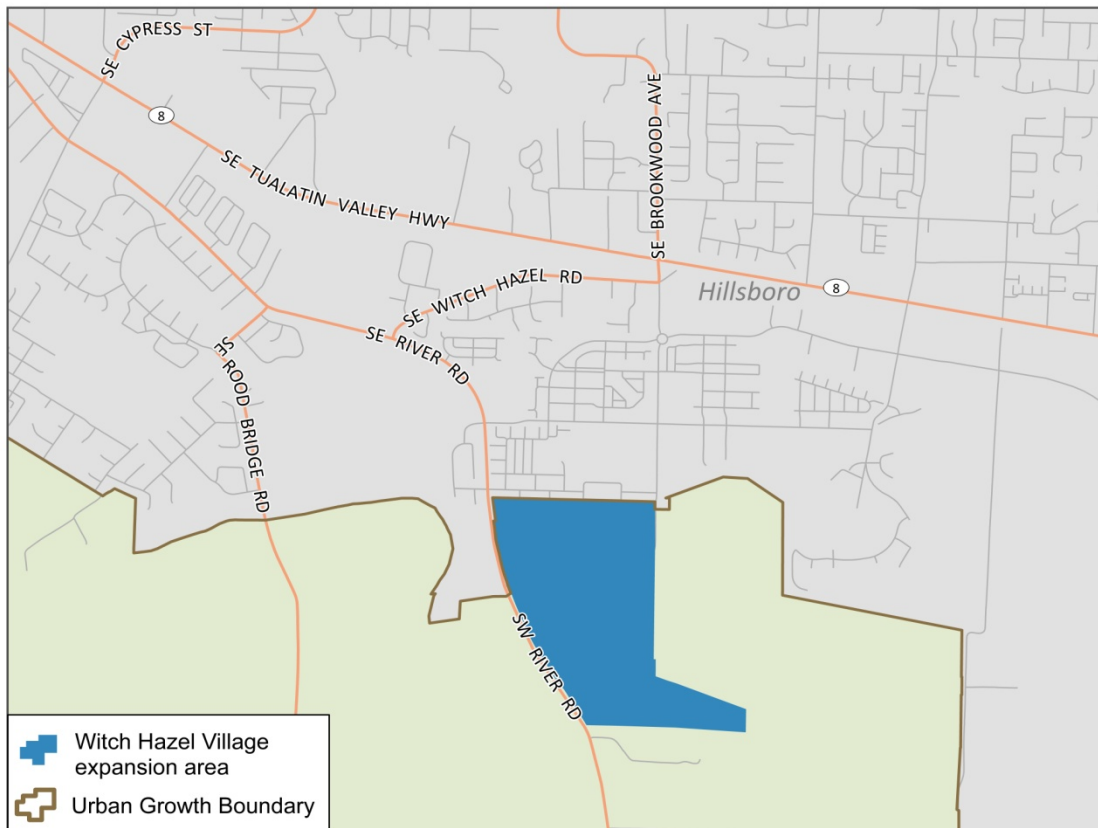


WITCH HAZEL VILLAGE SOUTH URBAN RESERVE AREA
ASSESSMENT OF THE IMPACTS OF A PROPOSED UGB EXPANSION ON
EXISTING RESIDENTIAL NEIGHBORHOODS



Map of Proposed Expansion Area

Proposal

The City of Hillsboro has requested an amendment to the urban growth boundary (UGB) to add 150 acres in the Witch Hazel Village South portion of the larger South Urban Reserve Area. The proposed expansion is for residential use and is located on the south side of the city between SW River Road and SE Brookwood Ave (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. Times and locations 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 Witch Hazel Village South is being proposed for inclusion in the UGB for residential use. The Witch Hazel Village South Concept Plan (Concept Plan), endorsed by the Hillsboro City Council in May 2018, identified attached and detached single-family dwellings, duplexes, multiple unit dwellings (apartments) and small lot single-family detached housing options on lots ranging from 4,500 – 9,000 square feet for a total of 845 housing units.

