban Reserve Area 6B (South Cooper Mountain) be added to the UGB in 2011; includes South Cooper Mountain Prospectus, June 1, 2011, by the City of Beaverton, South Cooper Mountain Land Owners, Fregonese Associates, Lancaster Engineering, JPR Engineering	TO: Carlotta Collette	FROM: Hon Denny Doyle, City of Beaverton	368

**URBAN GROWTH BOUNDARY AMENDMENT SUBMITTAL INDEX**

<b>Date</b>	<b>Document</b>	<b>To</b>	<b>From</b>	
6/15/2011	Letter: Property owners want two parcels of land north of Hillsboro, 270 acres in total, to be included in the UGB. Includes map and 05/17/11 memo to Patrick Ribellia titled North Hillsboro area: Potential large lot industrial sites evaluation	TO: Tom Hughes and Mayor Jerry Willey	FROM: Gerald L. VanderZanden, Wayne F. VanderZanden, Norma K. Thompson, Joan I. VanderZanden, Crystal B. VanderZanden	401
6/17/2011	Letter: City of Hillsboro remains committed to implementing the South Hillsboro Community Plan and will have a series of plan implementation programming work sessions throughout 2011. Attachment: South Hillsboro Community Plan - City of Hillsboro, Oregon - 22 February 2008 located with 10/20/11 City of Hillsboro testimony to Metro Council	TO: Tom Hughes, Metro Councilors & Dan Cooper	FROM: Hon Jerry Willey, City of Hillsboro, Jeff Bachrach, Newland Communities, Joe Hanauer, Hagg Lane LLC (Butternut Creek Property)	422
6/28/2011	Letter: Urban reserve area 8B and UGB expansion, including two letters dated 08/31/10 to Carlotta Collette and 05/16/11 to Pat Ribellia and Dan Cooper comparing the adjoining Standing, Hartung-Berger and Choban properties in area 8B with other Washington County urban reserve lands indentified for industrial development; property owners (Strandring/Hartung/Berger/Choban) are in agreement with the request to the City of Hillsboro and Metro to evaluate and include their properties in the 2011 urban growth boundary expansion; also includes email regarding this letter to Richard Benner, cc Jim Standing	TO: Metro Council	FROM: Mark J. Greenfield	424
7/5/2011	Community Investment Strategy - Building a sustainable, prosperous and equitable region - Recommendations from Metro's Chief Operating Officer - 2011 growth management decision - July 5 2011			447
7/5/2011	Community Investment Strategy - Building a sustainable, prosperous and equitable region - Recommendations from Metro's Chief Operating Officer - Preliminary analysis of potential urban growth boundary expansion areas - July 5 2011 - includes CD			471
7/5/2011	Packet: Metro Council work session, including: * Agenda * Work session worksheet: COO Recommendation for the 2011 Growth Management Decision			720
7/5/2011	Minutes: Metro Council work session			724
7/11/2011	Email: Why was the 177 acres in the Tualatin area not included in the UGB recommendation, with response from Tom Hughes	TO: Tom Hughes	FROM: Lou Ogden, Mayor, City of Tualatin	729
7/13/2011	Packet: Metro Policy Advisory Committee (MPAC), including: * Agenda * MPAC Worksheet: COO Recommendation for 2011 Growth Management Decision			730
7/13/2011	MPAC Packet Attachment to the Public Record No. 071311m- 02: COO Recommendation UGB Expansion Options map			732
7/13/2011	MPAC Packet Attachment to the Public Record No. 071311m-04 : Email from Christina Kosinski regarding UGB expansion and the Maplelane Rd area near Oregon City			733
7/13/2011	Minutes: MPAC			735
7/20/2011	Email: Response to allowing the NW corner of West Union and 185th into the UGB without a city to manage it - the County has its hands full with urban unincorporated lands; there is little benefit to the County or citizens to create new islands and lose more high value ground from the urban unincorporated tax base	TO: Jin Park, Thomas VanderZanden cc Andy Duyck, Dick Schouten, Roy Rogers, Bob Terry, Andrew Singelakis, Kathryn Harrington	FROM: Greg Malinowski, Washington County Commissioner District 2	740
7/25/2011	Letter: Metro UGB expansion discussion - North Hillsboro UGB expansion, South Hillsboro UGB expansion. Includes Fact Sheet: 2011 Urban Growth Boundary Expansion - City of Hillsboro North Hillsboro Industrial Area, 3 maps, Fact Sheet: 2011 Urban Growth Boundary Expansion - City of Hillsboro South Hillsboro Great Community, Summary of Highlights from pending supply and demand study of housing in West Washington County, Memo dated 10/13/10 from Johnson Reid titled Impact of South Hillsboro on proposed Tanasbourne/AmberGlen Regional Center, Memo to Patrick Ribellia dated 07/12/11 titled EES Analysis in Table 2 of COO Report from Jeff Bachrach, Info sheet titled Cornelius Pass railroad crossing/infrastructure/South Hillsboro community plan	TO: President Tom Hughes and Metro Councilors cc Dan Cooper	FROM: Mayor Jerry Willey, City of Hillsboro	741
