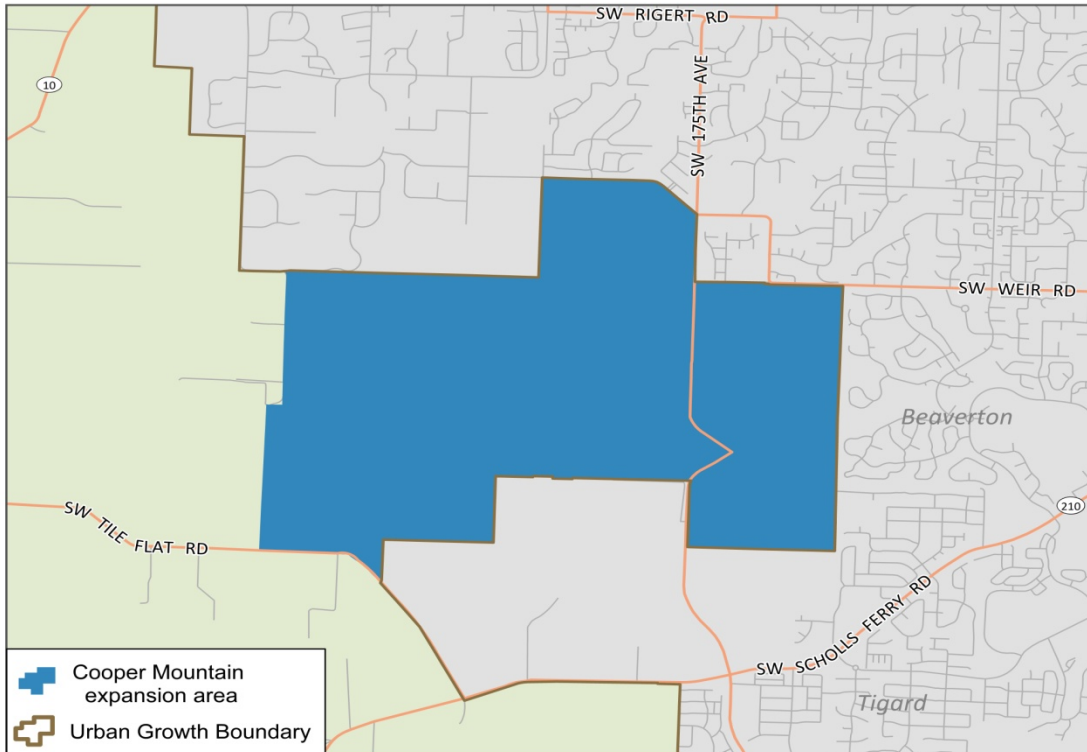


**COOPER MOUNTAIN URBAN RESERVE AREA**  
**ASSESSMENT OF THE IMPACTS OF A PROPOSED UGB EXPANSION ON**  
**EXISTING RESIDENTIAL NEIGHBORHOODS**



**Map of Proposed Expansion Area**

**Proposal**

The City of Beaverton has requested an amendment to the urban growth boundary (UGB) to add the 1,242 acre Cooper Mountain Urban Reserve Area. The proposed expansion is for residential use and is located on the west side of the city north of SW Scholls Ferry 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 the Cooper Mountain Urban Reserve is being proposed for inclusion in the UGB for residential use. The South Cooper Mountain Concept Plan (Concept Plan), acknowledged by the Beaverton City Council in January 2015, includes three different land areas; the South Cooper Mountain Annexation Area (added to UGB in 2011), North Cooper Mountain (added to UGB in 2002) and the Cooper Mountain Urban Reserve (subject of this report). The Concept Plan identified attached and detached single-family dwellings, townhomes and multi-family dwellings (apartments) for a total of 3,760 housing units in the urban reserve area.

As part of the Concept Plan effort a future traffic forecast for 2035 was completed using a list of street system improvement projects contained in the Metro Regional Transportation Plan and the Beaverton, Washington County and Hillsboro Transportation System Plans (TSPs). These improvement projects represent those that are reasonably expected to be funded by 2035 and are driven by regional traffic issues and are not entirely caused by growth in the Concept Plan area. The improvements assumed to be in place include:

- SW Scholls Ferry Road widening to five lanes from SW Teal/Horizon Blvd to west of SW 175<sup>th</sup> Ave/Roy Rogers Road
- Traffic signal installations at SW Scholls Ferry Road/SW Tile Flat Road and SW Roy Rogers Road/SW Beef Bend Road intersections
- Extension of SW Weir Road from SW 170<sup>th</sup> Avenue to SW 175<sup>th</sup> Avenue
- Extension of SW Kemmer Road from SW 170<sup>th</sup> Avenue to SW Nora Road
- Add a westbound right turn lane at the SW Murray Blvd/SW Beard/SW Brockman Street intersection

