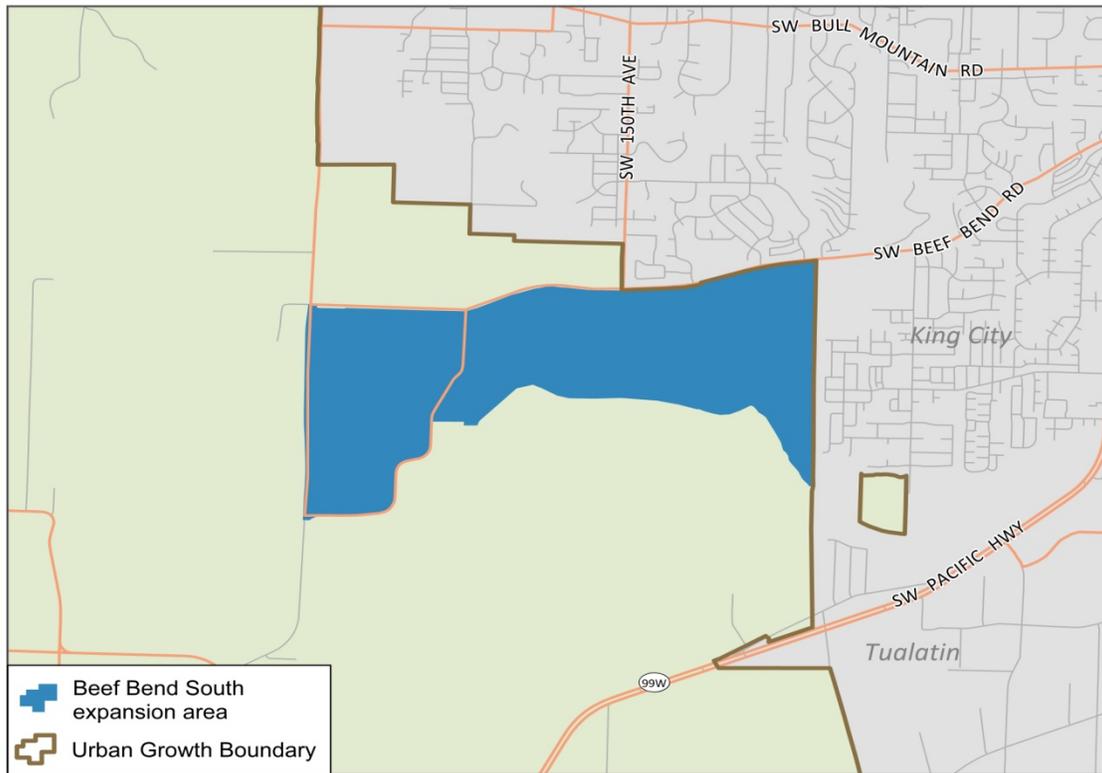


**BEEF BEND SOUTH URBAN RESERVE AREA**  
**ASSESSMENT OF THE IMPACTS OF A PROPOSED UGB EXPANSION ON**  
**EXISTING RESIDENTIAL NEIGHBORHOODS**



**Map of Proposed Expansion Area**

**Proposal**

The City of King City has requested an amendment to the urban growth boundary (UGB) to add 528 acres in the Beef Bend South Urban Reserve area. The proposed expansion is for residential use and is located south of SW Beef Bend Road between SW 137th Ave and SW Roy Rogers Road (see map above). The Metro Council will consider this request at the first of two public hearings scheduled for Thursday, Dec. 6, 2018, beginning at 2:00 p.m. at the Metro Council Chambers, 600 NE Grand Avenue, Portland. Information for both of the public hearings can be found at the end of this report.