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 Hillsboro and Washington County Transportation System Plans, Washington County MSTIP, TV Highway Corridor Plan and South Hillsboro development conditions of approval. These improvement projects represent those that are reasonably expected to be funded by 2035. The improvements assumed to be in place include:

- SE Century Boulevard extension with three lanes from SE Davis Road to SE McInnis Lane
- SE Century Boulevard widening to five lanes from SE Alexander Street to SE Johnson Street
- SE Cornelius Pass Road extension with five lanes from TV Highway to SW Rosedale Road
- SE Butternut Creek Parkway extension with three lanes from SE 209th Avenue to SE 229th Avenue
- Roundabout installation at the SW Rosedale Road/SW River Road intersection
- Roundabout or traffic signal installation at the SW River Road/SW Farmington Road intersection
- Traffic signal installation at the SE Century Boulevard/SE Alexander Street intersection

- Northbound right-turn lane installation at the SE Century Boulevard/SE Davis Street intersection

The extension of SE Brookwood Avenue as a three-lane facility from SE Davis Road to SW River Road was also included in the analysis. Hillsboro provided travel demand models to estimate travel patterns and future trips were estimated using the residential land use assumptions.

The analysis showed that the following seven intersections are forecasted to exceed mobility targets by 2035.

- SE River Road/SE Minter Bridge Road
- SE River Road/SE Rood Bridge Road
- SE Brookwood Avenue/SE Davis Road
- SE Brookwood Avenue/SE Witch Hazel Road
- SE Brookwood Avenue/SE Baseline-Main Street
- SE Century Boulevard/SE Davis Road
- SE River Road/SE Brookwood Avenue Extension

Based on the results of the traffic analysis the following improvements are recommended for the seven intersections.

- SE River Road/SE Minter Bridge Road – Add northbound right-turn lane
- SE River Road/SE Rood Bridge Road – Add eastbound right-turn lane
- SE Brookwood Avenue/SE Davis Road – Add traffic signal, northbound, southbound, and westbound left turn lanes
- SE Brookwood Avenue/SE Witch Hazel Road – Add raised center median on Brookwood Avenue to restrict left-turn movements
- SE Brookwood Avenue/SE Baseline-Main Street – Add second westbound left-turn lane and northbound right-turn lane
- SE Century Boulevard/SE Davis Road – Add a traffic signal and eastbound left-turn lane
- SE River Road/SE Brookwood Avenue Extension – Add traffic signal, southbound left-turn lane and northbound right-turn lane

Additional improvements include the construction of a half-street arterial on SW River Road along the frontage of the proposed expansion area and the construction of SE Hazeltine South Avenue as a three lane collector. 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 City of Hillsboro maintains 30 parks and eight recreation centers that provide numerous recreational and cultural opportunities for its residents. The City has established a level of service goal of 10 acres of park land per 1,000 residents, a community park within two miles of all residents and a neighborhood park within a half-mile of all residents. These goals were considered as part of the park and open space design for the Concept Plan area. Because Rood Bridge Park (a community park) is a little over one mile from the area, future residents will have access to a community park.

The Concept Plan includes two neighborhood parks and two trail projects that will provide opportunities for both active and passive recreation. Neighborhood parks are smaller than community parks, provide nearby basic recreation opportunities, and are intended to be easily accessible to pedestrians and bicyclists. Neighborhood park features include playground or play features, picnic tables and benches, open lawn areas and site furnishings.

The Crescent Park Greenway Trail, as noted in the City's Trails Master Plan, is envisioned to be a loop encircling the city as a premier greenway experience. A portion of the greenway trail is expected to run along the eastern side of SW River Road for the entire length of the area and will be designed for hiking and walking with a 12 to 14 foot concrete path. The Gordon Creek Greenway

Trail is proposed as a connection from the future Crescent Park Greenway into South Hillsboro along Gordon Creek. This trail would be a multi-use greenway suitable for hiking and walking on a 10 to 12 foot wide path that includes bike racks, benches and trash receptacles.

Riparian habitat and wetlands were identified along Gordon Creek, a tributary to Gordon Creek as well as a small section of an unnamed stream that flows through the southwest corner of the area. These natural resources will be subject to Hillsboro's Significant Natural Resource Overlay 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 area 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 Hillsboro, Witch Hazel and other nearby neighborhoods and the protection of stream and wildlife corridors for the benefit of 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 Evaluation analysis 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 Hillsboro currently

charges city-wide SDCs for water and parks. Clean Water Services charges service area SDCs for sanitary sewer and storm sewer. Washington County charges a county-wide fee for transportation infrastructure called a Washington County Transportation Development Tax (TDT). Hillsboro utilizes the County TDT as its transportation system development charge.

