

November 19, 2009

SUPPLEMENTAL STAFF REPORT

TO: Planning Commission

FROM: Planning Department

RE: Case File No. HCP 4-09 AmberGlen Community Plan

This staff report provides the following for the Planning Commission's consideration at the November 23, 2009 public hearing for the AmberGlen Community Plan:

- Staff Response to Testimony Received
- Recommended Revisions to the Draft AmberGlen Community Plan
- Draft Order and Findings

The Planning Commission conducted a public hearing on November 12, 2009 to receive the staff report and public testimony on the proposed amendments to the Hillsboro Comprehensive Plan. The Planning Commission continued the public hearing to November 23, 2009.

Response to Testimony

Flexibility in Implementing Land Use Concepts

Written testimony received by Principal Financial Group (Principal) dated September 17, 2009 included concerns about impacts on development flexibility and the ability to respond effectively to changing market conditions associated with the adoption of land uses identified at a concept level on Community Plan maps as comprehensive map designations. Issues regarding the legality of adopting a comprehensive plan map designation for open space without an implementing zoning map designation were also raised. These comments were based on an earlier version of the AmberGlen Community Plan Concept Map (Figure B in the Draft Plan document) and were provided prior to distribution of the proposed Comprehensive Plan Map amendments identifying proposed mixed use Comprehensive Plan Map designations for the plan area. (See attached Draft Order and Attachment A.)

Oral testimony on Principal's behalf provided at the November 12, 2009 public hearing confirmed that proposed Comprehensive Plan Map amendments satisfy these concerns at the policy level. Testimony noted the importance of economic vitality, honoring existing investment, and maintaining development flexibility needed to respond to changing market conditions in the adoption of regulatory measures in the next phase of work.

Delay Final Decision for Completion and Agency Review of Transportation Analysis

Written testimony received from the Oregon Department of Transportation (ODOT) dated November 5, 2009 and from Washington County dated November 6, 2009 expressed concern that the AmberGlen Transportation Analysis had not been completed and distributed for review and comment. Both agencies recommended postponing a decision on the AmberGlen Community Plan until information was provided to demonstrate that proposed amendments satisfy state requirements for the Transportation Planning Rule (TPR) and to allow for review and comment.

The Planning Commission continued the public hearing to November 23, 2009 to provide additional time for agency review of the AmberGlen Community Plan Traffic Analysis (Traffic Analysis) provided by David Evans and Associates and presented by staff at the public hearing on November 12, 2009. The completed Traffic Analysis and Summary were distributed electronically (posted to FTP website) the following Monday, November 16 for review. The analysis indicates that TPR requirements can be met to accommodate proposed comprehensive plan amendments to incorporate the AmberGlen Community Plan. Cost estimates for the two intersections requiring mitigation above that required under existing comprehensive plan designations are being developed and appear feasible when compared to revenue generated by Transportation Development Tax collections from future plan area development. Furthermore, these mitigations may become unnecessary pending results of the recommended Interchange Area Management Plan (IAMP). Staff has revised Transportation Actions to require the City to initiate and fund development of an IAMP for adoption by the City and ODOT (Action 20), and to ensure coordination for consistency with the Washington County Transportation Plan and Regional Transportation Plan (Action 21). Staff has been working diligently to facilitate timely agency review. ODOT anticipates that their comments can be provided for the City Council hearing scheduled for December 15, 2009.

Open Space Designation at Bronson Creek

Written and oral testimony from Oregon Health Sciences University (OHSU) identified concerns about open space designations on maps. OHSU requested that the linear “open space” designation on the east side of Bronson Creek, including the Bates Estate, be changed to “Natural Resource Protection Area.” Staff agrees that the maps should be revised to correspond to existing zone designations for natural resource protection and comprehensive plan map “Flood Plain” designations at locations shown on Figure 1-2 Natural Resources. The linear “Parks and Open Space” designation along Bronson Creek has been replaced with “Natural Resource Protection Area/Flood Plain” for the following maps:

Figure B AmberGlen Community Plan Concept Map,
Figure 1-3 AmberGlen Parks and Open Space Concept Map, and
Figure 2-1 AmberGlen Community Plan Land Use Concept Map.

In addition, staff has removed the “Natural Resource Protection Area” designation that had been incorrectly applied to the Bates Estate property on Figure 1-3 AmberGlen Parks and Open Space Concept Map. The revised maps are provided in an Attachment to this report.

Wilkins Road Extension

Written and oral testimony from Oregon Health Sciences University (OHSU) stated opposition to construction of the extension of Wilkins Street in the near term due to the impact on the existing secured buffer around the Primate Center. The Wilkins Street extension is identified in adopted City and County transportation plans and development approvals. OHSU requested that any reference to the Wilkins Street extension be listed as a long-term improvement. They noted that OHSU would welcome any creative solutions such as implementation of transportation demand strategies that would negate the need for extending Wilkins Street at all.

