

**AMENDED AGENDA**

**WILSONVILLE CITY COUNCIL MEETING**

**MAY 19, 2014**

**7:00 P.M.**

**CITY HALL**

**29799 SW TOWN CENTER LOOP**

**WILSONVILLE, OREGON**

Mayor Tim Knapp

Council President Scott Starr  
Councilor Susie Stevens

Councilor Richard Goddard  
Councilor Julie Fitzgerald

**CITY COUNCIL MISSION STATEMENT**

To protect and enhance Wilsonville's livability by providing quality service to ensure a safe, attractive, economically vital community while preserving our natural environment and heritage.

---

**Executive Session is held in the Willamette River Room, City Hall, 2<sup>nd</sup> Floor**

- |                  |   |           |
|------------------|---|-----------|
| <b>5:00 P.M.</b> | <b>EXECUTIVE SESSION</b>  | [15 min.] |
| A.               | Pursuant to ORS 192.660(2)(f) Exempt Public Records<br>ORS 192.660(2)(h) Litigation; ORS 192.660(2)(e) Real Property Transactions |           |
| <b>5:15 P.M.</b> | <b>REVIEW OF AGENDA</b>   | [5 min.]  |
| <b>5:20 P.M.</b> | <b>COUNCILORS' CONCERNS</b>   | [5 min.]  |
| <b>5:25 P.M.</b> | <b>PRE-COUNCIL WORK SESSION</b>   |           |
| A.               | Oregon Passenger Rail Project Update<br>(Ottenad/Kraushaar)   | [20 min.] |
| B.               | Climate Smart Communities (Kraushaar)   | [25 min.] |
| C.               | URA Strategic Plan and URA Debt Service<br>(Rodocker/Retherford)  | [20 min.] |
| <b>6:50 P.M.</b> | <b>ADJOURN</b>  |           |
- 

**CITY COUNCIL MEETING**

The following is a summary of the legislative and other matters to come before the Wilsonville City Council a regular session to be held, Monday, May 19, 2014 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10 a.m. on May 6, 2014. Remonstrances and other documents pertaining to any matters listed in said summary filed at or prior to the time of the meeting may be considered therewith except where a time limit for filing has been fixed.

**7:00 P.M. CALL TO ORDER**

- A. Roll Call
- B. Pledge of Allegiance
- C. Motion to approve the following order of the agenda and to remove items from the consent agenda.

**7:05 P.M. MAYOR'S BUSINESS**

- A. Upcoming Meetings

**7:10 P.M. COMMUNICATIONS**

- A. Imagine Clackamas Presentation, Ron Adams
- B. Business Recognition Albertsons General Manager Don McNeeley (staff – Sherer)
- C. National Public Works Week Proclamation (staff – Kerber)

**7:25 P.M. 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.

**7:30 P.M. COUNCILOR COMMENTS, LIAISON REPORTS & MEETING ANNOUNCEMENTS**

- A. Council President Starr – (*Park & Recreation Advisory Board Liaison*)
- B. Councilor Goddard – (*Library Board Liaison*)
- C. Councilor Fitzgerald – (*Development Review Panels A & B Liaison*)
- D. Councilor Stevens – (*Planning Commission; CCI; Wilsonville Seniors Liaison*)

**7:40 P.M. CONSENT AGENDA**

- A. Minutes of the April 21, 2014 Council Meeting. (staff – King)

**7:40 P.M. CONTINUING BUSINESS**

- A. **Ordinance No. 741** 2nd reading  
An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Public Facility (PF) Zone To The Village (V) Zone On Approximately 42.76 Acres Comprising Tax Lots 2800 And 2890 Of Section 15, T3S, R1W, Clackamas County, Oregon, Polygon Northwest Company, Applicant. (staff – Edmonds)
- B. **Ordinance No. 742** 2nd reading  
An Ordinance Of The City Of Wilsonville Adopting The Wilsonville Residential Land Study As An Amendment To And A Sub-Element Of The Comprehensive Plan. (staff – Mangle)



**8:00 P.M. NEW BUSINESS**

**A. Resolution No. 2470**

A Resolution Authorizing An Intergovernmental Agreement With The Urban Renewal Agency Of The City Of Wilsonville Pertaining To Short Term Subordinate Urban Renewal Debt For Both The Year 2000 Plan And West Side Districts For The Purpose Of Funding The Construction Of Two Permanent Public Road Projects By The Agency. (staff – Wallis/Rodocker)

**B. Resolution No. 2471**

A Resolution Of The Wilsonville City Council Adopting The Wilsonville Urban Renewal Strategic Plan, May 2014. (staff – Retherford)

**8:20 P.M. CITY MANAGER'S BUSINESS**

**8:25 P.M. LEGAL BUSINESS**

**8:30 P.M. ADJOURN**

## **AN URBAN RENEWAL AGENCY MEETING WILL IMMEDIATELY FOLLOW**

Time frames for agenda items are not time certain (i.e. Agenda items may be considered earlier than indicated. The Mayor will call for a majority vote of the Council before allotting more time than indicated for an agenda item.) Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting if required at least 48 hours prior to the meeting. The city will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting:-Qualified sign language interpreters for persons with speech or hearing impairments. Qualified bilingual interpreters. To obtain services, please contact the City Recorder, (503)570-1506 or [king@ci.wilsonville.or.us](mailto:king@ci.wilsonville.or.us)

**AGENDA**

**WILSONVILLE CITY COUNCIL MEETING**

**MAY 19, 2014**

**7:00 P.M.**

**CITY HALL**

**29799 SW TOWN CENTER LOOP**

**WILSONVILLE, OREGON**

Mayor Tim Knapp

Council President Scott Starr  
Councilor Susie Stevens

Councilor Richard Goddard  
Councilor Julie Fitzgerald

**CITY COUNCIL MISSION STATEMENT**

To protect and enhance Wilsonville's livability by providing quality service to ensure a safe, attractive, economically vital community while preserving our natural environment and heritage.

---

**Executive Session is held in the Willamette River Room, City Hall, 2<sup>nd</sup> Floor**

- |                  |   |           |
|------------------|---|-----------|
| <b>5:00 P.M.</b> | <b>EXECUTIVE SESSION</b>  | [15 min.] |
| A.               | Pursuant to ORS 192.660(2)(f) Exempt Public Records<br>ORS 192.660(2)(h) Litigation |           |
| <b>5:15 P.M.</b> | <b>REVIEW OF AGENDA</b>   | [5 min.]  |
| <b>5:20 P.M.</b> | <b>COUNCILORS' CONCERNS</b>   | [5 min.]  |
| <b>5:25 P.M.</b> | <b>PRE-COUNCIL WORK SESSION</b>   |           |
| A.               | Oregon Passenger Rail Project Update<br>(Ottenad/Kraushaar)                         | [20 min.] |
| B.               | Climate Smart Communities (Kraushaar)   | [25 min.] |
| C.               | URA Strategic Plan and URA Debt Service<br>(Rodocker/Retherford)                    | [20 min.] |
| <b>6:50 P.M.</b> | <b>ADJOURN</b>  |           |
- 

**CITY COUNCIL MEETING**

The following is a summary of the legislative and other matters to come before the Wilsonville City Council a regular session to be held, Monday, May 19, 2014 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10 a.m. on May 6, 2014. Remonstrances and other documents pertaining to any matters listed in said summary filed at or prior to the time of the meeting may be considered therewith except where a time limit for filing has been fixed.



**7:00 P.M. CALL TO ORDER**

- A. Roll Call
- B. Pledge of Allegiance
- C. Motion to approve the following order of the agenda and to remove items from the consent agenda.

**7:05 P.M. MAYOR'S BUSINESS**

- A. Upcoming Meetings

**7:10 P.M. COMMUNICATIONS**

- A. Imagine Clackamas Presentation, Ron Adams
- B. Business Recognition Albertsons General Manager Don McNeeley (staff – Sherer)
- C. National Public Works Week Proclamation (staff – Kerber)

**7:25 P.M. 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.

**7:30 P.M. COUNCILOR COMMENTS, LIAISON REPORTS & MEETING ANNOUNCEMENTS**

- A. Council President Starr – (*Park & Recreation Advisory Board Liaison*)
- B. Councilor Goddard – (*Library Board Liaison*)
- C. Councilor Fitzgerald – (*Development Review Panels A & B Liaison*)
- D. Councilor Stevens – (*Planning Commission; CCI; Wilsonville Seniors Liaison*)

**7:40 P.M. CONSENT AGENDA**

- A. Minutes of the April 21, 2014 Council Meeting. (staff – King)

**7:40 P.M. CONTINUING BUSINESS**

- A. **Ordinance No. 741** 2nd reading  
An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Public Facility (PF) Zone To The Village (V) Zone On Approximately 42.76 Acres Comprising Tax Lots 2800 And 2890 Of Section 15, T3S, R1W, Clackamas County, Oregon, Polygon Northwest Company, Applicant. (staff – Edmonds)
- B. **Ordinance No. 742** 2nd reading  
An Ordinance Of The City Of Wilsonville Adopting The Wilsonville Residential Land Study As An Amendment To And A Sub-Element Of The Comprehensive Plan. (staff – Mangle)

**8:00 P.M. NEW BUSINESS**

A. **Resolution No. 2470**

A Resolution Authorizing An Intergovernmental Agreement With The Urban Renewal Agency Of The City Of Wilsonville Pertaining To Short Term Subordinate Urban Renewal Debt For Both The Year 2000 Plan And West Side Districts For The Purpose Of Funding The Construction Of Two Permanent Public Road Projects By The Agency. (staff – Wallis/Rodocker)

B. **Resolution No. 2471**

A Resolution Of The Wilsonville City Council Adopting The Wilsonville Urban Renewal Strategic Plan, May 2014. (staff – Retherford)

**8:20 P.M. CITY MANAGER'S BUSINESS**

**8:25 P.M. LEGAL BUSINESS**

**8:30 P.M. ADJOURN**

## AN URBAN RENEWAL AGENCY MEETING WILL IMMEDIATELY FOLLOW

Time frames for agenda items are not time certain (i.e. Agenda items may be considered earlier than indicated. The Mayor will call for a majority vote of the Council before allotting more time than indicated for an agenda item.) Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting if required at least 48 hours prior to the meeting. The city will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting:-Qualified sign language interpreters for persons with speech or hearing impairments. Qualified bilingual interpreters. To obtain services, please contact the City Recorder, (503)570-1506 or [king@ci.wilsonville.or.us](mailto:king@ci.wilsonville.or.us)



## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> May 19, 2014	<b>Subject:</b> Oregon Passenger Rail Project  <b>Staff Member:</b> Nancy Kraushaar, Community Development Director; Mark Ottenad, Public/Government Affairs Director  <b>Department:</b> Administration; Community Development	
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable  <b>Comments:</b> ODOT's Oregon Passenger Rail Project is considering potential alignments for the Amtrak trains that could utilize Wilsonville's SMART Transit Center and Tri-Met's WES Commuter Rail Station.	
<b>Staff Recommendations:</b> None at this time.		
<b>Recommended Language for Motion:</b> NA		
<b>PROJECT / ISSUE RELATES TO:</b>		
<input type="checkbox"/> Council Goals/Priorities <input type="checkbox"/> Adopted Master Plan(s) <input checked="" type="checkbox"/> Not Applicable		

### ISSUE BEFORE COUNCIL

Jim Cox, ODOT's Oregon Passenger Rail project leader, and Scott Richman, Transportation Planning Consultant with David Evans & Associates, present an update on the project to the City Council.

### BACKGROUND

#### Start of the Project

Historically, the Oregon Department of Transportation (ODOT) Rail Division was a small unit of the agency that oversaw primarily freight rail. When the American Recovery and Reinvestment



Act of 2009 provided federal “stimulus” funds for improvements to passenger rail projects, Oregon was not prepared to compete successfully for these funds.

In response, Governor Kitzhaber and ODOT advanced an effort, initially called the “High-Speed Intercity Passenger Rail Project,” to develop a plan for the state that will make Oregon eligible to compete for future potential federal funds. After the effort was underway, it became clear that achieving “high-speed” passenger rail service in excess of 125 mph was not feasible and the name of the project was modified.

Governor Kitzhaber appointed in 2011 a 21-member Leadership Council, co-chaired by Mayor Kitty Piercy of Eugene and John Russell, President of Russell Development Company in Portland, to guide the state’s planning effort. Composed primarily of elected officials from the Willamette Valley, the Leadership Council advises the Governor and the Oregon Transportation Commission on a preferred alignment for inter-city passenger rail improvements that will become a foundation to make Oregon eligible to compete in securing federal funding for future freight and passenger rail service in Oregon.

### **Rail Study Purpose and Efforts**

The purpose of the Oregon Passenger Rail project is to improve the frequency, convenience, speed and reliability of passenger rail service between the Eugene-Springfield area and the Columbia River in the Portland metropolitan area. The project has established that the vehicle technology must be compatible with the vehicle technology used in Washington State that is part of the longer Amtrak Cascades Corridor — meaning that train engines do not exceed 125 miles per hour. The first step in project development—completion of an Environmental Impact Statement (EIS) to comply with the National Environmental Policy Act—is the focus of the work that is underway now.

Separately, ODOT has another rail-related process underway developing an “Oregon State Rail Plan,” which is looking at both freight rail and passenger-rail throughout the state. The results of the Oregon Passenger Rail Project will be amended into the Rail Plan as the plan for the Cascades Service in Oregon. The Oregon Passenger Rail is focused on *longer distance*, inter-city passenger-rail travel primarily within the Valley, and *not* shorter distance commuter rail. Neither of these efforts—Oregon Passenger Rail Project nor Oregon State Rail Plan—is studying a potential extension of Tri-Met’s Westside Express Service (WES) from Wilsonville to Salem.

Since the beginning of the Oregon Passenger Rail project, members of the Leadership Council have expressed an interest in preserving opportunities for true high-speed rail—vehicles which travel in excess of 125 miles per hour—in the future. Therefore, while the current EIS process focuses on near-term improvements, a separate effort will develop a long-range concept plan for high-speed rail.

### **Organizational Structure**

ODOT selected David Evans & Associates (DEA) as the technical consultants and Jeanne Lawson Associates (JLA) for public involvement. In addition to the Leadership Council, the OPR study incorporates feedback from other stakeholders:

- **Corridor Forum:** An advisory group composed of elected representatives and managers from cities and counties and other key agencies and stakeholders. This Forum focuses on broad-level issues, with input provided to the Leadership Council. Mayor Tim Knapp serves as Wilsonville’s representative, with Nancy Kraushaar and Mark Ottenad as alternates.



- **Community Advisory Groups:** Geographically-based Community Advisory Groups focus on issues and concerns in specific cities and communities. Six groups provide local, non-governmental stakeholders with an opportunity to help shape alignment options in their specific geographic area, including Portland, southeast Portland Metro area, southwest Portland metro area, Salem/Keizer, Albany/Corvallis and Eugene/Springfield. The Southwest Portland Metro region CAG includes Wilsonville Planning Commissioner Simon Springall.

## Study Review and Results to Date

The OPR effort has developed specific goals and objectives for the project, studied multiple routes throughout the Valley and received considerable feedback from many interested parties.

***This report focuses primarily on the issues and potential routes under study that could impact Wilsonville:*** Albany/Salem-to-Wilsonville (Route Section B2) and Wilsonville-to-Portland/Vancouver corridor (Route Section C). For each section of potential alignment, two primary alignments have been identified, as well as some variations on those alignments.

### Route Section B2: Albany/Salem-to-Wilsonville Alignments

- **Alternative 1 (Blue Route)** uses the existing passenger-rail corridor along the Union Pacific (UP) freight-rail line. Because the freight lines are privately owned and run long trains that cannot fit on sidings, passenger-rail trains defer to freight-rail trains, which results in unreliable passenger-rail service. UP, like other freight railroads, has indicated a preference for less passenger-rail traffic and not more.

The UP alignment, however, has a considerably wider right-of-way than the other alternative below that could allow double-tracking in order to provide passenger rail with its own set of tracks, and therefore increase on-time performance. Communities along the UP line, such as Canby, Milwaukie and Woodburn, have expressed concerns about potential impacts from double-tracking or more trains operating at higher speeds.

- **Alternative 2 (Purple Route)** uses the old Oregon Electric (OE), now Portland and Western, rail line, which would need considerable improvements in order to operate trains at speeds over 35 mph. Additionally, the OE line right-of-way is considerably narrower than the UP line, which imposes additional limitations on potential improvements.

Two variations on the Purple Route were proposed, but only one remains under active consideration:

- **Alternative 2 (Purple Route Wilsonville Option):** OE line to SMART Transit Center/WES commuter rail station. Wilsonville is under consideration as a potential train station for several reasons, including location along OE line, existing rail station/parking infrastructure that can be expanded, existing connections to other transit services at SMART Transit Center/WES commuter rail station, and as a primary city in a growing region. However, Wilsonville and the Southwest Metro Region still have relatively small populations compared to the Southeast Metro Region of Oregon City-Milwaukie.

### Route Section C: Wilsonville-to-Portland/Vancouver Alignments

- **Alternative 1 (Blue Route)** uses the existing passenger rail corridor along the Union Pacific freight-rail line. Note the community concerns cited above in Alternative 1 (Blue Route).
- **Alternative 2 (Red Route)** between Wilsonville and Oregon City is a completely new alignment that would presumably 'slice' through town and connect back via an alignment



parallel to I-205 to the Blue Route UP main line. This portion of the red alternative is advanced as a way to connect the Purple Wilsonville option in Section B to the Blue line in Section C. Sufficient engineering analysis has been done to determine that feasible potential alignments exist that can make this connection.

