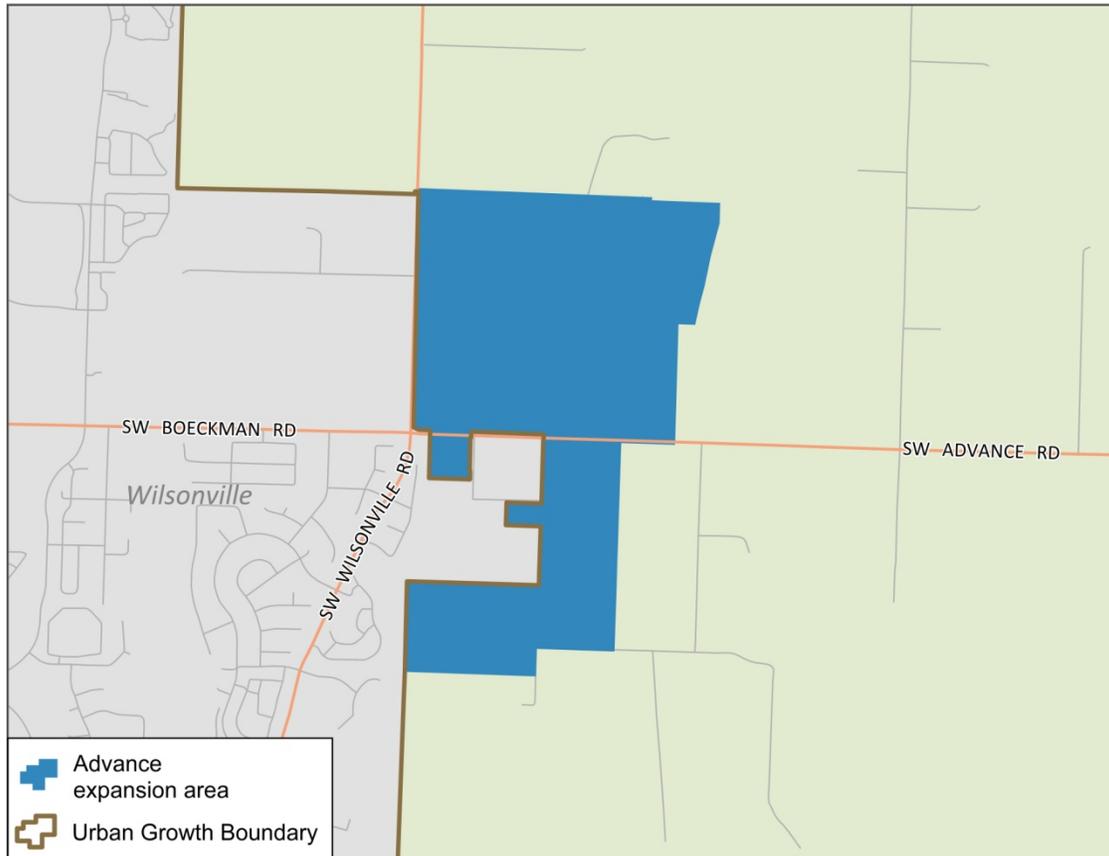


ADVANCE URBAN RESERVE AREA
ASSESSMENT OF THE IMPACTS OF A PROPOSED UGB EXPANSION ON
EXISTING RESIDENTIAL NEIGHBORHOODS



Map of Proposed Expansion Area

Proposal

The City of Wilsonville has requested an amendment to the urban growth boundary (UGB) to add 275 acres for residential use, east of the City of Wilsonville in the vicinity of SW Advance Road and SW Stafford Road (see map above). The Metro Council will consider this request at the first of two public hearings scheduled for Thursday, Dec. 6, 2018, beginning at 2:00 p.m. at the Metro Council Chambers, 600 NE Grand Avenue, Portland. Times and locations for both of the public hearings can be found at the end of this report.

