

## STAFF REPORT

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

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Date: October 14, 2011

Prepared by: Tim O'Brien, x1840  
John Williams, x1635

## BACKGROUND

### Forecast and Urban Growth Report

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

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

### Residential Land Need

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

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

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

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

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

### Large Site Employment Land Need

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

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

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

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

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

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

## Assessment of Proposed UGB Expansion Areas/COO Recommendation

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

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

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

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

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

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

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

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

### **Public Involvement**

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

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

### **Metro Policy Advisory Committee**

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

#### Large Site Industrial Land

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

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

### Residential Land

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

### **UGB Amendments**

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

### Residential Land

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

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

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

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

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

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

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

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

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

### Large Site Industrial Land

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

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

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

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

### **UGB Technical Amendment**

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

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

Attachment 13 – Intergovernmental Agreement between Metro and Sandy, OR

### **ANALYSIS/INFORMATION**

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

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

## **RECOMMENDED ACTION**

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

### List of Attachments

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

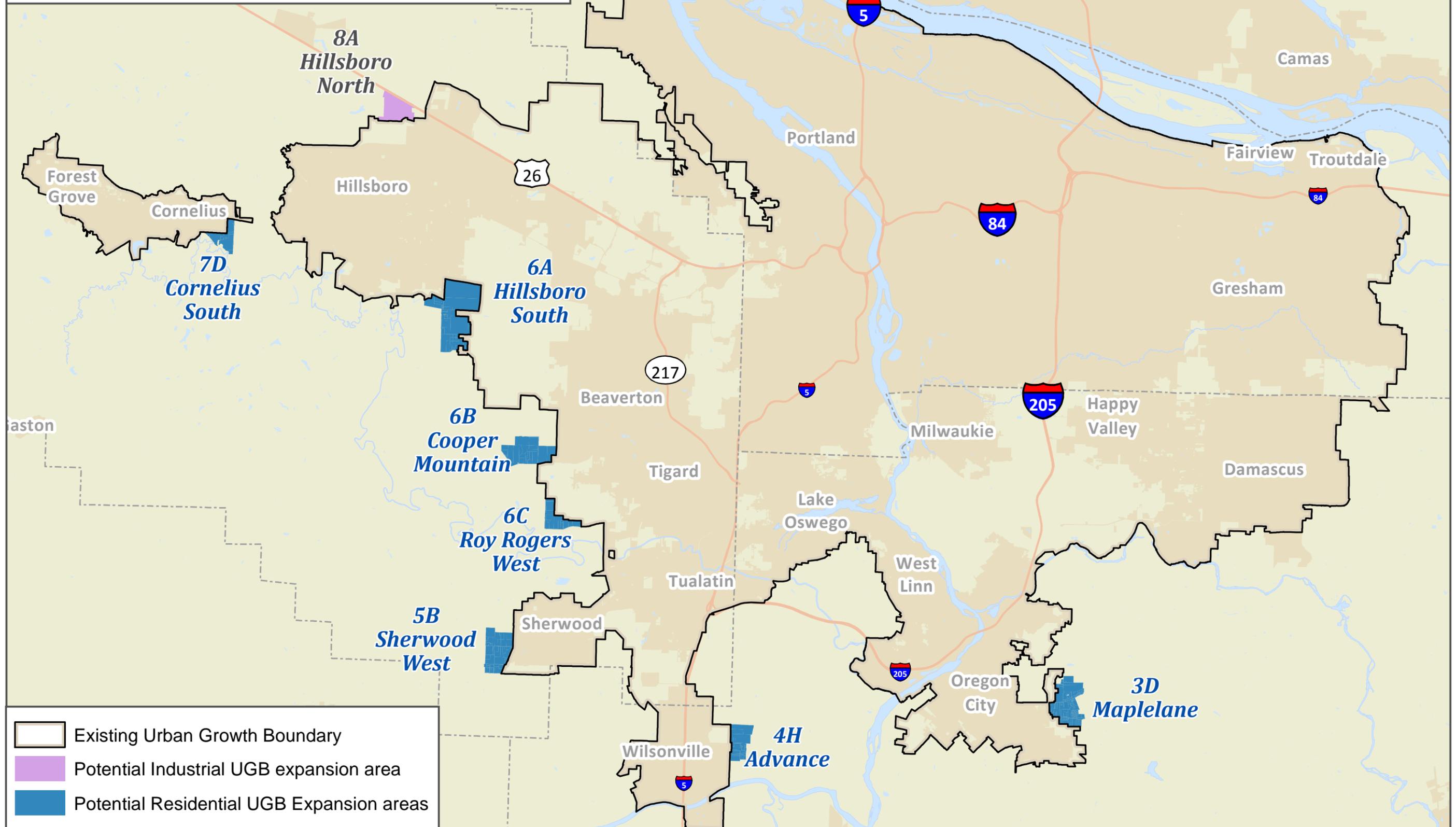




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### COO Recommendation UGB Expansion Options

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



-  Existing Urban Growth Boundary
-  Potential Industrial UGB expansion area
-  Potential Residential UGB Expansion areas


**Metro | Memo**

Date: Monday, August 9, 2011

To: Council President Tom Hughes  
Metro Councilors

From: Tim O'Brien, Principal Regional Planner

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

 Metro | Memo

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

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

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

News articles that mentioned various public comment opportunities include:

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

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

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

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

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

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

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

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

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

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

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

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



**PREPARED FOR:**

**METRO**

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

**August 2011**

**PREPARED BY:**

**DHM RESEARCH**

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

## 1. INTRODUCTION & METHODOLOGY

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

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

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

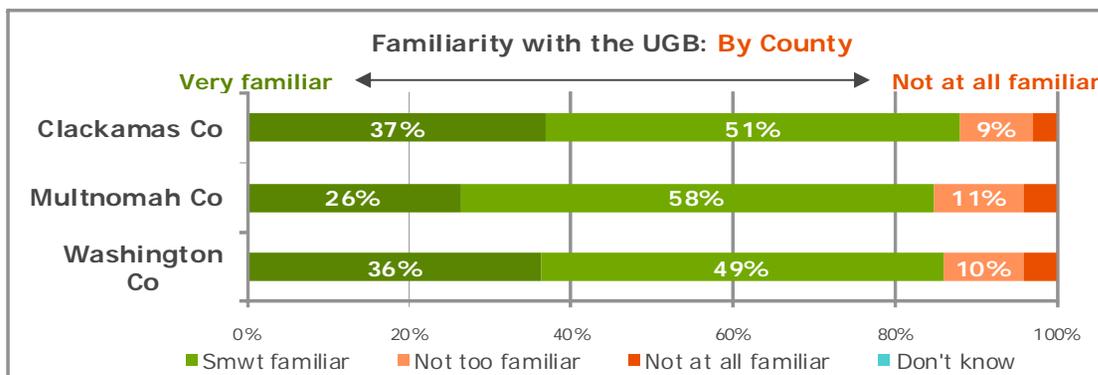
The surveys were hosted on an independent and secure DHM server and available to respondents 24 hours a day. In gathering responses, DHM employed quality control measures, including pre-testing and monitoring the online survey to identify potential browser issues.

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

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

## 2. KEY FINDINGS

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



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

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

### Regional Urban Growth Boundary and Proposed Expansion Areas

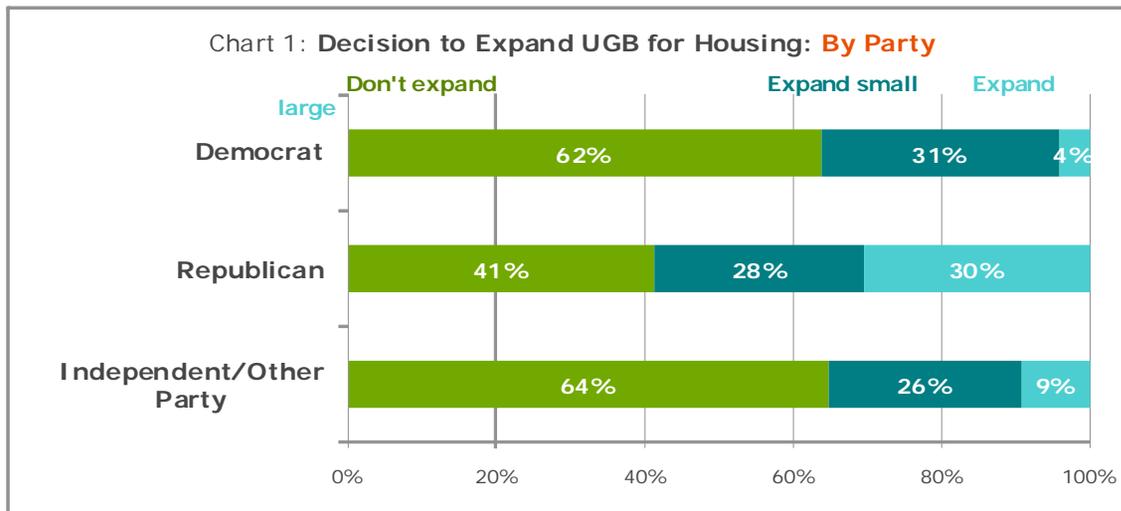
<sup>1</sup> Numbers for familiarity with UGB survey are from the Industrial Lands survey. Numbers between two surveys are almost identical.



## Opinions About RESIDENTIAL LAND Expansion

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

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



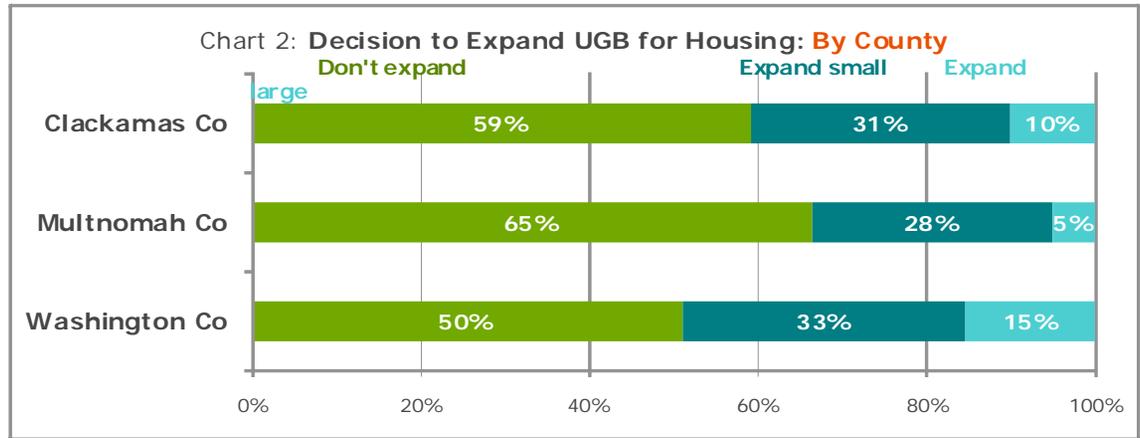
**Demographic Differences:** A majority of members do not think there should be an expansion, with the exception of Republicans (41% are of this opinion compared to 62% of Democrats and 64% of Independents).

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

### Legend: Charts 1 & 2

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

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



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

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

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



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

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

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



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

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

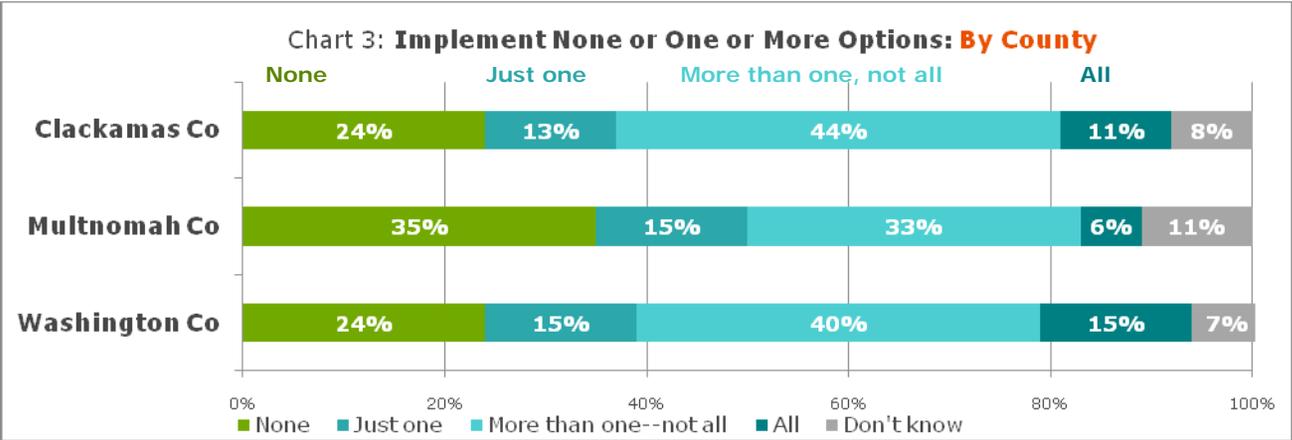
#### Other options are less popular.

