



Meeting: Joint City of Damascus/Metro Council Work Session
Date: Tuesday, May 12, 2015
Time: 2:30 p.m.
Place: Damascus Council Chamber - 19920 SE Highway 212, Damascus, OR 97089

CALL TO ORDER AND ROLL CALL

- | | | |
|----------------|---|---|
| 2:30 PM | 1. PRESENTATION ON 2015 CITY OF DAMASCUS COUNCIL GOALS—<u>INFORMATION</u> | Mayor Diana Helm |
| 3:00 PM | 2. METRO OVERVIEW AND UPDATE ON THE URBAN GROWTH MANAGEMENT PROCESS—<u>INFORMATION</u> | John Williams, Metro
Ted Reid, Metro |
| 3:30 PM | 3. DISCUSSION | |

ADJOURN

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានក្បួនលក្ខណ៍រើសអើងសូមចូលទស្សនាការប្រកាស www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការការបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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Materials following this page were distributed at the meeting.

City of Damascus Council Goals – 2015

First Priority

- Earn credibility as a city government providing high value services to Damascus citizens
- Greatly increase and improve the two-way flow of information between city government and the Damascus citizens to help assure the actions of city government are consistent with and further the interests and values of the Damascus community

Second Priority

- Study and understand the challenges and realities of extending infrastructure into Damascus to support urban scale development using that information to make needed adjustments to plans, policies, and strategies
- Support reforms of the City Charter designed to remove unworkable provisions while respecting the people's desire for a constrained government

Third Priority

- Revise the draft Comprehensive Plan and supporting documents to address issues raised by citizens during an extensive community engagement process and issues raised in the infrastructure analysis focusing on taking the documents to the voters at the November 2016 election
- Address parks and recreation needs including setting a strategic direction for the Foster/Vogel house and property

Ongoing

- Increase official participation in regional political and civic activities advocating for Damascus's interests

City of Damascus

Choices for the Future

Frequently Asked Questions

What is the Urban Growth Boundary and how is it created?

An Urban Growth Boundary (UGB) is an adopted line representing the outer limits of growth for a city. UGB's were established with the creation of the Oregon planning program in 1973 as the primary means to protect farm and forest land and to prevent urban sprawl. Every City in the State must adopt a UGB containing a sufficient supply of buildable land to meet the needs for 20 years of growth. UGB's are expanded based on the need for more land to accommodate growth.

For the Portland metropolitan area, however, the UGB is regional and surrounds the entire area. The elected regional government, Metro, has the legal responsibility to establish and update the UGB. The same standard is used as in the rest of the State to set the boundary, providing a 20-year supply of buildable land. Metro updates the UGB and adjusts the boundary, as needed, approximately every five years.

In 2002 Metro determined there was a need for a major expansion of the UGB and brought approximately 18,867 acres in which included the entire 11,000-acre Damascus area. This land, therefore, was designated for future urban use.

What does it mean to be inside the Urban Growth Boundary?

Land inside an Urban Growth Boundary is intended to be used for urban development and therefore is to be zoned for urban uses. Also, plans are to be developed for the extension of urban infrastructure, including streets, sewer, water, and storm drainage, to serve the new urban-scale development.

No one is required to develop their land, but when land is developed, it is to be developed to urban uses and urban density in accordance with the zoning.

Generally, land must be within a city to be developed. Therefore, annexation to an existing city, or incorporation of a new city, is generally required.

Why did Damascus incorporate in 2004?

The supporters of incorporation advocated for city government so local residents could plan for the area's future instead of Clackamas County doing so. The County was doing the planning between the 2002 expansion of the Metro UGB and the November 2004 election at which Damascus was incorporated.

What is a Comprehensive Plan?

The Comprehensive Plan is the legally adopted plan for a City's future. It includes a future land use pattern, the streets, sewer, and water improvements needed to support it, and plans for other critical issues including economic development, housing needs, parks, protection of natural resources, and protection from natural hazards such as flooding and landslides.

The Comprehensive Plan itself is a document establishing policy. Those policies are implemented generally two ways. First, the development and use of land is guided through a Development Code containing the zoning and development regulations, as well as a zoning map designating land for specific uses. Second, master plans are adopted for the financing and development of streets, sewer, water, storm drainage, and parks so these critical facilities are developed as growth occurs. Technical documents related to the Comprehensive Plan are also adopted covering topics including economic development, buildable lands and housing needs, and natural hazards and resources inventories.

Every jurisdiction is required to have a Comprehensive Plan, Development Code and zoning, and infrastructure plans. These were the plans being developed by Clackamas County before the City incorporated and took over the responsibility.

