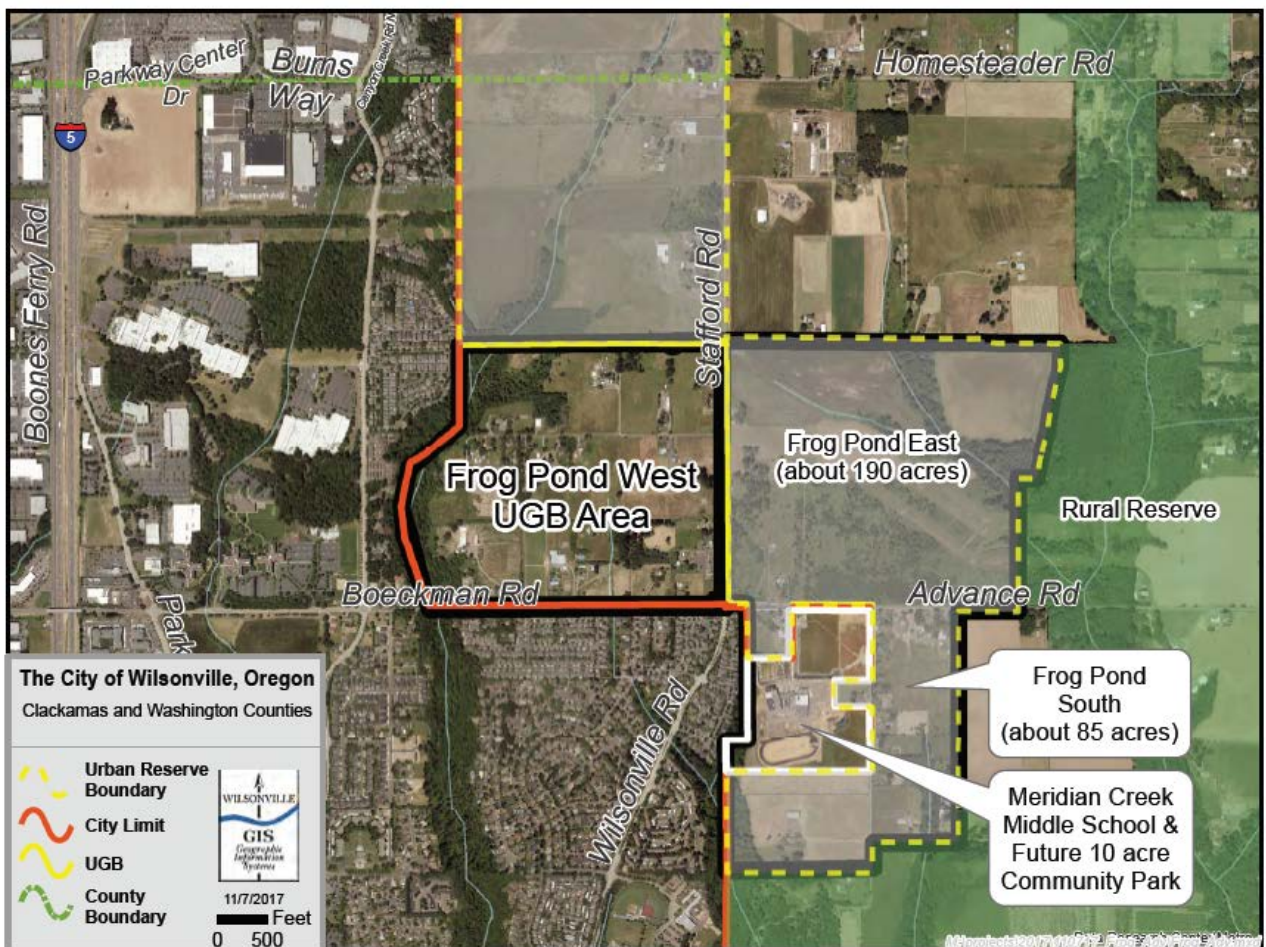


# Proposal for Expansion Of The Urban Growth Boundary To Include the Advance Urban Reserve

## PROPOSAL SUMMARY AND OVERVIEW

The City of Wilsonville requests that the Metro Council add the Advance Urban Reserve Area (comprised of Frog Pond East and South Neighborhoods) to the regional Urban Growth Boundary (UGB) during the 2018 growth management decision (See Appendix B, Resolution 2685 Authorizing Submittal). This proposal is part of the UGB expansion process permitted under Title 14 of Metro’s Urban Growth Management Functional Plan (UGMFP). The subject area includes 275 acres in east Wilsonville, as illustrated in Figure 1. It is part of the adopted 2015 Frog Pond Area Plan, where the vision is to create two new, walkable neighborhoods in Frog Pond East and South (see Appendix A and Appendix D). It is immediately adjacent to Frog Pond West, which was added to the UGB in 2002. Frog Pond West is also guided by the Frog Pond Area Plan, and is expected to begin construction in the summer of 2018. The proposed expansion area wraps around a 40-acre school/park site, which was added to the UGB as a Major Amendment in 2013, and is the home to the newly built Meridian Creek Middle School.

**Figure 1: Proposed Advance Urban Reserve (Frog Pond East and South) UGB Expansion Area**





## Summary of Reasons Supporting the Proposal

The Advance Urban Reserve Area (Area):

- **Has a high degree of development readiness** – The Area has been fully concept planned, which provides a plan for a variety of housing, a potential neighborhood center, parks and open space, connected streets and trails, and utilities. The City has a detailed infrastructure funding plan that is adopted and being implemented for Frog Pond West. The infrastructure that will serve Frog Pond West has been sized and located to also serve the proposed Urban Reserve Area. Meridian Creek Middle School, and associated improvements to Advance Road, have been constructed, further laying the groundwork for implementation of the Area Plan.
- **Fulfills Wilsonville’s need for housing, consistent with the adopted Statewide Planning Goal 10 Housing Needs Analysis** – The two future neighborhoods (the Frog Pond East and South Neighborhoods) have been planned with a strategy to gradually increase housing choice and densities as each neighborhood is implemented. The housing types and densities are consistent with the 2014 Wilsonville Residential Land Study, which is the City’s adopted and state-acknowledged Housing Needs Analysis.
- **Supports continued implementation of Region 2040 in Wilsonville** – The Frog Pond Area is one of multiple initiatives and accomplishments by the City that implement the Region 2040 Growth Concept and Urban Growth Management Functional Plan. Others include: the Wilsonville Town Center Plan, including Village at Main Street; Villebois; Old Town neighborhood; Coffee Creek Industrial Area; Basalt Creek Concept Plan; and the Basalt Creek Transportation Refinement Plan.

