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2015 Compliance Report

March 2016

About Metro

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

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Executive Summary

Metro's Urban Growth Management Functional Plan provides tools and guidance for local jurisdictions to implement regional policies and achieve the goals set out in the region's 2040 Growth Concept. The 2015 Compliance Report summarizes the status of compliance for each city and county in the region with the Metro Code requirements included in the Urban Growth Management Functional Plan and the Regional Transportation Functional Plan. Every city and county in the region is required if necessary to change their comprehensive plans or land use regulations to come into compliance with Metro Code requirements within two years of acknowledgement by the Oregon Land Conservation and Development Commission and to remain in compliance. The information in this report confirms the strong partnerships at work in this region to implement regional and local plans.

In 2015, there were no requests for extensions of existing compliance dates for the Urban Growth Management Functional Plan.

In 2014, the State Legislature added five areas to the Urban Growth Boundary through the adoption of House Bill 4078. These five areas – two near Cornelius, two near Forest Grove and one near Hillsboro – have been added to Appendix A.

Eleven jurisdictions had a deadline of December 31, 2014 to meet the requirements of the Regional Transportation Functional Plan. As described below and in Appendix D, two of these jurisdictions have requested extensions until 2015. Two have requested an extension to 2016. Two have requested an extension to 2017. All six of these jurisdictions were found to meet one of the two criteria: 1) the city or county is making progress towards compliance; or 2) there is good cause for failure to meet the deadline for compliance. Therefore, all of these extensions have been granted by the Chief Operating Officer.

Five jurisdictions completed Transportation System Plan and development code updates in 2013 and are now in compliance with the RFTP: Forest Grove, Lake Oswego, Sherwood, Troutdale and Washington County.

Metro Code Chapter 3.07 Urban Growth Management Functional Plan and Metro Code Chapter 3.08 Regional Transportation Functional Plan – March 2016

Introduction

Metro Code 3.07.870 requires the Chief Operating Officer to submit the status of compliance by cities and counties with the requirements of the Metro Code Chapter 3.07 (Urban Growth Management Functional Plan) annually to the Metro Council. In an effort to better integrate land use and transportation requirements, this compliance report includes information on local government compliance with the Regional Transportation Functional Plan (Metro Code Chapter 3.08) as well as the Urban Growth Management Functional Plan (UGMFP).

Overview

Per the Metro Code, the Chief Operating Officer (COO) may grant an extension request if a local government meets one of two criteria: 1) the city or county is making progress towards compliance; or 2) there is good cause for failure to meet the deadline for compliance.

By statute, cities and counties have two years following the date of acknowledgement of Metro's Regional Transportation Plan (RTP) dated November 24, 2011 to bring their Transportation System Plans (TSPs) into compliance with any new or changed regional requirements. However, Metro exercised its authority under the state's Transportation Planning Rule to extend city and county deadlines beyond the two-year statutory deadline. Metro consulted with each city and county to determine a reasonable timeline for this work and adopted a schedule that is available on Metro's website at www.oregonmetro.gov/tsp. The deadlines are phased to take advantage of funding opportunities and the availability of local and Metro staff resources.

Appendix A summarizes the compliance status for all local governments with the requirements of the Urban Growth Management Functional Plan (UGMFP) by the end of 2014.

Appendix B shows the status of Title 11 new urban area planning for areas added to the Urban Growth Boundary (UGB) since 1998.

Appendix C summarizes the compliance dates for each UGMFP title.

Appendix D summarizes the compliance dates for the Regional Transportation Functional Plan (RTFP) in effect as of December 31, 2014.

Appendix E is the Annual Report on Amendments to the Employment and Industrial Areas Map dated January 1, 2016.

Urban Growth Management Functional Plan Compliance Status

Washington County: A February 2013 Intergovernmental Agreement between Washington County and the City of Beaverton identified the city to lead long-range planning

efforts in the Cooper Mountain area. The South Cooper Mountain Concept Plan area includes two subareas inside the UGB – North Cooper Mountain and South Cooper Mountain Annexation Area – and an urban reserve between those two areas located outside the Urban Growth Boundary. The City of Beaverton completed this work in 2014 and the Beaverton City Council adopted the Concept Plan in January 2015. Washington County has land use authority for the North Cooper Mountain area and the Washington County Board of Commissioners acknowledged the South Cooper Mountain Concept Plan on January 20, 2015. Washington County staff's draft 2016-17 Long Range Planning Annual Work Program includes North Cooper Mountain planning as a Tier 2 project.

