

November 6, 2009

Staff Report

To: Planning Commission

From: Planning Department

RE: HCP 4-09 AmberGlen Community Plan

Introduction and Background

The Planning Commission is scheduled to conduct a public hearing on November 12, 2009 to receive the staff report and public testimony on the proposed amendments to the Hillsboro Comprehensive Plan (HCP). On October 14, 2009, The Planning Commission initiated the amendments described in HCP 4-09 through adoption of Order No. 8016. The proposed amendments are legislative in nature, therefore the 120 day rule does not apply.

OHSU/AmberGlen Concept Plan

The AmberGlen Community Plan (Community Plan) originally named the OHSU/AmberGlen Concept Plan (Concept Plan) was initiated in 2006 to connect the unique attributes of the approximately 600 acre planning area for new high quality urban scale development with the economic vitality of the Tanasbourne Town Center the region's Westside Light rail line and existing and emerging employment centers. The Concept Plan was widely recognized for the bold vision it set forth:

“Create a vibrant regional activity center enlivened with high-quality pedestrian and environmental amenities, taking advantage of the region's light rail system.”

The vision was further framed by seven original guiding principles:

- Urban Green Sustainable;
- Third places;
- Regional Landmark/Identity;
- Big- create catalyst at the outset
- Model Development for city, regional, national visions;
- Market flexibility; and
- Connectivity

The Concept Plan was developed from 2006 through 2007 as a collaborative effort between plan area property owners, Tanasbourne area stakeholders, City, County, Metro and State officials. The Concept Plan outlined implementation tasks for creating a vibrant, intensive mixed-use development close to major employers and retail commercial areas and regional transportation facilities including the

Westside Light Rail and Highway 26. The development was envisioned to feature high-quality pedestrian and open space amenities, serving as a regional landmark and a model of sustainable development. Although the Concept Plan was broadly endorsed by the City Council and Planning Commission in August, 2007 the Community Plan was not adopted.

There were two primary reasons for the Community Plan not being adopted. First, was the unanswered question of whether the proposed urban style development density identified in the Concept Plan could conform to the State's Transportation Planning Rule (OAR 6660-012-0060). Although a general traffic analysis was completed by Kittleson and Associates addressing existing transportation conditions and proposed a list of necessary road projects related to the proposed Concept Plan, the study did not include a specific analysis of how the difference between the existing comprehensive designations and proposed plan would meet the State TPR. Without this analysis the City was unable to initiate an amendment to the Hillsboro Comprehensive Plan and adopt the OHSU/AmberGlen Concept Plan.

Secondly, while the Concept Plan was widely acknowledged as visionary document the Concept Plan area stakeholders felt additional "ground truthing" was necessary to ensure successful implementation and economic viability of the plan. To address the issue of "ground truthing" the plan area property owners formed a stakeholder group and initiated a refined development program to compare the conceptual OHSU/AmberGlen concept plan against a physical plan of the existing property holdings. The product of this effort was a map titled "*Stakeholder Preferred Alternative Draft*" which demonstrated a scenario where existing structures and Concept Plan densities are both retained. However, a significant departure from the Concept Plan was the division of the proposed 30 acre central park into five separate open space features.

Initiation of the AmberGlen Community Plan

On February 17, 2009, the Mayor and City Councilors held an "unprecedented" joint work session inviting the Planning Commission, stakeholders from the AmberGlen plan area, Tanasbourne area, and regional representatives from Metro and TriMet to reinitialize the OHSU/AmberGlen Community Pan. The purpose of the joint work session was to affirm a shared commitment to pursue AmberGlen area development aspirations at a level capable of supporting regional and local public investment, and to provide guidance for bringing the vision established in the 2007 Concept Plan forward to the development of the AmberGlen Community Plan.

Two new principles were added to the original seven guiding principles at the February 17, 2009 joint City Council / Planning Commission / Stakeholders meeting:

- Economic Viability; and,
- Timeliness

The City Council, Planning Commission, AmberGlen and Tanasbourne stakeholders, and regional partners were asked to affirm the following four goals during the work session and the group affirmed agreement on all four goals providing both a foundation and direction for initiation of Community Plan:

1. *Pursue robust placemaking aspirations identified in the 2007 Concept Plan to ensure high thresholds for land use density, intensity and quality capable of supporting regional and local public investment.*

Consensus from the group was that the Community Plan will provide the policy basis for implementing the Concept Plan vision to:

“Create a vibrant regional activity center enlivened with high-quality pedestrian and environmental amenities, taking advantage of the region’s light rail system.”

Guiding principles should continue to emphasize:

“urban sustainability; third places; a regional landmark identity; a big catalyst at the outset; model development at a regional scale; market flexibility, and connectivity.”

Development program refinements and Community Plan goals, policies and actions should provide the development densities and intensities identified in the Concept Plan, and ensure distinctive mixed-use urban development connected by pedestrian-serving streets and trails to public parks and open space, protected natural areas and transit. The Community Plan goals, policies, and actions articulate both the vision and guiding principles through all five chapters.

2. *Pursue designation of the combined Tanasbourne Town Center and AmberGlen plan areas as a Metro 2040 Regional Center.*

The group agreed that the Community Plan goals, policies, and actions should support an effort to pursue designation of the Tanasbourne / AmberGlen area as a 2040 Regional Center. The plan area’s importance to the City and Metro Region as a unique, urban mixed-use center requires mutual commitment to pursue special “place-making” development goals and expectations at a level capable of supporting regional and local public investment. Intensity within the Community Plan area can be supported as long as the area is truly distinguished by its unique, identifiable character. All of the Community Plan goals, policies, and actions seek to create this type of intense urban density while also providing the type of economic development investment strategies necessary to be a successful center.