Metro Code section 3.07.1420(d) states that prior to a final hearing on a proposed legislative amendment of the UGB in excess of 100 acres, the Chief Operating Officer shall prepare a report on the effect of the proposed amendment on existing residential neighborhoods. The intent of the report is to determine the impact on the existing residential neighborhoods within the UGB, whether they are within a city or in the unincorporated portion of the county. Copies of the report shall be provided to all households within one mile of the proposed amendment area and to all cities and counties within the district at least 20 days prior to a hearing on the matter.

The report addresses the following:

1. Traffic patterns and any resulting increase on traffic congestion, commute times and air quality;
2. Whether parks and open space protection in the area to be added will benefit existing residents of the district as well as future residents of the added territory; and
3. The cost impacts on existing residents of providing needed public facilities and services, police and fire services, public schools, emergency services and parks and open spaces.

### **Assessment of the Impacts**

#### **Traffic patterns and any resulting increase on traffic congestion, commute times and air quality;**

As noted above Beef Bend South is being proposed for inclusion in the UGB for residential use. The King City Urban Reserve Concept Plan (Concept Plan), adopted by the King City Council in April 2018, identified a range of housing types that included attached and detached single-family dwellings, duplexes, rowhouses, cottage clusters and apartments for a total of 3,576 housing units.

As part of the Concept Plan effort a traffic operations analysis was completed that focused on twelve intersections in the vicinity of the reserve area. The Washington County transportation model that was used for the traffic analysis conducted for the River Terrace plan area was utilized for the 2035 PM peak traffic volumes. Included in the analysis was a list of street system improvement projects contained in the Washington County Transportation System Plan near the urban reserve area. The improvements assumed to be in place include:

- SW Roy Rogers Road/SW Tulatin-Sherwood Road, construct 5-lane cross section through intersection with Highway 99W, SW Langer Farms Parkway to SW Borchers Drive
- SW Fischer Road add sidewalks, bike lanes, lighting, turn lanes at major intersections from SW 131<sup>st</sup> Ave to Highway 99W
- Construct Westside Trail Segment 2 following BPA powerline, Tigard City limit to SW Beef Bend Road
- SW Roy Rogers Road, widen to 5-lanes with bike lanes and sidewalks from SW Scholls Ferry Road to UGB
- SW Beef Bend Road, widen to three lanes with bike lanes and sidewalks, SW 150<sup>th</sup> Ave to Highway 99W

In addition the nearby River Terrace development includes internal and local street improvement projects including two potential north/south connections that tie into SW Beef Bend Road. Washington County provided travel demand models to estimate travel patterns and future trips

were estimated using the residential land use assumptions for the reserve area. The analysis showed that two area intersections are forecasted to exceed mobility targets by 2035.

- SW Roy Rogers Road at SW Beef Bend Road
- Highway 99W at SW Durham Road

In addition travel time along SW Beef Bend Road between Highway 99W and SW Roy Rogers Road is expected to increase significantly over the planning period. Based on the results of the traffic analysis the following improvements are recommended:

- SW Beef Bend Road, widen to 3-lane urban cross section with sidewalks and bike lanes, including some right-of-way acquisition and permitting, SW Roy Rogers Road to SW 150<sup>th</sup> Ave
- SW Roy Rogers Road at SW Fischer Road extension, install traffic signal and southbound left turn lane
- SW Beef Bend Road at SW 150<sup>th</sup> Ave, install traffic signal and separate northbound left and through/right lanes
- SW Fischer Road at SW 131<sup>st</sup> Ave, install traffic signal
- SW Fischer Road at Highway 99W, add second eastbound right turn lane and second northbound left turn lane with an additional receiving lane on SW Fischer Road for approximately 300-350 feet and signal modification

Based on the traffic analysis and assuming the recommended improvements necessary to meet mobility standards are built, urbanization of the reserve area should not significantly increase traffic congestion and commute times. The City of King City will be completing its first ever Transportation System Plan in the next couple of years. In addition, Washington County's intergovernmental agreement with King City regarding comprehensive planning for the urban reserve area if it is included in the UGB stipulates that the City will coordinate with the County to develop a traffic study for the reserve area and a cumulative traffic study that reflects the impacts to existing road facilities from other proposed UGB expansions. This work will better document the transportation related impacts of adding the area to the UGB and any potential consequences to existing residents related to traffic congestion and commute times.