Regional Transportation Functional Plan Compliance Status

Five jurisdictions had the deadline of December 31, 2015 to meet the requirements of the Regional Transportation Functional Plan. As described below and in Appendix D, two of these jurisdictions have requested an extension to 2017, Gladstone and Hillsboro. Both of these jurisdictions were found to meet one of the two criteria: 1) The city or county is making progress towards compliance; or 2) There is good cause for failure to meet the deadline for compliance. Therefore, these extensions were granted by the Chief Operating Officer.

Two jurisdictions, Happy Valley and West Linn, completed their Transportation System Plan and development code updates and are now in compliance with the RTFP. One other jurisdiction, Fairview, is nearing completion of its TSP. The City began its TSP update in 2015 with funding from an ODOT Transportation and Growth Management (TGM) grant. While the TGM grant was awarded in 2014, staff capacity issues and contract negotiations delayed the TSP work from getting started until 2015. The City has made significant progress in updating their TSP having done the existing conditions, gap analysis and need projections work to-date. The City expects to adopt its TSP prior to the TGM grant deadline of June 30, 2016.

Jurisdictions with 2015 deadlines that requested extensions until 2017

<u>Gladstone</u>: The City was recently awarded a grant through the Transportation and Growth Management Program to complete a TSP update. They are working closely with ODOT – the grant coordinator. The City has completed a Scope of Work and expects to adopt the their TSP by Spring 2017.

<u>Hillsboro</u>: The TSP update is being conducted concurrently with the City's Comprehensive Plan update. The City is working closely with the Comprehensive Plan process to ensure the integration and compatibility of the two documents. The City of Hillsboro expects to adopt its TSP by Spring 2017.

APPENDIX A Summary of Compliance Status as of December 31, 2015 (Functional Plan effective 1/18/12)

City/ County	Title 1 Housing Capacity	Title 3 Water Quality & Flood Management	Title 4 Industrial and other Employment Land	Title 6 ¹ Centers, Corridors, Station Communities & Main Streets	Title 7 Housing Choice	Title 11 Planning for New Urban Areas (see Appendix B for detailed information)	Title 13 Nature in Neighborhoods
Beaverton	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Cornelius	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Damascus	Not in compliance	Not in compliance	Not in compliance	See footnote	Not in compliance	Not in compliance	Not in compliance
Durham	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Fairview	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Forest Grove	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Gladstone	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Gresham	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Happy Valley	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Hillsboro	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Johnson City	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
King City	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Lake Oswego	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Maywood Park	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Milwaukie	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Oregon City	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance

¹ Title 6 is an incentive approach and only those local governments wanting a regional investment (currently defined as a new high-capacity as a new high-capacity transit line) will need to comply.

City/ County	Title 1 Housing Capacity	Title 3 Water Quality & Flood Management	Title 4 Industrial and other Employment Land	Title 6 ¹ Centers, Corridors, Station Communities & Main Streets	Title 7 Housing Choice	Title 11 Planning for New Urban Areas (see Appendix B for detailed information)	Title 13 Nature in Neighborhoods
Portland	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Rivergrove	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Sherwood	In compliance	In compliance	In compliance	See footnote	In compliance	Area 61 extended to 12/31/21*	In compliance
Tigard	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance.	In compliance
Troutdale	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Tualatin	In compliance	In compliance	In compliance	See footnote	In compliance	Basalt Creek extended to 9/30/2016	In compliance
West Linn	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Wilsonville	In compliance	In compliance	In compliance	See footnote	In compliance	East Wilsonville Extended to 12/31/2015; Basalt Creek extended to 9/30/2016	In compliance
Wood Village	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Clackamas County	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Multnomah County	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Washington County	In compliance	In compliance	In compliance	See footnote	In compliance	North Cooper Mountain not in compliance	In compliance

*The City of Tualatin requested that the City of Sherwood take over concept planning for Area 61 Title 11 planning in 2012.

¹ Title 6 is an incentive approach and only those local governments wanting a regional investment (currently defined as a new high-capacity as a new high-capacity transit line) will need to comply.

