

Metro | Agenda

Meeting: Metro Policy Advisory Committee (MPAC)
Date: Wednesday, May 9, 2012
Time: 5 to 7 p.m.
Place: Metro, Council Chamber

- | | | | |
|----------------|------------|--|----------------------------|
| 5 PM | 1. | <u>CALL TO ORDER</u> | Jerry Willey, Chair |
| 5:02 PM | 2. | <u>SELF INTRODUCTIONS & COMMUNICATIONS</u> | Jerry Willey, Chair |
| 5:05 PM | 3. | <u>CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS</u> | |
| 5:10 PM | 4. | <u>COUNCIL UPDATE</u> | |
| 5:15 PM | 5. | <u>CONSENT AGENDA</u> | |
| | * | <ul style="list-style-type: none">• Consideration of the April 11, 2012 Minutes• MTAC Member Nomination | |
| 5:20 PM | 6. | * <u>Public Engagement Review Process Proposal – INFORMATION / DISCUSSION</u> | Patty Unfred |
| | | <ul style="list-style-type: none">• <i>Outcome:</i> Understand proposal; provide input on content and suggestions for implementation. | |
| 5:40 PM | 7. | * <u>Update to Transportation System Plan Adoption Schedule and Process: Ordinance No. 12-1278 – RECOMMENDATION TO THE METRO COUNCIL REQUESTED</u> | John Mermin |
| | | <ul style="list-style-type: none">• <i>Outcome:</i> MPAC recommendation to the Metro Council on ordinance. | |
| 5:55 PM | 8. | Recap of Michael Freedman Presentation – <u>DISCUSSION</u> | |
| | | <ul style="list-style-type: none">• <i>Outcome:</i> MPAC discussion and reflection on Mr. Freedman’s presentation. | |
| 6:10 PM | 9. | Department of Land Conservation and Development Staff Recommendation on Urban Growth Boundary Decision – <u>INFORMATION UPDATE / DISCUSSION</u> | Jim Rue, DLCD |
| | | <ul style="list-style-type: none">• <i>Outcome:</i> MPAC understanding of DLCD staff recommendation on the Urban Growth Management decision. | |
| 6:55 PM | 10. | <u>MPAC MEMBER COMMUNICATION</u> | |
| 7 PM | 11. | <u>ADJOURN</u> | Jerry Willey, Chair |

* Material included in the packet. For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov. To check on closure or cancellations during inclement weather please call 503-797-1700.



2012 MPAC Tentative Agendas

Tentative as of 5/1/12 -- Subject to Change

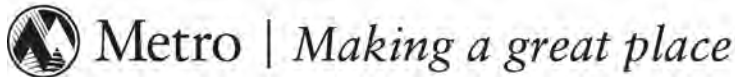
Italicized items are not confirmed

<p><u>MPAC Meeting</u> April 11</p> <ul style="list-style-type: none"> • Regional Inventory of Regulated Affordable Housing -- Summary Report (discussion) • Climate Smart Communities (discussion) • Proposed amendments to the Regional Transportation Functional Plan (Metro Code Chapter 3.08) (Intro/discussion) • Metro Public Engagement Review proposal (Intro/discussion) 	<p><u>Special MPAC Event</u> <u>Thursday, April 19, 5-7 pm (prep for SW Corridor tour)</u></p> <ul style="list-style-type: none"> • Michael Freedman, urban designer Remaking strip commercial corridors and transforming business parks: Community design and urban innovation for a knowledge economy
	<p><u>MPAC Meeting</u> April 25 (cancelled due to Michael Freedman event)</p>
<p><u>MPAC Meeting</u> May 9</p> <ul style="list-style-type: none"> • Public Engagement Review Process Proposal (discussion) • Proposed amendments to the Regional Transportation Functional Plan (Recommendation to Council) • DLCDC staff recommendation on UGB decision (update and discussion) • Lessons learned from Michael Freedman presentation (discussion) 	<p><u>MPAC Meeting</u> May 23</p> <ul style="list-style-type: none"> • Economic Development in the Portland region (Sean Robbins, CEO, Greater Portland Inc;) • LCDC decision on UGB • <i>Logistics for industrial lands tour</i>
<p><u>MPAC Meeting</u> June 13</p> <ul style="list-style-type: none"> • <i>Tour of industrial lands (Port of Portland)</i> 	<p><u>MPAC Meeting</u> June 27</p> <ul style="list-style-type: none"> • Climate Smart Communities • East Metro Connections Plan (EMCP) update – (mobility corridor refinement plan) • Regional Brownfields Scoping Project Findings • <i>Lessons learned from industrial lands tour/discussion</i> • <i>Logistics for Oregon City Downtown/Main Street Redevelopment tour</i>
<p><u>MPAC Meeting</u> July 11</p> <ul style="list-style-type: none"> • <i>Tour of Oregon City downtown (Oregon City elected officials and staff)</i> 	<p><u>MPAC Meeting</u> July 25</p> <ul style="list-style-type: none"> • Lessons learned on downtown/main street redevelopment tour/discussion • Community Investment Initiative Strategic Plan • <i>Climate Smart Communities</i> • <i>Possible 2013 Legislation</i> • <i>Prep for corridor tour</i>

<p><u>MPAC Meeting</u> August 8</p> <ul style="list-style-type: none"> • <i>SW Corridor Tour</i> 	<p><u>MPAC Meeting</u> August 22 (Cancelled – council recess)</p>
<p><u>MPAC Meeting</u> September 12</p> <ul style="list-style-type: none"> • Next steps with SW Corridor Plan • <i>St Johns Town Center tour</i> 	<p><u>MPAC Meeting</u> September 26 (Cancelled – Yom Kippur)</p>
<p><u>MPAC Meeting</u> October 10</p> <ul style="list-style-type: none"> • <i>Lessons from St Johns Town Center tour</i> • Population and Employment Forecast and Growth Distribution (Discussion) • Brownfields Final Report 	<p><u>MPAC Meeting</u> October 24</p> <ul style="list-style-type: none"> • Population and Employment Forecast and Growth Distribution (Recommendation to Council) • <i>TriMet Briefing</i> • <i>Concept Planning (local governments/Metro)</i>
<p><u>MPAC Meeting</u> November 14</p> <ul style="list-style-type: none"> • <i>Urban Unincorporated Areas – history of Multnomah County urban services policy</i> • <i>Investment Opportunity Mapping</i> • <i>New Energy Cities (Peter Brandom, Sustainability Manager, City of Hillsboro)</i> • <i>Regional water plan</i> 	<p><u>MPAC Meeting</u> November 28</p> <ul style="list-style-type: none"> • Climate Smart Communities (Discussion)
<p><u>MPAC Meeting</u> December 12</p> <ul style="list-style-type: none"> • Climate Smart Communities (Recommendation to Council) 	<p><u>MPAC Meeting</u> December 26 (Cancelled)</p>

Upcoming Events

- League of Oregon Cities Annual Conference, Sept. 27-29, Salem
- Coalition for a Livable Future Summit (release of Equity Atlas), Oct. 12, PSU
- Association of Oregon Counties Annual Conference, Nov. 13-15, Place TBD



METRO POLICY ADVISORY COMMITTEE
April 11, 2012
Metro Regional Center, Council Chambers

MEMBERS PRESENT

Jody Carson, 2nd Vice Chair
Dennis Doyle
Andy Duyck
Maxine Fitzpatrick
Bob Grover
Kathryn Harrington
Jack Hoffman
Carl Hosticka
Annette Mattson
Keith Mays
Marilyn McWilliams
Doug Neeley
Wilda Parks
Barbara Roberts
Loretta Smith, Vice Chair
Norm Thomas
Bill Turlay
William Wild
Jerry Willey, Chair

AFFILIATION

City of West Linn, representing Clackamas Co. Other Cities
City of Beaverton, representing Washington Co. 2nd Largest City
Washington County Commission
Multnomah County Citizen
Washington County Citizen
Metro Council
City of Lake Oswego, representing Clackamas Co. Largest City
Metro Council
Governing Body of School Districts
City of Sherwood, representing Washington Co. Other Cities
Washington County Special Districts
City of Oregon City, representing Clackamas Co. 2nd Largest City
Clackamas County Citizen
Metro Council
Multnomah County Commission
City of Troutdale, representing other cities in Multnomah Co.
City of Vancouver
Clackamas County Special Districts
City of Hillsboro, representing Washington County Largest City

MEMBERS EXCUSED

Sam Adams
Shane Bemis
Steve Clark
Michael Demagalski
Amanda Fritz
Charlotte Lehan
Jim Rue
Steve Stuart

AFFILIATION

City of Portland Council
City of Gresham, representing Multnomah Co. 2nd Largest City
TriMet Board of Directors
City of North Plains, representing Washington Co. outside UGB
City of Portland Council
Clackamas County Commission
Oregon Dept. of Land Conservation & Development
Clark County, Washington Commission

ALTERNATES PRESENT

Karylenn Echols

AFFILIATION

City of Gresham, representing Multnomah Co. 2nd Largest City

STAFF:

Jessica Atwater, Nick Christensen, Andy Cotugno, Chris Deffebach, Kim Ellis, Alison Kean-Campbell, Nuin-Tara Key, Tom Kloster, Robin McArthur, Lake McTighe, John Mermin, Ken Ray, Ted Reid, Sherry Oeser, Nikolai Ursin, and John Williams.

1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Jerry Willey declared a quorum and called the meeting to order at 5:09 p.m.

2. SELF INTRODUCTIONS AND COMMUNICATIONS

All attendees introduced themselves. New members, Ms. Maxine Fitzpatrick and Mr. Bob Grover gave a more detailed introduction of themselves.

Mayor Willey encouraged MPAC members to review the MPAC tentative agendas, and note planned times for tours.

3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS

There were none.

4. COUNCIL UPDATE

Councilor Hosticka updated the group on the following items:

- There will be a public hearing on the revised Land Use Final Order (LUFO) on the Columbia River Crossing (CRC). The Land Use Board of Appeals and the Supreme Court found error with the fact that Metro cannot approve the project beyond the Urban Growth Boundary. The public hearing and Council vote to address this issue will take place on April 12, 2012.
- Metro Chief Operating Officer, Martha Bennett, will present the 2012-2013 fiscal year budget on April 19, 2012. There will be a public hearing on April 26, 2012, at which the Metro Council is scheduled to vote to transmit the budget to the Multnomah County Tax Supervising and Conservation Commission (TSCC). On June 14, 2012 the Council will consider any amendments to the budget; final adoption is scheduled for June 21, 2012. **NOTE: The submission of Metro's budget to Multnomah County TSCC will actually take place on May 3, 2012.**
- Metro recently purchased two new natural areas in the Western Washington County Area; the Killin Wetlands and Wapato Lake Natural Area.
- Packy's 50th birthday celebration is this Saturday, April 14th. Please join Metro in the celebration. There will be free birthday cake; Packy will receive his birthday cake at 2pm.
- Metro is honored to host Circ du Solei at the Expo Center. The show will run until May 20, 2012. Please consider taking the Max if you attend.
- In lieu of the April 25th MPAC meeting, Metro has invited Dr. Michael Freedman, an internationally renowned urban designer, to speak at Metro on April 19th. Please consider attending, he will be speaking on remaking strip commercial corridors and transforming business parks in the context of community design and urban innovation for a knowledge economy.

5. CONSIDERATION OF THE CONSENT AGENDA

- **The February 22, 2012 MPAC Minutes**
- **2012 MTAC Membership Nominations**

MOTION: Mayor Pete Truax moved, Ms. Marilyn McWilliams seconded to adopt the February 22, 2012 minutes with corrections. Chair Willey postponed the 2012 MTAC Membership Nomination until May 9, 2012.

ACTION TAKEN: With all in favor, the motion passed.

6.0 INFORMATION/DISCUSSION ITEMS

6.1 AFFORDABLE HOUSING/AFFORDABLE LIVING

Mr. Ted Reid of Metro introduced Metro's affordable housing inventory project. He explained that Metro would like to consider affordable housing as Metro works on related projects. The Metro code requires that Metro complete an affordable housing inventory, though Metro is not currently developing any new policies surrounding affordable housing. Affordable housing policies are implemented by external agencies.

Mr. Reid introduced partners in the affordable housing project, Mr. Steve Rudman of Home Forward, Mr. Val Valfre of Washington County, and Mr. Trell Anderson Clackamas County. These three representatives from the affordable housing community discussed what agencies are doing to address affordable housing in the Metro region, and the challenges faced.