Oregon City has expressed concern if Amtrak passenger rail service were to be changed from the UP line to a different route, in part due to investments made by Oregon City in improvements to the existing Amtrak train station in Oregon City.

City staff have met with the ORP project team in April 2013 and identified a number of issues of concern. City staff have also attended meetings of the Leadership Council, Corridor Forum and Southwest Metro Community Advisory Group, and also the open-house events.

While the alignment and potential impacts south of Wilsonville might be predictable due to the existing OE line, the ramifications of going north are unknown and unstudied in detail since this would be a completely new set of tracks proposed to run along I-5 to I-205. Note that a controversial northern route using a portion of the OE line through Tualatin, Lake Oswego and Milwaukie was ruled-out early in the process.

### **CURRENT YEAR BUDGET IMPACTS**

None of material impacts.

### **COMMUNITY INVOLVEMENT PROCESS**

ODOT and JLA have had an extensive public-engagement process, including well publicized meetings, visits to City Councils and other bodies, and public open houses. However, the only public events in this area have been held in Lake Oswego.

### **ATTACHMENTS**

Annotated with **highlighting** by City staff.

- A.** DRAFT Alternatives Evaluation Results Memorandum, September 2013
- B.** Preliminary Staff Recommendations: Alternatives to Move Forward into Tier 1 Draft Environmental Impact Statement (DEIS), December 13, 2013





**Oregon Passenger Rail**  
Eugene - Portland  
CHOOSING A PATH FORWARD

## DRAFT Alternatives Evaluation Results Memorandum

*September 2013*

---

The purpose of this memorandum is to provide a summary of how the preliminary alternatives for the Oregon Passenger Rail (OPR) project performed against the project's goals and objectives. The outcome of this step is to identify the alternatives that will be carried forward to the Tier 1 Draft Environmental Impact Statement (EIS).

The OPR project team, consisting of Oregon Department of Transportation and consultants, developed a screening and evaluation framework to identify a reasonable and feasible range of build alternatives to study in more detail in the Tier 1 Draft EIS along with the No Build alternative. The overall framework consists of two steps:

- **Step 1: Screening** – The first step of the framework, conducted in winter 2012 through spring 2013, screened a range of corridor concepts identified during the scoping period against elements of the project's Purpose and Need statement. The Leadership Council recommended initial screening results at its January 31 meeting. At the October 1, 2013 Leadership Council meeting, the project team will present the findings of additional corridor concepts that the project team assessed using the project's screening framework.
- **Step 2: Evaluation** – Concepts that passed initial screening were developed into preliminary alternatives. These alternatives were evaluated on how effectively they meet the project evaluation criteria, which are based on the Purpose and Need statement as well as other project Goals and Objectives derived from stakeholder input. The evaluation process will identify a reasonable range of alternatives to carry forward and analyze in the Tier 1 Draft EIS. The preliminary alternatives evaluation occurred in spring and summer 2013. The project team will present its evaluation findings to the Leadership Council on October 1 and to stakeholders and the general public between mid-October and early December.

This memorandum is divided into the following sections: (1) Development and Evaluation of Preliminary Alternatives; (2) Alternatives Evaluation Results; and (3) Next Steps. Attachments supporting these sections accompany this memorandum.

### 1. Development and Evaluation of Preliminary Alternatives

This section describes the development and evaluation of preliminary alternatives. It summarizes the weighting of Goals and Objectives, development of evaluation methodologies, and the process used to develop corridor concepts into preliminary alternatives.



**Goals and Objective Weighting**

The Leadership Council recommended the project's Goals and Objectives at its January 31, 2013 meeting (see Attachment 1). The project team also received concurrence from the Leadership Council to weight Goals and Objectives in the evaluation. The public provided general weighting input at a series of open houses in January. Formal weighting of the Goals and Objectives occurred at a Corridor Forum meeting on April 16, 2013.

**Alternatives Evaluation Methodology Development**

Using the adopted Goals and Objectives, the project team developed evaluation criteria and measures of effectiveness to evaluate preliminary alternatives. Between February and April 2013, before evaluating the preliminary alternatives, project team technical staff worked with ODOT technical experts and Federal Railroad Administration (FRA) staff to develop evaluation methodologies. The project team developed memoranda to document how to evaluate preliminary alternatives, including identifying data sources, methods, and an evaluation scale to score alternatives.

**Alternatives Development**

The Leadership Council recommended initial corridor concepts to advance from Step 1 (Screening) at its January 31, 2013 meeting. A description and map of these corridor concepts are provided in Attachment 2.

In February, the project team further refined the conceptual design of the corridor concepts. Between March and May 2013, the project team met with stakeholders through Community Advisory Group and jurisdictional meetings to discuss screening results, conceptual design, and potential engineering and environmental issues and constraints to inform development of preliminary alternatives.

In May 2013, the project team developed preliminary alternatives for Step 2 (Evaluation) of the screening and evaluation framework using the initial corridor concepts that the Leadership Council recommended be advanced from Step 1 (Screening). Due to the size of the overall corridor and varying options throughout the corridor, the project team divided the corridor into three sections for the alternatives evaluation process:

- Section A – Eugene-Springfield to north of Albany.
- Section B – North of Albany to north of Wilsonville.
- Section C – North of Wilsonville to Vancouver, WA.

These sections were determined by the start and end points of corridor concepts, to include cities in one section to more easily perform the evaluation, and to allow the potential to combine corridor concept elements to develop hybrid alternatives. Table 1 illustrates how corridor concepts were developed into preliminary alternatives. A description and map of these preliminary alternatives is in Attachment 3. All preliminary alternatives match the length of the section for accurate comparison between alternatives.



**Table 1. Corridor Concepts Developed into Preliminary Alternatives**

<b>Section</b>	<b>Corridor Concept<sup>a</sup> (Step 1 of the Framework)</b>	<b>Preliminary Alternative<sup>b</sup> (Step 2 of the Framework)</b>
<b>A</b>	<b>Blue</b> (existing Amtrak/UPRR corridor)	<b>A-1</b>
	<b>Red</b> (Interstate 5 corridor)	<b>A-2</b> (via I-5 only) <b>A-2 Central Albany</b>
	<b>Purple</b> (Oregon Electric corridor)	<b>A-3</b>
	<b>Yellow</b> (corridor via Corvallis)	<b>A-4</b> (via central Corvallis) <b>A-4 Highway 34</b> (via south Corvallis and Highway 34)
<b>B</b>	<b>Blue</b> (existing corridor)	<b>B-1</b> <b>B-1 Parish Gap</b>
	<b>Red</b> (Interstate 5 corridor)	<b>B-2</b>
	<b>Purple</b> (Oregon Electric corridor)	<b>B-3</b> <b>B-3 Wilsonville</b> <b>B-3 Aurora</b>
<b>C</b>	<b>Blue</b> (existing corridor)	<b>C-1</b> <b>C-1 East Side Option 1</b> (via Rose Quarter and north/northeast Portland) <b>C-1 East Side Option 2</b> (via Rose Quarter and north/northeast Portland)
		<b>C-2</b> (existing corridor north of Rose Quarter and Union Station) <b>C-2 East Side Option 1</b> (via Rose Quarter and north/northeast Portland) <b>C-2 East Side Option 2</b> (via Rose Quarter and north/northeast Portland)
	<b>Red</b> (Interstates 205 and 84 corridor)	

<sup>a</sup> See Attachment 2 for a description and map of these corridor concepts.

<sup>b</sup> See Attachment 3 for a description and maps of these preliminary alternatives.

### **Preliminary Alternatives Evaluation**

Between May and July of 2013, the project team evaluated the preliminary alternatives shown in Table 1. In August and September 2013, the project team compiled the evaluation results and weighted them against the project Goals and Objectives.

The next section provides the results of the preliminary alternatives evaluation.

## **2. Alternatives Evaluation Results**

This section provides a high-level summary of how the preliminary alternatives performed in each of the three analysis sections against the Goals and Objectives, and how the alternatives performed when applying sensitivities to test the evaluations and scoring. Goal 5 (Be compatible with passenger rail investments planned in Washington State) is not included in the evaluation results because all alternatives meet this goal.

The evaluation results in this section show the general high-level performance of the preliminary alternatives to help decision-makers and stakeholders understand how each performed against

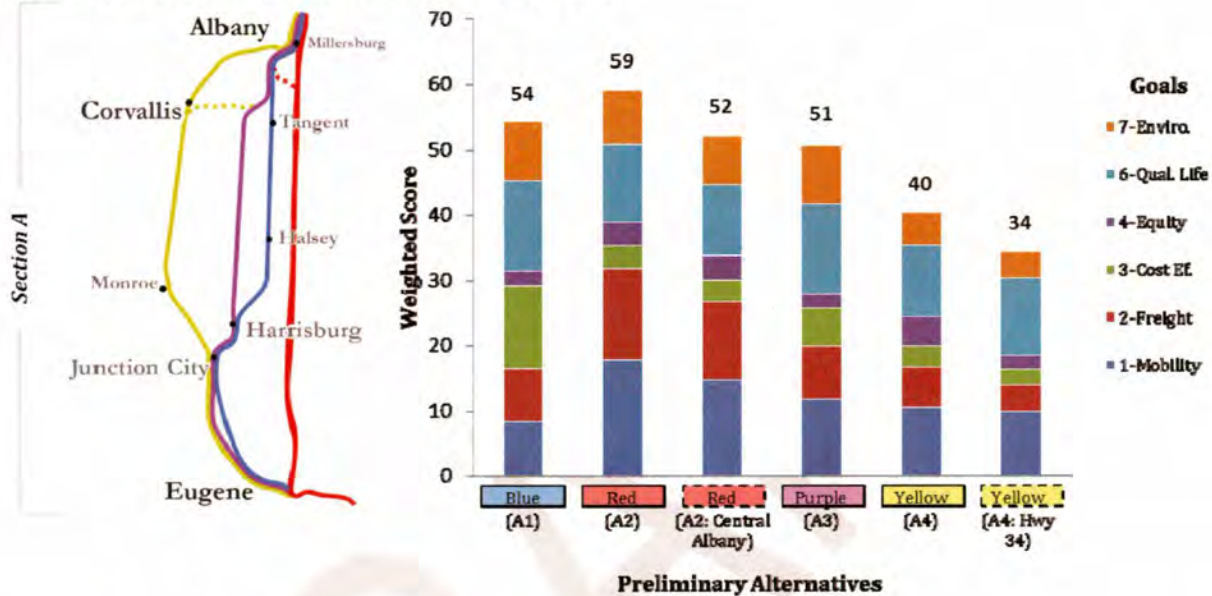


the project's Goals and Objectives. The results do not provide a ranking of preliminary alternatives or show which alternatives will be advanced or dismissed from consideration.

### Section A – Eugene-Springfield to North of Albany

Figure 1 shows how the six preliminary alternatives in Section A performed against the project Goals.

**Figure 1. Section A Alternatives Evaluation Results**



In general, all Section A alternatives performed similarly for Goals 4 and 6. Differences are more apparent for Goals 1, 2, 3 and 7.

**Alternative A-2 (Red)**, which uses the I-5 corridor, performed the best overall. As shown in Figure 1, this was primarily due to Goals 1 and 2 including the following criteria:

- Travel time: Alternative A-2 would have the shortest travel time.
- Reliability and frequency: Alternative A-2 would have no freight congestion impacts because it would be on a new passenger rail alignment.
- At-grade crossings: Alternative A-2 would have the fewest at-grade crossings.
- Future rail improvements: Alternative A-2 would be least susceptible to delays from freight trains, have the fewest at-grade crossings, and have the greatest potential to upgrade to higher speeds because it is a dedicated passenger rail corridor.

Although Alternative A-2 performed well in Goals 1 and 2, it did not perform well in Goal 3 due to a higher cost compared to Alternative A-1, which uses the existing corridor, and has no opportunity to phase construction.



**Alternative A-2: Central Albany (Red)** did not perform as well as Alternative A-2 in Goals 1 and 2 for the criteria identified above because it would use existing railroad corridors through Albany, resulting in more freight train and mobility impacts.

**Alternative A-1 (Blue)**, which uses the existing passenger rail corridor, also performed well. As shown in Figure 1, this is primarily due to Goal 3:

- Construction Cost: Alternative A-1 is the lowest-cost alternative in Section A.
- Phasing of Improvements: Alternative A-1 could be phased over time because it uses the existing passenger rail corridor.

Alternative A-1 did not perform as well Alternative A-2 in Goals 2 and 3 because it would use an existing freight railroad corridor, resulting in more freight train and mobility impacts.

**Alternative A-3 (Purple)** did not perform as well as Alternative A-2 primarily due to lower scores for Goals 1 and 2 because it would use existing freight rail corridors resulting in more mobility and freight impacts.

**Alternative A-4 (Yellow)** and **Alternative A-4: Highway 34 (Yellow)** did not perform well overall primarily because of the following criteria under Goals 2 and 3:

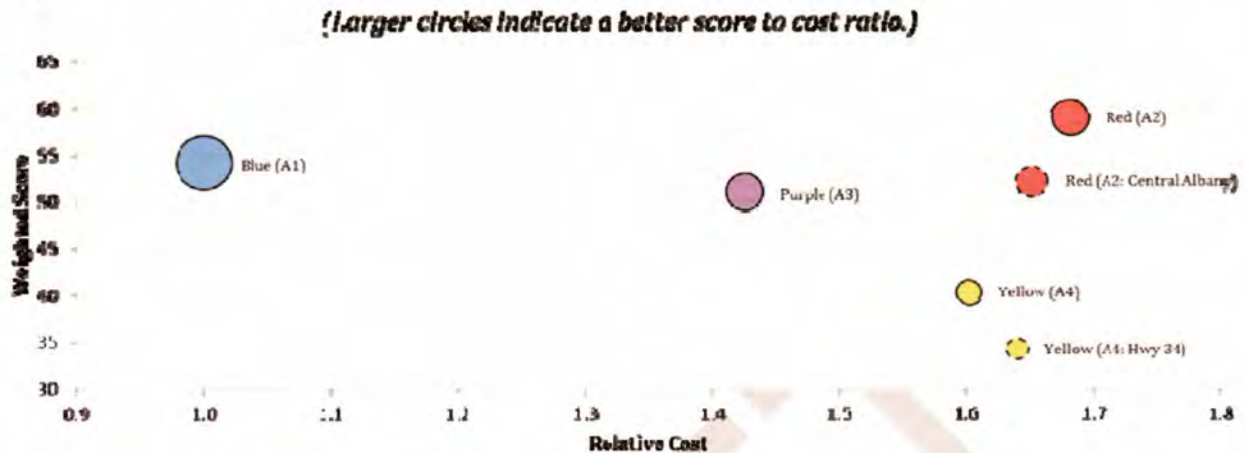
- Conflicts: These alternatives have the most at-grade rail crossings.
- Construction Cost: These alternatives have higher cost estimates compared to the Alternative A-1 and A-3.
- Phasing of Improvements: These alternatives have limited ability to phase construction.

The A-4 alternatives also did not perform as well as the others in meeting Goal 7 due to higher natural environment and built environment impacts that could be associated with a slightly longer corridors compared to other alternatives, because both go through Corvallis and Albany while the other alternatives only go through Albany, and because these alternatives include a new corridor between Junction City and Monroe.

Figure 2 shows the performance-to-cost comparison of Section A alternatives. This figure illustrates the construction cost (in dollars) of all Section A alternatives compared to the lowest cost alternative in Section A (Alternative A-1).

- While Alternative A-2 performed the best against the Goals and Objectives, the cost of Alternative A-2 is about one-third more than Alternative A-1.
- Alternative A-3 performed similarly to Alternative A-1 against the Goals and Objectives but has a cost approximately 25 percent more than Alternative A-1.
- The A-4 alternatives cost more than Alternatives A-1 and A-3 and did not perform as well as the other four Section A alternatives against the Goals and Objectives.

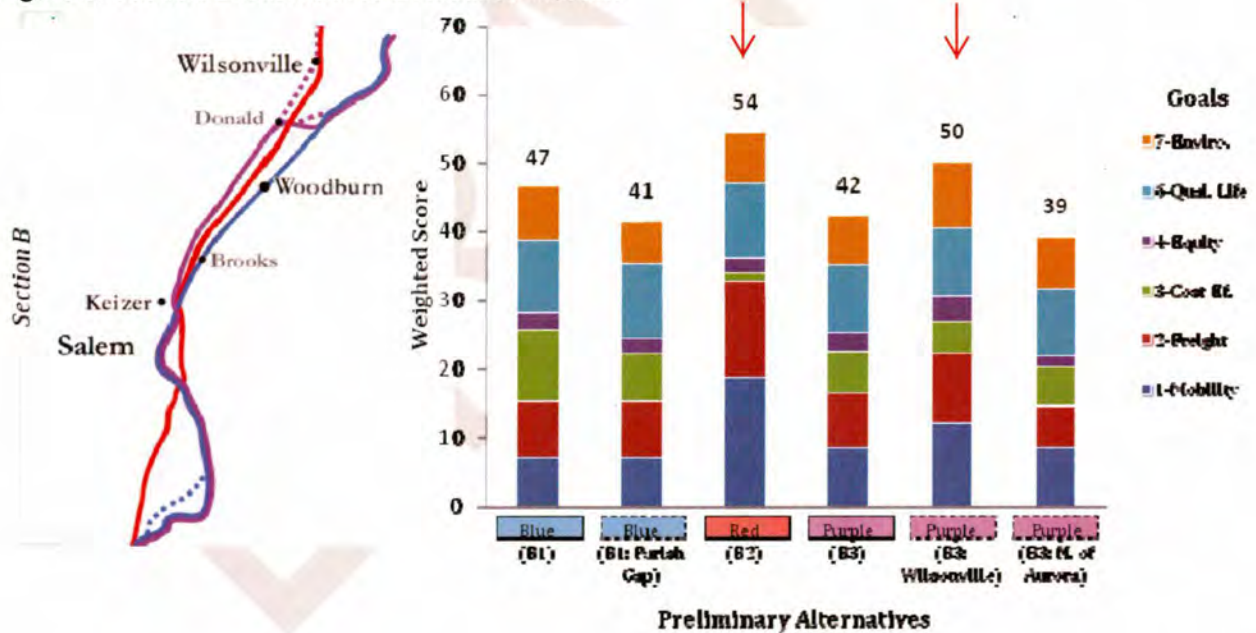
Figure 2. Section A Alternatives Performance-to-Cost Comparison



### Section B – North of Albany to North of Wilsonville

Figure 2 shows how the six preliminary alternatives in Section B performed against the project Goals.

