



MEMORANDUM CITY OF TUALATIN

TO: Honorable Mayor and Members of the City Council

FROM: Sherilyn Lombos, City Manager

DATE: February 27, 2017

SUBJECT: Work Session for February 27, 2017

5:30 p.m. (30 min) – Parks & Recreation Master Plan – Project Framing. This project will update the 1983 Parks & Recreation Master Plan and define the community’s vision, goals, standards and financing alternatives to guide the future of Tualatin’s parks and recreation system. Council will consider the project framing process for the update, including scope, schedule, key and pre-mortem considerations, and public involvement.

6:00 p.m. (30 min) – Managing the Public’s Right of Way. Staff will present high-level information about right of way in general, Tualatin’s right of way specifically, how we currently manage agreements for use of the right of way, and an option for changing the process for how we manage those various agreements.

6:30 p.m. (15 min) – Stafford Area Planning Update. Staff will give a verbal update on Stafford-related activities.

6:45 p.m. (15 min) – Council Meeting Agenda Review, Communications & Roundtable. Council will review the agendas for the February 27th City Council meeting and brief the Council on issues of mutual interest.



MEMORANDUM

CITY OF TUALATIN

TO: Honorable Mayor and Members of the City Council

THROUGH: Sherilyn Lombos, City Manager

FROM: Paul Hennon, Community Services Director
Rich Mueller, Parks and Recreation Manager

DATE: 02/27/2017

SUBJECT: Consideration of Project Framing for the Parks and Recreation Master Plan Update

ISSUE BEFORE THE COUNCIL:

Council will consider the project framing process for the Parks and Recreation Master Plan Update, including scope, schedule, key and pre-mortem considerations, and public involvement.

EXECUTIVE SUMMARY:

This project will update the 1983 Parks and Recreation Master Plan and define the community's vision, goals, standards, and financing alternatives to guide the future of Tualatin's parks and recreation system. It will trigger amendments to the Tualatin Community Plan (Tualatin Development Code), Tualatin Municipal Code, and other documents at the conclusion of the process.

This project will follow the Council's Decision-Making Process. It is anticipated that the project will be completed in the summer of 2018, about 18 months from now. A more refined schedule will be developed when a consulting team has been selected.

Council Decision-Making Process

The Council Decision-Making Process broadly follows an order that begins with internal Pre-Project Framing by City Staff. This has been completed. The next step is for the Council to review the Project Framing at a Work Session. This is where we are in the process.

A consulting team will be selected to assist with the project and a Community Involvement Plan will be prepared. The Community Involvement phase will follow. For this project, the Community Involvement phase will be an iterative process with Council check-ins at key benchmarks.

Ultimately, Council will be presented with Policy Alternatives at a Work Session to provide direction in preparing a proposed draft plan. A Public Hearing on the proposed Draft Parks and Recreation Master Plan will follow. A final Council Decision on adoption of the proposed plan is the last step in the Council Decision-Making Process.

Tualatin Project Framing Process

The project framing process covers the project Scope, Schedule, Key Considerations, Pre-Mortem Considerations, and Public Involvement. The Scope defines the purposes of the project – what is being addressed and solved, its complexity, connection with the Council vision and existing plans, clarifies what is within and outside the scope, and identifies sub-decisions that need to be made to make the primary decision. The Schedule will cover key project milestones and decisions, and identify fixed dates that decisions need to be made, if any.

The Key Considerations identifies the most pressing and important constraints and opportunities that need to be considered, the level of City control and influence over the outcomes, who are the other stakeholders, what other cities are doing to address the issues, and factors that will influence staff's recommendation.

The Pre-Mortem Considerations identifies the most significant "Bumps in the Road," obstacles, and other considerations that need to be considered to ensure broad community support for the updated parks and recreation master plan once it has been adopted.

The Public Involvement Plan will identify public involvement opportunities so interested people, partners, and other stakeholders can be actively engaged with and make meaningful contributions to the alternatives and project outcomes.

This project is budgeted in the Park Development Fund in FY16/17 and will be included in the FY17/18 budget.

Next Steps

A request for proposals for consulting services will be issued following the Council Framing Process. Council will award a professional services contract, an ad hoc steering committee will be formed, and work will begin on the project this spring.

RECOMMENDATION:

Staff recommends Council review and consider the attached presentation and provide direction to staff on proceeding with the update of the Parks and Recreation Master Plan.

Attachments: A: PowerPoint presentation of Council Project Framing Process

Parks and Recreation Master Plan Update

Community Vision for the Future

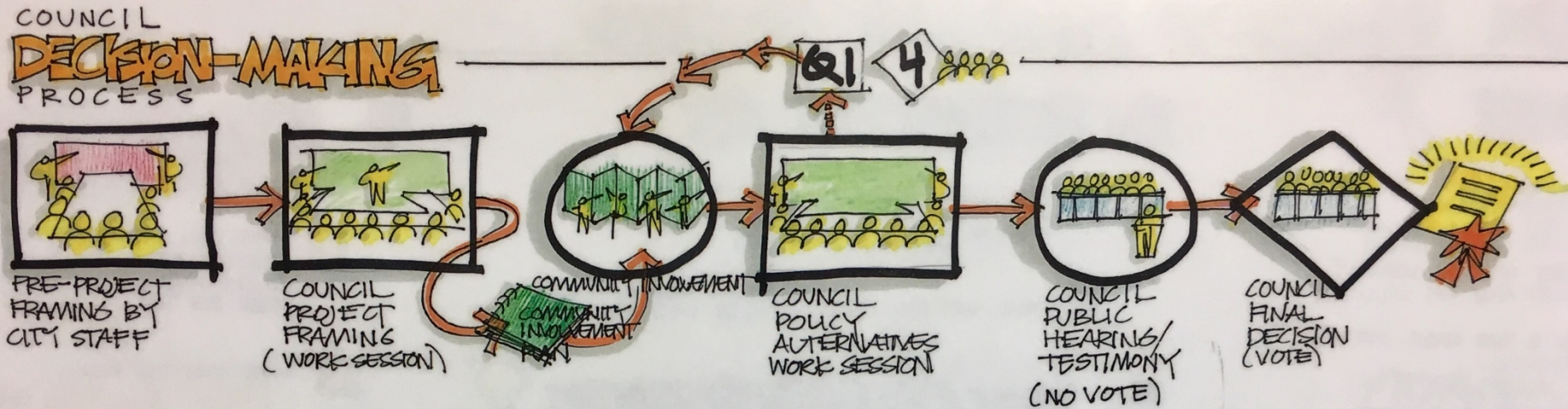
Council Project Framing

February 27, 2017

Paul Hennon, Community Service Director

Rich Mueller, Parks and Recreation Manager

Council Decision Making-Process



Scope

Project Definition

Comprehensive Plan with Community Vision for the Future:

Looking at where the community stands today

Envisioning where it wants to be tomorrow

Determining how to best move from today to the desired future

Includes:

Parklands – parks, trails, greenways and other natural areas

Facilities – recreation, parks and art

Programs – community services, recreation, older adults, library and art

Scope Complexity

Complex Planning Project with:

Consultants

Council, TPARK, Ad Hoc Steering Committee

Extensive Public Involvement



Scope

Vision

Council Vision:

Connected, Informed and Engaged Citizenry

Protect and Expand Natural Spaces

A Livable, Family-Oriented, Healthy, Active-Living and Safe Community

Expanded Opportunities for Vibrant Parks and Recreation Facilities,

Including Greenway Trails and Bike/Pedestrian Trails



Scope

Scope Includes

Within Tualatin's Planning Areas:

Vision, Policies and Goals

Inventory and Assessment of Existing Conditions

Define Levels of Service, Standards and Best Practices

Extensive Public Involvement

Identify Operating and Capital Funding Sources

Determine Capital Improvements

Implementation Plan



Scope

Out of Scope

Construction

Right of Ways (sidewalks and bike lanes)

Neighboring Cities

Other City Facilities

Park Site Design



Scope

Sub-Decisions

ADA Transition Plan for outdoor facilities and recreation programs

Public Arts Plan

Update Park System Development Charges (SDC's)

Identify General Community Priorities



Schedule

Dates

Process about 18 months

Winter 2017 – Kickoff

Consulting team to be selected and a refined schedule prepared

Summer/Fall 2018 - Completion



Key Considerations

Opportunities

Broad Community Support

Extensive Community Involvement and Engagement

Establish Priorities

Constraints

Resources

Difficulty in outreach to underserved populations

Financial ability to implement recommendations

Key Considerations

Influence

Final decision will be made by the City Council

Other Cities

Include Best Practices

Establish Local Level of Service

Include Public Involvement

Useful, Understandable, Clear and Concise



Key Considerations

Staff Recommendation Factors

Based on involvement and input from Council, advisory committees, steering committee, community organizations and citizens.

