

ORDINANCE NO. 6409

HCP-001-19: JACKSON EAST

AN ORDINANCE AMENDING HILLSBORO COMPREHENSIVE PLAN, ORDINANCE NO. 6249, AS AMENDED, TO INCORPORATE THE JACKSON EAST AREA INTO SECTION 30, NORTH HILLSBORO INDUSTRIAL AREA COMMUNITY PLAN; SECTION 22, COMPREHENSIVE PLAN MAP; SECTION 23.5, NATURAL RESOURCES INVENTORY; SECTION 23.8, TRANSPORTATION SYSTEM PLAN; AND SECTION 32 TRANSPORTATION SYSTEM PLAN.

WHEREAS, in 2014 the Oregon Legislative Assembly enacted House Bill 4078, establishing urban and rural reserve areas in Washington County, and adding approximately 550 acres of land located generally north of NE Evergreen Road, south of Highway 26, west of NW Sewell Avenue, and east of NE Jackson School Road, Waible Creek and Storey Creek, identified as “Jackson East”, to the Metro UGB for employment purposes; and

WHEREAS, in May 2019, the Oregon Legislative Assembly enacted House Bill 2914, removing the requirement that Jackson East must be planned and zoned for employment use; and

WHEREAS, an area of approximately 1,550 acres of land situated north of Evergreen Road is identified as the “North Hillsboro Industrial Area” in the North Hillsboro Industrial Area Community Plan (Ordinance No. 5977/1-12), which is Section 30 of the Hillsboro Comprehensive Plan (HCP); and

WHEREAS, the City has prepared a proposed *Jackson East Master Plan and Implementation Strategy* for the approximately 550 acres of Jackson East using a master planning process with local and regional partners and stakeholders; and

WHEREAS, the process to prepare the proposed *Jackson East Master Plan* and proposed Comprehensive Plan amendments for the Jackson East area has involved the public through community meetings, inter-departmental and inter-agency coordination, work sessions with the Planning Commission and City Council, meetings with private property owners, and a public project web site; and

WHEREAS, Section 12.70.060 of the Hillsboro Community Development Code (CDC) requires consideration by process and a public hearing before the Hillsboro Planning Commission to initiate major plan amendments to the HCP, such as the proposed Jackson East Community Plan amendments to the Comprehensive Plan, described in the attachments to this order; and

WHEREAS, the Planning Commission adopted Order No. 8296 initiating the proposed Comprehensive Plan amendments on July 24, 2019; and

WHEREAS, the Planning Commission held a public hearing to consider the proposed Comprehensive Plan amendments on August 14, 2019 and received staff reports, exhibits, and public testimony, and agreed to a continuance at the City’s request to a date certain of September 11, 2019; and

WHEREAS, the Planning Commission held the continued public hearing to consider the proposed Comprehensive Plan amendments on September 11, 2019, and received staff reports, exhibits, and public testimony; and,

WHEREAS, after considering the information presented in the Record, the Planning Commission recommends the City Council approve the proposed Comprehensive Plan Amendments for Jackson East south of Waible Creek; and

WHEREAS, after considering the information presented in the Record, the Planning Commission moved to send a notice to the City Council that the Planning Commission does not support the staff's recommendation with regard to Jackson East north of Waible Creek, and that a vote to approve Jackson East north of Waible Creek in accordance with the staff report was rejected on a vote of 4 to 2; and

WHEREAS, after considering the information presented in the Record, the Planning Commission discussed that City Council could instruct staff to further analyze the possibility of planning Jackson East north of Waible Creek to allow for other industrial support services and to assess the need and viability for residential uses.

WHEREAS, staff made changes to the proposed amendments following the September 11, 2019 public hearing and a list of those changes is found in Exhibit D; and

WHEREAS, the City Council during and following a public hearing on August 2, 2022 considered proposed Comprehensive Plan amendments to Section 22 Comprehensive Plan Map, Section 23 Incorporated by Reference, Section 30 North Hillsboro Industrial Area Community Plan, and Section 32 Transportation System Plan for the Jackson East-South and Jackson East-North Sub-Areas, and finds that the proposal is consistent with all applicable standards and criteria.

THE CITY OF HILLSBORO PLANNING COMMISSION ORDERS AS FOLLOWS:

Section 1. Pursuant to CDC Sections 12.70.060.J and 12.80.166, the City Council hereby approves amendments to the HCP, as shown in Exhibits A and B attached to this Ordinance; and

Section 2. The City Council's decision on this matter is based on the findings in Exhibit C, and the supporting Exhibit D, attached to this Ordinance; and

Section 3. Except as herein amended, HCP Ordinance No. 6249, as amended, shall remain in full force and effect.

First approval of the Council on this 2nd day of August, 2022.

Second approval and adoption by the Council on this 16th day of August, 2022.

Approved by the Mayor this 16th day of August, 2022.

Steve Callaway, Mayor

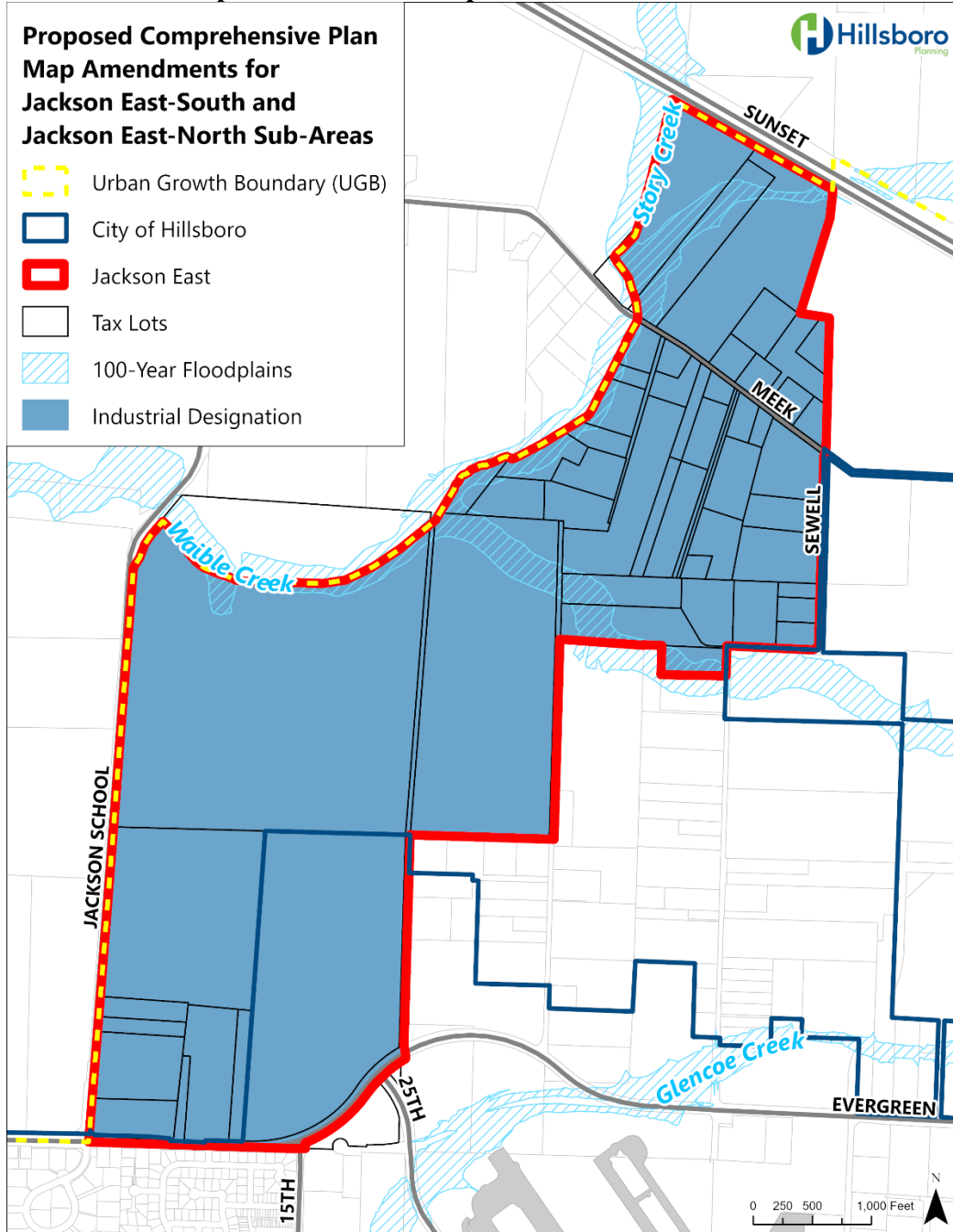
ATTEST: _____
Amber Ames, City Recorder

EXHIBIT A

HCP-001-19: JACKSON EAST

Language proposed to be added shown in ***bold italic*** typeface.
Language proposed to be deleted shown in ~~overstrike~~ typeface.
Explanatory comments not included in amendments
Shown in *[bracketed italic gray highlight]*.

1 Section 22. Comprehensive Plan Map

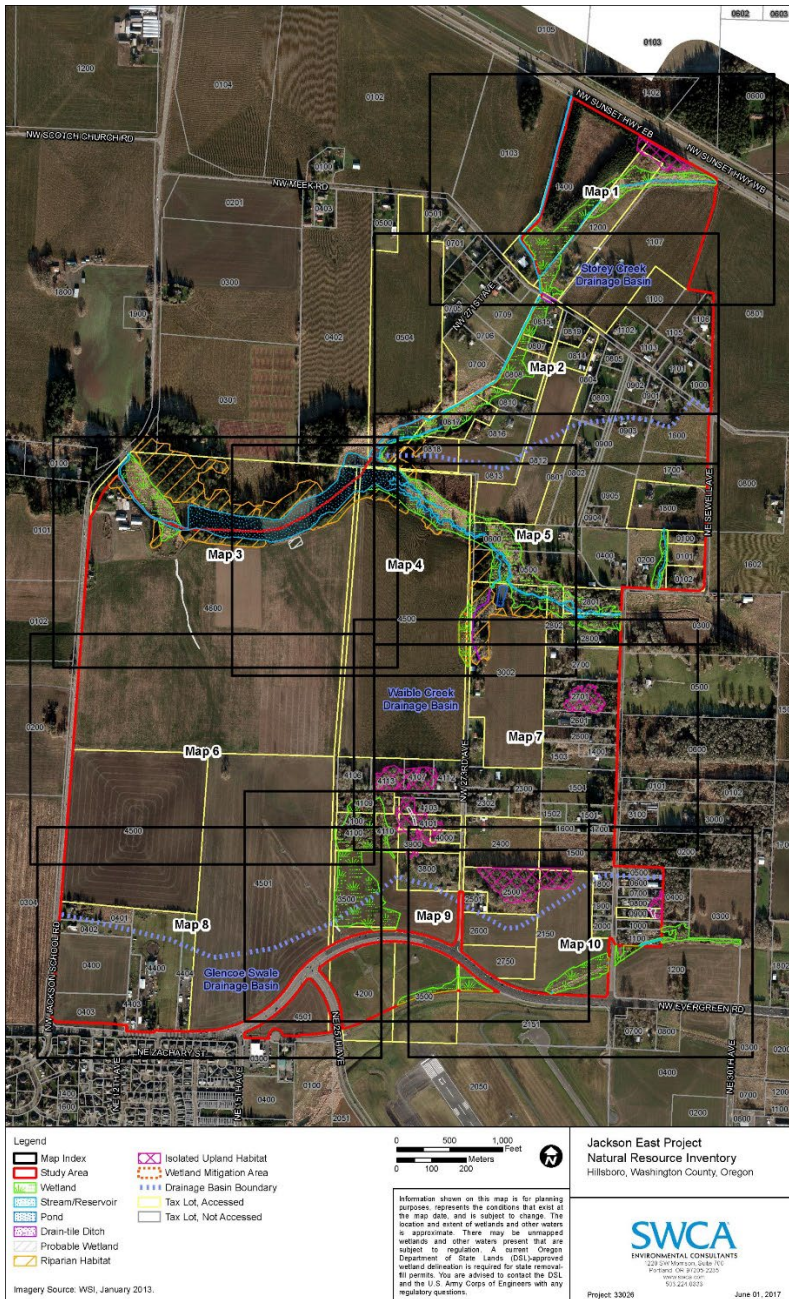


2

1 **Section 23 Incorporated by Reference**

2
3 **Section 23.5 Natural Resources Inventory**

4 The "City of Hillsboro Goal 5 Natural Resource Inventory and Assessment Report, 2000
5 (amended through December 2018)" (Ord. Nos. 5066/9-01 and 6290/1-19), providing
6 natural resources assessments supporting the goals and policies within the Natural
7 Resources Section and other sections of the Comprehensive Plan including natural
8 resource-related policies, and "List of Significant Goal 5 Natural Resources Sites in the
9 City of Hillsboro, 2001 (amended through December 2018)" (Ord. Nos. 5066/9-01 and
10 6290/1-19) are incorporated into the Comprehensive Plan in their entirety.
11



1 **Section 23.8 Transportation System Plan**

2 The “City of Hillsboro, Transportation System Plan: Public Facility Plan, July 1999
3 (TSP)” document and “Transportation System Plan Update, January 2004 (amended
4 through January February 2017)” (Ord. No. 5341/2-04; Amended by Ord. 5852/4-08;
5 Amended by Ord. No. 5933/1-10; Amended by Ord. 5965/5-11; Amended by ~~and~~ Ord.
6 No. 6029/9-12; Amended by Ord. 6031/10-12; Amended by Ord. 6032/11-12; Amended
7 by Ord. 6065/10-13; Amended by Ord. 6090/8-14; Amended by Ord. 6194/11-16;
8 Amended by Ord. 6208/12-16; and Ord. 6207/2-17) document and Technical Appendix
9 are superseded and replaced by the “City of Hillsboro, Transportation System Plan,
10 March 2022” document and Technical Appendix (Ord. No. 6395/3-22); **Amended by**
11 **Ord. No. XXXX/1-19**; and are incorporated into the Comprehensive Plan in their
12 entirety and shall be the “City of Hillsboro, Transportation System Plan (TSP).
13

14 **Section 30. North Hillsboro Industrial Area Community Plan**

15
16 **(I) Goals**

17
18 (A) To identify land planning and design concepts for the North Hillsboro Industrial Area to
19 guide land use, ~~development lotting~~ **land division** patterns and public facilities planning
20 and implementation within the Area in order to expand opportunities for job creation.
21

22 (B) To expand and diversify the Hillsboro ~~industrial~~ economic base by providing for:

- 23
24 • Large parcels to accommodate industrial campuses, vertically-integrated companies
25 and related businesses and other industrial users;
26
27 • Medium and small-*sized* parcels to accommodate industrial *sites, such as industrial*
28 campuses and business parks for flex space users, research and development
29 companies, incubator businesses, business suppliers, spin-off companies and other
30 businesses that derive from, or are extensions of, larger campus users and industrial
31 developments within the North Hillsboro Industrial Area and the Portland Region.
32

33 **(II) Policies**

34
35 (A) Where the prevailing ownership pattern is larger lots, encourage and facilitate the creation
36 of large industrial sites (parcels 50 – 100 or more acres in size) for large-scale industrial
37 campuses and development projects. Assist with land assembly and reservation of such
38 sites where large-size parcels form the prevailing land ownership pattern. Encourage
39 assembly of large lots resulting in remnant parcels that are useable for smaller industrial
40 uses and/or commercial purposes consistent with this Section.
41

42 (B) Where the prevailing ownership pattern is ~~smaller~~ **medium-sized** lots, encourage and
43 facilitate the development of smaller, diversified industrial uses and sites (20 – 50 acres in
44 size) - especially smaller-scaled flex-space industrial business parks suitable for spin-off
45 operations and start ups.
46

1 (C) *In the Jackson East-North Sub-Area, where the prevailing uses are generally small lots*
2 *containing detached single-family dwellings, allow the development of small industrial*
3 *sites and provide for industrial development to occur without lot aggregation.*

4
5 (D) *In the Jackson East-North Sub-Area, where the prevailing uses are generally small lots*
6 *containing detached single-family dwellings, create opportunity for transitions between*
7 *existing residential uses and structures, and industrial development, through use of*
8 *enhanced landscaping and screening.*

9
10 (E) *In the Jackson East-North Sub-Area, where the prevailing uses are generally small lots*
11 *containing detached single-family dwellings, allow for the limited enlargement and*
12 *expansion of existing residential uses and structures.*

13
14 (F) *In the Jackson East-North and Jackson East-South Sub-Areas, evaluate findings from*
15 *the current Economic Opportunities Analysis to attract, retain, and support the*
16 *communities' targeted industries given the finite amount of available industrial land.*

17
18 (G) Create opportunity for location of support commercial nodes at specified areas, to reduce
19 vehicle miles traveled and serve the daily commerce needs of businesses and employees in
20 the surrounding industrial areas, provided that such nodes are located based on
21 demonstrable need from surrounding development.

22
23 (H) Provide for aesthetically attractive, well-designed industrial development within every
24 development site in the North Hillsboro Industrial Area.

25
26 (I) In accordance with ORS 268.390 and Metro Service District (Metro) Code, apply the
27 Industrial Sanctuary zone to lands within the North Hillsboro Industrial Area in a way that
28 substantially complies with Metro Urban Growth Boundary (UGB) Conditions of
29 Approval and Urban Growth Management Functional Plan requirements for properties in
30 the North Hillsboro Industrial Area. *Apply the Industrial Sanctuary zone to the Jackson*
31 *East-South and Jackson East-North Sub-Areas brought into the UGB by the Legislature*
32 *in 2014 without UGB Conditions of Approval and subsequently classified as Industrial*
33 *Areas in the Metro 2040 Urban Growth Management Functional Plan.*

34
35 **(III) Implementation Measures**

36
37 (A) Annexation

38
39 Prior to their annexation to the City and the concurrent application of Industrial Sanctuary
40 zoning to properties in the North Hillsboro Industrial Area, land uses within the Area shall
41 continue to be governed by the existing Washington County zoning of the properties.
42 Annexation of Area properties to the City shall take place in accordance with annexation
43 policies and practices set forth in the City Municipal Code and in Metro Code Section 3.09.

44
45 (B) Compatibility with Agricultural Uses

1 Site design and architectural measures that provide for compatibility between and among
2 industrial land uses developed within the Area and nearby agricultural uses and operations
3 shall be provided through the City Development Review/Approval process (Section
4 12.80.040 of the Community Development Code), unless demonstrated to be physically or
5 financially impracticable. Possible compatibility measures include, but are not limited to:
6 building orientation and setbacks; landscaping; land buffers; access easements for farming
7 vehicles and machinery; and designated lanes on adjacent public roadways for movement
8 of slow-moving farm machinery.
9

10 (C) Commercial Nodes
11

12 Development of new commercial uses shall be clustered into mapped nodes within the
13 Area in order to primarily serve the needs of businesses and employees in the surrounding
14 industrial uses. In addition to the mapped nodes, commercial uses shall be allowed as per
15 Section 30(III)(G)(23). New commercial development will demonstrably serve the
16 spectrum of daily convenient commerce needs of businesses and employees in the
17 surrounding industrial area, which may include supporting commercial service
18 developments containing child-care and pet care facilities.
19

20 (D) Natural Resources Management
21

22 In accordance with the City's Goal 5 provisions of Section ~~612, Natural Resources, Open~~
23 ~~Space, Scenic and Historical Sites~~, of the Hillsboro Comprehensive Plan, upon annexation
24 to the city, significant wetland and riparian/upland wildlife habitat resources in the North
25 Hillsboro Industrial Area shall be accorded the appropriate protection level prescribed by
26 Section 12.27.200, Significant Natural Resources Overlay District, of the Community
27 Development Code.
28

29 In particular, mitigation and enhancement activities shall emphasize the improvement of
30 the Waible Creek Tributary wetlands, floodplain and riparian upland wildlife habitat
31 resources, collectively referenced as the Waible Creek Tributary Riparian Corridor. In the
32 Corridor, the guiding principle for mitigation and enhancement activities is connectivity of
33 resource types, to allow wildlife passage between larger habitat units and genetic flow
34 between plant communities. Where development projects impact significant natural
35 resources, the City may identify and require appropriate mitigation and enhancement
36 measures by such projects to improve connectivity and resource functions and values
37 within and connected to the Corridor.
38

39 (E) Parks and Open Space
40

41 Greenspace corridors will be preserved and passive recreational opportunities and trails
42 provided along the edges of greenspace areas for employees within the North Hillsboro
43 Industrial Area.
44

45 (F) Historic Resources
46

1 At the time of Development Review and construction on property in the vicinity of the
2 probable former location of the historic *Methodist Meeting House*, as documented on the
3 Washington County cultural and historic resource list, the City shall require construction
4 of a Monument on that property by the developer. The Monument shall commemorate the
5 historical importance of the Methodist Meeting House and shall include plaques or other
6 written descriptions of the history of the Meeting House and its historical significance to
7 the local community and Washington County. The Monument shall further include
8 historical information relating to burial grounds once associated with the Meeting House
9 location. Final design and location of the Monument shall be reviewed by the Historic
10 Landmarks Advisory Committee (HLAC), who shall provide recommendation to the
11 Planning Director, who shall approve the proposal as a part of required project
12 Development Review prior to its construction.
13

14 (G) Compliance with Metro Functional Plan and UGB Expansion Conditions
15

16 (1) Consistent with ORS 268.390, Metro Code and applicable Metro Council
17 “Conditions on Land Added to the UGB,” the City’s adopted Industrial Sanctuary zone
18 shall be applied to the Area upon annexation to assure that public and private land use and
19 development actions within the Area attain substantial compliance with Regional UGB
20 Conditions of Approval, including standards assuring substantial compliance with Title 4
21 development requirements and Regionally Significant Industrial Area (RSIA)
22 designations.
23

24 ***(2) Consistent with ORS 268.390 and Metro Code, the City’s adopted Industrial***
25 ***Sanctuary zone shall be applied to the Jackson East-South and Jackson East-North Sub-***
26 ***Areas upon annexation to assure that public and private land use and development***
27 ***actions within these Sub-Areas attain substantial compliance with Title 4 development***
28 ***requirements for Industrial Areas (IA) designations.***
29

30 ~~(23)~~ The 330 acres brought into the UGB in 2011 (Metro Ordinance 11-1264B)(“NoHi”)
31 shall provide for at least two parcels of 50 acres or more and one parcel of 100 acres or
32 more. Consistent with this Section, smaller-scale industrial flex-space and commercial
33 uses shall be allowed on remnant parcels resulting from compliance with this provision.
34

35 (H) Public Infrastructure (Water and Sanitary Sewer) Management Plans
36

37 The recommended water system, sanitary sewer system, and storm water disposal system
38 facilities shown on the *North Hillsboro Industrial Area Public Facilities and Services*
39 *Maps*, as shown in Figures 30-A through 30-~~HL~~, shall be incorporated into the following
40 *Hillsboro Public Facilities Plan* (2001) Maps as appropriate:
41

- 42 • *Water System Improvements Map* (June, 2001)
- 43 • *Surface Water Management System Improvements Map* (June, 2001)
- 44 • *Sanitary Sewer System Improvements Map* (June, 2001)
- 45

46 (I) Transportation System Plans

1
2 Transportation System Plans are shown in Figures 30-~~JM~~ through 30-~~LP~~. Proposed
3 roadway improvements include the following:
4

5 Arterial Streets:

6
7 NW Evergreen Road
8 NW Brookwood Parkway
9 ***NW Huffman Street extension***
10 ~~Meek Road~~
11 ***NW Jackson School Road***

Collector Streets:

~~NW Huffman extension~~
NW Meek Road
NW Sewell Road extension
Dawson Creek Drive extension
NW 253rd Avenue extension
NW 263rd / 264th Avenue extension
NW Sewell Road extension
NW 273rd Avenue
NE 25th Avenue extension
NW Jacobson Road realignment
NW Schaff Road extension
NW Pubols Road extension

12
13
14
15
16
17
18
19
20 The location and design of the transportation facilities shown in Figures 30-~~JM~~ through 30-~~LP~~ are
21 conceptual and general in nature. Specific roadway alignments and intersection improvements
22 shall be incorporated into Section ~~3224~~- the City Transportation System Plan (TSP) when such
23 alignments and improvements have been firmly determined and finalized.
24

25 Figure 30-A Evergreen/Shute Sub-Areas Conceptual Water System

26 Figure 30-B Helvetia/West Union Sub-Areas Conceptual Water System

27 Figure 30-C NoHi Sub-Area Conceptual Water System Alternatives

28 ***Figure 30-D Jackson East-North and Jackson East-South Sub-Areas Conceptual Water System***

29 Figure 30-~~DE~~ Evergreen/Shute Sub-Areas Conceptual Sanitary Sewer System

30 Figure 30-~~EF~~ Helvetia/West Union Sub-Areas Conceptual Sanitary Sewer System

31 Figure 30-~~FG~~ NoHi Sub-Area Conceptual Sanitary Sewer System Alternatives

32 ***Figure 30-H Jackson East-North and Jackson East-South Sub-Areas Conceptual Sanitary***
33 ***Sewer System***

34 Figure 30-~~GI~~ Evergreen/Shute Sub-Areas-Conceptual Storm Drainage System

35 Figure 30-~~HJ~~ Helvetia/West Union Sub-Areas Conceptual Storm Drainage System

36 Figure 30-~~IK~~ NoHi Sub-Area Conceptual Storm Drainage System Alternatives

37 ***Figure 30-L Jackson East-North and Jackson East-South Sub-Areas Conceptual Storm***
38 ***Drainage System***

39 Figure 30-~~JM~~ Evergreen/Shute Sub-Areas-Conceptual Street System with Commercial Support
40 Node Locations

41 Figure 30-~~KN~~ Helvetia/West Union Sub-Areas Conceptual Street System with Commercial
42 Support Node Locations

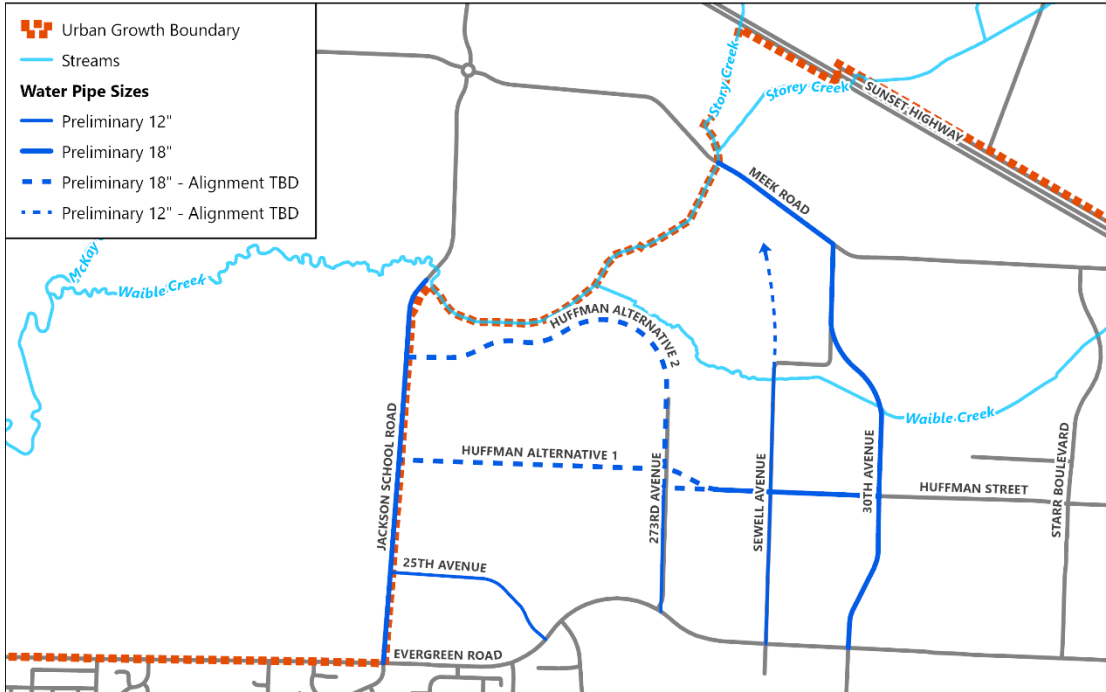
43 Figure 30-~~LO~~ NoHi Sub-Area Conceptual Street System Alternatives

44 ***Figure 30-P Jackson East-North and Jackson East-South Sub-Areas Conceptual Street System***
45 ***Alternatives***

1
2

Figure 30-D Jackson East-South and Jackson East-North Sub-Areas Conceptual Water System

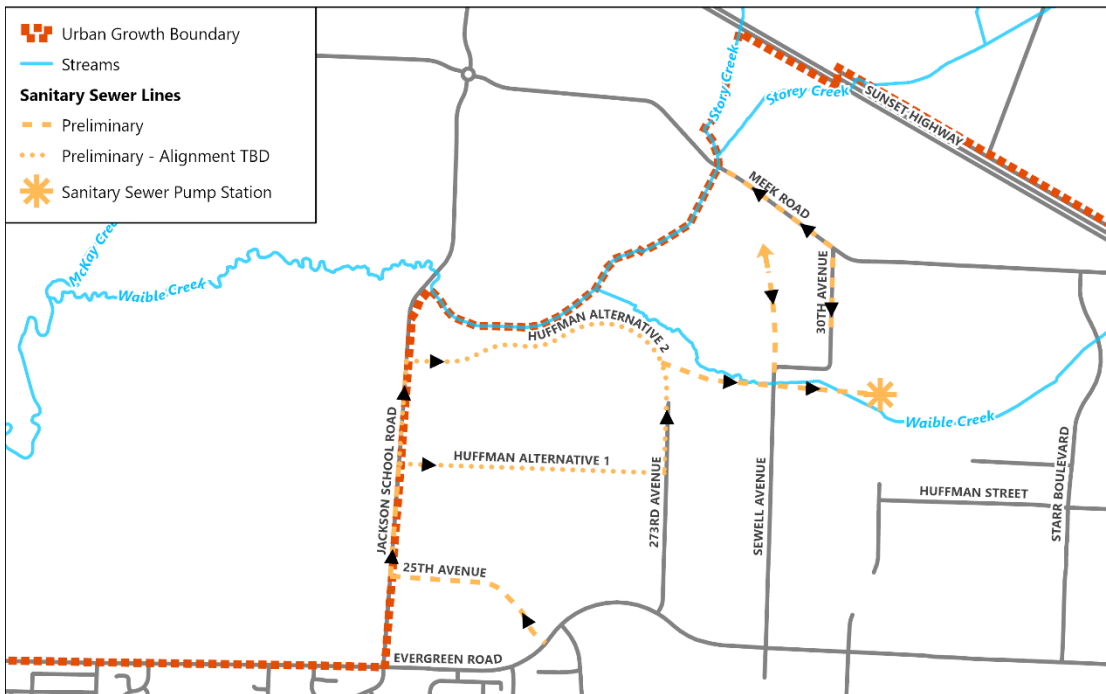
Figure 30-D: Jackson East-North & Jackson East-South Sub-Areas Conceptual Water System



3
4
5
6

Figure 30-H Jackson East-South and Jackson East-North Sub-Areas Conceptual Sanitary Sewer System

Figure 30-H: Jackson East-North & Jackson East-South Sub-Areas Conceptual Sanitary Sewer System



7
8

1
2

Figure 30-L Jackson East-South and Jackson East-North Sub-Areas Conceptual Storm Drainage System

Figure 30-L: Jackson East-North & Jackson East-South Sub-Areas Conceptual Storm Drainage System



3
4
5
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Figure 30-P Jackson East-South and Jackson East-North Sub-Areas Conceptual Street System

Figure 30-P: Jackson East-North & Jackson East-South Sub-Areas Conceptual Street System



7
8

1 **Section 32. Transportation System Plan**

2 *The following sections of the Transportation System Plan (TSP) Update (Ordinance 6395/3-22),*
3 *are amended to reflect the following changes:*

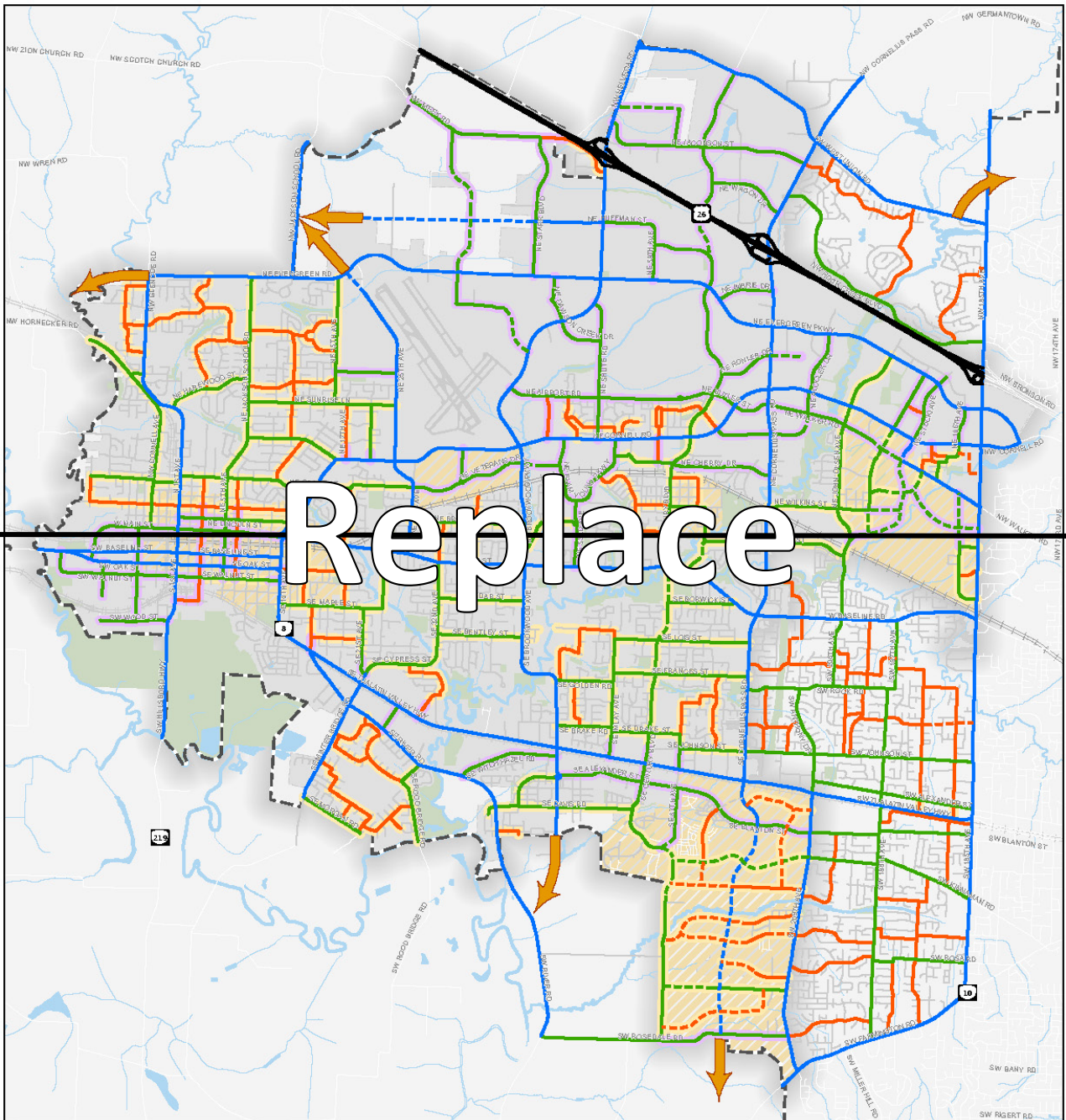
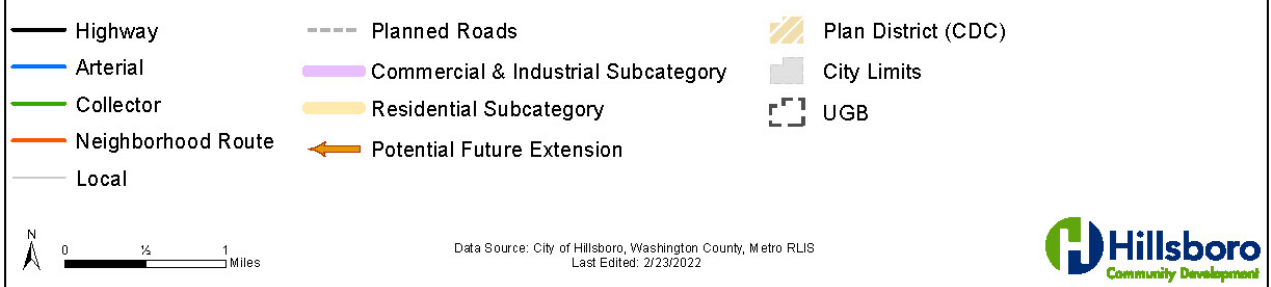


Figure 32-1 Functional Classification Plan



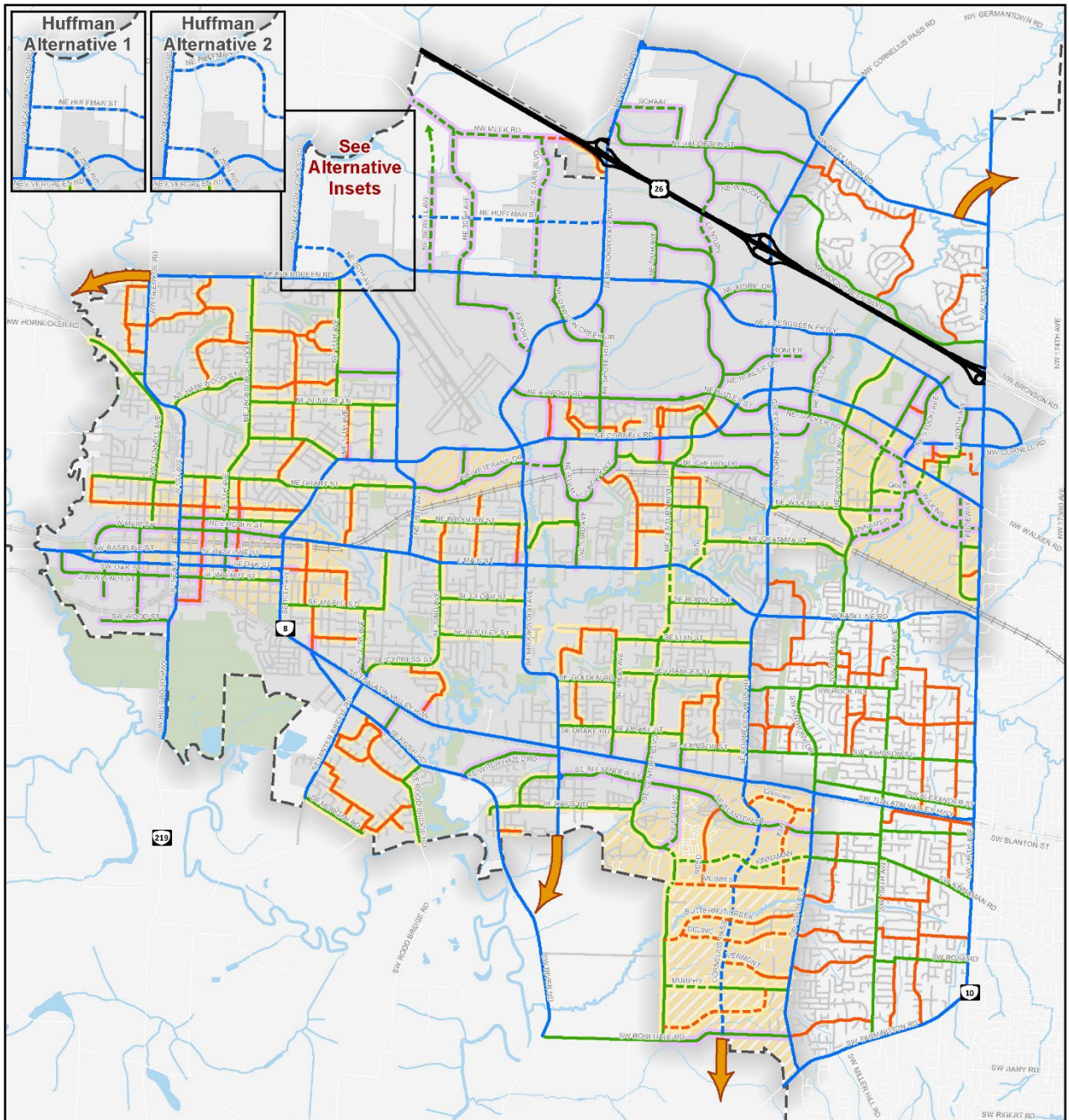


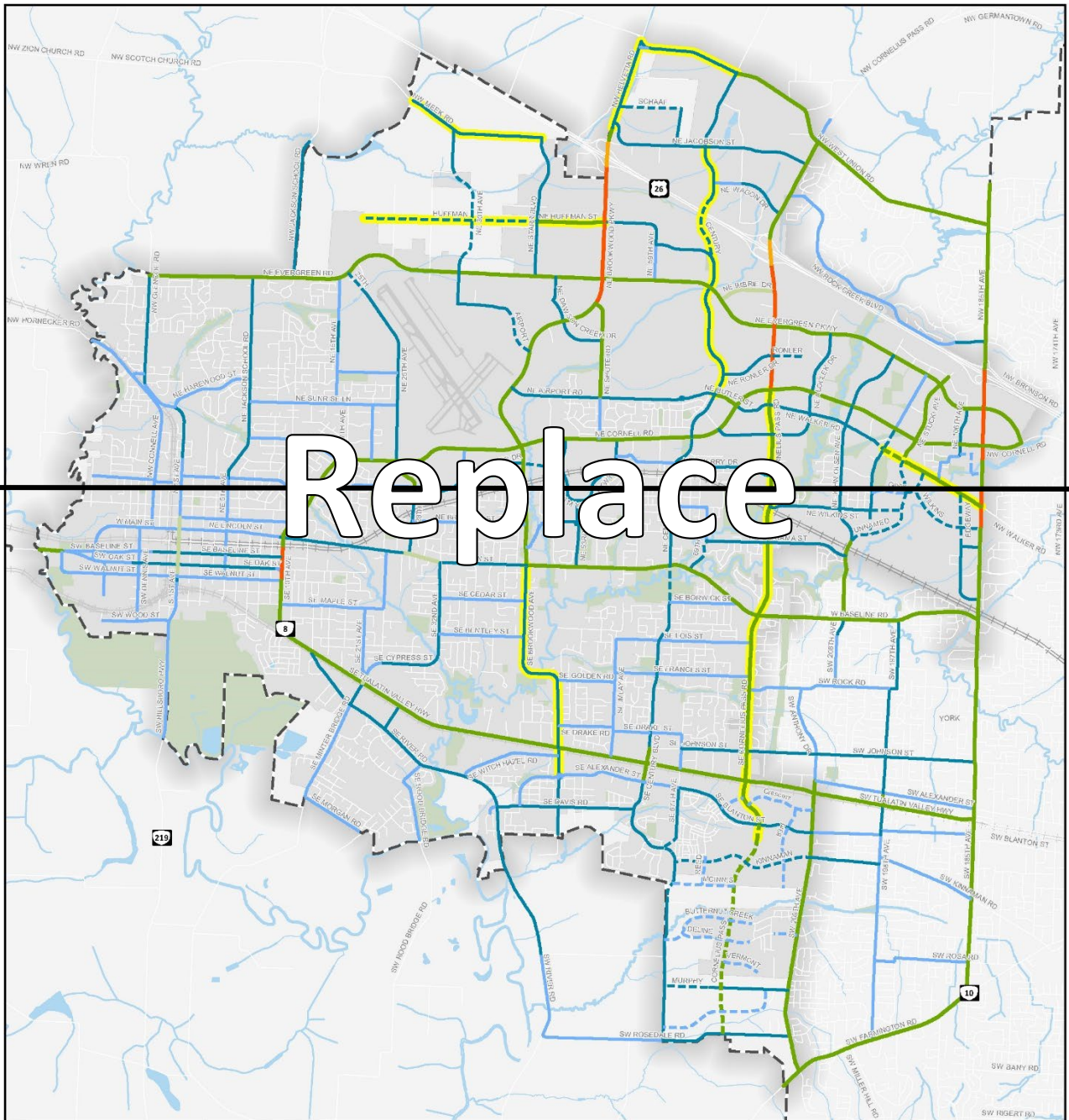
Figure 32-1 Functional Classification Plan