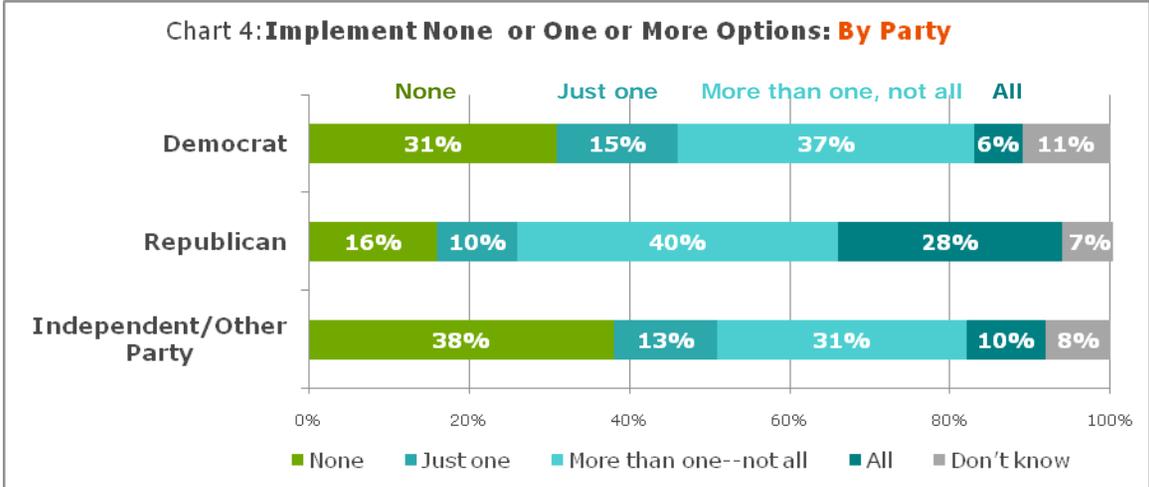
- **39% support** bringing 210 acres of the southeastern corner of Cornelius within the urban growth boundary.
- **37% support** bringing 256 acres located west of Tigard near the intersection of Southwest Roy Rogers Road and Southwest Beef Bend Road within the urban growth boundary.
- **32% support**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

**While no option received a majority support from members, six in 10 members said that Metro Council should implement at least one of the options, with the expansion in Hillsboro being the most popular choice.**

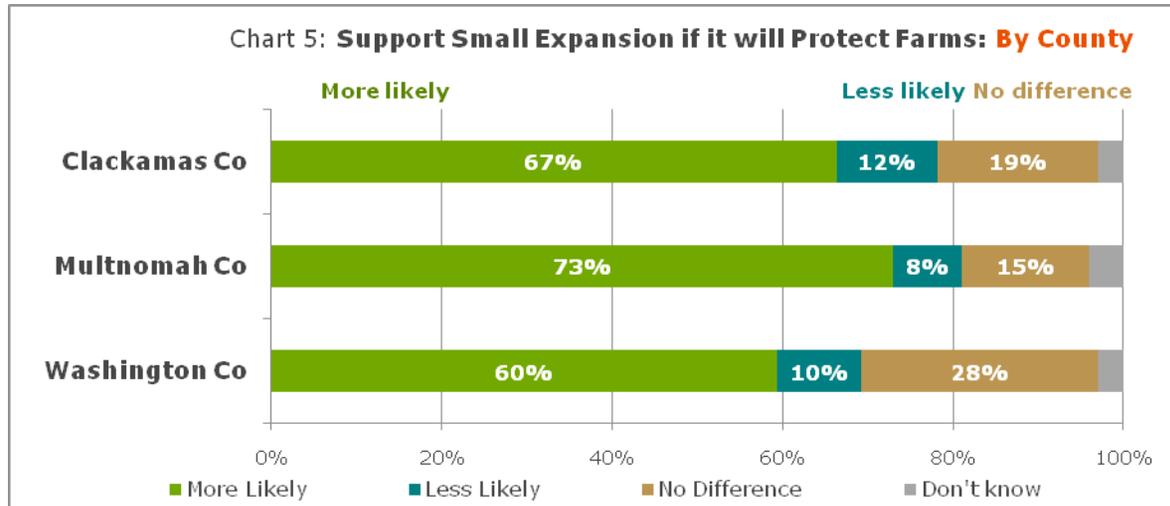
A core group said none of the options given should be implemented. This group was more likely to be Democrats (31%), Independents (38%), and residents of Multnomah County (35%).

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

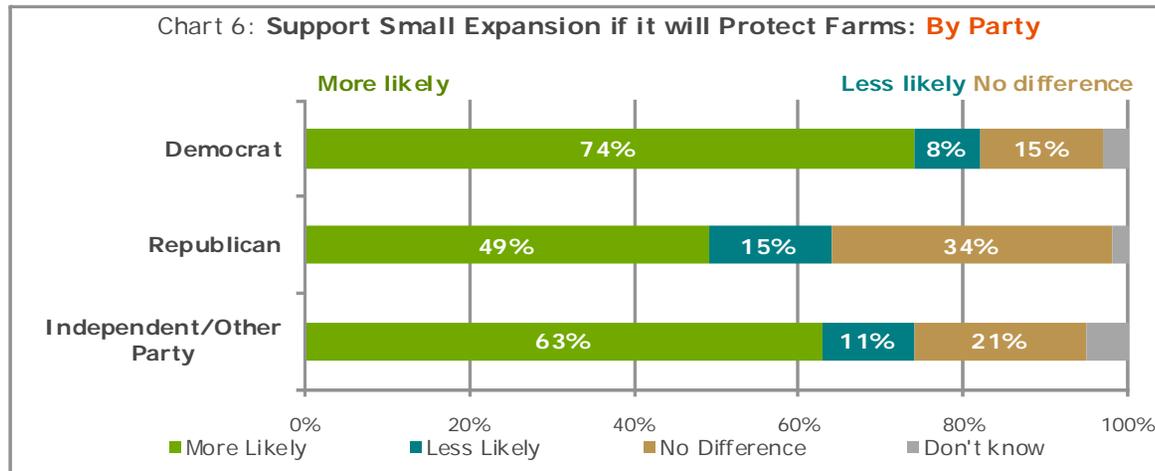




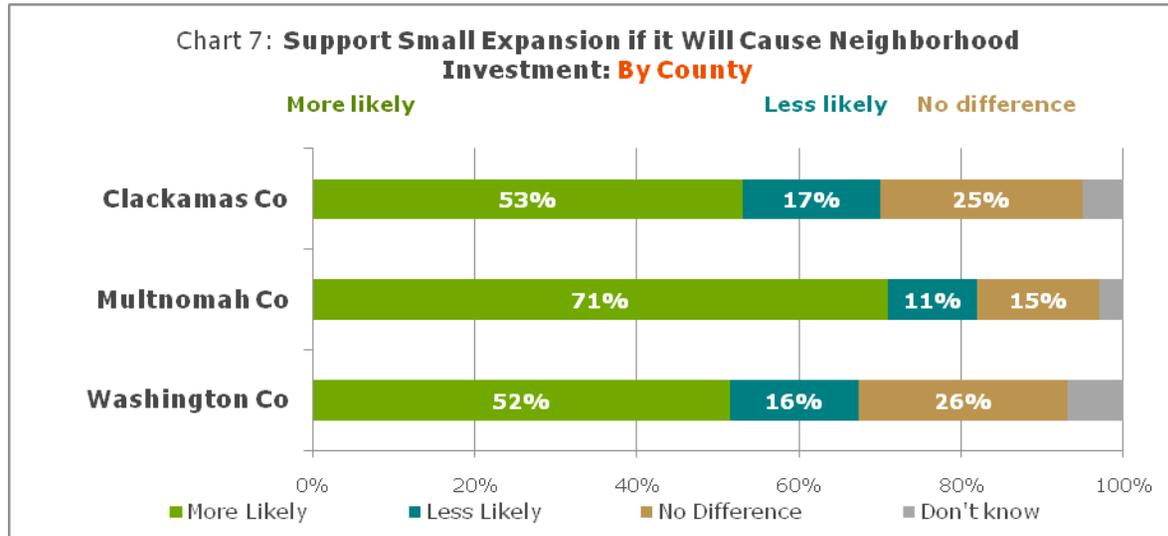
**Members value protecting farms in the region, and view this as the best reason to make only a small expansion, if one is made at all.** With the exception of Republicans, six in 10 in each subgroup are more likely to support only a small expansion of the UGB because it would keep more farmland in production.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



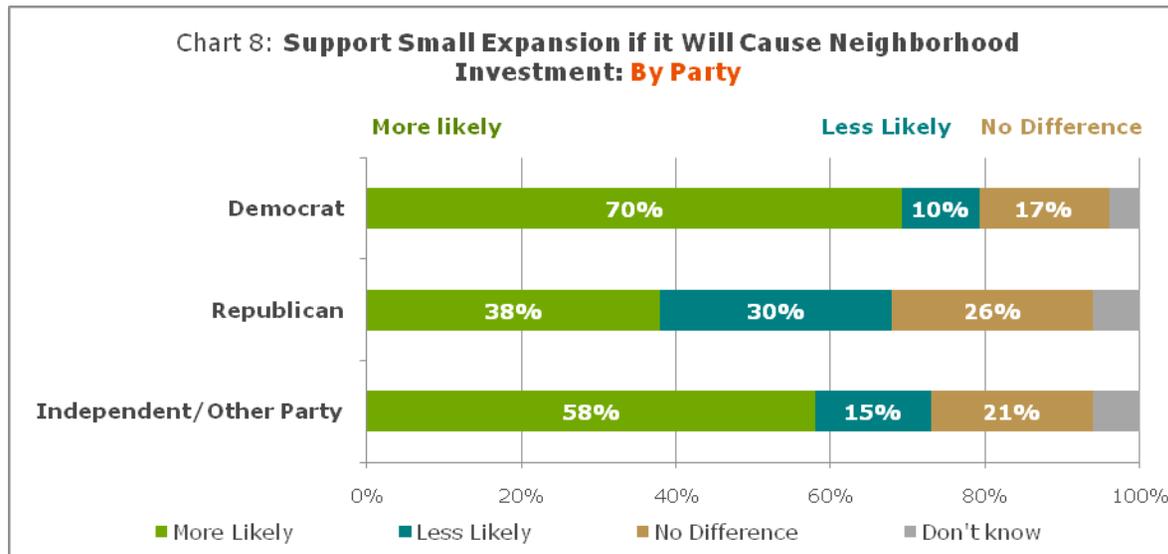
**Demographic Differences:** Majorities of members in each county support making a small expansion if it will protect farmland, although Washington County residents (60%), who are most likely to support a large expansion, are not as convinced as their counterparts in Clackamas (67%) and Multnomah (73%)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



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



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



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

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

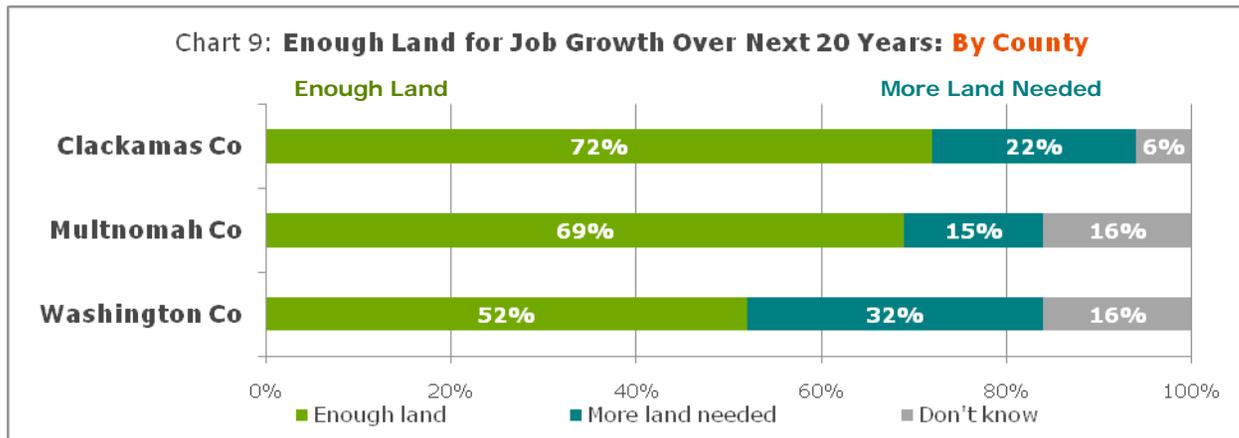
**Demographic Differences:** Fifty-three percent (53%) of Multnomah County residents said they would be more likely to support a small expansion because of this, compared to 42% of residents in Clackamas County and 45% of residents in Washington County. This argument also does better with Democrats (56%)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

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

## Opinions About INDUSTRIAL LAND Expansion

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

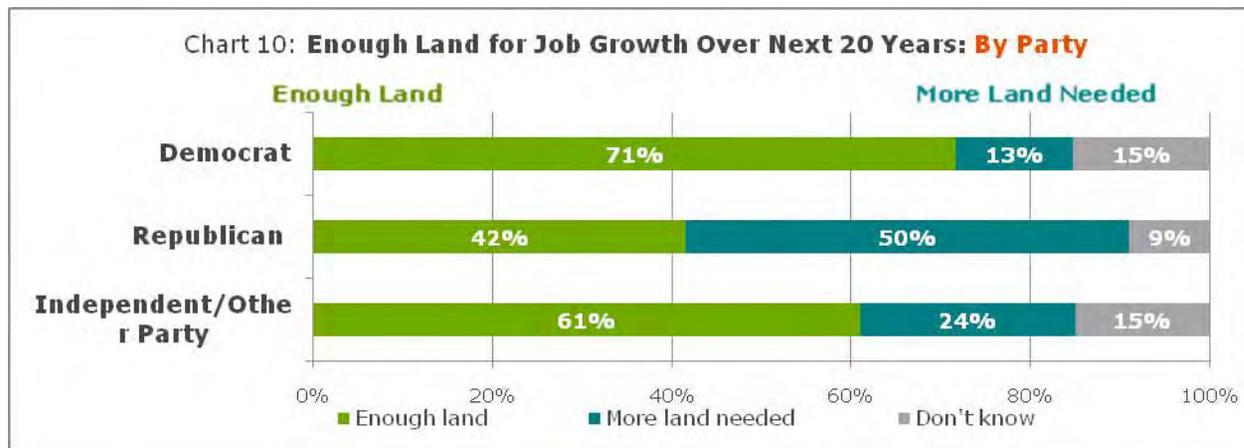
With the exception of Republicans, a majority of all demographic groups share this opinion.



