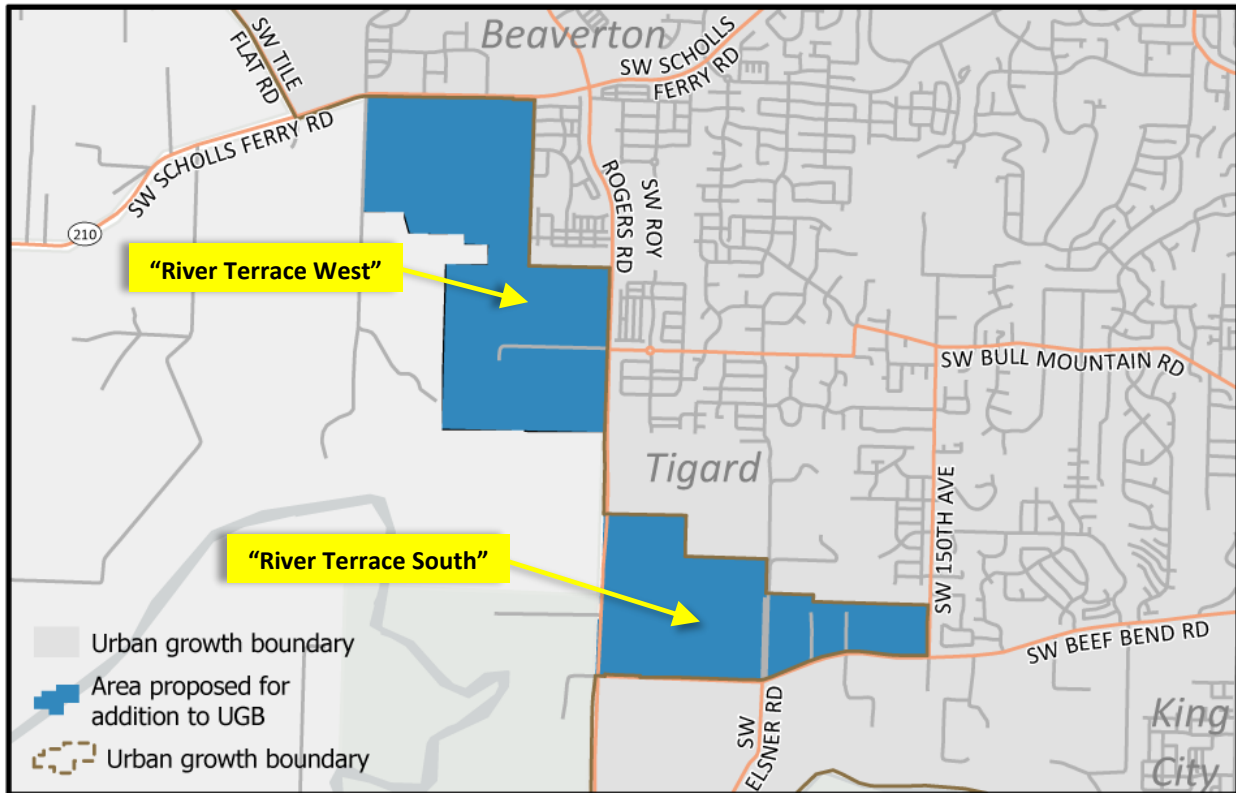


**RIVER TERRACE WEST AND RIVER TERRACE SOUTH URBAN RESERVE AREAS  
ASSESSMENT OF THE IMPACTS OF A PROPOSED UGB EXPANSION ON  
EXISTING RESIDENTIAL NEIGHBORHOODS**



**Map of Proposed Expansion Area**

**Proposal**

The City of Tigard has requested an amendment to the urban growth boundary (UGB) to add approximately 499 acres for future residential, commercial, and employment uses. The proposed UGB expansion areas are the River Terrace West and River Terrace South urban reserve areas located west and south of current City of Tigard city limits, between SW Scholls Ferry Road and SW Beef Bend Road (see map above). The Metro Council will consider this request at a public hearing scheduled for Thursday, January 19, 2023, beginning at 10:30 a.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 impacts on the existing residential neighborhoods within the current

UGB, whether or not those neighborhoods are within a city or in the unincorporated portion of a 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;**

The two subject reserve areas are being evaluated for future urban residential, commercial, and employment land uses. The City of Tigard's October 2021 "River Terrace 2.0 Concept Plan" and an associated March 2021 transportation analysis (Appendix E of the Concept Plan) address the potential traffic impacts from a full build-out of the reserve areas as envisioned in the Concept Plan, in addition to already expected growth, through the year 2040.

