

**RESOLUTION NO. 2320**

**A RESOLUTION OF THE CITY OF WILSONVILLE IN SUPPORT OF ADDING 316 ACRES OF LAND KNOWN AS THE “ADVANCE ROAD AREA” (METRO UGB ANALYSIS AREA 4H) TO THE REGIONAL URBAN GROWTH BOUNDARY FOR RESIDENTIAL USES.**

WHEREAS, the City’s “*20-Year Look*,” a pro-active process that resulted in community-supported recommendations for residential expansion, vetted through the Planning Commission and City Council in 2007 with an extensive public process, identified the Advance area as the top-priority for future residential development in conjunction with Frog Pond;

WHEREAS, the Metro Council brought into the UGB in 2002 a 181-acre area immediately east of the City of Wilsonville city limits known as Frog Pond for eventual annexation by the City for residential development;

WHEREAS, the “Great Recession” that commenced in 2008 resulted in private-sector residential developers being unable to complete concept planning for residential development in Frog Pond;

WHEREAS, the Frog Pond area lacks a concept plan to guide infrastructure planning and development and the City of Wilsonville is required to complete a concept plan for that area by the end of 2015;

WHEREAS, the Advance area is located immediately east of the City of Wilsonville city limits and is located adjacent to the Frog Pond area;

WHEREAS, the two urban-growth expansion areas known as Frog Pond and Advance together compose a 497-acre area that could be concept planned together, thereby providing economies of scale for both planning and infrastructure development;

WHEREAS, a nearly 500-acre area for residential development represents a significant opportunity for homebuilders that is unique in size for the Portland Metro region and would provide economies of scale for residential development;

WHEREAS, the opportunity to plan in an integrated, holistic manner for both Frog Pond and Advance urban reserve areas represents a comprehensive way to plan for whole community needs rather than one subdivision development at a time;

WHEREAS, the City of Wilsonville continues to experience residential development even during the “Great Recession” due to market demand for Wilsonville location and amenities;

WHEREAS, the West Linn/Wilsonville School District and the City of Wilsonville completed concept planning in 2011 for 40-acres in the Advance area for two new schools and adjacent sports fields. Further, initial concept plans were produced for the Frog Pond area by three local area homebuilders in collaboration with the City.

WHEREAS, Wilsonville has continued to grow in spite of the recession and now has a 2010 Census estimated population of over 19,500 people, which means that growth has exceeded the projections of the City’s *20-year Look*,

WHEREAS, City staff has assessed the street Infrastructure cost estimates provided in the Metro analysis of the Advance Road area and believes that those costs have been significantly over-estimated. As such, City staff believes that adding the Advance Road area to the Frog Pond area provides tremendous synergy for infrastructure cost reductions.;

WHEREAS, Since the City of Wilsonville has both a Transportation Systems Plan update and a Water Master Plan update under way at this time, as well as initial planning to provide sewer service to the Frog Pond area, now is the perfect time to address the infrastructure needs of the subject land in hopes to reduce the cost per acre to serve this larger area.;

WHEREAS, the City of Wilsonville continues to have a jobs-housing imbalance where a large majority estimated at approximately ninety percent (90%) of Wilsonville workers commute from other locations to jobs in Wilsonville;

WHEREAS, the City seeks to provide employees who work in Wilsonville with the option to reside in the City of their employment reducing traffic congestion on I-5 and overall vehicle miles traveled;

WHEREAS, the City anticipates eventually annexing the approximate 216-acre Coffee Creek urban reserve area brought into the UGB by Metro in 2002 and a significant portion of the Basalt Creek urban reserve area brought into the UGB by Metro in 2004 as employment lands;

WHEREAS the addition of several hundred acres of Coffee Creek and Basalt Creek urban reserve areas to the City limits as employment lands will further exacerbate the existing jobs-housing imbalance by providing more opportunities for people to work in Wilsonville unless new residential lands are also added;

WHEREAS, the West Linn-Wilsonville School District has passed Resolution No. 2011-05, a “RESOLUTION IN SUPPORT OF THE INCLUSION OF THE ADVANCE ROAD PROPERTY INSIDE THE UGB (URBAN GROWTH BOUNDARY)” on September 13, 2010, that supports the City’s request to Metro for inclusion of the Advance urban reserve area inside the UGB;

WHEREAS, the West Linn-Wilsonville School District plans to build a new elementary and a new middle school on land located in the Advance area and to trade land located there with the City for development of a regional park that includes sports fields;

WHEREAS, the transfer of land between the City and School District and development of the schools and regional park cannot occur until the Advance area is brought into the UGB;

WHEREAS, the Advance area is the only area in Clackamas County being considered by Metro for UGB expansion that is sought by the adjacent city and all other UGB expansion areas now under consideration are in Washington County; and

WHEREAS, the Metro-area principle of regional equity would suggest that development opportunities be distributed in a fair and equitable fashion across the region;

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. The City of Wilsonville requests that that the Metro Council add the 316-acre Advance area (Area 4H) to the Regional Urban Growth Boundary during the pending UGB expansion process.