Figure 3. Section B Alternatives Evaluation Results



Differences between alternatives in Section B are more apparent for Goals 1, 2, and 3.

**Alternative B-2 (Red)**, which uses the I-5 corridor, performed the best overall. As shown in Figure 3, this was primarily due to Goals 1 and 2, including the following criteria:

- Travel time: Alternative B-2 would have the shortest travel time.



- Reliability and frequency: Alternative B-2 would have no freight train congestion impacts because it would be on a new, dedicated passenger alignment
- At-grade crossings: Alternative B-2 would have the fewest at-grade crossings.
- Future rail improvements: Alternative B-2 is least susceptible to delays from freight trains, and has the greatest potential to eliminate at-grade crossings and to upgrade to higher speeds because it is on a dedicated passenger rail alignment

However, Alternative B-2 did not perform well for Goal 3 because it has the highest cost of all the alternatives in Section B and no opportunity to phase construction.

**Alternative B-1 (Blue)**, which uses the existing passenger rail corridor, performed the best under Goal 3. This alternative has the lowest cost for Section B and improvements could be phased.

Alternative B-1 did not perform as well as Alternative B-2 for Goals 1 and 2 for mobility and freight impacts.

**Alternative B-1: Parish Gap (Blue)** did not perform as well as Alternative B-1 primarily due to Goal 3. The new Parish Gap alignment increases cost compared to Alternative B-1 and improvements could not be phased as well as Alternative B-1.

This alternative also did not perform as well as Alternative B-1 under Goal 7 because of the new alignment through Parish Gap.

The B-3 alternatives, **Alternative B-3 (Purple)**, **Alternative B-3: Wilsonville (Purple)** and **Alternative B-3: Aurora (Purple)**, generally performed similar to Alternative B-1. Alternative B-3 Wilsonville performed the best of the B-3 alternatives because it scored slightly better under Goals 1 and 2 due to shorter travel time and fewer freight train conflicts.

Figure 4 shows the performance-to-cost comparison of Section B alternatives. This figure illustrates the construction cost (in dollars) of all Section B alternatives compared to the lowest cost alternative in Section B (Alternative B-1). While Alternative A-2 (I-5 alignment) performed the best in Section B, it costs about 35 percent more than Alternative B-1, Alternative B-3: Wilsonville, and Alternative B-3: Aurora.

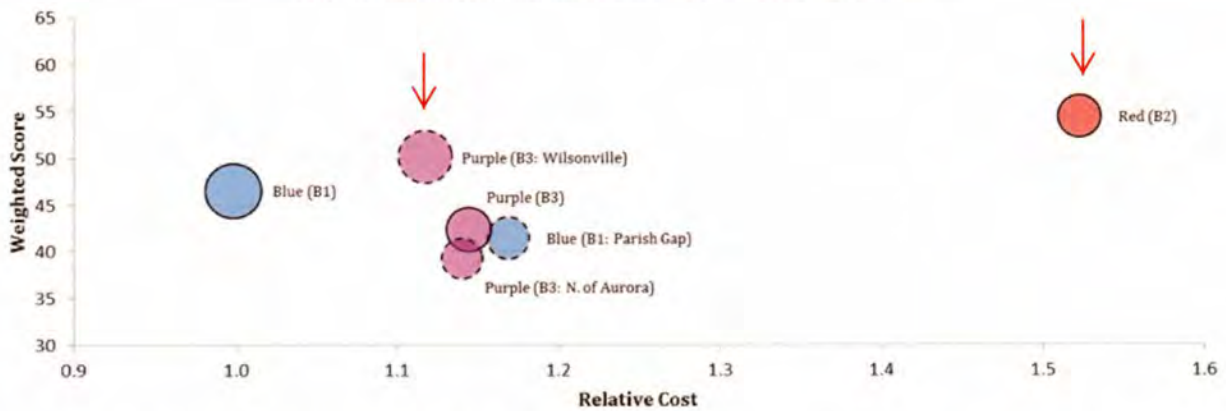
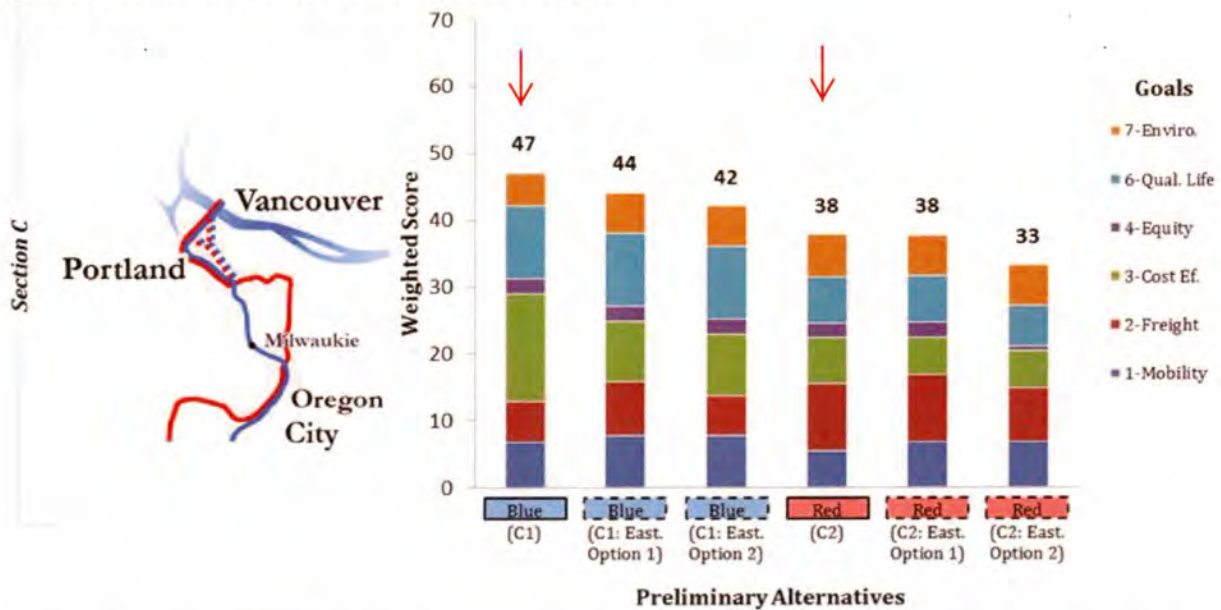
**Figure 4. Section B Alternatives Performance-to-Cost Comparison***(Larger circles indicate a better score to cost ratio.)***Section C – North of Wilsonville to Vancouver, WA**

Figure 3 shows how the six preliminary alternatives in Section C performed against the project Goals.

**Figure 5. Section C Alternatives Evaluation Results**

**Alternative C-1**, which uses the existing Amtrak/UPRR passenger rail corridor, performed the best due to its score for Goal 3:

- Construction Cost: Alternative C-1 has the lowest cost.
- Phasing of Improvements: Alternative C-1 could be phased over time because it uses the existing passenger rail corridor.



**Alternative C-1 East Side Option 1** and **Alternative C-1 East Side Option 2** also performed well, but got lower scores for Goal 3 because of their higher cost and no opportunity to phase improvements at the north end when compared to Alternative C-1.

**Alternative C-2, C-2 East Side Option 1, and C-2 East Side Option 2** performed better than the C-1 alternatives in Goal 2 because there would be fewer at-grade crossings.

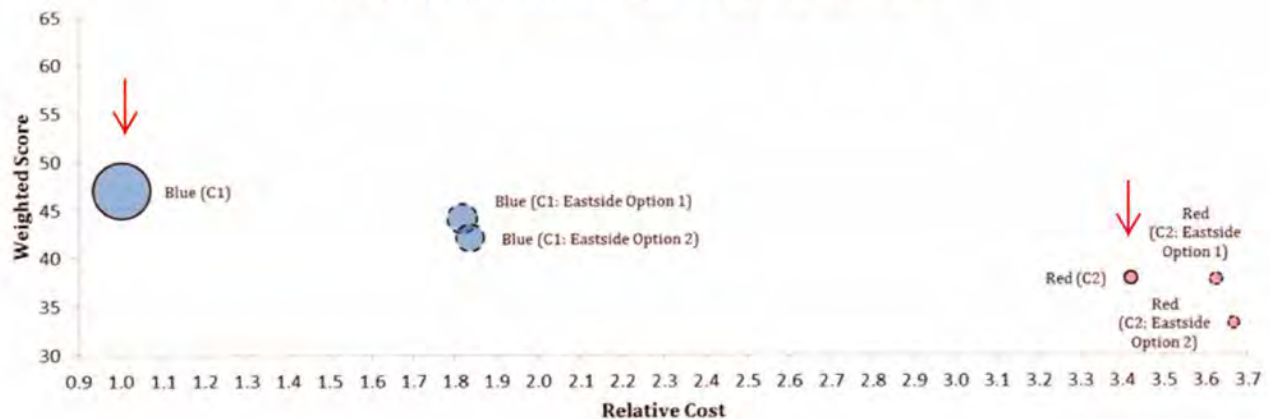
However, the C-2 alternatives performed worse than the C-1 alternatives in Goal 3 due to higher cost and less opportunity to phase construction.

Figure 6 shows the performance-to-cost comparison of Section C alternatives. This figure illustrates the construction cost (in dollars) of all Section C alternatives compared to the lowest cost alternative in Section C (Alternative C-1).

- Alternative C-1 performed the best and also has the lowest cost of all the Section C alternatives.
- The two Alternative C-1 east side options also performed well but cost more than Alternative C-1.
- The C-2 alternatives cost about twice as much as the C-1 alternatives and did not perform as well against the Goals and Objectives.

**Figure 6. Section C Alternatives Performance-to-Cost Comparison**

*(Larger circles indicate a better score to cost ratio.)*



### Sensitivity Testing

The project team conducted three sensitivity tests identified by members at the April 16 Corridor Forum:

- Non-monetary and phasing: remove Goal 3 from the weighted results.
- High environmental emphasis: double the weighting of Goal 7.
- Mobility and cost emphasis: double the weighting of Goals 1 and 3.

The following summarizes the sensitivity testing findings.



**Non-monetary and Phasing:**

- *Section A:* Because Alternative A-2 scored the best overall but costs the most and could not be phased, removing Goal 3 makes Alternative A-2 perform even better. Alternative A-1 does not perform as well because it scored the best of all alternatives under Goal 3 for lowest cost and best for phasing. Alternative A-3 scores better than the A-4 alternatives but not as well as the A-1 alternatives. The A-4 alternatives continue to perform poorly.
- *Section B:* Similar to Section A, because Alternative B-2 performed the best overall but costs the most and could not be phased, removing Goal 3 makes Alternative B-2 score even better. Alternative B-1 does not perform as well because it scored the best under Goal 3 for lowest cost and best for phasing. Alternative B-3: Wilsonville continues to perform the best of the B-3 alternatives.
- *Section C:* The C-1 east side alternatives score the best overall. However, because Goal 3 was the key differentiator in the weighted results between the C-1 alternatives and the C-2 alternatives, removing Goal 3 from the weighting makes all alternatives perform relatively the same in Section C.

**High Environmental Emphasis:**

- *Section A:* No substantial changes to the results, except the A-4 alternatives perform worse because these alternatives did not score as well as the other alternatives in Goal 7.
- *Section B:* No substantial changes to the results because all alternatives performed about the same in Goal 7.
- *Section C:* No substantial changes to the results because all alternatives performed about the same in Goal 7.

**Mobility and Cost Emphasis:**

- *Section A:* Alternative A-1 performs similar to Alternative A-2 by giving more weight to Goal 3 because Alternative A-1 performed the best in Goal 3. Alternative A-3 performs in the middle and the A-4 alternatives perform poorly.
- *Section B:* Alternative B-2 continues to perform the best with Alternative B-1 performing better because of the increased weight on Goal 3. The B-3 alternatives do not perform as well due to the emphasis on increased weights of Goals 1 and 3.
- *Section C:* Because the C-1 alternatives performed better than the C-2 alternatives in Goal 3 and similarly in Goal 1, giving more weight to Goals 1 and 3 make the C-1 alternatives perform even better than the C-2 alternatives overall.

**Summary of Alternatives Evaluation Findings**

- Goals 1, 2, and 3 were most important in differentiating between preliminary alternatives.



- Alternatives A-2 and B-2 in the I-5 corridor performed the best in Sections A and B due to Goals 1 and 2, including the shortest travel time and no freight conflicts. However, these preliminary alternatives would cost about one-third more than the other alternatives in Sections A and B.
- The existing passenger rail alignment alternatives A-1, B-1, and C-1 performed consistently high in all three sections including the highest in Section C primarily because of their lowest cost and ability to phase improvements. The existing passenger rail alignment alternatives were the lowest-cost preliminary alternatives in all three sections.
- The A-4 alternatives that go through Corvallis and the C-2 alternatives on I-205 and I-84 did not perform well compared to others primarily due to higher cost and limited opportunity to phase improvements.

### 3. Next Steps

- A. The project team will share the evaluation results and seek stakeholder and public comment on the alternatives evaluation on the public website, at Community Advisory Groups throughout the corridor in mid-October, public open houses throughout the corridor and online in mid-November and a Corridor Forum meeting in December.
- B. At the December 17, 2013, Leadership Council meeting, members will recommend to FRA the alternatives to carry forward for evaluation in the Tier 1 Draft EIS.
- C. The rationale for advancing and eliminating preliminary alternatives will be documented in an Alternatives Selection Report.
- D. The FRA will review the Alternatives Selection Report and decide which alternatives will be evaluated in the Tier 1 Draft EIS.
- E. In early 2014, ODOT will begin more detailed evaluation of alternatives in a Tier 1 Draft EIS. When completed, the Tier 1 Draft EIS will be published for agency and public review and comment.
- F. After considering agency and public comments, the Leadership Council will recommend to the Oregon Transportation Commission and State of Oregon Governor a Preferred Alternative. The Governor will recommend to FRA a Preferred Alternative. FRA will identify a Preferred Alternative.
- G. A Tier 1 Final EIS will be published to address identification of the Preferred Alternative.
- H. FRA will publish a Tier 1 Record of Decision to reflect the selection of the Preferred Alternative.



## Attachments

1. Goals and Objectives
2. Corridor Concepts
3. Preliminary Alternatives Evaluated

DRAFT



## Goals and Objectives

---

These goals and objectives identify the primary issues the project is intended to address, and will help shape evaluation measures that will be used to assess the preliminary route alternatives.

The following goals and objectives reflect comments heard from the six open houses held in January, feedback received from agency representatives and the public through January 22<sup>nd</sup> and at the Corridor Forum meeting January 25<sup>th</sup>, and input from the Leadership Council at its January 31<sup>st</sup> meeting. These goals and objectives were approved by the Leadership Council on January 31<sup>st</sup>.

### **Goal 1: Improve passenger rail mobility and accessibility to communities in the Willamette Valley.**

#### Objectives:

- 1A – Provide a viable alternative to auto, air, and bus travel between Eugene and Vancouver, WA.
- 1B – Provide reliable and frequent passenger rail service.
- 1C – Support multimodal integration at each passenger rail station.
- 1D – Allow for future passenger rail improvements, including higher speeds.

### **Goal 2: Protect freight-rail capacity and investments in the corridor, and maintain safety.**

#### Objectives:

- 2A – Does not increase conflicts between passenger rail or freight rail and vehicles.
- 2B – Protect freight-rail carrying capability.

### **Goal 3: Plan, design, implement, maintain, and operate a cost-effective project.**

#### Objectives:

- 3A – Develop a strategy that can be reasonably funded and leveraged with range of investment tools for construction and operation.
- 3B – Serve the maximum number of people with every dollar invested.

### **Goal 4: Provide an affordable and equitable travel alternative.**

#### Objectives:

- 4A – Provide a viable and affordable alternative for travelers.
- 4B – Provide equitable investments and service, with consideration to race/ethnicity and income.



**Goal 5: Be compatible with passenger rail investments planned in Washington State.**

Objective:

- 5A – Provide passenger rail service to meet the existing and future passenger rail demand for an interconnected system in the Pacific Northwest High Speed Rail corridor.

**Goal 6: Promote community health and quality of life for communities along the corridor.**

Objectives:

- 6A – Benefit communities within the corridor.
- 6B – Minimize negative impacts to communities along the corridor.