- | | | |
|----------------------|---------------------------------------|-----------------------|
| — Freeway | - - - Planned Roads | ▨ Plan District (CDC) |
| — Arterial | - - -> Alignment TBD | ■ City Limits |
| — Collector | — Commercial & Industrial Subcategory | □ UGB |
| — Neighborhood Route | — Residential Subcategory | |
| — Local Road | — Potential Future Extension | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/19/2022





Replace

Figure 32-2 Number of Lanes and ROW Plan

- 1 Lane
- 2 Lanes
- 3 Lanes
- 4 Lanes
- 5 Lanes
- 6 Lanes
- 7 Lanes
- - - Planned Roads
- +2 Lanes of ROW Protection
- City Limits
- UGB



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 2/18/2022



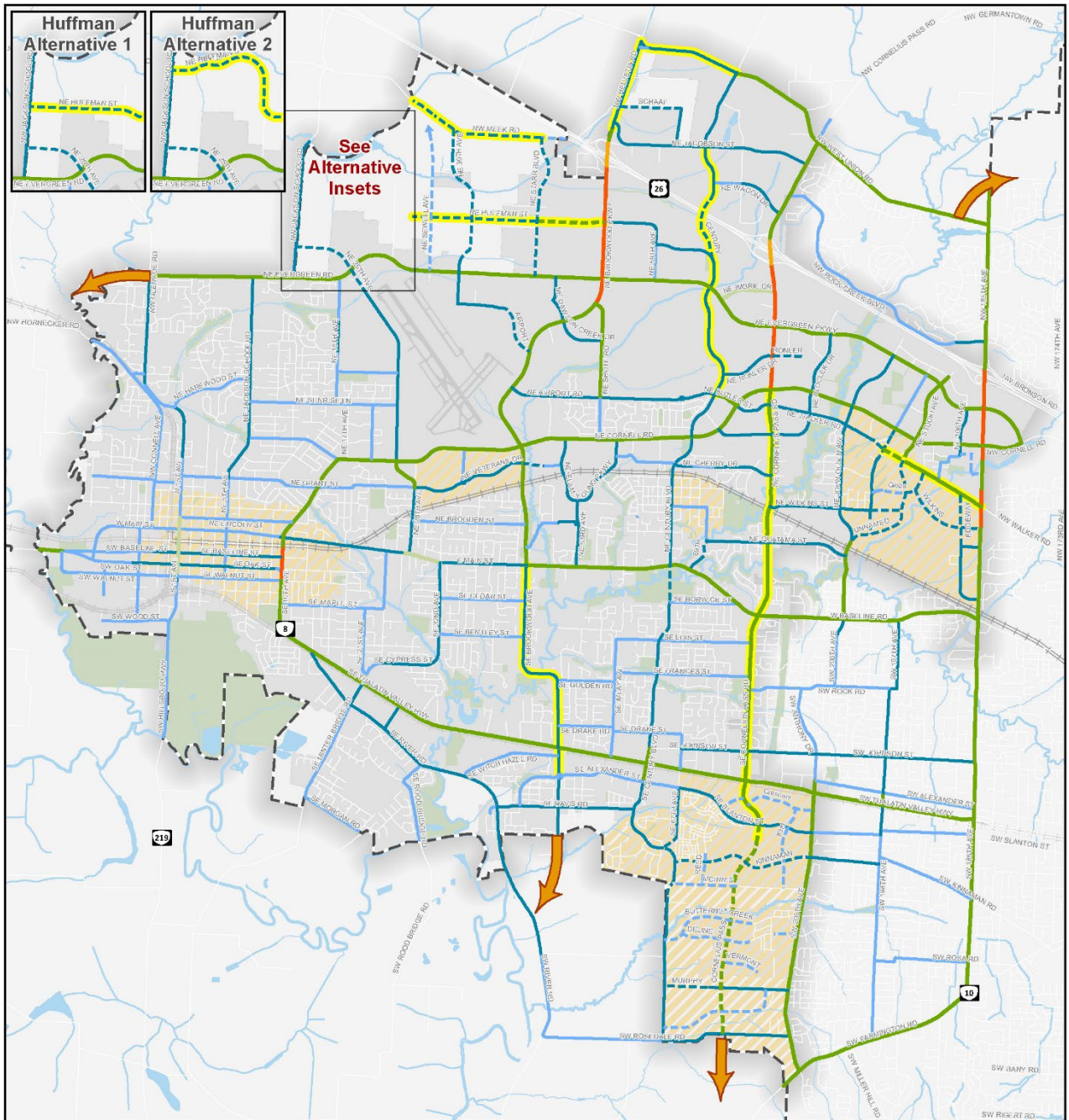


Figure 32-2 Number of Lanes and ROW Plan

- | | | | |
|-----------|-----------|------------------------------|-----------------------|
| — 1 Lane | — 5 Lanes | — +2 Lanes of ROW Protection | ▨ Plan District (CDC) |
| — 2 Lanes | — 6 Lanes | - - - Planned Roads | ■ City Limits |
| — 3 Lanes | — 7 Lanes | - - -> Alignment TBD | □ UGB |
| — 4 Lanes | | ← Potential Future Extension | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/19/2022



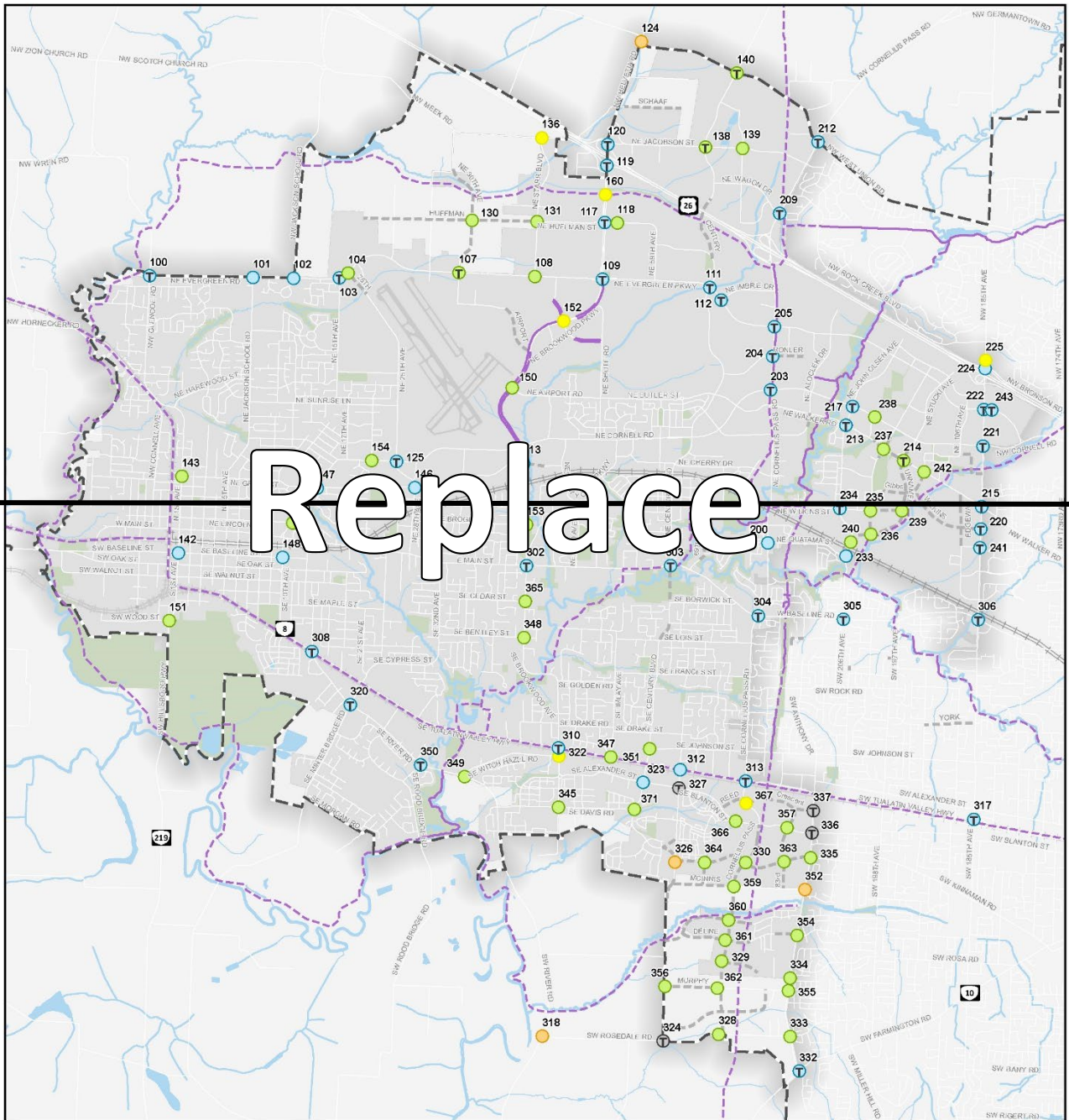


Figure 32-3 Intersection Improvements Plan

- Ⓣ New Turn Lane
- New Signal
- Signal Modification
- Roundabout
- Other
- Existing Trails
- - - Planned Trails
- - - Planned Roads
- City Limits
- UGB



Data Source: City of Hillsboro, Washington County, Metro RLIS Last Edited: 2/18/2022



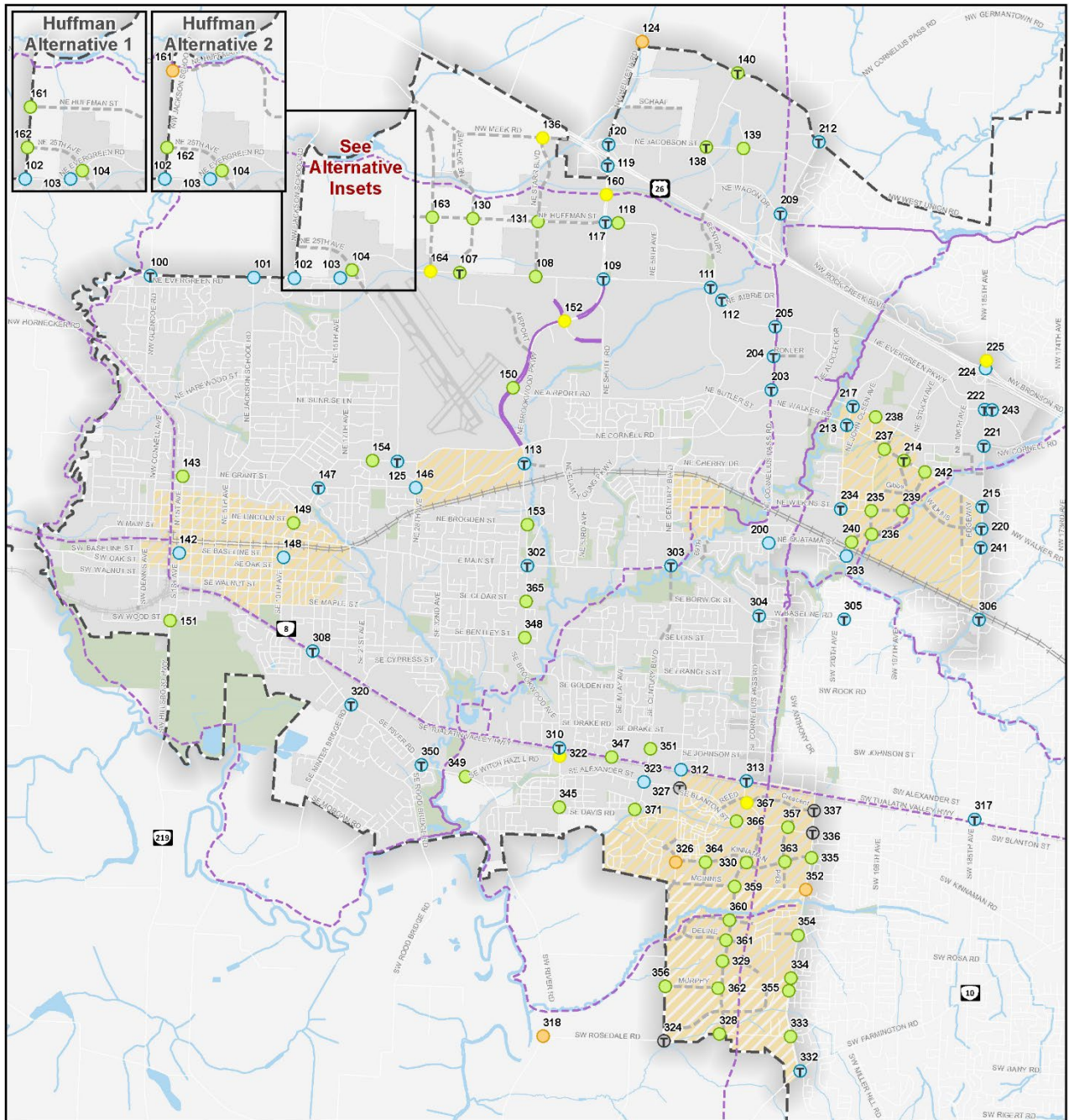


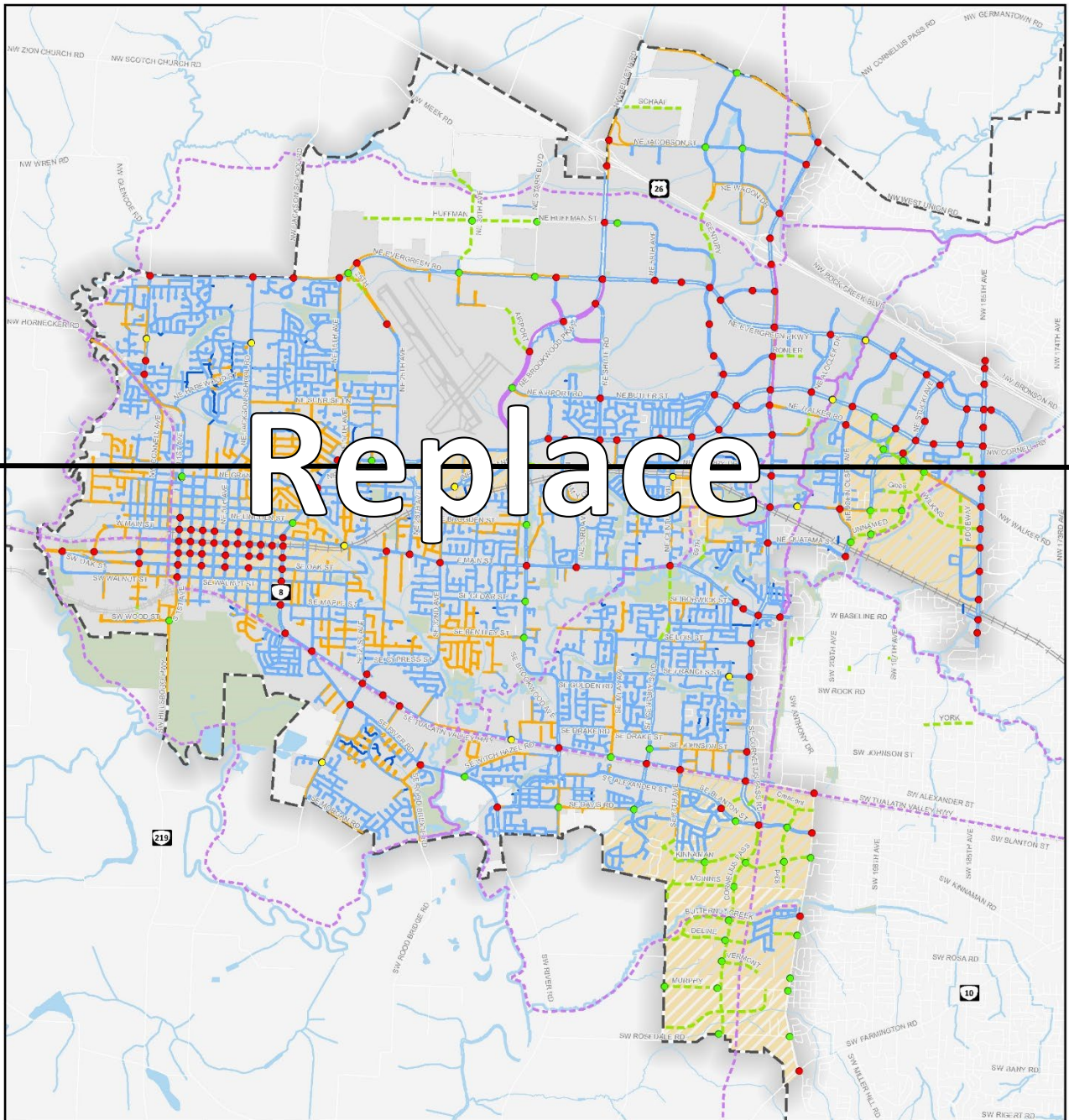
Figure 32-3 Intersection Improvements Plan

- | | | |
|---|---|---|
|  New Turn Lane |  Existing Trails |  Plan District (CDC) |
|  New Signal |  Planned Trails |  City Limits |
|  Signal Modification |  Planned Roads |  UGB |
|  Roundabout |  Alignment TBD | |
|  Other | | |



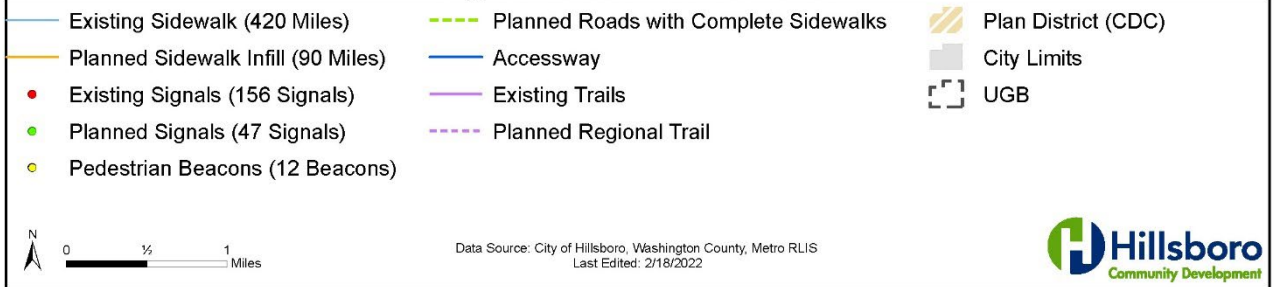
Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/20/2022





Replace

Figure 32-5 Pedestrian Plan



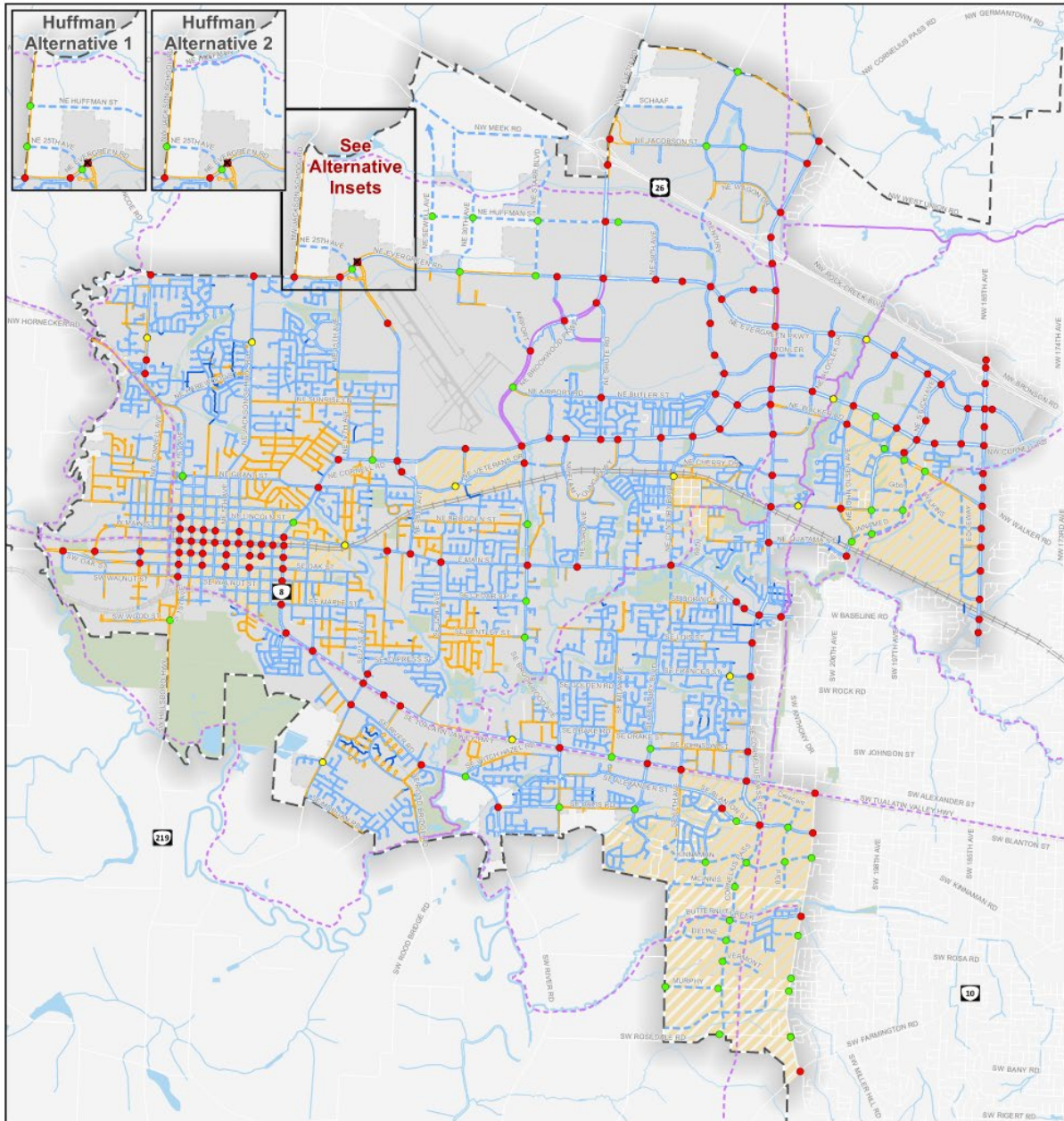


Figure 32-5 Pedestrian Plan

- | | | |
|---|------------------------------|-----------------------|
| — Existing Sidewalk (420 Miles) | ■ Signal Removal | ▨ Plan District (CDC) |
| — Planned Sidewalk Infill (90 Miles) | — Accessway | ■ City Limits |
| - - - Planned Roads with Complete Sidewalks | — Existing Trails | □ UGB |
| ● Planned Signals (49 Signals) | - - - Planned Regional Trail | |
| ● Existing Signals (156 Signals) | - - - Alignment TBD | |
| ● Pedestrian Beacons (12 Beacons) | | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/26/2022



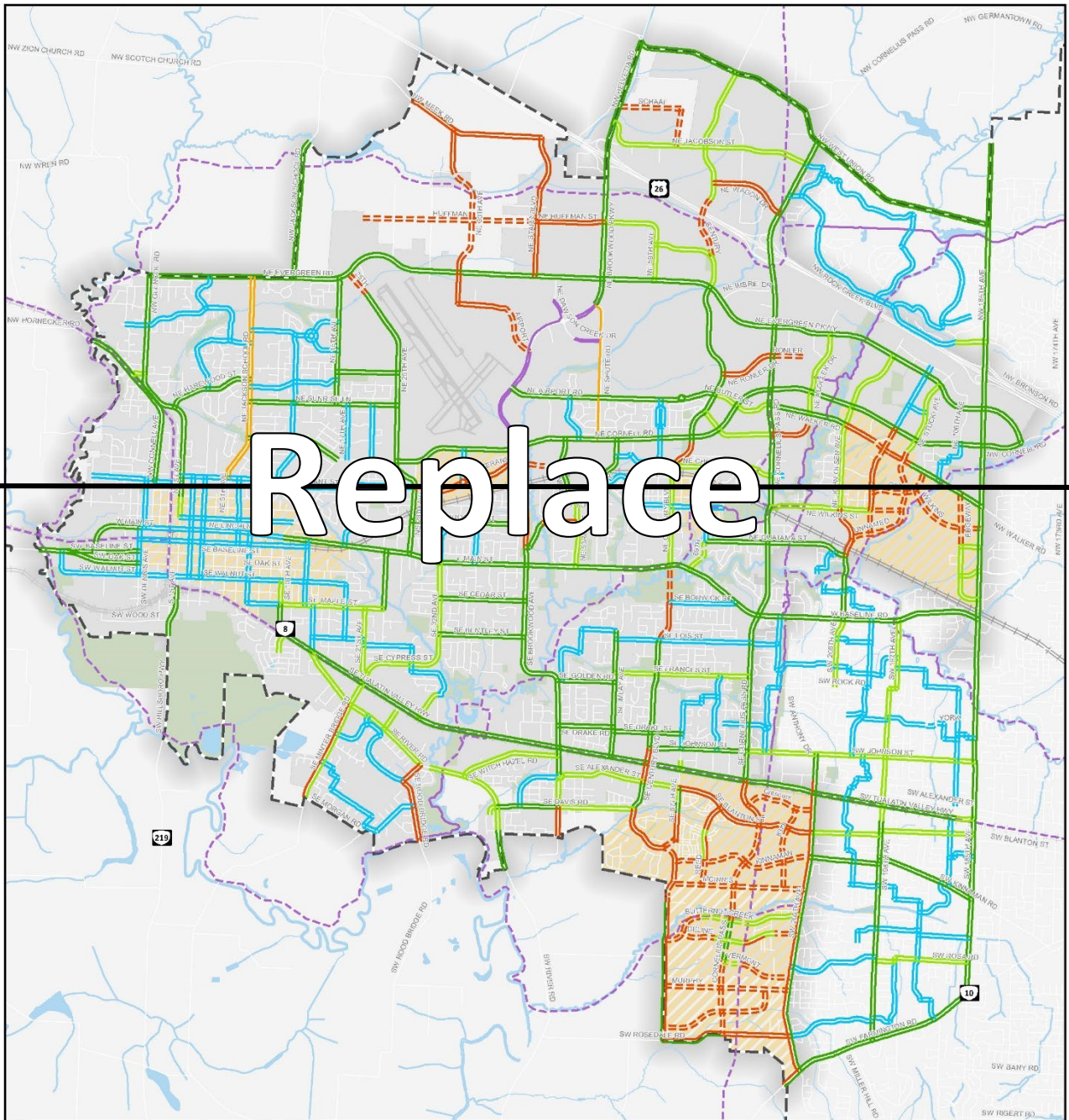


Figure 32-6 Bicycle Plan

- | | | |
|---------------------------------|------------------|---------------------|
| Cycletrack (62 Miles) | Planned Facility | Plan District (CDC) |
| Shared-Use Path (4 Miles) | Existing Trails | City Limits |
| Buffered Bike Lane (121 Miles) | Planned Trails | UGB |
| Standard Bike Lane (45 Miles) | | |
| Neighborhood Bikeway (62 Miles) | | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 2/18/2022



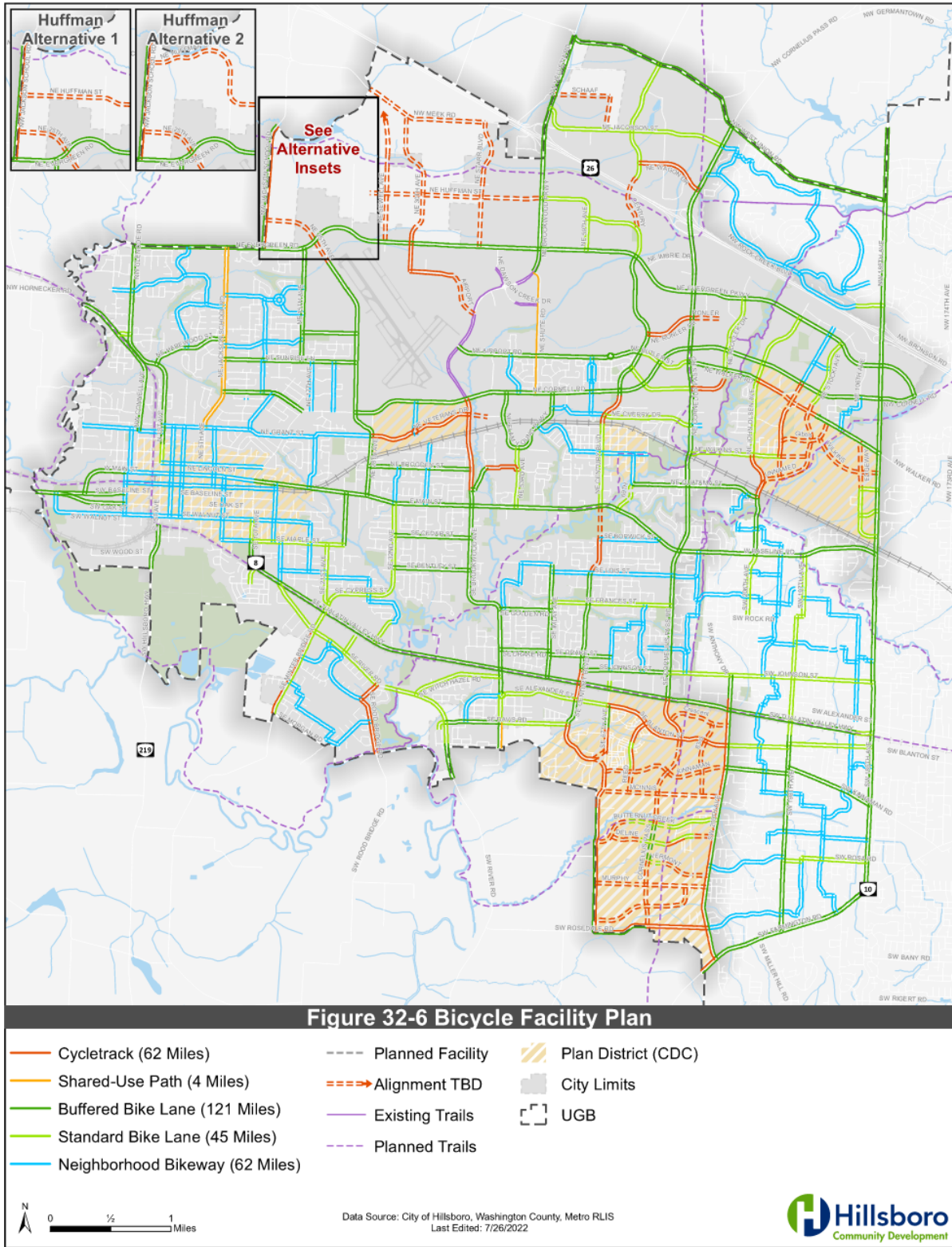


Exhibit B

The following describes the sections of the Hillsboro Comprehensive Plan (HCP) and Transportation System Plan (TSP) to be amended to include changes associated with the Jackson East planning area.

Transportation System Plan

The TSP is adopted into the HCP by reference in Section 23.8. Amendments to the TSP include replacing several map figures, addition to project list tables, and addition of new text in one section.

The list of figures to be replaced in their entirety are:

- Figure 5-1 Functional Classification Plan
- Figure 5-2 Number of Lanes and ROW Plan
- Figure 5-3 Local Road and Pathway Connectivity
- Figure 5-5 Future Refinement Plan Areas
 - o Additional text related to the US 26/Jackson School Road interchange area will be added to the text section preceding Figure 5-5
- Figure 5-7 Pedestrian Plan
- Figure 5-8 Bicycle Plan
- Figure 6-1 TSP Project List
- Figure 6-2 TSP Intersection Improvement Plan

The following tables will be amended to include new projects related to the Jackson East planning area:

- Table 6-1 Road Project List
- Table 6-2 Intersection Improvement List

These additions are described in more detail in the following pages. Replacement text, figures and tables are provided in Exhibit B.

Hillsboro Comprehensive Plan

Section 32 of the Hillsboro Comprehensive Plan includes select master plan figures from the TSP. These are the same master plan figures as those in Chapter 5 and Chapter 6 of the TSP. The list of HCP Section 32 master plan figures to be replaced in their entirety are:

- Figure 32-1 Functional Classification Plan
- Figure 32-2 Number of Lanes and ROW Plan
- Figure 32-3 Intersection Improvement Plan
- Figure 32-5 Pedestrian Plan
- Figure 32-6 Bicycle Plan

The descriptions for the TSP figures in the following pages apply to the corresponding HCP figures. HCP replacement figures are provided in Exhibit A.

Functional Classification Plan

Figure 5-1 Functional Classification Plan in the TSP (Figure 32-1 in HCP) is amended to include the following changes as illustrated in Figure 1:

1. Two different alternative alignments, as shown side by side as Alternative 1 and Alternative 2 in Figure 1, for the extension of **NE Huffman Street** as an **Arterial** from the current western terminus west to connect with NW Jackson School Road; alignment to be established by land development market consideration and a city-initiated Locally Preferred Alignment process.
2. Extension of **NE 25th Avenue** as an **Arterial** from the planned future intersection at NE Evergreen Road via a northwestern and western alignment to connect with NW Jackson School Road
3. Reclassification of **NE Sewell Avenue** from a Local Road to a **Commercial & Industrial Collector** and extending it north towards NW Meek Road; the future northern alignment north of Waible Creek is to be determined at a later time

The replacement figure for TSP Figure 5-1 Functional Classification Plan is included in Exhibit B. The replacement figure for HCP Figure 32-1 Functional Classification Plan is included in Exhibit A.

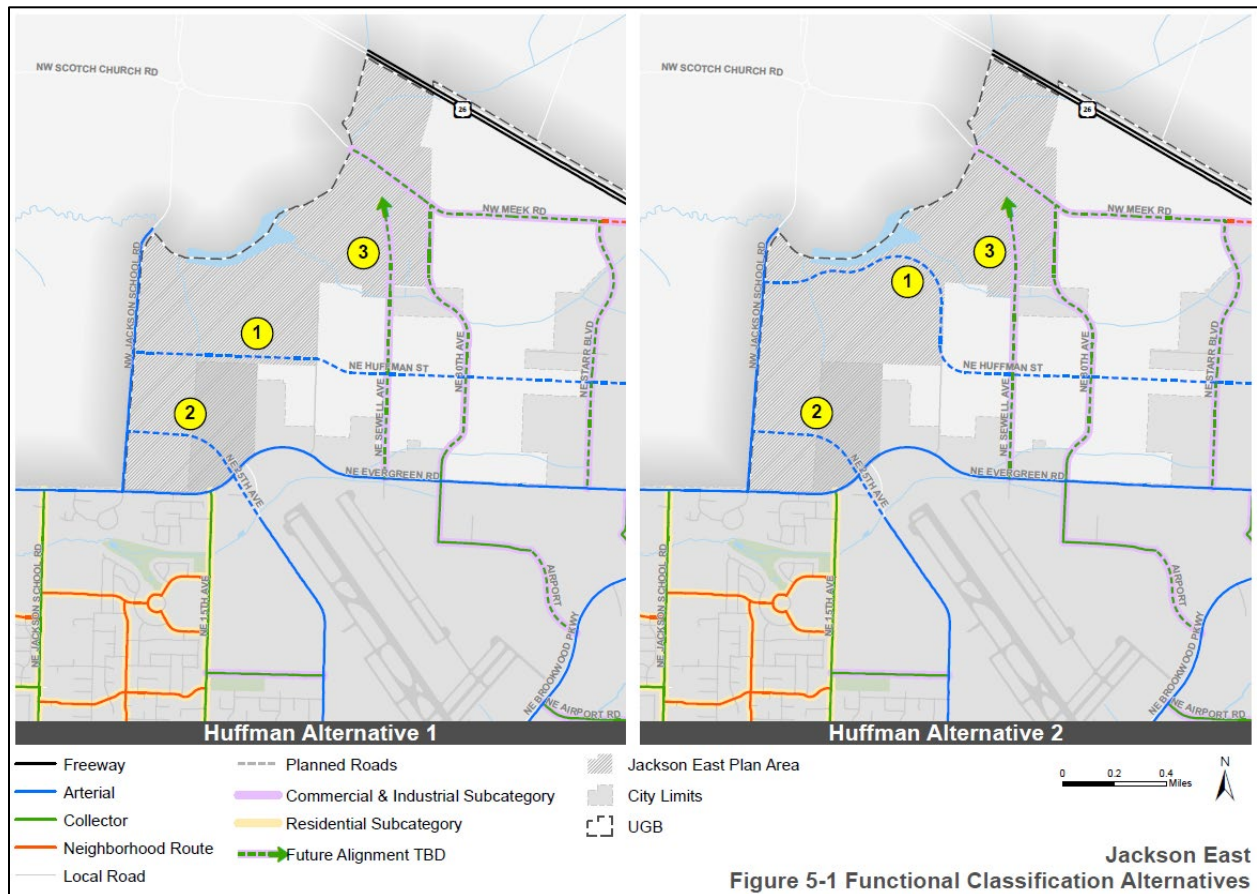


Figure 1: Proposed changes to 5-1 (HCP Figure 32-1) Functional Classification Plan

Number of Lanes and ROW Plan

Figure 5-2 Number of Lanes and ROW Plan in the TSP (Figure 32-2 in HCP) is amended to include the following changes as illustrated in Figure 2:

1. Two different alternative alignments, as shown side by side as Alternative 1 and Alternative 2 in Figure 2, for the extension of **NE Huffman Street** as a planned **three-lane Arterial with additional two-lane right-of-way preservation** from the current western terminus west to connect with NW Jackson School Road
2. Extension of **NE 25th Avenue** as a planned **three-lane Arterial** from the planned future intersection at NE Evergreen Road via a northwestern and western alignment to connect with NW Jackson School Road
3. Extension of **NE Sewell** as a **two-lane Commercial & Industrial Collector** north towards NW Meek Road; the future northern alignment north of Waible Creek is to be determined at a later time

The replacement figure for TSP Figure 5-2 Number of Lanes and ROW Plan is included in Exhibit B. The replacement figure for HCP Figure 32-2 Number of Lanes and ROW Plan is included in Exhibit A.