7/28/2011	Public comment: Owners in study area 8A are willing to be brought into UGB for large lot industrial - includes attachments	TO: Metro Council	FROM: Gary Gentemann	754
7/29/2011	Email: Expansion of the UGB in North Hillsboro - In favor of the expansion of the UGB in north Hillsboro - neighbors owning 310 acres wish to be brought into the UGB	TO: 2040	FROM: Alayne & Ken Bryan	761
8/5/2011	Letter: Please look at two areas proposed by the City of Cornelius - on the 2010 Proposal Map, they are noted as areas B and C. Cornelius South is 210 acres, and Cornelius East (from Reserves Area 7-C) is 56 acres. Includes map titled Cornelius UGB Expansion 2010 Proposal, Maps for Area 7-C and document titled Cornelius East Analysis Area (7C), Maps for area 7-D and Cornelius and document titled Cornelius South Analysis Area (7D)	TO: President Hughes and Metro Councilors	FROM: Richard Meyer, Development and Operations Director, City of Cornelius	762

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Date	Document	To	From	
8/10/2011	Packet: Metro Policy Advisory Committee (MPAC), including Agenda, MPAC worksheet - 2011 Growth Management Decision - and link to CIS Report - Building a sustainable, prosperous and equitable region dated July 5, 2011			777
8/10/2011	MPAC Packet Attachment to the Public Record No. 081011m-02: Map - COO Recommendation UGB Expansion Options			780
8/10/2011	MPAC Packet Attachment to the Public Record No. 081011m-03: Map - COO Recommendation Hillsboro North - 8A Urban - Large Industrial Site			781
8/10/2011	MPAC Packet Attachment to the Public Record No. 081011m-04: Letter dated 08/09/11 -UGR analysis stated a need for 200-1,500 acres of large industrial sites but underlying analysis only identifies a need for 200-800 acres. Amount added to UGB needs to be correlated with the population forecast	TO: MPAC Committee Members	FROM: Sam Adams, Mayor of Portland and Amanda Fritz, Commissioner	782
8/10/2011	MPAC Packet Attachment to the Public Record No. 081011m-05: Letter (no date) & map - City of Forest Grove supports two areas to be included in upcoming UGB decision, area 1 (residential) and area 2 (industrial); need for large lot industrial sites, need for high tech, solar and biotech; includes map of Forest Grove UGB expansion request	TO: MPAC	FROM: Peter B. Truax, City of Forest Grove Mayor	783
8/10/2011	MPAC Packet Attachment to the Public Record No. 081011m06: Letter & map - City of Cornelius requests the addition to the UGB of three areas: A (north of Cornelius), B (south of Cornelius) and C (east of Cornelius)	TO: MPAC	FROM: Jeffrey Dalin, City of Cornelius Council President	786
8/10/2011	Minutes: MPAC			788
8/11/2011	Email with attached memo and DHM analysis: Public comment received July 5, 2011 on COO's recommendation for the fall growth management decision. Included with memo is an analysis of the Opt In survey results provided by DHM research	TO: President Tom Hughes and Metro Councilors cc Dan Cooper, John Williams, Jim Middaugh, Patty Unfred, Andy Shaw, Colin Deverell, Sheena VanLeuven, Kathryn Sofich, Nik lai Ursin, Ina Zucker, Tim O'Brien, Richard Benner, Laura Dawson-Bodner	FROM: Ken Ray, senior public affairs coordinator	795
8/12/2011	Email: 8/10 MPAC large-site industrial recommendation - update on MPAC's discussion of large-site industrial areas on August 10; includes attachments: * Letter dated August 10, 2011 from Jeffrey Dalin, City of Cornelius Council President to MPAC, including 3 requests regarding areas A, C and B * Letter (note date) from Peter Truax, Mayor of Forest Grove, regarding 2 areas (Areas 1 and 2), including map Map: Draft Cornelius UGB Expansion 2010 Plan dated 7/22/10	TO: Aaron Brown, Alison Kean Campbell Andy Cotugno, Andy Shaw, Annierose Vonburg, Barbara Roberts, Carl Hosticka, Carlotta Collette, Cary Stacey, Chris Meyers, Colin Deverell, Dan Cooper, Heidi Rahn, Ina Zucker, Jessica Atwater, Jim Middaugh, John Williams, Kathryn Harrington, Kathryn Sofich, Kelsey Newell, Kim Brown, Maria Ellis, Nikolai Ursin, Randy Tucker Rex Burkholder, Scott Robinson, Sheen VanLeuven, Shirley Craddick, Tom Hughes, Tony Anderson cc Tim O'Brien, Richard Benner	FROM: John Williams	833
8/12/2011	Email: Meeting Cancellation: 8/17/11 MTAC - includes updates on growth management decision and includes the attachments found with the 8/12/11 email from John Williams re: MPAC large-site industrial recommendation	TO: Alexandra Eldridge	FROM: Alexandra Eldridge on behalf of John Williams	840
