

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE ) RESOLUTION NO 99-2812  
URBAN RESERVE PLAN FOR AREA 43 )  
 ) Introduced by Councilor McLain  
 )

WHEREAS, the Metro Council adopted Ordinance No. 98-779D on December 17, 1998, amending the regional Urban Growth Boundary (UGB) to include Urban Reserve Area (URA) 43 based on the City of Tualatin's November 19, 1998 letter of commitment to review and complete coordination of the urban reserve plan; and

WHEREAS, the UGB amendments in Ordinance No. 98-779D were adopted subject to conditions of approval that apply to development of URA 43 including the requirement that stormwater runoff be treated by filtration through a biofiltration swale; and

WHEREAS, an urban reserve plan for the 10.3-acre site of URA 43 was submitted for Metro review in October, 1998, as part of the Metro Council consideration of legislative UGB amendments; and

WHEREAS, URA 43 is exception land adjacent to the southern boundary of the City of Tualatin, with about 7.2 buildable acres estimated to have capacity for 45 dwelling units and 15 jobs; and

WHEREAS, the Metro Council received the Metro staff report of November 24, 1998, for URA 43 which concluded that all of the required elements of the urban reserve plan, except local government coordination by the Tualatin City Council had been demonstrated; and

WHEREAS, the Tualatin City Council has indicated by its April 22, 1999 letter that it has completed its review of the urban reserve plan with the county, school districts, and

applicable special districts for the coordination step in Metro Code 3.01.012(e)(13) and 3.07.1120M; and

WHEREAS, Metro Code 3.07.1120 requires that the Metro Council shall approve the completed urban reserve plan as consistent with the applicable requirements of Metro Code 3.01.012(e); and

WHEREAS, Metro Code 3.07.1130 requires that the Metro-approved urban reserve plan shall be adopted as a component of the city comprehensive plan so that the conceptual plan and concept map shall govern the urban plan designation and zoning for URA 43; now, therefore,

BE IT RESOLVED:

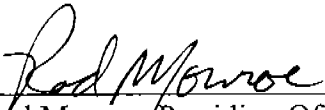
1. That the Metro Council hereby approves the urban reserve plan entitled "Site 43 Urban Reserve Plan," dated October 27, 1998, as consistent with the applicable requirements of Chapter 3.01 of the Metro Code and Metro Code 3.07.1120A and D-M; and

2. That this Metro Council approval is based on the Metro staff report for Urban Reserve Area 43, dated November 24, 1998, attached and incorporated herein as Exhibit A, including the conclusions for plan requirements 1-12 on page 44. Plan requirement 13, government coordination, is satisfied by the Tualatin City Council letters of November 19, 1998 and April 22, 1999 in the record.

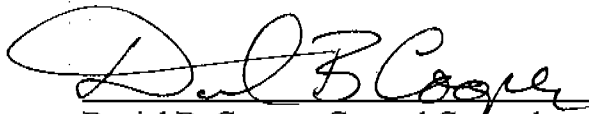
3. That for compliance with Metro Code 3.07.1130, the City of Tualatin may now adopt the October 27, 1998 Site 43 Urban Reserve Plan or a substantially similar urban reserve

plan which complies with the applicable urban reserve plan requirements for this area indicated on page 44 of Exhibit A.

ADOPTED by the Metro Council this 15<sup>th</sup> day of July 1999.

  
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Rod Monroe, Presiding Officer

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Daniel B. Cooper, General Counsel

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(6/9/99)

## **GROWTH MAGEMENT COMMITTEE REPORT**

CONSIDERATION OF RESOLUTION NO. 99-2812, FOR THE PURPOSE OF APPROVING THE URBAN RESERVE PLAN FOR AREA 43.

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Date: July 12, 1999

Presented by: Councilor McLain

**Committee Action:** At its July 6, 1999 meeting, the Growth Management Committee voted 3-0 to recommend Council adoption of Resolution No. 99-2812. Voting in favor: Councilors Bragdon, Park and McLain.

**Council Issues/Discussion:** The Metro Council moved the urban growth boundary to include Urban Reserve Area #43, by adopting Ordinance 98-779D in December of 1998. That action was based on a commitment to complete an urban reserve plan by the City of Tualatin, working with the Matrix Development Corporation. Urban-level development of this 10-acre property cannot begin until this condition is met. While most requirements needed for the plan were complete at the time of the adoption of the ordinance, the additional tasks needed to complete the plan included review to the plan by the City of Tualatin, and solicitation of two school districts for comment on the proposed movement of the UGB. Growth management staff indicated no (other) outstanding issues, based on their staff report.

The Tualatin City Council reviewed the completed plan, and communicated this action to the Metro Council in an April 22, 1999 letter. Relative to the school districts, Ms. Diana Godwin explained that the proposed development would be split between the Sherwood and the Tigard-Tualatin school districts. The Tigard Tualatin district is expected to vote soon on expanding its district boundary to include all of site #43, and the Washington County ESD will take subsequent action to ratify the decision, acting as the Boundary Board.

Ms. Godwin said the annexation process was progressing, and the Tualatin City council is expected to amend its comprehensive plan on August 23, 1999. Depending on market trends and conditions, construction could begin in the year 2000 or 2001.

## **STAFF REPORT**

### CONSIDERATION OF RESOLUTION NO. 99-2812 APPROVE THE URBAN RESERVE PLAN FOR AREA 43

Date: June 25, 1999

Presented by: Ray Valone

#### **Proposed Action**

Resolution No. 99-2812 approves the urban reserve plan for URA #43 that is entitled "Site 43 Urban Reserve Plan".

#### **Factual Background and Analysis**

On December 17, 1998, the Metro Council adopted Ordinance No. 98-779 and amended the urban growth boundary to include Urban Reserve #43. Urban Reserve #43 is 10.3-acres of exception land contiguous to the City of Tualatin.

Matrix Development Corporation conducted the urban reserve planning effort for URA #43 in cooperation with the City of Tualatin and submitted a plan for URA #43 to Metro on October 27, 1998. Metro staff reviewed the urban reserve plan and a Metro Staff Report dated November 24, 1998, stated that all applicable requirements of the urban reserve plan would be satisfied as soon as the City of Tualatin reviewed the plan. The City of Tualatin considered the plan for URA #43 on December 14, 1998 and requested that Metro approve the urban reserve plan in a letter from Mayor Lou Ogden, dated April 22, 1999.

Matrix Development Corporation solicited comments on the proposed expansion of the UGB from both the Sherwood School District and the Tigard-Tualatin School District and in doing so, satisfied the requirements of the Metro Code relating to school facilities and coordination with school districts.

#### **Budget Analysis**

There is no budget impact.

