



Comprehensive Plan
Citizen Advisory Committee
AGENDA
Thursday, January 21, 2016

HILLSBORO PUBLIC LIBRARY, MAIN BRANCH
 2850 NE Brookwood Parkway

4:00-6:00 PM
 Event Room

Time	Topic	Lead	Action
4:00	A. Introductions/Welcome	All	I
4:05	B. Minutes Review – December 10 meeting	Nick	I, D
4:10	C. Urbanization a. Background Report b. Draft Goals and Policies	Dan	I, D, R
5:10	D. Noise a. Background Report b. Draft Goals and Policies	Nick	I, D
5:30	E. Updates from Prior Topics a. Access to Locally-Grown Food b. Recreation	Laura	I, D
5:45	F. Staff Updates and Upcoming Meeting Schedules/Topics	Aaron	I
5:50	G. Public Comment	-	I
6:00	H. Adjourn	-	

I=Information, D=Discussion, R=Recommendation

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Next Regular Meeting
(note special date and location):
 Thursday, February 18, 2016
 4:00-6:00pm
Hillsboro Main Library
Community Room
2850 NE Brookwood Parkway

For further information on agenda items, contact Laura Weigel, Long Range Planning Manager, at (503) 681-6156 or email at laura.weigel@hillsboro-oregon.gov.



Revised and accepted by the Citizen Advisory Committee on January 21, 2016.

Meeting Summary

Citizen Advisory Committee – Comprehensive Plan Update

December 10, 2015 - 4:00 p.m. – 6:00 p.m.

Hillsboro Main Library – Board Room

2850 Brookwood Pkwy

Hillsboro, OR 97124

Members Present

Mica Annis, Steve Callaway, Aron Carleson, Wil Fuentes, John Godsey, Glenn Miller, Tricia Mortell, Daniel Nguyen, Ken Phelan

Members Excused

Katie Eyre, Bonnie Kookan, Mark Cardinaux, Ahne Oosterhof, Bryan Welsh

Staff Present

Nick Baker, Rob Dixon, Aaron Ray, Dan Rutzick, Laura Weigel

Welcome and Introductions

The meeting opened with introductions of the committee members and staff.

Minutes – November 19, 2015

The minutes were approved with no changes.

Recreation

Dan Rutzick reviewed the contents of the Recreation Background Report. The key issues and challenges identified in the report included:

- Private development of park spaces are not built to city standards
- Lack of indoor recreational facilities in the City
- New multi-family infill developments have limited yard sizes.
- Lack of financing for capital projects and maintenance of existing facilities.
- Reduction of chemical and water use in to maintain recreational facilities

Questions from the committee included:

- How does the Comprehensive Plan relate to program scholarships? Staff responded that scholarships are a programming issue, which is outside the scope of the Planning Department and the Comprehensive Plan.
- Why are we including policies related to designing facilities that address climate change, and should we use that term? Staff and committee members responded that designing parks—such as native landscaping—to consume fewer resources and reduce chemicals/pesticides reduces costs, and energy. Climate change will not be enumerated in policy language, but is more in the background. Staff will look at the specific policy language used to ensure that it is most effective -- staff may choose to utilize the term “resiliency” instead.
- How well are recreation facilities and opportunities dispersed across Hillsboro? Staff responded that most areas are reasonably well-served recreationally except for Northwest Hillsboro. Goals and policies will address both new development and address existing gaps.
- Will the proposed goals and policies related to co-location of schools and recreational facilities address private club uses? Staff responded that they would examine strengthening the draft goals and policies to accommodate such uses.

Staff then presented the key policy questions for the committee to consider, and the proposed goals and policies developed by staff. The key questions included:

- Should the city prioritize on-street active transportation connecting to recreation opportunities?
- Is an existing requirement for developers to landscape park-like features a recreation or urbanization policy?

Staff reviewed the policies under each goal with the committee and asked for input, suggestions, or questions. Staff explained that due to scheduling constraints, the Technical Advisory Committee had just reviewed these goals and policies earlier in the day, and that staff would share TAC feedback with CAC members.

The CAC’s feedback included:

- Goal 1: Plan, develop, and enhance recreation opportunities to meet the needs of community members of all ages, abilities, cultures, and incomes.
 - General discussion: Staff indicated that TAC members commented that there were a lack of policies that reflected different cultures and incomes, as stated in the goal. Staff will examine options to better incorporate these aspects.
 - Policy 1.3: The committee suggested addition of “social connectiveness”.
 - Policy 1.4: The committee asked if this language included the Beaverton School District, as part of Hillsboro is served by that district. Staff responded that it does.
 - Policy 1.5: Committee members discussed whether “partner” may be a stronger term than “coordinate”, but ultimately opted to leave the policy as written as “partner” may imply some sort of cost-sharing arrangement.
- Goal 2: Create a citywide network of safe, interconnected recreation opportunities.

- Policy 2.1: Staff indicated that based on TAC feedback, this policy will be modified slightly to include improved on-street bike lanes and paths, and to improve access to parks.
- Policy 2.4: CAC members recommended including emergency access in the planning and design of greenways, open space, and trails.
- Goal 3: Strive for recreation opportunities that preserve and promote ecological health.
 - General discussion: Committee members asked about policies related to earthquakes and natural hazards. Staff indicated that these issues will be addressed in their own topic with specific goals and policies later in the project.
- Goal 4: Optimize funding for land acquisition, recreation development, operations, and maintenance.
 - General discussion: Staff stated that a discussion with Development Services staff will take place to craft policy language allowing developers to pay fees to improve/develop nearby park space in lieu of requirement to build park space on their developments. Staff also indicated that input has been previously received supporting the development of a street tree ordinance.
 - Policy 4.1: Committee members felt that the policy was vague. Staff indicated that they would examine the language.
 - Policy 4.2: The committee discussed whether “current city standards” might be more specific about which standards would apply to developer-built facilities. Staff responded that “current” may be a bit vague, but that they would look at ways to make this policy more specific.
 - Policy 4.3: Staff commented that this policy may be moved to the transportation section instead.

Staff said that revisions based on this and TAC feedback would be provided to the CAC in a future packet.

Housing Draft Goals & Policies

Aaron Ray reintroduced the Housing draft goals and policies, continuing the discussion from the November CAC meeting. The group reviewed through policy 3.5 at the previous meeting and started reviewing at 3.6. Goals and policies included in this month’s packet reflect feedback from the last meeting. Aaron also shared additional feedback from the TAC, including concerns that the policies and goals didn’t adequately reflect the middle of the market but focused on the high and low income segments. Also, TAC members felt that policy language was a bit vague and tended to shift from the very general to the very specific sporadically. Staff also reminded the committee that the Housing Needs Analysis Subcommittee had reviewed the draft goals and policies.

Prior to discussion of goals and policies, committee members asked why policy 1.5 was removed. Staff answered that it was moved to policy 2.3.

Discussion of goals and policies began with policy 3.6. Feedback from the committee included:

- **Goal 3:** Foster distinct and vibrant districts and neighborhoods that serve the daily needs of nearby residents that are safely accessible by walking, biking, transit or a short commute.
 - **Policy 3.6:** The committee asked what impact mitigation specified in this policy might look like. Staff responded that it allows for individual review of specific developments to determine the right measures specific to the site, such as design modifications or landscape buffering, rather than requiring uniform standards that don't address site-specific conditions.
 - **Policy 3.7:** Staff indicated that based on TAC feedback, this policy may be split into one covering facilities, and one covering specific uses. Staff will work with Development Services to craft this language. Committee members asked if home occupations could be defined, and whether they would include things like Airbnb. Staff responded that there is a specific definition from the CDC that can be used.
 - **Policy 3.8:** The committee asked if there are other historically valuable areas besides downtown. Staff responded that Orenco is historically designated, and that the term "historical" is relative—anything older than 50 years old is technically a historic resource.
 - **Policy 3.9:** The committee suggested adding a phrase such as "compatible with the surrounding area" so that infill is not out of character with the neighborhood. Staff responded that this is an important consideration, but might function better as a separate policy. Staff will look into this.
 - **Policy 3.10:** Staff noted that "environmental design" needs a definition.

- **Goal 4:** Ensure that the city has an adequate housing supply with enough land to support future growth.
 - **Policy 4.2:** The committee asked if this policy could be used against the city by homeowners. Staff responded that they felt comfortable with this language. The committee then asked if the staff has considered the impact on schools when designating areas for development. Staff responded that input from the affected stakeholder jurisdictions is vital to the decision-making process and policy implementation. Additionally, staff was unsure to what extent a development can be denied due to a school capacity issue.
 - **Policy 4.3:** The committee suggested specifically mentioning schools in this policy.
 - **Policy 4.4:** Staff indicated that Development Services depends on the specific phrasing of this policy as written and has requested no additional changes. This policy comes verbatim from the current Comprehensive Plan.
 - **Policy 4.5:** Staff explained the Planned Unit Development process in broad terms to the committee, and indicated that while this policy is broad, it also has a high level of oversight built into it. Staff indicated that the term Planned Unit Development would be defined.
 - **Policy 4.8:** Committee members asked for the definition of a "Station Community Planning Area District". Staff explained that these are basically the areas around MAX stations, but that a specific definition would be included.

- **Goal 5:** Encourage innovative architectural and site design in planning and developing housing.

- Policy 5.3: Staff clarified that terms such as “tiny houses” and “cottages” would be defined. Committee members asked about the term “ancillary” as opposed to “auxiliary” or “accessory” dwelling unit. Staff responded that “accessory” is specifically defined in the current Community Development Code.
- Goal 6 - Encourage sustainable practices in planning and developing housing.
 - Policy 6.5: The committee asked why this was considered an “emerging” practice considering that some of these approaches are already used. Staff responded that future decisions that want to expand their use of these approaches could be covered by this policy.

Staff then discussed next steps for the Housing Topic. The Planning Commission will review HNA findings and draft Goals and Policies in worksessions in January and February. The committee wanted to know at what point the City Council would review these materials; staff responded that the standard process for review is to gather feedback from the Planning Commission, followed by a Community Summit, and then a City Council work session. Members of the committee suggested that City Council review may be appropriate earlier in the process, and staff agreed to investigate options in this regard.

Access to Local Food – Background Report and Draft Goals & Policies

Laura Weigel introduced the Access to Local Food topic. This topic is not required under statewide planning goals, but community input gathered in the Hillsboro 2035 Community Plan process indicated that this is an important topic for the community that should be addressed. Planning staff worked with Parks and Recreation staff to develop the background report and draft goals and policies. This topic addresses, community gardens, urban agriculture opportunities, open space requirements, and incentives for community gardening.

Staff discussed some of the feedback received from the TAC and indicated that this section would be revised following this TAC/CAC review cycle for additional review at the January meeting. Staff also relayed the TAC recommendation to remove the term “healthy” in the topic title as it some people felt that it was too loaded a term. [Staff note: the topic has since been renamed “Access to Locally-Grown Food”.]

CAC members provided additional feedback, including:

- Goal 1 – Improve access to healthy, locally-grown food for community members of all ages, abilities, cultures, and incomes.
 - General discussion: Some, but not all, committee members concurred with the decision to remove the word “healthy”.
 - Policy 1.1: The committee suggested changing “Coordinate with” to “Partner with”
 - Policy 1.3: Staff commented that this language needed to be refined to clarify the intent of this policy.
 - Policy 1.4: The committee requested that staff clarify and/or define “local food production”.

Staff concluded the review and indicated that revised goals and policies would be included in the January meeting materials.

Upcoming Meeting Schedules and Topics

Staff reminded the committee that the next meeting will be held January 21, 2016, one week early due to a conflict with the State of the City address. The February and March meetings will also be held one week early due to conflicts.

Public Comment

No members of the public offered comment at the meeting.

Adjournment

With no additional business to consider, the CAC meeting was adjourned.



MEMORANDUM

To: Comprehensive Plan Update Citizen Advisory Committee (CAC)
From: Long Range Planning Staff
Date: January 15, 2016
Subject: Noise Management and Urbanization Background Report and Draft Goals and Policies Review

Requested Citizen Advisory Committee Action:

Review and provide feedback on the background reports and draft Comprehensive Plan goals and policies concerning Noise Management and Urbanization, as well as any additional feedback pertaining to Access to Locally-Grown Food draft goals and policies revised following the December meeting. Revisions to the Recreation goals and polices are included, but no action is required.

Background:

This month, the committee will examine goals and policies from two new topics:

Core Area	Topic
Protecting Health, Wellness, and Safety	• Noise Management
Enhancing Livability and Recreation	• Urbanization

For each, staff is requesting that CAC members read the materials prior to the meeting. It is, of course, preferable that you read the background reports in their entirety; however, if you do not, please do read Section 8 of all of the background reports. The CAC meeting will include, if needed, discussion of suggested revisions to the background reports, although the meetings will focus primarily on draft goals and policies.

Urbanization

Statewide Planning Goal 14 requires cities to address Urbanization in their Comprehensive Plans, specifically the need to ensure efficient use of land, accommodate 20-year projected population and employment growth, and provide for an orderly and efficient transition from rural to urban land uses. Hillsboro’s growth over the past 20 years has included multiple Urban Growth Boundary expansions and plans for urbanization. Comprehensive Plan policies related to urbanization received their last significant update in 1983.

The Urbanization Background Report and draft goals and policies were developed collaboratively with staff from the Long Range, Transportation, and Development Services divisions within the Planning Department. Input from the TAC meeting on January 14 is also included.

Noise Management

Cities must address noise pollution as part of compliance with Statewide Planning Goal 6, which requires Comprehensive Plan policies related to limiting impacts from noise pollution coming from existing and future development. Existing Comprehensive Plan policies related to noise generally concern airport uses and noise impacts in other contexts such as natural resources, but no specific noise-related Comprehensive Plan section is currently in place. As there is limited noise impact enforcement at the state level, having robust noise policies in place allows the City to anticipate and attempt to mitigate noise impacts resulting from additional development.

The attached Background Report and draft goals and policies were reviewed by an internal working group consisting of representatives from the Police Department, Code Enforcement, and the City Manager's Office. Input from the TAC meeting on January 14 is also included. Additional comments received from the Port of Portland are also attached to the Background Report and draft goals and policies.

Access to Locally-Grown Food

Based on feedback from both TAC and CAC members at their respective December meetings, staff have revisited most of the draft goals and policies related to Access to Locally-Grown Food. The attached draft includes these modifications as tracked changes.

Recreation

Due to the number of revisions to this set of goals and policies, staff presented the revisions to the Park and Recreation Commission on January 12. The PRC provided feedback. The attached draft includes these modifications as tracked changes.

Cost:

Costs for preparation of these documents includes staff time only.