Mr. Steve Rudman, Home Forward (Formerly the Housing Authority of Portland)

The housing needs of the region outstrip the resources our region has. The region is experiencing one of the tightest rental markets in a long time; this is due in large part to a loss of income. Housing authorities are created by states, but the funding is provided by the federal government, and funding is decreasing. There are 4 housing authorities in the region, and they work together. Public housing and Section 8 (affordable housing vouchers) are the only type of affordable housing based on income. The federal subsidy based upon income operates on the premise that families should be spending 30% of income on rent. One can be rent burdened in affordable housing, but less so than if no assistance was provided, allowing households to save more money to spend on healthcare, food, and transportation. About 4500 of the units in Metro's inventory are public affordable housing, 1500 Section 8 affordable housing are not included in the inventory. There are about 15,000 Section 8 vouchers total. The last time the Section 8 waiting list was opened up in Multnomah County was 2006; thousands of families applied. While resources are scarce, the need is great. Affordable housing is an important issue to consider when thinking about the livability of the region.

Mr. Val Valfre, Housing Authority of Washington County

Mr. Valfre thanked the group for inviting them to speak, and said that the Metro affordable housing inventory will be a useful tool. In Washington County last year, 6,000 people joined the affordable housing wait list, and then the County had to close the waiting list. Forty-five percent of families in Washington County are rent burdened. Many families are forced to travel far outside the city to find housing they can afford, which adds transportation costs to their budget, jeopardizing the family's budget for food. Washington County is experiencing a large increase in population; many of these residents are elderly, and live on fixed incomes. These people will especially need access affordable housing. Washington County is learning to work across jurisdictions with other affordable housing authorities and nonprofit organizations, and together have provided over 200 new affordable housing units. These new units are going to house specific populations, veterans, the chronically

homeless, people with special needs, and people who make 30% less than the median income. Again, federal resources are declining while the need for affordable housing is increasing. The rate of foreclosures is also increasing the need for affordable housing. There are not enough housing councilors to meet the demands of the increased foreclosure rate. There are a lot of private home owners who are opting-out of the affordable housing rental contracts.

Mr. Trell Anderson, Housing Authority of Clackamas County

The housing authorities have taken the position that affordable housing should be considered as key infrastructure when developing community plans. Although that puts demand on already strained budgets, there are extremely few resources for housing authorities and nonprofits in affordable housing to maintain existing housing or create new housing. There are a number of tools available to policy makers to support affordable housing, though they are not always popular:

1. Tax abatement programs
2. Urban Renewal
3. Land use planning
4. Credit enhancements

Please contact your housing authority or affordable housing nonprofit to talk about how you can find opportunities or partner to include affordable housing in future projects. There are many opportunities for partnership in affordable housing, everybody must come together to support residents in the region.

Group Discussion Included

The group discussed the difference between regulated and unregulated housing is. Regulated affordable housing is that which is subsidized by the government and not provided by the private market; regulated affordable housing is included in Metro's inventory. Sites often have more than one unit, and can have unregulated and regulated units. In order to be in the inventory it must have at least one regulated unit. It was confirmed that housing authorities do work with Habitat for Humanity, that this housing is considered regulated, and it is included in Metro's inventory.

Commissioner Smith shared that tax abatement programs for affordable housing had not been a good tool for Multnomah County. The speakers shared that Clackamas County does not have tax abatement programs, though Washington County does. Washington County partners with Tualatin Valley Fire and Rescue and Tigard-Tualatin school district. It has been a positive program in Washington County. Generally, layering the different sources and tools to fund affordable housing programs enables more complete funding of affordable housing.

Councilor Roberts inquired into the new City of Portland housing development geared to address the to the growing situation in which returning veterans find themselves without a home, and with special needs. Mr. Rudman responded that there are special voucher programs for very low income veterans, and homeless veterans, and that this program enjoys a lot of support from all sides. Mr. Valfre confirmed that Washington and Clackamas Counties also have this program; he noted that there is a need to focus on women veterans. Mr. Anderson also noted that there is no statewide coordinated program for veterans; housing authorities and providers are left to approach it ad hoc. The infrastructure to do it is there, but no one has made it a priority at this point.

Members inquired if community land trusts included in the inventory, and if it is known what the region's shortfalls are. Within the Metro affordable housing inventory, Metro intended to include

owner occupied properties through data from community development agencies that will show up in inventory. Creating the inventory, where the affordable housing is, can happen very quickly. Opportunity mapping tools have been developed in Washington and Clackamas County to facilitate a discussion about access in communities with affordable housing. There is a map for each indicator (e.g. schools, transit, etc...), and with the overlay of all the factors you can identify which areas have the greatest opportunities for people with low income. There is discussion of doing regional opportunity maps.

Members of the group asked the group to consider what MPAC's role in affordable housing should be. It is a matter of regional concern, as addressed in the Urban Growth Management Functional Plan Title 7. They asked that the group consider if there is a regional problem, or if they think there will be in the future, and what on what scale the solutions may be. One of Metro and MPAC's roles is promoting transit near housing. The affordable housing issue seems almost cyclical, often surfacing between Urban Growth Boundary cycles. Some members expressed that while there has been some regional mapping done, there is a need to address the location and needs of the areas where it exists and which areas may need it.

Some members questioned why Metro's affordable housing goals are voluntary when there is such a critical need, and expressed a desire for MPAC to look at something that has teeth, that goes beyond voluntary programs. They would like to consider how the region can consider this inventory. Investing in affordable housing is critical.

Mayor Willey recalled the MPAC Affordable Housing Subcommittee chaired by former Metro Councilor Robert Liberty, reminding the group that the conclusion of that group was to embrace a regional perspective. He asked the group to consider how MPAC can incentivize jurisdictions to take affordable housing on as a priority, without creating a mandate. Some members proposed creating another affordable housing MPAC work group that would work with Mr. Reid and then report back to the MPAC.

6.2 CLIMATE SMART COMMUNITIES SCENARIOS: SHAPING REGIONAL AND LOCAL CHOICES

Ms. Kim Ellis came to MPAC both to report on the latest updates on Climate Smart Communities Scenarios Project (CSC), and also to ask for MPAC's support for the direction of Phase 2. When Ms. Ellis was last at MPAC, the findings report was being prepared to be transmitted to the Oregon Department of Transportation (ODOT). The report has been transmitted to ODOT, and CSC is moving in to Phase 2.

This next phase is about shaping local and regional choices. In the next year, CSC will be working with local jurisdictions, Metro's advisory committees, the technical work group, and other stakeholders to identify what local jurisdictions are planning for their communities, and how that links up with CSC and other regional programs, how to adjust the assumptions of the strategies that form the scenarios, and measurement of the six outcomes established in the framework, approved by MPAC and JPACT in June of 2011. The milestone for December 2012 is to reach regional agreement on 3 approaches to test further. These would be tested in winter 2013, so more refined alternatives can be considered in 2013 and 2014.

There will be two different tracks to achieve the December milestone. The first track focuses on understanding the building blocks of the scenarios, and the second focuses on developing a scorecard to evaluate the outcomes of the scenarios tested in 2013. The project is also proposing to look at the results of the Phase 1 scenarios at the district level and isolate the individual effectiveness of different strategies. Local governments can also identify new aspirations for their community to integrate into the discussion and shape the policy choices our region considers. For example, the SW Corridor will be having workshops this summer that will influence CSC in the SW Corridor plan area. Staff also proposes to develop case studies to document community ambitions in different parts of the region and illustrate the policies needed to achieve community ambitions. Recommendations from the Statewide Transportation Strategy will also be considered in this phase; the draft STS is anticipated to be released for public review in May. All of this work will lead to development of a range of scenario options to be considered and evaluated in 2013. It is proposed that the final preferred scenario will be selected at the end of 2014.

Ms. Ellis gave a presentation to update the group on CSC's recent progress.

In the local briefings that have occurred, Metro staff have identified some key challenges:

- Balancing community ambitions and regional approach
- Complexity remains a hurdle
- Economic realities dampening ambitions
- Broadening engagement to shape choices
- Building trust, partnerships and commitment

The project is intent on building an engagement strategy that focuses on both local elected officials and stakeholders. Building trust is most important. Metro is working hard to work with everyone to answer questions and address concerns. Phase 1 focused on understanding the region's choices, and Phase 2 focuses on shaping those choices. Specifically, Phase 2 will:

- Identify range of options for applying strategies
- Create a score card to evaluate options
- Define 2-3 scenario options to evaluate in detail

Next steps include:

- **Jan. – May:** Share findings with local elected officials and stakeholders
- **April – May:** Request JPACT, MPAC and Council support for Phase 2 activities
- **May:** Develop more detailed schedule of policy discussions and engagement activities
- **June:** MPAC, JPACT and Council kick-off policy options discussion

CSC will also be back to MPAC in December 2012 after the Scenarios decision milestone to make sure everyone is on the same page and comfortable to move forward.

CSC will present this approach to the Joint Policy Advisory Committee on Transportation tomorrow, and the Metro Council in early May.

Over the next month, with MPAC's support, CSC staff will develop a more detailed policy discussion schedule for MPAC and a regional engagement schedule.

Ms. Ellis asked the group to consider:

- What are your community's ambitions and how can this work help you be successful?

- Will this approach provide you with the information needed to direct staff on scenario options to test?
- What additional information do you need?
- Do you support the overall approach?

Group Discussion Included

The group asked the Metro Council liaisons what they have learned from regional engagement. Councilor Harrington shared that she's learned understanding which choices may be underway or feel right for each local jurisdiction is very important. The approach of understanding, reviewing, and proceeding through the local level is vital, and has been reinforced at local engagements. Councilor Hosticka shared that he appreciated that Ms. Ellis outlined challenges early on; jurisdictions are trying to figure out what this information means to them. He would like to see more discussion on what jurisdictions want to do and is feasible to do. Councilor Harrington mentioned presenting a more refined breakdown, he would like communities to see this, and then discuss what actions are really appropriate for their communities. Members responded positively, saying they too would like to dialogue between their jurisdictions and Metro on what communities would like to achieve through this project. Some members said they would like to help staff narrow down the number of possible Scenarios, and that they are ready to bring energy to Phase 2.

Some members commented that through a Regional Mayors Meeting, some members gained a better understanding for the scenarios structure, and agreed that the more scenario options and flexibility in meeting the state goals available, the better.

One member expressed doubt for the science supporting global warming and the conclusion that it will lead to significant challenges to the region, and subsequently has doubt for the need for the CSC project. Councilor Harrington reminded the group that it is important to remember is that we all want healthy, vibrant communities. The region has moved passed discussing climate science, and is mandated by the state to reduce greenhouse gas (GHG) emissions. The region has been successful in reaching the 2010 GHG reductions milestone, and has another one to reach before 2020; this program will help the region achieve this mandate and strengthen our communities. There is a clearly defined program, and Metro asks MPAC for its partnership in moving forward with this program.

Some members expressed that while their staff is very comfortable answering their questions on CSC, there some concern as to what recourse of action is available if the region decides on a scenario that it cannot afford.

Some members expressed strong support for the district analysis approach.

Some members had mixed feelings about the CSC proposal; though they were encouraged by the fact that level 1 approaches, current policies, go a long way toward achieving the target reductions in GHG emissions.

Some members were glad to hear that local plans have been folded into the project.

Mayor Mays stated that level 2 approaches are not feasible for Sherwood in terms of roads and community design.

Mayor Hoffman shared that Lake Oswego is supportive of the CSC project approach, and that it is part of their comprehensive plan. Staff responded that comprehensive plans are being taken into account in CSC, and that jurisdictions' staff should work with Metro staff to coordinate these efforts.

Some members asked what would occur if the region came up with a plan that got close, but not all the way, to the target emissions reduction, either due to funding or willingness. Staff responded that that would call for a conversation with the legislature, but that it is very important to work as hard as possible to meet the state mandate of 1.2 CO₂e per capita. In this vein, some members noted that transit is only one source of GHG emissions reductions.

Members were encouraged by the fact that CSC gathering information from jurisdictions, as this process may be costly and rigorous.

There was general support to move forward, recognizing there remain many questions and concerns to be discussed and addressed as the process begins to narrow the range of policy options to be considered.

6.3 PROPOSED AMENDMENTS TO THE REGIONAL TRANSPORTATION FUNCTIONAL PLAN (METRO CODE CHAPTER 3.08)

Mr. John Mermin informed the group about upcoming amendments to the Regional Transportation Functional Plan (RTFP). The Urban Growth Management Functional Plan was updated in December 2010 to streamline its compliance procedures. These amendments will synchronize the UGMFP and RTFP compliance procedures for extensions and exceptions, as well add a provision for exemptions. The Chief Operating Officer (COO) will be responsible for approving extensions, exceptions and exemptions. These decisions will still be appealable; this will expedite the process.

Staff described the input received from MTAC and TPAC thus far. At the last MTAC meeting, ODOT asked to be included on the list of agencies receiving notification after the COO receives an application for exemption, exception or extension. At the last TPAC meeting, TriMet suggested that exemptions should last for a specific duration of time. Staff has incorporated both suggestions into the draft legislation.

Staff will return to MPAC with the final legislation at the May 9th meeting, asking for a recommendation to the Metro Council for adoption at their May 17th meeting.