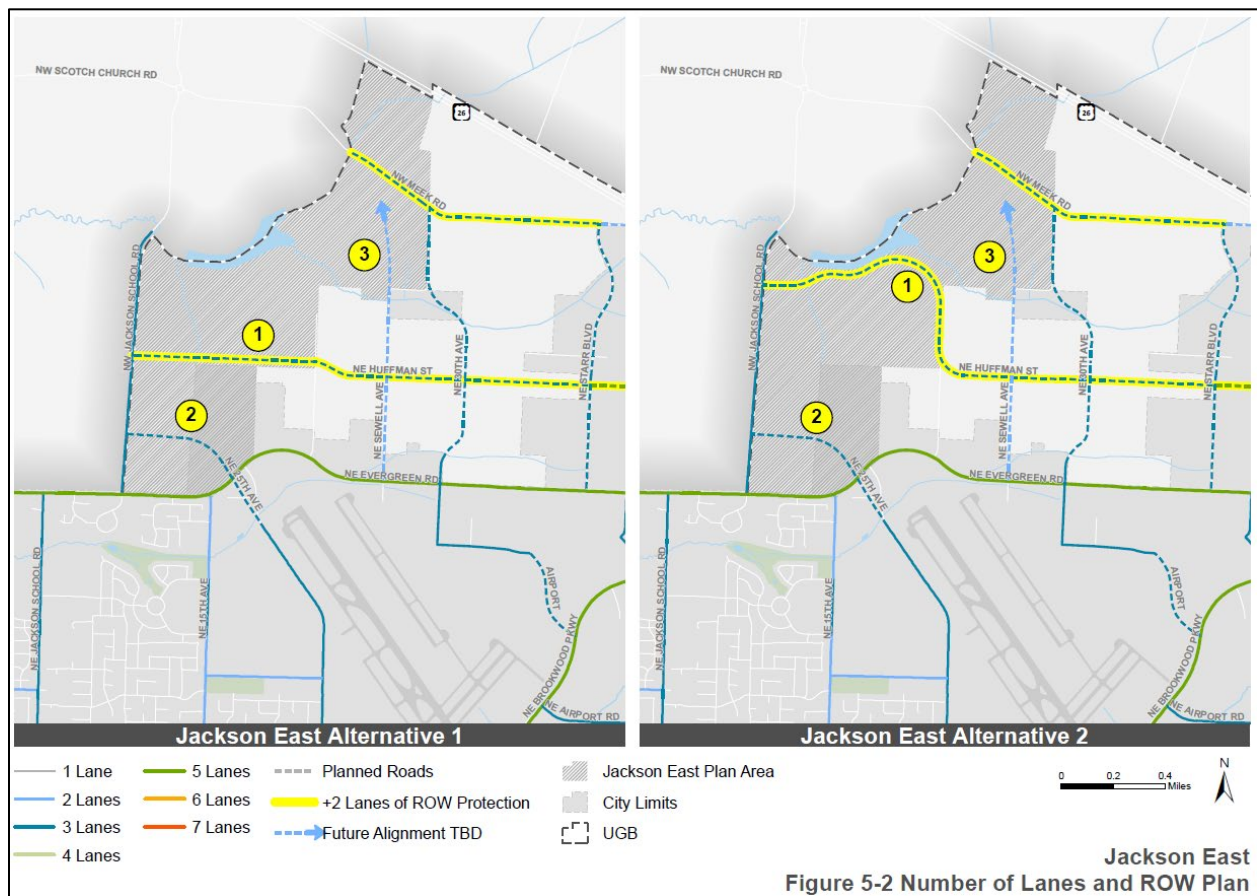


Figure 2: Proposed changes to TSP Figure 5-2 (HCP Figure 32-2) Number of Lanes and ROW Plan

Local Road and Pathway Connectivity

Figure 5-3 Local Road and Pathway Connectivity in the TSP is amended to include a **new local road connection between NE Sewell Avenue and NE 30th Avenue south of NE Evergreen Road**, as illustrated in Figure 3. The replacement figure for TSP Figure 5-3 Local Road and Pathway Connectivity Plan is included in Exhibit B.

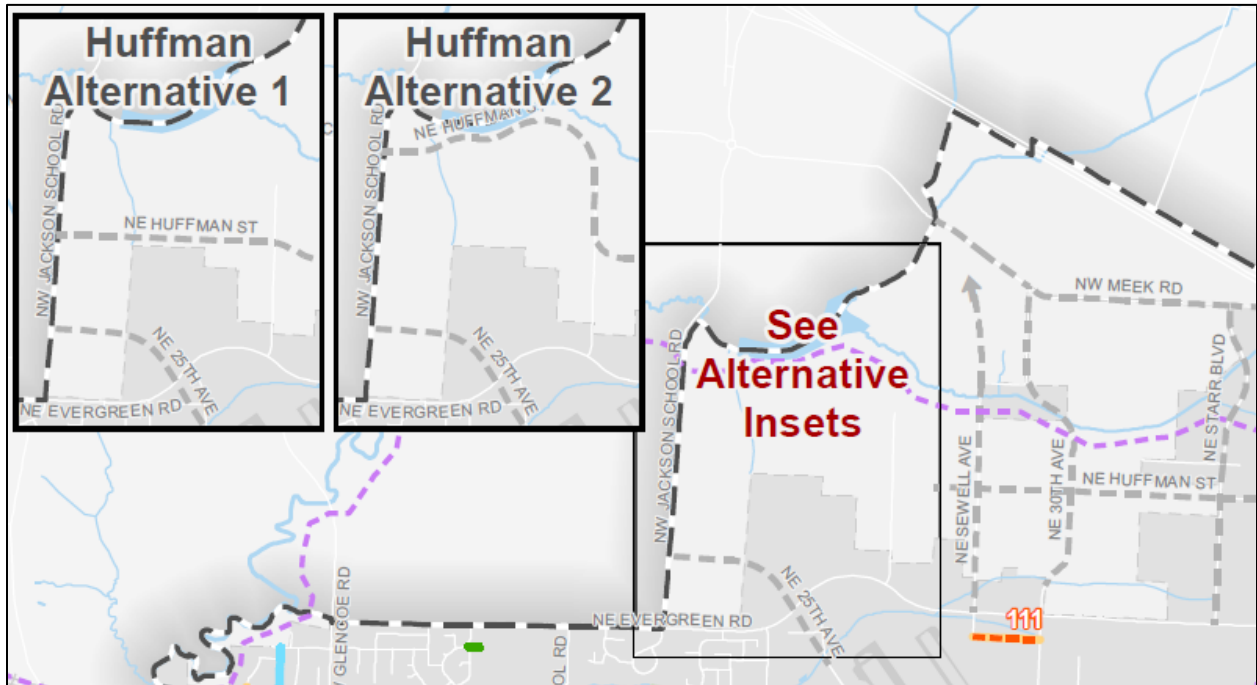


Figure 3: Proposed change to TSP Figure 5-3 Local Road and Pathway Connectivity

Future Refinement Plan Areas

Figure 5-5 Future Refinement Plan Areas in the TSP is amended to include a **new refinement area, labeled “L”**, for the **Jackson East-related refinements** as illustrated in Figure 4. This new refinement area is included to capture the lane configurations and intersection control needs around the US 26/Jackson School Road interchange area related to the Jackson East planning area. The extent of the refinement area is from south of the Jackson School Road & Meek Road/Scotch Church Road intersection to north of the Jackson School Road & US 26 westbound ramps intersection.

The replacement figure for TSP Figure 5-5 Future Refinement Plan Areas is included in Exhibit B.

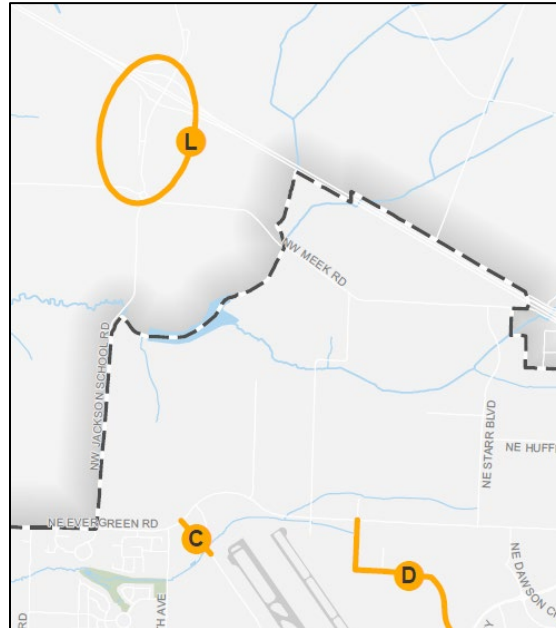


Figure 4: Proposed change to TSP Figure 5-5 Future Refinement Plan Areas

Pedestrian Plan

Figure 5-7 Pedestrian Plan in the TSP (Figure 32-5 in HCP) is amended to include the following changes as illustrated in Figure 5:

1. Two different alternative alignments, as shown side by side as Alternative 1 and Alternative 2 in Figure 2, for the extension of **NE Huffman Street** with **planned complete sidewalks on both sides** from the current western terminus west to connect with NW Jackson School Road
2. Extension of **NE 25th Avenue** with **planned complete sidewalks on both sides** from the planned future realigned intersection at NE Evergreen Road via a northwestern and western alignment to connect with NW Jackson School Road
3. Extension of **NE Sewell** with **planned complete sidewalks on both sides** north towards NW Meek Road; the future northern alignment north of Waible Creek is to be determined at a later time

The replacement figure for TSP Figure 5-7 Pedestrian Plan is included in Exhibit B. The replacement figure for HCP Figure 32-5 Pedestrian Plan is included in Exhibit A.

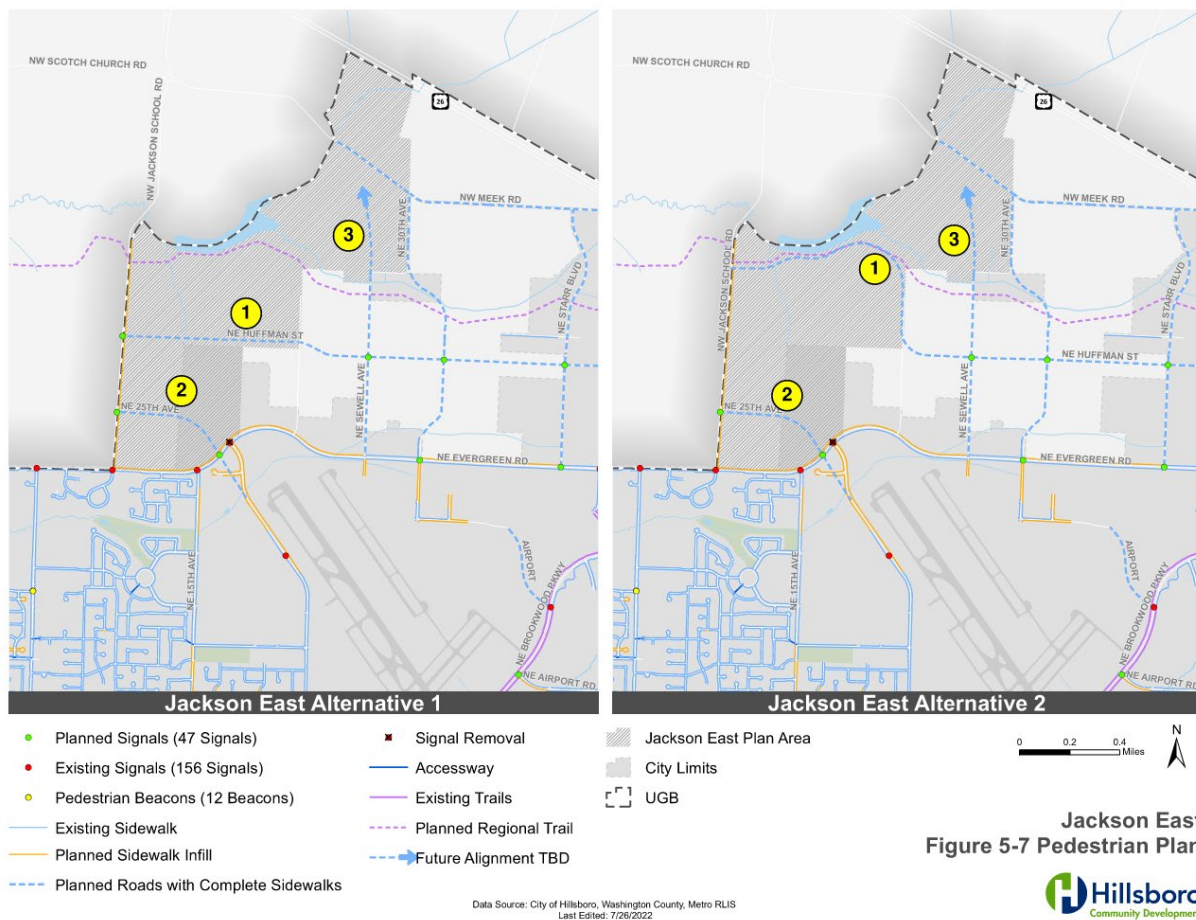


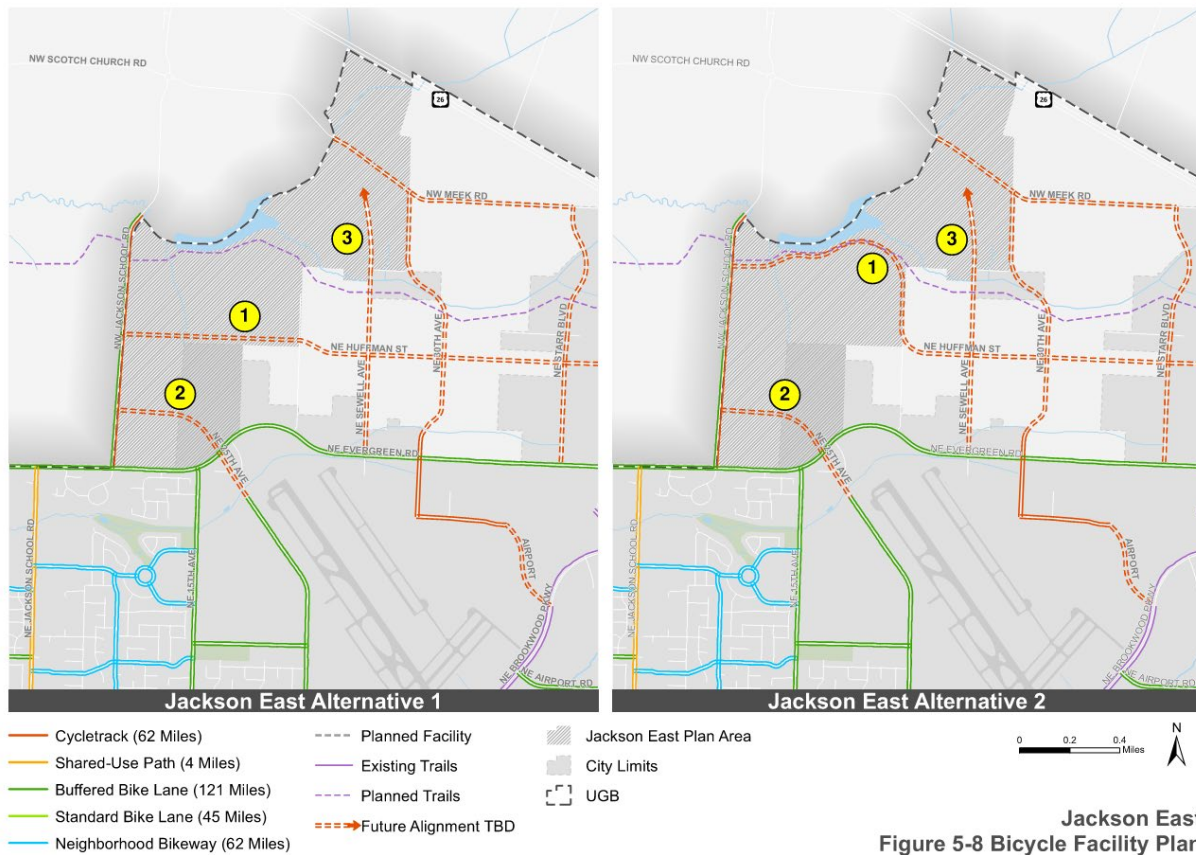
Figure 5: Proposed changes to TSP Figure 5-7 (HCP Figure 32-5) Pedestrian Plan

Bicycle Facility Plan

Figure 5-8 Bicycle Facility Plan in the TSP (Figure 32-6 in HCP) is amended to include the following changes as illustrated in Figure 6:

1. Two different alternative alignments, as shown side by side as Alternative 1 and Alternative 2 in Figure 2, for the extension of **NE Huffman Street** with **planned cycletrack on both sides** from the current western terminus west to connect with NW Jackson School Road
2. Extension of **NE 25th Avenue** with **planned cycletrack on both sides** from the planned future realigned intersection at NE Evergreen Road via a northwestern and western alignment to connect with NW Jackson School Road
3. Extension of **NE Sewell** with **planned cycletrack on both sides** north towards NW Meek Road; the future northern alignment north of Waible Creek is to be determined at a later time

The replacement figure for TSP Figure 5-8 Bicycle Facility Plan is included in Exhibit B. The replacement figure for HCP Figure 32-6 Bicycle Facility Plan is included in Exhibit A.



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/26/2022

Figure 6: Proposed changes to TSP Figure 5-8 (HCP Figure 32-6) Bicycle Facility Plan

TSP Road Project List

Figure 6-1 TSP Project List and Table 6-1 Road Project List in the TSP is amended to include the following changes as illustrated in Figure 7:

1. Two different alternative alignments, as shown side by side as Alternative 1 and Alternative 2 in Figure 2, for the extension of **NE Huffman Street** as **new TSP project 22-061** from the current western terminus west to connect with NW Jackson School Road
2. Extension of **NE 25th Avenue** as **new TSP project 22-062** from the planned future realigned intersection at NE Evergreen Road via a northwestern and western alignment to connect with NW Jackson School Road
3. Extension of **NE Sewell** as **new TSP project 22-063** north towards NW Meek Road; the future northern alignment north of Waible Creek is to be determined at a later time
4. **New TSP project 22-064** for side-by-side left-turn lanes on NE Evergreen Road between NE 15th Avenue and NE 25th Avenue realignment

Table 6-1 Road Project List in the TSP is also amended to include these four new projects in addition to updated descriptions for Project 22-001 for the improvement of Jackson School Road from Evergreen Road to Waible Creek and 22-003 for NE 25th Ave realignment.

The replacement figure for TSP Figure 6-1 TSP Project List and the additions to Table 6-1 Road Project List is included in Exhibit B.

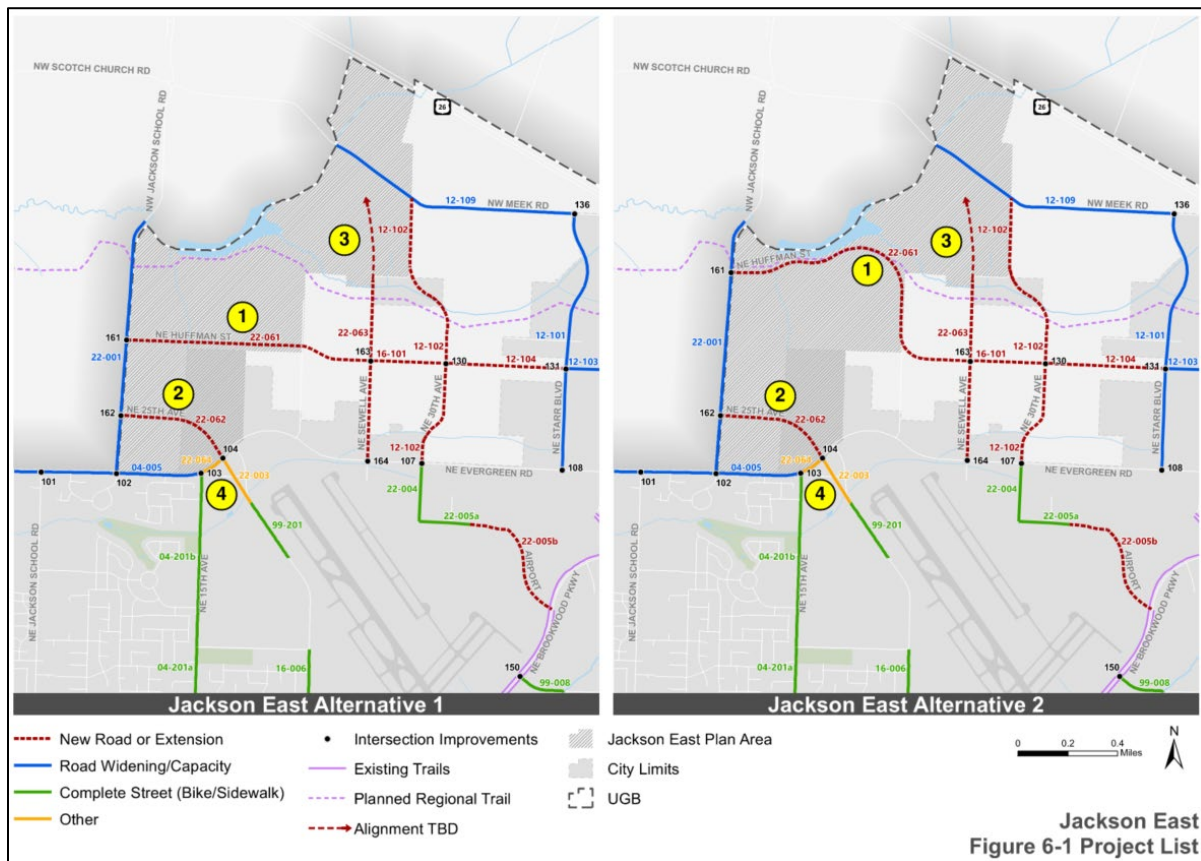


Figure 7: Proposed changes to TSP Figure 6-1 Project List

TSP Intersection Improvements Plan

Figure 6-2 Intersection Improvements Plan (Figure 32-3 in HCP) and Table 6-2 TSP Intersection Improvements List in the TSP is amended to include the following changes as illustrated in Figure 8:

1. New intersection improvement projects at the following locations:
 - a. Jackson School Road & Huffman Street (Intersection #161)
 - b. Jackson School Road & NE 25th Avenue (Intersection #162)
 - c. Sewell Avenue & Huffman Street (Intersection #163)
 - d. Sewell Avenue & Evergreen Road (Intersection #164)
2. Revisions to previously adopted intersection improvement projects at the following locations:
 - e. NE 25th Avenue & Evergreen Road (Intersection #104)
 - f. NE 30th Avenue & Evergreen Road (Intersection #107)
 - g. Brookwood Parkway & US 26 westbound ramps (Intersection #120)
 - h. NE 15th Ave & Evergreen Road (Intersection #103)
 - i. NE 30th AVE & Huffman Street (Intersection #130)

The replacement figure for TSP Figure 6-12 Intersection Improvements Plan and the additions to Table 6-2 Intersection Improvements List are included in Exhibit B. The replacement figure for HCP Figure 32-3 Intersection Improvements Plan is included in Exhibit B.

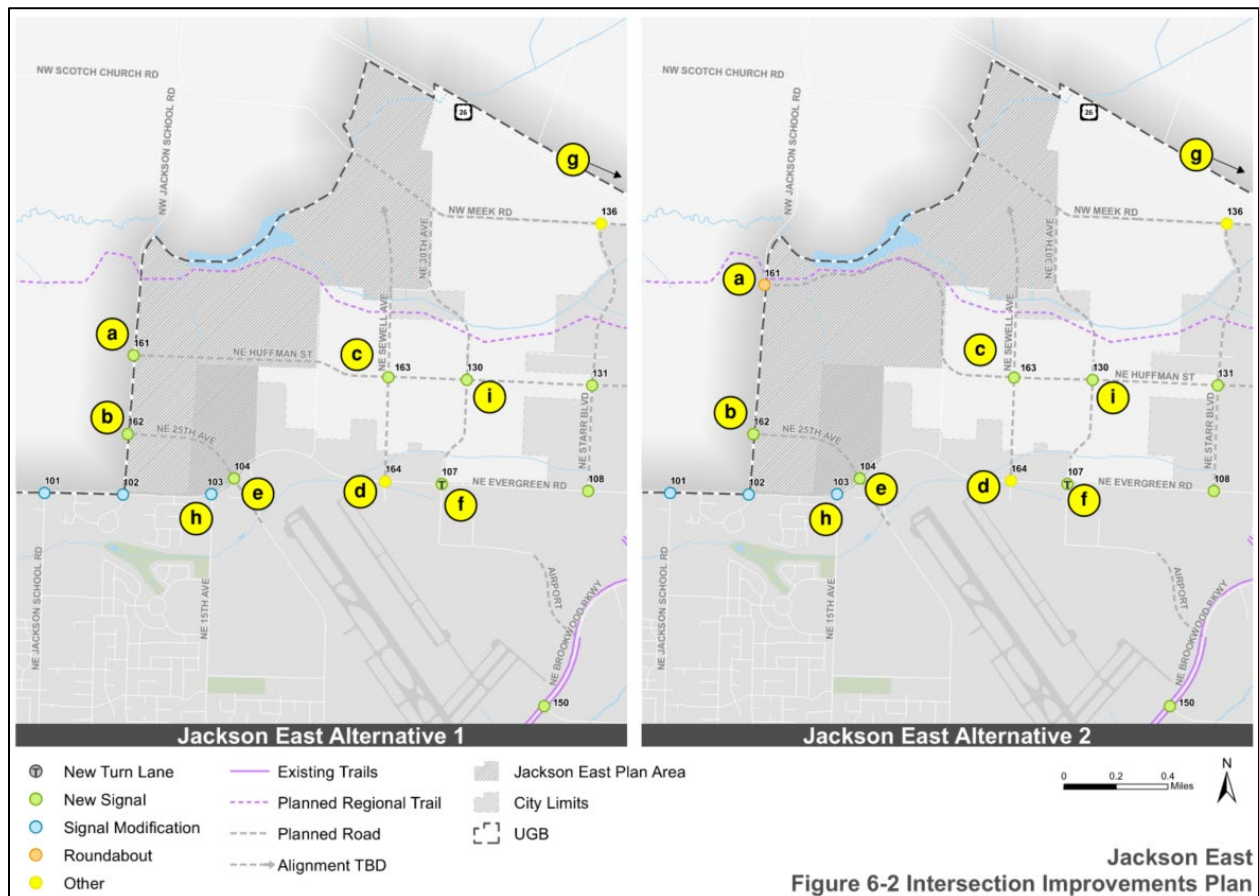


Figure 8: Proposed changes to TSP Figure 6-2 Intersection Improvement Plan

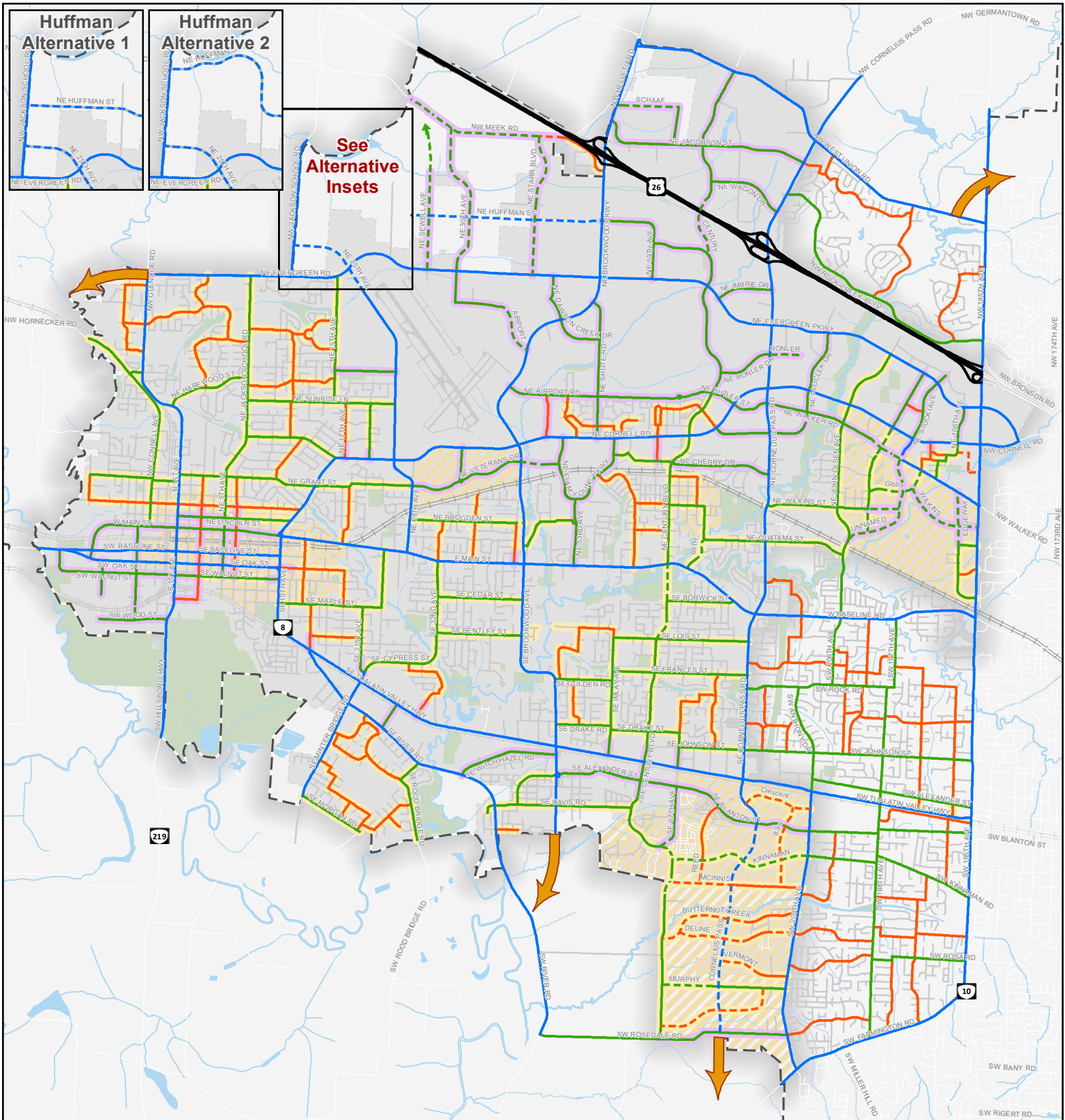
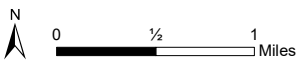


Figure 5-1 Functional Classification Plan

- | | | |
|----------------------|---------------------------------------|-----------------------|
| — Freeway | - - - Planned Roads | ▨ Plan District (CDC) |
| — Arterial | - - -> Alignment TBD | ■ City Limits |
| — Collector | — Commercial & Industrial Subcategory | □ UGB |
| — Neighborhood Route | — Residential Subcategory | |
| — Local Road | ← Potential Future Extension | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/19/2022

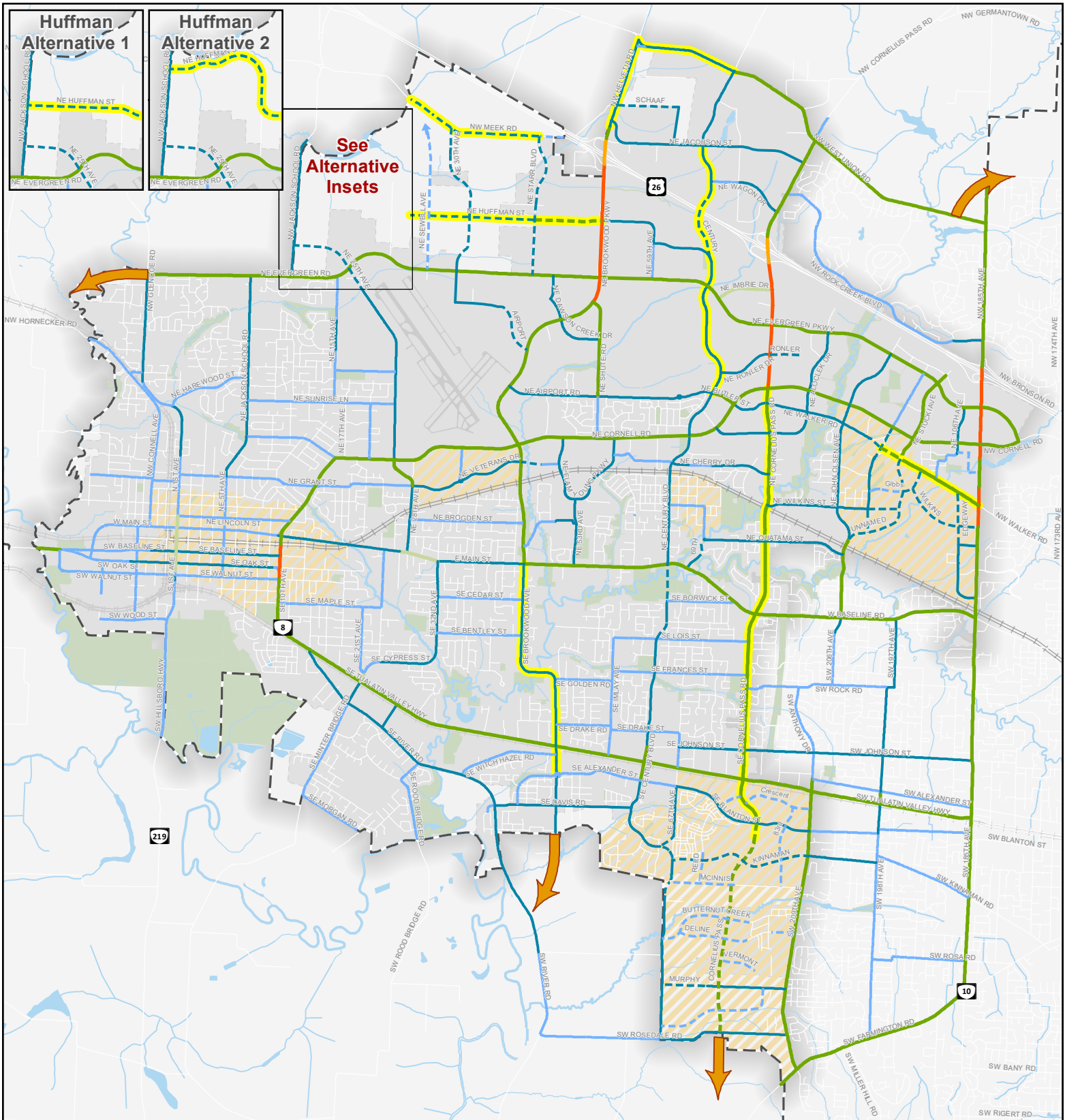
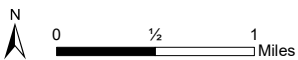


Figure 5-2 Number of Lanes and ROW Plan

- | | | | |
|-----------|------------------------------|------------------------------|-----------------------|
| — 1 Lane | — 5 Lanes | — +2 Lanes of ROW Protection | ▨ Plan District (CDC) |
| — 2 Lanes | — 6 Lanes | --- Planned Roads | ■ City Limits |
| — 3 Lanes | — 7 Lanes | --- Alignment TBD | □ UGB |
| — 4 Lanes | ← Potential Future Extension | | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/19/2022

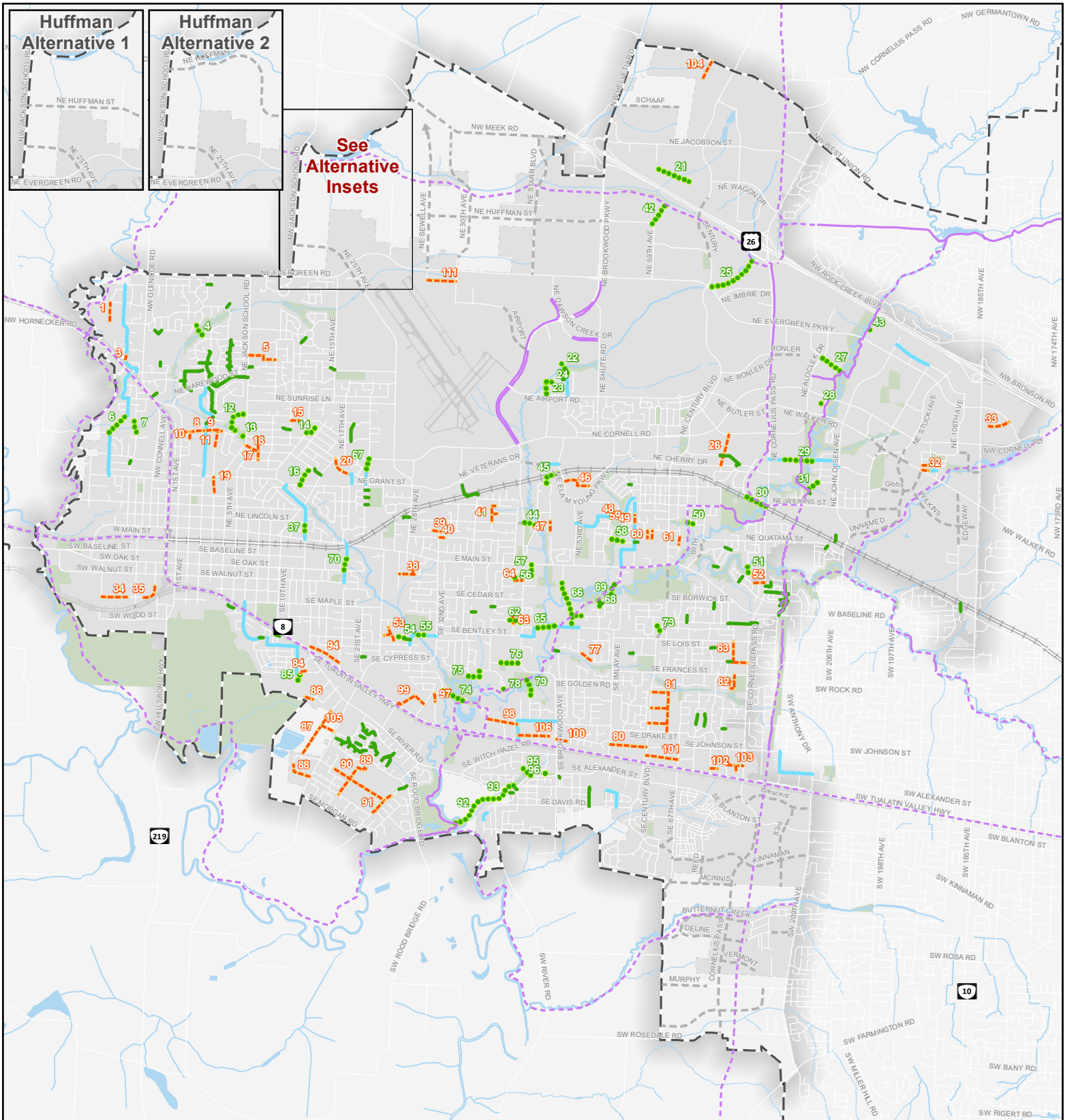
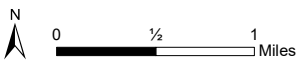


Figure 5-3 Local Road and Pathway Connectivity

- Pedestrian Pathway/Accessway
- Existing Trails
- City Limits
- ⋯ Proposed Pedestrian Pathway/Accessway
- - - Planned Regional Trail
- UGB
- - - Proposed Local Road Connection
- - - Planned Roads
- Future Neighborhood Bikeway



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/20/2022

The following text should be added to Chapter 5 System Plans, Future Refinement Plans section. Refinement areas are listed alphabetically in this section; therefore, this text should be added to the second page on page 5-27. Addition of this will affect the page layout and page numbers for the remainder of Chapter 5 and the Table of Contents. Please adjust accordingly.

Jackson East-related Refinements (Jackson School Road interchange area) – The following improvements are anticipated to be needed for the Jackson School Road/US 26 interchange area to meet adopted performance measures and operational standards with the future development of the Jackson East Planning Area. Additional refinement or evaluation may result from a potential Ag/Forest Impact Analysis and be needed in order to confirm some of the following improvements.

- Jackson School Road/US 26 westbound ramps intersection – Install traffic signal or roundabout. Under traffic signal configuration: modify US 26 westbound exit ramp to a left-turn lane, a shared left-turn/through lane, and a right-turn lane under the traffic signal configuration; maintain southbound approach through lane and right-turn lane for traffic signal option. Under roundabout configuration: modify US 26 westbound exit ramp to a left-turn lane and a shared left-turn/through/right-turn lane; southbound approach to have a through and a shared through/right-turn lane under the roundabout option.
- Jackson School Road between the US 26 westbound ramps and eastbound ramps - Restripe Jackson School Road to two southbound through lanes, back-to-back left-turn lanes, and one northbound lane.
- Jackson School Road/US 26 eastbound ramps intersection – Provide two southbound lanes through the intersection. Northbound Jackson School Road to maintain a separate through lane and a separate right-turn lane to US 26 eastbound on-ramp.
- Jackson School Road from the US 26 eastbound ramps to Meek Road/Scotch Church Road intersection - Widen Jackson School Road to a five-lane cross-section (two southbound through lanes, a median/center left-turn lane, and two northbound through lanes).
- Jackson School Road & Meek Road/Scotch Church Road intersection - Convert single lane roundabout to a partial multi-lane roundabout with the following lane configurations:
 - o Jackson School Road northbound approach – Shared left-turn/through lane with a storage of 100 feet and a shared through/right-turn lane;
 - o Jackson School Road southbound approach - Left-turn lane and a shared through lane/right-turn lane;
 - o Scotch Church Road eastbound approach - Left-turn lane with 225 feet of storage and a shared through/right-turn lane; and
 - o Meek Road westbound approach - Shared left-turn/through lane and right-turn lane with 200 feet of storage.
 - o Meek Road has two receiving lanes (eastbound) that merge to one lane in 500 feet after the Jackson School Road intersection.