Metro's Air Quality Program ensures the Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Program (MTIP) for the Portland metropolitan area address state and federal regulations and coordinates with other air quality initiatives in the region. The region's main air quality related activities are primarily focused on continued implementation of transportation control measures, monitoring air pollution levels and vehicle miles traveled, and voluntary emissions reporting. The Oregon Department of Environmental Quality determined that the Portland region's air currently meets all federal air quality health standards. These standards exist for six pollutants known as the criteria pollutants (carbon monoxide, ozone, particulate matter

(PM2.5 and PM10), nitrogen oxides, sulfur oxides and lead. The criteria pollutants of most concern in the Portland region are ozone and fine particulate matter.

In recent years air toxics have become pollutants of concern throughout the Portland region. Air toxics are generally defined as air pollutants known or suspected to cause cancer or other serious health problems. Air toxics include diesel soot, benzene, polycyclic aromatic hydrocarbons (tar-like by-products from auto exhaust and other sources), and metals including manganese, nickel, and lead. Air toxics come from a variety of sources including cars and trucks, all types of burning (including fireplaces and woodstoves), businesses, and consumer products such as paints. There are no federal standards for air toxics. Increased traffic generated from urbanization of the urban reserve area would not adversely impact the region's air quality conformity. However, depending on the level of congestion at certain times exhaust from vehicles may cause a local nuisance.

### **Whether parks and open space protection in the area to be added will benefit existing residents of the district as well as future residents of the added territory**

The City of King City maintains one park, the King City Community Park that was built in 2005 as part of a residential development. The park contains walking paths, play structures, open fields, basketball and tennis courts and a gazebo. The city as well as the urban reserve area is within the Tigard Tualatin Aquatic District which operates two public indoor pools that are open year-round. The aquatic district boundary aligns with the Tigard Tualatin School District boundary.

The Concept Plan includes 3-5 neighborhood parks spread throughout the area, a community park and an urban park such as a public square or plaza in the town center area. Neighborhood parks are small in size and are a combination of playground and non-organized recreation activities. Community parks are larger and support organized activities and often have sport fields or other special facilities as their central focus. Urban parks are located in higher density commercial areas or mixed-use centers. While the neighborhood parks would be focused on the future residential areas the community park and urban park may benefit existing residents of King City as well.

A trail along the Tualatin River is envisioned that would be a continuation of the Tualatin River Greenway Trail, which is still a proposed regional trail in King City. In addition the proposed Westside Trail runs adjacent to the reserve area within the BPA powerline. The existing Westside Trail, which is north of King City, runs from just south of SW Scholls Ferry Road to the MAX light rail where it connects to the Waterhouse Trail that continues north across Highway 26 to the Bethany area and the Rock Creek Trail. Once the trail networks are completed both within the reserve area and within River Terrace and South Cooper Mt. to the north and east, future residents and existing residents would have the opportunity to travel a number of miles north and east along a well developed trail network.

As part of developing the Concept Plan a Natural Resources Baseline Report was completed that identified a total of six streams in the reserve area that drain to the Tualatin River. Four of the drainages are in steep ravines that are mostly wooded with minimal development nearby. One stream has been redirected along SW Elsner Road. The sixth drainage is identified as a floodway swale that runs from west of SW Roy Rogers Road to SW Elsner Road. Riparian and upland habitat

has been identified along all of the stream corridors and a significant amount of floodplain is located along the entire stretch of the Tualatin River. There are a few small wetlands identified mostly associated with the floodplain areas. These natural resources will be subject to Clean Water Services' vegetated corridor requirements for buffers adjacent to streams and wetlands as part of the development review process. In addition, the City will need to develop new protection standards for the upland habitat that is associated with the stream corridors and the Tualatin River.