APPENDIX B TITLE 11 NEW AREA PLANNING COMPLIANCE (As of December 31, 2015)

Project	Lead Government(s)	Compliance	Status
1998 UGB Expansion			
Rock Creek Concept Plan	Happy Valley	Yes	Concept plan and implementation measures completed; development on-going.
Pleasant Valley Concept	Gresham and	Yes	Concept plan and implementation measures completed; city annexed 524 acres and
Plan	Portland		development to begin in eastern section.
1999 UGB Expansion			
Witch Hazel Community Plan	Hillsboro	Yes	Concept plan and implementation measures completed; development on-going.
2000 UGB Expansion			
Villebois Village	Wilsonville	Yes	Concept plan and implementation measures completed; development on-going.
2002 UGB Expansion			
Springwater Community Plan	Gresham	Yes	Concept plan and implementation measures completed for this mostly industrial area; waiting annexation & development.
Damascus/Boring Concept Plan	Happy Valley	Yes	HV portion: Concept plan and implementation measures completed; waiting annexation and development.
	Damascus	No	Damascus portion: City out of compliance with DLCD order; City out of compliance with Functional Plan extension and CET extension.
	Gresham	Yes	Gresham portion, called Kelley Creek Headwaters Plan, was adopted by city in 2009.
Park Place Master Plan	Oregon City	Yes	Concept plan and implementation measures completed; waiting annexation & development
Beavercreek Road	Oregon City	Yes	Concept plan completed and accepted by Metro.
South End Road	Oregon City	Yes	Concept plan and implementation measures completed.
East Wilsonville (Frog Pond area)	Wilsonville	Extension to 12/31/16	CPDG grant awarded in 2013. Concept plan completed in December 2015 as part of Phase I of the grant. Phase II of the grant will focus on the creation of a Master Plan along with Comprehensive Plan/zoning changes.
NW Tualatin Concept Plan (Cipole Rd & 99W)	Tualatin	Yes	Concept plan and implementation measures completed for this small industrial area.
SW Tualatin Concept Plan	Tualatin	Yes	Concept plan and implementation measures completed for this industrial area.
Brookman Concept Plan	Sherwood	Yes	Concept Plan and implementation measures completed; waiting development
Study Area 59	Sherwood	Yes	Concept plan and implementation measures completed; school constructed.
Study Area 61 (Cipole Rd	Sherwood	Extension to 12/31/2021	Extension agreement – planning shall be completed when Urban Reserve 5A is completed, or by 12/31/2021, whichever is sooner.
99W Area (near Tualatin- Sherwood Rd)	Sherwood	Yes	Concept plan and implementation measures completed.

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Project	Lead	Compliance	Status
ů –	Government(s)	•	
Cooper Mountain area	Washington County	No	Preliminary planning completed by City of Beaverton. Community plan pending Washington County work program.
Study Area 64 (14 acres north of Scholls Ferry Rd)	Beaverton	Yes	Concept plan and implementation measures completed; annexed to City.
Study Area 69 & 71	Hillsboro	Yes	Areas are included in South Hillsboro Area Plan. City has adopted these areas into its comprehensive plan; upon annexation, they will be zoned to comply with comp plan.
Study Area 77	Cornelius	Yes	Concept plan and implementation measures completed; annexed to City.
Forest Grove Swap	Forest Grove	Yes	Concept plan and implementation measures completed; annexed to City.
Shute Road Concept Plan	Hillsboro	Yes	Concept plan and implementation measures completed; annexed to City and portion developed with Genentech.
North Bethany Subarea Plan	Washington County	Yes	Concept plan and implementation measures completed; annexations underway with development occurring.
Bonny Slope West Concept Plan (Area 93)	Multnomah County	Yes	Planning completed.
2004/2005 UGB Expansion			
Damascus area	Damascus	See under 2002 above	Included with Damascus comprehensive plan (see notes above).
Tonquin Employment Area	Sherwood	Yes	Concept plan and implementation measures completed.
Basalt Creek/West RR Area Concept Plan	Tualatin and Wilsonville	Extension to 9/30/16	Concept planning underway. Project delayed in Fall 2015 over boundary identification concerns between partner cities. Project is back underway and estimates completion by September 2016 deadline.
N. Holladay Concept Plan	Cornelius	Yes	Concept plan completed; implementation to be finalized after annexation to City.
Evergreen Concept Plan	Hillsboro	Yes	Concept plan and implementation measures completed.
Helvetia Concept Plan	Hillsboro	Yes	Concept plan and implementation measures completed.
2011 UGB Expansion			
North Hillsboro	Hillsboro	Yes	Concept planning completed. Awaits annexation to city.
South Hillsboro	Hillsboro	Yes	Concept planning completed. Awaits annexation to city.
South Cooper Mountain	Beaverton	Yes	Concept planning completed January 2015.
Roy Rogers West (River Terrace)	Tigard	Yes	See West Bull Mountain.