8/24/2011	Letter: Response to Larrance's letter dated 8/4/11, giving additional information on the COO Recommendation, the Regional Transportation Plan, the Aloha-Reedville Study and Livability Community Plan and the UGB public comment process	TO: Steve Larrance	FROM: Kathryn Harrington	842
8/25/2011	Letter: TTSD is very concerned that development of their 20-acre parcel in Area 64 will be more expensive and more difficult without the inclusion of Roy Rogers west in the UGB. It became apparent through the planning process for Areas 63 and 64 that without the inclusion of Roy Rogers West it would not be efficient or cost-effective	TO: Metro Council	FROM: Rob S. Saxton - Superintendent of Tigard - Tualatin School District 23J	844
8/25/2011	Letter and attachment: Does not want Cornelius area to be included in the UGB. It would be detrimental to local small business owners, local family neighborhoods and individual family homes	TO: Kathryn Harrington	FROM: Dr. Steven M. Haugen	846
9/1/2011	Letter regarding Urban Growth Boundary Expansion 2011: Area 5F should be brought into the UGB because the City of Tualatin has completed concept planning for the 117 acres. Infrastructure needs have been identified and the land use will be industrial. This area is envisioned to serve a mix of high-tech and industrial land that was previously brought into the UGB. The law provides a process to plan an urban road in an Urban Reserve. Attachments include map of SW 124th extension and map of UGB Regional Analysis Areas near Tualatin	TO: Councilor Hosticka and Chair Lehan CC: Mayor Keith Mays, City of Sherwood, Dan Cooper-Acting COO, Metro John Williams, Planning and Development, Metro and Tim Marshall-Knife River Land Planning Manager	FROM: Lou Ogden, Mayor, City of Tualatin	861

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Date	Document	To	From	
9/20/2011	Packet: Metro work session, including Agenda and agenda item 5.0: 2011 Growth Management Decision: * Metro Council worksheet * Memo: dated 9/7/11 from John Williams to MPAC regarding MPAC recommendation on growth management decision notice areas * Map: COO recommendation UGB expansion options * Memo: dated 9/7/11 from John Williams to MPAC regarding draft growth management ordinance * Draft of ordinance no. 11-1264 * Map of 2011 UGB expansion areas, ordinance 11-1264, exhibit A, October 6, 2011			865
9/20/2011	Minutes: Metro Council work session			875
9/23/2011	Email: DLCD Comments - Metro UGB expansion with letter regarding Metro's Proposed Urban Growth Boundary Amendment (Metro Ordinance 11-1264; DLCD PAPA 001-11)	TO: Tim O'Brien cc Angela Lazarean, Darren Nichols, Jennifer Donnelly, Richard Benner, Richard Whitman, Rob Hallyburton, Thomas Hogue, Jim Rue	FROM: Anne Debbaut, DLCD	879
9/28/2011	Packet: MPAC, including * Agenda * MPAC worksheet: Ord. No. 11-1264, for the purpose of expanding the urban growth boundary to provide capacity for housing and employment to the year 2030 and amending the Metro Code to conform * Memo: dated 9/7/11 from John Williams to MPAC regarding draft growth management ordinance * Draft of ordinance no. 11-1264 * Map: 2011 UGB expansion areas, ord. no. 11-1264, Exhibit A, draft * Draft Ordinance No. 11-1264 Exhibit B, Conditions on land added to UGB * Memo: from Ken Ray to Metro Council, cc Jim Middaugh, Patty Unfred, Dan Cooper, John Williams dated 8/11/11 re: Public comment on COO recommendation for fall growth management decision; includes spreadsheet of public comments received 07-05-11 to 08-05-11 and report of OptIn survey results of UGB industrial and residential expansion survey prepared by dhm research * Letter from Jeffery Dalin, Cornelius City Council President to Chair Lehan and Members of MPAC dated 9/14/11 re: City of Cornelius appeal for urban growth boundary expansion * Letter from the City of Forest Grove to MPAC re: 2011 UGB decision including map * Letter from Mayor Keith Mays, City of Sherwood, to Metro Council cc Jim Patterson, Tom Pessemier and Julia Hajduk re: Area 5B including City of Sherwood Res. 2011-076 and map * City of Tigard map of Area 64 and Area 63 and res. No. 2320 re: the Advance Rd. Area * City of Wilsonville City Council Work Session Report on Metro Advance Road (Area 4H) UGB Expansion including West Linn/Wilsonville School Board Resolution No.			884
9/28/2011	MPAC Meeting Packet Attachment to the Public Record No. 92811m-03 : Letter dated 9/27/11 from Charlotte Lehan on behalf of the Clackamas County Board of Commissioners to Tom Hughes and Councilors re: Metro UGB Analysis Areas 4H - Advance Road			976
9/28/2011	MPAC Meeting Packet Attachment to the Public Record No. 92811m-04 : Memo dated 09/28/11 from North Hillsboro 330 Acre Property Owners to President Hughes and Councilors requesting that their 330 acres be added to the UGB for large site industrial development			977
