



**BOARD OF COUNTY COMMISSIONERS**

**PUBLIC SERVICES BUILDING**  
2051 KAEN ROAD | OREGON CITY, OR 97045

May 19, 2011

Metro Council President Tom Hughes and Councilors  
Metro Regional Center  
600 NE Grand Avenue  
Portland, Oregon 97232-2736

Re: Study of Urbanization Potential of Borland Road and Stafford areas

Dear President Hughes and Councilors:

Clackamas County requests that Metro study the feasibility of the eventual inclusion of an area or areas within the Borland and Stafford Urban Reserves into the Metro Urban Growth Boundary ("UGB"). The County recognizes that such a study cannot be completed by Metro's milestone of July 5<sup>th</sup>, 2011 for a staff recommendation on a reserves decision for 2011. Nonetheless, the County believes it is important that a study begin soon.

**Background**

During the process of adoption of the Metro Urban and Rural Reserves, Metro requested that the entire Stafford and Borland areas (Reserves 4A, 4B and 4C) be designated as an Urban Reserve. While recognizing the challenges involved in urbanization of the area, Metro and Clackamas County agreed that designation of the area as an Urban Reserve was a better decision for the region as a whole than the designation of additional foundation farmland elsewhere.

The Intergovernmental Agreement between Metro and Clackamas County ("Reserves IGA") implementing the reserves contained a set of Principles for Concept Planning of Urban Reserves ("Principles"). While the 2011 UGB amendments will not involve concept planning, the Principles (paraphrased below) reflect a commitment to the community, and set out some important considerations for any study:

- Planning for the area should be coordinated, so that the Borland Road area can serve as a town center for North Stafford (4A) and South Stafford (4C).
- Concept plans for any portion of the Borland Road/ Stafford area should recognize the Stafford Hamlet Community Vision and Values Statement.
- The cities of Tualatin, Lake Oswego and West Linn should be invited to participate in the planning for the area.

- That the Borland area should be an area that provides for jobs and the opportunity for higher density mixed use development.
- That development and the calculation of required densities must recognize the riparian areas and other sensitive natural features.

Residents of the Borland Neighborhood Association, representing over 84% of the private property in the Borland area (generally the West half of Area 4C), have sent a letter requesting that the County support a study including “thoughtful, deliberate, and smart-growth planning efforts. . . .” A copy of the letter from the BNA is attached as Exhibit 1. The Stafford Hamlet recently submitted a letter stating a preference that, if there is a study, it should include all of Stafford. That approach is consistent with the Principles, which recognized that the Borland area could serve as a town center and employment area, but should only be planned in the context of the larger area. A copy of the letter is attached as Exhibit 2. However it is clear that any study consistent with the intent of the Reserves IGA would take longer than the time allotted for staff review of 2011 requests.

History shows that there are significant differences of opinion regarding the urbanization of the Borland and Stafford areas. That diversity of opinion continues today and extends to virtually every issue connected with urbanization. As numerous studies have recognized, the Borland Road area has the potential to serve as an employment center for the larger Stafford area and would help alleviate the current jobs/housing imbalance in Clackamas County. On the other hand, there was significant argument during the reserves process that areas within Stafford should have been designated Rural Reserve, and not developed at all during the next 50 years. A study is necessary to begin to move that diversity of opinion toward a plan, or at least provide a clearer understanding of the practical options going forward.

Any consideration of urbanization in Borland or Stafford must recognize the Stafford Hamlet Values and Vision Statement, which is attached as Exhibit 3 to this letter. The Values and Vision statement was the result of a two-year, community led process and was adopted by 85% of the 225 people who voted on it. The Values and Vision Statement provides a guide to the critical issues in Stafford and a potential roadmap to a successful and sustainable future.

### **Questions To Be Answered In A Study:**

#### **How Can Density Transfers or Density Averaging Work in the Borland/Stafford area?**

Both the BNA and the Stafford Hamlet have identified the concept of density transfer as an important consideration. Clackamas County believes that an evaluation of the concept is essential for Stafford. As put by the BNA: “If planned right, Borland can become a dense and vibrant urban center, while relieving urban pressures from other areas . . . .” In order to work, the density averaging/density transfer concept should be addressed in advance of urbanization. Further, the amount and nature of sensitive areas should be taken into account when calculating the dwelling capacity to be accommodated. In other words, density transfer could be a vehicle to maintain the existing character of much of Stafford’s rural residential area by transferring densities to higher density urban areas, rather than a vehicle to accommodate hypothetical dwellings from more sensitive lands.