**Goal 7: Protect and preserve the natural and built environment.**

Objectives:

- 7A – Support Oregon's commitment to the preservation of resource lands and local land use and transportation planning.
- 7B – Reduce greenhouse gas emissions in support of national and state policies to slow climate change.
- 7C – Avoid and minimize impacts to the natural environment and cultural resources.



## Corridor Concepts Map and Descriptions

The following corridor concepts are being developed into preliminary alternatives for further screening and evaluation. The following list of corridor concepts are based on public input received during the fall of 2012, and have been refined after screening, public outreach in January through May 2013, and additional engineering development.

### Main Corridors

Several corridors and sections have been identified for travel between Eugene-Springfield and Portland-Vancouver.

**Blue:** The blue corridor generally follows the existing Amtrak Cascades route, potentially within or near the Union Pacific Railroad right-of-way between Eugene-Springfield, Junction City, Albany, Salem, Keizer, Woodburn, Oregon City, Milwaukie, and Portland. It crosses the Willamette River in Portland near Union Station before continuing northward either on or near existing BNSF Railroad tracks to Vancouver, WA.

**Red:** The red corridor runs along Interstate 5, either within or adjacent to the current highway right-of-way. It follows I-5 between Eugene-Springfield, Albany, Salem, Keizer, and Wilsonville. The red corridor would be all new track devoted primarily to intercity passenger rail service, with sections that could be used by freight rail around central city or station areas.

- Near Interstate 205, the red corridor concept would separate from I-5 and continue north through a new tunnel on the west side of the Willamette River.
- North of downtown Portland, the red corridor could continue on new track adjacent to the UPRR line, tunnel to North Portland, and then connect with the blue corridor to cross into Vancouver, WA.

A variation of the red corridor is a proposal for operating high speed rail with speeds exceeding 150 mph along a new dedicated route that would include use of the I-5 median, plus sections with tunnels and elevated structures to serve stations in new locations.

**Purple:** The purple corridor generally follows the existing Oregon Electric rail line, with several options. Some of the concepts for the purple alignment were eliminated during the screening process due to unavoidable and significant environmental, engineering, or social impacts.

- It travels westward through Eugene before turning north near the Eugene Airport, and then travels through Junction City and Harrisburg before connecting with the blue or red corridor in Albany.
- North of Salem, the purple corridor could travel north through Donald to Wilsonville to connect to the red corridor or would travel east toward Canby to connect with the blue corridor



### **Partial Corridor Concepts**

Some shorter corridor concepts are being considered that could serve communities between Eugene-Springfield and Portland-Vancouver, but would need to connect to one of the main corridors described above.

**Yellow:** The yellow corridor concept starts in the Eugene-Springfield area, and continues west of the purple corridor to travel near Monroe and through Corvallis, and then travels east to connect with either the red or blue line in Albany.

**Brown:** The brown corridor begins near Wilsonville and travels inside or adjacent to the I-205 right-of-way before turning west along I-84 and the existing UPRR alignment (Graham Line) along I-84 to the Rose Quarter. The brown corridor would connect to the blue or red corridor in the Rose Quarter in central Portland.





# Oregon Passenger Rail

## Eugene - Portland

### CHOOSING A PATH FORWARD









ALTERNATIVES EVALUATION

**Section A – Eugene-Springfield to North of Albany**

Alternative	Description	Potential Station Communities <sup>1</sup>
<b>Alternative A-1</b> (Blue)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from east Eugene to Section B boundary.</li> </ul>	<b>Eugene, Harrisburg, Tangent, Albany</b>
<b>Alternative A-2</b> (Red)	<ul style="list-style-type: none"> <li>Improve the existing passenger rail corridor from south-central Springfield to I-5.</li> <li>New rail corridor along I-5 from existing passenger rail line at I-5/Willamette River to Section B.</li> </ul>	Springfield, Albany
<b>Alternative A-2: Central Albany Option<sup>2</sup></b> (Red)	<ul style="list-style-type: none"> <li>Improve the existing passenger rail corridor from south-central Springfield to I-5.</li> <li>New rail corridor along I-5 from existing passenger rail line at I-5/Willamette River to Albany.</li> <li>Improve an existing rail corridor in Albany to connect to the existing passenger rail line.</li> <li>Improve the existing passenger rail corridor in Albany to the Section B boundary.</li> </ul>	Springfield, <b>Albany</b>
<b>Alternative A-3</b> (Purple)	<ul style="list-style-type: none"> <li>Improve the existing passenger rail corridor from east Eugene area to west Eugene.</li> <li>Improve an existing rail corridor from west Eugene to west of Tangent.</li> <li>Construct a new rail corridor from west of Tangent to south Albany.</li> <li>Improve an existing passenger rail corridor from south Albany to Section B boundary.</li> </ul>	<b>Eugene, Harrisburg, Albany</b>
<b>Alternative A-4</b> (Yellow)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from east Eugene area to west Eugene.</li> <li>Improve an existing rail corridor and construct a new rail corridor (Junction City to Monroe) from west Eugene through Junction City, Monroe, and Corvallis to the existing passenger rail corridor.</li> <li>Improve an existing passenger rail corridor to Section B boundary.</li> </ul>	<b>Eugene, Corvallis</b>
<b>Alternative A-4: Highway 34<sup>3</sup></b> (Yellow via Highway 34)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor east Eugene to west Eugene.</li> <li>Improve an existing rail corridor and construct a new rail corridor (Junction City to Monroe) from west Eugene through Junction City, Monroe, and Corvallis</li> <li>New rail corridor from Corvallis to west of Tangent to the existing passenger rail corridor in south Albany.</li> <li>Improve an existing passenger rail corridor from south Albany to the Section B boundary.</li> </ul>	<b>Eugene, Corvallis, Albany</b>

<sup>1</sup>Bolded cities would use the existing passenger rail station.

<sup>2</sup>Same as Alternative A-2 between Springfield and south Albany; different from Alternative A-2 north of south Albany (not in the I-5 corridor; see Section A map).

<sup>3</sup>Same as Alternative A-4 between east Eugene and Corvallis; different from Alternative A-4 between Corvallis and central Albany (see Section A map).







## ALTERNATIVES EVALUATION

### Section B – North of Albany to North of Wilsonville

Alternative	Description	Potential Station Communities <sup>1</sup>
<b>Alternative B-1</b> (Blue)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from Section A to Section C boundary.</li> </ul>	<b>Salem</b> , Brooks, Woodburn, Canby
<b>Alternative B-1:</b> <b>Parish Gap</b> <sup>2</sup> (Blue via Parish Gap)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from Section A to Section C boundary, with new rail corridor in the Parish Gap area.</li> </ul>	<b>Salem</b> , Brooks, Woodburn, Canby
<b>Alternative B-2</b> (Red)	<ul style="list-style-type: none"> <li>New rail corridor along I-5 from Section A boundary to Section C boundary.</li> </ul>	Salem, Keizer, Brooks, Woodburn, Wilsonville
<b>Alternative B-3</b> (Purple)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from Section A boundary to north Salem/Keizer area.</li> <li>Improve an existing rail corridor from north Salem/Keizer area to Donald area.</li> <li>New rail corridor from Donald area to existing passenger rail corridor (connecting south of Aurora).</li> <li>Improve the existing passenger rail corridor south of Aurora to Section C boundary.</li> </ul>	<b>Salem</b> , Keizer, Woodburn, Canby
<b>Alternative B-3:</b> <b>Wilsonville</b> <sup>3</sup> (Purple via Wilsonville)	<ul style="list-style-type: none"> <li>Improve the existing passenger rail corridor from Section A boundary to north Salem/Keizer area.</li> <li>Improve an existing rail corridor from north Salem/Keizer area to Section C boundary (tie-into the I-5 corridor).</li> </ul>	<b>Salem</b> , Keizer, Woodburn, Wilsonville
<b>Alternative B-3:</b> <b>Aurora</b> <sup>4</sup> (Purple to north of Aurora)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from Section A boundary to north Salem/Keizer area.</li> <li>Improve an existing rail corridor from north Salem/Keizer area to Donald area.</li> <li>New rail corridor from Donald area to existing passenger rail corridor.</li> <li>Improve the existing passenger rail corridor to Section C boundary.</li> </ul>	<b>Salem</b> , Keizer, Woodburn, Canby

<sup>1</sup> Bolded cities would use the existing passenger rail station.

<sup>2</sup> Same as Alternative B-1, except the Parish Gap alignment from west Jefferson to south of Turner (see Section B map).

<sup>3</sup> Same as Alternative B-3 south of Donald; different from Alternative B-3 north of Donald (see Section B map).

<sup>4</sup> Same as Alternative B-3, except the alignment east of I-5 to the existing passenger rail alignment (near Aurora) (see Section B map).









**ALTERNATIVES EVALUATION**

**Section C – North of Wilsonville to Vancouver**

Alternative	Description	Potential Station Communities <sup>1</sup>
<b>Alternative C-1</b> (Blue)	<ul style="list-style-type: none"> <li>Improve the existing a passenger rail corridor from Section B boundary to Vancouver.</li> </ul>	<b>Oregon City, Portland</b>
<b>Alternative C-1:</b> <b>Eastside Option 1<sup>2</sup></b> (Blue – east side)	<ul style="list-style-type: none"> <li>Improve the existing passenger rail corridor to the Rose Quarter area.</li> <li>Improve an existing rail corridor from the Rose Quarter area through north Portland</li> <li>Construct new tunnel under a portion of north Portland and merge with the existing passenger rail corridor near the Willamette River (west tunnel alignment under University of Portland).</li> <li>Improve the existing passenger rail corridor to Vancouver.</li> </ul>	<b>Oregon City, Portland</b>
<b>Alternative C-1:</b> <b>Eastside Option 2<sup>3</sup></b> (Blue to east side)	<ul style="list-style-type: none"> <li>Improve the existing passenger rail corridor to the Rose Quarter area.</li> <li>Improve an existing rail corridor from the Rose Quarter area through north Portland</li> <li>Construct new tunnel under a portion of north Portland and merge with the existing passenger rail corridor north of the Columbia Slough (east tunnel alignment).</li> <li>Improve the existing passenger rail corridor to Vancouver.</li> </ul>	<b>Oregon City, Portland</b>
<b>Alternative C-2</b> (Red)	<ul style="list-style-type: none"> <li>New rail corridor along I-5 to I-205.</li> <li>New rail corridor along I-205 to the Gateway area in northeast Portland.</li> <li>Improve an existing rail corridor along I-84 from the Gateway area in northeast Portland to the Rose Quarter.</li> <li>Improve the existing passenger rail corridor from the Rose Quarter to Vancouver (via Steel Bridge and Union Station).</li> </ul>	<b>Lake Oswego/Tualatin, Oregon City, Portland</b>
<b>Alternative C-2:</b> <b>Eastside Option 1<sup>4</sup></b> (Red – east side)	<ul style="list-style-type: none"> <li>New rail corridor along I-5 to I-205.</li> <li>New rail corridor along I-205 to the Gateway area in northeast Portland.</li> <li>Improve an existing rail corridor along I-84 from the Gateway area through the Rose Quarter area and north Portland, with stop in Rose Quarter</li> <li>Construct new tunnel under a portion of north Portland and merge with the existing passenger rail corridor (west tunnel alignment under University of Portland).</li> <li>Improve the existing passenger rail corridor to Vancouver.</li> </ul>	<b>Lake Oswego/Tualatin, Oregon City, Portland</b>



Alternative	Description	Potential Station Communities <sup>1</sup>
<b>Alternative C-2:</b> <b>East side Option 2<sup>5</sup></b> (Red – east side)	<ul style="list-style-type: none"> <li>• New rail corridor along I-5 to I-205.</li> <li>• New rail corridor along I-205 to the Gateway area in northeast Portland.</li> <li>• Improve an existing rail corridor along I-84 from the Gateway area through the Rose Quarter area and north Portland, with stop in Rose Quarter</li> <li>• Construct new tunnel under a portion of north Portland and merge with the existing passenger rail corridor (east tunnel alignment).</li> <li>• Improve the existing passenger rail corridor to Vancouver.</li> </ul>	Lake Oswego/Tualatin, <b>Oregon City</b> , Portland

<sup>1</sup> Bolded cities would use the existing passenger rail station. The alternatives with a new station in Portland is assumed to be in the Rose Quarter area.

<sup>2</sup> Same as Alternative C-1 from Section B boundary to Rose Quarter; different from Rose Quarter to merge on existing alignment in north Portland (see Section C map).

<sup>3</sup> Same as Alternative C-1 Eastside Option 1, except the tunnel alignment in north Portland (see Section C map).

<sup>4</sup> Same as Alternative C-2 from Section B boundary to Rose Quarter; different from Rose Quarter to merge on existing alignment in north Portland (see Section C map).

<sup>5</sup> Same as Alternative C-2 Eastside Option 1, except the tunnel alignment in north Portland (see Section C map).





## Preliminary Staff Recommendations

### Alternatives to Move Forward into Tier 1 Draft Environmental Impact Statement (DEIS)

As of: December 13, 2013

The tables below summarize preliminary staff recommendations for alternatives to move forward into the Tier 1 DEIS, based on a number of considerations, including the technical evaluation findings, guidance from the Federal Railroad Administration, maintenance considerations, and feedback from agency stakeholders and the public at the round of committee meetings and open houses held in fall 2013. Consistent with the evaluation, the recommendations below are organized by Section.

#### Section A: Eugene/Springfield to Albany

Alternative	Recommended Action	Rationale
Blue	Advance	<ul style="list-style-type: none"><li>• <i>Goal 3:</i> Most flexible construction phasing because of the extent of existing, functional rail infrastructure. Lowest cost when compared with the other alternatives in this section.</li><li>• <i>Goal 6:</i> Because it follows the existing UP line impacts to residential and community resources are lower.</li><li>• <i>Goal 7:</i> Fewer impacts to farmland, wetlands, and miles of track through known unstable slopes.</li></ul>
Red	Advance	<ul style="list-style-type: none"><li>• <i>Goal 1:</i> Shortest travel time (36 minutes) of all alternatives in this section, compared to 49 minutes for blue and 54 minutes for yellow. No congestion due to freight interface and only one shift in ownership at the alternative's southern terminus. Greatest potential to allow for future passenger rail improvements including increased frequencies and higher speeds over time.</li><li>• <i>Goal 2:</i> Fewest number of at-grade crossings (1 total, compared to 55 for blue and 95 for yellow). Removes passenger rail from existing freight rail line.</li></ul>
Red Central Albany Option	Advance	<ul style="list-style-type: none"><li>• <i>Goal 1:</i> Shorter travel time (41 minutes) of all alternatives in this section apart from main Red alternative. Limited congestion due to freight interface. Three shifts in ownership (two in Albany vicinity to serve the central Albany station). High potential to allow for future passenger rail improvements including higher speeds over time.</li></ul>



Red Central Albany Option, cont.		<ul style="list-style-type: none"> <li>• <i>Goal 2:</i> Although at-grade crossings are higher than the main Red alternative (12 total, compared to 1 for the main Red alternative) they are lower than the other alternatives in this section. Removes passenger rail from freight rail for most of this section.</li> <li>• <i>Goal 7:</i> Serves the historic Albany train station.</li> </ul>
Purple	Do not advance	<ul style="list-style-type: none"> <li>• <i>Goal 1:</i> Highest number of rail infrastructure ownership and operations switches – from UP to O&amp;E line back to UP, back to O&amp;E, and finally back to UP in Albany. This causes a concern about reliability.</li> <li>• <i>Goal 3:</i> Much lower ability to phase improvements over time than blue alternative as the purple alternative assumes completely rebuilding the railway bed of the portions using the O&amp;E line. Approximately 40% higher construction costs than lowest cost alternative.</li> <li>• <i>Goal 7:</i> higher impacts to farmland and wetlands than blue alternative.</li> <li>• <i>NOTE:</i> The purple alternative does not perform poorly per se. Staff recommends eliminating it from further evaluation as it replicates the blue alignment to a large extent in terms of service, yet requires the level of construction associated with the Red alternative (reconstruction of rail bed), does not perform as well as either the Red or Blue alternatives, and shows substantially higher construction costs as compared to the Blue alternative.</li> </ul>
Yellow	Do not advance	<ul style="list-style-type: none"> <li>• <i>Goal 1:</i> Higher travel times in Section A compared to all other alternatives except the Yellow Highway 34 option (54 minutes).</li> <li>• <i>Goal 2:</i> Highest number of at-grade crossings (95 total) of all other alternatives in Section A.</li> <li>• <i>Goal 3:</i> Low opportunity to phase improvements in over time due to relatively long segments that would need to be constructed to provide a serviceable link. Construction cost is over 60% higher than the blue alternative.</li> <li>• <i>Goal 6:</i> Main yellow alternative impacts substantially more residential parcels (644 residential parcels) than the other alternatives. Yellow main alternative impacts more than 300 more residential parcels than the next most impactful alternative.</li> <li>• <i>Goal 7:</i> High potential to impact non-listed fish and wildlife species due to new greenfield alignment required through natural area between Corvallis and Albany.</li> </ul>



<b>Yellow OR 34 Option</b>	Do not advance	<ul style="list-style-type: none"> <li>• <i>Goal 1:</i> Higher travel times in Section A compared to all other alternatives except the Yellow main alternative (54 minutes).</li> <li>• <i>Goal 2:</i> Highest number of at-grade crossings (83 total) of all other alternatives in Section A except for the Yellow main alternative.</li> <li>• <i>Goal 3:</i> Low opportunity to phase improvements in over time due to relatively long segments that would need to be constructed to provide a serviceable link. Construction cost is over 60% higher than the blue alternative.</li> <li>• <i>Goal 7:</i> Potential to impact listed, proposed, and non-listed fish and wildlife species higher than other alternatives due to new greenfield alignment required through natural area between Corvallis and Albany.</li> </ul>
----------------------------	----------------	--

Please note: Section B below was split into two parts – one south of Keizer, and one north of Keizer.

