



LAND USE & TRANSPORTATION MEMORANDUM

Planning and Development Services

Date: July 3, 2019

To: Washington County Cities

From: Julie Sosnovske, Transportation Planner
Jessica Pelz, Senior Planner

Subject: City Review of Urban Reserve Transportation Study (URTS) Land Use Assumptions

The County's Urban Reserves Transportation Study (URTS) will work with cities and Metro to gain an understanding of future land use and development assumptions in the urban reserve areas and their impacts on the transportation system. The County has obtained preliminary land use assumptions from Metro's Goal 14 analysis for the 2018 Urban Growth Report and from previously completed concept plans for some of the urban reserves. The land use assumptions inform the travel demand modeling with the level of development density we might expect to see in the urban reserve areas in the future. The land use assumptions are based on the projected number of households and jobs for each TAZ within an urban reserve area. In some areas, TAZs contain a mix of land types – e.g. urban, urban reserve, urban unincorporated, rural reserve – and in these areas we have attempted to separate out the land use assumptions for only the area of the TAZ within the urban reserve for review purposes.

Metro assumed an average of 10 dwelling units per acre for most of the urban reserve areas (with environmentally constrained and other lands removed), and that is the starting point for our analysis. However, many cities have completed some level of concept planning for their adjacent urban reserve areas. Where more detailed forecasts were available, we have adjusted the base number of units per urban reserve area to reflect these more refined forecasts. The table below lists the urban reserve areas by name (identified by Metro) along with the jurisdiction primarily responsible for review and the associated TAZ numbers. The preliminary land use assumptions are further described in this memo, and maps showing the future household and job projections are included for your review.

Washington County Urban Reserves Land Use Assumptions

This study focuses on Washington County's urban reserve areas (URAs). However, the county's southeastern URAs are adjacent to the larger Stafford Basin URAs, which need to be addressed in the modeling. The following sections address the methodology for the Stafford Basin and the Washington County URAs.



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Urban Reserve Area Land Use Assumptions Review

Urban Reserve Area	Jurisdiction(s) Responsible for Review	TAZ Numbers
I-5 East	Wilsonville/Tualatin	1121, 1122
Elligsen Road North	Wilsonville/Tualatin	1122, 977, 978
Elligsen Road South	Wilsonville/Tualatin	977, 976
Tonquin	Sherwood/Tualatin	982, 998, 999
Sherwood South	Sherwood	987
Sherwood West	Sherwood	1428, 1429, 1432
Sherwood North	Sherwood	996, 997, 1000, 1428
Beef Bend South	King City	1001, 1051
Roy Rogers East	Tigard	1004
Roy Rogers West	Tigard	1003
Cooper Mountain	Beaverton	1152, 1153, 1155
South	Hillsboro	1350, 1351, 1364, 1365
David Hill	Forest Grove	1394, 1395
Brookwood Parkway	Hillsboro	1258, 1259
Bendemeer	Hillsboro	1456, 1458, 1461
Bethany West	Washington County	1462

Stafford Basin Urban Reserves:

Land use assumptions from recent (2035) and current (2040) Metro Models and Washington County Transportation Futures Study (WCTFS) scenarios were compared within the Stafford Basin. Washington County and Clackamas County geographies were broken out separately.

Stafford Area Land Use Assumptions

County	Households				Employment			
	Metro 2035	Metro 2040	WCTFS – Scenario 1	WCTFS – Scenario 2	Metro 2035	Metro 2040	WCTFS – Scenario 1	WCTFS – Scenario 2
Washington	192	845	4,409	6,239	141	834	4,573	5,640
Clackamas	1,409	1,824	13,562	16,021	1,253	1,616	10,061	11,576
Total	1,601	2,669	17,971	22,260	3,429	4,490	14,634	17,216

The WCTFS was intended to take a long-term look at buildout land use in all Urban Reserves and other potential infill development (e.g. intensification of employment land uses within the existing UGB). Due to the long-term infrastructure issues and planning agreements in the Stafford Basin area, Washington County’s approach for this study is to maintain Metro’s 2040 land use and trip generation assumptions for the Clackamas County portion of the Stafford URAs. As shown in the table above, these assumptions are higher than they were in 2035, but significantly lower than what was estimated for the WCTFS. Assumed growth in the Washington County portion of the Stafford Urban Reserves will be addressed in the same manner as the rest of Washington County’s Urban Reserves, which is discussed in the next section.