## COMPLIANCE WITH METRO FACTORS

### Factor 1: Housing Needs Analysis

*“Whether the area is adjacent to a city with an acknowledged housing needs analysis that is coordinated with the Metro regional growth forecast and population distribution in effect at the time the city’s housing needs analysis or planning process began.”*

On May 19, 2014, the Wilsonville City Council adopted the Wilsonville Residential Land Study as an amendment to, and a sub-element of, the Wilsonville Comprehensive Plan.<sup>1</sup> The study serves as Wilsonville’s Housing Needs Analysis (HNA) and complies with Statewide Planning Goal 10, which governs planning for housing and residential development. Goal 10 requires the City to plan for residential development to meet the identified housing needs within an urban growth boundary at particular price ranges and rent levels. The Oregon Department of Land Conservation and Development (DLCD) acknowledges the HNA as compliant with Goal 10 (See Appendix G).

The HNA provides information that informs future planning efforts and policies to address Wilsonville’s housing needs over the next 20 years (2014-2034). The analysis was coordinated with Metro’s regional growth forecast and population distribution. The HNA concluded that Wilsonville’s Comprehensive Plan and Development Code complies with state requirements regarding housing mix and alignment with incomes, but the City does not have enough total capacity to accommodate forecasted growth in the low capacity scenario. The HNA’s buildable land inventory included Villebois and Frog Pond West (both areas are in the UGB), but it did not include the Advance Urban Reserve Area.

Using historic rates of household and population growth for the City, the HNA concluded that Wilsonville would run out of buildable land for housing needs before 2030. Wilsonville has historically grown faster than Metro’s

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<sup>1</sup> Available at <https://www.ci.wilsonville.or.us/335/2014-Residential-Land-Study>



growth forecasts and recent housing development patterns in Wilsonville suggest that this trend is likely to continue. In that case, the City will experience a shortage of residential land supply by 2025. The HNA recommends adding the Advance Urban Reserve Area to the UGB and planning for additional housing in Town Center to meet the forecasted need. These areas are necessary to accommodate more housing in the 2014-2034 period.

Given these conclusions, the HNA recommends the City develop a monitoring program to understand how fast land is developing and inform future growth management decisions. The City has published an Annual Housing Report since 2014 to track trends related to population, issued permits, land consumption, and dedications. The 2017 Housing Report and previous reports (2014-2016) are available in Appendix I.

At the time of the HNA, Metro's 2035 forecast, which was adopted by the Metro Council in 2012 with Metro Ordinance No. 12-1292A projected that Wilsonville would grow by 3,749 dwelling units over the 2014 to 2034 period, resulting in a 1.8% average annual growth rate. Between 2014 and 2017, the monitoring reported that Wilsonville's population grew by 2.7% per year on average and housing stock by 2.3% per year on average. This holds steady with the 10-year historic growth rates as documented in the HNA and subsequent annual housing reports. Between 2014 and 2017, Wilsonville issued 1,143 housing permits, 30% of the City's forecasted housing growth of 3,749 dwelling units for the 2014 to 2034 period. During the same 4-year period, Wilsonville approved development on 19% (92/477 acres) of its buildable land inventory for residential development. The average residential density of the permitted dwelling units in Wilsonville was 15 units per acre in 2017. These metrics demonstrate Wilsonville's proven track record of efficient and smart growth management.

Wilsonville's housing construction activity also shows that the City continues to provide a mix of housing types and densities, consistent with the State's requirements for density and housing mix. Oregon's Metropolitan Housing Rule (OAR 660-007) requires Wilsonville to "provide the opportunity for at least 50% of new residential units to be attached single-family housing or multiple family housing" and to "provide for an overall density of 8 or more dwelling units per net buildable acre."

In Villebois alone, there is a broad range of housing types, including duplexes, triplexes, four-plexes, attached and detached row homes, carriage homes, apartments, condominiums, and small to large lot single-family homes with market rate, subsidized, and supportive housing opportunities – all with access to a Village Center, extensive and interconnected parks system, safe routes to schools, and public transit. The variety of housing types being planned for and built in Wilsonville address the needs of varying household sizes and incomes. This city-wide approach is customized to local conditions, such as surrounding land uses and access to services. The Wilsonville Town Center is the perfect location for more multifamily and mixed-use residential developments. The Frog Pond Neighborhoods, including the proposed expansion Area, are ideal to provide a variety of single-family attached and detached housing options in walkable neighborhoods, serving current and future residents.

At the time of the HNA, Wilsonville's had a housing mix of 57% multifamily and 43% single-family (attached and detached), and there was an identified need for the City to provide more single-family housing opportunities to meet local growth and demand needs. In 2017, the City's supply was 52% multifamily and 48% single-family.

The HNA recommends bringing the Advance Urban Reserve Area into the UGB and planning for additional housing in Town Center to accommodate the forecasted housing need between 2014-2034. The City is in the process of developing the Wilsonville Town Center Plan, which will be adopted later this year. As the City plans more multifamily infill opportunities in Town Center, Wilsonville will need the Advance Urban Reserve Area to continue to provide attached and detached single-family housing opportunities. Located at the edge of the city, where Urban Reserves meet Rural Reserves, the Frog Pond Area can provide more "Missing Middle" housing



choices, maintain a balance between single-family and multifamily housing development in the City, and offer different housing choices at varying price points to meet the various needs in the community.

Overall, Wilsonville has demonstrated its ability to address rapid growth, need for additional land, and commitment to provide a mix of housing types and densities. Villebois is approaching full build-out, and the City has already received two development applications for Frog Pond West. Adding Frog Pond East and South into the UGB, coupled with adopting a new Town Center Plan, will be critical for Wilsonville to continue to provide a diverse mix of housing and range of density to meet the state requirement to provide enough land to accommodate forecasted housing needs for the next 20 years.