#### **Recommendation**

Approve Resolution #99-2812

Proposed Urban Growth Boundary Expansion  
Preliminary Staff Report  
October 30, 1998

**Urban Reserve Area 43**  
(south of Tualatin)



**METRO**

Growth Management Services Department  
600 N.E. Grand Avenue  
Portland, OR 97232  
503/797-1839

Date: October 30, 1998

**PRELIMINARY STAFF REPORT**

PROPOSAL: Metro Legislative Amendment

URBAN RESERVE: Urban Reserve Area #43

APPLICABLE

REVIEW CRITERIA: Metro Code Section 3.01.012(e) and Section 3.01.020.

**SECTION I: SITE INFORMATION**

<b>URA #43 Summary Information</b>	
<i>Acres: 10.3</i>	<i>Buildable Acres:* 7.2</i>
<i>EFU Acres: 0</i>	<i>Estimated DUs:* 45</i>
<i>Location: Tualatin</i>	<i>Estimated Jobs:* 15</i>
<i>County: Washington</i>	<i>Major arterials &amp; streets: Grahams Ferry Road</i>
<i>Current Zoning: AF5</i>	<i>Watershed: Willamette River</i>

\* based on 200-foot riparian buffers; DUs = Dwelling Units

**SECTION II: BACKGROUND INFORMATION**

Urban growth boundaries (UGB) mark the separation between areas of urban level development and areas dedicated to farm, forest and rural use. The Metro Council established the urban growth boundary in 1979 and the Metro Code provides several methods for amending it. Property owners and municipalities may request a locational adjustment to the UGB if the area in question is less than 20 acres in size. Requests for adjustment in excess of 20 acres are considered major amendments to the UGB.

The Metro Council may also initiate changes to the UGB as legislative amendments if it is deemed that insufficient capacity exists within the current UGB. Metro is required by state law to assess the capacity of the land within the UGB every five years and compare it with forecasts of growth for the next 20 years. State law (ORS 197.296) requires that Metro maintains a 20-year land supply inside the UGB in order to accommodate projected housing need.

The Metro Council has concluded that insufficient capacity exists within the current UGB. State law (ORS 197.299) requires that at least one half of the identified land need be added to the UGB by December 1998. The UGB must be adjusted to reflect the balance by December 1999.

This report contains background information and a general discussion of Metro Code requirements for URA #43.

Section I of this report displays a summary table of information about URA #43. Section II discusses the criteria specified in the Metro Code that need to be addressed for Metro Council to amend the UGB. Section III is the staff analysis of this URA as it relates to the factors outlined in Metro Code. Specific information pertaining to any urban reserve planning of this URA, relevant to the factors, is integrated into the factor analysis Section III. Section IV outlines the general status of urban reserve planning in URA #43.

The Metro Code to amend the UGB, section 3.01.020, addresses the seven factors from State Planning Goal 14. These factors include:

- 1 & 2 demonstration of need for expansion;
- 3 demonstration that the expansion will be consistent with orderly and economic provision of public facilities and services;
- 4 demonstration of maximum efficiency of land uses;
- 5 evaluation of the environmental, energy, economic and social consequences;
- 6 evaluation of retention of agricultural land; and
- 7 an assessment of the compatibility of proposed urban uses with nearby agricultural activities.

The Metro Code states how these factors are to be considered in the Metro area and is the basis for consideration of amendments to the UGB.

Metro Code, section 3.01.012(e), requires urban reserve plans that include a conceptual land use plan and map for URAs. The urban reserve plans must comply with the Regional Urban Growth Goals and Objectives (RUGGO), the 2040 Growth Concept, and applicable Urban Growth Management Functional Plan (Functional Plan) requirements. Urban reserve planning requirements include an average residential density target, sufficient commercial and industrial development for the needs of the area, a transportation plan, and protection for wildlife habitat and water quality enhancement. It also requires a conceptual public facilities plan, school plans, and an agreement for governance.

Section 3.01.015(e) of the Metro Code, provides an outline of a Metro Council process to bring urban reserve land into the UGB. If insufficient land is available to satisfy the need and to meet the requirements of an urban reserve plan, the Metro Council may consider first tier lands for inclusion in the UGB where a city or county has committed to complete and adopt an urban reserve plan. (The jurisdiction must provide documentation to support such a commitment.) All State and Metro requirements are assessed in this staff report. Additional Metro reports, which are referenced or have relevance to these legislative amendments include the following: *Utility Feasibility Analysis for Metro 2040 Urban Reserve Study Areas (June 1996)*, *Urban Growth Report (December 1997)*, *Urban Growth Report Addendum (August 1998)*, *Housing Needs Analysis (December 1997)*, *Urban Growth Boundary Assessment of Need (October 1998)*, *Urban Reserve Status Report (April 1998)* and *Productivity Analysis (September 1998)*.

After initial public testimony and prior to the final opportunity for public testimony, this staff report may be augmented or revised according to information received from the public. The Metro Council will consider the staff report and public testimony, and make a decision about which areas to be added to the UGB to address the 20-year land need. The Metro Council may condition the approval of any amendment decision and require further action by local jurisdictions and/or property owners before a UGB amendment is finalized.



URA #43 was designated by the Metro Council as a first tier urban reserve, or an area to be considered first for inclusion into the UGB. A total of 10.3 acres is being considered for inclusion in this expansion. A detailed description of the URA follows.

## **Site Description**

### **Urban Reserve Area #43**

URA #43 is single tax lot 10.3 acres in size with no Exclusive Farm Use (EFU) land. The area is composed of mostly class 2 and 4 soils. This first tier<sup>1</sup> urban reserve borders the City of Tualatin to the north and Grahams Ferry Road to the west (Attachment A). Coffee Creek, a tributary of the Willamette River, runs along the eastern portion of the reserve. This riparian corridor with its associated slopes is approximately 250' wide and comprises about 2.7 acres of the site. Slopes along this corridor are over 20 percent. The remainder of the reserve averages about 5 percent slope. This reserve is within Washington County and the Metro Boundary. The City of Tualatin has indicated that it supports inclusion of the site into the UGB and City boundary.

### **Productivity Analysis of Urban Reserves**

In September 1998, the Metro Urban Reserve Productivity Analysis was completed to assess the number of dwelling units and jobs that could be accommodated within the designated urban reserve areas. The Productivity Analysis was accomplished in two phases. Phase 1 completed a preliminary analysis of all 18,570 acres of adopted URAs and identified a subset of URAs for more detailed evaluation in Phase 2. The following selection criteria for Phase 2 URA analysis included:

- Inclusion in designated first tier urban reserves
- Proximity to UGB (less than one-half mile)
- Productivity ratio – buildable acres divided by total acres (ranking greater than 40 percent)
- Serviceability rating (for transportation and water-related serviceability) – moderate to easy (ranking greater than 0)

Exceptions to the above criteria were made to ensure a regional distribution of URAs. In addition, areas with a high productivity rating (greater than 80 percent) were selected even if both transportation and water-related services were rated "difficult"; or if the URA had a high productivity rating (greater than 70 percent) with only one service (transportation or water-related) rated "difficult." URAs with on-going urban reserve planning efforts were also selected. Others were selected because of service efficiencies with adjacent URAs. In all, 49 URAs were selected for Phase 2 analysis, which verified land supply data, identified 2040-design type, and estimated service cost. URA #43 was included in Phase 2 of the Productivity Analysis.