**What Are The Options for Governance?**

The area abuts the cities of Lake Oswego, Tualatin and West Linn. The study should review the potential governance options for all or part of the area, which the Principles indicate should ultimately be a city or cities.

**How Will The Transportation System Function?**

The urbanization of the area, along with timing and configuration, will have an impact on the local transportation system as well as nearby state highways. Adjacent cities have expressed concerns regarding the impact of cut-through traffic on city streets. On the other hand, the I-205 corridor is identified as a Next Phase Regional Priority Corridor for high-capacity transit. Given the long lead time for transportation projects, it is important to begin to address those issues now.

**How Will Public Services Be Provided?**

Some studies have indicated that parts of the area may be cost-effectively provided with urban services in the near future. Other areas will be more difficult to provide with urban-level public services, and there are several well established neighborhoods with little need or potential for redevelopment. Therefore, a study should address the potential provision of public services, particularly water and sewer, for all or part of the area.

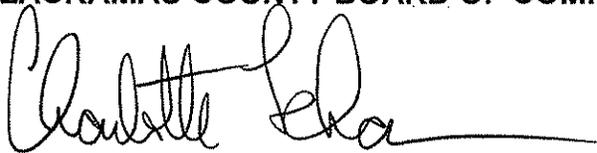
**Conclusion**

In a December, 2009 letter to the Clackamas County Commission, the Metro Council committed to working with the County to implement to the Stafford Hamlet’s vision of “varying degrees of development across a varied landscape, including clusters of high quality jobs and housing as well as pockets that retain the “Stafford Character.” A study is an essential step in moving toward that vision, and the study should begin now.

Clackamas County looks forward to working with Metro to continue to make the region The Greatest Place.

Sincerely,

**CLACKAMAS COUNTY BOARD OF COMMISSIONERS**



Charlotte Lehan, Chair  
On Behalf of the Clackamas County Board of Commissioners

CL/dc

# Borland Neighborhood Association

P.O. Box 941 Lake Oswego, OR 97034

March 31, 2011

Dear Clackamas County Board of Commissioners,

We, the Borland Neighborhood Association (BNA), hereby express—on behalf of the undersigned members of our group and other stakeholders passionate about the future of Clackamas County—our support for thoughtful, deliberate, and smart-growth planning efforts to be directed towards the Borland area, with the intent that it eventually be included within the Urban Growth Boundary (UGB) and urbanized.

We ask that the Board of Commissioners support these goals in two ways. First, we ask that the Board of Commissioners support us in our request for Metro to include that part of the Borland Road urban reserve area (area 4C) that is North of I205 and South of the Tualatin River within the group of urban reserve areas receiving further study as described below during the spring and summer of 2011. Second, if that analysis indicates Borland should be urbanized per Metro's needs guidelines and the March 2010 Clackamas County-Metro intergovernmental agreement, we request that the Board of Commissioners support us in our request to initiate and complete a collaborative, multiparty process to develop a Concept Plan and roadmap for Borland's eventual inclusion in the UGB.

## Why Now?

It is important that Metro's 2011 analysis of Borland address a handful of issues that are critical to the long-term success of the area. These include, but are not limited to the following:

- "Density transfer." If planned right, Borland can become a dense and vibrant urban center, while relieving urban pressures from other areas—for example, the sloped parts of the Stafford basin where urbanization is neither desired nor economically feasible. Transferring density can have the effect of preserving natural habitat and rural areas for the long term, while building communities where it makes sense.
- Governance. The analysis should review the potential governance options, primarily annexation to an existing city, incorporation of a new city, or continuation as an unincorporated area.
- Transportation system.
- Potential service providers. The analysis should evaluate which public agencies should provide schools, libraries, water, stormwater, and other urban utilities and services.
- Need. The analysis should evaluate the area within the context of the region's long-term needs, as required by Metro's guidelines. The State's Goal 14 calls for the analysis of need to take into account livability, public facilities such as schools, and long-term population and jobs forecasts.

Following this analysis by Metro, and in the event that the analysis indicates a need for the Borland area to be urbanized, a Concept Plan should be conducted. This Metro-mandated process will take a much closer look at how the area should be built out, and will include a specific plan for governance, finance, and a physical plan, among other elements.

## Supporters and Stakeholders

We are extremely gratified to hear and see the level of support now being expressed by a wide range of neighbors, public sector agencies, and other stakeholders. We feel that our efforts to meet with a wide range of stakeholders, listen to many points of view, and shape a vision for Borland's future now enjoys a broad base of support.