## Factor 2. Concept Planning and Master Plan Implementation

***“Whether the area has been concept planned consistent with section 3.07.1110 of this chapter.”***

### *The Frog Pond Area Plan and Frog Pond West Master Plan*

The Frog Pond Area Plan (Area Plan) was adopted by the Wilsonville City Council on November 16, 2015 (See Appendix C, Resolution No. 2553). Subtitled “A Concept Plan for Three New Neighborhoods in East Wilsonville,” the Area Plan is the long range concept plan for the Frog Pond planning area. It provides a vision and set of “framework plans” for the entire 495-acre Frog Pond planning area, which includes 220 acres of land within the regional Urban Growth Boundary (UGB) and 275 acres of land in the adjacent Advance Urban Reserve (the subject of this proposal). The framework plans address land use, multi-modal transportation (streets, pedestrian ways, and bicycle ways), open space and natural resources, community design, and infrastructure. Please see Appendix A for Area Plan graphics of the adopted plans and concepts. The adopted Frog Pond Area Plan can be found as Appendix D.

Following the successful adoption of the Area Plan, the City continued the planning process to prepare the Frog Pond West Master Plan for the area within the UGB. The Master Plan provides a detailed blueprint for the development of the 180-acre area Frog Pond West neighborhood. It includes detailed zoning (the new “Residential Neighborhood” Zone), design guidelines, Comprehensive Plan map designations, and policies. It includes design and development guidance, such as a local street network demonstration plan, street cross-sections, trail alignments, park locations, natural resource area protection, and recommendations for public lighting, street trees, gateways, and signage. The adoption package also includes a detailed Infrastructure Funding Plan that was closely coordinated with the development community. The Infrastructure Funding Plan estimates the funding gap for key street, water, and park facilities, and recommends a supplemental infrastructure fee to fill the gap (currently being implemented by the City).

The Master Plan was adopted by the City Council on July 17, 2017 (Ordinance No. 806). The City received its first two land use applications for development in Frog Pond West less than one year since adoption of the Master Plan, and, based on many inquiries and pre-application conferences underway, the City expects more. The City intends to prepare similar Master Plans and implementation strategies when the Frog Pond East and South Neighborhoods are added to the UGB.

As part of the adoption of the Frog Pond Area Plan, the City Council adopted findings of compliance with Title 11 of Metro’s Urban Growth Management Functional Plan. The findings address Title 11’s Section 3.07.1110, *Planning for Areas Designated Urban Reserves*, which are the concept planning requirements. While Metro Code Section 3.07.1110 is strictly applicable to the Urban Reserve portion of the Frog Pond Area Plan, the findings provide additional information for the Frog Pond UGB area because the area was planned as a whole. The findings are 16 pages in length and attached in their entirety as Appendix E. For a key to the Title 11 findings, see Appendix L. Key findings and conclusions include:



- a. The City took the lead for concept planning and formed a Technical Advisory Committee, which resulted in coordination with a variety of agencies, including Clackamas County, Metro, ODOT, West Linn-Wilsonville School District, BPA and Tualatin Valley Fire and Rescue (See Appendix F, Letters of Support from the Service Districts). Many community members participated through the project’s Task Force meetings, open houses, online surveys, website, and extensive public outreach (See Appendix H, Letters of Support from Property Owners and Homebuilders).
- b. A mix of residential types were planned through the land use designations summarized in the following table. Residential uses are integrated with two schools (Meridian Creek Middle School and a future primary school), four parks, trails, a walkable neighborhood commercial center, and public utilities sized to serve the entire area.

**Table 1: Housing Capacity and Density by Neighborhood**

	Residential Designation	West Neighborhood Units	East Neighborhood Units	South Neighborhood Units	Frog Pond Total Units	East+ South Units	Average Lot Size (SF)	Max Units/ ac net
West Neighborhood Designations	LLSF (8,000 – 12,000 SF)	124	-	-	124	-	10,000	4.4
	MLSF (6,000 – 8,000 SF)	281	-	-	281	-	7,000	6.2
	SLSF (4,000 – 6,000 SF)	205	-	-	205	-	5,000	8.7
East & South Neighborhood Designations	Future LLSF (7,000 – 9,000 SF)	-	120	28	148	148	8,000	5.4
	Future MLSF (5,000 – 7,000 SF)	-	125	162	287	287	6,000	7.3
	Future SLSF (3,000 – 5,000 SF)	-	123	286	409	409	4,000	10.9
	Future ACSF (2,000 – 3,000 SF)	-	481	-	481	481	2,500	17.4
<b>Total Units</b>		<b>610</b>	<b>849</b>	<b>476</b>	<b>1,935</b>	<b>1,325</b>		
<b>Overall net density</b>		<b>6.3</b>	<b>10.8</b>	<b>8.8</b>	<b>8.4</b>	<b>10.01</b>		

- c. Transportation analysis was prepared for the initial project alternatives and on the final plan. This work included evaluation of the Wilsonville Road and Elligsen Road interchanges with I-5 (shown to operate within standards when the area is built out). Findings of consistency with the Transportation Planning Rule were prepared. The connected street plan is supported by a complementary network of pedestrian and bicycle connections. The City coordinated with the School District on Safe Routes to School as part of the recent opening of the Meridian Creek Middle School, located in the South Neighborhood. The City will do the same as part of planning for the future primary school in the West Neighborhood.
- d. The following strategies were used to provide a range of housing of different types, tenure and prices addressing the housing needs in the area.