### Demographic Differences:

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

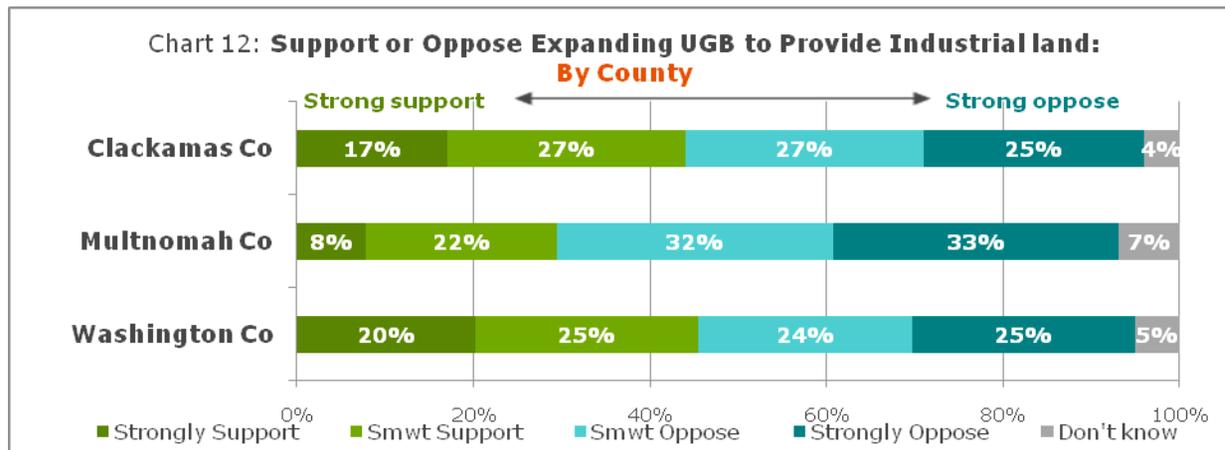
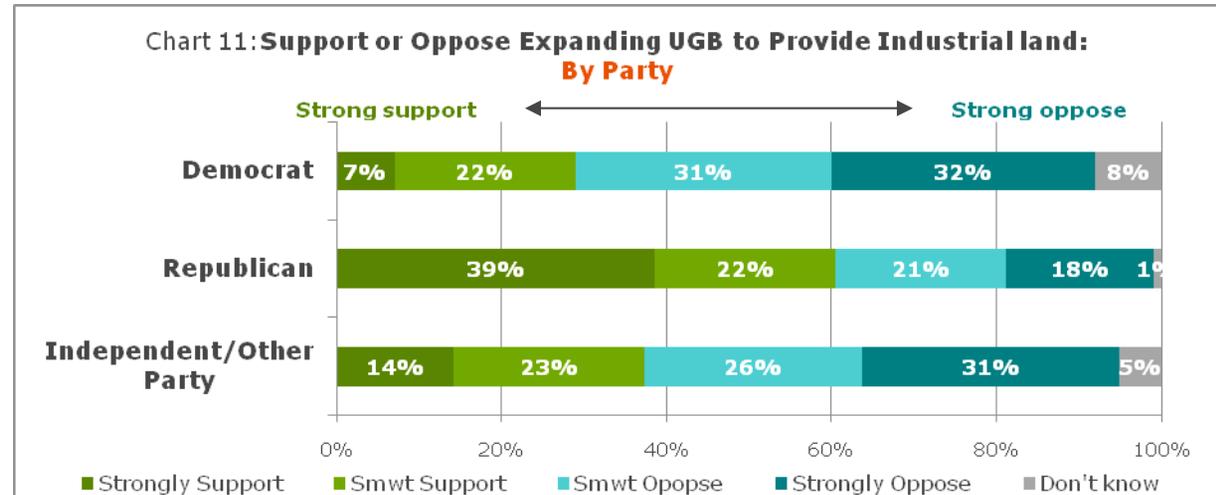
Majorities of Democrats (71%) and Independents (61%) think there is enough land to accommodate future job growth. Four in 10 (42%) Republicans are of this opinion, while 50% in this group don't think there is enough land.



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

**Demographic Differences:**

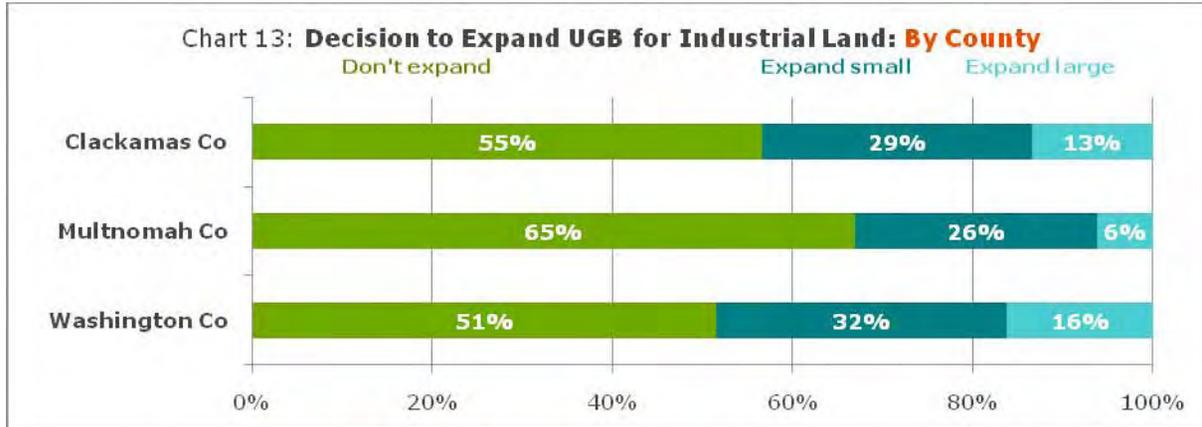
Democrats (63%) and Independents (57%) are more likely to oppose expanding the UGB. Their opposition notably increases when told that it may be on farmland (81% and 69% respectively). Republicans are less likely to oppose it in either context (39% and 45%).



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

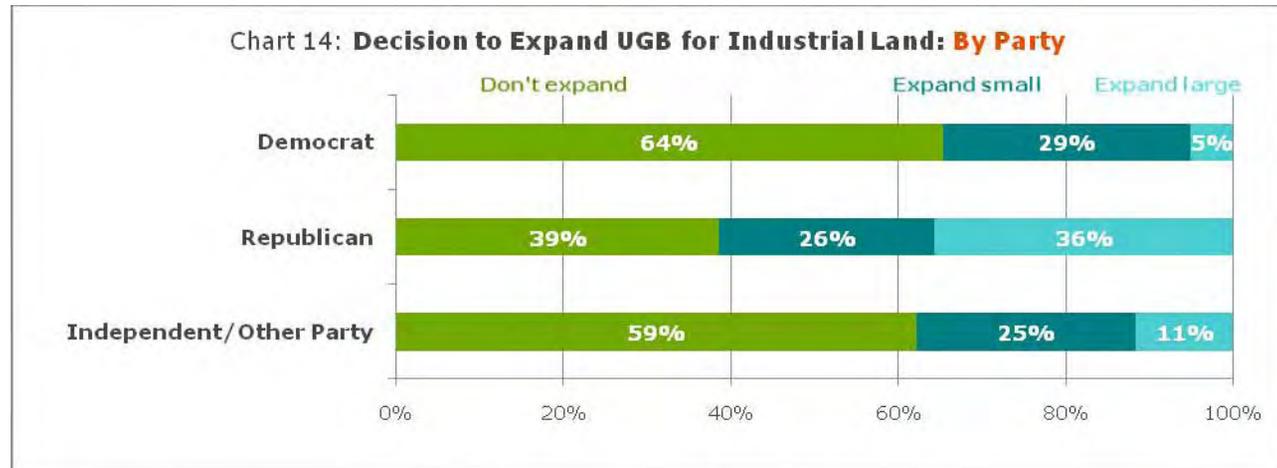
Opposition increases in all three counties with the knowledge that it could be on existing farmland – to 82% in Multnomah County, 67% in Clackamas County, and 61% in Washington County.

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



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

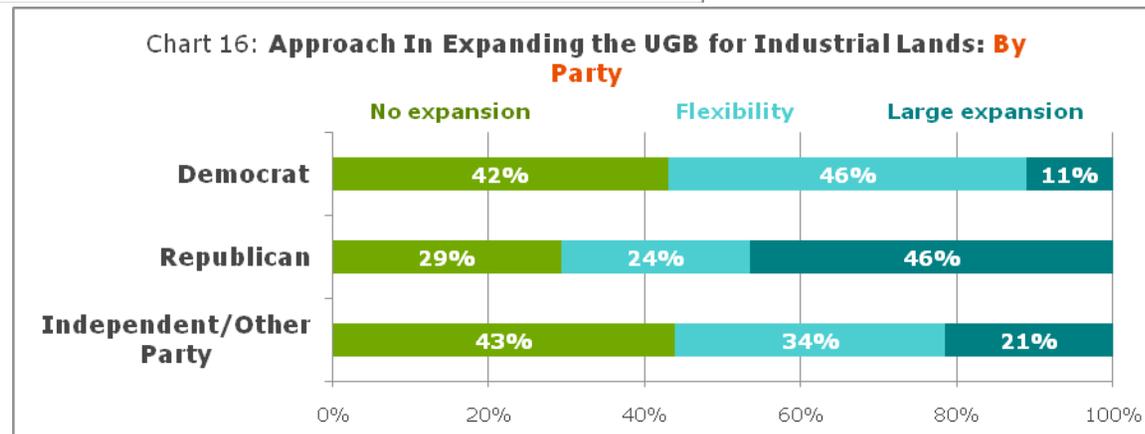
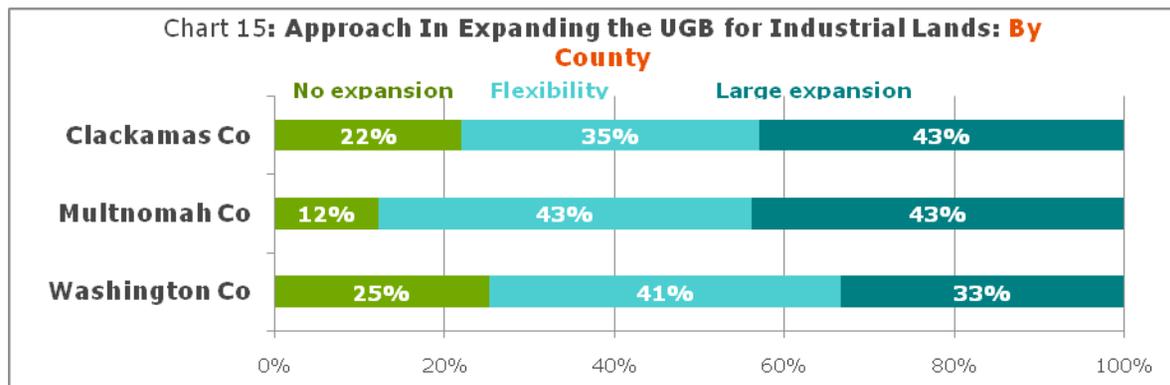
**Demographic Differences:** By party, Democrats (64%) and Independents (59%) are most likely to say they do not want to see a UGB expansion, but one-quarter in each group are open to a small expansion. Six in 10 Republicans want an expansion, and are divided between it being a small expansion (26%)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



**Legend: Charts 13 & 14**

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

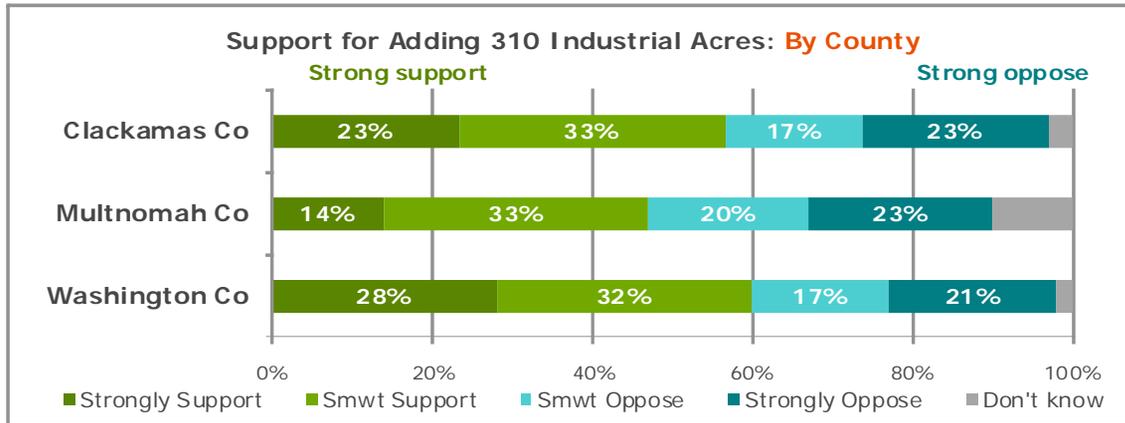
Despite majority agreement that the region does not need to expand the urban growth boundary at this time to accommodate job growth, a majority thinks the region needs some flexibility in meeting future employment needs and some expansion should be considered. While a core four in 10 (40%) said no expansion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