Attachments:

1. Urbanization Background Report, draft goals and policies, and existing Comp Plan section
2. Noise Management Background Report, draft goals and policies, and additional review comments
3. Access to Locally-Grown Food draft Goals and Policies (updated December 23, 2015)
4. Recreation Goals and Policies (January 12, 2016)

Urbanization

Background Report DRAFT — January 15, 2016

Review History

Date	Reviewed By
12.2.15 – 1.5.16	Internal Committee Meetings – <i>Comments Incorporated</i>
1.14.16	Technical Advisory Committee – <i>Comments included as tracked changes</i>

1. Introduction

Urbanization in Oregon is a multi-faceted topic which deals with the availability of land within an Urban Growth Boundary (UGB) to accommodate forecasted residential and employment growth, the transition of land from rural to urban uses, the provision of public services to urbanizing land, and the long-term governance of already urbanized unincorporated land by cities. Over 3,500 acres have been added to the Portland metro region’s UGB around Hillsboro since the late 1990’s. Each of these UGB expansions was a result of the City successfully demonstrating that Hillsboro’s forecasted residential or employment growth needs could not be reasonably accommodated on land already inside the UGB. Areas referred to as urban reserves¹ ~~and undesignated²~~ have been identified for potential future UGB expansions to accommodate Hillsboro’s forecasted urban population growth. In addition, the City is ultimately responsible for the governance of, and service provision to, nearby urbanized unincorporated areas.

This Urbanization background report is one of a series of papers identifying recommended policy questions and updates to the Hillsboro Comprehensive Plan. The intent of this report is to examine the City’s urbanization as it relates to land use, transportation planning, and other infrastructure planning, and to evaluate these efforts against relevant policies, goals, and regulations as well as emerging issues and trends. The outcome of this report is a series of policy questions and recommendations to inform the update of the Urbanization section of the City’s new Comprehensive Plan. This background report was prepared by City of Hillsboro Planning staff, and will be refined and reviewed through a process including guidance from a Technical Advisory Committee, Citizen Advisory Committee, the Planning Commission, and City Council.

2. Background

2.1. Overview of prior growth

Located in the middle of the fertile Tualatin Valley, Hillsboro took its logical place between the Willamette River and the Oregon Coast Range in the westward migration and settling of Oregon. In 1850, Hillsboro was selected to be the seat of county government by the territorial legislature. Hillsboro was incorporated in 1876 and remained centered around much of the downtown area for decades. Hillsboro began growing eastward with sizeable suburban development on large tracts of farm land beginning in the 1960s. The UGB around the Portland metro region, adopted in 1979, has helped retain the agricultural land that has always surrounded Hillsboro. The annexation of Standard Insurance Company land in 1987 expanded Hillsboro’s boundary east of Cornelius Pass Road and into much of the

¹ Lands suitable for accommodating urban development over the 50 years after their designation.

~~² Lands that remain outside the UGB and are of lower priority for possible UGB expansion.~~

Tanasbourne area. Hillsboro’s boundary continued to grow through the piecemeal annexation of smaller properties.

In 1935, the city population was approximately 3,100. Hillsboro’s population has grown exponentially over the past several decades, from 28,000 in 1980 to 97,480 in 2015. Hillsboro’s employment growth, the annexation of additional lands into the city, and the densification of residential areas, especially along TriMet’s light-rail stations, help account for this population growth. Table 1 below, detailing the eight areas that were brought into the Hillsboro-UGB in the Hillsboro area since the late 1990s, reflects the forecasted needs of a growing community.

Table 1: Hillsboro-UGB Expansions in the Hillsboro -Areas

UGB Expansion	Forecasted Need	Acreage	Year
Witch Hazel Village	Residential Land	308	1999
Shute Road	Employment Land	203	2002
South Hillsboro Areas 69 & 71	Residential Land	335	2002
Helvetia	Employment Land	249	2004
Evergreen	Employment Land	534	2005
Meek Road Subarea	Employment Land	330	2011*
South Hillsboro Remainder	Residential Land	1,065	2011*
Jackson School Employment Subarea	Employment Land	545	2014**
<p>*Metro Council approval of this UGB expansion in 2011, not upheld upon urban reserves’ remand by Court of Appeals in 2013, and validated through Legislative House Bill 4078 in 2014. **UGB expansion confirmed through Legislative House Bill 4078.</p>			

A slightly larger number of total acres were brought into the Hillsboro-UGB in the Hillsboro area since the late 1990s for employment land versus residential land. As required by Metro, the City has completed community-level plans for most of these UGB expansions though the majority of properties within UGB expansions from the past decade have not yet annexed into the city. Annexations will likely increase considerably over the next decade as a result of Hillsboro’s limited supply of land to meet its forecasted 20-year urban population growth.

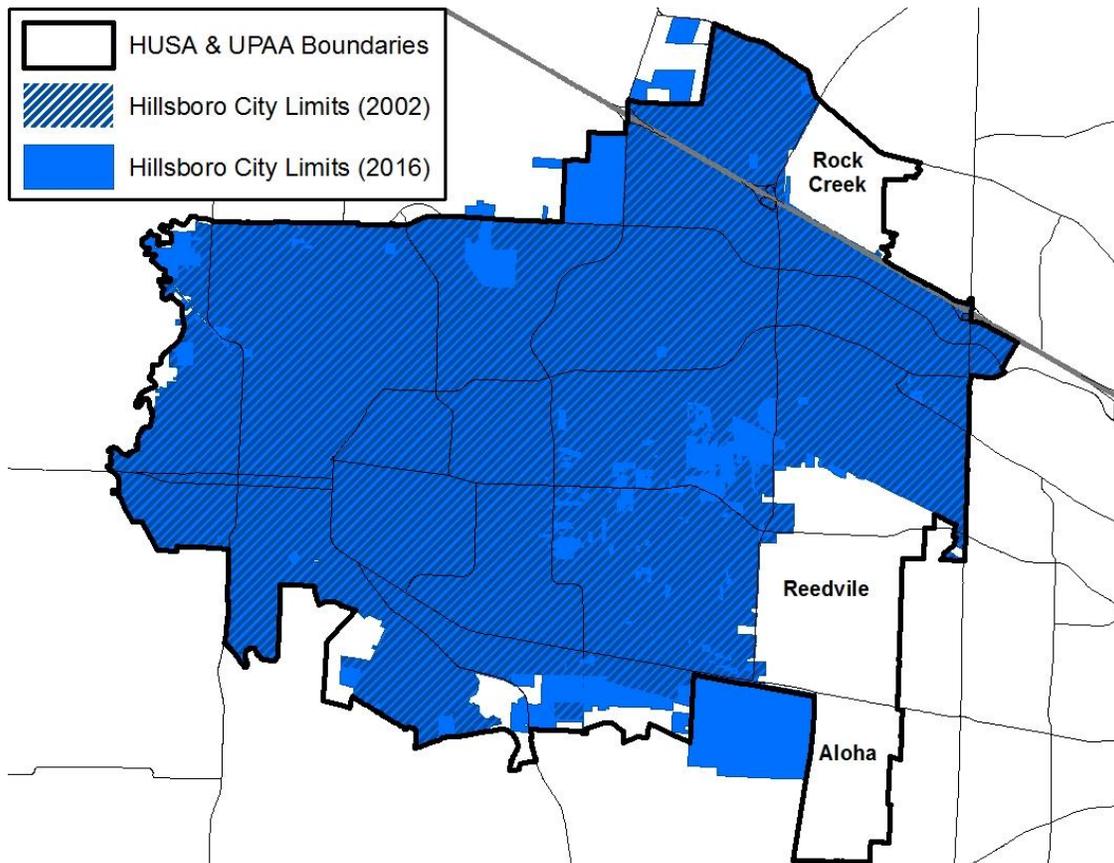
2.2. Senate Bill 122 Agreements

Senate Bill 122, passed by the Oregon Legislature in 1993 and codified in Oregon Revised Statutes (ORS-195) in 1994, directed long-term provision of urban services by cities. This bill was intended to promote good planning by improving cooperation among governments and special districts and facilitating the orderly utilization of land within the UGB. Cooperative agreements between governments and special districts were to lead to the annexation of urbanized unincorporated county areas by cities, with the cities eventually providing urban services within their UGBs. Responding to the Senate Bill 122

requirement, the Hillsboro Urban Service Area Agreement (HUSA) was signed in 2003 by the City, Washington County, City of Beaverton, Metro, and multiple special districts. The HUSA identified that the City would ultimately be the primary or sole provider of multiple urban services, the ultimate source of local governance within the Hillsboro Urban Service Area, and detailed the transition to governance. The Urban Planning Area Agreement (UPAA), signed in 2004 by the City and Washington County, identified the eventual boundaries of Hillsboro, transferred planning and road jurisdiction to the City, and guided the transition of urban unincorporated lands when annexed to Hillsboro.

The Hillsboro Urban Service Area and Urban Planning Area Agreement boundaries generally include the city limits as of the early 2000's, Hillsboro's UGB as of the early 2000's, and unincorporated county portions of Aloha, Reedville, and the Rock Creek neighborhood located west of the Hillsboro and Beaverton School District Boundary line. The Aloha and Reedville areas were already established farming communities when Oregon joined the union in 1859. Aloha and Reedville today are rapidly-growing with a combined 50,000 people in just over nine square miles between the cities of Beaverton and Hillsboro. The Rock Creek neighborhood just north of Sunset Highway began development in the 1960's and surrounds the Rock Creek Golf Course and Country Club. If the Aloha, Reedville, Rock Creek neighborhood, and other surrounding urban areas between Hillsboro and Beaverton were incorporated into a new city it would be the second most populous city in Oregon. See Figure 1 below for the Hillsboro Urban Service Area and Urban Planning Area Agreement boundaries.

Figure 1: HUSA & UPAA Boundaries



Hillsboro is a “full-service” city meaning that it does not contract with special districts to provide such services as fire protection, law enforcement, and parks and recreation. Per the HUSA and UPAA, the City is the sole provider within Hillsboro of recreation, law enforcement, fire protection, and development services including planning, building review, and the operation and maintenance of local streets. The City is also responsible for water service provision within the city limits west of Cornelius Pass Road. According to the HUSA, the Tualatin Valley Water District provides water within Hillsboro city limits east of Cornelius Pass Road and north of Sunset Highway. In addition, the City along with other jurisdictions within the UGB in Washington County, partner with Clean Water Services special district for sanitary sewer and storm water management. Finally, the operation and maintenance of arterials and collectors through Hillsboro is the responsibility of Washington County per the HUSA, and TriMet operates and maintains transit service. Though the HUSA and UPAA were to be amended on a regular basis these agreements have not been updated for over a decade.

2.3. Urbanization Forum

In 2008, Washington County, ten cities, and four special districts convened four Urbanization Forum meetings to discuss key urbanization issues. Participants’ explored the governance of unincorporated urban areas, lands added to the UGB, and imminent growth management issues associated with the forecasted population growth. Forum participants agreed that urbanization policies that assign governance and management of new areas added to the UGB to cities should be distinct from policies for existing unincorporated urban areas not likely to become part of a city in the foreseeable future. It was established that the new areas and existing unincorporated urban areas both require a quality of urban life, services and amenities, by their service providers and governing institutions.

In 2009, Urbanization Forum participants signed individual Resolutions acknowledging commitment to undertake and complete specific actions recommended by the Urbanization Forum. The City signed its Resolution on June 16, 2009. The Resolutions signed included language that roadways deemed by the County to be part of the county-wide road system were to be under the jurisdiction of Washington County following annexation. Urbanization Forum participants agreed to commonly urge Metro to expand the UGB only to areas contiguous to cities. In addition, financial tools were to be identified and developed for Washington County to provide urban services as needed to the unincorporated urban areas. The Resolutions signed also called for the preparation and execution of mutually-agreed to amendments to the UPAAAs and HUSAs by December 2009 to ensure that all future UGB expansion are governed and urbanized by the interested city. Amendments to the UPAAAs and HUSAs were neither prepared nor executed.

2.4. County island annexation

County islands are unincorporated areas located within city limits that formed as surrounding parcels annexed. The City’s county island annexation initiative that began in 2009 directly responded to the Hillsboro Urban Service Area Agreement’s intent that the City provide urban services within its UGB. This initiative involved annexing 76 county islands, 189 tax lots, and 285 total acres scattered around the city with concentrations around the historic Orengo neighborhood and in southeast Hillsboro.

The primary reasons behind this county island annexation initiative were inefficiencies related to Washington County and special districts crossing into Hillsboro to deliver public services to county islands, the duplication of public services, and property owner confusion about service providers. Washington County was responsible for providing the county islands with law enforcement, development services, road maintenance, and street lighting. Special districts were responsible for

providing the county islands with fire protection, parks, and water services. The City, Washington County, and six special districts had been struggling to serve so many overlapping territories, and these costs were projected to increase over time. In addition, county island residents used City services, such as local roads, but did not pay Hillsboro taxes.

In 2010, the City offered a five-year property tax rate phase-in for county island property owners who voluntarily annexed in order to help offset their increase in property taxes in line with the expanded range of City services their properties would receive. This resulted in over seventy-percent of the county island properties voluntarily annexing into Hillsboro. Under Oregon law, the effective date for the involuntary annexation of a county island property with a residential zone and in residential use is a minimum of three years after an ordinance is adopted. The county island properties that did not voluntarily annex in 2010 were annexed in December 2012 after a three-year delay following ordinance adoption. Residents within the former county islands have gained access to a wider range of programs and services and direct participation in City decisions, including the ability to vote in City elections.

2.5. Special district withdrawals

Until five years ago, multiple tax lots within Hillsboro city limits remained within the Tualatin Valley Water District (TVWD) west of Cornelius Pass Road and the Tualatin Hills Parks and Recreation District (THPRD) due to their not being withdrawn at the time of annexation. The number of these tax lots increased exponentially with their subdivision following annexation. In 2011, the City de-annexed 160 tax lots from THPRD. In 2011, the City also de-annexed approximately 1,400 tax lots from TVWD west of Cornelius Pass Road. These special district withdrawals conformed to the signed HUSA, eliminated the duplication of services within the city, and reduced property tax impacts on affected Hillsboro property owners. This initiative also protected owners from incurring future property taxes when additional bonded debt is issued and minimized City fiscal liability from future bond measures.

2.6. House Bill 4078

Beginning in the mid-2000s, cities, counties, and special districts were engaged with Metro in a multi-year planning effort to designate urban reserves³ and rural reserves⁴ around the Portland region. Undesignated lands⁵ that did not meet the factors for urban or rural reserves were also identified. In 2011, urban and rural reserves were adopted by the Metro Council and subsequently acknowledged by the Land Conservation and Development Commission (LCDC). That same year, UGB expansions in North Hillsboro totaling 330 acres for employment land and in South Hillsboro totaling 1,063 acres for residential land were adopted by Metro and subsequently acknowledged by LCDC.

In early 2014, the Oregon Court of Appeals remanded the LCDC decision approving urban and rural reserves for the Portland metro area. Several months later a coalition including state legislators, the Governor's office, cities, Metro, Washington County, and several of the parties to the reserves appeal were brought to the table to discuss near-term resolution of urban and rural reserves in Washington County. The Legislature unanimously passed the outcome of these negotiations in House Bill 4078 (HB 4078). On April 1, 2014, Governor Kitzhaber signed HB 4078 which established new urban and rural reserves and adjusted the UGB in Washington County.