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Washington County Urban Reserves:

As part of Metro’s 2018 Urban Growth Report, Metro conducted a Buildable Lands Inventory (BLI) analysis for the 16 Urban Reserve Areas (URAs) within Washington County. This analysis assumed 10 residential units per acre after removing schools, parks, and organizations. For partially constrained areas (with Title 13 impacts), 3 residential units per acre were assumed. This BLI was used as a starting point for each URA, except where previous concept planning work had been completed. Refinements from work conducted in the Cooper Mountain (South Cooper Mountain Concept Plan), Beef Bend South (King City Concept Plan), Sherwood West (Sherwood West Concept Plan), David Hill (preliminary concept plan work), and South (South Urban Reserve Analysis and Witch Hazel Village Study) urban reserves were substituted where sufficient detail was available.

Metro’s BLI assumed that all areas would develop primarily as residential. However, previous consideration of the Tonquin URA indicated that it would likely be employment land. A separate analysis was conducted for this area based on assumptions for nearby employment lands to the north. These preliminary estimates (Metro BLI or Concept Plan refinements) were compared to other available Transportation Analysis Zone (TAZ) level data for the URA’s as follows:

1. The portion (by area) of each TAZ within the Washington County URA’s was estimated.
2. Since the WCTFS assumed buildout, it was further assumed that development within each TAZ was equally likely to be located within the URA portion or within the previous UGB. In other words, development was assumed to be spread evenly throughout the TAZ.
3. The proportion of development estimated within the urban reserves for each TAZ was multiplied by previous estimates of development within the TAZ for the following scenarios:
 - Metro 2015 Land Use (Metro 2018 RTP)
 - Metro 2040 Land Use (Metro 2018 RTP)
 - WCTFS Scenario 1
 - WCTFS Scenario 2
4. For each URA, these development estimates were summed and compared with the preliminary URA land use estimates.
5. The Total Dwelling Units (Households) for all Washington County URAs were estimated and compared with previous analyses as follows:

Total URA Households (Preliminary)	Metro 2015 Households	Metro 2040 Households	WCTFS Scenario 1	WCTFS Scenario 2
35,361	2,020	15,846	26,954	32,892



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Observations:

- Metro 2015 households represents (approximately) existing development levels, which is expected to be much lower than buildout
- Metro 2040 households represents (approximately) 20 years of development, and would be expected to be lower than buildout
- Total URA households is significantly higher than both WCTFS scenarios – however, this is reasonable since both WCTFS scenarios assumed significant employment that is currently planned to shift to residential for these areas