Additionally, the Growth Management Committee of the Metro Council directed that public hearings be held for those urban reserves where urban reserve planning was completed or the planning was underway. Urban reserve planning was initiated for URA #43 by Matrix Development Corporation, the owner of the site, to address the urban reserve plan requirements in the Metro Code. The plan covers the entire URA #43 site (Attachment B).

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<sup>1</sup> First Tier urban reserves means those urban reserves to be first urbanized because they can be most cost-effectively provided with urban services by affected cities and service districts as so designated and mapped by the Metro Council.

## Alternatives Analysis

Alternatively, given that the urban reserves are under appeal to the Land Use Board of Appeals, an analysis of exception lands around the approximately 200-mile long perimeter of the UGB was completed. This analysis is reported in the memorandum dated October 26, 1998, *Exception Land Not Included in Urban Reserves*. In this report lands were analyzed for their suitability for inclusion into the UGB. The factors that weighed against inclusion in the UGB included lands zoned for Exclusive Farm Use, lands that would eliminate the separation between communities, and lands more than one mile from the existing UGB and noncontiguous areas. In addition, natural features and settlement patterns that affect the buildability of land were also considered. These features include steep slope, lands in the FEMA 100-year floodplain and small acreage single family residential areas.

The areas not included in the urban reserves in the general area of URA #43 are those areas to the south and southwest of the site between Tualatin and Wilsonville. A considerable amount of land in this area is environmentally sensitive, some of which contains slopes equal to or greater than 25 percent. Some of this area lies within the 100-year FEMA floodplain and federally protected wetlands. The entire area, with the exception of URAs #42 and #44, is located within rural reserves, which are intended to maintain a separation between communities. Regional Framework Plan policy, objective 1.11, specifies that communities will benefit from maintaining separation. Not including these lands helps achieve this separation by retaining the rural nature of the area.

Exhibit A details this response.

## SECTION III: APPLICABLE REVIEW CRITERIA

The criteria for a legislative amendment to the UGB are contained in Metro Code Section 3.01.020. They are based primarily on State planning goals 2 and 14 and have been acknowledged, or approved by the State as meeting their requirements. Section 3.01.020(a) is the purpose statement of this criterion and Section 3.01.020(b) covers the Goal 14 factors. The criteria and staff analysis of the factors outlined in the code follows.

**Factor 1: Demonstrated need to accommodate long-range urban population growth.**

**Factor 2: Need for housing, employment opportunities and livability may be addressed under either subsection (A) or (B) or both, as described below.**

### **Staff Analysis**

Need has been established by the Metro Council through its adoption of Resolution No. 97-2550A. This conclusion is technically based on various analyses including the *Urban Growth Report (12/97)*, the *Housing Needs Analysis* and the *Urban Growth Report Addendum* among others. The *Urban Growth Boundary Assessment of Need* report documents all the relevant data and reports completed to meet State requirements concerning the demonstration of "need" – comparing the capacity within the current UGB with the 20-year forecasted growth of dwelling units and jobs. The technical work included a forecast of population, jobs and households to the year 2017. It also included consideration of rezoning areas within the current UGB to provide for greater density, estimates of infill and redevelopment, estimates of the need for land for future parks, schools, open space, floodplains, wetlands and steep slopes. After consideration of all technical data and public testimony, in December 1997, the Metro Council concluded that the current UGB has an unmet need of 32,370 dwelling units and 2,900 jobs.

The adopted 2040 Growth Concept and the Functional Plan provide certainty as to the future land use pattern inside the UGB. For this analysis, the interim Functional Plan compliance reports received by Metro in August 1998, provided insufficient information to assess local estimates of capacity. A refinement of capacity will be undertaken early in 1999 to better account for local government changes in code and zoning to reflect the 2040 Growth Concept and Functional Plan requirements.

State law mandates that the Metro Council must take such action as necessary to accommodate at least one-half of the 32,370 dwellings units by the end of 1998. This would lead to UGB amendments to accommodate approximately 16,000 dwelling units and, if the Metro Urban Reserve Productivity Analysis, September 1998 (Productivity Analysis) approach is used (0.5 jobs per dwelling unit), about 8,000 jobs. State law also requires that the remaining housing need be accommodated by December 1999. A further review of need will be conducted in 1999 and the approximate balance of 16,000 dwelling units may be adjusted to reflect the updated data. The 1998 dwelling unit and job need could be increased or decreased at that time. For further detailed information, please see the *Urban Growth Boundary Assessment of Need, October 1998*, and the documents cited in it.

**Factor 3: Orderly and economic provision of public facilities and services. An evaluation of this factor shall be based upon the following:**

- (A) **For the purposes of this section, economic provision shall mean the lowest public cost provision of urban services. When comparing alternative sites with regard to factor 3, the best site shall be that site which has the lowest net increase in the total cost for provision of all urban services. In addition, the comparison may show how the proposal minimizes the cost burden to other areas outside the subject area proposed to be brought into the boundary.**

### **Staff Analysis**

According to the Productivity Analysis, URA #43 would most likely be developed as inner neighborhood. This URA would be developed at an overall average of ten dwelling units per net buildable acre, as required by the Metro Code.

The Productivity Analysis was performed to assess dwelling unit and employment capacity in selected URAs and to estimate costs for wastewater, water, stormwater, and transportation service to these URAs. The Productivity Analysis indicates that although all URAs can be provided with the above services, some areas are more difficult to serve than others are, and therefore are more costly.

Generalized assumptions were used for estimating serviceability for wastewater, water, stormwater and transportation in the Productivity Analysis. Cost estimates reflect a total buildout of each URA. Land acquisition cost and earthquake mitigation costs were not included in this analysis.

The wastewater cost estimate includes pump stations, force mains, bridge crossings and boring. A cost factor for extra treatment capacity was also included. The water cost estimate includes pressure reducing valves, meters, bridge crossings, boring, pump stations and storage facilities. Cost factors are also included for water source expansion and water treatment. Stormwater cost includes channelization, incorporation of water quality features and detention. For all three services, costs associated with piping and trenching, extra deep installation costs, and wetland, stream and riparian mitigation are also included where applicable. Maintenance and operations costs are included for wastewater and stormwater piping, pump stations, channelization, water quality features and detention sites.