3. *Pursue a high capacity transit (HCT) link such as light rail up through the AmberGlen Plan area to connect to employment centers.*

Consensus was reached that the HCT extension provides a vital link to the north to employers such as Kaiser Permanente Westside Medical Center and TheStandard at Sunset Center, The Streets of Tanasbourne, and employers to the west such as Intel, Genentech, and Solarworld. Since the February meeting METRO JPACT and MPAC committees have voted to recommend an amendment to the Regional Transportation Plan (RTP) that includes an HCT alignment through the plan area. The Concept Plan further supports this goal through the identification of both a HCT corridor on the Concept Plan Map and Transportation Map. The Concept Plan includes policies and actions that support study of a local circulator that could take the form of a bus or streetcar.

4. *Pursue public and private financing tools.*

Group consensus regarding a range of funding mechanisms which included tax increment financing, system development charges, local improvement districts, traffic impact fees, Major Street Transportation Improvement Program (MSTIP), and vertical housing tax credits was recognized. The Community Plan includes a preliminary Urban Renewal Feasibility Analysis that demonstrates that there is potential for significant funding to support necessary infrastructure and public facilities contemplated by the Concept Plan. Chapter Five, Economic Development of the Community Plan includes goals, policies, and actions which require specific studies to continue fiscal analysis of catalysis projects and overall development phasing.

Direction for Development of the AmberGlen Community Plan

The following four additional key points summarize additional discussion and agreement for the AmberGlen area planning and implementation efforts from the February 2009 work session:

1. Economic Vitality should be added as an additional Guiding Principle.

City leaders and stakeholders agreed on the importance of economic feasibility and vitality for the success in accomplishing the vision for AmberGlen. Economic Vitality should be added to the Guiding Principles identified in the Concept Plan and serve as a “touchstone” against which Community Plan provisions can be “tested”. Community Plan refinements should be based on benchmarks for market feasibility and analysis of the importance of the large central park and lessons learned from other communities. Refinements should seek to balance aspirations with findings for economic feasibility and consider equity among property owners. Creating a true urban community in the suburbs will require the City to lead with a big initial phase that will serve as an effective market catalyst including a “placemaking” amenity to spark additional investment. To achieve this goal a series of economic analysis memos were created to test the assumptions in the original vision with the existing and projected markets in the plan area.

2. The starting point for Community Plan refinements is a “hybrid” of the development program and map identified in the 2007 Concept Plan, and the Preferred Alternative Draft Map initiated by AmberGlen stakeholders.

Refinement of the development plan was initiated by motivated property owners who contracted WRG Design Inc. to compare the conceptual OHSU/AmberGlen physical plan against existing property holdings. The work produced a “Preferred Alternative Draft Map” demonstrating retention of existing structures and Concept Plan densities, protection of additional natural resource areas, and reduction of the approximately 34-acre central park to less than five acres. (See Area Planning Timeline provided in Attachment A.) The Community Plan will combine both efforts to create a realistic, flexible and marketable plan that achieves the original vision.

3. Reach out to the community; Ensure a distinctive place recognized as part of the City.

City leaders stated that people who currently work in the area often don’t know that they are in Hillsboro. The group said that the Community Plan should seek to create a diverse community that is connected to greater Hillsboro. The central park concept is unique and important. Ensure that this place is distinct unto itself, and also has something that draws and includes Hillsboro residents – a community within a community. Chapter 2, Land Use, and Chapter 5, Economic Development, both include goals, policies, and actions that seek to promote and identify the plan area as a special place within Hillsboro.

4. Holding to the proposed timeline is important.

Efficiency in the planning effort is critical. City leaders and stakeholders expressed that people become disengaged as the plan drags on. Key private stakeholders are committed to moving the project forward as proposed with public hearings before the Planning Commission and City Council and adoption occurring in fall 2009. Development of the Community Plan has actively included city and the community leaders throughout the process. The Planning Commission is commencing public hearings in November to receive the final draft and public testimony substantially meeting this goal.

AmberGlen Community Plan Refinement

Based upon the discussion and feedback provided at the February 2009 City Council / Planning work session planning and subsequent TAC and SC meetings staff refined the Concept Plan map. The key

factors included were the amount and location of parks and open space features, location and amount of commercial retail, the location of high density residential towers, and a strong placemaking effort.

To address these factors staff contracted with Johnson Reid to complete a series of economic memos to study these issues and with Cardno/WRG to analyze the physical planning implications of the key economic findings and recommendations. The findings from the economic memos are provided below:

Importance of Central Park and Commercial Amenities to Development Viability in the Plan Area

- Creation of a sizable, distinct central park amenity maximizing proximity to urban residential forms will likely provide proximate residential development with a 10% to 15% price premium.
- A park facilitates higher density residential development nearby when configured to be longer in order to maximize edges and proximity to residential development, when programmed primarily for more passive and relatively quiet activities, and designed to maximize residential views and emphasize natural features. The result is a local amenity versus highly developed community/event spaces that are widely used by people outside the area.
- Mid-rise residential development on undeveloped sites would likely benefit more from the park as a catalyst concept since mid-rise as it faces lower economic risk than high-rise.