2, This resolution is effective upon adoption.

ADOPTED by the Wilsonville City Council at a rescheduled regular meeting thereof this 7th day of September 2011 and filed with the Wilsonville City recorder this date.

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Tim Knapp, Mayor

ATTEST:

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Sandra C. King, City Reorder

SUMMARY OF VOTES:

Mayor Knapp  
Council President Núñez  
Councilor Hurst  
Councilor Goddard  
Councilor Starr

**CITY COUNCIL  
WORK SESSION**

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**Metro Advance Road (Area 4H) UGB Expansion**

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Meeting Date: September 7, 2011                      Contacts: Chris Neamtzu, Planning Director  
Stephan Lashbrook, Asst. CD Director  
Mark Ottenad, Public/Government Affairs Director  
Report Date: August 31, 2011                      Contact Telephone Number: 503-570-1574  
Source of Item: Community Development      Contact E-Mail: neamtzu@ci.wilsonville.or.us

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**ISSUE STATEMENT**

The Metro Council is scheduled to make a final decision on expanding the Urban Growth Boundary (UGB) later this year, and the Metro staff is already prepared to limit the land areas to receive the consideration of their Council. In fact, the Metro Council may direct its staff at a work session scheduled for September 6 to focus only on Washington County sites for UGB expansion this year. If the Metro Council takes that action on September 6, the Metro staff can be expected to only provide written notices to property owners near four, “tier-one” pre-selected Washington County residential urban expansion sites—South Hillsboro, South Cooper Mountain (Beaverton), Roy Rogers West (Tigard) and Cornelius South—that total 2,072 acres. That could make it extremely difficult to have any Clackamas County sites considered in their subsequent final deliberations. There are only two Clackamas County locations identified for residential expansion ranked as “tier-two,” the 316-acre Advance Road area and the 573-acre Maplelane area in Oregon City, which the city has indicated it does not want to pursue at this time.

It should be noted that UGB decisions are intended to provide for community growth over a 20-year period. While Metro is understandably focused on adding sites to the UGB that can be provided with urban infrastructure as soon as possible, it should also be noted that Wilsonville has invested a considerable amount of time and effort weighing its options for growth over the next 20 years and that effort identified the Advance Road area for community growth over that time horizon.

Metro decision makers have acknowledged that the current level of local government support for including land in the UGB is an important factor in Metro’s decisions. This is

a key ingredient in determining the appropriate locations for expansion and why the City Council's decision on the proposed Resolution could have a direct bearing on the outcome.

## **BACKGROUND**

Given the City Council discussion at the August 15 work session, City staff felt that a Council Resolution was needed to convey the City's position on possible UGB expansion in the Advance Road area. The attached Resolution has been prepared to emphasize the following points, most of which were discussed on August 15:

1. Regional equity -- UGB additions in Clackamas County are important in order to balance future regional growth in an equitable manner. Of the Clackamas County lands that have received consideration this year, the Advance Road area has the greatest development potential in the foreseeable future;
2. Jobs housing imbalance -- Wilsonville continues to need more residential land to offset the ongoing imbalance that will otherwise only be compounded by building out the industrial lands—Coffee Creek and Basalt Creek—added respectively to the UGB in 2002 and 2004. Additional residential development provides more housing options for people employed in Wilsonville, thereby potentially reducing commuter traffic congestion on I-5 and other prime arterials as well as overall vehicle miles traveled;
3. Wilsonville's last residential UGB expansion was in 2002 -- That last residential expansion was 181 acres in the Frog Pond area in 2002;
4. Infrastructure economies of scale -- Infrastructure costs can be off-set and spread over a larger area of nearly 500 acres (including both Frog Pond and Advance Road areas) with the proposed inclusion. The City Council has already begun discussing the funding options for sewer service to the Frog Pond area;
5. Concept planning economies of scale -- By considering the Frog Pond and Advance Road areas together, the overall concept plan can be prepared more efficiently. The City is required to complete a concept plan for the Frog Pond area by the end of 2015. Adding the Advance Road area to that concept planning effort is expected to be considerably less expensive than completing two separate concept plans for adjoining urban expansion areas and will result in the planning of complete communities opposed to individual areas;
6. Residential real-estate development economy -- Although some local residential developers were obviously over-leveraged when the recession hit, some are beginning to recover. Also, staff is beginning to hear reports that larger national homebuilders are looking to move into larger sites in the Portland region. The region has very few sites that are large enough to attract such large developers, but the combined Frog Pond and Advance Road areas could do so. These large-