9/28/2011	MPAC Meeting Packet Attachment to the Public Record No. 92811m-05 : Letter dated 9/28/11 from Mayor Lou Ogden, City of Tualatin, to Metro Council re: Metro UGB Analysis Areas 4H - Advance Road			980
9/28/2011	MPAC Meeting Packet Attachment to the Public Record No. 92811m-06 : Letter dated 9/21/11 to MPAC members from Mayor Sam Adams and Commissioner Amanda Fritz, City of Portland, regarding UGB Growth Management Decision			981
9/28/2011	MPAC Meeting Packet Attachment to the Public Record No. 92811m-10 : South Cooper Mountain Prospectus - June 1, 2011			983
9/28/2011	Minutes: MPAC			1027
9/28/2011	Letter: Executive Summary of South Cooper Mountain Prospectus - Beaverton staff and major South Cooper Mountain landowners are fully prepared to begin concept planning on South Cooper Mountain	TO: Carl Hosticka	FROM: Mayor Denny Doyle, City of Beaverton	1033
9/28/2011	Letter: City of Cornelius Appeal for Urban Growth Boundary Decision - Hillsboro School District supports inclusion of 266 acres into the UGB east and south of Cornelius	TO: Chair Lehan and MPAC	FROM: Adam Stewart, CFO, Hillsboro School District 1J	1036
9/28/2011	Letter: Upcoming UGB decision - policy choices are best left to Metro and the cities that implement them - the board generally agrees on the relative priority of inclusion of the analyzed sites contained in the Acting Chief Operating Officer's recommendation	TO: Kathryn Harrington cc board of County Commissioners, Bob Davis, Rob Masser, Andrew Singelakis, Brent Curtis, Alan Rappleyea	FROM: Andy Duyck, Chair, Washington County Board of Commissioners	1037

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<b>Date</b>	<b>Document</b>	<b>To</b>	<b>From</b>	
9/29/2011	26-29 Notice: Postcard mailer - 10 versions of the 26-29 notice (Cornelius East, Advance, North Hillsboro, Tonquin, Roy Rogers West, Sherwood West, South Cooper Mountain, South Hillsboro, Cornelius South and Forest GroveNorth-Purdin) mailed on 9/29/11 to 34,000 households			1038
9/29/2011	Email: UGB public hearing notice (October 6 and 20, 2011) and Materials	TO: All regional mayors and planning directors	FROM: Paulette Copperstone	1058
9/29/2011	Email: Updated Fall Growth Management Decision website now live with maps, reports, other information	TO: Tom Hughes and all Metro Councilors cc Andy Shaw, Colin Deverell, Ina Zucker, Sheena VanLeuven, Nikolai Ursin, Kathryn Sofich, Dan Cooper, John Williams, Tom O'Brien, Richard Benner, Jim Middaugh, Patty Unfred, Janice Larson, Marlon Warren, Lia Waiwaiole, Paulette Copperstone	FROM: Ken Ray	1060
9/30/011	Letter: UGB Expansion: Site 8A and 8B Comparison - submitted on behalf of client Jim Standring who owns 69 acres in the Shute Rd Interchange Analysis Area (8B) north of 26 and west of Helvetia Rd; includes Memo from CH2M Hill dated 05/17/10 titled North Hillsboro Area: Potential Large Industrial Site Evaluation	TO: Council President Hughes and Metro Council cc Jim Standring, Laura Dawson Bodner, Dick Benner, Pat Ribellia, Frank Angelo	FROM: Mark J. Greenfield	1061
9/30/011	Email: Roy Rogers West study area - see attached maps showing areas 63 and 64 brought into the UGB in 2002 and the West Bull Mtn Concept Plan - Tigard will move forward with annexation of area 63 as soon as a contiguous link to our city boundary is found	TO: Kathryn Harrington, Carl Hosticka, Carlotta Collette, cc Liz Newton, Councilmail	FROM: Mayor Craig Dirksen, City of Tigard	1080
10/4/2011	Email: Urban growth boundary expansion - 210 acres south of Cornelius - stongly oppose expansion - this is prime farmland, transportation costs are rising and local food becoming more valuable, Cornelius does not need more housing - there are many vacancies - need to repeal property tax limitations so gorwth can occur in most logical areas	TO: Tom Hughes, Kathryn Harrington - also sent to Metro Council email account	FROM: Donna K. Ainslie, Michael M. Siebert	1083
10/4/2011	Letter: Ord. No. 11-1264, Expansion of the Urban Growth Boundary - Hillsboro School District supports the South Hillsboro Development Plan	TO: Tom Hughes	FROM: Adam Stewart, CFO, Hillsboro School District	1084
10/5/2011	Letter: Witch Hazel Village - South Urban Growth Boundary - represents Art Lutz, who with families Lutz, Hval, Segal and Gilbaugh, owns three lots totaling 45 acres in the Witch Hazel Village-South area - wishes to be included in the UGB and would donate land for extension of SE Brookwood Ave - with letter from Wink Brooks dated 9/3/10	TO: Tom Hughes, Carlotta Collette, Shirley Craddick, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts cc Art Lutz, Michael Jordan, John Williams, Patrick Ribellia, Alwin Turiel, Wink Brooks Jerry Willey	FROM: Donald Joe Willis, Schwabe, Williamson and Wyatt Attorneys at Law	1085