Importance of Urban Commercial Amenities to Development Viability in the Plan Area

- Some commercial amenities are so valuable to households, that having them within walking distance allows residents to justify paying more for a high-density type home. A specialty grocer with specialty foods, deli, flowers, gifts and café under one roof located within two blocks can achieve a nearly 18% price premium.
- The Johnson Reid economic memo describe that well planned park space is but one “leg on a three-legged stool” the others being proximate commercial/entertainment amenity and key employment amenity. As demonstrated by the pricing leadership of the Pearl District, a strong assortment of commercial amenities, such as shops, restaurants, grocery stores, bars, and galleries, are necessary for most high-density residential to be successful. Proximity to primary employment concentrations and natural amenities are secondary.
- Greater emphasis should be put on increasing the strength of the planning area as a commercial/retail and employment center given the failure of far superior park/open space alone to achieve the best redevelopment economics in comparable Portland districts. This may include public investment in transportation enhancements to strengthen the AmberGlen area and the Streets of Tanasbourne as a commercial center.

Plan Area Retail Capacity and Location

- Given the critical role of commercial retail development to the success of the plan, plan refinement should reflect an understanding of how much commercial retail capacity can be supported in AmberGlen and what types are most appropriate.
- The Community Activity Center should be relocated from parcels with significant existing development because the market will not likely make redevelopment feasible in the near term.
- Focus retail further within the center of the district where amenity benefits can be maximized. Create a continuous retail linkage for pedestrians to the Streets of Tanasbourne and key destinations.

- Smaller, neighborhood or community oriented retail characteristic of dense urban centers enhances the viability of proximate high density development, and serve to complement and support existing commercial and regional retail in the area.
- Conservative estimates for retail demand generated solely from estimated 4,000 to 6,000 new residential units within the Plan area would support 300,000 to 450,000 square feet based on a 75% allocation of AmberGlen residents' spending. (The 2007 Concept Plan identified 847,557 square feet of retail floor area. Community Plan refinements reduce retail floor area to 551,284 square feet and strategically focus retail to maximize viability and benefits to Plan area development).
- Identify transportation system enhancements to strengthen local and countywide retail draw of the Streets of Tanasbourne central commercial area in the Tanasbourne Area. These include improved area access and visibility from Hwy 26, and a high capacity transit corridor connecting from the existing MAX light rail line north to the AmberGlen retail area, Streets of Tanasbourne, and employers.

Viability of Mid-Rise and High-Rise Residential Development in the Plan Area

One of the charges for the staff and Steering Committee was to investigate the economic viability of the proposed land use and development forms. In order to accomplish this task Johnson Reid was asked to analyze the current market pricing structures. The results of that analysis generalized as follows:

- Mid-rise residential development on undeveloped parcels approaches development viability for the Hillsboro market when developed in proximity to a centerpiece park and commercial amenities. High-rise development is less viable in the near term.
- Financial assumptions were very specific, particularly the minimum return on cost threshold of 15%. Some developers may perceive the AmberGlen Community concept as lower-risk and develop with different acceptable return expectations and higher viability probability.
- Emphasis should be placed on mid-rise forms as an earlier and more prevalent form. Delay or rethink placement of high-rise forms to sites with existing improvements that in time will depreciate in value relative to land price escalation.
- Pursue public resources paired with economic development strategy that encourages and rewards specific types of commercial and services development in the AmberGlen Community that will have measurable impact upon the economics of mid-rise and high-rise development. This may be via urban renewal, targeted SDC credits, or some other incentive(s). Unlike a subsidy to a specific condominium project, a successful urban amenity will increase the viability in more than one project via a "halo effect."

Community Plan Map Refinement

Refinements to the AmberGlen Community Plan Land Use Concept Plan map (Concept Plan Figure 2.1) began with the goal of combining and refining the two earlier planning efforts described in this staff report. (2007 Concept Plan and Preferred Alternative Draft Map). The Community Plan Land Use Concept Map refinements reflect direction provided by City Council and Planning Commission, Steering Committee, Technical Advisory Committee members, and findings from economic memos by Johnson Reid and Cardno/WRG as follows:

- Existing property holdings are largely retained for strategic phased redevelopment based on market conditions (market flexibility).
- Commercial retail and mixed use offices are reconfigured to place local retail uses and services closer to the center of the Planning Area. (Vital urban commercial district comprised largely of neighborhood-serving uses adds 15% to 18% price premium to proximate medium and high density mixed use housing developments.)
- Rectangular Central Park to serve as a development catalyst for high-density mixed-use development (adds 15% price premium to proximate medium and high density mixed use housing developments.)
- Mid-rise construction positioned directly adjacent to the central park as an initial economic development catalyst.
- Stucki Road (arterial) realigned along Bronson Creek to retain interior area pedestrian environment.
- High capacity transit corridor planned along NE 194th Avenue through the AmberGlen plan area with station terminus in central Tanasbourne Town Center core.
- 14.5 acre central park provided with continuous trails and green street connections to approximately 160 acres of additional open space and natural areas.
- The parcel between the existing private park and the “forest park block” are identified to be included as part of the “central park” providing a connection between these two key park / open space elements within the plan area.

MAJOR COMPREHENSIVE PLAN AMENDMENT PROCEDURES

Pursuant to HCP, Section 1 (II) (G), a Major Plan Amendment includes any significant change to the Comprehensive Plan text map initiated by the City Council or Planning Commission. Section 1 (III), Plan Revision and Major Plan Amendments, states that major plan amendments shall be processed as legislative actions subject to the following provisions which effectively comprise the requirements to be met for valid HCP amendments:

- (A) For each proposed plan revision or major plan amendment to the Comprehensive Plan:
 - (1) With the advice and assistance of the CIAC, establish and conduct *a citizen involvement program which provides for public involvement and input into the proposed revision or amendment* which complies with Statewide Planning Goal 1 requirements. At a minimum, such a public involvement program shall provide for adequate notice on citizen involvement activities; advanced information on matters under consideration; and opportunities for public involvement in all phases of the planning process applicable to the proposed plan revision or major plan amendment as determined by the CIAC.
 - (2) *Identify issues* to be addressed and related information and data to be collected, reviewed and made available for public review. Inform citizens of these issues; and *provide opportunity for citizen access to the related information and data* and for *citizen input on these issues*.
 - (3) *Notify affected government agencies of planning activities; invite review and comment.*