The Infrastructure Funding Evaluation assessment determined that SDCs generated by the development in Witch Hazel Village South cover SDC eligible improvements for water and sanitary sewer. Developers will bear the cost for storm water management facilities. There is a SDC funding gap of approximately \$500,000 for parks; however it is assumed that developers would build all necessary park improvements so the SDC gap is characterized as excess credits that would be earned by the developers but could not be redeemed in Witch Hazel Village South. For transportation there is a TDT funding gap of \$1.6 million, which indicates additional funding sources are likely to be required. Potential approaches to close the transportation funding gap include:

- Apply a sole source SDC in Witch Hazel Village South
- Create a local improvement district, reimbursement district or other kinds of partnerships that assess property owners a fee for capital improvements
- Consider developer-build approaches that leverage existing public funding sources to bring additional private funds
- Consider a financial management approach that seeks to be more efficient such as phasing infrastructure investments over time
- Reduce infrastructure costs through value engineering as projects are more fully designed for implementation
- State or grant funding may be appropriate for trail projects

Given the City's policy that new development will pay for itself, the expected level of SDC revenue and the potential opportunities to close the transportation funding gap there should be no cost impacts on existing residents for water, sanitary sewer, storm water, transportation and park services.

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 and fire services are funded by the City's General Fund as are other city departments such as the Library, Parks and Recreation and Planning. The City has a Local Option Tax (LOT) levy that was renewed in May 2017 and expires at the end of fiscal year 2022-23. The

levy represents approximately 21% of the General Fund and goes toward funding Police, Fire, and Parks and Recreation.

Currently the Washington County Sheriff's Office provides police services to the Witch Hazel Village South area. Once the land is annexed to the City, the Hillsboro Police Department will provide police services. The Main Precinct station at 250 SE 10th Avenue is the closest police station to the area. A community policing office is expected to be located in the South Hillsboro Town Center which would be very close to the area. Tualatin Valley Fire and Rescue (TVF&R) currently provides fire services to the area. Upon annexation to the City, Hillsboro Fire will provide services to the area. Hillsboro Fire Station 2 is located at 5045 SE Drake Street, just shy of a mile from Witch Hazel Village South along SE Brookwood Ave. As part of future planning efforts for the area, the need for additional facilities to maintain and improve response times will be evaluated.

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 and/or fire personnel or facilities, the addition of the proposed expansion area to the UGB may negatively impact the existing residents of Hillsboro.

Public Schools

The Witch Hazel Village South area is served by the Hillsboro School District and the Witch Hazel Village Elementary School and South Meadows Middle School are adjacent to the north inside the UGB. Voters in the 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). Both Witch Hazel Village Elementary and South Meadows Middle schools have safety, infrastructure and technology improvements as part of the bond measure. In addition the bond includes funding for the construction of a new elementary school in South Hillsboro with a completion date of 2022. The School District plans to add three other elementary schools, a middle school and a high school on property it currently owns in South Hillsboro (subject to passage of a future bond measure). The nearby existing schools plus the planned school facilities for South Hillsboro may meet the school needs for the proposed expansion area, depending on pace of development in both this area and South Hillsboro. As noted most of the school facilities in South Hillsboro will require the passage of a future bond measure. Therefore, the addition of this area to the UGB may impact the existing residents of Hillsboro regarding the timing of the cost impacts of building new schools to serve the greater southern portion of Hillsboro.

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, upon annexation to the City, Hillsboro Fire

will provide services, including emergency services, to the area and the need for additional facilities to maintain and improve response times will be evaluated. Thus, it is unknown if the addition of the proposed expansion area to the UGB will negatively impact the existing residents of Hillsboro related to cost impacts for emergency service.

Conclusion

Overall, the existing residential neighborhoods within the City of Hillsboro may be slightly impacted by the proposed addition of 150 acres to the UGB for residential use. Based on the Infrastructure Funding Evaluation assessment, the funding of the major infrastructure components should not impact existing residents given the City's policy that new development will pay for itself, the level of SDC revenue and the potential opportunities to close the transportation funding gap. Fire, police, emergency services and schools will be evaluated as development in South Hillsboro and Witch Hazel Village South 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, send an email message to 2040@oregonmetro.gov or call 503-797-1562