**Legend: Charts 15 & 16**

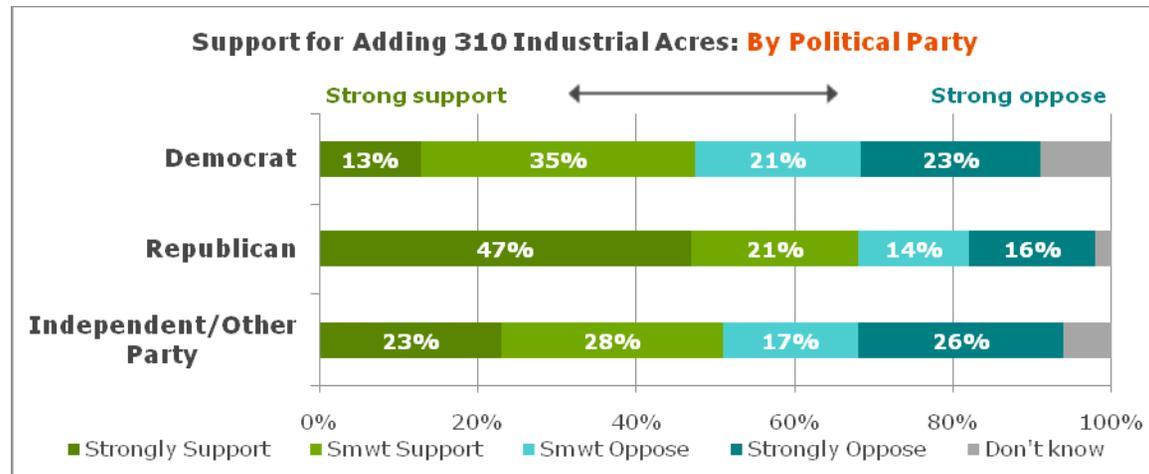
- No expansion of the UGB for employment is needed at this time. Job growth can be accommodated within the existing UGB.
- The region needs some flexibility in meeting future employment needs, but the smallest expansion recommended should be sufficient for employers right now.
- The region needs maximum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

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



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

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



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

### 3. ANNOTATED QUESTIONNAIRES

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

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

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

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

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

#### UGB Industrial Land Expansion Survey

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

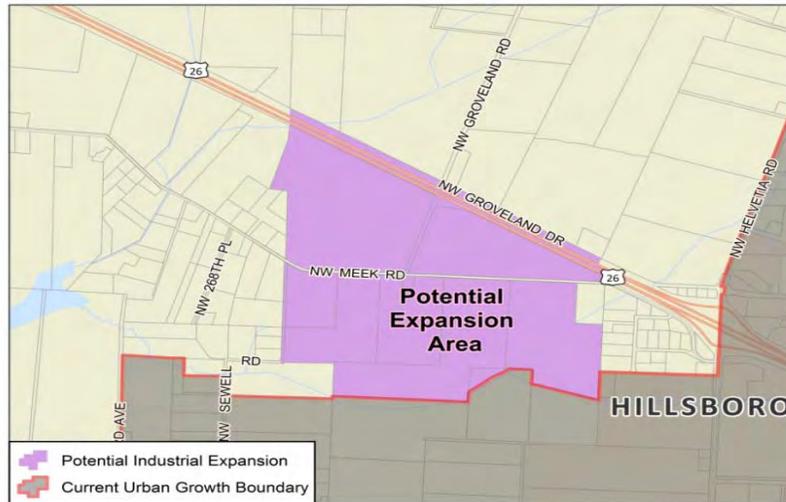
The Metro Council is considering adding at least 310 acres just north of Hillsboro that has direct access to Highway 26 into the UGB to accommodate industrial employers, like tech manufacturing sector employers, who require 50-acre sites or larger.

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



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

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



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

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

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

## UGB Residential Land Expansion Survey

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

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

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

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

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

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

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

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

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

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





8. **Option 2:** Bring 210 acres of the southeastern corner of Cornelius within the urban growth boundary. This area could supply 1,400 to 2,200 new housing units depending on housing types and lot sizes, and a space where a new high school could be built. Do you support or oppose this option? (Q8 Image: South Cornelius Map)

Response Category	Residential
Strongly support	13%
Somewhat support	26%
Somewhat oppose	21%
Strongly oppose	25%
Don't know	15%



9. **Option 3:** Bring 543 acres south of Cooper Mountain (located north of Scholls Ferry Road near the City of Beaverton) within the urban growth boundary. This area could supply 2,900 to 6,300 new housing units, depending on housing types and lot sizes. This addition could help the city of Beaverton meet its estimated need for new housing for the next 20 years. This area may also become a place where a new high school can be built for Beaverton students. Do you support or oppose this option? (Q9 Image: South Cooper Mountain Map)

Response Category	Residential
Strongly support	13%
Somewhat support	28%
Somewhat oppose	18%
Strongly oppose	29%
Don't know	12%



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

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



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

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

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



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

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



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

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



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

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

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

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

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

## DEMOGRAPHIS

Gender

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

## Age

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

## Political Party Identification

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

## County

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

## CONCLUSION

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

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

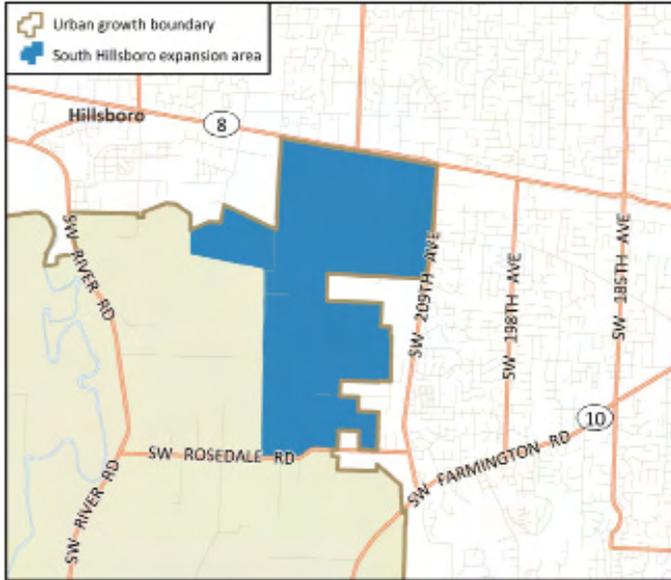
Thank you again for taking the time to share your views on this important decision.

Public notice

# Proposed urban growth boundary expansion recommended

## Recommended by Metro chief operating officer

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



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



600 NE Grand Ave.  
Portland, OR 97232

## Why are you receiving this notice?

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

### Background

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

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

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

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## Public hearings

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

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

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

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

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

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

## For more information

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

**optin**  
ONLINE PANEL

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

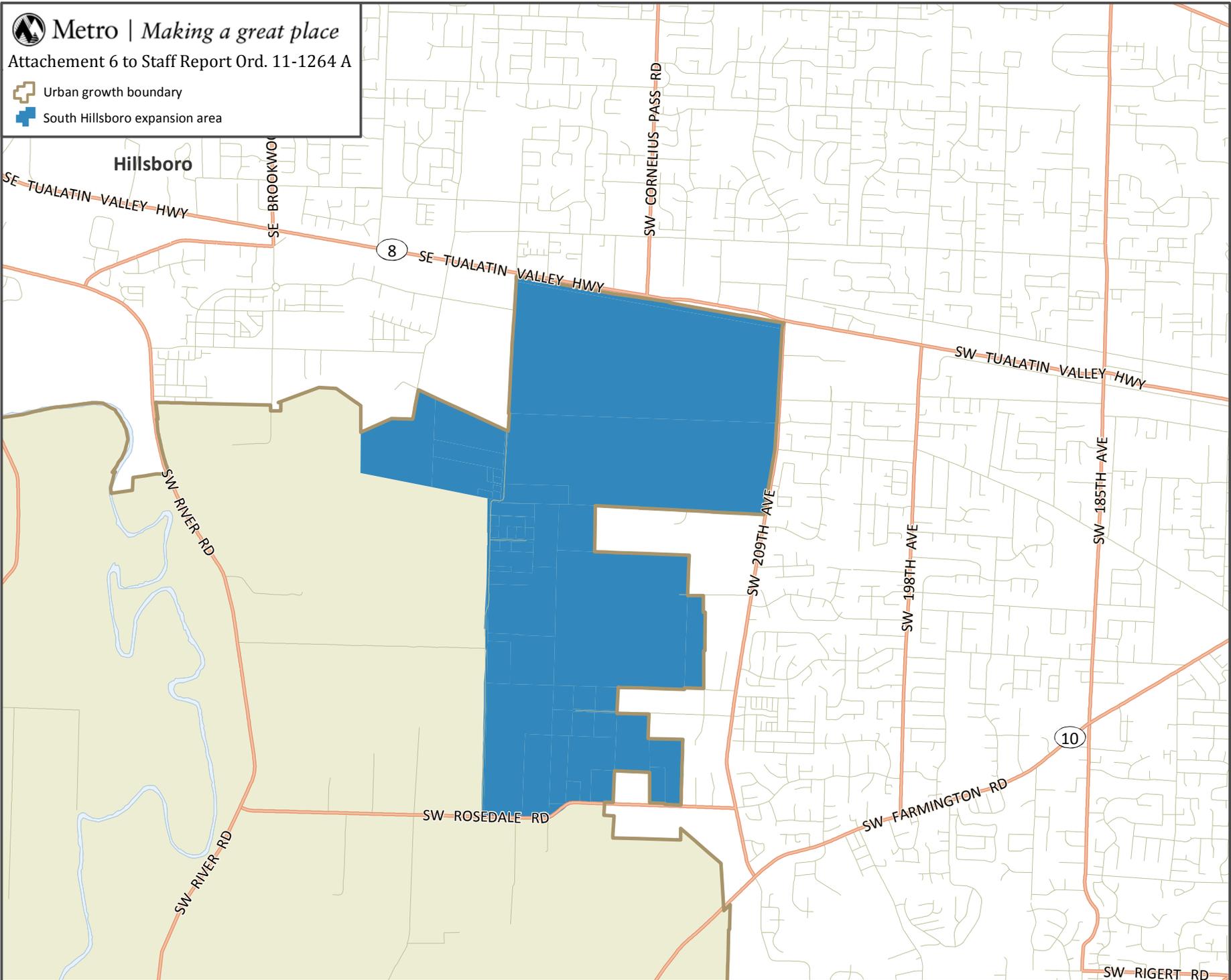




Metro | Making a great place

Attachement 6 to Staff Report Ord. 11-1264 A

-  Urban growth boundary
-  South Hillsboro expansion area





Metro | *Making a great place*

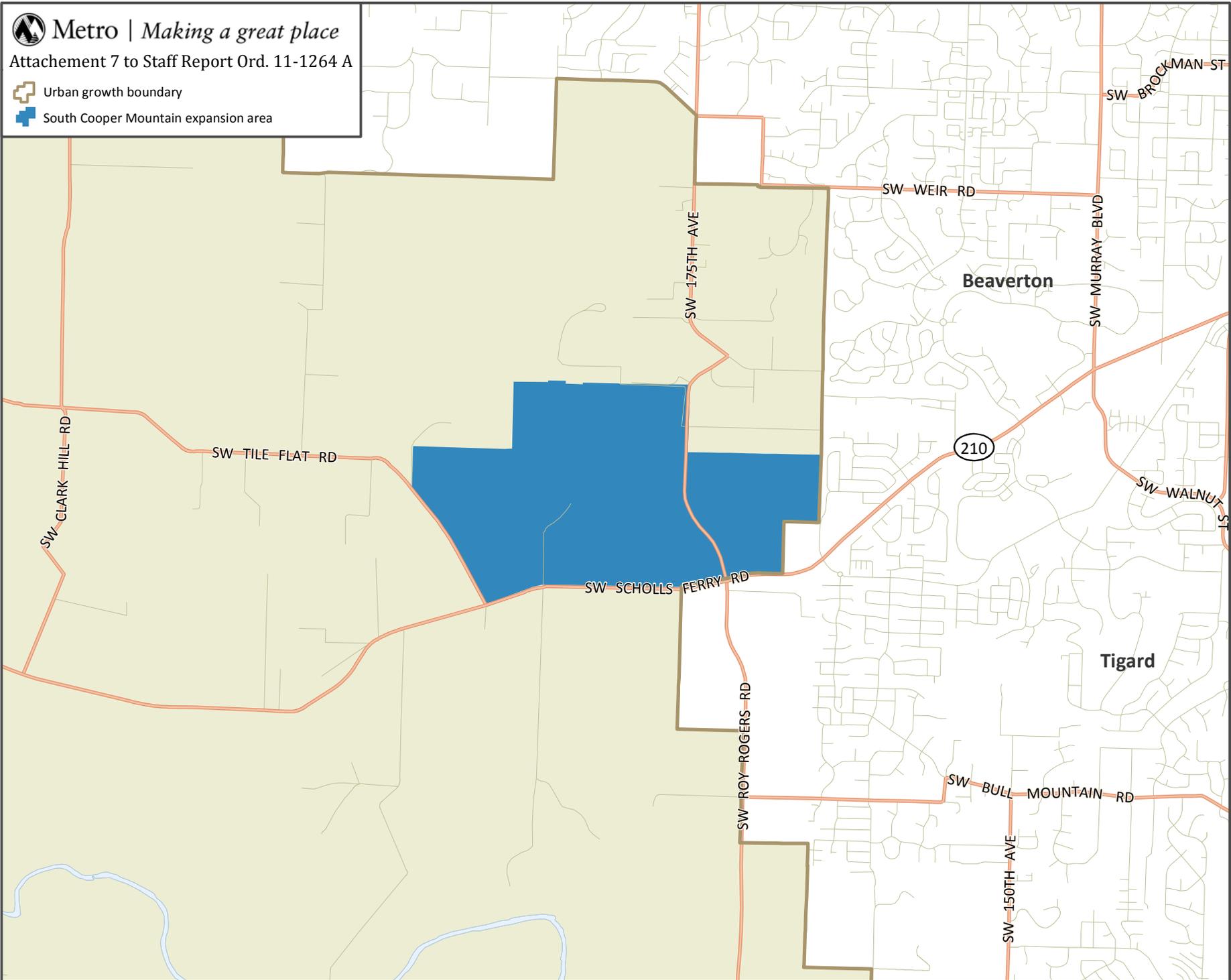
Attachement 7 to Staff Report Ord. 11-1264 A