³ ~~Lands suitable for accommodating urban development over the 50 years after their designation.~~

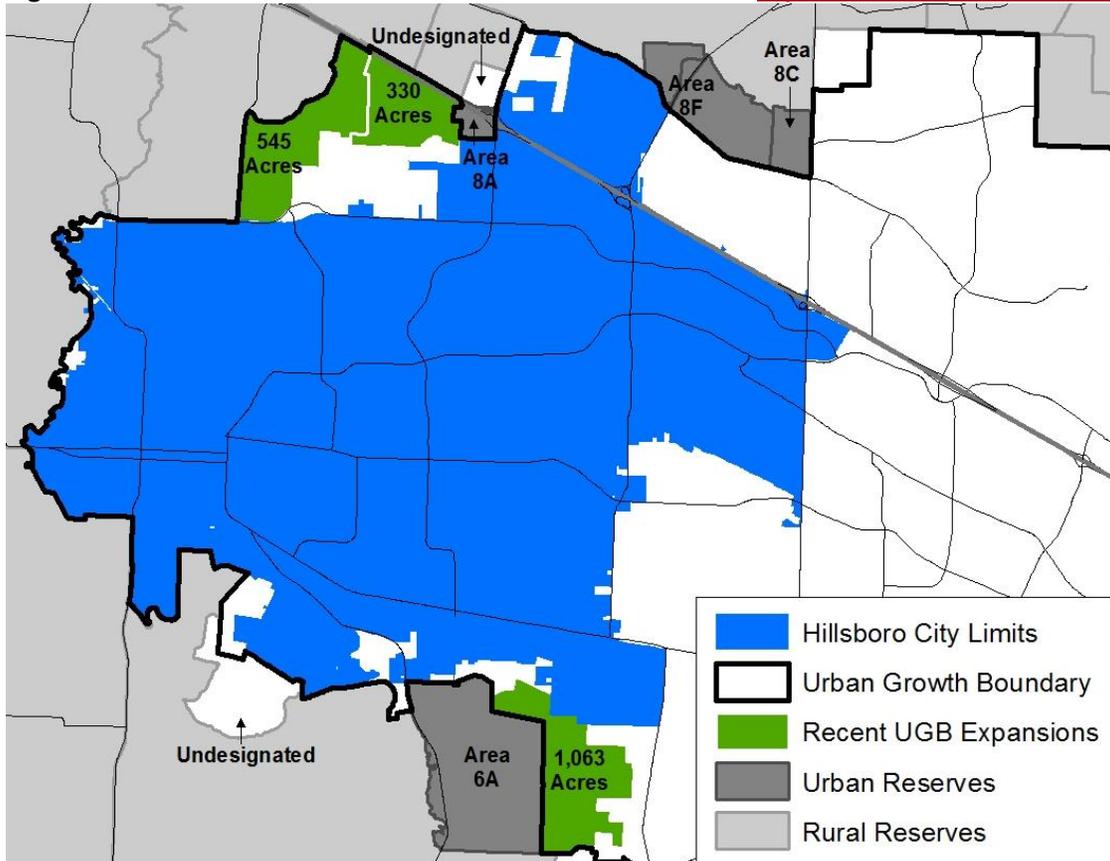
⁴ Lands that are high value working farms and forests or have important natural features like rivers, wetlands, buttes and floodplains. These areas will be protected from urbanization for 50 years after their designation.

⁵ Lands that remain outside the UGB and are of lower priority for possible UGB expansion.

HB 4078 removed urban reserves totaling 2,150 acres north of Hillsboro that had been adopted by the Metro Council in 2011 and subsequently acknowledged by LCDC. nearly all of Hillsboro's urban reserve land for future employment, a decrease of 2,150 acres. HB 4078 validated a 940-acre urban reserve area, referred to as Area 6A, located south of Witch Hazel Village for future residential. HB 4078 also validated an approximately 50-acre urbanized unincorporated neighborhood, referred to as Area 8A, located at the southwest corner of the Brookwood-Helvetia-Sunset Highway Interchange. A 315,440-acre urban reserve, referred to as Area 8F, was also added by HB 4078 in the Hillsboro area. Ultimate governance and service provision to an adjacent 130-acre urban reserve, referred to as Area 8C, is under discussion for future residential. In addition,

HB 4078 validated the 330-acre UGB expansion in North Hillsboro and 1,063-acre UGB expansion in South Hillsboro from 2011, and approved an additional UGB expansion of 545 acres in North Hillsboro for employment. HB 4078 also confirmed the undesignated area south of the city limits and River Road, and reduced the size of the undesignated area near the northwest corner of the Brookwood-Helvetia-Sunset Highway Interchange. While it is possible that undesignated land could be added to the UGB in the Hillsboro area after 75% of the urban reserves in Washington County are exhausted, the undesignated land would still need to compete with any remaining urban reserves in the region and/or other undesignated land that is of a higher classification (exception land - hierarchy in state law 197.298). See Figure 2 below for the impacts of HB 4078 on Hillsboro urban reserves and UGB expansion lands.

Figure 2: HB 4078 - Hillsboro Urban Reserves and Recent UGB Expansions in the Hillsboro Area



3. Hillsboro 2020 and Hillsboro 2035

The City began its visioning project, called Hillsboro 2020, in 1997. The Hillsboro Vision and Action Committee reached out to more than 1,500 citizens to create a common vision for the City, along with strategies and actions to implement this vision. The resulting Vision Action Plan was adopted by City Council in 2000, and subsequently updated in 2005 and 2010. Beginning in 2013, the City began a project to develop its next community vision, the Hillsboro 2035 Community Plan, building on the success of the original visioning project. The Hillsboro 2035 Community Plan was adopted in July 2015.

The Hillsboro 2020 Vision and Action Plan and Hillsboro 2035 Plan are organized into a series of focus areas, strategies, initiatives, and actions. These guiding documents include no explicit reference to urbanization. This being said, they do address aspirations around urban form that are to be applied in Hillsboro areas, including newly urbanized ones on the edge of the city.

4. Existing Comprehensive Plan

The current Hillsboro Comprehensive Plan was adopted in 1977 by the City Council⁶ and acknowledged by the state in 1984. The Urbanization section includes the following goals and policies.

4.1 Goal

To provide for the orderly and efficient transition of land from rural to urban use by identifying and establishing areas designed to accommodate the full range of urban uses within the Hillsboro Planning Area. Establishing land use designations in particular areas will be based upon the need to:

- (A) Accommodate long-range population growth within the Hillsboro planning area.
- (B) Control the economic, environmental and energy consequences of urban growth.
- (C) Retain agricultural land outside the urban area.
- (D) Provide for the orderly and efficient extension of public facilities and service.
- (E) Assure efficient development of land consistent and compatible with the community's needs and resources.
- (F) Provide decent housing, employment opportunities and an environment with a high degree of livability for the citizens of Hillsboro and surrounding community.
- (G) Assure consistency with the Regional Urban Growth Boundary.

⁶ Ordinance No. 2793-4-77

4.2 Policies

- (A) Urbanization within the planning area shall be consistent with the goals and policies of this Plan. Development shall occur according to the availability of urban services and within the context of the Urban Planning Area Agreement. The City and other government agencies shall encourage property owners to maintain the present rural use and character of undeveloped or underdeveloped lands within the Hillsboro Planning Area until such land is required and proposed for urban use and the necessary urban services are available.
- (B) Land use designations within the Hillsboro Planning Area shall be designed to accommodate projected commercial and industrial growth and population densities through at least the year 2035.
- (C) Any land use implementation measure adopted by the City or other government agency shall be consistent with and support the need to expand public facilities and services as outlined in this goal, and shall be designed in a manner that accommodates increased public demands for urban services and is responsive to both expected growth in the commercial and industrial sectors and to population growth in the area.
- (D) The City shall adopt and enforce mutually supporting implementation measures necessary to integrate the type, timing and location of public facilities and services in a manner that accommodates both expected growth in the commercial and industrial sectors and the increased population density within the Hillsboro Planning Area.
- (E) The City shall coordinate its planning activities and implementation measures with government agencies in the planning area and determine respective roles and responsibilities necessary to carry out the policies of this goal. An Urban Planning Area Agreement that clearly delineates the respective roles of the City and Washington County within the Hillsboro Planning Area shall be adopted and revised, if appropriate, as a part of the major revision process.
- (F) In the Area of Interest, the City will continue its current annexation policy, under which a property owner interested in annexing to the City is encouraged to contact the City for information and assistance about how to initiate and complete the annexation process.
- (G) Upon annexation within the Area of Interest, the City may initiate amendments to the City Comprehensive Plan Land Use and Transportation Maps for the annexed property. City land use designations and functional street classifications should correspond as closely as possible to the designations and classifications previously adopted by Washington County for the property. In the South Hillsboro Community Plan Area, the City may adopt City land use designations and functional street classifications that are consistent with the South Hillsboro Community Plan as described in Section 31 of the City Comprehensive Plan.
- (H) The City will negotiate with the service district(s) currently providing urban services to property in the Area of Interest and will address service provision issues on an individual basis upon receipt of a petition for annexation. The City will work toward formal long-term service agreements with each affected service district and consider the Area of Interest in all public facility plans.

5. Regulatory Context

5.1. Federal Regulations

There are no federal regulations governing urbanization specifically although new development in expansion areas must comply with such federal laws as the Clean Water Act governing water pollution.

5.2. Statewide Regulations

5.2.1. Statewide Planning Goals

Since 1973, Oregon has maintained a strong statewide program for land use planning based on 19 Statewide Planning Goals. Local Comprehensive Plans must be consistent with the Statewide Planning Goals. Statewide Planning Goal 14 focuses on urbanization. Specifically, Goal 14 focuses on the need to ensure efficient use of land, accommodate 20-year projected population and employment growth within UGBs, and provide for an orderly and efficient transition from rural to urban land use.

Goal 14 outlines the creation and maintenance of UGBs. UGBs are to be established and changed through a review of six factors. The first two factors involve land need. Specifically, a demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments. There must be also be a demonstrated need for housing, employment opportunities, and livability or uses such as public facilities, streets and roads, schools, parks or open space. The remaining factors for the creation and modifications of UGBs involve the UGB boundary location. Specifically, the UGB boundary location and proposed boundary changes must consider the efficient accommodation of identified land needs, orderly and economic provision of public facilities and services, comparative environmental, energy, economic and social consequences, and the compatibility of the proposed urban uses with nearby agricultural and forest activities on farm and forest lands outside the UGB.

Other Statewide Planning Goals related to urbanization covered in other background reports include:

- Goal 1 – Citizen Involvement
- Goal 2 – Land use planning (required intergovernmental coordination)
- Goal 8 – Economic Development
- Goal 9 – Housing
- Goal 11 – Public Facilities and services
- Goal 12 - Transportation

5.2.2. Statutes and Administrative Rules

There are multiple provisions within Oregon Revised Statutes (ORS) that govern aspects of urban growth. For example, ORS 197.173 delineates Comprehensive Planning duties between counties and cities and sets for coordination requirements with and reporting to state agencies. ORS 197.295 involves “needed housing” within an urban growth boundary, goals to accommodate an estimated housing needs for 20 years, and a methodology for determining buildable land for housing. ORS 197.293 deals with the priority of land to be included within a UGB.

5.3. Metro Regulations

5.3.1. Regional Framework Plan

In 1992, the region's voters adopted the Metro regional government charter. This charter gave Metro jurisdiction over matters of regional concern and required adoption of a Regional Framework Plan (RFP). The RFP, adopted in 1997 and subsequently amended, unites all of Metro's adopted land use, transportation, and other regional planning requirements. The RFP integrates elements from the Regional Urban Growth Goals and Objectives, 2040 Growth Concept, Metropolitan Greenspaces Master Plan, and Regional Transportation Plan. Under the Metro charter and state law, cities and counties within Metro's boundaries are required to comply and be consistent with urbanization requirements comprising the RFP. The RFP includes land use planning policies that guide Metro in the development of urban and rural reserves, management of the urban growth boundary, and compact urban form.

5.3.2. Urban Growth Management Functional Plan

In 1997, the Urban Growth Management Functional Plan (UGMFP) was codified as Metro code. The UGMFP provides tools to meet goals of the 2040 Growth Concept, Metro's long-range growth management plan for the Portland metropolitan area. Under the Metro charter and state law, cities and counties within Metro's boundaries are required to comply and be consistent with the UGMFP. UGMFP Title 11 calls for long-range planning, including concept planning and Comprehensive Plan provisions to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities. It is also the purpose of Title 11 to guide long-range planning for urban reserves and provide interim protection for areas added to the UGB until city or county amendments allow for urbanization to move forward. UGMFP Title 14 prescribes criteria and procedures for amendments to the UGB to provide a clear transition from rural to urban development, an adequate supply of urban land to accommodate long-term population and employment, and a compact urban form.

6. Other Plans, Programs, or Reports

6.1. Regional Planning Context

6.1.1. Climate Smart Strategy

In 2009, the Oregon Legislature mandated that the Portland metro area develop and implement a strategy to reduce the region's per capita greenhouse gas (GHG) emissions from cars and small trucks at least 20 percent by 2035. The Climate Smart Strategy, adopted by the Metro Council in December 2014, was the result of a multi-year planning effort by Metro, cities, counties, special districts, community and business leaders, and residents. It was identified that the Portland metro area could achieve the state target if the region works together to fully invest in the plans local communities have already adopted.

6.1.2. 2015 Growth Management Decision

The Metro Council decided not to expand the Portland region's UGB in 2015, following the recommendations of the Metro Policy Advisory Committee and Metro's chief operating officer. The Metro Council found that all of the growth for the next 20 years can be handled within the existing UGB, even in a time of economic boom. No formal UGB expansion requests were forwarded by a city and urban reserve areas have not yet been established for Clackamas and Multnomah Counties

(pending the resolution of the remanded urban/rural reserve decision in these counties, where Washington County reserves were resolved in House Bill 4078). This was the first time in the UGBs 40-year history that a UGB has not been expanded during Metro's regular review cycles, which occur every several years. ~~Metro staff is expected to immediately begin another review of the UGB, which could be adopted as early as 2018, which is much quicker than the six years required by state law. Metro is expected to make a growth management decision in 2018, which is much quicker than the six years required by state law. As land is not being added to the UGB, the Oregon Land Use Board of Appeals will hear any appeals to the 2015 growth management decision.~~

6.2 Intergovernmental Coordination

6.2.1 Hillsboro Urban Service Agreement

Responding to the SB122 requirement, the Hillsboro Urban Service Area Agreement (HUSA) was signed in 2003 by the City, Washington County, City of Beaverton, Metro, and multiple special districts. The HUSA identified that the City will ultimately be the primary or sole provider of multiple urban services and ultimate source of local governance within the Hillsboro Planning Area, and detailed this transition. The Hillsboro Urban Service Area Boundary generally includes the city limits as of 2003, ~~the UGB in the Hillsboro area Hillsboro UGB~~ as of 2003, and unincorporated county portions of Aloha, Reedville, and the Rock Creek neighborhood located west of the Hillsboro and Beaverton School District Boundary line. It was agreed that several other public agencies and special districts would continue to provide public services in a limited capacity within Hillsboro, such as the Tualatin Valley Water District providing water service east of Cornelius Pass Road and north of the Sunset Highway. Though the HUSA was to be amended on a regular basis the agreement has not been updated since 2003 to reflect more recent urbanization issues and multiple UGB expansions into the South Hillsboro, Helvetia, Evergreen, Meek Road, and Jackson School Employment areas.

