APPENDIX 3: Pre-Qualified Concept Plans

Wilsonville
July 28, 2009

Preliminary Findings for Washington County Candidate Urban Reserve Areas

I. Introduction:

(To be provided by Washington County Staff)

II. City of Wilsonville:

The City of Wilsonville is a rapidly growing community of 18,000 residents located at the southern gateway to the Metro area on the I-5 Corridor. At 4,740 acres in area, the city has a 45/55% mix of single family to multi-family housing (8,480 DU) and a strong industrial base, with warehouse / distribution, manufacturing and hi-tech employment as its job foundation. There are over 17,000 jobs in the city, which provides challenges for jobs housing balance and traffic management. It is estimated that approximately 10% of people who work in Wilsonville live in Wilsonville, which raises the need for additional workforce housing to balance the jobs to housing imbalance.

Metro added land to the city’s UGB in the 1998 (Dammasch Area), 2002 (Frog Pond - 181 acres, and Coffee Creek 1 - 407 acres) and 2004 (Coffee Creek 2 - 264 acres plus the North Wilsonville area - 645 acres to be shared with Tualatin) expansion processes. The final Villebois Master Plan was adopted in 2006. Villebois is a 480 acre mixed-use urban village that will accommodate 2,500 homes, of which approximately 700 have been built.

The city has adopted a master plan for the 226 acre RSIA Coffee Creek industrial area which at build out will provide over 1,500 jobs. Infrastructure availability remains one of the main challenges in bringing development to reality in this area. Planning activities in Coffee Creek II and North Wilsonville have not yet advanced due to regional transportation issues. Concept planning has begun on Frog Pond but has stalled due to the economy and infrastructure issues.

The city has two urban renewal districts totaling 1082 acres. The city is at the upper end of the geographic limits on area (23%) for urban renewal, and has been very successful in using urban renewal and SDC funds completing significant transportation and parks capital
projects. The 2009/10 capital improvement project list contains over 31 million dollars in projects, with 49% going to street projects.

Unlike many suburbs, Wilsonville is not a bedroom community. Commercial and industrial properties comprise 34% of the city’s assessed value ($941 million). The city’s total assessed value is $2,333,248,746. Some 900 companies do business in the city and the number of employees is just below the total population.

The City has its own transit service, South Metro Area Regional Transit, or SMART operates a main hub out of the new Westside Express Service (WES) station on Barber Street in Wilsonville. This rail line is also a top regional priority for future High Capacity Transit (HCT). SMART buses meet trains and deliver riders to places of employment or other community destinations within 10 minutes of arriving at WES. SMART service is free inside the city and is funded through a payroll tax provided by the business community. SMART links to Tri-Met on the north end of town, connects to the Barber Transit Station and to Cherriots in Salem to the south providing broad regional transit connections.

The city aspires to grow in a well controlled manner, continuing the concurrency policies on infrastructure, particularly for the transportation network. The city’s immediate needs are to continue to balance the jobs to housing ratio by providing workforce housing so that employees can live in Wilsonville, reducing VMT and GHG emissions.

Commercial/Industrial Land:

The city’s recently adopted Goal 9 Economic Opportunities Analysis (January 2008) shows that with the existing vacant, in-fill and re-developable land in the city, plus the acreage added in 2002 and 2004 for industrial and regionally significant industrial purposes (approximately 800 acres), the city has sufficient land supply for a period greater than 20 years. Areas of employment are identified on the north end of the community east of I-5 in Washington County to provide additional jobs for the 20-50 year timeframe.

The supply could support a much longer period of time due to the recent downturn in the economy. The city currently has a total of over 12 million square feet of commercial and industrial building space of which upwards of 2.5 million square feet of commercial and industrial buildings (over 20%) are vacant. There are significant concerns about filling existing buildings with jobs before moving into new urban areas.
Wilsonville Population and Employment Forecast (Goal 9 EOA):

<table>
<thead>
<tr>
<th></th>
<th>2005</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>16,510</td>
<td>33,595</td>
</tr>
<tr>
<td>Employment</td>
<td>16,899</td>
<td>36,978</td>
</tr>
<tr>
<td>Ratio of Jobs to Population</td>
<td>1.02</td>
<td>1.10</td>
</tr>
</tbody>
</table>

III. Potential Candidate Urban Reserve Area:

In response to the Metro Urban Growth Boundary (UGB) expansion process that was scheduled for the end of 2007, the City’s Planning Commission took a pro-active approach to guiding future growth by embarking on the “20-Year Look” (Please refer to Exhibit 1 for complete 20-Year Look record) at potential future urban expansion areas for the City of Wilsonville. Over the course of 2007, the Planning Commission gathered significant amounts of information and solicited input from professionals and citizens about each of 10 study areas resulting in a series of recommendations to the City Council, which have been codified as the City’s “aspiration areas” and now identified as potential candidate urban reserve areas (Exhibit 2).