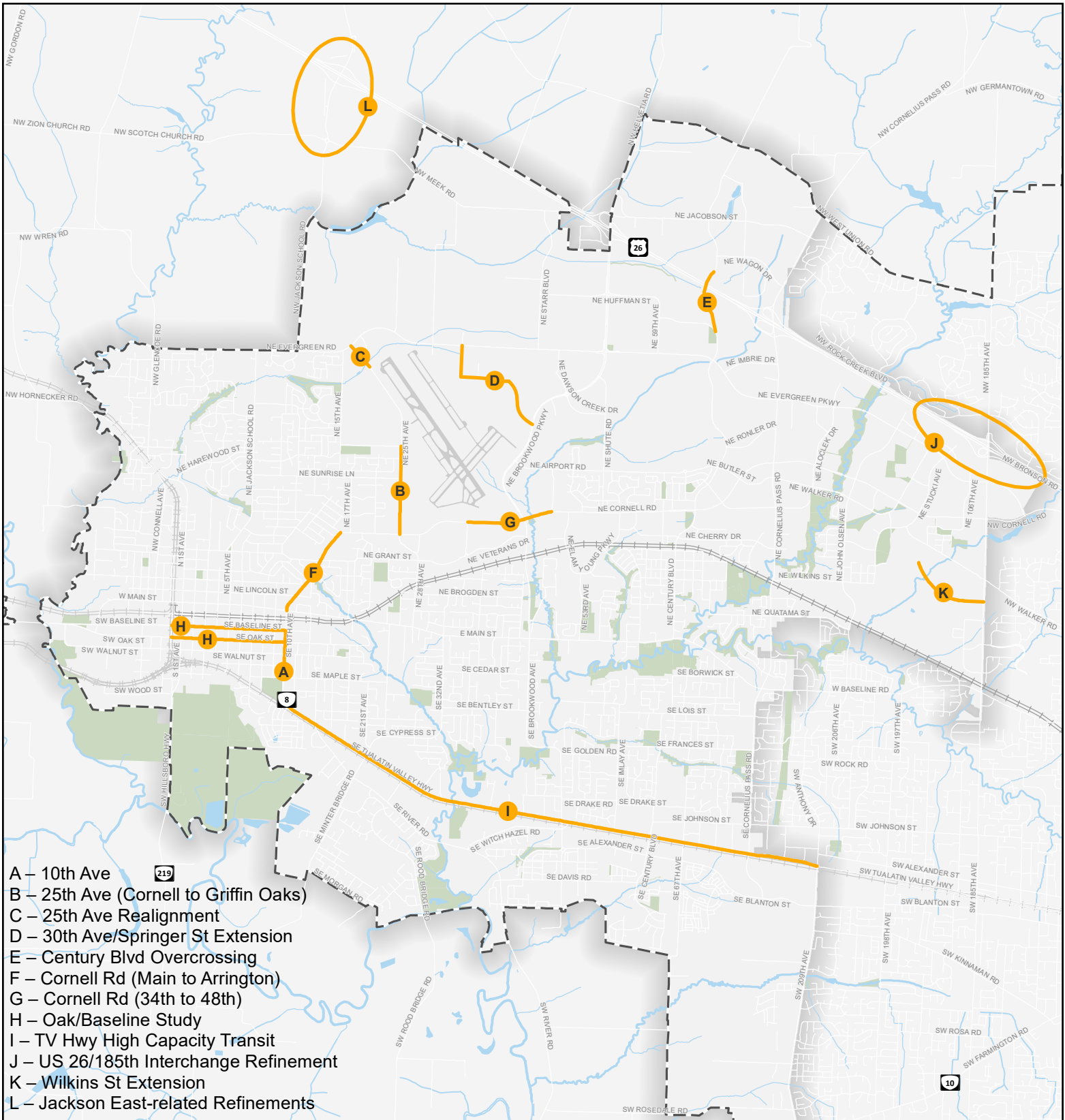
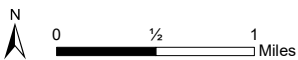


Figure 5-5 Future Refinement Plan Areas

- Future Refinement Plan Areas
- City Limits
- UGB



Data Source: City of Hillsboro, Washington County, Metro RLIS
 Last Edited: 7/19/2022

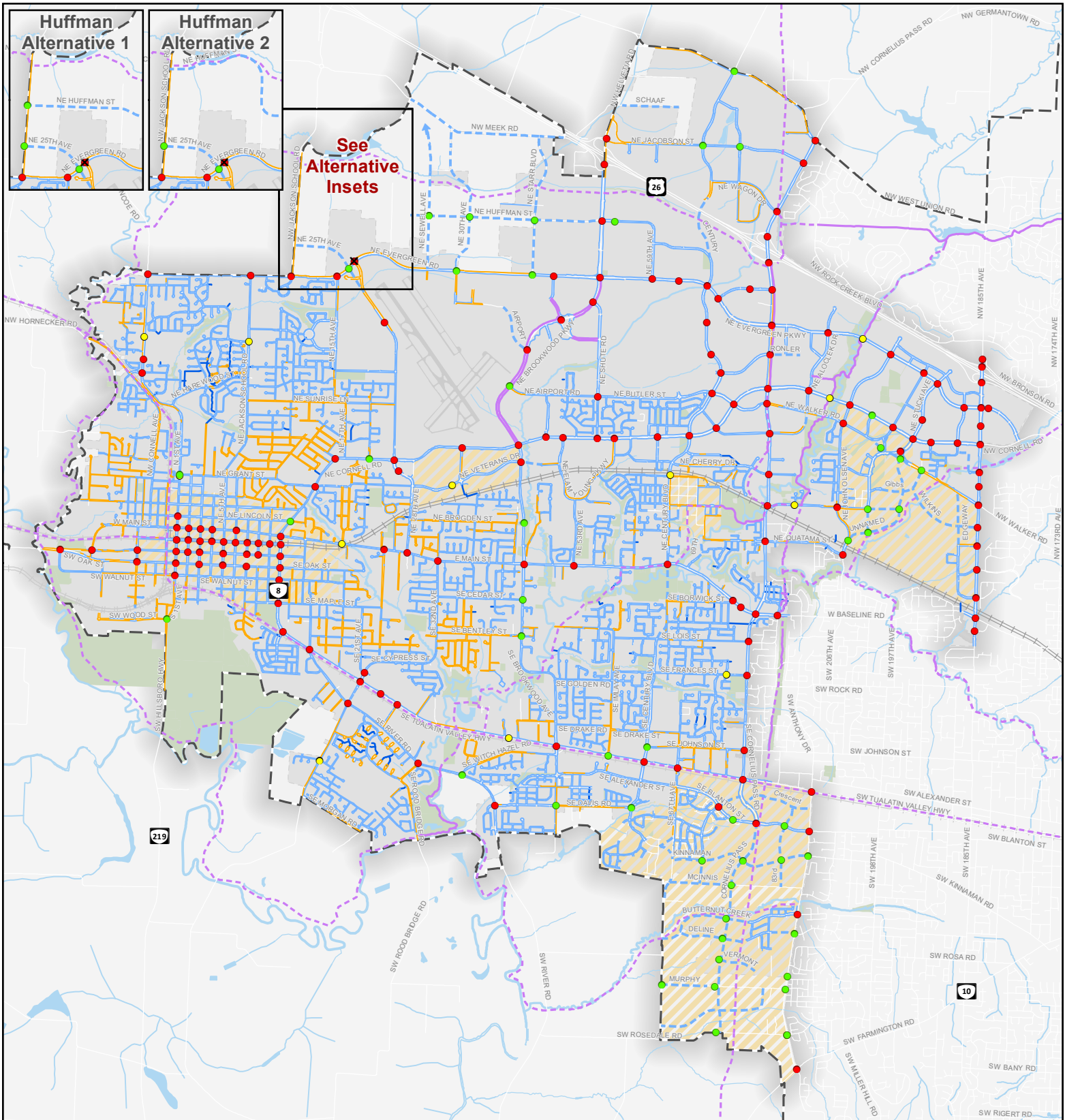
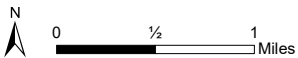


Figure 5-7 Pedestrian Plan

- | | | |
|---------------------------------------|------------------------|---------------------|
| Existing Sidewalk (420 Miles) | Signal Removal | Plan District (CDC) |
| Planned Sidewalk Infill (90 Miles) | Accessway | City Limits |
| Planned Roads with Complete Sidewalks | Existing Trails | UGB |
| Planned Signals (48/49 Signals) | Planned Regional Trail | |
| Existing Signals (156 Signals) | Alignment TBD | |
| Pedestrian Beacons (12 Beacons) | | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/26/2022

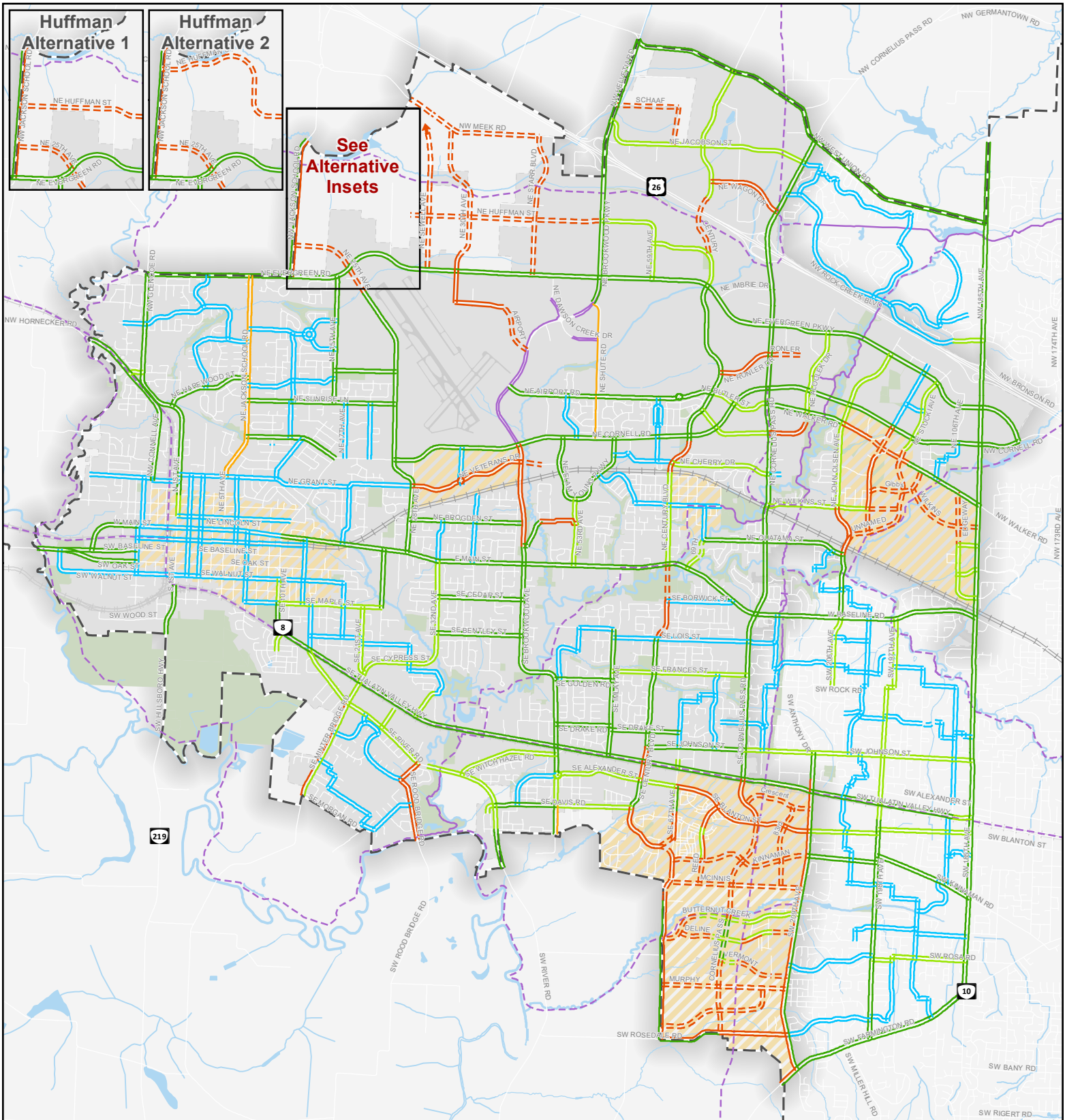
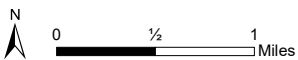


Figure 5-8 Bicycle Facility Plan

- | | | |
|---------------------------------|------------------|---------------------|
| Cycletrack (62 Miles) | Planned Facility | Plan District (CDC) |
| Shared-Use Path (4 Miles) | Alignment TBD | City Limits |
| Buffered Bike Lane (121 Miles) | Existing Trails | UGB |
| Standard Bike Lane (45 Miles) | Planned Trails | |
| Neighborhood Bikeway (62 Miles) | | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/26/2022

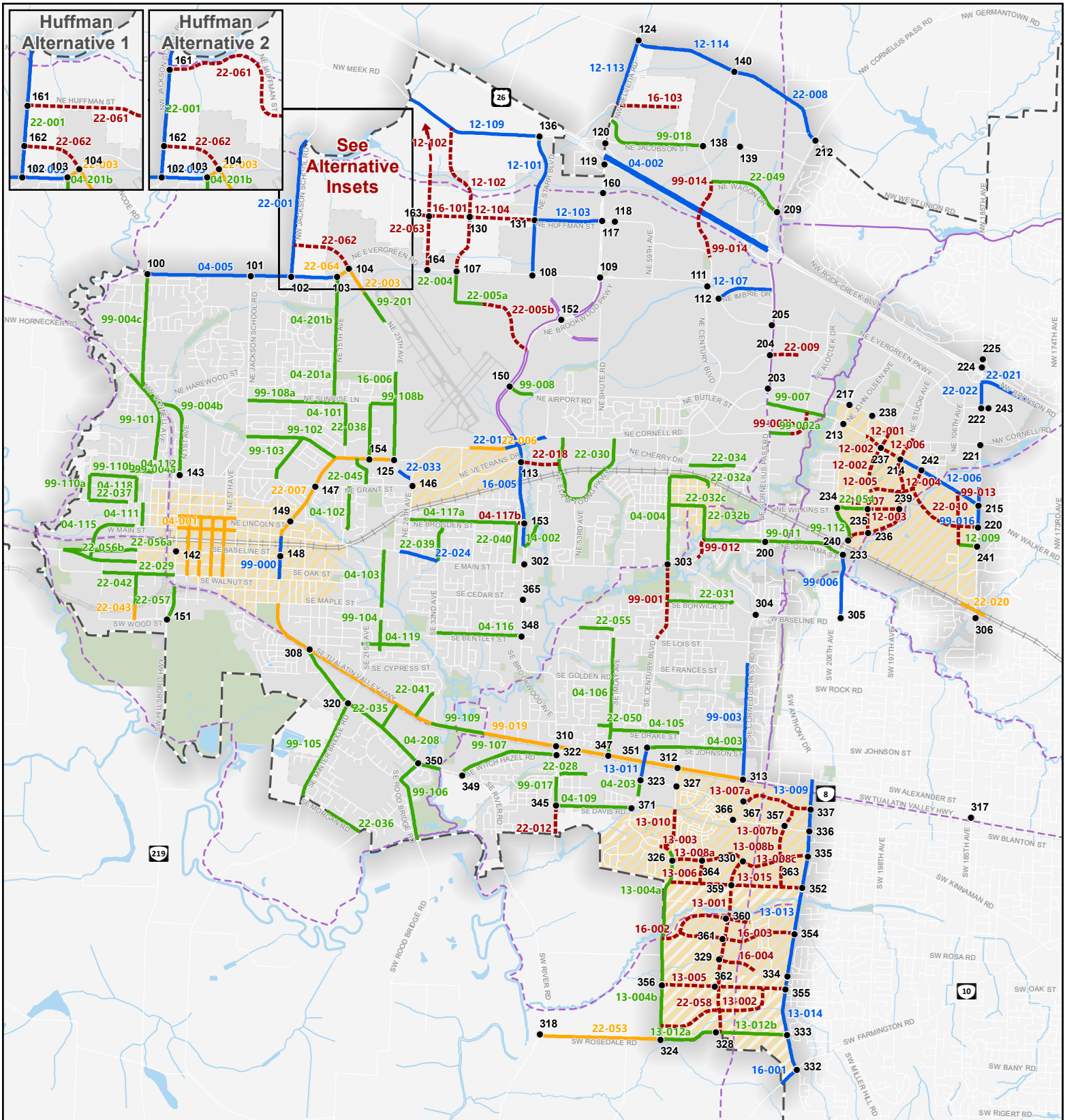
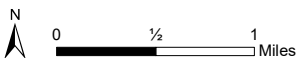


Figure 6-1 Project List

- - - - - New Road or Extension
- Road Widening/Capacity
- Complete Street (Bike/Sidewalk)
- Other
- Intersection Improvements
- Existing Trails
- - - - - Planned Trails
- - - - - Alignment TBD
- ▨ Plan District (CDC)
- ▭ City Limits
- UGB



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/20/2022

Table 6.1: TSP Road Projects List

TSP ID	Project Name	Start	End	Project Description	Functional Classification	Associated Intersection Improvements	Metro RTP Project ID (2018)	TDT Project List ID (Dec '21)	Project Elements						Cost Estimate (Includes Design/Const/ROW) 2021 Cost Year, in \$1000s				Potential/Likely Funding Opportunities					Timeframe (Near/Long Term)			
									New Road	Through Lane	Turn Lane/ Median	Bicycle	Pedestrian	Other	Public Contracted Cost	Public Cost thru Credits	Private Development Cost	Total Project Cost	TUF PATHWAYS	MSTIP	TDT/TSDC	PMP	Other		Private		
Modify Previously Adopted Projects:																											
22-003	NE 25th Ave Realignment	NE Beacon Ct	Evergreen	Construct three-lane realignment away from airport Runway Protection Zone (RPZ); see HIO Master Plan; additional refinement needed for the two intersections of NE 25th and NE 15th Ave on Evergreen; <i>includes cost estimate of signal at intersection 104</i> (from Jackson East estimates)	A	103, 104	11166	N/A							X	\$0	\$7,895	\$1,810	\$1,750	\$3,560 \$7,895			X			X	Near
New Projects:																											
22-001	NE Jackson School Rd Improvements	Evergreen	Waible Creek (UGB)	Widen and improve road to three-lane arterial standard; sidewalk on UGB side (east) only; cycle track on east side and buffered bike lane on west side; additional refinement for future intersection with Huffman extension and NE 25th Ave extension Jackson School Road transitions south of the bridge over Waible Creek from two-lanes to a three-lane cross-section. The southbound through lane on Jackson School Rd would turn into the right-turn lane at the Evergreen Rd intersection. Maintain shared southbound left/through lane and north-south split phase at this intersection	A	102, 161, 162											\$0	\$3,080	\$5,607	\$8,687			X			X	Near
22-061	NE Huffman St Extension - NW 273rd to Jackson School Rd	NW 273rd	Jackson School Rd	Construct three-lane road; preserve five-lane right-of-way (Two alignment alternatives and intersection control at Jackson School Rd options under consideration - BPA North with signal and Waible Creek with signal or roundabout); cost estimate represents highest cost option of Waible Creek alignment alternative with roundabout at Jackson School Rd	A	161						X				\$0	\$5,870	\$16,054	\$21,923			X			X	Near	
22-062	NE 25th Ave Extension	Evergreen	Jackson School Rd	Construct three-lane road; also see 25th Ave realignment project (22-003)	A	104, 162						X				\$0	\$2,937	\$8,147	\$11,083			X		X	X	Near	
22-063	NE Sewell Ave	Evergreen	Meek Rd	Construct two-lane Commercial and Industrial Collector; alignment north of Waible Creek to be determined	C	163						X				\$0	\$4,114	\$18,738	\$22,852			X			X	Near	
22-064	NE Evergreen Rd	NE 15th	NE 25th	Construct side-by-side lefts; include cost estimate of signal modification at NE 15th Ave	A	103									X	\$1,916	\$0	\$472	\$2,388			X			X	Near	

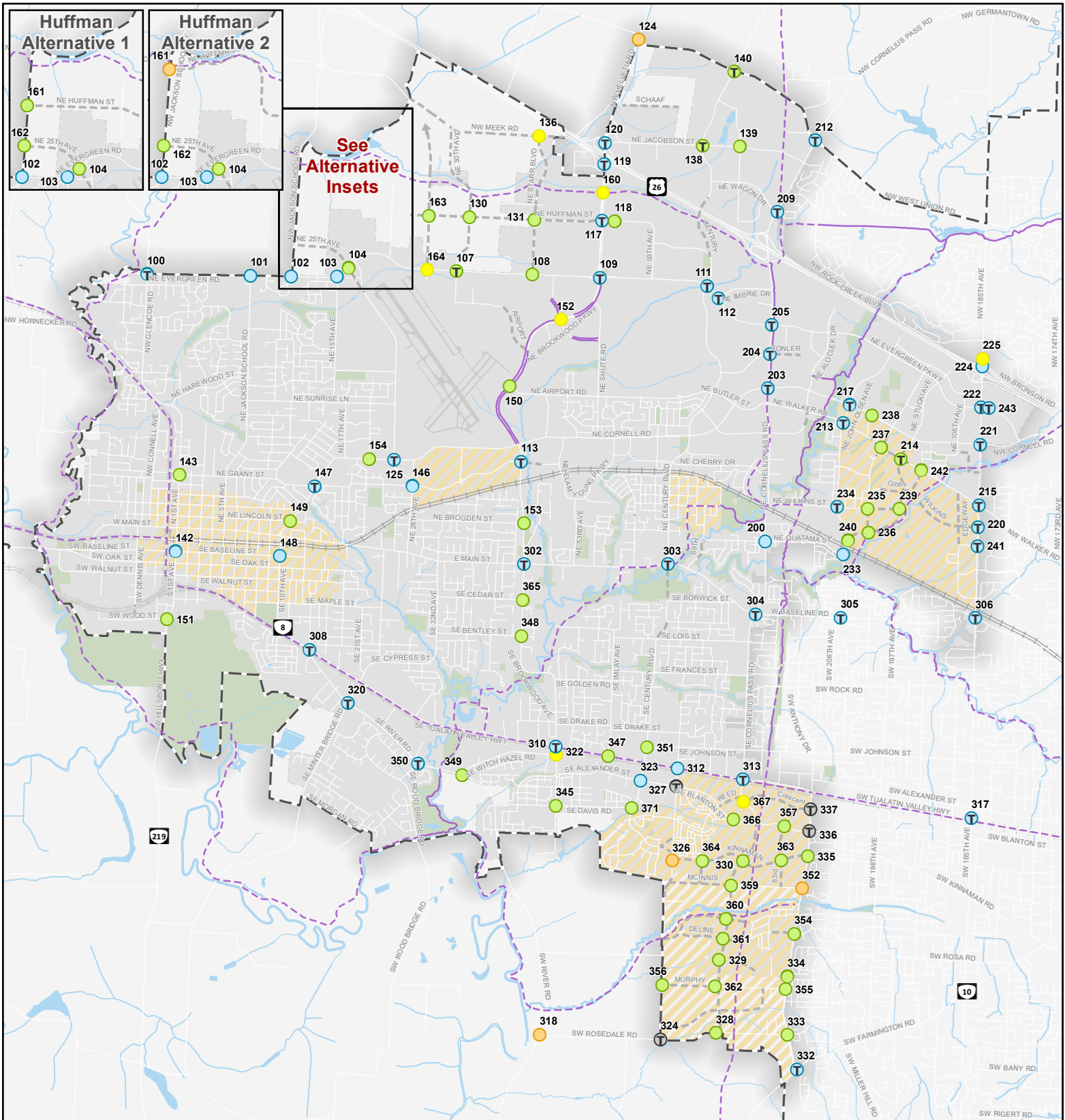
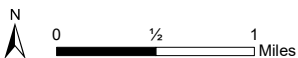


Figure 6-2 Intersection Improvements Plan

- | | | | | | |
|--|---------------------|--|-----------------|--|---------------------|
| | New Turn Lane | | Existing Trails | | Plan District (CDC) |
| | New Signal | | Planned Trails | | City Limits |
| | Signal Modification | | Planned Roads | | UGB |
| | Roundabout | | Alignment TBD | | |
| | Other | | | | |



Data Source: City of Hillsboro, Washington County, Metro RLIS
Last Edited: 7/20/2022

Table 6.2: TSP Intersection Improvements List

TSP ID	N/S Street	E/W Street	Project Description	Related TSP Road Project	TDT Project List ID (Dec '21)	Project Elements					Cost Estimate (Includes Design/Const/ROW)				Potential/Likely Funding Opportunities				
						Turn Lanes	New Signal	Signal Modification	Roundabout	Other	Public Contracted Cost	Public Costs Thru Credits	Private Development Cost	Total Project Cost	MSTIP	TDT/TSDC	Other	Private	
Modify Previously Adopted Projects:																			
103	15th	Evergreen	Intersection modification as part of NE 25th Ave realignment and extension; additional analysis refinement needed together with 25th Ave intersection; assume side by side left turns cost estimate included in Evergreen project 22-064	22-003, 04-005, 22-064	N/A	X		X				\$0	\$900	\$390	\$1,290		X	X	X
104	25th	Evergreen	New intersection as part of 25th Ave realignment and extension; additional analysis and refinement needed together with 15th Ave intersection; widening for second westbound left add eastbound left and convert northbound inside right-turn lane to a through lane; cost estimate included in 25th Ave realignment project 22-003	22-003, 22-062	N/A	X	X					-	-	-	-		X	X	X
107	30th	Evergreen	Install traffic signal; construct exclusive right turn in eastbound, westbound, and southbound approaches; protected right-of-way for second southbound left turn lane	12-012	3033	X	X					\$0	\$1,100	\$90	\$1,190		X		X
107a	30th	Evergreen	Install traffic signal	12-012	3033	X	X					\$0	\$410	\$40	\$450		X		X
107b	30th	Evergreen	Construct channelized right-turn in eastbound, westbound, and southbound approaches with 100 feet of storage; protected right-of-way for second southbound left-turn lane (from Jackson East estimates)	12-012	3033	X	X					\$0	\$767	\$160	\$927		X		X
120	Brookwood	US 26 WB ramps	Modify signal control, lane configuration, signage and advance warnings; improve Brookwood west side bicycle and pedestrian facilities safety and operations across ramp	N/A	TBD	X		X				\$810 \$0	\$0 \$1,123	\$0 \$262	\$810 \$1,386		X		
130	30th	Huffman	New intersection; construct traffic signal	12-102, 12-104, 16-101	3032		X					\$0 \$410	\$1,115	\$40 \$260	\$450 \$1,376		X		X
New Projects:																			
161	Jackson School (east)	Huffman	Install traffic signal or roundabout. In either configuration, include a northbound approach right-turn lane on Jackson School Rd with 100-feet of storage; westbound through lane on Huffman St becomes a right-turn lane at intersection; cost of roundabout (higher of the two) included in Huffman project 22-062	22-001, 22-061	TBD	X	X		X			-	-	-	-		X		X
162	Jackson School (east)	NE 25th	Install traffic signal; westbound through lane on 25th Ave becomes a right-turn lane; cost estimate included in Huffman project 22-062	22-001, 22-062	TBD		X					-	-	-	-		X		X
163	Sewell	Huffman	New intersection with traffic signal; shared left/through/right in northbound and southbound approaches	22-061, 22-063	TBD		X					\$0	\$1,123	\$262	\$1,385		X		X
164	Sewell	Evergreen	Two-way Stop-sign controlled (northbound and southbound); prohibit north and southbound left turns; cost included in Sewell project 22-063	22-063	TBD					X		-	-	-	-		X		X

EXHIBIT C

FINDINGS OF FACT CASE FILE NO.: HCP-001-19 JACKSON EAST

I. BACKGROUND INFORMATION AND SITE DESCRIPTION

The proposed revisions to Hillsboro Comprehensive Plan (hereafter “HCP”) address approximately 550 acres of land in North Hillsboro that was brought within the urban growth boundary (UGB) by the Legislature in 2014 through House Bill 4078. The City of Hillsboro has undertaken the required long-term planning for the urbanization of this area, referred to as “Jackson East”. Jackson East currently hosts a mix of land uses and development patterns. The Jackson East-South Sub-Area (Jackson East south of Waible Creek) is generally large parcels in agricultural production. The Jackson East-North Sub-Area (Jackson East north of Waible Creek) is generally characterized by smaller parcels with detached rural-residential dwellings (average tax lot size is about 3.0 gross acres in size).

The North Hillsboro Industrial Area is an approximately 5,000 acre world-class industrial development area, which has advanced over the past 30 years to include business parks, single user corporate campuses, and vacant sites for future development. The Jackson East-South Sub-Area has one of the region’s largest sites for future industrial use. The Jackson East-North Sub-Area is adjacent to the Hillsboro Technology Park (Tech Park), an approximate 800-acre component of the North Hillsboro Industrial Area and the next location for industrial development in Hillsboro as well as the metro area’s westside. The competitively-located Tech Park is planned for high-technology and advanced manufacturing companies and corporate campuses.

The Jackson East planning process, which began in the summer of 2016, involved the development of a Natural Resource Inventory, Economic, Social, Environmental, and Energy Analysis, Final Transportation Impact Analysis (Attachment 101), Final Transportation Finance Plan (Attachment 102), and a Final Master Plan document (Attachment 103). The Master Plan sets the stage for facilitating industrial development with guiding principles that provide an organizing structure for the plan’s strategic direction. Within discussion of each guiding principle is an integrated implementation plan.

The Jackson East planning process involved robust public engagement. Property owners in the Jackson East-South Sub-Area voiced support for the proposed industrial land use designation for their area. Property owners in the Jackson East-North Sub-Area voiced opposition with the proposed industrial land use designation for their area and support for a residential land use designation.

City staff recommend an industrial land use designation for all 550-acres of Jackson East because of the community’s limited supply of employment land over the next 50 years, especially around the North Hillsboro Industrial Area. There is a constrained supply of land in Hillsboro suitable for accommodating employment through 2065, given

constraints associated with the three Urban Reserves where the City is to be the ultimate service provider if their respective lands are brought into the UGB over the next 50 years.

Urban Reserve 8B, located beside the North Hillsboro Industrial Area in the southwest corner of the Brookwood Parkway/US-26 Interchange, is an existing rural-residential area (average tax lot is about 1.6 gross acres in size) with approximately 60 gross acres and limited transportation access. Urban Reserves 8F, located on the north side of West Union Road, involves an approximately 120 gross-acre existing rural-residential area (average tax lot is about 2.0 gross acres in size) adjacent to the North Hillsboro Industrial Area, as well as an approximately 450 gross-acre agriculturally farmed area to the east with significant natural-resource constraints and beside an existing single-family detached residential neighborhood in unincorporated Washington County.

Urban Reserve 6A, located west of the South Hillsboro neighborhood, is the only other area around Hillsboro where the City is to be the ultimate service provider if its respective land is brought into the UGB over the next 50 years. Urban Reserve 6A is not recommended for future employment growth given its distance from the vibrant North Hillsboro Industrial Area, close proximity to South Hillsboro's growing residential development, and adjacency to the 150-acre Witch Hazel Village South UGB expansion area for future residential development adopted by Metro in 2018.

The Hillsboro Comprehensive Plan's Economic Development section has multiple goals and policies involving diversifying and expanding the economy to give Hillsboro, the region, and the state a competitive advantage, as well as managing land supply to meet short- and long-term economic development needs of Hillsboro, the region, and the state. The City and many of its partners have made and are planning to make considerable investments to support the North Hillsboro Industrial Area, which is of local, regional and statewide economic development importance. Land uses must be carefully regulated to support, rather than conflict with, traded-sector development. A land use designation for residential in the Jackson East-North Sub-Area could result in the construction of 500-1,000 new housing units that would experience land use compatibility conflicts with the surrounding industrial development and jeopardize business recruitment and retention efforts in the growing North Hillsboro Industrial Area.

The City has spent several decades planning for a complete, balanced community. Complete communities planning can be seen in the City's work to address housing needs in its centers—the downtown Hillsboro Regional Center, Tanasbourne/Amberglen Regional Center, and Orenco Town Center. The South Hillsboro neighborhood currently being developed involves a residential, mixed-use community that provides a variety of housing types at a range of prices. South Hillsboro is to have approximately 8,000 housing units at full build-out. Formerly located in the South Urban Reserve west of the South Hillsboro neighborhood, the 150-acre Witch Hazel Village South (WHVS) UGB expansion area approved by Metro in 2018 is envisioned to be a cohesive residential community providing a mix of housing types, parks and open spaces, and a high level of connectivity for vehicles, bikes and pedestrians. WHVS is planned to accommodate

approximately 1,100 housing units. Complete communities planning can also be seen in the City's work to address employment needs in its North Hillsboro Employment Center.

II. PROCEDURAL REQUIREMENTS

This is a major amendment to the Hillsboro Comprehensive Plan (HCP) Ordinance No. 6249, as amended, and its components (adopted by reference): the City of Hillsboro Transportation System Plan (TSP), as amended¹, and the Natural Resources Inventory, as amended (Ord. No. 5066/9-01). The proposed amendments involve a large geographic area containing many properties and were identified as a legislative (Type IV) amendment by the Planning Director in accordance with 12.070.060(B).

The amendments were initiated by the Planning Commission through the adoption of Order No. 8296 on July 24, 2019 in accordance with 12.070.060(E). Public notice was mailed to all owners of properties within Jackson East as required by ORS 227.186 and CDC Section 12.70.060 (Type IV Procedure), as the proposed amendments to the Comprehensive Plan may affect the development potential of these properties. An affidavit to that effect is included in the case file. Notice of the public hearing was published in the July 24, 2019 and July 31, 2019 editions of the Forest Grove News Times and Hillsboro Tribune, both newspapers of general circulation as required in CDC Section 12.70.060.

Preparation and adoption of Case File No.: HCP-001-19 complied with the Type IV procedural requirements set forth by CDC Section 12.70.060.

The Planning Commission conducted a public hearing on the matter on August 14, 2019 that was continued to September 11, 2019. Following the close of the public hearing on September 11, 2019 the Planning Commission through Order 8298, recommends the City Council approve the proposed Comprehensive Plan Amendments for Jackson East south of Waible Creek (Jackson East-South Sub-Area) and send a notice to the City Council that the Planning Commission does not support the staff's recommendation with regard to Jackson East north of Waible Creek (Jackson East-South Sub-Area), and that a vote to approve Jackson East north of Waible Creek (Jackson East-North Sub-Area) in accordance with the staff report was rejected on a vote of 4 to 2. The Planning Commission discussed that City Council could instruct staff to further analyze the possibility of planning the Jackson East-North Sub-Area to allow for other industrial support services and to assess the need and viability for residential uses. Since the Planning Commission public hearing on September 11, 2021, City staff have further analyzed industrial services for Jackson East integrated into proposed CDC amendments.

¹ The "City of Hillsboro, Transportation System Plan: Public Facility Plan, July 1999 (TSP)" document and "Transportation System Plan Update, January 2004 (amended through January February 2017)" (Ord. No. 5341/2-04; Amended by Ord. 5852/4-08; Amended by Ord. No. 5933/1-10; Amended by Ord. 5965/5-11; Amended by Ord. No. 6029/9-12; Amended by Ord. 6031/10-12; Amended by Ord. 6032/11-12; Amended by Ord. 6065/10-13; Amended by Ord. 6090/8-14; Amended by Ord. 6194/11-16; Amended by Ord. 6208/12-16; and Ord. 6207/2-17) document and Technical Appendix are superseded and replaced by the "City of Hillsboro, Transportation System Plan, March 2022" document and Technical Appendix (Ord. No. 6395/3-22); and are incorporated into the Comprehensive Plan in their entirety and shall be the "City of Hillsboro, Transportation System Plan (TSP).

For the City Council public hearing, public notice was mailed to all owners of properties within Jackson East as required by ORS 227.186 and CDC Section 12.70.060 (Type IV Procedure), as the proposed amendments to the Comprehensive Plan may affect the development potential of these properties. An affidavit to that effect is included in the case file. Notice of the public hearing was published in the July 14, 2022 and July 21, 2022 editions of the Hillsboro Tribune, a newspaper of general circulation as required in CDC Section 12.70.060.

Preparation and adoption of Case File No.: HCP-001-19 complied with the Type IV procedural requirements set forth by CDC Section 12.70.060.

As described in more detail under Goal 1 below, the Citizen Involvement Advisory Committee approved the Public Involvement Plan for the proposed amendments on May 11, 2016 in accordance with CDC Section CDC 12.70.062. The PIP includes measures consistent with other legislative amendments heard by the Planning Commission.

TPR compliance analysis is addressed under the findings for Oregon Administrative Rules in Section OAR 660, Division 023 below. The analysis was conducted in accordance with 12.70.230(B-D).

III. APPLICABLE APPROVAL CRITERIA

The City is proposing to adopt the following text and map amendments to its Comprehensive Plan, Natural Resource Inventory, and Transportation System Plan.

- Amendments to Section 30, North Hillsboro Industrial Area Community Plan, to include a revised set of goals, policies, and implementation measures;
- Amendments to Section 22, Comprehensive Plan Map, to apply an industrial designation to the Jackson East Area;
- Amendments to Section 23.5, Natural Resources Inventory, to include the Natural Resources Inventory & Assessment for the Jackson East area and adjacent inventoried land north of Evergreen Road within the UGB; and,
- Amendments to Section 23.8, Transportation System Plan, to incorporate transportation improvements required by the impact of the development of the Jackson East Plan Area; and
- Amendments to Section 32, Transportation System Plan, to incorporate transportation improvements required by the impact of the development of the Jackson East Plan Area.

In order to adopt the proposed amendments, the City must demonstrate that the amendments are consistent with applicable state, regional and local policies, rules and regulations. Applicable policies, rules and regulations include:

- Oregon Statewide Planning Goals
 - Goal 1 Citizen Involvement
 - Goal 2 Land Use Planning
 - Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces
 - Goal 6 Air, Water and Land Resource Quality
 - Goal 7 Areas Subject to Natural Hazards
 - Goal 8 Recreational Needs
 - Goal 9 Economic Development
 - Goal 10 Housing
 - Goal 11 Public Facilities and Services
 - Goal 12 Transportation
 - Goal 13 Energy Conservation
 - Goal 14 Urbanization
- Oregon Administrative Rules (OAR) and Oregon Revised Statutes (ORS)
 - OAR 660, Division 007 – Metropolitan Housing Rule
 - OAR 660, Division 012 – Transportation Planning Rule
 - OAR 660, Division 023 - Procedures and Requirements for Complying with Goal
 - OAR 660, Division 013 and ORS 836.610 – Airport Planning Rule
 - ORS 195.025 and 195.036 – Metro Coordination
- Metro Urban Growth Management Functional Plan
 - Title 3 Water Quality and Flood Management
 - Title 4 Industrial and Other Employment Areas
 - Title 8: Compliance Procedures
 - Title 10: Definitions
 - Title 11 Planning for New Urban Areas
 - Title 12: Protection of Residential Neighborhoods
 - Title 13 Nature in Neighborhoods
- Metro Regional Transportation Plan Requirements:
 - Title 1: System Design
 - Title 2: TSP Updates
 - Title 3: Projects
 - Title 4: Parking Management
 - Title 5: Comprehensive Plans
 - Title 6: Compliance
- City of Hillsboro Comprehensive Plan
 - Section 1 Public Involvement
 - Section 2 Design and Development
 - Section 6 Parks & Recreation
 - Section 7 Urbanization
 - Section 9 Natural Hazards
 - Section 10 Noise Management
 - Section 11 Police & Fire Services
 - Section 12 Natural Resources
 - Section 13 Stormwater Management
 - Section 14 Economic Development

- Section 15 Public Facilities & Services
- Section 16 Water Supply & Distribution
- Section 17 Air Quality
- Section 18 Energy & Climate Change
- Section 19 Wastewater
- Section 20 Transportation
- Section 21 Land Use Planning & Procedures

This report provides findings of fact to demonstrate consistency with applicable policies, rules and regulations. Each policy, rule or regulation is cited, followed by findings and a consistency statement. Generally, sections of policies, rules or regulations that do not apply to the adoption of the proposed amendments are not included.

Oregon Statewide Planning Goals

Goal 1 Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: As described in Section 1, Jackson East was brought into the UGB by the Legislature in 2014, which was preceded by public engagement with property owners within Jackson East as part of the Urban and Rural Reserves planning process (hereafter “Reserves process”) undertaken by the region’s three counties and Metro beginning in the late-2000s. This multi-year planning effort was aimed at identifying Urban Reserves-lands suitable to accommodate urban development and Rural Reserves- lands suitable to be protected from urban development over the 50 years after their designation. During the Reserves process, the City of Hillsboro requested Urban Reserves south of Highway 26, north of Evergreen Road, and east of McKay Creek. The City originally identified, modeled, and planned for industrial development in much of these Urban Reserves. The entire Jackson East area and all adjacent lands to the east, south, and west of Jackson East were envisioned as employment land. From that point forward, the City has identified, modeled, and planned for industrial development in and around Jackson East.

The Reserves process involved extensive public outreach by Washington County and Metro staff and elected officials to property owners in unincorporated areas north of Hillsboro, including Jackson East. The reserves process included multiple open houses, information distributed at community events, and presentations to citizen groups as well as professional, agriculture, business and commerce organizations. The Reserves process was under discussion in community and stakeholder meetings, regularly covered by the Oregonian and a variety of community papers, as well as on Oregon Public Broadcasting radio, and available on taped community television programs. The steady increase in the volume of survey submittals, phone inquiries, emails, and letters indicated a growing community awareness of, and interest in, the Reserves process and its ramifications.