Specifically, over the past year, we have met regularly with elected leaders and staff from Metro and Clackamas County, Stafford Hamlet groups, State agency staff, union representatives, advisors to advocacy groups such as 1000 Friends of Oregon, and others. Many of these stakeholders have expressed their support in official testimony and others have or will be doing so in writing to the County.

Thank you for considering this request. We believe that it is important that we continue to move the Borland planning process forward as expeditiously as possible, and to ensure that Metro completes its technical analysis this spring and summer.

We strongly encourage the Board of Commissioners to express their support of these processes in writing to the Metro Council.

Sincerely,

### Borland Neighborhood Association

#### Owner

Deborah Hanson  
Raffi Arakelian  
Robert Hornberg  
Ovi Ragalie  
David Lawrence  
Cathleen C. Walker  
Paul Lee  
Richard Wiehrdt  
Dr. David Waldram  
Carl Schaber  
Ron Preston  
Gordon Lawrence  
Cheryl Saaman  
John Hertel

#### Owner

Linda Baker Unti  
Chris and Heidi Guettler  
Lee Schaber  
Michael D. Hellberg  
Casey Stroupe  
Robert Smets  
Fran Denley  
Lenard Schaber  
Larry and Valerie Shodin  
Paul Osborne  
David Snodgrass  
Jerry and Lois (Wanker) Tolbert  
Robert Fallow  
Spencer & Gina Kinman

#### Business

Rolling Hills Church  
S&H Logging  
Stafford Investments, LP  
Rolling Hills Foundation  
Bamboo Home Gardens  
P&D Nursery  
Treadline Flooring  
DJ's Fencing  
Stafford County Montessori School  
Gramor Development  
Walker Properties Residential

# Stafford Hamlet

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April 25, 2011

Dear County Commissioners,

At the request of the Clackamas County Board of Commissioners (CCBC), Rob Fallow, representing a group of Borland residents calling themselves the Borland Neighborhood Association (BNA), approached the Stafford Hamlet Board (HB) during our March 2011 community meeting seeking a letter of recommendation that Metro conduct a study of the Borland area. The study request was very specific and limited exclusively to the following consideration: the *feasibility* of urbanization through a process of Density Transfer Swaps (DTS) from the Borland area to areas in the Hamlet north of the Tualatin River.

Following the discussion at the community meeting and after further discussion with Mr. Fallow at the March Hamlet Board Meeting, it was decided to schedule a Town Hall meeting to present the request and take an opinion poll of Hamlet residents.

Commissioner Lehan spoke at that April 9th Town Hall meeting, followed by Mr. Fallow and members of our board in which four possible positions were presented for consideration.

Hamlet residents were asked to indicate their preference for one of the following:

*In response to the BNA request to METRO to study the Borland area for feasibility of urbanization through a process of DTS, the Hamlet Board should write a letter recommending to Metro the following:*

1. Study Borland exactly how Rob Fallow and the BNA has requested
2. Study Borland as Rob Fallow has suggested, only include *all* of the area known as 4C, which Mr. Fallow and the BNA had excluded from their proposal
3. If Metro were to conduct a feasibility study in Borland, then it must expand the study area to include all of the Stafford Hamlet
4. Tell Metro that the Stafford Hamlet is not interested in a feasibility study at this time

The results:

#1	Study west 4C only	18 - 30%
#2	Study all of 4C	0 - 0%
#3	Study the entire Hamlet (that being 4A, 4B, & 4C north of I-205, <i>if and only if</i> , there was to be a study conducted in Borland)	27 - 45%
#4	No Study	15 - 25%

The result of the opinion poll was clear: the majority of Hamlet voters anticipating any study preferred that *if and*

only if there is to be a study of any part of the Hamlet, as in the case of the BNA request, the entire area encompassed by the Hamlet boundaries should be studied as a unit rather than having only a small portion of the Hamlet studied, planned or developed in the future.

*This poll represents a statement by our residents that our community prefers to stay together as a unit, i.e.: areas 4A, 4B, & 4C north of I-205 if studies or plans are undertaken for long range development.*

There was no other reason for this Town Hall Meeting. Consequently, the Board of the Stafford Hamlet recommends that the request by the BNA to study only Botland be denied.

It should be noted that there is, generally, no objection to the west end of 4C being developed as a first stage in the long range future development of the entire Stafford Hamlet and that "density transfers" should be encouraged in such planning and documented in future agreements with the county, Metro and surrounding cities.

We feel this position respects the wishes of Hamlet residents, honors our Vision and Values Statement, upholds the Memorandum of Understanding, and complies with Inter Governmental Agreements already in place.