The 20-Year Look project was intended to provide a holistic review of lands surrounding the city resulting in recommendations for expansion to meet the 20 and 50 year need for residential and employment land. The city’s approach is to re-evaluate the recommendations and to prioritize and refine the acreages in collaboration with Metro and the region as part of the 2009/10 UGB process.

The city desires to balance growth and development on both sides of Interstate-5. With the significant additions of residential land at Villebois, and industrial land in the northwest, the focus on future growth was directed to the east side of the city around land added to the UGB in 2002 and around future school sites purchased by the West Linn/Wilsonville School District. The cost sharing of upgrading existing sewer lines to serve areas added in 2002 will be improved by the addition of additional residential land in this area, spreading the cost over more dwelling units.
Since the local work began prior to establishment of the rule, the urban reserve factors were considered after SB 1011 was adopted. The potential candidate urban reserve areas in Washington County are adjacent to existing developed areas and include regional retail, employment, warehousing, and high density multi-family housing. This location takes advantage of existing road networks, and proximity to the interstate highway system.

The potential candidate urban reserve areas in Washington County can:

- Be developed at urban densities that result in increased efficiencies.
- Build on the existing successful regional retail at the Stafford interchange and can compliment the existing high-density housing and employment areas along Canyon Creek Road and Parkway Avenue.
- Be designed to be walkable, served with transit, and well connected to existing bikeways, sidewalks and streets.
- Be constructed to protect and enhance significant natural ecological systems.
- Be developed with a wide range of housing styles consistent with the community’s long history of balancing single-family and multi-family housing numbers;

IV. Where We Know We Will Grow:

While dramatic change will undoubtedly occur over the next 20 – 50 years, much of the growth will be in areas that were added to the urban growth boundary in 2002 and 2004. Wilsonville has been a good regional partner in agreeing to accept, plan and provide infrastructure to substantial expansions to the UGB.

In 1998, the land around the Dammasch State Hospital was added to the UGB, which is now being developed as Villebois. Villebois is a 480-acre mixed-use urban village that will contain over 2,500 homes, and will include over 5,000 new residents built out over the next 10+ years. Villebois is an excellent example of a public/private partnership with each party bringing over 70 million dollars of infrastructure investments to make the project a reality.

Frog Pond was added to the boundary in 2002. Frog Pond is 181 gross acres and is currently un-planned. Concept planning has been underway and master planning will follow. It is anticipated that over 1000 dwellings will be added to Frog Pond and will include over 2,500 residents. With Villebois built out and future Frog Pond population,
Wilsonville’s population will climb to over 25,000 people. This is in the 10 year timeframe.

The 226 acre Coffee Creek Industrial Area is designated as a Regionally Significant Industrial Area. The master plan for this area was completed in 2007. Coffee Creek will contain over 1,500 living wage jobs at build out. Future industrial areas to the north of Day Road and west of the prison will accommodate thousands of additional jobs in the Washington County portion of Wilsonville.

IV. Pre-Qualified Concept Plan:

The following findings and analysis are for the City of Wilsonville candidate urban reserve areas located only within Washington County.

Gross Acreage for Washington County Aspiration Areas by 2040 Design Type:

<table>
<thead>
<tr>
<th>2040 Design Type:</th>
<th>Acres:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment</td>
<td>144</td>
</tr>
<tr>
<td>Inner Neighborhood*</td>
<td>280</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td>424</td>
</tr>
</tbody>
</table>

* Inner Neighborhood assumes a residential mix of 50% SFR, 25% SFR attached, 25% MFR at an average of 10 DU/AC.

Net* Acreage for Washington County Aspiration Areas by 2040 Design Type:

<table>
<thead>
<tr>
<th>2040 Design Type:</th>
<th>Acres:</th>
<th>Jobs:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment</td>
<td>115</td>
<td>4,600</td>
</tr>
<tr>
<td>Inner Neighborhood</td>
<td>232</td>
<td>NA</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>347</td>
<td>4,600</td>
</tr>
</tbody>
</table>

* Net acreage was derived by removing natural resources, power lines and 20% for streets.