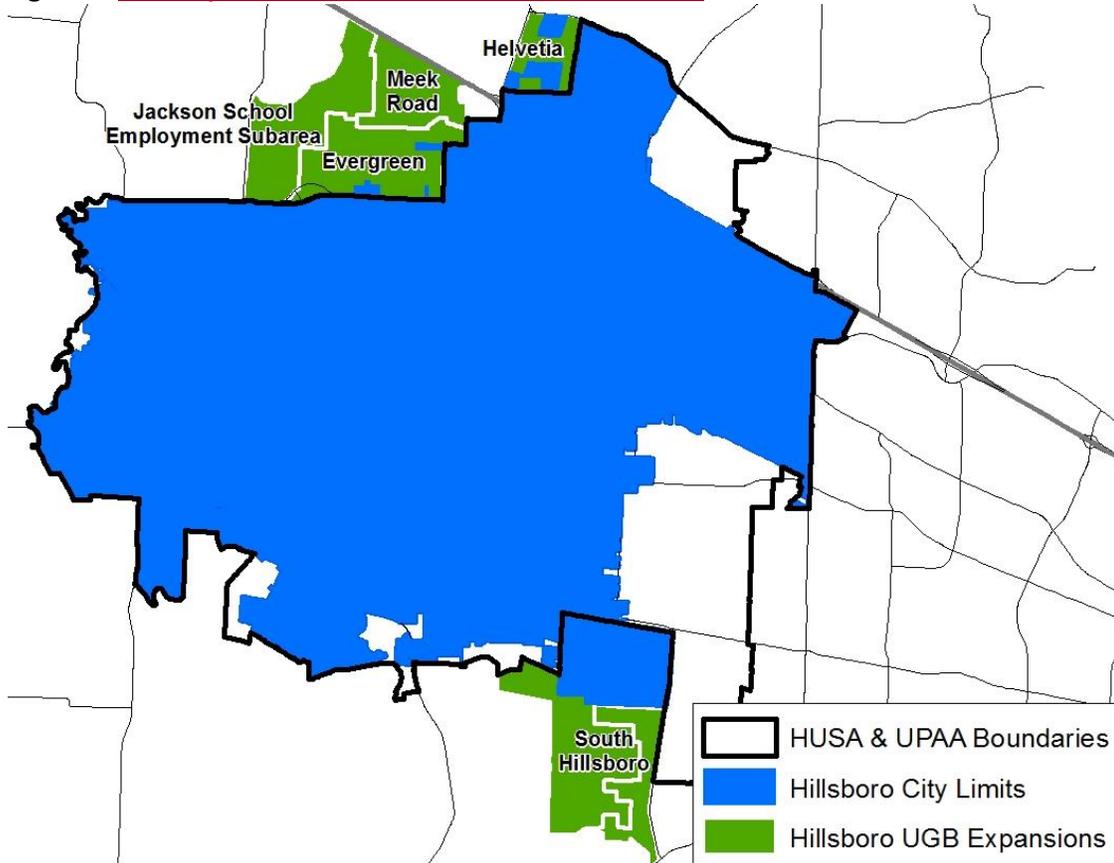
6.2.2 Urban Planning Area Agreement

Statewide Planning Goal 2, Land Use Planning, requires consistency between city and county plans. This consistency has been ensured, in part, by the county's adoption of Urban Planning Area Agreements (UPAAs) with cities. The UPAA tool has been used to identify the eventual boundaries of cities, transfer planning and road jurisdiction to cities, and to guide the transition of urban unincorporated lands when annexed by cities. ~~As part of its development of the current Comprehensive Plan in the early 1980s, the county adopted UPAAs with 14 cities within the county. Washington County adopted UPAAs with 14 cities as part of the development of its Comprehensive Plan in the 1980s.~~

The current UPAA was signed in 2004 between the City and Washington County. The UPAA provides for the establishment of a site specific Urban Planning Area within which both the City and County maintain an interest in comprehensive planning and development. The Hillsboro Planning Area generally includes the city limits as of 2004, ~~Hillsboro UGB~~ the UGB in the Hillsboro area as of 2004, and unincorporated county portions of Aloha, Reedville, and the portion of the Rock Creek neighborhood located west of the Hillsboro and Beaverton School District Boundary line. The UPAA also confirms existing comprehensive plans and implementation ordinances within the Urban Planning Area. Finally, the UPAA establishes additional special policies for comprehensive planning and development in the Urban Planning Area, as well as a process to amend the UPAA. Though the UPAA was to be amended on a regular basis the agreement has not been updated since 2004 to reflect more recent urbanization issues and multiple UGB expansion into the South Hillsboro,

Helvetia, Evergreen, Meek Road, and the Jackson School Employment areas. See Figure 3 below for Hillsboro-UGB expansions in the Hillsboro area since UPAA signing in 2004.

Figure 3: UGB Expansions in the Hillsboro Area since 2002



6.2.3 Recent Intergovernmental Agreements

Over the past ten years, the City has signed intergovernmental agreements (IGAs) with Washington County. IGAs have been intermediate measures allowing the City to adopt Comprehensive Plan text and map amendments in North Hillsboro and South Hillsboro as these UGB expansion areas were not included in the Urban Planning Area outlined in the UPAA from 2004.

6.3 Recent Community Plans

6.3.1 South Hillsboro Community Plan

In 2011, the UGB was expanded further into the South Hillsboro area to address the city's need for residential land. This 1,065 acre UGB expansion was validated through House Bill 4078 in 2014 following the State Court of Appeals remand of urban reserves in 2013. In 2014, the City completed Comprehensive Planning for the 1,400-acre South Hillsboro area embracing the concept of a complete, connected, and green community. By 20 year build-out, South Hillsboro is anticipated to include approximately 8,000 residences with nearly 20,000 residents. These residences are to include a diversity of housing types, architectural styles, and price ranges, and be designed to help meet the needs of the City's growing workforce. The plan includes Mixed-Use Town and Village Centers providing a range of shopping, services, and gathering venues serving local neighborhoods,

the City, and the broader region. South Hillsboro is also anticipated to have nearly 300 acres of new parks and open space with 15 miles of new multi-use trails, co-located with planned school facilities and placed such that all residents live within one quarter-mile of a park facility. A fully multi-modal transportation network is to be developed, including world-class bicycle infrastructure and expanded transit service.

Development in South Hillsboro is dependent on funding strategies that address the costs of new road, utility, and civic infrastructure. Working with its partners and local stakeholders, a City team including the Planning, Economic Development, Public Works, Water, and Finance departments recently developed a South Hillsboro Finance Plan to ensure that development pays for itself in a way that is fiscally responsible and sustainable in the long-term. Construction of initial transportation and other public facility improvements will begin first, followed by residential and mixed-use construction. Financial and development planning for this urbanization area is ongoing.

6.3.2 Aloha-Reedville Study and Livable Community Plan

The unincorporated Washington County areas of Aloha and Reedville to the immediate east of Hillsboro are mostly residential and have experienced significant growth in the past 25 years, becoming denser and more diverse. A larger percent of households in these areas live below the federal poverty line than in the county as a whole. While Aloha and Reedville remain some of the most affordable areas in Washington County, choices for housing (especially rental housing) are limited and households in these areas pay a higher amount of their income on housing and transportation than the countywide average. Much of the Aloha and Reedville areas lack common urban infrastructure such as complete sidewalks and street lighting—on busy streets and in neighborhoods. Parts of the areas have inadequate access to transit service. Some commercial and residential areas exhibit characteristics making them suitable for redevelopment but new development has yet to occur.

In 2014, Washington County completed the Aloha-Reedville Study and Livable Community Plan⁷, a three-year planning effort to identify opportunities to enhance the community's vitality and livability that studied the extension of urban services to these areas. Funded by multiple grants totaling \$3 million, this was an effort to find ways to help this community better achieve its goals and become a vibrant, sustainable and healthy community. Over 100 specific recommendations to enhance the study area living conditions are found in 31 Action Issue Papers and five Action Plan reports. Examples of action issue papers include safer pedestrian and bicycle connections between neighborhoods, schools, transit, and parks; improvements for all transportation users on specific arterials and collector streets; development strategies to encourage investment and redevelopment in commercial areas; improved access to local and regional trails; and removal of potential development barriers in Washington County's Community Development Code.

Washington County continues to work with other agencies and organizations to seek out available federal, state and regional funding that can help implement these action plans and maximize opportunities for related improvements. Washington County recently received additional grant funding from Metro to develop a refined land use and transportation concept plan for the Aloha Town Center and TV Highway corridor

⁷ <http://www.co.washington.or.us/alohareedville>

Signed cooperative agreements identified that the City of Hillsboro is to be responsible for the governance of, and service provision to, portions of Aloha and Reedville located west of the Hillsboro and Beaverton School District boundary line. Years ago the City adopted Comprehensive Plan designations for the northern portion of Reedville in close proximity to Hillsboro and south of the Tri-Met light-rail line. Few of the properties in this area have annexed. The City has not yet undertaken community-level planning to inform City Comprehensive Plan designations for the majority of Aloha and Reedville west of the Hillsboro and Beaverton School District boundary line.

7. Emerging Issues, Challenges, and Trends

7.1. Issues & Challenges

7.1.1. Outdated Urban Service and Planning Agreements

The Hillsboro Urban Service Agreement (HUSA) and Urban Planning Area Agreement (UPAA) were to be updated on a regular basis but neither has been for over a decade. The designation of Urban and rural reserves in Washington County, approved by the Metro Council in 2011 and subsequently amended by House Bill 4078 in 2014, would have been better informed by a more current HUSA and UPAA. An outcome of the City, Washington County, and special districts not updating the HUSA since 2002 has resulted in ambiguity about governance and public service delivery in UGB expansion areas. This ambiguity led to the City and Tualatin Valley Fire & Rescue arbitration regarding governance in the South Hillsboro several years ago. Additionally, updating the HUSA could have facilitated earlier discussions by the Hillsboro School District and Beaverton School District regarding boundary adjustments in the South Hillsboro and South Cooper Mountain areas.

City staff in the Planning, Economic Development, Public Works, Water, and Finance departments are working to bring UGB expansion areas closer to development-ready status. Financial and development planning is ongoing. In the absence of updating the HUSA and UPAA, the City cannot easily assume planning responsibility and ensure needed transportation facilities for recent UGB expansion areas. In the absence of an updated UPAA, the City has pursued the signing of separate IGAs with Washington County in North Hillsboro and South Hillsboro. These IGAs may not provide citizens with the long-term certainty about the transitioning of rural or unincorporated land into the city because, unlike the UPAA, they are not adopted by ordinance and do not have the force of law. IGAs also do not offer the opportunity for citizens to provide testimony in a public hearing, a requirement for a proposed UPAA.

7.1.2. Unincorporated County Planning and Urban Service Provision

Senate Bill 122, codified in cooperative agreements, directed cities to ultimately plan for and provide urban services within their UGBs. Washington County is engaged in planning and the extension of urban services into both existing and new urban unincorporated areas. This work undermines cities efforts.

Signed cooperative agreements identified that the City is to be responsible for the governance of, and service provision to, portions of Aloha and Reedville located west of the Hillsboro and Beaverton School District boundary line. Over the past ten years the City has purchased multiple sites within the Reedville area for the provision of future recreation service. Yet the recently completed Aloha-Reedville Study and Livable Community Plan did not address the City as responsible for ultimate governance or services provision within portions of Aloha and Reedville.

Though large portions of Aloha and Reedville are within the City’s Urban Planning Area Agreement boundary, the City was not engaged to ensure coordinated and consistent Comprehensive Planning between Aloha, Reedville, and Hillsboro as a whole.

Washington County and the City of Beaverton have no Urban Service Agreement for Aloha, Reedville, and significant other urban unincorporated areas located east of the Hillsboro and Beaverton School District boundary line. The urban unincorporated land to the east of this boundary line is significantly larger in terms of total acreage and population than the urban unincorporated land to the west. Washington County and Beaverton last updated their UPAA in 1988. An informal agreement between Washington County and the City of Beaverton from the early 2000s established that Beaverton would ultimately have planning authority over these unincorporated areas. Not only does Washington County continue to increase urban service provision in the Aloha and Reedville areas that Beaverton is ultimately responsible for but also within such areas as North Bethany. North Bethany, located a distance from Beaverton city limits, was brought into the UGB in 2002 based on interest by area property owners and Washington County. Washington County completed planning for the urbanization of North Bethany and is extending services into this unincorporated area. The City of Beaverton recently received a [TGM Transportation and Growth Management \(TGM\)](#) grant to pursue long overdue cooperative agreements with Washington County. Routine amendments and revision to cooperative agreements are necessary to formalize the local government responsible for planning and service provision to existing and new growth areas.

7.1.3. Constraints from House Bill 4078

House Bill 4078 removed nearly all of Hillsboro’s Urban Reserve land (Area 8A) for future employment, a decrease of 2,150 acres. HB 4078 also reduced the size of undesignated land near the northwest corner of the Brookwood-Helvetia-Sunset Highway Interchange. The significantly diminished areas available for UGB expansions over the next 50 years could adversely impact Hillsboro’s ability to accommodate future projected residential, and especially employment growth. In addition, over three-quarters of the tax lots added to the UGB by HB 4078 in North Hillsboro for employment are 5 acres or less. Such existing rural-residential development patterns present challenges to the future redevelopment of these properties for industrial or employment use. For example, the rural-residential properties within the nearby 2005 UGB expansion area have seen no annexation or development consistent with the industrial Comprehensive Plan designation adopted in 2008. This has led to non-conforming uses and disinvestment in the area.

7.1.4. Metro Urban Growth Report and Urban Growth Management Processes

Metro’s Urban Growth Report and Urban Growth Management processes do not sufficiently account for local community differentiation, negatively impacting growth-forecasting projections and urban growth management determinations. The Metroscope model used to inform the Urban Growth Report disregards several key issues and measurements impacting forecasted “growth” — including where and how new development occurs. Voter-approved annexation measures, local community aspirations, market demand, and different urban rates of growth that vary from the aggregate rate are not factored into Metroscope. Currently the Urban Growth Management decision process is guided solely by the numbers of past data, current trends, and future projections. These concerns were echoed by the Metropolitan Mayors Consortium in a letter to the Metro Council in September 2015.