What zoning and zoning regulations apply in Damascus today?

In 2005 the first Damascus City Council adopted the 2005 Clackamas County zoning map and Development Ordinance regulations as the interim regulations for Damascus until the City adopts its own zoning. Those 2005 standards, which reflected the rural nature of the Damascus community before becoming a city, continue in effect until the City adopts an urban Plan and Zoning. No land development can occur until the City adopts new urban zoning standards.

What has been proposed?

A draft Comprehensive Plan, covering many required elements, was adopted by the City Council in December 2010. However, a referendum placed the Plan on the May 2011 ballot where the voters overturned its adoption.

In 2012 and 2013 the City, with the lead of the Planning Commission and assistance of the Development Code Committee, Natural Features Committee, and Transportation System Plan Committee, developed a complete Comprehensive Plan, Development Code, zoning maps, integrated water (sewer, water, storm) and transportation system plans, and other related documents. Ultimately these were not adopted by the City Council. The Council decided to create two new sets of documents; one more property rights focused and another more environmental protection focused. These were referred to the voters at the November 2014 election. Citizens, by initiative petition, also placed the Planning Commission draft plan on the same ballot. The voters defeated all three options.

Subsequently, a citizen initiative again placed the Planning Commission draft plan on the ballot, this time in March 2015. It was again defeated.

Do voters have to approve the Plan, and can the current zoning standards or zoning map be changed?

In the March 2012 election, Damascus citizens approved a change in the City Charter requiring a public vote on any ordinance or plan prior to submittal to Metro or the Oregon Department of Land Conservation and Development for approval. This Charter requirement means any new Comprehensive Plan and zoning regulations and map must be approved by the voters as well as any future amendments.

Any change to the 2005 Clackamas County Comprehensive Plan, zoning regulations, or zoning maps, which are the land use laws applying within Damascus, will also require voter approval.

Will there be another election on disincorporation?

House Bill 3085 is pending in the Oregon Legislature that, if adopted, will set a disincorporation vote for the November 2016 election. Amendments to this bill are being considered which would move the date to the May 2016 election.

What happens if disincorporation is approved at the November 2016 election?

This is a complex question with complex answers, as disincorporation is an extremely rare occurrence in Oregon's history. The detailed questions below will provide some answers.

Will the Urban Growth Boundary automatically change if Damascus is disincorporated?

No. The Urban Growth Boundary is separate and independent from city limits. It could only change through a decision by the Metro Council in a separate process, not from a disincorporation vote.

If the City disincorporates, does that mean future urbanization will not occur and things go back to the way they were before 2002?

No. The situation will be much the same as in 2002 after the UGB was expanded. The land is still within the Metro Urban Growth Boundary and legally intended to urbanize. There is a requirement to prepare a Comprehensive Plan and a Development Code and Zoning Map based on future urbanization. That responsibility falls back to the County.

Can Metro reduce the Urban Growth Boundary if Damascus is disincorporated?

There are no provisions in State law, or the Metro Charter or Ordinances, for reducing an urban growth boundary. That is not to say there is not a possibility of creating a way to do so, but the process is uncertain and it could be difficult.

Also, since an Urban Growth Boundary is sized and sited based on need and protection of natural and economic resources, it must be shown there is no need for the Damascus area to be in the UGB, or the property is not well suited for urbanization, especially compared to other areas. If Damascus was removed from the UGB, its housing and employment capacity would have to be provided elsewhere in the region.

Will there be a requirement for a Comprehensive Plan if Damascus disincorporates?

Yes, the requirement to create a Comprehensive Plan, zoning regulations, and zoning maps remains. These must plan for future urban use, not rural use.

Who will prepare the Comprehensive Plan and zoning if Damascus disincorporates?

The responsibility will fall to Clackamas County, just as it was before Damascus incorporated. It should be noted that between the time the UGB was expanded in 2002 and the incorporation of Damascus in November 2004 Clackamas County completed the Damascus-Boring Concept Plan as a precursor to creation of a Comprehensive Plan.

Will there be a public vote on a Comprehensive Plan and zoning if Damascus disincorporates?