6. The Total Employment for all Washington County URAs were estimated and compared with previous analyses as follows:

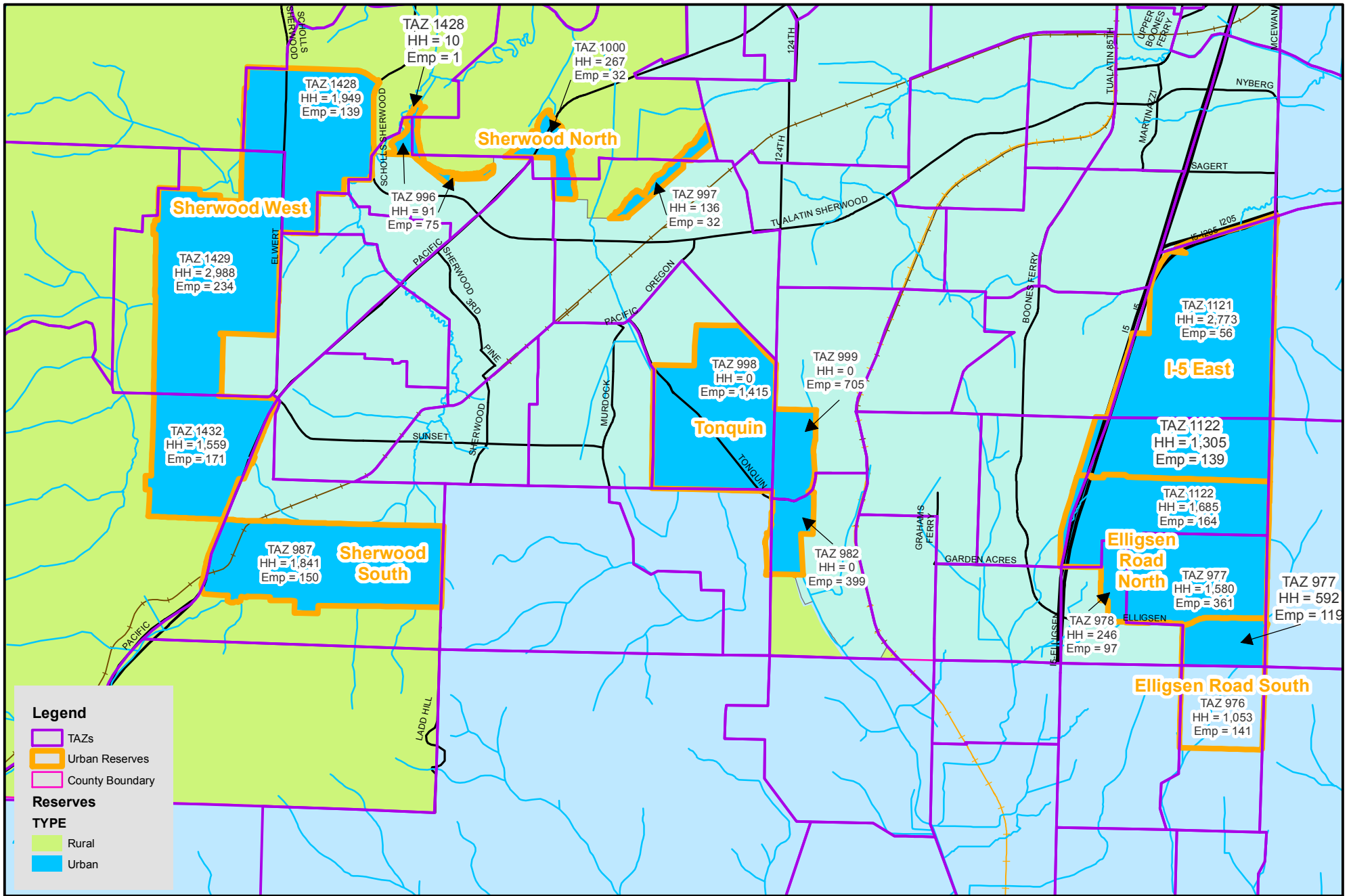
Total URA Employment (Preliminary)	Metro 2015 Employment	Metro 2040 Employment	WCTFS Scenario 1	WCTFS Scenario 2
6,189	1,853	4,915	11,255	13,781

Observations:

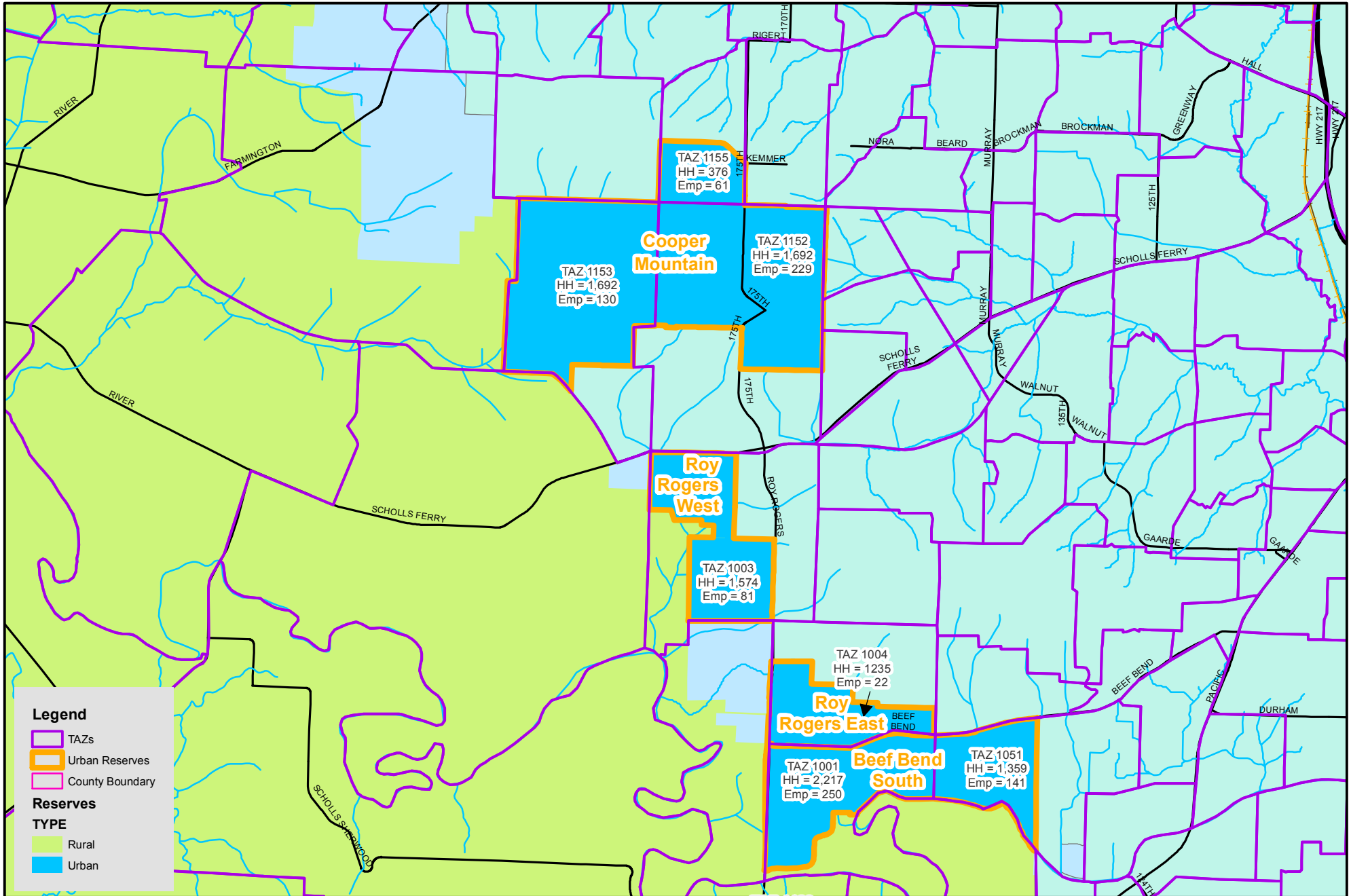
- Metro 2015 employment represents (approximately) existing development levels, which is expected to be much lower than buildout
- Metro 2040 employment represents (approximately) 20 years of development, and would be expected to be lower than buildout
- Total preliminary employment is significantly lower than both WCTFS scenarios – however, this is reasonable since both WCTFS scenarios assumed significant employment that is currently planned to shift to residential for these areas

7. Preliminary Households were allocated to each TAZ based on the portion of the corresponding URA that falls within it.
8. Preliminary Employment was retained from Metro’s 2040 assumptions and allocated based on the URA proportion of the corresponding TAZ. Some employment distributions were adjusted where existing UGB areas are expected to contain a higher (or lower) proportion of the overall employment for the TAZ. Key examples of this are in Wilsonville (TAZ 978) near the I-5/Stafford Interchange and in Sherwood north of significant commercial areas (TAZs 997 and 1000).
9. Employment for the Tonquin URA was estimated with a separate BLI based on assumptions previously developed for the adjacent Tonquin Employment Area just to the north. No housing was assumed in the URA.