7.1.5. Conditions on New Employment Lands

~~Multiple-Several Hillsboro~~ UGB expansions in the Hillsboro area for employment land have included conditions around accommodating large lot sizes, ~~which can limit the recruitment of employment users. For example, t~~The Evergreen Area UGB expansion in North Hillsboro, approved by the Metro Council in 2005, included a conditions that at least one parcel must be 100 acres or larger in size. City staff provided input on the development of this condition in order to facilitate the 2005 UGB expansion. The Evergreen area adjacent to the city limits has seen limited development since Comprehensive Planning was completed in 2008. The 330-acre UGB expansion in North Hillsboro approved by the Metro Council in 2011, remanded by the Court of Appeals, and validated by the HB 4078 in 2014 also had specific conditions around large-lot sizes. The conditions required the creation of at least one parcel of 100 acres or more and at least two parcels of 50 acres or more. City staff also provided input on the development of these conditions in order to facilitate this UGB expansion, and the area property owner were in agreement. The conditions applied to these UGB expansions in the Hillsboro area can limit the range of lot sizes to accommodate a variety of employment uses.

7.1.6. Newly Created County Islands

The City worked diligently in 2009 and 2010 to annex the unincorporated county island properties within Hillsboro city limits. As Hillsboro expands in North Hillsboro, and particularly South Hillsboro, new county islands will be formed as surrounding parcels are annexed. Challenges associated with the overlap and duplication of public services, and increasing costs associated with these inefficiencies, will re-emerge.

7.2. Emerging Trends & Opportunities

7.2.1. Hillsboro Urban Reserves Land

A UGB expansion into the Hillsboro urban reserve land south of the city, referred to as Witch Hazel South, could help meet the demand for housing in our community in the future. With the northern portion of this area in close proximity to Hillsboro city limits, new single-family detached housing units may be available to meet the demand in our community sooner than in areas of South Hillsboro located closer to Rosedale Road. There will be an opportunity to coordinate the extension of public facilities and services in South Hillsboro with UGB expansion in the Witch Hazel South. In addition, the Hillsboro urban reserve land north of the city, referred to as Area 8F, provides an opportunity to explore additional residential land opportunities close to jobs in North Hillsboro.

7.2.2. Climate Change

There is an emerging trend for Climate Change to be incorporated into multiple Comprehensive Plan sections to further economic, environmental, and social resiliency. Energy efficiency, renewable energy, and the reduction of non-renewable energy overlap with Urbanization when accommodating projected population and employment growth, the orderly and efficient transition of land from rural to urban use, and the extension of public facilities and services. Pursuing energy efficiency, renewable energy, and the reduction of non-renewable energy when urbanizing new areas and extending public facilities and services can support climate change mitigation and adaptation measures~~anticipate the likely implications of Climate Change~~. For local planning on the edge of the UGB, greenhouse gas emission reduction from cars and light-duty trucks can be achieved through multi-modal connectivity, an active public realm, and an urban built environment where access to daily needs are integrated into neighborhoods.

8. Recommended Plan Updates and Policy Questions to Consider

8.1. Goal/Policy Questions to Consider

- ~~• Should the City create minimum contiguity standards in the annexation process to ensure the orderly expansion of public facilities and services?~~
- ~~• Should the City adopt interim City Comprehensive Plan Land Use designations consistent with County designations for newly annexed urban unincorporated areas without City Comprehensive Plan Land Use designations until the City has completed community-level planning?~~
- ~~• Should the City facilitate the annexation of unincorporated urbanized areas by adopting City Comprehensive Plan land use designations for newly-annexed areas that are most closely comparable to existing County designations until the City has completed community-level planning consistent with intergovernmental agreements?~~
- Should the City ~~anticipate the likely implications of Climate Change by pursuing~~ support climate change mitigation and adaptation measures by pursuing energy efficiency, renewable energy, ~~and~~ the reduction of non-renewable energy, and water resource efficiency when urbanizing new areas and extending public facilities and services?
- Should the City encourage property owners to maintain the present rural use and character of undeveloped or underdeveloped lands within the Hillsboro Planning Area until such land is required and proposed for urban use and the necessary urban services are available?

8.2. Recommended Plan Updates

See the draft Urbanization Goals and Policies for the recommended Comprehensive Plan Update.

Urbanization

Goals and Policies DRAFT – January 15, 2016

Review History

Date	Reviewed By
12.2.15 - 1.5.16	Internal Committee Meetings – <i>Comments Incorporated</i>
1.14.16	Technical Advisory Committee – <i>Comments included as tracked changes</i>

Goal 1 Accommodate long-range population and employment growth within the Hillsboro Planning Area*.

- Policy 1.1 Provide for the orderly and efficient transition of land from rural to urban use.
- Policy 1.2 Designate land uses in a manner that accommodates projected population and employment growth.
- Policy 1.3 Focus higher density, pedestrian oriented, and transit supportive mixed-use development within Regional Centers*, Town Centers*, along select corridors*, and at neighborhood nodes*¹.
- Policy 1.4 Promote higher densities when proposed development is sufficiently designed to mitigate negative potential aesthetic, environmental, and social impacts and demonstrates high levels of compliance with development standards and design guidelines.
- Policy 1.5 Manage employment land to provide a range of lot sizes that accommodate a variety of uses.
- Policy 1.6 Promote investment in and revitalization of areas where private investment patterns are not accomplishing this objective.
- Policy 1.7 Facilitate the infill of vacant or underutilized land consistent with City Comprehensive Plan land use designations.
- Policy 1.8 Request additional lands for urbanization* when the Hillsboro Planning Area will not accommodate the 20-year projected demand for employment or housing.

Goal 2 Ensure consistency of local and regional plans.

- Policy 2.1 ~~Assure~~ Ensure consistency with the Urban Growth Boundary and the Metro Urban Growth Management Functional Plan.

¹ Some of these terms may change slightly to align with design types being identified as part of the Urban Design and Development topic area, to be discussed in February.

- Policy 2.2 Support new development, infill development*, and redevelopment* in a manner that maintains compatibility with surrounding areas and is consistent with adopted zoning, relevant community-level plans, and formal intergovernmental ~~urban service and urban planning~~ agreements.
- Policy 2.3 Establish consistent procedures for community-level planning in new development, infill development, and redevelopment areas.
- Policy 2.4 Ensure that all lands within Hillsboro city limits receive City Comprehensive Plan land use designations.
- Policy 2.5 Facilitate the annexation of unincorporated urbanized areas by adopting City Comprehensive Plan land use designations for newly-annexed areas that are most closely comparable to existing County designations ~~for newly-annexed areas~~ until the City has completed community-level planning, consistent with Urban Planning Area Agreement(s) and/or other intergovernmental agreements.
- Policy 2.6 Require community-level planning and the subsequent adoption of City Comprehensive Plan Land Use designations prior to the annexation of unincorporated, unurbanized areas.

Policy 2.7 Establish and periodically update the Hillsboro Urban Service Area Agreement, Urban Planning Area Agreement, and other formal intergovernmental agreements as needed to support urbanization, annexation, and urban service provision.

Goal 3 Plan, develop, and enhance the urban built environment to meet the needs of community members of all ages, abilities, cultures, and incomes.

- Policy 3.1 ~~Assure~~ Ensure development of land that is consistent and compatible with the community's needs and resources.
- Policy 3.2 Evaluate the economic, environmental, social, and energy consequences of urban growth.
- Policy 3.3 Provide a range of housing choices that meet the needs and preferences of current and future households of all ages, incomes, abilities, and sizes.
- Policy 3.4 ~~Provide~~ Accommodate a range of employment ~~opportunities~~ uses to benefit Hillsboro and the region.
- Policy 3.5 Advance innovative architectural and site designs ~~where that integrate~~ access to daily needs ~~are integrated~~ into neighborhoods and yield an active public realm ~~that~~ enriches the lives and health of the whole community.

Commented [APR1]: Staff is considering changing these characteristics to better encompass all ages, abilities, cultures, and incomes.

Policy 3.6 ~~Address~~ Support climate change mitigation and adaptation measures by including pursuing energy efficiency, renewable energy, ~~and the~~ reduction of non-renewable energy use, and water resource efficiency* when urbanizing new areas and extending public facilities and services.

Commented [APR2]: TAC suggested that we include a policy to address climate change adaptation. Rather than including a separate policy, we feel that one policy may be the best approach in the context of urbanization, with more specific policies also appearing in the Urban Design & Development, Surface Water Management, and Energy & Climate Change topics as relevant.

Goal 4 Provide for the orderly and efficient extension of public facilities and services.

Policy 4.1 Coordinate the extension of public facilities and services and prioritization of capital expenditures with public agencies and special districts responsible for providing facilities and services within Hillsboro city limits, ~~update formal intergovernmental urban service and urban planning agreements on a regular basis, and prioritize capital expenditures.~~

Commented [APR3]: This provision was split into standalone language in Policy 2.7.

Policy 4.2 Collaborate with regional partners on the regulations that address regional environmental and infrastructure impacts, such as transportation, stormwater mitigation, and floodplain development standards.

Policy 4.3 Integrate the type, design, timing, and location of public facilities and services in a manner that accommodates expected population and employment growth while maintaining the City's ability to continue providing existing services citywide.

Policy 4.4 Require the provision of public facilities and services prior to or concurrent with urban development.

Policy 4.5 Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment fund the adequate extension of public facilities and services.

Commented [APR4]: This policy is under additional review to ensure that this is the appropriate language to use to address infrastructure & service finance.

Policy 4.6 Ensure that properties to be annexed can be reasonably served by public facilities and services.

Commented [DR5R4]: Here's a draft additional policy to address when the City may play a role in helping to fund the extension of public facilities and services: "Pursue limited funding of the extension of public facilities and services to benefit the community, where applicable."

Policy 4.7 Maintain equitable and standardized annexation practices.

Goal 5 Enhance compatibility between urban uses and agricultural and forest uses on adjacent land outside the Urban Growth Boundary.

Policy 5.1 Promote compatibility between urban uses and adjacent agricultural or forest practices outside the Urban Growth Boundary.

Policy 5.2 Focus lower-intensity urban development adjacent to rural reserves*, designed to create an effective transition between urban uses and agricultural and forest uses.

Policy 5.3 Design development adjacent to urban reserves* to maintain a cohesive urban environment as these areas develop in the future.

Policy 5.4 Consider the design of public facilities and services to accommodate nearby agricultural and forest uses.

Policy 5.5 Pursue a City greenway system that enhances buffering between urban uses and nearby agricultural and forest uses outside the Urban Growth Boundary.

Define: *Hillsboro Planning Area, Regional Center, Town Center, Corridor, Neighborhood Nodes, Rural Reserve, New Development, Infill Development, Redevelopment, Urbanization, Urban Reserve*

Section 2. Urbanization.

- (I) **Goal.** To provide for the orderly and efficient transition of land from rural to urban use by identifying and establishing areas designed to accommodate the full range of urban uses within the Hillsboro Planning Area. Establishing land use designations in particular areas will be based upon the need to: (Amended by Ord. No. 3433/12-83 and Ord. No. 6109/01-15.)
 - (A) Accommodate long-range population growth within the Hillsboro planning area.
 - (B) Control the economic, environmental and energy consequences of urban growth.
 - (C) Retain agricultural land outside the urban area.
 - (D) Provide for the orderly and efficient extension of public facilities and service.
 - (E) Assure efficient development of land consistent and compatible with the community's needs and resources.
 - (F) Provide decent housing, employment opportunities and an environment with a high degree of livability for the citizens of Hillsboro and surrounding community.
 - (G) Assure consistency with the Regional Urban Growth Boundary. (Added by Ord. No. 3078/1-80.)

- (II) **Definitions.** (Added by Ord. No. 3736/12-87.)
 - (A) **Hillsboro Planning Area** (also referenced in the Comprehensive Plan as the planning area and the urban area). The boundaries of this area are described as follows:
 - (1) those areas within the Regional Urban Growth Boundary located south of U.S. Highway 26 (Sunset Highway), north of State Highway 8 (Tualatin Valley Highway), east of Dairy Creek, and west of NW Cornelius Pass Road, NW 216th Avenue and SW 219th Avenue;
 - (2) those areas within the Regional Urban Growth Boundary located south of State Highway 8 (Tualatin Valley Highway) east of the Tualatin River, and west of SW 209th Avenue; and
 - (3) those areas within the Area of Interest which are annexed to the City of Hillsboro.

- (B) **Area of Interest.** Those areas within the Regional Urban Growth Boundary identified in the 1987 Urban Service Study. The boundaries of this area are described as follows:

From the intersection of NW Shute Road and U.S. Highway 26, east and north along NW Jacobson Road and the BPA powerline easement to West Union Road; east on West Union Road to its intersection with NW 158th Avenue; south on NW 158th to Willow Creek; west along Willow Creek to NW 173rd; south on NW 173rd Avenue and SW 170th to Farmington Road; west on Farmington Road to SW 209th Avenue; north on SW 209th Avenue to the Tualatin Valley Highway; west on the Tualatin Valley Highway to its intersection with SW 219th Avenue; north on SW 219th Avenue, SW 216th Avenue and NW Cornelius Pass Road to U.S. Highway 26; west along U.S. Highway 26 to NW Shute Road

The Area of Interest includes only those properties within the Regional Urban Growth Boundary, and does not include any properties included in or annexed by other cities. Any area included in or annexed to another city is not a part of the Area of Interest. (Amended by Ord. No. 6109/01-15).

(III) Policies. (Renumbered by Ord. No. 3736/12-87).

- (A) Urbanization within the planning area shall be consistent with the goals and policies of this Plan. Development shall occur according to the availability of urban services and within the context of the Urban Planning Area Agreement. The City and other government agencies shall encourage property owners to maintain the present rural use and character of undeveloped or underdeveloped lands within the Hillsboro Planning Area until such land is required and proposed for urban use and the necessary urban services are available. (Amended by Ord. No. 3433/12-83, and Renumbered by Ord. No. 3736/12-87.)
- (B) Land use designations within the Hillsboro Planning Area shall be designed to accommodate projected commercial and industrial growth and population densities through at least the year 2035. (Amended by Ord. Nos. 3081/1-80; 3309/4-82; 3433/12-83 and 6109/01-15).
- (C) Any land use implementation measure adopted by the City or other government agency shall be consistent with and support the need to expand public facilities and services as outlined in this goal, and shall be designed in a manner that accommodates increased public demands for urban services and is responsive to both expected growth in the commercial and industrial sectors and to population growth in the area. (Renumbered by Ord. No. 2970/2-79; and Amended by Ord. Nos. 3433/12-83 and 6109/01-15).
- (D) The City shall adopt and enforce mutually supporting implementation measures necessary to integrate the type, timing and location of public facilities and services in a manner that accommodates both expected growth in the commercial and industrial sectors and the increased population density within the Hillsboro Planning Area. (Renumbered by

Ord. No. 2970/2-79; and Amended by Ord. Nos. 3433/1 2-83 and 6109-01-15).