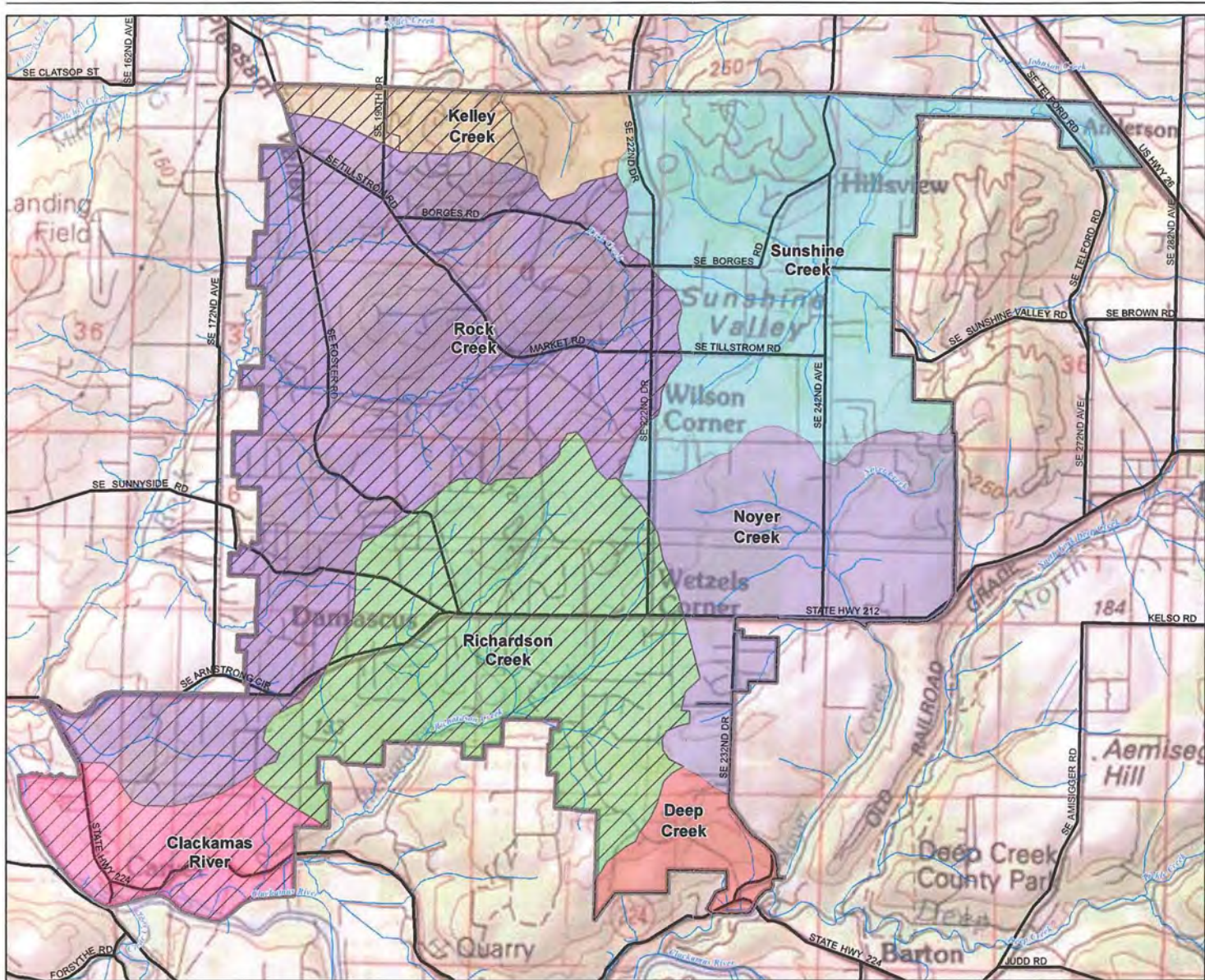
No, that requirement is only in the Damascus City Charter, which ceases to exist if the voters approve disincorporation. The Clackamas County Board of Commissioners will be the decision making body.

What zoning standards will apply in the Damascus area if the City disincorporates?

Initially the 2005 Clackamas County zoning map and zoning standards will still be in effect. The Board of Commissioners may choose to adopt an ordinance applying the current County standards. This is still an interim situation until a new urban Comprehensive Plan and zoning are adopted.

Is the City Council preparing to place another Comprehensive Plan on the ballot?

Yes. The Council is initiating an extensive citizen involvement effort to find out what people want in a Comprehensive Plan and planning documents different from what was in the 2013 documents. A process will then follow to draft new documents and take them through the approval process. The Council must approve the documents by January 2016 to go on the May 2016 ballot or July 2016 to go on the November 2016 ballot.