Accomplish a full system comprehensive master plan with attainable goals, policies, standards, funding opportunities and implementation plan with broad community support.

Pre-Mortem Considerations

Roadblocks

Complex Issues

Extensive Process

Special Interest Influence

Opportunities

Transparent Process

Open Public Involvement

Inclusive and Diverse



Pre-Mortem Considerations

FAQ's

What is a master plan?

How do I propose a project or program?

What are the reasons for having a plan?

How will the plan affect and impact residents and businesses?

What are the expected outcomes?

Will community trail planning be included?

How are capital development projects funded?

How can citizens be involved?

Public Involvement

Assessment and Level

Collaborative Level to Include:

- Steering committee and stakeholders
- Outreach to under served populations
- City advisory committees and CIO organizations
- Focus groups of stakeholders
- Statistically valid surveys
- Project web site and social media
- City newsletter, print media and mass news media methods
- Meetings with organizations, partners and citizens
- Informal surveys
- Open House
- Other toolkit methods deemed appropriate



Next Steps

Issue a Request for Proposal (RFP) for consulting services

Award contract for consulting services

Council Approves an Ad Hoc Steering Committee for Parks and Recreation
Master Plan Update



Ad Hoc Steering Committee for Parks and Recreation Master Plan Update

Purpose

To advise and guide the planning process and make a final recommendation to City Council.

Membership (to be determined)

Tualatin Park Advisory Committee (7)

Community Involvement Organizations (up to 7)

City Council (2)



Ad Hoc Steering Committee for Parks and Recreation Master Plan Update

Other Possible Members

Special Populations

Special Interest Organizations

Partnering Organizations



Questions ?





STAFF REPORT

CITY OF TUALATIN

City Council Work Session

Meeting Date: 02/27/2017

Subject: Managing the Public's Right of
Way

Through: Sherilyn Lombos, Administration

PowerPoint

PowerPoint

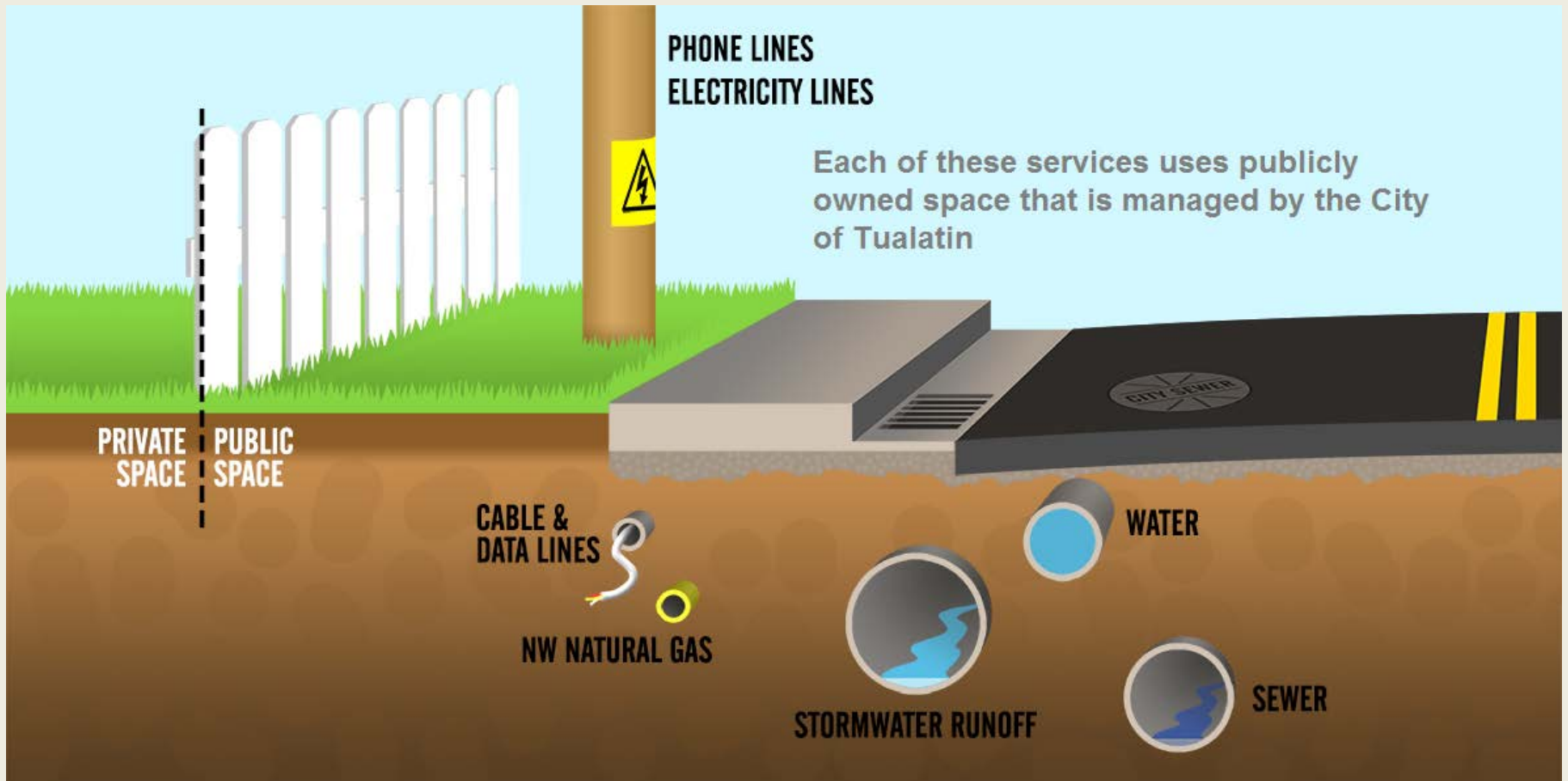


City of Tualatin

Managing the Public's Rights of Way



Oregon Cities and Right of Way Management





Tualatin's Rights of Way

- **Over 10% of Tualatin's Land Area is ROW**
- **Roadway**
- **Side Walks**
- **Bike Lanes**
- **Public Utility Easements**





Current Utility Franchise Agreement Challenges

Individual Franchise Agreements



Right of Way Ordinance





Current Utility Franchise Agreement Challenges

Individual Franchise Agreements



Right of Way Ordinance



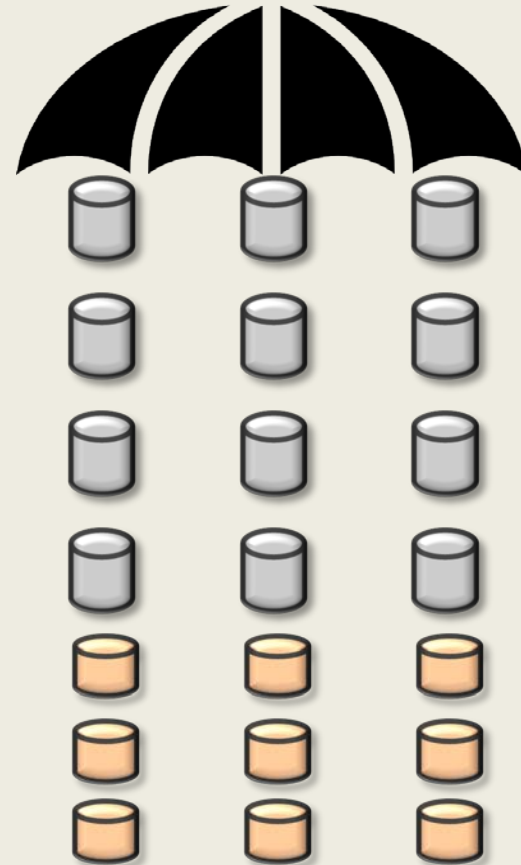


Current Utility Franchise Agreement Challenges

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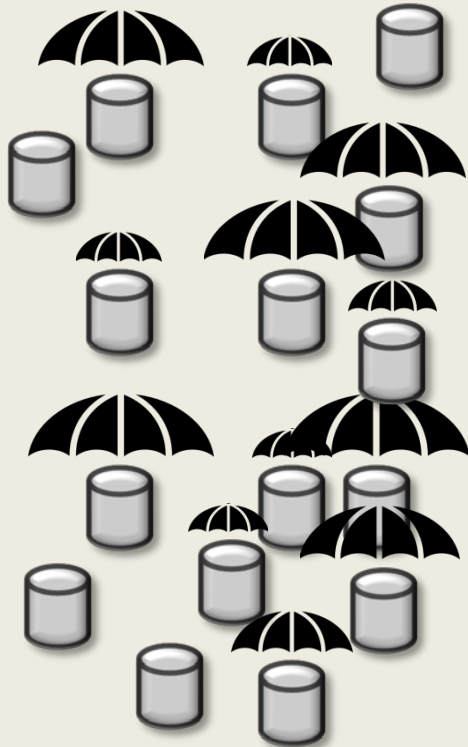
Right of Way Ordinance