Park and open space planning will continue as a master plan is prepared for the area which will refine the natural resource protection measures and may result in additional smaller pocket parks and open space. The parks, trails and open space protection areas will benefit existing residents as well as future residents of the added territory through the potential direct trail connections to the Westside and Tualatin River Trails and other nearby neighborhoods. The protection of the stream and wildlife corridors will benefit both existing and future residents of the City.

### **The cost impacts on existing residents of providing needed public facilities and services, police and fire services, public schools, emergency services and parks and open spaces**

#### **Public Facilities and Services**

For the purposes of this report, public facilities and services is defined as sanitary sewer, water, stormwater management and transportation. The Concept Plan includes a Funding Strategy that includes costs, revenue sources and includes potential funding strategies for water, sanitary sewer, stormwater, transportation and parks. For the remaining services (police and fire, public schools and emergency) general statements regarding the funding of the services and any current information regarding bonds or operating levies are noted.

Funding strategies vary depending on the category and scale of infrastructure. "Local" or on-site infrastructure generally serves the development and will be paid by developers. "Framework or Subdistrict" infrastructure is larger than local infrastructure and serves many properties and will generally be shared between developers and the City through the reimbursement of system development charge credits. "Major off-site" infrastructure is located outside of the development and will generally be built and paid for by the City through the Capital Improvements Project (CIP) program.

System development charges (SDCs) are a one-time charge that developers must pay to the local government to finance improvements and services required to accommodate the development. Oregon law mandates that SDCs can only be used for five infrastructure types: water, sanitary sewer, storm sewer, parks and transportation and must be based on a capital improvement plan, public facilities plan or master plan. System development charges can only be used for new construction, not renovation or maintenance of existing facilities. Generally private developers build the necessary infrastructure since they can build it more efficiently and at a lower cost. For infrastructure projects that are eligible for SDC funding, the developers apply to the city to receive SDC credits, which decrease the SDCs owed for the development. The City of King City currently charges city-wide SDCs for parks. Clean Water Services charges service area SDCs for sanitary sewer and storm sewer. The City of Tigard, the water provider for the area, charges a SDC for water

services. Washington County charges a county-wide fee for transportation infrastructure called a Washington County Transportation Development Tax (TDT). King City utilizes the County TDT as its transportation system development charge.

The Funding Strategy assessment determined that SDCs generated by the development in Beef Bend South would only cover the cost of providing park services in the reserve area. SDCs will not cover improvements for transportation, water, stormwater and sanitary sewer. The Funding Strategy document recommends that a supplemental fee be imposed to generate the funds to pay for key infrastructure. Another alternative is the implementation of separate area-specific SDCs. Other tools/approaches are possible and could be explored in a more detailed master plan process. Each has trade-offs particularly in terms of the complexity of implementing and managing the programs. These other tools include:

- Local improvement district (LID)
- Voter-approved property tax levies/general obligation bonds
- Utility fees
- Reducing infrastructure costs through value engineering as projects are more fully designed for implementation

Given the expected level of SDC revenue and the potential opportunities to close the funding gaps there is the potential for cost impacts on existing residents for water, sanitary sewer, stormwater, and transportation services. In addition, Washington County's intergovernmental agreement with King City regarding comprehensive planning for the urban reserve area if it is included in the UGB stipulates that the City and County shall agree on a financing strategy for County road improvements resulting from development in the expansion area.

### Police and Fire Services

Police and fire services are typically provided at urban service levels as areas develop. Fire services are more capital intensive, as these services require specialized equipment and buildings to house people. Construction of any special facilities will occur when the area develops. In general, residential uses generate a higher demand for fire and police services than other uses such as employment.