In 2016, the City commenced the Jackson East planning process, which involved community members from within and beyond Jackson East area throughout the planning process. Consistent with the City’s acknowledged citizen involvement program, in May

2016, the Planning Commission acting as the Citizen Involvement Advisory Committee, approved a Public Involvement Plan for the Jackson East planning project. This Public Involvement Plan was implemented in the following ways:

- Seven (7) community meetings with Jackson East property owners. Property owners adjacent to Jackson East along Sewell Avenue south of Waible Creek and along Meek Road west of Jackson East, along with other interested parties, attended these meetings.
 - Community Meeting #1 – August 4, 2016: Discuss and receive input on the project overview and next steps.
 - Community Meeting #2 – October 10, 2016: Discuss and receive input on the draft background reports.
 - Jackson East-North Sub-Area Owners Meeting – July 27, 2017: Discuss and receive input on City staff’s Industrial land use designation recommendation for Jackson East.
 - Community Meeting #3 – August 15, 2017: Discuss and receive input on City staff’s Industrial land use designation recommendation for Jackson East and draft Master Plan guiding principles.
 - Community Meeting #4 – September 25, 2017 – Discuss and receive input on the draft Master Plan and Implementation Strategy document.
 - Community Meeting #5 – March 18, 2019: Discuss and receive input on project recommencement and next steps.
 - Community Meeting #6 – June 24, 2019: Discuss and receive input on the draft proposed Comprehensive Plan amendments for Jackson East.
 - Community Meeting #7 – June 16, 2022: Discuss and receive input on final proposed transportation infrastructure alignments and industrial proposed amendments.
- Several smaller meetings with property owners in the Jackson East-South Sub-Area.
- Several smaller meetings with property owners in in the Jackson East-North Sub-Area.
- Five technical advisory committee (TAC) meetings with inter-department staff from City of Hillsboro Public Works, Parks and Recreation, and Economic Development as well as inter-agency staff from Washington County, Clean Water Services, Metro, and the Port of Portland. The TAC members provided input on the final draft Master Plan and Implementation Strategy document before its finalization.
 - TAC Meeting #1 – July 26, 2016: Discuss and receive input on the project overview and next steps.
 - TAC Meeting #2 – October 6, 2016: Discuss and receive input on the draft background reports.
 - TAC Meeting #3 – August 16, 2017: Discuss and receive input on the draft Master Plan guiding principles and proposed implementation actions.
 - TAC Meeting #4 – September 28, 2017: Discuss and receive input on the draft Master Plan and Implementation Strategy document.

- TAC Meeting #5 – March 27, 2019: Discuss and receive input on project recommencement and next steps, and receive updates on transportation infrastructure, public utilities, and services.
- Several meetings with transportation staff from the Washington County Department of Land Use and Transportation and the Oregon Department of Transportation (ODOT) to inform finalization of the Jackson East traffic impact analysis and transportation financing plan.
- Project webpage updates and meeting notices.
- Five (5) Planning Commission work sessions that included presentations of master planning work, staff updates, and the preliminary regulatory package, including Comprehensive Plan and Community Development Code amendments.
 - Planning Commission Work Session #1 – September 13, 2017: Discuss and receive input on the project overview and next steps.
 - Planning Commission Work Session #2 – September 27, 2017: Discuss and receive input on the draft Master Plan and Implementation Strategy document.
 - Planning Commission Work Session #3 – March 27, 2019: Discuss and receive input on project recommencement and next steps.
 - Planning Commission Work Session #4 – June 26, 2019: Discuss and receive input on the draft proposed Comprehensive Plan amendments for Jackson East.
 - Planning Commission Work Session #5 – July 10, 2019: Discuss and receive input on the draft proposed Community Development Code amendments for Jackson East.
- Three (3) City Council work session that included a discussion of the project overview and next steps.
 - City Council Work Session #1 – February 5, 2019: Discuss and receive input on City staff's recommended approach including the proposed Industrial designation for Jackson East.
 - City Council Work Session #2 – November 5, 2019: Discuss project update and receive input on proposed Comprehensive Plan and Community Development Code amendment next steps.
 - City Council Work Session #3 – February 4, 2020: Receive input on proposed Comprehensive Plan and Community Development Code amendment next steps.

On July 24, 2019, the Planning Commission initiated the Comprehensive Plan and Community Development Code amendments for Jackson East. The Planning Commission conducted a public hearing on the matter on August 14, 2019 that was continued to September 11, 2019. Following the close of the public hearing on September 11, 2019 the Planning Commission through Order 8298, recommends the City Council approve the proposed Comprehensive Plan Amendments for Jackson East south of Waible Creek (Jackson East-South Sub-Area) and send a notice to the City Council that the Planning Commission does not support the staff's recommendation with regard to Jackson East north of Waible Creek (Jackson East-South Sub-Area), and that a vote to approve the Jackson East-North Sub-Area in accordance with the staff report was rejected

on a vote of 4 to 2. The Planning Commission discussed that City Council could instruct staff to further analyze the possibility of planning the Jackson East-North Sub-Area to allow for other industrial support services and to assess the need and viability for residential uses. Since the Planning Commission public hearing on September 11, 2021, City staff have further analyzed industrial services for Jackson East integrated into proposed CDC amendments.

From the summer of 2016 through to the present, the City has maintained a project website that was frequently updated with project information, scheduling, reports, maps and other project materials. The project website served as a resource for providing the public with relevant information about the planning process. Mailings to all Jackson East property owners, information posted to the project website, and local news media publications announced the August 14, 2019 and September 11, 2019 Planning Commission public hearings and the August 2, 2022 City Council public hearings.

Based on the above findings, the proposed amendments are consistent with Goal 1 Citizen Involvement.

Goal 2 Land Use Planning

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: The City has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The City of Hillsboro Comprehensive Plan was adopted by the City and acknowledged by the Land Conservation and Development Commission (LCDC) as complying with the statewide goals, state statutes and state administrative rules, in 1984. The City of Hillsboro Comprehensive Plan underwent a major revision that was adopted by the City and acknowledged by LCDC as being in compliance with the statewide goals, state statutes, and state administrative rules, in 2018. The planning process for Jackson East involved establishing a factual base for the Master Plan, including the following elements:

- A Plan area vision and guiding principles
- Environmental context
- Cultural context
- Planning context
- Market conditions
- Regulatory context
- Infrastructure conditions

A technical advisory committee (TAC) with members from Washington County, Clean Water Services (CWS), Port of Portland, and Metro staff was established to review background reports, the Master Plan, and supporting materials in a total of four (4) meetings.

A Notice of Public Hearing announcing the August 14, 2019, Planning Commission public hearings and August 2, 2022, City Council public hearings, explaining the nature of the proposed amendment and soliciting comments, was provided to DLCDC and Metro as required by section 3.07.820(a) of the Urban Growth Management Functional Plan. Findings for Goals 9, 10, and 12 and Metro coordination (ORS 195.025 and 195.036) and plans (UGMFP and RTP), also describe more specific coordination activities as required by associated rules and statutes.

For the reasons stated above, the proposed amendment is established on a factual base and consistent with existing City policies, and has been sufficiently coordinated with the plans and programs of other governments, in accordance with Goal 2.

Therefore, the proposed amendments are consistent with Goal 2.

Goal 3 Agricultural Lands

Goal 4 Forest Lands

Finding: Jackson East is located between developed and developing industrial areas of North Hillsboro and rural agricultural areas to the north and west. A HCP Section 30, North Hillsboro Industrial Area Community Plan implementation measure that is proposed to include Jackson East involves compatibility with agricultural uses as follows:

(B) Compatibility with Agricultural Uses

Site design and architectural measures that provide for compatibility between and among industrial land uses developed within the Area and nearby agricultural uses and operations shall be provided through the City Development Review/Approval process (Section 12.80.040 of the Community Development Code), unless demonstrated to be physically or financially impracticable. Possible compatibility measures include, but are not limited to: building orientation and setbacks; landscaping; land buffers; access easements for farming vehicles and machinery; and designated lanes on adjacent public roadways for movement of slow-moving farm machinery.

Further, the Comprehensive Plan has an existing policy calling for the management of the urban-rural interface to minimize conflicts with surrounding uses:

“Promote compatibility between urban uses and adjacent agricultural or forest practices outside the Urban Growth Boundary.” [HCP Policy UR 5.1]

The proposed amendments provide for the urban development of land added to the UGB and which are intended for future urbanization. Therefore, Goals 3 and 4 are not applicable to this proposal.

Goal 5 Natural Resources, Scenic and Historic Areas and Open Spaces

To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: The Jackson East Section 12.27.200 of the Community Development Code

(CDC) contains the Significant Natural Resources Overlay (SNRO) District which was adopted by the City to provide protection for Significant Natural Resources under Statewide Planning Goal 5 and to comply with the provisions of OAR 660, Division 23 (findings below). Additionally, the Regulatory Floodplain Overlay Zone (RFO, CDC Section 12.27.100) implements the Floodplain Comprehensive Plan Land Use Map designation and contains standards and regulations intended to protect floodplains by limiting the types of uses that can be located within floodplain areas.

Master Plan Guiding Principle #4 is *Employ a comprehensive approach to natural resource management and the integration of green infrastructure*. Two creeks run within and alongside Jackson East: Waible Creek and Storey Creek. Additionally, there are a number of wetlands, riparian/upland forested wildlife habitats, and isolated forested wildlife habitats within the area. Preservation and enhancement of significant natural resources will be assessed prior to development.

OAR 330-023-0250 requires Goal 5 compliance for Post Acknowledgement Plan Amendments (PAPAs) when the PAPA creates or amends a natural resource list or portion of an acknowledged plan or land use regulation that protects a significant Goal 5 resource, or allows new uses that could be conflicting with a particular Goal 5 site.

Because Jackson East is not currently located within the Hillsboro city limits, the City's existing Hillsboro Goal 5 Natural Resource Inventory & Assessment Report (hereafter "Natural Resources Inventory"), completed in 2001, the Goal 5 inventory does not include the Plan area. Accordingly, a Jackson East Natural Resource Inventory and Assessment (hereafter "Jackson East Natural Resources Inventory") was conducted in 2017 to identify Jackson East's natural resources, and determine whether any meet City criteria for significance. The Jackson East Natural Resources Inventory is in Exhibit A. The resources determined to be significant, using the methodologies described in the Natural Resources Inventory, include 5 wetland areas totaling roughly 27 acres and comprising forested, scrub-shrub, and emergent wetland types. Also identified are approximately 8 acres of wildlife habitat (riparian/upland forested habitat and isolated forested habitat) in Jackson East. The Jackson East Natural Resources Inventory was completed for Jackson East as well as a prior UGB expansion area along Evergreen Road and Sewell Avenue that had not previously been inventoried.

Five of the wetlands (comprising forested, scrub-shrub, and emergent types), eight of the riparian/upland forested wildlife habitat areas, and five of the isolated forested wildlife habitat areas have been determined to be "locally significant." The Jackson East Natural Resources Inventory is proposed to be appended to Comprehensive Plan Section 23.5, Natural Resources Inventory. The locally significant resources will receive appropriate protections after the City applies the Significant Natural Resources Overlay at time of annexation and zone change based on the protection levels recommended through the completed Jackson East Economic, Social, Environmental, and Energy (ESEE) Analysis Report.

The City submitted a draft Local Wetland Inventory (LWI) and Assessment for Jackson East to the Oregon Department of State Lands (DSL) for review. DSL approved this LWI and Assessment on September 12, 2021 and property owners were notified of this approval in a letter mailed January 10, 2022. The City proposes to adopt this LWI to append the Natural Resources Inventory subject to pending review and approval by DSL with the objective of adopting, through future Comprehensive Plan Amendments, any revisions as requested by DSL during their approval process.

The Oregon State Historic Preservation Office (SHPO) database indicates that there are no documented and undocumented historic sites and archeological resources within Jackson East.

Jackson East is proposed to be included in Comprehensive Plan Section 30, North Hillsboro Industrial Area Community Plan. Existing Section 30 Implementation Measure (D) *Natural Resources Management* is intended to protect Goal 5 natural resources, scenic and historic areas and open spaces, and will apply to Jackson East:

“In accordance with the City’s Goal 5 provisions of Section 12, Natural Resources, of the Hillsboro Comprehensive Plan, upon annexation to the city, significant wetland and riparian/upland wildlife habitat resources in the North Hillsboro Industrial Area shall be accorded the appropriate protection level prescribed by Section 12.27.200, Significant Natural Resources Overlay District, of the Community Development Code.

In particular, mitigation and enhancement activities shall emphasize the improvement of the Waible Creek Tributary wetlands, floodplain and riparian upland wildlife habitat resources, collectively referenced as the Waible Creek Tributary Riparian Corridor. In the Corridor, the guiding principle for mitigation and enhancement activities is connectivity of resource types, to allow wildlife passage between larger habitat units and genetic flow between plant communities. Where development projects impact significant natural resources, the City may identify and require appropriate mitigation and enhancement measures by such projects to improve connectivity and resource functions and values within and connected to the Corridor.”

Additionally, by meeting the requirements of Metro Title 13, the City also complies with Goal 5 for riparian areas and wildlife habitats (see findings for the Urban Growth Management Functional Plan). The regulations of other agencies may apply to development proposals on lands containing natural resources, including Clean Water Services, the U.S. Army Corps of Engineers, the Oregon Division of State Lands, the U.S. Fish and Wildlife Service, the Environmental Protection Agency, the Oregon Department of Fish and Wildlife, and Federal Emergency Management Agency. Future development within the Plan area will need to comply with these state and national regulations and protections for natural resources.

Based on the findings above, the proposed amendments are consistent with Goal 5 Natural Resources, Scenic and Historic Areas and Open Spaces.

Goal 6 Air, Water and Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state.

Finding: As mentioned in previous findings, Waible and Storey Creeks flow through or alongside the boundary of Jackson East. Those water resources will be protected by existing floodplain and natural resource regulations in Section 12.27.110 (Regulatory Floodplain District) and Section 12.27.200 (Significant Natural Resources Overlay) through the application of the Regulatory Floodplain Overlay and Significant Natural Resources Overlay upon annexation and zone change. Development of the proposed CPG is also intended to include enhancement of Waible, Storey, and Dairy Creeks for stormwater and natural resource mitigation. These natural areas can provide both stormwater management and amenities for employees in the Jackson East project area.

Additional local regulations for the protection for air, water and land resources quality, include the following:

- Hillsboro's Community Development Code requires development in industrial and other zones, including the Hillsboro Airport, to comply with current state air quality statutes and rules as administered by DEQ.
- Hillsboro's Design and Construction Standards are based on those adopted by Clean Water Services and provide guidelines for stormwater management that all new development and redevelopment projects must meet, as well as detailed requirements for the design of actual stormwater treatment and detention facilities.
- Hillsboro's Municipal Code Subchapter 6.24 establishes noise provisions for industrial zones (Sections 12.25.180-380 and 12.25.680-12.25.880).

Further, Oregon Department of Environmental Quality (DEQ) regulates air, water and land with CWA Section 401 Water Quality, Water Quality Certificate, State 303(d) listed waters, Hazardous Wastes, Clean Air Act (CAA), Section 402 NPDES Construction and Stormwater Permits, Water Pollution Control Facilities Permits, Solid Waste Disposal Site Permits, and Air Contaminant Discharge Permits. Department of State Lands and the Army Corps of Engineers regulate jurisdictional wetlands and CWA Section 404 water of the state and the country respectively. CWS regulates impervious surface and stormwater runoff throughout the City.

The Jackson East Master Plan highlights that development in Jackson East will be encouraged to utilize regional or sub-regional stormwater facilities. Such facilities may even be constructed, owned, and/or operated by the City. The City and landowners or developers could also partner with CWS to implement regional stormwater approaches. CWS has an adopted methodology for establishing a Regional Stormwater Management Charge that could be used to implement regional projects. This kind of regional approach would allow for multiple properties to utilize shared facilities, opening more land for development of individual parcels. Additional advantages of regional facilities compared to individual facilities include economies of scale related to inspections and maintenance as well as better ecosystem benefits.

Development within the Plan area will need to comply with these state and national regulations and protections for air, water and land resources quality.

Based on the findings above, the proposed amendments are consistent with Goal 6 Air, Water and Land Resources Quality.

Goal 7 Areas Subject to Natural Hazards

To protect people and property from natural hazards

Finding: The natural hazard most likely to occur in Jackson East is flooding from Waible or Storey Creeks or one of their tributaries. The U.S. Army Corps of Engineers (Corps) manages and administers a permit program overseeing activities that affect our nation’s waterways, such as piers, outfalls, dredging, excavation, or depositing of fill. In Oregon, permits for development are issued jointly by the Oregon Division of State Lands and the Corps, and water quality certification is also required by the Oregon Department of Environmental Quality. Further, The City has existing regulations (Section 12.27.110 of the Hillsboro Community Development Code) that are intended to limit development within the floodplain and protect people and property from potential flood damage. FEMA’s 100-year floodplain (2019) identifies the location of the floodplain in Jackson East. Implementing federal policies, CWS limits development in the floodplain areas but for a small selection of uses that are appropriate for a floodplain such as some types of agriculture and recreation, public roadways, utilities and temporary structures outside of flood season.

According to the City of Hillsboro Multi-Hazard Mitigation Plan, the City is not subject to an elevated risk of landslides, wildfires, tsunamis, or coastal erosion. The planning area has a 50-foot change in elevation from the highest to lowest points over a span of approximately 2,350 feet corresponds to less than 3% slope. There are no steep slopes or known hazards associated with landslides or erosion. In addition, the proposed amendments do not affect regulations in the building code, including those related to earthquake mitigation. Furthermore, the proposed amendments do not amend applicable HCP policies or implementation measures related to natural disasters and hazards. Regulations related to seismic safety are stipulated in the International Building Code, as adopted by the State of Oregon, and are updated every four years.

Based on the findings above, the proposed amendments are consistent with Goal 7 Areas Subject to Natural Hazards.

Goal 8 Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: No destination resorts are being proposed; therefore, much of Goal 8 does not apply. The City’s planned CPG is to follow Waible and Dairy Creeks, and the Tualatin River, to eventually join with the Rock Creek Greenway to create a loop around the city.

The northwest portion of the planned trail will cross the Jackson East project area. The Jackson East section, to include a collection of natural areas, a park, and trailheads connected by multi-surface trails within this linear greenspace, will be a key recreational amenity for the community and future Jackson East employees.

The City of Hillsboro 2015 Trails Master Plan envisions a system of trails, multi-use paths, on-street bike facilities, proposed trails, and parks, including the Crescent Park Greenway (CPG). A greenway is defined as a collection of natural areas, parks, and trailheads connected by trails within a linear greenspace. The CPG Plan, adopted in February 2019, is based on the vision contained in the 2015 Trails Master Plan. The CPG Plan incorporates habitat restoration, water quality facilities, stream and stream function restoration, natural areas, open space, and trails.

Hillsboro Parks & Recreation has established long-term service goals for 10 acres of park land per 1,000 residents, one baseball or softball field per 1,600 residents, one soccer field per 1,100 residents, one aquatic facility per 45,000 residents, one indoor court per 4,600 residents, and half-mile trail, multi-use path, or neighborhood route access throughout Hillsboro. The CPG will contribute to trail accessibility throughout Hillsboro. Any other specific park needs (for example: park type, size, and amenities) will be identified as detailed development plans are prepared and reviewed with the Parks and Recreation Department.

Based on the findings above, the proposed amendments are consistent with Goal 8 Recreational Needs.

Goal 9 Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: Master Plan Guiding Principle #1 is *Development should support the industrial mission of North Hillsboro*. City staff recommend an industrial land use designation for all 550-acres of Jackson East because of the community's limited supply of employment land over the next 50 years, especially around the North Hillsboro Industrial Area. The City and many of its partners have made and are planning to make considerable investments to support the North Hillsboro Industrial Area, which is of local, regional and statewide economic development importance.

Land uses must be carefully regulated to support, rather than conflict with, traded sector development. A land use designation for residential in the Jackson East-North Sub-Area would result in the construction of 500-1,000 new housing units that would experience land use compatibility conflicts with the surrounding industrial development and jeopardize business recruitment and retention efforts in the growing North Hillsboro Industrial Area.

Industrial development in Jackson East will occur on existing large vacant sites, involve land assembly of smaller parcels to accommodate medium and large-site users, and take

place on small sites. The City must ensure that industrial development can occur on small sites and does not require aggregation. Land uses must be carefully regulated to support, rather than conflict with, traded sector development. To inform economic development in Hillsboro, outlined below is the information about the North Hillsboro Industrial Area's growth and development, Hillsboro's limited long-term employment land supply, and small-site industrial need.

History of North Hillsboro's Economic Growth and Development

The economic center of Hillsboro and Washington County is the North Hillsboro Industrial Area, offering opportunities for innovative local and global companies to join an already impressive collection of businesses shaping the future of Hillsboro, the broader Portland metropolitan region, and the state. Companies in the area include Intel, Oregon's largest private employer; Genentech; Laika; Nike; Adobe; Tokyo Electron; Acumed; Epson; Hitachi High-technologies; Asahi Glass; ASML; Tokai Carbon; and many others. Industrial employment in the area exceeds 41,000 and accounts for the majority of the City's payroll. Few locations in Oregon have the unique combination of factors that make Hillsboro attractive to domestic and foreign business investment. These companies need quality industrial sites near the tech hub in Hillsboro.

The North Hillsboro Industrial Area is an over 5,000 acre world-class industrial development area, which has been deliberately planned and advanced over the past 30 years to include business parks, single-user corporate campuses, and vacant sites for future development. The North Hillsboro Industrial Area's vision, plan and the results of its implementation are significantly important given the number of jobs that it delivers for area residents, the revenues it generates for the City, County, School District and State of Oregon to name a few, and to allow Hillsboro to realize and maintain its aspirations as a balanced, resilient and full-service city.

The North Hillsboro Industrial Area continues to be planned in the northern portions of the city due to: 1) the area's proximity to critically needed infrastructure, such as Highway 26, large water and sewer transmission lines and Portland General Electric and Bonneville Power Administration's power infrastructure; and 2) compatibility of surrounding uses such as the Hillsboro Airport, existing industrial uses and commercial areas. The City has made investments over the last 30 years in North Hillsboro Industrial Area to position itself to attract diverse target industries. Utility infrastructure capacity and high-reliability supports and helps expand the manufacturing industry. The North Hillsboro Industrial Area is connected to the Portland metropolitan region through nearby US Highway 26; it includes the Hillsboro Airport, a general aviation facility providing for corporate jet travel; and offers significant public transportation options such as bus and light rail connections.

Hillsboro Technology Park Urbanization

Employers are searching for high-quality industrial sites near the tech hub in Hillsboro. The Hillsboro Technology Park (Tech Park) is an approximately 800-acre component of the North Hillsboro Industrial Area and is the next location for industrial development in

Hillsboro as well as the metro area's westside. This competitively-located area is planned for high-technology and advanced manufacturing companies and corporate campuses. The City completed substantial infrastructure and development planning to determine costs and priorities associated with achieving the long-term vision for the Tech Park. The City is partnering with critical infrastructure providers, regulatory agencies and private development interests to refine and execute implementation measures for the area.

The Tech Park is near other like businesses and suppliers in the area and close to the needed skilled workforce. The City worked with Washington County and the Metro regional government over many years to bring the Tech Park lands into the UGB for future employment. The City has also worked to keep new residential development at a distance from the Tech Park so as not to create a conflict amongst uses, as well as not to negatively impact the Tech Park's site development.

The Tech Park is close to critical transportation infrastructure such as Highway 26 and Hillsboro airport (air cargo). Robust infrastructure capacity is available to the Tech Park ranging from electricity, water, fiber, and nearby data storage, processing and information technology. Within the last two years, the City has made significant strides in preparing this area for investment and development. The City, in partnership with the State of Oregon, constructed a new north/south road (Starr Boulevard) and a new 18-inch water line in Starr Boulevard to serve the eastern and northern portions of the Tech Park. Huffman Street was recently completed between Brookwood Parkway and Starr Boulevard as well as an 18-inch water line in this section of Huffman Street.

The City has advanced the road extension of Huffman Street between Starr Boulevard and 30th Avenue and some of the development of 30th Avenue, north of Evergreen Road. In addition, sanitary sewer gravity lines are planned to be installed along the road extensions of Huffman Street and 30th Avenue. Clean Water Services (CWS) is also designing and constructing a sewer pump station that will be located on City-owned property, providing sanitary sewer service to the entire Tech Park and to future Jackson East development.

Investment and development are underway within the Tech Park with high-tech manufacturing and information and service technology businesses. Additional properties are being actively considered for development. Much of this development is driven by the expansions of area industry sectors, such as the semiconductor cluster anchored by Intel's expansions at their Ronler Acres campus, located approximately one-third mile from the Tech Park and a half mile from Jackson East.

Many existing customers already in Hillsboro need to expand their operations. Without the necessary industrial sites, they might relocate their operations outside of Hillsboro. This resulting loss of jobs and investment would have a negative impact on the diversified Hillsboro economic base and result in a loss of tax revenue for the City.

Hillsboro Economic Opportunities Analysis (2016)

Maintaining an ongoing inventory of available and readily developable sites in a range of sizes, configurations, and locational characteristics is critical to maintaining the city's regional, national and international competitiveness, and support the growth and diversification of Hillsboro's economic base. The city continues to see strong activity from many industrial users seeking expansions at existing facilities and new greenfield sites. This incrementally draws down the remaining site inventory, and without future acreage to replenish the inventory, hinders the ability to meet the long-term needs of the community, as well as missing out on significant economic benefit for the city, county, region and state. As a result, an insufficient supply of future industrial land inventory jeopardizes the ability for future investments and the ability to accommodate new and existing companies' expansion needs over time.

In a continued effort to plan for and meet this need, the City has planned utility and transportation infrastructure to serve existing unimproved industrial lands, as well as funding mechanisms to potentially pay for infrastructure; however, significant limitations on some of the industrial land impacts the flexibility in meeting future needs. Large lot requirements were placed on portions of the industrial land inventory through the UGB expansion process, largely removing these sites from the available supply to meet the needs of small and medium size users.

In addition, the nature of the companies in the North Hillsboro Industrial Area, which includes a disproportionate amount of well-capitalized technology firms, tends to support an ongoing land banking strategy by firms for future expansion. The land banking strategy is critical for larger companies to locate and expand in the area long-term, but it also affects the vacant land inventory available to other users active in the current markets. The cost of capital improvements for these firms are high relative to land values, and the industries are dynamic and firms value flexibility. As a result, the marginal cost of controlling property for future expansion is relatively low. Companies will want to continue to retain additional capacity on their site(s), thereby increasing the need for employment land as firms continue to control more property than they immediately need to maintain flexibility and ability for future growth. Hillsboro competes nationally and globally for high-tech projects and not having sufficient industrial land for development will put the city, region and state at a disadvantage and could cause a loss of new investment not just for Hillsboro but potentially for the entire State of Oregon.

Hillsboro's most recent Economic Opportunities Analysis (EOA) was completed in 2016 and adopted in 2017 (See Attachment 66). This EOA and associated employment Buildable Lands Inventory (BLI) mapping exhibits include the Jackson East Plan Area for both the land inventory and 20-year forecast. This BLI calculated that the City had 4,495 acres, which makes the 550 gross acres in the Jackson East area account for 12 percent of the City's total Industrially zoned land capacity. The BLI forecasted the City needs 1,949 acres of additional Industrial zoned land to meet the 20-year forecast demand for employment land. The 550 gross acres in the Jackson East area accounted for 32 percent of the available land as either entirely vacant or partially vacant. This forecast

was based on the conservative “safe harbor” forecast method contained in OAR 660-024-0040. Without an Industrial zoning designation for the Jackson East area, the City would be unable to meet the projected 20-year forecast demand for Industrial employment land.

The EOA noted that significant limitations on some of the industrial parcels could impact their flexibility in meeting future needs. The large-lot requirements on a significant portion of the industrial land inventory are the most notable of these. The EOA iterated that the large-lot requirements represent a highly significant constraint as it greatly reduces flexibility in the inventory to respond to shifting market requirements. The large lot requirement largely removes these sites from the available supply, with the exception of a highly limited range of prospective new tenant types. The large lot requirements play a critical role in the City’s economic development strategy in that they preserve sites and the ability for major anchor industry uses such as large corporate campuses and major manufacturing centers.

The EOA noted that while the city has a vacant land inventory, that land alone is inadequate to meet the 20-year needs of the community. As a result, the city will be reliant upon redevelopment and/or intensification of uses to meet its long-term needs. While there appears to be adequate redevelopment and infill capacity within the city, the availability of this type of space to the market is inherently difficult to forecast. Because modeling of infill and redevelopment patterns is relatively new, with little historical tracking. As this is a critical piece of the city’s estimated employment capacity, the EOA highlighted that actual utilization and net employment yield of this space should be closely monitored over time.

The EOA noted the importance of an adequate inventory of appropriate sites and/or space available within the market during any period for realizing economic development objectives. The city must maintain an ongoing inventory of available and readily developable sites in a range of sizes, configurations, and locational characteristics to support economic development. Though the city’s current site inventory was quite strong in 2015, the EOA highlighted the importance of monitoring this supply over time to assure that the city maintains a competitive and appropriate inventory.

The absorption of parcels for industrial development has continued within the UGB in North Hillsboro since the 2015 data that the 2016 EOA relied on. Over the past 10 years, approximately 68 sites comprising 770 acres of vacant industrial land have transacted, been entitled or constructed, averaging approximately 77 acres per year. This average increases significantly to 130 acres when examining the past five years. One third of the Tech Park’s tax lots total acreage has been entitled.

It is important to note that the 20-year supply of land factored into the 2016 EOA reflected all of Jackson East’s 550 acres being available for employment. The City’s 20-year employment land supply identified in the EOA is reduced if the Jackson East-North Sub-Area’s 205 gross acres are not designated for industrial use. Jackson East designated for industrial use would make up more than a third of all of Hillsboro’s remaining greenfield employment land. The Jackson East-North Sub-Area designated for industrial

use would make up more than 12% of Hillsboro's remaining greenfield employment land.

Hillsboro's Limited Long-Term Employment Land Supply

While the 2016 EOA notes that Hillsboro had an adequate supply of land for industrial uses through 2035, the community has a limited supply of employment land over the next 50 years, especially around the North Hillsboro Industrial Area. There is a constrained supply of land in Hillsboro suitable for accommodating employment through 2065, given constraints associated with the three Urban Reserves where the City is to be the ultimate service provider if their respective lands are brought into the UGB over the next 50 years.

Urban Reserve 8B, located beside the North Hillsboro Industrial Area in the southwest corner of the Brookwood Parkway/US-26 Interchange, is an existing rural-residential area (average tax lot is about 1.6 gross acres in size) with approximately 60 gross acres and limited transportation access. Urban Reserves 8F, located on the north side of West Union Road, involves an approximately 120 gross-acre existing rural-residential area (average tax lot is about 2.0 gross acres in size) adjacent to the North Hillsboro Industrial Area, as well as an approximately 450 gross-acre agriculturally farmed area to the east with significant natural-resource constraints and beside an existing single-family detached residential neighborhood in unincorporated Washington County.

Urban Reserve 6A, located west of the South Hillsboro neighborhood, is the only other area around Hillsboro where the City is to be the ultimate service provider if its respective land is brought into the UGB over the next 50 years. Urban Reserve 6A is not recommended for future employment growth given its distance from the vibrant North Hillsboro Industrial Area, proximity to South Hillsboro's growing residential development, and adjacency to the 150-acre Witch Hazel Village South UGB expansion area for future residential development adopted by Metro in 2018.

The City and many of its partners have made and are planning to make considerable investments to support the North Hillsboro Industrial Area, which is of local, regional and statewide economic development importance. Land uses must be carefully regulated to support, rather than conflict with, traded sector development. A land use designation for residential in the Jackson East-North Sub-Area would result in the construction of over 1,000 new housing units that would experience land use compatibility conflicts with the surrounding industrial development and jeopardize business recruitment and retention efforts in the growing North Hillsboro Industrial Area.

The City has spent the several decades planning for a complete, balanced community. Complete community planning can be seen in the City's work to address housing needs in its centers: the downtown Hillsboro Regional Center; Tanasbourne/Amberglen Regional Center; and the Orenco Town Center. The South Hillsboro neighborhood currently being developed involves a residential, mixed-use community that provides a variety of housing types at a range of prices. South Hillsboro is to have approximately 8,000 housing units at full build-out. Formerly located in the South Urban Reserve west

of the South Hillsboro neighborhood, the 150-acre Witch Hazel Village South UGB expansion area approved by Metro in 2018 is envisioned to be a cohesive residential community providing a mix of housing types, parks and open spaces, and a high level of connectivity for vehicles, bikes and pedestrians. Witch Hazel Village South is planned to accommodate approximately 850 housing units. Complete communities planning can also be seen in the City's work to address employment needs in its North Hillsboro Employment Center.

Jackson East Employment Land Supply

The proposed HCP amendments involve adding employment land supply to the growing North Hillsboro Industrial Area. The Jackson East-South Sub-Area is approximately 345 gross acres with 10 tax lots largely in agricultural production. The net developable acreage in the Jackson East-South Sub-Area is approximately 212 acres once the FEMA 100-year floodplain (2019), Jackson East's locally-significant natural resources, planned rights-of-way, Bonneville Power Administration's Powerline corridor, Hillsboro Airport's runway protection zone, and the planned CPG are removed.

The northern portion of the in the Jackson East-North Sub-Area presents opportunity for medium and large-lot industrial sites. The Regional Industrial Site Readiness Inventory (2017 update) indicates that the region has no 50-plus or 100-plus-acre Tier 1 sites (available for facility construction within 180 days). The region's only 50-plus or 100-plus-acre site in Tier 2 status (available for facility construction between seven and 30 months) is the Meek Subarea site (Site 104) located to the immediate east of the Jackson East-North Sub-Area. The Vanrose Farms/Bert & Bernie LLC site (site 101) in the in the Jackson East-South Sub-Area is the region's largest site in both gross and net acreages. Site 101 is one of only three 50-plus or 100-plus-acre Tier 3 sites (available for facility construction beyond 30 months) in the region. The proposed amendments are to designate the Jackson East-South and Jackson East-North Sub-Areas as industrial to ensure provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

The Jackson East-North Sub-Area is approximately 205 gross acres with 45 tax lots with approximately 35 detached single-family residential dwellings. The net developable acreage in the Jackson East-North Sub-Area is approximately 140 acres once the FEMA 100-year floodplain (2019), Jackson East's locally-significant natural resources, planned rights-of-way, and the planned CPG are removed.

Small-Site Industrial Need

The Jackson East-North Sub-Area has three tax lots between 14 and 26 gross acres in size. The average tax lot size for the remaining tax lots is about 3.0 gross acres in size. The Jackson East-North Sub-Area presents opportunity for individual small site industrial development, as well as the assembly lots for small-sized sites under 20 acres in size, to serve as a supplier city to the industry being recruited for the Tech Park and future industrial development in the Jackson East-South Sub-Area. The 2016 EOA identified a number of targeted industrial businesses most appropriate for smaller-sized sites. These include computer and electronics assembly and packaging, software publishing, data processing,

computer systems design, small data centers, food processing assembly, and business incubators.

There is a strong demand for small-site employment in North Hillsboro Industrial Area, particularly to supply the medium and large-sized sites. The Tech Park has vacant medium-sized (20 to 50 or more gross acres in size) and large-sized (50 to 100 or more gross acres in size) greenfield sites for industrial development. For example, the area north of Waible Creek to the east of the Jackson East-North Sub-Area currently has two large-sized parcels and three medium-sized parcels. The Metro regional government conditioned this UGB expansion area in 2011 to have one 100-acre industrial site and two 50-acre industrial sites. The Jackson East-South Sub-Area, made up of primarily larger parcels being actively farmed, is another opportunity for medium- or large-sized parcels for future industrial development though there are no large lot or aggregation conditions from Metro for this area.

The North Hillsboro Industrial Area has multiple geographies with existing clusters of industrial users on sites less than 10 acres in size. For example, Table 1 below lists several geographies in the North Hillsboro Industrial Area with examples of small-lot industrial sites under 10 gross acre in size.

Table 1: Examples of North Hillsboro Small-Site Industrial Users

Geography	Site Address	Gross Acres	Industry Name	Industry Type
South of Huffman/ East of Brookwood/West of 59th Ave/North of Evergreen	4893 NE 59th Ave	1.4	Longbottom Coffee	Coffee Roaster
	4837 NE 59th Ave	1.5	Acme Construction Supply	Wholesale
	5620 NE Huffman St	2.4	Glass Tech	Printing
	4825 NE 59th Ave	2.4	Omega Morgan - Portland	Transportation
	4495 NE 59th Ave	3.2	Tokai Carbon	Manufacturing
	5650 NE Huffman St	5.1	Rinchem	Warehouse/Distribution
	4375 NE 59th Ave	5.6	AGC Electronics America	Manufacturing/Corp HQ
	5602 NE Huffman St	5.7	Omega Morgan - Portland	Transportation
	4860 NE Brookwood Pkwy	8.5	Acumed	Biotechnology
	5582 NE Huffman St	8.6	International Paper	Manufacturing

	4605 NE 59th Ave	9.0	Linde/Praxair	Gas Supplier
South of West Union/either side of Century Blvd/North of Jacobson	7144 NE Progress Ct	2.3	Ligman Lighting	Manufacturer
	6770 NE Century Blvd	3.4	Lithtex	Printing
	7090 NE Westmark Dr	4.1	Pinnacle Exhibits	Manufacturing
	7100 NE Century Blvd	6.8	Beaverton Foods	Food Processing
	6999 NE Century Blvd	7.1	Resers Fine Foods	Food Processing
South of Jacobson/ either side of Century Blvd/North of Wagon Way	6255 NE Century Blvd	1.9	Daifuku	R&D/Manufacturing
	6175 NE Century Blvd	2.0	Fiber SenSys	Manufacturing/Corp HQ
	5555 NE Wagon Dr	3.7	Greenspace Exhibits	Manufacturing/Corp HQ
	5515 NE Wagon Dr	4.2	Greenspace Exhibits	Manufacturing/Corp HQ
	6410 NE Jacobson St	4.6	Seals Unlimited	Manufacturing
	5665 NE Wagon Dr	5.0	Oracle America, Tosoh Quartz, Exel Inc	Warehouse/Storage
	6095 NE Century Blvd	8.0	Master Halco Portland	Manufacturing
	6220 NE Century Blvd	8.1	Edwards Vacuum	Manufacturing/Corp HQ

According to data from Business Oregon, Greater Portland Inc., brokers/consultants, and the City of Hillsboro Economic Development Department, Hillsboro’s industrial prospects in the North Hillsboro Industrial Area between January 2017 and July 2019 indicate a need for small-sized industrial sites. As Table 2 below highlights, about one-third of the industrial prospects involved sites 10 gross acres or less in size. About 65% of the industrial prospects involved sites 20 gross acres or less in size.

**Table 2: North Hillsboro Industrial Area Prospects
(January 2017-July 2019)**

Gross Acres	# of Projects	Gross Acres	# of Projects
1-5	8	46-50	2
6-10	6	51-55	0
11-15	4	56-60	1
16-20	13	61-65	0
21-25	0	66-70	0
26-30	1	71-75	2
31-35	1	76-80	1
36-40	4	Over 100	3
41-45	1	Total	47 Projects

The demand for small-lot employment in the North Hillsboro Industrial Area for sites 10 gross acres or less in size is affirmed through the number of sale transactions over the past 5-years. Table 3 below lists the sale transactions for sites ten gross acres or less in size in North Hillsboro Industrial Area over the past five years for industrial uses, corporate headquarters, and/or executive suites hotels. Table 3 includes information on each sale’s adjusted price per square feet as well as the industry name and type.

**Table 3: North Hillsboro Industrial Area Sale Transactions: 10 Gross Acres or Less
(January 2014-July 2019)**

Site Address	Gross Acres	Sale Date	Adjusted Price per SF	Industry Name	Industry Type
8160 NE Mauzey Ct	1.5	4/17/2014	\$9.36	Northwest Tree Specialists	Arborist Contracting Firm
5340 NE Croeni Rd	1.9	4/28/2017	\$7.64	TBD	TBD
2575 NE Aloclek Drive	4.1	9/12/2014	\$7.68	Holiday Inn/ Candlewood Suites	Executive Suites Hotels

6225 NE Casper Ct	4.1	4/20/2015	\$9.55	Stay Bridges Suites	Executive Suites Hotel
5900 NE Pinefarm Ct	6.0	6/7/2017	\$8.28	TBD	TBD
7132 NE Progress Ct	7.1	3/17/2016	\$8.35	Resers Fine Foods	Food Processing
NW Evergreen Rd and Brookwood Rd	7.4	12/22/2017	\$8.18	TBD	TBD
6220 NE Century Blvd	8.1	12/7/2016	\$7.23	Edwards Vacuum	Manufacturing/Corp Headquarters
3420 NE Evergreen Rd	10.0	7/3/2019	\$8.70		

The City of Hillsboro contracted with ECONorthwest (with BBG Appraisers as subcontractors) to better understand how land values might change for properties 10 acres or less as they transition from rural residential in unincorporated Washington County to annexed into the City of Hillsboro with urban industrial zoning and adjacent to urban services (e.g., improved roads, water lines). This observational and descriptive analysis, not calibrated to predict exact transactional prices, is intended to inform general future land values for the Jackson East-North Sub-Area properties.