- The overarching concept is to plan three walkable neighborhoods, referred to as the West, East and South Neighborhoods.
  - The West Neighborhood Plan focuses on detached housing on a variety of lot sizes in the existing UGB to fulfill the near-term need for single-family detached housing identified in the HNA. This focus is also in response to the many voices in the Area Plan process, who advocated for single-family housing in the Area Plan. Prior to adoption of the Area Plan, the City's Comprehensive Plan provided for 57% multifamily and 43% single-family housing, the highest multifamily percentage in the Portland region's suburban areas. This led the City and many community members to seek a ratio closer to 50% of each type, which will be accomplished through the implementation of the Area Plan.
  - In the East Neighborhood (in the Advance Urban Reserve), the strategy is to plan for higher densities and more housing variety, including attached housing. This will provide the opportunity for a variety of housing choices that are aligned with the trends and needs identified in the market analysis. The East Neighborhood will allow for townhomes, cottage lots, small lot residential, and duplexes, as well as medium (5000-7000 square feet) and large lot (7000-9000 square feet) residential adjacent to the rural reserve areas.
  - The location of the attached and cottage single-family housing designation in the Urban Reserve Area follows a "transect" model, with highest residential densities located closest to transportation infrastructure, retail uses, school facilities, and community open space.
  - There are four residential designations, allowing a total of eight different housing types and lot sizes, in the East Neighborhood, with an overall average density of 10.8 dwelling units per net acre.
  - In the South Neighborhood, the planned densities are between those estimated in the other two neighborhoods. This will provide for housing types needed by the community, while allowing for a transition to lower urban densities adjacent to the rural reserve. Within the South Neighborhood, there are three residential designations provided, with an overall average density of 8.8 dwellings per net acre.
  - Within all three neighborhoods, the Area Plan anticipates promoting variety and affordability through the City's Planned Development Residential (PDR) review process, guided by the Residential Neighborhood Zone uses and standards. This structure allows flexibility in housing types and allows lot size averaging, density transfer from natural resource areas, and accessory dwelling units.
- e. A small walkable retail node in the Urban Reserve Area will provide some employment opportunities (approximately 75-95 jobs), but is not expected to significantly impact the overall economy of the City of Wilsonville. According to the School District, the new schools are expected to employ approximately 85-100 staff.
- f. The proposed parks, natural areas, and public open spaces are linked together on the Park and Open Space Framework (See Appendix A). They include: Boeckman Creek; a future linear park adjacent to Boeckman Creek located where the Boeckman Creek Trail (a local and regional trail) will meet the western edge of the West Neighborhood; a second future neighborhood park in the West Neighborhood; the tributary to Willow Creek; private tree groves in the West Neighborhood; a future primary school in the West Neighborhood; the Frog Pond Grange; a future neighborhood park in the East neighborhood; the open space within the BPA power line corridor; the tributaries of Newland Creek located at the east end of the Frog Pond Area; the planned 10-acre Community Park and sports fields in the South Neighborhood; the completed middle school in the South Neighborhood; and the Willow Creek open space adjacent to the South Neighborhood. These greenspaces join into an open space



system where nature is just a short walk from every home, regional trails and greenspaces are readily accessible, and connections are made to Wilsonville High School, the Town Center, employment areas and other local destinations.

### Factor 3: Demonstrated Progress in Existing Urban Areas

**“Whether the city responsible for preparing the concept plan has demonstrated progress toward the actions described in section 3.07.620 of this chapter in its existing urban areas.”**

The City has, and continues to, take action and make investments in the Wilsonville Town Center and other commercial and social centers in the community. Wilsonville incorporated as a city in 1968, and just five years later adopted the Wilsonville City Center Plan. The area served by that plan became the basis for the 2040 Town Center boundary designation. Over the next forty years, private development and public-private partnerships helped build infrastructure and realize the suburban village approach to development (with a mix of housing and commercial uses lining a loop road with a park/lake in the center) as recommended by the plan. Since then, the City has changed significantly, as has the community’s vision and planning approach for Town Center. While Village at Main is not within the Town Center Plan study area boundary, its location directly adjacent to the south makes it a key development to complement the City’s central commercial district. By the late 1990s, much of the Village at Main Street planned development was completed, adding over 500 new residential units, both multi and single-family, as well as over 100,000 square feet of commercial space along the south side of Wilsonville Road within walking distance of Town Center.

Starting in 2012, the area north of the Town Center began to re-develop with new residential opportunities, bringing even more residents within walking distance of the Town Center. Almost 60 acres were re-developed into more than 850 homes, including the Terrene Apartments, Portera at the Grove (a 55 + community), Jory Trail apartments, the Grove single-family north subdivision, and the Brenchley Estates single-family subdivision.

The City has also invested significantly within Town Center. SMART provides critical transit service to Town Center and important connections to the SMART/WES transit center/commuter rail station. Key public services such as City Hall, the police station, and the Community Center, which provides important programming for seniors, are all located in Town Center. In 2005, Town Center Park was completed – a popular hub of community gatherings and activities, including Rotary concerts, Fun in the Park, and Art in the Park events. The water feature in Town Center Park is a favorite destination for families during warm summer months, and the park is home to the Korean War Memorial, developed by the Oregon Trail Chapter of the Korean War Veterans Association, dedicated on September 30, 2000.

After three decades of development and a lot of change, the City recognized the need for a new vision for the Wilsonville Town Center (as designated on Metro’s 2040 Growth Concept Map, 3.07.620B). In 2014, City Council adopted Wilsonville’s Urban Renewal Strategy and the Tourism Development Strategy, both of which identified a Town Center Redevelopment Plan as a priority action item. This happened on the heels of adopting the HNA, which recommended that the Town Center and Advance Urban Reserve are needed to accommodate forecasted housing needs for the next 20 years. The City secured funding in 2015 for the project, kicked off the Wilsonville Town Center Planning effort in October 2016, and will adopt a Town Center Plan with implementing land use regulations later this year.

The Plan will implement a new vision for Town Center established by the community: *“Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.”* The Plan will reflect the Community’s Design Concept for the Town Center, with increased



density and mixed uses designed to be more pedestrian-friendly and transit-supportive (consistent with and exceeding activity levels outlined in Title 6, 3.07.640). The concept includes multi-story buildings adjacent to I-5, a “Main Street” through the heart of Town Center and adjacent to Town Center Park, and a mix of 2-3 story buildings adjacent to the existing residential neighborhoods.

