To:            Washington County Board of Commissioners
From:        Brent Curtis, Planning Manager
            Department of Land Use & Transportation
Subject:       WEST BULL MOUNTAIN CONCEPT PLAN

STAFF REPORT

For the November 23, 2010 Board of Commissioners Public Meeting
(The public meeting will begin no sooner than 6:30 PM)

I.        STAFF RECOMMENDATION

Conduct the public meeting on the West Bull Mountain Concept Plan and receive public
comment. After consideration, adopt the proposed Concept Plan and authorize the Chair to
sign the Resolution and Order to memorialize the action.

II.       PLANNING COMMISSION RECOMMENDATION

On November 3, 2010, the Planning Commission (Commission) voted 6 to 1 to recommend
that the Board of County Commissioners (Board) adopt the West Bull Mountain Concept
Plan. The motion agreed upon by the Commission and summarized by Chair San Soucie is
provided below.

The material presented by staff successfully memorializes a portion of the work Washington
County has done with the community, the SWG, and the TAC, to develop components of a
Concept Plan for West Bull Mountain. However, it is not a Concept Plan, and should not be
called a Concept Plan. In addition, it is important that flexibility be maintained during
subsequent planning efforts, especially with respect to the location of parks, roadways, and
the commercial area and that should be expressed explicitly in the documents before
adoption. Future planning efforts should explore direct location of the commercial area on
Roy Rogers Road. The County should work with the community to find equitable ways to site
parks. In addition, the fact that the plan is not legally binding should be explicitly stated in
the documents.

Staff’s response to parts of the Commission’s recommendation and public comments made to
the Commission are provided in Section VIII of this report.
III. OVERVIEW

The West Bull Mountain Concept Plan is the generalized land use and transportation plan that will guide development of the community plan for the area along with its implementing regulations and funding strategy. The plan provides the general land use, transportation and parks, trails, and open space designations for the area. For the West Bull Mountain planning effort, the term "concept plan" refers to these generalized maps and Implementing Strategies that were developed over the past three year planning process. This work is not intended to be considered to be a complete "concept plan" under Metro's 2007 Urban Growth Management Functional Plan. Under the county's planning structure, it is the upcoming community plan that will fulfill all of Metro's concept plan requirements. The community plan must also comply with state planning requirements.

This plan is the first step in fulfilling the County’s obligations under Metro’s 2007 Functional Plan Title 11 requirements for how Areas 63 and 64 should urbanize over the next 20 to 30 years. The Concept Plan is not a legally binding document, but is the first of a two-step planning process for this area that Metro brought into the regional Urban Growth Boundary (UGB) in 2002.

The primary components of the West Bull Mountain Concept Plan include the Concept Plan maps (Attachments 1 – 5), Project Goals and Principles (Attachment 6), and Implementing Strategies (Attachment 7)

The second step is the development of a community plan which is required to fully comply with Statewide Planning Goals, Metro’s 2007 Functional Plan and Transportation Planning Rule (TPR) requirements. A funding strategy will be developed along with the community plan.

The West Bull Mountain Concept Plan maps reflect the vision adopted for West Bull Mountain to become *A Community of Great Neighborhoods*. The land use map provides a variety of residential densities and housing types; disperses densities throughout the planning area; provides the appropriate amounts of small-scale commercial retail, institutional and civic uses as well as a multi-faceted parks plan to support the future residents of West Bull Mountain. And the entire planning area is interconnected by a multi-modal transportation network of connected streets, walkable blocks and trails and pathways.

The *Goals and Principles* developed early in the process guided the development of the land use, transportation, and parks maps. The Goals and Principles were collaboratively crafted with the Stakeholder Work Group (SWG), the Technical Advisory Committee (TAC), staff and project consultants.

The *Implementing Strategies* were crafted to guide development of the Community plan and ensure the West Bull Mountain Concept Plan’s vision is accurately implemented. The Implementing Strategies also were collaboratively drafted by the SWG, TAC, staff and consultants.
Technical Advisory Committee and Stakeholder Work Group Recommendations

On October 7, 2010 The Technical Advisory Committee (TAC) voted to recommend that the Board adopt the Concept Plan, including the Land Use; Transportation; and Parks, Trails and Open Spaces maps; and the Implementing Strategies. The City of Tigard representative voted not to recommend adoption. The representative noted the city does not believe the Concept Plan conforms to all applicable State Planning Goals or to provisions of Metro’s Functional Plan as it does not address governance issues or costs and funding of services.