Group Discussion Included

Some members inquired how the determination of the expiration date for an exemption would be made. Staff responded that the COO would recommend an expiration date that aligns with the adoption of the next scheduled RTP update.

6.4 PUBLIC ENGAGEMENT REVIEW PROCESS PROPOSAL

Ms. Robin McArthur of Metro shared the materials provided by Ms. Patty Unfred of Metro describing the updates and revisions as to how Metro will be engaging the public. This item will come before the Metro Council in the near future. Members were asked to please provide feedback to Metro, specifically Ms. McArthur, in the next couple of weeks.

7.0 MPAC MEMBER COMMUNICATIONS

There were none.

8. ADJOURN

Vice Chair Willey adjourned the meeting at 7:01 p.m.

Respectfully submitted,



Jessica Atwater
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR 04/11/12:

The following have been included as part of the official public record:

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
NA	Agenda	04/10/12	Revised 4/11/12 MPAC Agenda	041112m-01
5.0	Minutes	NA	Revised 2/22/12 MPAC Minutes	041112m-02
5.0	Memo	04/09/12	MTAC Nominations	041112m-03
6.1	Memo	04/10/12	2011 Inventory of Regulated Affordable Housing Errata Sheet	041112m-04
6.1	Handout	NA	Citizen Testimony, Tom Cusack	041112m-05
6.2	Memo	04/05/12	Climate Smart Communities Scenarios Phase 2 - Supplemental Material	041112m-06
6.2	PPT	04/11/12	Climate Smart Communities Scenarios Phase 2 Approach	041112m-07
6.2	Handout	04/11/12	Climate Smart Communities Scenarios Local Government Engagement	041112m-08
6.3	Handout	04/11/12	2012 Climate Smart Communities Scenarios Project - At-a-Glance Engagement Calendar	041112m-09

MPAC Worksheet

Agenda Item Title: Public Engagement Review process proposal

Presenter: Patty Unfred, Communications Manager

Contact for this worksheet/presentation: Joshua Shaklee

Council Liaison Sponsor: n/a

Purpose of this item (check no more than 2):

Information X
Update
Discussion X
Action

MPAC Target Meeting Date: 5/9/12

Amount of time needed for:

Presentation 8
Discussion 7

Purpose/Objective:

Inform MPAC of the public engagement review process and solicit suggestions for implementation.

Action Requested/Outcome:

No formal recommendation is requested. Input on implementation.

Background and context:

Metro's Office of Citizen Involvement has been developing the new public engagement review process since the Metro Committee for Citizen Involvement (MCCI) was suspended in 2010. Metro staff has engaged community stakeholders, including local government public involvement staff, former MCCI members, and the International Association of Public Participation (IAP2) Cascade Chapter, to create a multi-track public engagement review process. **It is important to note that the new process involves public and peer review of and input into Metro's public involvement plans. It does NOT cover or address - or replace - the numerous public involvement activities and engagement efforts conducted by Metro staff throughout the year.** The new process will be more effective, increase best practices sharing and development among jurisdictions throughout the region, and more successfully engage communities with Metro's initiatives, helping to prioritize projects for public outreach.

What has changed since MPAC last considered this issue/item?

The Metro Committee for Citizen Involvement (MCCI) was suspended in 2010 due to declining participation that limited its effectiveness and ability to represent the region's

diverse population. Since that time, Metro staff has created a new multi-track public engagement review process that includes a semi-annual meeting of professional public involvement peers, an annual stakeholder summit and the establishment of a new standing public committee, the Public Engagement Review Committee (PERC). An annual public survey and subsequent annual report will be used to evaluate Metro's public involvement efforts.

What packet material do you plan to include?

- Cover memo
- Public engagement review process proposal

What is the schedule for future consideration of item:

The public engagement review proposal will be presented as follows:

- Joint Policy Advisory Committee on Transportation (JPACT) on April 12 – comments from the Chair, not a formal presentation or action
- Metro Council on May 17(1st reading) and 24 (2nd reading) – ordinance for adoption



Metro | Memo

Date: April 3, 2012
To: Metro Policy Advisory Committee members
From: Patty Unfred, Metro Communications manager
Subject: New review process for Metro public engagement

Metro's Office of Citizen Involvement is pleased to introduce a new public engagement review process to ensure that Metro's public involvement is effective, reaches diverse audiences and use emerging best practices.

The process has been in development since the Metro Committee for Citizen Involvement (MCCI) was suspended in 2010 due to declining participation that limited its effectiveness. Since that time, Metro staff has engaged community stakeholders, including local government public involvement staff, former MCCI members, and the International Association of Public Participation Cascade Chapter, to create a multi-track public engagement review process. The new process includes a semi-annual meeting of professional public involvement peers, an annual stakeholder summit and the establishment of a new standing public committee, the Public Engagement Review Committee (PERC). We are also introducing an annual public survey and subsequent annual report to evaluate Metro's public involvement efforts.

We are seeking review of the proposal and suggestions on how to best implement the process. The attached proposal, which describes the new process, will be presented as follows:

- Metro Policy Advisory Committee (MPAC) on April 11 – feedback requested, no formal recommendation
- Joint Policy Advisory Committee on Transportation (JPACT) on April 12 – comments from the Chair, not a formal presentation or action
- Metro Council on May 10 and 17 – ordinance for adoption

We look forward to hearing your comments, suggestions or concerns, especially in terms of how we can best implement this process to ensure effective public engagement. Feel free to contact me if you have additional comments at patty.unfred@oregonmetro.gov or 503-797-1685.

Thank you.



Metro Public Engagement Review

Draft – May 2, 2012

Introduction and overview

In response to evolving communications and public engagement practices, Metro staff has developed a multi-track public engagement review process. This review process engages the public, community organizations, and local government public involvement staff to actively monitor and contribute to Metro's public engagement efforts. Efficient public engagement at the project level requires review at the agency level. The new process is in addition to the public involvement outreach done regularly at the project and program levels. All Metro public engagement activity is guided by the principles of citizen involvement adopted by the Metro Council in 1997.

Mission

Active public engagement is essential to Metro's role as regional convener and makes Metro a more responsive and collaborative agency. Metro believes that good government requires the collaboration of elected officials, staff and representation of diverse residents of the region. Continual cooperation among these parties results in rich and sustainable policy decisions. Therefore, Metro is committed to fostering a robust public engagement environment.

Metro's public engagement review process provides:

1. Constructive feedback on Metro's public engagement practices.
2. More focused and effective public engagement process.
3. Access to local expert knowledge and best practices.

Purpose

The public engagement review process guides Metro staff in the development and implementation of successful public engagement outreach with residents of the region.

Objectives and outcomes

Build public trust: through transparent and open policy development and planning processes. Respect and consider all community input.

Build sustainable decisions: by convening diverse regional stakeholders and residents in order to identify and realize mutual interests and beneficial outcomes.

Promote equity: by recognizing the rich diversity of the region and ensuring that benefits and burdens of growth and change are distributed equitably.

Understand local aspirations: by engaging local experts and community members in order to access local knowledge and aspirations.

Achieve efficiency: by organizing public engagement activities to make the best use of public participants' time, effort, and interests.

Improve best practices: by coordinating with other public involvement experts and community members.

Tools and tactics

Metro will convene a standing Public Engagement Review Committee, a stakeholder summit, and Public Engagement Peer Group to monitor Metro's public engagement efforts. The public engagement review process will also include an annual Opt In public engagement review survey and the production of an annual public engagement report. Tools and tactics are outlined below.

Public Engagement Review Committee (PERC)

Chapter V, Section 27 of the Metro Charter requires that a standing "citizens' committee" be established and maintained by the Metro Office of Citizen Involvement. The Public Engagement Review Committee (PERC) meets this requirement. The PERC will convene twice each year, in May or June and again in November.

Duties of the PERC include:

- Assist in developing the stakeholder summit agenda
- Assist with outreach to stakeholder summit participants
- Assist in facilitating the stakeholder summit
- Review the annual public engagement report
- Provide input on content of the annual Opt In public engagement review survey

The Committee will be made up of public involvement staff persons from Clackamas, Multnomah, and Washington county governments; staff persons from community organizations; and at-large community members as follows:

Clackamas County.....	1
Multnomah County.....	1
Washington County.....	1
Community Organizations.....	3
At-large Community Member.....	3

9 total members

Members of the PERC will be appointed as follows:

- Representatives (and alternates if desired) of the counties shall be appointed by the presiding executive of their jurisdiction/agency. Alternatively, a county may nominate an

employee of a city or special district within the county, with the consent of the jurisdiction's administrator.

- Community member and community organization representatives and their alternates will be nominated through a public application process, confirmed by the Metro Council, and appointed by the Metro Council President.

Criteria for the selection of community member and community organization representatives include:

- **Community Service:** Demonstrated commitment to community involvement.
- **Experience:** Demonstrated skills, knowledge or experience valuable to support Metro's public engagement principles.
- **Diversity:** Individuals that are collectively representative of the geographic and demographic diversity of the region.

Stakeholder Summit

Metro will convene an annual summit of community stakeholders representing diverse aspects of the region, members of Metro citizen advisory committees and oversight committees on ongoing projects. Meetings will be advertised and open to the general public.

The function of the stakeholder summit is to:

- Evaluate Metro public engagement practices from the previous year
- Share local community information
- Give advice on priorities and engagement strategies for upcoming Metro policy initiatives

Public Engagement Peer Group

Metro will convene two meetings annually of public engagement staff and professionals from across the Portland metropolitan region.

The function of the public engagement peer group is to:

- Share and learn about best practices and new tools, including international, national and local examples and case studies
- Share information, upcoming policy discussions and events in order to facilitate collaboration and leverage individual jurisdiction outreach efforts
- Provide input on public engagement process for individual projects
- Document best practices for public engagement
- Review and update public engagement principles and planning guide

Winter

Public engagement peer group meeting #1

Spring

Public Engagement Review Committee meeting #1

- Assist with pre-planning stakeholder summit

Public engagement peer group meeting #2

- Assist with pre-planning stakeholder summit

Early fall

Stakeholder summit

Annual Opt In public engagement review survey

Late fall

Annual public engagement report released

Public engagement review committee meeting #2

- Review annual public engagement report

Measurement and evaluation

The success of Metro's public engagement program is defined by consistently effective and efficient communication between Metro and the public. Metro staff will use the following tools to evaluate the success of Metro's public engagement processes:

- An annual Opt In public engagement review survey will measure public perception of Metro's public engagement processes
- Stakeholder summit and public engagement peer group participant interviews, questionnaires, and/or collected comments
- The public engagement report will summarize project evaluations, including:
 - Objectives
 - Context
 - Levels of involvement
 - Methods and techniques used
 - Who was involved (and who was not involved)
 - Inputs (costs)

- Outputs (products and activities)
- Outcomes (benefits/impacts)

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE)	ORDINANCE NO. 12-1278
REGIONAL TRANSPORTATION FUNCTIONAL)	
PLAN TO REMOVE THE SCHEDULE FOR)	
UPDATING CITY AND COUNTY)	
TRANSPORTATION SYSTEM PLANS; TO ADD)	Introduced by Chief Operating Officer Martha
AN EXEMPTION PROCESS; AND TO REVISE)	J. Bennett with the Concurrence of Council
PROCEDURES FOR EXTENSIONS AND)	President Tom Hughes
EXCEPTIONS)	

WHEREAS, the Metro Council adopted the 2035 Regional Transportation Plan (RTP) by Ordinance No. 10-1241B (For the Purpose of Amending the 2035 RTP (Federal Component) and the 2004 RTP to Comply with State Law; to add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; to amend the Regional Transportation Functional Plan (RTFP) and add it to the Metro Code; to amend the Regional Framework Plan; and to amend the Urban Growth Management Functional Plan) on June 10, 2010; and

WHEREAS, the RTFP contains a schedule for city and county updates to their transportation systems plans (TSPs) (Table 3.08-4); and

WHEREAS, a number of cities and counties have been unable to meet the schedule for updates due to budgetary and other limitations on their resources; and

WHEREAS, several cities seek exemptions from the requirements of the RTFP, which the RTFP does not authorize; and

WHEREAS, section 660-012-0055(6) of the Transportation Planning Rule (TPR) authorizes the director of the Department of Land Conservation and Development to grant small cities and counties exemptions from the TPR, but such exemptions are not fully effective without exemptions from associated requirements of the RTFP; and

WHEREAS, the RTFP provides procedures for extensions of time for compliance with, and exceptions from requirements of the RTFP, both of which, unlike similar procedures in the Urban Growth Management Functional Plan, require hearings before the Metro Council; and

WHEREAS, the Joint Policy Advisory Committee on Transportation and the Metro Policy Advisory Committee both considered the proposed amendments and recommended that the Metro Council adopt the amendments; and

WHEREAS, the Metro Council held a public hearing on the proposed amendments on May 24, 2012, on the proposed amendments; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The RTFP is hereby amended, as indicated in Exhibit A, attached and incorporated into this ordinance, to repeal the schedule for TSP updates in Table 3.08-4; to add a process for exemptions from the requirements of the RTFP; and to revise the procedures for

extensions of time and exceptions to allow the Chief Operating Officer to grant extensions and exceptions subject to appeal to the Metro Council.