Metro Code section 3.07.1420(d) states that prior to a final hearing on a proposed legislative amendment of the UGB in excess of 100 acres, the Chief Operating Officer shall prepare a report on the effect of the proposed amendment on existing residential neighborhoods. The intent of the

report is to determine the impact on the existing residential neighborhoods within the UGB, whether they are within a city or in the unincorporated portion of the county. Copies of the report shall be provided to all households within one mile of the proposed amendment area and to all cities and counties within the district at least 20 days prior to a hearing on the matter.

The report addresses the following:

1. Traffic patterns and any resulting increase on traffic congestion, commute times and air quality;
2. Whether parks and open space protection in the area to be added will benefit existing residents of the district as well as future residents of the added territory; and
3. The cost impacts on existing residents of providing needed public facilities and services, police and fire services, public schools, emergency services and parks and open spaces.

Assessment of the Impacts

Traffic patterns and any resulting increase on traffic congestion, commute times and air quality;

As noted above, the Advance Road urban reserve area is being evaluated for residential use. The Frog Pond Area Plan, adopted by the City of Wilsonville in November 2015, includes Frog Pond West (already within the UGB), and Frog Pond East and South which make up the Advance Road urban reserve. For the Advance Road urban reserve portion the plan identified single-family attached and detached housing options on lots ranging from 2,000 – 9,000 square feet for a total of 1,325 housing units.

As part of the Frog Pond Area Plan effort a transportation impact analysis was completed using a 2035 horizon year based Metro population and land use assumptions for the region and the proposed land uses from the plan in the urban reserve area. Future intersection operations were analyzed for access points to the reserve area and major intersections in the Frog Pond area. SW Stafford Road was found to perform adequately as a three-lane roadway, however it is expected to approach its capacity beyond 2035 and the City should retain the option to widen it to five lanes in the future. A new traffic signal will be needed at the middle access point into the urban reserve and the Frog Pond West area because of high volumes to and from the north and desired traffic signal spacing. Even with the new traffic signal the unsignalized access at SW Kahle Road north of the signal is expected to exceed performance standards due to increased delay.

Intersection operations were analyzed at key off-site intersections including both I-5 interchange areas, the SW Stafford Road/SW 65th Avenue/SW Elligsen Road junction and other key east side intersections. With the completion of all High Priority Projects identified in the Wilsonville Transportation System Plan, the study intersections throughout Wilsonville would be sufficient to accommodate the expected traffic levels through 2035. The I-5/SW Wilsonville Road and I-5/SW Elligsen Road interchange ramps will continue to meet ODOT's applicable mobility targets. Thus urbanization of the reserve area should not increase traffic congestion and commute times.

Metro's Air Quality Program ensures the Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Program (MTIP) for the Portland metropolitan area address state and federal regulations and coordinates with other air quality initiatives in the region. The region's main air quality related activities are primarily focused on continued implementation of transportation control measures, monitoring air pollution levels and vehicle miles traveled, and voluntary emissions reporting. The Oregon Department of Environmental Quality determined that the Portland region's air currently meets all federal air quality health standards. These standards exist for six pollutants known as the criteria pollutants (carbon monoxide, ozone, particulate matter (PM2.5 and PM10), nitrogen oxides, sulfur oxides and lead. The criteria pollutants of most concern in the Portland region are ozone and fine particulate matter.

In recent years air toxics have become pollutants of concern throughout the Portland region. Air toxics are generally defined as air pollutants known or suspected to cause cancer or other serious health problems. Air toxics include diesel soot, benzene, polycyclic aromatic hydrocarbons (tar-like by-products from auto exhaust and other sources), and metals including manganese, nickel, and lead. Air toxics come from a variety of sources including cars and trucks, all types of burning (including fireplaces and woodstoves), businesses, and consumer products such as paints. There are no federal standards for air toxics. Increased traffic generated from urbanization of the urban reserve area would not adversely impact the region's air quality conformity. However, depending on the level of congestion at certain times exhaust from vehicles may cause a local nuisance.