The transportation serviceability cost estimate is based on the need for a multi-modal transportation system as outlined by the Metro 2040 Growth Concept and was supplemented by local knowledge of service providers. It is a sum of capital costs and the present worth of annual maintenance and preservation costs (20-year forecast). Capital, maintenance and preservation costs for streets include costs for bicycle and pedestrian systems. Transit systems costs are not included. The transportation cost estimates use regional groupings to disperse the cost among contiguous URAs. URAs that share the same planned transportation system are grouped together, reducing the cost per URA. Each URA assumes its proportion of the total cost estimate for the grouping.

The total estimated cost for wastewater, water, stormwater and transportation is expressed in cost per Dwelling Unit Equivalent (DUE). A DUE is an estimate of service demand expressed as though it was serving only dwelling units, but it takes into consideration employment based needs as well. A DUE is equal to the Estimated Dwelling Units (EDUs) per URA plus the estimated employment per URA ( $EDU + \text{employment} = DUE$ ). The conversion to DUE provides for a costing factor that is consistent among all URAs. Only 48 of the 49 URAs have cost estimates in the Productivity Analysis. When ranked from lowest to highest for total cost, the estimated cost for URA #43 is \$62,001 per DUE, the 44<sup>th</sup> lowest cost ranking. More specific information for URA #43 is available in the Productivity Analysis on pages A220-A222.

The Matrix Urban Reserve Plan includes a preliminary engineer's construction cost estimate for grading and street construction, site drainage, sanitary sewer, water system and off-site improvements for development of a subdivision. The estimate, based on an actual development plan for 44 single-family houses, is \$11,586 per dwelling unit.

### **Factor 3: continued**

**(B) For the purposes of this section, orderly shall mean the extension of services from existing serviced areas to those areas which are immediately adjacent and which are consistent with the manner of service provision. For the provision of gravity sanitary sewers, this could mean a higher rating for an area within an already served drainage basin. For the provision of transit, this would mean a higher rating for an area which could be served by the extension of an existing route, rather than an area which would require an entirely new route.**

### **Staff Analysis**

URA #43 is adjacent to the existing UGB and the City of Tualatin and the necessary services would be integrated into existing services in the surrounding area. Metro requires that a public facilities plan be drafted as part of the urban reserve planning in URA #43.

Before analyzing the specifics of the Productivity Analysis, it is important to note the following:

- Until this past year, Goal 11 of the State Planning Goals prevented service providers from extending urban level of services extra-territorially, e.g., outside their jurisdictions. In addition, service providers were required to size their services consistent with comprehensive plans. Accordingly, urban service planning or their provision was not permitted outside the UGB.
- Service providers could begin to plan for urban services once the Metro Council approved the urban reserves. However, because of the appeal of Metro's urban reserves at the Land Use Board of Appeals, there was a risk that service providers could be planning for areas that may not remain urban reserves. The risk was that if the area being planned for urban services were too small, the service planning effort would have to be redone to take in other areas. If the area planned were too large the service planning effort would have to be downsized. Accordingly, most service providers found it prudent to wait for resolution of the legal appeal on Metro's urban reserves.
- The Productivity Analysis (and two earlier analyses by the firm KCM) assessed facility costs on a broad comparison basis, not a detailed, pre-construction basis. The Productivity Analysis is the best service cost analysis information available on a consistent, region-wide basis. It includes assessment of the cost to provide urban facilities to the subject areas as well as other costs, such as upgrades to sewer treatment facilities.
- Public facility plans, as elements of local comprehensive plans, were also examined in conjunction with this report and relevant information noted.

### Wastewater

According to the Productivity Analysis, provision of sanitary sewer service to URA #43 would require one new pump station. In addition, this reserve would need approximately 7,200 feet of pipe, manholes and trenching, 2,250 feet of force mains and treatment capacity for 0.02 million gallons per day (mgd).

Gravity sewer would be used wherever possible to minimize construction and maintenance costs. Sanitary sewer plans are a necessary component of the urban reserve planning process to ensure efficient siting of facilities and service of URA #43. Master planning will determine specific routing, flow volumes, pipe sizes and maintenance requirements. Provision of sanitary sewer will eliminate the potential of leaching from septic systems and drain fields that may pollute ground water or degrade water quality in Coffee Creek.

The Matrix Urban Reserve Plan states that gravity sewer service would be provided to the site and a pump station is not needed. Based on this assessment, as well as the need for less pipe than shown in the Productivity Analysis, the Matrix Plan estimates the cost for sewer service as significantly less than the analysis.

### Water

According to the Productivity Analysis, provision of water service to URA #43 would require a water source expansion of 0.02 mgd and 200 feet of transmission lines. The City of Tualatin has indicated that water service could be provided from its system.

## Stormwater

The Productivity Analysis estimates that one off-stream detention facility would be required to address stormwater runoff from urbanization of URA #43. Detention facilities will slow and delay water run-off and prevent downstream flooding. Incorporation of water quality features will filter increased pollutant loads from urban run-off and collect sediments before this run-off reaches streams and creeks. Water quality features are a necessary component of all storm treatment and storage facilities. Facilities should be designed to make efficient use of land, be easily maintainable and not exceed the carrying capacity of the natural resource areas into which they are released.

The City of Tualatin indicates that stormwater services could be provided to URA #43.

## Transportation

Grahams Ferry Road is the primary north and south roadway in the URA #43 area and provides two-lane access between Tualatin and Wilsonville. According to a traffic analysis completed by Kittelson & Associates, Inc. (March 1998), the assumed transportation system in the area would be adequate to accommodate year 2015 traffic with or without development of 70 single family houses on the URA #43 site and the contiguous site to the north within Tualatin. While the Boones Ferry Road and Grahams Ferry Road intersection under existing conditions is operating at unacceptable level of service (LOS) F during peak hours, the current improvement project would upgrade the LOS to an acceptable level (D or better). In addition, the report states that developing the reserve to anticipated Tualatin zoning would not significantly affect any of the transportation facilities serving the site.

## Fire, Police and Schools

An Urban reserve plan must include a provision to incorporate urban reserve areas into the governing jurisdiction(s) or service provider(s) territories. Upon annexation to the City, Tualatin would be the provider of police and fire services to URA #43. Funding for fire and police services is provided through allocation of general funding or bond measures to construct capital improvements, most likely from property taxes.

A school concept plan to identify the amount of land and improvements, if any, needed for school facilities, is also part of the urban reserve plan requirements. The Matrix Urban Reserve Plan states that the Sherwood School District, which serves URA #43, has not responded to requests for information on whether it could serve the site after development.