scale developers would tend to be interested only in large developments that can benefit from planning and infrastructure economies of scale.

7. School District support and partnership – Both a primary and middle school are planned for the Advance Road site. The West Linn – Wilsonville School Board passed a resolution in support of this UGB expansion in 2010;
8. Ten-Acre Regional Park – Wilsonville has a growing community need for sports fields and a long-term plan to meet that need by swapping ten-acre sites with the School District. The City has already met its end of that deal by providing the land for the new Lowrie Primary School at Villebois. The School District cannot legally reciprocate until their land has been brought into the UGB;
9. Planning for whole community needs – Much planning actually happens in reaction to specific development proposals, one subdivision at a time. By looking at the potential build-out of the Frog Pond and Advance Road areas together, a more comprehensive approach can be taken and the whole community's needs can be considered; and
10. 20-Year Look -- Wilsonville's *20-Year Look* was a pro-active process that resulted in community-supported recommendations for residential expansion, vetted through the Planning Commission and City Council through an extensive public process. The residential development of the Advance Road area emerged as a top priority through that process. The 20-year Look in 2007 predicted a City of Wilsonville 2010 population of 19,019 residents, based on the medium-growth scenario. The 2010 Census identified Wilsonville's population as 19,535, which exceeded high growth projections. This means that the Advance Road residential area could be necessary sooner than expected.
11. Metro Infrastructure Cost Estimates - The City has assessed the Street Infrastructure cost estimates provided in the COO recommendation for the Advance Road UGB area. The City believe these costs estimates to be overstated by a factor of 2 and that adding the Advance Road UGB area to the Frog Pond area, added to the UGB in 2004, provides tremendous synergy for infrastructure cost reductions. Since the City has a TSP and a Water Master Plan update underway, it is the perfect time to tackle opportunities to reduce the cost per acre to serve this larger area.

## **RELATED POLICIES/BUDGET CONSIDERATIONS**

Moving forward on the Advance Road/Frog Pond concept planning will need to be prioritized in the overall work program, concept plan funding and staff resources allocated over the next few years. This is a multi-year process that will involve substantial public involvement and to be successful will require private homebuilder partnerships and community support.

## **COUNCIL OPTIONS**

- A. The City Council can adopt the attached Resolution as drafted; or
- B. The City Council can modify the language of the attached Resolution and adopt that modified language; or
- C. The City Council could elect not to adopt the attached Resolution.

## **STAFF'S RECOMMENDATION**

The staff recommends that the City Council adopt the attached Resolution, joining the West Linn/Wilsonville School Board in requesting that the Advance Road area (area 4H) be included in the UGB in 2011 for the reasons stated above.

## **CITY MANAGER COMMENT:**

## **ATTACHMENTS:**

- A. West Linn/Wilsonville School Board Resolution in support of adding the Advance Road site to the UGB.
- B. City map of UGB areas and reserves

**RESOLUTION IN SUPPORT OF THE INCLUSION OF THE ADVANCE ROAD PROPERTY INSIDE THE UGB (URBAN GROWTH BOUNDARY)**

**Resolution No. 2011-05**

**WHEREAS**, West Linn-Wilsonville School District and City of Wilsonville have entered into an Exchange Agreement to equitable exchange the new Villebois School Site for the Advance Road City Sports Field Site; and,

**WHEREAS**, the Exchange cannot be completed until the Advance Road site is included inside the Metro Urban Growth Boundary (UGB); and,

**WHEREAS**, public testimony in support of this action is currently being solicited by Metro Council; and,

**WHEREAS**, it is in the best interest of the School District and City to clearly advocate inclusion of the Advance Road Site in the UGB.