ECONorthwest’s analysis considers hypothetical land values under several distinct regulatory Stages, which for the subject area, are expected to advance sequentially as the area transitions from a rural unincorporated to an urban regulatory environment. The five Stages are as follows:

- **Stage 1.** Outside the UGB/ Zoned AF-5.
- **Stage 2.** Within the UGB/ Designated FD-20 with no adopted Comprehensive Plan designation of Industrial.
- **Stage 3.** Within the UGB/with an adopted Comprehensive Plan designation of Industrial.
- **Stage 4.** Within the UGB/with an adopted Comprehensive Plan designation of Industrial, annexed into a City with an Industrial Zone, and no adjacent urban services (e.g., improved roads, water lines) available.
- **Stage 5.** Within the UGB/with an adopted Comprehensive Plan designation of Industrial, annexed into a City with an Industrial Zone, and adjacent to urban services (e.g., improved roads, water lines) available.

ECONorthwest and BBG Appraisers gathered data regarding confirmed sales throughout Washington County that match the regulatory characteristics of each stage, as follows:

- **Highest and Best Use.** Data include properties that sold and matched the highest and best use of each regulatory stage.
- **Time of Sale.** Prices change over time for a host of factors, e.g. macro-economic forces or local demand for new development. For a sale comparable to be relevant to the current day or near-term value of a property, it should have transacted recently. In general, sales were sought from the past three years. For some Stages, sales further back in time were used.

In addition, to arrive at values that are relevant in today's market, all sales were trended forward using 7.1 percent change annually from the time of sale—a midpoint between recent sales and rent growth in the region's real estate market. Values presented in the Memo are referred to as "adjusted prices."

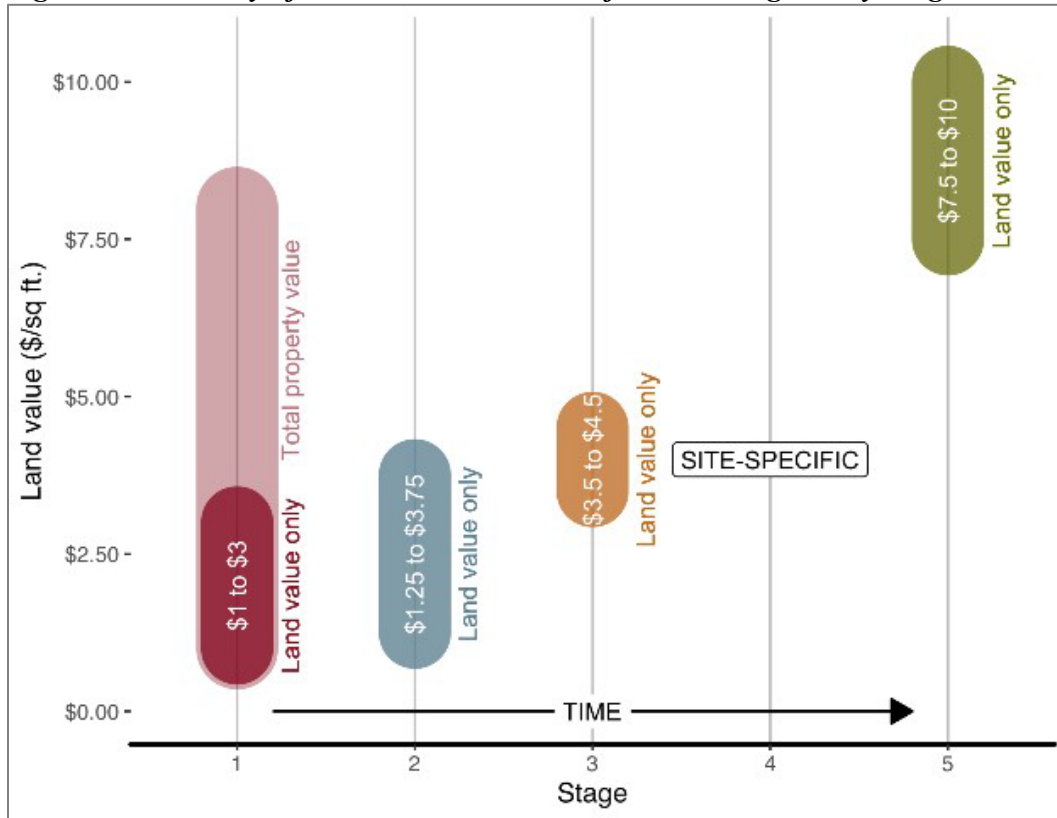
- **Geography.** Sales in the Hillsboro region were sought. Due to lack of recent sales under some Stages, the search was expanded to sales across Washington County.
- **Property Size.** Properties that were around 5 acres in size, and no more than 10 acres.
- **Conformity to Regulatory Stage Descriptions.** Sales comparables that conformed to each regulatory environment stage.

ECONorthwest found that as certainty increases in the regulatory environment, land values generally increase for properties that are similarly-positioned in near-by areas. Under the current structure of land use laws in Oregon, a developer has more opportunity to create more value on an urban property than on a rural property. ECONorthwest's research shows that while land values in Stage 1 are tightly grouped between \$1 to \$3 per square foot, total property values for Stage 1 properties that contain improvements (homes) have a wider range of values.

Given the highest and best use of Stage 1 as rural residential land, the contributory value of a home in Stage 1 is likely higher than that of the land. However, ECONorthwest's data observations confirm that even as the contributory value of improvement is decreasing across the Stages, land value tends to increase. In addition, the data shows that with the exception of a few outliers, Stage 1 total property values with improvements (homes) are generally similar to land values in Stage 5.

Although outliers are always a possibility, given the strength of Hillsboro's market for industrial land, ECONorthwest expects similar changes in relative and total property values to occur in the Jackson East-North Sub-Area as the regulatory environment shifts through Stages 1 to 5. Figure 1 below illustrates ECONorthwest's estimated ranges of land values in the Subject Area for each Stage.

Figure 1: Summary of Estimate Land Values for Each Regulatory Stage



Source: ECONorthwest, BBG Appraisers.

* In Stage 4, “Site-specific” refers to the fact that each site has unique characteristics that drive its value in ways that ECONorthwest’s comparable data set cannot predict.

The City has also undertaken a greater North Hillsboro property sales evaluation 2019-2022 (See Attachment 104). Real estate software for Zillow and CoStar as well as Washington County Tax Assessors info and Recorded Documents are the sources for this information. Per this evaluation, the average price for comparables outside of the UGB was \$3.92 per site square foot, compared with \$7.58 per site square foot for properties inside the UGB and inside the Jackson East area, and \$10.55 per site square foot for properties inside the UGB and within the North Hillsboro Industrial Area. Eight properties have sold within the Jackson East area since 2018. Some properties appear to be sold for residential purposes others are unclear. This highlights that purchasers were willing to purchase sites in Jackson East despite pending land use plans.

Properties in the Urban Reserve area at the SE corner of the Brookwood/Helvetia/Hwy 26 intersection also had properties sell a few times. These properties sold on average for less than those within the Jackson East area and those within the UGB and in the North Hillsboro Industrial Area. The highest comparable in this area was located immediately adjacent to the recently constructed JSR Micro site. This appears to indicate that buyers will buy residential properties adjacent to industrial uses/facilities.

A couple of properties within the Evergreen West Industrial Area sold for what appears to be continued residential uses, while others were purchased for conversion to industrial

uses. Some of these properties were very small in size. One property of note in the Evergreen West Industrial Area (4700 NE Sewell Ave) has transacted three times dating back to 2004. The first transaction was in 2004 (before the industrial designation was applied) and sold for \$225,000 or \$5.38 per site square foot. The second transaction was in 2016 (well after Industrial Land Designation) for \$338,500 or \$8.09 per site square foot. The third was in 2020 for \$583,800 or \$14.00 per site square foot.

Another finding is that there appears to be no basis of properties being negatively impacted in the Jackson East Area (absent maybe one or two extreme outliers who have an extremely small site with a high value structure on it) especially when compared to properties outside of the UGB, nor does there appear to be evidence that properties will not sell for residential use after an Industrial Designation or when located adjacent to industrial development.

Based on the findings above, the proposed amendments are consistent with Goal 9 Economic Development.

Goal 10 Housing

To provide for the housing needs of citizens of the state.

Finding: Jackson East is recommended for future industrial uses and has not been planned for future residential uses. The City of Hillsboro has spent the past several decades planning for a complete, balanced community overall. Planning complete communities is most visible in the City's efforts to address housing needs in its centers—the downtown Hillsboro Regional Center, Tanasbourne/Amberglen Regional Center, and Orenco Town Center. As the City of Hillsboro Housing Needs Analysis (HNA) from January 2015 identified, the City's plans have resulted in the development of a balanced portfolio of different housing types that are well-designed and will be developed across the community to serve different people at different points in their lives.

The 2015 HNA identified that Hillsboro has a diverse housing stock, with 53% Hillsboro's housing in single-family detached units, 9% single-family attached, and 38% multifamily. The mix of development since 2000 has included a larger percentage of multifamily (42% of new housing developed between 2000 and 2014) and single-family attached (17%). If Hillsboro develops as described in the capacity analysis, adding 6,666 new single-family detached units and 11,403 to 14,403 single-family attached and multifamily units, it will continue to have a diverse housing stock, with about half of the City's housing in single-family attached and multifamily housing types (consistent with OAR 660-007 and Title 7 of Metro's Urban Growth Management Functional Plan in the Metro Code).

Conclusions of the 2015 HNA included the City should ensure that development begins relatively soon in South Hillsboro in order to provide needed housing opportunities in Hillsboro. Of Hillsboro's areas that are planned, South Hillsboro has about two-thirds of the City's capacity for new single-family detached housing. South Hillsboro is planned to provide a wide range of housing opportunities, including single-family detached housing on larger lots (8,000 to 12,400 square feet), single-family detached housing on moderate sized and smaller lots (7,000 to 4,000 square feet), single-family attached, multifamily housing, and mixed-use housing. Residential development in South Hillsboro is well underway with over 2,000 entitled residential units and housing construction underway.

The South Hillsboro Community Plan involved creating a residential, mixed-use community that provides a variety of housing types at a range of prices. The South Hillsboro Community Plan Area includes low, medium, and high-density residential zones generally organized within and around the town and village centers and along the north-south Cornelius Pass Road corridor. The range of residential zones will allow for a wide variety of housing types, including large-lot "executive housing", single-family detached homes on a range of lot sizes, townhomes and duplexes, and condominiums and apartments. Some of these housing products will be components of future mixed-use development in the town and village centers.

The 2015 HNA concluded that Hillsboro will need to identify additional opportunities for more single-family detached housing. An important consideration in continuing to plan for

a balanced community will be identifying additional opportunities for single-family detached development. The housing needs analysis identified a deficit of 1,354 single-family detached dwelling units. Given this long time-frame to bring new areas into the UGB and get them planned and serviced, Hillsboro should work with regional partners to identify and begin planning additional areas for single-detached housing over the next five to ten years. The areas identified to most likely to meet these housing needs are in the South Urban Reserve (6A) west of the South Hillsboro neighborhood and the Bendemeer Urban Reserve (8F).

Since completion of the 2015 HNA, Metro approved the City's request for 150 acres to be added into the UGB from the South Urban Reserve to address housing needs.

A concept plan for this area, referred to as Witch Hazel Village South (WHVS), was completed in May 2018 and the City is finalizing proposed Comprehensive Plan amendments for WHVS. The WHVS Community Plan envisions a cohesive residential community providing a mix of housing types, parks and open spaces, and a high level of connectivity for vehicles, bikes and pedestrians. Within WHVS there are approximately 72 net buildable acres of the total 150-acre site. WHVS is planned to accommodate approximately 1,100 housing units.

The 2016 HNA also concluded that Hillsboro has opportunities to provide housing that meets the needs and preferences for people who work at businesses in Hillsboro but live elsewhere. Like most other cities in the Metro region (and across the State), most workers at businesses in Hillsboro do not live in Hillsboro. The median wage for workers at businesses in Hillsboro is one-third higher than the Portland Region's median wage. The wage for the highest paid workers in Hillsboro is about twice the wage for the highest paid workers across the Portland Region. The relatively high wages in Hillsboro, the large number of jobs in Hillsboro, and the high rates of commuting, suggest that Hillsboro's housing market may not have the types of housing that meet the needs and preferences for high-paid workers in Hillsboro. The HNA identified a deficit of housing affordable to households earning more than \$100,000 per year. The City is anticipating meeting these needs for executive housing through development in Witch Hazel Village South (WHVS).

Hillsboro also has a need for housing affordable to lower-income households (particularly those earning less than \$25,000). While wages are higher than average, median home sale prices in Hillsboro are below the average of most other cities in the Portland Region. Further, more than six percent of Hillsboro's housing supply is government-subsidized and of all government-subsidized affordable housing in the Metro region, more than 5 percent is located in Hillsboro. Over the past several decades, the City has supported the development and preservation of affordable housing for low-income working families, individuals, and those living on limited and fixed incomes. Hillsboro allows development of government-assisted housing in all residential zones, with the same development standards for market-rate housing. Manufactured dwellings are also permitted in any zone where single-family dwellings are allowed with some exceptions.

Additionally, the Comprehensive includes policies that allow for development of a range of housing types (e.g., duplexes, manufactured housing, and apartments) and policies that support government-subsidized housing. Between infill development and vacant land in the City limits and South Hillsboro and redevelopment in community plan areas, the City has the capacity has a supply of residential land sufficient to meet Hillsboro's identified housing needs within the meaning of ORS 197.307(3), Goal 10 and OAR Chapter 660, Division 7. Therefore, the City is meeting its obligation to plan for needed housing types for households at all income levels (as required by ORS 197.303). This conclusion is supported by the fact that Metro's 2012 Compliance Report concluded that Hillsboro is in compliance with the City's Title 1 (Housing Capacity) and Title 7 (Housing Choice) responsibilities (see findings for the Metro Urban Growth Functional Management Plan). However, as identified in the findings for Goal 9 Economic Development, there is a need for additional industrial land for capacity to meet future employment needs.

Based on the findings above, the proposed amendments are consistent with Goal 10 Housing.

Goal 11 Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: The City of Hillsboro adopted a Public Facility Plan (PFP) in 2001 by Ordinance No. 5102/1-02 as part of periodic review, which addressed intergovernmental agreements (IGAs); policies for water, sewer, storm drainage, and parks; environmental protection and standards; and identified service needs. Hillsboro also has several other adopted infrastructure master plans for schools (Hillsboro School District Long Range Facility Plan adopted by reference in the Comprehensive Plan), parks and trails, sanitary sewer, water, and transportation.

Master Plan Guiding Principle #2 is *Integrate transportation infrastructure and public utility improvements and services with the larger North Hillsboro Industrial Area*. This involves the development of an efficient, safe, and attractive transportation network to facilitate future industrial development in Jackson East and a collection of natural areas, a park, and trailheads connected by multi-surface trails (see findings for Goal 5 Natural Resources above and Goal 12 Transportation below). This network should accommodate the full range of users and be designed to support the industrial nature of the area.

As outlined below, the Jackson East Master Plan includes an assessment of existing and proposed infrastructure in and around Jackson East, and provides a discussion of how sewer, water and storm drainage will be managed as the area develops. Each of these is discussed individually below, with additional discussion on the timing and funding of new infrastructure.

Sewer. Local sanitary sewer conveyance for the Jackson East project area south of Huffman Street is along the planned Huffman Street right-of-way. Flows will be conveyed easterly to the planned 30th Avenue extension and northerly to the North Hillsboro Pump

Station at Sewell Avenue and 30th Avenue (future) intersection at Waible Creek. The anticipated alignment of sanitary sewer conveyance serving Jackson East north of the planned Huffman Street to Waible Creek, and north of Waible Creek, is along Waible Creek to the North Hillsboro Pump Station Pump.

Gravity sewer conveyance may be difficult in two small areas of Jackson East—near Jackson School Road and Waible Creek and beside the intersection of Jackson School Road and Evergreen Road. Service to these two small areas will need to be evaluated in more detail. It is possible that they may be used for purposes that do not require sanitary service, such as regional stormwater management or natural resources protection and mitigation.

The North Hillsboro Pump Station will have an initial firm capacity of 1.5 MGD and a second phase that increases firm capacity to 6.3 MGD. The Pump Station will serve the Jackson East, North Industrial Renewal, and Hillsboro Industrial areas north of US-26. The sanitary sewer force main will be constructed from the future North Hillsboro Pump Station, south on 30th Ave to the future Huffman extension, eastward on Huffman, discharging into the 24 inch gravity line at Starr Boulevard north of the Genentech property that flows to the Dawson Creek Pump Station.

If flows from the North Hillsboro Pump Station exceed 6.3 MGD and the pump station capacity is upgraded, significant downstream improvements will also be necessary. This will require an in-depth analysis of alternatives, but could include upgrades to the Dawson Creek Pump Station with conveyance improvements downstream, upsizing the McKay Creek conveyance system, or building a brand new pump station near McKay Creek.

Water. An 18-inch water distribution line in the Evergreen Road right-of-way will serve Jackson East. Water service to Jackson East will be provided via three connections to the existing 18-inch line in Evergreen Road (at 25th Avenue, 273rd Avenue, and Sewell Avenue). A looped water system will be constructed by extending 18-inch waterlines within the right-of-way of the Huffman Street extension, 30th Avenue extension, Meek Road, and Jackson School Road, and having a 12-inch waterline within the extension of 25th Avenue and Sewell Avenue from Waible Creek to Meek Road shown in Exhibit A. The actual location would follow the future rights-of-way as they are acquired. In addition, smaller 8-inch local distribution waterlines would be extended along new local roads within the project area.

Water connections to serve the Jackson East area will be located east of 25th Avenue, the dividing line between two pressure zones. The Jackson East area is to fall within the higher-pressure zone. To extend a waterline north on Jackson School Road, a connection to the existing line will need to be made east of 25th Avenue, with an extension of a new 18-inch line west in Evergreen Road, running parallel to the lower pressure line.

Stormwater. The drainage areas for Jackson East have been inventoried based on topography and receiving waterways, assuming overland flow patterns (although

agricultural tiling may be a factor). Stormwater management facilities will be constructed in Jackson East to ensure that stormwater leaving the site is treated and returned to the natural drainages at rates and quantities that are similar to those of the pre-development condition ('water quality' and 'water quantity'). Stormwater management in Jackson East would involve the development of regional facilities (discussed below) and incorporating green infrastructure and low-impact development approaches (LIDA) into street and site design.

Stormwater management has traditionally been the responsibility of each development, and the design of facilities reviewed through the development process. Facilities often resemble rectangular ponds and occupy between 5% and 10% of a project site. Within large parcels, locating these facilities is fairly straightforward. However, smaller properties may have fewer locational options, and devoting space to stormwater management often limits the development potential of sites.

For these reasons, property owners in Jackson East are encouraged to utilize regional or sub-regional stormwater facilities. Such facilities may even be constructed, owned, and/or operated by the City of Hillsboro. The City and landowners or developers could also partner with CWS to implement regional stormwater approaches. CWS has an adopted methodology for establishing a Regional Stormwater Management Charge that could be used to implement regional projects. This kind of regional approach would allow for multiple properties to utilize shared facilities, opening up more land for the development individual parcels. Additional advantages of regional facilities compared to individual facilities include economies of scale related to inspections and maintenance and better ecosystem benefits.

There are potential limitations regarding the use of regional facilities in proximity to the Hillsboro Airport located south of Jackson East. CWS and the Port of Portland will need to continue to coordinate and permit stormwater management solutions that are compatible with the airport. There is also potential to collaborate on the design and implementation of regional facilities.

Another regional technique for stormwater management involves enhancing the floodplain and natural channels to be more resilient and accommodate larger flows. Because of regulations protecting streams, wetlands, and riparian areas from stormwater pollution, stormwater would still require treatment to remove pollutants prior to reaching the enhanced stream corridors. This treatment could be provided by some combination of regional/public facilities and onsite/private facilities. Stream and floodplain enhancements would also improve aquatic habitat and contribute to the scenic quality of the area. Enhancements of the Waible Creek corridor need to be made in consultation with the Port of Portland wildlife and natural resources staff to ensure compatibility with the Hillsboro Airport.

Based on the findings above, the proposed amendments are consistent with Goal 11 Public Facilities and Services.

Goal 12 Transportation

To provide and encourage a safe, convenient and economic transportation system.

Finding: The Master Plan identifies the planned alignments of a multi-modal transportation network for Jackson East that are proposed to amend the Transportation System Plan. These improvements include:

- Arterials and collectors with sidewalks and separated bike facilities;
- A grid of local industrial streets, and conceptual industrial local streets, with sidewalks and bike lanes; and
- Crescent Park Greenway trail multi-use paths for walking, jogging, hiking, and bicycling.

See Table 4 for major roadway improvements associated with the industrial urbanization of Jackson East.

Table 4: Jackson East Planned Transportation Improvements

Road Segment	Road Classification	New or Existing	Existing Lanes	Preliminary Lanes
Jackson School Road (Evergreen Road to Waible Creek)	Arterial	Existing	2 lanes	3 lanes
Jackson School Road (Meek Road to US-26 Interchange)	Arterial	Existing	3 lanes	5 lanes
Evergreen Road (15 th Avenue to Jackson School Road)	Arterial	Existing	3 lanes	5 lanes
Huffman Street (Jackson School Road to 273 rd Ave)	Arterial	New	-	3 lanes
25 th Avenue (Evergreen Road to Jackson School Road)	Arterial	New	-	3 lanes
Meek Road (30 th Avenue to Storey Creek)	Collector	Existing	2 lanes	Improve to 3-lane industrial Collector
Meek Road (Storey Creek to Jackson School Road)	Collector	Existing	2 lanes	2 lanes with shoulder safety improvements
Sewell Avenue	Collector	New	-	2 lanes

(Waible Creek to Meek Road)				
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The proposed multi-modal transportation network, coupled with the Crescent Park Greenway trail, provide circulation and green space systems that promote walkability and multi-modal transportation options to accommodate pedestrians, bicycles, freight, and automobiles.

The detailed assessment of all transportation improvements associated with Jackson East industrial urbanization, along with their costs and funding sources are located in these findings under OAR 660, Division 012 – Transportation Planning Rule. As described below, these improvements will be amended into Hillsboro’s TSP² (as amended through 2016).

660-012-0065 Transportation Improvements on Rural Lands

Staff finds that the requirement that no urban development within the Jackson East-South and Jackson East-North Sub-Areas beyond permitted uses allowed under the Future Development 20 Acre District (FD-20) zoning, shall occur until Washington County and the city successfully complete a Farm or Forest Impact Analysis (FFIA). As part of the FFIA findings for OAR 660-012-0060(1)(a) and OAR 660-012-0060(1)(c)(B) are required per Oregon Revised Statute 215.296 for the portions of the roadway improvements listed in Jackson East Subarea that reside outside of the urban growth boundary. The city will also require that no urban development shall occur beyond the permitted uses under the FD-20 zoning within the Jackson East area until the county adopts the improvements outside the urban growth boundary within the county’s Transportation System Plan.

Based on the findings above and found in these findings under OAR 660, Division 012 – Transportation Planning Rule, the proposed amendments are consistent with Goal 12 Transportation.

Goal 13 Energy Conservation

To conserve energy.

Finding: Master Plan Guiding Principle #3 is *Pursue innovative, sustainable, and high-quality public infrastructure.* The urbanization of Jackson East offers a tremendous opportunity to incorporate aesthetics and advanced sustainability practices in the design of the streets and development sites. Companies are increasingly seeking to locate in areas with amenities that help recruit and retain employees, while also working to reduce their environmental impact. By developing an attractive, efficient industrial area where sustainability is valued, the City can give Jackson East a competitive advantage while benefiting the larger community.

² The “City of Hillsboro, Transportation System Plan: Public Facility Plan, July 1999 (TSP)” document and “Transportation System Plan Update, January 2004 (amended through January 2017)” document and Technical Appendix are the “City of Hillsboro, Transportation System Plan (TSP)” (Ord. No. 5341/2-04; Amended by Ord. No. 5933/1-10 and Ord. No. 6029/9-12).

Additionally, the Comprehensive Plan includes policies maximizing efficiency in energy utilization, conservation of all forms of energy, renewable energy capacity, and land use and transportation patterns that minimize the depletion of non-renewable sources of energy. . Development in Jackson East like the rest of the City will be guided toward requirements exceeding the code minimum for advancing energy resource efficiency in the built environment.

Based on the findings above, the proposed amendments are consistent with Goal 13 Energy Conservation.

Goal 14 Urbanization

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: Jackson East was brought into the UGB by the Legislature through House Bill 4078 in 2014, and was required to be planned and zoned for employment. Subsequently, Metro amended the Title 4 Employment and Industrial Areas Map to designate Jackson East as “Industrial Areas”. In 2019, the Oregon Legislature adopted House Bill 2914 which removed the requirement that this 550-acre UGB expansion area is planned and zoned for employment use in order for the land use designation to be decided at the local level.

The recommended industrial land use designation for all 550-acres of Jackson East is expected to help ease the community’s limited supply of employment land over the next 50 years around the North Hillsboro Industrial Area, as described in findings for Goal 9. There exists a constrained supply of land in North Hillsboro suitable for accommodating employment through 2065, given constraints associated with the two Urban Reserves in North Hillsboro. These two Urban Reserves are the only areas north of Hillsboro where the City is to be the ultimate service provider if their respective lands are brought into the UGB over the next 50 years

As previously mentioned, the City and its partners have made and are planning to make considerable investments to support the North Hillsboro Industrial Area, which is of local, regional, and statewide economic development importance. Land uses must be carefully regulated to support, rather than conflict with, traded sector development. A land use designation for residential in the Jackson East-North Sub-Area would result in the construction of over 1,000 new housing units that would experience land use compatibility conflicts with the surrounding industrial development and jeopardize business recruitment and retention efforts in the growing North Hillsboro Industrial Area.

The purpose of the Master Plan is to establish the framework for an expansion of industrial lands adjacent to the North Hillsboro Industrial Area to benefit the community, region, and state. The Master Plan envisions opportunity for medium- and large-sized sites in the Jackson East-South Sub-Area that are fully serviced by a public facilities and services including a well-connected, multi-modal transportation system of major roads and local

industrial streets. The planned Crescent Park Greenway is a key recreational amenity and natural resource system for the Hillsboro community including future Jackson East employees, that will provide visual engagement with these natural resource along Waible Creek as it runs through Jackson East and continues around the Hillsboro city limits along multiple stream corridors.

The proposed amendments include incorporating Jackson East into Comprehensive Plan Section 30, North Hillsboro Industrial Area Community Plan. Section 30 proposed policy (H) involves applying the Industrial Sanctuary (I-S) zone to lands within the North Hillsboro Industrial Area in a way that substantially complies with Metro UGB Conditions of Approval and Urban Growth Management Functional Plan requirements for properties in the North Hillsboro Industrial Area, in accordance with ORS 268.390 and Metro Service District (Metro) Code. The proposed amendments will apply the I-S zone to the Jackson East Area brought into the UGB by the Legislature in 2014 and subsequently reclassify the area as Industrial Areas in the Metro 2040 Urban Growth Management Functional Plan to accommodate urban employment inside urban growth boundaries.

As previously mentioned, because Jackson East is recommended for future industrial uses it has not been planned for future residential uses (see findings for Goal 9 Economic Development and Goal 10 Housing). The Hillsboro Comprehensive Plan incorporates design types consistent with those identified within Hillsboro in the 2040 Growth Concept Map to ensure efficient use of urban land through infill and redevelopment opportunities, and provide for more complete and livable communities: regional centers, employment areas, transit station communities, town centers, neighborhood centers, and corridors. The Comprehensive Plan incorporates the concept plans for the most recent areas brought into the UGB in 2011, incorporating area-specific plans in Sections 14 through 31. DLCDC acknowledged the North Hillsboro Industrial Area Community Plan (Ordinance 5977/1-12 as amended) on March 16, 2012 and the use designation acreages and spatial development pattern of urban jobs in Jackson East are consistent with those in North Hillsboro. Further, Metro's 2017 Compliance Report concludes that Hillsboro complies with the City's Title 11 responsibilities for planning in new urban areas (see findings below).

Based on the findings above, the proposed amendments are consistent with Goal 14 Urbanization.

Goal 15 Willamette River Greenway

Goal 16 Estuarine Resources

Goal 17 Coastal Shorelands

Goal 18 Beaches and Dunes

Goal 19 Ocean Resources

Finding: The proposed amendments do not involve land or resources designated as part of the Willamette Greenway nor as coastal resources associated with Goals 15 through 19. The proposed amendments do not affect policies that may be associated with Goals 15 through 19. As such, Statewide Planning Goals 15 through 19 do not apply.

Oregon Administrative Rules

OAR 660, Division 012 – OREGON TRANSPORTATION PLANNING RULE

Amendments to the Hillsboro Comprehensive Plan to accommodate industrial development are proposed for Jackson East (Case No. HCP-001-19), including amendments to the Transportation System Plan. These findings are supported by *Jackson East Comprehensive Plan Amendment Traffic Impact Analysis for Transportation Planning Rule Findings Final Report* and *Transportation Financing Plan for Jackson East Comprehensive Plan Amendment* prepared by the City of Hillsboro. OAR 660-012-0060 requires the following:

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
 - (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*

Finding: Staff finds the development of the Jackson East area will not create a significant effect on the existing and planned transportation system, as defined in OAR 660-012-0060(1)(a), by resulting in a change of functional classification of roadways within the study area.

Staff finds that four categories of transportation system elements are requested for consideration in the proposed Comprehensive Plan and Transportation System Plan (TSP) amendments. These four include:

- Type A: Repair of scrivener’s errors relating to inconsistencies.
- Type B: Extension of the Hillsboro TSP Study Area Boundary and transportation infrastructure maps and tables to incorporate existing Washington County roadway, bicycle, and pedestrian classifications extending north to the US26 Westbound Ramp Terminal on Jackson School Road;
- Type C: Amendments to existing transportation system roadways, intersections, sidewalk, and bicycle facilities and projects to accommodate projected travel demand growth to support anticipated development maturity within the urban growth boundary of the area known as Jackson East.
- Type D: Amendments to add new transportation facilities within the Jackson East area.

Staff finds that Type A TSP amendments are required to repair inconsistencies in the previously adopted City TSP. These scrivener’s errors have been corrected to bring the

Maps depicting pedestrian, bicycle, number of lanes, etc. into consistency with the Functional Classification Map (Figure 5-1) in the previously adopted City TSP. A TSP capacity improvement which had been previously identified in the Evergreen Concept Plan Area's Comprehensive Plan Amendment (HCP 2003-07-H) and accompanying Transportation Planning Rule (TPR) findings has been noted as absent from the City's TSP and the County's TSP. These include a widening of the Jackson School Road westbound offramp to provide dual left turn lanes to southbound, construction of a new traffic signal, re-striping between the ramp terminals to provide two southbound lanes, and re-striping of southbound Jackson School Road south of the interchange to merge traffic back to one southbound lane.

Staff finds that the Type B TSP amendments should be included to be consistent with the commitments made by the City to Washington County and Oregon Department of Transportation (ODOT) to fund transportation capacity improvements identified through the technical analysis resulting from development of the proposed Jackson East Comprehensive Plan Amendment. These commitments will be specified and funding obligations established through the Financing Plan. Improvement commitments extend north to include intersections on Jackson School Road from Waible Creek to the US26 Westbound Ramp Terminal. Funding obligations of the Jackson East area include those added capacity improvements found to be required through the technical analysis which would not otherwise be required except for the reasonable buildout development of the Jackson East area. While these include vehicular capacity improvements outside of Hillsboro's expanding jurisdictional boundary established by the Urban Growth Boundary, Comprehensive Plan boundary, and annexation boundary and as such have no legal status of authority to the City, their inclusion into the City's TSP serves to maintain documentation history of the identified deficiency thereby prioritizing it for future investments, as well as assuring its inclusion into the Metro Regional Transportation Plan (RTP). The two scrivener errors (Type A) amendments described above are an illustration of the shortcomings of past practice wherein the City did not include TSP amendments for intersections outside the City boundary. Washington County TSPs do not include intersection level capacity improvements. The combination of these two past practices results in previously identified transportation improvements being forgotten until resurrected with subsequent Comprehensive Plan amendments.

Staff finds that Type C amendments will be required to accommodate development of the proposed Jackson East Comprehensive Plan Amendment. TSP amendments to existing facilities include the revisions to roadway widths and alignments on the following roadways:

Huffman St: Add a 3-lane arterial from 273rd Ave to Jackson School Rd

Jackson School Rd: Revise designation from 3-lane to 5-lane from US26 Eastbound Ramp Terminal to Meek Rd and expand the existing roundabout at Meek Road/Scotch Church Road to a dual lane roundabout with additional approach and departure lanes

- Jackson School Rd: Maintain 4-lane designation utilizing back-to-back left-turn lanes and re-striping to provide two southbound through lanes on the structure, from US26 Westbound Ramp Terminal to US26 Eastbound Ramp Terminal
- Brookwood Pkwy: Revise designation from 5-lane to 6-lane from the US26 Westbound Ramp Terminal to the northern end of the US26 overcrossing structure
- 25th Ave.: Extend 25th Ave as a 3-lane arterial from Evergreen Rd to Jackson School Rd
- Sewell Avenue.: Realign, extend, and convert Sewell Ave to a 2-lane ‘commercial & industrial’ collector from Evergreen Rd to Meek Rd

Staff finds that Type D amendments will be required within the Jackson East area to establish a network of new Local Streets, Collectors, and Arterials to support development traffic and to provide complete, connected multi-modal transportation facilities linking to the surrounding transportation system. Three new Arterial/Collector roadways will be required within the Jackson East plan area. Additional Local Streets will be required to accommodate accessibility between arterial and collector streets and individual tax lots, though their number and locations will vary pending property aggregation for development of the area. The following new roadways within Jackson East will be required; though it is noted that both improvements have already been previously included in the Metro 2018 Financially Constrained project list:

- RTP #11906 25th Ave (Huffman St to Evergreen Rd) 3-lane
- RTP #10821 Huffman St (Brookwood Pkwy to Sewell Rd) 5-lane
- RTP #11890 Huffman St (Sewell Rd to Jackson School Rd) 5-lane

When the Regional Transportation Plan is updated, the project title for RTP #11906 will need to be revised to demonstrate the modified alignment under this plan amendment that changes the northern connection of 25th Avenue to Jackson School Road. The project limits the number of lanes for RTP #10821 and #11890 will also need to be revised when the Regional Transportation Plan will be updated. RTP #10821 will be converted to Huffman St (Brookwood Pkwy to Starr Blvd) 5-lane. RTP #11890 will be converted to Huffman St (Starr Blvd to Jackson School Rd) 3-lane.

(b) Change standards implementing a functional classification system; or

Finding: No changes to adopted standards implementing a functional classification system are proposed or required for these major comprehensive plan amendments.

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating

projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

Finding: Staff finds that the amendments would not promote types or levels of travel or access inconsistent with the functional classification of existing or planned transportation facilities. The technical analysis identifies an increase in traffic on Jackson School Road from Sunset Highway (US26) to Waible Creek that falls outside of the urban growth boundary. The Interchange Area Management Plan for the US26 / Jackson School Road interchange prepared in 2003 recognizes Jackson School Road is mostly utilized by urban-to-urban traffic from residents of Hillsboro and North Plains using the eastern section of the interchange to go to or from the Portland Metropolitan Area as well traffic going to and from Hillsboro and North Plains. The proposed improvements on Jackson School Road outside of the urban growth boundary does not change the types of travel on this arterial. The technical analysis identifies an increase in traffic on Meek Road outside of the urban growth boundary from Jackson School Road to the urban growth boundary line. The North Hillsboro Industrial Area Community Plan Comprehensive Plan Amendment (HCP-001-13) in 2013 recognized that urban-to-urban traffic will be utilizing this segment of Meek Road by designating a safety project to add shoulders on Meek Road. This project was placed on the RTP Financially Constrained List. The Jackson East comprehensive plan amendment does not identify additional improvements for this segment of Meek Road. The proposed comprehensive plan amendment does not change the types of travel previously designated for this collector.

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

Finding: Staff finds that the amendments, including various intersection capacity and roadway widening improvements that would be required, would ensure the existing and planned transportation facilities would operate in a manner that would meet the currently adopted performance standards identified in the TSP and Comprehensive Plan, as well as adopted performance standards of Washington County and ODOT where those agencies facilities are impacted by traffic demand growth resulting from the proposed Jackson East Comprehensive Plan Amendment.

Roadway and intersection capacity improvements have been identified for the following to ensure compliance with adopted performance standards to address the impacts of traffic growth and development of the proposed Jackson East Comprehensive Plan Amendment:

- Jackson School Road / US26 Westbound Ramps Intersection: Install traffic signal and modify US26 Westbound Exit Ramp to a left-turn lane, a shared left-turn/through lane, and a right-turn lane. A partial multi-lane roundabout may be constructed in place of a traffic signal if ODOT prefers a roundabout. Improvements are needed at this ramp terminal, notwithstanding the trips from the proposed Jackson East Area Comprehensive Plan Amendment.
- Segment of Jackson School Road between US26 Westbound Ramps and US26 Eastbound Ramps: Restripe Jackson School Road to two southbound through lanes, back-to-back left-turn lanes, and one northbound lane. Improvements are needed at this ramp terminal, notwithstanding the trips from the proposed Jackson East Area Comprehensive Plan Amendment.
- Jackson School Road / US26 Eastbound Ramps Intersection: Provide two southbound lanes through the intersection. Northbound Jackson School Road to maintain a separate through lane and a separate right turn lane to US26 eastbound.
- Segment of Jackson School Road between US26 Eastbound Ramps and Meek Road / Scotch Church Road: Widen Jackson School Road to a 4-lane cross-section (Two southbound through lanes departing US26 Eastbound Ramp terminal merging to one southbound lane, median / left-turn lane, and two northbound through lanes).
- Meek Road from 30th Avenue to UGB line: Install a 3-lane “commercial & industrial” collector from 30th Avenue to the urban growth boundary line.
- Jackson School Road / Meek Road / Scotch Church Road: New mitigation to convert single lane roundabout to a partial multi-lane roundabout with the following lane configurations:
 - Jackson School Road Northbound Approach – Shared left-turn / through lane with a storage of 100-feet and a shared through / right-turn lane;
 - Jackson School Road Southbound Approach - Left-turn lane with 400-feet of storage and a shared through lane / right-turn lane;
 - Scotch Church Road Eastbound Approach - Left-turn lane with 225-feet of storage and a shared through / right-turn lane; and
 - Meek Road Westbound Approach – Shared left-turn / through lane and right-turn lane with 200-feet of storage. Meek Road has two receiving lanes that merge to one lane in 500-feet after the Jackson School Road intersection.
- Segment of Jackson School Road between Waible Creek and Evergreen Road: Jackson School Road transitions south of the bridge over Waible Creek from two-lanes to a three-lane cross-section.

- Jackson School Road / Huffman Street: Install a single lane roundabout or traffic signal with the following lane configurations:
 - Jackson School Road Southbound Approach - Left-turn lane and through lane;
 - Jackson School Road Northbound Approach - Through lane, and a right-turn lane; and
 - Huffman Street Westbound Approach - Left-turn lane and a right-turn lane.

- Jackson School Road / 25th Avenue: Install traffic signal with the following lane configurations:
 - Jackson School Road Southbound Approach - Left-turn lane and through lane;
 - Jackson School Road Northbound Approach – Shared through and right-turn lane; and
 - 25th Avenue Westbound Approach - Left-turn lane and a right-turn lane.

- Glencoe Road / Evergreen Road: Install a right-turn lane on Glencoe Road’s northbound approach.

- 25th Avenue Extension from Evergreen Road to Jackson School Road: Install a 3-lane arterial from Evergreen Road to Jackson School Road. Note that the realignment of 25th Avenue south of Evergreen Road has been requested by the Port of Portland and will be funded by the Port separate from this plan amendment.

- Evergreen Road / 25th Avenue: The 25th Avenue / Evergreen Road intersection should have the following lane configurations:
 - Evergreen Road Eastbound Approach - Left-turn lane, through lane, and a shared through/right-turn lane;
 - Evergreen Road Westbound Approach – Dual left-turn lanes, through lane, and a shared through/right-turn lane;
 - 25th Avenue Northbound Approach – Left-turn lane, through lane, and a right-turn lane; and
 - 25th Avenue Southbound Approach – Left-turn lane and a shared through/right-turn lane.

- Sewell Avenue from Evergreen Road to Meek Road: Upgrade to a 2-lane “commercial & industrial” collector from Evergreen Road to Waible Creek and extend as a 2-lane “commercial & industrial” collector from Waible Creek to Meek Road.

- Sewell Avenue / Huffman Street: Install a traffic signal. No turn lanes are needed for Sewell Avenue’s approaches.

- 30th Avenue / Evergreen Road: Install a channelized right-turn lane on Evergreen Road’s eastbound and westbound approaches and a right-turn lane on 30th Avenue’s southbound approach. A traffic signal is needed due to the existing land uses prior to this plan amendment and has already been incorporated into the City’s TSP.
- 30th Avenue / Huffman Street: Install a traffic signal.
- Starr Boulevard / Meek Road: Switch the STOP sign on Starr Boulevard south leg to Meek Road’s east leg. Install a STOP sign on Meek Road’s west leg with a sign that says, “RIGHT TURNS PERMITTED WITHOUT STOPPING.”
- Brookwood Parkway / US26 Westbound Ramp Terminal: Brookwood Parkway will require the following changes at the US26 Westbound Ramp Terminal:
 - The southbound approach will be converted to a through lane and a right-turn lane. The outer existing receiving lane for the southbound through will be closed with a curbed island that transitions into a separator going south.
 - The west-to-south exit ramp will operate as free flow for both lanes with a separate signal controller. The third southbound lane on Brookwood Parkway would extend north to the exit ramp to allow the free flow movement to occur. A traffic signal will be placed on the exit ramp to stop cars within the cycle if a pedestrian or bicycle needs to cross the exit ramp. Southbound bicycle detection will be added in addition to a push button for pedestrians.
 - Signal interconnection.