- Legend**
- Stream
 - Major Roads
 - Clackamas River
 - Deep Creek
 - Kelley Creek
 - Noyer Creek
 - Richardson Creek
 - Rock Creek
 - Sunshine Creek
 - City Boundary
 - 20-Year Planning Area

Notes:
 1. Watersheds (Delineated by Winterbrook Planning)
 2. Streams (Metro Data Resource Center, 2008)



FIGURE 2-1
Watersheds and 20-Year Planning Area
 Damascus Integrated Water Capital Plans
 Damascus, Oregon

051215rcw-03

Urban growth management decision topic paper: Development potential in UGB expansion areas, including Damascus

Topic paper purpose

Policy makers have indicated an interest in further discussion of several topics raised in the draft Urban Growth Report (UGR). This topic paper is intended to frame policy dialogue about the likelihood of development of housing in UGB expansion areas, particularly the City of Damascus, over the next 20 years.

Background

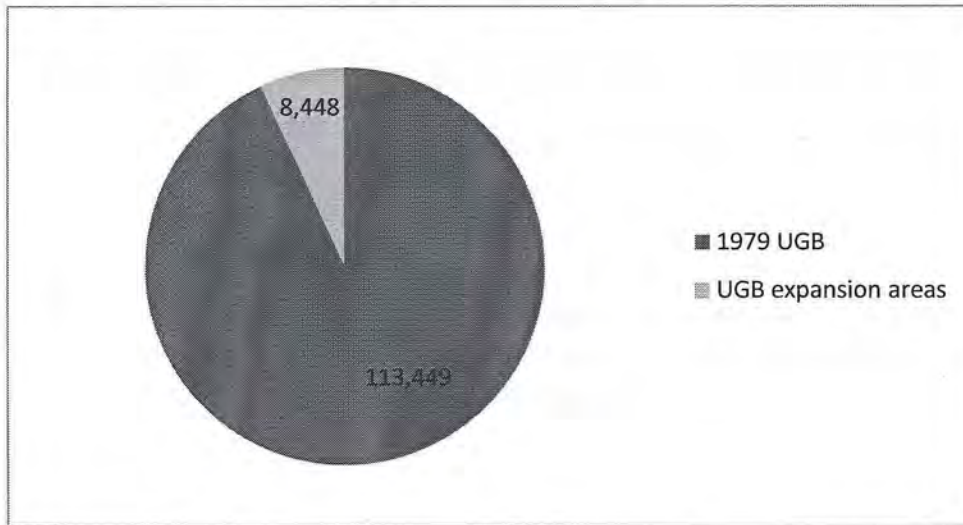
The Metro region's original UGB was adopted in 1979. Under state law, the UGB can only be expanded when there is a demonstrated need that cannot reasonably be accommodated on lands already inside the UGB. Over the years, the UGB has been expanded in most locations around its perimeter, adding approximately 32,000 acres.

Map 1: UGB expansions since 1979



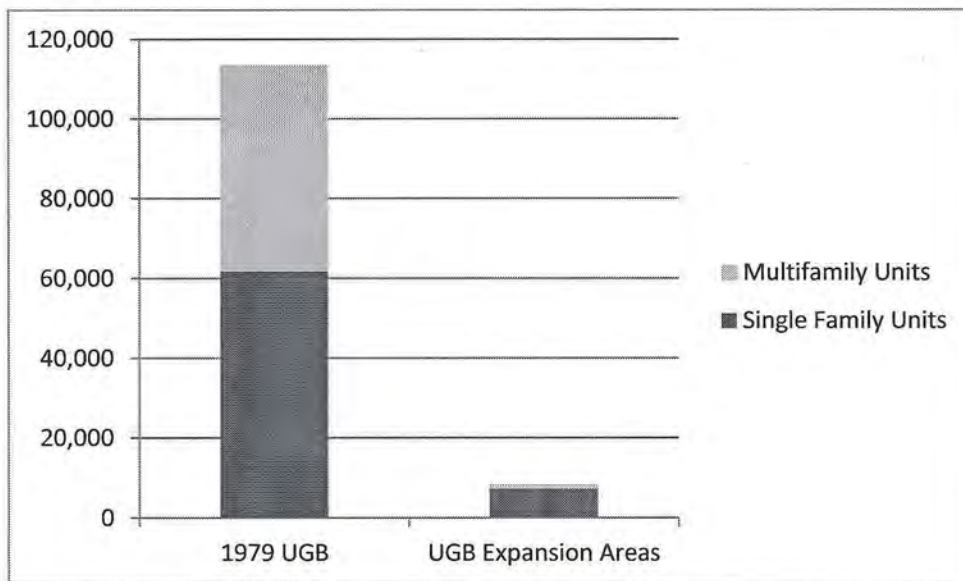
However, housing production has been slow in many of the past UGB expansion areas because of challenges with governance, infrastructure finance, and market demand.