- (4) Collect relevant information and data.
- (5) *Analyze each issue and identify proposed actions which address the issue sufficiently.* As part of the public involvement program for the plan revision or major plan amendment.
 - (a) Compile and combine the issue, relevant data and information and actions into text format and make copies of such text available for review and comments by citizens and affected government agencies.
 - (b) Compile comments received from citizens and affected government agencies for consideration by the Planning Commission. The Planning Department shall prepare written responses to comments and make the responses available for public review and to the Planning Commission during its consideration of the proposed plan revision or major plan amendment.
- (6) *A Planning Commission public hearing on a plan revision or major plan amendment* shall be conducted after completion of the tasks set forth in Section (III)(A)(1 through 5) above and the citizen involvement program for the plan revision or major plan amendment established by the CIAC. Notice of any public hearing by the Planning Commission or City Council on a plan revision or major plan amendment to the Comprehensive Plan shall be published in a newspaper of general circulation in the City a minimum of 20 days prior to the date of the initial public hearing. Any such notice shall contain:
 - (a) A summary of the plan revision or major plan amendment.
 - (b) The time, date and place of the hearing.
 - (c) The location(s) at which copies of the plan revision or major plan amendment summary may be obtained.
 - (d) A statement that all interested persons may appear and provide testimony and that only those persons making an appearance of record may appeal the determination of the Planning Commission or City Council.
 - (e) A general explanation of the requirements for submission of testimony and the procedure for conduct of the hearing.
- (7) The Planning Commission may recess the hearing in order to obtain further information or provide additional notification. Upon recessing for these purposes, the Commission shall announce the time and date when the hearing will be resumed.
- (8) After hearing the plan revision or major plan amendment, the Planning Commission shall forward a recommendation of denial, approval, or approval with modifications of the plan revision or major plan amendment to the City Council.
- (9) The City Council shall hold a hearing during its consideration of a plan revision and may hold a public hearing on any major plan amendment. Notice of the hearing shall be provided in the manner prescribed in subsection (III)(A)(6). After consideration of the plan revision or major plan amendment, the City Council may adopt or deny the plan revision or major plan amendment.

- (10) The Planning Department shall keep copies of adopted text of the plan revision or major plan amendment on file at the City Hall and City Library for inspection by the public and shall notify citizens and government agencies that copies of the adopted text are available for inspection.
- (11) The final City Council decision on a plan revision or major plan amendment may be appealed in accordance with applicable State statutory provisions, relating to appeals of decisions amending an acknowledged comprehensive plan.
- (12) The Planning Commission shall also establish and publicize a procedure whereby interested individuals, community organizations and public agencies may request to be included on a regular mailing list of parties to be notified of the initiation of proposed plan revisions or major plan amendments.

PUBLIC PARTICIPATION PROCESS

The public participation process for the AmberGlen Community Plan builds upon the public outreach that was completed in the OHSU/AmberGlen Concept Plan from 2006 to 2007. During the development of the Concept Plan a series of 50 stakeholder interviews was conducted of major property owners and city residents. A Technical Advisory Committee (TAC) and Steering Committee was formed to advise the development of the Concept Plan along with a series of open houses. The Concept Plan also included a unique 3-day of design charrette which included both property owners within the plan area and residents from the surrounding neighborhoods.

Upon initialization of the AmberGlen Community Plan effort staff developed a public outreach plan that sought to leverage the earlier public outreach and due to the limited membership of the current Citizen Involvement Advisory Committee (CIAC) presented public involvement plan for the Community Plan directly to the City Council and Planning Commission at the joint work session on February 17, 2009 rather than the CIAC.

City Council and Planning Commission response was to recognize the two years of planning and public outreach had already been completed from the origination of the Concept Plan to initialization of the Community Plan effort; therefore, the final effort should be as efficient as possible. At the February 2009 work session staff described that the Community Plan would include 3 to 4 Steering Committee Meetings and 3 Public Open Houses followed by public hearings with the Planning Commission. City Council, Planning Commission, and AmberGlen / Tanasbourne stakeholders voiced no objections to the proposed public outreach effort. The public outreach efforts are outlined in the staff report exceed those initially reported at the February 2009 work session and demonstrate the number of public meetings and opens houses conducted during the planning process.

February 17, 2009 City Council / Planning Commission Work Session

- *Including special guests Metro Councilors David Bragdon & Kathreen Harrington, Tri-Met Board Member Rick VanStavern, and selected members of the AmberGlen Steering Committee – Reviewed OHSU/AmberGlen Concept Plan & Stakeholder Preferred*

Alternatives. Reviewed key unanswered questions and requested direction for the refinement of the AmberGlen Community Plan.