#### Section B (1): Albany to South of Keizer

Alternative	Recommended Action	Rationale
<b>Blue</b>	Advance	<ul style="list-style-type: none"> <li>• <i>Goal 3:</i> Blue alternative has the greatest ability to phase improvements over time due to extent of existing, functioning rail infrastructure and has the lowest construction cost in Section B.</li> <li>• <i>Goal 7:</i> Lowest impact to farmland with Blue alternative.</li> </ul>
<b>Blue Parish Gap Option</b>	Do not advance	<ul style="list-style-type: none"> <li>• <i>Goal 1:</i> Parish Gap option does not improve overall travel time or otherwise improve reliability as compared to Blue alternative or other alternatives.</li> <li>• <i>Goal 3:</i> Parish Gap option costs approximately 20% higher than blue alternative and the cost to build the Parish Gap could not be phased over time.</li> </ul>
<b>Red</b>	Advance	<ul style="list-style-type: none"> <li>• <i>Goal 1:</i> Substantially lower travel times in this section compared to all other alternatives due to speed benefits from infrastructure south of Salem. No freight congestion or ownership shifts. Highest ability to allow for future passenger rail improvements including higher speed.</li> <li>• <i>Goal 2:</i> No at-grade crossings in this section, and no conflicts with freight rail.</li> <li>• <i>Goal 6:</i> Fewer noise impacts to residential and commercial parcels than any other alternative.</li> <li>• <i>Goal 7:</i> Fewer miles of track through unstable slopes than any other alternative.</li> </ul>



**Section B (2): Keizer to Wilsonville**

Alternative	Recommended Action	Rationale
<b>Blue</b>	Advance	<ul style="list-style-type: none"> <li><i>Goal 3:</i> Blue alternative has the greatest ability to phase improvements over time due to extent of existing, functioning rail infrastructure. Blue alternative has the lowest construction cost overall in Section B.</li> </ul>
<b>Red</b>	Do not advance	<ul style="list-style-type: none"> <li><i>Goal 1:</i> Travel time savings and improved mobility were seen primarily south of Keizer. Travel time savings were minor north of Keizer when compared to Purple.</li> <li><i>Goal 3:</i> Cost approximately 50 percent more than Blue and could not be phased like the Blue corridors.</li> <li><i>Goal 7:</i> Greater farmland impacts than other alternatives in Section B.</li> </ul>
<b>Purple Wilsonville Option</b>	Advance	<ul style="list-style-type: none"> <li><i>Goal 1:</i> Shorter travel time compared to the other Purple options (savings of approximately 6 minutes in all of Section B; 7 minutes compared to the Blue corridor in all of Section B) and opportunity to connect to TriMet Commuter Rail in Wilsonville.</li> <li><i>Goal 3:</i> Costs approximately 40 percent less than the Red alternative in all of Section B. North of Keizer, ODOT owns the right-of-way in the Purple corridor. A station in the vicinity of Wilsonville could serve the populous SW Portland metropolitan region.</li> </ul>
<b>Purple Aurora and Donald Options</b>	Do not advance	<ul style="list-style-type: none"> <li><i>Goal 1:</i> Travel time higher than Wilsonville option and same as Blue alternative with one additional shift in ownership than Purple alternative.</li> <li><i>Goal 3:</i> Costs are moderately higher than the Blue Alternative and Purple Wilsonville option.</li> <li><i>Goal 6:</i> Higher number of sensitive noise locations (residential and commercial parcels specifically) that could be impacted by noise than the Purple Wilsonville option.</li> <li><i>Goal 7:</i> Higher track mileage through unstable slope location than Purple Wilsonville option (1.6 miles vs. 0.04 miles respectively).</li> </ul>



**Section C: Portland Metropolitan Area (Wilsonville to Vancouver, WA)**

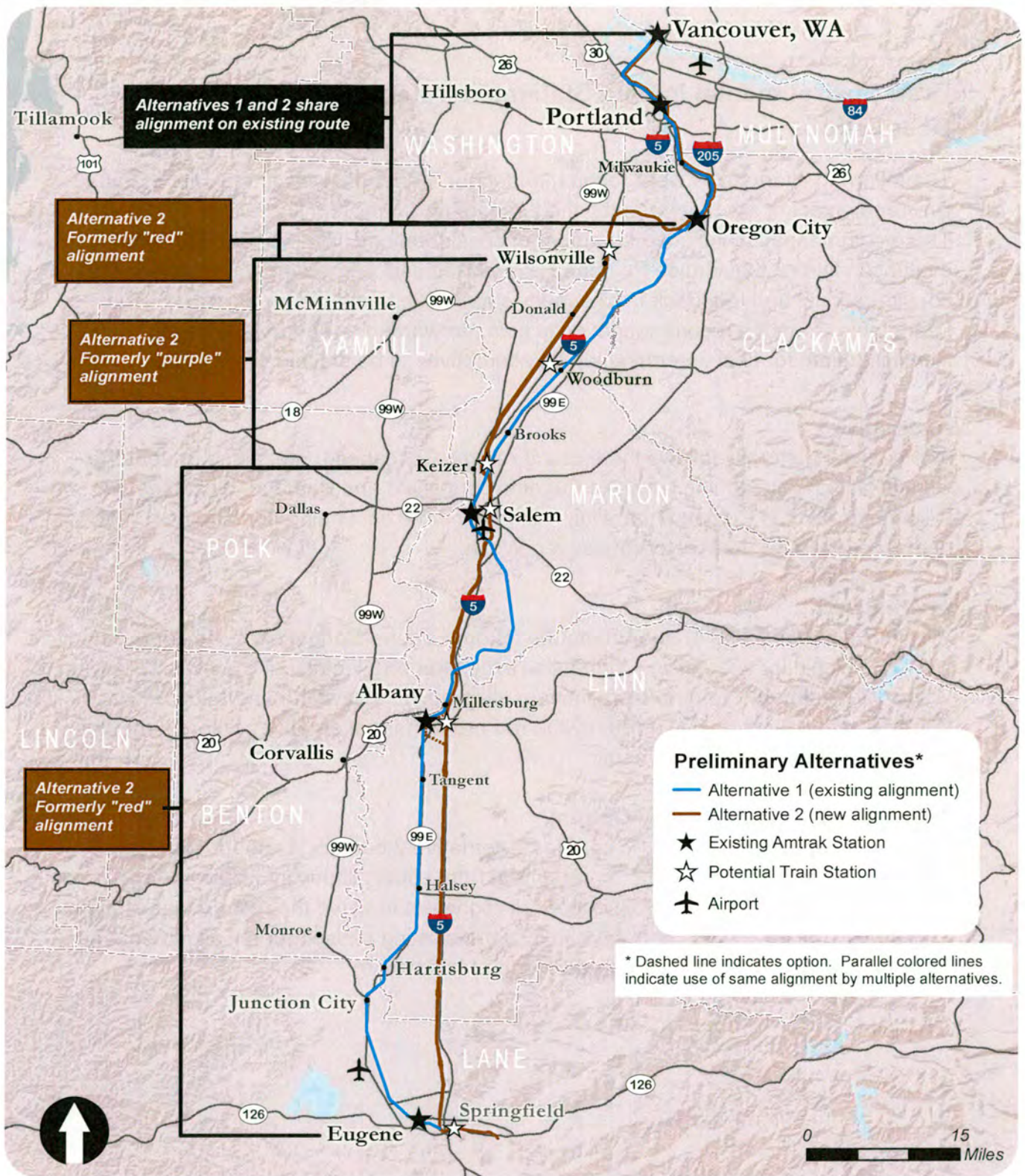
Alternative	Recommended Action	Rationale
<b>Blue</b>	Advance	<ul style="list-style-type: none"> <li><i>Goal 3:</i> Blue alternative has the lowest construction cost overall in Section C. Provides more opportunity to phase improvements over time.</li> <li><i>Goal 6:</i> Lower potential community cohesion impacts and potential impacts to sensitive noise receptors than the Red corridor alternatives.</li> <li><i>Goal 7:</i> The Blue alternative would serve the historic Union Station, the City's designated passenger rail transportation hub. Lower anticipated impacts to proposed and listed bird, plant, and invertebrate species.</li> </ul>
<b>Blue East Side Options</b>	Do not advance	<ul style="list-style-type: none"> <li><i>Goal 3:</i> East side options do not show ability to phase, and construction costs are estimated at between 80% and 90% higher than main Blue alternative.</li> <li><i>Goal 7:</i> East side options would not provide service the historic Union Station, the City's designated passenger rail transportation hub.</li> </ul>
<b>Red between Wilsonville and Oregon City</b>	Advance	<ul style="list-style-type: none"> <li><i>NOTE:</i> This portion of the red alternative is advanced as a way to connect the Purple Wilsonville option in Section B to the Blue line in Section C. Sufficient engineering analysis has been done to determine that feasible potential alignments exist that can make this connection.</li> </ul>
<b>Red between Oregon City and Vancouver, WA</b>	Do not advance	<ul style="list-style-type: none"> <li><i>Goal 1:</i> Travel time is substantially higher (35 minutes as opposed to the blue alternative's 23 minutes) than the Blue alternative in Section C.</li> <li><i>Goal 3:</i> Costs are approximately 340% higher than the Blue alternative with less opportunity to phase improvements over time.</li> <li><i>Goal 6:</i> Substantially higher numbers of residential and commercial parcels potentially impacted by noise. Higher numbers of community resources and residential and commercial parcels that could be displaced by the Red alternative.</li> </ul>



Red Eastside Options between Oregon City and Vancouver, WA	Do not advance	<ul style="list-style-type: none"> <li>• <i>Goal 1:</i> Travel time is substantially higher (35 minutes as opposed to the blue alternative's 23 minutes) than the Blue alternative in Section C.</li> <li>• <i>Goal 3:</i> Costs are between 360% and 370% higher than the Blue alternative with less opportunity to phase improvements over time.</li> <li>• <i>Goal 6:</i> Substantially higher numbers of residential and commercial parcels potentially impacted by noise. Higher numbers of community resources and residential and commercial parcels that could be displaced by the Red alternative.</li> </ul>
--	----------------	--

Two basic alternatives exist when considering the corridor from end to end. One is the “existing corridor” – the blue alternative – which assumes major infrastructure investment shadows the current Amtrak service alignment. The second is a “new corridor” alternative – red from Springfield to Keizer, purple from Keizer to Wilsonville, and red between Wilsonville and Oregon City where the alternative would meet up with blue. Mix and match opportunities would remain between these two alternatives, and two areas lend themselves well to design options – Central Albany and connecting Wilsonville to the Blue Alternative). Following a discussion with and incorporation of comments from the FRA, the project team will present these recommendations to the Leadership Council at a meeting December 17.





December 17, 2013

## Project Team Recommended Alternatives



Oregon Passenger Rail  
Eugene - Portland  
CHOOSING A PATH FORWARD

*5/19/14 work session*





## **Draft Environmental Impact Statement Alternatives - Map and Descriptions**

The following alternatives were recommended for further analysis in the Tier 1 Draft Environmental Impact Statement by the Leadership Council on December 17, 2013. The recommendation included a number of considerations, including the technical evaluation findings, guidance from the Federal Railroad Administration, maintenance considerations, and feedback from agency stakeholders and the broad public. The Leadership Council's recommendation is being forwarded to Federal Railroad Administration, for final determination on alternatives to be studied in the DEIS.

### **Alternative 1**

Alternative 1 generally follows the existing Amtrak Cascades route, along or near the Union Pacific Railroad line between Eugene-Springfield and Portland. It crosses the Willamette River in Portland near Union Station before continuing north, either on or near existing BNSF tracks, to Vancouver, Wash.

### **Alternative 2**

Alternative 2 runs along or near Interstate 5 from Eugene-Springfield to Keizer (formerly the red preliminary alternative), then follows the Oregon Electric rail line from Keizer to Wilsonville (formerly the purple preliminary alternative), follows I-5 and I-205 between Wilsonville and Oregon City (formerly the red preliminary alternative), where it merges with the existing Amtrak alignment.

### **Alternative 2 (Central Albany Option)**

This design option leaves the I-5 corridor (Alternative 2 corridor) in south Albany and travels along an existing freight rail alignment from south Albany into central Albany, where it ties into the existing passenger rail alignment to serve the Albany train station. This design option leaves central Albany via the existing passenger rail alignment and reconnects to the Alternative 2 corridor north of Millersburg.



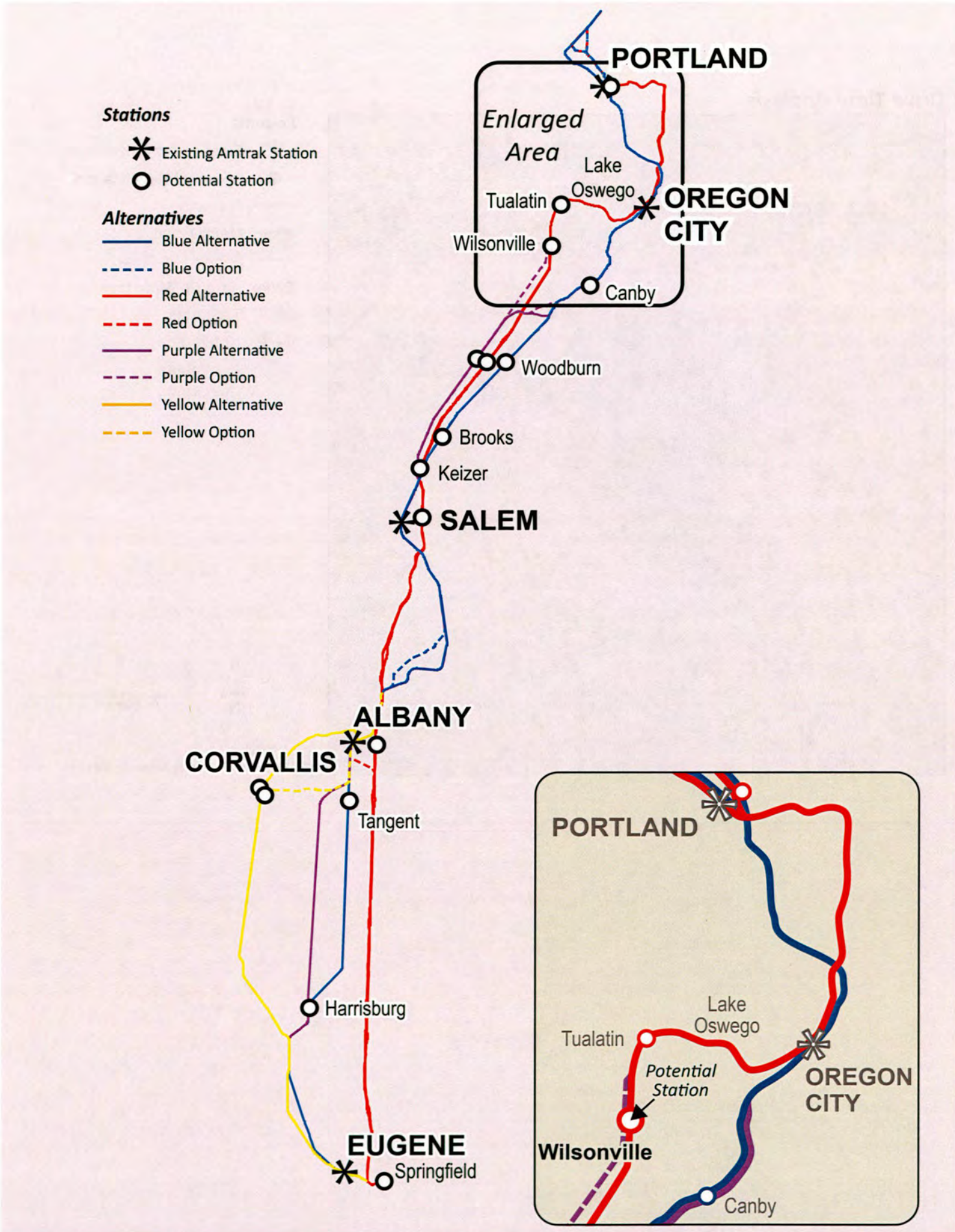
# WILSONVILLE

Potential Station

## SUMMARY ASSESSMENT

Evaluation Criteria	Summary of Features
Operational Feasibility	The Wilsonville station area is 16 miles southwest of the existing Oregon City station and could be served by red or purple alternative. The existing Portland station is within a 30-minute drive.
Customer Demand	There are no major key attractions, but there are several major large employers. Not very dense due to small-town nature, but close to Portland, which has large employers and population.
Site Suitability	The station is not in central downtown. In general, the existing built form is suburban with low density and low-story buildings. Lots near station area have some development and redevelopment potential.
Interconnectivity	Adjacent to transit center that connects to regional transit service. Bicycle and pedestrian connectivity is limited because of I-5.

