



600 NE Grand Ave.
Portland, OR 97232-2736

Council work session agenda

Tuesday, June 19, 2018

2:00 PM

Metro Regional Center, Council Chamber

2:00 Call to Order and Roll Call

2:05 Chief Operating Officer Communication

Work Session Topics:

2:10 2018 Urban Growth Management Decision (2/2):

[18-5033](#)

Proposals from Beaverton and Wilsonville

Presenter(s): TBD

Attachments: [Work Session Worksheet](#)

[Administrative Guidance for UGB Expansions](#)

[Beaverton Proposal Narrative](#)

[Wilsonville Proposal Narrative](#)

[2018 Urban Growth Management Decision Timeline](#)

3:00 Councilor Communication

3:20 Adjourn

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**2018 Urban Growth Management Decision (2/2): Proposals
from Beaverton and Wilsonville**
Work Session Topics

Metro Council Work Session
Tuesday, June 19, 2018
Metro Regional Center, Council Chamber

METRO COUNCIL
Work Session Worksheet

PRESENTATION DATE: June 19, 2018

LENGTH: 60 minutes

PRESENTATION TITLE: 2018 urban growth management decision: proposals from Beaverton and Wilsonville

DEPARTMENT: Planning and Development

PRESENTER(S): Ted Reid, Metro Planning and Development
Chris Neamtzu, City of Wilsonville
Anna Slatinsky, City of Beaverton

WORK SESSION PURPOSE & DESIRED OUTCOMES

Purpose: Provide cities with an opportunity to brief the Metro Council about their proposals for the 2018 urban growth management decision.

Outcome: The Council is familiar with city proposals for the 2018 urban growth management decision.

TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

In early 2017, the Metro Council approved a work program for making a growth management decision in 2018. At Council's direction, the 2018 decision will be conducted differently than in the past, with an emphasis on an outcomes-based approach and a focus on the merits of city proposals. With this new approach, cities are expected to describe, not only the proposed expansion, but also the actions they are taking elsewhere in their jurisdiction to manage growth.

Four cities – Beaverton, Hillsboro, King City and Wilsonville – have submitted urban growth boundary expansion proposals by the May 31, 2018 deadline. At the June 19 work session, two cities – Beaverton and Wilsonville – will present their proposals to the Council. Hillsboro and King City presented their proposals at the June 12 work session.

In their proposals, cities are expected to address a number of requirements (such as having a concept plan for the proposed expansion area) and factors adopted by the Council (addressing topics like housing affordability, removal of barriers to mixed-use development, and equity). Please refer to the attached administrative guidance for more information about those expectations.

Proposal narratives from Beaverton and Wilsonville are included in work session packet materials. These narratives are intended to address the requirements and factors adopted by the Metro Council that are further described in the attached administrative guidance. Additional background documents, such as concept plans for the proposed expansion areas, are available upon request.

As previously discussed by the Council, Council President Hughes will convene a City Readiness Advisory Group (CRAG) in June to assist with reviewing city proposals. CRAG will include private sector experts in affordable housing, parks planning, residential and mixed-use development, multimodal transportation, and equity. CRAG members will use their expertise to identify the strengths and weaknesses of city proposals. CRAG will summarize their feedback for MTAC, MPAC, and Council in July 2018.

QUESTIONS FOR COUNCIL CONSIDERATION

Does the Council have any questions for the city representatives about their proposals?

PACKET MATERIALS

- Would legislation be required for Council action Yes No
- If yes, is draft legislation attached? Yes No
- What other materials are you presenting today?
 - 2018 urban growth management decision timeline
 - Administrative guidance for cities proposing residential UGB expansions
 - Proposal narratives from Beaverton and Wilsonville

Administrative guidance for cities proposing residential urban growth boundary expansions in the 2018 urban growth management decision

The factors found in section 3.07.1425 (d) 1-5 were drafted with the intent of providing flexibility for cities that are proposing residential urban growth boundary (UGB) expansions. This is in recognition of the fact that cities have differing circumstances. With that flexibility comes some ambiguity. Acknowledging that ambiguity, this document is intended as guidance for cities making proposals. It seeks to further explain the Metro Council's policy interests in order to help cities make the strongest proposal possible. In addressing these expectations, cities should make their best case for their proposed expansion, highlighting not only the merits of the proposed expansion area, but also demonstrating a commitment to implementing best practices in existing urban areas.

All code sections 3.07.1425 (d) 1 – 5 should be addressed in a city's proposal narrative. Please limit the proposal narrative (not including attachments or cover pages) to 15 pages. To be considered in the 2018 growth management decision, cities must submit all required proposal materials to Metro's Chief Operating Officer by close of business on May 31, 2018. The Metro Council will not consider proposals that are incomplete or late. Please contact Metro staff with any questions about how to address these code sections.

Cities proposing expansions primarily for employment purposes do not need to address these code sections as they are chiefly focused on residential considerations, but must still submit a proposal letter and a concept plan for the urban reserve by May 31, 2018.

Relevant Metro code sections are in **bold**. Administrative guidance is in *italics*.

- 1. Whether the area is adjacent to a city with an acknowledged housing needs analysis that is coordinated with the Metro regional growth forecast and population distribution in effect at the time the city's housing needs analysis or planning process began.**

The State Department of Land Conservation and Development (DLCD) – not Metro – is responsible for acknowledging city housing needs analyses if they determine that the city's analysis is consistent with [Statewide Planning Goal 10 \(Housing\)](#). Cities are encouraged to coordinate with DLCD early to ensure that deadlines and requirements can be met. Cities should provide Metro with the relevant page from DLCD's Post-Adoption Plan Amendment online report. Cities should accompany that with a written statement that they received no appeals within the 21-day window (in which case the housing needs analysis is deemed acknowledged).¹

Cities should coordinate their housing needs analyses with a distributed forecast that was adopted by the Metro Council. The 2040 distributed forecast is the most recent forecast and was adopted via Ordinance No. 16-1371. The 2035 and 2040 distributed forecasts are [available on Metro's website](#). When feasible, cities are encouraged to rely on the most current forecast (the 2035 distributed forecast is older). Cities that are planning for more household growth

¹ Metro staff clarified this submittal requirement in January 2018 after discussions with DLCD and city staff. This guidance reflects that clarification.

than depicted in the Metro forecast should explain their rationale and how their plans, investments and the proposed expansion will address that growth.

In addressing this code section in the proposal narrative, the Metro Council expects cities to demonstrate that, consistent with Statewide Planning Goal 10 (Housing), they are planning for a variety of housing types that can address the needs of diverse household sizes and incomes. This demonstration should be made for the city as a whole, while also describing the role of the proposed expansion area in addressing those needs.

2. Whether the area has been concept planned consistent with section 3.07.1110 of this chapter.

The Metro Council only wants to expand the UGB in locations that are likely to develop within the 20-year planning horizon. This is one of the reasons that the Council requires – in the [Urban Growth Management Functional Plan](#) – a concept plan before expanding the UGB. The concept plan must be consistent with Title 11 (Planning for New Urban Areas) of the Functional Plan. Cities should summarize their concept plan’s relevant components – such as infrastructure funding strategies and agreements with the county and special districts – in their proposal narrative. Cities should also demonstrate that the concept plan is consistent with the requirements of Title 11.

The Metro Council will only consider proposals for expansions in designated urban reserves. A concept plan may include a larger urban reserve area than what a city is proposing for expansion. Cities should clearly indicate in their proposal which areas are being proposed for expansion.

Concept plans should be formally adopted or accepted by a city’s governing body and a city should submit evidence of that formal action and the plan itself with its proposal. Cities should also submit a resolution from their governing body that expresses support for the proposed expansion. If desired, one resolution (or appropriate legislation) may be used for both purposes. Plans and proposals that lack formal endorsement by the city’s governing body will not be considered by the Metro Council.

To demonstrate the likelihood of development in the proposed expansion area, cities may submit additional information such as market studies, evidence of the city’s past track record in producing housing, and letters of support from or agreements with property owners in the proposed expansion area.

If a city has planning or governance responsibility for past UGB expansion areas, the Metro Council will want to know whether and how those areas have been annexed and developed. If past expansion areas have not been annexed or developed, the Metro Council will want a city to explain why that is and how the proposed expansion would be different.

Please note that Metro administers [2040 Planning and Development Grants](#) that can be used to fund concept plans for urban reserves.

3. Whether the city responsible for preparing the concept plan has demonstrated progress toward the actions described in section 3.07.620 of this chapter in its existing urban areas.

The Metro Council is committed to encouraging most growth in existing centers, corridors, main streets, and station communities. Development of UGB expansion areas should not be at the expense of existing urban areas. The Metro Council expects cities proposing residential expansions to make the case that they are making meaningful efforts to encourage the success of these existing urban areas.

Please refer to Title 6 (Centers, Corridors, Station Communities, and Main Streets) of the [Functional Plan](#) for specific actions that are encouraged. Generally, proposals from cities that have taken more of those actions and had positive results will be regarded more favorably. If cities have not taken these actions, they should explain the reasons why they have not.

If the proposed expansion would somehow reinforce an existing urban center or corridor, please describe how. If a city wishes to assert that the proposed expansion would reduce commute distances, the Metro Council will expect the city to provide evidence since people make complex decisions about where to live and work and this region, like other metropolitan areas, has a regional commute shed.

The region's [State of the Centers Atlas](#) is available as an online resource for describing current conditions in centers. Please also note that Metro administers [2040 Planning and Development Grants](#) that can be used to conduct work recommended under Title 6.

4. Whether the city responsible for preparing the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas.

The Metro Council seeks to preserve and increase the supply and diversity of affordable housing. This includes both market rate and subsidized housing that is affordable to households with incomes equal to or less than 80 percent of the median family income for the county. Cities should describe the actions and investments they have taken to accomplish this in their existing urban areas. Please refer to the region's [Equitable Housing Initiative](#) for examples that could be cited. Cities should also describe the effectiveness of actions that they have taken. The [Regional Inventory of Regulated Affordable Housing](#) is available as a resource. Generally, proposals from cities that have taken more actions to improve or preserve affordability (and have achieved results) will be regarded more favorably.

Please note that Metro administers [2040 Planning and Development Grants](#) that can be used to conduct work to help ensure equitable housing. If a city has received an Equitable Housing Grant, please summarize the status of that work.

5. Whether the city responsible for preparing the concept plan has taken actions to advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan.

The Metro Council seeks to make urban growth management decisions that advance the region's six desired outcome (described in the [Regional Framework Plan](#)).

1. *People live, work and play in vibrant communities where their everyday needs are easily accessible.*
2. *Current and future residents benefit from the region's sustained economic competitiveness and prosperity.*
3. *People have safe and reliable transportation choices that enhance their quality of life.*
4. *The region is a leader in minimizing contributions to global warming.*
5. *Current and future generations enjoy clean air, clean water and healthy ecosystems.*
6. *The benefits and burdens of growth and change are distributed equitably.*

Cities should address each of the six desired outcomes, referencing the actions that they have taken (and results achieved) in existing urban areas as well as how the proposed expansion may advance these outcomes. For several of the outcomes (particularly outcomes one, two, three, four, and six), cities may wish to summarize relevant portions of their responses to code section 3.07.1425(d)3, which requires that a city describe actions it has taken to enhance its centers, corridors, main streets or station communities. If these design types are proposed in the expansion area, the city should describe relevant aspects of the concept plan.

For outcome number four, cities should also reference any other policies or investments that specifically aim to reduce housing and transportation related carbon emissions. Cities may wish to describe how the housing planned for the proposed expansion addresses residential demand that could otherwise spillover outside the Metro UGB (thereby enlarging the regional commute-shed). In particular, cities may wish to note how the type and cost of housing that is being proposed could reduce spillover growth. If a city wishes to assert that the proposed expansion would reduce commute distances, the Metro Council will expect the city to provide evidence.

For outcome number five, cities may note their compliance with Titles 3 (Water Quality and Flood Management) and Title 13 (Nature in Neighborhoods) of the Functional Plan. Cities may also document additional policies or strategies that go beyond regional requirements, including parks and natural area acquisition programs. Cities should also summarize the relevant portions of their concept plans for proposed expansion areas.

Outcome six is of central interest to the Metro Council. To help achieve this ambitious goal, in June 2016 Metro adopted the [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#). The strategic plan focuses on removing barriers and improving equity outcomes for people of color by improving how Metro works internally and with partners around the Portland region. While individual UGB expansions may have few direct impacts on region-wide racial equity, the cumulative impacts of how communities, cities, the region and the nation have grown have often adversely impacted people of color. Though the best course of action may not always be clear, Metro seeks to encourage a more intentional process for acknowledging and addressing these inequities in growth management decisions with the hopes that cities can help to develop best practices.

Cities making residential expansion proposals should describe whether any of the following social outcomes are worse for communities of color in their jurisdiction than their white counterparts: transportation, housing, jobs, and parks (for a more complete description of these outcomes,

please reference the [2015 Equity Baseline Report](#)). Cities should also describe how they meaningfully engage diverse communities in their planning processes (not exclusively for the urban reserve concept plan), how the identified disproportionate outcomes and engagement practices influence plans and community outcomes and how they measure or track the distribution of benefits and burdens of plans and policies across populations.

Cities submitting proposals for residential UGB expansions should include the following in their proposals (due on May 31, 2018 for consideration in the 2018 decision):

- A proposal narrative addressing the Title 14 code sections (3.07.1425 (d) 1-5) that are described in this guidance document (limit to 15 pages, not including the attachments listed below)
- An adopted resolution from the city's governing body in support of the expansion proposal
- A resolution or other formal action from the city's governing body adopting or accepting a concept plan for the proposed UGB expansion area
- The adopted or accepted concept plan for the urban reserve area
- Findings of fact and conclusions of law that demonstrate that the concept plan for the urban reserve complies with Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan.
- A map of the proposed expansion area (if smaller than the area described in the concept plan)
- Agreements with the county and service districts for the concept plan area as required in Metro Code Title 11 (Planning for New Urban Areas)
- Written confirmation that the state has acknowledged the city's housing needs analysis
- Any other supporting materials that demonstrate the city's commitment to facilitating the development of needed housing or achieving regional desired outcomes

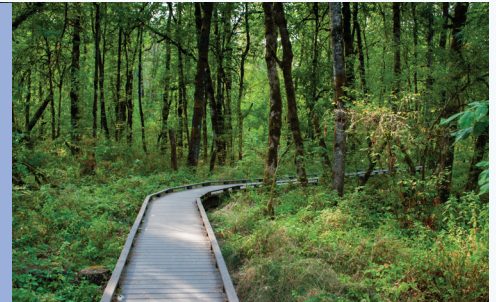
City of Beaverton

Proposal to Expand the Urban Growth Boundary to Include the

COOPER MOUNTAIN URBAN RESERVE

Prepared for Metro

May 31, 2018



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METRO REGIONAL FUNCTIONAL PLAN REQUIREMENTS

Beaverton’s proposal to expand the urban growth boundary to include the Cooper Mountain Urban Reserve complies with all applicable Metro Regional Functional Plan requirements. The table below provides a list of all relevant Metro Titles, and the corresponding page number that provides evidence.

Metro Code		Page
Title 1	Housing Capacity	7, 9
Title 3	Water Quality and Flood Management	4
Title 4	Industrial and Other Employment Areas	7
Title 6	Centers, Corridors, Station Communities and Main Streets	7
Title 7	Housing Choice	9
Title 11	Planning for New Urban Areas	1, 4
Title 12	Protection of Residential Neighborhoods	12
Title 13	Nature in Neighborhoods	4
Title 14	Urban Growth Boundary	1-15

INTRODUCTION

The City of Beaverton proposes to add Cooper Mountain Urban Reserve to the urban growth boundary to welcome new community members and provide a wide variety of housing choices to households in the city. Beaverton is committed to enhancing economic opportunity, maintaining a high quality of life and promoting access to natural beauty equitably for all residents, including the full spectrum of incomes and cultural backgrounds represented in our community.

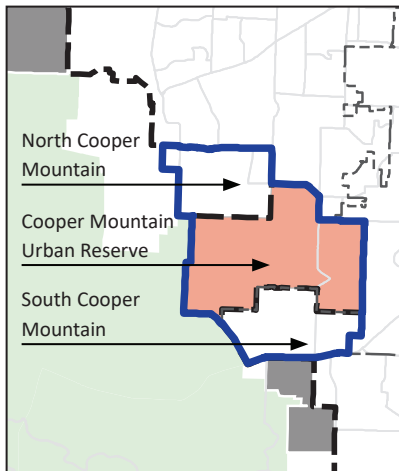
Adding Cooper Mountain Urban Reserve now makes sense because:

- The urban reserve is the “missing puzzle piece” of the South Cooper Mountain Concept Plan area. Areas already in the growth boundary are to the north, east and south.
- Beaverton’s greenfield growth area, South Cooper Mountain, is expected to be fully built out before the urban reserve is available for development.
- Housing demand is strong, as evidenced by rising housing prices and rents, and adding land now can help prevent future shortages.
- Cooper Mountain-area roads, sewer lines, water lines, trails and other infrastructure work better if the urban reserve, the “missing puzzle piece,” is filled in.

In addition, this expansion request meets or exceeds applicable criteria, including:

- **Housing needs.** Beaverton’s housing needs analysis clearly demonstrates the need for housing, including single-family homes, townhomes and apartments/condos.
- **Required concept plan.** The 2014 *South Cooper Mountain Concept Plan*, which is consistent with Metro rules, provides a comprehensive vision for the urban reserve as part of the larger Cooper Mountain area.
- **Growth inside the city.** Beaverton encourages growth in existing urban areas through projects and programs such as zone changes, development code updates, grants and providing support with urban renewal funds.
- **Affordable housing.** Beaverton creates and funds programs that support building affordable and market-rate housing; preserving existing, low-cost housing; and addressing homelessness.
- **Metro’s desired outcomes.** Beaverton prioritizes actions and investments that ensure all residents live in vibrant communities with access to jobs; safe and reliable transportation; and parks and recreational opportunities. Beaverton’s sustainability; equity and inclusion; language access; planning; and economic development efforts all support the six desired outcomes.

This document provides additional details about how Beaverton’s proposal supports regional goals and why adding the urban reserve now is important to house the region’s residents.



HOUSING

Beaverton promotes housing choices through policies, programs, and investments that respond to the needs of diverse household sizes and incomes. The [Housing Element](#) of the city's *Comprehensive Plan* includes policies that were based on Beaverton's 2015 "*Housing Strategies Report*," the city's title for the state-mandated Housing Needs Analysis (HNA) (Appendix F). The Housing Element was updated to address changing housing needs such as more people moving to downtown Beaverton; increasing racial, ethnic and cultural diversity; and the lack of affordable homes driven by the regional housing crunch.

The Housing Element responds to these changes with policies that stimulate housing in the central city, incentivize housing near transit, and encourage a mix of innovative housing types in large developments. For example, the city's development code has a section dedicated to the *South Cooper Mountain Community Plan* area. This section requires that all developments include a mix of housing types, and facilitate both renting and home ownership, so that families at a variety of household incomes can live in the same neighborhood.

With home construction about to begin in South Cooper Mountain, and multifamily buildings nearing completion downtown, city staff is observing an increase in housing production throughout the city. Even so, demand for more housing—and more housing choices—remains strong.

Housing Needs. In 2015, Beaverton completed its most recent Housing Needs Analysis, which was based on the 2035 distributed forecast released by Metro. The needs and solutions identified in this report provided the material for 2016 *Comprehensive Plan* updates. According to this report, acknowledged by the state of Oregon, Beaverton had just under 41,000 housing units. By 2035, the report concluded the city would need an additional 12,300 units, inside city limits, to meet local housing needs. This is an increase of 30 percent more than the city's 2015 housing supply. Of the new units needed:

- 47 percent are single-family detached housing.
- 20 percent are single-family attached (such as townhouses and triplexes).
- 32 percent are multifamily attached housing with five or more units.

For renter households, the need is greatest for lower income residents. For owner households, demand is high for lower income residents and higher-income residents.

Comparison of Needs and Supply. Beaverton's HNA identified the following unmet housing needs:

- Single-family detached housing inside the city limits.
- Single-family attached housing (e.g. townhomes) inside city limits.

Some additional supply was identified inside Beaverton's assumed urban service boundary (an area where the city assumed at the time it would eventually annex). However, some of that capacity (such as in North Cooper Mountain) cannot be realized without the roads and utilities that will run through the Cooper Mountain Urban Reserve once it is added to the urban growth boundary (UGB) and urban infrastructure development can occur.

Factor: Is the urban reserve adjacent to a city with an acknowledged housing needs analysis coordinated with the relevant Metro forecast?

Conclusion: Yes, Beaverton has a state-acknowledged housing needs analysis that was coordinated with the Metro regional forecast and population distribution in effect when the analysis began.

Takeaways:

- Beaverton coordinated the HNA, acknowledged by DLCDC on March 23, 2016, with Metro's 2035 distributed forecast (Appendix E).
- Beaverton's HNA indicates a need for an additional 12,300 housing units, inside city limits, by 2035.
- The urban reserve could provide 3,760 units.
- Beaverton prepared a concept plan for the urban reserve that provides a mix of housing types designed to meet the needs of diverse household sizes and incomes.
- Beaverton has a track record of facilitating housing production in recently annexed areas that can help the region address future needs.

Beaverton has experience producing housing in recently annexed areas.

Within five years of annexation, nearly 2,600 homes received land use approval in South Cooper Mountain.

Projected Supply. Of the 12,300 units needed, the Cooper Mountain Urban Reserve could provide 3,760 units, nearly 31 percent of housing demand. The *South Cooper Mountain Concept Plan* estimates that this would include 2,310 units for single-family detached housing, 1,160 units for single-family attached housing, and 290 units for multifamily housing.

As seen directly to the south, housing demand in this area remains strong. Annexed in 2013, South Cooper Mountain is developing faster than expected. Within five years of annexation, nearly 2,600 homes received land use approval and 750 homes are in development review – this is 99 percent of the projected housing supply for South Cooper Mountain.

While redevelopment inside the city with denser home types is anticipated, the city is running out of land for single-family development in new, larger neighborhoods. Adding the Cooper Mountain Urban Reserve alleviates this constraint by providing much-needed land to increase housing supply.

What has changed since 2015? In short, demand has been, and likely will be, higher than our HNA anticipated, and supply is lower than expected.

When the city completed the HNA in 2015, Beaverton relied on Metro’s Regional 2035 Forecast Distribution, adopted in 2012 and based on a regional forecast completed in 2009. Simply put, a lot has changed since 2015 (and even more since 2009). This includes:

Increased regional population growth. In 2016, the region experienced its greatest growth in 10 years, with nearly 45,000 people moving to the area. This influx pressures cities, already in a housing crunch, to produce more housing. At the same time, the region is still struggling to catch up after the fall in housing production during The Great Recession. Beaverton has a track record of facilitating housing production, including in recently annexed areas. Adding the urban reserve to the UGB would help the region address future housing needs.

Increased economic activity. Washington County experienced the fastest rates of post-recession job growth in the region. In 2011, there were 244,100 jobs. As of 2018, there are 288,600 jobs, an 18 percent increase. In the heart of “Silicon Forest,” Beaverton is near many job centers, from high-tech companies and athletic apparel giants to small businesses and startups. Given Beaverton’s proximity to job centers and transportation networks, more people are looking for a home here than expected.

Reduction in housing capacity. Additionally, a part of the urban service area assumed for Beaverton in the 2015 HNA is now designated to be part of Hillsboro. That means 1,079 housing units originally included in Beaverton’s capacity to meet housing demand are now assigned to Hillsboro as part of their future housing stock.

Citywide decline in single-family housing construction. In the past five years, the Building Division approved permits for 1,144 multifamily housing units but only 316 for single-family detached homes (an 88 percent decline, likely because the city has nearly depleted its inventory of vacant land). The HNA indicated that the city needs 5,781 single-family detached homes to meet demand (47 percent of 12,300 units). Expanding the UGB to include the urban reserve would provide the land to meet this demand.

CONCEPT PLAN

The city's urban growth boundary expansion proposal is based on the *South Cooper Mountain Concept Plan*, a City Council-approved concept plan consistent with Title 11 of Metro's Urban Growth Management Functional Plan (Appendices F, G and H). The concept plan includes the urban reserve — the subject of this proposal — North Cooper Mountain and South Cooper Mountain.

At Metro's request, Beaverton led the concept planning for all three areas to consider holistically transportation, infrastructure, natural resources, and new development. Envisioned as one concept plan area, the plan works best if the urban reserve is inside the UGB. This allows roads, sewer lines, water lines, trails and natural habitats to cross boundaries and function efficiently. Expanding the UGB to include the urban reserve will then link north and south, unlocking the full development potential of the concept plan. Beaverton has been actively planning the concept plan area for five years, and is ready to take the next step. This section briefly describes the merit of the concept plan, and demonstrates that Beaverton knows how to facilitate housing production in recently annexed areas.

Housing Capacity. Beaverton's Housing Needs Analysis shows that the city needs more homes, especially single-family homes at a variety of income levels. The urban reserve would provide 3,760 units, nearly 31 percent of citywide housing demand. This includes a range of housing options so that families at a variety of household incomes can live in the same neighborhood (2,310 units for single-family detached housing, 1,160 units for single-family attached housing, and 290 units for multifamily housing (which will likely be rental housing)).

Transportation. Adding the urban reserve to the UGB helps Washington County and Beaverton upgrade rural transportation infrastructure and close gaps in the road network. Without the urban reserve, the road, bike and pedestrian networks remain constrained, especially for north-south routes. Currently underway, Washington County is leading the *Cooper Mountain Transportation Study*. The study will evaluate roadway network options to disperse traffic through the area and upgrade rural roads to arterials standards capable of safely and efficiently moving people.

Natural Resources. Beaverton will protect natural resources, including Cooper Mountain Nature Park, by only developing about 600 of the 1,200 acres in the urban reserve. In the concept plan, the land use framework identifies water quality and flood management areas (compliant with Metro Title 3), and riparian habitats I and II and upland habitats A and B (compliant with Metro Title 13). This guides development to protect these resources while allowing the residential development in the plan. In a follow-up community plan for the urban reserve, the city will consider strategies to protect natural resources, including natural resource designations, tree protection standards, hillside/slope protection standards, and the potential transfer of development rights. Many of those tools already exist in the city's current code and could be applied here.

Infrastructure. The urban reserve is the missing puzzle piece that connects North Cooper Mountain with South Cooper Mountain. Connecting all three areas

Factor: Has the area has been concept planned consistent with section 3.07.1110 of the Urban Growth Management Plan?






















Conclusion: Yes, the South Cooper Mountain Concept Plan, adopted in December 2014 and found by Metro to be consistent with Title 11, provides a mix of housing types, transportation improvements, natural resource protections, and an infrastructure funding plan for the Cooper Mountain Urban Reserve.

Takeaways:

- Bringing the area into Beaverton will provide for needed housing and help avoid future housing shortages.
- Adding the urban reserve fills in the "missing puzzle piece" in the South Cooper Mountain Concept Plan.
- Expanding the UGB now lays early groundwork for development to occur in five or more years.
- Adding the urban reserve allows for comprehensive planning and building of needed transportation and utility infrastructure.
- Beaverton has an infrastructure funding plan that identifies anticipated revenues and project costs.
- The city has received letters of support from property owners in the urban reserve. Their combined land directly connects South Cooper Mountain with North Cooper Mountain, facilitating the installation of pipes through all three areas (Appendix D).

Concept Plan Land Use Framework

All proposed transport routes are conceptual. Washington County is conducting the Cooper Mountain Transportation Study which is evaluating three concept packages.

-  Urban Growth Boundary
-  Cooper Mountain Urban Reserve
-  South Cooper Mountain Concept Plan
-  Class A Upland Habitat
-  Class B Upland Habitat
-  Parks and Natural Areas
-  Open Water/Wetland/Probable Wetland
-  Class I Riparian Habitat
-  Class II Riparian Habitat
-  Stream
-  Future Urban Neighborhood
-  Future Compact Neighborhood
-  Future Cluster Neighborhood
-  Future Single Family Neighborhood
-  Future Hillside Neighborhood
-  Arterial
-  Collector
-  Neighborhood Route
-  Proposed Arterial
-  Proposed Collector
-  Proposed Neighborhood Route

North Cooper Mountain

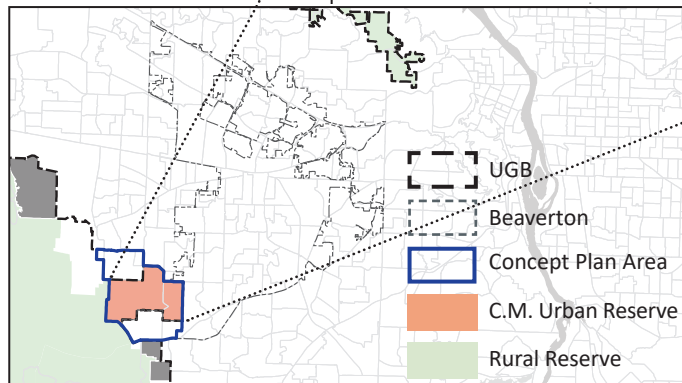
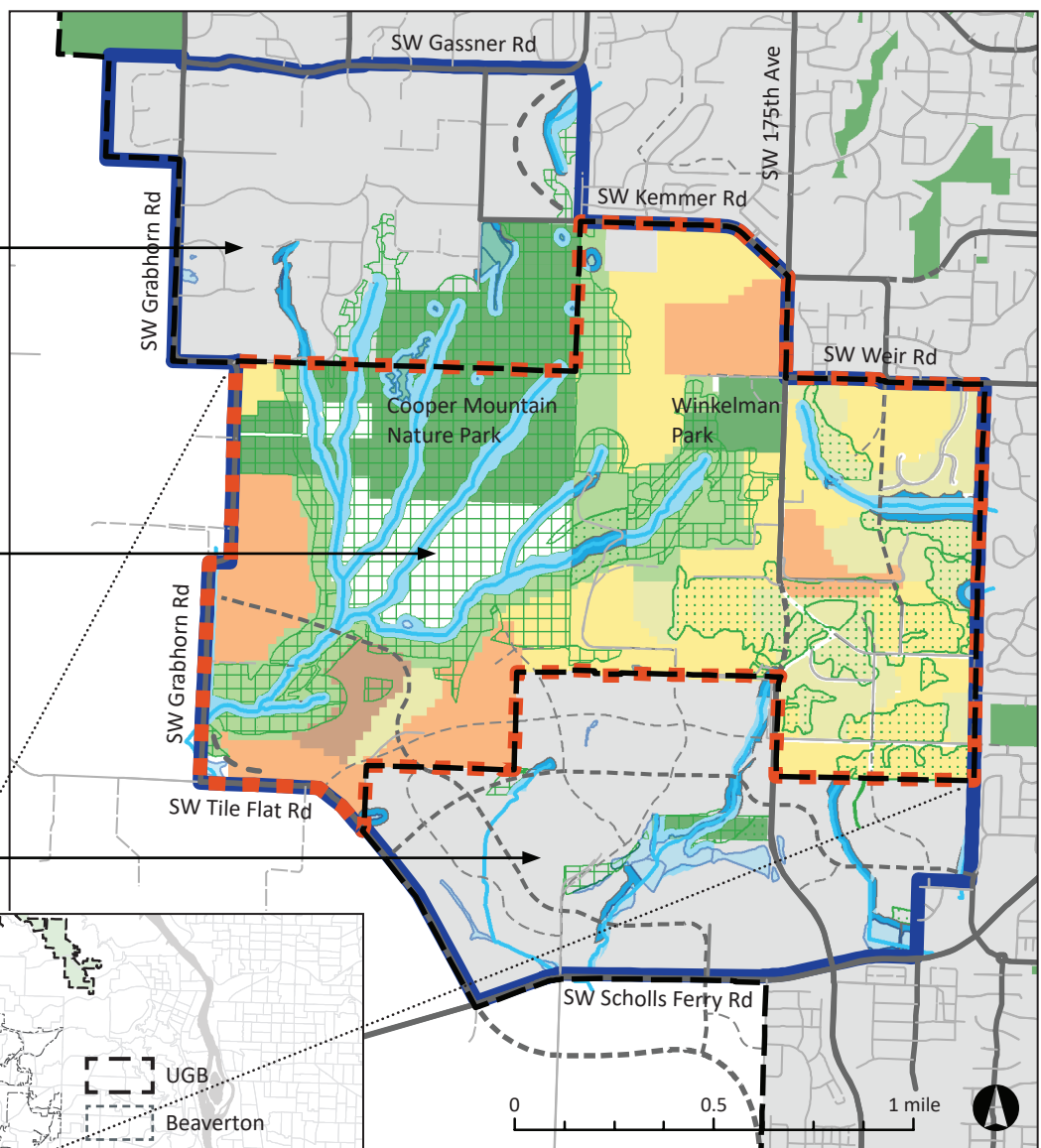
Inside the UGB, located in unincorporated Washington County

Cooper Mountain Urban Reserve

Outside the UGB, located in unincorporated Washington County

South Cooper Mountain

Inside the UGB, located in Beaverton



allows pipes to run from South Cooper Mountain, through the urban reserve, and into North Cooper Mountain. This facilitates the efficient development and delivery of water, sewer, and stormwater services in the concept plan area.