The transportation analysis assumed the following traffic-related improvements already included in various adopted transportation plans will indeed be completed: widening of SW Scholls Ferry Road, SW Roy Rogers Road, and SW Beef Bend Road; extension of SW Jean Louise Road/ SW Lorenzo Lane, SW River Terrace Boulevard, SW Woodhue Street, 161<sup>st</sup> Avenue, and SW Potomac Road; and installation of a traffic signal at SW Roy Rogers Road.

The transportation analysis also assumed the subject reserves will, if urbanized as envisioned in the Concept Plan, include particular street extensions, pedestrian and bicycle facilities, and a trail network serving approximately 4,500 housing units and commercial/employment uses with approximately 460 employees, all generating about 3,900 motor vehicle trips during the p.m. peak hour. Eighteen intersections, as well as the traffic impacts of a potential extension of SW Tile Flat Road through River Terrace West, were studied as part of the transportation analysis.

Six of the 18 study intersections are projected in the transportation analysis to exceed mobility targets, whether or not SW Tile Flat Road is extended. Intersections that exceed their mobility targets can increase motor vehicle traffic congestion and the commute times of some travelers, including residents of neighborhoods already in the UGB. The analysis therefore recommends that future, more detailed planning stages for the subject areas consider certain traffic improvements, such as additional traffic signals or roundabouts, widening particular existing roads, the addition of

turn lanes, and the provision of alternative routes. While the transportation analysis suggests an extension of SW Tile Flat Road would not necessarily improve projected traffic operations at the studied intersections, the extension could nonetheless provide other benefits, such as redundancy of routes, reduced reliance on local trips occurring along SW Scholls Ferry Road and SW Roy Rogers Road, greater area connectivity, and safer and more direct routes for cyclists.

Metro's Air Quality Program ensures metropolitan planning activities for the Portland metropolitan area address state and federal regulations pertaining to air quality 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 provisions outlined in the State Implementation Plan for the Portland area. These activities include ensuring the completion of the region's transportation control measures, monitoring air pollution levels and vehicle miles traveled, and voluntary reporting. In October 2017, the U.S. Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ) 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, carbon monoxide, 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. DEQ reduces air toxics through regulations and by encouraging people and businesses to produce less pollution. DEQ also actively works with local jurisdictional partners to implement strategies which reduce exposure to air toxics.

### **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 River Terrace 2.0 Concept Plan envisions more than a dozen new parks and the protection of existing wetlands, streams, and vegetated corridors in the subject expansion areas.

Three of the proposed new parks (two in River Terrace West and one in River Terrace South) would be larger "community parks". According to the Concept Plan, each community park would be within half a mile of existing and planned residential development already within the UGB to the east and north. Most of the roughly 499 acres of reserve lands proposed to be added to the UGB would also be within half a mile of at least one of these future community parks. One of the community parks is conceived to be within half a mile of Mountain Side High School and another within half a mile of the future Art Rutkin Elementary School.

The Concept Plan also proposes six smaller "neighborhood parks" (four in River Terrace West and two in River Terrace South). Each neighborhood park would be between two and four acres in size.

Nearly all of the subject reserve lands, as well as existing and planned residential development on adjacent lands within the UGB, are expected to be within a quarter mile of at least one of these new neighborhood parks.

Additionally, six “linear parks” are included in the Concept Plan for the reserve areas (four in River Terrace West and two in River Terrace South). The linear parks are anticipated to be located near the prospective commercial centers and along greenway and natural resource corridors (e.g., streams and riparian areas), and would link to existing residential development, unincorporated lands, and the future Tualatin River Greenway Trail.

According to the Concept Plan, a network of neighborhood and multi-use trails, streets, and sidewalks within the expansion areas would connect residents to the prospective parks and existing parks already within the UGB. The transportation network would also facilitate resident access near to protected open spaces areas. The number, size, geographic distribution, and linkages of the new parks and open space areas illustrated in the Concept Plan would allow existing residents of the UGB, as well as future residents of the added territory, to benefit from the recreational and scenic opportunities they would provide.

### **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 section of this report, “public facilities and services” are considered to be water, sanitary sewer, stormwater management, and transportation facilities and services. The River Terrace 2.0 Concept Plan includes an “Implementation Considerations” section addressing costs, revenue sources, and funding strategies for water, sanitary sewer, stormwater management, and transportation facilities and services.