- 2. The Findings of Fact and Conclusions of Law, attached and incorporated into this ordinance as Exhibit B, are adopted as the Council’s explanation how the amendments to the RTFP comply with the Regional Framework Plan and state law.

ADOPTED by the Metro Council this _____ day of _____, 2012.

Tom Hughes, Council President

Attest:

Approved as to Form:

Kelsey Newell, Regional Engagement Coordinator

Alison Kean Campbell, Metro Attorney

Exhibit A to Ordinance No. 12-1278

Amendments to Metro Code Chapter 3.08
Regional Transportation Functional Plan

3.08.620 Extension of Compliance Deadline

- A. A city or county may seek an extension of time for compliance with the RTFP by filing an application on a form provided by the COO. Upon receipt of an application, the ~~Council President shall set the matter for a public hearing before the Metro Council and shall notify the city or county, the Department of Land Conservation and Development (DLCD) and those persons who request notification of applications for extensions~~ COO shall notify the city or county, the Oregon Department of Transportation and those persons who request notification of applications for extensions. Any person may file a written comment in support of or opposition to the extension.
- B. ~~The Council shall hold a public hearing to consider the application. Any person may testify at the hearing. The Council~~ COO may grant an extension if ~~it finds that~~ the city or county is making progress toward compliance ~~with the RTFP; or There~~ there is good cause for failure to meet the compliance deadline. Within 30 days after the filing of a complete application for an Extension, the COO shall issue an order granting or denying the extension. The COO shall not grant more than two extensions of time. The COO shall send the order to the city or county and any person who filed a written comment.
- C. The ~~Council~~ COO may establish terms and conditions for an extension ~~in order~~ to ensure that compliance is achieved in a timely and orderly fashion and that land use decisions made by the city or county during the extension do not undermine the ability of the city or county to achieve the purposes of the RTFP requirement. A term or condition must relate to the requirement of the RTFP for which the Council grants the extension. The COO shall incorporate the terms and conditions into the order on the extension. ~~The Council shall not grant more than two extensions of time, nor grant an extension of time for more than one year.~~
- D. The city or county applicant or any person who filed written comment on the extension may appeal the COO's order to the Metro Council within 15 days after receipt of the order. If an appeal is filed, the Council shall hold a

Exhibit A to Ordinance No. 12-1278

hearing to consider the appeal. TheAfter the hearing, the Council shall issue an order with its conclusion and analysis and send a copy to the city or county, ~~the DLCD~~ and any person who participated in the proceeding. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10)(a)(A).

3.08.630 Exception from Compliance

- A. A city or county may seek an exception from compliance with a requirement of the RTFP by filing an application on a form provided by the COO. Upon receipt of an application, the ~~Council President shall set the matter for a public hearing before the Metro Council and shall notify the DLCD and those persons who request notification of requests for exceptions~~COO shall notify the city or county, the Oregon Department of Transportation and those persons who request notification of requests for exceptions. Any person may file a written comment in support of or opposition to the exception.

~~Following the public hearing on the application, the Metro Council~~The COO may grant an exception if ~~it finds~~:

B.

1. It is not possible to achieve the requirement due to topographic or other physical constraints or an existing development pattern;
2. This exception and likely similar exceptions will not render the objective of the requirement unachievable region-wide;
3. The exception will not reduce the ability of another city or county to comply with the requirement; and
4. The city or county has adopted other measures more appropriate for the city or county to achieve the intended result of the requirement.

- B. Within 30 days after the filing of a complete application for an exception, the COO shall issue an order granting or denying the exception.

- C. The ~~Council~~COO may establish terms and conditions for the exception in order to ensure that it does not undermine the ability of the region to achieve the policies of the RTP.

Exhibit A to Ordinance No. 12-1278

A term or condition must relate to the requirement of the RTFP to which the Council grants the exception. The COO shall incorporate the terms and conditions into the order on the exception.

- D. The city or county applicant or a person who filed a written comment on the exception may appeal the COO's order to the Metro Council within 15 days after receipt of the order. If an appeal is filed, the Council shall hold a hearing to consider the appeal. TheAfter the hearing, the Council shall issue an order with its conclusion and analysis and send a copy to the city or county, the DLCD and those persons who have requested a copy of the order. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10) (a) (A).

3.08.640 Exemptions

- A. A city or county may seek an exemption from the requirements of the RTFP. Upon receipt of a request, the COO shall notify the city or county, the Department of Land Conservation and Development, the Oregon Department of Transportation and those persons who request notification of applications for exemptions. Any person may file a written comment in support of or opposition to the exemption.
- B. The COO may grant an exemption from some or all requirements if:
1. The city or county's transportation system is generally adequate to meet transportation needs;
 2. Little population or employment growth is expected over the period of the exemption;
 3. The exemption would not make it more difficult to accommodate regional or state transportation needs;
and
 4. The exemption would not make it more difficult to achieve the performance objectives set forth in section 3.08.010A.
- C. Within 30 days after the filing the request for an exemption, the COO shall issue an order granting or denying the exemption.
- D. The COO shall prescribe the duration of the exemption and may establish other terms and conditions for the exemption

Exhibit A to Ordinance No. 12-1278

so long as the terms and conditions relate to the requirement of the RTFP to which the Council grants the exemption. The COO shall incorporate the terms and conditions into the order on the exemption.

- E. The city or county applicant or any person who filed written comment on the exemption may appeal the COO's order to the Metro Council within 15 days after receipt of the order. If an appeal is filed, the Council shall hold a hearing to consider the appeal. After the hearing, the Council shall issue an order with its conclusion and analysis and send a copy to the city or county and any person who participated in the proceeding. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10) (a) (A).

Exhibit B to Ordinance No. 12-1278

Findings of Fact and Conclusions of Law

[PLACEHOLDER]

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 12-1278, FOR THE PURPOSE OF AMENDING THE REGIONAL TRANSPORTATION FUNCTIONAL PLAN TO REMOVE THE SCHEDULE FOR UPDATING CITY AND COUNTY TRANSPORTATION SYSTEM PLANS; TO ADD AN EXEMPTION PROCESS; AND TO REVISE PROCEDURES FOR EXTENSIONS AND EXCEPTIONS

Date: April 9, 2012

Prepared by: John Mermin, 503-797-1747

BACKGROUND

The Regional Transportation Functional Plan (RTFP) is part of Metro Code (Chapter 3.08) and implements the policies contained in the Regional Transportation Plan. Cities and Counties local transportation system plans and implementing ordinances must be consistent with the Regional Transportation Functional Plan.

The Metro Council approved the 2035 Regional Transportation Plan and Regional Transportation Functional plan on June 10, 2010. Metro consulted with each city and county to determine a timeline for this local work and adopted a schedule that is part of the RTP Ordinance (No.10-1241B). Since that time four jurisdictions were unable to meet 2011 deadlines due to resource constraints and other limitations. Metro staff expects several local jurisdictions to be unable to meet the existing schedule for 2012.

On December 16, 2010 Metro Council adopted Ordinance 10-1244B which amended several Urban Growth Management Functional Plan titles, including streamlining the local compliance procedures described in Title 8. Formerly the process for receiving extensions and exceptions was time consuming for the Council and local governments since it required a public hearing and decision by the Metro Council. Ordinance 10-1244B amended the procedure to make the granting of extensions & exceptions administrative decisions of Metro's Chief Operating Officer, with possible appeal to the Metro Council.

Since the adoption of the RTFP, the City of Rivergrove contacted Metro staff inquiring about exemption from its requirements. The Regional Transportation Functional Plan does not address the issue of exemptions. Metro staff believes there are other communities in the region that would be interested in an exemption process. The State Transportation Planning Rule (TPR) includes a provision for exemption from its requirements, but Metro had not previously addressed exemption from regional transportation requirements.

Staff Recommendation

Extensions & Exceptions - Metro staff recommends amending the RTFP procedures for extending compliance deadlines (3.08.620) and granting exceptions to specific requirements (3.08.630) to match the procedures within the UGMFP (3.07.830 and 3.07.840). The changes would make requests from local governments for extensions or exceptions administrative functions of Metro's Chief Operating Officer (COO), but still allow for an appeal to the Metro Council.

Exemptions - Staff recommends amending the RTFP to add a section (3.08.640) providing for exemption from all or some RTFP requirements. A jurisdiction would be eligible for an exemption if:

- its existing transportation system is generally adequate to meet its needs,
- little population or employment growth is expected, and

- exempting them would not make it more difficult to accommodate regional or state needs, or to meet regional performance targets.

Staff believes that five jurisdictions, Johnson City, Maywood Park, King City, Durham and Rivergrove, may meet these criteria and may wish to apply for exemption from RTFP requirements. To receive an exemption a jurisdiction would need to send a formal request to Metro's COO.

Schedule of deadlines - Metro staff recommends moving the schedule for RTFP compliance (Table 3.08-4) from the RTFP into the RTP Appendix (Exhibit A to Ordinance No. 10-1241) 2013. This change will ensure that Metro code need not be amended in the future when the COO grants extensions to compliance deadlines.

ANALYSIS/INFORMATION

1. Known Opposition

None known at this time.

2. Legal Antecedents

- Metro Ordinance No.10-1241B, which included adoption of the Regional Transportation Plan and Regional Transportation Functional Plan
- Metro Ordinance No.10-1244, which included updates to the Urban Growth Management Functional Plan to streamline the compliance process to make the granting of extensions and exceptions an administrative decision of Metro's Chief Operating Officer

3. Anticipated Effects

Adoption of the legislative would amend Title 6 of the Regional Transportation Functional Plan (Compliance Procedures).

4. Budget Impacts

None

RECOMMENDED ACTION

Metro Staff recommends that the Council adopt Ordinance No.12-1278

Materials following this page were distributed at the meeting.



2035

Regional Transportation Plan

What is active transportation?

Active transportation is travel powered by human energy, such as walking and riding a bike. Using public transportation is active travel because most trips involve walking or riding a bike and make longer trips without a car possible.

Active transportation benefits health, the environment and the economy.

Update on the Regional Active Transportation Plan

The Regional Active Transportation Plan will identify strategies, policies, priority corridors and projects to complete a seamless green network of on- and off-street pathways and districts connecting the region and integrating walking, biking and public transit. The plan will be amended to the Regional Transportation Plan (RTP) and will update policies, targets and performance measures in the RTP and the Regional Transportation Functional Plan (RTFP).

Phase 1 underway

The first phase of the Active Transportation Plan is underway and will be completed by early summer 2012. Phase 1 is focused on describing existing conditions, understanding the current state of active transportation in the region, and identifying challenges and opportunities. Phase 1 will be the foundation for creating a set of concepts and alternatives that will be evaluated in Phase 2.

Recognizing that a one-size fits all approach to developing bicycling and walking facilities does not work for a region with diverse opportunities and challenges, Phase 1 will look at the unique conditions that determine how safe and easy it is to access daily needs by walking and riding a bike. Understanding the challenges will help shape how to build a better active transportation network.

One tool that is being used is a **Cycle and Pedestrian Zone Analysis**; a GIS based analysis of the region's existing pedestrian districts and bicycle network. Looking at factors such as traffic volumes and speed, barriers, and the density of bike lanes, trails and sidewalks, the analysis will help identify on the ground challenges to increasing walking and biking and potential solutions.

Phase 1 will also include developing **guiding principles** to shape the concepts and alternatives, and **criteria** and that will be used to evaluate the alternatives in Phases 2 and 3.

Project Phases

PHASE I Jan - June 2012
Existing Conditions/
Framing Choices

PHASE II July - Dec 2012
Develop Network Concepts/
Select Alternative

PHASE III Jan - June 2013
Identify Priorities/
Implementation Plan

Health and safety are important topics related to active transportation. Analysis of regional bicycle and pedestrian crash data is underway. This analysis identifies high crash areas in the region that need safety improvements. It also provides more information on what contributes to safe conditions for pedestrians and bicyclists.

Active transportation is the Center for Disease Control's number one recommended strategy for tackling the obesity epidemic. Examining the region's **health profile** will inform performance measures and desired outcomes.

Equitable access to active transportation is a regional goal and a focus of the project. **Equity** is a key consideration included in the guiding principles and in evaluation criteria. Phase 1 includes analyzing data on environmental justice populations that are underserved by active transportation.



Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to providing services, operating venues and making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

Metro Council President
Tom Hughes

Metro Councilors
Shirley Craddick, District 1
Carlotta Collette, District 2
Carl Hosticka, District 3
Kathryn Harrington, District 4
Rex Burkholder, District 5
Barbara Roberts, District 6

Auditor
Suzanne Flynn

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Project advisory groups have met

A Stakeholder Advisory Committee and the Executive Council for Active Transportation are guiding the development of the Active Transportation Plan. The Stakeholder Advisory Committee will use working groups to focus in on specific topics, such as working with freight and developing the Bicycle and Pedestrian Parkway concepts.

The committees will work with the project team to develop recommendations and to inform and engage other stakeholder groups. Staff and committee members will present to the Metro Council and Metro's technical and advisory committees -TPAC, MTAC, MPAC, and JPACT –towards the end of each phase of the project.



Project objectives endorsed

The project Stakeholder Advisory Committee and the Executive Council for Active Transportation held meetings in March to kick-off the project and agree on the project objectives:

- 1 Develop **guiding principles and criteria** for evaluating alternatives and for prioritizing funding and projects.
- 2 **Identify the principal regional transportation network** integrating walking, bicycling and public transportation and creating a seamless, green network.
- 3 Update and identify new active transportation **policies, performance targets, and concepts.**
- 4 **Prioritize projects and develop a phased implementation plan and funding strategy** that clearly articulates state, regional and local roles and responsibilities.

Stakeholder Advisory Committee

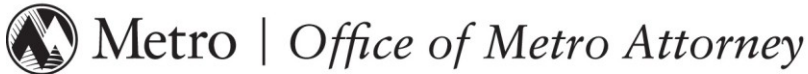
Hal Bergsma, Tualatin Hills Park and Recreation District
Allan Berry, City of Fairview
Todd Borkowitz
Aaron Brown
Brad Choi, City of Hillsboro
Jessica Engelmann/Eric Hesse, TriMet
Roger Geller, Portland Bureau of Transportation
Heidi Guenin, Upstream Public Health
Suzanne Hansche, Elders in Action
Katherine Kelly, City of Gresham
Lori Mastrantonio-Meuser, Clackamas County
Kate McQuillan, Multnomah County
Councilor Jose Orozco, City of Cornelius
Jeff Owen, Wilsonville/SMART Transit
Shelley Oylear, Washington County
Lidwien Rahman, ODOT
Derek J. Robbins, City of Forest Grove
Stephanie Routh, Willamette Pedestrian Coalition
Rob Sadowsky, Bicycle Transportation Alliance
Allan Schmidt, Portland Parks and Recreation

Executive Council for Active Transportation

Jonathan Nicholas, Chair, ODS
Dr. Christopher Achterman, Legacy Health
Scott Bricker, America Walks
Rex Burkholder, Metro Council
Bart Eberwein, Hoffman Corporation
Stephen Gomez, Bicycle Transportation Alliance
Jay Graves, The Bike Gallery
Steve Gutmann
Alison Hill Graves, Community Cycling Center
Neil McFarlane, TriMet
Randy Miller, Produce Row Property Management Co.
Lynn Peterson, Policy Advisor to Governor Kitzhaber
Rick Potestio, Potestio Studio
Dick Schouten, Washington County Board of Commissioners
Dr. Philip Wu, Kaiser Permanente
Dave Yaden

Get involved

- Project information available at: www.oregonmetro.gov/activetransport
- Sign up for email updates by sending an email to lake.mctighe@oregonmetro.gov
- Request a briefing at your neighborhood association or local event
- Come to a Stakeholder Advisory Committee or Executive Council meeting
- Request information on the project for your local newsletter



Richard P. Benner
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Fax: 503-797-1792

Richard.Benner@oregonmetro.gov

April 30, 2012

Mr. Larry French
Periodic Review Coordinator
Department of Land Conservation & Development
635 Capitol Street NE, Suite 150
Salem, OR 97301

Subject: Exceptions to April 19, 2012, Department's Report on Metro Capacity
and UGB Ordinances

Dear Mr. French:

Below are Metro's exceptions, filed pursuant to OAR 660-025-0160(5), to the Department's Report on Metro Capacity and UGB Ordinances (Ordinances No. 10-1244B and 11-1264B). The report recommends remand of Metro's work on four grounds. Metro addresses each of the grounds here and urges the Commission to approve the two ordinances, adopted to use land inside the UGB more efficiently (1244B) and to meet the region's capacity needs with a small UGB expansion (less than 2,000 acres) (1264B).

Ground 1: The Department recommends that the Commission remand the UGB expansion to Metro to reconcile housing and residential land needs to the population forecast

The department recommends that the Commission remand Metro's two ordinances to Metro to "revise its housing needs analysis to conform to the point forecast, including housing types and densities." Report at p. 21. The Department's analysis of Metro's analysis of capacity for housing, at pages 15-26 of the report, is surprising, startling and deeply disappointing. It indicts an approach that Metro used in its last capacity analysis, an approach that LCDC approved and survived appeal. It calls for a level of analysis not asked of Metro in 2002, never done by Metro, not required by law, and unachievable in any reasonable way. Were the Commission to approve the report and remand Metro's ordinance to respond to all the points in these pages of the report, it would require Metro to begin its capacity analysis anew. This would be the very "numbers chase" the Metro Council wanted to avoid so that it could focus on building efficient communities and reducing UGB expansion. That is what the Capacity and UGB Ordinances accomplished. That work is endangered by the department's analysis and recommendation.

Metro Has Satisfied Needed Housing Requirements

Metro completed an analysis of housing need and supply as part of the Capacity Ordinance that is more thorough and sophisticated than any it had done before. It is much improved over the analysis done in support of the UGB expansion made by Ordinance No. 02-969B in 2002 (acknowledged by LCDC). The analysis provides every item of information specified in ORS 197.296(3). There is, of course, a significant difference between the 2002 analysis and this 2009 analysis: Metro began the 2002 analysis with a

Mr. Larry French
Periodic Review Coordinator
Department of Land Conservation & Development
April 30, 2012

precise (point) population forecast. Metro began the 2009 capacity analysis with a range forecast. The 2009 analysis, therefore, showed a range of housing need. This was a deliberate decision made by the Metro Council to respond to the real world, particularly the housing market, and to position Metro to make the best choices at the end of the analysis. The department, with some trepidation, endorsed this approach, warning Metro that, in the end, Metro must come to a point. Metro came to a point: 625,183 more people and approximately 254,100 new housing units by 2030. This point falls at the low end of the middle third of Metro's population range forecast. Framed by housing needs analyses at the high and low ends of the range, Metro's adoption of a point forecast completes the housing needs analysis. The department wants Metro to retrace its analysis of capacity using these numbers.

The context of Metro analysis, not recognized in the department's report, is essential to understanding the analysis and why doing it over would achieve no useful objective. First, Metro found more zoned capacity within the UGB than needed, even at the high end of the population forecast range. This capacity reflects all the changes to plans and zoning ordinances made by cities and counties in the region in the late 1990s and early 2000s to implement the 1995 2040 Growth Concept and addition of housing capacity to the UGB in 2002. LCDC accepted this capacity analysis when it acknowledged Ordinance No. 02-969B. LCDC also accepted Metro's demonstration that the actions taken by that ordinance accommodated the region's housing needs under Goal 10 and ORS 197.296(3).

Second, Metro learned that the market would not absorb the region's full zoned capacity under policies in place at the time of the analysis (2009). Instead, the market would send much of the housing outside the UGB to nearby cities, principally, the city of Vancouver. This market information confronted Metro with policy choices: given zoned capacity for more housing units than needed even at the high end of the forecast range, how should the region reconcile conflicting objectives?

Third, Metro found unacceptable a set of choices that would send housing to surrounding cities, likely to result in sprawl and diminish efforts by Metro and cities of the region to build compact, mixed-used, pedestrian-friendly and transit-supportive communities. Consequently, Metro adopted policies and strategies, set forth in the Capacity Ordinance, to stimulate the market to use more of the land inside the UGB. When Metro tested the effects on the market of these new policies and strategies (using MetroScope, Metro's econometric model), the result showed that the market would absorb another 30,300 housing units of capacity available under existing zoning. This is the same zoning, with a few new "upzones," that was in place at the time of LCDC's approval of the 2002 capacity analysis and accommodation of housing need.

In other words, the efficiency actions taken in the Capacity Ordinance will accommodate all but 15,896 of the 254,100 units needed to house 625,183 new people by 2030. The UGB Ordinance added 1,656 acres of housing capacity with conditions that it be zoned to allow a minimum of approximately 15 units/net acre. MetroScope demonstrates that this combination of efficiency actions and added UGB capacity, relying upon the densities and mix of types housing needs allowed in city and county residential zoning ordinances, will accommodate the housing need identified by Metro in the UGR. Metro's approach, though different from what cities outside the region do (relying on zoned capacity), is consistent with state law on housing needs.

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The Department is Calling for New Levels of Analysis and Justification Not Required by Law

Example: The report (p. 23) calls for findings and analysis to justify Metro's determination in the UGR of land for places of worship and social organizations:

"Metro uses a formula of 1.4 acres per 1000 new residents in order to estimate 20-year need for churches, which it took from its 1997 UGR. Cap. Ord. Rec. at 2065. The UGR lacks findings supported by evidence justifying use of a 1997 formula for the 2010-2030 periods."

This analysis is not part of Metro's housing need analysis and is not required by Goal 10 or the needed housing statutes. Metro proposes no UGB expansion for places of assembly or social organizations. No objector raised this issue. Yet the department recommends LCDC send Metro analysis of housing need back to Metro for this analysis and new findings.

Example: The report (p. 24) calls for analysis and findings that reconcile Metro's efficiency measures to the buildable land inventory or housing needs analysis:

"Metro identified that efficiency measures inside the UGB account for 30,300 dwelling units, but does not identify what type of housing units they would be, at what density, and what the deficit would be requiring Metro to expand the UGB."

We may be misunderstanding this startling requirement, but here is what it says to us: Metro must pre-determine the number, type and density of housing units that will result from each of its actions taken by Ordinance No. 10-1244B (urban renewal/tax increment financing; investments in new high-capacity transit; investments in transit-oriented development; the many local actions to be taken by the cities of the region; etc.) to use the region's existing zoned capacity more efficiently. Metro did estimate and attribute the number of units expected from the efficiency actions taken by the Capacity Ordinance. Findings of Fact pp. 3-11. It is simply not possible, in any responsible way, to try to determine the types, mix of types and densities of housing that will result from these efforts over the next 20 years.

Example: The report (p. 25) calls upon Metro to provide higher planned residential densities:

"OAR 660-007-0035 requires that, region-wide, planned residential densities must be considerably in excess of the residential density assumed in Metro's 1980 'UGB Findings.' The standards in this rule for new construction density and mix, and the criteria for varying from them, take into consideration and also satisfy the price range and rent level criteria for needed housing as set forth in ORS 197.303."

We find no such requirement in OAR 660-007-0035. Of course, revisions to zoning made by the cities and counties of the region to implement the 1995 2040 Growth Concept allow and require (in response to Metro's minimum density requirement) much higher densities than allowed in 1980. The Metro Council, prior to UGB Ordinance No. 11-1264B, had required at least 10 units/net developable acre in

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areas added to the UGB. This UGB Ordinance imposes conditions that areas added to the UGB for residential capacity yield at least 15 units/net developable acre. But neither OAR 660-007-0035 nor any other state law of which we are aware requires higher planned densities than Metro now requires.

Example: The report (p. 26) calls upon Metro to determine the types, mix and density of the dwelling units expected in the areas added to the UGB:

“ . . . the record does not adequately demonstrate:

“The capacity for the areas added, and whether there is sufficient assurance that it will be zoned to provide for the needs for which it was included and whether rules on housing types and density are being followed for this land.”

Metro adopted conditions for the areas added to the UGB for residential capacity that require the cities responsible for planning to provide a minimum zoned capacity for a specified number of units. Of course, this planning and zoning has not yet occurred. It will take place after Commission approval of the UGB expansion (within two years). LCDC has never before asked Metro to pre-determine the types and densities for areas added to the UGB. The overall density for each area can be derived from the conditions adopted by UGB Ordinance 11-1264B and Metro’s analysis of buildable land, all in the record (minimum of approximately 15 units/net acre). But Metro did not attempt to pre-determine the types or mix of housing, nor does the law require it. Metro’s practice is to participate in the city planning and zoning of areas added to the UGB to ensure conditions and the law are satisfied. It is noteworthy that the requirements of OAR 660-007-0035 and the rest of the Metropolitan Housing Rule will apply to this planning by Hillsboro, Beaverton and Tigard.

Summary

Metro reminds the Commission about the wise provision in the Goal 14 rule that determinations of needs “should not be held to an unreasonably high level of precision” [OAR 660-024-0040(1)]. Metro urges the Commission to find Metro in substantial compliance with state laws on housing needs.