Whether parks and open space protection in the area to be added will benefit existing residents of the district as well as future residents of the added territory

The City of Wilsonville maintains a park system that includes 15 public parks containing three reservable shelters, five sports fields and totals just under 200 acres. The nearest active recreation areas are associated with Wilsonville High School and the Willow Creek/Landover Neighborhood Park that are approximately two-thirds and one-quarter of a mile away respectively. The parks planned for the urban reserve area as identified in the Frog Pond Area Plan are guided by the City's 2007 Parks and Recreation Master Plan. The northern portion of the reserve area is expected to have one 2-3 acre neighborhood park in addition to the powerline easement open space. Connections to the Meridian Creek Middle School, the future elementary school and the 10-acre community park that is planned for the southern portion of the reserve area will be important considerations for the location and design of the northern park. The 10-acre community park will be adjacent to the schools and allow for shared recreational amenities.

There are small slivers of private dedicated open space that border the proposed expansion area. The numerous stream corridors that cross the reserve area are identified as significant resources and will be protected by the City's Significant Resources Overlay Zone. These areas provide for the opportunity of trail connections to the conceptual Boeckman Creek Trail and connections to other parts of the city.

Park and open space planning will continue as master plans are prepared for the different neighborhoods which may result in additional smaller pocket parks and open space. The parks and open space protection areas will benefit existing residents as well as future residents of the added

territory through the potential trail connections and the recreation amenities associated with the community park and school facilities.

The cost impacts on existing residents of providing needed public facilities and services, police and fire services, public schools, emergency services and parks and open spaces

Public Facilities and Services

For the purposes of this report, public facilities and services is defined as sanitary sewer, water, stormwater management and transportation. The Frog Pond Area Plan includes an Infrastructure Funding Plan that includes costs, revenue sources and funding strategies for water, sanitary sewer, stormwater, transportation and parks. For the remaining services general statements regarding the funding of the services and any current information regarding bonds or operating levies are noted.

Funding strategies vary depending on the category and scale of infrastructure. “Local” or on-site infrastructure generally serves the development and will be paid by developers. “Framework” infrastructure is larger than local infrastructure and serves many properties, some of which may be outside the development, and will generally be shared between developers and the City when oversizing is involved or funded through area-wide instruments such as reimbursement districts. “Major off-site” infrastructure is located outside of the development and will generally be built and paid for by the City through the Capital Improvements Project (CIP) program.

The Infrastructure Funding Plan identifies the use of a reimbursement area for the urban reserve along with several funding strategies that could be used in the area. There are a number of Framework projects that will benefit properties throughout the area and the costs should be equitably distributed among multiple property owners. The primary tools to fund these Framework projects include developer initiated reimbursement districts, local improvement districts (LID) and city initiated reimbursement districts. There are an estimated total of \$11 million of Framework projects in the reserve area with most of that cost expected to be passed on to the developers and homebuilders who invest in the area via a cost allocation (fee or assessment) for each unit of housing of approximately \$7,500 to \$9,100.

Residential development in the reserve area will generate significant System Development Charge (SDC) revenue. A SDC is a one-time charge that developers must pay to the local government to finance improvements and services required to accommodate the development. Oregon law mandates that SDCs can only be used for five infrastructure types: water, sanitary sewer, storm sewer, parks and transportation and must be based on a capital improvement plan, public facilities plan or master plan. System development charges can only be used for new construction, not renovation or maintenance of existing facilities. SDC revenue is projected to exceed allocated CIP costs. Thus there should be no cost impacts on existing residents for water, sanitary sewer, stormwater, transportation and parks.

Police and Fire Services

Police and fire services are typically provided at urban service levels as areas develop. Fire services are more capital intensive, as these services require specialized equipment and buildings to house people. Construction of any special facilities will occur when the area develops. In general, residential uses generate a higher demand for fire and police services than other uses such as employment.