North Cooper Mountain, especially, cannot be efficiently served without access to a robust utility infrastructure network. Most lots in North Cooper Mountain remain on individual septic systems. If the septic systems fail, lots in the southern two-thirds of North Cooper Mountain have no sanitary sewer connection options without provision of gravity sanitary lines through the urban reserve. Allowing it to capitalize on investments in the urban reserve not only services current homes, but also unlocks development potential for new homes (1,000 housing units according to Metro’s buildable land inventory).

Funding. Beaverton worked directly with service providers to develop an *Infrastructure Funding Plan* for the concept plan area (Appendix J). The plan in 2014 estimated \$253 million in total infrastructure costs. Parks, water, and sanitary sewer infrastructure could be funded by existing SDCs and private developer contributions. A regional approach to stormwater infrastructure will depend upon collaboration among private property owners and service providers. Transportation infrastructure, accounting for \$113 million, may require a supplemental SDC to finance improvements. In addition, the city is updating its infrastructure plans, and the county is using the *Cooper Mountain Transportation Study* to plan for road upgrades in more detail and identify funding sources for that work.

Agreements with County and Special Districts. Beaverton and Washington County signed an intergovernmental agreement (IGA) providing Beaverton with the authority to annex the area, or portions of it, following addition to the UGB (Appendix I). In addition, a second agreement between both parties addresses the planning of transportation services for the expansion area (Appendix I). Beaverton also signed an IGA with Tualatin Valley Water District (TVWD), which now serves part of the urban reserve. Beaverton will eventually be the water provider for the entire urban reserve. The agreement with TVWD describes how services will transition from the district to the city. Other urban service providers provided letters of support that express their commitments to serve the area (Appendix I). Although they are not “urban service” providers as defined in state law, the Beaverton School District and Hillsboro School District participated in the creation of the concept plan, which includes a schools framework.

Experience Producing Housing in Urban Reserves. Beaverton can facilitate housing production in recently annexed areas – the proof is in South Cooper Mountain. The city adopted the *South Cooper Mountain Community Plan* in 2014, expecting that the plan area would develop over a 20-year period. However, with the upturn in housing development activity, South Cooper Mountain is developing faster than expected. Within five years of annexation, nearly 2,600 homes received land use approval. Developers anticipate building homes starting this year. The city estimates the area will be largely built out within five years.

The urban reserve would provide 3,760 housing units, nearly 31 percent of citywide housing demand.

This includes a mix of single-family and multifamily homes so that families at a variety of household incomes can live in the same neighborhood.

EXISTING URBAN AREAS

Factor: Has the city responsible for preparing the concept plan demonstrated progress toward the actions described in section 3.07.620 (Centers, Corridors, Station Communities and Main Streets) of Metros' Urban Growth Management Functional Plan?

Conclusion: Yes, Beaverton encourages growth in existing urban areas by assessing barriers to mixed-use, transit-supportive development and identifying actions that stimulate development in centers and corridors.

Takeaways:

- Beaverton is striving to create a vibrant downtown with transit-oriented development, storefront and tenant improvement programs, street improvements, and an urban design framework that will guide future development.
- The city provides financial assistance and land acquisition for affordable and market-rate housing developments downtown that further city goals.
- Job growth keeps increasing downtown, and 6,500 jobs were added in the past 10 years within two miles of the city center.
- In the past three years, Beaverton has added 463 housing units downtown across five multifamily projects.

Beaverton's Community Vision imagines downtown as the economic, social and cultural heart of the city. To realize this vision, city staff and elected leaders prioritize actions and investments that enhance the vibrancy of downtown. This focus extends to station communities, corridors, and main streets, as they all function as centers of urban life in the city.

City staff and elected leaders rely on the *Comprehensive Plan*, *Community Vision*, and *Beaverton Urban Renewal Plan* to provide policy direction that guides actions and investments. This section highlights several projects and programs that demonstrate the city's commitment to encouraging growth in existing urban areas.

Establish a boundary for the Regional Center, Corridors, Station Communities and Main Streets.

Beaverton has established boundaries for the Metro 2040 Growth Concept design types listed above. They are reflected in the *Comprehensive Plan's* Land Use Element (See Appendix C for land use and zoning maps compliant with Metro Titles 1, 4 and 6). The Land Use Element was updated in 2017 to further strengthen the connection between land use and transportation planning.

Perform an assessment of the Regional Center, Corridors, Station Communities and Main Streets.

Beaverton's Civic Plan serves as an implementation tool to achieve the *Beaverton Community Vision*. Based on community input and technical analysis, the plan presents three strategies — Central City, Land Use & Transportation, and Housing — that assess physical conditions, market conditions, and regulatory barriers to mixed-use and transit-oriented development (TOD). It then identifies actions the city can take to revitalize downtown, grow the economy, ensure diversity of housing stock and expand transportation options.

Adopt a plan of actions and investments to enhance the Regional Center, Corridors, Station Communities and Main Streets.

Prioritizing transit-oriented development. To create a dynamic urban center, the Beaverton Urban Redevelopment Agency (BURA) provides financial assistance for property and business owners to encourage redevelopment downtown. For example, BURA is investing in the transit-oriented subdistrict Beaverton Central, a collection of projects at the former Westgate theater property and The Round. Taking advantage of Metro TOD funding and the nearby Beaverton Central MAX station, the projects within the 12-acre area will further the city's mission to create an exciting downtown — increasing the number of people living, working, and visiting the city's central core. Recent and ongoing projects include:

- **Mixed-use buildings.** The Rise Central consists of two mixed-use buildings with 230 units, including 15 affordable units. Within a one-minute walk of the Beaverton Central light rail stop, the Rise Central, will be completed by winter 2018/2019.
- **Business class hotel.** The Hyatt House Hotel, a 120-room hotel and restaurant within 500 feet of the Beaverton Central Max, will be completed in early 2020.

- **Beaverton Center for the Arts (BCA).** The BCA consultant team completed the preliminary design for a new 550-seat professional theater for dance, live music, and arts education. The team plans to submit land use applications in June 2018.
- **BG's Food Cartel.** The city provided a matching grant to the developer for BG's Food Cartel, a collection of 31 food carts developed on a vacant property across from City Hall that opened in February 2018.

Designing downtown. In 2017, Beaverton kicked off the Downtown Design Project. By spring 2018, the project will provide:

- **An urban design framework** for a vibrant downtown by defining districts and gateways, outlining building design and placement, highlighting opportunities for gathering areas, and identifying connections for pedestrians and bicyclists.
- **Updated development rules** to ensure the urban design framework can become a reality, removing barriers to mixed-use development.

Increasing housing density. In the past three years, Beaverton has added 463 housing units downtown across five multifamily projects. Through the Vertical Housing Development Zone (VHDZ) program, the city plans to add even more. The city's VHDZ program offers a partial tax exemption to eligible projects within designated areas to encourage higher density, mixed-use residential development near transit. As of May 2018, the city has designated three VHDZs but may add two more in the coming year.

Investing in building improvements. To attract new businesses and private investment, the city offers Storefront Improvement and Tenant Improvement grants. The Storefront Improvement Program helps revitalize the facades of buildings downtown. The Tenant Improvement program helps restaurants redesign interiors to be more inviting. As of May 2018, the city has completed 11 storefront improvement projects and 7 tenant improvement projects. The city is working on 25 additional projects in 2018.

Creating restaurant row. The city is actively recruiting restaurants to set up shop within downtown's burgeoning restaurant row. The newest addition is Ex Novo Brewing, a craft brewery with a restaurant and tap room, that will occupy the historic Cady Building within blocks of MAX and WES rail lines.

Enhancing connectivity. The city is completing construction on the Beaverton Creek shared-use path, a 10-foot wide path for pedestrians and cyclists that will connect the Beaverton Transit Center with the Beaverton Central MAX station (expected completion: summer 2018).

Strengthening culturally diverse neighborhoods. The *Allen Boulevard District Plan*, in progress, will identify goals and prioritize actions to help achieve desired outcomes for this culturally diverse district, home to a significant number of low-income households, immigrants and refugees.

Connecting town centers. If Metro approves the city's proposal to expand the urban reserve, Beaverton will advance Metro's 2040 Growth Concept because the urban reserve could connect two town centers – Aloha and Murray Scholls – and two major corridors – SW Tualatin Valley Highway and SW Scholls Ferry Road.

Many communities of color live near Allen Boulevard. That is why Beaverton is working with Spanish, Arabic, Korean, and Chinese community engagement liaisons to talk with residents and business owners for the Allen Boulevard District Plan.

AFFORDABLE HOUSING

Factor: Has the City of Beaverton implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas?

Conclusion: Yes, Beaverton creates and funds programs that support building affordable and market rate housing, preserve low-cost market rate housing, and address homelessness.

Takeaways:

- City Council’s top 10 priorities for 2018 include five housing initiatives.
- Beaverton provides financial assistance and helps acquire land for housing projects that meet the needs of households making 0-80 percent AMI.
- Beaverton’s development code facilitates a diverse supply of affordable housing types.
- The city is creating a best practices toolkit to preserve low-cost market rate housing (not subsidized).
- Beaverton is meeting with affordable housing developers and nonprofits to discuss strategies for integrating affordable housing into the community planning process for the urban reserve.

Beaverton’s City Council identified housing as the most important issue of 2018 – 5 of 10 Council priorities address the regional housing crisis. Council relies on policies in the city’s *Comprehensive Plan*, *Civic Plan*, and *Community Vision* to guide staff in addressing housing issues. In 2016, the city updated the policies in the Housing Element of the *Comprehensive Plan*. To implement these policies, Council adopted the *Beaverton Housing Five Year Action Plan* in 2017. Updated annually, the Action Plan pairs specific actions with forecasted budgets, addressing a spectrum of housing needs from emergency shelter to executive-level housing, with an emphasis on affordable housing. This section briefly discusses the highlights of that plan. More can be read about these initiatives in Appendix B.

Homelessness. The Mayor convened an internal Blue Ribbon Committee in 2016 to identify homeless issues affecting Beaverton. Recommendations to staff included opening a severe weather shelter (now serving 450 people/year), providing financial assistance to Beaverton Family Promise Shelter (Beaverton’s first family shelter), and keeping people in their dwellings through service programs and financial assistance. In addition, the Mayor and Council allocate nearly \$200,000 per year to social services that prioritize homelessness prevention.

Affordable Housing. Beaverton understands that in addition to providing shelter and services, it is critical that it focuses resources on developing new affordable housing, preserving low-cost market rentals, and dispersing projects throughout the city. This section focuses on actions taken to preserve and increase the supply of affordable housing in existing urban areas.

Policies. The city relies on Metro Title 7 to guide strategies for integrating affordable housing in multiple neighborhoods; creating balanced housing options, at all price levels; and adopting strategies to address displacement in neighborhoods. The city pays development review and some SDC fees for affordable housing projects. Beaverton also provides tax exemptions for affordable housing projects, along with six other partners. Five projects, including 314 housing units, have saved over \$1 million in property taxes (a combined total for the city, county, and service providers). In addition, the city’s development code allows:

- Reduced minimum parking requirements for households less likely to own a car.
- Density bonuses for Planned Unit Developments that include affordable housing.

Regarding Accessory Dwelling Units (ADUs), the city’s regulations are close to meeting the requirements of SB 1051, and will be updated soon (the city will accept applications for ADU development consistent with SB 1051 in the interim). Beaverton is preparing to launch a study evaluating “missing middle” housing development opportunities in the coming year that will include an update of ADU rules, fulfilling the intent of Metro Title 1.

Programs. Beaverton employs an affordable housing toolkit that includes land acquisition and assemblage, predevelopment assistance, gap financing, SDC relief and vertical housing development zones. For example, the city has acquired land and conveyed it to developers for new affordable housing developments at a value of \$1.2 million for 98 units. Funding for these actions comes from Community Development Block Grant (CDBG) funds, Beaverton Urban Redevelopment Agency (BURA) funds, and the city's General Fund (GF).

Recent affordable housing development successes include The Barcelona (47 units affordable), Bridge Meadows (32 of 37 units affordable), and Rise Central (15 of 230 units affordable).

Recent affordable housing ownership successes include funding low-income housing rehabilitation, including 40 units for Habitat for Humanity, and a financial commitment to Proud Ground (\$380,000 in the past several years for seven homes). Proud Ground relies on a shared equity housing trust that provides homes to first-time homebuyers between 30-80 percent Area Median Income (AMI).

The city's affordable housing tax-exempt program reached a milestone of \$1 million in leveraged subsidies in 2017.



Housing for families making 0-30% AMI.

The Barcelona is a 47-unit affordable housing complex downtown, giving priority to low-income households. The City of Beaverton expended \$409,000 in General Fund dollars to purchase the site.



Intergenerational living. Bridge Meadows provides affordable housing at 30-80% AMI for adoptive families of foster youth and older adults (32 of 37 units). The project benefited from a \$30,000 predevelopment grant, a \$200,000 loan, and an exemption from all property taxes.



Market rate with affordable housing. The Rise Central consists of two mixed-use buildings with 230 units, including 15 affordable units. Within a one-minute walk of the Beaverton Central light rail stop, Rise Central, a Metro TOD award recipient, will be completed by winter 2018/2019.



Beaverton's Affordable Housing Preservation and Development Study outlines programs and funding mechanisms for preserving and increasing the supply of affordable housing.

Outreach. In 2017, Beaverton kicked off a five-part Housing Talks series attended by the Mayor, City Council, developers, affordable housing nonprofits, and city staff. The series seeks to create a common knowledge base regarding housing issues that will assist the Mayor and Council as they continue to confront the housing crisis and make policy decisions regarding housing development, tenant protections, and the city's role in housing. The city also talked with community members who are experiencing housing affordability issues and compiled their stories in [Voices of Beaverton](#).

Best Practices Research. Funded by a \$100,000 Metro Equitable Housing Grant, the city is finalizing recommendations for the *Beaverton Affordable Housing Preservation and Development Study*. The outcome is a set of recommendations for programs and funding mechanisms that help maintain the existing supply of income-restricted and low-cost market rate (LCMR) family housing and support the development of new affordable or mixed-income multifamily housing. As of January 2018, Beaverton has 17,270 total multifamily housing units: 805 are regulated, 448 are senior-specific, and nearly 16,000 are unregulated units without funding restrictions. The recommendations below apply to existing multifamily housing, as well as future projects:

- Use potential funding sources such as city funding sources (general fund revenue, tax increment financing revenue, and a potential construction excise tax) and partner funding sources (proposed countywide local option levy and proposed Metro general obligation bond) to invest in the provision of and preservation of affordable housing.
- Consider a housing preservation and development fund, an updated city land acquisition strategy, a citywide multifamily tax exemption, full or partial SDC exemptions, development code amendments, a community land trust, and a Real Estate Investment Trust with a mission to preserve LCMR housing and stabilize rents.

Market Rate Housing. The city is currently focusing development efforts on mixed-use projects downtown and in South Cooper Mountain. A recent project downtown includes LaScala, a mixed-use building with 44 market rate residential units, co-located with The Barcelona, a 47-unit affordable housing complex. In South Cooper Mountain, projects are still in the permitting phase. However, early plans indicate a mix of single-family detached, single-family attached, and multifamily housing that would respond to the needs of families at a variety of household incomes.

Next Steps. Beaverton has many affordable housing options, regulated and low-cost market rate, for families making up to 80 percent AMI. These homes are located throughout the city (in six of eight neighborhoods), and usually located near transit to reduce transportation costs. The city is committed to working with affordable housing partners to find opportunities for affordable housing in the urban reserve, keeping in mind that the targeted population, in the short term, may need to be people with automobiles because of the lack of transit and services in the area. The city also will consider prioritizing affordable housing as part of the community planning process that would follow UGB expansion.

METRO OUTCOMES

People live, work and play in vibrant communities where their everyday needs are easily accessible.

Beaverton envisions the urban reserve as a model of sustainable development — walkable neighborhoods linked by parks, trails and schools. The concept plan illustrates site-specific design strategies that privilege natural resource protections, accommodate public infrastructure, and connect to safe transportation routes. These guiding principles shape the vision of the urban reserve because it is what people expect when they live in Beaverton.

Known for great schools, scenic parks, and cultural diversity, the city relies on Metro Title 12 to provide guidance on creating livable neighborhoods. For example, the city updated the *Comprehensive Plan* to encourage higher intensity development near MAX and WES stations, creating mixed-use communities that co-locate housing, jobs, services and transit. The city plans to study, as part of a follow-up community plan for the urban reserve, whether small commercial nodes can be provided so people who live in the urban reserve have goods and services readily available.

Current and future residents benefit from the region’s sustained economic competitiveness and prosperity.

In collaboration with industry partners and local governments, Beaverton fuels economic growth by leveraging regional strengths to attract local investments. For example, the Economic Development team recruits and supports industries that provide jobs at a range of salaries, from family-wage to executive. These industries tap into subregional business clusters such as electrical equipment, scientific and medical instruments, food processing companies, software and information services, and sporting equipment and apparel. Beaverton also provides CDBG grants to area nonprofits that provide job training skills for residents of Beaverton.

Factor: Has the City of Beaverton taken actions to advance Metro’s six desired outcomes set forth in Chapter One of the Regional Framework Plan?

Conclusion: Yes, Beaverton prioritizes actions and investments that ensure all residents live in vibrant communities with access to jobs, safe and reliable transportation, parks and recreational opportunities.

Takeaways:

- Beaverton encourages development and land use patterns that support a variety of transportation options.
- Beaverton will plan the urban reserve to advance Metro’s outcomes by providing walkable, mixed-use communities near jobs, parks, and multimodal transportation options.
- The *DEI Plan* emphasizes racial/ethnic diversity, and eliminating barriers that exist for communities of color, immigrants and refugees.

Sexton Mountain. A walkable, livable neighborhood known for strong community involvement, the Sexton Mountain Neighborhood Association Committee partners with the local elementary school on several projects, such as the Safe Routes to School Program.



People have safe and reliable transportation choices that enhance their quality of life.

In February 2018, Beaverton released the *Active Transportation Plan* (ATP) to make the city a better place for people traveling by bicycle, on foot, by wheelchair, or accessing public transit. The ATP identifies solutions that aim to fill gaps in the networks among neighborhoods. Beaverton has already included priorities in the *City's Capital Improvement Plan*, including five pedestrian projects and five neighborhood bikeway projects. Beaverton also has extensive plans for all modes, including automobiles and freight, in its *Transportation System Plan*. In addition, the city works closely with Washington County to enhance the transportation system, including major arterials in Beaverton. Already underway, Beaverton is providing input on the county-led *Cooper Mountain Transportation Study*, which is currently evaluating three concept plans for transportation in the urban reserve area.

The region is a leader in minimizing contributions to global warming.

Beaverton encourages energy conservation and efficiency by participating in national programs that reduce building energy usage and providing incentives to community members. In 2017, Beaverton achieved the highest designation of SolSmart Gold, a national initiative which recognizes cities that streamline solar development processes. Beaverton also participates in the Better Buildings Challenge which aims to make buildings 20 percent more energy efficient by 2020. A leading contributor is the Beaverton School District, nationally recognized for efficiently operating 5 million square feet of building space in 51 schools.

Current and future generations enjoy clean air, clean water and healthy ecosystems.

Beaverton protects the water supply by aligning the *Beaverton Code*, *Development Code*, and the city's *Storm Drainage System Facility Plan* to implement measures that prevent flooding, minimize erosion at construction sites, and enforce grading standards that help prevent landslides and degradation of streams. The city relies on cooperation with regional partners to meet these standards and comply with Metro Titles 3 and 13. In addition,



The Round. A transit-oriented development at the Beaverton Central MAX station, The Round is a mix of office space, retail shops, local restaurants, and luxury condominiums with light rail in the center of the plaza.

the city maintains healthy ecosystems by protecting significant natural resources, offering incentives for sustainable development, and providing access to parks. Adding the urban reserve will further advance this outcome.

The benefits and burdens of growth and change are distributed equitably.

To advance the city's equity work, Beaverton's volunteer Diversity Advisory Board (DAB) created a [*Diversity, Equity, and Inclusion \(DEI\) Plan*](#), adopted by the City Council in 2015 (Appendix A). Organized by eight key areas, the plan focuses on eliminating barriers for communities of color. For each key area, the city tracks outcomes and releases a progress report every two years.

Beaverton was also the first local jurisdiction to commit to *Leading With Race: Research Justice in Washington County*, a report on communities of color to be released in June 2018. The study reveals outcomes and indicators for communities of color in Beaverton. With this data, the city can develop policies that address inequities for communities of color at a granular level.

Using data from the *DEI Plan* and *Leading with Race*, the city can evaluate whether housing, transportation, job and park outcomes are worse for communities of color, and if so, what can Beaverton do to address these issues.

In Beaverton, communities of color generally live in neighborhoods near public transit and within ½ mile of parks. However, housing and job outcomes are worse for communities of color.

- **Housing.** More than half of Latino, Native American, Asian, Chinese, Filipino, Native Hawaiian and Pacific Islanders, and Middle Eastern and North African communities in Central and East Beaverton spend more than 30 percent of their income on housing. In addition to supporting affordable housing projects, Beaverton provides rental assistance, offers mediation services for rental disputes, and administers CDBG grants that support affordable homeownership and home repairs for communities of color in low-income areas.
- **Jobs.** All communities of color in Central and East Beaverton, except for Slavic households, have lower median household income than the White community. Beaverton provides CDBG grants, annually, to nonprofits providing technical assistance to people of color to increase household income via self-employment. The city also partners with Unite Oregon in hosting the BOLD program, a leadership development and civic engagement training for emerging immigrant and refugee leaders and leaders of color in Beaverton.

Planning projects also strive to include multicultural engagement that reaches people who traditionally are underrepresented in planning efforts. For example, the city hired Community Engagement Liaisons (CELs) to conduct outreach for a project involving the Allen Boulevard District, home to a significant number of low-income households, immigrants, and refugees. Spanish, Arabic, Korean, and Chinese CELs are meeting people in their homes, restaurants, and schools to determine what improvements they want to see in their neighborhood. Having recently completed engagement, the city will soon develop goals, potential actions and an implementation plan for the future of this district.

Beaverton's Diversity, Equity, and Inclusion Plan places a special emphasis on racial and ethnic diversity, and eliminating the barriers that exist for communities of color, immigrants and refugees in our community.

CONCLUSION

Like many other cities in the region, Beaverton is finding it difficult to meet community housing needs. The city knows that adding the urban reserve will not alleviate the current crunch in housing. The land will not be ready to build for a number of years – it takes significant time to create the policy framework and to plan and finance the infrastructure. That said, adding the urban reserve now provides the foundation for development to occur in five or more years.

Beaverton has shown, in South Cooper Mountain, that the city has the capability of working with the development community to build new neighborhoods in an urban growth expansion area. Along the way, the city has learned many lessons, including coordinating infrastructure service provisions, updating the development code to reflect the unique aspects of large greenfield developments, and building relationships with property owners and the development community. In addition, the city has also hired additional development review staff in anticipation of housing projects in the pipeline. Development in the Cooper Mountain Urban Reserve will benefit from these lessons learned, ensuring an even smoother process.

In conclusion, Beaverton is asking Metro to add the urban reserve to the UGB because the city needs more land for housing. The expansion will not only increase housing supply but also connect the urban reserve with South Cooper Mountain and North Cooper Mountain, making a reality of the vision established in the South Cooper Mountain Concept Plan.

Future Neighborhoods.

Beaverton will create livable, walkable communities in the in the Cooper Mountain Urban Reserve that complement existing neighborhoods and commercial areas so the area is a part of greater Beaverton.

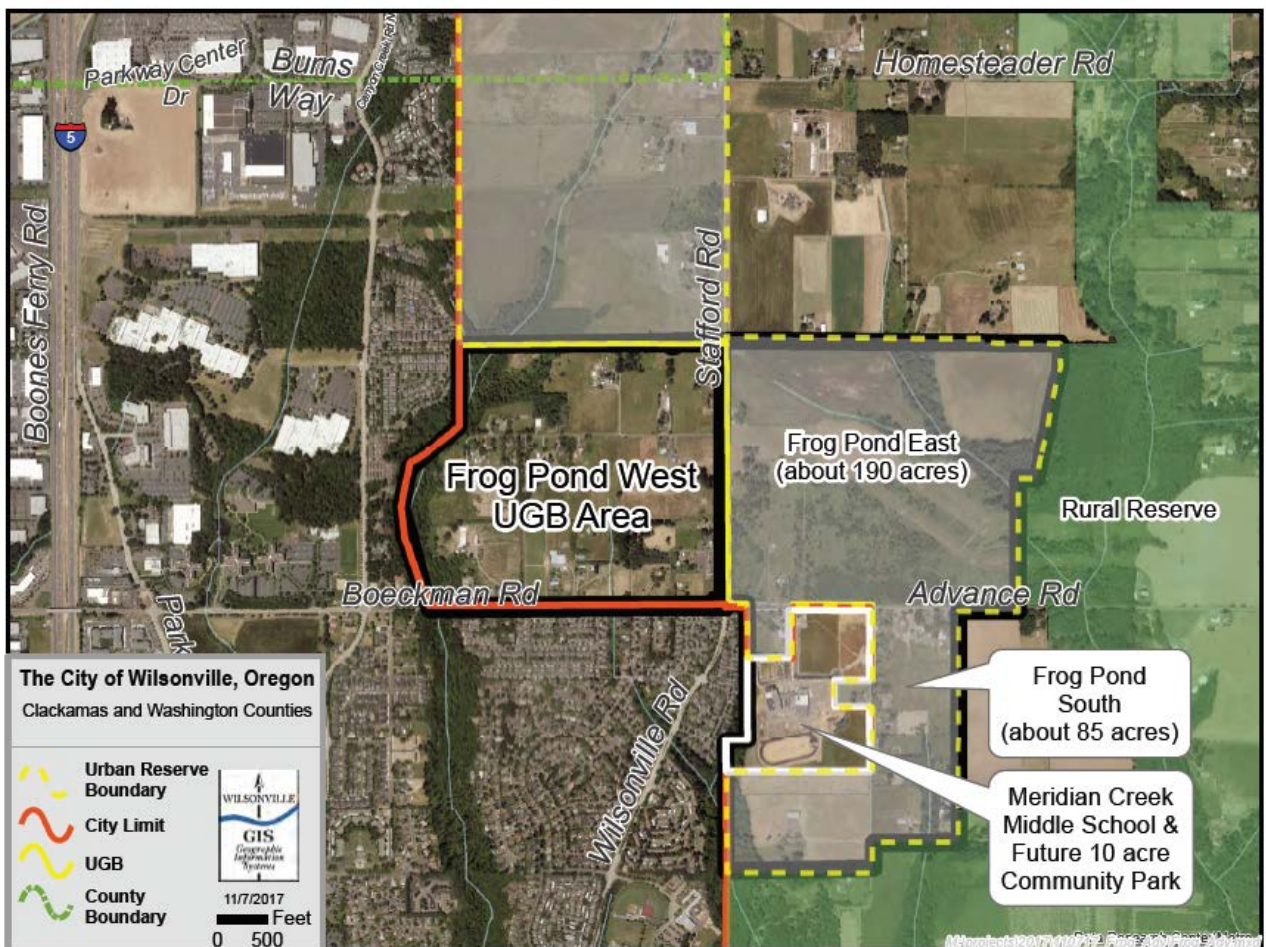


Proposal for Expansion Of The Urban Growth Boundary To Include the Advance Urban Reserve

PROPOSAL SUMMARY AND OVERVIEW

The City of Wilsonville requests that the Metro Council add the Advance Urban Reserve Area (comprised of Frog Pond East and South Neighborhoods) to the regional Urban Growth Boundary (UGB) during the 2018 growth management decision (See Appendix B, Resolution 2685 Authorizing Submittal). This proposal is part of the UGB expansion process permitted under Title 14 of Metro’s Urban Growth Management Functional Plan (UGMFP). The subject area includes 275 acres in east Wilsonville, as illustrated in Figure 1. It is part of the adopted 2015 Frog Pond Area Plan, where the vision is to create two new, walkable neighborhoods in Frog Pond East and South (see Appendix A and Appendix D). It is immediately adjacent to Frog Pond West, which was added to the UGB in 2002. Frog Pond West is also guided by the Frog Pond Area Plan, and is expected to begin construction in the summer of 2018. The proposed expansion area wraps around a 40-acre school/park site, which was added to the UGB as a Major Amendment in 2013, and is the home to the newly built Meridian Creek Middle School.