The desired outcomes, as well as the actions and investments laid out in the Plan, are consistent with those outlined in Title 6 of the UGMFP. The Wilsonville Town Center Planning project is assessing physical and market conditions, and regulations in the City’s Comprehensive Plan and Development Code (3.07.620C). This information will inform how the community’s vision for a vibrant, walkable, mixed-use Town Center can be realized. Using this information, the Town Center Plan will outline actions and investments for: removing regulatory barriers, making public investments, setting up incentives for development, reducing vehicle trips, and managing parking (3.07.620D). Upon adoption of the Plan, the City will also adopt relevant revisions to the Comprehensive Plan and Development Code to begin implementation and immediately set the framework for the new vision. A representative from Metro is involved with both the Technical Partners team and the project’s Task Force and has been very supportive of the project’s work. The City will be requesting a compliance letter during adoption of the plan (3.07.620E).

While the Wilsonville Town Center is the only officially designated center on the Metro 2040 Growth Concept Map, the City of Wilsonville has other commercial and neighborhood centers (i.e. Argyle Square, Village at Main Street, Villebois Village Center, Old Town Square) which are essential to serving neighborhoods in Wilsonville and creating complete communities. The Wilsonville Old Town Square development demonstrates the City’s partnership with ODOT and the private sector to solve a transportation level of service problem at the interchange, which in turn removed a barrier to the development of this center for the community. The result: a greatly improved transportation facility (for all modes) and a successful mixed-use center with pedestrian-oriented design, as highlighted in Metro’s Community Investment Toolkit: Innovative Design and Development Code.

Villebois is another great example of a mixed-use, pedestrian-friendly and transit-supportive community. The Village Center is a focal point for community gathering, with denser development around the Piazza with commercial uses such as a tap room, convenience store, day care and coffee cart. A strong sense of place results from the mix of uses, public spaces, detailed building architecture and urban design. The interconnected parks, multi-modal street system, and SMART service make this a truly walkable community. Villebois is of an adequate scale (500 acres/2600 rooftops) to successfully implement, in a complete community, the principles and performance measures of the centers and corridors described in the Urban Growth Management Functional Plan.

#### Factor 4: Best Practices for Affordable Housing

***“Whether the city responsible for preparing the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas. ”***

##### *Housing Affordability in Wilsonville as a Whole*

Providing diverse and affordable housing in Wilsonville has been a long-standing priority for City Council. The City of Wilsonville is committed to providing a wide range of housing types, sizes, and densities at prices and rent levels, as outlined in Comprehensive Plan Policy 4.1.4.





**Policy 4.1.4:** The City of Wilsonville shall provide opportunities for a wide range of housing types, sizes, and densities at prices and rent levels to accommodate people who are employed in Wilsonville.

The City has taken steps and made investments to preserve and increase the supply and diversity of affordable housing within the City, as described below.

**Regulated Affordable Housing.** According to the 2015 Metro Regional Inventory of Regulated Affordable Housing<sup>2</sup>, Wilsonville has 544 regulated affordable housing units among 14 different sites. These units amount to roughly 14% of the regulated units within Clackamas County (Wilsonville makes up only about 6% of the county’s population). 100% of these units are within 1/4 mile of bus service and within 1/2 mile of a park.

**Housing Mix and Multifamily Inventory.** Wilsonville’s longstanding contribution to the region’s multifamily inventory was a key component of concept planning for the Frog Pond Neighborhoods. As noted in the City’s Residential Land Study<sup>3</sup>:

- More than 50% of households in Wilsonville rent. The city has a higher percentage of renters than other cities in the region.
- Wilsonville has a higher proportion of multifamily and single-family attached housing types than the regional average (see Figure 2).

**Figure 2: Mix of Existing Housing, Wilsonville Residential Land Study**



**Equitable Housing Strategic Plan.** Wilsonville received a Metro Community Planning and Development Grant in 2016 for its Equitable Housing Strategic Plan. This Plan will assess affordability of the housing market and city demographics to help determine gaps between housing needs and supply. The goal is to adopt and implement programs and policies to address any gap(s) found by the Equitable Housing Strategic Plan. Due to the sudden passing of the project manager last summer, this project was put on hold for one year and is anticipated to be pursued later in 2018.

**Property Tax Exemption.** Each year, property tax exemptions are requested for properties located within the city limits that offer subsidized rent to families, seniors, and individuals meeting certain income requirements set forth by the federal government. The requirement is 60% of the estimated state median income. On December 15, 2003, Council approved the first resolution to allow property tax exemption status for low-income

<sup>2</sup> Available at <https://www.oregonmetro.gov/regional-inventory-regulated-affordable-housing>

<sup>3</sup> Available at <https://www.ci.wilsonville.or.us/335/2014-Residential-Land-Study>



housing. This property tax exemption benefits five multifamily properties with a total of 366 dwelling units, and together is assessed at over \$24 million in value. In 2018, this exemption resulted in an estimated \$601,308 in rental savings for tenants. The total amount of foregone property tax to the city is in excess of \$71,500 per year (the remainder of the rental savings is due to similar exemptions from other taxing jurisdictions, such as the West Linn/Wilsonville School District).

**Accessory Dwelling Unit (ADU) SDC Waiver.** In 2010, the Wilsonville City Council elected to waive all SDC's associated with ADU's. This policy intends to encourage the creation of this affordable housing type in the City.

**Mobile Home Park Closure Ordinance.** In 2007, Wilsonville passed this Ordinance which requires reimbursement of homeowners who are subject to displacement as part of the closure of a mobile home park. The Ordinance included \$750,000 seeded in a compensation fund for former residents of the mobile home park. Additionally, the City (in partnership with NW Housing Alternatives) constructed Creekside Woods, a development with 84 senior units, many which are provided for low income residents, in response to needed housing after the City's largest mobile home park closed. This project demonstrates the City's ability and efforts to provide affordable housing to vulnerable populations.

**Mental health housing in Villebois.** There are 73 units of Community Housing for the mentally ill integrated into the fabric of the Villebois community on the West side of the City. These units were a statutorily mandated condition on the sale of the former Dammasch State Hospital site, on which the urban village of Villebois was built. These homes are dispersed and incorporated seamlessly into the neighborhood, providing essential housing opportunities in a truly inclusive and diverse residential neighborhood. The City's SMART public transit service receives funding from Clackamas County to provide transit services for residents living in the Villebois Community Housing.