Infrastructure Suitability Ratings for Washington County Aspiration Areas:

- Sewer: High Suitability
- Water: High Suitability
- Added Lane Cost: Lower Suitability
System Lane Cost  
Higher Suitability  
Connectivity  
Lower Suitability  

V. Urban Reserve Factors (OAR 660-27-0050)

(1) Urban Reserve Factors: When identifying and selecting land for designation as urban reserves under this division, Metro shall base its decision on consideration of whether land proposed for designation as urban reserves, alone or in conjunction with the land inside the UGB:

a. Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments;

Staff Comment: The Washington County candidate urban reserve areas (Areas 6, 7 and the north part of Area 1 from the city’s 20-Year Look project) are located on the north east side of the city and provide logical extensions of existing business parks, medical clinics, offices and service centers along SW Parkway Avenue north of Elligsen Road and are of a sufficient size to make efficient use of infrastructure investments. Infrastructure generally involves extending existing utilities into the area, rather than constructing new trunk lines and major transportation investments. The inner-neighborhood residential areas have been located to be wholly within the West Linn/Wilsonville School District Boundary so that Wilsonville children would be able to walk or cycle to school opposed to being bussed 8 miles to Sherwood to attend school.

The City aspires to grow in a controlled and efficient manner, utilizing infrastructure investments wisely. Residential densities in new areas will be above 10 DU/AC consistent with Title 11 of the UGMFP and will contain a broad mix of housing types to encourage ownership and rental opportunities for a wide cross section of citizens. The City’s multi-staged master planning and planned development process will ensure a wide mix of housing types and categories. Wilsonville’s main focus is on the provision of workforce housing to accommodate more of the existing employees in the city. The candidate urban reserve areas in Washington County are close to transit, the interstate highway network, existing service and retail jobs and are an appropriate location for future urban expansion.

Efficiencies can be measured in numerous ways. Higher densities and compact urban form make more efficient use of the land, infrastructure and the transportation investment. The City is supportive of this type of urban development pattern. The proximity to the interstate highway system from these areas is excellent resulting in high transportation efficiencies that result by not having to extend arterials and collectors long distances to connect to 1-
5 to accommodate new growth. Other infrastructure segments can be logically extended from existing areas to serve the candidate urban reserve areas. The city’s 20-Year Look project contains a detailed planning level infrastructure analysis prepared by the city’s Engineering Division. This analysis contains cost estimates for each infrastructure segment in 2007 dollars.

\[ b. \text{Includes sufficient development capacity to support a healthy economy;} \]

\textbf{Staff Comment:} A healthy economy is vital to a community’s success and long-term livability. The development capacity of the City’s candidate urban reserve areas in Washington County needs to be considered in a holistic view with the areas in Clackamas County.

The candidate urban reserve areas will build upon the existing regional services offered at the north Wilsonville interchange area and will provide future jobs in a wide variety of professions, allowing future residents to be within walking distance of retail and professional services. While the development capacity could indeed be larger, Wilsonville believes that a balanced approach to green field and re-development will be the best balance long-term for the community. The capacity provided will build upon the successes of the north end of Wilsonville complimenting existing business, retail services and residential areas.

According to the City’s Goal 9 EOA, these areas are not needed to meet the city’s 20-year supply of industrial or residential land but are important to the longer term timeframe (20-50 years) for jobs and housing. The potential addition of 4,600 jobs and 2,320 homes in candidate urban reserve areas adjacent to existing employment and services will support the city in maintaining a healthy economy. It will bring more people closer to services, and will provide jobs in the vicinity of existing regional retail.

\[ c. \text{Can be efficiently and cost effectively served with public school and other urban-level public facilities and services by appropriate and financially capable service providers;} \]

\textbf{Staff Comments:} The City of Wilsonville provides parks, water, sewer, storm, transit and transportation facilities and is a financially capable urban services provider with a 09/10’ CIP list estimated at 31 million dollars. Infrastructure master plans are updated regularly as are the supporting SDC’s ensuring that new development is paying its fair share of the cost of new infrastructure.