Current Utility Franchise Agreement Challenges

Individual Franchise Agreements



Right of Way Ordinance





Competing Uses





Ordinance Potential

- **Reduce cost of negotiating individual agreements**
- **Gain compliance from smaller entities**
- **Provide consistent standards and guidelines**
- **Establish fair fees and requirements**
- **Retain the ability to make timely adjustments, based on changes in law or identified management needs**
- **Allow for flexibility based on public interest**

Right of Way Ordinance





Cities Who Have Passed a Right of Way Management Ordinance

- **Oregon City**
- **Happy Valley**
- **Beaverton**
- **Hillsboro**
- **Milwaukie**
- **Gladstone**
- **Sherwood**
- **Tigard**
- **Lake Oswego is in the process of considering an Ordinance**



Next Steps

- **Analysis**
 - **What/Who**
 - **Comparables**
 - **Policy Options**

- **Components of a Draft Ordinance**

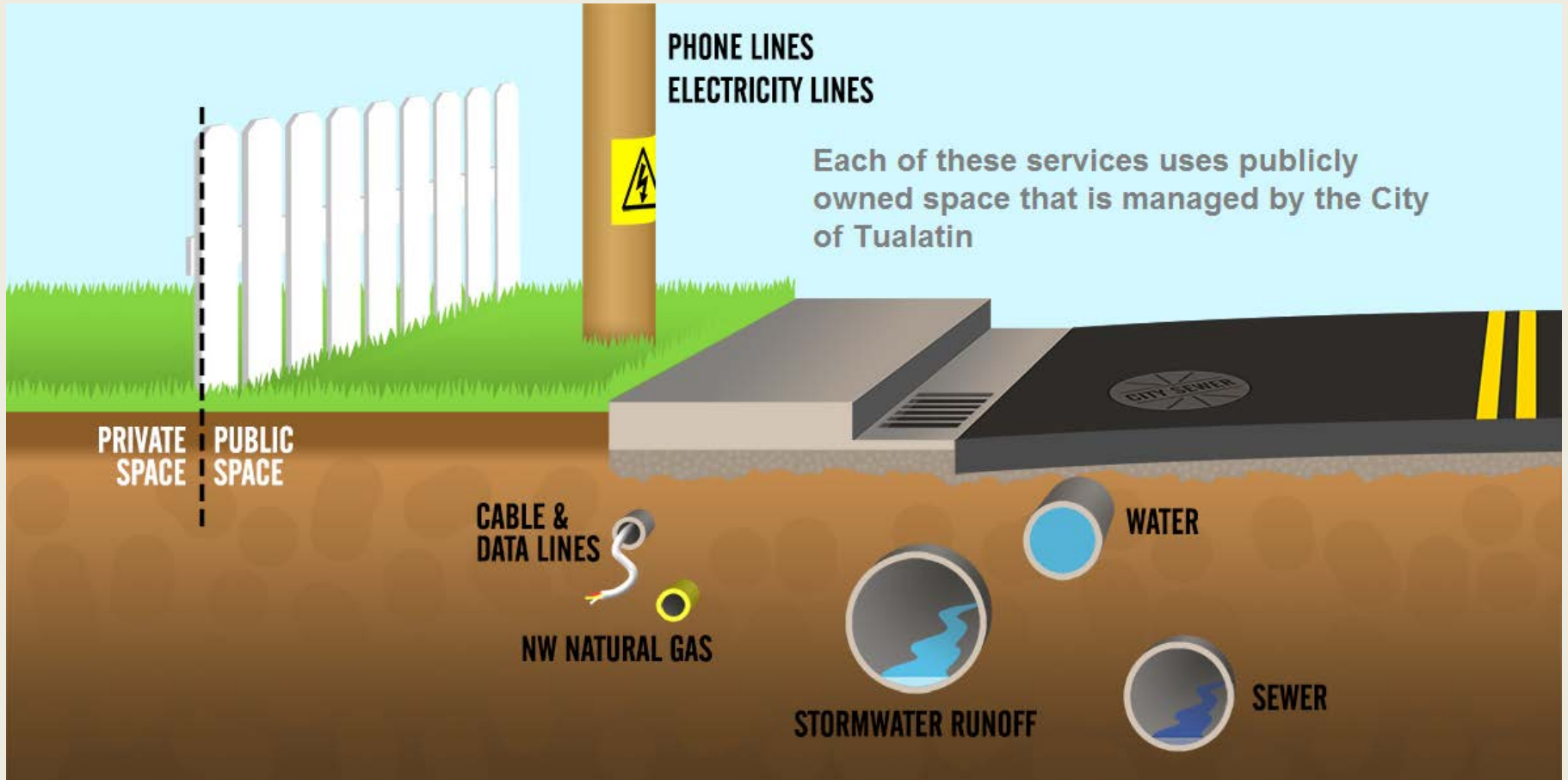


City of Tualatin

Managing the Public's Rights of Way



Oregon Cities and Right of Way Management





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Individual Franchise Agreements



Right of Way Ordinance





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Individual Franchise Agreements