- March 31, 2009* Technical Advisory Committee & Steering Committee Meeting #1
- *Review direction provided at the City Council / Planning Commission Joint Work Session. Presented alternative plan maps that combined the OHSU/AmberGlen Concept & Stakeholder Preferred Alternative Maps*
- April 1, 2009* Public Open House – AmberGlen Business Park #1
- *General information about the AmberGlen Plan. Approximately 45 citizens in attendance.*
- April 15, 2009* Technical Advisory Committee & Steering Committee Meeting #2
- *Presentation of Urban Amenity Values and Public Park Space.*
- June 24, 2009* Technical Advisory Committee & Steering Committee Meeting #3
- *Present Retail Capacity and Mid & High Rise Residential Viability*
- June 25, 2009* Public Open House –AmberGlen Business Park #2
- *Approximately 25 citizens in attendance.*
- August 4, 2009* City Council / Planning Commission Joint Work Session
- *Review outcome of February Joint Work Session and Update on Community Plan Progress*
- August 25, 2009* City Parks Commission Presentation
- *Present overall plan with an emphasis on Parks and Open Space*
- September 10, 2009* Technical Advisory Committee & Steering Committee Meeting #4
- *Draft Plan Document, Transportation Analysis Findings, Funding/Urban Renewal*
- September 17, 2009* Public Open House – AmberGlen Business Park #3
- *Review Draft AmberGlen Community Plan and Map*
- October 10, 2009* City Council / Planning Commission Joint AmberGlen & Pearl District Tour
- *Urban Design Tour – Press Release and noticed as required by Oregon public meeting law. to the public*
- October 28, 2009* Planning Commission Work Session
- *Review Draft AmberGlen Community Plan and Map and Transportation Modeling and Projects findings.*
- Scheduled:*
- November 12, 2009* Planning Commission Public Hearing – Receive Public Testimony

Notice to Effected Government Agencies

As a part of the AmberGlen Community Planning process a Technical Advisory Committee (TAC) was established that included all affected government agencies. These agencies include: Oregon Department of Land Conservation and Development, METRO, Tri-Met, Washington County, Oregon Department of Transportation, Tri-Met, Beaverton School District, Tualatin Valley Water District, Clean Water Services, and NW Natural.

Public Notice

Public notice in accordance or exceeding State law and City codes was sent to effected agencies, property owners, and the public.

- Public notice included publication of all the joint City Council / Planning Commission work session agenda's in the Hillsboro Argus and the City's City Council and Planning web site.
- Notification for three public open houses included a combination of direct mailings to property owners within the plan area, surrounding property owners (within 500 feet), and to a list of citizens and organizations that asked to be included in on a project mailing list. Press releases were sent to the Hillsboro Argus and Oregonian which were published in each instance.
- Hillsboro Argus published articles describing each of the three AmberGlen Open Houses.
- Notice of HCP 04-09 was listed in Washington County CPO Newsletter in the October and November 2009.
- Notice was sent to the Department of Land Conservation and Development (LCDC) on October 22, 2009, 45 days in advance of the first evidentiary hearing as required by ORS 197.610.
- The AmberGlen Community Project website has averaged 295 visits a month since May.
- Notice of the Planning Commission hearing was mailed to property owners on October 22, 2009 and published in the Hillsboro Argus on October, 23, 2009.

HCP 4-09 (HCP Section 2, HCP Section 21, new Section 28 and Section 29) Amendments

Amendments as necessary are proposed to Sections 2, Urbanization, and Section 21, Transportation System Plan along with new sections proposed to add the new Community Plan goals, policies, and actions. New Section 28 and Section 29 are proposed respectively to add the AmberGlen Community Plan goals, policies, and actions and the entire Community Plan and Appendixes by reference. The proposed HCP amendments are attached to this report.

Consistency with the Hillsboro Comprehensive Plan, Transportation System Plan, Parks Plan.

The AmberGlen Community Plan has been developed with the consistency with the following documents: Hillsboro Comprehensive Plan, Transportation System Plan, and Parks Plan. Additional findings will be included in the recommending order.

Consistency with the METRO Urban Growth Management Functional Plan

Metro Urban Growth Management Functional Plan (UGMFP) requires that when local Comprehensive Plan amendments are made that the plans are consistent with all Titles in the UGMFP. The Community Plan has been developed to be consistent with the UGMFP and specific findings will be including in the recommending land use order.

Oregon Statewide Planning Goals

The Hillsboro Comprehensive Plan was acknowledged by LCDC to carry out the Statewide Planning Goals, the recommending order will provide an analysis that demonstrates how the proposed amendments to the Comprehensive Plan and adoption of the Community Plan Goals, Policies, and Actions comply with the applicable Statewide Planning Goals.

Conclusion

The Community Plan document being presented to the Planning Commission represents a bold vision set forth for the plan area to develop as an urban center built around a green framework in a suburban context uniquely located between employment centers and regional transportation centers. The Community Plan represents a significant collaboration between public and private stakeholders that support an increase in public and private investment at this location to take advantage of the unique attributes combined with emerging mega-trends effecting Hillsboro and the Portland Region. The mega trends that the Community Plan seeks to take advantage include increasing energy prices, a growing number of household without children, and a general desire to live in areas where there are a greater numbers of employment, commercial retail, and park amenities within walking distance of one another. In other words a livable place, the AmberGlen Community Plan seeks to deliver just that type of place.

The Community Plan will serve as a basis for implementation measures that will be developed and adopted in the coming year. These measures include special design studies and amendments to the Transportation System Plan and Hillsboro Zoning Ordinance.

RECOMMENDATION

The Planning Department Staff recommends the Planning Commission open the hearing and receive testimony on HCP 4-09. The Oregon Department of Transportation and Washington County Land Use and Transportation have both submitted letters that indicate broad support for the Plan but request additional time to review the technical transportation data and have ask that the Planning Commission defer taking final action. Therefore, staff recommends that after a staff presentation and public testimony that the public hearing be continued to a date certain special meeting scheduled for November 23, 2009.