The Stakeholder Work Group (SWG), at their October 26th meeting also voted to recommend that the Board adopt the Concept Plan. One member voted not to recommend adoption. For that member the issues include too many changes were made in the last few months without more public vetting; that adoption by an R&O process (rather than as an ordinance) was not as transparent and provides less opportunity for citizens to voice concerns to the Board; and that housing densities, particularly in the rural area, are too high and should be adjusted to meet the minimum Metro Title 11 standard of 10 dwelling units per acre.

Adoption through a Resolution & Order (R&O) memorializes the Concept Plan and its elements, adding assurances that the intent and vision are carried through the Community plan.

IV. BACKGROUND

The West Bull Mountain Concept Plan culminates a three-year planning process involving extensive input from stakeholders, service provider agencies and the public.

Board Direction: The Washington County Board of Commissioners directed staff to develop a land-use based Concept Plan as the first step in the two-step process. The Board also agreed with the SWG and TAC to include the 248-acre rural area in the concept planning effort.

Technical Advisory Committee: A TAC represented 20 various jurisdictional interests, service providers and advocacy groups. Members of the group were appointed by the Board. The TAC was assembled early in the process and provided regular input and feedback helping shape development of the plan.

Stakeholder Work Group: A 12-member SWG consisting of community representatives, property owners, developers and residents, also was formed early in the process. SWG members were appointed by the Board, and provided regular input and feedback on the planning work products.

In addition, the planning process incorporated broad public outreach and involvement activities. Those activities included:

- A project “kick-off” announcement postcard mailing was sent to area residents and a number of potentially affected parties
- A project website was established in 2008 and has been regularly updated with project reports, meeting information and materials, and open house events
Fourteen community outreach events were held from December 2006 through October 2010.

Three open house events were convened at project milestones.

“Virtual” web-based open houses were provided on the project website.

Three community forums, one community coffee and nine neighborhood coffees.

Two project newsletters were published and distributed at strategic points in the process.

Rural Area: The planning area includes a 248 acre rural area (outside the Urban Growth Boundary and zoned for agricultural use) which connects the non-contiguous Areas 63 & 64. The rural area is currently designated an urban reserve meaning it could be brought into the UGB in a future expansion. The SWG and TAC agreed that including the rural area was logical to plan for connectivity and efficient provision of urban services with the two planning areas and adjacent community.

V. ANALYSIS

The West Bull Mountain Concept Plan establishes the general location and provision for land use, transportation and parks/trails/open spaces. Each of these elements includes an illustrative map and Implementation Strategies providing guidance for development of the upcoming Community plan.

Neighborhoods (Attachment 1) key elements include:
- Recognition of unique characteristics for each neighborhood
- Providing neighborhood parks within short walking distance to residential areas
- Optimizing connectivity between neighborhoods by streets and trails
- Utilizing physical characteristics such as community parks on flatter areas, protecting stream corridors and wetlands through adjoining housing types and densities and focusing on unique features such as century oak clusters
- Linking development plans for existing urban areas (63 & 64) with the Rural Area which could eventually be urbanized.

Land Use (Attachments 2 & 3) key elements include:
- Residential land use categories identified as Low, Medium, and High
- Mixed-use and small commercial and retail
- A range of housing types
- Scale of development from low to high density integrating with the existing neighborhoods, local retail/business development, parks and open spaces and transportation corridors
- Density ranges meeting the requirements of Metro’s Urban Growth Management Functional Plan Title 11 (minimum 10 dwelling units/acre) for the two planning areas, the rural area and the entire concept plan area
• Density ranges meet Washington County Board of Commissioners directive of 10 – 12 dwelling units/acre for concept plans (directive was for North Bethany planning effort which the West Bull Mountain process is modeled after.)

