

CITY OF WILSONVILLE
CITY COUNCIL MEETING MINUTES

A regular meeting of the Wilsonville City Council was held at the Wilsonville City Hall beginning at 7:00 p.m. on Monday, May 6, 2013. Mayor Knapp called the meeting to order at 7:10 p.m., followed by roll call and the Pledge of Allegiance.

The following City Council members were present:

Mayor Knapp
Council President Starr - Excused
Councilor Goddard
Councilor Fitzgerald
Councilor Stevens

Staff present included:

Bryan Cosgrove, City Manager
Jeanna Troha, Assistant City Manager
Mike Kohlhoff, City Attorney
Sandra King, City Recorder
Delora Kerber, Public Works Director
Kristin Retherford, Urban Renewal Manager
Steve Adams, Engineer
Jen Massa Smith, SMART Transit
Mark Ottenad, Government Affairs Director
Steve Munsterman, Public Works Supervisor
Eric Mende, Engineer

Motion to approve the order of the agenda.

Motion: Councilor Fitzgerald moved to approve the order of the agenda. Councilor Stevens seconded the motion.

Vote: Motion carried 4-0.

MAYOR'S BUSINESS

A. Proclamation Declaring May as Bike Month

Jen Massa Smith Program Manager for SMART transit presented the staff report. The League of American Bicyclists created National Bike to Work Day and follow up with promoting Bike Week and Bike Month during the month of May. Bike to Work Day has grown and developed into a nationwide event and local, regional, and national bicycle advocacy groups participate to encourage people to commute to work and make other trips using a bicycle.

Mayor Knapp read the proclamation declaring May as Bike Month into the record.

B. Proclamation Declaring Drinking Water Week

The proclamation declaring Drinking Water Week was read into the record by the Mayor.

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C. Upcoming meetings were announced. Mayor Knapp indicated he had attended the Washington County Coordinating Committee with Councilor Stevens where transportation options were discussed.

COMMUNICATIONS

A. Recognize Tourism and Opportunity Grant Recipients

Jeanna Troha introduced the recipients of the Tourism Grant and the Opportunity Grant. Ms. Troha explained the grant award process.

The City offers a \$25,000 Tourism Grant, funded by the City of Wilsonville lodging, transient room taxes assessed to hotels, motels, and bed and breakfasts for guests in the City of Wilsonville. The types of projects considered for the Tourism Grant include: a) project, event, annual festival that would further tourism in the Wilsonville, directly benefitting the economy, culture, and image of Wilsonville; b) production of a new product or event to attract tourism and/or convention business to the Wilsonville area; c) a one-time festival or event attracting community participation and visitors to Wilsonville.

The intent of the Opportunity Grant is to fund events, projects, and activities that benefit the community but are not directly related to tourism. This grant is funded by general fund dollars and was created as part of a City Council goal to provide an additional opportunity for community groups that did not qualify for the Tourism Grant.

The Parks and Recreation Advisory Board has the authority to review the applications and award grant funding based on each Grant's criteria.

Tourism Grant recipients: Wilsonville Rotary Club Concert Series; Arts and Culture Council Arts Festival; Wilsonville Celebration Days Fun in the Park; Kiwanis Fun Run; Korean War Veterans; American Cancer Society Relay for Life; Wilsonville West Linn Farm Loop; and Wilsonville Farmers Market.

Opportunity Grant recipients include: Wilsonville Robotics; Wilsonville Theater Company; Rotary Chess For Success; Lowrie School PTA; Just Us Guys; and Willie Fit.

B. Presentation to Through A Child's Eyes Program, Alan Kirk representing OrePac.

On behalf of Wilsonville Rotary Club and Ore Pac, Alan Kirk presented a check for the "Through A Child's Eyes" (TACE) Program to John Ludlow. TACE provides events throughout the year to allow Coffee Creek Correction Facility inmates who are mothers to have an enjoyable day with their children.

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Alan Kirk said TACE is sponsored by the Wilsonville Rotary; however the program would not be successful without the leadership of John Ludlow and Doris Wehler who started the program.

Mr. Ludlow spoke about the roots of the program and its growth over the past twelve years, and the success story of the program which has been adopted by other prisons in the state of Oregon.

CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS

This is an opportunity for visitors to address the City Council on items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizens input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

Klaus Gibson, expressed concern that the mental health housing funding would be eliminated by the 2013 State Legislature by transferring the money to the State General Fund; in the agreement to move the prison location from the Dammasch property to the Day Road location was a condition that the proceeds of the land sale were to be used to create a mental health housing fund. Mr. Gibson asked Council to look at the situation.

Mayor Knapp asked staff to research the situation and report back to Council.

Councilor Goddard asked who gave Greg Leo the authority to speak to the media about this issue on behalf of the City. He preferred to have staff speak on behalf of the City.

Mr. Cosgrove stated Mr. Leo is the City's paid lobbyist in Salem. Mr. Cosgrove recalled the Legislature had the ability to amend the law should they choose to do so, and with the budget constraints the State is facing, that may be the direction they are heading. Staff would bring back more information.

COUNCILOR COMMENTS, LIAISON REPORTS & MEETING ANNOUNCEMENTS

Councilor Goddard – Library Board, Chamber Board, and Clackamas County Business Alliance. The Councilor announced there was a vacancy on the Library Board and applications can be found on the City's website or from the City Recorder. Councilor Goddard challenged the Council to participate in WERK Day this Saturday.

Councilor Fitzgerald – Planning Commission; Committee for Citizen Involvement; and Library Board reported the Planning Commission would be holding a public hearing on the Transportation System Plan (TSP) on May 8th; the TSP is scheduled to be heard before the Council on June 3rd. She announced a silent auction fundraiser for student art scholarships would be hosted by the Wilsonville Arts and Culture Council June 1st.

Councilor Stevens – Development Review Panels A and B; and Wilsonville Seniors reported the dates of the next DRB meetings. The Wilsonville Seniors will begin their strategic planning and

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visioning planning process next week. The Councilor invited the community to participate in Bulky Waste Day.

CONSENT AGENDA

A. **Resolution No.2415**

A Resolution Of The City Of Wilsonville Approving A Modification To Street Lighting Standards For Those Sections Of Grahams Ferry Road And Tooze Road Adjacent To The Villebois Village Development.

B. Minutes of the April 1, 2013 and April 15, 2013 City Council Meetings.

Mr. Kohlhoff read the Consent Agenda items into the record.

Motion: Councilor Stevens moved to approve the Consent Agenda. Councilor Goddard seconded the motion.

Vote: Motion carried 4-0.

NEW BUSINESS

A. **Resolution No. 2414 – revised 5/6/13**

A Resolution Of The City Of Wilsonville Authorizing The City Staff To Proceed With Condemnation As Necessary To Acquire Real Property Needed For Public Improvements Related To The Kinsman Transmission Main Segment 3B From Barber Street To Boeckman Road To Provide Water Service To The City Of Sherwood.

Mr. Kohlhoff read Resolution No. 2414 into the record by title only.

The staff report was prepared by Kristin Retherford. On December 3, 2012, City Council approved Resolution No. 2386, authorizing staff to acquire easements from three properties needed to construct Phase 3b of the Kinsman Transmission Main from Barber to Boeckman to provide water to the City of Sherwood per the terms of the Intergovernmental Agreement between the cities of Sherwood and Wilsonville.

Two of the easements have been addressed, leaving one remaining. Staff has not been able to reach a settlement on the third easement. If settlement cannot be reached, staff would ask Council for authorization to proceed with condemnation. Negotiations are continuing; but in order to meet the timeline to bid the project, start construction this summer, and complete the construction before the rainy season, staff would like authorization to proceed with condemnation. If settlement cannot be reached through negotiations in the next couple of months, staff would proceed with condemnation if it is necessary.

Staff made initial offers for these acquisitions and initiated negotiations on February 28, 2013.

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Negotiations continue on the one remaining acquisition. Resolution No 2386 directs staff to return to City Council to recommend the acquisition for condemnation should settlement not be reached in time to meet the project schedule. The exercise of eminent domain will require staff to obtain a new appraisal for the acquisition, submit a new offer to the property owner based on the new appraisal, and provide a 40-day minimum consideration period prior to filing a condemnation action with Clackamas County Court. Given these steps, staff feels it is prudent to receive authorization at this time to use condemnation so that property acquisition doesn't delay the project schedule. Staff could then begin a new appraisal process while continuing negotiations with the property owner. Ideally, settlement will be reached before filing becomes necessary.