There is an existing TVFR station within ¼ of the candidate urban reserve areas in Washington County. This site has been discussed to be converted to a regional facility for TVFR management and enhanced fire protection. The city
contracts with Clackamas County Sheriff for police service. The city’s contract with the County has grown as the community has grown. Problems with fire and police services are not expected with the candidate urban reserve areas. TVFR and Clackamas County Sheriff are both appropriate and financially capable service providers.

The West Linn/Wilsonville School District owns 40 acres of vacant land just outside but contiguous to the city limits on the east side of the city, south of Advance Road in the center of one of the city’s Clackamas County candidate urban reserve areas. The City and the School District are working in partnership to plan a new middle and elementary school at the site, and a city owned 10-acre Community Park. Other parks will be provided through the master planning process for new urban areas as well as the requirements contained in the city’s development code. The 40 acre site is just southeast of the 181 acre Frog Pond area which was added to the UGB in 2002 and is the center piece of candidate urban reserve areas needed to accommodate a 20-year supply of residential land. Together, the areas added in 2002 and the candidate urban reserve areas result in the creation of complete communities.

d. Can be designed to be walkable and serves with a well connected system of streets, bikeways, recreation trails and public transit by appropriate service providers;

**Staff Comments:** The Washington County candidate urban reserve areas will be designed with a well connected system of streets, bikeways, trails and transit facilities. Bicycle lanes, streets, sidewalks and transit service all exist in the general area, and can be easily and logically extended to provide seamless extensions of the existing city providing essential facilities for the new urban area. The city conducts a thorough concept planning and master planning process to ensure a safe and connected multi-modal system. This is a high priority for the city, and will be confirmed at numerous points during the planning and entitlement process.

The city desires to provide excellent transit service from places of employment to the Wilsonville WES station and vice versa, which is also a near-term regional priority for High Capacity Transit. SMART has created SMART Central which operates out of the WES site, bringing visitors and employees to their places of business within 10 minutes of arriving at WES. There is a number of existing transit stops in the vicinity of the candidate areas.

The city’s recently completed Bicycle and Pedestrian Master Plan (2006) includes plans for 1) a regional Boeckman Creek Trail to connect to communities to the east and; 2) extensions of the existing bicycle and pedestrian system through the area resulting in increased connectivity.
e. Can be designed to preserve and enhance natural ecological systems;

Staff Comments: The City of Wilsonville has one of the most comprehensive and restrictive Goal 5 programs (includes Title 3 and ESA) in the Portland Metropolitan area. The city’s program protects isolated upland habitat that meets the criteria established. Assessment of natural resources values consistent with the City’s Goal 5 program is required for any new urban area. City staff has shown some of the likely Goal 5 areas on the 2040 design type map of candidate urban reserve areas. The city’s existing program will ensure that natural resource values are preserved and where possible enhanced to compliment and improve natural ecological systems. The city is currently undergoing a process to comply with Title 13. A series of small code amendments are being processed to reduce barriers to achieving habitat friendly development. The city is proposing that the existing Natural Resources Plan/Significant Resource Overlay Zone (SROZ) is in substantial compliance with T13 requirements. Based on preliminary discussions, it appears that the existing program will comply with T13.

The city’s Natural Resources Division has conducted numerous restoration projects over the last 10 years. The headwaters of Boeckman Creek have been degraded by farming activity over a long period of time. Loss of vegetative cover and siltation of the runoff have been on-going concerns. This area is an excellent candidate for restoration in the future.

In 2007, the city adopted a natural resources annexation policy that encourages landowners to maintain the inherent natural resource values of their land if they anticipate becoming part of the city at a later date. To date the policy has been working well encouraging a discussion between land owners and the city prior to activities such as logging.

The candidate urban reserve areas are in two drainage basins, Boeckman and Basalt Creeks, which both flow in a north/south direction through the community into the Willamette River. The natural features will be incorporated into the fabric of the development and significant trees will be preserved where feasible. The drainage areas are candidates for off-street connections between areas and into the city.

f. Includes sufficient land suitable for a range of housing types;

Staff Comments: With over 1,000 acres of aspirational residential inner-neighborhood areas in Clackamas and Washington Counties there is sufficient land for thousands of future residential units. The City currently has a 45%/55% mix of single family to multi-family housing types, which demonstrates a long-term commitment to housing balance and a range of housing types. The City will continue to provide a wide mix of housing types for people of all income
levels, with an emphasis on providing more work force and affordable housing to accommodate employees who work in Wilsonville.