Ground 2: The Department recommends that the Commission remand the UGB expansion to Metro to complete an employment land inventory

The Department faults Metro’s analysis of the region’s supply of employment land for not complying with the Goal 14 rule. OAR 660-024-0050(1) calls for an inventory to determine whether the UGB contains adequate capacity for the next 20 years. The Department acknowledges that Metro did “valuable work.” In fact, the Department states: “...Goal 14 does not provide specific requirements that Metro failed to address, and Hillsboro has failed to demonstrate that the capacity and UGB ordinances inadequately demonstrate compliance with the goal.” Nonetheless, the Department would have the Commission send Metro back for additional analysis and greater detail in its inventory of the employment land supply. Report, pages B-4 to B-6.

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The Department measures Metro's analysis against specifications in the Goal 9 rule for an "Economic Opportunities Analysis." Goal 9 does not apply to Metro. The Goal 14 rule, however, directs local governments, including Metro, to develop an "Inventory of Industrial and Other Employment Lands" to the specifications in OAR 660-009-0015(3). Here is the level of detail that rule requires:

- “(a) For sites inventoried under this section, plans must provide the following information:
 - (A) The description, including site characteristics, of vacant or developed sites within each plan or zoning district;
 - (B) A description of any development constraints or infrastructure needs that affect the buildable area of sites in the inventory; and
 - (C) For cities and counties within a Metropolitan Planning Organization, the inventory must also include the approximate total acreage and percentage of sites within each plan or zoning district that comprise the short-term supply of land.”

This level of analysis and detail may be appropriate for cities and urban portions of counties, to whom Goal 9 applies and who must do EOAs. Most cities and counties have a few hundred or a few thousand acres of employment land. But level of analysis and detail is not appropriate for a regional government with 25 cities and the urbanized portions of three counties. First, the region has more than 70,000 acres of land zoned for employment (or mixed-use that allows employment) within the UGB¹; the magnitude of the inventory task is much greater. Second, cities and counties in Metro have already done this level of analysis, or will do it in periodic review. Tying Metro to this Goal 9 work through the Goal 14 rule forces Metro to duplicate this work. But there is no denying that LCDC rules now require this level of analysis and detail.

Metro's inventory of employment sites very nearly achieves this level of analysis and detail. There are approximately 13,000 gross vacant acres of land inside the UGB zoned for employment uses. The 2009 UGR inventoried approximately 10,000 net buildable acres zoned for employment uses. Despite the size of that inventory, the suitability analysis Metro completed is quite detailed. For each lot included in the inventory, the following information was assembled and reviewed by cities and counties for accuracy (Cap Ord Rec 4101-4105):

- Zoning designation (proxy for suitability for employment)
- Market subarea
- 2040 design type
- Buildable acres, accounting for constraints

¹ Appendix D; see analysis in UGR, Cap Ord Rec 4094-4114, informed by Metro's Regional Land Information System (RLIS) Rec 4101).

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- Development readiness tier and assignment of each lot to short-term or long-term supply, based on assessment of:
 - a. Environmental constraints
 - b. Availability of infrastructure
 - c. Access to transportation
 - d. Zoning for urban use
 - e. Brownfield contamination, aviation overlays, marine use restrictions and other development constraints
 - f. Owner constraints
 - g. Existing building and land values
 - h. Location.

Metro addresses re-development of developed employment land with rates for infill and re-development rather than speculating which lots will fill or re-develop over time. Metro applied separate rates for industrial land and nonindustrial land, based upon the best available information.

Both the UGB rule [OAR 660-024-0040(1)]² and the Goal 9 rule [OAR 660-009-0010(5)]³ mitigate the level of detail the rules otherwise require, sensitive to situations in which such detail is difficult or impossible to achieve, and would serve no useful purpose. Metro believes the Commission should apply these mitigating rules in this situation and find that Metro's inventory substantially complies with Goal 14 rule 0050(1); any divergence from the details required by 660-009-0015(3) is "technical or minor in nature." See ORS 197.747.

Ground 3: The Department recommends that the Commission remand the UGB expansion to Metro for further analysis to explain the basis for Metro's selection of 9,800 acres for detailed analysis from the total 28,256 acres Metro has designated as urban reserves

The efficiency measures adopted by the Metro Council in Ordinance No. 10-1244B ("the Capacity Ordinance") increased the capacity of the existing UGB by 30,300 housing units. The ordinance directed further efforts to meet the remaining need for housing units to a point between the low end and the high end of the middle third of the forecast range. This direction determined the remaining housing need at 15,600 to 26,600 units. Following a similar process, the Council determined that, following efforts to use employment land more efficiently, the region needed between 200 to 1,500 acres of large parcels for industrial use.

² "The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision."

³ "The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending on the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division."

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Metro then turned to its urban reserves to find capacity for the remaining housing and employment need. The analysis began with all 28,256 acres of urban reserves “on the table.” It is the analysis from this point – with all 28,256 acres on the table – to the point at which the Council decided to study 9,800 acres of the urban reserves in greater detail that the department faults.

The Council explains its analysis in the Findings and Staff Report supporting Ordinance No. 11-1264B (“the UGB Ordinance”):

“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. The location factors and policies are implemented in Metro Code 3.07.1425C.”

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, Metro chose for detailed 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

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estimated costs. UGB Ord Rec 486-487. Metro conducted its own "ESEE" analysis 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 shows TriMet's assessment of relative transit service costs. UGB Ord Rec 499, Attachments 3 to 6).

Findings, pp. 10-11. The methodology described in the Findings is more fully set forth in "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.

A more detailed analysis of this approach is attached as Appendix A and may be found at pages 7268-7272 of Metro's Capacity Ordinance record and pages 471-477 of Metro's UGB Ordinance record.

The department and Commission should recall and appreciate the three years of analysis of lands suitable for urbanization and designation as urban reserve. This enormous, comprehensive and thorough years-long undertaking by the region was based on consideration of the "urban reserves factors" set forth at ORS 195.145(5). These statutory factors are nearly identical to the location factors in Goal 14. (For your comparison, these factors may be found in Appendix B to these exceptions.) LCDC ultimately approved the analysis and the designation of urban reserves. Reserves Order ____, May __, 2012. Rather than send the UGB Ordinance back to Metro for a mechanical application of the location factors in Goal 14 to all 28,256 acres of urban reserve – a wasteful and expensive duplication of the region's reserves effort – the Commission should take administrative notice of its reserves order and conclude that the absence of a rote application of the location factors to 28,256 acres for a 1,985-acre UGB expansion is "technical or minor in nature." ORS 197.747.

Ground 4: The Department recommends that the Commission remand the UGB expansion to Metro because Metro improperly mixed its consideration of factors from the Metro Code with the location factors of Goal 14 and did not apply all the location factors to all areas analyzed

Metro explained its selection of 1,985 acres to meet its housing and employment needs in its Findings of Fact for the UGB Ordinance, pages 10 through 27, attached to this letter as Appendix C. The Council's Findings address each location factor and each Metro Code factor separately. The Findings compare the areas selected with those not selected on the basis of the factors.

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Behind these 18 pages of Findings lie three years of analysis and hundreds of pages of analysis of specific areas considered for addition to the UGB, in both the Capacity and in the UGB Ordinances. Because the department judges this effort to be insufficient and improper, we will point to the places in the record where specific analysis of particular study areas may be found.

Factor 1 - Efficient Accommodation of Land Need

Capacity Ordinance: Although Metro did not expand the UGB in the Capacity Ordinance, as it intended prior to LCDC remand of certain urban reserves, Metro completed a study of areas for possible inclusion as part of that ordinance. That study devoted just under 200 pages to application of the factors to the study areas. The study may be found in the Capacity Ordinance record at pages 7296-7488.

The analysis addresses location factor 1 at 7272-7277; 7486 (transportation efficiency); 7487 (service efficiency); 7485 (constraints on efficient use of land). Each study area is discussed in pages 7468-7485. There is a description of the characteristics of each study area that lends itself to efficient land use, or otherwise (number and size of lots/parcels; proximity to the UGB; proximity to services within the UGB, etc.). There is further analysis of each area found in the Capacity Ordinance study.⁴

UGB Ordinance: The UGB Ordinance contains a second full analysis of study areas considered for inclusion in the UGB. That analysis includes a “Productivity Analysis” that discusses the efficiency of land use of the areas under consideration, at pages 477 to 481 of the UGB Ordinance record. There is further analysis of the productivity of each area in the UGB Ordinance study.⁵

It is noteworthy that Metro’s analysis of areas under the efficiency factor led the Council to impose efficiency conditions on each area included in the UGB to provide housing capacity. See, for example, UGB Ordinance Exhibit B, Conditions on Land Added to the UGB: Hillsboro must identify a Town Center in the area (Condition 2) and ensure capacity for at least 10,766 dwelling units (Condition 3).

Factor 2 – Orderly and Economic Provision of Services

Capacity Ordinance: The analysis in the Capacity Ordinance addresses location factor 2 at pages 7277-7279 of the record. There is a comparative analysis (comparing areas under consideration) at pages 7460-7487. And there is analysis under factor 2 for each area in the Capacity Ordinance study.⁶

UGB Ordinance: The UGB Ordinance contains a second full analysis of study areas considered for inclusion in the UGB. The methodology is described at pages 482-484 of the UGB Ordinance record.

⁴ Pages 7296; 7306; 7315; 7324; 7343; 7352; 7361; 7370; 7379; 7388; 7397; 7407; 7416; 7425; 7434; 7443; 7452.

⁵ Pages 497; 507; 516; 525; 535; 544; 553; 562; 571; 580; 589; 598; 608; 617; 626; 635; 644; 653; 662; 671; 679; 688; 698; 706.

⁶ Pages 7297; 7307; 7316; 7325; 7335; 7344; 7353; 7362; 7371; 7380; 7389; 7408; 7417; 7425-26; 7435; 7444; 7452.

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The study includes charts comparing service costs for study areas at pages 715, 716 and 718. There is further analysis in the record under factor 2 for each area.⁷

Factor 3 – EESE Consequences

Capacity Ordinance: The analysis in the Capacity Ordinance addresses location factor 3 and Metro’s approach to analysis at pages 7280-7285 of the record. Charts at pages 7290 and 7488 provide comparative analysis. There is further analysis under factor 3, for each study area.⁸

UGB Ordinance: The UGB Ordinance contains a second full analysis of study areas considered for inclusion in the UGB. The methodology is described at pages 484-490 of the UGB Ordinance record. There is further analysis in the record under factor 3 for each area.⁹ There is a chart summarizing the analysis, allowing comparison of the study areas, at page 717 of the record.

Factor 4 – Compatibility

Capacity Ordinance: The analysis in the Capacity Ordinance addresses location factor 4 at pages 7285-7287 of the record. There is further analysis under factor 3, for each study area.¹⁰

UGB Ordinance: The UGB Ordinance contains a second full analysis of study areas considered for inclusion in the UGB. The methodology is described at pages 490-93 of the UGB Ordinance record. There is a chart summarizing the analysis, allowing comparison of the study areas, at page 494 of the record. There is further analysis under factor 4 for each area in the UGB Ordinance record.¹¹

The Council weighed the results of all this analysis and explained its selection with a conclusion for each selected area. In its conclusions, the Council discussed both location and code factors. Perhaps this is the mixing of location factors and code factors of which the department complains.¹² Metro believes it did precisely what the law requires and does not understand the department’s complaint. Please turn to attached Appendix C (pages 11-16 of the UGB Ordinance Findings) to see Metro’s analysis and conclusions supporting the addition of the “South Hillsboro Analysis Area.” These findings plainly show that Metro evaluated each site on each Goal 14 location factor, separately from the factors in its own code. Metro addressed the location factors first, the code factors second. Metro’s “Overall Conclusions for South Hillsboro” weighs how the area fares under the factors, compares South Hillsboro with other areas under the factors, then explains why it chose to include South Hillsboro.

⁷ Pages 498; 508; 517; 526; 536; 545; 554; 563; 572; 581; 590; 599; 608-09; 617-18; 626-27; 635-36; 644-46; 654; 662-63; 671-72; 680; 688-89; 698-99; 706-07.

⁸ Pages 7297-99; 7307-08; 7316-17; 7325-26; 7335-36; 7344-45; 7353-54; 7362-63; 7371-72; 7380-81; 7389-90; 7399-7400; 7408-09; 7417-18; 7426-27; 7435-36; 7444-45; 7453-54.

⁹ Pages 498; 508; 517; 526; 536-37; 545-46; 554-56; 563-64; 572-73; 581-82; 590-92; 600-01; 609-10; 618-19; 627-28; 636-37; 646-47; 654-55; 663-64; 672-73; 680-81; 689-90; 699-700; 707-08.

¹⁰ Pages 7299-7300; 7309-10; 7317-18; 7326-27; 7337; 7345-47; 7354-55; 7364; 7373-74; 7381-82; 7391; 7400-01; 7409-7410; 7427-28; 7436-37; 7445-46; 7454-55.