Mr. Kohlhoff said the Resolution contains two critical findings: one is that the water line is clearly a public project; and second the City is asking for the minimum amount of construction easement to build the project. In meeting this public need, it is the greatest good in the sense of providing the public and City with water. And it is the least amount of private injury or taking. The area of the easement is not buildable, and the construction is underground so landscaping requirements could be met.

Councilor Fitzgerald noted she was in favor of the resolution since the water line is necessary for the public good to provide the water, and the City is striving for the least possible public impact.

Councilor Goddard asked if it was true the city has extended an offer in excess of the appraised value for the easement.

Ms. Retherford said the counter offer was higher than the appraised value, there were four comparable land values included in that appraisal; the counter offer was within the range of the comparables contained in the appraisal.

Councilor Goddard preferred to see a negotiated settlement and the use of condemnation as a last resort.

Mr. Kohlhoff said that has been the policy of City staff over the past thirty years.

Ms. Retherford indicated the City has pursued a "friendly condemnation" where the intent is to have more time to allow ongoing negotiations to achieve mutually amicable settlement.

Motion: Councilor Fitzgerald moved to approve Resolution No. 2414. Councilor Stevens seconded the motion.

Vote: Motion carried 4-0.

B. Resolution No. 2416

A Resolution Of The City Of Wilsonville Authorizing Acquisition Of Property Interest Related To Construction Of An Infill Segment Of Sidewalk Along Willamette Way East.

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The title of Resolution No. 2416 was read into the record by Mr. Kohlhoff.

The staff report was presented by Kristin Retherford. There is currently a missing pedestrian link along Willamette Way East that leaves a 550 foot long gap in the sidewalk and trail system between Morey's Landing and the park at the Water Treatment Facility to the south and schools, Graham Oaks and Villebois to the north.

Developers of the approved Fox Chase Apartments at the corner of Willamette Way East and Wilsonville Road have been conditioned to construct a 10-foot wide trail segment on their property to fill in part of this missing link. Construction is planned for this summer. This will leave a 550 foot long segment of sidewalk still needed along the west side of the Autumn Park Apartment development to provide full connectivity in this area.

The City has an upcoming project (CIP #2091) that will construct sewer line improvements at Autumn Park Apartments this spring and summer. In order to minimize disruption to the Autumn Park Apartments with additional construction in the future, staff would like to proceed with acquisitions needed to construct this section of sidewalk infill during the same construction season as the sewer project and construction of the Fox Chase Apartments. This project will serve a dual purpose of providing a safe route to schools on the north side of Wilsonville Road, and also provide another local segment of the regional Ice Age Tonquin Trail. This project supports Council's goal to improve connectivity in the community. Upon completion of this project, the City will have established an important off-street pathway for children in the area to enhance the safety of their route to school. It will also provide a new segment for connecting Graham Oaks with the Water Treatment Plant and the ultimate build out of the Ice Age Tonquin Trail in Wilsonville.

Staff will contract for an appraisal upon approval of this resolution and extend an offer to the property owners in June. Construction is anticipated for August.

Motion: Councilor Fitzgerald moved to approve Resolution No. 2416. Councilor Stevens seconded the motion.

Vote: Motion carried 4-0.

C. **Resolution No. 2417**

A Resolution Of The Wilsonville City Council Authorizing Staff To Take Necessary Steps To Create Multiple Single-Property Urban Renewal Districts To Be Called Tax Increment Finance Zones.

Mr. Kohlhoff read Resolution No. 2417 into the record by title only.