These improvements are needed due to the existing land uses prior to this plan amendment and have already been incorporated into the City’s TSP
- Brookwood Parkway / US26 Eastbound Ramp Terminal: Add signalized dual right-turn lanes to the Brookwood Parkway northbound approach at the US26 Eastbound Ramp Terminal. These improvements are needed due to the existing land uses prior to this plan amendment and have already been incorporated into the City’s TSP.

(C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

Finding: Staff finds that, with roadway and intersection mitigation improvements identified above, locations currently projected to operate below performance standards by 2040 without the Jackson East plan area development will be improved to under-capacity conditions.

(2) *If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the*

identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.

- (a) *Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility..*

Finding: Staff finds Section 660-012-0060(2)(a) is not met through code restrictions on allowed land use. Consistently with the planned function capacity and performance standard will require implementation of transportation improvements listed in Section OAR 660-012-0060(i)(c)(B).

- (b) *Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.*

Finding: Staff finds Section 660-012-0060(2)(b) is met through improvements to the intersections and roadway segments within the study area serving future Jackson East area development that will be amended into the TSP. The proposed modifications to existing facilities and provision of new facilities are described in Section 660-012-0060(1)(a) and Section 660-012-0060(1)(c)(B). Staff finds that the Jackson East Financing Plan evidences full-funding capability of the transportation improvements identified as required to maintain traffic operations in accordance with adopted performance standards. This Financing Plan will be amended into the TSP and will advise terms of mandatory Annexation Agreements being required prior to processing Annexation applications.

- (c) *Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.*

Finding: Staff finds Section 660-012-0060(2)(c) is met through proposed modifications to existing roadways and capacity improvements as described in Section 660-012-0060(1)(a) and Section 660-012-0060(1)(c)(B) that will be amended into the TSP. No modifications to the planned function or performance standards of existing transportation facilities are proposed. Reclassification of NE Sewell Avenue to a “Commercial &

Industrial” Collector roadway is made solely to enhance implementation financing by making improvements creditable against Transportation Development Tax assessment.

- (d) *Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.*

Finding: Staff finds Section 660-012-0060(2)(d) is met through the City conditioning of development, establishing development agreements, and/or other measures to ensure the needed transportation system is built considering requirements of nexus and proportionality. The City will condition developments for half-street (or up to full street in some cases) right-of-way dedication and improvements for properties fronting and/or encompassing existing or planned roadways. The City’s Community Development Code 12.70.220 requires land use applications to conduct a traffic impact analysis, if certain trip thresholds are met, to see whether the proposed development needs to do other transportation improvements besides frontage improvements. The City will also have three primary revenue streams to help fund the improvements needed within the study area: private investment, transportation development tax (TDT), and Major Streets Transportation Improvement Program (MSTIP). The MSTIP revenue stream is managed by the Washington County Board of Commissioners. As such, its use is not directly controlled by the City though the City is consulted in establishing priorities for investment. Evergreen Road is the only facility identified in the Jackson East Finance Plan as anticipating funding in the future through MSTIP. Improvements identified for the US26 interchanges at NE Jackson School Road and NE Brookwood Parkway where capacity deficiencies have been identified notwithstanding Jackson East Plan Area development are anticipated to incorporate funding from other sources such as non-Jackson East developers, TDT funding, and MSTIP.

- (e) *Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if the provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards.*

Finding: Staff finds Section 660-012-0060(2)(e) to not apply to this application.

- (3) *Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility where:*

- (a) *In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP;*

Finding: Staff finds the following US26 ramp terminals will not meet ODOT's Oregon Highway Plan mobility targets by the end of the planning period, 2040, without the benefit of additional funding generated by the proposed comprehensive plan amendment: US26 Westbound Exit Ramp at Jackson School Road, US26 Westbound Exit Ramp at Brookwood Parkway, and US26 Eastbound Entrance Ramp at Brookwood Parkway. The improvements associated with the proposed comprehensive plan amendment identified in OAR 660-012-0060(1)(a) and OAR 660-012-0060(1)(c)(B) will allow these US26 ramp terminals to meet the identified function, capacity, and performance standards in 2040.

- (b) *Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;*

Finding: The improvements associated with the proposed comprehensive plan amendment identified in OAR 660-012-0060(1)(a) and OAR 660-012-0060(1)(c)(B) will allow the US26 ramp terminals listed in OAR 660-012-0060(3)(a) to meet the identified function, capacity, and performance standards in 2040.

- (c) *The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and*

Finding: Staff finds that the Jackson East area is not within a quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway. The nearest Interstate from the Jackson East area is I-405, which is over ten (10) miles away from the Jackson East area eastern boundary.

- (d) *For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (c) of this section.*

Finding: Staff finds that OAR 660-012-0060(3)(d) applies to Sunset Highway (US26) and the segments of Jackson School Road and Brookwood Parkway owned by ODOT. The City has received a written statement from ODOT on August 30, 2019 indicating no opposition to the proposed Comprehensive Plan amendment and the associated transportation mitigations on ODOT facilities. After the adoption of the Comprehensive Plan amendment, ODOT requests an interagency agreement regarding needed transportation improvements, funding, and timing.

(4) *Determinations under sections (1)–(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.*

(a) *In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.*

Finding: Staff finds that a significant effect will be created on various transportation system elements through the development of the Jackson East area. Staff finds that additional improvements to those defined currently in Section (4) as existing and planned facilities will be required, and that coordination with affected transportation facility and service providers to assure funding will be made available to implement identified roadway capacity improvements prior to allowing urban development within the Jackson East area which would exceed the capacity of the existing and planned facilities. The transportation facilities not already designated under section (4) will become financially assured (“planned”) facilities in compliance with OAR 660-012-0060(4)(a).

(b) *Outside of interstate interchange areas, the following are considered planned facilities, improvements and services:*

(A) *Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.*

(B) *Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a development agreement has been adopted;*

or conditions of approval to fund the improvement have been adopted.

- (C) *Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.*
- (D) *Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.*
- (E) *Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.*

Finding: Staff finds Section OAR 660-012-0060(4)(b) is met through the City conditioning of development, establishing of annexation and development agreements, and/or other measures to ensure the needed transportation system is built, considering nexus and proportionality for developer conditioned improvements, and public revenues for improvements deemed beyond the measure of developer proportionality. The City will condition developments for half-street (or up to full street in some cases) right-of-way dedication and improvements for properties fronting and/or encompassing existing or planned roadways. The City's Community Development Code 12.70.220 requires land use applications to conduct a traffic impact analysis, if certain trip thresholds are met, to see whether the proposed development needs to do other transportation improvements besides frontage improvements. The City's Code allows for conditioning of transportation capacity improvements that are non-contiguous to a development site, including improvements outside of the City limits subject to the permitting authority of the specific roadway. The City also has three primary revenue streams to help fund the improvements needed within the study area: private investment, transportation development tax (TDT), and Major Streets Transportation Improvement Program (MSTIP). The MSTIP funding program is operated by the County Board of Commissioners. As such, the ability to rely upon MSTIP funding is not under the control of the City. Some of the improvements have already been incorporated in the 2018 RTP Financially Constrained list and as such are considered "planned facilities" under OAR 660-012-0060(4)(b)(C). The City plans to request, following TSP amendments, the addition of identified projects onto Washington County's TDT Project List to encourage developers to build the projects in order to have TDT creditability. Following is a list of study area roadways included in the current Metro RTP and thus able to be relied upon as a "planned facility". While not required, the costs to

construct have been included into the Jackson East Transportation Financing Plan to be conservative fiscally. As previously mentioned, the project title for RTP #11906, RTP #10821, RTP #11890 will need to be revised to reflect the modified alignment and lane capacity revisions under this plan amendment when the Regional Transportation Plan is updated:

- 25th Avenue (Evergreen Road to Huffman Street Extension) – RTP 11906
- 30th Avenue (Meek Road to Evergreen Road) – RTP 11388
- Evergreen Road 5-lane Widening (now 3-lane) (Glencoe Road to 15th Ave) – RTP 10836
- Huffman St. 5-lane Arterial (Brookwood Pkwy to Jackson School Rd) – RTP 10821/11890
- Meek Road (Shoulder safety improvements) (30th Ave to Jackson School Rd) – RTP 11910

(c) *Within interstate interchange areas, the improvements included in (b)(A)–(C) are considered planned facilities, improvements and services, except where:*

(A) *ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or*

(B) *There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.*

Finding: Staff finds that the Jackson East area is not within a quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway. The nearest Interstate from the Jackson East area is I-405, which is over ten (10) miles away from the Jackson East area eastern boundary.

(c) *As used in this section and section (3):*

(A) *Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;*

(B) *Interstate highway means Interstates 5, 82, 84, 105, 205 and 405; and*

(C) *Interstate interchange area means:*

- (i) *Property within one-quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway; or*
- (ii) *The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.*

Finding: Not applicable to the proposed comprehensive plan amendment. Staff finds that the Jackson East area is not within a quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway. The nearest Interstate from the Jackson East area is I-405, which is over ten (10) miles away from the Jackson East area eastern boundary.

- (e) *For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E) or (c)(A) provided by ODOT, a local government or transportation facility provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement or service is a planned transportation facility, improvement or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements and services identified in paragraphs (b)(A)-(C) to determine whether there is a significant effect that requires application of the remedies in section (2).*

Finding: Staff finds that transportation capacity improvements will be required beyond those defined in Section (4) as existing and planned facilities. As such service provider letters will be required from Washington County and ODOT. Staff finds that until both agencies can provide unconditional letters of support, a requirement that no urban development be allowed within the Jackson East area is reasonable and appropriate to protect the function of the existing transportation system.

Staff received conditional letters of approval from ODOT and the County on August 30, 2019. ODOT's letter requests the City to amend the Community Development Code to require a three-party intergovernmental agreement to be executed between parties prior to annexation agreements. This internal governmental agreement will address multimodal transportation mitigations, financing, road maintenance, jurisdiction transfer, and access management for the area.

The County submitted a letter on July 12, 2022 stating support proceeding with adoption of the proposed amendments. The letter further states that the proposed Community Development Code language requires that the County and City enter into an agreement regarding transportation system improvements for the Jackson East subarea. The agreement between the County and the City needs to include provisions for the coordination and implementation of the identified improvements and to address how any funding shortfall will be resolved.

Of particular concern to both agencies are the identified improvements on Jackson School Road including a multi-lane roundabout expansion at the intersection with Meek Road/Scotch Church Road and the recommendation to extend a second northbound and southbound lane from that roundabout north to the US26 Eastbound Ramp intersection. Additionally, the TSP amendments that had been identified and accepted by the County and ODOT in the Evergreen Concept Plan Area's Comprehensive Plan (HCP-003-07-H) amendment and TPR findings in 2008 but which never got amended into the County's TSP, specifically including widening of the Jackson School Road westbound offramp from US26 to two lanes, construction of a traffic signal at the ramp, re-striping and potential limited widening of southbound Jackson School Road to merge back to one southbound lane. Both improvements will require a conditional use process through Washington County as defined in OAR 215.213 and 215.296 including potentially a Farm/Forest impact assessment, identification of potential impacts and mitigation, and a potential amendment to the Washington County TSP.

Both ODOT and County staff have expressed a willingness to provide conditional letters of support until Washington County and the City successfully complete a Farm/Forest Impact Analysis process for the portions of the roadway improvements listed in OAR 660-012-0060(1)(a) and OAR 660-012-0060(1)(c)(B) that reside outside of the urban growth boundary. DLCDC staff have been engaged with the City, County, and ODOT staff in these discussions. The city will also require no urban development be allowed within the Jackson East area until the county adopts the identified roadway improvements within the county's TSP that lie outside of the Urban Growth Boundary or alternatively establishes in writing that the improvements are approvable without inclusion into Washington County's TSP.

In order to implement these prohibitions on urban development within the Jackson East area, the City will be amending its Community Development Code to require mandatory annexation agreements prior to processing annexation applications unless waived by the City through alternative use of a development agreement. Property needs to be annexed before zoning is applied. The mandatory annexation or development agreements will specify a recognition on the part of the property owner/developer that land use approval for urban development will remain prohibited until the above processes are completed and approval is documented from the County and ODOT to the City. Staff finds that the implementation of restrictions on urban development within Jackson East until potential issues of Farm/Forest impacts are resolved and until the County amends its TSP or provides written documentation otherwise to include identified mitigation outside the Urban Growth Boundary is necessary to assure compliance with OAR 660-012-0060(4)(e).

- (5) *The presence of a transportation facility or improvement shall not be a basis for an exception to allow residential, commercial, institutional or industrial development on rural lands under this division or OAR 660-004-0022 and 660-004-0028.*

Finding: The proposed comprehensive plan amendment falls within the City's urban growth boundary where all future development from this comprehensive plan amendment

will occur within the City's urban growth boundary. No development will occur on rural lands outside of the City's urban growth boundary.

- (6) *In determining whether proposed land uses would affect or be consistent with planned transportation facilities as provided in sections (1) and (2), local governments shall give full credit for potential reduction in vehicle trips for uses located in mixed-use, pedestrian-friendly centers, and neighborhoods as provided in subsections (a)–(d) below:*
- (a) *Absent adopted local standards or detailed information about the vehicle trip reduction benefits of mixed-use, pedestrian-friendly development, local governments shall assume that uses located within a mixed-use, pedestrian-friendly center, or neighborhood, will generate 10% fewer daily and peak hour trips than are specified in available published estimates, such as those provided by the Institute of Transportation Engineers (ITE) Trip Generation Manual that do not specifically account for the effects of mixed-use, pedestrian-friendly development. The 10% reduction allowed for by this section shall be available only if uses which rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited;*
- (b) *Local governments shall use detailed or local information about the trip reduction benefits of mixed-use, pedestrian-friendly development where such information is available and presented to the local government. Local governments may, based on such information, allow reductions greater than the 10% reduction required in subsection (a) above;*
- (c) *Where a local government assumes or estimates lower vehicle trip generation as provided in subsection (a) or (b) above, it shall assure through conditions of approval, site plans, or approval standards that subsequent development approvals support the development of a mixed-use, pedestrian-friendly center or neighborhood and provide for on-site bike and pedestrian connectivity and access to transit as provided for in OAR 660-012-0045(3) and (4). The provision of on-site bike and pedestrian connectivity and access to transit may be accomplished through application of acknowledged ordinance provisions which comply with 660-012-0045(3) and (4) or through conditions of approval or findings adopted with the plan amendment that assure compliance with these rule requirements at the time of development approval; and*
- (d) *The purpose of this section is to provide an incentive for the designation and implementation of pedestrian-friendly, mixed-use centers and neighborhoods by lowering the regulatory barriers to plan amendments which accomplish this type of development. The actual trip reduction benefits of mixed-use, pedestrian-friendly development will vary from case to case and may be somewhat higher or lower than presumed pursuant to*

subsection (a) above. The Commission concludes that this assumption is warranted given general information about the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns. Nothing in this section is intended to affect the application of provisions in local plans or ordinances which provide for the calculation or assessment of systems development charges or in preparing conformity determinations required under the federal Clean Air Act.

Finding: Staff finds OAR 660-012-0060(6) does not apply to the proposed comprehensive plan amendment, but a 10% trip credit has been applied per agreement with ODOT and the County on non-single-occupancy motor vehicle trips established by use of the ITE Trip Generation Manual for future developments through City planned initiatives for transit, bicycle, and trail network as well as ongoing telecommuting initiatives utilized by area employers. In the City's TSP, the City envisions having an express bus service operating on Evergreen Road which would extend service access from Forest Grove to the downtown Portland transit mall. This service envisions the new bus route be supported by new park and ride facilities located in the Cornell/Bethany interchange area with US26, at the Hillsboro Stadium, and in Forest Grove near OR47. The City is also actively pursuing a future express bus service that would connect between the Hillsboro Stadium park-and-ride and Wilsonville travelling a route along the western edge of the recent Urban Growth Boundary expansions. Additionally bicycle / scooter sharing and other programs for last-mile accessibility are being considered at the transit stops to help commuters reach their destination.

The City is also partnering with Washington County and other cities within the County in the development of a Washington County Transit Study that will seek to re-envision transit within the County to maximize the availability of single-seat rides in meeting mobility needs across Washington County. A single-seat ride is a transit trip that does not require transfers to other buses or light rail.

The *Hillsboro Trails Master Plan* and TSP have a regional pathway called the Crescent Greenway Trail along Waible Creek that connects to other trails throughout the City as well as trail systems east of Hillsboro maintained by the Tualatin Hills Parks and Recreation District. All collectors and arterials in the Jackson East area will have sidewalks and buffered bike lanes or cycle tracks that help the connection from the proposed businesses to the Crescent Greenway Trail, surrounding arterial/collector bike and pedestrian facilities, and transit stops.

In consideration of the above, Staff finds that the proposed Transportation System Plan amendment complies with OAR 660-012-0060(6).

- (7) *Amendments to acknowledged comprehensive plans and land use regulations which meet all of the criteria listed in subsections (a)–(c) below shall include an amendment to the comprehensive plan, transportation system plan, the adoption of a local street plan, access management plan, future street plan or other binding*

local transportation plan to provide for on-site alignment of streets or accessways with existing and planned arterial, collector, and local streets surrounding the site as necessary to implement the requirements in OAR 660-012-0020(2)(b) and 660-012-0045(3):

- (a) The plan or land use regulation amendment results in designation of two or more acres of land for commercial use;*
- (b) The local government has not adopted a TSP or local street plan which complies with OAR 660-012-0020(2)(b) or, in the Portland Metropolitan Area, has not complied with Metro's requirement for street connectivity as contained in Title 6, Section 3 of the Urban Growth Management Functional Plan; and*
- (c) The proposed amendment would significantly affect a transportation facility as provided in section (1).*

Finding: Staff finds OAR 660-012-0060(7) is met through the proposed concurrent amendments to the Comprehensive Plan and Transportation System Plan which establish a transportation system of Collectors and Arterials which coordinate with and complement the existing surrounding transportation system, address connectivity to surrounding existing uses, and establish the framework within which the development of the Local Street network will develop to assure connectivity in compliance with Title 6, Section 3 of the Urban Growth Management Functional Plan.

- (8) A “mixed-use, pedestrian-friendly center or neighborhood” for the purpose of this rule, means:*
 - (a) Any one of the following:*
 - (A) An existing central business district or downtown;*
 - (B) An area designated as a central city, regional center, town center or main street in the Portland Metro 2040 Regional Growth Concept;*
 - (C) An area designated in an acknowledged comprehensive plan as a transit oriented development or a pedestrian district; or*
 - (D) An area designated as a special transportation area as provided for in the Oregon Highway Plan.*
 - (b) An area other than those listed in subsection (a) above which includes or is planned to include the following characteristics:*
 - (A) A concentration of a variety of land uses in a well-defined area, including the following:*
 - (i) Medium to high density residential development (12 or more units per acre);*

- (ii) *Offices or office buildings;*
 - (iii) *Retail stores and services;*
 - (iv) *Restaurants; and*
 - (v) *Public open space or private open space which is available for public use, such as a park or plaza.*
- (B) *Generally include civic or cultural uses;*
 - (C) *A core commercial area where multi-story buildings are permitted;*
 - (D) *Buildings and building entrances oriented to streets;*
 - (E) *Street connections and crossings that make the center safe and conveniently accessible from adjacent areas; uses;*
 - (F) *A network of streets and, where appropriate, accessways and major driveways that make it attractive and highly convenient for people to walk between uses within the center or neighborhood, including streets and major driveways within the center with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and on-street parking;*
 - (G) *One or more transit stops (in urban areas with fixed route transit service); and*
 - (H) *Limit or do not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services.*

Finding: Staff finds OAR 660-012-0060(8) not applicable since the Jackson East area permitted uses will be employment focused including warehousing, manufacturing, industrial, corporate headquarters, and executive suite hotels.

- (9) *Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met.*
 - (a) *The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;*
 - (b) *The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and*

- (c) *The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.*

Finding: OAR 660-012-0060(9) is not applicable due to the ordinance being a comprehensive plan amendment and not a zoning map amendment. The City will ensure the improvements identified in Section 660-012-0060(1)(a) and Section 660-012-0060(1)(c)(B) are adopted into the City's TSP for future zoning map amendment applications that are consistent with the proposed comprehensive plan amendment.

- (10) *Notwithstanding sections (1) and (2) of this rule, a local government may amend a functional plan, a comprehensive plan or a land use regulation without applying performance standards related to motor vehicle traffic congestion (e.g. volume to capacity ratio or V/C), delay or travel time if the amendment meets the requirements of subsection (a) of this section. This section does not exempt a proposed amendment from other transportation performance standards or policies that may apply including, but not limited to, safety for all modes, network connectivity for all modes (e.g. sidewalks, bicycle lanes) and accessibility for freight vehicles of a size and frequency required by the development.*

- (a) *A proposed amendment qualifies for this section if it:*

- (A) *Is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and*
- (B) *Is consistent with the definition of an MMA and consistent with the function of the MMA as described in the findings designating the MMA.*

- (b) *For the purpose of this rule, "multimodal mixed-use area" or "MMA" means an area:*

- (A) *With a boundary adopted by a local government as provided in subsection (d) or (e) of this section and that has been acknowledged;*
- (C) *Entirely within an urban growth boundary;*
- (D) *With adopted plans and development regulations that allow the uses listed in paragraphs (8)(b)(A) through (C) of this rule and that require new development to be consistent with the characteristics listed in paragraphs (8)(b)(D) through (H) of this rule;*

- (E) *With land use regulations that do not require the provision of off-street parking, or regulations that require lower levels of off-street parking than required in other areas and allow flexibility to meet the parking requirements (e.g. count on-street parking, allow long-term leases, allow shared parking); and*
- (E) *Located in one or more of the categories below:*
 - (i) *At least one-quarter mile from any ramp terminal intersection of existing or planned interchanges;*
 - (ii) *Within the area of an adopted Interchange Area Management Plan (IAMP) and consistent with the IAMP; or*
 - (iii) *Within one-quarter mile of a ramp terminal intersection of an existing or planned interchange if the mainline facility provider has provided written concurrence with the MMA designation as provided in subsection (c) of this section.*
- (c) *When a mainline facility provider reviews an MMA designation as provided in subparagraph (b)(E)(iii) of this section, the provider must consider the factors listed in paragraph (A) of this subsection.*
 - (A) *The potential for operational or safety effects to the interchange area and the mainline highway, specifically considering:*
 - (i) *Whether the interchange area has a crash rate that is higher than the statewide crash rate for similar facilities;*
 - (ii) *Whether the interchange area is in the top ten percent of locations identified by the safety priority index system (SPIS) developed by ODOT; and*
 - (iii) *Whether existing or potential future traffic queues on the interchange exit ramps extend onto the mainline highway or the portion of the ramp needed to safely accommodate deceleration.*
 - (B) *If there are operational or safety effects as described in paragraph (A) of this subsection, the effects may be addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps.*
- (d) *A local government may designate an MMA by adopting an amendment to the comprehensive plan or land use regulations to delineate the boundary*

following an existing zone, multiple existing zones, an urban renewal area, other existing boundary, or establishing a new boundary. The designation must be accompanied by findings showing how the area meets the definition of an MMA. Designation of an MMA is not subject to the requirements in sections (1) and (2) of this rule.

- (e) A local government may designate an MMA on an area where comprehensive plan map designations or land use regulations do not meet the definition, if all of the other elements meet the definition, by concurrently adopting comprehensive plan or land use regulation amendments necessary to meet the definition. Such amendments are not subject to performance standards related to motor vehicle traffic congestion, delay or travel time.*

Finding: Designation of an MMA is not being requested with this comprehensive plan amendment.

- (11) A local government may approve an amendment with partial mitigation as provided in section (2) of this rule if the amendment complies with subsection (a) of this section, the amendment meets the balancing test in subsection (b) of this section, and the local government coordinates as provided in subsection (c) of this section.*

- (a) The amendment must meet paragraphs (A) and (B) of this subsection or meet paragraph (D) of this subsection.*

- (A) Create direct benefits in terms of industrial or traded-sector jobs created or retained by limiting uses to industrial or traded-sector industries.*

- (B) Not allow retail uses, except limited retail incidental to industrial or traded sector development, not to exceed five percent of the net developable area.*

- (C) For the purpose of this section:*

- (i) “Industrial” means employment activities generating income from the production, handling or distribution of goods including, but not limited to, manufacturing, assembly, fabrication, processing, storage, logistics, warehousing, importation, distribution and transshipment and research and development.*

- (ii) “Traded-sector” means industries in which member firms sell their goods or services into markets for which national or international competition exists.*

(D) *Notwithstanding paragraphs (A) and (B) of this subsection, an amendment complies with subsection (a) if all of the following conditions are met:*

(i) *The amendment is within a city with a population less than 10,000 and outside of a Metropolitan Planning Organization.*

(ii) *The amendment would provide land for “Other Employment Use” or “Prime Industrial Land” as those terms are defined in OAR 660-009-0005.*

(iii) *The amendment is located outside of the Willamette Valley as defined in ORS 215.010.*

(E) *The provisions of paragraph (D) of this subsection are repealed on January 1, 2017.*

(b) *A local government may accept partial mitigation only if the local government determines that the benefits outweigh the negative effects on local transportation facilities and the local government receives from the provider of any transportation facility that would be significantly affected written concurrence that the benefits outweigh the negative effects on their transportation facilities. If the amendment significantly affects a state highway, then ODOT must coordinate with the Oregon Business Development Department regarding the economic and job creation benefits of the proposed amendment as defined in subsection (a) of this section. The requirement to obtain concurrence from a provider is satisfied if the local government provides notice as required by subsection of this section and the provider does not respond in writing (either concurring or non-concurring) within forty-five days.*

(c) *A local government that proposes to use this section must coordinate with Oregon Business Development Department, Department of Land Conservation and Development, area commission on transportation, metropolitan planning organization, and transportation providers and local governments directly impacted by the proposal to allow opportunities for comments on whether the proposed amendment meets the definition of economic development, how it would affect transportation facilities and the adequacy of proposed mitigation. Informal consultation is encouraged throughout the process starting with pre-application meetings. Coordination has the meaning given in ORS 197.015 and Goal 2 and must include notice at least 45 days before the first evidentiary hearing. Notice must include the following:*

(A) *Proposed amendment.*

- (B) *Proposed mitigating actions from section (2) of this rule.*
- (C) *Analysis and projections of the extent to which the proposed amendment in combination with proposed mitigating actions would fall short of being consistent with the function, capacity, and performance standards of transportation facilities.*
- (D) *Findings showing how the proposed amendment meets the requirements of subsection (a) of this section.*
- (E) *Findings showing that the benefits of the proposed amendment outweigh the negative effects on transportation facilities.*

Finding: Staff finds OAR 660-012-0060(11) does not apply to the proposed comprehensive plan amendment.

CONCLUSION

For the reasons set forth above, the City Council finds that the Comprehensive Plan and Transportation System Plan text and map amendments proposed to implement transportation improvements for the Jackson East area are consistent with comprehensive plan goals, policies and implementation measures and meet the approval criteria for a major plan amendment. Further, the City Council finds that the Comprehensive Plan and Transportation System Plan amendment complies with OAR 660-012-0060 (the Transportation Planning Rule) and that its compliance is reliant upon specific requirements included in the Jackson East Financing Plan. The City Council finds that the Financing Plan, the potential Farm/Forest Impact Analysis, and amendment of the Washington County TSP are required components in establishing the reasonable likelihood that transportation system infrastructure will be available to mitigate effects of development to assure “no significant effect” is achieved in accordance with OAR 0660-012-0060. Further the City Council finds that amendments shall be made to the City Community Development Code to require mandatory annexation agreements or, if the mandatory annexation agreements are waived, development agreements that convey to property owners, developers, and the public that urban development will remain restricted within Jackson East until unconditional letters of support are received from ODOT and Washington County conveying successful completion of the anticipated Farm/Forest Impact analysis and mitigation process as well as required TSP amendments. The City Council hereby recommends approval of HCP-001-19 as supported by these Findings of Fact.

OAR 660, Division 023 – PROCEDURES AND REQUIREMENTS FOR COMPLYING WITH GOAL 5

Purpose and Intent

This division establishes procedures and criteria for inventorying and evaluating Goal 5 resources and for developing land use programs to conserve and protect significant Goal 5 resources. This division explains how local governments apply Goal 5 when conducting

periodic review and when amending acknowledged comprehensive plans and land use regulations.

Finding: Section 12.27.200 of the Hillsboro Community Development Code contains the Significant Natural Resources Overlay (SNRO) District. This district was adopted by the City to provide protection for Significant Natural Resources under Statewide Planning Goal 5 (see findings above) and to comply with the provisions of OAR 660, Division 23. The Purpose language for the SNRO District states that, “For the purpose of this ordinance, Significant Natural Resources are designated as Significant Wetlands, Riparian Corridors and Wildlife Habitat. These resources have been inventoried within the City of Hillsboro according to procedures, standards and definitions established under Goal 5 and are identified in the adopted *List of Significant Goal 5 Natural Resource Sites in Hillsboro* and the *City of Hillsboro Goal 5 Natural Resource Inventory and Assessment Report*.”

As part of the Jackson East planning process, natural areas in the Jackson East area were inventoried by the City for Goal 5 natural resources (see Exhibit A) and a determination of significance has been made using the methodologies described in the adopted *City of Hillsboro Goal 5 Natural Resource Inventory & Assessment Report*. An Economic, Social, Environmental and Energy (ESEE) analysis was completed by the City for all natural resource sites.

The City submitted a draft LWI and Assessment for Jackson East to DSL for review. DSL approved this LWI and Assessment on September 12, 2021 and property owners were notified of this approval in a letter mailed January 10, 2022. The City proposes to adopt this LWI to append the Natural Resources Inventory. Natural resources identified as significant and their associated impact areas will be added to the SNRO District as part of the rezoning process when properties annex into the City. The SNRO District will guide applications of development standards within the Plan area

Based on the above findings, the proposed amendments are consistent with OAR 660, Division 23.

OAR 660, Division 013 – AIRPORT PLANNING RULE and ORS 836.610

Purpose and Policy

(1) This division implements ORS 836.600 through 836.630 and Statewide Planning Goal 12 (Transportation). The policy of the State of Oregon is to encourage and support the continued operation and vitality of Oregon's airports. These rules are intended to promote a convenient and economic system of airports in the state and for land use planning to reduce risks to aircraft operations and nearby land uses.

(2) Ensuring the vitality and continued operation of Oregon's system of airports is linked to the vitality of the local economy where the airports are located. This division recognizes the interdependence between transportation systems and the communities on which they depend.

The Hillsboro Comprehensive Plan includes policies consistent with the state Aviation System Plan, Regional Transportation Plan, and Transportation System Plans of affected jurisdictions. The Plan ensures that noise standards are in alignment between the Hillsboro Airport Master Plan and Compatibility Study and the Comprehensive Plan and its implementation tools. High-impact land use activities, like airports, are separated and buffered to minimize noise impacts and design and construction methods will minimize noise exposure. Hillsboro works in close coordination with the Port of Portland on noise management as part of larger airport planning efforts.

The Hillsboro Comprehensive Plan includes policies related to coordinated planning processes for airport facilities and compatibility of land uses and incorporates maps from the Airport Layout Plan by reference in Section 20 to meet the requirements for airport facility planning in ORS 836.610 and OAR 660-013-0040, ensuring the Hillsboro Comprehensive Plan is consistent with airport planning documents. In February 2019, the Port of Portland adopted an update to its 2005 Master Plan for the Hillsboro Airport. The City has been participating in this effort to maintain consistency in land use planning regulations and will be working with the Port following Federal Aviation Administration approval in adopting implementing tools to carry out the requirements of the APR that are consistent with the update, including an overlay zone(s) and regulations meant to ensure safety and compatibility of surrounding land uses for consistency going forward. The City will work with the Port of Portland to establish a new airport overlay zone defining compatibility requirements for residential, commercial, and industrial development (including regulations on building height, lighting, telecommunications, emissions, and other hazards to aviation) in the Community Development Code, consistent with the requirements of the APR and other federal and state regulations.

The following policy, combined with the policies listed above under OAR 660-013-0030 that support minimizing incompatibilities between the Hillsboro Airport and surrounding land uses, establish a framework that allows the City to adopt implementing tools to carry out the requirements of the APR, including the ASCO zone and compatibility regulations:

“Airport safety zones. Coordinate with the Port of Portland on the implementation of the Hillsboro Airport Master Plan, including codifying an airport overlay zone that includes safety and compatibility requirements consistent with state and federal law.” [HCP Section 20, T 7.10]

The proposed amendments do not include any changes to these policies, which are incorporated into the forthcoming TSP update. The proposed amendments would apply the Industrial Sanctuary (I-S) zone to Jackson East, therefore new development would not include any new residential uses which may not be compatible with the airport use. Jackson East is located within the 55 day-night sound level noise contours for existing and future Hillsboro Airport operations, which is only a consideration for noise-sensitive uses and does not require mitigation. The proposed amendment does include realigning 25th Avenue away from the airport Runway Protection Zone as described in more detail for the findings for Goal 12 Transportation. Additionally, a representative from the Port of Portland

participated in reviewing the proposed amendments as part of the project Technical Advisory Committee.

Further, the Community Development Code minimizes conflicts with airport uses by regulating the location, design and conditions of development. The 2005 Master Plan and Compatibility Study found that the height restrictions in the CDC were sufficient to support airport operations as required by state and federal airport regulations. Section 12.50.140(D)(3) includes the following restriction (with similar language in section 12.80.158 related to approval of variances and adjustments):

“Limitations Based on Federal Aviation Regulations. Regardless of the building height standards in any base zone, all structures or parts of structures shall be consistent with Federal Aviation Regulation (FAR) Part 77 “Objects Affecting Navigable Airspace” (14 CFR 77).”

Section 12.70.050 of the CDC requires notice to the Port of Portland for a proposed zone change within 1,020 feet of the Hillsboro Airport in accordance with ORS 227.175. A response from the Port may be triggered by the height of a proposed structure, a noise-sensitive use, landscaping that might attract wildlife, or the proximity of a subdivision to the airport. Sections 12.50.240 and 12.65.240 prohibit site lighting that could be confused with airport lighting in the development and design standards.

Compliance with the APR satisfies Goal 12 Airport Planning requirements (OAR 660-013-0160, see the findings for Goal 12 for more detail on coordination for the TSP and the Hillsboro Comprehensive Plan.

Metro Coordination: ORS 195.025 and 195.036

Finding: The Hillsboro Comprehensive Plan and incorporated Economic Opportunities Analysis and Housing Needs Analysis meet the allocation of jobs and housing in Metro’s forecast as described in the findings for Ordinance No. 6249.

The proposed amendments do not propose any changes to the goals and policies or analyses in the Hillsboro Comprehensive Plan. The findings for Goal 9 Economic Development and Goal 10 Housing above describe how Jackson East will allow the City to meet the regional allocation for jobs in the future amidst rapid absorption of industrial land. The proposed amendments would apply the Industrial Sanctuary (I-S) zone to land within the North Hillsboro Industrial Area as originally designated as part of “Industrial Areas” in Metro’s Title 4 Employment and Industrial Areas Map that was removed by House Bill 2914.

For these reasons, the proposed amendments are consistent with ORS 195.025 and ORS 195.036.

Based on the findings above, the proposed amendments are consistent with state statutes and related administrative rules.

Metro Urban Growth Management Functional Plan
Regional Functional Plan Requirements

Metro's 2017 Compliance Report concludes that Hillsboro is in compliance for all relevant titles of the UGMFP. Based on the findings already described above, as well as the additional findings for each title as described below, the proposed amendments substantially comply with Metro's Urban Growth Management Functional Plan.

Title 1: Housing Capacity

3.07.120 Housing Capacity

A. A city or county may reduce the minimum zoned capacity of the Central City or a Regional Center, Town Center, Corridor, Station Community or Main Street under subsection D or E. A city or county may reduce its minimum zoned capacity in other locations under subsections C, D or E.

Finding: The proposed amendments do not reduce the minimum zoned capacity of any Central City, Regional Center, Town Center, Corridor, Station Community, Main Street or other location. Therefore, this requirement does not apply.

B. Each city and county shall adopt a minimum dwelling unit density for each zone in which dwelling units are authorized except for zones that authorize mixed-use as defined in section 3.07.1010(hh). If a city or county has not adopted a minimum density for such a zone prior to March 16, 2011, the city or county shall adopt a minimum density that is at least 80 percent of the maximum density.

Finding: Hillsboro has established minimum densities in the Community Development Code (CDC) that comply with Title 1 for all zones where dwelling units are authorized. Jackson East is proposed to have an industrial land use designation, so no City residential zoning is proposed. Therefore, this requirement does not apply.

C. A city or county may reduce its minimum zoned capacity by one of the following actions if it increases minimum zoned capacity by an equal or greater amount in other places where the increase is reasonably likely to be realized within the 20-year planning period of Metro's last capacity analysis under ORS 197.299:

Finding: Jackson East is proposed to have an industrial land use designation so no City residential zoning is proposed. Therefore, this requirement does not apply.

Title 3: Water Quality and Flood Management

3.07.310 Intent

To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

Finding: Section 12.27.100 of the Hillsboro Community Development Code contains provisions for the City’s Regulatory Floodplain District (RFD), which complies with Title 3 by reducing the potential for flood damage and limiting development in areas subject to flooding. The provisions in Section 12.27.100 limit the types of uses that can be established in the RFD and include standards to ensure development does not negatively impact the floodplain. The standards also require coordination and consistency with state and federal agencies and regulations. Approximately 81.6 acres of the Plan area will be designated RFD (floodplains associated with Gordon, Butternut and Rosedale Creeks) as shown in Table A-2.

The Master Plan incorporates those RFD areas into the proposed Crescent Park Greenway comprising natural areas, a park, and trailheads connected by trails within a linear greenspace. In addition, as discussed in the findings for OAR 660, Division 23, water quality resources will be protected by applying the Significant Natural Resources Overlay District to the significant riparian corridors along the creeks within Jackson East.

Based on the findings above, the proposed amendments are consistent with Title 3.

Title 4: Industrial and Other Employment Areas

Jackson East was brought into the UGB by the Legislature through House Bill 4078 in 2014, and was required to be planned and zoned for employment. Subsequently, Metro amended the Title 4 Employment and Industrial Areas Map to designate Jackson East as “Industrial Areas”.

Jackson East is proposed to be added to HCP Section 30, North Hillsboro Industrial Area Community Plan. The Industrial Sanctuary (I-S) zone is intended to implement the North Hillsboro Industrial Area Community Plan, which substantially complies with Metro UGB Conditions of Approval and Urban Growth Management Functional Plan requirements for properties in the North Hillsboro Industrial Area Community Plan, in accordance with ORS 268.390 and Metro Service District (Metro) Code. Jackson East’s Title 4 Industrial Areas designation will be protected through the proposed I-S Industrial Sanctuary land use zone.

Based on the findings above, the proposed amendments are consistent with Title 4.

Title 6: Centers, Corridors, Station Communities and Main Streets

3.07.610 Purpose

Finding: Jackson East is proposed to have an industrial land use designation. Jackson East is shown in the 2040 Growth Concept Map as Employment Land. Jackson East is not to be located in a Center, Corridor, Station Community or Main Street. Therefore, this requirement does not apply.

Title 7: Housing Choice

3.07.730 Requirements for Comprehensive Plan and Implementing Ordinance Changes

Finding: Jackson East is proposed to have an industrial land use designation

n so no City residential zoning is proposed. Therefore, this requirement does not apply.

Title 8: Compliance Procedures

3.07.810 Compliance With the Functional Plan

Finding: The City of Hillsboro provided Metro a copy of the 35-Day notice required by DLCD for the proposed amendments to the Comprehensive Plan for Jackson East on the same day as submittal, ensuring compliance with the UGMFP.

Based on the findings above, the proposed amendments are consistent with Title 8.

Title 10: Functional Plan Definitions

3.07.1010 Definitions

Finding: The terms used in the proposed amendments have the same meaning as the definitions provided in Title 10.

Based on the findings above, the proposed amendments are consistent with Title 10.

Title 11: Planning for New Urban Areas

3.07.1105 Purpose and Intent

The Regional Framework Plan calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities. It is the purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB. It is also the purpose of Title 11 to provide interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization become applicable to the areas.

Finding: The Master Plan addresses approximately 550 acres of land in Jackson East brought into the UGB by the Legislature through House Bill 4078 in 2014, and required to be planned and zoned for employment. In 2014, Metro amended the Title 4 Employment and Industrial Areas Map designating Jackson East as “Industrial Areas”. In 2019, the Oregon Legislature adopted House Bill 2914 which removed the requirement that this 550-acre UGB expansion area be planned and zoned for employment use. As a new urban area, it is subject to the planning provisions in Title 11.

3.07.1120 Planning for Areas Added to the UGB

A. The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to section 3.07.1110C(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection C by the date specified by the ordinance or by section 3.07.1455B(4) of this chapter.

Finding: Jackson East was brought into the UGB by the Legislature in 2014 as part of House Bill 4078 that confirmed Urban and Rural Reserves in Washington County. Metro

Ordinance 14-1336 amended the UGB to include Jackson East based on the adoption of House Bill 4078. The Urban Planning Area Agreement between Washington County and the City of Hillsboro provides the City with the responsibility for comprehensive planning Jackson East.