At Villebois, the city’s most recent large scale residential master planned community there are 12 different housing types with densities that range from 5 DU/AC to over 40 DU/AC providing a suitable range of housing types.

With a jobs to population ratio of 1.02 - 1, projected to be 1.10 by 2030 (Goal 9 EOA) the city is in the need of work force housing to give employees more choices to live in the community, particularly ownership opportunities.

\[g. \text{ Can be developed in a way that preserves important natural landscape features included in urban reserves, and;}\]

**Staff Comments:** In Wilsonville there are several identified important natural landscape features (Tonquin Geologic Area, Willamette River floodplain, Parrot Mountain and the Lower Pudding River). None of these areas is proposed to be impacted by candidate urban reserve areas.

The Coffee Lake wetland complex is a part of the Tonquin Geologic area which is fully protected under the City’s Goal 5 program. Any important natural landscape features that are in the candidate urban reserve areas will be preserved through the city’s Goal 5 inventory process and protected balancing natural resource protection with urban development. The City has a long history of balancing such important city features.

\[h. \text{ Can be designed to avoid or minimize adverse effects on farm and forest practices and on important natural landscape features on nearby resource land, including land designated as rural reserves.}\]

**Staff Comments:** Through the year plus ‘20-Year Look’ process that the Planning Commission conducted, the importance of protecting foundation farmland was of paramount importance and a topic frequently discussed. A presentation was given to the Commission by Jim Johnson of the ODA, ensuring a thorough explanation of the new agricultural land categorization as it related to urban growth. The final recommendations formed by the Commission were to fully protect the foundation agricultural land of the French Prairie area south of the Willamette River and to guide development into conflicted and important farmland. Candidate urban reserve areas in Washington County are located on both conflicted and important agricultural land.

Development will be buffered from agricultural lands by elevation differences and preservation and extension of an existing line of vegetation.
VI. Summary:

Wilsonville has been a fast growing community since the late 80’s experiencing difficulty at times keeping up with the pace of development and maintaining highly desired concurrency policies. Both transportation and domestic water public facilities strategies were used to slow and control the pace of new development and ensure that it was being provided simultaneously with available services. The cost of providing services for new urban areas for a small community of 18,000 is growing to be a significant challenge. As a major employment center with warehouse/distribution/manufacturing as well as high tech clusters, the city is eager to plan and serve the industrial and employment commitments made to the region in 2002 and 2004 as part of those UGB expansions. This effort will take significant financial and human resources.

The location of Wilsonville at the southern gateway to the Portland Metropolitan region along the I-5 corridor means there will always be development pressure. The city advocates for a strong regional economy that distributes employment and housing equitably around the region. It also advocates that the Willamette River be the hard edge on the southern boundary protecting the fertile French Prairie agricultural land from development pressure. The candidate urban reserve areas are envisioned to compliment the existing city and provide complete communities meeting the city’s 20-year need for housing and the 20-50 year need for housing and employment.

The city’s recently completed Goal 9 EOA (2008), and the Planning Commission’s 20-Year Look project (2007/8) along with complete updates to the Bicycle and Pedestrian Master Plan (2006) Parks and Recreation Master Plan (2007) and Transit Master Plan (2008), Coffee Creek Industrial Area Master Plan (2007) and on-going updates to the Storm Water Master Plan (2009) Wastewater Master Plan and Wastewater Distribution Plan (2010) demonstrate the city’s commitment to facility planning and managing the community’s future. The city’s aspiration areas were developed over the course of 14 months with input from the community and experts as to the appropriateness of the areas considered.

With a jobs to population ratio about twice the average of both Washington and Clackamas Counties (Table 8 of the EOA) and with the addition of hundreds of acres of land to Wilsonville’s UGB in 2002 and 2004 for future industrial development, the city’s main focus is the provision of a wide variety of housing types to try to address the need for workforce housing to balance jobs to population ratios. The City of Wilsonville’s candidate urban reserve areas balance the city’s shorter term 20-year need for housing with the longer term timeframe for housing and employment to meet 50-year demand.
Exhibits:

1. 20-Year Look Record
2. Aspirations submitted to Metro for the City of Wilsonville
3. 2040 Design Type Map of Pre-Qualified Concept Plan Areas
4. Infrastructure Maps for Wilsonville
5. The City UGB Expansion and Study Areas
6. Goal 9 EOA