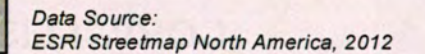
5/19/14  
work session





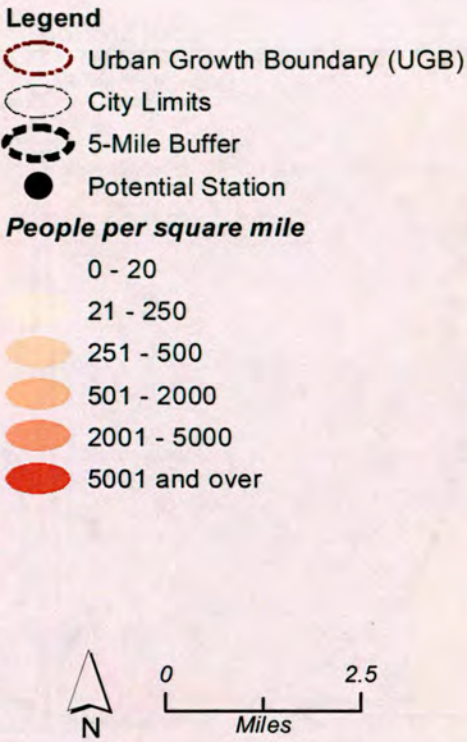
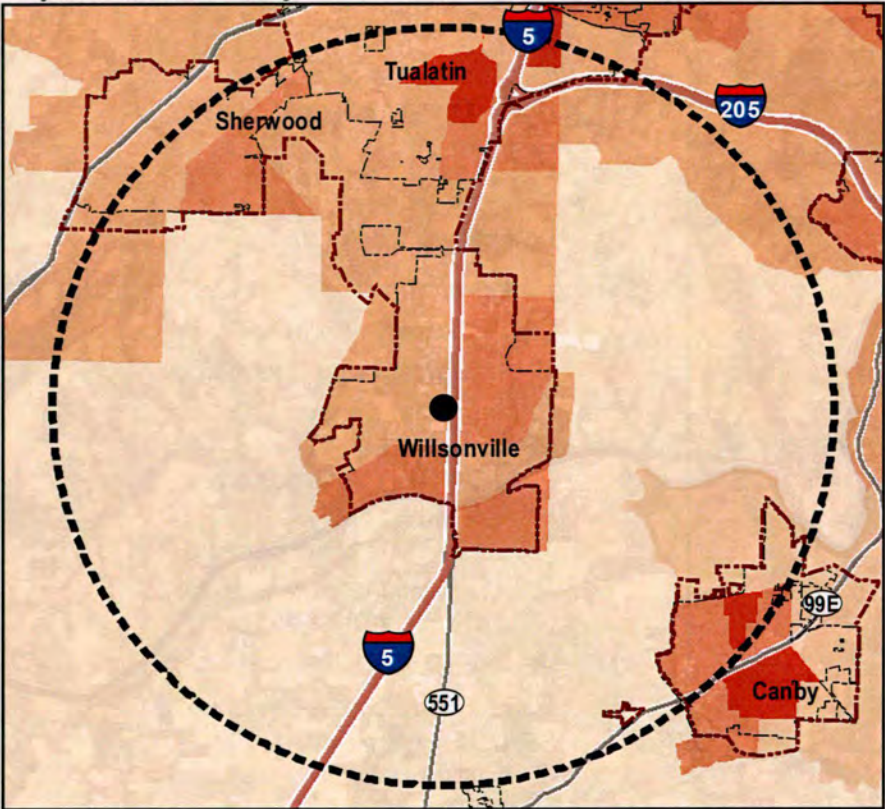
## OPERATIONAL FEASIBILITY

### Drive Time Analysis

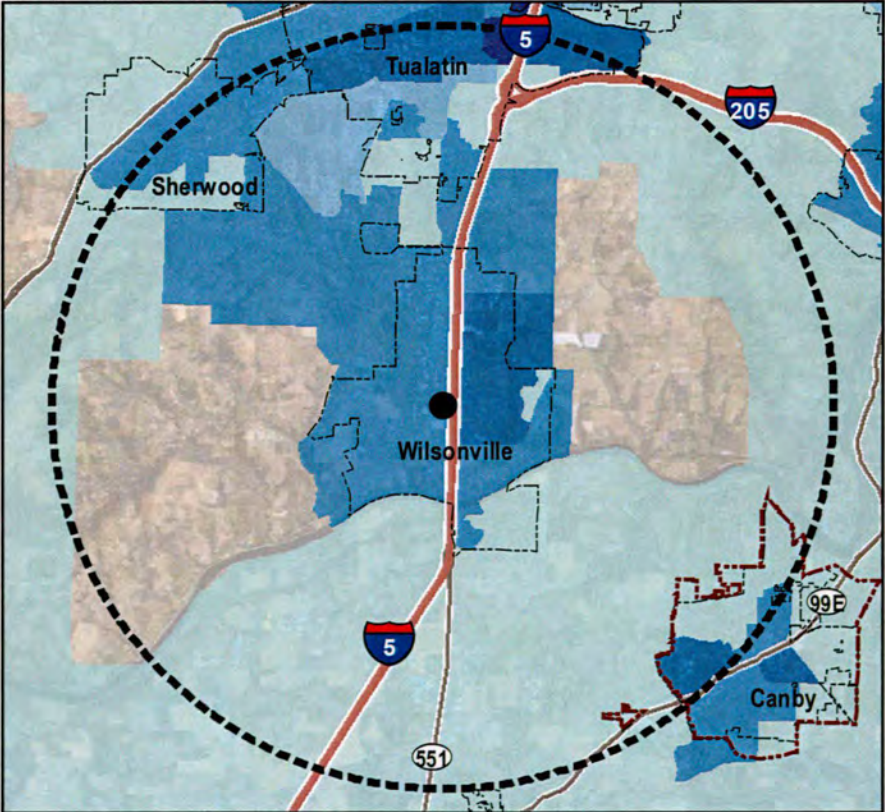




Population Density



Employment Density



Data Source: US Census Bureau, 2010

Data Source: Oregon QCEW (Quarterly Census Employment and Wages), 2011

CUSTOMER DEMAND

Many large employers in business park settings are located within 5 miles of the station area. These include Xerox Corporation, Mentor Graphics and Legacy Meridian Park Hospital. Wilsonville’s location at the southern end of the Portland metro area is reflected in the small population within 1 mile of Wilsonville and the significantly higher population within a 10-mile radius. The numerous industrial campuses and employment areas in Wilsonville are indicated in the high employee density within a 1 mile radius of the potential new station area.

Population, Employment, and densities for 1, 5, and 10-mile radiuses.

	1-Mile Radius	5-Mile Radius	10-Mile Radius
Population	5,475	61,272	344,485
Population Density (people per sq. mile)	1,743	780	1,097
Total Employees	7,977	38,043	161,114
Employee Density (employees per sq. mile)	2,540	485	513

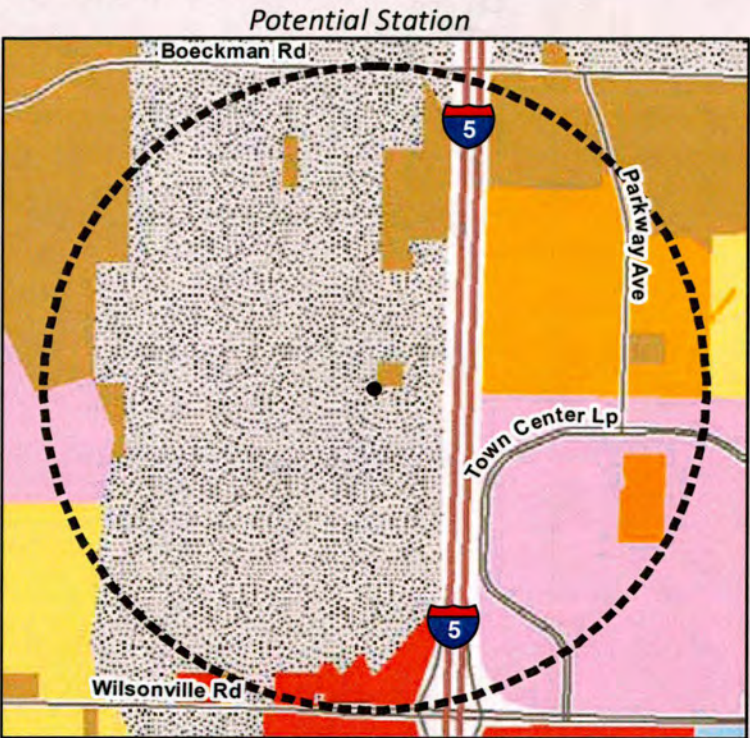


# WILSONVILLE

## SITE SUITABILITY

Wilsonville is a small, suburban city at the southern end of the Portland Metro area. It is surrounded by agricultural land to the east and west. Wilsonville is largely flat and has a suburban setting with tight Urban Growth Boundary (UGB) and city limits in a swath along the I-5 corridor (I-5 splits Wilsonville). Within the UGB, there are mostly industrial campus and commercial uses along I-5, and mixed-use residential and residential to the east and west of the I-5 corridor. The station location is in an area designated as an industrial campus area just west of I-5. A number of lots close to the station area offer development potential both for industrial campuses and mixed-use residential. The station area has convenient access to the Wilsonville transit center and WES commuter rail.

### Zoning Designations



Data Sources:  
 Metro RLIS; Benton, Lane, Linn, Marion, and Polk Counties;  
 Cities of Eugene and Albany; ESRI; and ODOT 2009-2013

**Legend**

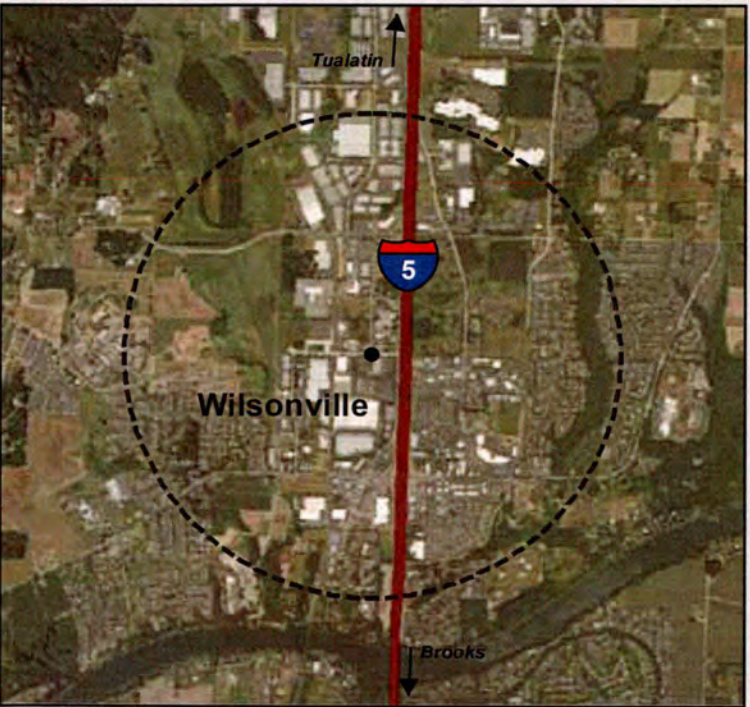
- Urban Growth Boundary (UGB)
- City Limits
- Half-Mile Buffer
- Potential Station

**Zoning Designations**

- EFU - Exclusive Farm or Forest Use
- CN - Neighborhood Commercial
- IC - Industrial Campus
- MFR1 - Multi Family (4-15 Dwelling Units per acre)
- MFR2 - Multi Family (16-20 Dwelling Units per acre)
- MUR1 - Mixed Use Residential (4-15 Dwelling Units per acre)
- PF - Public Facilities
- FUD - Future Urban Development
- SFR7 - Single Family (7 Dwelling Units per acre)
- SFR10 - Single Family (10 Dwelling Units per acre)

0 0.3 Miles

### Aerial



**Legend**

- 1-Mile Buffer
- Potential Station

0 0.75 Miles

Data Sources: ESRI 2013







## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> May 19, 2014	<b>Subject:</b> Climate Smart Communities: Shaping the Preferred Regional Approach to Reduce per capita Greenhouse Gas Emissions from Cars and Small Trucks by 2035  <b>Staff Members:</b> Nancy Kraushaar, Community Development Director; Stephan Lashbrook, Transit Director  <b>Departments:</b> Administration, Community Development, Transit
<b>Action Required</b> <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<b>Advisory Board/Commission Recommendation</b> <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b> The discussion at the work session will be summarized in a memorandum.
<b>Staff Recommendations:</b> Not applicable	
<b>Recommended Language for Motion:</b> Not applicable.	
<b>PROJECT / ISSUE RELATES TO:</b>	
<input type="checkbox"/> Council Goals/Priorities <input type="checkbox"/> Adopted Master Plan(s) <input checked="" type="checkbox"/> Not Applicable	

### ISSUE BEFORE COUNCIL

The Council will discuss the three scenarios for each of the policies proposed in the Climate Smart Communities Scenarios Project. The discussion is a continuation from the subject and material presented at the May 5, 2014 City Council work session.

### EXECUTIVE SUMMARY

Metro has developed three scenarios for consideration by area policy makers in response to a state mandate to reduce per capita greenhouse gas emissions (GHGs) from cars and small trucks by 20% by the year 2035.



- Scenario A – “Recent Trends” – based on the implementation of all local land use and transportation plans throughout the region, to the extent possible with existing revenue levels;
- Scenario B – “Adopted Plans with Increased Revenue” – envisions the full implementation of local plans, plus the Regional Transportation Plan, with increased revenue; and
- Scenario C – “New Plans and Policies” – includes increased funding to achieve a greater reduction of GHGs.

Metro is seeking public comment on the scenarios and convened two joint meetings (on April 11, 2014 and May 30, 2014) of JPACT (Joint Policy Advisory Committee on Transportation) and MPAC (Metro Policy Advisory Committee) – both advisory committees to the Metro Council. In preparation for their May 30, 2014 meeting, MPAC and JPACT members are seeking input and guidance from local jurisdictions. The Wilsonville City Council briefly discussed the topic at their April 21, 2014 meeting and then with more detail at their May 5, 2014 meeting.

Metro has identified seven policy areas where varied levels of public investment would bring varied results in meeting the GHG reduction target established by the state:

1. Transit
2. Technology
3. Travel Information Programs
4. Planned Active Transportation Network
5. Planned Street and Highway Network
6. Parking Management
7. Investment (funding) level

Results of a “straw poll” from the April 11, 2014 JPACT/MPAC joint meeting were included in the May 5, 2014 City Council packet retreat. The poll summarizes the meeting participants’ reactions and preferences for Scenarios A, B, and C in six of the policy areas. This approach may be valuable in framing City Council reactions and thoughts on the policies.

“Shaping the Preferred Approach, A Discussion Guide for Policymakers” was also distributed to the City Council at their May 5 meeting. The workbook can be used in discussing each of the policy areas and levels of investment Council believes are appropriate for the Wilsonville community.

The second JPACT/MPAC joint meeting is scheduled for May 30, at which time the financial implications of the various options will be discussed. At that meeting, Metro is seeking to conduct a formal vote by the members of JPACT and MPAC to select the preferred approach, including which scenario and focus areas to pursue.

The Climate Smart Communities program is still based on general information, with few specifics for local implementation. It is likely that the program will continue to be refined and will lead to direction from the Metro Council to local governments over the next few years. It will be important for the City of Wilsonville to remain actively involved as that refinement process unfolds in the future.



## **CURRENT YEAR BUDGET IMPACTS**

None that can be determined at this time.

## **FINANCIAL REVIEW / COMMENTS:**

Reviewed by:

Date:

## **LEGAL REVIEW / COMMENTS**

Reviewed by: MEK

Date: 5/8/2014

N/A as this is an informational report.

## **CITY MANAGER COMMENT**

## **ATTACHMENTS**

None – the attachments for the May 19 meeting were distributed for the May 5 meeting. Please contact Sandy King if you need either of the following:

1. *Shaping the Preferred Approach: A Discussion Guide for Policymakers of the Portland Metropolitan Region, April 2014*, Metro Climate Smart Communities Scenario Project
2. *Straw poll results from April 11 joint JPACT/MPAC meeting April 15, 2014*, Metro Climate Smart Communities Scenario Project



**CLIMATE  
SMART**  
COMMUNITIES  
SCENARIOS PROJECT

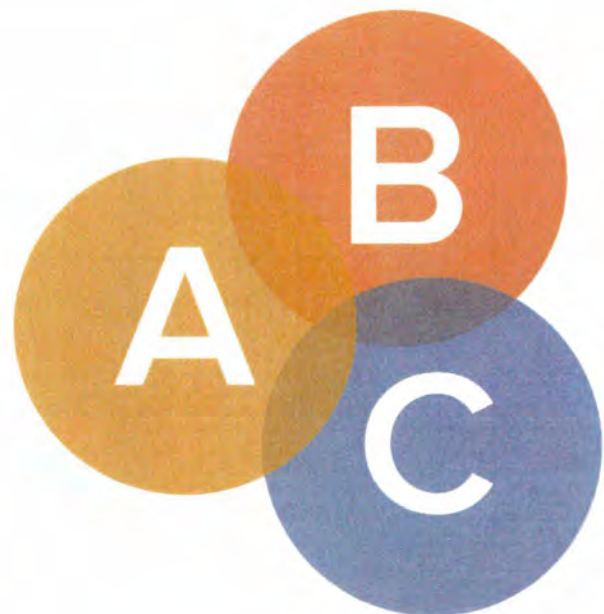


# SHAPING THE PREFERRED APPROACH

.....  
A DISCUSSION GUIDE FOR POLICYMAKERS  
.....