*On a final note, it is important to emphasize here that the subject of actual urbanization or inclusion into the UGB of any part of the Hamlet was not a matter presented at the Town Hall, nor was it a part of any of the subjects offered in this polling. In fact, it was made clear to all Town Hall attendees before the polling was undertaken that all of the questions under consideration pertained to the matter of feasibility and DTS only. Attendees were also advised that this poll was not for any kind of UGB inclusion.*

Thank you for considering our recommendation.

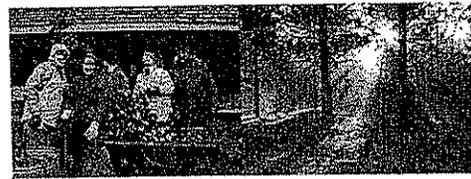
The Stafford Hamlet Board of Directors



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# STAFFORD HAMLET

## VALUES & Vision



The Stafford Hamlet  
was born out of the idea that  
change is inevitable,  
including changing the way we  
develop.

We have seen the defining character of many Oregon communities be destroyed because they were unable to make their voices heard. So in 2006 we came together—as landowners and neighbors, as developers, conservationists, and people in the middle—to create a model of limited self-governance recognized by Clackamas County as  
The Stafford Hamlet.

The Hamlet community solidly supports preserving the Stafford Character, which includes open space, pastoral views, native trees and wildlife, and the Tualatin River and its tributaries. The community feels that growth and development, should it occur in Stafford, must be done thoughtfully, and in a fair and balanced manner that builds a strong, complete community and respects the rights of property owners.  
This statement expresses the essence of our desire to provide  
long-term stewardship of the Stafford Hamlet.

Our purpose is not to formulate a plan for development, nor to refuse one. Our purpose is simple but challenging: to unite in crafting meaningful recommendations for change that serve both individual interests and the common good in a manner that is just, fair, and reasonable for all.

Out of a mutual respect for a wide spectrum of opinions, and a firm commitment to finding common goals and interests, the Stafford Hamlet has crafted this  
Values and Vision Statement to serve as  
our road map to the future.

# Vision

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## *Infrastructure Needs*

Existing infrastructure, including transportation, water, sewer facilities, parks, and schools, is not adequate to accommodate a significant increase in density anywhere in the Hamlet. There are concerns that the Hamlet's groundwater may be limited, so provision of new sources of drinking water may become a priority for further development here. Provision of adequate facilities must be addressed before significant development occurs.

## *Clustering to Preserve Open Space*

Clustering, which concentrates development so that open land is preserved without sacrificing economic viability, is a desirable style of development for some parts of the Hamlet. Clustering appears to have the potential to preserve the Stafford Character while still allowing some development.

## *Areas of Limited or No Development*

There are significant areas of the Hamlet that will not be developed or will have very limited development. These include: riparian zones, flood plains, wildlife habitat, steep slopes, and slide areas. These areas are shown on county and regional maps (see the attached map), and development options are determined by state, county, and regional statutes and policy. This is also consistent with the Hamlet's Values Statement.

## *Borland Development*

The Borland area—south of the Tualatin River and north of I-205, not including the Halcyon neighborhood—is the most reasonable to develop for the purposes of residential densities and employment opportunities. Great care must be taken to protect the Tualatin River and to maintain the Stafford Character.

## *EFU Lands and Large Parcels*

Exclusive Farm Use (EFU) land and other large parcels, currently limited to one house per 80 acres, should be permitted to divide into smaller parcels for the purposes of both development and preservation. We are committed to developing these lands in a thoughtful manner that allows economic viability while preserving their value as a resource for agriculture, wildlife habitat, and open space.

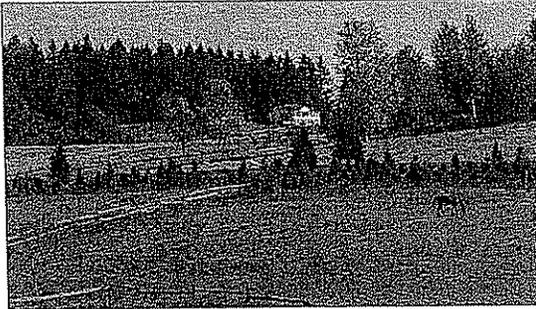
## *Previously Developed Neighborhoods*

Already developed residential neighborhoods—Halcyon, Mossy Brae, Shadowwood, Tualatin Loop/Johnson Road south of I-205, and Ashdown Woods—should not be redeveloped to greater density. Existing lot sizes have already been established, are well accepted, and provide value to the community with their individuality and character.