**Providing Housing Options.** Through planning efforts in Wilsonville Town Center, the City plans to provide additional multifamily and higher-density housing within the core of the City, where housing is currently limited. In areas of the City adjacent to Rural Reserves, on the other hand, the City is planning for a mix of single-family, cottage, duplexes, and attached housing types. Taken together, the City is arranging for a wide variety of new housing, and multiple housing options at a variety of given price points.

#### *Housing affordability within Frog Pond East and South*

Housing affordability was a significant part of the discussion when planning for Frog Pond East and South. Several key points are summarized below.

- **Lowering Per-Unit Infrastructure Costs.** Land, home construction, and infrastructure costs all play a role in housing affordability. As part of the evaluation of options for the housing element of the Frog Pond Area Plan, two analyses (See Appendix J, Land Development Financial Analysis and the Infrastructure Funding Strategy, Leyland Consulting Group) were prepared to address housing affordability, development feasibility, and how to pay for infrastructure. What followed was a community discussion aimed at balancing the needed infrastructure to create livable neighborhoods with the burden of passing these costs onto future homeowners. The Planning Commission and City Council approved the plan for Frog Pond East and South to provide a greater number of housing units compared to Frog Pond West, to distribute costs and enjoy the associated amenities. The strategic objective was to increase housing variety and improve affordability as new phases of the Frog Pond Area develop. Additionally, the City has pursued a substantial amendment to the Year 2000 Urban Renewal District to pay for the rebuilding of the Boeckman Road "dip" just west of the project area. The preliminary cost estimates for the new bridge structure ranges from \$12 - 14 million. The adopted average density of the Frog Pond



West neighborhood (within the UGB) was 6.3 units per net acre. Frog Pond East and South are planned at 10.8 and 8.8 units per net acre respectively.

- **A Variety of Housing Types.** An important part of the housing affordability picture is "Missing Middle" housing, which includes a variety of small lot attached single-family and low-rise multifamily housing types. The East Neighborhood Demonstration Plan, included in the Frog Pond Area Plan, shows an example layout of the neighborhood that would meet density targets primarily through small-lot homes, duplexes, townhomes, and cottage developments (Appendix A).
- **Walkable and Bikeable Amenities.** Transportation costs are a significant economic burden on those with low-incomes. The Frog Pond East and South neighborhoods are planned as highly connected and multi-modal parts of the City, allowing for access to the neighborhoods' many amenities by bike, on foot, or via SMART transit. Front doors face vibrant green streets with safe bicycle and pedestrian facilities, a planned commercial center provides locally-serving commercial businesses, and active green spaces abound within these neighborhoods. Frog Pond East and South are also an easy bicycle or transit ride to major employers in the City (see response to Factor 2), as well as Wilsonville High School and the new schools in the Frog Pond Area.
- **Transit Availability.** Frog Pond East and South were planned to include SMART transit service, allowing future residents a greater range of transportation options. Transit access may reduce reliance on automobile ownership and related transportation-related costs for residents able to commute to Wilsonville employers and other amenities within the City.
- **Equitable Housing Strategic Plan items.** Additional specific actions and strategic recommendations will come from the Equitable Housing Strategic Plan to further promote affordable housing in the Frog Pond Neighborhoods.

## Factor 5: Advancing Outcomes set forth in Metro's Regional Framework Plan

***"Whether the city responsible for preparing the concept plan has taken actions to advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan. "***

Responses to each of the six outcomes set forth in Chapter One of the Regional Framework Plan are included below. Within each response, the narrative is broken out into two sections: "Wilsonville as a Whole" addresses policies or investments citywide; and, "The Frog Pond Area" addresses the concept plan for the expansion area itself and how the proposed expansion advances each outcome.

*Outcome 1. People live, work and play in vibrant communities where their everyday needs are easily accessible.*

**Wilsonville as a Whole.** As seen on the Metro 2040 Growth Concept Map, the City of Wilsonville contains a diverse mixture of neighborhoods, employment land, a town center, a corridor, regional open space, and a station community. Wilsonville has supported and approved projects that span the range of land uses and Functional Plan growth strategies. A few examples of results include:

- **Neighborhoods:** Villebois (award-winning new urban community); Canyon Creek Meadows (award-winning walkable subdivision with single-family detached, single-family attached and cottage lots blended together), several new multifamily projects (now 52% of all housing in Wilsonville is multifamily); and thousands of residents located in and within walking distance to Town Center (an active, mixed-use commercial and residential area).
- **Employment:** With approximately 1/3 of the city zoned for industrial/employment, Wilsonville is home to over 800 businesses that employ 21,000 citizens. High tech companies such as Mentor Graphics, Rockwell Collins, FLIR Systems and DW Fritz call Wilsonville home.



- **Town Center:** Wilsonville’s Old Town area has had successful pedestrian-oriented commercial development under the City’s Old Town Design Overlay. With the help of a Metro Community Planning and Development Grant, the City is currently leading a community planning process for the Wilsonville Town Center, which will establish a new vision and plan for the Town Center area with performance measures consistent with the six desired outcomes.
- **Regional and local open space:** Regional open space at the 250-acre Graham Oaks Nature Park (a partnership between the City and Metro) on the City’s west edge and the 100-acre Memorial Park to the east provide examples of large scale parks and open spaces where environmental restoration of Willamette Valley habitat types is taking place. The City has over 15 active parks totaling more than 256 acres providing complete recreational opportunities and experiences, whether it be active sports fields or quiet, contemplative natural areas with trails.
- **HEAL City:** The City of Wilsonville is one of the first in Oregon to become a HEAL city. HEAL stands for Healthy Eating, Active Living. The HEAL Cities Campaign promotes policies that lead to equitable health outcomes and support the overall well-being of all families and businesses, especially those in neighborhoods with the greatest health disparities. One successful example of this program includes the healthy snack check out aisle at the Safeway grocery store in Town Center where only healthy natural snacks are available as opposed to candy and junk food.