PORTLAND METROPOLITAN REGION

APRIL 2014





**ATTACHMENT A**

This page intentionally left blank for printing.



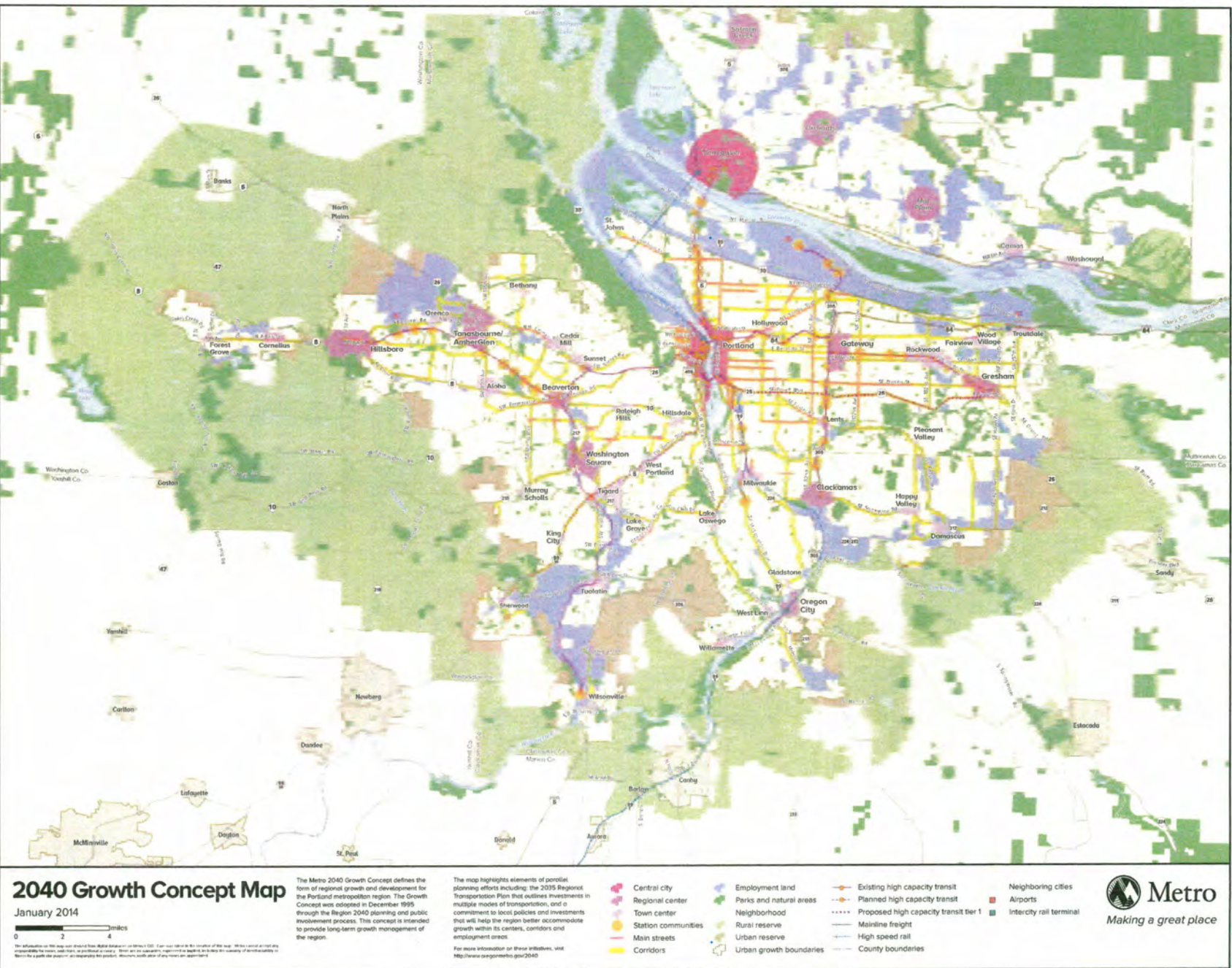
## TABLE OF CONTENTS

<b>Introduction</b>	3
About this guide	4
Desired outcomes	5
<b>Regional context</b>	
Our region is changing	7
Investing in our communities	9
Paying for needed investments	10
Today's choices shape the future	12
<b>What we've learned so far</b>	
We found good news.	14
But there is more work to be done.	15
<b>Moving forward.</b>	16
<b>Policy questions for 2014</b>	
What choices have been made?	18
What choices do we still need to make?	19
<b>Policy areas</b>	
Overview of policy areas.	21
Make transit more convenient, frequent, accessible and affordable	23
Use technology to actively manage the transportation system	29
Provide information and incentives to expand the use of travel options	33
Make biking and walking more safe and convenient	37
Make streets and highways more safe, reliable and connected	41
Manage parking to make efficient use of parking resources	45
Identify potential ways to pay for our investment choices.	49
<b>Supplemental information</b>	
Phase 2: Selected results at a glance	53
Phase 2: Transit access at a glance	57
Phase 2: Assumptions at a glance.	58
Glossary.	60



# OUR SHARED VISION: THE 2040 GROWTH CONCEPT

An integrated land use and transportation vision for building healthy, equitable communities and a strong economy while reducing greenhouse gas emissions.

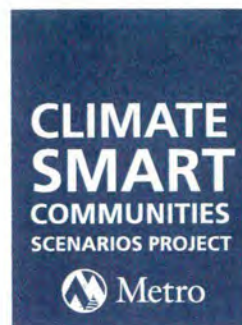




## INTRODUCTION

The Climate Smart Communities Scenarios Project was initiated in response to a state mandate to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.

The goal of the project is to engage community, business, public health and elected leaders in a discussion to shape a preferred approach that supports local plans for downtowns, main streets and employment areas; protects farms, forestland, and natural areas; creates healthy, livable neighborhoods; increases travel options; and grows the regional economy while reducing greenhouse gas emissions from cars and small trucks.





## ABOUT THIS GUIDE

This discussion guide for policymakers is designed to help elected, business, and community leaders and residents better understand the challenges and choices facing the Portland metropolitan region. It will be used by members of the Metro Policy Advisory Committee (MPAC) and Joint Policy Advisory Committee on Transportation (JPACT) to help shape a preferred approach for the Metro Council to consider for adoption in December 2014.

This guide brings together the results of the analysis completed in late 2013 and background information on the choices facing policymakers as the Climate Smart Communities Scenarios Project moves forward to shape a preferred approach that supports the region's shared values and helps make local and regional plans a reality.

The desired outcome for this discussion guide is that together, cities, counties, and regional partners will be prepared to decide which investments and actions from each scenario should be included in the preferred approach.

### What the future might look like in 2035

#### SCENARIO



#### Recent Trends

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

#### SCENARIO



#### Adopted Plans

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

#### SCENARIO



#### New Plans and Policies

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

The scenarios are tested for research purposes only and do not necessarily reflect current or future policy decisions of the Metro Council, MPAC or JPACT.



## DESIRED REGIONAL OUTCOMES

### ATTRIBUTES OF GREAT COMMUNITIES

The six desired outcomes for the region endorsed by the Metro Policy Advisory Committee and approved by the Metro Council:

#### **Vibrant communities**

People live and work in vibrant communities where their everyday needs are easily accessible.

#### **Economic prosperity**

Current and future residents benefit from the region's sustained economic competitiveness and prosperity.

#### **Safe and reliable transportation**

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

#### **Leadership on climate change**

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

#### **Clean air and water**

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

#### **Equity**

The benefits and burdens of growth and change are distributed equitably.

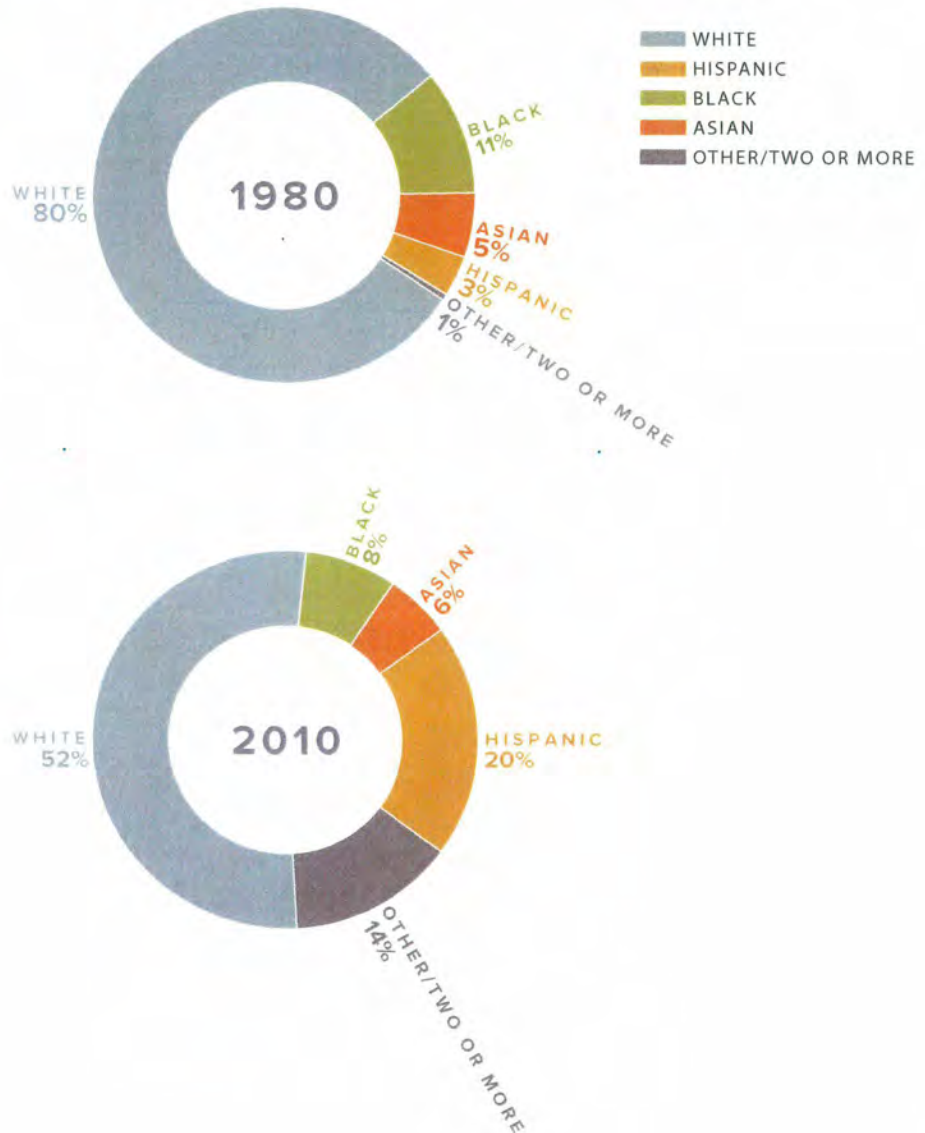






People of color are an increasingly significant percentage of the Portland metropolitan region's population. Areas with high poverty rates and people of color are located in all three of the region's counties – often in neighborhoods with limited transit access to family wage jobs and gaps in walking and bicycling networks.

## RACE AND ETHNICITY IN THE PORTLAND METROPOLITAN REGION





## REGIONAL CONTEXT

### OUR REGION IS CHANGING

The Portland metropolitan region is an extraordinary place to call home. Our region has unique communities with inviting neighborhoods, a diverse economy and a world-class transit system. The region is surrounded by stunning natural landscapes and criss-crossed with a network of parks, trails and wild places within a walk, bike ride or transit stop from home. Over the years, the communities of the Portland metropolitan region have taken a collaborative approach to planning that has helped make our region one of the most livable in the country.

Because of our dedication to planning and working together to make local and regional plans a reality, we have set a wise course for managing growth – but times are challenging. With a growing and increasingly diverse population and an economy that is still in recovery, residents of the region along with the rest of the nation have reset expectations for financial and job security.

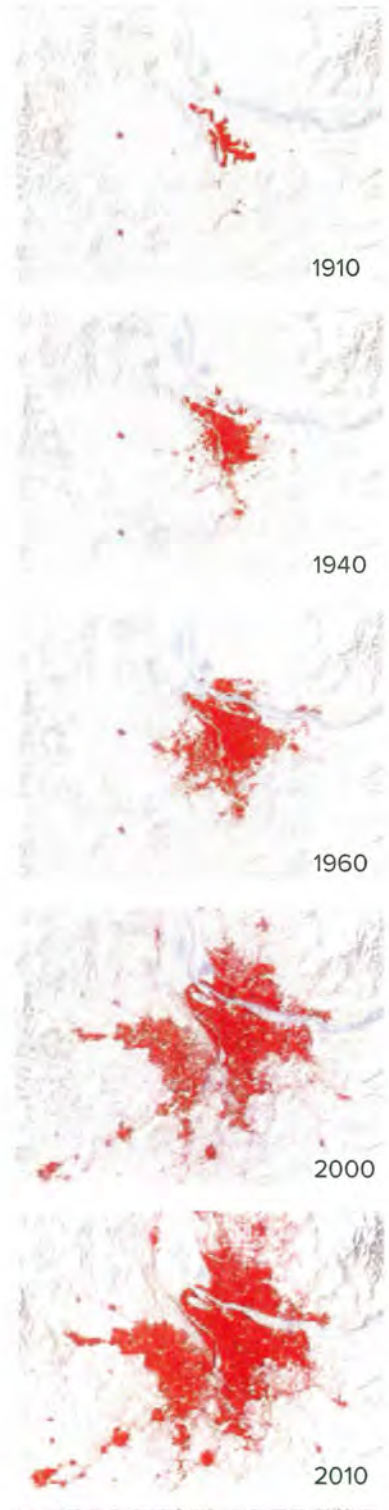
Aging infrastructure, rising energy costs, a changing climate, and global economic and political tensions demand new kinds of leadership, innovation and thoughtful deliberation and action to ensure our region remains a great place to live, work and play for everyone.

In collaboration with city, county, state, business and community leaders, Metro has researched how land use and transportation policies and investments can be leveraged to respond to these challenges.

---

The region expects to welcome nearly 500,000 new residents and more than 365,000 new jobs within the urban growth boundary by 2035.

---









## INVESTING IN OUR COMMUNITIES

Oregon has been a leader among a handful of states in addressing climate change, with an ambitious goal to reduce greenhouse gas (GHG) emissions from all sources to 75 percent below 1990 levels by the year 2050. In 2009, the Oregon Legislature required the Portland metropolitan region to develop an approach to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.

Because our community visions focus development and investment where it makes sense – in downtowns, main streets and employment areas – and support transportation options for getting to work, school, and destinations across the region, we already drive 20 percent fewer miles every day than residents of other regions of similar size.

While our existing local and regional plans for growth can get us to the 2035 target, we still have work to do to make those plans a reality.

We know that investing in quality infrastructure is essential to a functioning, vibrant economy and healthy, livable communities. Investment in infrastructure is also needed to reduce greenhouse gas emissions. Past experience and analysis indicate that investments in centers, corridors and employment areas are an effective means of attracting growth to these areas, supporting community visions and values, and reducing greenhouse gas emissions.

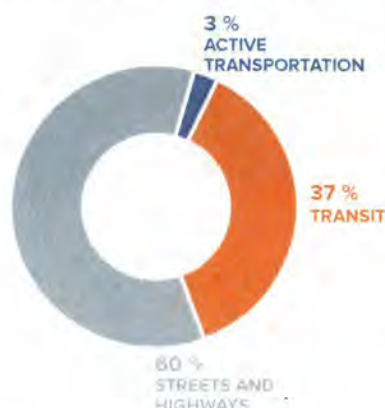
Investments can take the form of expanding transit service; building new sidewalks, bikeways or street connections; using technology to actively manage the transportation system; managing parking; providing travel option programs; expanding existing roads; and other tools. Removing barriers to more efficient use of land and existing infrastructure can also help communities achieve their vision for the future while reducing greenhouse gas emissions as called for by the state.



The Oregon Legislature has required the Portland region to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.



SHARE OF FEDERAL AND STATE CAPITAL INVESTMENTS IN THE PORTLAND METROPOLITAN REGION BY MODE (1995 – 2010)



AVERAGE ANNUAL AMOUNT OF STATE AND FEDERAL FUNDING SPENT ON CAPITAL INVESTMENTS IN THE PORTLAND METROPOLITAN REGION (1995 – 2010)

**\$10 million per year**  
active transportation

**\$141 million per year**  
transit

**\$225 million per year**  
streets and highway

Source: Metro 2010

## PAYING FOR NEEDED INVESTMENTS

Our nation is investing less in infrastructure today than at any time in our history. The Portland metropolitan region is falling behind on making the investments needed to support our growing population and achieve community visions. Research in 2008 estimated the cost of building needed public and private infrastructure to be \$27 to \$41 billion by 2035. Traditional funding sources are expected to cover only half that amount.

Funding for transportation investments comes from many sources, including the U.S. Congress, the Federal Highway Administration, the Federal Transit Administration, the Oregon Legislature, ODOT, Metro, cities, counties, TriMet, South Metro Region Rapid Transit (SMART), the Port of Portland and developers.

Transportation funding has long been primarily a state and federal obligation, financed largely through gas taxes and other user fees. The purchasing power of federal and state gas tax revenues is declining as individuals drive less and fuel efficiency increases. The effectiveness of this revenue source is further eroded because the gas tax is not indexed to inflation. These monies are also largely dedicated to streets and highways – primarily maintenance and preservation – and to a limited extent, system expansion.