**Factor 4: Maximum efficiency of land uses within and on the fringe of the existing urban area. An evaluation of this factor shall be based on at least the following:**

- (A) The subject area can be developed with features of an efficient urban growth form including residential and employment densities capable of supporting transit service; residential and employment development patterns capable of encouraging pedestrian, bicycle, and transit use; and the ability to provide for a mix of land uses to meet the needs of residents and employees. If it can be shown that the above factors of compact form can be accommodated more readily in one area than others, the area shall be more favorably considered.**

## **Staff Analysis**

This factor has been addressed and discussed in part under Factors 1 and 2 regarding "need." A full discussion of housing need is found in the *Urban Growth Boundary Assessment of Need* (October 1998). The report indicates that even at housing densities exceeding historical trends, the amount of land inside the existing UGB is not capable of accommodating the 32,370 dwelling units required for a 20-year supply of buildable land. In addition, the maximum efficiency of land uses within the urban area has been specifically addressed by the Functional Plan, Title 1 (Requirements for Housing and Employment), which requires the 24 cities and 3 counties to increase the density of residential development within the UGB. Table 1 of the Functional Plan sets targets for the 24 cities and 3 counties to meet for housing and employment units within the UGB for the years 1994 to 2017. As compliance with the Functional Plan is not required until February 1999, its impact on local housing densities is not yet known. However, the potential impact of Title 1 was taken into account in estimating the current capacity of the UGB as required by ORS 197.296.

State statute, ORS 197.299, requires that the Metro UGB be amended to include one-half the estimated land needed for a 20-year land supply by December 1998. The *Urban Growth Report* (12/97) and the *Addendum to the Urban Growth Report* (8/98) indicate that there is a shortfall of land to accommodate dwelling units and jobs. Since the impact of Title 1 of the Functional Plan is not yet known, the determination of need relies on data provided by the *Urban Growth Report* and subsequent *Addendum*.

URA #43 is capable of being developed with features that comply with the 2040 Growth Concept. Maximum efficiency can be accomplished through compact development at 2040 design type densities (at an average of 10 units per net developable acre) and opportunities for multi-modal transportation such as walking, bicycling, transit and driving. Metro Code, Section 3.01.015(f) requires that urban reserve areas meet the same planning requirements of the Functional Plan that apply to areas inside the current UGB.

The Productivity Analysis estimates that 45 to 54 dwelling units and 15 to 18 jobs can be accommodated within URA #43. The range in dwelling units and jobs that can be accommodated is the result of assumptions used in the Productivity Analysis for riparian buffer widths. Development at these levels would result in an average density of 10 dwelling units or more per net buildable acre.

The Productivity Analysis includes assumptions that URA #43 would most likely be developed with the 2040 design types of an inner neighborhood. A more detailed description of the 2040 design types can be found in the RUGGO.

#### **Factor 4: continued**

**(B) The proposed UGB amendment will facilitate achieving an efficient urban growth form on adjacent urban land, consistent with local comprehensive plan policies and regional functional plans, by assisting with achieving residential and employment densities capable of supporting transit service; supporting the evolution of residential and employment development patterns capable of encouraging pedestrian, bicycle, and transit use; and improving the likelihood of realizing a mix of land uses to meet the needs of residents and employees.**

#### **Staff Analysis**

Urban-type development of URA #43 could facilitate efficient urban growth inside the UGB in several ways. Street connectivity would be improved through subdivision layout of streets in conjunction with

the land within Tualatin to the north. Enhanced street connectivity would provide better access for fire and police protection. Extension and looping of water lines between existing development within the Tualatin and URA #43 would enhance water quality by eliminating dead end lines and increasing pressure available for fire flow purposes.

**Factor 5: Environmental, energy, economic and social consequences. An evaluation of this factor shall be based upon consideration of at least the following:**

**(A) If the subject property contains any resources or hazards subject to special protection identified in the local comprehensive plan and implemented by appropriate land use regulations, findings shall address how urbanization is likely to occur in a manner consistent with these regulations.**

#### **Staff Analysis**

Coffee Creek will be subject to protection provided by Title 3 of the Functional Plan (Water Quality, Flood Management and Fish and Wildlife Conservation) when brought into the UGB. Development would occur in a manner consistent with these regulations. Building setbacks (from 15 feet to 200 feet) from streams would be required depending on slope and the size of the stream. Development would not occur within 50 feet of wetlands. All development, excavation and fill in the floodplain will be subject to Title 3 Performance Standards. Title 3 currently addresses only water quality and flood management. Fish and Wildlife Conservation will be addressed through Metro's regional Goal 5 analysis over the next 18 months.

In addition, Metro Council, through Ordinance No. 97-2562B, has provided for exceptions to the density requirements of the Functional Plan if natural areas require permanent protection from development.

**Factor 5: continued**

**(B) Complementary and adverse economic impacts shall be identified through review of a regional economic opportunity analysis, if one has been completed. If there is no regional economic opportunity analysis, one may be completed for the subject land.**

#### **Staff Analysis**

A regional economic opportunity analysis has not been completed as of the date of this report. However, there are two recent documents, which do provide information about the regional economy. One is *Regional Connections: A Work In Progress*, 1998, completed by the Institute for Portland Metropolitan Studies and the Multnomah/Washington County Regional Strategies Board. This study shows that during the same time period that the compact urban form was being implemented, the region surpassed Pittsburgh, Baltimore, Indianapolis, Kansas City and Cincinnati in the creation of manufacturing jobs. The region transformed itself from a 35 percent value-added economy to 60 percent during the period from the 1980's to the 1990's. The study also shows that educational attainment and wages have grown much faster than the state or national averages. The report also documents how trade drives the growth of the region. The report concludes that electronics/software, metals/machinery, professional services, recreation-related services, transportation/distribution, lumber and wood products, nursery products and specialty foods are, at least preliminarily, economic sectors which are likely to continue to contribute to the economy of the region.



In addition, another study, *Action Plan for Keeping Agriculture Viable in the Portland Metro Area*, by the Agri-Business Council of Oregon (1997), provides information about the agricultural sector of the economy and issues and concerns of the industry. The study concludes that "... a certain critical mass of farming, in contiguous blocks of land or operations, is essential to achieve economies through bulk purchases, distribution and control of services costs." The report encourages preserving farmland at the urban edge as one way to help ensure this part of the region's and state's economy remains viable.

Based on estimates from the Productivity Analysis, URA #43 is estimated to be able to accommodate 15 jobs.

## Factor 5: continued

- (B) The long-term environmental, energy, economic, and social consequences (ESEE) resulting from the use at the proposed site. Adverse impacts shall not be significantly more adverse than would typically result from the needed lands being located in other areas requiring an amendment of the UGB.

### Staff Analysis

#### Environmental

##### *General*

Interviews with representatives from the Oregon Department of Fish and Wildlife (ODFW) and the US Fish and Wildlife Service provide the technical basis for this section.