<table>
<thead>
<tr>
<th></th>
<th>Area 63/64</th>
<th>Rural Area Considered For Inclusion</th>
<th>Combined</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Acres</td>
<td>466 acres</td>
<td>248 acres</td>
<td>714 acres</td>
</tr>
<tr>
<td>Net Buildable Acres</td>
<td>216 Acres</td>
<td>111 acres</td>
<td>327 acres</td>
</tr>
<tr>
<td>Density Range</td>
<td>10.5 du/acre</td>
<td>10 – 12 du/acre</td>
<td>10 – 12 du/acre</td>
</tr>
<tr>
<td>Total Estimated Dwelling Units</td>
<td>2,315</td>
<td>1,451</td>
<td>3,766</td>
</tr>
<tr>
<td>Estimated Population Range*</td>
<td>7,130</td>
<td>4,470</td>
<td>11,600</td>
</tr>
</tbody>
</table>

• based on 3.08 persons per household

Transportation Framework (Attachment 4) key elements include:
• Managed Arterial access (SW Scholls Ferry, SW Roy Rogers and SW Beef Bend Roads)
• Neighborhood street connectivity with adjacent Bull Mountain community.

Park, Trails & Open Space Framework (Attachment 5) key elements include:
• Three community parks (one in each Area 63, Area 64 and the rural area)
• Neighborhood parks serving each local neighborhood
• Acknowledgement and consideration of existing open spaces and natural resources
• Initial inventory of local wetlands and floodplains
• Alternatives for redevelopment of the Roshak Pond
• Trail connectivity with regional and adjacent community trail systems
• Unique trails that take advantage of unique planning area characteristics.

VI. GOALS AND PRINCIPLES

The Goals and Principles were developed early in the planning process through a collaborative effort of the SWG, TAC, staff and consultants. The Goals and Principles establish the vision for future urbanization and, with the Implementing Strategies, will guide development of the community plan.

VII. IMPLEMENTING STRATEGIES

Implementing Strategies were crafted by the SWG and TAC, with staff and consultant assistance, to guide development of the community plan. These strategies are intended to add a greater level of detail to the illustrative West Bull Mountain Concept Plan map ensuring the vision for this new community remains intact.
VIII. PLANNING COMMISSION AND PUBLIC COMMENTS – STAFF RESPONSE

The Planning Commission noted the following concerns:

1. This is not a Concept Plan and should not be called a Concept Plan.

Response: In the definition of a concept plan in Metro’s 2010 revised Functional Plan this is true. A concept plan would include significantly more details for infrastructure, water quality, costs estimates and feasibility. In Metro’s 2007 Functional Plan (upon which the planning process was based) the West Bull Mountain Concept Plan would be referred to as an Urban Growth Plan Diagram providing general locations of land uses, transportation routes and amenities.

In the original project scope the concept plan was intended as one phase leading to development of the community plan and its conformance with Metro Functional Plan and Statewide Planning Goals, not a stand alone product. As the project progressed it became apparent that memorializing the concept planning phase is important. Over the last two years the process began to identify the product as the West Bull Mountain Concept Plan. Adoption as an R&O does not confer any additional significance than the illustrative maps and accompanying elements denote.

2. Flexibility should be maintained for subsequent planning efforts, especially for parks and roads.

Response: Ability to make adjustments to park and road locations has been intrinsic to the planning effort. The Parks, Trails and Open Spaces Map Summary and Implementing Strategies 9.g,i addresses considerations for community park locations. Community parks are shown in locations preferred by the SWG and TAC. The basic criteria are that one community park is sited in Area 63, Area 64 and the Rural Area and they take advantage of adjacent natural resources. In Area 63 for instance the desire is to locate the community park between SW 150th Avenue and the natural area to the west and provide access to the school site. Community parks and neighborhood parks will adjust to respond to on-the-ground conditions and market availability.

The importance of securing park sites has elevated in this planning process. The SWG, TAC and public input was used in locating the general areas for parks. Assurance of park development will be needed before development can occur.

Road alignments also are preliminary and actual siting will occur once further engineering analysis is completed. The Concept Plan indicates needed connectivity for north-south and east-west routes at the conceptual level. Connections with existing arterials and neighboring community streets have limited ability to change. Other identified roads within the planning area may adjust based on topographical or geological features, minimizing impacts on streams/wetlands, or move to conform to property lines (as noted in the Transportation
Framework Map Summary and Implementing Strategies – Livable Long Term Future sections c and d; and 1.k, l; 2. c, d.; 3.f; 4. f.)