Figure 1: Permitted new residences in original 1979 UGB and expansion areas (1998 through 3rd quarter 2014)



As depicted in Figure 1, 93 percent of the new residences permitted over the last 16 years have been inside the original 1979 Metro UGB. UGB expansion areas contributed seven percent of the region’s new housing.

Figure 2: Permitted new residences by type in the original 1979 UGB and expansion areas (1998 through 3rd quarter 2014)



As depicted in Figure 2, 54 percent of the new housing permitted inside the original 1979 UGB has been single-family housing. In UGB expansion areas, single-family housing represents 87 percent of the new housing.

The area that is now the City of Damascus was added to the UGB in 2002 and provides the region's most clear example of development challenges in UGB expansion areas. MPAC, Council, and others have expressed an interest in discussing the challenges associated with Damascus and its implications for the urban growth management decision.

Though Damascus faces many more challenges than most UGB expansion areas, its challenges are unique only in scale and how intractable they appear to be. Other examples around the region include:

- The Springwater area outside of Gresham was added to the UGB in 1998 and has infrastructure funding challenges.
- The Park Place and Beaver Creek Rd. areas outside of Oregon City were added to the UGB in 2002 and have city annexation challenges with voter-approved annexation.
- The Coffee Creek area outside Wilsonville was added to the UGB in 2002 and requires infrastructure investment and site assembly.
- The Brookman Rd. area outside of Sherwood was added to the UGB in 2002. Its annexation to the city has been rejected by voters.
- The South Hillsboro area was added to the UGB in 2011 after years of planning. Its development will require hundreds of millions of dollars of investments in infrastructure.

Several areas added to the UGB have seen or are beginning to see development:

- The Villebois area of Wilsonville was added to the UGB in 1992 and 2000 and is about half built out with residences.
- The Witch Hazel area of Hillsboro was added to the UGB in 2002 and is mostly built out with residences.
- The N. Bethany area of Washington County was added to the UGB in 2002 and has begun seeing residential construction after much effort to fund the needed infrastructure.

Policy questions

- What are the risks and opportunities of assuming that the City of Damascus will sort through its many challenges and begin producing housing over the next 20 years?
- If development in Damascus appears unlikely over the next 20 years, household growth may either happen elsewhere (under existing plans) or the region may see lower household growth rates (in the range forecast). Are there good policy reasons to plan for one or the other of these two potential outcomes?
- Are there reasons to believe that future UGB expansions would produce significant amounts of housing over the next 20 years when past experience indicates otherwise?
- Is it good policy to add more land to the UGB sooner (assuming there is a need) since it appears that it will take time to produce housing?
- What additional actions or investments may be needed to spur housing construction in past and future UGB expansion areas?

What are some of the reasons why the draft UGR forecasts growth in Damascus?

Single-family housing remains the preferred housing type in the region. Recognizing preferences for single-family housing, Metro's economic model shows some absorption of Damascus' single-family housing capacity over the next 20 years.

What are some of the reasons why it will be challenging to produce this much housing in Damascus?

While Metro has attempted to build into its economic model proxy assumptions for the many challenges faced by Damascus, those assumptions may not fully recognize the significant governance and finance challenges faced by Damascus. With a model assumption that there will be a ten-year delay before land in Damascus becomes developable, the model indicates that about half of the city's housing capacity is absorbed by the year 2035. Those model assumptions and results may be overly optimistic given the political climate in Damascus. As noted in the draft UGR, the question of what may be feasible in Damascus should be resolved by policy makers instead of through additional analysis. The community's ongoing challenges include:

- Continued attempts at disincorporation
- Continued attempts at property deannexation
- City Charter limitations on spending
- Shortfalls in infrastructure funding
- City Charter requirements for a public vote on a comprehensive plan
- Continued voter rejections of proposed comprehensive plans

If Damascus is not viable over the next 20 years, where might that household growth otherwise occur?

To inform policy dialogue, Metro staff conducted a rough analysis of where regional growth may occur if Damascus remains rural. This analysis does not represent any Metro policy direction or decision.

Though Damascus' situation has captured a lot of attention and covers thousands of acres, it is important to keep in mind a sense of proportion with the rest of the region. In the draft UGR's buildable land inventory, Damascus' residential capacity represents about 5 percent of the overall capacity inside the Metro UGB. Consequently, if Damascus is unavailable for urban development, additional household growth is likely elsewhere around the region, all within the bounds of what is allowable under locally-adopted plans and without additional major increases in household growth in any particular location. If Damascus remains rural, Metro staff expect:

- Little discernible change in the number of households that chose to live outside the Metro UGB (for instance in Clark County).
- Little discernible change in average housing costs around the region.
- Little discernible change in average commute distances around the region.