- Widen SW 209<sup>th</sup> Ave/SW Grabhorn Road to five lanes north of SW Leland Drive
- Widen SW Farmington Road to five lanes through the SW 185<sup>th</sup> Avenue intersection
- Install a traffic signal at the SW Roy Rogers Road/SW Bull Mountain road intersection
- Widen SW Roy Rogers Road/SW 175<sup>th</sup> Ave to five lanes from just north of SW Scholls Ferry Road to just south of SW Beef Bend Road
- Construct a regional shared-use path between the SW 175<sup>th</sup> Ave/SW Weir Road intersection, the SW 185<sup>th</sup> Ave/SW Gassner Road intersection and the SW Grabhorn Road/SW Gassner Road intersection

The Washington County travel demand model was used to estimate travel patterns and future trips were estimated using the planned land use assumptions and roadway network in the Concept Plan. Motor vehicle conditions were evaluated during the 2035 evening peak hour at twenty-six study intersections and several of the intersections are expected to exceed mobility targets. Many of these intersections were previously forecasted to exceed standards in the Beaverton and Washington County TSPs.

Based on the results of the traffic analysis 29 different improvements are needed to support future growth in all three areas of the Concept Plan: South Cooper Mountain Annexation Area (added to UGB in 2011), North Cooper Mountain (added to UGB in 2002) and the Cooper Mountain Urban Reserve. For more detailed information on the improvements see the South Cooper Mountain Concept Plan at <https://www.beavertonoregon.gov/1210/South-Cooper-Mountain>. These improvements were separated into four general categories.

- Twelve projects constructing or realigning streets on-site
- Three projects improving existing intersections
- Eight projects upgrading existing county streets to urban standards
- Six projects to construct community shared-use paths or enhanced street crossings

The cost of these improvements would be shared by the development in the three different areas as well as the need for regional traffic improvements. Not all recommended improvements are required to be in place prior to developing land within the Concept Plan area and the projects will be phased in over time. 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.

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 Tualatin Hills Park and Recreation District (THPRD) is the likely parks provider. Formed in 1955, THPRD is the largest special park district in Oregon, spanning 50 square miles and serving about 250,000 residents in the greater Beaverton area. The district provides year-round recreational opportunities for people of all ages and abilities. Offerings include diverse classes, 95 park sites with active recreational amenities, nearly 70 miles of trails, eight swim centers, six recreation centers, and about 1,500 acres of natural areas. One THPRD facility, the Paul & Verna Winkelmann Park, is located within the urban reserve along SW 175<sup>th</sup> Ave. Property will need to be annexed into the THPRD district in order for residents to take advantage of the facilities and programs.

The Concept Plan includes six neighborhood parks and one community park in the urban reserve area. Neighborhood parks are intended to meet the recreation needs of a surrounding residential neighborhood, including informal play areas, green spaces and opportunities for informal recreation. Community parks are larger and provide active and passive recreational opportunities for all district residents. Trails connecting the future parks and neighborhoods together are also envisioned with a proposed regional trail along Mckernan Creek that will run diagonally through the reserve area. Additional trails will connect with Winkelmann Park and Metro's Cooper Mt. Nature Park which THPRD co-manages as well as to Mountainside High School in South Cooper Mt. and to the neighborhoods to the east.

Natural resource areas have been identified as priorities for habitat conservation including the center of the Mckernan Creek stream complex that contains high quality riparian and upland habitats that connect to Cooper Mt. Nature Park and the stream corridor that connects to Summer Creek as well as some significant tree stands. These natural resources will be subject to Beaverton's Significant Natural Resource Area and Tree Grove protection requirements. Additionally, Clean

Water Services has vegetated corridor requirements for buffers adjacent to streams and wetlands as part of the development review process.

Park and open space planning will continue as a community plan is prepared for the different neighborhoods which 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 South Cooper Mt., the nearby neighborhoods to the east and to the Cooper Mt. Nature Park that draws visitors from the region. In addition the protection of the stream and wildlife corridors will benefit all 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 an Infrastructure Funding Plan that includes costs, revenue sources and 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. “Improvement” 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. “Regional” 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 Beaverton currently charges a city-wide SDC for water services and Clean Water Services charges an SDC for sanitary sewer and stormwater management. THPRD charges a SDC for park services. Washington County charges a county-wide fee for transportation infrastructure called a Washington County Transportation Development Tax (TDT). Beaverton utilizes the County TDT as its transportation system development charge. In addition the Washington County Major Streets Transportation Improvement Program (MSTIP) is another option for transportation funding given the importance of many of the road projects to regional traffic patterns. The MSTIP is an annual property tax rate

assessed to all households in the County for road improvements throughout the County, thus there is no guarantee those funds will be available for projects in the urban reserve area.