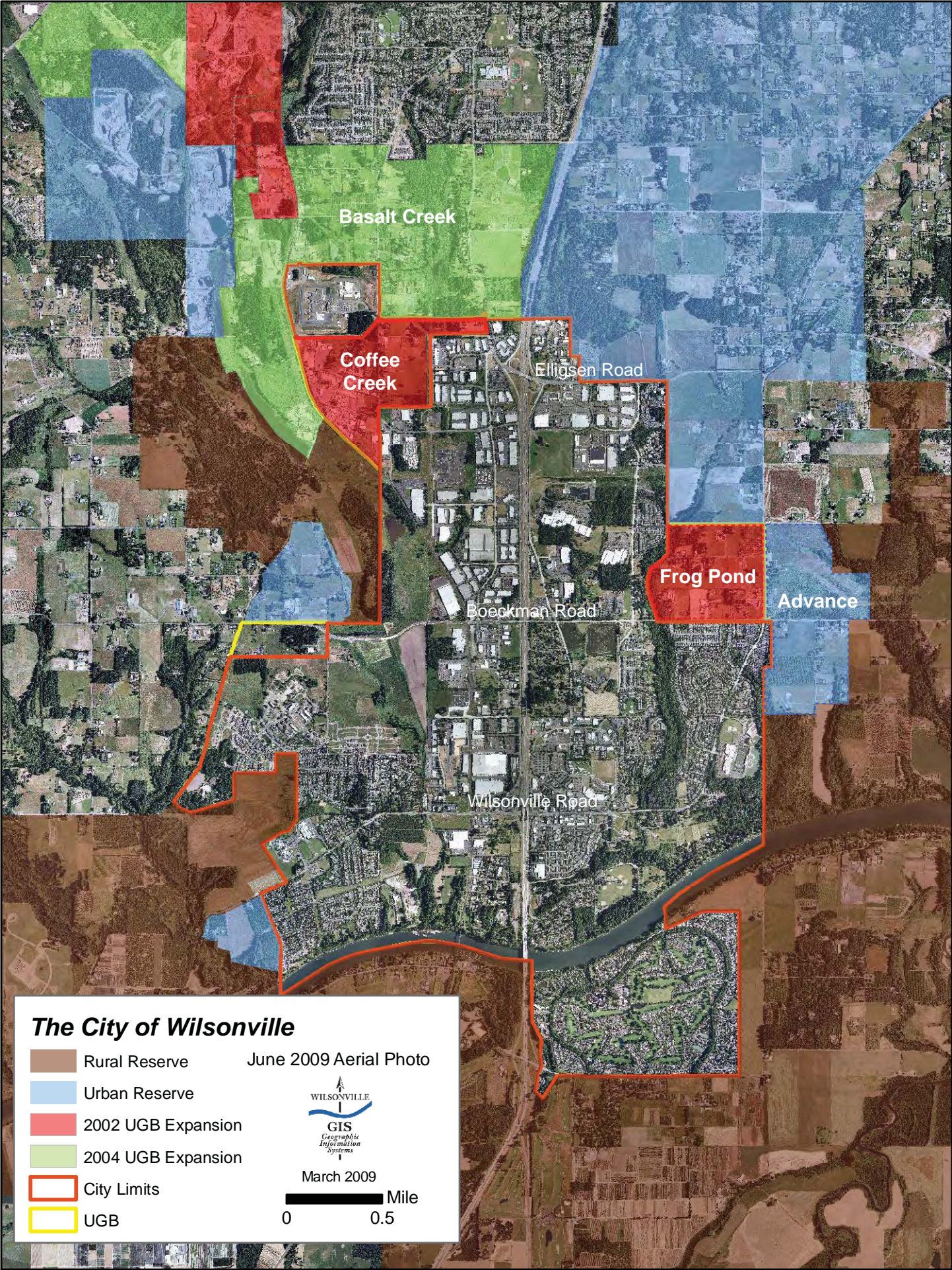
Now, **THEREFORE**, West Linn-Wilsonville School District, Board of Education, does hereby advocate to METRO to move the Advance Road Site inside the UGB, and authorizes the Superintendent to forward a Letter of Recommendation to METRO stating the same.

Mary Fallow  
Board Chair

9-13-2010  
Date

Tara DuBois  
Board Secretary

9/13/10  
Date



**The City of Wilsonville**

- Rural Reserve
- Urban Reserve
- 2002 UGB Expansion
- 2004 UGB Expansion
- City Limits
- UGB

June 2009 Aerial Photo



March 2009

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