Right of Way Ordinance



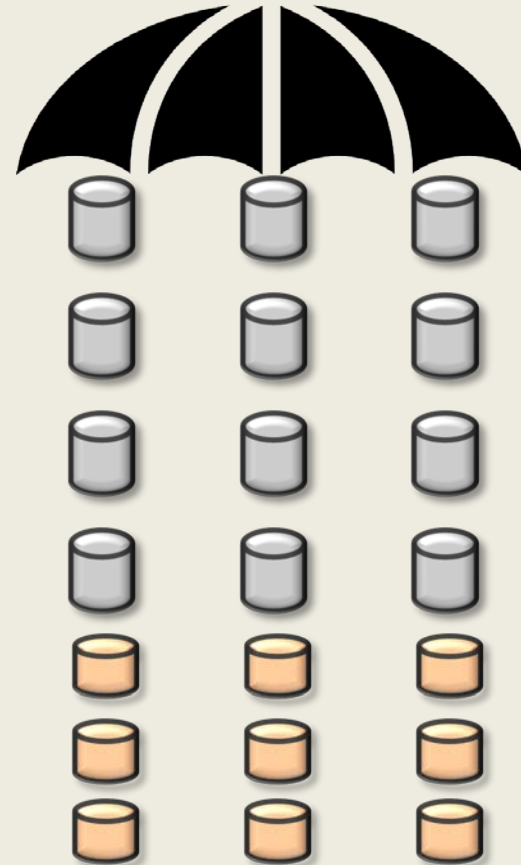


Current Utility Franchise Agreement Challenges

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Right of Way Ordinance





Current Utility Franchise Agreement Challenges

Individual Franchise Agreements

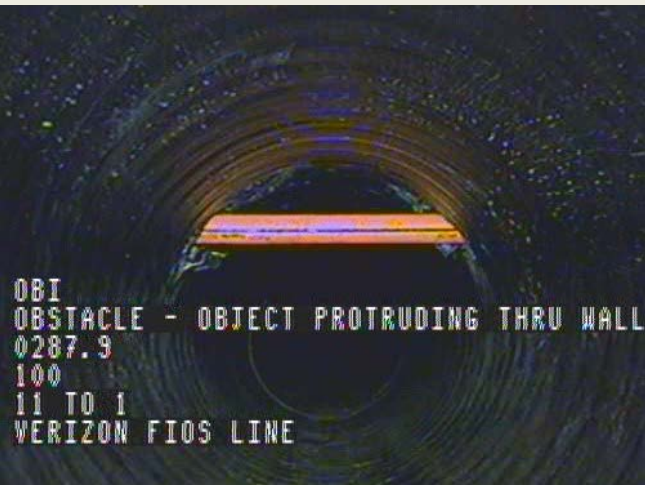


Right of Way Ordinance





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STAFF REPORT

CITY OF TUALATIN

City Council Work Session

Meeting Date: 02/27/2017

Subject: Stafford Update

Through: Sherilyn Lombos, Administration

PowerPoint

Reserves Map

Stafford Map

Stafford Statement

Stafford FAQ

Stafford Reserves Memo

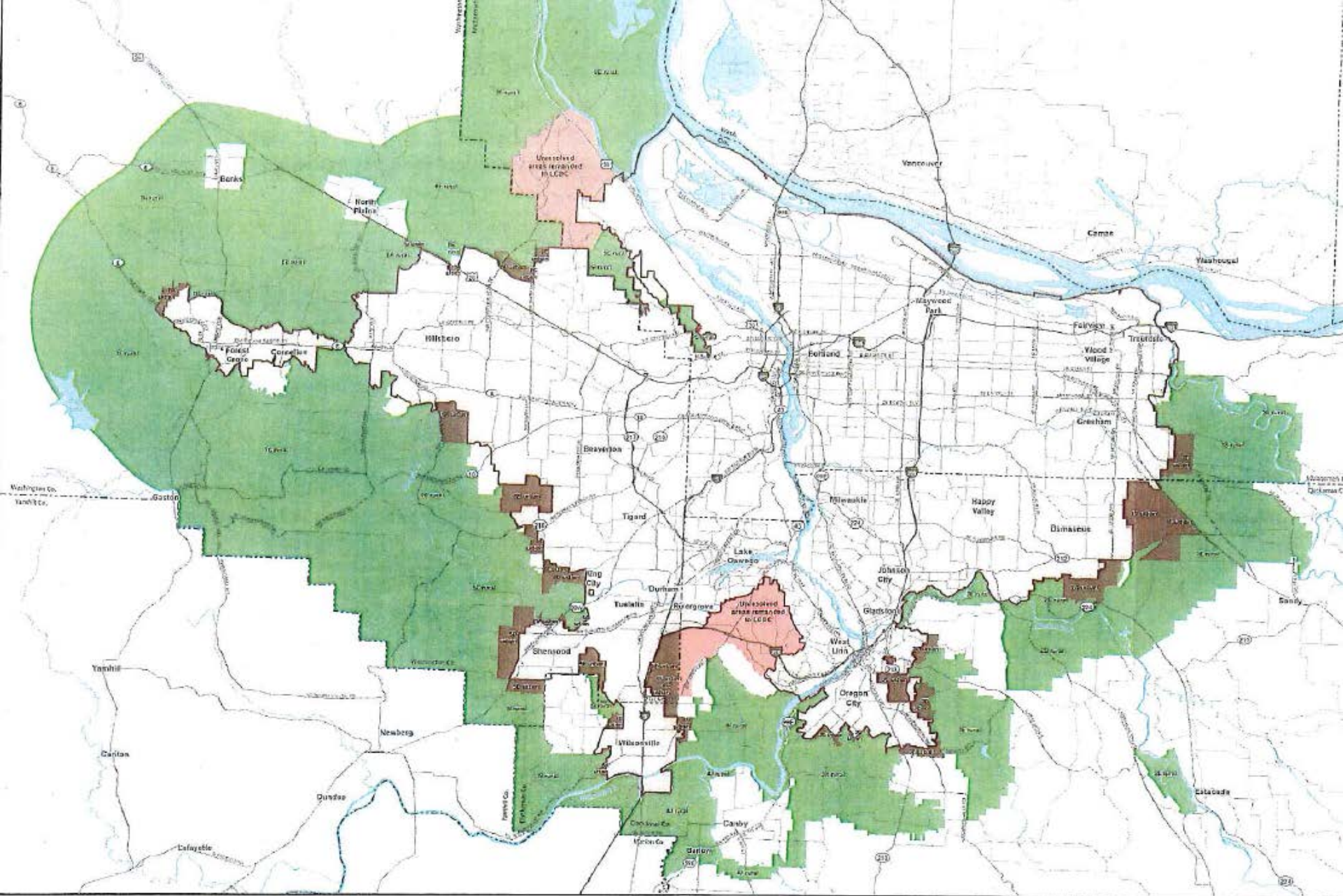


City of Tualatin

Stafford Area Planning Update

CITY COUNCIL WORK SESSION

FEBRUARY 27, 2017



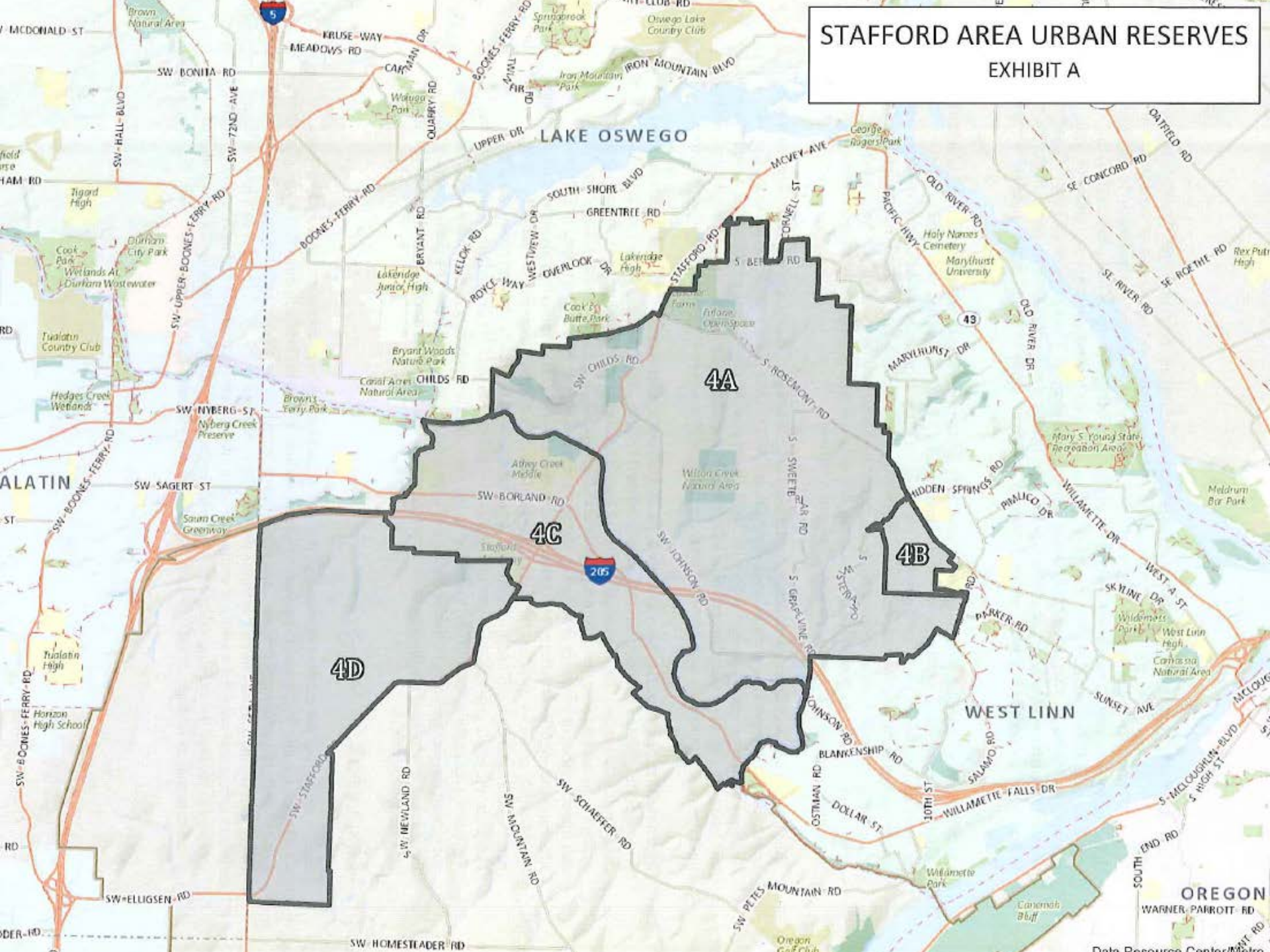
Urban and Rural Reserve Areas

June 2014

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	Rural Reserve		County Boundaries
	Urban Reserve		Urban growth boundary
	Unresolved areas remanded to LCDC		0 5 10 Miles

STAFFORD AREA URBAN RESERVES EXHIBIT A



OREGON

Stafford: A Joint Statement

Lake Oswego, Tualatin & West Linn

The cities of Lake Oswego, Tualatin and West Linn have long held that the North Stafford Area is not appropriate for urban levels of development and does not meet the factors for designation as urban reserves. The adopted comprehensive plans of the respective cities and Metro's Regional Transportation Plan bear this out. The cities also hold that the present rural character of Stafford is important to the area residents, including current residents of the unincorporated Stafford area. This rural character offsets the effects of urban sprawl and maintains a sense of separate communities between Lake Oswego, West Linn, Tualatin, and Wilsonville. If, in the event, new information is brought to light which supports an urban reserve designation for Stafford, **the cities of Lake Oswego, Tualatin and West Linn agree that:**

1. **One, or more, of the three cities should be the governing jurisdiction of any future urbanization of the Stafford area.** The three cities will participate with Clackamas County and Metro in any discussions regarding reserve designation, future land use, transportation and infrastructure needs and solutions.
2. **Prior to any reserve designation, an infrastructure assessment** (which includes transportation, sewer, water and storm water) **must evaluate the feasibility of urban development in the Stafford area.** The assessment must identify regional and local impacts that will result from urban development; and propose improvements needed to mitigate impacts to bring each respective cities' infrastructure systems to adopted urban standards, while protecting the quality of life for existing residents in each city. A capital cost/revenue analysis and operating cost/revenue analysis is needed to give the cities a tool to evaluate options. Funding sources must be identified that will be needed to fill any infrastructure development cost gaps without burdening existing city residents. This should include approximate but reasonable timelines for implementation and phasing.
3. **Residential and employment densities under any future urban growth / land use scenario must be compatible with surrounding cities' comprehensive plans,** including existing land use designations and development regulations, and all transportation and utility master plans.