10/6/2011	Email: City of Hillsboro UGB study areas 8A v 8B - CH2M Hill's analysis did not discover a governance issue that could impact water service to the Standring property, 8A could be served by an existing water reservoir but not 8B, 8A can be served by extension of sewr pipes but 8B would require a new sanitary sewer pump station, order of magnitude cited overstates the actual public sector costs of development of the two areas, there exists a contractual, written agreement that will ensure the 330 acre area will be marketed jointly for large lot industrial	TO: Richard Benner, Tim O'Brien cc Patrick Ribellia, Pam Beery	FROM: Alwin Turiel, City of Hillsboro	1094
10/6/2011	Email: Support for UGB Expansion - Supports ordinance 11-1264 to expand the UGB - in particular, supports area 3A (Beaverton) because of developed access and close by sewer and water access, will complement buildout of Scholls Town Center	TO: Metro Council	FROM: David B. Ward	1096
10/6/2011	Email: Tigard's input for UGB for tonight's council meeting (10/6/11), including letter and maps dated 10/4/11 to Tom Hughes from Mayor Dirksen, City of Tigard cc Tigard City Council att. River Terrace Association, West Bull Mountain Land Use Concept Plan, Water Service, Sanitary Sewer, Water Quality Facilities, Public Parks and Open Spaces, Transportation, Minimum Roy Rogers Area to Achieve Contiguity & Provide for Public Services - Metro's reconsideration of adding Roy Rogers West presents a real problem to Tigard's ability to develop and implement a community plan - bring all 256 acres of Roy Rogers West into the UGB	TO: Tom Hughes, Carlotta Collette, Shirley Craddick, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts cc Councilmail, Ron Bunch, John Floyd	FROM: Joanne Bengston, City of Tigard	1097

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<b>Date</b>	<b>Document</b>	<b>To</b>	<b>From</b>	
10/6/2011	Packet: Metro Council, including * Agenda * Agenda Item 2.1: Ordinance No. 11-1264, For the Purpose of Expanding the Urban Growth Boundary to Provide Capacity for Housing and Employment to the Year 2030 and Amending the Metro Code to Conform - First Reading including staff report and maps * Memo: From Ken Ray to Metro Council re: Public comment on COO recommendation for Fall Growth Management Decision including public comment index and Opt In UGB Industrial and Residential Expansion Survey August 2011 * Memo to File from Matt Butts and Brent Nielsen, Group Mackenzie, re: Hillsboro Site-Specific Notes and Hillsboro UGB Infrastructure Assessments, dated July 25, 2011, with maps			1107
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-01: Metro Powerpoint on UGB Expansion Options			1176
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-02: Memo: To Council President Tom Hughes and Metro Councilors from Tim O'Brien regarding Supplemental Memo to the Staff Report for Metro Ordinance No. 11-1264			1184
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-03: Draft 2 Ordinance No. 11-1264 Exhibit B, Conditions on Land Added to UGB			1185
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-04: Map of 2011 Potential UGB Expansion Areas, Draft October 2011			1187
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-05, Metro Council Hearing Comment: Testifying as City Councilor and as attorney for Marsha Lancaster - Failure to take parcel immediately west of 64 (River Terrace) will eliminate second N/S road, 3 areas are necessary for Tigard to fully develop 63 & 64 in an efficient manner	TO: Metro Council	FROM: Gretchen Buehner, City of Tigard	1188
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-06, Metro Council Hearing Comment: Supports addition of Advance (Area 4H) to the UGB because of regional support, compact urban form, to improve regional jobs/local housing imbalance, regional equity for urban growth, economies of scale for planning and development and because Wilsonville is growing faster than anticipated; includes attachments and maps	TO: Metro Council	FROM: Mayor Tim Knapp, City of Wilsonville	1190
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-07, Metro Council Hearing Comment: Letter dated 10/4/11 - Metro's reconsideration of adding Roy Rogers West presents a real problem to Tigard's ability to develop and implement a community plan - bring all 256 acres of Roy Rogers West into the UGB	TO: Metro Council	FROM: Mayor Craig Dirksen, City of Tigard	1228