Figure 1: Proposed Advance Urban Reserve (Frog Pond East and South) UGB Expansion Area





Summary of Reasons Supporting the Proposal

The Advance Urban Reserve Area (Area):

- **Has a high degree of development readiness** – The Area has been fully concept planned, which provides a plan for a variety of housing, a potential neighborhood center, parks and open space, connected streets and trails, and utilities. The City has a detailed infrastructure funding plan that is adopted and being implemented for Frog Pond West. The infrastructure that will serve Frog Pond West has been sized and located to also serve the proposed Urban Reserve Area. Meridian Creek Middle School, and associated improvements to Advance Road, have been constructed, further laying the groundwork for implementation of the Area Plan.
- **Fulfills Wilsonville’s need for housing, consistent with the adopted Statewide Planning Goal 10 Housing Needs Analysis** – The two future neighborhoods (the Frog Pond East and South Neighborhoods) have been planned with a strategy to gradually increase housing choice and densities as each neighborhood is implemented. The housing types and densities are consistent with the 2014 Wilsonville Residential Land Study, which is the City’s adopted and state-acknowledged Housing Needs Analysis.
- **Supports continued implementation of Region 2040 in Wilsonville** – The Frog Pond Area is one of multiple initiatives and accomplishments by the City that implement the Region 2040 Growth Concept and Urban Growth Management Functional Plan. Others include: the Wilsonville Town Center Plan, including Village at Main Street; Villebois; Old Town neighborhood; Coffee Creek Industrial Area; Basalt Creek Concept Plan; and the Basalt Creek Transportation Refinement Plan.

COMPLIANCE WITH METRO FACTORS

Factor 1: Housing Needs Analysis

“Whether the area is adjacent to a city with an acknowledged housing needs analysis that is coordinated with the Metro regional growth forecast and population distribution in effect at the time the city’s housing needs analysis or planning process began.”

On May 19, 2014, the Wilsonville City Council adopted the Wilsonville Residential Land Study as an amendment to, and a sub-element of, the Wilsonville Comprehensive Plan.¹ The study serves as Wilsonville’s Housing Needs Analysis (HNA) and complies with Statewide Planning Goal 10, which governs planning for housing and residential development. Goal 10 requires the City to plan for residential development to meet the identified housing needs within an urban growth boundary at particular price ranges and rent levels. The Oregon Department of Land Conservation and Development (DLCD) acknowledges the HNA as compliant with Goal 10 (See Appendix G).

The HNA provides information that informs future planning efforts and policies to address Wilsonville’s housing needs over the next 20 years (2014-2034). The analysis was coordinated with Metro’s regional growth forecast and population distribution. The HNA concluded that Wilsonville’s Comprehensive Plan and Development Code complies with state requirements regarding housing mix and alignment with incomes, but the City does not have enough total capacity to accommodate forecasted growth in the low capacity scenario. The HNA’s buildable land inventory included Villebois and Frog Pond West (both areas are in the UGB), but it did not include the Advance Urban Reserve Area.

Using historic rates of household and population growth for the City, the HNA concluded that Wilsonville would run out of buildable land for housing needs before 2030. Wilsonville has historically grown faster than Metro’s

¹ Available at <https://www.ci.wilsonville.or.us/335/2014-Residential-Land-Study>



growth forecasts and recent housing development patterns in Wilsonville suggest that this trend is likely to continue. In that case, the City will experience a shortage of residential land supply by 2025. The HNA recommends adding the Advance Urban Reserve Area to the UGB and planning for additional housing in Town Center to meet the forecasted need. These areas are necessary to accommodate more housing in the 2014-2034 period.

Given these conclusions, the HNA recommends the City develop a monitoring program to understand how fast land is developing and inform future growth management decisions. The City has published an Annual Housing Report since 2014 to track trends related to population, issued permits, land consumption, and dedications. The 2017 Housing Report and previous reports (2014-2016) are available in Appendix I.

At the time of the HNA, Metro's 2035 forecast, which was adopted by the Metro Council in 2012 with Metro Ordinance No. 12-1292A projected that Wilsonville would grow by 3,749 dwelling units over the 2014 to 2034 period, resulting in a 1.8% average annual growth rate. Between 2014 and 2017, the monitoring reported that Wilsonville's population grew by 2.7% per year on average and housing stock by 2.3% per year on average. This holds steady with the 10-year historic growth rates as documented in the HNA and subsequent annual housing reports. Between 2014 and 2017, Wilsonville issued 1,143 housing permits, 30% of the City's forecasted housing growth of 3,749 dwelling units for the 2014 to 2034 period. During the same 4-year period, Wilsonville approved development on 19% (92/477 acres) of its buildable land inventory for residential development. The average residential density of the permitted dwelling units in Wilsonville was 15 units per acre in 2017. These metrics demonstrate Wilsonville's proven track record of efficient and smart growth management.

Wilsonville's housing construction activity also shows that the City continues to provide a mix of housing types and densities, consistent with the State's requirements for density and housing mix. Oregon's Metropolitan Housing Rule (OAR 660-007) requires Wilsonville to "provide the opportunity for at least 50% of new residential units to be attached single-family housing or multiple family housing" and to "provide for an overall density of 8 or more dwelling units per net buildable acre."

In Villebois alone, there is a broad range of housing types, including duplexes, triplexes, four-plexes, attached and detached row homes, carriage homes, apartments, condominiums, and small to large lot single-family homes with market rate, subsidized, and supportive housing opportunities – all with access to a Village Center, extensive and interconnected parks system, safe routes to schools, and public transit. The variety of housing types being planned for and built in Wilsonville address the needs of varying household sizes and incomes. This city-wide approach is customized to local conditions, such as surrounding land uses and access to services. The Wilsonville Town Center is the perfect location for more multifamily and mixed-use residential developments. The Frog Pond Neighborhoods, including the proposed expansion Area, are ideal to provide a variety of single-family attached and detached housing options in walkable neighborhoods, serving current and future residents.

At the time of the HNA, Wilsonville's had a housing mix of 57% multifamily and 43% single-family (attached and detached), and there was an identified need for the City to provide more single-family housing opportunities to meet local growth and demand needs. In 2017, the City's supply was 52% multifamily and 48% single-family.

The HNA recommends bringing the Advance Urban Reserve Area into the UGB and planning for additional housing in Town Center to accommodate the forecasted housing need between 2014-2034. The City is in the process of developing the Wilsonville Town Center Plan, which will be adopted later this year. As the City plans more multifamily infill opportunities in Town Center, Wilsonville will need the Advance Urban Reserve Area to continue to provide attached and detached single-family housing opportunities. Located at the edge of the city, where Urban Reserves meet Rural Reserves, the Frog Pond Area can provide more "Missing Middle" housing



choices, maintain a balance between single-family and multifamily housing development in the City, and offer different housing choices at varying price points to meet the various needs in the community.

Overall, Wilsonville has demonstrated its ability to address rapid growth, need for additional land, and commitment to provide a mix of housing types and densities. Villebois is approaching full build-out, and the City has already received two development applications for Frog Pond West. Adding Frog Pond East and South into the UGB, coupled with adopting a new Town Center Plan, will be critical for Wilsonville to continue to provide a diverse mix of housing and range of density to meet the state requirement to provide enough land to accommodate forecasted housing needs for the next 20 years.

Factor 2. Concept Planning and Master Plan Implementation

“Whether the area has been concept planned consistent with section 3.07.1110 of this chapter.”

The Frog Pond Area Plan and Frog Pond West Master Plan

The Frog Pond Area Plan (Area Plan) was adopted by the Wilsonville City Council on November 16, 2015 (See Appendix C, Resolution No. 2553). Subtitled “A Concept Plan for Three New Neighborhoods in East Wilsonville,” the Area Plan is the long range concept plan for the Frog Pond planning area. It provides a vision and set of “framework plans” for the entire 495-acre Frog Pond planning area, which includes 220 acres of land within the regional Urban Growth Boundary (UGB) and 275 acres of land in the adjacent Advance Urban Reserve (the subject of this proposal). The framework plans address land use, multi-modal transportation (streets, pedestrian ways, and bicycle ways), open space and natural resources, community design, and infrastructure. Please see Appendix A for Area Plan graphics of the adopted plans and concepts. The adopted Frog Pond Area Plan can be found as Appendix D.

Following the successful adoption of the Area Plan, the City continued the planning process to prepare the Frog Pond West Master Plan for the area within the UGB. The Master Plan provides a detailed blueprint for the development of the 180-acre area Frog Pond West neighborhood. It includes detailed zoning (the new “Residential Neighborhood” Zone), design guidelines, Comprehensive Plan map designations, and policies. It includes design and development guidance, such as a local street network demonstration plan, street cross-sections, trail alignments, park locations, natural resource area protection, and recommendations for public lighting, street trees, gateways, and signage. The adoption package also includes a detailed Infrastructure Funding Plan that was closely coordinated with the development community. The Infrastructure Funding Plan estimates the funding gap for key street, water, and park facilities, and recommends a supplemental infrastructure fee to fill the gap (currently being implemented by the City).

The Master Plan was adopted by the City Council on July 17, 2017 (Ordinance No. 806). The City received its first two land use applications for development in Frog Pond West less than one year since adoption of the Master Plan, and, based on many inquiries and pre-application conferences underway, the City expects more. The City intends to prepare similar Master Plans and implementation strategies when the Frog Pond East and South Neighborhoods are added to the UGB.

As part of the adoption of the Frog Pond Area Plan, the City Council adopted findings of compliance with Title 11 of Metro’s Urban Growth Management Functional Plan. The findings address Title 11’s Section 3.07.1110, *Planning for Areas Designated Urban Reserves*, which are the concept planning requirements. While Metro Code Section 3.07.1110 is strictly applicable to the Urban Reserve portion of the Frog Pond Area Plan, the findings provide additional information for the Frog Pond UGB area because the area was planned as a whole. The findings are 16 pages in length and attached in their entirety as Appendix E. For a key to the Title 11 findings, see Appendix L. Key findings and conclusions include:



- a. The City took the lead for concept planning and formed a Technical Advisory Committee, which resulted in coordination with a variety of agencies, including Clackamas County, Metro, ODOT, West Linn-Wilsonville School District, BPA and Tualatin Valley Fire and Rescue (See Appendix F, Letters of Support from the Service Districts). Many community members participated through the project’s Task Force meetings, open houses, online surveys, website, and extensive public outreach (See Appendix H, Letters of Support from Property Owners and Homebuilders).
- b. A mix of residential types were planned through the land use designations summarized in the following table. Residential uses are integrated with two schools (Meridian Creek Middle School and a future primary school), four parks, trails, a walkable neighborhood commercial center, and public utilities sized to serve the entire area.

Table 1: Housing Capacity and Density by Neighborhood

	Residential Designation	West Neighborhood Units	East Neighborhood Units	South Neighborhood Units	Frog Pond Total Units	East+ South Units	Average Lot Size (SF)	Max Units/ ac net
West Neighborhood Designations	LLSF (8,000 – 12,000 SF)	124	-	-	124	-	10,000	4.4
	MLSF (6,000 – 8,000 SF)	281	-	-	281	-	7,000	6.2
	SLSF (4,000 – 6,000 SF)	205	-	-	205	-	5,000	8.7
East & South Neighborhood Designations	Future LLSF (7,000 – 9,000 SF)	-	120	28	148	148	8,000	5.4
	Future MLSF (5,000 – 7,000 SF)	-	125	162	287	287	6,000	7.3
	Future SLSF (3,000 – 5,000 SF)	-	123	286	409	409	4,000	10.9
	Future ACSF (2,000 – 3,000 SF)	-	481	-	481	481	2,500	17.4
Total Units		610	849	476	1,935	1,325		
Overall net density		6.3	10.8	8.8	8.4	10.01		

- c. Transportation analysis was prepared for the initial project alternatives and on the final plan. This work included evaluation of the Wilsonville Road and Elligsen Road interchanges with I-5 (shown to operate within standards when the area is built out). Findings of consistency with the Transportation Planning Rule were prepared. The connected street plan is supported by a complementary network of pedestrian and bicycle connections. The City coordinated with the School District on Safe Routes to School as part of the recent opening of the Meridian Creek Middle School, located in the South Neighborhood. The City will do the same as part of planning for the future primary school in the West Neighborhood.
- d. The following strategies were used to provide a range of housing of different types, tenure and prices addressing the housing needs in the area.



- The overarching concept is to plan three walkable neighborhoods, referred to as the West, East and South Neighborhoods.
 - The West Neighborhood Plan focuses on detached housing on a variety of lot sizes in the existing UGB to fulfill the near-term need for single-family detached housing identified in the HNA. This focus is also in response to the many voices in the Area Plan process, who advocated for single-family housing in the Area Plan. Prior to adoption of the Area Plan, the City's Comprehensive Plan provided for 57% multifamily and 43% single-family housing, the highest multifamily percentage in the Portland region's suburban areas. This led the City and many community members to seek a ratio closer to 50% of each type, which will be accomplished through the implementation of the Area Plan.
 - In the East Neighborhood (in the Advance Urban Reserve), the strategy is to plan for higher densities and more housing variety, including attached housing. This will provide the opportunity for a variety of housing choices that are aligned with the trends and needs identified in the market analysis. The East Neighborhood will allow for townhomes, cottage lots, small lot residential, and duplexes, as well as medium (5000-7000 square feet) and large lot (7000-9000 square feet) residential adjacent to the rural reserve areas.
 - The location of the attached and cottage single-family housing designation in the Urban Reserve Area follows a "transect" model, with highest residential densities located closest to transportation infrastructure, retail uses, school facilities, and community open space.
 - There are four residential designations, allowing a total of eight different housing types and lot sizes, in the East Neighborhood, with an overall average density of 10.8 dwelling units per net acre.
 - In the South Neighborhood, the planned densities are between those estimated in the other two neighborhoods. This will provide for housing types needed by the community, while allowing for a transition to lower urban densities adjacent to the rural reserve. Within the South Neighborhood, there are three residential designations provided, with an overall average density of 8.8 dwellings per net acre.
 - Within all three neighborhoods, the Area Plan anticipates promoting variety and affordability through the City's Planned Development Residential (PDR) review process, guided by the Residential Neighborhood Zone uses and standards. This structure allows flexibility in housing types and allows lot size averaging, density transfer from natural resource areas, and accessory dwelling units.
- e. A small walkable retail node in the Urban Reserve Area will provide some employment opportunities (approximately 75-95 jobs), but is not expected to significantly impact the overall economy of the City of Wilsonville. According to the School District, the new schools are expected to employ approximately 85-100 staff.
- f. The proposed parks, natural areas, and public open spaces are linked together on the Park and Open Space Framework (See Appendix A). They include: Boeckman Creek; a future linear park adjacent to Boeckman Creek located where the Boeckman Creek Trail (a local and regional trail) will meet the western edge of the West Neighborhood; a second future neighborhood park in the West Neighborhood; the tributary to Willow Creek; private tree groves in the West Neighborhood; a future primary school in the West Neighborhood; the Frog Pond Grange; a future neighborhood park in the East neighborhood; the open space within the BPA power line corridor; the tributaries of Newland Creek located at the east end of the Frog Pond Area; the planned 10-acre Community Park and sports fields in the South Neighborhood; the completed middle school in the South Neighborhood; and the Willow Creek open space adjacent to the South Neighborhood. These greenspaces join into an open space



system where nature is just a short walk from every home, regional trails and greenspaces are readily accessible, and connections are made to Wilsonville High School, the Town Center, employment areas and other local destinations.

Factor 3: Demonstrated Progress in Existing Urban Areas

“Whether the city responsible for preparing the concept plan has demonstrated progress toward the actions described in section 3.07.620 of this chapter in its existing urban areas.”

The City has, and continues to, take action and make investments in the Wilsonville Town Center and other commercial and social centers in the community. Wilsonville incorporated as a city in 1968, and just five years later adopted the Wilsonville City Center Plan. The area served by that plan became the basis for the 2040 Town Center boundary designation. Over the next forty years, private development and public-private partnerships helped build infrastructure and realize the suburban village approach to development (with a mix of housing and commercial uses lining a loop road with a park/lake in the center) as recommended by the plan. Since then, the City has changed significantly, as has the community’s vision and planning approach for Town Center. While Village at Main is not within the Town Center Plan study area boundary, its location directly adjacent to the south makes it a key development to complement the City’s central commercial district. By the late 1990s, much of the Village at Main Street planned development was completed, adding over 500 new residential units, both multi and single-family, as well as over 100,000 square feet of commercial space along the south side of Wilsonville Road within walking distance of Town Center.

Starting in 2012, the area north of the Town Center began to re-develop with new residential opportunities, bringing even more residents within walking distance of the Town Center. Almost 60 acres were re-developed into more than 850 homes, including the Terrene Apartments, Portera at the Grove (a 55 + community), Jory Trail apartments, the Grove single-family north subdivision, and the Brenchley Estates single-family subdivision.

The City has also invested significantly within Town Center. SMART provides critical transit service to Town Center and important connections to the SMART/WES transit center/commuter rail station. Key public services such as City Hall, the police station, and the Community Center, which provides important programming for seniors, are all located in Town Center. In 2005, Town Center Park was completed – a popular hub of community gatherings and activities, including Rotary concerts, Fun in the Park, and Art in the Park events. The water feature in Town Center Park is a favorite destination for families during warm summer months, and the park is home to the Korean War Memorial, developed by the Oregon Trail Chapter of the Korean War Veterans Association, dedicated on September 30, 2000.

After three decades of development and a lot of change, the City recognized the need for a new vision for the Wilsonville Town Center (as designated on Metro’s 2040 Growth Concept Map, 3.07.620B). In 2014, City Council adopted Wilsonville’s Urban Renewal Strategy and the Tourism Development Strategy, both of which identified a Town Center Redevelopment Plan as a priority action item. This happened on the heels of adopting the HNA, which recommended that the Town Center and Advance Urban Reserve are needed to accommodate forecasted housing needs for the next 20 years. The City secured funding in 2015 for the project, kicked off the Wilsonville Town Center Planning effort in October 2016, and will adopt a Town Center Plan with implementing land use regulations later this year.

The Plan will implement a new vision for Town Center established by the community: *“Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.”* The Plan will reflect the Community’s Design Concept for the Town Center, with increased



density and mixed uses designed to be more pedestrian-friendly and transit-supportive (consistent with and exceeding activity levels outlined in Title 6, 3.07.640). The concept includes multi-story buildings adjacent to I-5, a “Main Street” through the heart of Town Center and adjacent to Town Center Park, and a mix of 2-3 story buildings adjacent to the existing residential neighborhoods.

The desired outcomes, as well as the actions and investments laid out in the Plan, are consistent with those outlined in Title 6 of the UGMFP. The Wilsonville Town Center Planning project is assessing physical and market conditions, and regulations in the City’s Comprehensive Plan and Development Code (3.07.620C). This information will inform how the community’s vision for a vibrant, walkable, mixed-use Town Center can be realized. Using this information, the Town Center Plan will outline actions and investments for: removing regulatory barriers, making public investments, setting up incentives for development, reducing vehicle trips, and managing parking (3.07.620D). Upon adoption of the Plan, the City will also adopt relevant revisions to the Comprehensive Plan and Development Code to begin implementation and immediately set the framework for the new vision. A representative from Metro is involved with both the Technical Partners team and the project’s Task Force and has been very supportive of the project’s work. The City will be requesting a compliance letter during adoption of the plan (3.07.620E).

While the Wilsonville Town Center is the only officially designated center on the Metro 2040 Growth Concept Map, the City of Wilsonville has other commercial and neighborhood centers (i.e. Argyle Square, Village at Main Street, Villebois Village Center, Old Town Square) which are essential to serving neighborhoods in Wilsonville and creating complete communities. The Wilsonville Old Town Square development demonstrates the City’s partnership with ODOT and the private sector to solve a transportation level of service problem at the interchange, which in turn removed a barrier to the development of this center for the community. The result: a greatly improved transportation facility (for all modes) and a successful mixed-use center with pedestrian-oriented design, as highlighted in Metro’s Community Investment Toolkit: Innovative Design and Development Code.

Villebois is another great example of a mixed-use, pedestrian-friendly and transit-supportive community. The Village Center is a focal point for community gathering, with denser development around the Piazza with commercial uses such as a tap room, convenience store, day care and coffee cart. A strong sense of place results from the mix of uses, public spaces, detailed building architecture and urban design. The interconnected parks, multi-modal street system, and SMART service make this a truly walkable community. Villebois is of an adequate scale (500 acres/2600 rooftops) to successfully implement, in a complete community, the principles and performance measures of the centers and corridors described in the Urban Growth Management Functional Plan.

Factor 4: Best Practices for Affordable Housing

“Whether the city responsible for preparing the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas. ”

Housing Affordability in Wilsonville as a Whole

Providing diverse and affordable housing in Wilsonville has been a long-standing priority for City Council. The City of Wilsonville is committed to providing a wide range of housing types, sizes, and densities at prices and rent levels, as outlined in Comprehensive Plan Policy 4.1.4.



Policy 4.1.4: The City of Wilsonville shall provide opportunities for a wide range of housing types, sizes, and densities at prices and rent levels to accommodate people who are employed in Wilsonville.

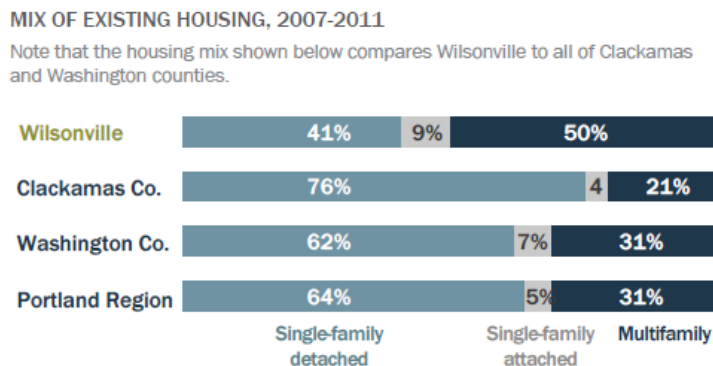
The City has taken steps and made investments to preserve and increase the supply and diversity of affordable housing within the City, as described below.

Regulated Affordable Housing. According to the 2015 Metro Regional Inventory of Regulated Affordable Housing², Wilsonville has 544 regulated affordable housing units among 14 different sites. These units amount to roughly 14% of the regulated units within Clackamas County (Wilsonville makes up only about 6% of the county’s population). 100% of these units are within 1/4 mile of bus service and within 1/2 mile of a park.

Housing Mix and Multifamily Inventory. Wilsonville’s longstanding contribution to the region’s multifamily inventory was a key component of concept planning for the Frog Pond Neighborhoods. As noted in the City’s Residential Land Study³:

- More than 50% of households in Wilsonville rent. The city has a higher percentage of renters than other cities in the region.
- Wilsonville has a higher proportion of multifamily and single-family attached housing types than the regional average (see Figure 2).

Figure 2: Mix of Existing Housing, Wilsonville Residential Land Study



Equitable Housing Strategic Plan. Wilsonville received a Metro Community Planning and Development Grant in 2016 for its Equitable Housing Strategic Plan. This Plan will assess affordability of the housing market and city demographics to help determine gaps between housing needs and supply. The goal is to adopt and implement programs and policies to address any gap(s) found by the Equitable Housing Strategic Plan. Due to the sudden passing of the project manager last summer, this project was put on hold for one year and is anticipated to be pursued later in 2018.

Property Tax Exemption. Each year, property tax exemptions are requested for properties located within the city limits that offer subsidized rent to families, seniors, and individuals meeting certain income requirements set forth by the federal government. The requirement is 60% of the estimated state median income. On December 15, 2003, Council approved the first resolution to allow property tax exemption status for low-income

² Available at <https://www.oregonmetro.gov/regional-inventory-regulated-affordable-housing>

³ Available at <https://www.ci.wilsonville.or.us/335/2014-Residential-Land-Study>



housing. This property tax exemption benefits five multifamily properties with a total of 366 dwelling units, and together is assessed at over \$24 million in value. In 2018, this exemption resulted in an estimated \$601,308 in rental savings for tenants. The total amount of foregone property tax to the city is in excess of \$71,500 per year (the remainder of the rental savings is due to similar exemptions from other taxing jurisdictions, such as the West Linn/Wilsonville School District).

Accessory Dwelling Unit (ADU) SDC Waiver. In 2010, the Wilsonville City Council elected to waive all SDC's associated with ADU's. This policy intends to encourage the creation of this affordable housing type in the City.

Mobile Home Park Closure Ordinance. In 2007, Wilsonville passed this Ordinance which requires reimbursement of homeowners who are subject to displacement as part of the closure of a mobile home park. The Ordinance included \$750,000 seeded in a compensation fund for former residents of the mobile home park. Additionally, the City (in partnership with NW Housing Alternatives) constructed Creekside Woods, a development with 84 senior units, many which are provided for low income residents, in response to needed housing after the City's largest mobile home park closed. This project demonstrates the City's ability and efforts to provide affordable housing to vulnerable populations.

Mental health housing in Villebois. There are 73 units of Community Housing for the mentally ill integrated into the fabric of the Villebois community on the West side of the City. These units were a statutorily mandated condition on the sale of the former Dammasch State Hospital site, on which the urban village of Villebois was built. These homes are dispersed and incorporated seamlessly into the neighborhood, providing essential housing opportunities in a truly inclusive and diverse residential neighborhood. The City's SMART public transit service receives funding from Clackamas County to provide transit services for residents living in the Villebois Community Housing.

Providing Housing Options. Through planning efforts in Wilsonville Town Center, the City plans to provide additional multifamily and higher-density housing within the core of the City, where housing is currently limited. In areas of the City adjacent to Rural Reserves, on the other hand, the City is planning for a mix of single-family, cottage, duplexes, and attached housing types. Taken together, the City is arranging for a wide variety of new housing, and multiple housing options at a variety of given price points.

Housing affordability within Frog Pond East and South

Housing affordability was a significant part of the discussion when planning for Frog Pond East and South. Several key points are summarized below.

- **Lowering Per-Unit Infrastructure Costs.** Land, home construction, and infrastructure costs all play a role in housing affordability. As part of the evaluation of options for the housing element of the Frog Pond Area Plan, two analyses (See Appendix J, Land Development Financial Analysis and the Infrastructure Funding Strategy, Leyland Consulting Group) were prepared to address housing affordability, development feasibility, and how to pay for infrastructure. What followed was a community discussion aimed at balancing the needed infrastructure to create livable neighborhoods with the burden of passing these costs onto future homeowners. The Planning Commission and City Council approved the plan for Frog Pond East and South to provide a greater number of housing units compared to Frog Pond West, to distribute costs and enjoy the associated amenities. The strategic objective was to increase housing variety and improve affordability as new phases of the Frog Pond Area develop. Additionally, the City has pursued a substantial amendment to the Year 2000 Urban Renewal District to pay for the rebuilding of the Boeckman Road "dip" just west of the project area. The preliminary cost estimates for the new bridge structure ranges from \$12 - 14 million. The adopted average density of the Frog Pond



West neighborhood (within the UGB) was 6.3 units per net acre. Frog Pond East and South are planned at 10.8 and 8.8 units per net acre respectively.

- **A Variety of Housing Types.** An important part of the housing affordability picture is "Missing Middle" housing, which includes a variety of small lot attached single-family and low-rise multifamily housing types. The East Neighborhood Demonstration Plan, included in the Frog Pond Area Plan, shows an example layout of the neighborhood that would meet density targets primarily through small-lot homes, duplexes, townhomes, and cottage developments (Appendix A).
- **Walkable and Bikeable Amenities.** Transportation costs are a significant economic burden on those with low-incomes. The Frog Pond East and South neighborhoods are planned as highly connected and multi-modal parts of the City, allowing for access to the neighborhoods' many amenities by bike, on foot, or via SMART transit. Front doors face vibrant green streets with safe bicycle and pedestrian facilities, a planned commercial center provides locally-serving commercial businesses, and active green spaces abound within these neighborhoods. Frog Pond East and South are also an easy bicycle or transit ride to major employers in the City (see response to Factor 2), as well as Wilsonville High School and the new schools in the Frog Pond Area.
- **Transit Availability.** Frog Pond East and South were planned to include SMART transit service, allowing future residents a greater range of transportation options. Transit access may reduce reliance on automobile ownership and related transportation-related costs for residents able to commute to Wilsonville employers and other amenities within the City.
- **Equitable Housing Strategic Plan items.** Additional specific actions and strategic recommendations will come from the Equitable Housing Strategic Plan to further promote affordable housing in the Frog Pond Neighborhoods.

Factor 5: Advancing Outcomes set forth in Metro's Regional Framework Plan

"Whether the city responsible for preparing the concept plan has taken actions to advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan. "

Responses to each of the six outcomes set forth in Chapter One of the Regional Framework Plan are included below. Within each response, the narrative is broken out into two sections: "Wilsonville as a Whole" addresses policies or investments citywide; and, "The Frog Pond Area" addresses the concept plan for the expansion area itself and how the proposed expansion advances each outcome.

Outcome 1. People live, work and play in vibrant communities where their everyday needs are easily accessible.

Wilsonville as a Whole. As seen on the Metro 2040 Growth Concept Map, the City of Wilsonville contains a diverse mixture of neighborhoods, employment land, a town center, a corridor, regional open space, and a station community. Wilsonville has supported and approved projects that span the range of land uses and Functional Plan growth strategies. A few examples of results include:

- **Neighborhoods:** Villebois (award-winning new urban community); Canyon Creek Meadows (award-winning walkable subdivision with single-family detached, single-family attached and cottage lots blended together), several new multifamily projects (now 52% of all housing in Wilsonville is multifamily); and thousands of residents located in and within walking distance to Town Center (an active, mixed-use commercial and residential area).
- **Employment:** With approximately 1/3 of the city zoned for industrial/employment, Wilsonville is home to over 800 businesses that employ 21,000 citizens. High tech companies such as Mentor Graphics, Rockwell Collins, FLIR Systems and DW Fritz call Wilsonville home.



- **Town Center:** Wilsonville’s Old Town area has had successful pedestrian-oriented commercial development under the City’s Old Town Design Overlay. With the help of a Metro Community Planning and Development Grant, the City is currently leading a community planning process for the Wilsonville Town Center, which will establish a new vision and plan for the Town Center area with performance measures consistent with the six desired outcomes.
- **Regional and local open space:** Regional open space at the 250-acre Graham Oaks Nature Park (a partnership between the City and Metro) on the City’s west edge and the 100-acre Memorial Park to the east provide examples of large scale parks and open spaces where environmental restoration of Willamette Valley habitat types is taking place. The City has over 15 active parks totaling more than 256 acres providing complete recreational opportunities and experiences, whether it be active sports fields or quiet, contemplative natural areas with trails.
- **HEAL City:** The City of Wilsonville is one of the first in Oregon to become a HEAL city. HEAL stands for Healthy Eating, Active Living. The HEAL Cities Campaign promotes policies that lead to equitable health outcomes and support the overall well-being of all families and businesses, especially those in neighborhoods with the greatest health disparities. One successful example of this program includes the healthy snack check out aisle at the Safeway grocery store in Town Center where only healthy natural snacks are available as opposed to candy and junk food.