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2014 UGB Expansion	Lead	Compliance	Status
(HB 4078)	Government(s)	_	
Cornelius North	Cornelius	Yes	Comprehensive planning completed. Awaits annexation to city.
Cornelius South	Cornelius	Yes	Comprehensive planning completed. Awaits annexation to city.
Forest Grove (Purdin Road)	Forest Grove	No	Comprehensive plan work in progress. CPDG Cycle 3.
Forest Grove (Elm Street)	Forest Grove	No	Comprehensive plan work in progress. CPDG Cycle 3.
Hillsboro (Jackson School)	Hillsboro	No	Comprehensive plan work scheduled. CPDG Cycle 4.

APPENDIX C COMPLIANCE DATES FOR THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

	When Local Decisions Must Comply			
Functional Plan Requirement				
	Plan/Code Amendment 3.07.810(C) ¹	Land Use Decision 3.07.810(D) ²	Adoption 3.07.810(B) ³	
Title 1: Adopt minimum dwelling unit density		12/21/2013	12/21/2014	
(3.07.120.B)	12/21/2013			
Title 1: Allow accessory dwelling unit in SFD zones	12/8/2000		12/8/2002	
(3.07.120.G) (provision included in previous version of Metro Code as 3.07.140.C)				
Title 3: Adopt model ordinance or equivalent and map or equivalent	12/8/2000		12/8/2002	
(3.07.330.A)				
Title 3: Floodplain management performance standards	12/8/2000	12/8/2001	12/8/2002	
(3.07.340.A)				
Title 3: Water quality performance standards	12/8/2000	12/8/2001	12/8/2002	
(3.07.340.B)				
Title 3: Erosion control performance standards	12/8/2000	12/8/2001	12/8/2002	
(3.07.340.C)				

¹ After one year following acknowledgment of a UGMFP requirement, cities and counties that amend their plans and land use regulations shall make such amendments in compliance with the new functional plan requirement.

² A city or county that has not yet amended its plan to comply with a UGMFP requirement must, following one year after acknowledgement of the requirement (the date noted), apply the requirement directly to land use decisions

³ Cities and counties must amend their plans to comply with a new UGMFP requirement within two years after acknowledgement of the requirement (the date noted)

	When Local D	ecisions Must C	omply
Functional Plan Requirement	Plan/Code Amendment 3.07.810(C) ¹	Land Use Decision 3.07.810(D) ²	Adoption 3.07.810(B) ³
Title 4: Limit uses in Regionally Significant Industrial Areas	7/22/2005	7/22/2006	7/22/2007
(3.07.420) Title 4 : Prohibit schools, places of assembly larger than 20,000 square feet, or parks intended to serve people other than those working or residing in the area in Regional Significant Industrial Areas (3.07.420D)	12/21/2013	12/21/2013	12/21/2014
Title 4: Limit uses in Industrial Areas (3.07.430)	7/22/2005	7/22/2006	7/22/2007
Title 4: Limit uses in Employment Areas (3.07.440)	7/22/2005	7/22/2006	7/22/2007
Title 6: (Title 6 applies only to those local governments seeking a regional investment or seeking eligibility for lower mobility standards and trip generation rates)	12/21/12	12/2113	12/21/14
Title 7: Adopt strategies and measures to increase housing opportunities (3.07.730)			6/30/2004
Title 8: Compliance Procedures (45-day notice to Metro for amendments to a comprehensive plan or land use regulation) (3.07.820)	2/14/2003		
Title 11: Develop a concept plan for urban reserve prior to its addition to the UGB (3.07.1110)	N/A	N/A	N/A

	When Local D	ecisions Must Co	omply
Functional Plan Requirement	Plan/Code Amendment 3.07.810(C) ¹	Land Use Decision 3.07.810(D) ²	Adoption 3.07.810(B) ³
Title 11: Prepare a comprehensive plan and zoning provisions for territory added to the UGB (3.07.1120)	12/8/2000	12/8/2001	2 years after the effective date of the ordinance adding land to the UGB unless the ordinance provides a later date
Title 11: Interim protection for areas added to the UGB (3.07.1130) (provision included in previous version of Metro Code as 3.07.1110)	12/8/2000	12/8/2001	12/8/2002
Title 12 : Provide access to parks by walking, bicycling, and transit (3.07.1240.B)			7/7/2005
Title 13: Adopt local maps of Habitat Conservation Areas consistent with Metro-identified HCAs (3.07.1330.B)	12/28/2005	1/5/2008	1/5/2009
Title 13: Develop a two-step review process (Clear & Objective and Discretionary) for development proposals in protected HCAs (3.07.1330.C & D)	12/28/2005	1/5/2008	1/5/2009
Title 13: Adopt provisions to remove barriers to, and encourage the use of, habitat-friendly development practices (3.07.1330.E)	12/28/2005	1/5/2008	1/5/2009