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-12, Metro Council Hearing Comment: Metro UGB capacity ordinance no. 11-1264 (re: North and South Hillsboro UGB expansion) - agrees with and supports the North Hillsboro Industrial UGB expansion and the South Hillsboro UGB expansion; letter cc'ed to Hillsboro City Council, Hillsboro Planning Commission, Dan Cooper, Dave Woods, Jeff Bachrach, Joe Hanauer	TO: Metro Council	FROM: Patrick Ribellia for Mayor Jerry Willey, City of Hillsboro	1237
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-24, Metro Council Hearing Comment: Letter dated 9/28/11 with request from North Hillsboro 330 Acre Property Owners that their property of 8 parcels be added to the UGB for large-site industrial development	TO: Metro Council	FROM: Gary Gentemann	1239
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-25, Metro Council Hearing Comment: Metro UGB South Hillsboro Expansion - supports inclusion of South Hillsboro - includes maps, charts and report titled "Housing Demand and Supply Analysis for West Washington County, Portland MSA, OR by HousingEcon.com dated 5/31/11	TO: Metro Council	FROM: Joe F. Hanauer, Butternut Creek Property	1242
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-29, Metro Council Hearing Comment: Opposed to UGB expansion at this time, no need for residential expansion now because of changing nature of housing requirements, decreased rate of population growth and economic situation - no need for industrial expansion now, little public support for UGB expansion now, any expansions must use land differently, proposed expansion areas and compliance with goal 14, ORS 197.298, OAR chapter 660, division 24 and Metro Code section 3.07.1425	TO: Metro Council	FROM: Mary Kyle McCurdy, 1000 Friends of Oregon	1283
10/6/2011	Metro Council Packet Attachment to the Public Record No. 100611c-30, Metro Council Hearing Comment: NO UGB expansion this cycle - Hillsboro does not need 310 acres for industrial use, Hillsboro has 917 acres of undeveloped industrial-zoned land that was previously brought into the UGB, don't harm one certain industry - agriculture - for the uncertainty of another	TO: Metro Council	FROM: Cherry Amabisca	1293



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Date	Document	To	From	
10/7/2011	Email: Connection between Areas 63 and 64 - Tigard - Response to Carl Hosticka's request for buildable land information on City of Tigard's request for two tax lots necessary to connect areas 63 and 64 that were brought into the UGB in 2002 - the two tax lots allow for efficient delivery of infrastructure, with map	TO: Carl Hosticka, Carlotta Collette, Kathryn Harrington, Tom Hughes, Barbara Roberts, Shirley Craddick, Rex Burkholder cc John Williams, Dan Cooper, Richard Benner, Ina Zucker, Andy Shaw, Kathryn Sofich, Nikolai Ursin, Sheena VanLeuvin, Colin Deverell	FROM: Tim O'Brien	1294
10/7/2011	Letter: Response to Anne Debbaud (DLCD) letter dated 9/23/11 providing preliminary review of Metro's proposed Ordinance No. 11-1264 (DLCD PAPA 001-11); this response contains additional information and clarification on points raised	TO: Anne Debbaud, Metro Regional Representative, DLCD cc Jennifer Donnelly, Rob Hallyburton, Thomas Hogue, Angela Lazarean, Darren Nichols, Jim Rue, Richard Whitman, Dan Cooper, Richard Benner, Tim O'Brien	FROM: John Williams	1296
10/9/2011	Letter: Oppose the proposed East Cornelius UGB Expansion - Oppose expansion of East Cornelius (7C) because of loss of agricultural properties, impact on existing transportation facility, dead end streets, no clear transportation or stormwater plan, will increase jobs to housing imbalance, no detailed concept plan provided	TO: Tom Hughes, Shirley Craddick, Carlotta Collette, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts; one copy kept on file	FROM: Joseph and Amanda Auth, Ryan and Cheryl Spahn	1300
10/10/2011	Email: Memo/staff report on 10-1244B for the UGB record - includes staff report and attachments dated 11/19/2010 - In Consideration of Ordinance No. 10-1244, for the Purpose of Making a Great Place and Providing Capacity for Housing and Employment to the Year 2030; Amending the Regional Framework Plan and the Metro Code; and Declaring an Emergency	TO: John Williams cc Tim O'Brien, Laura Dawson Bodner	FROM: Richard Benner	1302
10/10/2011	Email: Summary of public comment received thus far on UGB decision	TO: Tom Hughes, Shirley Craddick, Carlotta Collette, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts cc Laura Dawson Bodner, John Williams, Tim O'Brien, Richard Benner, Jim Middaugh, Patty Unfred, Colin Deverell, Andy Shaw, Ina Zucker, Sheena VanLeuven, Kathryn Sofich, Nikolai Ursin, Dan Cooper, Kelsey Newell, Jessica Atwater	FROM: Ken Ray	1358