Frog Pond Area. The Frog Pond Neighborhoods continue this tradition of planning in the City and are planned as a vibrant and walkable area that is integrated with the rest of the City. The Frog Pond East and South Neighborhoods are designed around easy access to parks and trails, Meridian Creek Middle School and the future primary school, a future community park, and a proposed neighborhood-serving commercial area at the corner of SW Advance Road and SW Stafford Road. These neighborhoods are near (about one mile to) Wilsonville's Eastside high-tech employment centers (Mentor Graphics, Xerox, Rockwell Collins, FLIR), and Wilsonville High School. The Wilsonville Town Center is only about 1.5 miles away - a quick bike ride. Frog Pond residents will also be able to access Town Center via the future Boeckman Creek Trail. The neighborhoods are planned so that SMART transit will circulate through and connect them to the above-referenced destinations.

Outcome 2: Current and future residents benefit from the region's sustained economic competitiveness and prosperity.

Wilsonville as a Whole. Wilsonville contributes a strong employment base to the region's economy. Major employers include the Xerox Corporation, Mentor Graphics, Sysco, Rockwell Collins and Precision Interconnect, among others. The City is currently planning for additional employment lands in the Coffee Creek and Basalt Creek areas, with a high level of coordination with Tualatin, Washington County and others. The City has established an urban renewal district to support the successful implementation of the Coffee Creek area through construction of catalytic infrastructure and transportation improvements. The strong, local economy provides a tax base for the City to provide SMART transit options free to all throughout the City, as well as needed infrastructure improvements.

Frog Pond Area. Wilsonville has a very strong economy and recognizes the opportunity to support it by adding more housing choices and capacity in Frog Pond and other areas of the City. As part of the land planning for Frog Pond, the City adopted an innovative Infrastructure Funding Plan for Frog Pond West to add certainty to implementation. This approach will also be utilized for Frog Pond East and South when these Urban Reserve areas are added to the UGB. Additionally, the City committed to providing the major infrastructure that is needed but beyond the ability of developers to cover, including the Boeckman Creek sewer interceptor, Memorial Park sanitary sewer pump station and Boeckman Road “dip” bridge replacement. Adding land for housing and certainty for necessary infrastructure ultimately leads to homes built within proximity to Wilsonville’s job centers and increases the potential to both live and work in Wilsonville.



Outcome 3. People have safe and reliable transportation choices that enhance their quality of life.

Wilsonville as a Whole. The Wilsonville Transportation System Plan (TSP) lays out a coordinated multi-modal transportation system that is strategically designed and collaboratively built. Wilsonville's transportation system provides mode and route choices to deliver safe and convenient local accessibility to ensure that the City retains its high levels of quality of life and economic health. The City of Wilsonville is the southern terminus of the Westside Express Service (WES) commuter rail, and is served by South Metro Area Regional Transit (SMART), which provide residents, employees, and visitors additional transportation choices and offers free service within the City as well as connections to Portland and Salem.

The City was recently re-designated as a *Bronze Walk Friendly Community* for the second time and was granted the *Voice of the People Award for Mobility* from the International City/County Management Association (ICMA) for accessibility of a community by motorized and non-motorized modes of transportation (e.g., ease of travel, traffic flow, ease of walking, availability of paths and walking trails). The City recently completed a Bicycle and Pedestrian Connectivity Action Plan that highlights numerous connectivity projects and ongoing programs that the City offers. Recently completed multi-modal street projects include the Canyon Creek Road extension to Town Center and the Kinsman Road extension from Boeckman Road to Barber Street which is a freight corridor. Tooze Road on the north side of Villebois is currently under reconstruction. Engineering design is underway for a new road connecting 5th Street in Old Town to Kinsman Road, providing a much needed parallel route to Wilsonville Road. The City received a Metro RRFA grant for design and acquisition and is in the planning stages for a new bicycle and pedestrian bridge over I-5 that will connect the Town Center to west Wilsonville/Villebois/WES in addition to planning the type, size and location of the French Prairie Bicycle Pedestrian Emergency Services Bridge over the Willamette River.

The Frog Pond Area Plan. The vision and strategy for the Frog Pond Area is to create three distinct neighborhoods that are connected to each other and to the rest of Wilsonville through a transportation network that is safe and convenient, whether one is traveling by foot, bike, SMART, or personal automobile. The Plan's Transportation Framework (See Appendix A) emphasizes high quality pedestrian routes to planned school and park sites in the South Neighborhood, as well as the numerous other park and trail amenities in the Frog Pond Area. The West Linn-Wilsonville School District's Safe Routes to School program has been part of the planning process for the Frog Pond Area and will build upon the Transportation Framework by providing additional detail and site-specific recommendations. The City of Wilsonville is making significant investments in multi-modal transportation, including an improved Boeckman Bridge that connects the Frog Pond Area to the rest of the city, improves pedestrian connectivity, and fixes vertical curve safety issues with the existing bridge and roadway.

Outcome 4. The region is a leader in minimizing contributions to global warming.

Wilsonville as a Whole. The City of Wilsonville is the southern terminus of the Westside Express Service (WES) commuter rail, and is served by South Metro Area Regional Transit (SMART) with a hub at SMART Central. These transit solutions help reduce transportation-related greenhouse emissions by providing alternatives to the personal automobile. SMART is a leader in the region for integrating alternative fuel vehicles into its service routes, capitalizing on federal grants to purchase and incorporate these buses into its fleet. Currently, SMART operates a fleet of four CNG vehicles, going to 10 by 2020 in addition to expecting their first two fully electric vehicles by March of 2019, with another to follow in late 2020. Also, SMART currently operates two hybrid electric vehicles.

SMART also provides regional services to Canby, Salem, and Portland to facilitate public transit for employees who live outside of the City, and works with local businesses to promote ride sharing and carpooling opportunities for the employees through the SMART Options Commuter Program. SMART further participates



in the statewide program, Drive Less Connect, which is an online tool that matches individuals with people traveling the same way for work or other activities.

The City requires protection of Statewide Planning Goal 5 significant natural resources, Metro UGMFP Title's 3 and 13 natural areas, riparian areas and upland tree groves through its Significant Resource Overlay Zone (SROZ), as well as significant individual trees into the fabric of new development at the project level. The City also requires planting of diverse street trees for all new developments within Wilsonville. In 2017 and 2018, the City undertook an inventory of all its street trees and provided data of the street tree benefits to the City, including a total stored carbon dioxide benefit of almost 50 million pounds and an annual sequestered carbon dioxide benefit of almost 4 million pounds.

The City of Wilsonville has created a robust bicycle and pedestrian network for a suburban community that gives residents choices to walk, ride or take transit reducing carbon emissions. The City also participates in PGE's Clean Wind program to utilize renewable energy sources, and the Environmental Protection Agency's Green Power Community program. Additionally, Wilsonville is home to several leaders in clean and green technology, such as Energy Storage Systems (ESS) and XZERES wind turbines, as well as Oregon Tech, which provides training and education for such jobs through its Renewable Energy Engineering Degree Program.

Frog Pond Area. The housing planned for the Frog Pond East and South Neighborhoods addresses residential demand that may otherwise occur in areas outside the UGB, either in rural residential areas or in communities such as Sherwood, Newberg, Canby, and Woodburn. During the Frog Pond Area Plan, there was extensive citizen comment about the need to increase local housing supply and choices. Residential growth within the City of Wilsonville will help support economic growth as noted in the response to outcome 2, leading to more housing near Wilsonville's major employment centers and potentially allowing for more local commutes. Additionally, the focus on walkability and bikeability, local retail and transit access for the planned Frog Pond neighborhoods will allow trips to and from school and services without relying solely on automobile travel.

Consistent with the City's requirements for street trees with new development, the Frog Pond East and South neighborhood developments will also be required to plant street trees, further bolstering the environmental benefits of the City's street tree inventory. Additionally, significant individual specimens and groves of native trees, particularly Oregon white oak, will be retained and natural resource areas such as the Boeckman Creek canyon will be enhanced and restored over time as part of the project.

Outcome 5. Current and future generations enjoy clean air, clean water, and healthy ecosystems.

Wilsonville as a Whole. The City has been a leader in natural resource protection since the adoption of its first Comprehensive Plan where Primary Open Space protected all of the City's riparian corridors and significant upland resources. The City again led the region with adoption of a comprehensive set of policies that addressed Statewide Planning Goal 5 significant natural resources (including upland wildlife habitat), Metro's Title 3 water quality areas, and a response to the federal listing of endangered salmonids in the upper Willamette River. This comprehensive program, the Significant Resource Overlay Zone (SROZ), was adopted in 2001 and was later found to be in substantial compliance with the requirements of Metro's Title 13 Nature in Neighborhoods. The City also heavily engages in restoration activities with Friends of Trees and has been designated a Tree City USA for 20 consecutive years. Recently, outreach and community engagement with the Northwest Center for Alternatives to Pesticides (NCAP) led to a Bee City USA designation for the City.

Frog Pond Area. During the Frog Pond Area Plan process, the City looked closely at how to protect and enhance natural resources within the area. The three creeks that frame the planning area (Boeckman, Newland and Willow Creeks) were an important consideration in laying out the plan. The land uses and streets organization maximizes physical and visual access to these resources, while minimizing direct impact. The City of Wilsonville's



Significant Resource Overlay Zone (SROZ) will protect natural resources and implement Metro Titles 3 and 13, as well as Statewide Planning Goal 5. The City's rigorous tree protection standards will also apply, and a verdant canopy of street trees is a key component in plans for the area's roadways and walkways. Frog Pond's natural areas are connected to its three neighborhood parks and Community Park via trails and the connected street system.

Outcome 6. The benefits and burdens of growth and change are distributed equitably.

Wilsonville as a Whole. With the adoption of the Strategic Plan to Advance Racial Equity, Diversity and Inclusion in 2016, as well as creation of the 2015 Equity Baseline Report, Metro has committed to addressing barriers experienced by people of color and improving equity outcomes for historically disadvantaged groups. As noted in the Wilsonville Residential Land Study, the Hispanic/Latino(a) population is Wilsonville's fastest growing ethnic group. The City recognizes that the implications for this are a need for larger, lower-cost renting and ownership opportunities for larger households with more children, and multigenerational households, which will be an important housing type in the city's Equitable Housing Strategic Plan. The City actively partners with Northwest Housing Alternatives, San Francisco La Tienda, and Wilsonville schools' Latino Advisory Groups to engage the City's Spanish-speaking and Latino(a) population in planning efforts. During the recent Wilsonville Town Center process, the City provided interpretative services for public meetings, provided Spanish-language materials, and hosted an Open House led in Spanish. These efforts are an example of the way the City is providing more meaningful engagement and can help identify better ways to promote cultural equity. In addition, the City conducts outreach at Wilsonville Community Sharing (a local food bank, utility assistance, prescription help, and housing support center) to reach low-income and multicultural perspectives, including a growing refugee community. As demonstrated in Outcome 4, the City is also working toward housing equity with more progress anticipated to be made as part of the Equitable Housing Strategic Plan. SMART promotes transportation equity through fare less rides, and the diverse distribution of housing types throughout the community provides access to parks and open spaces offering environmental equity. While the benefits and burdens of plans and policies are not currently being measured in a meaningful way, the City strives to improve its processes in these areas and desires to be a partner with Metro in advancing these important outcomes. The Council's commitment to equity and inclusivity is expressed in Resolution No. 2626 Declaring the City of Wilsonville a Welcoming and Inclusive City (See Appendix K).

The Frog Pond Area Plan. As noted in the response to Criteria 4, the City of Wilsonville already has a high proportion of multifamily housing and rental housing compared to other suburban cities of the region. An explicit part of planning for the Frog Pond Neighborhoods has been the addition of more single-family detached homes to the housing stock, which may be more suitable for multigenerational and Hispanic/Latino(a) households in the future. Additionally, new schools, parks, and other amenities within the Frog Pond Area will provide walkable and bikeable amenities and transportation safety improvements for residents on the east side of the City, particularly for the numerous large multifamily complexes in the vicinity.

SUMMARY

To summarize, this proposal to add 275 acres of planned and development-ready land in east Wilsonville to the UGB will help meet local and regional housing needs, add to the livability of Wilsonville, and support Metro's planning goals. Thank you for your consideration.

2018 urban growth management decision: engagement and process timeline

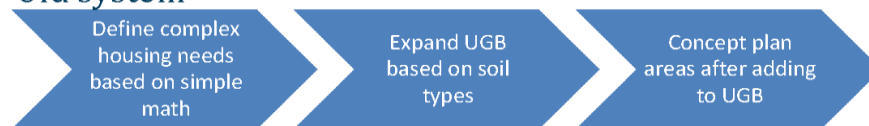
Per work program endorsed by Metro Council in February 2017

	Summer - Fall 2017	Winter 2018	Spring 2018	Summer 2018	Fall 2018
Program milestones	<div style="border: 1px solid black; padding: 5px; display: inline-block;">Clarify expectations for cities</div>	<div style="border: 1px solid black; padding: 5px; display: inline-block;">City letters of interest due</div>	<div style="border: 1px solid black; padding: 5px; display: inline-block;">City proposals due</div>	<div style="border: 1px solid black; padding: 5px; display: inline-block;">Metro COO rec., followed by MPAC rec.</div>	<div style="border: 1px solid black; padding: 5px; display: inline-block;">Council decision</div>
Cities proposing expansions	<ul style="list-style-type: none"> Concept planning for urban reserves Letters of interest due Dec. 29 		Proposals due May 31	Present proposals	
MTAC	Recommendation: clarify expectations for cities proposing residential UGB expansions		<ul style="list-style-type: none"> Discussion: merits of city proposals Recommendation: tech advice, if requested by MPAC 		
Peer review groups	Regional population and employment forecast				
	MetroScope model				
	Buildable land inventory methods and results and other model assumptions (LUTAG)				
			Strengths & weaknesses of city proposals (Crag)		
MPAC	Recommendation: clarify expectations for cities proposing residential UGB expansions		<ul style="list-style-type: none"> Discussion: merits of city proposals Recommendation to Council 		
Public comment opportunities	City planning processes		<ul style="list-style-type: none"> Opt-In poll Online comment period 	Council hearings	Council hearings
Metro Council	Decision: clarify expectations for cities proposing residential UGB expansions		Discussion: merits of city proposals		<ul style="list-style-type: none"> Direction (Sept) Decision (Dec)

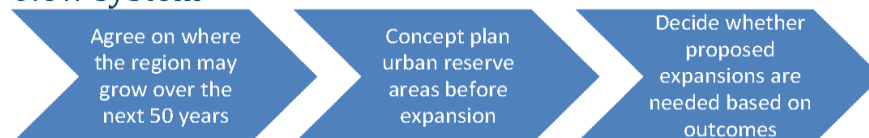


Evolution of regional growth management process

Old system



New system



Ongoing improvements to the region's urban growth management process

Protect farms and forests and make the most of what we have

- 1995: 2040 Growth Concept:
- Focus most growth in existing urban areas
 - Expand the UGB in urban reserves when needed
 - Protect industrial areas
 - Consider implications of growth in neighbor cities
- 1996: Urban Growth Management Functional Plan:
- Protections for industrial lands
 - No net loss for residential zoning
- 1997: Regional Framework Plan:
- Focus on redevelopment and infill
 - Provide housing choices
- 2010: Urban and Rural Reserves (long-term vision for urban footprint)

Take an outcomes-based approach

- 2009: Initial direction on six desired outcomes
- 2010: Formal adoption of six desired outcomes
- 2014: Climate Smart Communities Strategy
- 2016: Equity Strategy

Have a plan before expanding the UGB

- 2010: Require a concept plan before expansion
- 2011: Require additional consideration of housing affordability in concept plans

Improve technical analysis

- Ongoing: Peer review of models, methods, and forecasts
- 2009 on: Use of range forecast to acknowledge uncertainty
- 2014 on: Use of range of capacity to acknowledge uncertainty
- 2018 on: More explicit use of scenario modeling to inform growth management

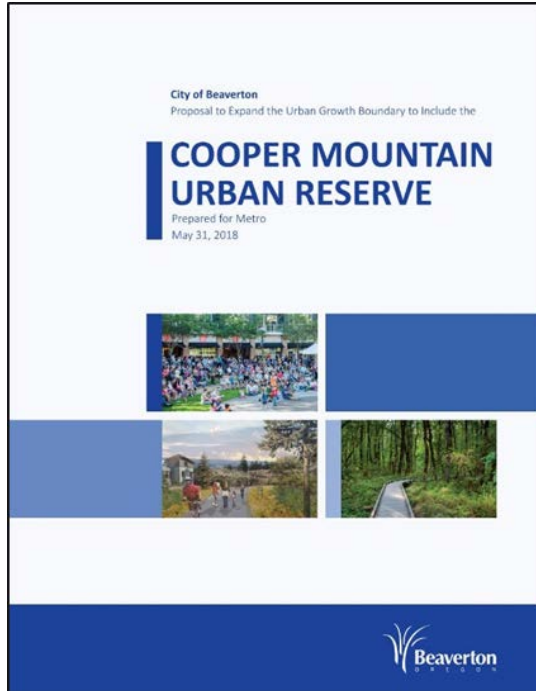
Track development trends

- Periodic: Regional Industrial Site Readiness inventory
- Periodic: State of the Centers
- Periodic: Regional Snapshots
- Periodic: Urban Growth Reports

Be responsive to city proposals for UGB expansions

- 1992: Create annual opportunity for proposed non-residential expansions
- 2007: 2040 Planning and Development Grant program begins to fund local planning
- 2010: Create expedited UGB process for industrial expansion proposals
- 2017: Create mid-cycle UGB process for modest residential expansion proposals
- 2017: Clarify expectations for cities proposing residential expansions

Materials following this page were distributed at the meeting.



Urban Growth Boundary Expansion Proposal

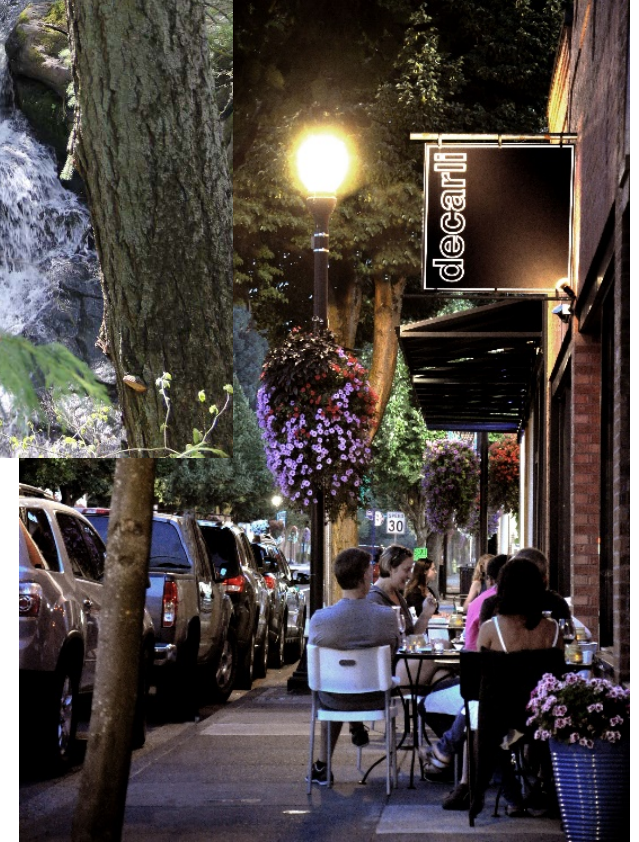
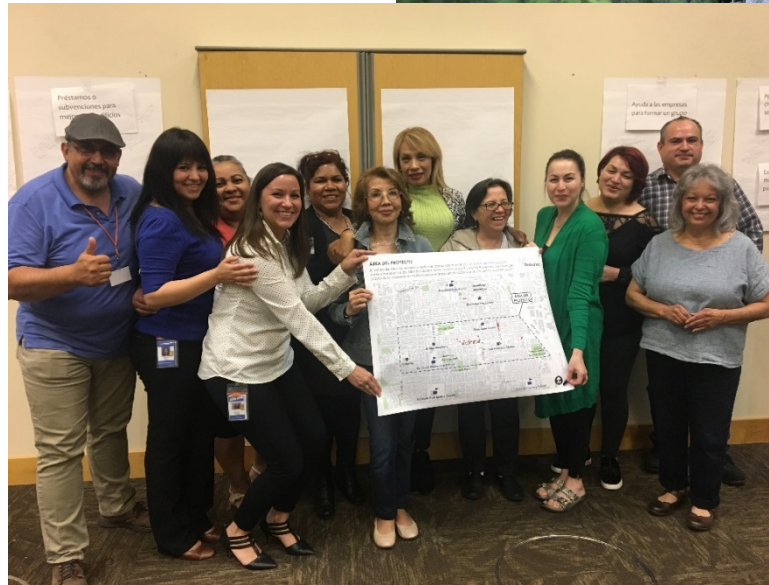
Metro Council, Jun 19, 2018



Overview

About Beaverton

- Downtown development
- Community Vision and Equity
- Affordable housing
- Transportation
- Urban Reserve Area
- Concept plan



Beaverton's mission

“Preserve and enhance Beaverton as a responsive, dynamic, attractive and safe community.”



- About 95,000 residents
- About 65,000 jobs
- Incorporated 1893
- Nearly 25% of residents not born in U.S.
- 28% speak language other than English

Community Vision

- Build Community
- Public Services
- Improve Mobility
- Vibrant Downtown
- Enhance Livability



BEAVERTON COMMUNITY VISION

2017 ANNUAL REPORT



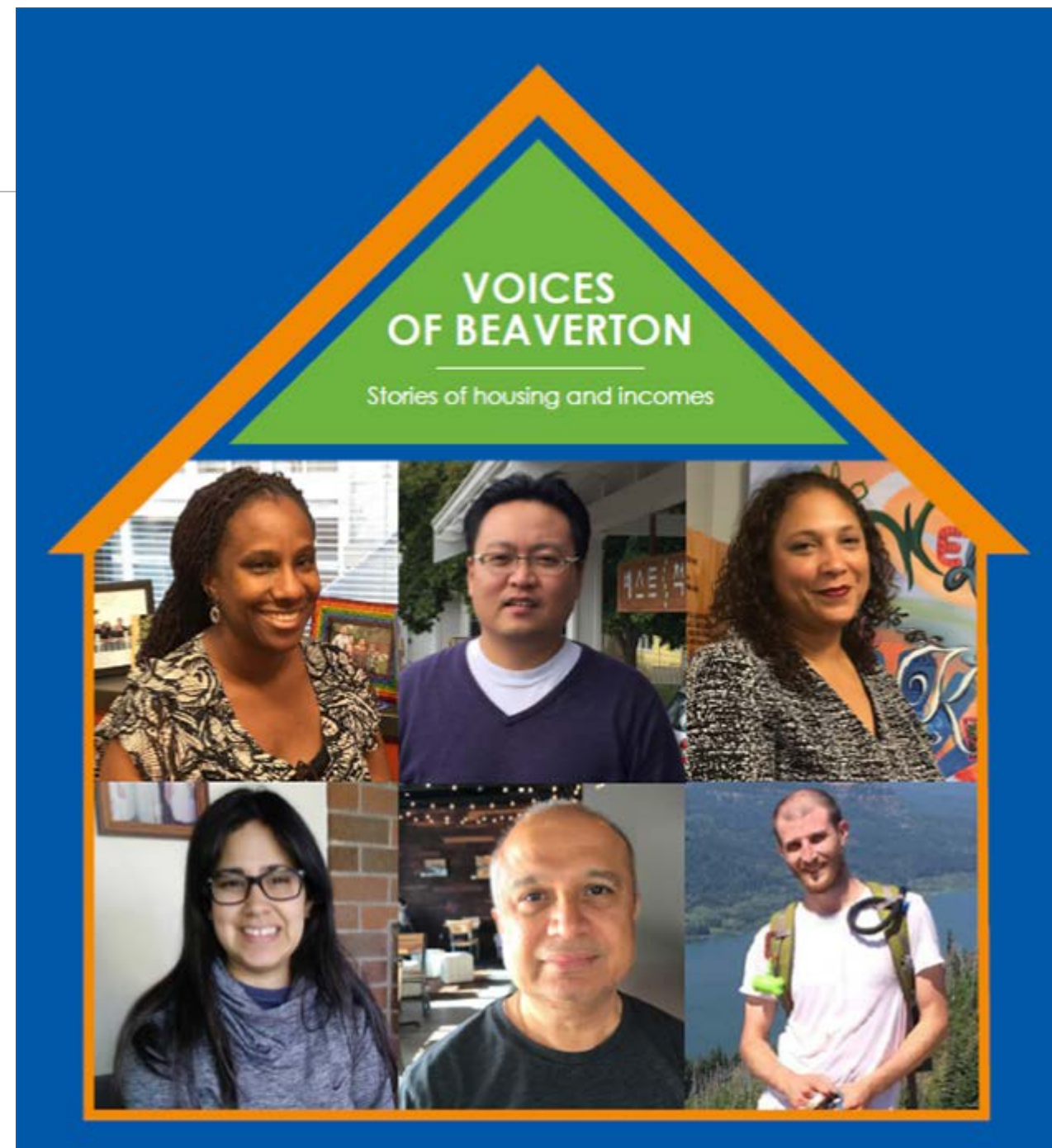
Diversity, Equity and Inclusion

- **2009:** Beaverton Diversity Task Force created
- **2012:** BOLD program for leadership development launches
- **2013:** Diversity Advisory Board Charter adopted
- **2014:** City adopts *Diversity, Equity & Inclusion Plan*
- **2016:** City launches Welcoming Week
- **2016:** Internal Equity Team forms
- **2017:** Beaverton becomes Sanctuary City
- **2018:** Metro Equitable Housing Study begins
- **2018:** *Voices of Beaverton* released



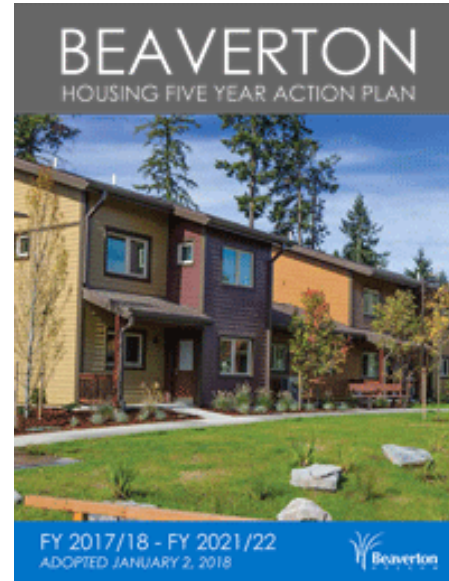
Voices of Beaverton

31 stories, from people at a variety of income levels, age, and race, that explore housing issues and potential solutions



Housing Five Year Action Plan

- Affordable Housing
 - Land acquisition and assemblage
 - Predevelopment assistance
 - Gap financing
 - SDC relief
 - Vertical housing development zones
- Homelessness
 - Blue Ribbon committee
 - Family shelters
- Downtown Revitalization
 - 463 housing units added since 2015



FY2017-18 BUDGET

	Actions	Housing Type	2017-18			
			CDBG	GF	BURA	TOTAL
PROGRAMS	Affordable Housing Acquisition Program	AF; WF		\$125,000	\$100,000	\$225,000
	Affordable Housing Development Program	AF; WF		\$125,000	\$100,000	\$225,000
	Affordable Housing Tax Exemption Program	AF		TBD		\$0
	Vertical Housing Program	AF; WF; MK; EX		TBD		\$0
	Home-Ownership Program (non-profit)	AF	\$220,000			\$220,000
	Housing Rehab Program (non-profit)	AF	\$135,000			\$135,000
	Healthy Housing Initiative (Housing Code Enforcement Program)	ALL		STAFF		\$0
	Homeless Shelter Services	HM	\$45,000	\$27,000		\$72,000
	Emergency Rent Program (non-profit)	HM; AF	\$26,500	\$12,500		\$39,000
	Housing Location Rental Services	ALL		\$25,000		\$25,000
Sub Total			\$426,500	\$314,500	\$200,000	\$941,000
PROJECTS	Old Town Housing	AF; WF; MK		STAFF		\$0
	Beaverton Central Housing	AF; WF; MK		STAFF		\$0
	Severe Weather Shelter	HM		\$45,000		\$45,000
	Assist Establishment of Homeless Family Shelter (non-profit)	HM	STAFF	STAFF		\$0
	Sub Total			\$0	\$45,000	\$0
BEST PRACTICES	Affirmatively Furthering Fair Housing Standards Assessment	AF; WF	STAFF	\$10,000		\$10,000
	Unregulated to Regulated Multi-family Housing Exploration	AF; WF		\$100,000		\$100,000
	Update Buildable Lands Inventory	ALL		STAFF		\$0
	Housing Advocacy	ALL		STAFF		\$0
Sub Total			\$0	\$110,000	\$0	\$110,000
POLICY	Overnight Camping Ordinance Update	HM		STAFF		\$0
	Temporary and Long-term Shelter Code Update	HM		STAFF		\$0
	Permit Fee Waiver	ALL		STAFF		\$0
Sub Total			\$0	\$0	\$0	\$0
OUT-REACH	Housing Program Outreach	ALL		STAFF		\$0
	Sub Total			\$0	\$0	\$0
Total			\$426,500	\$469,500	\$200,000	\$1,096,000

Affordable Housing

- Beaverton Affordable Multi-Family Housing Preservation and Development Study

- New funding sources
- New strategies

- 2018-2019 City Council priority:

- Over a million dollars proposed for affordable housing acquisition/development and low-cost market rate preservation
- Exploring partnership opportunities with special districts also acquiring property in Beaverton