3. Future planning efforts should explore direct location of the commercial area on Roy Rogers Road.

Response: Siting the commercial area involved extensive SWG and TAC discussions, charrettes and a community-wide design workshop. Aligning the commercial area along Roy Rogers Road was perceived as an auto-oriented approach. Both SWG and TAC, as well as many in the community, desire the commercial area to be community-centric, providing a central gathering place with walkable and bicycle friendly orientation. It also is intended to be developed in conjunction with Roshak Pond and the nearby higher density residential areas. The size of the commercial area was determined through planning and analysis efforts of Leland Consultants. The size is intended to compliment existing neighborhood retail (Barrow Road and Scholls Ferry) and local large-scale retail/commercial centers. This is addressed in the Concept Plan Map Summary and Implementing Strategies – 1.g, h and 7.c,d.

4. The plan is not legally binding and should be explicitly stated in the documents.

Response: The Concept Plan is not a legally binding document it is noted in the Board’s Agenda, this Staff Report (in the “Overview” section), in the West Bull Mountain Concept Plan Report (in the “Supporting Background Documents” of the R&O) and the “Intent and Purpose” statement of the Implementing Strategies (Attachment 7 of the R&O.)

The City of Beaverton provided comment in their letter dated November 1, 2010. The key concerns are that the West Bull Mountain Concept Plan does not meet Metro Functional Plan and statewide Planning Goals requirements. The second primary concern is that traffic impacts beyond the planning area are not being addressed.

Response: Overall the concerns address a level of planning that was not intended for this phase of the process but will be undertaken in the project’s next step of Community plan development. To clarify, the West Bull Mountain Concept Plan illustrates the location of general land use designations, key transportation routes (and connectivity with adjacent arterials) and preferred locations of parks, trails and open spaces. The parks, trails and open spaces emphasize protection and integration of natural resource features in the planning area.

Additional confusion may be caused by the underlying Metro requirements. West Bull Mountain planning is subject to the provisions of the 2007 Metro Urban Growth Management Functional Plans. It appears that some of the city’s concerns relate directly to the current 2010 Metro Functional Plan which has been adopted but not yet acknowledged by the Department of Land Conservation and Development (DLCD). Once it is acknowledged, Metro’s rule provide that the affected governments have two years to implement new provisions.
The West Bull Mountain Concept Plan is the first step in fulfilling Metro’s Functional Plan and statewide Planning Goals requirements. In Metro’s 2007 Urban Growth Management Functional Plan elements, the West Bull Mountain Concept Plan would be referred to as an Urban Growth Plan Diagram.

The work program for West Bull Mountain divides the work into two phases. Phase 1 is development of the West Bull Mountain Concept Plan. Phase 2 is adoption of a Community plan that implements the West Bull Mountain Concept Plan. Phase 2 will also address funding and governance issues, including creation of a funding strategy for significant infrastructure costs and determining who will be the water and parks providers to the area.

Regarding comments on the transportation projects, the funding of the identified improvements will be a key focus of the phase 2 funding strategy accompanying the community plan. The funding strategy will consider appropriate funding levels and sources are available for development and are equitably distributed.

Broader traffic impacts were analyzed early in the planning process and need to be addressed through coordinated long range transportation planning with surrounding jurisdictions and the State. That information is available and has been discussed at the Technical Advisory Committee meetings (including State and regional transportation representatives) and with the Stakeholder Work Groups. As the West Bull Mountain Concept Plan transitions into phase 2, more discussion will occur regarding transportation impacts and how to equitably fund improvements.

(The City of Beaverton’s letter is in the Board’s meeting materials.)

Ron Bunch, City of Tigard Community Development Director, provided oral and written comment. A key concern also is that the West Bull Mountain Concept Plan does not meet Metro Functional Plan and Statewide Planning Goals requirements. A second concern is that funding for infrastructure and maintenance has not been identified. A third issue is that transportation coordination has not occurred with the city.