Two critical habitats that ODFW expressed concern about are: Willamette Valley Grasslands and Oak Woodlands. These habitat types are their highest priority for protection and restoration. These habitat types, or remnants of them, exist in some of the URAs in the Metro region. The best fish and wildlife habitats have a mix of habitat types, i.e. wetlands, forest, open space, streams and floodplains. The more variety, the more fish and wildlife populations can be retained or enhanced. Amphibians and reptiles are perhaps the most sensitive to loss of habitat variety. These animals do not just need wetlands and ponds, but also upland habitat to lay eggs and hibernate for the winter. Retention of these species requires riparian vegetation, but also nearby (within a one-half mile) upland habitat associated with riparian areas.

##### *Water Quality and Quantity*

Coffee Creek, a tributary of the Willamette River, runs north to south along the eastern portion of URA #43. The Creek Corridor includes 20 percent and greater slopes with a good forest cover. The forest cover provides multiple water quality and quantity benefits. It is important to maintain the creek vegetation to protect these benefits. Metro's Functional Plan Title 3 requirements, to be implemented by local jurisdictions within 13 months, would be applicable along Coffee Creek and help protect the corridor.

##### *Natural Hazards*

Various analyses have been conducted for natural hazards such as earthquakes, landslides and floods to understand the risks they create for the built environment. Risk may be reduced by avoiding or modifying the land in hazardous areas or by constructing buildings and infrastructures to withstand the effects of natural hazards.

The Regional Earthquake Hazard Mapping and Preparedness program initiated by Oregon Department of Geology and Mineral Industries (DOGAMI) and Metro in 1992 identified: earthquake hazards; the people, structures and systems at risk from natural hazards to support local disaster preparedness efforts; and proposed natural hazard mitigation programs.

The earthquake hazard maps are interpretation of local geologic hazards in relation to ground motion amplification by a "soft" soil column; liquefaction of water-saturated sand, creating areas of "quicksand" or liquefiable sediment; and landslides triggered by the earthquake shaking of high slope instability areas. These three maps were combined to create the Relative Earthquake Hazard Map (REHM) of the Metro region. Separate relative earthquake hazards maps of these hazards showing their level of severity at any given site were also produced. The relative earthquake hazard maps are reproductions of the overall earthquake hazard

at locations depicted on the maps. This interpretation of the hazard is based on the contribution of geologic conditions to the overall hazard. These data and their analysis are no substitute for site specific data collection and analysis. The reference maps were published by DOGAMI (GMS-79 Earthquake Hazard Maps of the Portland Quadrangle, Multnomah and Washington Counties). The most direct applications of the REHM is for siting of facilities and use in the determination of whether site specific seismic hazard investigation should be required for any of the eight land use classifications.

Mitigation measures are currently being developed by Metro staff and the Regional Natural Hazards Technical Advisory Committee to address the impacts of natural hazards on people and structures in hazard prone areas. Mitigation measures will be designed to provide recommendations to reduce risk and may include subdivision regulations, structural requirements, building retrofit recommendations, siting and management requirements for public facilities and risk evaluation techniques.

### Social

The social consequences of expanding the UGB have both positive and negative impacts for those living both inside the current UGB and in the URAs. Through required urban reserve planning, the area can be developed in an efficient manner with the amenities of an urban area. This would provide an opportunity for mix-use development with a wide array of services for local residents. The closer proximity to services, jobs, etc. could result in fewer vehicle miles traveled by local residents, and could provide opportunities for other modes of transportation such as transit, bicycling and walking.

On the other hand, this type of urbanization will affect the rural character of the area. This is a negative impact for those who cherish such a lifestyle and rural environment. Residents inside the UGB may also feel a loss from urbanization of rural lands outside the current UGB. Those currently farming may feel pressure from increased urbanization to develop their lands or curtail farming activities. These social costs must be weighed against the costs of not providing enough land to accommodate needed housing and jobs.

The social cost of not expanding the UGB in areas close to existing developed areas is great. Loss of agricultural production, increased costs of services, increased vehicle miles traveled and pollution result from pushing growth outside of the areas that are contiguous to the current UGB. Public involvement efforts through mail-in surveys, phone surveys, community meetings, etc. reveal that easy access to regional amenities, open space and protection of the natural environment are some of the qualities important to livability.

### *Affordable Housing*

As noted above, the social aspects of not providing needed housing could be high for low to moderate income households. Unfulfilled demand for housing (by not taking additional lands into the UGB) will increase the price of available housing, encourage overcrowding of existing dwelling units and may prohibit the lowest income households from obtaining housing. The available choices of housing may also become restricted if there is not enough land available to meet demand for various products.

As noted in the *Housing Needs Analysis*, "Since 1990, there has been a growing concern on the issue of housing affordability in the Portland metropolitan region. This concern continues to be precipitated by a number of reasons which include: a widening gap between household income and the cost of housing; an increase in population and homelessness; rising land costs and the lack of available land." Metro has continued with this concern by designating an Affordable Housing Technical Advisory Committee which is beginning to look at possible solutions. One direct solution is making additional land available, particularly as Metro Code requires that the net residential development density in urban

reserves brought into the UGB be an average of 10 dwelling units per acre. This provision will help ensure that a range of housing types are made available and as concluded by the *Housing Needs Analysis*, a good deal of affordable housing can be made available by having smaller homes on smaller lots. The minimum density required in urban reserves plays a beginning part in delivering more affordable housing and addressing the social consequences of UGB management policies. URA #43 is estimated by the Productivity Analysis to provide 45 dwelling units.

#### *Archeological Sites*

The social factors of disturbing archeological resources by urbanizing URA #43 could be significant if federal laws protecting disturbance were not observed. State and Federal laws prohibit the disturbance of Native American burial sites. Approximately 6 percent of the surface area of the State has been formally surveyed to determine the presence of Native American artifacts. The number of existing surveys available for the Portland basin is very small based on the size of the area.

Archeological resources are protected under Statewide Goal 5 and federal law, which will be addressed through the urban reserve planning process. Lee Gilson, State Archeologist, from the State Historic Preservation Office (SHPO) reviewed the URA #43 area and found no specific resources located on the site. SHPO has records of completed survey work, excavations, test pits and known archeological resources located throughout the state. If however, archeological resources are encountered during construction, it is a violation of federal law to disturb these sites.

#### *Historic Sites*

There are no specific historic resources in URA #43 that are listed on the State register or the National Register of Historic places, according to SHPO. Impacts on non-surveyed historic resources are best addressed by the local jurisdiction through Goal 5 survey, inventory and protection ordinances. In the event historic buildings are identified in these areas, it is possible to rehabilitate the structure for residential use or a new use. Re-use and rehabilitation options are often financially more attractive options to property owners because of high demolition costs.

#### *Aggregate Resources*

Initial information for mining sites was gathered from the DOGAMI's 1990 database, Mineral Information Layer of Oregon by County (MILOC). This database was used only as a preliminary indicator of mining locations, as the locational accuracy of MILOC is very rough and much of the information contained within the records is outdated. Using MILOC as a first screen, staff reviewed September 1997 aerial photographs for evidence of mining activity. For all identified sites, activity was assumed to be ongoing, as no reclamation was apparent of the photograph. County assessor databases on Metro's RLIS GIS system were queried to produce ownership and acreage information for each site.