Respectfully Submitted,

Colin Cooper, AICP
Current Planning Manager

Attachments:

1. *draft AmberGlen Community Plan*
Appendixes:
 - A. *Public Involvement Documents*
 - B. *2007 Concept Plan Summary*
 - C. *Economic Memos – Johnson and Reid*
 - D. *AmberGlen Transportation Study – David Evans and Associates (To be Provided)*
2. Proposed Hillsboro Comprehensive Plan Map Amendments
3. Letters:
 - A. *Stoel Rives (Representing Principal Financial), dated Sept. 17, 2009*
 - B. *METRO, dated September 28, 2009*
 - C. *Oregon Department of Transportation, dated November 5, 2009*
 - D. *Washington County Department of Land Use and Transportation, dated November 6, 2009*



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September 17, 2009

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Re: Amberglen Community Plan ("Plan")/Initial Comments of Principal Financial Group ("Principal")

Dear Colin and Paige:

These initial comments are directed toward the Amberglen Community Plan draft dated September 3, 2009. While Principal understands that the September 3, 2009 Plan is a "draft," Principal believes that these comments are important for the City of Hillsboro Staff to consider in preparation of the final draft to be submitted to the Planning Commission and City Council.

Many of these comments have been submitted to City Staff in the steering committee process in which Principal has actively participated. Principal further intends to participate in making comments before the Planning Commission and City Council when the final draft is prepared and made available.

Finally, before making comments, Principal compliments the City Staff on its diligent efforts to create a community plan that is realistic and responds to the needs of property owners and citizens of the City of Hillsboro.

Before embarking upon comments with respect to the goals and policies of the five respective subparts of the Plan, Principal wants to set forth its understanding that the Plan goals and policies are directed toward ultimately adopting zoning code provisions responsive to the goals and policies and, absent any express directive in the zoning code, the goals and policies contained in



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the Plan are not directly applicable to any development proposal. With that understanding, Principal has the following comments.

Parks and Open Space

Principal notes that the concept plan maps used in conjunction with the Plan designate portions of Principal's site, as well as other parts of the site as "open space." While Principal understands the conceptual nature of the Plan, it is important to note that under Oregon law a comprehensive plan map designation of open space must be accompanied by an implementing and consistent zoning map designation—in this case open space. The inevitable conclusion to such zoning is a regulatory taking. The City should develop an alternative comprehensive plan map and zoning map which satisfies the requirements of Oregon law, sets forth the future open space as a concept, and leaves appropriate zoning on the property owner's sites.

Land Use

Principal appreciates Policy 1.9 which calls for flexibility in implementing land use concepts in order to support existing development until redevelopment becomes economically viable and market conditions warrant. Principal believes it is critical to the success for the Plan that existing uses thrive in order to allow for future growth.

In addition, Policy 1.5 appropriately calls for a mix of land uses in varying levels of density and intensity to encourage a mix of uses within buildings, blocks, and districts. Principal wonders whether the current block by block approach for designation of sites appropriately implements the needed flexibility to encourage a mix of uses within buildings, blocks, and districts. Perhaps, the same flexibility that is accorded to existing development needs to be implemented within the proposed comprehensive plan map and zoning designations.

Transportation

The draft presented does not include a full description of these elements and cannot be commented upon at this time.

Infrastructure

The draft presented does not include any discussion or action plan with respect to infrastructure and cannot be commented upon at this time.



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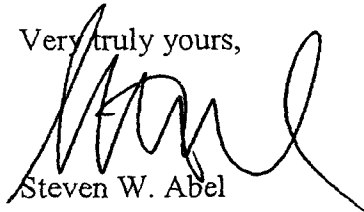
Economic Development

Principal appreciates the City's sensitivities to the requirements of economic vitality as espoused by steering committee members. In that respect, Policies 1.3 and 4.1 directly reflect an underlying policy of assuring that existing development will not be harmed by the new Plan.

Conclusion

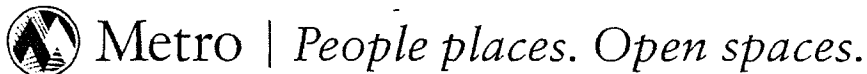
To reiterate, Principal appreciates the good work that the City has done in development of this Plan. Principal looks forward to the finalization of the Plan and the presentation of the Plan before the Planning Commission and City Council and Principal intends to fully participate in those processes.

Very truly yours,



Steven W. Abel

SWA/pjn
cc: Mr. Jay Fisher



September 28, 2009

10-01-09A11:29 RCVD

Colin Cooper, AICP
Current Planning Manager
City of Hillsboro
150 E. Main St. 4th Floor
Hillsboro, OR 97123

Colin:

I would like to take this opportunity to congratulate you and the staff at the City of Hillsboro on the recent completion of your new Draft AmberGlen Community Plan. This ambitious effort to remake the AmberGlen area into a dense, mixed-use community centered around transit and public amenities is another positive step in the direction of accommodating future growth through our Regional 2040 principles. Based on our own internal review of your planning documents, Metro has several comments for your consideration:

- When the City of Hillsboro is ready to move forward with seeking a Regional Center designation for AmberGlen and the adjacent Tanasbourne area, please submit your request to Metro. The Metro Council will consider these and other changes to the 2040 Growth Concept Map in 2010.
- We encourage the City of Hillsboro to work within the framework of the upcoming System Expansion Policy (SEP) in regards to the possible future extension of light rail, or other HCT system through AmberGlen and into Tanasbourne. By following the guidelines established in the SEP, currently included in the Draft Regional Transportation Plan, Hillsboro stands the best chance of moving up in priority under the Regional HCT Plan.
- It is important that the City of Hillsboro continue to update your transportation project list to support AmberGlen through your local Transportation System Plan. For Metro to offer the most assistance possible, we will need a clear understanding of what investment needs are critical to the early success of your efforts in AmberGlen.
- As you continue to work on elements of the transportation portion of the plan, Metro will wish to review your preliminary modeling findings, along with your proposed transportation policy for AmberGlen. Additionally, any direct impacts from the transportation findings to your proposed land use categories will need to be reviewed as well. Please let us know when you have completed your analysis of the modeling scenarios so we may review the results and subsequent findings.