The Infrastructure Funding Plan assessment determined that SDCs generated by the development in the Cooper Mt. Urban Reserve would cover SDC eligible improvements for water and sanitary sewer. For storm water management a regional storm water facility approach was assumed which would be funded using either a new Regional Facility Fee or a private reimbursement district. There is a SDC funding gap of approximately \$10 million for parks. One potential source of funding to fill the gap would be surplus SDC revenues from the other two areas in the South Cooper Mt. Concept Plan area as both of the areas are estimated to generate surplus parks SDC revenue. However some of this additional revenue is intended to contribute to THPRD-wide facilities. In addition THPRD could look to collaborate with the Beaverton School District on shared park facilities. A key finding of the Infrastructure Funding Plan is that a new transportation system development charge is a needed and appropriate tool. Assuming a new transportation system development charge, TDT and MSTIP funding as well as private developer contributions there should be a small surplus of revenue for needed transportation improvements.

Given the expected level of SDC revenue and other revenue sources there should be no cost impacts on existing residents for water, sanitary sewer, storm water, and transportation services. Depending on additional revenue sources or partnering opportunities to provide the level of parks envisioned in the Concept Plan, existing residents may see additional cost for providing parks services, although these costs would be spread district wide, which would lessen the impact on those residents that are within THPRD.

### 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. Police services are funded by the City's General Fund as are other city departments such as the Human Resources and Community Development. A \$35 million General Obligation Bond was approved by voters in 2016 for a new Public Safety Center.

Currently the Washington County Sheriff's Office provides police services to the urban reserve area. Once the land is annexed to the City of Beaverton, the City Police Department will provide police services. Current Police Headquarters is located at 4775 SW Griffiths Drive. Future development of the area could improve response time for police services through an improved road system and generate additional tax revenue that could help improve efficiency of these services. However tax revenue from 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 Beaverton.



Tualatin Valley Fire and Rescue (TVF&R) currently provides fire services to the urban reserve area and will continue to do so. TVF&R Fire Station 69 is located at 9940 SW 175<sup>th</sup> Ave adjacent to the urban reserve. 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. The obligation bond has funded numerous projects including seismic updates to Station 69. As there is an existing fire station adjacent to 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 impact the existing residents of Beaverton related to cost impacts for fire services.

### Public Schools

The Cooper Mt. reserve area is served by both the Hillsboro School District and the Beaverton School District. The three closest schools are in the Beaverton School District and include the adjacent new Mountainside High School and the nearby Scholls Heights and Nancy Ryles Elementary Schools. The closest Hillsboro school is Butternut Creek Elementary which is well over four miles away and there are additional Beaverton schools between the reserve area and Butternut Creek Elementary. The South Cooper Mountain Annexation Area was also split by the two school districts but following a boundary line adjustment agreement that area is now within the Beaverton School District. At this point in time it is uncertain if a similar boundary adjustment would occur for the urban reserve area. Voters in the Beaverton School District passed a capital construction bond in 2014 for the completion of needed projects at all schools across the District over the course of eight years. Mountainside High School was built as part of the bond measure and both Scholls Heights and Nancy Ryles Elementary Schools will receive security upgrades as part of the bond measure. Voters in the Hillsboro School District passed a capital construction bond in 2017 for the completion of needed projects at all schools across the District over the course of five years (2017-2022).

The Concept Plan calls for a K-5 or K-8 school in each of the two districts. The determination of a need for these two schools was coordinated with the two districts. The Beaverton School District has historically been successful in securing funding for school bonds to expand, acquire and repurpose, and build new facilities. Likewise the Hillsboro School District has also been successful in securing funding for school bonds to expand, acquire and repurpose, and build new facilities. Thus the construction of these two schools would be subject to passage of future bond measures in each corresponding district. It would be expected that any future bond measure would also include upgrades or additions to existing schools and replacement of some schools. Therefore, the addition of this urban reserve area to the UGB may slightly impact the existing residents of both the Beaverton and Hillsboro School Districts related to the cost impacts of building two new schools to serve the expansion area.

### 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 69 is adjacent to the urban reserve area. Thus, the addition of the proposed expansion area to the UGB should not negatively impact the existing residents of Beaverton related to cost impacts for emergency service.

## **Conclusion**

Overall, the existing residential neighborhoods within the City of Beaverton may be slightly impacted by the proposed addition of 1,242 acres to the UGB for residential use. Based on the Infrastructure Funding Plan, the funding of the major infrastructure components should not impact existing residents given the level of SDC revenue and the potential opportunities for additional revenue sources within the reserve area or partnering opportunities to provide park services. Fire, police, emergency services and schools will be evaluated as development in Cooper Mountain proceeds and the need for additional facilities and personnel may slightly impact the existing residential neighborhoods within the city.

## **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