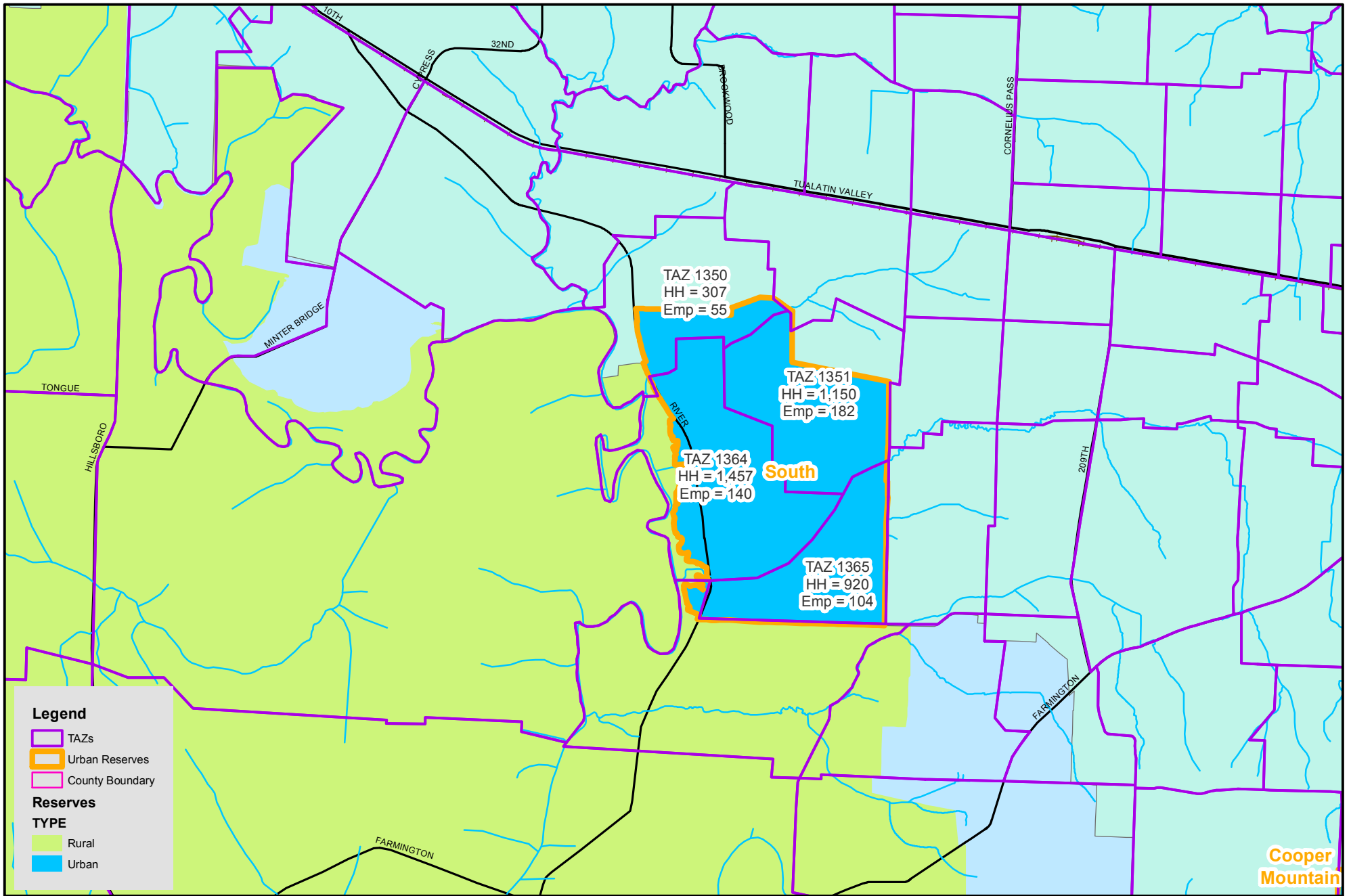
Preliminary Urban Reserve Buildout Land Use