- As the City of Hillsboro proceeds with a possible Urban Renewal study in AmberGlen and Downtown, it will be important to explore additional options for funding in either plan in order to meet the full project costs. Urban Renewal has clearly proven its value towards redevelopment, but should not be relied on exclusively as a funding source in any planning process. This consideration would show the commitment and seriousness of any proposal put forward by the City. Any assistance Metro can offer in this regard will be made available to you, should you have the need.
- As we support your efforts in the AmberGlen area, Metro will continue to support the City of Hillsboro's efforts in Downtown. As an area that has had a substantial regional investment made (Light Rail), a growing healthcare employment cluster, as well as significant potential for new housing development, it is important to realize the potential of Downtown at the same time as investing in AmberGlen. Opportunities to leverage the existing Light Rail line in Downtown to support the AmberGlen concept plan and other links between people living in Downtown and working in AmberGlen should continue to be a desired outcome of this work.

We hope to continue working with the City of Hillsboro in the coming years to build a successful center in the AmberGlen area. If you have any questions regarding this letter please do not hesitate to contact me at 503-797-1833. On behalf of Metro, thank you for the opportunity to participate in the AmberGlen TAC process.

Sincerely,



Brian Harper
Assistant Regional Planner

cc: Councilor Kathryn Harrington, Metro District 4
Robin McArthur, Planning Director



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 1 Headquarters
123 NE Flanders Street
Portland, Oregon 97209
(503) 731.8200
FAX (503) 731.8259

November 5th, 2009

Planning Commission
City of Hillsboro
150 E Main Street, 4th Fl
Hillsboro, OR 97123

RE: HCP 4-09 : Comprehensive Plan Text and Map Amendments Related to Proposed AmberGlen Community Plan

Dear Planning Commissioners,

ODOT is writing today to express our concern regarding the possibility of a Planning Commission recommendation to City Council for adoption of the proposed Comprehensive Plan Text and Map Amendments related to the proposed AmberGlen Community Plan at this time. ODOT is particularly interested in ensuring that the impact of the amendments on the US 26/SW 185th Avenue interchange are addressed. The interchange is currently operating above the mobility standards in the Oregon Highway Plan and constraints in the interchange area (land development pattern, topography, close proximity to other interchanges) pose operational challenges to the feasibility of adding capacity and ensuring the operation and safety of the interchange, the ramps and the US 26 mainline.

Please enter the attached ODOT letter to Colin Cooper, AmberGlen Project Manager on August 4th, 2009 (attached) into the record. In this letter, ODOT outlined a process for the City to address the Transportation Planning Rule (TPR) OAR 660-012-0060 requirements related to the interchange. The City has not yet completed the transportation analysis necessary for the City and ODOT to evaluate the impacts of the proposed comprehensive plan text and map amendments on the interchange.

As there is insufficient evidence in the record at this time to satisfy TPR 060 requirements related to the US 26/SW 185th Ave interchange, it would be premature for the commission to make a recommendation to City Council for the adoption of the proposed AmberGlen Community Plan comprehensive plan text and map amendments. ODOT recommends postponing the Planning Commission final hearing until the City has provided adequate information to demonstrate that the proposed amendments satisfy TPR requirements as outlined in the August 4th letter, and ODOT has had the opportunity to review and respond to the technical analysis related to the impacts of the proposed amendments on the interchange.

If you have any questions regarding this matter, I can be reached at 503-731-8258.

Sincerely,

A handwritten signature in black ink that reads "Marah Danielson".

Marah Danielson
ODOT Senior Planner

C: Lainie Smith, Rian Windscheimer, Lidwien Rahman, Marty Jensvold, Avi Tayar, ODOT Region 1



Oregon

Department of Transportation
Interoffice Memo

August 4th, 2009

To: Colin Cooper

File Code:

From: Marah Danielson

Subject: Amber Glen Regional Center Plan Comprehensive Plan Amendments
Addressing Transportation Planning Rule 060 Requirements

Thank you for taking the time to meet with ODOT to discuss coordination, resource staffing and addressing the Transportation Planning Rule 060 (TPR) requirements as they apply to the US 26/SW 185th Ave interchange facility. According to the Oregon Highway Plan (OHP), US 26 is classified as a Statewide highway facility and is designated as an expressway as well as freight and National Highway System routes. ODOT appreciates the level of coordination with ODOT as it demonstrates the City's commitment to addressing mobility issues within this important state highway corridor.

As discussed, the TPR applies to land use regulation amendments that significantly affect a transportation facility. Basically, that means that if the proposed comprehensive plan amendments will allow for uses that generate more vehicular traffic using the interchange compared with the existing comprehensive plan designations, resulting in worsening the performance of the interchange which is already projected to be below the mobility standards of the Oregon Highway Plan, then there will be a significant effect on the facility. In determining whether proposed land uses would affect a transportation facility, local governments can assume a 10% vehicle trip reduction in mixed-use, pedestrian friendly development areas provided that the plan amendments address set forth requirements that will result in a mixed-use pedestrian friendly environment and uses that rely solely on auto trips such as gas stations, car washes, storage facilities and motels are prohibited. Local governments may take a greater reduction if information is provided to document the trip reduction benefits of the land use patterns and transit ridership projections. The comprehensive plan amendment should include commitments to transportation demand management (TDM) strategies including parking management to assure realization of Metro's non-SOV modal targets and to implement Metro's modeling assumptions for regional centers, as well as better utilization of capacity through transportation system management and operations (TSMO) tools.