Urban growth boundary



South Cooper Mountain expansion area

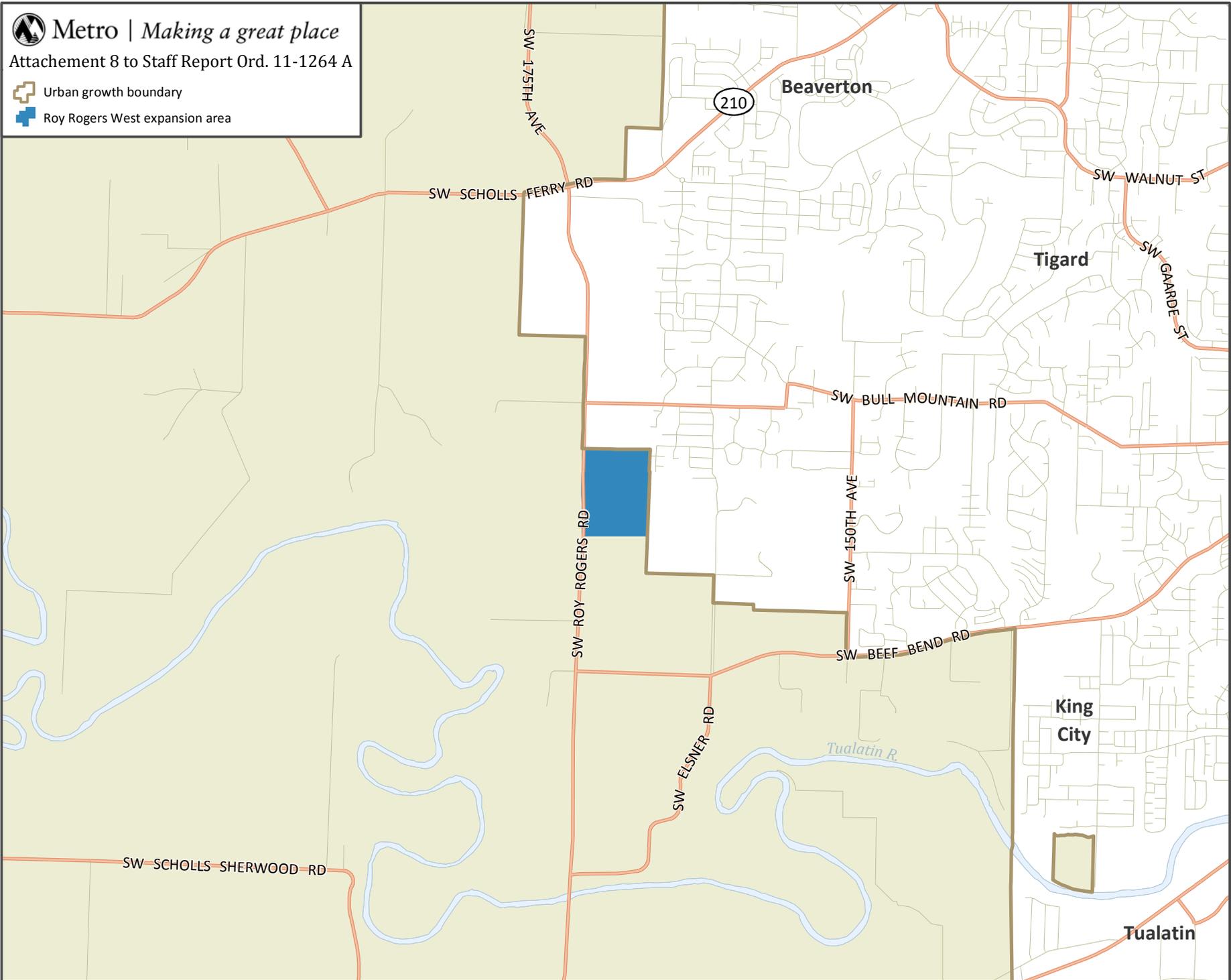




Metro | Making a great place

Attachement 8 to Staff Report Ord. 11-1264 A

-  Urban growth boundary
-  Roy Rogers West expansion area

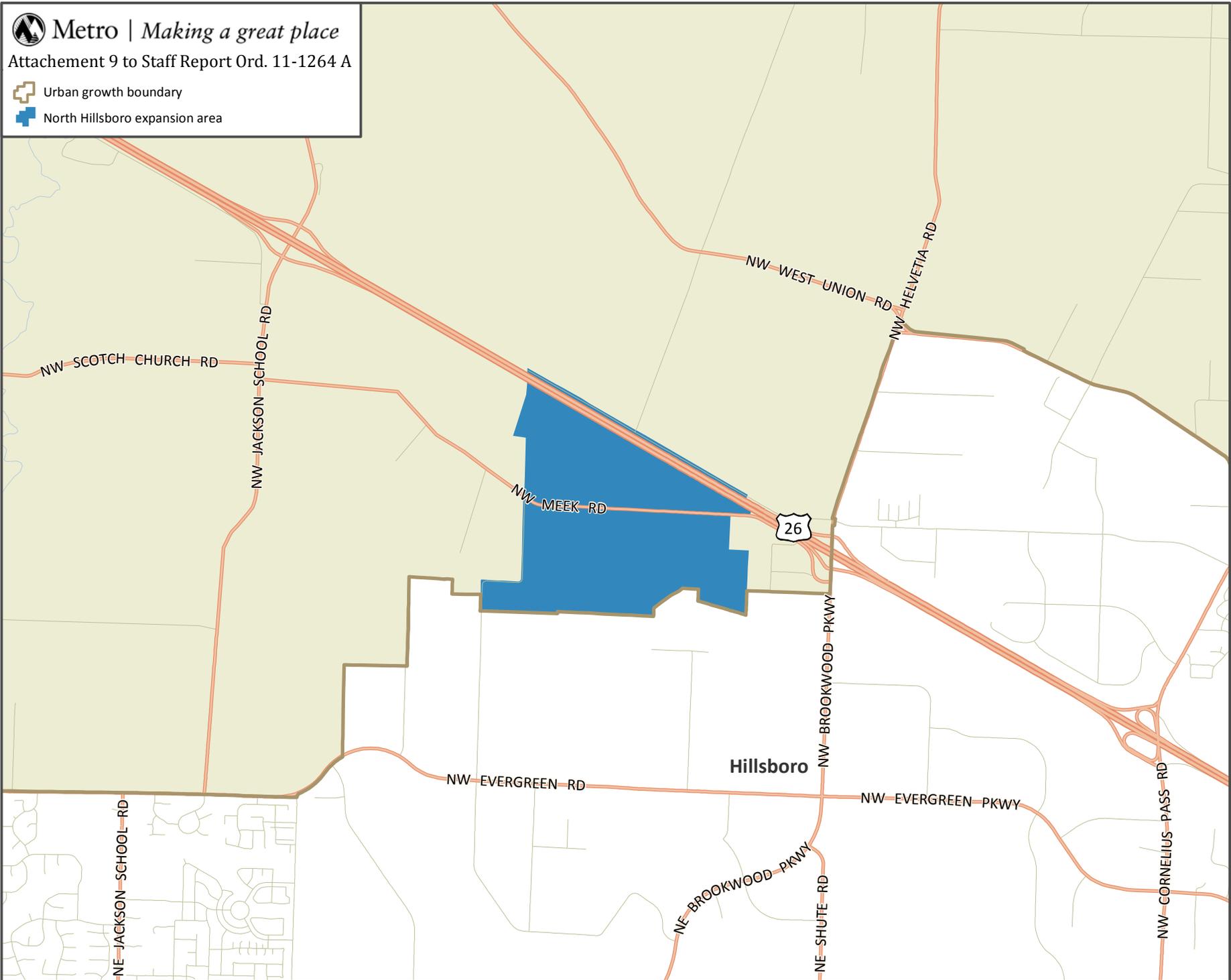




Metro | *Making a great place*

Attachement 9 to Staff Report Ord. 11-1264 A

-  Urban growth boundary
-  North Hillsboro expansion area



# MEMORANDUM

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

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

**SUBJECT: Hillsboro Site-Specific Notes**

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

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

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

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

### *Transportation Studies*

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

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

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

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

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

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

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

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

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

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

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

### **Exhibit List**

#### **Infrastructure Cost Exhibits**

COO Study Area - Base

Alternative #1 - Jackson School

Alternative #2 – Waibel Creek South

Alternative #3 – Groveland Road

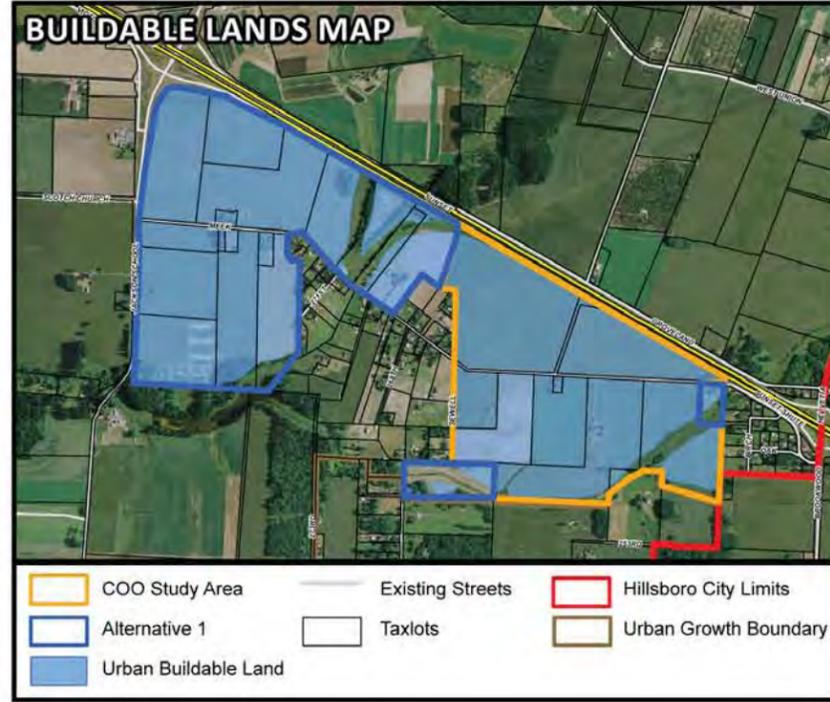
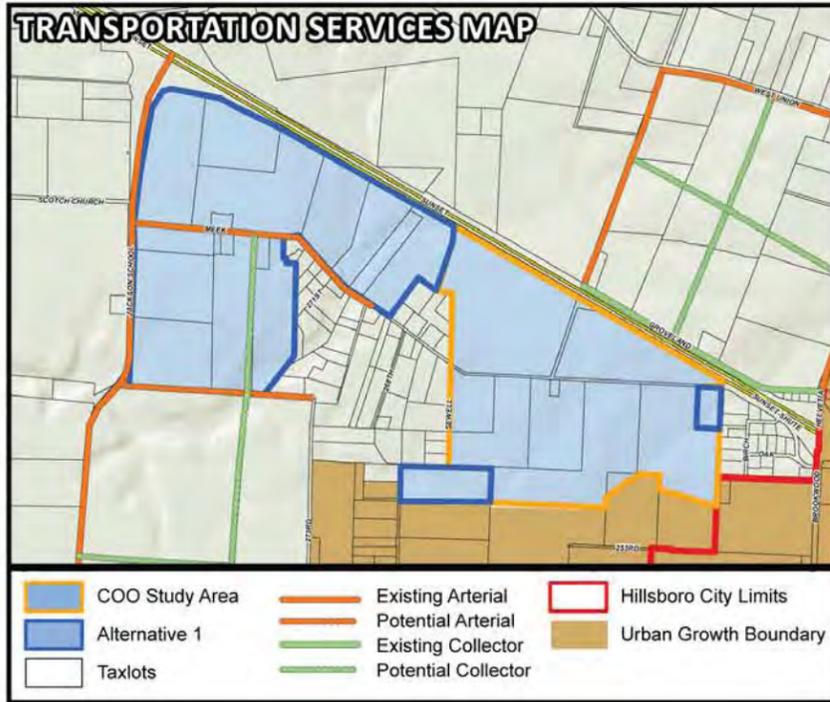
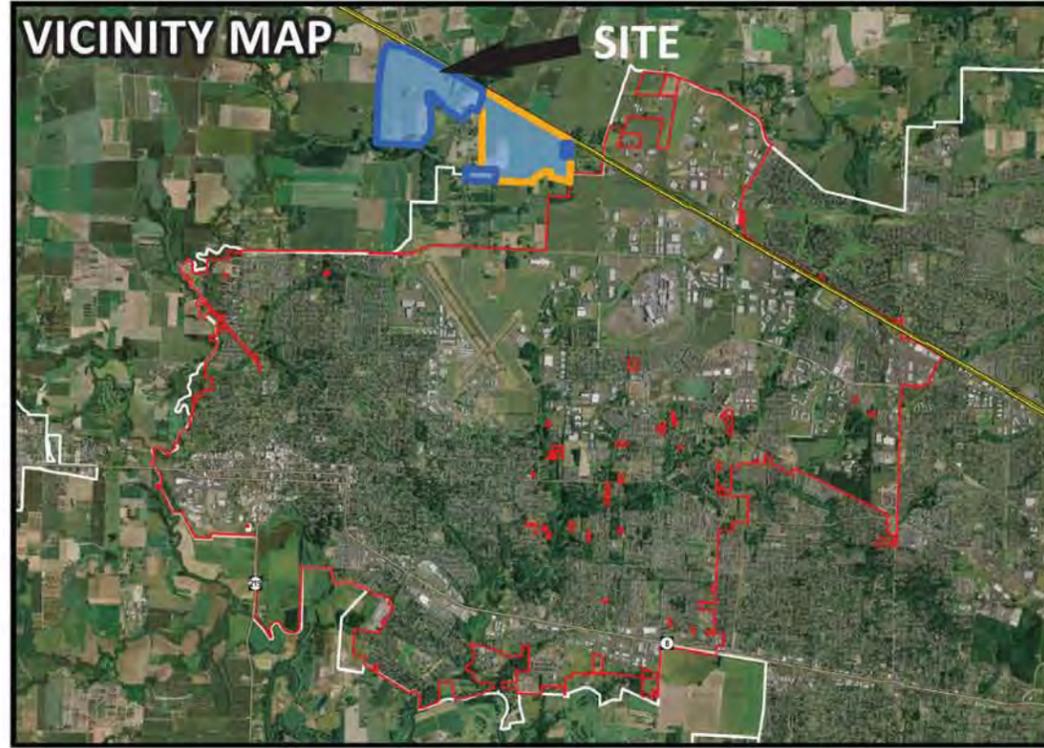
#### **City of Hillsboro Transportation Maps –**