- (E) The City shall coordinate its planning activities and implementation measures with government agencies in the planning area and determine respective roles and responsibilities necessary to carry out the policies of this goal. An Urban Planning Area Agreement that clearly delineates the respective roles of the City and Washington County within the Hillsboro Planning Area shall be adopted and revised, if appropriate, as a part of the major revision process. (Renumbered by Ord. No. 2970/2-79; and Amended by Ord. Nos. 3433/1 2-83 and 6109/01-15).
 - (F) In the Area of Interest, the City will continue its current annexation policy, under which a property owner interested in annexing to the City is encouraged to contact the City for information and assistance about how to initiate and complete the annexation process. (Added by Ord. No. 3736/12-87 and Amended by Ordinance No. 6109/01-15).
 - (G) Upon annexation within the Area of Interest, the City may initiate amendments to the City Comprehensive Plan Land Use and Transportation Maps for the annexed property. City land use designations and functional street classifications should correspond as closely as possible to the designations and classifications previously adopted by Washington County for the property. In the South Hillsboro Community Plan Area, the City may adopt City land use designations and functional street classifications that are consistent with the South Hillsboro Community Plan as described in Section 31 of the City Comprehensive Plan. (Added by Ord. No. 3736/12-87 and Amended by Ordinance No. 6109/01-15).
 - (H) The City will negotiate with the service district(s) currently providing urban services to property in the Area of Interest and will address service provision issues on an individual basis upon receipt of a petition for annexation. The City will work toward formal long-term service agreements with each affected service district and consider the Area of Interest in all public facility plans. (Added by Ord. No. 3736/12-87 and Amended by Ord. No. 6109/01-15).
- (IV) Implementation Measures.** (Amended by Ord. No. 3433/12-83 and 5891/12-08; and Renumbered by Ord. No. 3736/12-87.)
- (A) Urban development shall occur only where urban services exist or are available. It is the intent of this Plan to encourage development in those areas where such services are currently available or can be readily provided in a logical manner. (Renumbered by Ord. No. 2970/2-79.)
 - (1) Urban services necessary for development include adequate water, sewer, and fire protection. The documentation of the availability of these needed services must be current. (Added by Ord. No. 3433/12-83.)

- (2) Whenever feasible, the installation of sewage trunk lines shall occur prior to the development of the affected urban area. (Added by Ord. No. 3433/12-83.)
 - (3) Public streets, new or existing, that are proposed for access to a particular development site shall be designed, located and constructed in accordance with the transportation element of the Comprehensive Plan. (Added by Ord. No. 3433/12-83 and Amended by Ord. No. 6109/01-15).
 - (4) Other essential services, including school districts, Police or Sheriff's Department, water districts, and transit agency, must be shown to be available to a proposed development within five years of a development approval. (Added by Ord. No. 3433/12-83 and Amended by Ord. No. 6109/01-15).
 - (5) The infill of vacant, bypassed lands, between areas of development, at an urban level, shall be encouraged. Appropriate measures shall be taken to insure that new development in infill areas is compatible with existing developed areas. The City will support a proposed annexation of infill areas and allow subsequent development to occur under the clear and objective standards in its implementing ordinances, including the Zoning and Subdivision ordinances. (Added by Ord. No. 3433/12-83.)
 - (6) Station Community Planning Areas shall be used as a tool to focus higher densities and transit supportive mixed use developments around light rail transit stations and encourage transit, walking and bicycle use. Key components of Station Community Planning Areas include:
 - (a) A pedestrian orientation;
 - (b) Increased intensity of certain land uses;
 - (c) Public amenities, including pedestrian spaces and community facilities;
 - (d) Multi-modal circulation linkages and;
 - (e) Convenient access to light rail stations.(Added by Ord. No. 4456/8-96)
- (B) The City will coordinate with Washington County and affected special districts to develop joint capital improvement programs to provide urban services within the Hillsboro Planning Area. (Added by Ord. No. 2876/1-78, Renumbered by Ord. No. 2970/2-79, Renumbered and Amended by Ord. No. 3433/12-83.)
- (C) Existing floodplain regulations will be reviewed and amended as necessary to assure compatible provisions and prevention of detrimental effects of activities across jurisdictional boundaries. (Added by Ord. No. 2876/1-78, Renumbered by Ord. Nos. 2970/2-79 and 3433/12-83.)

- (D) Any proposed land development within the City of Hillsboro, that meets the definition of “development” as described in Chapter 1 Section 1.02.15 of the *Washington County Clean Water Service’s Design and Construction Standards and Regulations Pertaining to the Sanitary Sewerage and Storm and Surface Water Management Systems, including Regulations for Erosion Control and Protection of Water Quality Sensitive Areas*, shall be reviewed for compliance with, and shall comply with the applicable provisions and procedures of Chapter 3, *Standard Design Requirements for Storm and Surface Water* of the CWS’s Design and Construction Standards and Regulations for Sanitary Sewerage and Storm and Surface Water Management Systems. (Added by Ord. Nos. 4981/12-00 and 6109/01-15).
- (E) A procedure for processing minor Hillsboro Comprehensive Plan Map changes shall be established in the Urban Planning Area Agreement as approved by Hillsboro and Washington County. (Added by Ord. No. 2876/1-78, Renumbered by Ord. No. 2970/2-79, Amended by Ord. No. 3414/7-83 and Renumbered and Amended by Ord. No. 3433/12-83.)
- (F) If a property owner disagrees with the City planning staff whether a change is major or minor, the owner may request review of the determination by the Planning Commission. (Added by Ord. No. 2876/1-78 and Renumbered by Ord. Nos. 2970/2-79, 3433/12-83 and 6109/01-15).
- (G) All land in the Hillsboro Planning Area is expected to be annexed and made available for urban development consistent with the Comprehensive Plan, applicable community plans, City zoning and subdivision regulations, and the Urban Planning Area Agreement. (Added by Ord. No. 2876/1-78 and Renumbered by Ord. No. 2970/2-79, and Renumbered and Amended by Ord. Nos. 3433/12-83 and 6109/01-15).
- (H) The City and County, through joint capital improvements programming and cooperation with special districts, will place a higher priority on capital expenditures which would assure the provision of full urban services in the Hillsboro Planning Area. (Added by Ord. No. 2876/1-78 and Renumbered by Ord. No. 2970/2-79, and Renumbered and Amended by Ord. No. 3433/12-83.)
- (I) Maximum use of urban services available in the Hillsboro Planning Area will be achieved by encouraging new development at the maximum densities prescribed by the applicable Comprehensive Plan/land use ordinance, and through infill of partial developed areas. The potential for poorly designed development to have a negative impact on social and aesthetic values increases with density. Consequently, development proposals above the minimum prescribed density of the applicable zone must demonstrate outstanding compliance with any applicable objective development standards and design guidelines adopted by the City Council or the Planning Commission. (Added by Ord. No. 2876/1-78 and

Renumbered by Ord. No. 2970/2-79, Amended by Ord. Nos. 3433/12-83, 5777/8-07, 5891/12-08 and 6109/01-15).

- (J) Land uses identified by the Comprehensive Plan Land Use Map have been determined to be the most suitable for the City. To meet the burden of proof for a proposed zone change, it is both necessary and sufficient to show that the proposed zone is consistent with and represents the highest use allowed by the Comprehensive Plan Land Use Map. In the case of a zone change in a residential area, the proposed zone shall allow development of housing at a density within the range designated by the Land Use Map. In addition, the City may attach clear and objective conditions to the zone change provided such conditions are consistent with the Comprehensive Plan, the Community Development Plan and other rules and policies regulating development in the City (Amended by Ord. Nos. 6096/9-14 and 6109/01-15).

In developed areas where existing uses and zoning are not consistent with the highest use under the Comprehensive Plan Land Use Map, an "incremental" zone change, which would allow development opportunity at the highest Plan use, shall be required prior to further redevelopment.

In undeveloped or newly annexed areas, if services are found to be inadequate to support the highest Plan use, the City may approve a zone change to a zone that does not allow the opportunity for development at the highest Plan use for that area. Such an "interim" zone shall be conditioned to prohibit development until: (Amended by Ord. No. 6109/01-15).

- (1) adequate urban services are provided to the site; and (Amended by Ord. No. 6109/01-15).
- (2) a subsequent "incremental" zone change has been approved which would allow the opportunity for development at the highest Plan use (Amended by Ord. No. 6109/01-15).

An Incremental zone change is allowed outright if it conforms to the Plan and standards of the Community Development Code (Amended by Ord. Nos. 6096/9-14 and 6109/01-15).

In areas designated C Commercial, a request for a zone change to the MU-C Mixed-Use Commercial zone may be approved without approval of a minor Comprehensive Plan Land Use Map change to MU Mixed-Use. Such a zone change to the MU-C zone (outside the MU Plan designation) shall be conditioned to require that future development be limited to vertical mixed use buildings. For purposes of this section, a "vertical mixed use building" is defined as a building that is at least two stories in height and constructed for a combination of commercial and residential occupancies within the building. (Added by Ord. No. 3076/1-80, Renumbered by Ord.

No. 3433/12-83, Amended by Ord. Nos. 3450/3-84, Ord. No. 5464/12-04 and 6109/01-15).

- (K) In order to protect development opportunities for large lot industrial uses until such time as there is no demonstrated demand or need for such large lots; and to provide opportunity for location of compatible small and medium size industrial uses near such large lot industrial uses; the City may place a Special Industrial District (SID) overlay zone on specific areas designated industrial on the Comprehensive Plan Land Use Map. The Special Industrial District shall limit development in any areas so zoned to primarily larger lot industrial projects. (Added by Ord. No. 3414/7-83, Renumbered by Ord. No. 3433/12-83, and Amended by Ord. Nos. 3450/3-84, 3680-2-87, and 4547.)
- (L) Any major retail use (a retail land use or retail business activity occupying a building of 60,000 square feet or more of gross leasable area per building or business) is allowed within the City as permitted by the comprehensive plan and implementing the Community Development Plan, except in areas in which such a use is restricted as shown on the Title 4 Major Retail Use Restriction Overlay Map contained within the Community Development Code. (Added by Ord. No. 4901/5-00 and Amended by Ord. No. 6096/9-14).
- (M) The land use map shall designate property in the Hillsboro Planning Area as Low, Medium, High, or Mid-Rise Residential, Mixed-Use, Mixed-Use Urban Residential, Mixed-Use Urban Commercial, Mixed-Use Urban Employment, Mixed-Use Institutional, Commercial, Industrial, Open Space, Floodplain, Public Facility or Station Community Planning Area. The land use map may also designate the boundaries of Hillsboro “community plan” areas.

As used in this subsection, “Mixed-Use” means a mix of residential and commercial uses either vertically or horizontally. Appropriate Mixed Use zoning districts shall be applied to implement the Mixed-Use (MU) Plan designation on all properties designated Mixed-Use on the Comprehensive Plan Land Use Map, or on any properties identified for Mixed-Use on a Community Plan Area Map.

In addition to the criteria listed in Section 1.IV. B, applications for Minor Comprehensive Plan Land Use Map changes to the Mixed-Use MU Plan designation shall conform to the following criteria: 1) the overall area of the site proposed for the MU designation must equal five or more acres; and 2) the site proposed for the MU designation must be located adjacent to the intersection of two arterial streets, two collector streets, or an arterial street and a collector street.

Residential land outside Station Community Planning Areas shall be designated Low, Medium, or High density, or Mid-Rise Residential, so as to provide the opportunity for an overall density of 10 units per net acre,

and a 50% detached single family / 50% attached single family or multi-family split on new construction.

Station Community Planning Areas shall be designated to promote medium to high density transit-oriented and pedestrian-sensitive mixed use developments in areas within reasonably close proximity of light rail transit stations. Station Community Planning Areas shall be identified with a designation of "SCPA" on the land use map. Boundaries for Station Community Planning Areas shall generally extend a half-mile radius around light rail transit stations, but may extend farther to include 1) contiguous land under common ownership at the time of adoption of the Station Community Planning Area boundary; 2) land owned by individual(s) who participated in the Station Community Planning process and consented to be included within a Station Community Planning Area; or 3) property justified for inclusion in a Station Community Planning Area based on location factors such as proximity to a transit trunk line, major pedestrian route or feeder bus route, or because of natural or manmade boundaries. Mixed use developments, a broader range of housing types, and more intense residential and non-residential developments shall be permitted within Station Community Planning Areas. Overall residential density targets and overall employment intensity targets shall be established for Station Community Planning Areas and implemented with minimum residential densities and minimum floor area ratios through the adoption of Station Community Planning Area zoning districts. (Added by Ord. No. 2970/2-79, Amended by Ord. Nos. 3075/1-80 and 3309/4-82, and Renumbered and Amended by Ord. Nos. 3433/12-83, 4454/6-96, 4848/12-99, 5464/12-04 and 5933/1-10).

- (N) The City shall work with Washington County during the County's scheduled process to amend the Urban Planning Area Agreement to reflect the definitions and policies regarding the City's Area of Interest. (Added by Ord. No. 3736/12-87).

Noise Management

Background Report (DRAFT)

Date	Reviewed By
12/15/2015	Internal Committee — <i>Comments Incorporated</i>
1/14/2016	Technical Advisory Committee — <i>comments incorporated; additional comments from Port of Portland to be incorporated following the Citizen Advisory Committee meeting</i>

1. Introduction

As part of the City of Hillsboro’s effort to update its Comprehensive Plan, the Planning Department is evaluating the effectiveness of existing Comprehensive Plan goals, policies, and implementation measures through a series of background reports related to each of the applicable Statewide Planning Goals.

This Noise Management background report is one of a series of papers identifying recommended policy questions and updates to the Hillsboro Comprehensive Plan. The intent of this report is to examine the City’s noise management efforts as they relate to land use and transportation planning, and to evaluate these efforts against relevant policies, goals, and regulations, as well as emerging issues and trends. The outcome of this report is a series of policy questions and recommendations to inform the update of the Enhancing Livability and Recreation section of the City’s new Comprehensive Plan. This background report was prepared by City of Hillsboro Planning staff, and will be refined and reviewed through a process including guidance from a Technical Advisory Committee, Citizen Advisory Committee, the Planning Commission, and City Council.

2. Background

Noise is a natural outcome of the vitality that makes Hillsboro a great place to live, work, and play. However, noise pollution, which the U.S. Environmental Protection Agency defines as “unwanted or disturbing sound,” can negatively impact quality of life and contribute to a number of health issues. While noise is unavoidable, the City of Hillsboro can play an important role in limiting excessive and potentially harmful noise through policy, land use planning, and design.

2.1. Noise Sources

A range of activities contribute to noise pollution in an urban setting. Noise pollution in Hillsboro may include the following noise sources:

- **transportation noise** such as the noise from vehicles travelling along roadways, the engines and brakes of semitrucks and buses, trains and their horns, and the takeoff, overflight, and landing of aircraft
- **industrial noise** such as the operation of heavy machinery, air-moving equipment, and mechanical impacts
- **construction noise** such as excavation work, sawing, hammering, drilling, and welding
- **domestic noise** such as air conditioners, lawn mowers and other landscaping equipment, waste disposal, power tools, barking dogs, car alarms, loud voices, and audio equipment
- **recreational noise** such as concerts, festivals, sporting events, fireworks, and airshows

2.2. Noise Disturbance

Noise can become a disturbance based on its intensity, frequency, duration, or time of day.