**Frog Pond Area.** The Frog Pond Neighborhoods continue this tradition of planning in the City and are planned as a vibrant and walkable area that is integrated with the rest of the City. The Frog Pond East and South Neighborhoods are designed around easy access to parks and trails, Meridian Creek Middle School and the future primary school, a future community park, and a proposed neighborhood-serving commercial area at the corner of SW Advance Road and SW Stafford Road. These neighborhoods are near (about one mile to) Wilsonville's Eastside high-tech employment centers (Mentor Graphics, Xerox, Rockwell Collins, FLIR), and Wilsonville High School. The Wilsonville Town Center is only about 1.5 miles away - a quick bike ride. Frog Pond residents will also be able to access Town Center via the future Boeckman Creek Trail. The neighborhoods are planned so that SMART transit will circulate through and connect them to the above-referenced destinations.

*Outcome 2: Current and future residents benefit from the region's sustained economic competitiveness and prosperity.*

**Wilsonville as a Whole.** Wilsonville contributes a strong employment base to the region's economy. Major employers include the Xerox Corporation, Mentor Graphics, Sysco, Rockwell Collins and Precision Interconnect, among others. The City is currently planning for additional employment lands in the Coffee Creek and Basalt Creek areas, with a high level of coordination with Tualatin, Washington County and others. The City has established an urban renewal district to support the successful implementation of the Coffee Creek area through construction of catalytic infrastructure and transportation improvements. The strong, local economy provides a tax base for the City to provide SMART transit options free to all throughout the City, as well as needed infrastructure improvements.

**Frog Pond Area.** Wilsonville has a very strong economy and recognizes the opportunity to support it by adding more housing choices and capacity in Frog Pond and other areas of the City. As part of the land planning for Frog Pond, the City adopted an innovative Infrastructure Funding Plan for Frog Pond West to add certainty to implementation. This approach will also be utilized for Frog Pond East and South when these Urban Reserve areas are added to the UGB. Additionally, the City committed to providing the major infrastructure that is needed but beyond the ability of developers to cover, including the Boeckman Creek sewer interceptor, Memorial Park sanitary sewer pump station and Boeckman Road “dip” bridge replacement. Adding land for housing and certainty for necessary infrastructure ultimately leads to homes built within proximity to Wilsonville’s job centers and increases the potential to both live and work in Wilsonville.



*Outcome 3. People have safe and reliable transportation choices that enhance their quality of life.*

**Wilsonville as a Whole.** The Wilsonville Transportation System Plan (TSP) lays out a coordinated multi-modal transportation system that is strategically designed and collaboratively built. Wilsonville's transportation system provides mode and route choices to deliver safe and convenient local accessibility to ensure that the City retains its high levels of quality of life and economic health. The City of Wilsonville is the southern terminus of the Westside Express Service (WES) commuter rail, and is served by South Metro Area Regional Transit (SMART), which provide residents, employees, and visitors additional transportation choices and offers free service within the City as well as connections to Portland and Salem.

The City was recently re-designated as a *Bronze Walk Friendly Community* for the second time and was granted the *Voice of the People Award for Mobility* from the International City/County Management Association (ICMA) for accessibility of a community by motorized and non-motorized modes of transportation (e.g., ease of travel, traffic flow, ease of walking, availability of paths and walking trails). The City recently completed a Bicycle and Pedestrian Connectivity Action Plan that highlights numerous connectivity projects and ongoing programs that the City offers. Recently completed multi-modal street projects include the Canyon Creek Road extension to Town Center and the Kinsman Road extension from Boeckman Road to Barber Street which is a freight corridor. Tooze Road on the north side of Villebois is currently under reconstruction. Engineering design is underway for a new road connecting 5<sup>th</sup> Street in Old Town to Kinsman Road, providing a much needed parallel route to Wilsonville Road. The City received a Metro RRFA grant for design and acquisition and is in the planning stages for a new bicycle and pedestrian bridge over I-5 that will connect the Town Center to west Wilsonville/Villebois/WES in addition to planning the type, size and location of the French Prairie Bicycle Pedestrian Emergency Services Bridge over the Willamette River.

**The Frog Pond Area Plan.** The vision and strategy for the Frog Pond Area is to create three distinct neighborhoods that are connected to each other and to the rest of Wilsonville through a transportation network that is safe and convenient, whether one is traveling by foot, bike, SMART, or personal automobile. The Plan's Transportation Framework (See Appendix A) emphasizes high quality pedestrian routes to planned school and park sites in the South Neighborhood, as well as the numerous other park and trail amenities in the Frog Pond Area. The West Linn-Wilsonville School District's Safe Routes to School program has been part of the planning process for the Frog Pond Area and will build upon the Transportation Framework by providing additional detail and site-specific recommendations. The City of Wilsonville is making significant investments in multi-modal transportation, including an improved Boeckman Bridge that connects the Frog Pond Area to the rest of the city, improves pedestrian connectivity, and fixes vertical curve safety issues with the existing bridge and roadway.

*Outcome 4. The region is a leader in minimizing contributions to global warming.*

**Wilsonville as a Whole.** The City of Wilsonville is the southern terminus of the Westside Express Service (WES) commuter rail, and is served by South Metro Area Regional Transit (SMART) with a hub at SMART Central. These transit solutions help reduce transportation-related greenhouse emissions by providing alternatives to the personal automobile. SMART is a leader in the region for integrating alternative fuel vehicles into its service routes, capitalizing on federal grants to purchase and incorporate these buses into its fleet. Currently, SMART operates a fleet of four CNG vehicles, going to 10 by 2020 in addition to expecting their first two fully electric vehicles by March of 2019, with another to follow in late 2020. Also, SMART currently operates two hybrid electric vehicles.

SMART also provides regional services to Canby, Salem, and Portland to facilitate public transit for employees who live outside of the City, and works with local businesses to promote ride sharing and carpooling opportunities for the employees through the SMART Options Commuter Program. SMART further participates



in the statewide program, Drive Less Connect, which is an online tool that matches individuals with people traveling the same way for work or other activities.

The City requires protection of Statewide Planning Goal 5 significant natural resources, Metro UGMFP Title's 3 and 13 natural areas, riparian areas and upland tree groves through its Significant Resource Overlay Zone (SROZ), as well as significant individual trees into the fabric of new development at the project level. The City also requires planting of diverse street trees for all new developments within Wilsonville. In 2017 and 2018, the City undertook an inventory of all its street trees and provided data of the street tree benefits to the City, including a total stored carbon dioxide benefit of almost 50 million pounds and an annual sequestered carbon dioxide benefit of almost 4 million pounds.