10/11/2011	Packet: Metro Council work session, including Agenda, Work session worksheet: Staff update on Ordinance No. 11-4264 Conditions and Follow-up to October 6 public hearing and Exhibit B, Conditions on Land Added to UGB			1380
10/13/2011	Meeting packet: Metro Council, including: * Agenda * Agenda Item 4.1: Ord. No. 11-4264, For the Purpose of Expanding the Urban Growth Boundary to Provide Capacity for Housing and Employment to the Year 2030 and Amending the Metro Code to Conform * Memo: dated 08/9/11 to Metro Councilors from Tim O'Brien regarding Summary of August 4, 2011 Metro Council work session * Memo, chart and report: dated 08/11/11 to Metro Council from Ken Ray regarding Public Comment on COO recommendation for Fall Growth Management Plan * Maps * Memo: Group Mackenzie regarding Hillsboro UGB Infrastructure Assessments - Hillsboro Site-Specific Notes * Attachment 9 to Staff Report Ord. No. 11-1264: map			1385
10/13/2011	Metro Council Attachment to the Public Record No. 101311c-02: Ordinance No. 11-1264			1455
10/13/2011	Metro Council Attachment to the Public Record No. 101311c-03: Proposed conditions of Hosticka amendment - East Portion of Roy Rogers West, shown on exhibit A as Area 4, with map labeled as Exhibit X			1462
10/13/2011	Metro Council Attachment to the Public Record No. 101311c-04: Letter of Support for the City of Wilsonville's Advance Road Request, from Scott Phillips, Wilsonville Chamber of Commerce, dated 10/11/11			1464
10/13/2011	Email: includes document Metro Draft Discussion Guide - Choices - Land Use and Investment Scenarios, November 2008	TO: Laura Dawson Bodner	FROM: Tim O'Brien	1465

**URBAN GROWTH BOUNDARY AMENDMENT SUBMITTAL INDEX**

<b>Date</b>	<b>Document</b>	<b>To</b>	<b>From</b>	
10/13/2011	Email: Metro's proposed Urban Growth Boundary Amendment (Ordinance No. 11-4264) - Letter to Tim O'Brien states not enough consideration of Goal 9 factors relating to the adequacy of the region's inventory of employment sites to meet the demands of current and future industries - 330 acres is not enough	TO: Tom Hughes, Shirley Craddick, Carlotta Collette, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts cc Tim O'Brien, Karen Goddin, Thomas Hogue	FROM: Michael J. Williams, Business Oregon	1486
10/17/2011	Email: Summary results of brief Opt In survey on UGB options sent to households within one mile of the 10 option areas for UGB expansion - 40 individuals completed the survey	TO: Tom Hughes, Shirley Craddick, Carlotta Collette, Carl Hosticka, Kathryn Harrington, Rex Burkholder, Barbara Roberts cc Laura Dawson Bodner, John Williams, Tim O'Brien, Richard Benner, Dan Cooper, Alison Kean Campbell, Jim Middaugh, Patty Unfred, Colin Deverell, Andy Shaw, Ina Zucker, Sheen VanLueven, Nikolai Ursin, Kathryn Sofich	FROM: Ken Ray	1494
10/18/211	Fax: Standing/Metro UGB Amendment -inappropriate and unfair comparison of costs of providing infrastructure to Jim Standing's property - includes fax cover letter, letter to President Hughes and Metro Councilors, email from Jim Standing to Mark Greenfield and attachment to Standing email - Notice of Decision for Special Use for a Public Utility Facility (Sanitary Sewer Line) to serve the City of North Plains (inside the Urban Growth Boundary)	TO: Laura Dawson Bodner, President Hughes and Metro Councilors cc Jim Stranding, Laura Dawson Bodner, Dick Benner, Patrick Ribellia, Frank Angelo	FROM: Mark Greenfield	1501
10/20/2011	Packet: Metro Council, including: * Agenda * Agenda Item 5.1: Ordinance No. 11-1264A, For the Purpose of Expanding the Urban Growth Boundary to Provide Capacity for Housing and Employment to the Year 2030 and Amending the Metro Code to Conform- second reading * Ordinance No. 11-1264A clean version * Ordinance No. 11-1264A redline version			1507
10/20/2011	Metro Council Attachment to the Public Record No. 102011c- 05: Ordinance No. 11-1264A, Exhibit B, Conditions on Land Added to the UGB	TO: Metro Council		1591
10/20/2011	Metro Council Attachment to the Public Record No. 102011c-06: Exhibit D to Ordinance No. 11-1264A - Findings of Fact and Conclusions of Law	TO: Metro Council		1594
10/20/2011	Metro Council Attachment to the Public Record No. 102011c-09: Add between 800-900 acres of large lot industrial land to the UGB; supports adding 330 acres in the North Hillsboro area	TO: Metro Council	FROM: Kelly Ross, NAIOP Commercial Real Estate Development Association Oregon Chapter	1626