According to staff review, URA #43 contains no mining operations.

#### Economic

URA #43 is currently designated for rural residential use (zoned AF5). Amendments to the UGB and subsequent annexation to the City of Tualatin will require extension of urban services such as sanitary sewer and water service to permit urban development. Extension of infrastructure and residential development will increase the assessed value of properties in this area and increase the tax base. Urbanization, which includes intensification of residential development, will increase the per acre cost of land and improvements within this reserve. Once annexation and development occur, all special districts serving this area will also receive an increase in their tax bases.

The Productivity Analysis assumes that URA #43 would most likely be developed as inner neighborhood. This type of development would add to the economic base of this area by adding dwelling units and some home-based jobs.

### Energy

Statewide guidelines for Goal 6, Energy, states: "Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization." Overall energy consumed as a result of adding this area to the UGB is likely to increase as a result of construction, increases in the number of automobiles, burning of fossil fuels for heating and cooling of homes and businesses and electricity consumption.

The cost of not amending the UGB to include URA #43 or amending the UGB in other areas more distant from the subject area would potentially be greater in terms of energy loss and consumption. URA #43 is adjacent to the City of Tualatin boundary, which would make extension of roads to serve this area practical. Reduction in the number of miles to serve a developing area decreases fossil fuel consumption and costs and decreases the negative consequences of pollution from using automobiles. Planned development would increase the density of the area making the existing and any proposed street system more efficient.

**Factor 6: Retention of agricultural land. This factor shall be addressed through the following:**

**(A) Prior to the designation of urban reserves, the following hierarchy shall be used for identifying priority sites for urban expansion to meet a demonstrated need for urban land:**

- (i) Expansion on rural lands excepted from statewide planning Goals 3 and 4 in adopted and acknowledge county comprehensive plans. Small amounts of rural resource land adjacent to or surrounded by those "exception lands" may be included with them to improve the efficiency of the boundary amendment. The smallest amount of resource land necessary to achieve improved efficiency shall be included;**
- (ii) If there is not enough land as described in (i) above to meet demonstrated need, secondary or equivalent lands, as defined by the state, should be considered;**
- (iii) If there is not enough land as described in either (i) or (ii) above, to meet demonstrated need, secondary agricultural resource lands, as defined by the state should be considered;**
- (iv) If there is not enough land as described in either (i), (ii) or (iii) above, to meet demonstrated need, primary forest resource lands, as defined by the state, should be considered;**
- (v) If there is not enough land as described in either (i), (ii), (iii) or (iv) above, to meet demonstrated need, primary agricultural lands, as defined by the state, may be considered.**

### **Staff Analysis**

Metro Council adopted urban reserves on March 6, 1997 by Ordinance No. 96-655E (including URA #43). As noted in Metro Code, the above hierarchy is only to be used prior to adoption of urban reserves. The proposed amendment is wholly within a designated urban reserve (URA #43). Alternatively, the designated urban reserves are not yet acknowledged by LCDC and are currently under appeal.

Retention of agricultural land was addressed by rating each study area for exception land, agricultural soils, land uses, including parcelization, and access to irrigation. The "Agricultural Retention" analysis was done on the basis of raw scores for the kinds of lands in the study area. Exception lands received varying points based on parcel size. Farm and forest lands (resource lands) received varying points based on parcel size. Additional ratings were for class I-IV soils, available irrigation and for prime or unique agricultural lands. The raw scores were converted to ratings of 1 to 10 with study areas containing less agricultural land receiving a higher rating for future urbanization.

For URA #43, the rating was 7. Accordingly, URA #43 was highly rated when ranked against all other analyzed sites around the region.

**Factor 6: continued**

**(B) After urban reserves are designated and adopted, consideration of Factor 6 shall be considered satisfied if the proposed amendment is wholly within an area designated as an urban reserve.**

**Staff Analysis**

This staff report presents information on land wholly within URA #43. Alternatively, see the analysis cited above.

**Factor 6: continued**

**(C) After urban reserves are designated and adopted, a proposed amendment for land not wholly within an urban reserve must also demonstrate that the need cannot be satisfied within urban reserves.**

**Staff Analysis**

This staff report presents information on land wholly within URA #43. Alternatively, see the analysis cited above.

**Factor 7: Compatibility of proposed urban development with nearby agricultural activities. The record shall include an analysis of the potential impact on nearby agricultural activities including the following:**

- (i) A description of the number, location and types of agricultural activities occurring within one mile of the subject site;**

**Staff Analysis**

Crop types were interpreted from a September 1997 aerial photograph, at a scale of 1" = 800'. Guidance for crop identification was received from the USDA Farm Service Agency of Clackamas/Multnomah County. This data has not been field-checked, and errors may exist. Exclusive farm use zoning was obtained from county records. Metro is required to base its analysis on this zoning that has been acknowledged by the State.

The following table summarizes the acreage and types of agricultural activities taking place on land within one mile of URA #43.

**Summary URA #43**

Acres of Exclusive Farm Use (EFU) land in this URA.....	0
Percent (%) of URA which is EFU:.....	0%
 Acres of Exclusive Farm Use (EFU) within 1 Mile:.....	 191
Percent (%) of Total Acres within 1 Mile:.....	8%

**EFU Lands by Crop Type: URA #43**

<b>Generalized Crop Type</b>	<b>EFU Acres Inside of URA, by Crop Type</b>	<b>EFU Acres within 1 Mile of URA, by Crop Type</b>	<b>Percentage of EFU within 1 Mile, By Crop Type *</b>
Nursery Stock	0	0	0%
Orchard	0	0	0%
Row Crops (includes corn, vineyards, cane berries)	0	0	0%
Vegetables	0	0	0%
Field Crops (includes grasses, grains, pastures)	0	0	0%
Unknown	0	0	0%
Unfarmed	0	191	100%

\* Note: Crops with the 1<sup>st</sup> & 2<sup>nd</sup> highest percentages marked in **bold** font.

**Factor 7: continued**

- (ii) An analysis of the potential impacts, if any, on nearby agricultural activities taking place on lands designated for agricultural use in the applicable adopted county or city comprehensive plan, and mitigation efforts, if any impacts are identified. Impacts to be considered shall include consideration of land and water resources, which may be critical to agricultural activities, consideration of the impact on the farming practices of urbanization of the subject land, as well as the impact on the local agricultural economy.

**Staff Analysis**

There are 191 acres of EFU land within one mile of URA #43. None of this EFU land, however, is being farmed.