Water service to future urban development of the expansion areas would be provided by the City of Tigard with extensions of water service facilities from adjacent incorporated territory. A large diameter (16-inch) backbone water main is proposed in the Concept Plan to extend west along Scholls Ferry Road and then south along a new north-south collector street through the River Terrace West area. To serve development in the River Terrace South area, another 16-inch backbone main is proposed in the Concept Plan to connect a planned main in the SW River Terrace Boulevard alignment that extends south to Beef Bend Road, then east to connect to the proposed River Terrace main at SW Taylor Road. The prospective backbone mains would supply smaller mains that branch off and connect to customer service lines. The backbone mains are estimated to cost \$3.9 million. Necessary water reservoir improvement costs are anticipated to cost approximately \$6.7 million, not including any necessary property acquisition costs. The Concept Plan anticipates the City funding and constructing the reservoir improvements, which are already included in the City’s 2020 Water System Mater Plan. Revenues to pay for the reservoir improvements are expected to come primarily from one-time water system development charges (SDCs) assessed with new development of the expansion areas, but also from water utility user fees. The other water service infrastructure serving the areas’ future urban development would either be

paid for and built by developers or constructed by the City with a reimbursement mechanism. Future residents/property owners of the expansion areas would pay water utility user fees supporting system upkeep. Therefore, there is expected to be little to no additional cost to residents of the existing UGB for water service to the expansion areas.

Sanitary sewer service to the expansion areas would be provided by Clean Water Services (CWS). The Concept Plan anticipates that sanitary sewer projects for the expansion areas will cost approximately \$5.8 million and that CWS will pay most of those costs, with CWS also receiving “significant” sewer SDC revenue from development. According to the Concept Plan, developers would fund the remainder of sewer system construction costs. User fees would ultimately support ongoing maintenance. Therefore, few if any additional sewer-related costs to existing UGB residents are expected.

Land acquisition, engineering, permitting, and construction of stormwater management facilities serving future urban development of the expansion areas are expected in the Concept Plan to cost approximately \$33.5 million. That cost would be paid for by developers as particular streets and/or sites are developed, rather than by existing UGB residents.

Construction of the anticipated transportation infrastructure for future urban development of the expansion areas is estimated in the Concept Plan to cost approximately \$75.5 million (with an additional cost of nearly \$9.8 million for construction of the extension of Tile Flat Road, should that extension be pursued). The Concept Plan’s funding strategies vary depending on the category and scale of infrastructure. “Developer-built projects” are described in the Concept Plan as locally focused transportation improvements that are no larger than required as part of any development approval and that do not include particularly costly components (e.g., a bridge); the Concept Plan expects that developers will pay directly for the cost of constructing these improvements. “District projects” in the Concept Plan are similar to developer-built projects, but are generally larger and/or have atypical and costly components; the Concept Plan assumes developers would also pay for these improvements, but through area-specific supplemental fees paid in addition to SDCs. Finally, “major projects” in the Concept Plan are transportation improvements in rights-of-way controlled by Washington County; major projects would be funded through Washington County Transportation Development Taxes (TDTs) and City of Tigard transportation system development charges (TSDCs), and the Concept Plan represents that the revenue generated by TDTs and TSDCs from the development in the expansion areas will be more than double the cost of the major infrastructure projects. Future residents/property owners of the expansion areas would also contribute to the tax base supporting transportation system maintenance. Therefore, there is expected to be little to no additional cost to existing UGB residents for the anticipated transportation infrastructure included with development of the expansion areas.

### Police and Fire Services

The River Terrace 2.0 Concept Plan demonstrates the proposed UGB expansion areas would primarily accommodate new urban residential development, but would also include commercial

and employment land uses. In general, residential land uses generate a higher demand for police and fire and services than other land uses, such as commercial land uses.

Currently, the Washington County Sherriff's Office is the law enforcement authority in the subject urban reserve areas. If these areas are added to the UGB and subsequently annexed to the City of Tigard, police services would instead be provided by the Tigard Police Department. City staff report that future urban growth of the expansion areas and of adjacent lands already in the City will likely warrant the creation of an additional police district and that wider police coverage could necessitate additional allocations from the City's general fund. Property owners of the expansion areas would contribute to the City's general fund (e.g., through property taxes); however, at this time, it is unknown whether their contributions would be sufficient to cover the full cost of expanded police services to the expansion areas. The addition of the reserve areas to the UGB and their subsequent urban development may, therefore, lead to additional policing costs for existing City of Tigard residents. That said, future urbanization of the areas, including improved transportation connections in this area of the City, may also help improve police response times generally.

Tualatin Valley Fire and Rescue (TVF&R) already provides fire services to the subject reserve areas and would continue to provide services to these areas if they are added to the UGB and further developed with urban land uses. The closest TVF&R fire stations to the subject reserve areas are Fire Station #50 at 12617 SW Walnut Street and Station #35 at 17135 SW Pacific Highway in Tigard. TVF&R noted in an October 1, 2021 letter included in the record that: they have had an opportunity to review the River Terrace 2.0 Concept Plan; the proposed UGB expansion would not require a change to TVF&R's service district boundary; and, while an increase of residents and traffic with urban development following a UGB expansion will generate additional demands for service, TVF&R's current and planned infrastructure will be able to accommodate that additional demand. Additional cost impacts, if any, due to the urbanization of the proposed expansion area would be spread throughout the entire TVF&R service district, which encompasses an extensive area. Therefore, the addition of the subject reserves to the UGB should have minimal, if any, cost impacts on the existing UGB residents for fire services. As noted above, urban development of the subject reserve areas will also increase the local tax base, which could support fire protection services.