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

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

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

# Alternative #1: Jackson School Study Area

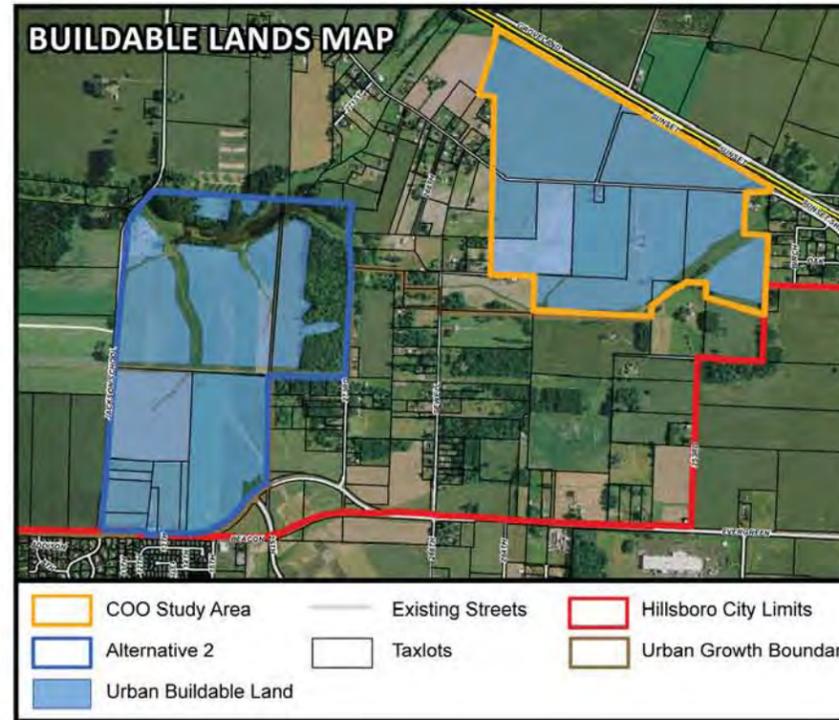
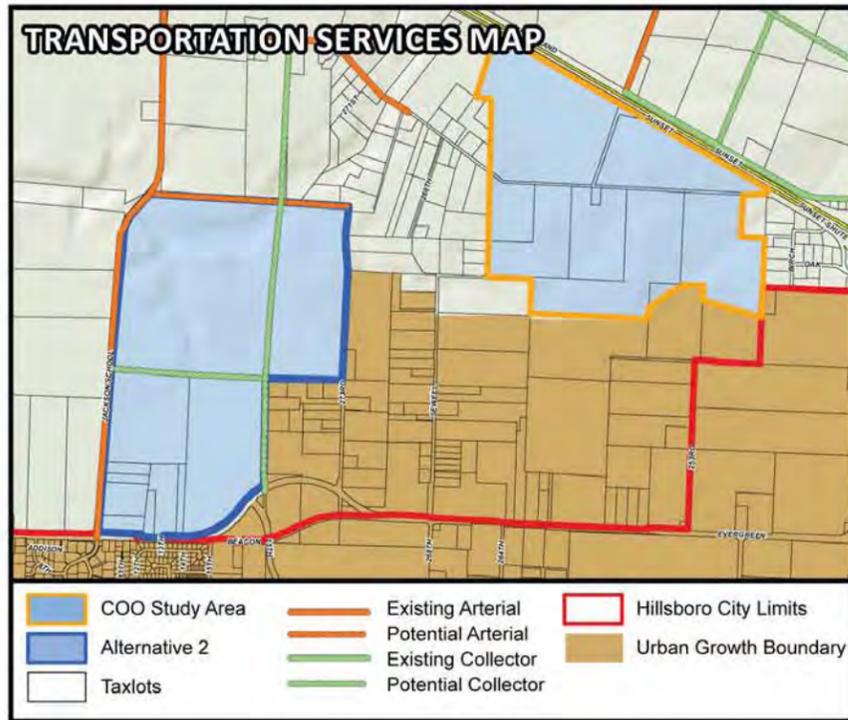
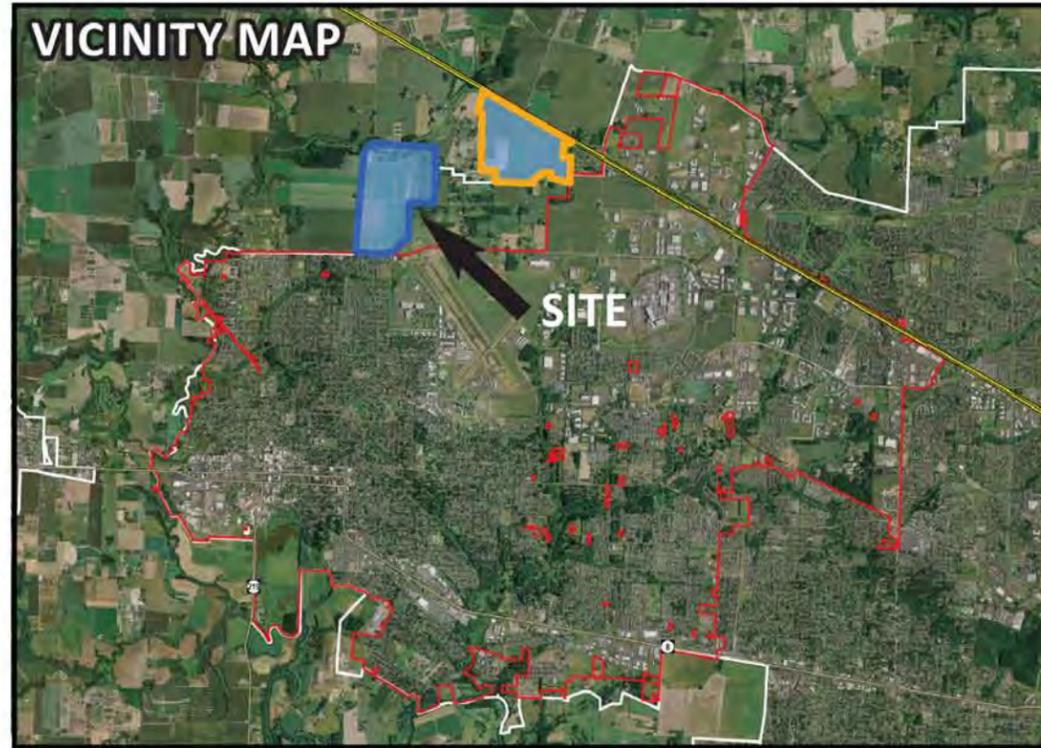


Infrastructure Costs - Alternative #1 - Jackson School Study Area					
Study Area Data	Total Study Area Land		697 acres		
	Total Constrained Land		63 acres		
	Net Buildable Land		634 acres		
Sanitary Sewer Service (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+ 12+" Force	
	Total Pipe Length	14800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

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

# Alternative #2:

# Waibel Creek South Study Area

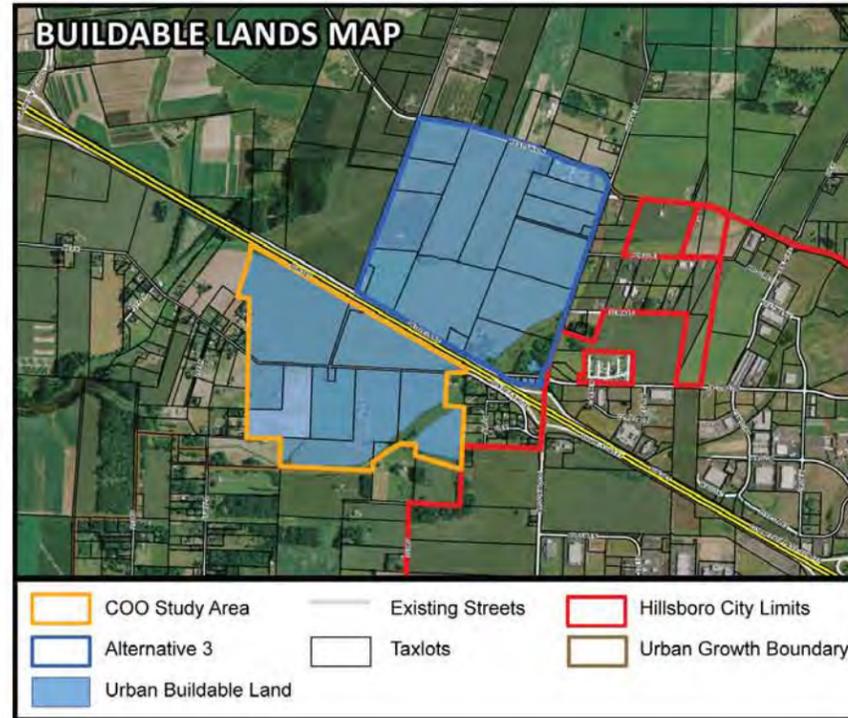
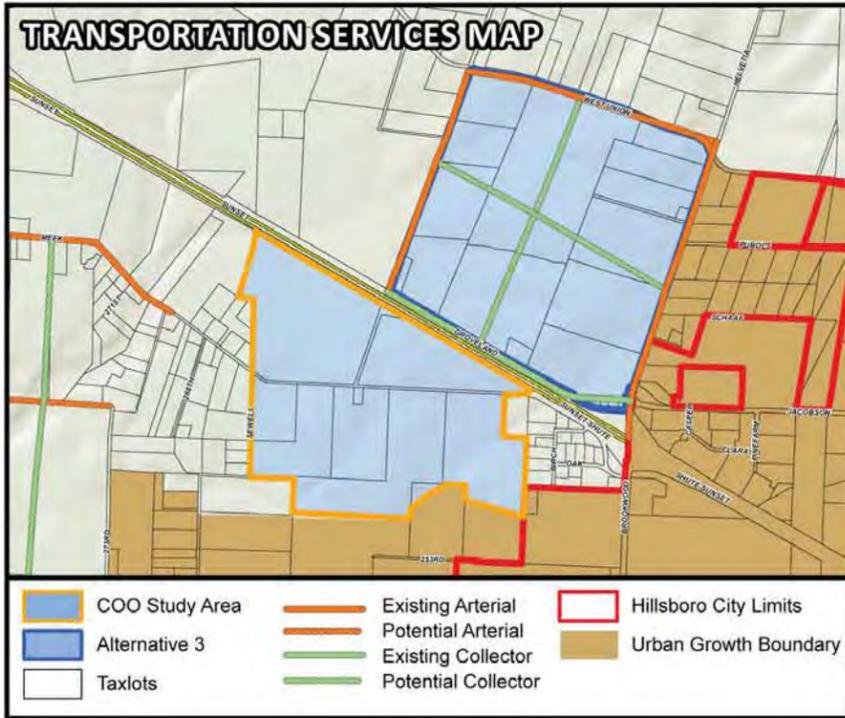
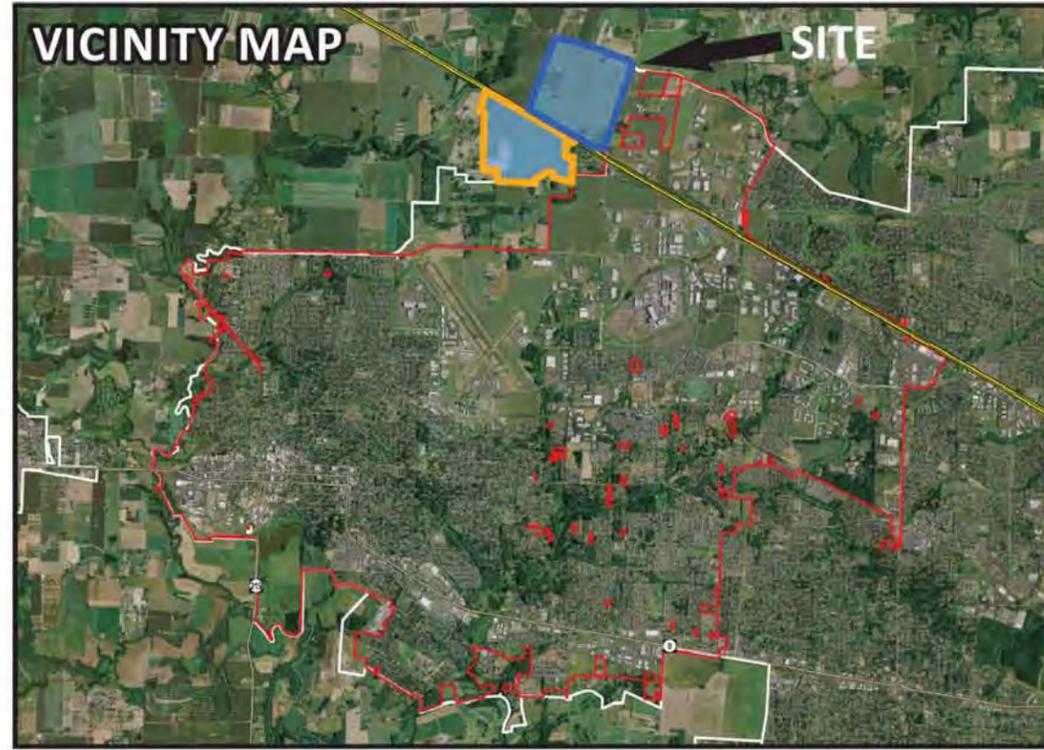