Bridge Meadows

Intergenerational housing

30-80% AMI



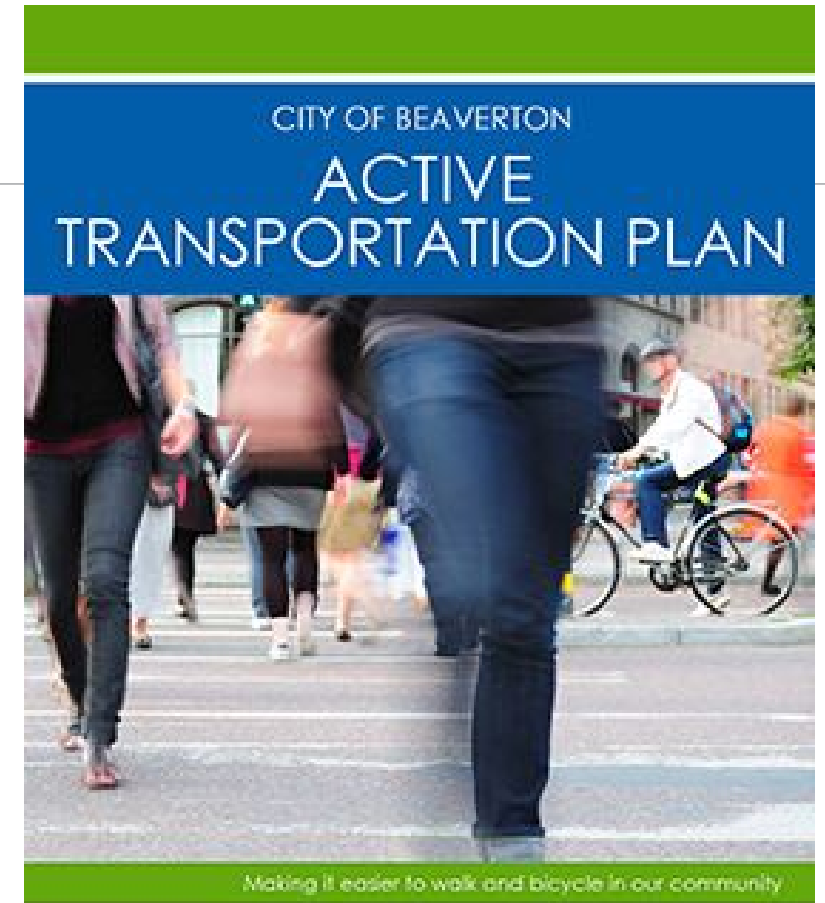
The Barcelona

0-30% AMI



Transportation

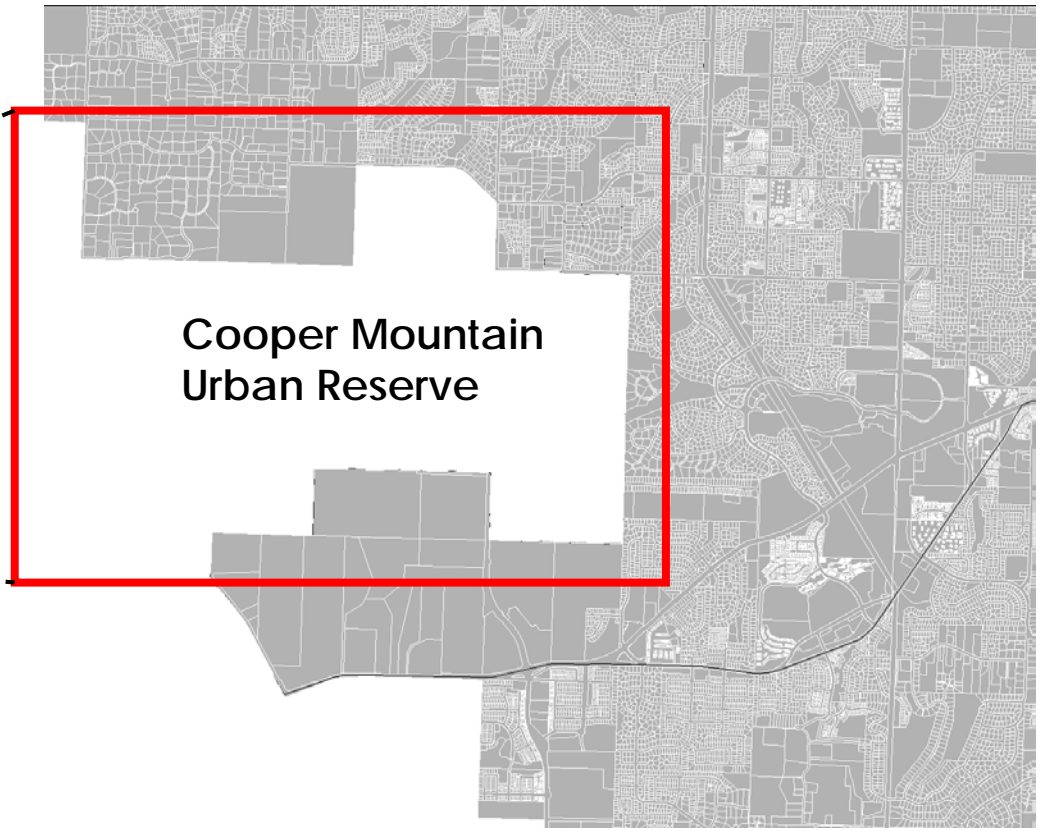
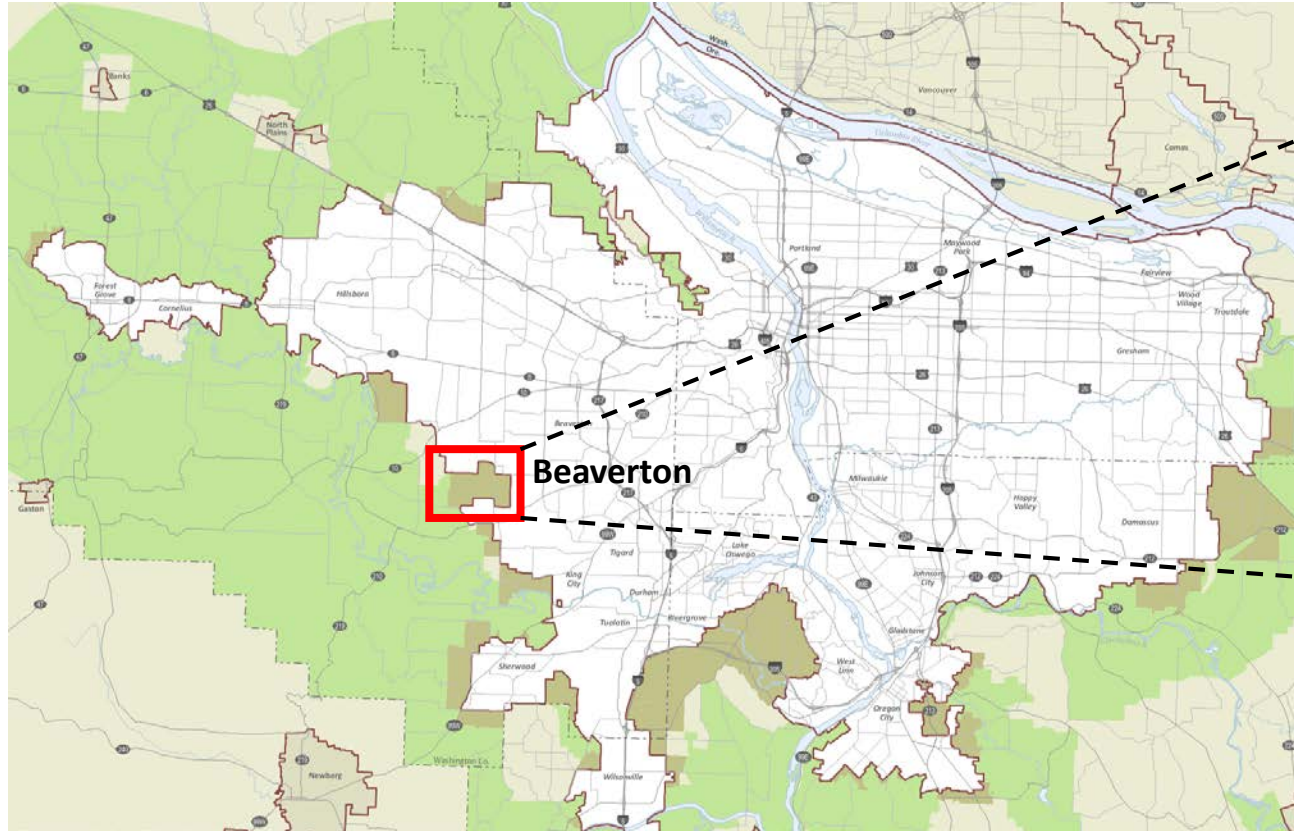
- **Adding important connections** that will move the City toward the development of complete bicycle and pedestrian networks;
- **Enhancing the safety** and attractiveness of existing pedestrian and bicycle facilities;
- The development of **direct and low stress routes**; and
- Providing **more travel mode options** for both residents and non-resident users
- Planning **seamless transitions** to neighboring jurisdictions



NOVEMBER 2017

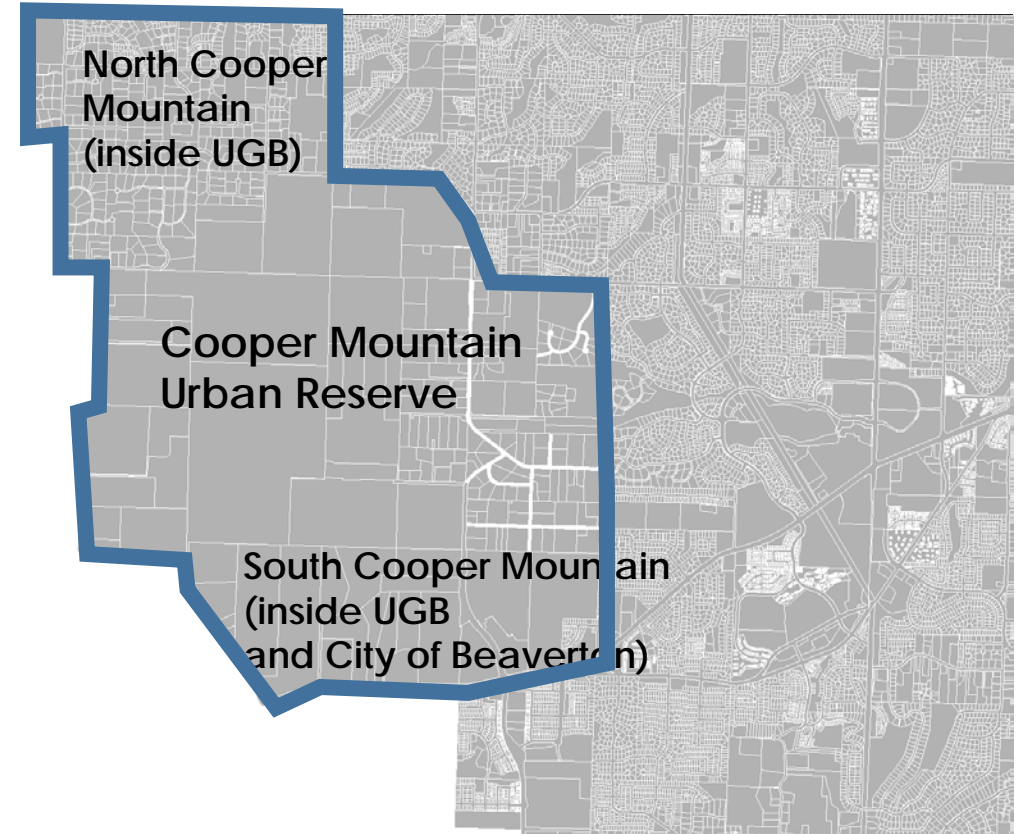
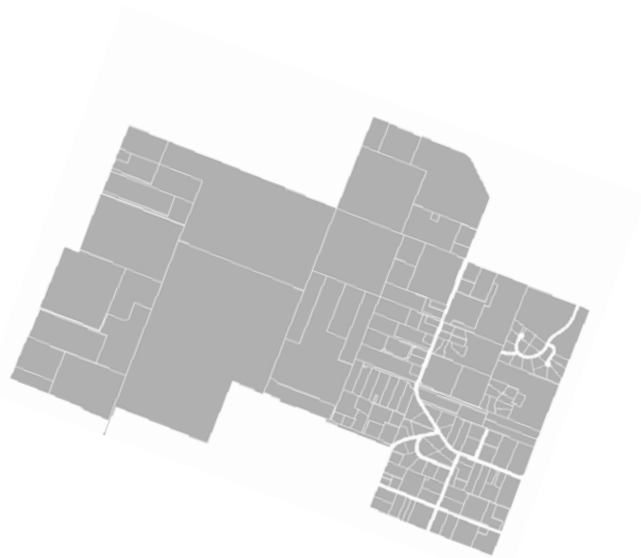


Urban Reserve Context



UGB Expansion Proposal Overview

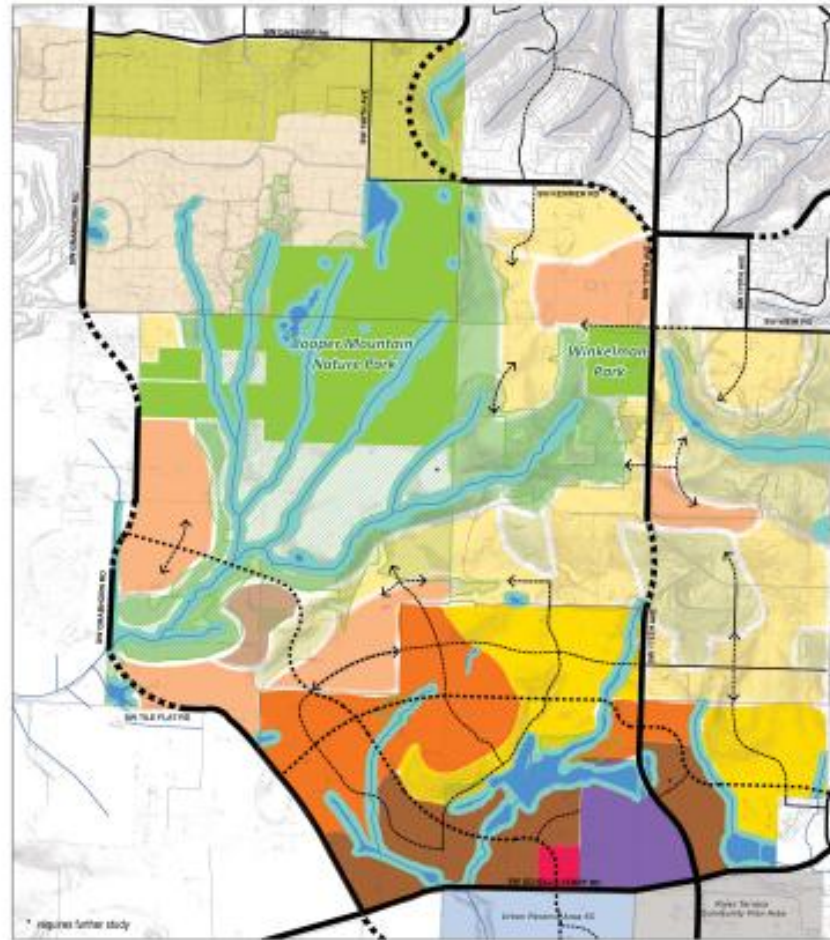
1. Why expand here?
2. Why expand now?
3. How do we get it done?



Concept Plan Land Use Framework

Why Now?

- High housing need
- Plan for future housing



Why now?

- Beaverton needs 12,300 housing units by 2035
- Urban reserve provides:
 - 1,200 acres
 - 600 developable acres
 - 3,700 units
 - Residential uses
 - Single-family (variety of lot sizes)
 - Townhomes
 - Apartments



Why Now?

461 units Fox Hollow

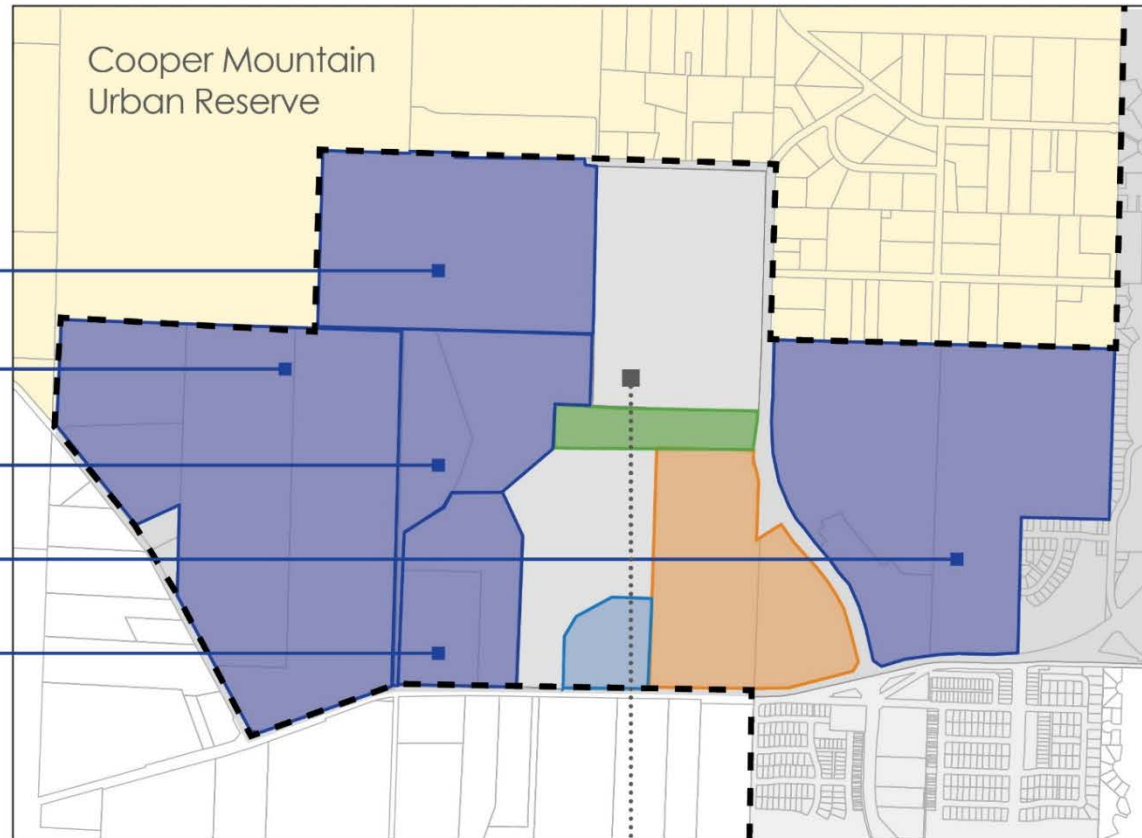
892 units Scholls Heights

245 units Scholls Valley Heights

731 units SCM Heights

229 units The Ridge

2,558 units entitled



Mountainside High School
Main Street
THPRD

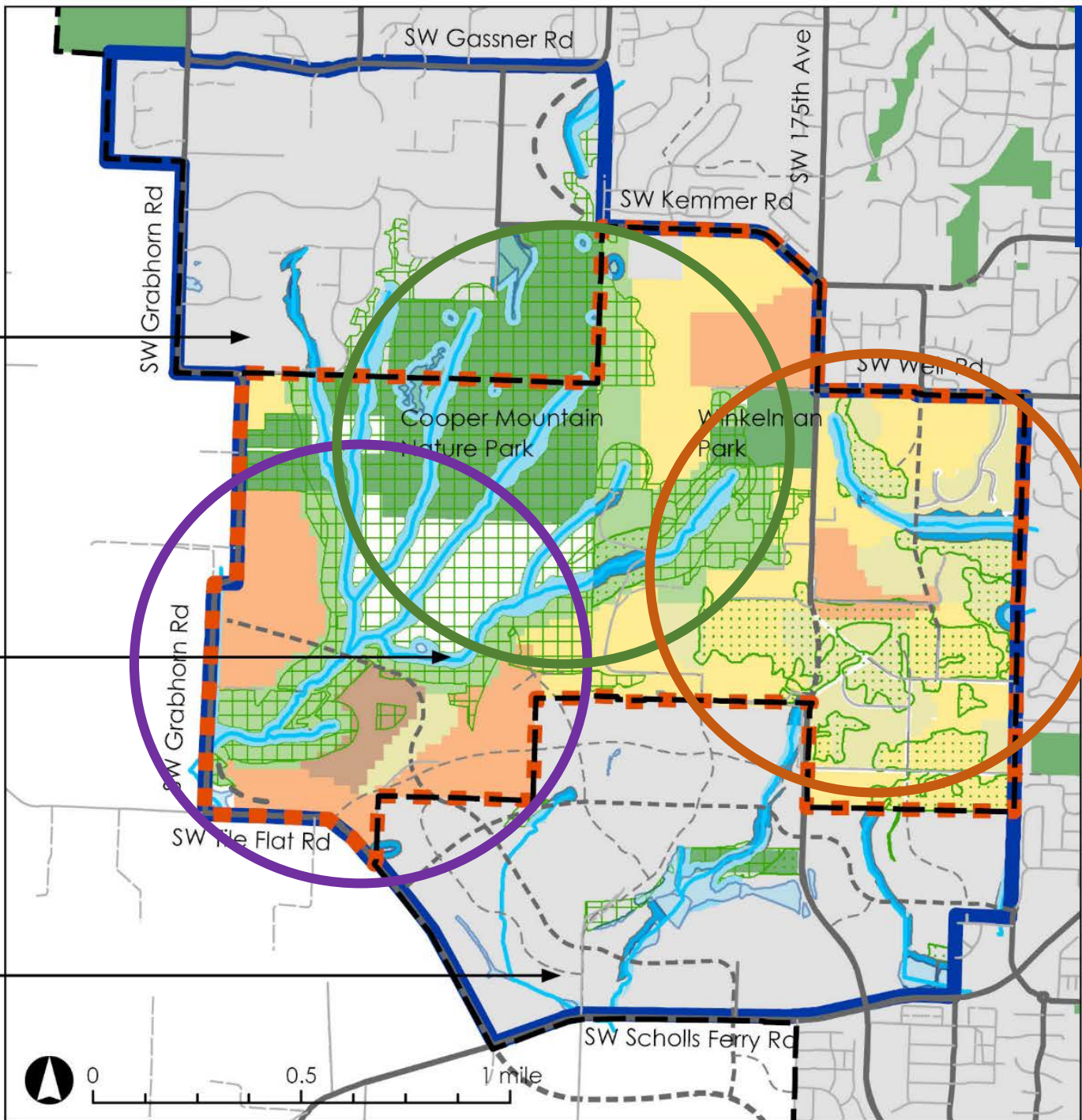
297 units The Vineyard
In Process

South Cooper Mountain Concept Plan

North Cooper Mountain
Inside the UGB, in unincorporated Washington County

Cooper Mountain Urban Reserve
Outside the UGB, in unincorporated Washington County

South Cooper Mountain
Inside the UGB, in Beaverton

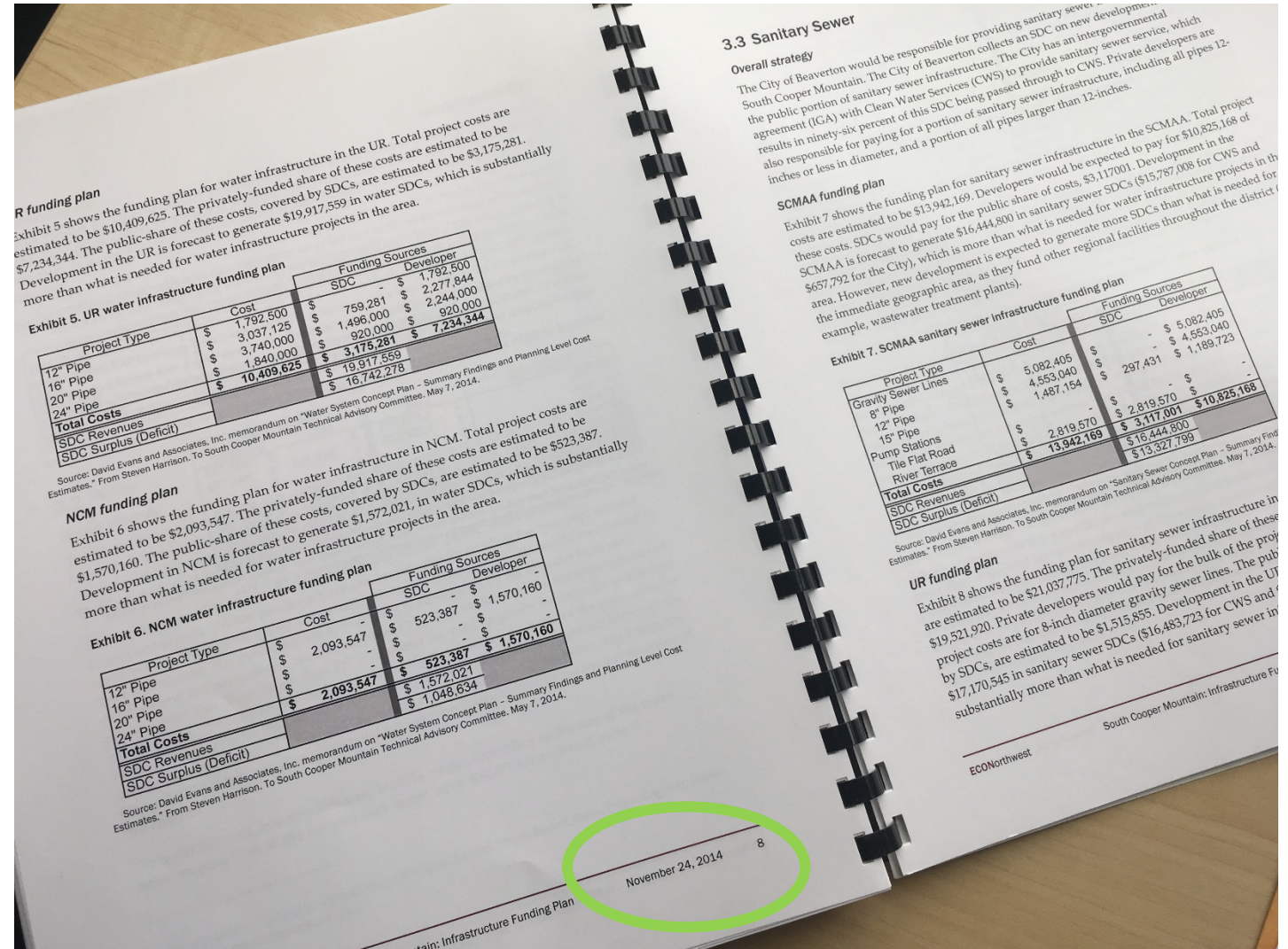


- Entire area planned comprehensively
- Density allocated across entire area
- Connected infrastructure plans

- Urban Reserve:
- Recognizes natural areas and topography in planning
 - Anticipates density transfers for natural areas
 - Plans for a variety of housing types

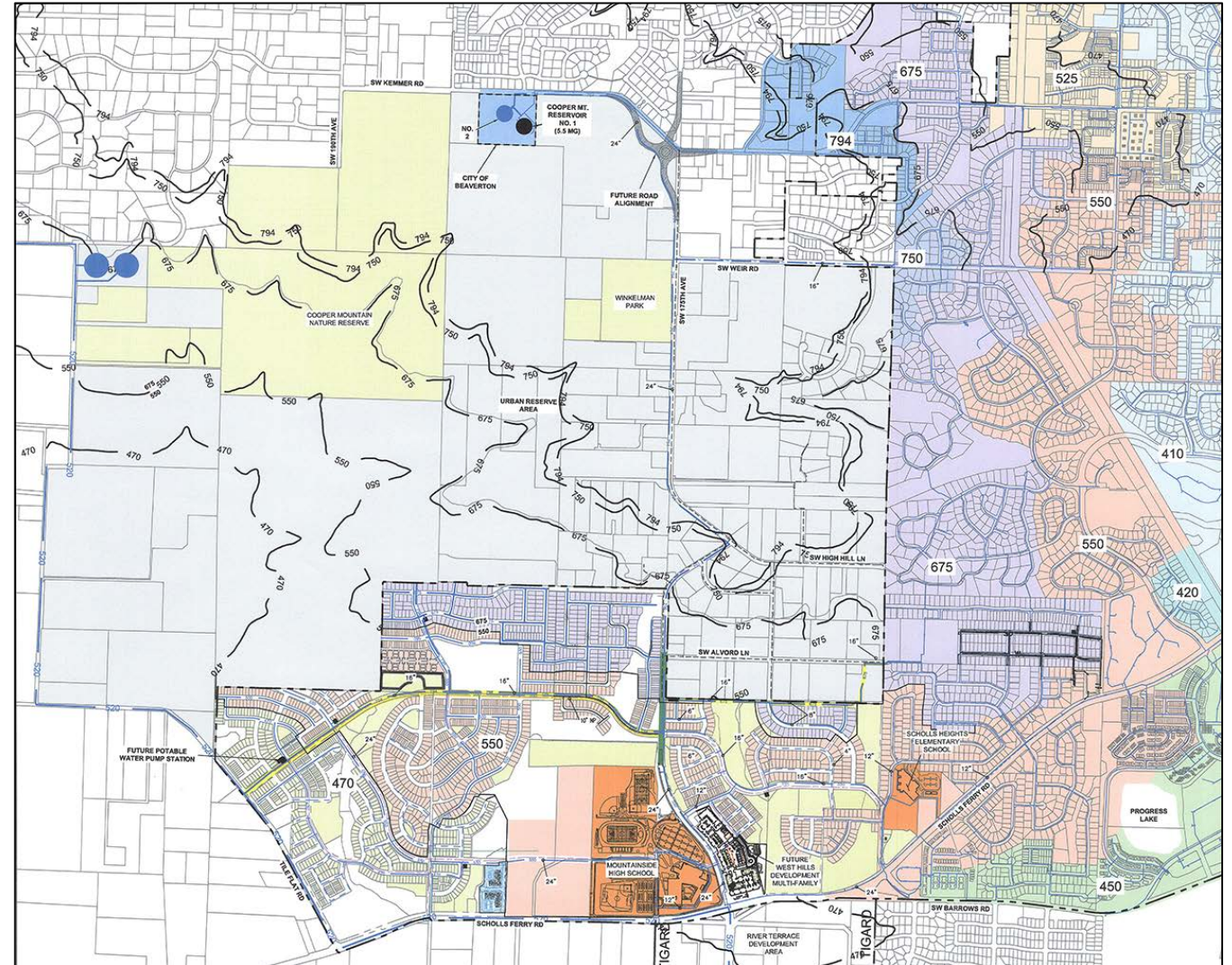
Infrastructure: Financing

- Developer and SDC financing, including supplemental SDCs for streets and parks
- Transportation funding is more complex with additional funding sources
- New tools will be explored for the Urban Reserve



Infrastructure: Master Plans and Construction

- City updating water and sewer master plans now, will be completed in fall 2018
- Projects underway or completed:
 - Mountainside High School opened in 2017
 - High pressure water line
 - Washington County/Beaverton work on 175th
 - New 5.5 million gallon reservoir in the urban reserve
 - Proposed 24" transmission main



Conclusion

“We have a vision for Cooper Mountain that includes new livable, walkable neighborhoods but also calls for us to honor the unique landscape and ensure a legacy of natural resource protection and connection.”

Mayor Denny Doyle





Urban Growth Boundary Expansion

Thank you!
Questions?