Currently the Clackamas County Sheriff's Office serves the proposed expansion area and would continue to serve the area if it was added to the UGB as the City of Wilsonville contracts with the Sheriff's Office to provide law enforcement services to the city. The contract offers the City an economical way to provide police services and allows the City to take advantage of some special services that a larger law enforcement agency has available. Future urbanization of the area could improve response time through an improved road system and generate additional tax revenue that could help improve efficiency of police services. However, in general the tax revenue generated through residential development does not cover the costs of services required as the additional revenue will be used to fund a variety of services. The addition of the proposed reserve area to the UGB may negatively impact the existing residents of Wilsonville related to cost impacts for additional police personnel or facilities.

Tualatin Valley Fire and Rescue (TVF&R) provides fire services to the reserve area and would continue to provide services if the land was added to the UGB. The closest TVF&R fire station is Station 56 located at 8455 SW Elligsen Road, approximately 1.8 miles from the reserve area. A second fire station, Station 52, is located at 29875 SW Kinsman Road, approximately 2.5 miles from the reserve area. TVF&R has a five year local option operating levy that was approved by voters in 2014 and a 20-year general obligation bond for capital improvements that was approved in 2006. The obligation bond has funded numerous projects including the rebuild of Station 56 and seismic updates to Station 52. Any additional cost impacts due to the urbanization of the proposed expansion area would be spread throughout the entire TVF&R service district, which encompasses an extensive area. Thus, the addition of the proposed expansion land area to the UGB should not impact the existing residents of Wilsonville related to cost impacts for fire services.

Public Schools

The urban reserve area is served by the West Linn-Wilsonville School District, which owns approximately 40 acres adjacent to the reserve area inside the UGB. Voters in the school district passed a general obligation bond measure in 2014 which resulted in the building of the Meridian Creek Middle School on a portion of the 40 acre site. The School District has plans for a primary school on the property as well as an agreement with the city to provide a 10-acre public park that would be developed as a sports complex. The new primary school was not part of the 2014 bond measure. New school facilities are typically funded through general obligation bonds, so residents of the district would be required to approve a bond measure for new construction of the primary school. The forecasted need for a new primary school takes into account projected student growth from an area much larger than the urban reserve and will most likely be built whether or not the reserve area is urbanized. However adding the reserve area to the UGB may necessitate the

building of the primary school slightly earlier than projected. Therefore, the addition of the reserve land to the UGB may impact the existing residents of Wilsonville regarding the timing of the cost impacts of building a new primary school.

Emergency Services

The TVF&R and American Medical Response currently provide emergency services to the reserve area. American Medical Response is a privately owned company that contracts to provide emergency 911 services to Clackamas County. The addition of the reserve area to the UGB would not impact American Medical Response ambulance service. As noted above there are two TVF&R stations near the reserve area. Any additional cost impacts for emergency services due to the urbanization of the reserve area would be spread throughout the entire TVF&R service district, which encompasses an extensive area. Thus, the addition of the urban reserve area to the UGB should not negatively impact the existing residents of Wilsonville related to cost impacts for emergency services.

Conclusion

Overall, the existing residential neighborhoods within the City of Wilsonville may be slightly impacted by the proposed addition of 275 acres to the UGB for residential use. Based on the Infrastructure Funding Plan, the funding of the major infrastructure components will not impact existing residents. Fire and emergency services should also not be impacted by the addition of the expansion area in the UGB. However, providing a new primary school and law enforcement services may slightly impact the existing residential neighborhoods within the city.

Metro Council Public Hearings on Proposed UGB Expansion

2 p.m. Thursday, Dec. 6

Metro Council Chamber
600 NE Grand Ave., Portland
MAX light rail, Portland Streetcar and TriMet bus 6

2 p.m. Thursday, Dec. 13

Metro Council Chamber
600 NE Grand Ave., Portland
MAX light rail, Portland Streetcar and TriMet bus 6

For additional information on the Metro Council's 2018 growth management decision, including similar analyses of other areas that are also under consideration, visit www.oregonmetro.gov/ugb, send an email message to 2040@oregonmetro.gov or call 503-797-1562