10/20/2011	Metro Council Attachment to the Public Record No. 102011c-12: ODOT supports the inclusion of North Hillsboro, South Hillsboro, Cooper Mountain and a portion of Roy Rogers West areas in the Metro UGB and supports compact growth form that encourages higher density, mixed use development; includes comments on other areas proposed for inclusion	TO: Metro Council	FROM: Lainie Smith, ODOT	1629
10/20/2011	Metro Council Attachment to the Public Record No. 102011c-19: Testimony in support of Ordinance No. 11-1264A (Expanding the UGB) - include the attached documents: Response to 1000 Friends' argument against any expansion of the UGB (Letter to of Metro October 6, 2011) and Response to condition of UGB approval proposed by Portland Bureau of Planning and Sustainability (Letter to Metro of October 6, 2011), submitted on behalf of South Hillsboro Partners; also Estimated housing densities and How do the SoHi centers compare to other town centers?	TO: Metro Council	FROM: Jeff Bachrach, Newland Real Estate Group LLC, South Hillsboro Project Manager	1632
10/20/2011	Metro Council Attachment to the Public Record No. 102011c-23: Binder titled UGB Testimony October 2011 to Kelsey Newell; includes the following documents-	TO: Metro Council	FROM: The City of Hillsboro	1640
	Letter: Supplemental City of Hillsboro Testimony, 10/16/11, re: Metro Ord. 11-1264, to Tom Hughes and Metro Councilors, cc Dan Cooper, Richard Benner from Mayor Jerry Willey, including Attachment A, Definition of Industrial Large Lot Need, Attachment B, Letter to Tim O'Brien dated 09/23/11 from Anne Debbaut, DLCD and Attachment C, news article titled Intel's Thundering Footfall	TO: Metro Council	FROM: The City of Hillsboro	1641
	Letter: Supplemental City of Hillsboro Submissions for Consideration by Metro Council on Ordinance 11-1264, 10/18/11, listing items posted to the City of Hillsboro FTP site, to Tom Hughes and Metro Councilors, attention Dan Cooper, Dick Benner, cc Tim O'Brien, Jessica Atwater from Patrick Ribellia	TO: Metro Council	FROM: The City of Hillsboro	1658
	Document: Economic Impacts of Intel's Oregon Operations, 2009, October 2011, prepared by EcoNorthwest	TO: Metro Council	FROM: The City of Hillsboro	1662
	Chart: Hillsboro Industrial Siting Prospects 3 Years (2007-2009), City of Hillsboro Economic Development Department, December 2009	TO: Metro Council	FROM: The City of Hillsboro	1674

URBAN GROWTH BOUNDARY AMENDMENT SUBMITTAL INDEX

Date	Document	To	From	
	Memo: North Hillsboro UGB Industrial Acreages Methodology to Metro from the City of Hillsboro including Chart: North Hillsboro UGB Industrial Averages and Map: North Hillsboro Industrial Acreages Map, 10/17/11	TO: Metro Council	FROM: The City of Hillsboro	1675
	UGB Expansion 8A vs. 8B: Points we might want to make if Metro Council asks us to address questions raised by Mark Greenfield's letter regarding the 69 acre Shute Rd property versus the 330 acre Meek Rd area recommended by the COO, 7 Oct 11	TO: Metro Council	FROM: The City of Hillsboro	1678
	South Hillsboro Community Plan 22 February 2008	TO: Metro Council	FROM: The City of Hillsboro	1682
	Resolution: Joint Planning Commission Resolution No. 1670-P - Joint City Council Resolution No. 2257 - Endorsement of South Hillsboro Community Plan and Urban Reserves Designation, 05/29/2008	TO: Metro Council	FROM: The City of Hillsboro	1763
	Memo: Draft SoHi estimated construction costs and SDC revenue update to Patrick Ribellia, Jeannine Rustad and Alwin Turiel from Doug Rux, 10/18/11	TO: Metro Council	FROM: The City of Hillsboro	1767
	Map: City of Hillsboro SoHi Community Plan Infrastructure Map, Final Concept as of April 2, 2008	TO: Metro Council	FROM: The City of Hillsboro	1772
	Letter: From Joe Hanauer to Tom Hughes , 10/6/2011, re: Metro UGB Capacity Ordinance South Hillsboro Expansion - includes maps, charts and report titled "Housing Demand and Supply Analysis for West Washington County, Portland MSA, OR by HousingEcon.com dated 5/31/11	TO: Metro Council	FROM: The City of Hillsboro	1773, 1777
	Chart: Housing Supply and Demand Forecast for West Washington County, OR (Baseline), Housing Supply and Demand Forecast for West Washington County, OR (1/2 of Rate of Growth), Housing Supply and Demand Forecast for West Washington County, OR (No Growth Until 2013, then 1.75 %), no date	TO: Metro Council	FROM: The City of Hillsboro	1840
	Memo dated 10/13/10 from Johnson Reid titled Impact of South Hillsboro on proposed Tanasbourne/AmberGlen Regional Center	TO: Metro Council	FROM: The City of Hillsboro	1842
	Map: Portland Metropolitan Urban Growth Boundary Expansion History, submitted by the City of Hillsboro, 06/30/11	TO: Metro Council	FROM: The City of Hillsboro	1844
10/20/2011	Minutes: Metro Council			1845