Response: Addressing the issue of compliance with Metro’s Functional Plan and Statewide Planning Goals is noted above in the City of Beaverton’s response. The West Bull Mountain Concept Plan is the preliminary first step in fulfilling those obligations. Full compliance will occur during the second phase with the Community plan development.

Regarding coordination with the city on transportation issues, please note the above response to the City of Beaverton. The County has and will continue to work with the City of Beaverton, the City of Tigard and the Oregon Department of Transportation to coordinate efforts on broader transportation issues, including coordinating with Tigard’s 2035 Transportation System Plan (TSP), the Metro’s 2035 Regional Transportation Plan, the City of Beaverton’s and the City of Sherwood’s TSPs.

(The City of Tigard’s letter is in the Board’s meeting materials.)
Michael C. Robinson, representing West Hills Development (Mr. Dan Grimberg commented at the meeting) provided comment in a letter dated November 2, 2010. Mr. Robinson expressed concern that sufficient flexibility be retained in the Concept Plan to adjust the locations of community parks and roads.

Response: As noted above in response to Planning Commission Issue 2, ability to adjust to new information is included in the Transportation Framework Plan Map Summary and Implementing Strategies 9.g and i.

(Mr. Robinson’s letter is in the Board’s meeting materials.)

John Rankin, representing eight Area 63 and Rural Area property owners provided comments in a letter dated November 3, 2010. Mr. Rankin expressed several concerns including:

1. What does this Final Concept Plan mean?
2. How will it be implemented on the land?
3. How will it be amended if it cannot be implemented? An R&O is not a land use decision
4. Make certain that the Concept Plan and future Community plan are flexible and easy to amend
5. Use existing parcelization for neighborhood routes, zoning and neighborhoods
6. Use existing natural resource crossings
7. Use the concept plan’s areas of special concern and corridors to address the location of community parks.

Response: As noted above in response to the Planning Commission, Item 1, the Concept Plan provides general locations of land use designations, transportation routes and parks, trails and open spaces. It provides the vision for this future community as defined by the SWG, TAC, neighbors, developers, staff, consultants and the broader public. It is not a legally binding document but provides stakeholder aspirations developed over the last three years. It is the first of two steps in meeting Metro’s Functional Plan and statewide Planning Goal requirements. The second step will be development of the Community plan and funding strategy. The Concept Plan provides for much flexibility in the eventual siting of parks, trails and roads to account for better topographical, geological, market and engineering information.

The Concept Plan utilizes existing property lines for much of the planning area, but also recognizes and takes advantage of available topographical features and natural resources. Transportation routes will assess existing natural resource crossings when establishing the planning area network. Recommended Areas of Special Concern identified in the Concept Plan ensure that detailed analysis and examination of alternatives are considered in the preparation of the Community plan.

(Mr. Rankin’s letter is in the Board’s meeting materials.)
Ken Dixon, property owner said he is concerned that approximately 12 acres of park land is identified on his property, and that park acquisition will take a long time (no park provider is currently identified.) He also is concerned that the acquisition of park land be equitable.

Response: The current community park location on a portion of his property remains general in nature and can change based on the future development of the Park and Trails Master Plan or market conditions. As noted in the response to the Planning Commission, Item 2, there remains flexibility in the final location. Also, assurance of the provisions of park has increased in the West Bull Mountain planning effort and identification of a parks provider and funding strategy will be necessary before development will occur.

Gretchen Buehner representing a property owner adjacent to the planning area provided comment at the Planning Commission meeting. Ms. Buehner noted the owner’s frustration at not having the property brought into the Urban Growth Boundary.

Response: This issue is beyond the scope of the West Bull Mountain planning process. Recognizing that this property is a designated urban reserve, the planning in the western part of Area 64 does provide for future street connectivity if that property is brought into the UGB.

IX. NEXT STEPS

The Planning Division's adopted work program identifies the planning of West Bull Mountain to occur in two phases. Phase 1, the generalized concept plan to guide development of the community plan, is complete. Phase 2 is the creation and adoption of the Community plan and implementing regulations and the funding strategy. Part of Phase 2 is identifying who will be the water and parks providers to the area and then the development of master plans for these services. Steps about how to proceed with Phase 2 will be addressed in the 2011 Long Range Planning Division Work Program.