Infrastructure Costs - Alternative #2 - Waibel Creek South Study Area				
Study Area Data	Total Study Area Land		677 acres	
	Total Constrained Land		117 acres	
	Net Buildable Land		560 acres	
Sanitary Sewer Service (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+ 12+" Force
	Total Pipe Length	13100	4000	3600 2000
	Per-Foot Pipe Cost	\$120	\$160	\$180 \$250
	Construction Cost	\$ 1,572,000	\$ 640,000	\$ 648,000 \$ 500,000
	Subtotal - Study Area Pipe Network			\$ 3,360,000
	System Upgrades: Pump Station and Distribution			\$ 1,500,000
	System Upgrades: Treatment Facilities			N/A
System Upgrades: Associated Maintenance Increase			\$ 500,000	
<b>Total Sewer System Infrastructure Cost:</b>				<b>\$ 5,360,000</b>
Water Distribution Service (City of Hillsboro)	Estimated Water Demand:		600,000 gpd	
	Pipe Size	12"-18"	18"-24"	24"+
	Total Pipe Length	16200	4400	8200
	Per-Foot Pipe Cost	\$100	\$150	\$200
	Construction Cost	\$ 1,620,000	\$ 660,000	\$ 1,640,000
	Subtotal - Study Area Water Pipe Network			\$ 3,920,000
	System Upgrades: Pump Station and Distribution			N/A
System Upgrades: Treatment Facilities			N/A	
System Upgrades: Associated Maintenance Increase			\$ 500,000	
<b>Total Water System Infrastructure Cost:</b>				<b>\$ 4,420,000</b>
Storm Sewer Service (City of Hillsboro)	Pipe Size	12"-18"	18"-24"	24"-48" 48"+
	Total Pipe Length	5800	4800	7700 3700
	Per-Foot Pipe Cost	\$135	\$175	\$220 \$330
	Construction Cost	\$ 783,000	\$ 840,000	\$ 1,694,000 \$ 1,221,000
<b>Total Storm System Infrastructure Cost:</b>				<b>\$ 4,538,000</b>
Transportation Service*	Projected Lane Miles to be Built (including Base Study Area)		12.47	
	Cost per Added Lane Mile (millions)		\$12.68	
	<b>Total Road System Infrastructure Cost (millions):</b>			<b>\$ 158.16</b>

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

# Alternative #3:

# Groveland Road Study Area

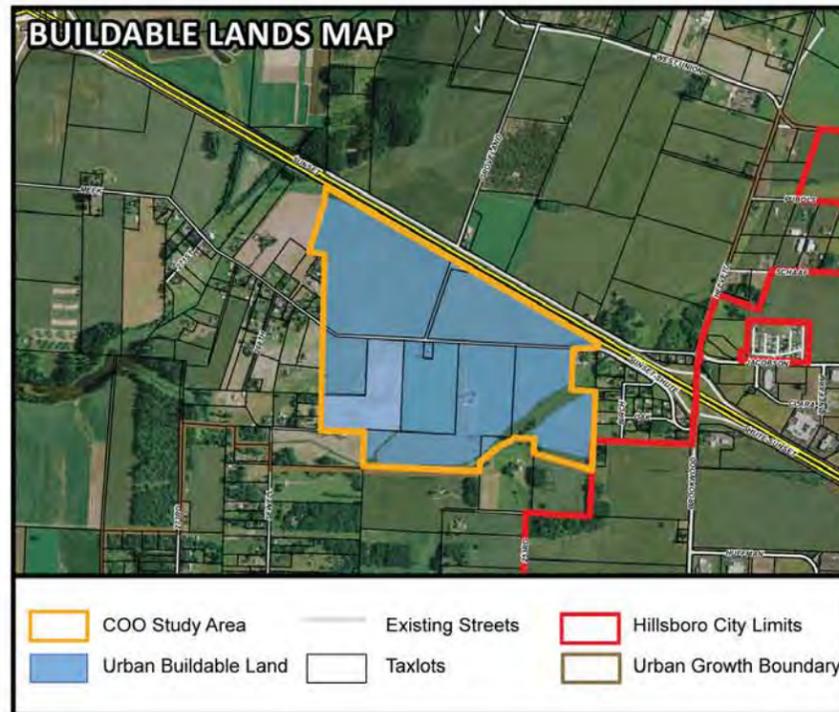
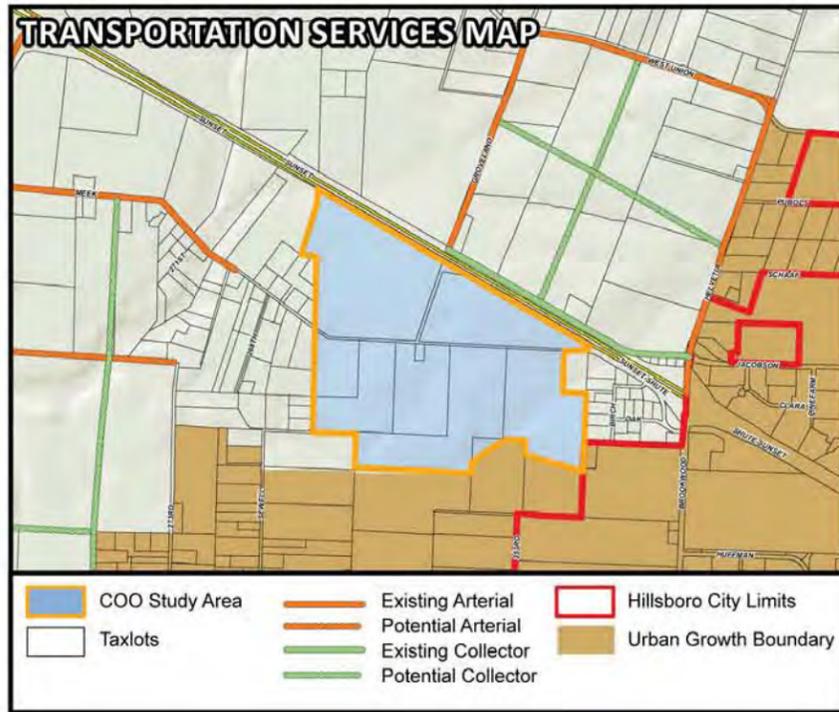
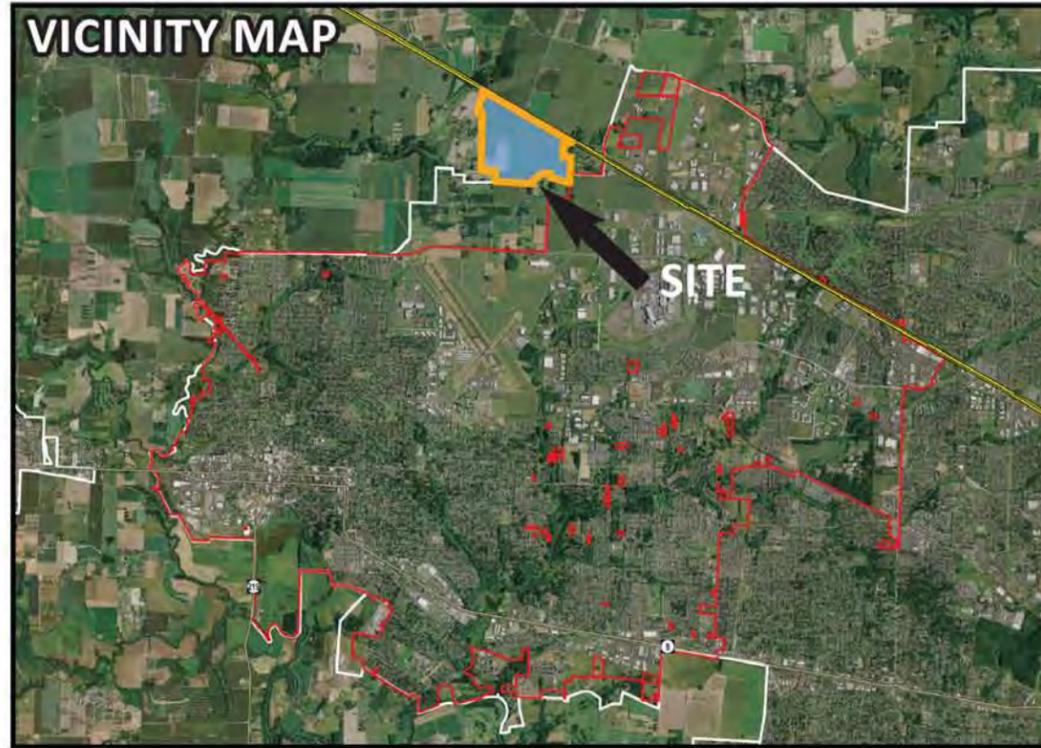


Infrastructure Costs - Alternative #3 - Groveland Road Study Area					
Study Area Data	Total Study Area Land		712 acres		
	Total Constrained Land		42 acres		
	Net Buildable Land		670 acres		
Sanitary Sewer Service (Clean Water Services)	Pipe Size	8"-12"	12"-18"	18"+	12+" Force
	Total Pipe Length	15600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