2.2.1. Noise Intensity

The severity of noise disturbance depends, in part, on sound intensity, which is measured in decibels (dB). Sounds range from 0 dB, the faintest sound perceptible by the human ear, to over 180 dB, which is equivalent to the noise at a rocket pad during launch. Continual exposure to sounds louder than 85 dB will cause gradual hearing loss in a significant number of individuals, with louder sounds accelerating the damage.¹

In addition to the amount of sound emitted by the source, noise intensity depends on the distance and the amount of mass between the noise source and the noise receptor. Because distance and mass are key variables in the noise intensity equation, land use planning and design can be useful tools in noise pollution management efforts.

For reference, Table 2.3 from the American Hearing Research Foundation lists common sounds, their intensity, and maximum safe exposure limits without hearing protection.

¹ *Noise Induced Hearing Loss*, American Hearing Research Foundation, 2012

Table 2.3 — Noise Levels

Approximate Decibel Level	Example	Safe Exposure Limit
0 dB	the quietest audible sound	—
30 dB	whisper, quiet library	—
60 dB	normal conversation, sewing machine, typewriter	—
90 dB	lawnmower, shop tools, truck traffic	8 hours per day (protects 90% of people)
100 dB	chainsaw, pneumatic drill, snowmobile	2 hours per day
115 dB	sandblasting, loud concert, auto horn	15 minutes per day
140 dB	gun muzzle blast, jet engine	maximum allowed noise with hearing protection

2.3. Quality of Life and Health Impacts of Noise Pollution

The disturbances that arise from noise pollution range from minor annoyances to significant health concerns. Excessive noise diminishes quality of life when it interferes with day-to-day activities, inhibits tranquility, interrupts communication, or impedes productivity. In addition to reducing livability, noise can cause or contribute to a wide range of adverse physical and mental health effects.

The list of health issues linked to noise includes stress, headaches, irritability, sleep loss, cognitive impairment, anxiety, hypertension, neurosis, diabetes, tinnitus (ringing or buzzing in the ears), hearing loss, and heart disease.^{2,3}

3. Regulatory Context

The United States Supreme Court has ruled that “government has a substantial interest in protecting its citizens from unwelcome noise.”⁴ Given this imperative and its ubiquitous nature, noise is regulated at the federal, state, county, and local levels. Understanding the regulatory context surrounding noise is

² *Community Noise*, Birgitta Berglund and Thomas Lindvall, Center for Sensory Research, 1995

³ *Noise Exposure and Public Health*, Willy Passchier-Vermeer and Wim F. Passchier, Universiteit Maastricht, 2000

⁴ *Ward v. Rock Against Racism*, 491 U.S. 781 (1989)

critical to understanding Hillsboro’s role in noise management and assessing the effectiveness of its current policies.

3.1. Federal Noise Regulation

Several laws require federal agencies to establish and enforce noise control standards that limit public exposure to potentially harmful noise levels. Responsibility for setting those standards is divided among multiple federal agencies based on the noise source. The noise sources within the purview of federal agencies include aircraft, airports, medium- and heavy-duty trucks, interstate motor carriers, mopeds and motorcycles, railroads, and portable air compressors, among others.⁵

The Noise Control Act of 1972 established a national policy to promote a healthy, noise-free environment for all Americans, required the federal government to establish and enforce noise control standards, and granted the United States Environmental Protection Agency (EPA) authority to coordinate federal noise control research and activities through the Office of Noise Abatement and Control (ONAC).⁶ Five years after the passing of the Noise Control Act, the United States General Accounting Office (GAO) issued a report stating that implementation of the Act’s provisions had been “slow and ineffective.”⁷ In response to the GAO’s report, Congress passed the Quiet Communities Act of 1978, which amended the Noise Control Act and authorized ONAC to issue grants and to offer technical assistance to support state and local government noise management initiatives. Congress discontinued funding for the Office of Noise Abatement and Control in 1981. This decision did not, however, rescind the Noise Control Act or the Quiet Communities Act, both of which remain in effect today.

Though existing federal noise standards remain in place, they may actually present a barrier to further noise control efforts. Existing federal noise standards preempt state and local governments hoping to adopt noise limits that are stricter or more closely tailored to local circumstances than those set by the EPA.⁸ Furthermore, there is no process by which existing federal standards are reviewed and evaluated, and enforcement of existing standards from the federal level is extremely limited. When taken in combination, these factors leave the primary responsibility for noise control with state and local governments.

3.2. Oregon Noise Regulation

3.2.1. Oregon Noise Control Act

At the state level, noise is regulated through the Oregon Noise Control Act (Oregon Revised Statutes 467), which authorized the Department of Environmental Quality (DEQ) to establish and enforce noise standards. The standards adopted within DEQ’s administrative rules (Oregon Administrative Rules 340

⁵ *Noise Abatement and Control: An Overview of Federal Standards and Regulations*, David M. Bearden, Congressional Research Service, 2000

⁶ *Noise Control Act of 1972*, 42 U.S. Code § 4901

⁷ *Noise Pollution—Federal Program to Control It Has Been Slow and Ineffective*, United States General Accounting Office, CED-77-42 (Mar. 1977)

⁸ *Lessons from a Public Policy Failure: EPA and Noise Abatement*, Sidney A. Shapiro, *Ecology Law Quarterly*, Volume 19, Issue 1 (Jan. 1992)

Division 35) limit noise from specific sources, including new and used motor vehicles, industry and commerce, motor sports vehicles and facilities, and airports. While the Noise Control Act and accompanying noise limits remain in force today, funding for DEQ’s noise control program was cut by the state legislature in 1991. Consequently, the state no longer provides oversight or technical assistance in the area of noise, and responsibility for noise monitoring and management rests with local government.

3.2.2. Statewide Planning Goal 6: Air, Water, and Land Resources Quality

From a land use planning standpoint, Oregon law requires all cities and counties to adopt a comprehensive plan that is consistent with Oregon’s Statewide Planning Goals. In particular, Goal 6: Air, Water, and Land Resource Quality requires all cities and counties to consider how the “waste and process discharges”—including noise—of future development will impact the quality of air, water, and land resources. Goal 6 states that these waste and process discharges “shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.”

3.3. *Washington County Noise Regulation*

Washington County has its own noise regulations and standards for unincorporated areas, but these do not apply to land within Hillsboro’s city limits.

3.4. *Hillsboro Noise Regulation*

3.4.1. Hillsboro Municipal Code

The Oregon Noise Control Act authorizes cities and counties to adopt and enforce noise ordinances and standards of their own. Hillsboro regulates noise through the Hillsboro Municipal Code (HMC) Subchapter 6.24, which provides noise limits based on time of day and location. For all noise sources other than those for which exceptions exist (see HMC 6.24.050), the HMC limits noise to 60 dB between 6 a.m. and 9 p.m. and 50 dB between 9 p.m. and 6 a.m. the following day. Noise is also considered unlawful when it is “plainly audible at any time between 9 p.m. and 6 a.m. the following day within a noise-sensitive building which is not the source of sound, or on a public right-of-way from a distance of at least 100 feet from the source of the sound.”⁹

3.4.2. Community Development Code

Hillsboro’s Community Development Code (CDC) includes a number of scattered references to noise and noise management. The CDC includes noise-related provisions for commercial zones (12.23.250), mixed-use and urban center zones (12.24.150,250), industrial zones (12.25.180,280,380,680,780,880), animal service facilities (12.40.110), bed and breakfast inns (12.40.130), home occupations (12.40.170), utility facilities (12.40.260), and sustainable development practices (12.50.930). Of these sections, however, only one (12.40.110 Animal Service Facilities) includes specific noise level standards, which presents a challenge on the enforcement side of Hillsboro’s noise management efforts.

⁹ *Hillsboro Municipal Code 6.24.030*

3.4.3. Code Enforcement

At present, the City’s noise regulations are enforced by the Hillsboro Police Department (HPD) on an individual, complaint-driven basis. In 2013 and 2014, HPD received a total of 2,142 noise complaints, or an average of 2.9 per day. Of these complaints, 694 (32.4 percent) were categorized as “unfounded,” generally meaning that the noise disturbance had stopped by the time an officer arrived at the location of the complaint. Noise-related citations were issued in 7 (0.3 percent) instances, with an additional 516 (24.1 percent) warnings given during the two-year time period. The number of complaints received by the Hillsboro Police Department suggests that noise pollution may be an issue that impacts quality of life in Hillsboro.

4. Hillsboro 2020 and Hillsboro 2035

As part of Hillsboro’s ongoing community visioning efforts, the public has provided input on the issues and opportunities that are important to those who live, work, and play in Hillsboro. In 2000, the Hillsboro 2020 Vision and Action Plan Implementation Committee distilled more than 1,500 comments from community members into a shared community vision—known as Hillsboro 2020—and accompanying implementation measures. Building upon the success of Hillsboro 2020, the City began developing the next iteration of the community’s vision, Hillsboro 2035, in 2013.

4.1. Hillsboro 2020

The Hillsboro 2020 Vision and Action Plan is organized into focus areas, strategies, and actions. The following table lists the Hillsboro 2020 strategy relating to noise control as well as the status of the associated action.

Table 4.1 — Noise-Related Hillsboro 2020 Strategy

Strategy and Action	Action Status
<p><i>STRATEGY 25: Maintain clean air and water resources, and control light, noise, and visual pollution.</i></p> <p><i>ACTION 25.1: Pollution Codes Review — Review and establish appropriate codes treating aesthetic, sign, and noise related pollution issues.</i></p>	<p>To be implemented.</p>

Since this action has not yet been implemented this should be considered for inclusion in the implementation work that will follow the development of goals and policies.

4.2. Hillsboro 2035

The Hillsboro 2035 community visioning effort received thousands of comments on the future of Hillsboro. While the final Hillsboro 2035 Community Plan does not contain any initiatives or actions related to noise, the comments that mentioned noise expressed concerns regarding airport noise and incompatible use noise.

5. Existing Comprehensive Plan Goals and Policies

5.1. Goals and Policies

At present, the following Comprehensive Plan goals and policies address noise:

- **Section 5: Forest Land (which will not exist in the updated plan because the City technically has no more forest land), Goal 1**—“To conserve forested lands and significant trees in the planning area and to provide open space, buffers from noise, separation of conflicting uses, watershed protection, maintenance of clean air and water and outdoor recreation activities.”
 - **Policy B**—“The City shall encourage and promote the planting of trees throughout the urban area and especially on lands proposed for development and redevelopment to provide windbreaks and urban buffers, to decrease noise and separate conflicting uses, to improve air and water quality and to make for a more pleasing urban environment.”

- **Section 7: Air, Water and Land Resource Quality, Goal 1**—“To maintain and improve the quality of the air, water and land resources, the total waste and process discharges [including noise] from all developments and activities in the planning area shall not degrade resources or threaten resource availability.”
 - **Policy K**—“To reduce potential impacts of airport operations on surrounding properties, the City shall limit noise sensitive and public assembly and uses in proximity with the Hillsboro airport, consistent with the current Airport Master Plan and Compatibility Study.”

- **Section 13: Transportation**
 - **Goal A Safety, Policy 6**—“Do not permit land uses within airport noise corridors that are not noise compatible and avoid the establishment of uses that are physical hazards to air traffic at the Hillsboro Airport.”
 - **Goal H Airport, Policy B**—“Adequate open space and tree planting shall be provided around the airport where necessary to reduce the noise impact of airport operations on surrounding residential areas. Airport open space shall be included in the City’s greenway system.”

6. Other Plans, Programs, and Reports

6.1. Hillsboro Airport Master Plan and Compatibility Study

Since airports are prominent noise sources and since the Hillsboro Airport is owned and operated by the Port of Portland, the City of Hillsboro has worked closely with the Port of Portland to balance the economic benefits of the Hillsboro Airport with its impacts on the local community. This decades-long partnership is reflected in the existing Comprehensive Plan Goals and Policies that mention the Airport Master Plan and Compatibility Study.

The Airport Master Plan and Compatibility Study, which were adopted by the Port in 2005, outline future development at the airport and identify noise management and land use policies intended to improve compatibility between airport activity and the surrounding community.

6.2. Guidelines for Community Noise

As the City of Hillsboro examines its efforts to manage noise pollution, reviewing the World Health Organization's 1999 report entitled *Guidelines for Community Noise* may prove useful. This report takes a comprehensive look at the issue of noise pollution and provides guideline values for noise in a variety of specific environments.¹⁰

7. Issues, Challenges, Trends, and Opportunities

7.1. Issues and Challenges

7.1.1. Lack of Data

Data is fundamental to meaningful planning efforts. At present, Hillsboro does not measure, map, or monitor noise levels, and the only source (albeit limited) of noise-related data is the number of noise complaints received by the Hillsboro Police Department. In the absence of an inventory of existing noise conditions, it is difficult to know whether noise pollution is a significant issue in Hillsboro, let alone where the City should focus its noise-mitigation efforts, what policies and measures it should pursue, and how noise levels may change over time.

7.1.2. Growth

Growth leads to an increase in activity and therefore increases noise pollution. Hillsboro is growing at a faster rate than any other city in Washington County—which is the fastest growing county in the Metro region¹¹—and is likely to experience increased noise in the form of additional traffic, new construction, further industrial activity, and so on. Consequently, Hillsboro should proactively evaluate the

¹⁰ *Guidelines for Community Noise*, World Health Organization, 1999

¹¹ *2013 & 2014 Certified Population Estimates*, Portland State University

effectiveness of existing noise limits and consider measures that will prevent or address noise before it becomes an intractable issue and negatively impacts the City’s livability.

7.1.3. Subjectivity

Another challenge with implementing noise-reducing measures is the subjective nature of determining what levels and types of sound are considered “unwanted or disturbing.” Individuals have different levels sensitivity to noise and its intensity, frequency, duration, and time of day. For example, one individual may consider the frequency with which a neighbor’s dog barks extremely bothersome, while another neighbor may consider the sound completely tolerable. This subjectivity presents a challenge when writing policy intended to limit noise disturbances in Hillsboro as a whole.

7.2. Trends and Opportunities

7.2.1. Noise Mapping

Noise mapping allows communities to identify areas where noise pollution is a problem, pinpoint primary noise producers, and plan future development with an awareness of potential noise conflicts.

The uniform approach the European Union (EU) has taken to assess and manage noise is founded upon the practice of noise mapping. Through the Environmental Noise Directive, EU member states are required to prepare and publish noise maps and accompanying noise management action plans every five years. Noise maps—required for all cities with 100,000 or more residents as well as for all major roads, railways, and airports—are developed using a common noise assessment methodology,¹² specific metrics defined by the European Commission, and a variety of third-party noise modelling software packages. The noise maps produced during this process inform broader noise management action plans, which include a considerable public input component and establish implementation measures intended to reduce public exposure to noise pollution.