B. If the concept plan developed for the area pursuant to section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise.

Finding: Jackson East was brought into the UGB by the Legislature in 2014 as part of House Bill 4078 that confirmed Urban and Rural Reserves in Washington County. Metro Ordinance 14-1336 amended the UGB to include Jackson East based on the adoption of House Bill 4078. The Urban Planning Area Agreement between Washington County and the City of Hillsboro provides the City with the responsibility for comprehensive planning Jackson East.

C. Comprehensive plan provisions for the area shall include:

1. Specific plan designation boundaries derived from and generally consistent with the boundaries of design type designations assigned by the Metro Council in the ordinance adding the area to the UGB;

Finding: Jackson East was brought into the UGB by the Legislature in 2014 as part of House Bill 4078 that confirmed Urban and Rural Reserves in Washington County. In 2014, Metro amended the Title 4 Employment and Industrial Areas Map designating Jackson East as “Industrial Areas”. Jackson East is proposed to have a Comprehensive Plan industrial designation consistent with the Metro’s Title 4.

2. Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;

Finding: The City requires annexation of properties into the City before zoning is applied. The City’s annexation process also requires annexation into any applicable service district.

3. Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to section 3.07.1455B(2) of this chapter;

Finding: Jackson East is proposed to have an industrial land use designation and no City residential zoning is proposed. Therefore, this requirement does not apply.

4. Provision for affordable housing consistent with Title 7 of this chapter if the comprehensive plan authorizes housing in any part of the area.

Finding: Jackson East is proposed to have an industrial land use designation so no City residential zoning is proposed. Therefore, this requirement does not apply.

5. Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110;

Finding: Jackson East is proposed to have an industrial land use designation and no City residential zoning or public school facilities are proposed. Therefore, this requirement does not apply.

6. Provision for the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added to the UGB in coordination with affected park providers.

Finding: Jackson East is proposed to have an industrial land use designation and no City residential zoning is proposed. Therefore, this requirement does not apply. Jackson East will have a key recreational amenity and natural resource system for the Hillsboro community, and future Jackson East employees in the form of the Crescent Park Greenway (see findings for Goal 8 Recreation above).

7. A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan;

Finding: Figure 6 in the Master Plan shows the conceptual street plan for Jackson East including arterials, collectors, industrial streets, and conceptual industrial streets, and connections to adjacent areas (as described in the findings for Goal 12 Transportation and the Transportation Planning Rule above). These improvements, as well as necessary off-site improvements, are proposed to be adopted into Comprehensive Plan section 23.8, Transportation System Plan as identified in Exhibits A and D to Order 8298.

The findings above demonstrate that the proposed amendments are consistent with subsection (C7).

8. Provision for the financing of local and state public facilities and services; and

Finding: The Master Plan contains an assessment of public facility costs and a discussion of potential funding sources (also see findings for Goal 11 Public Facilities and Services). The detailed assessment of all transportation improvements associated with Jackson East industrial urbanization, along with their costs and funding sources are located in these findings under OAR 660, Division 012 – Transportation Planning Rule.

9. A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.

Finding: Planned improvements to interchanges in order to protect capacity and function of state highways are proposed in Jackson East. A detailed assessment of all transportation improvements associated with Jackson East industrial urbanization, including planned improvements to state highway interchanges is provided above under OAR 660, Division 012 – Transportation Planning Rule.

The proposed amendments are consistent with subsection (C9).

D. The county or city responsible for comprehensive planning of an area shall submit to Metro a determination of the residential capacity of any area zoned to allow dwelling units, using the method in section 3.07.120, within 30 days after adoption of new land use regulations for the area.

Finding: Jackson East was brought into the UGB by the Legislature in 2014 as part of House Bill 4078 that confirmed Urban and Rural Reserves in Washington County. Metro Ordinance 14-1336 amended the UGB to include Jackson East based on the adoption of House Bill 4078. The Urban Planning Area Agreement between Washington County and the City of Hillsboro provides the City with the responsibility for comprehensive planning Jackson East.

3.07.1130 Interim Protection of Areas Added to the UGB

Until land use regulations that comply with section 3.07.1120 become applicable to the area, the city or county responsible for planning the area added to the UGB shall not adopt or approve:

A. A land use regulation or zoning map amendment that allows higher residential density in the area than allowed by regulations in effect at the time of addition of the area to the UGB;

B. A land use regulation or zoning map amendment that allows commercial or industrial uses not allowed under regulations in effect at the time of addition of the area to the UGB;

C. A land division or partition that would result in creation of a lot or parcel less than 20 acres in size, except for public facilities and services as defined in section 3.07.1010 of this chapter, or for a new public school;

Finding: Proposed amendments to Subchapter 12.66 North Hillsboro Industrial Area Plan District include adding a new Section 12.66.040 Annexation Agreements – Jackson East-South and Jackson East-North Sub-Areas. This new Section ensures the City will not execute an annexation agreement for Jackson East lots or parcels until Washington County and the City have entered into an agreement regarding transportation system improvements and financing for Jackson East-South and Jackson East-North Sub-Areas outlined in the adopted Urban Planning Area Agreement (UPAA) between Washington County and the City.

Overall Finding: Based on the findings above, the proposed amendments are consistent with Title 11.

Title 12: Protection of Residential Neighborhoods

3.07.1210 Purpose and Intent

Finding: Jackson East is proposed to have an industrial land use designation and no City residential zoning or public school facilities are proposed. Jackson East will have a key recreational amenity and natural resource system for the Hillsboro community, and future Jackson East employees in the form of the Crescent Park Greenway (see findings for Goal 8 Recreation above). The findings for Goal 5 Natural Resources; Goal 6 Air, Water, and Land Resource Quality; and Goal 14 Energy Conservation provide more information about air and water pollution, and noise. The Hillsboro Comprehensive Plan includes policies related to crime prevention that apply to the proposed amendments.

Based on the findings above, the proposed amendments are consistent with Title 12.

Title 13: Nature in Neighborhoods

3.07.1310 Intent

The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.

Finding: In response to Metro's Title 13 provisions, a consortium of eight cities, Washington County, CWS, and the Tualatin Hills Parks and Recreation District, in coordination with Metro, developed its own fish and wildlife habitat protection program for the Tualatin Basin. Hillsboro is one of the eight cities participating in this program. To implement the program, the City adopted ordinances intended to remove regulatory barriers, and further encourage and facilitate the use of Habitat Friendly Development and Sustainable Development practices and techniques. Those provisions are found in Section 12.50.930 of the Hillsboro Community Development Code.

The City's Significant Natural Resources Overlay (SNRO) indicates the appropriate levels of resource protection as determined through the ESEE analysis. The SNRO overlay is structured to minimize, minimize to the extent practicable and avoid potential adverse impacts of development activities within a resource site based on level of protection and proposed use and size of disturbance. The provisions of the SNRO are intended to enhance coordination between city, county, state, federal, and other jurisdictional agencies and regional planning efforts, including CWS, Metro, and the Tualatin Basin Goal 5 program, regarding alterations and development activities in or near Significant Natural Resources (see findings for Goal 5 Natural Resources).

Based on the findings above, the proposed amendments are consistent with Title 13.

Title 14: Urban Growth Boundary

3.07.1405 Purpose

Finding: Jackson East is included in the “Title 14 Urban Growth Boundary Map as of August 10, 2017.” (Ordinance 17-407 in the Urban Growth Functional Management Plan). The area was brought into the UGB by the Legislature in 2014 as part of House Bill 4078 that confirmed Urban and Rural Reserves in Washington County. No additional land is proposed to be added to the urban growth boundary as part of the proposed amendments. Therefore, this requirement does not apply.

Metro Regional Transportation Functional Plan Findings

These findings are intended to address the Regional Transportation Functional Plan (RTFP) in Metro Code Chapter 3.08. The RTFP implements the goals, objectives, and policies of the Metro Regional Transportation Plan (RTP) and its constituent plans and is intended to be consistent with federal law. If a TSP is consistent with the RTFP, it shall be deemed consistent with the RTP.

These findings are supported by the *Jackson East Comprehensive Plan Amendment Traffic Impact Analysis for Transportation Planning Rule Findings Reports 1 – 3* and *Transportation Financing Plan for Jackson East Comprehensive Plan Amendment* prepared by the City of Hillsboro.

Title 1: Transportation System Design (3.08.110 – 3.08.160)

This section lists the guidelines for the physical and geometric design of the transportation system including streets, transit, pedestrian, bicycle, freight, and management and operations.

Findings: The Jackson East TSP amendments, along with the Hillsboro *Design and Construction Standards* and Hillsboro *Community Development Code*, provide the standards and guidelines for a transportation system that will be designed consistent with the requirements of Title 1. These include street cross-sections, network connectivity, pedestrian and bicycle facilities, and transit and freight access.

Transportation System Management and Operations (TSMO) improvements for the Jackson East area will be programmed at an area-wide level in future city and county TSMO and Intelligent Transportation System (ITS) planning efforts and documented in the citywide TSP.

Title 2: Development and update of Transportation System Plans (3.08.210 – 3.08.230)

This section explains the process for the development of TSP in terms of identifying needs and determining solutions consistent with established performance standards.

Findings: The Jackson East TSP amendments are based on transportation needs consistent with the land use assumptions proposed for the Jackson East Comprehensive Plan Amendment planning area. The proposed solutions took into consideration

connectivity, bicycle, pedestrian, and motor vehicle needs and strategies and were developed consistent with adopted performance targets and standards from ODOT, Washington County, and City of Hillsboro.

Title 3: Transportation Project Development (3.08.310)

The section refers to the location and size of proposed facilities.

Findings: The Jackson East TSP amendments identifies the general locations, classification/type, and number of travel lanes for all proposed facilities including sidewalk and bicycling infrastructure. Right-of-way widths for different facilities are provided in the existing Hillsboro *Design and Construction Standards*.

Title 4: Regional Parking Management (3.08.410)

This section refers to the parking standards.

Findings: The Jackson East TSP amendments does not propose any changes to existing parking standards. The existing vehicle and bicycle parking standards in the Hillsboro *Community Development Code* are consistent with the language in Title 4.

Title 5: Amendment of Comprehensive Plans (3.08.510)

This section refers to the processes required when amending a comprehensive plan or transportation system plan.

Findings: The Jackson East Comprehensive Plan and TSP amendments were conducted consistent with the requirements in this section. Please see the findings provided above in Title 1 – Title 4 for specific details.

Title 6: Compliance Procedures (3.08.610 – 3.08.640)

This section lists the compliance procedures for updating a transportation system plan.

Findings: City of Hillsboro is currently updating its citywide Transportation System Plan (TSP) and have filed the necessary extension with the Metro Chief Operating Officer. The Jackson East Comprehensive Plan and TSP amendments are handled separately from the citywide TSP update and will be conducted in accordance with the processes in the RTFP.

Title 7: Definitions (3.08.710)

This section provides the definitions for words and terms in Chapter 3.08. Findings for this section are not necessary.

**City of Hillsboro Comprehensive Plan
*Comprehensive Plan Major Amendments***

The proposed amendments incorporate a community plan as part of the Comprehensive Plan. This Comprehensive Plan Amendment meets the definition of a major amendment as identified by the Planning Director in accordance with 12.80.166(B)(2). The approval criteria applicable to this process can be found in CDC Section 12.80.166(F), HCP Major

Amendment (hereafter, “HCP amendment”). Analysis of compliance with the criteria is provided below in the form of Findings of Fact.

1. The amendment or revision is in the City’s best interest.

Finding: The City has spent the past several decades planning for a complete, balanced community. Complete communities planning can be seen in the City’s work to address housing needs in its centers—the downtown Hillsboro Regional Center, Tanasbourne/Amberglen Regional Center, and Orenco Town Center. The South Hillsboro neighborhood currently being developed involves a residential, mixed-use community that provides a variety of housing types at a range of prices. South Hillsboro is to have approximately 8,000 housing units at full build-out. Formerly located in the South Urban Reserve west of the South Hillsboro neighborhood, the 150-acre Witch Hazel Village South UGB expansion area approved by Metro in 2018 is envisioned to be a cohesive residential community providing a mix of housing types, parks and open spaces, and a high level of connectivity for vehicles, bikes and pedestrians. WHVS is planned to accommodate approximately 1,100 housing units. Complete communities planning can also be seen in the City’s work to address employment needs in its North Hillsboro Employment Center.

The city has a limited supply of employment land over the next 50 years around the North Hillsboro Industrial Area. There is a constrained supply of land in North Hillsboro suitable for accommodating employment through 2065 given constraints associated with the three Urban Reserves around North Hillsboro. The City and many of its partners have made and are planning to make considerable investments to support the North Hillsboro Industrial Area, which is of local, regional and statewide economic development importance.

The proposed amendments are in the City’s best interest because they involve designating Jackson East for industrial use and applying the I-S Industrial Sanctuary Zone. Land uses must be carefully regulated to support, rather than conflict with, traded sector development. A land use designation for residential in the Jackson East-North Sub-Area would result in the construction of over 1,000 new housing units that would experience land use compatibility conflicts with the surrounding industrial development and jeopardize business recruitment and retention efforts in the growing North Hillsboro Industrial Area. Industrial uses have unique site requirements that can be challenging to meet. The Jackson East area has many of those attributes that lend themselves to industrial uses. Residential uses have much more flexible site requirements that can be met in many different locations, not just on vacant land, but also through infill and redevelopment.

The proposed amendments are also in the City’s best interest because they provide contextually sensitive solutions to urbanization within the existing low density development patterns in the Jackson East-North Sub-Area, where the prevailing uses are generally small lots containing detached single-family dwellings. The Jackson East-North Sub-Area contains lots generally around 3.0 gross acres in size. Proposed new policy (C)

is to *allow the development of small industrial sites and provide for industrial development to occur without lot aggregation*. This proposed new policy creates greater flexibility for the industrial development of these stand-alone sites.

In addition, proposed new policy (D) is to *create opportunity for transitions between existing residential uses and structures, and industrial development, through use of enhanced landscaping and screening*. Ensuring larger transitions through enhanced landscaping and screening between existing residential use and future industrial uses provides a greater buffer for existing detached single-family residential dwellings, thereby reducing the negative impacts from development during the area's transition to industrial land uses.

Another proposed policy that acknowledges Jackson East-North Sub-Area's existing development pattern is proposed new policy (E) to *allow for the limited enlargement and expansion of existing residential uses and structures*. This is intended to reduce a potential barrier for property owners of existing detached single-family residential dwellings who annex into Hillsboro and are interested in enlarging or expanding their residential uses and structures.

Proposed policy emphasizes the importance of supported targeted industrial in Jackson East-South and Jackson-East North Subareas is new policy (F) to *evaluate findings from the current Economic Opportunities Analysis to attract, retain, and support the communities' targeted industries given the finite amount of available industrial land*.

The proposed Comprehensive Plan amendment that initiated the Transportation System Plan (TSP) amendments provides the City with an updated transportation master plan and investment plan that are consistent with the City's values to serve the projected growth and needs, and meet the regulatory requirements set out in the Oregon Transportation Planning Rule (OAR-660-012).

The TSP amendments include updated modal system plans for the transportation system for users of all travel modes including pedestrians, bicyclists, transit users, drivers and freight operators for the area surrounded by US26, Brookwood Parkway, Evergreen Road, and Glencoe Road. These TSP amendments were developed with the current Hillsboro Comprehensive Plan goals and policies as guidance. It provides an update investment plan, cost estimate and financing plan for the 20-year planning horizon. As such, the plan amendment is in the best interest of the City.

This criterion is met.

2. *A factual basis has been documented, establishing the public need for the amendment*

Finding: As has been noted in previous findings, the City is required to adopt Comprehensive Plan amendments for Jackson East to comply with Metro Title 11. The factual basis establishing the public need for the amendment has been established earlier in these findings.

The need of the amendment is required by the Oregon Transportation Planning Rule (OAR 660-012) to maintain a current TSP that supports the currently adopted Comprehensive Plan, provide planning of transportation system necessary to support the 20-year growth forecast, and be consistent with the latest state and regional plans and policies.

These TSP amendments are concurrent with our adopted Hillsboro Comprehensive Plan which was adopted in 2017, are consistent with the planning horizon of the TSP to year 2040, and conform with the regulatory requirements established in the Transportation Planning Rule (OAR 660-012) prior to June 1, 2022 and Metro Regional Transportation Functional Plan as part of the Metro Code.

This criterion is met.

3. *All applicable provisions of the adopted Public Communications and Engagement Plan have been satisfied pursuant to Section 12.70.062.C.*

Finding: In May 2016, the Planning Commission acting as the Citizen Involvement Advisory Committee, approved a Public Involvement Plan for the Jackson East planning project. This Public Involvement Plan was implemented in the following ways:

- Seven (7) community meetings with Jackson East property owners and interested parties.
- Property owners adjacent to Jackson East along Sewell Avenue south of Waible Creek, and along Meek Road west of Jackson East, were invited to participate in community meetings.
- One (1) meeting with just Jackson East-North Sub-Area property owners to discuss the City's industrial land use designation recommendation prior to an upcoming community meeting involving property owners beyond this area.
- Several smaller meetings with property owners in the Jackson East-South Sub-Area.
- Several smaller meetings with property owners in Jackson East-North Sub-Area.
- Four (4) technical advisory committee (TAC) meetings to review background reports, the Master Plan, and supporting materials. Selected members of the TAC such as the City's Public Works, Parks and Recreation, and Economic Development staff, as well as Washington County, Clean Water Services (CWS), Port of Portland, and Metro staff.
- Project webpage updates and meeting notices.
- City staff held five (5) Planning Commission work sessions, and three (3) City Council work sessions, that included presentations of master planning work, staff recommendations, and the regulatory package, including Comprehensive Plan and Community Development Code amendments.

This criterion is met.

4. *Except for project timing and financing provisions, the Public Facility Plan or Community Plan is consistent with statewide planning goals and with the Comprehensive Plan.*

Finding: The findings presented in Section II Findings of Fact demonstrate compliance with the Oregon statewide planning goals and Hillsboro Comprehensive Plan. Additional applicable community plan goals are as follows:

- A) *To identify land planning and design concepts for the North Hillsboro Industrial Area to guide land use, ~~development-lotting~~ **land division** patterns and public facilities planning and implementation within the Area in order to expand opportunities for job creation.*
- (B) *To expand and diversify the Hillsboro ~~industrial~~-economic base by providing for:*
- *Large parcels to accommodate industrial campuses, vertically-integrated companies and related businesses and other industrial users;*
 - *Medium and small-sized parcels to accommodate industrial **sites, such as industrial** campuses and business parks for flex space users, research and development companies, incubator businesses, business suppliers, spin-off companies and other businesses that derive from, or are extensions of, larger campus users and industrial developments within the North Hillsboro Industrial Area and the Portland Region.*

In 2012, the City adopted the I-S zone concurrently with the Community Plan to implement many of its goals, policies, and implementation measures, including Goals A and B. Community Plan Policy E directs the City to apply the I-S zone within the North Hillsboro Industrial Area. At the time of its adoption, the I-S zone was found to:

- Consistently define permitted uses across all existing and future industrial sanctuary lands -- thus eliminating different lists of permitted and restricted uses in various subareas (Evergreen, Helvetia, Shute, West Union)
- Establish more stringent location (nodes) and use requirements for commercial support areas in the industrial sanctuary – strictly limiting general office and places of assembly
- Eliminate serial land partition potential to preserve large lots as major employment sites
- Add land division standards to encourage land assembly and better lot configurations for small and mid-sized industrial suppliers and their facilities

The I-S zone is proposed to be amended so that the data storage, processing and information technology centers use in the Jackson East-South and Jackson East-North Sub-Areas would be limited to accessory use(s) to a permitted primary use in the zone. Recognizing that such a use can be important to support the operation of some industrial uses, these amendments would continue to allow the development of data storage,

processing and information technology centers as accessory uses. By limiting the use to accessory only, these amendments help to preserve the industrial land supply for the full range of industrial uses envisioned for the I-S zone and allow better attainment of Community Plan Goal A regarding identifying land use concepts to help expand opportunities for job creation.

To comply with Community Plan Goal (B), as recommended by HCP-01-19, corporate and company headquarters and corporate office are proposed to be permitted in Jackson East. Corporate and company headquarters are permitted with conditional use approval in other subareas of the I-S zone, where this use has been developed on parcels sharing similar characteristics as many of the parcels in Jackson East, particularly smaller lot sizes.

Applicable Community Plan Policies (text as proposed in HCP-01-19)

(C) In the Jackson East-North Sub-Area, where the prevailing uses are generally small lots containing detached single-family dwellings, allow the development of small industrial sites and provide for industrial development to occur without lot aggregation.

The Jackson East-North Sub-Area lots are generally less than 10 gross acres in size. To comply with Community Plan Policy (C), the I-S zone minimum lot dimension standards in the Jackson East-North Sub-Area are proposed to have no lot and depth requirements. This is intended to allow greater flexibility for the industrial development of these small stand-alone sites.

(D) In the Jackson East-North Sub-Area, where the prevailing uses are generally small lots containing detached single-family dwellings, create opportunity for transitions between existing residential uses and structures, and industrial development, through use of enhanced landscaping and screening.

To comply with Community Plan Policy (D), the I-S zone is proposed to be modified to include site development standards to provide buffering (i.e. enhanced landscaping and screening) to properties abutting a residential use in the Jackson East-North Sub-Area in an equivalent manner as properties abutting a residential zone in any other I-S sub-area. This modification recognizes that existing residential uses in the Jackson East North Sub-Area will not have a residential zoning designation, so would not be eligible for the standard buffers required of new industrial development under existing code language. This modification ensures that residential uses, not just residential zones, will be provided with buffering (e.g. enhanced screening and landscaping) from new industrial development in the Jackson East-North Sub-Area.

(E) In the Jackson East-North Sub-Area, where the prevailing uses are generally small lots containing detached single-family dwellings, allow for the limited enlargement and expansion of existing residential uses and structures.

To comply with proposed Policy (E), Section 12.80.040 Development Review is proposed to be amended to allow for the enlargement or expansion of legally permitted residential non-conforming uses and structures in the Jackson East-North Subarea, as allowed under Subchapter 12.30, to be exempt from Development Review approval. This modification acknowledges that many of the existing residential uses in the Jackson East-North Sub-Area will be considered legally compliant situations under CDC Subchapter 12.30. As described in Community Plan Policy E, such uses will be allowed to continue, be enlarged, and/or expanded in the Jackson East-North Sub-Area. To support the implementation of this policy, the proposed CDC amendments would clarify that a Development Review application is not necessary for the enlargement or expansion of legally permitted residential non-conforming uses and structures in Jackson East-North.

(F) In the Jackson East-North and Jackson East-South Sub-Areas, evaluate findings from the current Economic Opportunities Analysis to attract, retain, and support the communities' targeted industries given the finite amount of available industrial land.

As described in Comprehensive Plan Policy ED 1.4, *Traded-sector and target industry retention, expansion, and recruitment*. Sustain the ongoing vitality of the City's traded-sector and targeted industries by aligning plans and investments to retain, expand, and recruit employers and investment in Hillsboro. Proposed Policy (F), emphasizes the importance of supported targeted industrial in Jackson East-South and Jackson-East North Subareas.

(~~F~~G) Create opportunity for location of support commercial nodes at specified areas, to reduce vehicle miles traveled and serve the daily commerce needs of businesses and employees in the surrounding industrial areas, provided that such nodes are located based on demonstrable need from surrounding development.

There are no nodes proposed for Jackson East because the existing commercial support nodes, designated elsewhere in the North Hillsboro Industrial Area Community Plan, are sufficient to meet this policy and no current demonstrable need exists to support the designation of additional nodes.

(~~G~~H) Provide for aesthetically attractive, well-designed industrial development within every development site in the North Hillsboro Industrial Area.

(~~E~~I) In accordance with ORS 268.390 and Metro Service District (Metro) Code, apply the Industrial Sanctuary zone to lands within the North Hillsboro Industrial Area in a way that substantially complies with Metro Urban Growth Boundary (UGB) Conditions of Approval and Urban Growth Management Functional Plan requirements for properties in the North Hillsboro Industrial Area. Apply the Industrial Sanctuary zone to Jackson East brought into the UGB by the Legislature in 2014 with no UGB Conditions of Approval and subsequently classified as Industrial Areas in the Metro 2040 Urban Growth Management Functional Plan.

Given Policy G's direction to, "provide for aesthetically attractive, well-designed industrial development within every development site in the North Hillsboro Industrial Area", the City adopted Subchapter 12.66 North Hillsboro Industrial Area Plan District in 2018. To comply with Policies (H) and (I) for Jackson East, the Plan District is proposed to be amended to incorporate the Jackson East boundary and designate special features. Proposed special features include an Urban/Rural Edge street along both NE Jackson School Rd and Highway 26, a District Edge street along NE Evergreen Rd, and a Gateway near the intersection of NE Jackson School Rd and the planned NE Huffman St extension. In addition, the amendments would apply the Waible Creek Greenspace setback within a portion of the Jackson East area, as shown on proposed Figure 12.66.020-A.

Policy (I) directs the City to apply the I-S zone within the North Hillsboro Industrial Area, including the Jackson East Area. The I-S zone contains a purpose statement (CDC Section 12.25.310.C) identifying that the zone helps to, "Create High-Quality, Attractive Industrial Parks" through "attractive site amenities such as deeper setbacks and increased landscaping, thereby creating high-quality industrial neighborhoods which attract and maintain the value of their investments". However, although it contains extensive provisions regarding uses and lot configuration, the I-S zone contains few provisions to implement that purpose statement. The zone's setbacks and landscaping requirements are nearly identical to those of other Industrial zones and development in the Area is subject to the same development and design standards that apply to most other industrial development in the City. Accordingly, the proposed modifications to the site development standards, described under findings for Policy (D), above, will help better achieve the I-S zone's purpose and will ensure better attainment of Policy (H).

The I-S zone's Purpose Statement B states that the I-S zone "accommodates the region-wide need to create and preserve large lots for industrial Use, as set forth in Title 4 of the Metro 2040 Urban Growth Management Functional Plan". This is consistent with previous Metro approved UGB expansion areas within the North Hillsboro Industrial Area, which have conditions of approval that include lot division and/or reconfiguration requirements. The Jackson East UGB expansion has no conditions of approval, and is not subject to restrictions on lot division and/or reconfiguration. To comply with Policy (H), the I-S is proposed to have no lot division and/or reconfiguration requirements for the Jackson East-South and Jackson East-North Sub-Areas. To better align with Community Plan proposed Policy (H), language is proposed to be added to the I-S zone purpose and applicability section clarifying that Jackson East, an area brought into the UGB without any Metro conditions of approval, is also appropriate for the I-S zone.

Therefore, the proposal is consistent with the applicable Goals and Policies of the North Hillsboro Industrial Area Community Plan. This criterion is met.

5. *The Public Facility Plan complies with applicable State statutes and regulations that regulate those portions of a public facility plan that are required to be included in the Comprehensive Plan.*

Finding: The Public Facility Plan (Section 33) of the Comprehensive Plan is not being amended as part of the Jackson East proposed HCP. That being said, Section 30, North Hillsboro Industrial Area Community Plan includes the conceptual location of water, sanitary sewer, and storm drainage public facilities in Jackson East, as shown in Figures 30-D, 30-H, and 30-L. The conceptual location and design of the transportation public facilities in Jackson East, as shown in Figure 30-P. Specific roadway alignments and intersection improvements are proposed to be incorporated into Section 23.8, Transportation System Plan and Section 30, Transportation System Plan.

This criterion does not apply.

6. *The proposed changes reflect the factual basis established in the adopted Comprehensive Plan's technical framework or implementing plans as they are updated and amended over time.*

Finding: As described in the findings for Statewide Planning Goal 9 Economic Development, Goal 10 Housing, and the Metro Urban Growth Management Functional Plan above, the proposed amendments will provide the City with the capacity to meet employment needs in the future in the face of rapid absorption of large lot employment land and the provision for housing in other plan areas, consistent with the conclusions of the Housing Needs Analysis and Economic Opportunities Analysis, as well as regional policy. Hillsboro's most recent Economic Opportunities Analysis (EOA) was completed in 2016. Relying on data from 2015, the 2016 EOA identified that Hillsboro has an adequate supply of land for industrial uses through 2035 in aggregate. It is important to note that the 20-year supply of land factored into the EOA reflected all of Jackson East's 550 acres being available for employment. Additionally, the findings for Statewide Planning Goal 12 above describe how the transportation improvements detailed in the Jackson East Master Plan will be incorporated into the Transportation System Plan, based on recent technical analysis.

The proposed TSP amendment reflect the factual bases and comply with the Hillsboro Comprehensive Plan's technical framework and implementing plans at the time of the amendment.

This criterion is met.

7. *The proposed changes support the intent of applicable goals and policies in the Comprehensive Plan.*

Finding: The following goals and policies of the Hillsboro Comprehensive Plan are applicable to the proposed amendments:

POLICY UR 2.4 Urbanized unincorporated annexation. Adopt City land use designations that are most comparable to existing Washington County designations for newly-annexed urbanized areas until the City has completed community-level planning,

consistent with the urban planning intergovernmental agreement and other intergovernmental agreements.

POLICY UR 2.5 Unurbanized unincorporated annexations. Require City community-level planning and the subsequent adoption of City Comprehensive Plan land use designations prior to the annexation of unincorporated, unurbanized areas.

POLICY UR 2.7 Partner to ensure City governance and service delivery. Partner with Washington County, other public agencies, and special districts to ensure that local planning reflects City responsibility for ultimate governance of and service delivery to identified unincorporated urbanized and unurbanized areas.

POLICY UR 4.4 Annexation based on proximity to services. Ensure that properties to be annexed can be reasonably served by public facilities, utilities, and services.

POLICY UR 4.6 Interagency coordination on service delivery. Coordinate the extension of public facilities, utilities, and services and prioritization of capital expenditures with Washington County, other public agencies, and special districts responsible for providing public facilities, utilities, and services within Hillsboro City limits.

POLICY PF 2.2 Concurrency. Require the provision of public facilities, utilities, and services prior to or concurrent with development, in accordance with state statute.

POLICY LU 2.9 “Community plans. Develop and maintain community plans that:

- a) include background on historical context and existing conditions, vision statements, and/or design preferences that provide context and guidance for policy directives,*
- b) provide geographically-specific maps and/or identify public facility projects,*
- c) establish specific goals and policies more appropriate at smaller geographic scales (e.g., corridor, neighborhood) within the framework of the Comprehensive Plan that regulate land use decisions, and*
- d) clearly identify where any of the above components conflict with the Comprehensive Plan and resolve any inconsistencies.”*

POLICY LU 2.10 “Community plan consistency. Ensure that the goals and policies in community plans as listed in Table LU 1 are consistent with the Comprehensive Plan as follows:

- a) Comprehensive Plan goals and policies are minimum requirements,*
- b) community plan goals and policies are additive to the Comprehensive plan and do not relieve development from compliance with the Comprehensive Plan, and*
- c) Comprehensive Plan goals and policies supersede those in a community plan where the regulation within the Comprehensive plan is more restrictive.”*

As described under Statewide Planning Goal 2 Land Use Planning above, the Jackson East Master Plan provides background and geographically-specific maps illustrating historical context, existing conditions, and other information providing guidance for policy directives related to the plan area (see findings for the Statewide Planning Goals above for more detail). The Master Plan also identifies needed public facility projects as described in the findings for Goal 11 Public Facilities and Services, Goal 12 Transportation, and Transportation Planning Rule. The proposed TSP amendment supports the intent of the applicable goals and policies in the Hillsboro Comprehensive Plan. The Master Plan policies specific to Jackson East are proposed to be incorporated into the Hillsboro Comprehensive Plan as part of Section 30 North Hillsboro Industrial Area Community Plan. The amendments are additive and do not relieve development from compliance with or supersede the Hillsboro Comprehensive Plan. No conflicts or inconsistencies with the Hillsboro Comprehensive Plan were identified, as described in the findings for the Hillsboro Comprehensive Plan above.

POLICY LU 3.6 Development and annexation agreements. Utilize development and annexation agreements where appropriate to establish annexation conditions and requirements and to ensure that the scope and timing of subsequent development of the property will occur in a manner that facilitates the timely and equitable construction of necessary infrastructure improvements.

Proposed amendments to Subchapter 12.66 North Hillsboro Industrial Area Plan District include adding a new Section 12.66.040 Annexation Agreements – Jackson East-South and Jackson East-North Sub-Areas. This new Section ensures the City will not execute an annexation agreement for Jackson East lots or parcels until Washington County and the City have entered into an agreement regarding transportation system improvements and financing for Jackson East-South and Jackson East-North Sub-Areas outlined in the adopted Urban Planning Area Agreement (UPAA) between Washington County and the City. Requiring the annexation agreement will ensure that the scope and timing of subsequent development of these properties will occur in a manner that facilitates the timely and equitable construction of necessary infrastructure improvements, as required by Policy LU 3.6. Requiring such agreements also meets Policy UR 4.6’s requirement to coordinate service delivery with interagency partners and Policy UR 4.4’s direction to ensure that properties to be annexed can be reasonably served by public facilities and infrastructure.

Having completed the community planning for this area, the City has proposed, through HCP 001-19, to designate Jackson East with the Industrial Land Use designation, consistent with Polices UR 2.4 and UR 2.5. However, pursuant to the proposed Subchapter 12.66.040, properties will be eligible for annexation only after the appropriate extension of public transportation infrastructure can be ensured, consistent with Policy UR 2.7. Additional infrastructure necessary to serve development may be identified and required through the land development process, consistent with Policy PF 2.2.

POLICY T 7.9 Airport compatibility. Promote compatibility between the Hillsboro Airport and surrounding land uses by limiting noise-sensitive uses and avoiding the establishment of uses that could present physical hazards to air traffic.

The I-S zone is proposed to be amended so that major assembly facility uses and schools uses would be not permitted in the Jackson East-South and Jackson East-North Sub-Areas. The area is in close proximity to the Hillsboro Airport, an existing land use that requires sensitivity when planning for surrounding areas. Considered to be noise-sensitive uses, major assembly facility and school uses were identified by the Port of Portland as two uses that should be restricted in the area as they are generally found to be incompatible with airport operations. This proposed restriction allows better attainment of HCP Policy T 7.9 Airport Compatibility.

Additionally, the findings for the Statewide Planning Goals and Oregon Administrative Rules above demonstrate how the proposed amendments are consistent with the goals and policies within the Hillsboro Comprehensive Plan for the following Sections:

- *Section 1 Public Involvement*
- *Section 2 Design and Development*
- *Section 6 Parks & Recreation*
- *Section 7 Urbanization*
- *Section 9 Natural Hazards*
- *Section 10 Noise Management*
- *Section 11 Police & Fire Services*
- *Section 12 Natural Resources*
- *Section 13 Stormwater Management*
- *Section 14 Economic Development*
- *Section 15 Public Facilities & Services*
- *Section 16 Water Supply & Distribution*
- *Section 17 Air Quality*
- *Section 18 Energy & Climate Change*
- *Section 19 Wastewater*
- *Section 20 Transportation*
- *Section 21 Land Use Planning & Procedures*

Therefore, the proposed amendment is consistent with the relevant Goals and Policies of the Hillsboro Comprehensive Plan. This criterion is met.

8. *The proposed changes are equally or more supportive of the Comprehensive Plan and its components taken together as a whole than the existing language or designation.*

Finding: Based on the findings for the criterion above, the proposed changes are equally or more supportive of the Comprehensive Plan and Transportation System Plan and its components taken together as a whole than the existing language or designation.

This criterion is met.

Hillsboro Comprehensive Plan Finding: Based on these findings, the proposed amendments are consistent with the Hillsboro Comprehensive Plan.

IV. TESTIMONY FROM PARTIES

The Planning Commission conducted a public hearing on the proposal on August 14, 2019 to receive testimony and continued the public hearing to September 11, 2019. Written and oral testimony was received prior to and during these public hearing (See Attachments 10 through 66). The City Council conducted a public hearing on the proposal on August 2, 2022 to receive testimony. Written and oral testimony was received prior to and during the public hearing. Included as attachments are submittals of written testimony from during the September 11, 2019 Planning Commission public hearing onwards. The Staff Report dated August 2, 2022 was available seven days prior to the public hearing in compliance with State law and the CDC. The staff report and attachments are included as findings to the decision on this matter.

V. ADDITIONAL MATERIALS CITED BY REFERENCE AND INCLUDED BY REFERENCE IN FINDINGS

- Attachment 67: C Vanderzanden Testimony #2 submitted on September 11, 2019
- Attachment 68: D Vanderzanden Testimony #4 submitted on September 11, 2019
- Attachment 69: P Koosman Testimony submitted on September 11, 2019
- Attachment 70: Sprague Testimony #2 submitted on September 11, 2019
- Attachment 71: Sprague Testimony #3 submitted on September 11, 2019
- Attachment 72: Philips Testimony #2 submitted on September 11, 2019
- Attachment 73: Martin Testimony #2 submitted on September 11, 2019
- Attachment 74: P Koosman Testimony #2 submitted on October 29, 2019
- Attachment 75: Thuemmel & DeSiervo Testimony submitted on November 4, 2019
- Attachment 76: Neuman Testimony #3 submitted on November 6, 2019
- Attachment 77: Morgan Testimony #3 submitted on November 6, 2019
- Attachment 78: Morgan Testimony #4 submitted on November 7, 2019
- Attachment 79: Neuman Testimony #4 submitted on November 19, 2019
- Attachment 80: Neuman Testimony #5 submitted in November 2019
- Attachment 81: D Vanderzanden Testimony #5 submitted on December 9, 2019
- Attachment 82: Neuman Testimony #6 submitted on December 30, 2019
- Attachment 83: Neuman Testimony #7 submitted on January 1, 2020
- Attachment 84: Neuman Testimony #8 submitted on January 13, 2020
- Attachment 85: D Vanderzanden Testimony #6 submitted on January 17, 2020
- Attachment 86: Neuman Testimony #9 submitted on January 22, 2020
- Attachment 87: D Vanderzanden Testimony #7 submitted on January 25, 2020
- Attachment 88: Neuman Testimony #10 submitted on February 2, 2020
- Attachment 89: Irland Testimony #4 submitted on February 4, 2020
- Attachment 90: Baxter Testimony #4 submitted on February 4, 2020
- Attachment 91: Knudsen Testimony # submitted on February 4, 2020
- Attachment 92: P Koosman Testimony #3 submitted on February 16, 2020
- Attachment 93: C Vanderzanden Testimony #3 submitted on February 18, 2020

- Attachment 94: Neuman Testimony #11 submitted on February 18, 2020
- Attachment 95: Neuman Testimony #12 submitted on August 18, 2020
- Attachment 96: Neuman Testimony #13 submitted on February 2, 2021
- Attachment 97: Neuman Testimony #14 submitted on February 22, 2021
- Attachment 98: Neuman Testimony #15 submitted on May 5, 2022
- Attachment 99: Neuman Testimony #16 submitted on May 17, 2022
- Attachment 100: Neuman Testimony #17 submitted on June 21, 2022
- Attachment 101: Jackson East Final Transportation Impact Analysis for TPR Findings
- Attachment 102: Jackson East Final Transportation Financing Plan
- Attachment 103: Jackson East Final Master Plan and Implementation Strategy
- Attachment 104: Greater North Hillsboro Property Sales Evaluation 2019-2022
- Attachment 105: Washington County Testimony #2 submitted on July 12, 2022
- Attachment 106: Attachment 102: PGE Testimony #2 submitted on July 23, 2022
- Attachment 107: Metro Testimony #2 submitted on July 25, 2022

Exhibit D
List of Proposed Amendments Since the Planning Commission Public Hearing
Case File No.: HCP-001-19 Jackson East

Hillsboro Comprehensive Plan

Section	Update
Section 30: North Hillsboro Industrial Area Community Plan	Changed <i>Jackson East</i> language to <i>Jackson East-South and Jackson East-North Sub-Areas</i> to align with the proposed Community Development Code language.
Section 30: North Hillsboro Industrial Area Community Plan	Removed corporate and company headquarters language from Goal B as this was too specific for this goal.
Section 30: North Hillsboro Industrial Area Community Plan	Added a new policy that in the Jackson East-North and Jackson East-South Sub-Areas, evaluate findings from the current Economic Opportunities Analysis to attract, retain, and support the communities' targeted industries given the finite amount of available industrial land.
Section 30: North Hillsboro Industrial Area Community Plan	Updated the following maps to show refined transportation alignments that also refine the public utility alignments: <ul style="list-style-type: none"> • Figure 30-D Jackson East-North and Jackson East-South Sub-Areas Conceptual Water System • Figure 30-H Jackson East-North and Jackson East-South Sub-Areas Conceptual Sanitary Sewer System • Figure 30-L Jackson East-North and Jackson East-South Sub-Areas Conceptual Storm Drainage System • Figure 30-P Jackson East-North and Jackson East-South Sub-Areas Conceptual Street System Alternatives
Section 30: North Hillsboro Industrial Area Community Plan	Added NW Sewell Road extension to Collector Streets to reflect transportation updates.
Section 23.8 Transportation System Plan	Reflect updated transportation improvements associated with the Jackson East-South and Jackson East-North Sub-Areas are proposed to be incorporated into the Transportation System Plan.
Section 32: Transportation System Plan	Updated the following maps to show refined transportation alignments and align with the recently updated Transportation System Plan:

	<ul style="list-style-type: none">• Figure 32-1 Functional Classification Plan• Figure 32-2 Number of Lanes and ROW Plan• Figure 32-3 Intersection Improvements Plan• Figure 32-5 Pedestrian Plan• Figure 32-6 Bicycle Plan
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