JUST THE FACTS: Urban and Rural Reserves, and Stafford

February 23, 2017



The Stafford remand was a request from the Oregon Land Conservation & Development Commission to Clackamas County and Metro to provide additional evidence on why four areas in Stafford were recommended for designation as urban reserves. The remand resulted from a court challenge to the urban reserve designation from the cities of Tualatin and West Linn. Below are some basic facts about the impact of urban reserves designation on the Stafford area.

DEFINITIONS

- **Rural reserves:** land outside the urban growth boundary (UGB) on which urban development is prohibited for at least 50 years, e.g., working farms, forests or natural features like rivers, wetlands or buttes
- **Urban reserves:** land outside the UGB that may be considered for potential urban development within the next 50 years
- **Undesignated lands:** land outside the UGB that has not been included in an urban or rural reserve; generally may not be used for urban development until a substantial portion of urban reserve lands are already being developed

FACT 1: An urban reserve designation does not change property zoning, does not bring property into the urban growth boundary (UGB), and does not allow for immediate urban development. It does identify the property as part of an area in which Metro would be allowed to expand the UGB if it needs to do so in the future. State rules make urban reserves the highest priority for eventually being included inside the UGB. However, in some areas urban development on urban reserve properties may not occur for decades.

FACT 2: Urban development in an urban reserve cannot take place quickly and cannot take place without the involvement of an adjacent city. Development is permitted in unincorporated areas of the County to the extent allowed under the County's Comprehensive Plan, and Zoning and Development Ordinance (ZDO). It takes a lot of time and coordinated actions for urban development to take place in an urban reserve area, including all those listed below:

	Task	Responsibility	Minimum Timeframe
Task 1	Create urban reserve preliminary concept plan	City, with county	2-3 years
Task 2	Decision to expand the Metro Urban Growth Boundary (UGB)	Metro	Decisions are scheduled to be made every six years: 2024, 2030, 2036
Task 3	Decisions to expand Metro UGB into the urban reserve area		
Task 4	Plan and adopt area refinement	City with county	2-3 years
Task 5	Hold public hearing and vote to annex the land into the city	City	0.5 – 1 year
Task 6	Approval of development – land use permits, etc.	City	1-2 years

FACT 3: Neither Clackamas County nor Metro have any plans to increase Stafford's population by 50,000 or 60,000 people. No concept plans have been done and there are no negotiations taking place on the future population of density of the Stafford area.

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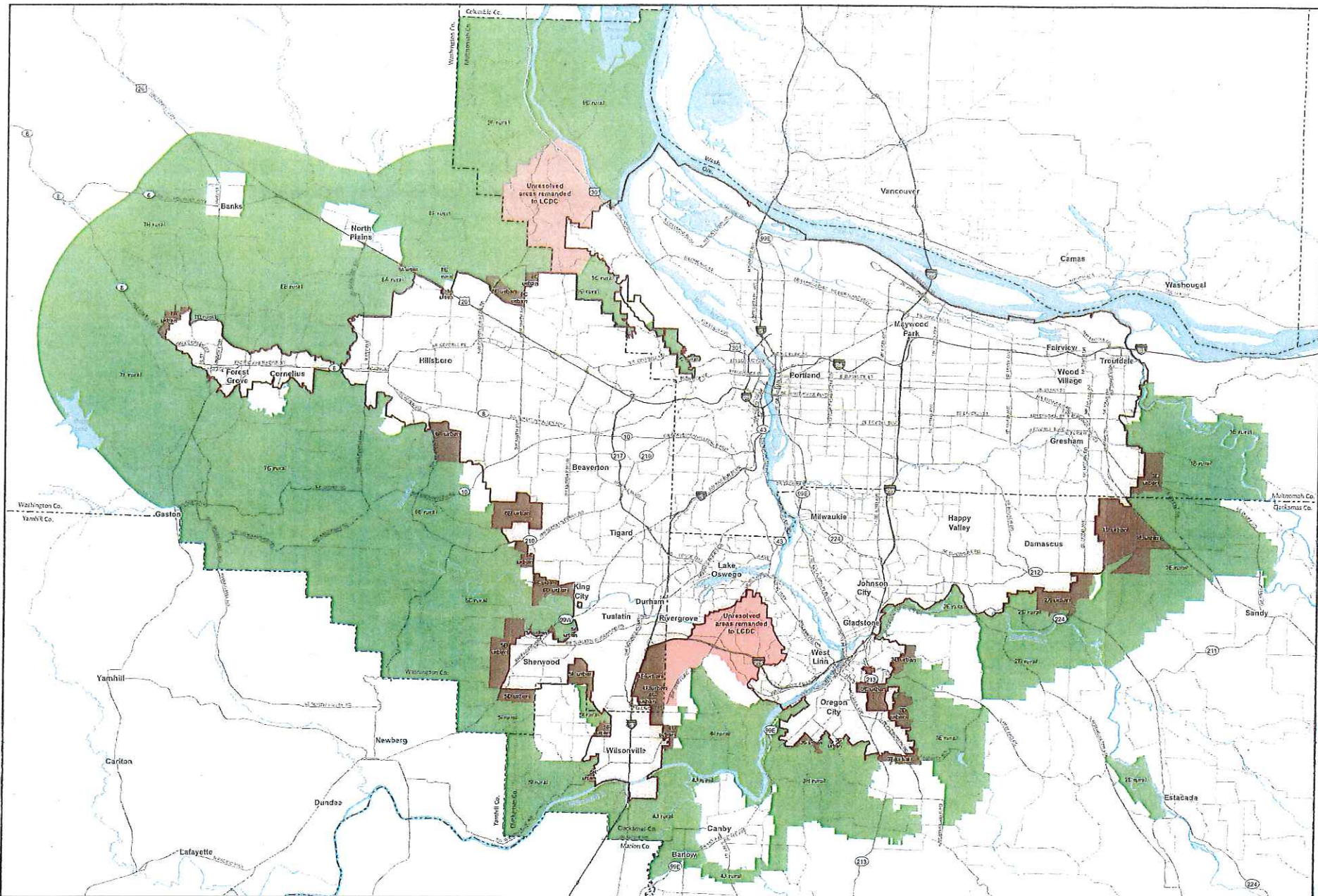
Date: February 22, 2017
To: Council President Tom Hughes and Metro Councilors
Chair Jim Bernard and Clackamas County Commissioners
From: Martha Bennett, Chief Operating Officer
Don Krupp, County Administrator
Subject: Conditions for future urbanization of Stafford Urban Reserves

In March and April, the Metro Council and Clackamas County Commission will hold public hearings and consider findings as part of finalizing the 2010 designation of urban and rural reserves. Those hearings result from the Land Conservation and Development Commission's (LCDC) remand of the urban and rural reserves decision that followed the Oregon Court of Appeals' 2014 decision in the *Barkers Five* case.

As you will recall, the City of Tualatin and the City of West Linn were two of the appellants in that case, and those two cities persuaded the Court that the 2010 decision did not adequately consider potential future traffic impacts in and around Stafford. Those two cities and the City of Lake Oswego remain concerned about the designation of Stafford as an urban reserve (specifically, urban reserve areas 4A, 4B, 4C and 4D).