**Metro Code Section 3.01.020(c), (d) and (e)**

The requirements of statewide planning Goal 2 will be met by addressing all of the requirements of section 3.01.020(b), above, and by factually demonstrating that:

**(c)(1) The land need identified cannot be reasonably accommodated within the current UGB; and**

**Staff Analysis**

Need has been addressed in Metro Code 3.01.020(b)(1)(2) and (4). Extensive analyses have been performed to determine if projected population growth can be accommodated on lands inside the UGB. A summary of these analyses can be found in the *Urban Growth Boundary Assessment of Need* (October 1998).

Metro has taken measures to increase capacity inside the current UGB through the Functional Plan, Title 1, which requires the 24 cities and 3 counties to increase their densities for residential zones. This measure will not be fully realized until after February 1999. The *Urban Growth Report* (12/97) finds that even with higher densities and an aggressive infill and redevelopment assumption, there is a shortfall of dwelling unit capacity inside the UGB.

Metro has evaluated all potential pieces of land in the UGB for future capacity and, therefore, has reviewed alternatives to amending the UGB.

**(c)(2) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts; and**

**Staff Analysis**

URA #43 would likely be developed for residential uses at densities consistent with inner neighborhoods as identified in the 2040 Growth Concept. Adjacent uses in the surrounding area consist of residential and rural residential development.

**(c)(3) The long-term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in other areas than the proposed site and requiring an exception.**

**Staff Analysis**

See Factor 5.

**(d) The proposed location for the UGB shall result in a clear transition between urban and rural lands, using natural and built features, such as roads, drainage divides, floodplains, powerlines, major topographic features, and historic patterns of land use or settlement.**

**Staff Analysis**

URA #43 is contiguous to urbanized residential land to the north and rural residential areas to the east, south and west. Coffee Creek and its associated riparian corridor, approximately 150' wide, would

buffer the land to the east of the site. The land to the south, zoned rural residential, would be contiguous to the urban residential development. Along the western boundary of the site is Grahams Ferry Road, which would serve as a transition to the rural residential land to the west of the roadway.

**(e) Satisfaction of the requirements of section 3.01.020(a) and (b) does not mean that other statewide planning goals do not need to be considered. If the proposed amendment involves other statewide planning goals, they shall be addressed.**

### **Staff Analysis**

The applicable Statewide Planning Goals are 2 and 14. These goals are addressed by the analysis for Metro Code section 3.01.020 discussed above.

### **SECTION IV: METRO CODE SECTION 3.01.012(e) URBAN RESERVE PLANNING REQUIREMENTS**

Metro Code also requires an Urban Reserve Plan be completed for URAs. The Code requires a conceptual land use plan and map for URAs which demonstrate compliance with Goal 2 and Goal 14, Metro code sections 3.01.020 or section 3.01.030, with the RUGGO and the 2040 Growth Concept design types and any applicable Functional Plan provisions. Urban Reserve Plan requirements include an average residential density target, sufficient commercial and industrial development for the needs of the area, a transportation plan and protection for wildlife habitat and water quality enhancement. It also requires a conceptual public facilities plan, school plan and an agreement on governance. If insufficient land to satisfy the "need" is available that meets Urban Reserve Plan requirements, the Metro Council may consider first tier lands where a city or county commits to complete and adopt an Urban Reserve Plan and provides documentation to support this commitment as outlined in section 3.01.015(e).

### **Staff Analysis of Urban Reserve Planning for URA #43**

Matrix Development Corporation, the site owner, has prepared and submitted an Urban Reserve Plan to Metro for URA #43, pursuant to Metro Code section 3.01.012. The plan covers the entire URA #43 site. The plan is for a 44-lot single-family subdivision and addresses the Coffee Creek riparian corridor, utilities and services, transportation improvements and governance. The City of Tualatin has agreed to annex the site and provide the applicable urban services.

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**SITE 43**  
**URBAN RESERVE PLAN**

**submitted by**

**MATRIX  
DEVELOPMENT  
CORPORATION**

**OCTOBER 27, 1998**

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October 27, 1998

Jon Kvistad  
Presiding Officer  
Metro Council  
600 NE Grand Ave  
Portland, OR 97232

RE: Urban Reserve Plan for URA Site 43

Dear Councilor Kvistad:

Attached is the Urban Reserve Plan for URA Site 43, a 9.89 acre site owned entirely by my client, Matrix Development Corporation.

The Urban Reserve Plan for Site 43 includes the following:

Exhibit 1 Background and overview of Site 43.

Exhibit 2 A conceptual drawing of the land use plan for Site 43. (Urban Reserve Plan Map)

Exhibit 3 A drawing demonstrating the extension of water and sewer service to Site 43 from an existing serviced area.

Exhibit 4 A drawing demonstrating the lay-out of water and sewer service to Site 43 from an existing serviced area.

Exhibit 5 Map showing Site 43 and the land designation of all lands within one mile of Site 43.

Exhibit 6 City of Tualatin Comprehensive Plan Map.

Exhibit 7 Letter from the City of Tualatin stating that it will annex all of Site 43 to the city upon final approval of the proposed UGB amendment. The letter also addresses how the city intends to zone the Site 43 land. **Note:** The letter from Tualatin may be sent directly to Metro.

Exhibit 8 Letter from David Oringdulph, President of Matrix Development Corporation, stating Matrix's commitment to apply for annexation of Site 43 to Tualatin upon final approval of the proposed UGB amendment.

Jon Kvistad, Presiding Officer  
Metro Council  
Page 2

**Exhibit 9 a&b** a. Copy of Planning Area Agreement between Washington County and the City of Tualatin. (Note: The 1988 agreement is the most recent.) b. Copy of relevant portions of Washington County 2040 Policy.

**Exhibit 10** Narrative discussion of how the Urban Reserve Plan for Site 43 complies with the applicable elements of Metro Code Section 3.01.012(e), Goals 2 and 14 and Section 3.01.020, RUGGO and the 2040 Growth Concept.

**Exhibit 11** Traffic Impact Study for Site 43 (referred to by development project name "Rain Tree Residential") demonstrating that Goal 12 Transportation Planning Rule requirements are satisfied if Site 43 is brought into the UGB and rezoned for residential development.

**Exhibit 12** Service provider comment form and letter from Oregon Department of Transportation.

**Exhibit 13** Letter from United Sewerage Agency.

**Exhibit 14** Service provider comment from Tualatin Police Department.

**Exhibit 15** Service provider comment from Tualatin Parks and Recreation Department.

**Exhibit 16** Title 3 map showing secondary water feature on Site 43.

**Exhibit 17** Engineers Construction Cost Estimates of providing grading and street construction, site drainage, sanitary sewer service, water service and offsite improvements to Site 43.

Please advise me if there is additional information which you or the Metro staff needs for evaluating Site 43.

Very truly yours,

  
Diana E. Godwin

DEG\smc  
Encl.

cc: Elaine Wilkerson, Director  
Growth Management Services  
City of Tualatin

matrix\1415