¹¹ Pages 500; 510; 518; 527-29; 538; 547-48; 556-57; 565-66; 574-75; 582-83; 592-93; 601-02; 610-11; 619-20; 628-29; 637-38; 647-48; 655-56; 664-65; 673-74; 681-82; 690-92; 700-01; 708-09.

¹² “Metro must demonstrate that the analysis areas are subject to the weighing and balancing using all four Goal 14 location factors, and this must be completed *before* the local factors are applied.” Report at p. 31.

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The Department's concern appears to be that Metro's analysis mixes the location and code factors in its weighing and balancing. This concern is difficult to understand. There is no incompatibility between the location factors and the code factors. They complement one another: Metro's "equitable and efficient distribution of housing and employment" factor complements Goal 14 location factors 1 and 2; Metro's "Contribution to the purposes of Centers and Corridors" factor complements Goal 14 location factors 1 and 2; Metro's "Protection of farmland most important to the continuation of commercial agriculture in the region" factor complements Goal 14 location factor 4 (and Goal 14 itself); Metro's "Avoidance of conflict with regionally significant fish and wildlife habitat" factor complements Goal 14 location factor 3; Metro's "Clear transition between urban and rural lands" factor complements Goal 14 location factors 2, 3 and 4; Metro's "Workforce housing" factor complements Goal 14 location factor 1. Metro would understand the department's concern if consideration of Metro's code factors diminished its analysis of the Goal 14 factors, or outweighed them in a conclusion. But the department points to no such result, nor is there any such result.

The department cites the Court of Appeals in *City of West Linn v. LCDC*, 201 Or App 419, 446-447, for the proposition set forth on page 31 of the report, quoted in footnote 9, here. *West Linn* provides no support for that proposition. The court faulted Metro for failing to comply with its own code in its analysis of Study Area 94. The court held that Metro failed to demonstrate Area 94 fared "better than alternative sites" under the factors in its code. Metro made this demonstration in the analysis and conclusions for each area included in the UGB Ordinance. Once again, please see attached Appendix C for the South Hillsboro example.

In sum, Metro believes it has provided the analysis called for by the department. If the analysis diverges at some point from the department's prescription, it is "technical or minor in nature." ORS 197.747. Metro has substantially complied with the law.

Respectfully submitted,



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RPB/sm

Enclosures: Appendices A through D

(w/ Enclosures)
cc: Jim Rue, Acting Director, DLCD
Metro Council
Martha J. Bennett, Metro Chief Operating Officer

www.oregonmetro.gov

Appendix 8 – Preliminary Analysis of Potential UGB Expansion Areas

August 2010


 **Metro** | *People places. Open spaces.*

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ANALYSIS OF POTENTIAL UGB EXPANSION AREAS

INTRODUCTION

As part of an integrated community investment strategy, the Metro Council will be considering how to accommodate the region's forecasted 20-year population and employment growth while supporting the region's six desired outcomes, listed below.

- **Vibrant communities** – People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
- **Economic prosperity** – Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- **Safe and reliable transportation** – People have safe and reliable transportation choices that enhance their quality of life.
- **Leadership on climate change** – The region is a leader in minimizing contributions to global warming.
- **Clean air and water** – Current and future generations enjoy clean air, clean water, and healthy ecosystems
- **Equity** – The benefits and burdens of growth and change are distributed equitably.

The urban growth report (UGR), endorsed by the Metro Policy Advisory Committee (MPAC) and accepted by the Metro Council in December 2009, identified the capacity of the region's UGB to accommodate the next 20 years of expected population and employment growth. The 2009 UGR was intended to foster the development of an outcomes-based approach to growth management decision-making by discussing tradeoffs among various policy and investment choices. The UGR identified a gap between the forecast demand and the amount of zoned capacity that is likely to be developed in the next 20 years for residential and large-site industrial parcels that support the traded-sector. No gap was identified in the middle third of the demand forecast for non-industrial and general industrial employment.

The region can fill the identified capacity gap through actions that promote more efficient use of zoned capacity inside the current UGB, or by expanding the UGB, or a combination of both. Metro has been working with local governments individually and through the Metro Technical Advisory Committee (MTAC) and MPAC to identify and adopt local and regional actions that will achieve greater efficiencies within the existing UGB and minimize the need for UGB expansion at the end of the year.

As part of the process to maintain a 20-year land supply for residential and employment uses, Metro completed an assessment of approximately 8,298 acres of urban reserve land adjacent to the current UGB. These 8,289 acres are a subset of the 28,615 acres of urban reserves that Metro, in conjunction with Clackamas, Multnomah and Washington Counties adopted in June 2010 (Attachment 1). The designation of these areas 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 jurisdiction 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 8,298 acres of analysis areas evaluated in this report.

Metro's Chief Operating Officer, Michael Jordan, issued a letter to the mayors and county commission chairs on August 2, 2010, inviting them to submit any additional urban reserve areas that they would like considered as part of the policy discussions in the fall 2010. All additional areas for consideration must be sponsored by local governments, as their support is critical for provision of infrastructure, governance, planning, and more. The additional areas will be considered by MPAC and the Metro Council prior to a final recommendation in October and subsequent public hearings in November.

The purpose of this analysis is to inform the Metro COO Recommendation, 2010 Growth Management Assessment (August 2010), and assist the Metro Council in evaluating the potential expansion areas to meet any identified residential and large-site industrial land need that they determine cannot be met through efficiencies on land inside the UGB. The information in this analysis will help the Metro Council determine which of the selected analysis areas merit further consideration as candidates for inclusion in the UGB. Finally, additional information regarding the effect of the final proposed UGB amendments on existing residential neighborhoods will be developed and sent to all households within one mile of the proposed UGB amendment areas, consistent with Metro Code Section 3.01.015. Figure 1 provides an overview of the UGB analysis area process.

It is beyond the scope of the analysis to provide a detailed, site planning level of analysis for each of the 18 areas. Furthermore, it is not possible to evaluate each potential sequence of urbanization, and the likely effects on surrounding areas under each sequence. This analysis does not compare the results of the UGB amendment factors for the potential expansion areas with the potential for refill or redevelopment of locations that are currently in the UGB.

The structure of this report is based on Metro's UGB Legislative Amendment factors located in Metro Code Section 3.01.020, 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 3.01.020 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 essence of the six desired outcomes is embodied in these urban growth boundary (UGB) assessment factors and the state legislation and administrative rules which enabled the region to pursue urban and rural reserves.

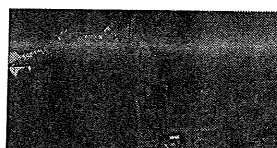
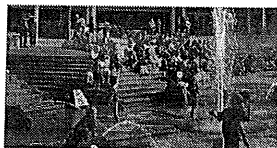
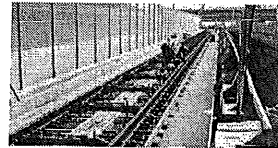
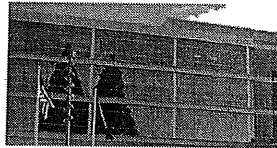
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The productivity assessments conducted for this study follow general procedures used for most buildable lands studies. Vacant areas are first identified. Areas that are unbuildable such as power line easements and environmentally sensitive areas are then removed from vacant lands. Specific categories of tax-exempt lands are also considered unbuildable. The inventory of vacant land is then reduced to account for future streets and public facilities needed to accommodate urbanization.

Preliminary analysis
of potential urban
growth boundary
expansion areas



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

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ANALYSIS OF POTENTIAL UGB EXPANSION AREAS

INTRODUCTION

As part of an integrated community investment strategy, the Metro Council will be considering how to accommodate the region's forecasted 20-year population and employment growth while supporting the region's six desired outcomes, listed below.

- **Vibrant communities** – People live, work and play in vibrant communities where their everyday needs are easily accessible.
- **Economic prosperity** – Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- **Safe and reliable transportation** – People have safe and reliable transportation choices that enhance their quality of life.
- **Leadership on climate change** – The region is a leader in minimizing contributions to global warming.
- **Clean air and water** – Current and future generations enjoy clean air, clean water, and healthy ecosystems
- **Equity** – The benefits and burdens of growth and change are distributed equitably.

The urban growth report (UGR), endorsed by the Metro Policy Advisory Committee (MPAC) and adopted by the Metro Council in December 2010, identified the capacity of the region's urban growth boundary (UGB) to accommodate the next 20 years of expected population and employment growth. The 2009 UGR was intended to foster the development of an outcomes-based approach to growth management decision-making by discussing tradeoffs among various policy and investment choices. The UGR identified a gap between the forecast demand and the amount of zoned capacity that is likely to be developed in the next 20 years for residential and large-site industrial parcels that support the traded-sector. No gap was identified in the middle third of the demand forecast for non-industrial and general industrial employment.

The region can fill the identified capacity gap through actions that promote more efficient use of zoned capacity inside the current UGB, or by expanding the UGB, or a combination of both. In 2009, Metro worked with local governments individually and through the Metro Technical Advisory Committee (MTAC) and MPAC to identify and adopt local and regional actions that achieved greater efficiencies within the existing UGB, which minimized the need for UGB expansion. These efficiencies are documented in Metro Ordinance No. 10-1244B, adopted by the Metro Council on December 16, 2010.

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. These 9,800 acres are a subset of the more than 28,000 acres of urban reserves that Metro, in conjunction with Clackamas, Multnomah and Washington Counties adopted in April 2011 (Attachment 1). The designation of these areas 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 in this report.

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.

As a result of the urban and rural reserves remand, the adoption of new urban and rural reserves in Washington County and Metro's desire to provide a formal opportunity for local governments to submit areas for consideration, a three-step analysis process occurred. Initially, Metro staff analyzed 8,298 acres of land for consideration as outlined in Appendix 8 of the Metro Chief Operating Officer's report, *Community Investment Strategy: Building a sustainable, prosperous and equitable region*. In August 2010 and again in April 2011, Metro's Chief Operating Officer issued a formal letter to the mayors and county commission chairs, inviting them to submit any additional urban reserve areas that they would like considered as part of the growth management policy discussions. All additional areas submitted for consideration must be sponsored by local governments, as their support is critical for provision of infrastructure, governance, and planning, and must include an assessment of how the subject area is responsive to Metro's legislative UGB amendment criteria, contained in Metro Code Section 3.07.1425. Below is a list of the urban reserve analysis areas that were submitted by the local governments through these two requests.

In response to the August 2010 COO invitation, the following additional areas were submitted for inclusion in the UGB analysis process:

- The City of Beaverton submitted a 453 acre portion of urban reserve area 6C. The area is north of SW Scholls Ferry Road and east of SW Tile Flat Road and is identified as South Cooper Mountain Analysis Area (6B) in the report.
- The City of Cornelius submitted a 62 acre portion of urban reserve 7C. The area is north of the Tualatin Valley Highway, east of the current city limits and is identified as the Cornelius East Analysis Area (7C) in the report.
- The City of Forest Grove submitted a 114 acre portion of urban reserve 7B. The area is located at the intersection of NW Purdin Road and NW Thatcher Road and is identified as the Forest Grove North Purdin Road Analysis Area (7B) in the report. A different portion of urban reserve 7B was included as part of Metro staff's original analysis, thus there are two urban reserve 7B sections in the report.

- The City of Forest Grove also submitted urban reserve 7E for consideration. This 37 acre area is located on the south side of Forest Grove at the end of Elm Street and is identified as the Forest Grove South Analysis Area (7E) in the report.
- The City of Hillsboro submitted a 458 acre portion of urban reserve 8A. The area is located east of NW Jackson School Road and south of Highway 26, along NW Meek Road and is identified as the Hillsboro North-Jackson School Road Analysis Area (8A) in the report. A different portion of urban reserve 8A was included as part of Metro staff's original analysis, thus there are two urban reserve 8A sections in the report.

In response to the April 2011 COO invitation, the following two additional areas were submitted for inclusion in the UGB analysis process:

- The City of Tigard submitted a 138 acre portion of urban reserve area 6C. The area is south of SW Scholls Ferry Road, between the current UGB and SW Vandermost Road and is identified as the Vandermost Road Analysis Area (6C) in the report.
- The City of Hillsboro submitted the 352 acre urban reserve north of Highway 26 that was adopted by Metro and Washington County in April of this year. The area is west of existing urban reserve 8B, south of NW West Union Road and east of NW Groveland Road and is identified as the Groveland Road Analysis Area (8B) in the report. The Shute Road Interchange (8B) was included as part of Metro staff's original analysis, thus there are two urban reserve 8B sections in the report.

As noted above, a requirement of the local government submittals was an assessment of how the subject area is responsive to Metro's legislative UGB amendment criteria, therefore the analysis area assessments in the report for these areas submitted in 2010 and 2011 in response to the COO request, were completed by the local government staff with some minor editing by Metro staff for consistency.