We know that the Metro Council and Clackamas County Commission are committed to working collaboratively with these three cities, and we are writing this memo to help the Council and Commission convey our agencies' mutual commitment to addressing the concerns raised by the cities. In particular, we recommend that the Council and Commission specify, as part of your decision on the remand, that Metro and Clackamas County execute a Memorandum of Understanding (MOU) to ensure the following issues are addressed before any future decisions are made to expand the urban growth boundary (UGB) into Stafford:

- **An existing city government wants to govern the area:** Both Metro and Clackamas County believe that this area should be governed by the surrounding cities (West Linn, Tualatin, Lake Oswego and Wilsonville). The cities must have the authority to decide what land uses should be planned for, and when and how municipal services will be provided. Similarly, both Metro and Clackamas County should oppose any future effort to incorporate a new city or create service districts to provide urban services in the area.
- **An existing city government has completed a concept plan:** As you all know, since 2011 Metro requires that local governments develop concept plans before an area comes into the UGB. In the case of Stafford, some of the concerns that have been expressed about future urbanization – such as steep slopes; preserving stream corridors, natural areas, visual buffers and green spaces; the intensity of development; and the cost of infrastructure – will be addressed by the cities in their concept plans. The cities have local control over these decisions. Neither Metro nor Clackamas County have made any decisions about how much development needs to take place in Stafford.



Urban and Rural Reserve Areas

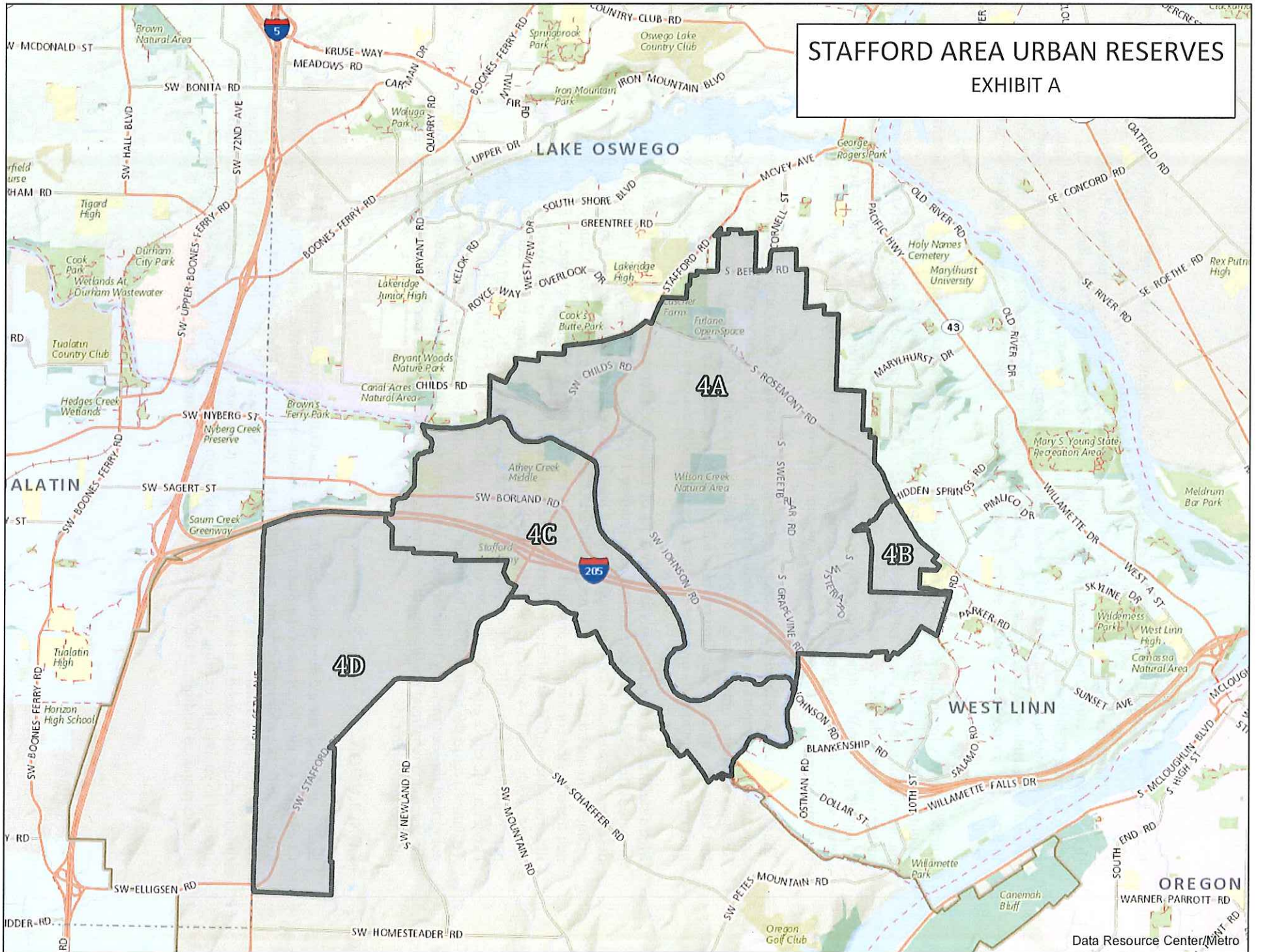
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- Rural Reserve
- Urban Reserve
- Unresolved areas remanded to LCDC
- County Boundaries
- Urban growth boundary



STAFFORD AREA URBAN RESERVES EXHIBIT A



Stafford: A Joint Statement

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1. One, or more, of the three cities should be the governing jurisdiction of any future urbanization of the Stafford area. The three cities will participate with Clackamas County and Metro in any discussions regarding reserve designation, future land use, transportation and infrastructure needs and solutions.
2. Prior to any reserve designation, an infrastructure assessment (which includes transportation, sewer, water and storm water) must evaluate the feasibility of urban development in the Stafford area. The assessment must identify regional and local impacts that will result from urban development; and propose improvements needed to mitigate impacts to bring each respective cities' infrastructure systems to adopted urban standards, while protecting the quality of life for existing residents in each city. A capital cost/revenue analysis and operating cost/revenue analysis is needed to give the cities a tool to evaluate options. Funding sources must be identified that will be needed to fill any infrastructure development cost gaps without burdening existing city residents. This should include approximate but reasonable timelines for implementation and phasing.
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JUST THE FACTS: Urban and Rural Reserves, and Stafford

February 23, 2017



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FACT 1: An urban reserve designation does not change property zoning, does not bring property into the urban growth boundary (UGB), and does not allow for immediate urban development. It does identify the property as part of an area in which Metro would be allowed to expand the UGB if it needs to do so in the future. State rules make urban reserves the highest priority for eventually being included inside the UGB. However, in some areas urban development on urban reserve properties may not occur for decades.

FACT 2: Urban development in an urban reserve cannot take place quickly and cannot take place without the involvement of an adjacent city. Development is permitted in unincorporated areas of the County to the extent allowed under the County's Comprehensive Plan, and Zoning and Development Ordinance (ZDO). It takes a lot of time and coordinated actions for urban development to take place in an urban reserve area, including all those listed below:

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FACT 3: Neither Clackamas County nor Metro have any plans to increase Stafford's population by 50,000 or 60,000 people. No concept plans have been done and there are no negotiations taking place on the future population of density of the Stafford area.

(over)

Before *any* Stafford area urban reserves can *even be considered* to be included in the UGB, the county and cities have to create a concept plan that includes the following:

- Specific geographic areas identified for various types and densities of development (including an estimate of the number of new households, population and jobs)
- A requirement that areas added to the UGB will be governed and served by cities
- A finance plan, infrastructure plan, natural resource protection plan, governance, planning principles and other subjects “critical to the creation of great communities”

FACT 4: There are at least two visions for the future of the Stafford area – one from the Stafford Hamlet called *The Stafford Compromise* and one from the Stafford Landowners Association called *Clackamas County’s Next Great Neighborhood*. Both were presented to

and discussed by the County Board. Neither was endorsed by the BCC and neither proposed the entire Stafford area as urban reserve.

- The Stafford Compromise, presented in May 2016, splits Stafford into two areas: 1) Borland, for future urbanization, and 2) the rest of the Hamlet, with 5-acre rural residential zoning on all parcels. (This would require a zone change for 1,170 acres of land.)
- Clackamas County’s Next Great Neighborhood, presented in August 2016, focuses urban levels of growth toward Borland, Stafford and Rosemount roads, with employment lands in the Borland area between the river and I-205. The remainder of the area would remain rural.

FACT 5: The County cannot rezone land in the Stafford area into 5-acre parcels under current county and state goals and guidelines.

To change the current EFU (exclusive farm use) zoning that is in parts of Stafford would require revisions to the county Comprehensive Plan, a zone change and an exception to statewide planning goals. This is highly unlikely to occur for the following reasons.