Currently the Washington County Sheriff's Office provides police services to the Beef Bend South area. Once the land is annexed to King City, the City Police Department will provide police services. King City provides financing for law enforcement through a tax levy that is in addition to the permanent tax rate to ensure continued operations and support for law enforcement. The projected funds from the new development should help off-set department expenses including the expected need for 3-5 additional officers.

Tualatin Valley Fire and Rescue (TVF&R) currently provides fire services to the reserve area and will continue to do so if the land is added to the UGB. TVF&R Station 35 is located along Highway

99W in King City. TVF&R has a five year local option operating levy that was approved by voters in 2014 and a 20-year general obligation bond for capital improvements that was approved in 2006. To date no improvements have been made to Station 35. As there is an existing fire station near the reserve area any additional cost impacts due to the urbanization of the proposed expansion area should be minimal and would be spread throughout the entire TVF&R service district, which encompasses an extensive area. Thus, the addition of the proposed expansion land area to the UGB should not significantly impact the existing residents of King City related to cost impacts for fire services.

Future development of the area could improve response time for both police and fire services through an improved road system and generate additional tax revenue that could help improve efficiency of these services. However tax revenue for new residential development may or may not generate enough revenue to cover the costs of services required. Thus, depending on actual revenue generated and cost impacts for additional police personnel or facilities, the addition of the proposed expansion area to the UGB may negatively impact the existing residents of King City.

### Public Schools

The urban reserve area is served by the Tigard Tualatin School District and the Deer Creek Elementary School is less than 1,000 feet to the east inside the UGB. Voters in the school district passed a capital construction bond in 2016 for the completion of projects at select schools across the District over the course of five years (2017-2022). The bond measure included funds to build the new Art Rutkin Elementary School in the developing River Terrace area of Tigard. The project, located north of SW Beef Bend Road and the reserve area is expected to break ground in February 2020 and open in the fall of 2021. The Concept Plan calls for a new elementary school in the urban reserve area, the location of which has not been determined. King City and the Tigard Tualatin School District will continue to coordinate school siting needs through the master planning process if the land is added to the UGB.

Nearby Deer Creek Elementary School plus the new Art Rutkin Elementary School may meet the school needs for the proposed expansion area, depending on pace of development in this reserve area as well as in River Terrace. It is assumed that a new elementary school in the reserve area is dependent on the passage of a future bond measure. Therefore, the addition of this area to the UGB may impact the existing residents of King City and Tigard regarding the timing of the cost impacts of building new schools to serve this portion of the Tigard Tualatin School District.

### Emergency Services

TVF&R and Metro West Ambulance currently provide emergency services to the proposed expansion area. Metro West Ambulance is a privately owned company that contracts to provide emergency 911 services to Washington County. The addition of this area to the UGB would not impact Metro West Ambulance service. As noted above, TVF&R's Station 35 is near the urban reserve area. Thus, the addition of the proposed expansion area to the UGB should not negatively impact the existing residents of the TVF&R district related to cost impacts for emergency service.

## Conclusion

Overall, the existing residential neighborhoods within the City of King City may be impacted by the proposed addition of 528 acres to the UGB for residential use. Based on the Funding Plan, the funding of the major infrastructure components impact existing residents given the initial estimated shortfall and the potential opportunities to close the infrastructure funding gap. Fire, police, emergency services and schools will be evaluated as planning for development in Beef Bend South proceeds and the need for additional facilities and personnel may also slightly impact the existing residential neighborhoods within the city and the school district.

## Metro Council Public Hearings on Proposed UGB Expansion

2 p.m. Thursday, Dec. 6

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

2 p.m. Thursday, Dec. 13

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

For additional information on the Metro Council's 2018 growth management decision, including similar analyses of other areas that are also under consideration, visit [www.oregonmetro.gov/ugb](http://www.oregonmetro.gov/ugb), send an email message to [2040@oregonmetro.gov](mailto:2040@oregonmetro.gov) or call 503-797-1562