The purpose of this analysis is to inform the Metro COO Recommendation for the 2011 Growth Management Decision (July 2011), and assist the Metro Council in evaluating the potential expansion areas to meet any identified shortfalls for residential and large-site industrial land need. The information in this analysis will help the Metro Council determine which of the selected analysis areas merit further consideration as candidates for inclusion in the UGB. Finally, additional information regarding the effect of the final proposed UGB amendments on existing residential neighborhoods will be developed and sent to all households within one mile of the proposed UGB amendment areas, consistent with Metro Code Section 3.07.1420 (26-29 Report).

It is beyond the scope of the analysis to provide a detailed, site planning level of analysis for each of the 25 areas. Furthermore, it is not possible to evaluate each potential sequence of urbanization, and the likely effects on surrounding areas under each sequence. This analysis does not compare the results of the UGB amendment factors for the potential expansion areas with the potential for refill or redevelopment of locations that are currently in the UGB.

The structure of this report 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 essence of the six desired outcomes is embodied in these urban growth boundary (UGB) assessment factors and the state legislation and administrative rules which enabled the region to pursue urban and rural reserves.

The report begins with an explanation of the methodology used to evaluate each analysis area for the factors listed above. Please note that Statewide Planning Goal Factor 1 and the first additional Metro factor, are not evaluated for each analysis area, but findings for these two factors are made on the final UGB expansion decision. Following the methodology section is a brief summary of the results, including a table indicating the ratings applied to most of the factors noted above. The individual analysis area summaries that include basic quantitative information for each area, as

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The productivity assessments conducted for this study follow general procedures used for most buildable lands studies. Vacant areas are first identified. Areas that are unbuildable such as power line easements and environmentally sensitive areas are then removed from vacant lands. Specific categories of tax-exempt lands are also considered unbuildable. The inventory of vacant land is then reduced to account for future streets and public facilities needed to accommodate urbanization.

The majority of tabular data used in this analysis has been generated from Geographic Information Systems (GIS). In GIS, digital, coordinate-based spatial data layers are used to represent real world features such as tax lots, wetlands and floodplains, and zoning areas. All of the GIS data used in this analysis are from Metro's Research Center.

Of course, electronic data representing real world features are rarely perfect. Data representing features like floodplains and tax lots will have some positional inaccuracies, which, in turn, will be reflected in numbers representing them. In addition, much of the assessment information that is included in Metro's Regional Land Information System (RLIS) database comes directly from county assessment offices, where local updates may be conducted at different intervals. For a variety of reasons such as these, the study helps to point out general patterns, but is not intended to be accurate at extremely small levels of geography.

Step 1: Determine which lands within the study areas are vacant

For this study all of the land in the analysis areas was assumed to be "vacant", meaning all of the non-public land area that is not constrained by environmental resources or other constraints such as power line easements or parks is available for development. This determination is based on a comparison of land value to improvement value completed by Metro Economic & Land Use Forecasting staff that indicated the existing rural residences would most likely redevelop due to a substantial increase in land value as the rural lands are added to the UGB. In addition, Metro Planning staff's experience with concept planning of new urban areas generally validates this assumption. It is understood however, that some high valued residences will remain as rural lands are urbanized, but it is beyond the scope of this project to complete a more detailed economic analysis of all the parcels under evaluation to determine this small amount of land that would remain in the future. Metro's most recent vacant lands analysis, completed for the land inside the UGB, does not extend to the urban reserve areas.

Goal 14: Urbanization
OAR 660-015-0000(14)
Version of this Goal Effective April 28, 2006

“Boundary Location

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations with ORS 197.298 and with consideration of the following factors:

- (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; and
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.”

Senate Bill 1011
Oregon Laws Chapter 723
ORS 195.137

“SECTION 6. ORS 195.145 is amended to read:

- (5) A district and a county shall base the designation of urban reserves under subsection (1)(b) of this section upon consideration of factors including, but not limited to, whether land proposed for designation as urban reserves, alone or in conjunction with land inside the urban growth boundary:
 - (a) Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;
 - (b) Includes sufficient development capacity to support a healthy urban economy;
 - (c) Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;
 - (d) Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;
 - (e) Can be designed to preserve and enhance natural ecological systems; and
 - (f) Includes sufficient land suitable for a range of housing types.”

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,

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.⁹ 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,¹⁰ 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" analysis¹¹ 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

⁹ The Six Outcomes; RFP Policies 1.9.8; 1.9.9; 1.9.10; 1.9.12.

¹⁰ Policies 1.4 (Employment Choices) and 1.5 (Economic Vitality).

¹¹ 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 Plan¹² 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.¹³ 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.¹⁴ 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

¹² See Metro Code 3.07.1120C(3).

¹³ Newlands Properties owns “Reeds Crossing”, 463 acres; Joe Hanauer (Hagg Lake, LLC) owns 189 acres.

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

line.¹⁵ 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.¹⁶ 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 Plan¹⁷ (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.

¹⁵ 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.

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

¹⁷ 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.¹⁸ 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.¹⁹ Most residential capacity was added to the east side (Damascus). Hillsboro has had

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

¹⁹ 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.²⁰ 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.

²⁰ 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.²¹ 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. Maplelane 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 Maplelane, 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,

²¹ 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.²² 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

²² 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.²³ 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. NHA 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 2005.²⁴ The city of Hillsboro has planned and zoned the

²³ 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

²⁴ 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.

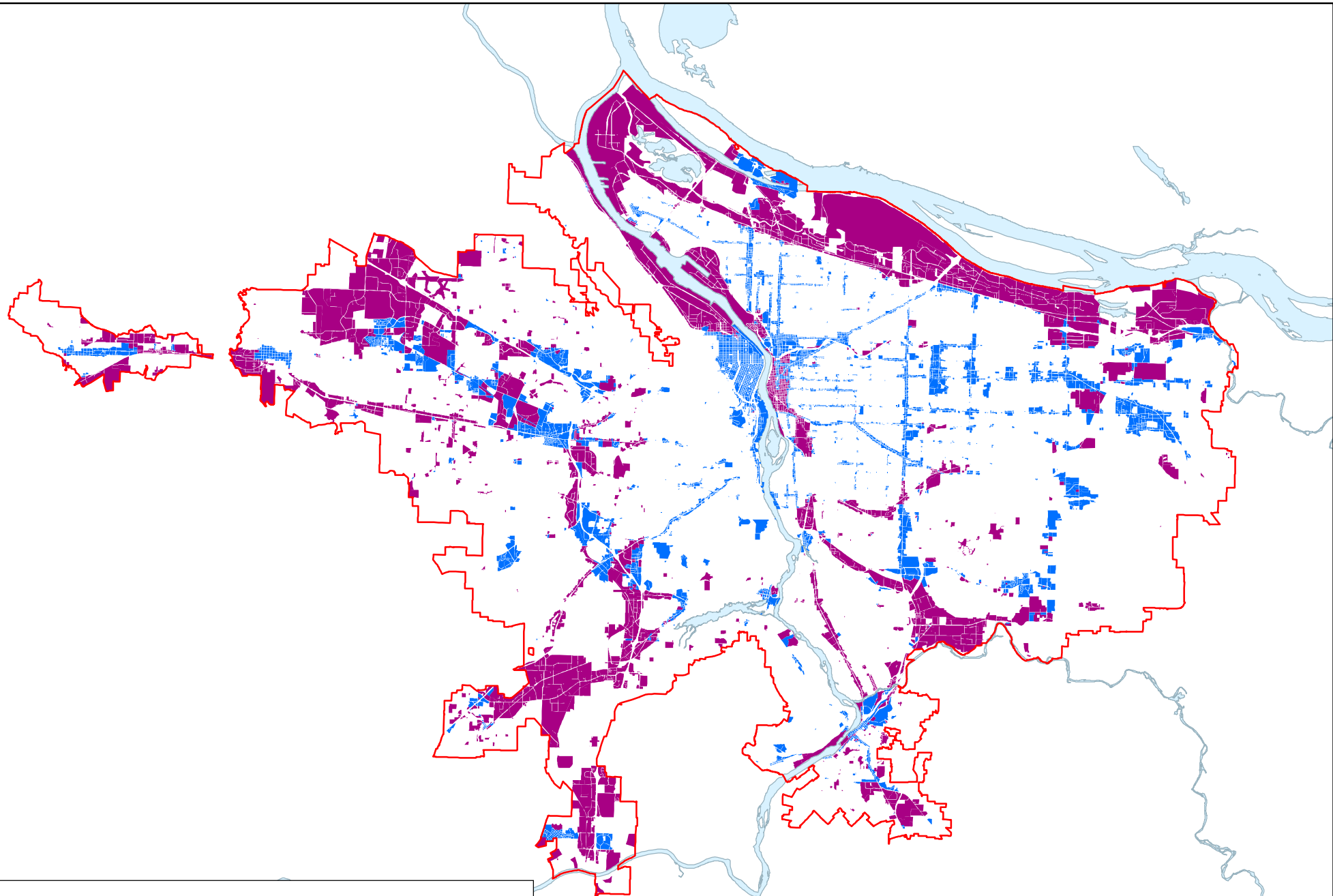
Technical Amendment – City of Hillsboro

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



Tax lots zoned for employment uses

- Urban growth boundary
- Zoned for mixed-use (approx 20,000 acres in UGB)
- Zoned for employment (approx 50,000 acres in UGB)



0 3.5 7 14 Miles

Appendix D

All Aboard!!



For the Grand Opening Ceremonies

Ribbon Cutting and Grand Opening Ceremony **Boring Station Trailhead Park**

Sat May 19th, 11:00am till Noon at the park in downtown Boring

Activities include:

- Flag Raising Ceremony
- Fire District Color Guard, Pipe & Drum
- Vocalist Claudia Knauer singing God Bless America
- A short presentation by local jurisdictions
- Invocation by Pastor James Erb
- Walk through pictorial history of park development
- Unveiling of paving stones in the park courtyard
- Cake Cutting & refreshments

Thanks to the efforts of the Boring Community, Clackamas County, Oregon State Parks, Metro, and the Oregon Dept of Transportation, the dream of making an abandoned stretch of railroad in Downtown Boring into a regional trail head park has been accomplished!



Metro | Memo

Date: May 7, 2012
To: MPAC, JPACT, MTAC, TPAC and interested parties
From: Kim Ellis, Principal Transportation Planner
Re: Upcoming Briefings and Public Comment Period on Draft Oregon Statewide Transportation Strategy

Oregon Statewide Transportation Strategy

The Oregon Statewide Transportation Strategy (STS) is part of a larger effort known as the Oregon Sustainable Transportation Initiative (OSTI), resulting from two bills passed by the Oregon Legislature, to help the state meet its 2050 goal of reducing transportation-related greenhouse gas (GHG) emissions. The STS is intended to identify the most effective GHG emissions reduction strategies in transportation systems, vehicle and fuel technologies, and urban land use patterns in three key travel markets: ground passenger and commercial services, freight, and air passenger. These strategies will serve as the best tools available to help meet the state's goals while supporting other community goals such as clean air, safe and healthy neighborhoods, economic vitality and jobs close to home.

The STS was developed over 18 months through extensive research and analysis as well as policy direction and technical input from state agencies, local governments, industry representatives, metropolitan planning organizations, and others. Metro Councilors Collette and Burkholder have each served on the Policy Advisory Committee. The STS is not regulatory and does not assign responsibility for implementation, but rather points to promising approaches to be further considered by policymakers at the state, regional, and local levels.

Oregon Statewide Transportation Strategy Comment Period from May 16 to July 20, 2012

The Oregon Transportation Commission (OTC) is expected to release the draft strategy at their May meeting, formally initiating a public comment period from May 16 to July 20, 2012.

Materials will be posted on ODOT's website after the May 16 OTC meeting at:
<http://www.oregon.gov/ODOT/TD/OSTI/STS.shtml>

Oregon Department of Transportation (ODOT) staff will present the draft STS to Metro's technical and policy advisory committees for discussion and input during the comment period. ODOT staff want to hear your ideas, questions and concerns so they can be considered prior to OTC approval of the STS in October.

The following meeting dates, times and locations have been scheduled.

- Monday, June 18 from 1-3 p.m. at Metro in the Council chamber – **Special Joint TPAC and MTAC Meeting**
- Wednesday, June 27 from 5-7 p.m. at Metro in the Council chamber – **regular MPAC meeting**
- Thursday, July 12 from 7:30-9 a.m. at Metro in the Council chamber – **regular JPACT meeting**

Metro staff will also present new information from the Climate Smart Communities project at these meetings to facilitate a discussion on implications of the draft STS for the region's Climate Smart Communities effort. The discussions will be an opportunity to talk about how the STS can support local community visions and help meet the region's GHG emissions reduction target.