- State and local rules specifically prohibit the county from rezoning land to allow for smaller lots or parcels within areas that are already mapped as urban reserves in the County’s Comprehensive Plan.
- Except in extremely limited circumstances, statewide planning goals do not allow Clackamas County to convert agricultural land to urban uses, particularly where new parcel sizes as small as five acres would be allowed.
- It is highly unlikely that the county would be granted an exception from the statewide planning goals for this purpose.

FACT 6: Clackamas County has received a Community Development and Planning Grant from Metro for a Stafford Area Preliminary Infrastructure Feasibility Assessment, as a first step in strategic planning for the area. The assessment – which is *not* a concept plan

-- will involve community and business stakeholders and adjacent cities to build a common understanding of the potential impacts various levels of urban growth would have on sewer, water, stormwater and transportation infrastructure in and around Stafford, and the impact on neighboring cities. This project will begin after the reserves issues are settled and will be completed before any concept planning of this area would begin.

FACT 7: Area transportation needs are recognized. I-205 expansion from Stafford to Oregon City is the top priority for this area on state and federal lists, and preliminary planning on expansion of the Abernethy Bridge is already underway.

More information at <http://www.clackamas.us/planning/reserves.html>, or from Senior Planner [Martha Fritzie](mailto:mfritzie@clackamas.us) at mfritzie@clackamas.us or 503-742-4529.



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Subject: Conditions for future urbanization of Stafford Urban Reserves

In March and April, the Metro Council and Clackamas County Commission will hold public hearings and consider findings as part of finalizing the 2010 designation of urban and rural reserves. Those hearings result from the Land Conservation and Development Commission's (LCDC) remand of the urban and rural reserves decision that followed the Oregon Court of Appeals' 2014 decision in the *Barkers Five* case.

As you will recall, the City of Tualatin and the City of West Linn were two of the appellants in that case, and those two cities persuaded the Court that the 2010 decision did not adequately consider potential future traffic impacts in and around Stafford. Those two cities and the City of Lake Oswego remain concerned about the designation of Stafford as an urban reserve (specifically, urban reserve areas 4A, 4B, 4C and 4D).

We know that the Metro Council and Clackamas County Commission are committed to working collaboratively with these three cities, and we are writing this memo to help the Council and Commission convey our agencies' mutual commitment to addressing the concerns raised by the cities. In particular, we recommend that the Council and Commission specify, as part of your decision on the remand, that Metro and Clackamas County execute a Memorandum of Understanding (MOU) to ensure the following issues are addressed before any future decisions are made to expand the urban growth boundary (UGB) into Stafford:

- **An existing city government wants to govern the area:** Both Metro and Clackamas County believe that this area should be governed by the surrounding cities (West Linn, Tualatin, Lake Oswego and Wilsonville). The cities must have the authority to decide what land uses should be planned for, and when and how municipal services will be provided. Similarly, both Metro and Clackamas County should oppose any future effort to incorporate a new city or create service districts to provide urban services in the area.
- **An existing city government has completed a concept plan:** As you all know, since 2011 Metro requires that local governments develop concept plans before an area comes into the UGB. In the case of Stafford, some of the concerns that have been expressed about future urbanization – such as steep slopes; preserving stream corridors, natural areas, visual buffers and green spaces; the intensity of development; and the cost of infrastructure - will be addressed by the cities in their concept plans. The cities have local control over these decisions. Neither Metro nor Clackamas County have made any decisions about how much development needs to take place in Stafford.
- **Citizens from the Stafford area are engaged and involved:** Metro, the County and the cities must ensure that decision-making regarding the timing and content of concept planning and the expansion of the UGB involve the participation of citizens from the Stafford community along with others having a stake in the future of this area.

- **Metro and Clackamas County support planning for transportation:** As the Council and the Commission likely recall, Metro has approved a Community Planning and Development Grant that would allow the County to begin planning for transportation. That grant was submitted in collaboration with West Linn, Tualatin and Lake Oswego, and it will help all five jurisdictions better understand how roads in the region, in Stafford and in the three cities would be affected by future development. This project can begin as soon as both Metro and Clackamas County have finalized the urban reserve decision, and we recommend that both the Council and Commission express your continued commitment to this project.
- **Metro and Clackamas County support widening of I-205:** In 2016, Metro and Clackamas County both supported a Joint Policy Advisory Committee on Transportation (JPACT) decision that prioritized five transportation projects as the region's top priorities for funding:
 - Widening I-205 from Oregon City to Stafford Road
 - Reconstructing the I-5 viaduct at the Rose Quarter in Portland
 - Resolving congestion on Highway 217
 - Providing high capacity transit in the Southwest Corridor
 - Providing high capacity bus service on Powell-Division

Both Metro and Clackamas County are seeking funding for these projects and are working collaboratively with ODOT as they begin work on the I-205 project.

There are four other things, too, that we believe are worth remembering:

- Once designated, existing land use plans and zoning for Stafford are locked in and cannot be changed until designated lands have concept plans and are included in the UGB. The purpose of designation is to preserve lands for potential future urban development, not to facilitate or expedite their development.
- Concept plans must be completed before the UGB can be expanded, and the cities, Metro and the County must agree on the timing for completion of those concept plans.
- Metro's Community Planning and Development Grant program can provide funding for the cities in planning Stafford. Those grants are certainly available to the cities for concept planning, but could also be granted for projects to address governance of the area or the cost of infrastructure.
- There are several cities in the region that will likely have completed concept plans by 2018, the next time Metro will determine whether to expand the UGB. This includes the Cities of Wilsonville, Tigard, Hillsboro and Sherwood.

Attached to this memo is a technical memo from Metro staff that spells out the past direction that Metro Council has provided around urbanization.

Please let either of us know if you have questions.



Memo

Date: February 28, 2017
To: Martha Bennett, Chief Operating Office
From: Ted Reid, Principal Regional Planner
Subject: Process that would precede future urbanization of urban reserves

Background

Urban and rural reserve designations are an important aspect of the region's efforts to protect farms and forests, create quality jobs and housing, and to provide additional certainty for cities and property owners for the long-term. At the Council's direction, Metro staff has been working with Clackamas and Multnomah counties to finalize reserve designations. Public hearings have now been scheduled for the Metro Council and the Clackamas County Board of Commissioners.

As you are aware, the three cities surrounding the Stafford urban reserve area and residents in the area have ongoing concerns about the area's proposed urban reserve designation and what it may portend for future development. In 2015, Metro, Clackamas County, West Linn, Lake Oswego, and Tualatin participated in a several-months-long "facilitated dialogue" about the future of the Stafford area and, although areas of agreement were identified, the participants did not arrive at a comprehensive agreement settling all issues. These ongoing concerns remain part of the urban and rural reserves discussion and I understand that Metro would like to address them to the extent possible.

To further clarify Metro's intent in the reserves process and future growth management decisions, and to address some of the cities' and residents' concerns, you asked that I summarize the direction that the Council has provided over the past several years on these issues. In short, there is significant analysis and process that would need to occur before urban reserves could be added to the urban growth boundary (UGB). Many of these Metro policies implement state law, but this memo does not attempt to describe the relevant state laws that also govern UGB expansions.

What an urban reserve designation means

As the Council has consistently stated, an urban reserve *designation* does not necessarily mean that urbanization will happen in the area either soon or in several decades. The urban reserve designation simply means that the area is suitable for urbanization under state law should there be a demonstrated need in the next 50 years to expand the UGB.

Contrary to a petition that is being circulated regarding Stafford, the urban reserve designation does not constitute a decision on future UGB expansions or potential population densities in those expansion areas. As described in this memo, any discussion of future densities would occur through a city-initiated concept planning process. The Metro Council has been clear that it does not intend to expand the UGB into urban reserves that lack city commitments for planning, governance and service provision.

Adopted Metro policies

In response to state laws, public sentiment, and urban planning best practices, the Metro Council has adopted a number of policies that indicate a commitment to compact urban growth and efficient use of public resources. These policies all highlight Metro's stance that UGB expansions should only be made when needed and when they will actually lead to housing or jobs. Following is a summary of some of those policies:

Regional Framework Plan

Policy 1.1 (Compact Urban Form) lays out a number of policies that state the Metro Council's commitment to "...ensure and maintain a compact urban form within the UGB."

Policy 1.1.2 states Metro's policy to "adopt and implement a strategy of investments and incentives to use land within the UGB more efficiently and to create a compact urban form."

Policy 1.7 (Urban and Rural Reserves) describes the Council's policy to adopt urban reserves that are suitable for longer-term urbanization. These policies make clear that the urban reserve designation is not a commitment to expanding the UGB. Policy 1.7.5 states Metro's policy to, "...in conjunction with the appropriate county, cities and service districts, develop concept plans for urban reserves prior to their addition to the UGB." Metro is to "...provide technical, financial and other support..." to local governments to:

"Identify the city or cities that will likely annex the area after it is added to the UGB."