Concept Plan Land Use Framework

All of the Urban Reserve Area (URA) shows conceptual "Future Land Use" because urban development cannot occur until Metro, in partnership with the region and subject to state review, expands the UGB to include some or all of this area. The timeline for development to occur in the URA is less predictable than in the UGB, and will likely span several decades.



Development Types

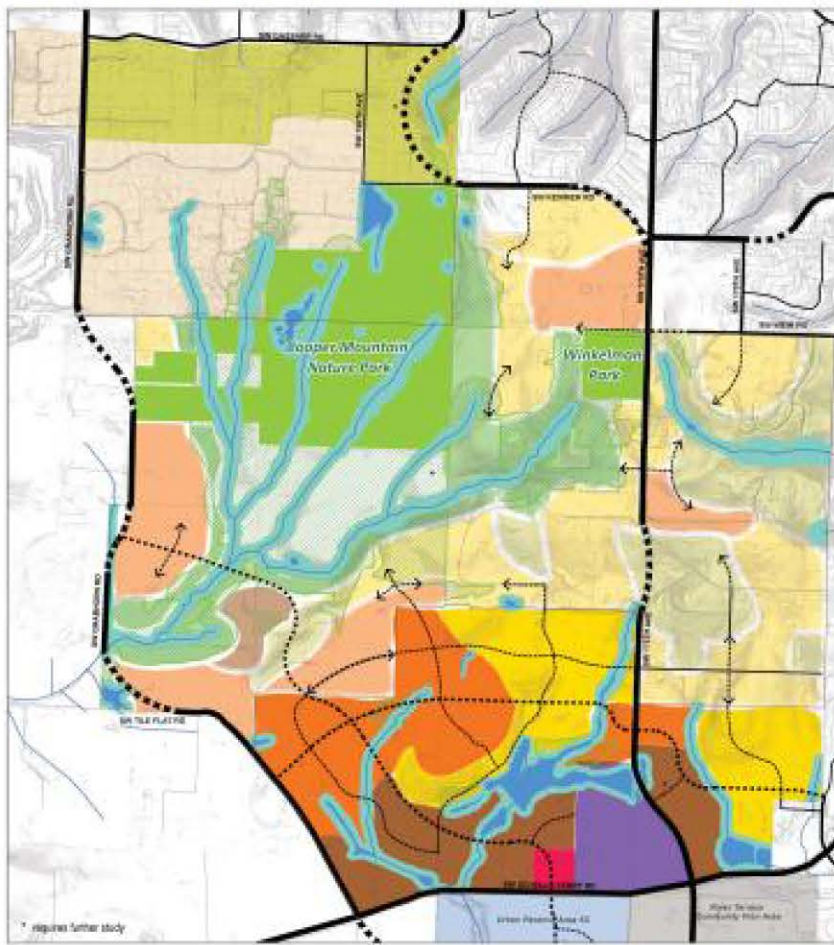
What is a Development Type?

Development types are the land use designations on the Concept Plan Land Use Framework. They are made up of multiple building types (created based on real buildings and local regulatory parameters), grouped and mixed together to represent the types of places and neighborhoods planned for South Cooper Mountain.

Summary of Development Types Identified for South Cooper Mountain

The development types found on the Concept Plan Land Use Framework are described below. Example images of some of the buildings that comprise the development type are included for illustrative purposes.

Map Symbol	Development Type	Description
	Urban Neighborhood	Primarily made up of apartments/condos and townhomes, with some small-lot single family homes.
	Future Urban Neighborhood	
	Compact Neighborhood	A mix of single family homes on small lots and townhomes.
	Future Compact Neighborhood	
	Single Family Neighborhood	Includes single family homes on lots ranging from 5,000 to about 7,000 square feet, with a small percentage assumed to be larger lots where topography or other conditions make a slightly lower density appropriate.
	Future Single Family Neighborhood	
	Future Cluster Neighborhood	Primarily applied in places with high quality upland habitat; houses are grouped together on more buildable portions of a property and can share views of and access to nearby natural areas. Lot sizes are assumed to include a range of sizes from relatively small lots to larger lots to account for topography and to provide a transition to resource areas.
	Low Density Neighborhood	Made up of single family homes on lots from roughly 7,000 to 10,000 square feet.
	Future Low Density Hillside Neighborhood	Made up of relatively large-lot single family homes to account for challenging slopes and provide opportunities for "executive"-style housing.
	Very Low Density Neighborhood	Single family homes on lots around one to two acres, similar to the existing development pattern in North Cooper Mountain, providing opportunities for "executive"-style housing.
	Main Street Commercial	Street-oriented ground floor retail, with potential for office and/or residential units on the second floor of some buildings. All of the commercial uses are intended to serve day-to-day needs of residents.



Concept Plan Land Use Framework

- Urban Growth Boundary
- Streams
- Open Water/Wetland/Probable Wetland
- Riparian & Wetland Buffers
- Class A Upland Habitat
- Planned High School Site
- Study Area Tax Lots

Transportation Framework

- Arterial
- Collector
- Neighborhood Route

Near Term (0-20 Year) Land Use

- Very Low Density Neighborhood
- Low Density Neighborhood
- Single Family Neighborhood
- Compact Neighborhood
- Urban Neighborhood
- Main Street Commercial

Future Land Use

- Future Low Density Hillside Neighborhood
- Future Cluster Neighborhood
- Future Single Family Neighborhood
- Future Compact Neighborhood
- Future Urban Neighborhood
- Future Neighborhood Commercial

Prepared By: Angulo Planning Group
 Date: July 2024
 Scale: 0 500 1,000 2,000 Feet





2018 UGB Expansion Proposal for the Advance Urban Reserve

June 19, 2018 Metro Council Worksession

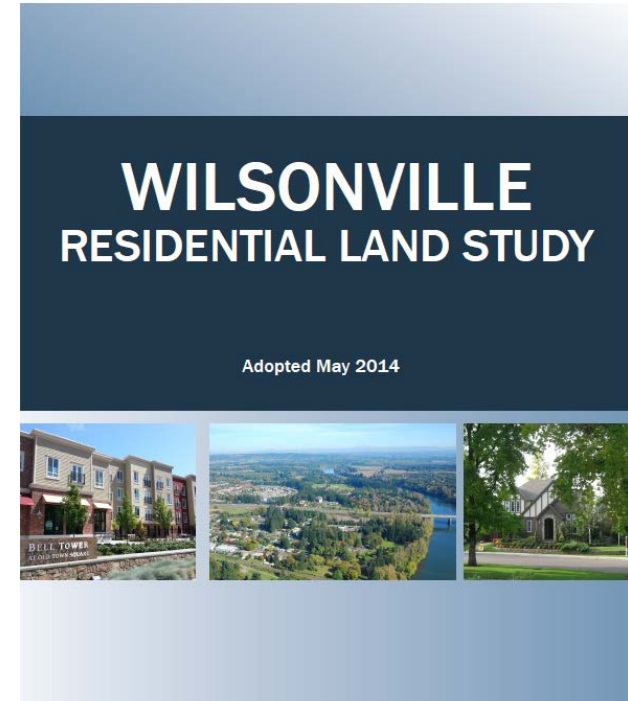




Residential Land Study



- Adopted May 2014
- Growth has been exceeding regional forecast
- Identified need for additional capacity
- Plan recommends Frog Pond, Advance UR and Town Center to meet 20-year needs
- Annual housing reports to track progress
- 57% MF 43% SF
- Difference in housing types between Town Center and Frog Pond



ECONorthwest
ECONOMICS • FINANCE • PLANNING

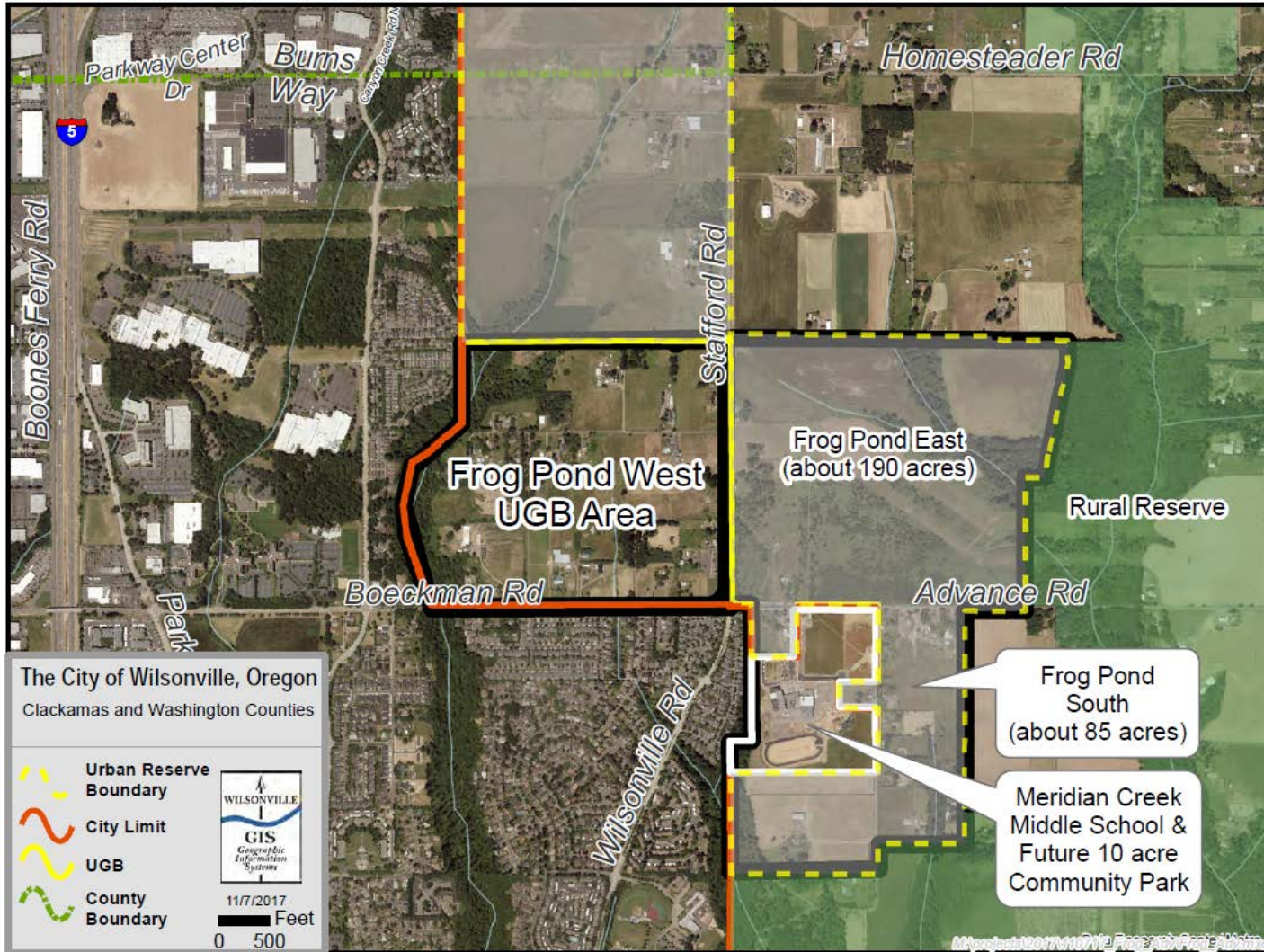
Frog Pond Area Plan



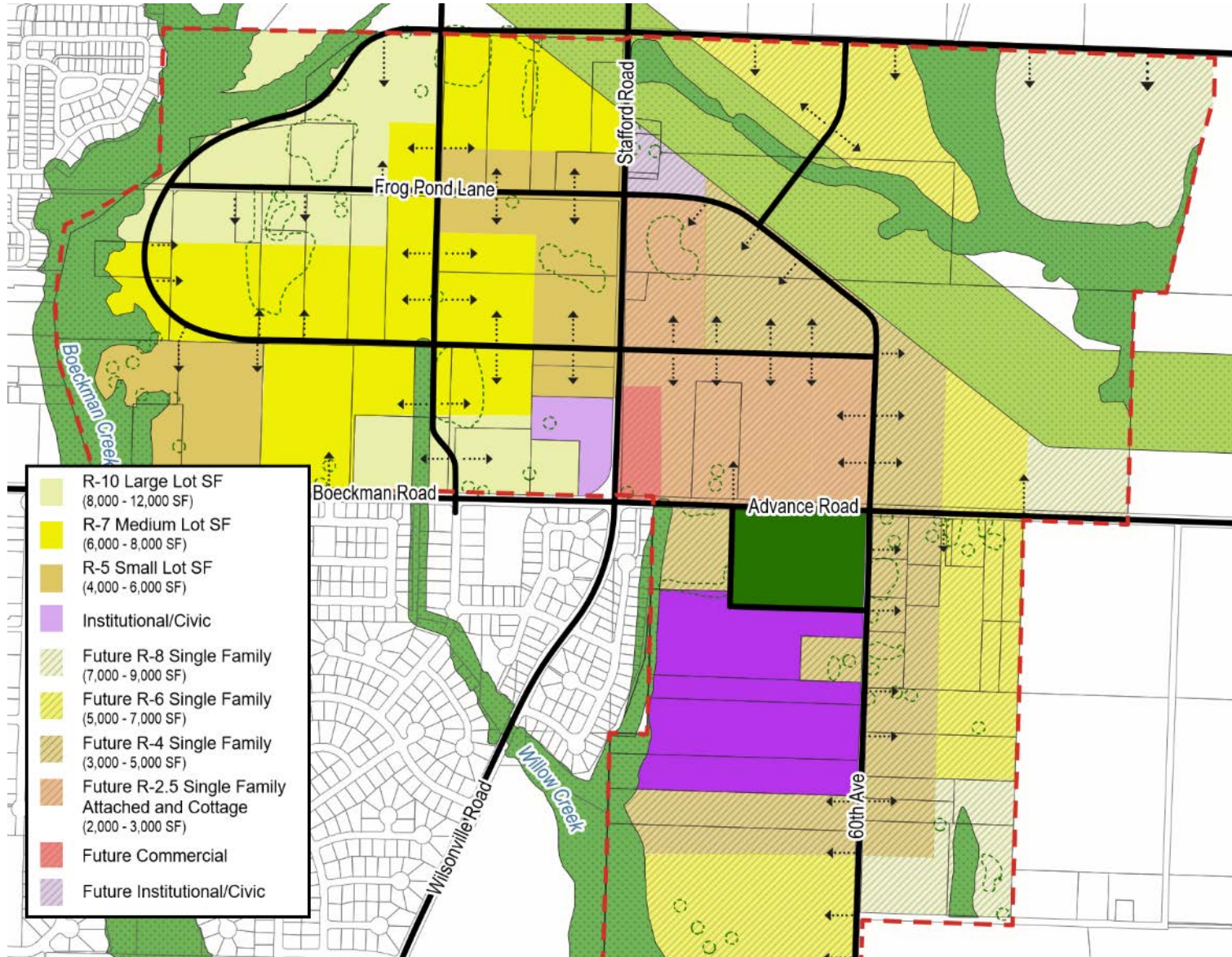
- Three Neighborhoods
- About 500 acres – 275 acres in Urban Reserve
- Established broad land uses, transportation, infrastructure, open space frameworks



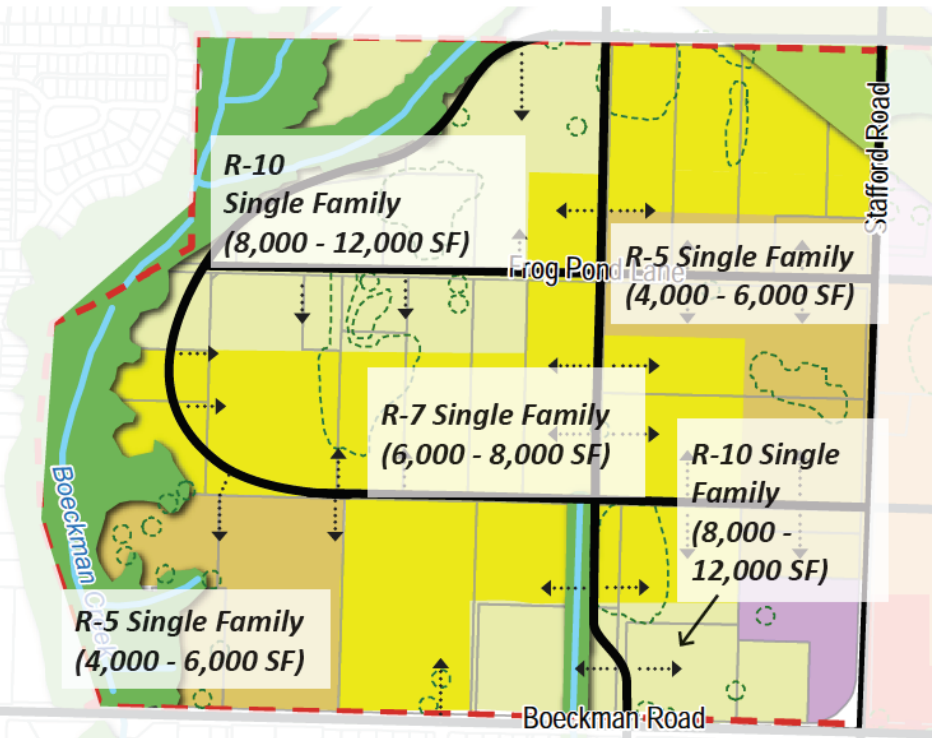
Expansion Area Request



Land Use Framework



Frog Pond West









Conceptual Land Use

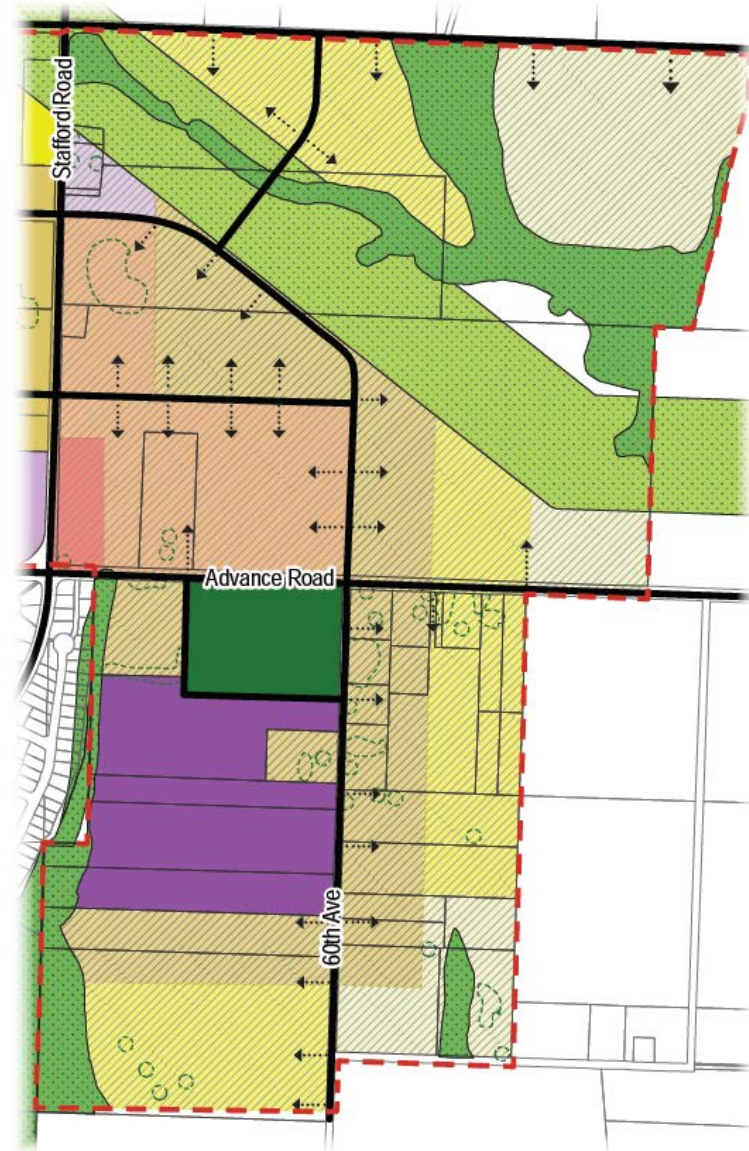


Illustrative Vision

Frog Pond East and South Neighborhoods



-  Future R-8 Single Family
(7,000 - 9,000 SF)
-  Future R-6 Single Family
(5,000 - 7,000 SF)
-  Future R-4 Single Family
(3,000 - 5,000 SF)
-  Future R-2.5 Single Family
Attached and Cottage
(2,000 - 3,000 SF)
-  Future Commercial
-  Future Institutional/Civic



Frog Pond East – Housing Variety and Local Street Demonstration Plan



Frog Pond East – Site Study





Frog Pond Area – Land Use Metrics



Table 1. Land Use Metrics and Capacity (“Option G”)

Residential Designation		West Neighborhood Units	East Neighborhood Units	South Neighborhood Units	Frog Pond Total Units	East+ South Units	Average Lot Size (SF)	Max Units/ ac net
West Neighborhood	R-10 Single Family (8,000 - 12,000 SF)	124	-	-	124	-	10,000	4.4
	R-7 Single Family (6,000 - 8,000 SF)	281	-	-	281	-	7,000	6.2
	R-5 Single Family (4,000 - 6,000 SF)	205	-	-	205	-	5,000	8.7
East & South Neighborhood	Future R-8 Single Family (7,000 - 9,000 SF)	-	120	28	148	148	8,000	5.4
	Future R-6 Single Family (5,000 - 7,000 SF)	-	125	162	287	287	6,000	7.3
	Future R-4 Single Family (3,000 - 5,000 SF)	-	165	286	451	451	4,000	10.9
	Future R-2.5 (2,000 - 3,000 SF)	-	436	-	436	436	2,500	17.4
Total Units		610	846	476	1,932	1,322		
Overall net density		6.3	10.6	8.8	8.4	9.90		

Transportation Framework

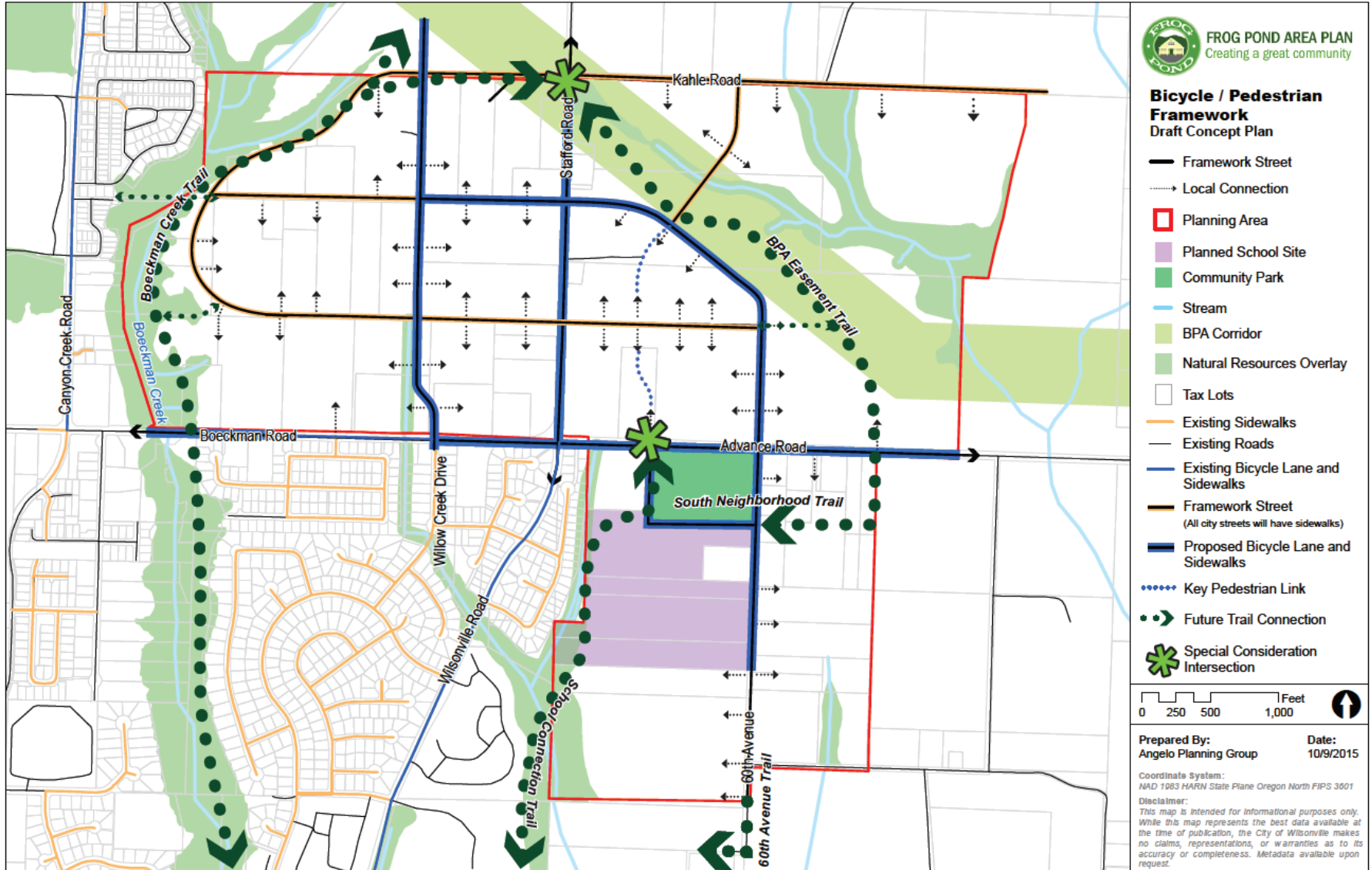




Boeckman Creek Regional Trail



Bicycle and Pedestrian Framework



Parks Framework

2 neighborhood parks, 1 trailhead park, 1 community park

Figure 31. Parks Framework

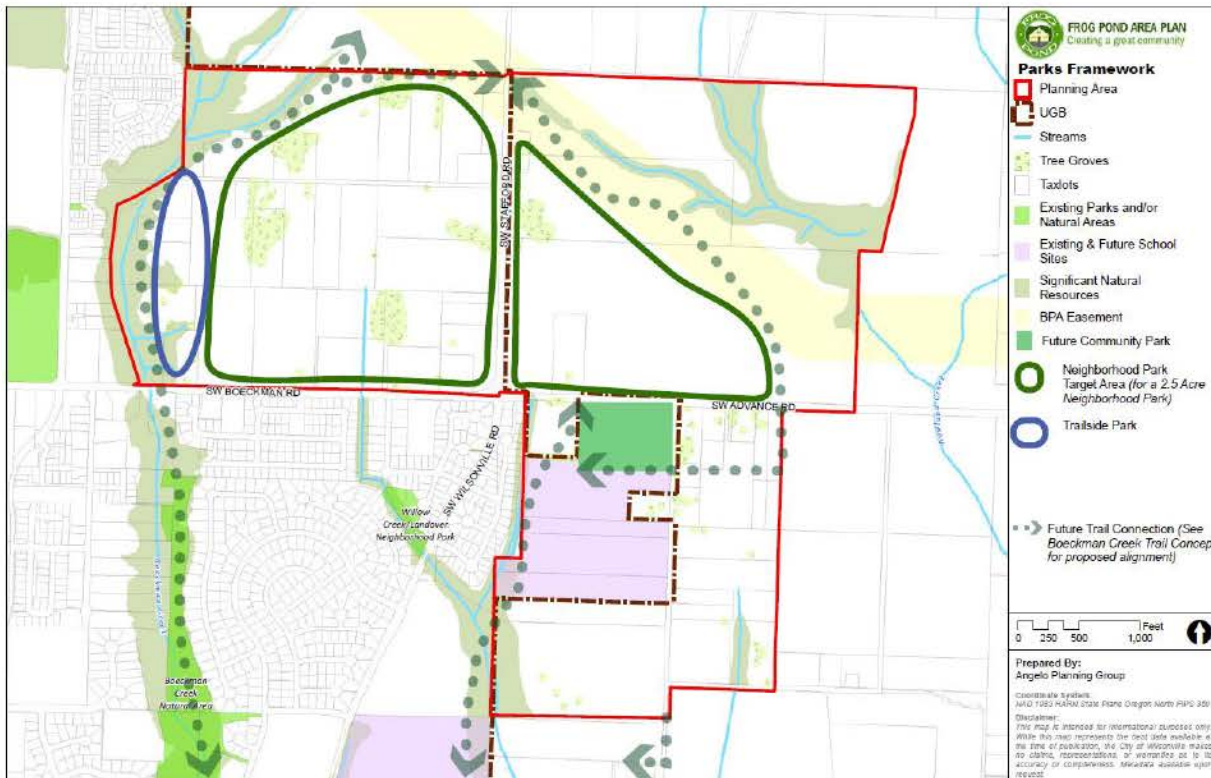


Figure 32. Trailhead Park Examples



Jackie Husen Park, bordering Cedar Mill Creek in Washington County.



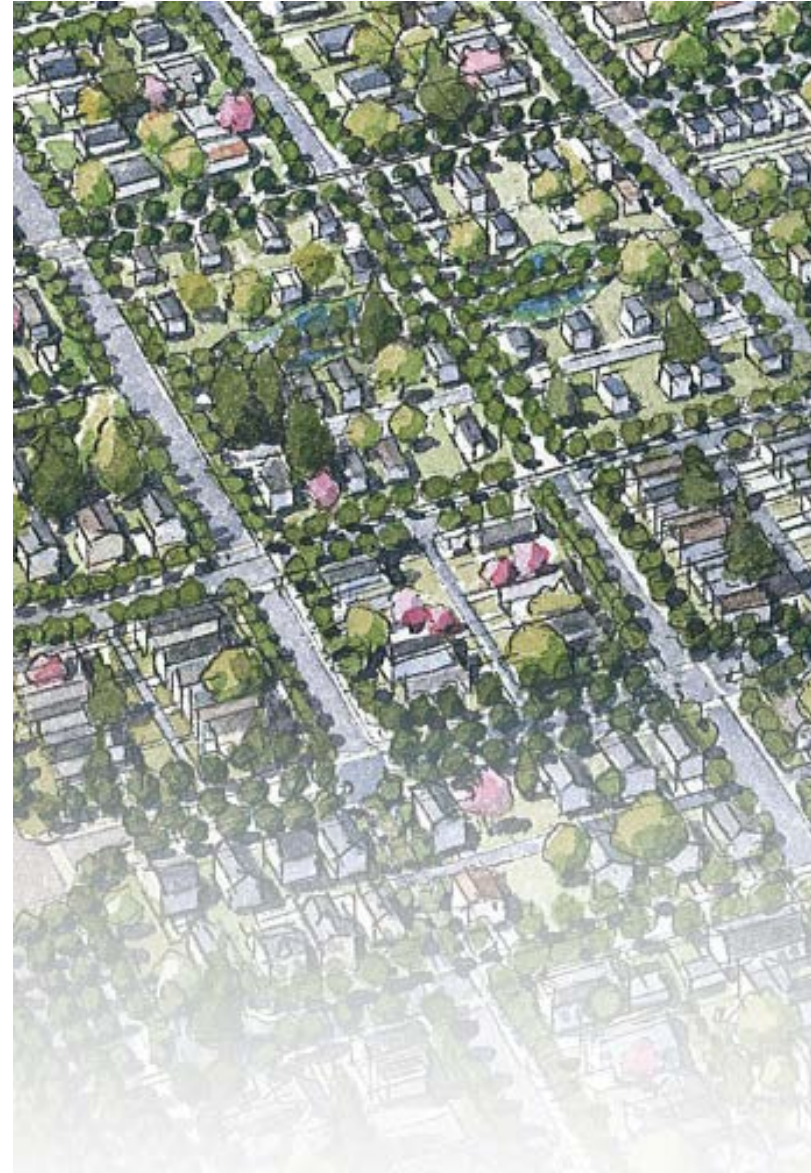
Little Sugar Creek Greenway Park in Charlotte, NC.