## Public Schools

The proposed UGB expansion areas span the current boundaries of the Beaverton, Hillsboro, and Tigard-Tualatin School Districts. Mountainside High School of the Beaverton School District, which opened in 2017, is on the opposite side of SW Scholls Ferry Rd from River Terrace West and is expected to serve up to 2,200 students. Scholls Heights Elementary School, which is also in the Beaverton School District, is approximately half a mile from the closest portion of River Terrace West.

Art Rutkin Elementary School of the Tigard-Tualatin School District is currently under construction on a roughly 20-acre property adjacent to the north side of River Terrace South and is scheduled to



be open to students in the fall of 2023. The elementary school is expected to serve between 250 and 300 students.

The Concept Plan does not itself propose any new school facilities within the expansion areas. Depending on the number of school age residents in the expansion areas, available school system capacity, and district and attendance boundaries (which could be modified by agreements between the school districts), urban development of the expansion areas following their inclusion in to the UGB may necessitate the building of new or expanded school facilities in the Beaverton, Hillsboro, and/or Tigard-Tualatin School Districts. While the addition of the reserve lands to the UGB may therefore have cost impacts for the existing residents of these school districts, new residents/property owners of the expansion areas would also be contributing to the cost of school improvements.

### Emergency Services

TVF&R and, as of December 2022, Metro West Ambulance provides emergency services to the reserve areas. TVF&R's service to future development of the expansion areas and associated costs to existing residents are addressed above. Metro West Ambulance is a privately owned company that has been contracted to provide 911 emergency transport services throughout Washington County, though County staff reported in December 2022 that the County is in a request for proposals (RFP) process to determine who would provide these services going forward; Metro West Ambulance is providing services in the meantime. The subject urban reserves are already within Washington County's Ambulance Service Area and would remain in that service area even if the UGB is amended as proposed. Emergency transport services are funded by fees charged to transport patients (e.g., to a hospital), rather than by tax revenues. Therefore, the addition of the reserve areas to the UGB and their future urbanization are not expected to increase costs to existing UGB residents for their emergency transport services.

### Parks and Open Spaces

The "Implementation Considerations" section of the River Terrace 2.0 Concept Plan mentioned above also addresses the costs, revenue sources, and funding strategies for parks and trails. The estimated total cost of the new park and trail infrastructure envisioned for the expansion areas is approximately \$35.5 million. While the Concept Plan anticipates that a small portion of park improvements in the expansion area will be paid for and built directly by the developers of the areas, nearly all of the parks and trails will be funded through other means. Ninety percent of the total anticipated cost for the areas' parks and trails are expected to be met with revenue generated from system development charges (SDCs) assessed as part of the cost of permits for new development, with an assumption that remaining costs for the parks and trails would be met with a combination of grants and cost reduction strategies (e.g., value engineering). This funding strategy would, therefore, have little to no cost impact on existing UGB residents.

## **Conclusion**

Residential neighborhoods within the current UGB may be slightly impacted by the proposed addition of approximately 499 acres to the UGB for urban residential, commercial, and employment uses. Based on the River Terrace 2.0 Concept Plan and associated analyses to-date, the funding of the major infrastructure components (e.g., water, sanitary sewer, stormwater facilities) and the provision of police, fire, and other emergency services to the prospective urban development of the expansion areas will have little to no cost impact on residents of the current UGB. However, urban development following the proposed UGB expansion may increase traffic congestion and existing residents' commute times if additional traffic improvements are not included as part of that development. That additional traffic could also contribute to some traffic-related air quality nuisances. Residents of the current UGB, as well as future residents of the expanded UGB, would nonetheless benefit from the addition of the parks and open space protections envisioned in the Concept Plan. Future development of an expanded UGB would also grow the local tax base, which support schools and other public services.

## **Metro Council Public Hearing on Proposed UGB Expansion**

10:30 a.m., Thursday, January 19, 2023

Metro Council Chamber  
600 NE Grand Ave., Portland  
MAX Light Rail, Portland Streetcar, and TriMet Bus #6

An agenda and how to attend virtually will be available one week in advance of the meeting at [www.oregonmetro.gov/calendar](http://www.oregonmetro.gov/calendar)

## **Metro Council Decision on Proposed UGB Expansion**

10:30 a.m., Thursday, February 2, 2023

Metro Council Chamber  
600 NE Grand Ave., Portland  
MAX Light Rail, Portland Streetcar, and TriMet Bus #6

An agenda and how to attend virtually will be available one week in advance of the meeting at [www.oregonmetro.gov/calendar](http://www.oregonmetro.gov/calendar)