"Identify the city or cities or the service districts that will likely provide services to the area after it is added to the UGB."

"Determine the general urban land uses and prospective components of the regional system of parks, natural areas, open spaces, fish and wildlife habitats, trails and greenways."

Policy 1.9 (Urban Growth Boundary) reiterates Metro's commitment to maintain a compact urban form and describes the significant steps and analysis that must be taken before adding an urban reserve to the UGB.

Policy 1.9.1 calls for maintaining "...an urban growth boundary to limit urbanization of rural land and facilitate the development of a compact urban form."

Policy 1.9.2 states the Metro policy to "...consider expansion of the UGB only after having taken all reasonable measures to use land within the UGB efficiently."

Policy 1.9.6 again states Metro's policy to "...add land to the UGB only after concept planning for the land has been completed by the responsible local governments..."

Policy 1.9.11 requires "an inventory of significant fish and wildlife habitat that would be affected by addition of land, and consider effects of urbanization of the land on the habitat and measures to reduce adverse effects, prior to a decision on the proposed addition."

Policy 1.9.13 requires Metro to "...prepare a report on the effect of the proposed amendment on existing residential neighborhoods prior to approving any amendment or amendments of the urban growth boundary in excess of 100 acres and send the report to all households within one mile of the proposed UGB amendment areas and to all cities and counties within the district. The report shall address:

- a) Traffic patterns and any resulting increase in traffic congestion, commute times and air quality.
- b) Whether parks and open space protection in the area to be added will benefit existing residents of the district well as future residents of the added territory.

- c) The cost impacts on existing residents of providing needed public services and public infrastructure to the area to be added.”

Urban Growth Management Functional Plan

Title 14 (Urban Growth Boundary) describes the criteria and processes for UGB expansions, which – per state law – are to be made based on documented regional needs. Title 14 also further describes the report called for in Regional Framework Plan policy 1.9.13 (report on the effects of proposed expansions on existing residential neighborhoods).

Title 11 (Planning for New Urban Areas) requires that before the Metro Council adds an area to the UGB, that there must be a concept plan developed by the cities and counties prior to UGB inclusion. Concept plans must, among other things, include an agreement that identifies which city, cities or districts will likely be the providers of urban services. The agreement must also preliminarily identify the city that will be responsible for annexation and comprehensive planning of the area.

I should point out that the Regional Framework Plan and Title 11 state that, if local governments cannot agree on a concept plan, the Metro Council may add an urban reserve to the UGB to fulfill its responsibility to ensure sufficient growth capacity. However, the very reason that the Metro Council has adopted concept planning requirements is that it has learned that expansions that lack city support are not likely to result in housing or jobs. Consequently, from a practical standpoint, it is reasonable to conclude that additional vacant land that lacks governance and infrastructure is not needed.

Under state law, Metro has an obligation to reconcile that practical perspective with its obligation to provide sufficient land for needed housing. If cities have not completed concept plans for consideration in future growth management decisions and those expansions are not made, population and employment growth would happen elsewhere (in the existing UGB, in expansion areas that have city support, or in neighboring cities outside the Metro UGB), at different prices, or in different development forms. This likely market response would be reflected in Metro’s state-required analyses.

In essence, there is not one single “correct” answer to whether additional land is needed, giving the Council the latitude to decide that expansions without city governance are not warranted. As described below, staff’s proposed work program for the 2018 growth management decision is grounded in this understanding.

Proposed work program for the 2018 urban growth management decision

On February 28, 2017, the Council will have an opportunity to discuss a proposed work program for its 2018 urban growth management decision. Staff’s hope is that the proposed approach provides a useful framework for future decisions and that it gives cities and residents additional certainty about how those decisions will be made.

The Metro Council has given staff several pieces of direction that shape the proposed work program, including:

- Provide the Council with additional flexibility to respond to city requests for expansions into concept-planned urban reserves.
- The Council is inclined to expand the UGB only when a city has completed a concept plan for an urban reserve.

- The Council will take an outcomes-based approach that moves the region away from a debate solely about numbers.
- The Metro Council will only expand the UGB when there is a demonstrated regional need.

With that direction in mind, staff's proposed work program will seek to focus the Council's decision making around the actual UGB expansion proposals made by cities rather than on a theoretical growth debate that I believe causes worry among our local government partners and residents, including those in the Stafford area. Essentially, the proposed work program means that the Council's 2018 decision would boil down to two basic options, both of which would be based on cities' proposals for UGB expansions and peer-reviewed regional analysis. Staff believes that, with proper documentation, either option could satisfy Metro's legal requirements:

1. Find a regional need for UGB expansions:
Determine whether city-proposed UGB expansions could accommodate growth that may otherwise spill over into neighboring cities outside the Metro UGB. Find that this option advances desired outcomes. Expand the UGB accordingly. Note - these expansion areas would also need to rank well in the location analysis required under Statewide Planning Goal 14 (Urbanization).
2. Find no regional need for UGB expansions:
Determine that an acceptable amount of growth can be accommodated inside the existing Metro UGB. Find that this option advances desired outcomes. Don't expand the UGB.

Both of these options assume that UGB expansion would only be made in urban reserves that have city support. Should the Metro Council support this approach, staff's hope is that it will reduce the concerns of cities of West Linn, Tualatin, and Lake Oswego regarding reserve designations. I look forward to the Council's February 28 discussion and direction regarding the proposed work program for the Council's 2018 urban growth management decision.



STAFF REPORT

CITY OF TUALATIN

City Council Work Session

Meeting Date: 02/27/2017

Subject: Council Communications

Through: Sherilyn Lombos, Administration

Proclamation Request



CITY OF TUALATIN

APPLICATION TO REQUEST A PROCLAMATION
18880 SW MARTINAZZI AVE • TUALATIN, OR 97062
PHONE 503.691.3011

Requests for City Proclamations should be submitted four weeks prior to the requested Council Meeting date. The City Council meets the 2nd and 4th Monday of each month unless otherwise noted. For specific meeting dates, please visit the City of Tualatin website at www.tualatinoregon.gov.

Topic & Purpose of Proclamation:

To proclaim the week of April 30 – May 6 Construction Safety Week. <http://www.constructionsafetyweek.com/>

Individual, Agency, or Organization Sponsoring the Proclamation:

Safebuild Alliance <http://safebuildalliance.com/>

Local Resident Attending Council Meeting to Receive Proclamation:

Bill Kalapsa 503 318 23431
Name Phone

Note: There is a limit of two proclamations per City Council meeting and selection is made in the order requests are received. Please indicate an alternative meeting date for the event the preferred date is unavailable. While the City does its best to recognize citizen needs, we retain the right to decide if the proclamation will be issued or not.

Preferred City Council Meeting Date Requested: April 24, 2017

Alternate City Council Meeting Date: April 3, 2017

Requested By: Bill Kalapsa 503 318 2341
Name Phone
3951 N Overlook Blvd. William.kalapsa@libertymutual.com
Address Email

Please attach a draft copy of your one page proclamation to this application or check the box if the proclamation will be the same as the previous year. Wording will be the same as the previous year.

Return the completed form to: City of Tualatin, Attn: Deputy City Recorder, 18880 SW Martinazzi Ave, Tualatin OR, 97062 or via email to nmorris@ci.tualatin.or.us.

For Official Use Only:

Date	Request	Received _____
_____ Approved		
_____ Not Approved _____		Applicant Notified _____

Whereas , construction is vital to our strong local economy yet remains one of the most dangerous professions; and

Whereas , the nature of the industry is fluid with craftspeople moving from firm to firm and project to project; and

Whereas , with proper planning, communication and controls, it is possible to eliminate injuries and incidents from construction sites; and

Whereas , no innovation in safety should be proprietary in order to send every worker across the region home safely after every shift; and

Whereas , local private and public owners in Portland have been national leaders in construction safety and have the opportunity to demonstrate leadership once again; and

Whereas , a diversity of stakeholders will enrich the dialogue and accelerate the adoption of best practices; and

Whereas , SafeBuild Alliance, a local non-profit advocating Zero Incidents through Collaboration has encouraged all members of the building community to share and learn in safety from one another; and

Whereas , every day should include a focus on safety, a coordinated annual event across the region serves to heighten awareness;

Now, therefore , I, _____, Mayor of the City of _____ do hereby proclaim April 30 – May 6 2017 to be:

Construction Industry Safety Week

in Portland, Oregon and encourage all residents to observe this week