If a further reduction in trips is necessary to avoid a significant effect finding, the City can either reduce the trips through the land use side i.e. bring the trips generated by the new comprehensive plan land use designations to the same level of the existing zoning, or mitigate for the significant effect through transportation improvement projects and/or TDM and TSMO strategies.

Recent traffic impact analyses in the vicinity of the US 26/SW 185th Ave interchange, have shown that the interchange ramp terminal intersections are already exceeding the .85 volume to capacity v/c ratio mobility standard in the OHP. In situations where the highway facility is operating above the OHP mobility standard and transportation improvements are not planned within the planning horizon to bring performance to standard, the performance standard is to avoid further degradation. If the proposed zone change or comprehensive plan amendment increases the volume-to-capacity ratio further, it will significantly affect the facility (OHP Action 1F6).

If the proposed comprehensive plan amendments for the Amber Glen Regional Center will have a significant affect on the US 26/SW 185th Ave and major improvements to the interchange are proposed, the OHP Major Improvement Policy 1G requires that alternatives to adding capacity to the interchange be evaluated prior to adding capacity. Alternatives to be evaluated must include managing the existing system (TSMO) as well as measures that reduce demand (TDM). If additional capacity is still needed at the interchange, ODOT must be in agreement as to the conceptual design of the interchange improvement, the effect it will have on the highway system (traffic analysis/modeling), and the plan level cost estimate. In order for the City to assume this improvement to address the TPR 060 requirements, the project either needs to be adopted into the Regional Transportation Plan Financially Constrained project list or have a funding mechanism in place to fund the improvement.

Since the action of amending the City's comprehensive plan does not assign new zoning to properties, a strategy to make TPR findings as part of the comprehensive plan amendment process would be for the City to do the following:

1. Adopt measures through the comprehensive plan amendment process to ensure that the development is mixed use and pedestrian friendly.
2. Adopt measures through the comprehensive plan amendment process that utilize both transportation system management and transportation demand management to better utilize existing capacity and reduce demand.
3. Work with ODOT to develop an agreed upon conceptual design with planning level cost estimate for improving the interchange. This will include analyzing multiple alternatives as well as traffic analysis and modeling. Because this is an interchange project ODOT Region 1 Preliminary Design will take a lead role in coordinating with the Salem Roadway section to ensure that the design is acceptable to the decision makers.
4. Structure the plan amendments in such a way that a funding mechanism shall be established for the interchange improvement project prior to adopting the implementing zoning.
5. State that if there will be a significant effect as described in OAR 660-012-060, zone changes will not be made prior to ODOT agreement that it is reasonable to assume that the City will have an adequate funding mechanism in place.
6. Provide documentation regarding the types of funding mechanisms the City is exploring for the interchange. ODOT must agree

The City has identified an aggressive schedule for going through the comprehensive plan adoption process. The US 26/SW 185th Ave interchange is an urban interchange with many existing constraints. While ODOT is committed to working with the City to meet the October deadline, the technical work and review that needs to take place to get to an appropriate conceptual interchange design project could take longer than 2 ½ months.

It is our understanding that the City has plans to adopt the implementing zoning ordinances one year after the comprehensive plan amendments. Provided that the interchange improvement is agreed upon, the City is able to establish a funding mechanism for the project in this time frame, and an Interchange Area Management Plan is agreed to with ODOT, the zone changes should be able to meet the TPR 060 requirements. Again, this is a very short timeline. Development and agreement on an interchange area management plan typically takes two years or more.

If you have any questions regarding these issues or comments, please contact me at 503-731-8258.

Sincerely,



Marah Danielson

C: Lainie Smith, Lidwien Rahman, Tim Wilson, Martin Jensvold, ODOT Region 1



November 6, 2009

John Coulter, President
City of Hillsboro Oregon Planning Commission
c/o Pat Ribellia, Planning Director
City of Hillsboro Planning Department
150 East Main Street, 4th Floor
Hillsboro, OR 97123

Dear Mr. Coulter and Members of the Commission:

Washington County appreciates the opportunity to be a part of the technical advisory committee for the AmberGlen Community Planning effort. This project will help to achieve needed jobs/housing balance benefiting Hillsboro and western Washington County and we are excited to have the chance to participate in it.

The county is supportive of the City's planning efforts for AmberGlen. The transportation system is a critical component of the AmberGlen Plan. It is important that the County and other regional partners as well as the public have ample opportunity to review and understand the implications the plan will have for the transportation system. Unfortunately the transportation analysis has been delayed, and we have still not received a comprehensive transportation analysis. County staff and others need time to evaluate the long-term effect this plan would have on the transportation facilities in the area surrounding the AmberGlen site. We feel this is particularly important, because, as you are aware, most of the major roadways in the area are under county jurisdiction and are planned to remain under county jurisdiction in the future.

Once the AmberGlen transportation analysis is submitted to the county, at least 4 weeks should be allowed in order for it to be reviewed, evaluated and for comments to be developed. With the approaching holidays, a four week review period may be optimistic. We had hoped that the transportation analysis would be completed sooner so that we could undertake review and make comments sooner.

We ask that the planning commission defer taking action on the AmberGlen Plan until the county obtains, evaluates and provides constructive comments on the transportation analysis. This analysis is critical for moving the AmberGlen Plan forward.

We look forward to continuing our partnership on this project for the benefit of existing and future residents and businesses.

Sincerely,

Brent Curtis, Planning Manager