APPENDIX D

Summary of Compliance Status for 2015

(Regional Transportation Functional Plan in effect as of 12/31/2014)

Jurisdiction	Title 1	Title 2	Title 3	Title 4	Title 5
	Transportation	Development	Transportation	Regional Parking	Amendment of
	System Design	and Update of	Project	Management	Comprehensive
		Transportation	Development	0	Plans
		System Plans			
Beaverton	In compliance	In compliance	In compliance	In compliance	In compliance
Cornelius	12/31/16	12/31/16	12/31/16	12/31/16	12/31/16
Damascus	12/31/17	12/31/17	12/31/17	12/31/17	12/31/17
Durham	Exempt	Exempt	Exempt	Exempt	Exempt
Fairview	12/31/15	12/31/15	12/31/15	12/31/15	12/31/15
Forest Grove	In compliance	In compliance	In compliance	In compliance	In compliance
Gladstone	12/31/17	12/31/17	12/31/17	12/31/17	12/31/17
Gresham	In compliance	In compliance	In compliance	In compliance	In compliance
Happy Valley	In compliance	In compliance	In compliance	In compliance	In compliance
Hillsboro	12/31/17	12/31/17	12/31/17	12/31/17	12/31/17
Johnson City	Exempt	Exempt	Exempt	Exempt	Exempt
King City	Exempt	Exempt	Exempt	Exempt	Exempt
Lake Oswego	In compliance	In compliance	In compliance	In compliance	In compliance
Maywood Park	Recommending	Recommending	Recommending	Recommending	Recommending
	exemption	exemption	exemption	exemption	exemption
Milwaukie	In compliance	In compliance	In compliance	In compliance	In compliance
Oregon City	In compliance	In compliance	In compliance	In compliance	In compliance
Portland	12/31/16	12/31/16	12/31/16	12/31/16	12/31/16
Rivergrove	Exempt	Exempt	Exempt	Exempt	Exempt
Sherwood	In compliance	In compliance	In compliance	In compliance	In compliance
Tigard	In compliance	In compliance	In compliance	In compliance	In compliance
Troutdale	In compliance	In compliance	In compliance	Exception	In compliance
Tualatin	In compliance	In compliance	In compliance	In compliance	In compliance
West Linn	In compliance	In compliance	In compliance	In compliance	In compliance
Wilsonville	In compliance	In compliance	In compliance	In compliance	In compliance
Wood Village	12/31/16	12/31/16	12/31/16	12/31/16	12/31/16
Clackamas County	In compliance	In compliance	In compliance	In compliance	In compliance
Multnomah County	12/31/17	12/31/17	12/31/17	12/31/17	12/31/17
Washington County	In compliance	In compliance	In compliance	In compliance	In compliance

Date shown in table is the deadline for compliance with the Regional Transportation Functional Plan (RTFP). Note – a city or county that has not yet amended its plan to comply with the RTFP must, following one year after RTFP acknowledgement, apply the RTFP directly to land use decisions.

🔊 Metro | Memo

Date:	January 1, 2016
To:	Metro Council, MPAC
From:	Martha Bennett, Chief Operating Officer
Subject:	2015 annual report on amendments to the Employment and Industrial Areas Map

Background

Title 4 (Industrial and Other Employment Areas) of the Urban Growth Management Functional Plan seeks to improve the region's economy by protecting a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas, Industrial Areas, and Employment Areas. Those areas are depicted on the Employment and Industrial Areas Map.

Title 4 sets forth several avenues for amending the map, either through a Metro Council ordinance or through an executive order, depending on the circumstances. Title 4 requires that, by January 31 of each year, Metro's Chief Operating Officer submit a written report to the Council and MPAC on the cumulative effects on employment land in the region of amendments to the Employment and Industrial Areas Map during the preceding year. This memo constitutes the report for 2015.

Title 4 map amendments in 2015

One amendment was made to the Title 4 Map in 2015. This amendment was made by executive order per Metro Code section 3.07.450E to make the Title 4 Map consistent with zone changes made by the City of Tualatin. Those city zone changes were found by Metro staff to meet criteria in Metro Code section 3.07.450C. The Title 4 Employment designation was removed from approximately 20 acres of land.

Chief Operating Officer recommendations

I do not, at this time, recommend changes to Title 4 policies.