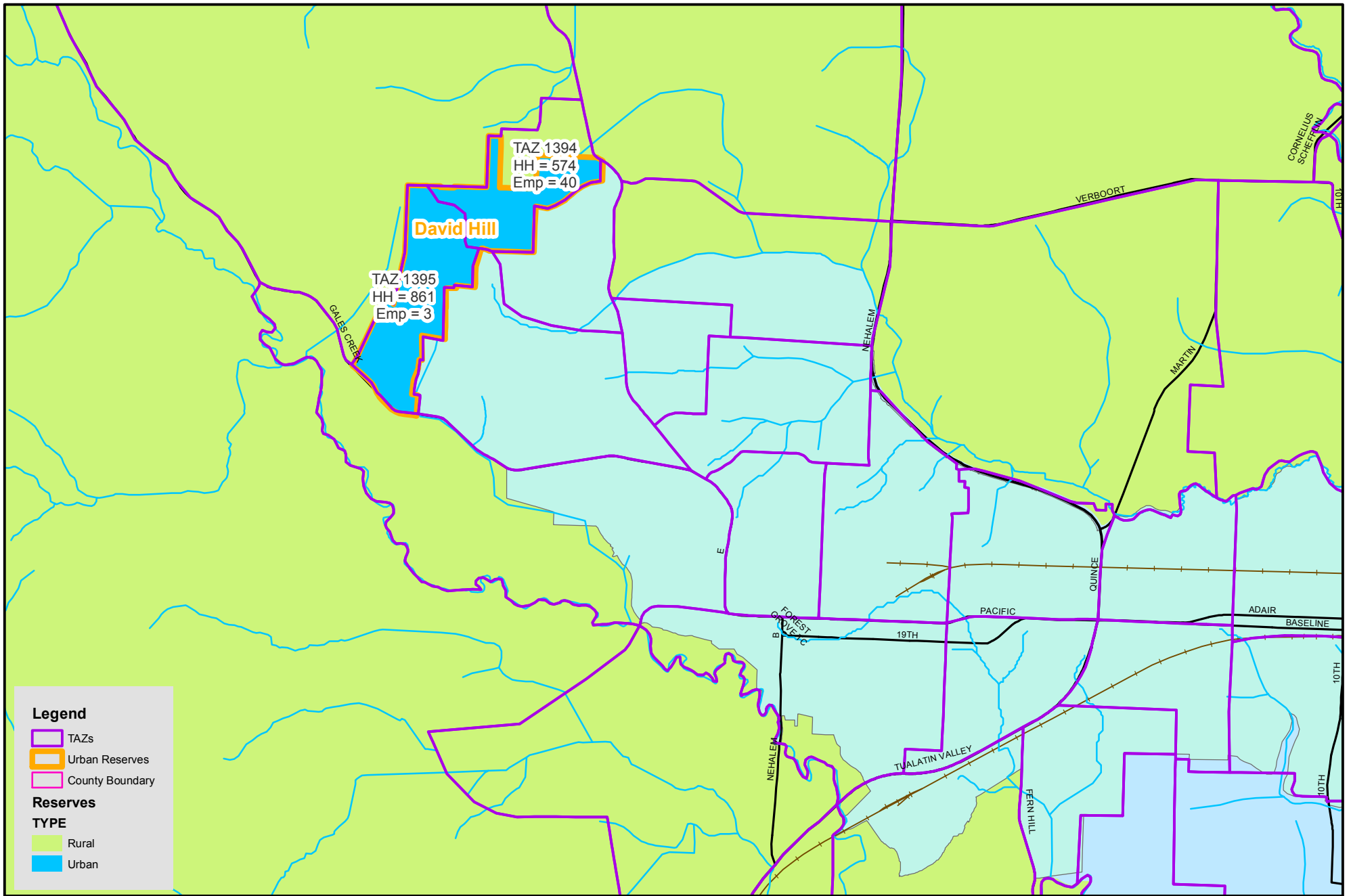
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