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

# Metro COO Study Area

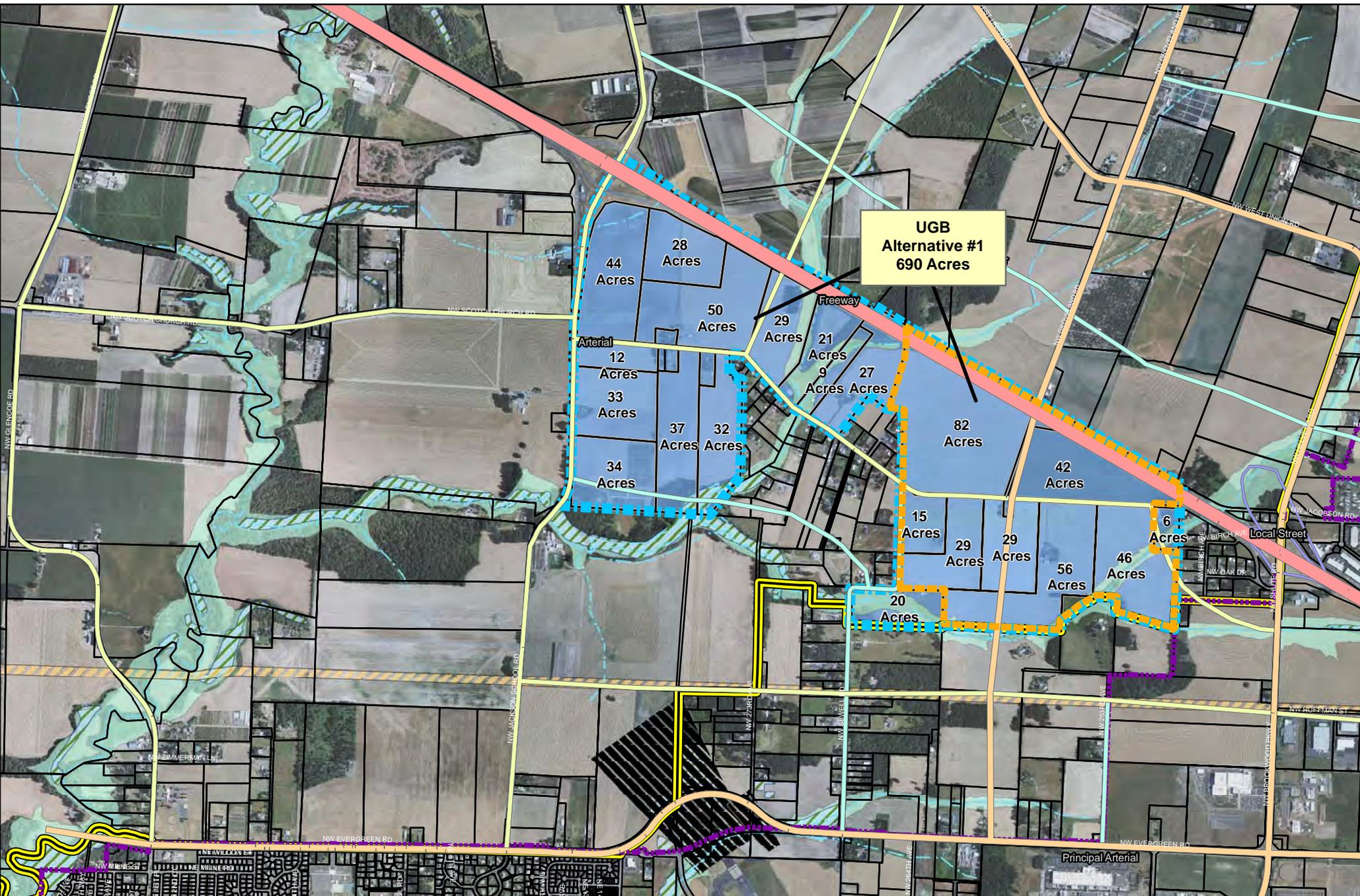
\*Previously included in Metro analysis



## Infrastructure Costs - COO Study Area

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

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



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

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

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

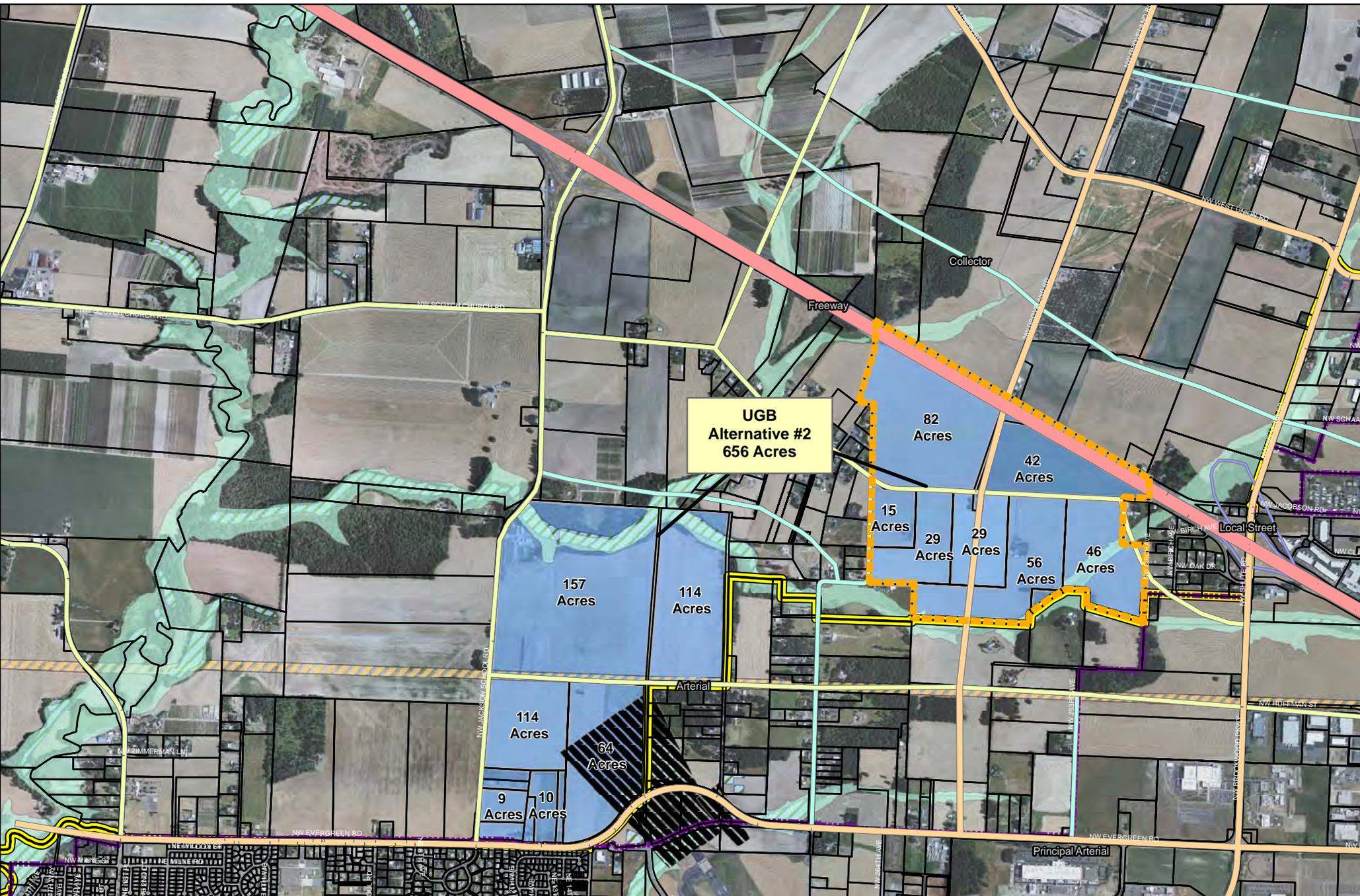
- Concept Streets**
- Local Street
  - Neighborhood Route
  - Collector
  - Arterial
  - Principal Arterial
  - Freeway
- Alternative #1**
- Alternative #1 Boundary
  - Alt #1 Taxlots over 5 acres
  - COO Recommendation
  - Urban Growth Boundary
- Hillsboro City Limits**
- FEMA 100 Yr Floodplain
  -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

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

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

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

Printing Date: June 16, 2011  
 File: W:\GIS, Projects\BPA\BPA Urban Reserve\UGB\UGB Scenario Update 041411.RXD  
 RoadNetwork\Alt1\_NoH\_UGB\_Exp\_0411\_041411\_Streets.mxd



**UGB  
Alternative #2  
656 Acres**

**City of Hillsboro**  
**PLANNING DEPARTMENT**  
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 150 E. Main Street, Fourth Floor  
 Hillsboro, OR 97123-4028  
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**Map 4**  
**North Hillsboro**  
**UGB Expansion**

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

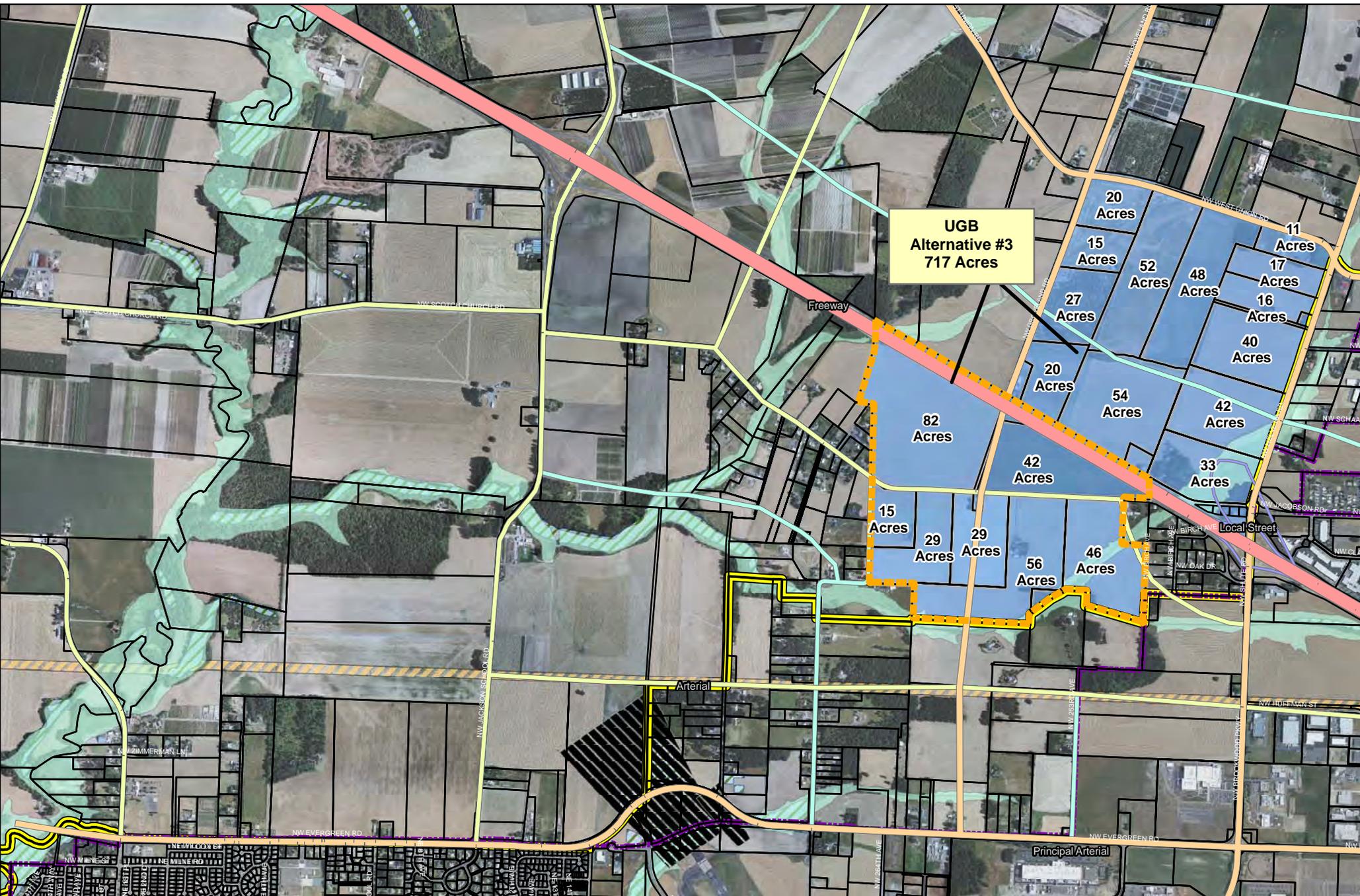
- Concept Streets**
- Local Street
  - Neighborhood Route
  - Collector
  - Arterial
  - Principal Arterial
  - Freeway
- UGB Alternative #2
- Alt #2 Taxlots over 5 acres
- COO Recommendation
- Urban Growth Boundary
- Hillsboro City Limits
- FEMA 100 Yr Floodplain
- Wetlands
- BPA ROW
- Airport Restriction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

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

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

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

Printing Date: June 16, 2011  
 File: W:\GIS\_Projects\URBANRES\Urban Reserve\UGB\UGB Scenario Update 041411\RoadNetwork\Map2\_NoH\_UGB\_Exp\_6x11\_041411\_Sheets.mxd



**UGB  
Alternative #3  
717 Acres**

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

**Map 5**  
**North Hillsboro**  
**UGB Expansion**

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

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

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

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

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

Printing Date: June 16, 2011  
 File: W:\GIS\_Projects\RAISE\Urban Reserve\UGB\UGB Scenario Update 041411\RoadNetwork\UGB\_NoH\_UGB\_Exp\_6x11\_041411\_Street.mxd

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

**Caselaw:**

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

**Land Need & Development Feasibility:**

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

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

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

**Infrastructure:**

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

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

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

**Natural Features & Buffering:**

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

## Urban Growth Boundary Expansion Criteria Metro Code Section 3.07.1425(C)<sup>1</sup>

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

*City of Hillsboro Scoring – May 2011 DRAFT*

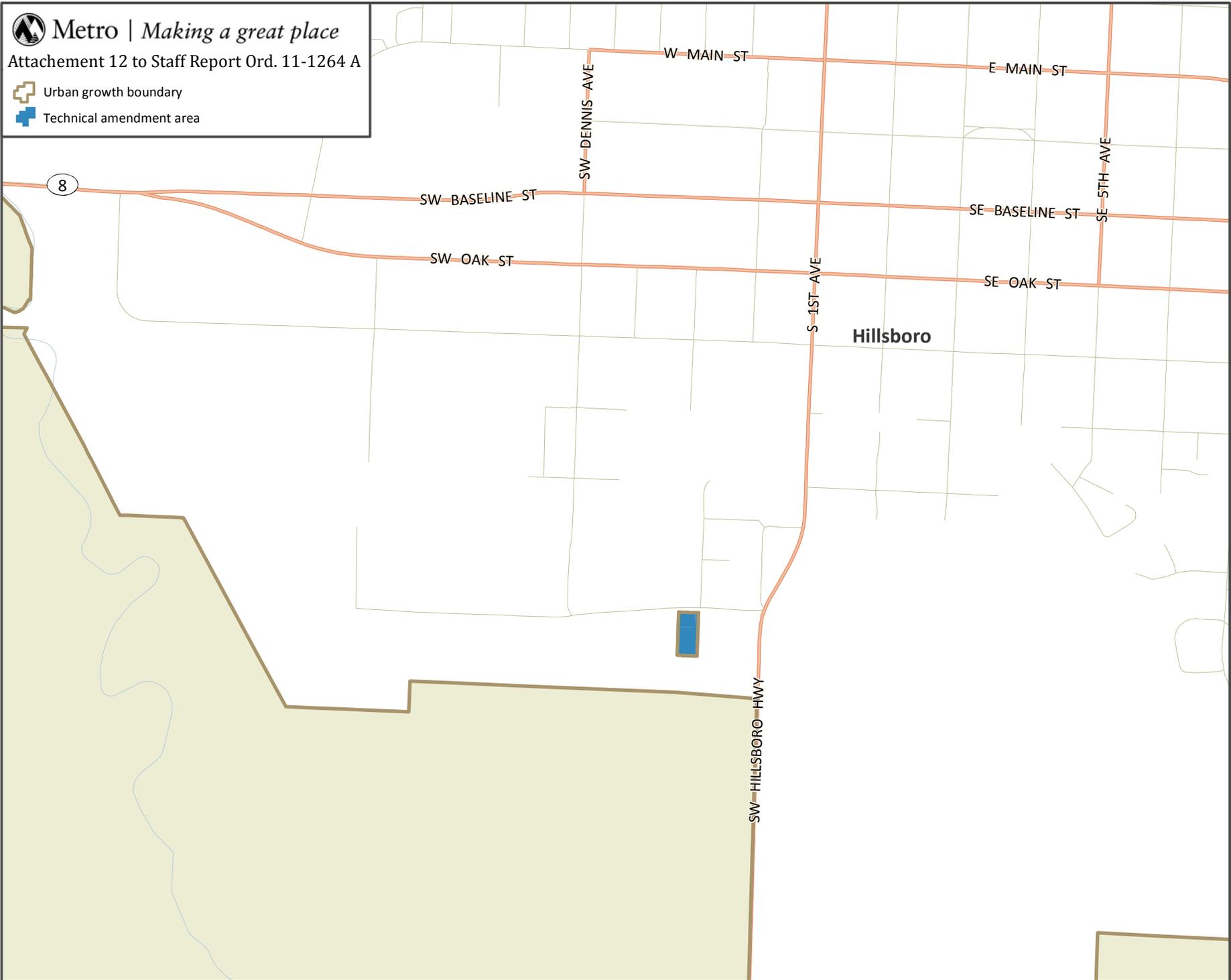
**Rating Scale:**     5 = Fully complies and furthers intent of criteria;  
                               3 = Complies with criteria;  
                               1 = Additional actions may be needed to ensure compliance with criteria

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

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



-  Urban growth boundary
-  Technical amendment area



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

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

RECITALS

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

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

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

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

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

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

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

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

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

## **AGREEMENT**

### **I. Purpose**

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

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

### **II. Definitions**

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

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

The Parties:

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

The County and the City:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## **VII. Effectiveness and Termination**

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

**VIII. Severability**

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

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