Frog Pond West Master Plan



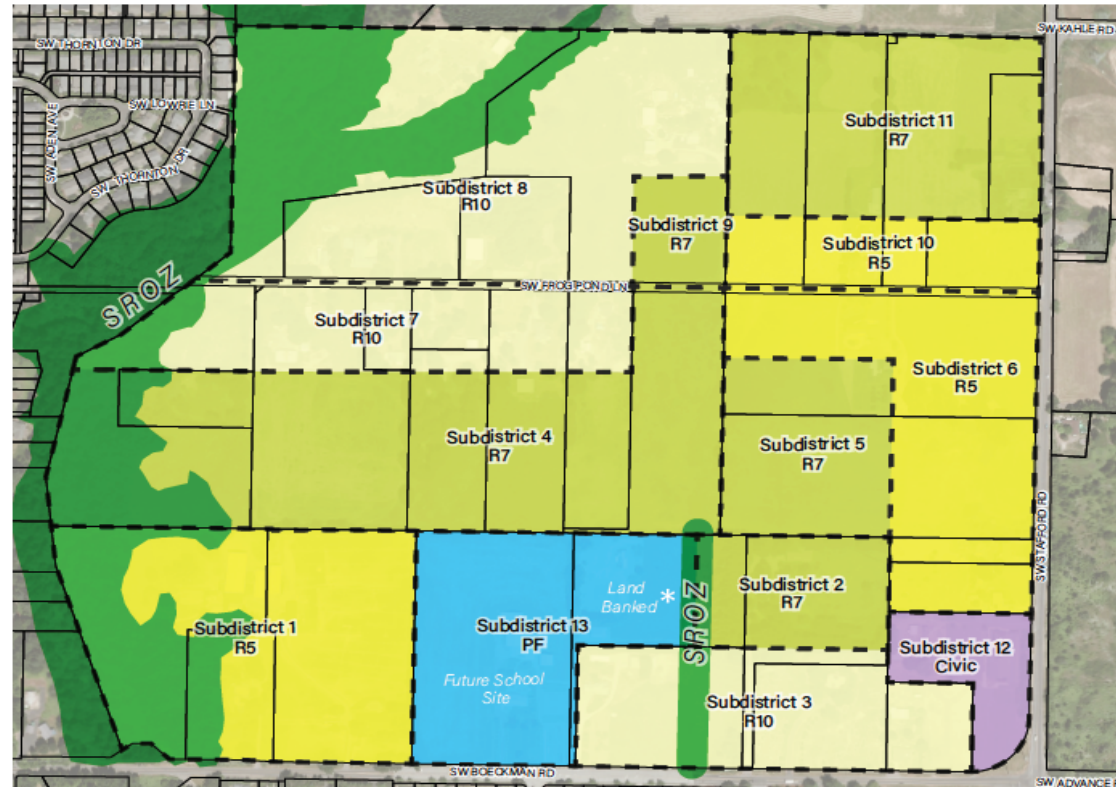
- Adopted July, 2017
- Master Plans set the specific implementation for:
 - Zoning
 - Design guidelines
 - Infrastructure funding
- Similar Master Plans will be prepared for East and South



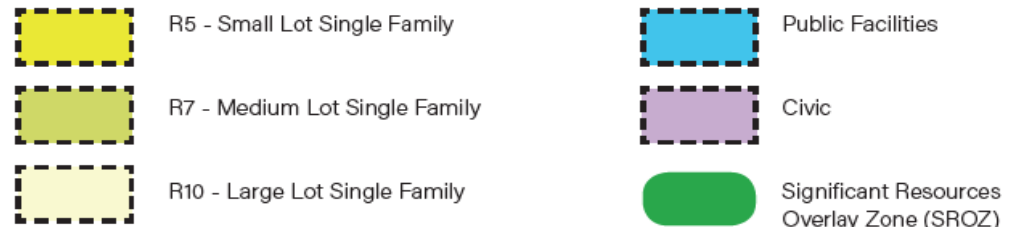
Subdistricts

Subdistricts:

- Set the density and lot standards
- Implement the lot types established in the Frog Pond Area Plan



0 250 500 Feet



* Land banked for school facilities, a neighborhood park, and/or residential use.



Residential Design Standards



- Apply to facades facing streets, pedestrian connections and trails
- Windows – 10% minimum
- Articulation – every 30'
- Design Menu – meet 5 of 17 standards
- House plan variety – no two adjacent or opposite dwellings have same façade.



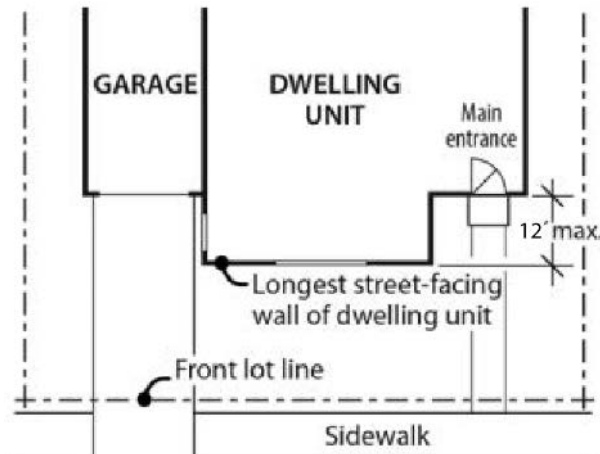
Main Entrances (Example standard from new code)



This



Not This



Lot and Site Design in Small-Lot Subdistricts

Lot and Site Design in Small Lot Subdistricts



Small Lot Single Family Demonstration Plan

The standards allow street-facing, recessed garages. Alleys are optional.



Alleys.



Main entries grouped around a common green.

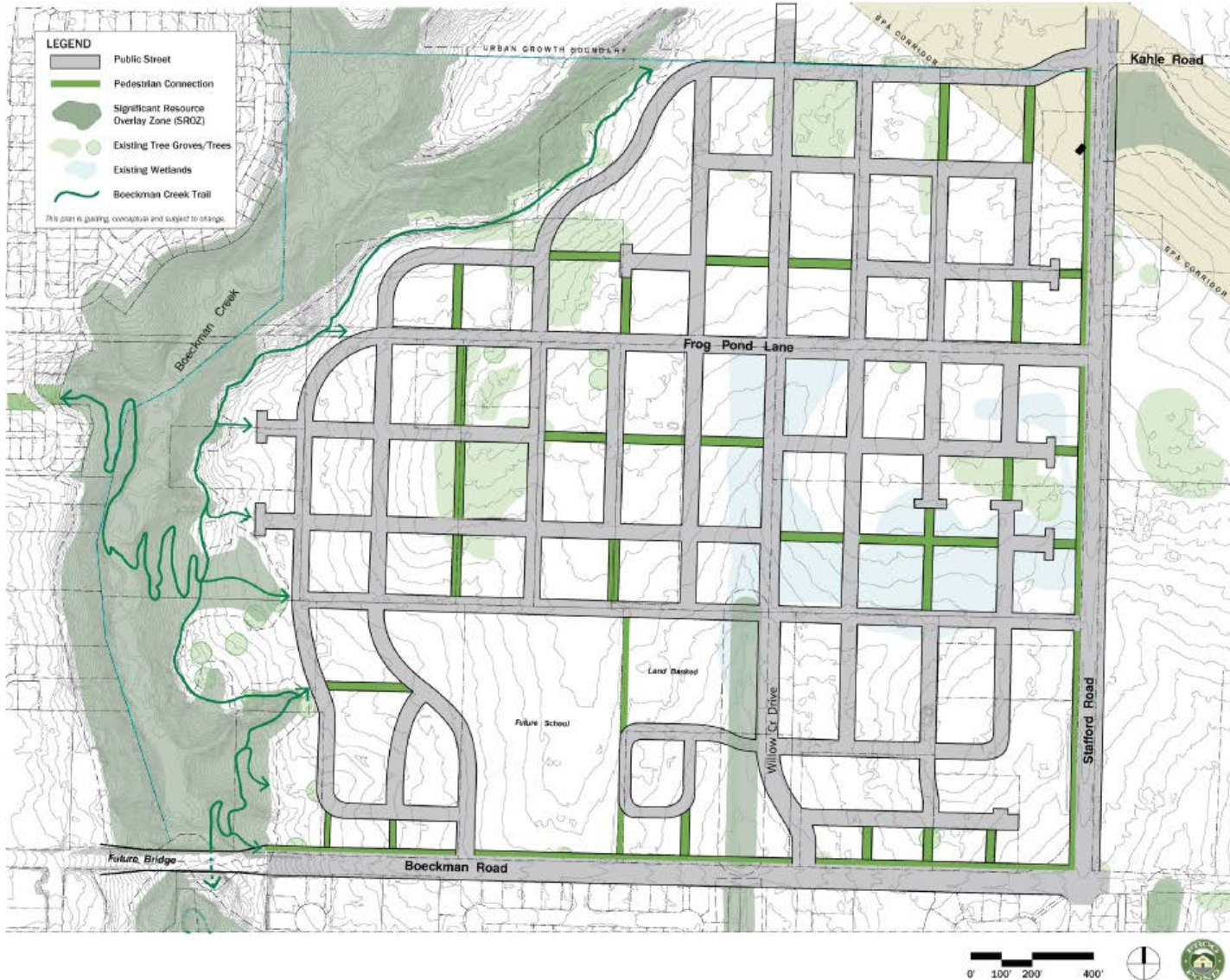


Residences facing pedestrian connection.

East-West Street Orientation

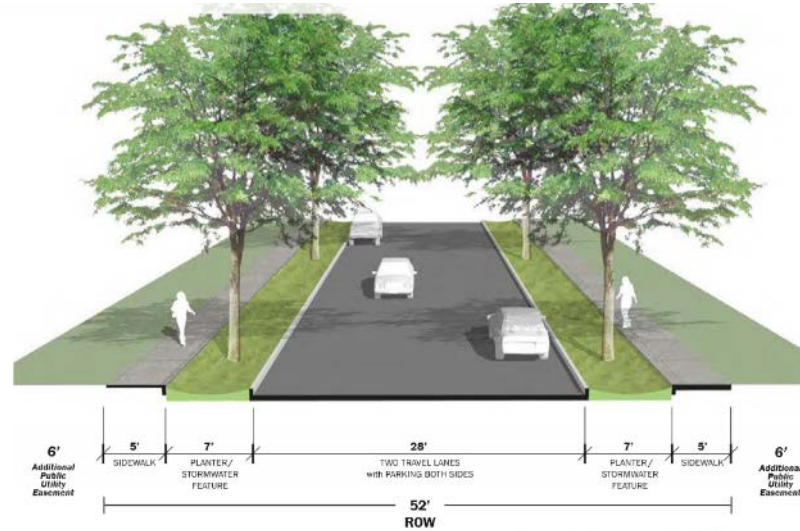


Street Demonstration Plan – key tool for coordinating 25 ownerships

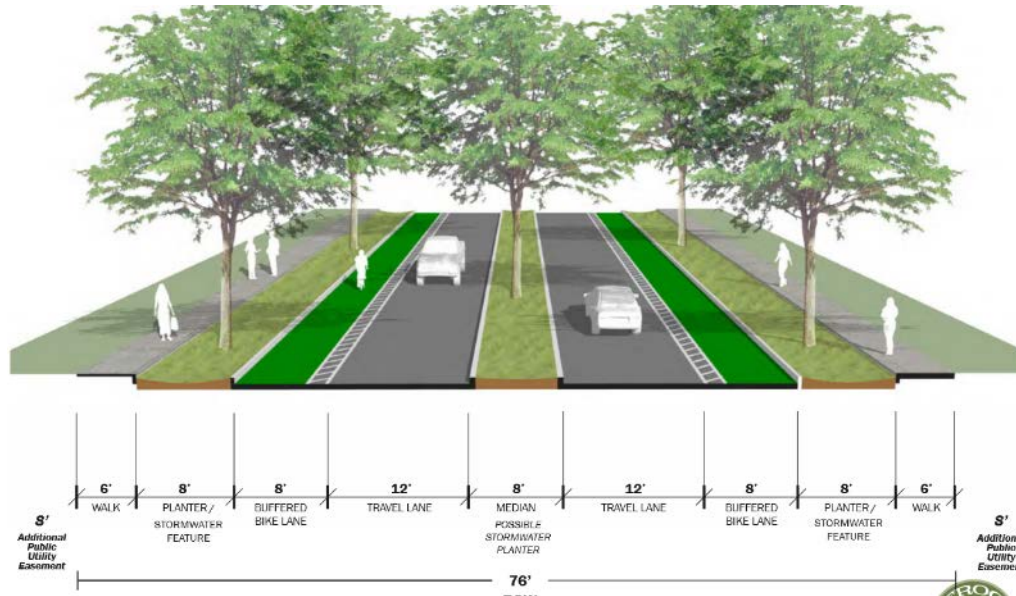


Cross Sections

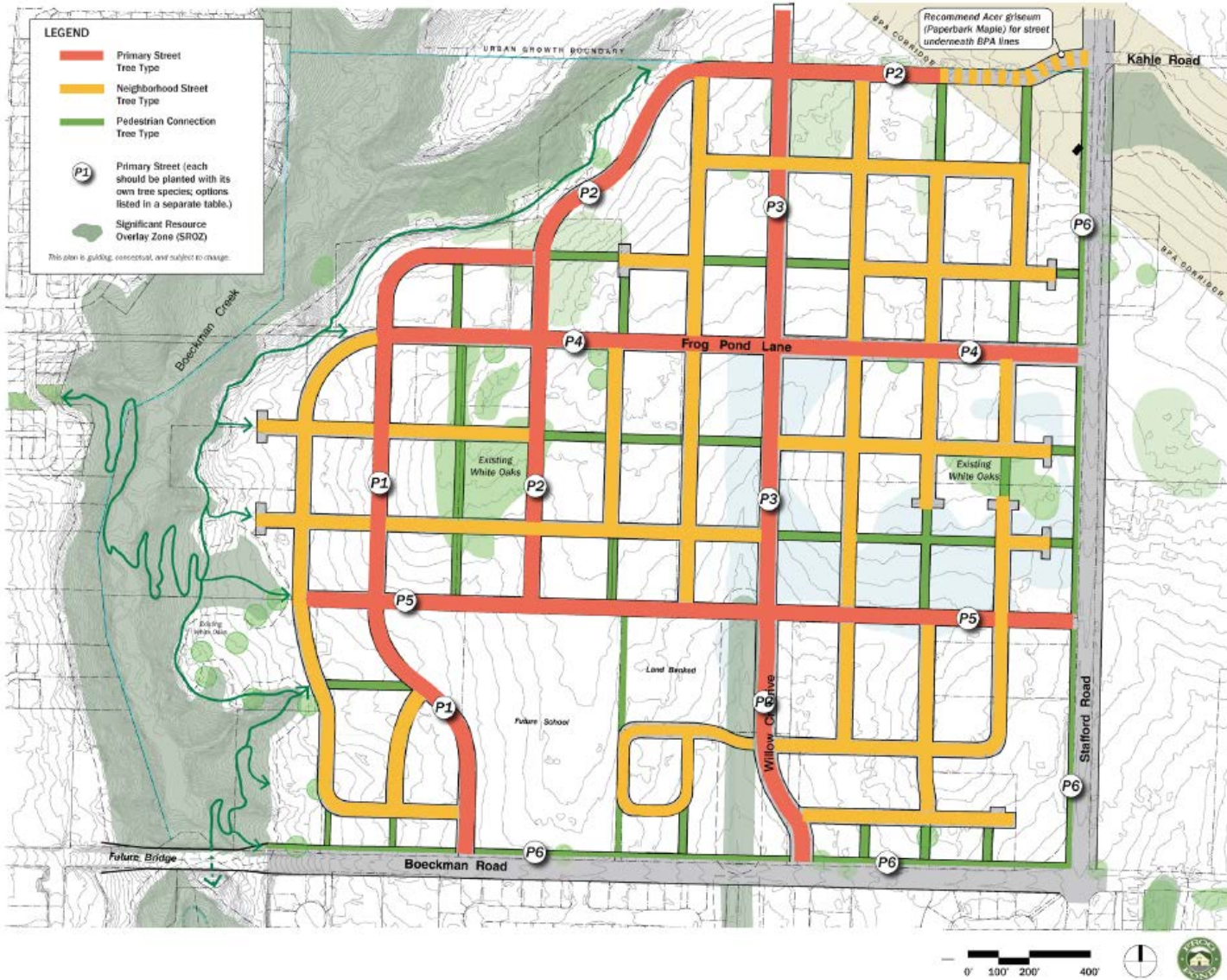
Low Impact
Development
Local Street



Collector –
Gateway



Street Tree Plan



Funding Summary – Master Plan Projects

Project	Estimated Total Cost*	Who Builds	Proposed Funding Sources	Notes / Amounts	
Boeckman Road with sanitary sewer	\$ 4,438,000	City	Supplemental fees SDCs	South side North side	\$ 2.02 million \$ 2.42 million
Stafford Road with water and sanitary sewer	3,164,000	City	Supplemental fees SDCs	West side only, east side pending UGB expansion	
Neighborhood Park	2,407,000	City	Supplemental fees	Land Improvements	\$ 980,000 \$1,427,000
Trailhead Park	1,143,000	City/Developers	SDCs	Land Improvements	\$ 588,000 \$ 555,000
Boeckman Trail	850,000	City/Developers	SDCs		
	\$ 12,002,000				

* All costs are planning level estimates and assume public sector construction



Estimated Supplemental Fees

Frog Pond West Development



Projects	Net "Local" Estimated Project Costs to Recover (rounded)	Number of EDUs*	Allocation per EDU	Admin Overhead 12.0%	Total Estimated Allocation per EDU
Boeckman Rd	\$ 1,597,000	538	\$ 2,970	\$ 356	\$ 3,326
Boeckman Rd sanitary sewer	425,000	490	870	104	974
Stafford Rd	2,146,000	538	3,990	479	4,469
Stafford Rd - sanitary sewer	193,000	490	390	47	437
Stafford Rd - water	295,000	472	630	76	706
Neighborhood parks	2,407,000	457	5,270	632	5,902
Total	\$ 7,063,000		\$ 14,120	\$ 1,694	\$ 15,814

- Differences in EDUs reflect varying EDUs associated with Primary School construction
- Base number of housing units is 457 (80% of 571)





Summary: SDCs and Estimated Supplemental Fee



SDCs	Amount
Street	\$ 11,772
Sanitary sewer	4,849
Water	5,842
Parks	5,374
Stormwater	1,628
Total SDCs	29,465
Supplemental fee	15,814
Total SDCs and Estimated Supplemental Fee	\$ 45,279

Livability

- Planning for managed growth
- Engaging the community
- Providing top-quality public services
- Parks System & Natural Resource protection
- Quality Schools





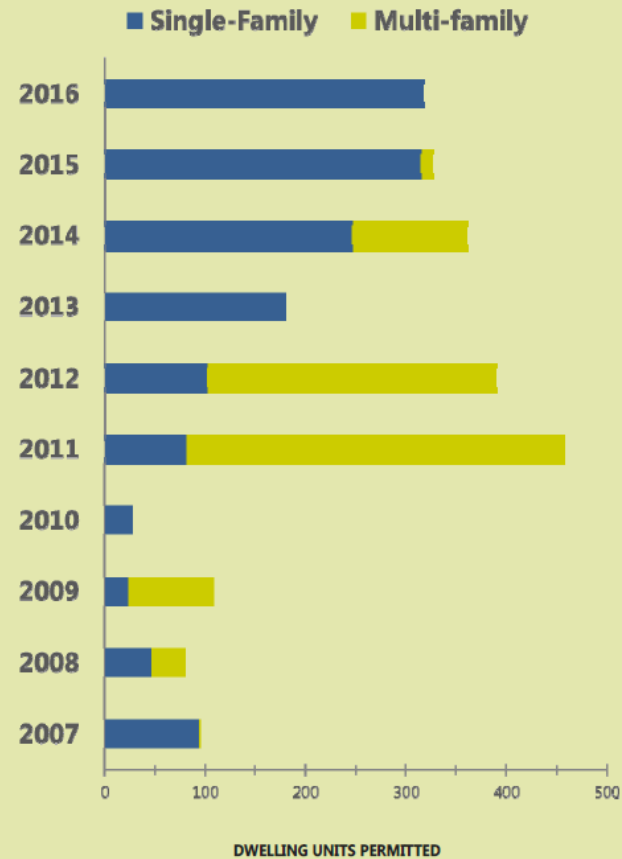
Housing Development



"I believe that our community benefits when we are better able to accommodate a range of housing options desired by residents at different times of their lives: as singles, couples, families and retirees."

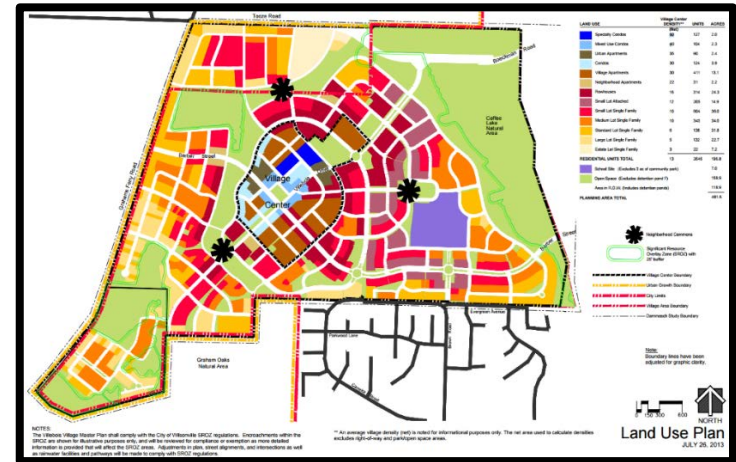
— Mayor Tim Knapp

10-YEAR DEVELOPMENT



Villebois

- 500 acres
- Award winning master planned community
- Significant public-private partnership
- \$70M in off-site infrastructure
\$70M in on-site improvements
- 2,566 homes at buildout
- Mental health housing
- Over 70% complete and occupied
- 95% of entitlements granted
- Diverse housing types at a variety of price points

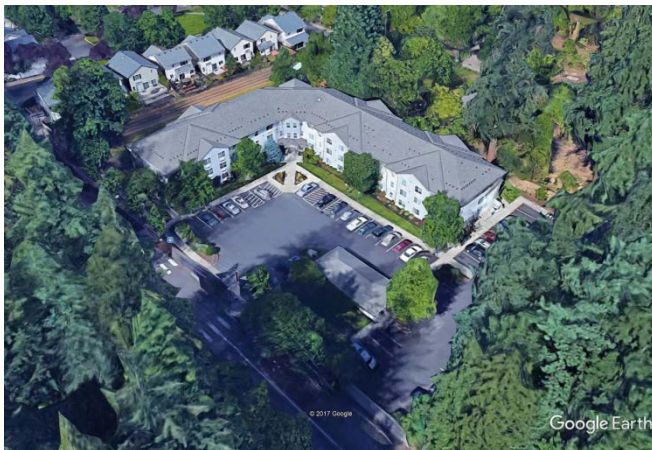




Affordable Housing



- 544 regulated units at 14 sites
- 14% of Clackamas County units
- 6% of County population
- 100% within $\frac{1}{4}$ mile of transit and $\frac{1}{2}$ mile of parks





Housing Policies



- Mobile Home Park Closure Ordinance (2007)
 - Creekside Woods 84 Units, NW Housing Alternatives
- Property Tax Exemption
 - Affordable housing projects (60% AMI or below)
- ADU SDC waiver (2010)
- Mental Health Housing in Villebois
 - 73 units
- Equitable Housing Strategic Plan
 - Frog Pond & Town Center



Equity and Inclusivity

- Council declared Wilsonville a Welcoming and Inclusive City (Resolution No. 2626, 2017)
- Town Center Plan outreach
 - Latino Advisory Groups, Community Sharing
 - Interpretive services for public meetings, Spanish open house, Spanish language materials
 - Youth, Seniors



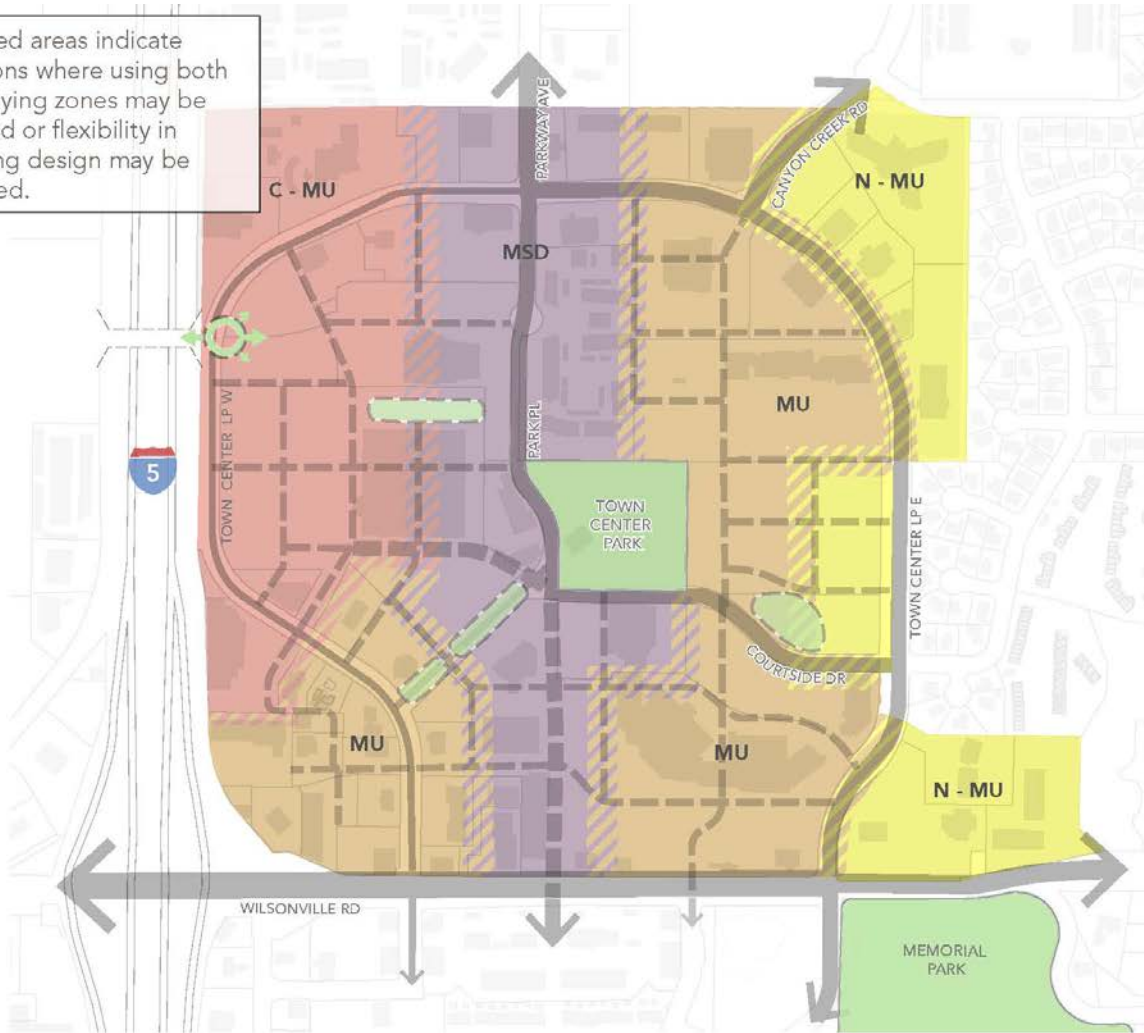
Town Center Plan

*Town Center is a vibrant, walkable destination that inspires people to come together and **socialize, shop, live, and work**. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide **year-round, compelling experiences**. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.*



Town Center Plan

Hatched areas indicate locations where using both underlying zones may be allowed or flexibility in building design may be required.