While the practice of noise mapping is not yet prevalent in the United States, the tools developed in response to the EU’s Environmental Noise Directive can be used by local and regional governments in the U.S., as was the case in Chittenden County, Vermont.¹³ Noise mapping may represent an opportunity for Hillsboro to overcome its lack of quality noise data.

7.2.2. Physical Noise Reduction Techniques

The Federal Highway Administration’s *The Audible Landscape: A Manual for Highway Noise and Land Use* describes four physical techniques that can be used to “improve noise compatibility for any type of land use or activity.”¹⁴

The four noise reduction methods described in Chapter 4 of *The Audible Landscape* are:

¹² *Common Noise Assessment Methods in Europe (CNOSSOS-EU)*, European Commission

¹³ *Community and Regional Noise Mapping in the United States*, Kaliski, K., E. Duncan, and J. Cowan. Sound & Vibration Magazine, Vol. 41 No. 9, September 2007.

¹⁴ *The Audible Landscape: A Manual for Highway Noise and Land Use (Chapter 4)*, Federal Highway Administration, 1972

- **acoustical site planning** — arranging, orienting, and buffering buildings in such a way that minimizes noise impacts
- **acoustical architectural design** — designing buildings with a special emphasis on acoustical considerations, which include room arrangement, window placement, building height, and the use of balconies and courtyards
- **acoustical construction** — using noise-reducing construction materials and techniques
- **barriers** — placing noise-reducing obstacles between a noise source and the noise receiver

The following table describes the effectiveness, best use, cost, and relevant administrative techniques of these methods.

Table 7.2 — Physical Noise Reduction Techniques

Physical Technique	Potential Effectiveness	Situations Where Most Effective	Cost	Relevant Administrative Technique	Comments
Acoustical Site Planning	Good to excellent; depends on size of lot and natural terrain	Before building construction; before subdivision development	Low; only costs are fees of acoustical consultant and site planner	Building code; health code	Fairly inexpensive but requires space, which may be unavailable; has limited sound reduction; positive aesthetic impacts
Acoustical Architectural Design	Fair	Before building construction	Low; only cost is that of acoustical consultant	Building code; health code	Low cost but limited effectiveness
Acoustical Construction	Excellent for interior; poor for exterior	During building construction	Varies with amount of noise reduction desired but generally high, especially after construction	Building code; health code	Most effective noise reduction technique for interiors
Barriers	Fair to excellent, depends on height and mass	Varies with type of barrier	Moderate to high; varies with the type of barrier		High noise reduction and potentially low cost; achieves exterior noise reduction; can have adverse aesthetic impacts

7.2.3. Railroad Quiet Zones

While the sounding of train horns is an effective safety precaution that prevents accidents at grade crossings, the noise from train horns reduces the quality of life of residents living in neighborhoods near railroads. In Hillsboro, more than 7,500 housing units are located within a half mile of the railroad. The noise from train horns—approximately 110 dB at 100 feet and 77 dB at 2,640 feet (a half mile)—can cause considerable disturbances, especially when trains run between the hours of 10 p.m. and 6 a.m., as is the case along the Tualatin Valley Highway railroad corridor.

Rules issued in 2005 by the Federal Railroad Administration (FRA) established a process whereby public agencies can create Quiet Zones in which train horns are not routinely sounded as trains approach grade crossings.¹⁵ The FRA requires jurisdictions applying for Quiet Zones to mitigate the increased risk caused by the absence of train horns through supplementary safety measures such as lights, gates, and signs.

To establish a Quiet Zone, Hillsboro would need to identify the grade crossings to be included in the Quiet Zone, coordinate with all affected jurisdictions, meet a variety of criteria for both public and private grade crossings, and complete other steps outlined in the FRA's *How to Create a Quiet Zone* guide document.¹⁶

8. Recommended Plan Updates and Policy Questions to Consider

The prevalence of noise complaints (an average of 1,274 complaints each year since 2010) suggests that noise is impacting Hillsboro's livability and that additional consideration should be given to the topic of noise pollution. Given the growing body of research detailing the negative health impacts of noise, further efforts to understand and limit environmental noise could improve the quality of life of those who live, work, and play in Hillsboro.

The City's lack of noise-related data presents a barrier to addressing noise in Hillsboro. Consequently, the key policy issue to consider at this time is whether the City should develop an inventory of existing noise levels and conditions. The results of such an effort may provide justification for a more in-depth discussion of the other two policy questions listed below.

- **Should the City measure, map, and monitor noise levels?**

Noise measurement and mapping would help determine the extent to which noise pollution impacts Hillsboro. These processes would allow the City to identify areas where it should focus its noise-mitigation efforts, determine policies and measures it should pursue, and plan future development with an awareness of potential noise conflicts. Following an initial measurement and mapping effort, periodic monitoring would allow the City to track changes in noise levels over time, evaluate the effectiveness of implemented actions, and identify emerging issues.

¹⁵ [Final Train Horn Rule](#), Federal Railroad Administration, 2005

¹⁶ [How to Create a Quiet Zone](#), Federal Railroad Administration, 2012

- **Should the City incorporate physical noise reduction techniques?**

Incorporating physical noise reduction techniques could improve livability in areas disturbed by noise pollution. The City may consider requiring some form or some combination of acoustical site planning, acoustical architectural design, acoustical construction, and barriers, especially for new developments in areas where noise exposure is high.

- **Should the City pursue the establishment of quiet zones at rail grade crossings adjacent to residential uses?**

With over 7,500 housing units located within a half mile of Hillsboro's rail lines, establishing Quiet Zones could significantly reduce exposure to disruptive noise, especially between the hours of 10 p.m. and 6 a.m., for roughly one-fifth of the City's households.

Noise Management

Goals and Policies (DRAFT)

Review History

Date	Reviewed By
12/15/2015	Internal committee — <i>comments incorporated</i>
1/14/2016	Technical Advisory Committee — <i>comments incorporated</i>

GOAL 1 Limit excessive and harmful noise to protect public health, wellness, and safety.

- POLICY 1.1 Ensure the availability and quality of noise source data through regular noise measurement, mapping, and monitoring to support noise mitigation efforts.
- POLICY 1.2 Ensure compatibility between land uses by separating and buffering noise-producing* and noise-sensitive* land uses through land use designation and site design.
- POLICY 1.3 Minimize the exposure of noise-sensitive land uses to noise through noise-reducing design and construction methods.
- POLICY 1.4 Allow flexibility in siting and lot size standards for noise mitigation purposes.
- POLICY 1.5 Ensure consistency between noise mitigation standards found in the Comprehensive Plan, Hillsboro Municipal Code, and Community Development Code, as well as alignment with standards found in other plans, such as the Hillsboro Airport Master Plan and Compatibility Study and the Transportation System Plan.
- POLICY 1.6 Pursue the establishment of a train horn quiet zone in Hillsboro.

Definitions: noise-producing land use, noise-sensitive land use

Noise Management

Additional comments from Port of Portland to be incorporated following the Citizen Advisory Committee meeting.

1. Aviation Noise Regulation

“There is a lot of discussion about federal and state statues regarding noise management in the background report, but very little information about federal law as it relates to aviation noise. In 1990, Congress passed the Airport Noise and Capacity Act (ANCA) that established the federal standards on aviation noise.”

2. Railroad Quiet Zones

“For 7.2.3 on page 14 (Railroad Quiet Zones), it seems like the City needs to refine their analysis. Since trains typically only sound their horns at at-grade rail/road crossings, staff should identify the number of crossings and then estimate the number of residential uses and other sensitive sites (retirement homes, schools, etc.) impacted. The staff report seems to imply that impacted housing units include everyone along the rail line, not just the rail crossings. The City should carefully examine land uses surrounding each crossing to determine their project prioritization.”

3. Noise Mapping

“Under section 8 the question is asked ‘Should the City measure, map and monitor noise levels?’ This would be a good place to specifically mention coordination and collaboration with the Port’s Noise Office relative to HIO/Aircraft noise.”

Access to Locally-Grown Food

Goals and Policies DRAFT – December 23, 2015

Review History

Date	Reviewed By
Nov. 2015	Internal Review with Parks staff– <i>Comments Incorporated</i>
12.10.2015	Technical Advisory Committee – <i>Comments included as tracked changes</i>
12.10.2015	Citizen Advisory Committee – <i>Comments included as tracked changes</i>

Commented [WU1]: TAC: Title should be modified to clarify that this section is about food grown nearby as opposed to locally-owned restaurants or food production which may not involve locally-grown food.

Goal 1 Improve access to ~~healthy,~~ locally-grown food for community members of all ages, abilities, cultures, and incomes.

Commented [WU2]: TAC: Remove “healthy” because it’s too loaded a term.

Policy 1.1 Improve access to locally-grown food for community members of all ages, abilities, cultures, and incomes.

Commented [WU3]: TAC: Additional policy needed about access to locally-grown food for all ages, abilities, culture, and incomes.

Policy 1.12 ~~Coordinate Partner within the City~~ and with other public agencies, the private sector, organizations, property owners, and residents to expand access to local food.

Commented [WU4]: TAC: Also highlight inter-department partnership opportunities.

Policy 1.23 ~~Retain and expand~~ Facilitate the expansion of farmers markets to encourage community building, support local agriculture and foster economic development.

Commented [WU5]: TAC: It’s not the City’s role to retain and expand farmers markets.

Policy 1.34 Ensure that farmers markets and ~~local food~~ other outlets selling locally grown food can be located throughout the city.

Commented [LW6]: CAC clarification.

Policy 1.45 Support the co-location of farmers markets and ~~local food production~~ locally-grown food processing uses with new or existing public facilities, parks, schools, and other community gathering places.

Commented [WU7]: TAC: Avoid term local food production (which may not involve locally-grown food) by replacing with locally-grown food processing.

Policy 1.56 Accommodate itinerant or periodic uses related to locally-grown food ~~production and~~ distribution, such as sites for Community Supported Agriculture pick-up.

Commented [WU8]: TAC: Avoid term local food production (which may not involve locally-grown food) by replacing with locally-grown food.

Policy 1.67 Integrate opportunities for urban agriculture into new development, re-development, and existing residential development, particularly mixed-use and multi-family.

Policy 1.78 Facilitate the interim use of vacant and underutilized public and private parcels throughout the city for community-member initiated and managed urban agriculture, where appropriate.

Policy 1.89 Improve multi-modal transportation options to urban agriculture and marketplaces offering locally-grown food.

Define:

Community Supported Agriculture

~~*Local Food Production*~~

Locally-Grown Food

Multi-Modal Transportation Options

Urban Agriculture

Recreation

Goals and Policies DRAFT – January 12, 2015

Review History

Date	Reviewed By
7.1.2015	Internal Committee – <i>Comments Incorporated</i>
9.15.2015	Internal Committee – <i>Comments Incorporated</i>
10.12.2015	Internal Committee – <i>Comments Incorporated</i>
10.27.2015	Parks and Recreation Commission – <i>Comments Incorporated</i>
12.10.2015	Technical Advisory Committee – <i>Comments Incorporated</i>
12.10.2015	Citizen Advisory Committee – <i>Comments Incorporated</i>
1.12.2016	Parks and Recreation Commission – <i>Comments Incorporated</i>

Goal 1 Plan, develop, and enhance recreation opportunities to meet the needs of community members of all ages, abilities, cultures, and incomes.

- Policy 1.1 Provide a comprehensive network of recreation opportunities that address the needs of diverse communities.
- Policy 1.2 Increase recreation opportunities consistent with the city’s population growth while maintaining a balance between active and passive recreation*.
- Policy 1.3 ~~Strive to disperse~~Disperse the types and sizes of recreation opportunities throughout the city in proportion to the population of the area.
- Policy 1.4 ~~Strive to increase~~Increase indoor recreation facilities and valued community gathering spaces.
- Policy 1.5 ~~Facilitate~~Allow for the interim use of vacant and underutilized ~~public and~~ private parcels throughout the city for community-member-initiated and -managed recreation opportunities, where appropriate.
- Policy 1.6 Promote health, education, and community wellness through expanded recreation opportunities.
- Policy 1.7 Coordinate with School Districts in the acquisition, development, and maintenance of combined park and school sites wherever desired, feasible, and mutually agreeable to both parties.
- Policy 1.8 Partner within the City and with other public agencies, the private sector, organizations, property owners, and residents on recreation planning, development, and maintenance.
- Policy 1.9 Continue to revise and update recreation plans in response to changing conditions and emerging trends to ensure that the needs of a growing community and diverse population are met.

Commented [DR1]: PRC: Remove “strive to” to make policy language stronger.

Commented [DR2]: PRC: Remove “strive to” to make policy language stronger.

Commented [DR3]: PRC: The City will not be facilitating but rather allowing for community member-initiated and -managed recreation opportunities. Using “Allow for” also helps set up revised development code language.

Commented [DR4]: PRC: Remove “public” because of possible public sector exposure to liability issues and long-term maintenance.

Goal 2 Create a citywide network of safe, interconnected recreation opportunities.

- Policy 2.1 Improve on-street active transportation* recreation opportunities and increase connectivity linking the community to other recreation opportunities.
- Policy 2.2 Utilize transit to improve connections to recreation opportunities and fill gaps between them.
- Policy 2.3 Pursue the expansion of greenways*, trails, and waterway recreation through and around the city to serve both as recreation resources and viable transportation alternatives. As new development, redevelopment, or other opportunities occur, pursue the creation of public access easements.
- Policy 2.4 Incorporate public safety and emergency access measures in the planning, design, and management of greenways*, open space, and trails.

Goal 3 Strive for recreation opportunities that preserve and promote ecological health.

- Policy 3.1 Incorporate the preservation and restoration of wetland, riparian, and upland wildlife habitats to safeguard sensitive environmental areas and wildlife corridors when designing and developing recreation opportunities.
- Policy 3.2 Integrate the development, operation, and maintenance of outdoor recreation opportunities to reduce energy, water, and chemical use, and support a wide variety of species.

Goal 4 Optimize funding for land acquisition, recreation development, operations, and maintenance.

~~Policy 4.1 Pursue proportional contributions from new development and redevelopment for the expansion of public recreation opportunities.~~

Policy 4.2.1 Require that recreation opportunities are constructed to current city standards.

~~Policy 4.1.2 Pursue proportional contributions* from new development and redevelopment for the expansion of public recreation opportunities.~~

Policy 4.3 Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately funds the expansion of recreation opportunities.

Policy 4.4 Pursue creative and flexible funding strategies for the operations and maintenance of existing and new recreation resources.

Commented [DR5]: PRC: Move to Policy 4.1 to increase emphasis and clarify that Policy 4.2 must be constructed to current city standards.

Commented [DR6R5]: CAC: Was concerned that “current” city standards meant the standards in place today would be preserved going forward. No suggested edits to this language because updated standards will be current in the future.

Commented [DR7]: PRC: Clarify the responsibilities of new development and redevelopment by defining “proportional contributions”. [Initial comment from CAC was a concern that word “contributions” was too vague and could lead to inferior recreation opportunities.]

Definitions:

- Active Recreation
- Passive Recreation
- Active Transportation
- Greenway
- Proportional Contributions