Kristin Retherford prepared the following staff report. On March 12, 2013 the citizens of Wilsonville voted in favor of creating Tax Increment Financing Zones to incentivize capital investment and job creation by manufacturers. This election was the result of nearly a year of public process that began with the creation of an Economic Development Advisory Committee

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in the spring of 2012, the City Council adoption of an Economic Development Strategy in August of 2012, and the convening of an Economic Development Task Force in November 2012 to further examine the issues of business incentives and attributes. The Task Force concluded their work on March 20, 2013 with a report containing their recommendations to City Council. On April 15, 2013 the City Council approved resolution 2413 adopting the recommendations of the Task Force. Also on April 15, 2013 the City's Urban Renewal Agency Board approved URA Resolution No. 230 recommending that City Council move forward with creating multiple single-property urban renewal districts referred to as TIF Zones as a tool to provide incentives for economic development and authorizing staff to begin work necessary to create the TIF Zones.

The purpose of the TIF Zones is to provide economic development incentives via property-tax rebates to incentivize private-sector investment in vacant or underutilized industrial buildings. The TIF Zone program would provide manufacturing businesses with a financial incentive to make the substantial capital investment needed to upgrade large industrial properties into higher value manufacturing facilities that provide a larger number of higher-wage jobs and increased assessed valuation. The program would place the City of Wilsonville in a more competitive position in the greater Portland region, State of Oregon and global economy to 'win' a greater share of private-sector business investment.

Following a qualifying investment, which must be made within the first five years of the life of a given Zone, the Zone could have up to a ten-year lifespan at which point the Zone would be closed. If no qualifying investment is made within the first five years, the Zone would automatically be closed. Each Zone would share 25 percent of increased tax increment with other taxing districts such as schools and the fire district and rebate the balance of incrementally paid-taxes back to the company. That is, the company is rewarded for making the capital investment in Wilsonville by receiving back a portion of the increase in property taxes paid that result from the company's investment. The greater the investment, the greater the rebate reward. Thus, the rebate is based on the company's performance and proportional to the level of capital investment and job creation.

The proposed Zones would rebate up to 75 percent of increased property tax increment for three years for each minimum qualifying investment and job creation for companies that invest at least \$25 million in capital improvements and/or qualified equipment and create 75 or more new full-time jobs paying at least 125 percent of the average Clackamas County wage, with two additional years (5 total) available if the new jobs pay 150 percent of average wage paid in Clackamas County. Each Zone would terminate ten years after the first qualifying rebate. Non-performance during the term of the Zone would require repayment of rebates. If no qualifying investment occurs within five years of creating the Zone, the Zone would terminate.

A new three or five-year rebate period could begin with any additional round of new qualifying capital investment and job creation meeting the above minimum criteria, providing a maximum of 10 years of rebates period. Again, however, qualified investment needs to be made within 5 years of program adoption. This limits the potential life of the program to 15 years.

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To create the TIF Zones, staff must follow the process outlined in statute for creating urban renewal districts. This process includes creation of a Plan and a Report for each proposed urban renewal area or TIF Zone. The Plan will address goals and objectives, identify the plan's activities and projects (in this case the rebate program), address property acquisition, disposition and relocation, tax increment financing of the plan and the proposed maximum indebtedness, protocol for amending the plan, and findings related to blight and conformance with the City's comprehensive plan. The plan must also include a legal description of the proposed urban renewal area. The required report on the plan includes much of the same information, but is more technical in nature. This document must examine the physical, social and economic conditions of the proposed urban renewal area and impact on municipal services. It will also contain a financial analysis that examines the cost of the program and financing, completion dates, estimated amounts of tax increment revenues to be used to reach the maximum indebtedness, and impacts to other taxing districts. The report will also document compliance with statutory limits on assessed value and acreage included in the City's urban renewal areas.

Upon authorization by the City Council, staff will implement the attached schedule of steps necessary to create TIF Zone urban renewal areas. Staff will retain a consultant to begin drafting legal descriptions for the proposed TIF Zones as well as the plans and reports required for all urban renewal areas by State statute. The process includes significant public outreach and opportunity for input, including two public hearings and a public open house, and outreach to the City's overlapping taxing districts.

Staff expects to have consultants on board the second week of May to begin drafting the plan, report and legal descriptions. The process of creating an urban renewal district is approximately six months. The target completion date for creating the TIF Zones is September 23, 2013, pending all regulatory notice and meeting requirements, and support from the City's overlapping taxing districts.

Staff does not yet have a cost estimate for consulting services for creating the urban renewal plans. The proposed 2013/14 budget for the Urban Renewal Department includes \$127,745 for Professional Services, which was included in anticipation of creating the TIF Zones and developing a strategic plan for urban renewal.