LEGEND

-  Building Footprint
-  Parcel
-  Highway
-  Proposed Pedestrian Bridge
-  Proposed Street Network

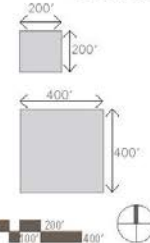
OPEN SPACE NETWORK

-  Existing Open Space
-  Proposed Open Space
-  Proposed Gateway/Landing

LAND USE

-  **Main Street District (MSD)**
(mix of use buildings with active ground floor uses, generally 3 to 4 stories)
-  **Commercial - Mixed Use (C - MU)**
(mix of office, entertainment, hospitality, civic uses, generally 3 to 5 stories, residential if not adjacent to freeway)
-  **Mixed Use (MU)**
(mix of residential, retail, office, services, generally 2 to 4 stories)
-  **Neighborhood - Mixed Use (N-MU)**
(Mix of townhomes, small-scale commercial businesses, generally 2 to 3 stories)

BLOCK SIZE

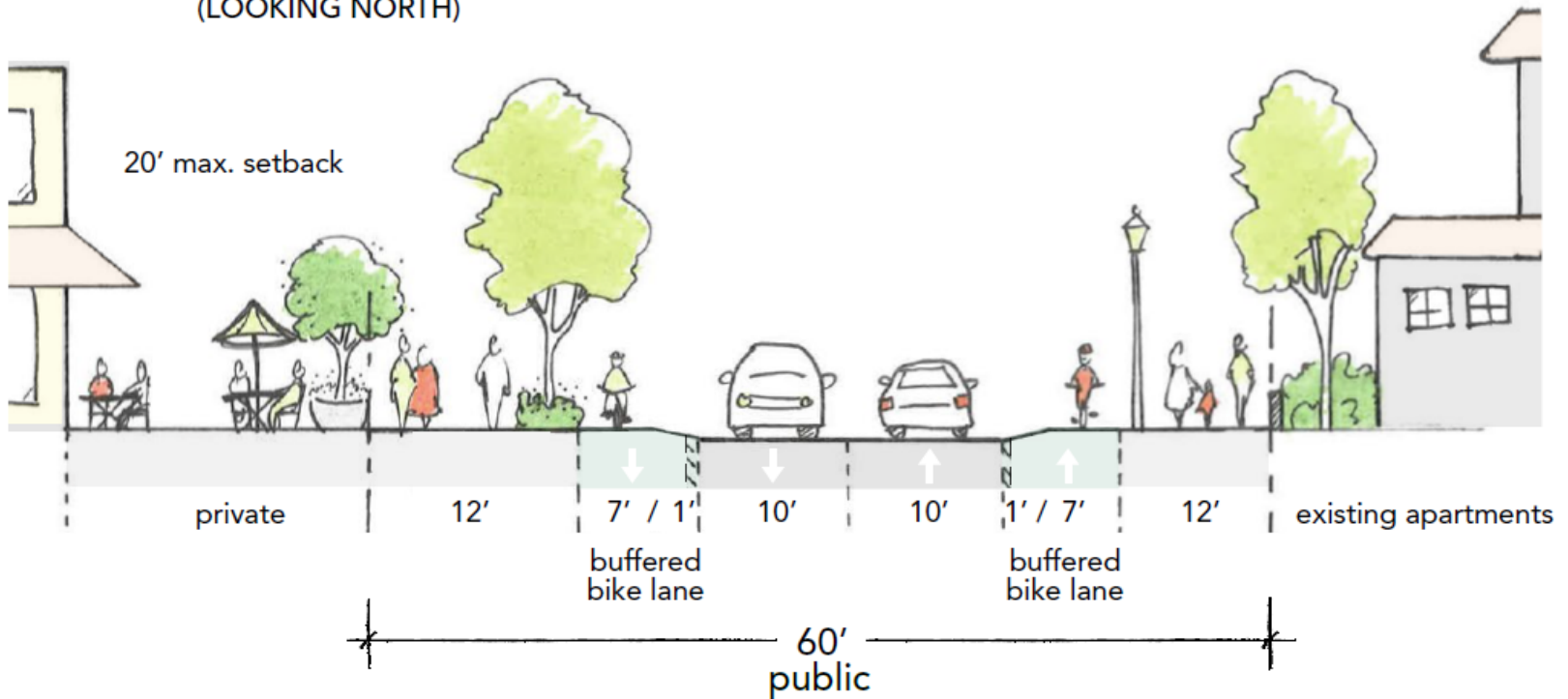


PROPOSED LAND USE

Town Center Plan



PARK PLACE (LOOKING NORTH)





Business and Job Growth



- 21,000 jobs in Wilsonville
- \$1.1 Billion payroll
- Coffee Creek Industrial Area
- Basalt Creek Concept Plan
- Industrial Form-based Code
- UR for catalytic infrastructure
- Small Businesses & Town Center



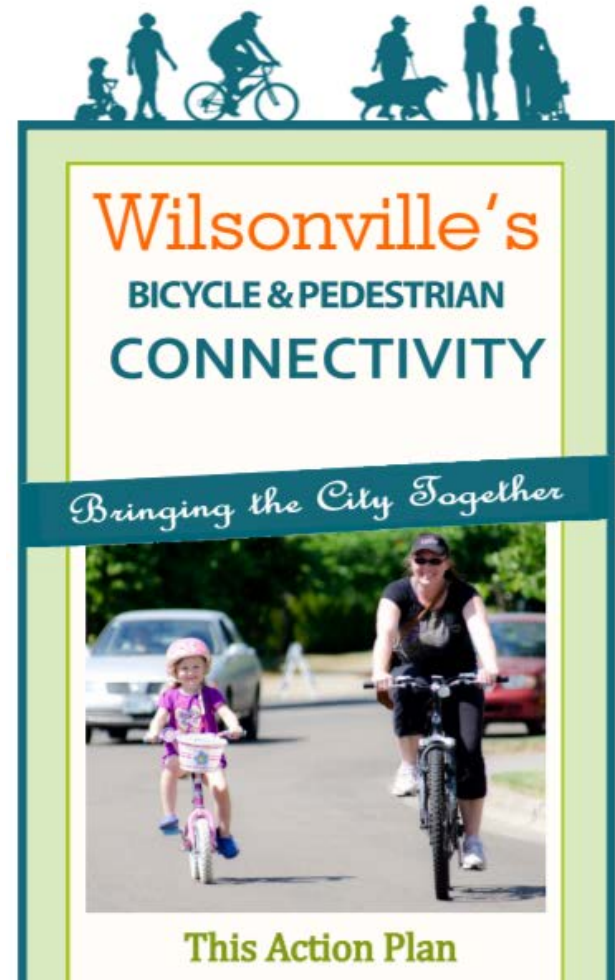
Transportation Projects

- Future Town Center Plan & Pedestrian Bridge over I-5
- French Prairie Bicycle and Pedestrian Emergency Bridge
- Boeckman 'Dip' Bridge (URA)
- 5th to Kinsman
- Freight route – Kinsman from Boeckman to Barber
- Tooze Road improvements



Transportation

- Multimodal Transit System
- SMART Central/WES
- Free rides citywide
- CNG, hybrid electric, all electric
- Bicycle and Pedestrian Connectivity Action Plan
- Bronze Walk Friendly Community (2X)
- Voice of the People Award for Mobility - ICMA





Environmental Stewardship



- Riparian Corridor & Upland Habitat protection (SROZ)
- Tree City USA (20 years)
 - Heritage Tree Preservation
- Bee City USA
- Backyard Habitat program
- PGE's Clean Wind program
- EPA's Green Power Community program
- Restoration activities





Discussion





2 DRAFT RECOMMENDATION TO THE OTC

This recommendation report will be modified as needed based on input from the June 25 PAC meeting.

In forming the PAC, the OTC very deliberately sought to bring together stakeholders representing diverse interests. Throughout this process, the project team has sought to find common ground. At the same time, shared positions should not compromise the unique values and concerns of individual members. As such, all PAC members were invited to share written comments with the OTC. *These are provided without edit in Attachment A.*

The recommendation to the OTC responds to the Charter priority request to identify the locations on I-5 and/or I-205 that are best suited for value pricing; the type of value pricing that should be applied; and, the mitigation strategies that should be pursued to reduce impacts on environmental justice and adjacent communities. These are identified in sections 2.2 and 2.3. In addition, Section 2.4 identifies other topics identified by the PAC that should advance for consideration in the development of a pricing program on I-5 and I-205 in the Portland metro area.

At the fifth PAC meeting (May 14, 2018), committee members reviewed the consultant team recommendation, which included congestion pricing concepts, mitigation strategies for potential impacts and other topics for consideration.³ Feedback on the consultant team recommendation was solicited and incorporated into the following DRAFT recommendation to the OTC presented in this section. Three of the four components of the DRAFT recommendation to the OTC are addressed below, including:

- Priority mitigation strategies
- Recommended pricing concepts
- PAC input on other topics

2.1 Context of the recommendation

The recommendation to the OTC identifies the pricing concepts that warrant further consideration under a formal National Environmental Protection Act (NEPA) process, along with mitigation strategies and other priority policy issues identified by the PAC. This recommendation is made based on an understanding of the purpose and nature of the recommendation in context of the legislative direction, federal regulatory environment, and request from the OTC:

- The Legislature requires the OTC to submit a value pricing proposal to FHWA by Dec. 31, 2018. The PAC recommendation is advisory to the OTC.

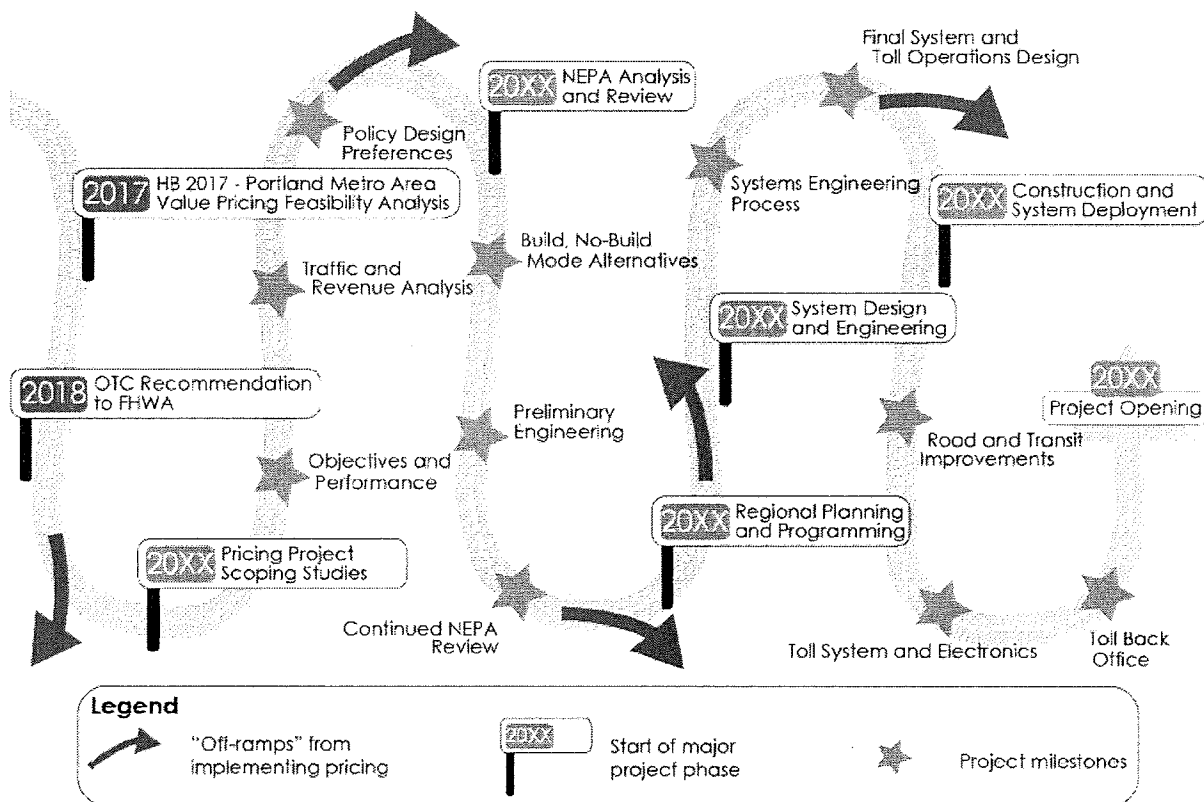
³ For more information on the consultant team recommendations, please refer to *Technical Memorandum 4: Round 2 Concept Evaluation*, available on the ODOT Value Pricing website here: http://www.oregon.gov/ODOT/Value%20Pricing%20PAC/TechnicalMemo4_Evaluation.pdf. A video recording of PAC meeting #5 can be viewed here: <https://www.youtube.com/watch?v=4jYK4O80T9o&feature=youtu.be>.



- While the feasibility analysis has sought to find common priorities and reflect a shared recommendation, the OTC does not require a consensus recommendation; minority opinions may also be expressed.
- This recommendation identifies general priority mitigation strategies. Once projects are identified for further planning, more work will be needed to develop specific mitigation strategies and implementation plans that pertain to specific pricing concepts.
- Further planning, analysis, engagement will be conducted before tolling would be implemented.

The feasibility analysis is the first step of many toward implementation of a pricing program. The complexity of implementing congestion pricing is depicted on the roadmap figure below (Figure 2-1). The image reflects the multi-year process that would be required before pricing can be implemented, including several key decision points, or “off ramps,” depending on the outcome of each phase.

Figure 2-1. Roadmap to implementing value pricing



As reflected in Figure 2-1, the next phase for ODOT and the OTC is Pricing Project Scoping Studies. This phase is expected to include:

- **Policy design preferences** – The first step will be to undertake a more formal policy development and policy design process. ODOT and the OTC will, in cooperation with regional stakeholders and partner agencies, articulate



preferred pricing policies for the system such as price caps/floors, discounts, vehicle prohibitions, and transponder requirements. Formal policies will also define the user groups for the system and specifically those that may be subject to mitigation. With the identification of special user groups, ODOT and its partners can also begin developing mitigation strategies such as the potential for low income participation programs.

- **Objectives and performance** – The development of more formalized policies allows for the articulation of system goals, objectives and associated performance metrics. Metrics should be empirically based and linked to goals and objectives such that the system can be evaluated and its performance demonstrated to the public and regional stakeholders. While it is likely that travel speeds and travel time savings will be a primary metric (as with other pricing systems in the U.S.), it is likely that other metrics will be needed.
- **Traffic and revenue analysis** – With initial policies and performance metrics established, ODOT will have the necessary information to complete a more detailed traffic and revenue study of the recommended pricing concept(s). This process will provide significantly more detailed information on critical issues identified during the assessment study. First and foremost, it will result in investment grade analysis on revenue potential based on detailed land use data and regional travel trends. Furthermore, it will allow for a more detailed assessment of where diversion may occur and its severity.

2.1.1 Future monitoring and reporting

In addition to these next steps, it is understood that performance monitoring and management programs are required under several federal pricing statutes. Agencies authorized to price roadways under the Federal Value Pricing Pilot Program are required to submit quarterly reports that are used to evaluate and demonstrate the effectiveness of pricing. Depending on the objectives of the project, the agency may report on changes in travel speeds, travel times, public transportation utilization, or other performance metrics. Agencies authorized to price under U.S. Title 23, Section 129 are required to undergo annual audits to ensure that revenues are spent in an appropriate manner.

2.2 DRAFT Priority mitigation strategies

This section will be modified as needed based on input from the June 25 PAC meeting.

The objective of the feasibility analysis is to identify options to improve traffic congestion in order to improve overall mobility in the region. The discussion of mitigation included strategies to share the benefits among the broadest possible cross-section of the community and also to minimize negative impacts either through design or off-setting programs and investments. Throughout the feasibility analysis process, discussions with the public and the PAC identified common concerns about congestion pricing. The project team provided examples of strategies that have been used in congestion pricing projects in other areas.



The fourth PAC meeting (April 11, 2018) included a small-group work session on mitigation strategies. PAC members worked in facilitated groups to talk to and hear from each other about strategies to ensure that congestion pricing can be implemented in a way that is the right fit for their communities and constituents. The conversations addressed concerns about impacts on environmental justice populations and adjacent communities and included examples of strategies that have been used elsewhere.

The DRAFT mitigation priorities identified by the PAC are described below. *More information about the mitigation strategies as discussed during the April 11 PAC work session is included in Attachment C, including the notes from the workshop table discussions.*

DRAFT Recommended mitigation strategy: improved public transportation and other transportation options are essential strategies for equity and mobility

The importance of providing additional public transportation options was clearly expressed by PAC members and is consistent with the priorities expressed in public input. Public transportation and other viable options are needed to improve mobility for communities that will be affected by pricing. Most pricing projects throughout the country have included investments in increased public transportation, carpool/rideshare, and active transportation alternatives. The exact types and locations of public transportation improvements included will be developed as part of future project development.

DRAFT Recommended mitigation strategy: special provisions are needed for Environmental Justice populations, including low income communities

Impacts to environmental justice communities, with an emphasis on low-income populations, regardless of state of residence has been one of the most common concerns heard from the public and PAC members. It is important that congestion pricing provide benefits and be accessible to a broad cross-section of the community. Where negative impacts do occur, it is a priority to develop strategies to mitigate those impacts.

DRAFT Recommended mitigation strategy: diversion strategies should be incorporated to minimize and mitigate negative impacts

Diversion occurs when motor vehicle traffic shifts from one roadway to another, to another mode of travel such as public transportation, or to other times of day. Diversion was frequently mentioned by the PAC and members of the public as an area of concern. Future studies would look more closely at diversion to specific routes and modes. Diversion can take many forms, some of which are desired outcomes of congestion pricing:

- Diversion from local system to the freeways is drawing vehicles back to the freeway that currently are diverting onto the local and arterial road network.
- Diversion of mode or travel time reflects trips shifting to different modes or times of day.
- Diversion balancing between I-5 and I-205; currently, ODOT manages this balance via variable message signs and other tools.



- Diversion to the surface street system is regional traffic diverting onto the local and arterial road network.

Question for PAC discussion:

Do PAC members support a recommendation to the OTC that identifies these priorities for mitigation strategies that should be more fully developed as part of congestion pricing?

2.3 DRAFT Recommended pricing concepts

This section will be modified as needed based on input from the June 25 PAC meeting.

The DRAFT recommendation regarding pricing concepts identifies pricing programs that warrant further traffic, revenue, and environmental analysis. The DRAFT recommendation presented below was developed based on initial PAC member response to a consultant team recommendation, which was presented at the fifth PAC meeting on May 14, 2018. More information about each of the five concepts is provided in *Attachment D*, along with a summary of PAC comments from the May 14, 2018 PAC meeting.

The DRAFT recommendation is framed in two tiers:

- **Initial pricing pilot program:** There are multiple benefits to implementing pricing as a pilot program:
 - Allows heavily congested areas to be addressed more quickly than if implementation waited for development of the entire system.
 - Allows for evaluation of equipment, communications and/or software and for potentially identifying beneficial system improvements prior to full deployment.
 - Allows the public to become accustomed to the system before it is deployed more broadly.
 - Provides an opportunity to understand how traffic will react in actual use, and thereby better tune the algorithms and understand diversion if it occurs.
 - Provides the tolling authority the ability to end the program if it does not provide the results anticipated.
- **Longer term vision:** There is considerable interest regionally in conducting a more comprehensive evaluation of how congestion pricing can manage congestion on all the Portland metro area highways, in addition to I-5 and I-205. Therefore, the DRAFT recommendation includes a longer term pricing study to consider a more comprehensive implementation of pricing pending success with the initial pricing pilot program.

Next is a description of the DRAFT recommendation.



DRAFT Recommended Initial Pricing Pilot Program

The DRAFT recommendation includes advancing projects on both I-5 and I-205 to effectively manage north-south travel through the metro area. The recommended initial pilot pricing projects are described below.

- Conversion of all I-5 lanes to a priced roadway between NE Going Street/Alberta Street and SW Multnomah Boulevard (Concept B) is recommended as a pilot project. The evaluation indicates this concept would reduce congestion and provide travel time savings for users within one of the most severely congested corridors in the Portland metro area. Because this concept would implement pricing on currently unpriced lanes, it would require approval under the FHWA Value Pricing Pilot Program. The project would be implemented as a pilot project, with requirements for regular performance monitoring to ensure that the project effectively improves traffic conditions and make adjustments accordingly.
- Implement a bridge toll on the Abernethy Bridge as a funding strategy for the planned Abernethy Bridge reconstruction and widening, and construction of a planned third lane on I-205 between 99E and Stafford Road (Concept E). The evaluation indicates potential to support a significant share of the project costs. The analysis also shows that variable rate tolls show some potential to provide congestion relief. Future analysis will include design variations that may extend pricing north and south of the bridge itself, incorporating areas covered in Concept D, to better evaluate revenue potential and overall traffic congestion impacts, including diversion. Due to the reconstruction aspect of this project, it may be eligible under the Title 23 Section 129 Mainline tolling program, or the Value Pricing Pilot Program.

DRAFT Recommended Longer Term Pricing Program

If the initial pilot program is determined to be a success, broader regional implementation of congestion pricing is recommended, to be developed in conjunction with more comprehensive system-wide pricing evaluation and planning. The recommendation is to advance study of a broader implementation, considering all Portland area highways, concurrent with the initial pilot program deployment.

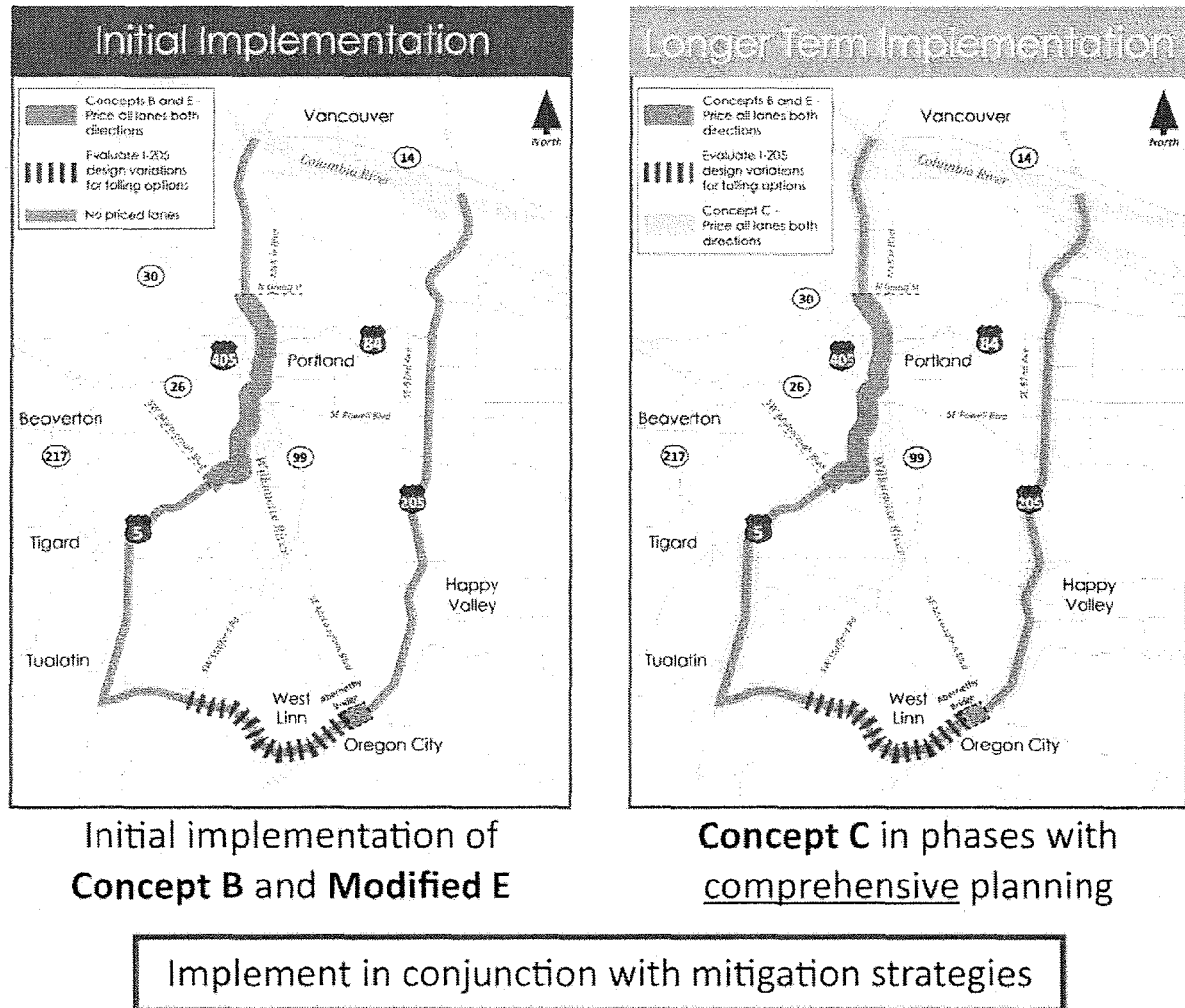
- The feasibility analysis included roadway pricing on all of I-5 and I-205 in the study area as Concept C, which was shown to produce the highest degree of potential congestion reduction as well as generating significant revenue to support mitigations and other transportation investments, but also the greatest need for mitigation and diversion strategies. Further consideration is recommended for this concept, including appropriate project phasing, accompanying transportation improvements, and desirable policies and support elements. This could provide an opportunity for additional system-wide analysis.



Questions for PAC discussion:

1. Do PAC members support a recommendation to the OTC that advances pricing projects on both I-5 and I-205?
2. Do PAC members support a recommendation to the OTC that advances the two-tier approach (shown in Figure 2-2), which starts with two smaller pilot projects and includes a larger scale phased implementation on I-5 and I-205?

Figure 2-2. DRAFT PAC recommendation to the OTC





2.4 DRAFT PAC input on other topics

This section will be modified as needed based on input from the June 25 PAC meeting.

The preceding pages summarize the recommendation for the location and type of pricing concepts and the mitigation strategies to minimize impacts on environmental justice communities and adjacent communities. These were identified in the Charter as the priority recommendations being sought from the PAC.

In addition to the pricing concept and priority mitigation recommendation, a few themes were raised throughout the process by members of the PAC and the public. The most common shared themes are presented below.

DRAFT PAC input: conduct system-wide pricing analysis

HB 2017 directed the OTC to focus on I-5 and I-205, but did not preclude examining pricing other freeways. Several PAC members and members of the public identified a need to examine the regional freeway system. Multiple PAC members indicated they would support a larger system-wide (beyond I-5 and I-205) congestion pricing strategy for the Portland metro area.

The OTC should consider subsequent analysis that includes:

- Other critical freeways in the Portland region, including I-84, I-405, US 26, and Hwy 217
- Critical bottlenecks in the freeway system, including the Interstate Bridge, the Boone Bridge, and the I-205 approach to the Glenn Jackson Bridge

Question for PAC discussion:

Do PAC members support the suggestion that the OTC consider system-wide feasibility analysis of potential pricing applications on the regional freeway system?

DRAFT PAC input: plan for adding capacity to accommodate future growth

There are strong views about the need to plan for population and employment growth in the region by providing new capacity on roadways, public transportation and active transportation systems. Some PAC members asked that future feasibility and policy development inform how future multi-modal capacity could be added in the context of a congestion pricing environment.

The OTC should consider:

- As the region grows, we need to plan to accommodate growth in a congestion pricing environment
- Mobility for a growing region should consider adding capacity for roadways and public transportation

Question for PAC discussion:

Do PAC members support the suggestion that the OTC develops a plan for future roadway and public transportation capacity increases in a congestion pricing environment?

**DRAFT PAC input: revenues from I-5 and I-205 freeway pricing should be used for congestion relief within the region**

HB 2017 Section 120 establishes a Congestion Relief Fund for revenues from freeway tolling. PAC members have expressed that revenue should be used to provide benefits within the region where revenues are collected. Uses of revenue should be prioritized to:

- provide congestion relief in the Portland region, including added capacity for roadway and public transportation mobility, and,
- mitigate negative impacts of congestion pricing to low income, environmental justice communities, and communities near the priced facility.

Question for PAC discussion:

Do PAC members support the suggestion that the OTC use revenues from freeway tolling to provide benefits within the region where revenues are collected, for congestion relief and mitigation strategies?

2.5 PAC member written comment

Representation of PAC member views

This report was prepared by ODOT staff and the WSP project team to represent the overall recommendation of the PAC as a group. To the greatest extent, the team has sought to accurately and fairly represent the range of views expressed during this process. As noted in the PAC Charter, there was not a requirement for the PAC to achieve consensus. That said, many areas of shared values and priorities were identified through this process. This document seeks to identify the shared views as well as the range of perspectives.

In order to ensure that each PAC member had an opportunity to clearly express the views and priorities of themselves and their constituencies, PAC members were invited to provide written comment for inclusion - without edit - in this report. These are provided in Attachment A.

June xx, 2018

The Honorable Tammy Baney, Chair
Oregon Transportation Commission
355 Capitol Street, NE MS11
Salem, OR 97301-3871

Dear Chair Baney and the Oregon Transportation Commission members;

As members of the Oregon Department of Transportation Value Pricing Policy Advisory Committee (PAC), we appreciate the commitment shown by the Oregon Transportation Commission (OTC) and Oregon Department of Transportation (ODOT) to exploring systemic ways to manage the congestion, safety, reliability, and accessibility of our road system. We support your efforts and believe that value pricing is an important tool that should be used for our region to address the increasing congestion, environmental concerns, and cost inequities that are present in our transportation system. As we have communicated previously, we also believe that in order for a pricing program to deliver real results to the region's residents, employees and businesses, and improve outcomes for low income communities and communities of color, it must be grounded in the following principles:

- 1.) The primary objective of any pricing program must be to manage demand, not raise revenue. We hear from our region's, businesses, and visitors who are all feeling the impact of increased congestion in our region, whether it is more time spent in the car or waiting at the bus, people driving more irritably and less safely, or increased traffic on residential streets. In particular, congestion often functions as a hidden tax on those who can least afford it, and value pricing is a way to correct that hidden inequity. In order to address congestion, a value pricing program should focus on managing demand, not raising revenue to increase supply.

- 2.) The most successful congestion pricing strategies match improved transit with managed demand. This provides people with equitable alternatives to driving, mitigates the impact on low-income communities, and moves more people through the system with greater efficiency. This is true for London's cordon pricing scheme and is also true for HOT lane transit service in San Diego and Miami. There isn't a perfect formula for matching the right parts transit and pricing, but there is no question that they are necessary complements.

We believe that increased transit access is a key component of a successful program, not just a mitigation strategy, and are concerned that it will be left unaddressed until the end of ODOT's analysis. We believe that it must be incorporated into the problem statement from the beginning. The most durable way to address congestion is to successfully shift people from driving alone in cars to having and choosing other transportation choices; for road pricing to be successful it must provide those options.

In addition to the significant policy reasons to incorporate increased transit access, we believe there are strategic reasons to proactively include transit service in any program. If increased transit access is not baked into any proposal framework, ODOT's analysis of any pricing program will demonstrate fewer positive benefits and highlight more negative ones, providing the public with a negative picture of pricing, and badly equipping policy makers to understand how pricing could help or hurt their ability to meet policy goals. We assume that any pricing program that is eventually implemented will include increased transit access on routes related to the priced corridors, particularly on routes that serve low income communities and communities of color, but in order to be comfortable moving forward with a proposal, that increased transit access should be made explicit in the program's framework and problem statement.

- 3.) Any program must also address the increased safety needs that congestion pricing may create on parallel arterials. Diversion from the freeways onto the local streets will happen, and this will have adverse impacts on the local community and the safety of people using those streets. While OTC's legislative direction is to only consider I-5 and I-205, a value pricing program must take into consideration the impact of that program on the rest of the region.

The PAC process has centered on a series of scenarios. While we believe that the second and third principle can be incorporated into any of the proposed scenarios, the data presented to the PAC so far suggests that scenarios B and C are the two demand-management focused scenarios likely to reduce congestion. Of those two, scenario C clearly produces the strongest outcomes for the average resident, and we encourage the OTC to give it more consideration.

We recognize that the PAC has one more meeting to develop a recommendation to the OTC, and that leaves limited time to focus on the overarching policy impacts of a value pricing program. We believe that these principles are fundamental to the success of a pricing program in our region, and should be incorporated into whatever scenario moves forward for future study. We also agree with the staff recommendation that there be future, system-wide analysis done, and hope that these principles would serve as the basis of that analysis as well.

We appreciate your attention and interest and we look forward to working with you to provide a better transportation experience for all of the greater Portland region's residents, businesses, and visitors.

Sincerely,