# Values

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*We value the qualities—the "Stafford Character"—that make our community a desirable place to live.*



The Stafford Hamlet is quiet and peaceful, and residents have a sense of privacy. The Hamlet offers open space, pastoral views, and freedom from city lights. Native trees and wildlife enhance the experience of living here. The Tualatin river and tributaries such as Wilson Creek are an essential part of the community's character. Accessible natural areas keep people connected with the natural world. Our air is clean and our groundwater is of good quality, although

limited. Old barns and farms are still visible and keep people in touch with Stafford's history. Most neighborhoods contain a variety of residential styles and lifestyles, and sometimes include agriculture and livestock. Some parts of Stafford have quality agricultural soils. Residents feel secure and safe here.

*We value balance and fairness in our community.*

The needs and desires of individuals, the Stafford community, and the surrounding region are sometimes in conflict. Similarly, economic, social, and environmental goals can be at odds. Our community decisions will strive for a balance between these competing interests, and we will work for common purposes. Competing interests can give rise to synergy and lead to creative solutions. New infrastructure and services should be efficient, cost-effective, and installed with minimal disruption; the cost of new services and infrastructure should be apportioned fairly, and development should pay for itself. Different parts of Stafford are suited to different uses; these potential different uses afford us the opportunity to create a Complete Community where people can live, work, and play.

*We value the Tualatin River and its tributaries and wetlands.*



The Tualatin River is a peaceful and scenic stream with some public access. It is a natural corridor for wildlife. Riparian areas and tributaries are essential to river health and wildlife. The river needs to be protected from pollution and excess stormwater runoff. Existing flood plains and natural wetlands function as pollution filters and should not be disturbed.

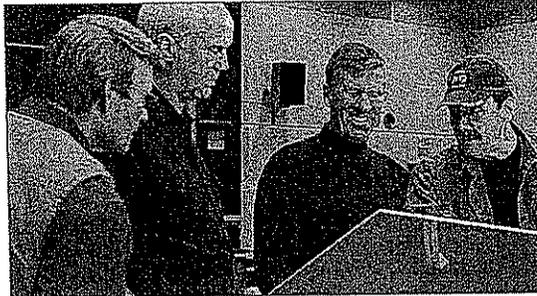
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*We value thoughtful change.*

We must be good stewards of the Stafford Character, not just for ourselves but for future generations. When change is planned and predictable it maintains a strong, stable community. Changes shall comply with state laws and seek to achieve state land-use goals, while maintaining the best of the Stafford Character. Planning should incorporate the best ideas from similar communities, both national and local, where appropriate. Building practices should reflect good stewardship.

*We value a strong community.*

A strong community is fostered by interaction around a set of common goals and values. We have chosen to be guided by transparent, consensus-based decision-making in order to best reflect community priorities. Every citizen's voice is worth hearing. There is strength in unity and in maintaining the integrity of our community; fragmentation and divisiveness weaken our voice in regional decisions. Physical realities such as parks and public places provide gathering places, which help build a healthy, vibrant, and connected community. Quality education for young people is essential to the future of the community. We do not exist in isolation, and need to work with surrounding cities and jurisdictions.

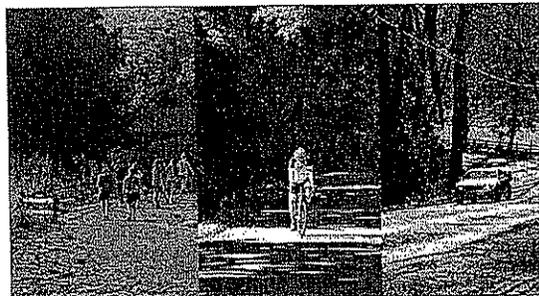


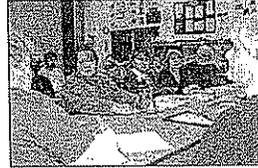
*We value the legal rights of property owners.*

Property owners have legal rights for development or preservation, as well as other rights of usage. Fair compensation is due when private land is used for the public's good.

*We value our connections to each other  
and to surrounding communities and resources.*

Stafford's proximity and access to urban services and resources should not be diminished through congestion or poor traffic planning. Accessibility and mobility within the Hamlet should be optimized, safe, and multi-modal (auto, public, bike, pedestrian).





This Values and Vision Statement declares the core community values of the Stafford Hamlet, as well as general principles for future development, if necessary.

The Values and Vision Statement was developed through a consensus process that included 20 neighborhood meetings, several Town Halls, and surveys of the community. This process took place over two years and involved hundreds of community members.



In March, 2009, this Values and Vision Statement was approved by 87% of the 225 community members who voted on it.



[www.staffordhamlet.org](http://www.staffordhamlet.org)  
PO Box 4561, Tualatin, OR 97062