The AmberGlen Community Plan Traffic Analysis and Summary received on November 12, 2009 (Appendix C to the Draft AmberGlen Community Plan) summarizes the evaluation of a scenario without the extension of Wilkins Street due to the expense of the new bridge crossing of Bronson Creek and the uncertainty of future construction in light of the security implications for the Primate Center. Traffic modeling indicated that the extension of Wilkins Street is necessary to preclude exceeding capacity at W Baseline Road and NW 205th Avenue, and the need to construct 7 lanes on NW Walker Road at NW 185th Avenue. The analysis recommended an Interchange Area Management Plan to allow further evaluation of a range of alternative road network scenarios that may rule out the need for the Wilkins extension. The planned Wilkins Street extension is indicated on AmberGlen Community Plan maps by a label over an undifferentiated area that reads “Potential Wilkins Alignment Area”. Staff find this label to be an appropriate reference to a planned connection that may or may not occur in the future pending further study.

Rock Creek Neighborhood Traffic Concerns

Written and oral testimony from residents representing the Rock Creek neighborhood located directly north of the plan area across US Hwy 26 and outside the City Limits expressed concerns regarding traffic impacts resulting from US Hwy 26 overcrossings and interchange projects. The projects were identified in alternative road network scenarios evaluated as part of the AmberGlen Community Plan Traffic Analysis. Friends of Rock Creek also requested that action on the AmberGlen Community Plan be delayed until completion and review of the traffic analysis. The testimony also asserted stakeholder standing for Rock Creek owner/citizens and the Friends of Rock Creek organization with regard to potential impacts to the Rock Creek community generated by AmberGlen planning.

As noted previously, the Planning Commission continued the public hearing to November 23, 2009 to provide additional time for review of the AmberGlen Community Plan Traffic Analysis (Traffic Analysis) provided by David Evans and Associates and presented by staff at the public hearing on November 12, 2009. The Traffic Analysis notes that no intersection within the study area would experience an increase in traffic associated with the proposed AmberGlen comprehensive plan amendments in excess of 8%, and at the US Hwy 26 interchange, total entering volume is projected to increase by approximately 2%. Impacts attributable to adoption of the AmberGlen Community Plan do not require the overcrossing and interchange projects that were the source of concerns expressed by the Rock Creek community.

Notwithstanding this finding, development built out under existing comprehensive plan designations with or without proposed AmberGlen amendments requires further evaluation of various alternative road network scenarios to ensure mobility in the broader study area. The first step for addressing these larger issues raised by the AmberGlen Community Plan Traffic Analysis is to adopt the Community Plan and move quickly to fund and complete Action 20 (IAMP). Following adoption of the IAMP by the City and ODOT in mid-2010, adopt the City's Transportation System Plan (TSP) to include street improvements and access management policies identified in the IAMP. Staff recommends adoption of TSP amendments by late-2010.

The Rock Creek community's concerns and desire to participate as a stakeholder in transportation planning is best served by the recommended Interchange Access Management Plan (IAMP) that would best positioned for funding through adoption of the AmberGlen Community Plan. Staff has proposed new text for transportation Action 20 which states:

Action 20: Initiate and fund development of an Interchange Area Management Plan (IAMP) for the NW 185th Avenue interchange with US Highway 26 for adoption by the City of Hillsboro and the Oregon Department of Transportation (ODOT) to address, among other things, issues outlined in the AmberGlen Traffic Analysis and Summary and to identify improvements to the state and local street network needed to protect interchange and local street network functions based on adopted local land use plans. Ensure a transparent public process as identified by ODOT in the IAMP Guidelines.

Recommended Revisions to the Draft AmberGlen Community Plan

Staff provided a supplemental staff report dated November 12, 2009 requesting revisions to the Draft AmberGlen Community Plan dated November 6, 2009 for editorial consistency and to add an additional Policy:

Policy 4.11 Reference the cultural and natural history of the plan area in design themes and in the naming of streets, districts and landmarks to strengthen a distinct and meaningful sense of place.

Additional revisions to incorporate a condensed summary of the AmberGlen Community Plan Traffic Analysis and Summary received on November 12, 2009 are also recommended. A summary of recommended revisions and portions of the Draft AmberGlen Community Plan reflecting the tracked changes and revised maps are provided in an Attachment.

Draft Order and Findings

The Draft Order for adopting a recommendation for HCP 4-09 AmberGlen Community Plan is provided as an attachment. Attachments to the Draft Order include:

- Exhibit A: Proposed HCP 4-09 Hillsboro Comprehensive Plan Map and Text Amendments
Note: Text amendments reflect revisions recommended in and provided with this staff report.
- Exhibit B: Findings and Conclusion
- Exhibit C: AmberGlen Community Plan (*Final to be provided*)

Respectfully submitted,

CITY OF HILLSBORO PLANNING DEPARTMENT

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Attachments:

- Recommended revisions to the Draft AmberGlen Community Plan dated November 6, 2009
- Draft Order No. 8020 and Exhibits

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