Cost estimates are not yet available for this project, but the 2012/13 Approved Budget and 2013/14 Proposed Budget both include appropriations for Professional Services, which can be used for these consulting services. As estimated costs become available, the budget will need to be reviewed to ensure that appropriations are sufficient before commitments are made.

This matter has been discussed by the Economic Development Task Force at multiple meetings and approved by the citizens of Wilsonville in the March 12, 2013 election. The Task Force recommendations were adopted by City Council at a regular meeting held on April 15, 2013 with strong endorsement by eight members of the Task Force. A recommendation on this matter was made to City Council by the City's Urban Renewal Agency Board at a public meeting held on April 15, 2013. During the process of creating the TIF Zones, there will be further opportunity for community involvement and input.

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If the City Council authorizes staff to proceed with creating the proposed TIF Zones, the City would have a way to fund economic development incentives to better compete with the Enterprise Zones in place in other communities. If successful, this program could lead to long-term benefits to the community in the form of increased property tax and payroll tax revenues, as well as the creation of numerous jobs.

The alternatives would be to not create the TIF Zones, or to create a different number of TIF Zones than the six proposed to the Task Force and the voters.

This Resolution represents the culmination of months of task force work related to economic development in general, and business incentives in particular. The Business Attributes and Incentives task force members provided a tremendous service to the community, and to Council. Staff appreciates the hard work and diligence shown by the task force members and we are pleased to present their recommendation to Council in the form of this resolution.

Motion: Councilor Stevens moved to approve Resolution No. 2417. Councilor Fitzgerald seconded the motion.

Vote: Motion carried 4-0.

PUBLIC HEARING

A. **Resolution No. 2405**

A Resolution Of The City Of Wilsonville Approving The Award Of A Sole Source Contract For Road Construction To Polygon Northwest Company, LLC.

The title of Resolution No. 2405 was read into the record by the City Attorney.

Mayor Knapp called the public hearing to order at 8:18 p.m. and read the hearing process.

The staff report was presented by Steve Adams. Pursuant to Contract Addendum No. 2 entered into by the City and Polygon on September 8, 2011, the City has agreed to provide SDC credits for its share of the remaining construction costs for Grahams Ferry Road. Total estimated construction cost is \$295,751.10 of which an estimated \$118,647.30 is the City's expected share; together with the standard 17 percent reimbursement for soft costs and 7 percent reimbursement for the Public Works Permit the total estimated SDC credits to Polygon II are \$147,546.17.

Construction will be completed on Grahams Ferry Road from Surrey Street north through the planned roundabout with Barber Street. Construction work will begin in April 2013 and completed within twelve (12) months per Addendum No. 2.

Public outreach has been an ongoing process that began before the Villebois Village Master Plan was adopted by Council on August 18, 2003, continued with DRB and Council approval of Villebois SAP South PDP 4 in 2005 and 2006, and DRB and Council approval of Villebois SAP North PDP 1 in 2011. In recent years several citizens have expressed their dissatisfaction with

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the uncompleted state of Grahams Ferry Road and are looking forward to seeing its construction completed.

Villebois development agreements placed responsibility of construction of Grahams Ferry Road on the master developer, Villebois LLC. Construction of the roadway was started in 2009; however, it was never completed due to the economic downturn. City staff worked with both Villebois LLC and Polygon in 2011 and entered into Contract Addendum No. 2 as a way to complete construction of the roadway in conjunction with constructing Villebois SAP North PDP

NEI has been the contractor performing the work from the beginning, completing the underground work in 2009, completed the Phase 1 work adjacent to Villebois South 4, and the developer would like to hire them to complete Phase 2 work adjacent to Villebois North 1 because of their knowledge of what is out there and what has been done and what needs to be fished. In the development agreement with Polygon NW it was stated the City would work with them and allow Polygon to hire NEI as a sole source to complete the work. A roundabout was added to this section of the roadway in response to a 2008 Council concern about traffic speed.

Councilor Fitzgerald asked for explanation of the time frame.