The City of Wilsonville has created a robust bicycle and pedestrian network for a suburban community that gives residents choices to walk, ride or take transit reducing carbon emissions. The City also participates in PGE's Clean Wind program to utilize renewable energy sources, and the Environmental Protection Agency's Green Power Community program. Additionally, Wilsonville is home to several leaders in clean and green technology, such as Energy Storage Systems (ESS) and XZERES wind turbines, as well as Oregon Tech, which provides training and education for such jobs through its Renewable Energy Engineering Degree Program.

**Frog Pond Area.** The housing planned for the Frog Pond East and South Neighborhoods addresses residential demand that may otherwise occur in areas outside the UGB, either in rural residential areas or in communities such as Sherwood, Newberg, Canby, and Woodburn. During the Frog Pond Area Plan, there was extensive citizen comment about the need to increase local housing supply and choices. Residential growth within the City of Wilsonville will help support economic growth as noted in the response to outcome 2, leading to more housing near Wilsonville's major employment centers and potentially allowing for more local commutes. Additionally, the focus on walkability and bikeability, local retail and transit access for the planned Frog Pond neighborhoods will allow trips to and from school and services without relying solely on automobile travel.

Consistent with the City's requirements for street trees with new development, the Frog Pond East and South neighborhood developments will also be required to plant street trees, further bolstering the environmental benefits of the City's street tree inventory. Additionally, significant individual specimens and groves of native trees, particularly Oregon white oak, will be retained and natural resource areas such as the Boeckman Creek canyon will be enhanced and restored over time as part of the project.

*Outcome 5. Current and future generations enjoy clean air, clean water, and healthy ecosystems.*

**Wilsonville as a Whole.** The City has been a leader in natural resource protection since the adoption of its first Comprehensive Plan where Primary Open Space protected all of the City's riparian corridors and significant upland resources. The City again led the region with adoption of a comprehensive set of policies that addressed Statewide Planning Goal 5 significant natural resources (including upland wildlife habitat), Metro's Title 3 water quality areas, and a response to the federal listing of endangered salmonids in the upper Willamette River. This comprehensive program, the Significant Resource Overlay Zone (SROZ), was adopted in 2001 and was later found to be in substantial compliance with the requirements of Metro's Title 13 Nature in Neighborhoods. The City also heavily engages in restoration activities with Friends of Trees and has been designated a Tree City USA for 20 consecutive years. Recently, outreach and community engagement with the Northwest Center for Alternatives to Pesticides (NCAP) led to a Bee City USA designation for the City.

**Frog Pond Area.** During the Frog Pond Area Plan process, the City looked closely at how to protect and enhance natural resources within the area. The three creeks that frame the planning area (Boeckman, Newland and Willow Creeks) were an important consideration in laying out the plan. The land uses and streets organization maximizes physical and visual access to these resources, while minimizing direct impact. The City of Wilsonville's



Significant Resource Overlay Zone (SROZ) will protect natural resources and implement Metro Titles 3 and 13, as well as Statewide Planning Goal 5. The City's rigorous tree protection standards will also apply, and a verdant canopy of street trees is a key component in plans for the area's roadways and walkways. Frog Pond's natural areas are connected to its three neighborhood parks and Community Park via trails and the connected street system.

*Outcome 6. The benefits and burdens of growth and change are distributed equitably.*

**Wilsonville as a Whole.** With the adoption of the Strategic Plan to Advance Racial Equity, Diversity and Inclusion in 2016, as well as creation of the 2015 Equity Baseline Report, Metro has committed to addressing barriers experienced by people of color and improving equity outcomes for historically disadvantaged groups. As noted in the Wilsonville Residential Land Study, the Hispanic/Latino(a) population is Wilsonville's fastest growing ethnic group. The City recognizes that the implications for this are a need for larger, lower-cost renting and ownership opportunities for larger households with more children, and multigenerational households, which will be an important housing type in the city's Equitable Housing Strategic Plan. The City actively partners with Northwest Housing Alternatives, San Francisco La Tienda, and Wilsonville schools' Latino Advisory Groups to engage the City's Spanish-speaking and Latino(a) population in planning efforts. During the recent Wilsonville Town Center process, the City provided interpretative services for public meetings, provided Spanish-language materials, and hosted an Open House led in Spanish. These efforts are an example of the way the City is providing more meaningful engagement and can help identify better ways to promote cultural equity. In addition, the City conducts outreach at Wilsonville Community Sharing (a local food bank, utility assistance, prescription help, and housing support center) to reach low-income and multicultural perspectives, including a growing refugee community. As demonstrated in Outcome 4, the City is also working toward housing equity with more progress anticipated to be made as part of the Equitable Housing Strategic Plan. SMART promotes transportation equity through fare less rides, and the diverse distribution of housing types throughout the community provides access to parks and open spaces offering environmental equity. While the benefits and burdens of plans and policies are not currently being measured in a meaningful way, the City strives to improve its processes in these areas and desires to be a partner with Metro in advancing these important outcomes. The Council's commitment to equity and inclusivity is expressed in Resolution No. 2626 Declaring the City of Wilsonville a Welcoming and Inclusive City (See Appendix K).

**The Frog Pond Area Plan.** As noted in the response to Criteria 4, the City of Wilsonville already has a high proportion of multifamily housing and rental housing compared to other suburban cities of the region. An explicit part of planning for the Frog Pond Neighborhoods has been the addition of more single-family detached homes to the housing stock, which may be more suitable for multigenerational and Hispanic/Latino(a) households in the future. Additionally, new schools, parks, and other amenities within the Frog Pond Area will provide walkable and bikeable amenities and transportation safety improvements for residents on the east side of the City, particularly for the numerous large multifamily complexes in the vicinity.

## SUMMARY

To summarize, this proposal to add 275 acres of planned and development-ready land in east Wilsonville to the UGB will help meet local and regional housing needs, add to the livability of Wilsonville, and support Metro's planning goals. Thank you for your consideration.