Mr. Adams said the developer split SAP North into two phases; Phase 1 is completely built with home construction beginning. Phase 2 is the western portion adjacent to Grahams Ferry Road and most of the underground work has been finished in this Phase. NEI is waiting to move to Grahams Ferry Road to begin construction.

The Mayor invited testimony from the public; hearing nothing he closed the public hearing at 8:22 p.m.

Motion: Councilor Fitzgerald moved to approve Resolution No. 2405. Councilor Stevens seconded the motion.

Councilor Goddard expressed reservation with the Resolution because it contains the statement, "Polygon and Polygon II believe it is most cost effective and time efficient to continue to retain NEI as Polygon II's contractor", while that may be the case, he was not surprised Polygon would want to continue to use a contractor they are currently using.

Mr. Kohlhoff provided some history on the situation. Before Polygon was involved, NEI was hired to do the work by the prior developer who got into financial difficulty and owed NEI money; NEI could have walked off the project, however, Polygon worked with NEI, and NEI worked with the City and didn't walk off the project. NEI completed the work because Polygon stepped up and NEI had all of the background and knowledge finish the work. It is the equivalent to follow-on work, the three entities worked to save the road project when Villebois LLC went under and did not complete the work. Separate contracts would double mobilization costs on the same roadway, and getting the coordination between two different contractors for this size of a project did not make financial sense, so there are good bases for why the findings were made.

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Councilor Goddard was also worried about the “whereas clause” stating the Council finds awarding this contract without bid will likely result in substantial cost savings to the City. Councilor Goddard thought it was difficult to support such a finding without seeing the numbers of the cost savings projected.

Mr. Kohlhoff indicated this was a statutory finding that has to be made and that’s why the whereas clauses contain the background and why there would be substantially less cost with regards to the coordination issues and the mobilization, and having two contractors in one location doing work at the same time.

In addition, Councilor Goddard said it had been brought to his attention the Mayor had received donations to his campaign in the most recent election from several executives from Polygon. He felt it was important to protect the integrity of the Council and the way decisions are made. A decision like this should be transparent; and given the circumstances with contributions from Polygon to the Mayor’s campaign could lead one to a possible conclusion there was less than complete transparency in this decision.

Mr. Kohlhoff stated the Mayor did not participate in staff’s review, adding the Mayor can abstain from the vote if that is an issue. Clearly, Mr. Adams took a hard look at this to make sure, and given what was going on out there and given what Polygon did to save the project and the road and the cost from the first timeout, it made a lot of sense to do this as a sole source and follow-on.

Councilor Fitzgerald asked if NEI was the contractor who did the work in Villebois out to Grahams Ferry Road.

Mr. Adams described the underground utility work completed by NEI in 2009.

Councilor Fitzgerald agreed a lot of work was done previously, and the remaining work to be done is paving. Mr. Adams said most of the work to be done is surface work, with the roundabout being the majority of the project cost.

Referring to Councilor Goddard’s comments, Mayor Knapp did not believe that any campaign related issues were involved. He did not have any involvement in the discussion of this project or who would do the construction; however, if it would make Councilor Goddard more comfortable he was willing to abstain from the vote and let the three councilors make the decision. Councilors received a detailed report from staff and should be able to judge the issue on its merits.

Councilor Fitzgerald commented she was comfortable with that adding in small communities there is a finite number of contributors to elections and one of the sources is the business community. She did not see any reason for concern.

Mayor Knapp said he would abstain from the vote.

Vote: Motion carried 2-1-1.

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Councilors Fitzgerald and Stevens voting “Yes”
Councilor Goddard voting “No”
Mayor Knapp abstained

CITY MANAGER’S BUSINESS

Mr. Cosgrove attended the Clackamas County City Managers meeting where the C-4 transportation enhancement funding was discussed. The two main sources of that funding will be a gas tax and vehicle registration fee. The idea of a county road district was introduced, and Council will need to weigh in on it in the future. The Council may also need to address the Clackamas County Library Network technology upgrades. Staff would bring information to the Council at the right time.

LEGAL BUSINESS – There was no report.

ADJOURN

The Mayor adjourned the Council meeting at 8:33 p.m.

Respectfully submitted,

Sandra C. King, MMC, City Recorder

ATTEST:

Tim Knapp, Mayor