We also need to complete gaps in our region's transit, walking and biking networks to help expand affordable travel options, yet active transportation currently lacks a dedicated funding source. Expansion and operation of the transit system has relied heavily on payroll taxes for operations and competitive federal funding for high capacity transit. But the region's demand for frequent and reliable transit service exceeds the capacity of the payroll tax to support it.

Until the 2009 passage of the Jobs and Transportation Act (House Bill 2001) raised the state gas tax in 2011 by six cents, this revenue source had not increased since 1993. Similarly, the federal gas tax has not increased since 1993. This failure of fundraising to keep pace with infrastructure needs has been particularly acute in Oregon, as most states have turned to increased sales tax levies to cope with the decrease in purchasing power of federal transportation funding. Lacking a sales tax or other tools, Oregon has focused on bonding strategies based on future revenue at the state level and therefore has not developed a long-term strategy.



As the region's economy and its labor and housing markets continue to recover from the Great Recession, resources remain limited for making the investments needed to support our growing communities. Diminished resources mean reduced ability to maintain, improve and expand existing transportation infrastructure.

As a result, the existing transportation system is incomplete, overburdened and underfunded. Because federal and state funding is not keeping pace with infrastructure operation and maintenance needs, a substantial share of funding for future regional transportation investments has shifted to local revenue sources. Local governments in the Portland metropolitan region (like others in Oregon) have turned to increased tax levies, road maintenance fees, system development charges and traffic impact fees in attempt to keep pace, although some communities have been more successful than others.

The adopted Regional Transportation Plan calls for stabilizing existing transportation revenue sources while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel.



At a time when local, state and federal resources needed to address our aging infrastructure are limited, we have a unique opportunity to find a better way to support our communities, attract new business, and grow the economy.

The Climate Smart Communities Scenarios Project has shown that the same kinds of investments that can help address these infrastructure needs can also help achieve our greenhouse gas emissions reduction goals. These kinds of investments will also help communities grow in ways that will support local economies for decades to come. Working together, we can develop the local, regional, state and federal partnerships needed to invest in our communities and realize our plans.



## TODAY'S CHOICES SHAPE THE FUTURE

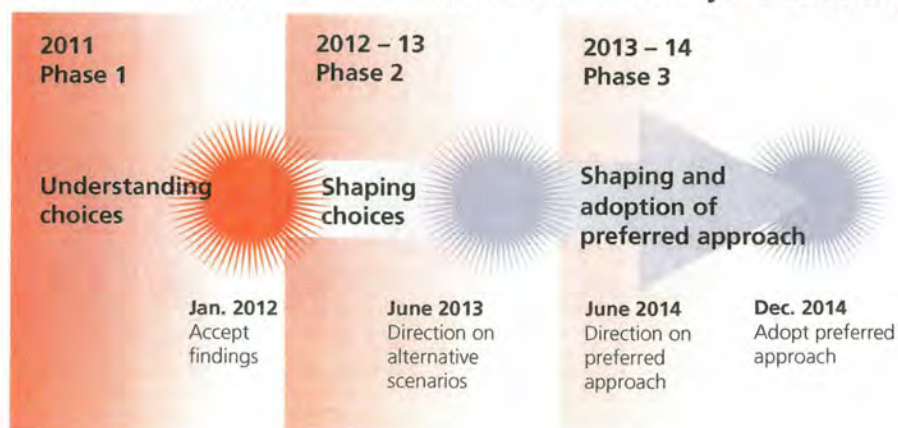
The region's charge from the state is to identify and adopt a preferred approach for meeting the target by December 2014. The choices we make today about how we live, work and get around will shape the future of the region for generations to come. The project is being completed in three phases – and has entered the third and final phase.

The first phase began in 2011 and concluded in early 2012. This phase consisted of testing strategies on a regional level to understand which strategies can most effectively help the region meet the state greenhouse gas emissions reduction mandate.

Most of the investments and actions under consideration are already being implemented to varying degrees across the region to realize community visions and other important economic, social and environmental goals.

As part of the first phase, Metro staff researched strategies used to reduce emissions in communities across the region, nation and around the world. This work resulted in a toolbox describing the range of potential strategies, their effectiveness at reducing emissions and other benefits they could bring to the region, if implemented.

### Climate Smart Communities Scenarios Project timeline





We found there are many ways to reduce emissions while creating healthy, more equitable communities and a vibrant regional economy, but no single solution will enable the region to meet the state's target.

Investing in communities in ways that support local visions for the future will be key to reducing greenhouse gas emissions. Providing schools, services and shopping near where people live, improving bus and rail transit service, building new street connections, using technology to manage traffic flow, encouraging electric cars and providing safer routes for walking and biking all can help.

The second phase began in 2012 and concluded in October 2013. In this phase, Metro worked with community leaders to shape three approaches – or scenarios – and the criteria to be used to evaluate them. In the summer, 2013, Metro analyzed the three approaches to investing in locally adopted land use and transportation plans and policies.

The purpose of the analysis was to better understand the impact of those investments to inform the development of a preferred approach in 2014. Each scenario reflects choices about how and where the region invests to implement locally adopted plans and visions. They illustrate how different levels of leadership and investment could impact how the region grows over the next 25 years and how those investments might affect different aspects of livability for the region.

The results of the analysis were released in fall 2013.



### Three approaches that we evaluated in 2013

#### SCENARIO



#### Recent Trends

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

#### SCENARIO



#### Adopted Plans

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan which relies on increased revenue.

#### SCENARIO



#### New Plans and Policies

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.



## WHAT WE'VE LEARNED SO FAR

### WE FOUND GOOD NEWS

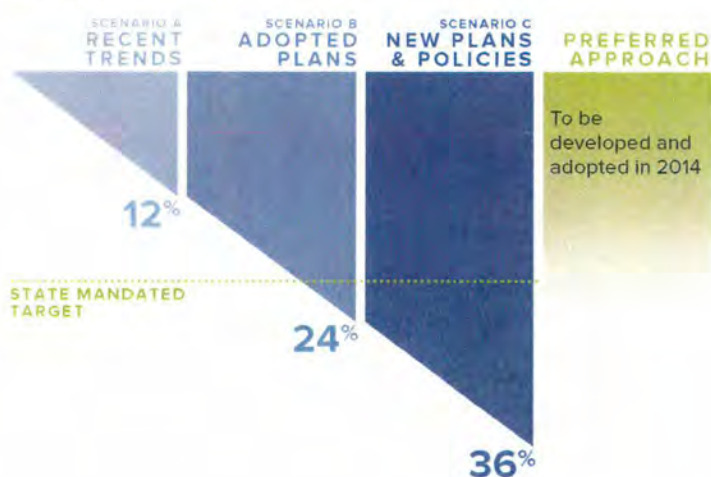
Our Phase 2 analysis indicates that adopted local and regional plans can meet the state target for reducing greenhouse gas emissions – if we make the investments and take the actions needed to implement those plans and make them a reality.

The analysis also identified potentially significant benefits that can be realized by implementing adopted plans (Scenario B) and new policies and plans (Scenario C), including cleaner air, improved public health and safety, reduced congestion and delay, and travel cost savings that come from driving shorter distances and using more fuel efficient vehicles.

The analysis showed that if we continue investing at our current levels (Scenario A) we will fall short of what has been asked of our region, as well as other outcomes we are working to achieve – healthy communities, clean air and water, reliable travel options, and a strong regional economy.

More results are provided in the “Supplemental Materials” section of this guide.

#### REDUCED GREENHOUSE GAS EMISSIONS (PERCENT REDUCTION FROM 2005 LEVELS)



The reduction target is from 2005 emissions levels after reductions expected from cleaner fuels and more fuel-efficient vehicles.



## BUT THERE IS MORE WORK TO BE DONE

**We're all in this together** Local, regional, state and federal partnerships are needed to make the investments and take the actions needed to implement adopted local and regional plans and meet the state target. Our findings can help the region make the case for the increased investment and new partnerships that will be needed to implement the preferred approach the Metro Council considers for adoption in December 2014.

**Implementation goes hand in hand with community engagement and participation** We must continue working with community leaders to build capacity of organizations and their members to participate in ongoing local and regional planning and implementation efforts. This will help ensure meaningful opportunities for participation of public health, social equity and environmental justice leaders and the communities they represent as we move forward to eliminate disparities.

**A transition to cleaner fuels and more fuel-efficient vehicles is essential** Oregon cannot achieve its greenhouse gas emissions reduction goals without the significant advancements in fleet and technology committed to by the state. It is critical for the Oregon Legislature and state commissions to prioritize investments and actions that will catalyze this transition to ensure assumptions used to set our region's emissions reduction target are realized.

**Prioritizing investments that achieve multiple goals in combination with more funding will help us get there** The greatest barrier to implementation is the lack of sufficient funding to make the investments needed for our local and regional plans to become a reality. More state funding is needed to leverage local and regional funding and assist future planning and implementation. With limited funding, it is even more important to prioritize investments that support healthy, equitable communities and a strong economy, while reducing greenhouse gas emissions to create the future we want for the region.

But first, the Metro Council is asking cities, counties, regional partners and the public to weigh in on which investments and actions from each of the three scenarios should go forward into a preferred approach and how we should pay for the needed investments.



A one-size-fits-all approach won't meet the needs of our diverse communities. A combination of all of the investments and actions under consideration is needed to help us realize our shared vision for making this region a great place for generations to come.





The Portland metropolitan region pioneered approaches to land use and transportation planning that make it uniquely positioned to address the state climate goals, due to the solid, well-integrated transportation and land-use systems in place and a history of working together to address complex challenges at a regional scale.

## MOVING FORWARD

In the 1990s, regional policy discussions centered on how and where the region should grow to protect the things that make this region a great place to live, work and play. Those discussions led to the adoption of the region's long-range strategy, the 2040 Growth Concept. This strategy reflects shared community values and desired outcomes that continue to resonate today.

The preferred approach will not replace the 2040 Growth Concept nor be a stand-alone plan. Instead, it will be a set of recommended policies and actions for how the region moves forward to integrate reducing greenhouse gas emissions with ongoing efforts to create the future we want for our region.

### THROUGH MAY 2014

Policymakers weigh in on which investments and actions should be included in the region's preferred approach

### JUNE 2014

The Metro Council is asked to provide direction to staff on the draft preferred approach

### SUMMER 2014

Evaluation of the preferred approach and development of a near-term implementation plan

### SEPTEMBER 2014

Final public review of the preferred approach

### DECEMBER 2014

Metro Council considers adoption of the preferred approach

### JANUARY 2015

Submit adopted approach to Land Conservation and Development Commission for approval



**WHAT IS THE PREFERRED APPROACH?**

The preferred approach will be a set of recommended policies and actions for how the region moves forward to integrate reducing greenhouse gas emissions with ongoing efforts to create the future we want for our region.

**LEGISLATION** The Metro Council will consider adoption of legislation signaling the region's commitment to the preferred approach through the ongoing implementation of the 2040 Growth Concept. The legislation will include:

**POLICIES** Regional Framework Plan (RFP) amendments

- Changes to refine existing RFP policies and/or add new policies to achieve the preferred approach.

**ACTIONS** Recommended actions

- Menu of investments and other tools needed to achieve the preferred approach that can be tailored by each community to implement local visions.
- Near-term actions needed to implement and achieve the preferred approach. This could include:
  - state and federal legislative agendas that request funding, policy changes or other tools needed to achieve preferred approach
  - identification of potential/likely funding mechanisms for key actions
  - direction to the 2018 Regional Transportation Plan update
  - direction to future growth management decisions
  - direction for functional plan amendments that guide local implementation, if needed.
- Monitoring and reporting system that builds on existing performance monitoring requirements per ORS 197.301 and updates to the Regional Transportation Plan.



Through this collaborative effort, we can identify how the region should work together to develop new kinds of leadership and the local, regional, state and federal partnerships needed to invest in communities to make local and regional plans a reality.



## POLICY QUESTIONS FOR 2014

### WHAT CHOICES HAVE BEEN MADE?

In February, the Metro Policy Advisory Committee and Joint Policy Advisory Committee on Transportation approved a path for moving forward with an eight-step process to shape and adopt a preferred approach in 2014. As recommended by MPAC and JPACT, the preferred approach will start with the plans cities, counties and the region have already adopted – from local zoning, capital improvement, comprehensive, and transportation system plans to the 2040 Growth Concept and regional transportation plan – to create great communities and build a vibrant economy.

This includes managing the urban growth boundary through regular growth management cycles (currently every six years). In addition, MPAC and JPACT agreed to include assumptions for cleaner fuels and more fuel-efficient vehicles as defined by state agencies during the 2011 target-setting process. A third component they recommended be included in the preferred approach is the Statewide Transportation Strategy assumption for vehicle insurance paid by the miles driven.

#### WHAT CHOICES HAVE BEEN MADE?

In January and February of 2014, MPAC, JPACT and the Metro Council agreed these elements should be included in the draft preferred approach as a starting point:

- ☒ **Implement adopted regional and local plans**  
Implement the 2040 Growth Concept and local zoning, comprehensive and transportation plans and manage the urban growth boundary through regular growth management cycles.
- ☒ **Transition to cleaner fuels and fuel-efficient vehicles**  
Rely on state fleet and technology assumptions used when setting our region's target.
- ☒ **Support vehicle insurance paid by the miles driven**  
Use state assumptions for pay-as-you-drive insurance.



## WHAT CHOICES DO WE STILL NEED TO MAKE?

Since January 2014, the Metro Council has engaged community and business leaders, local governments and the public on what mix of investments and actions best support their community's vision for healthy and equitable communities and a strong economy while reducing greenhouse gas emissions.

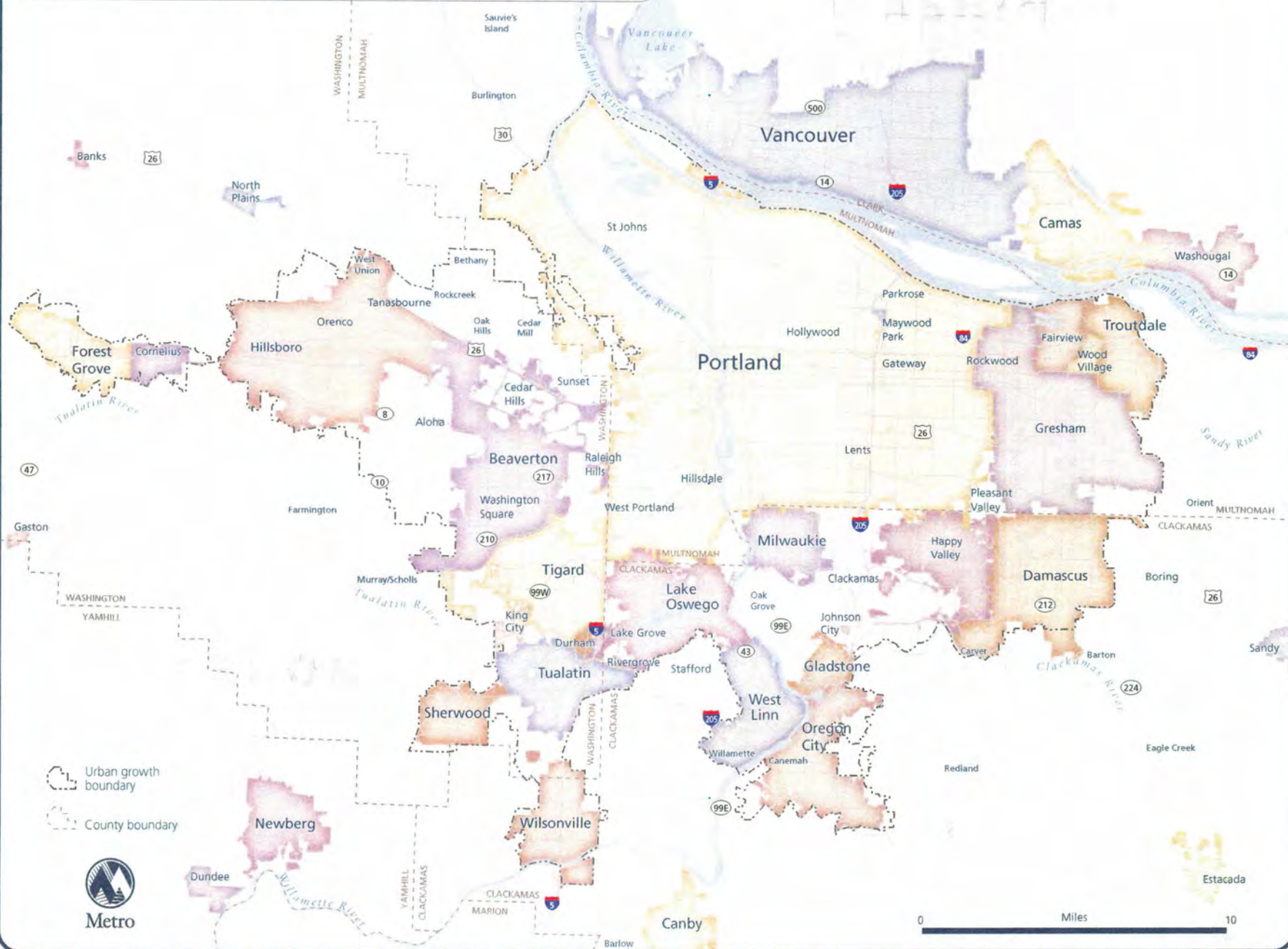
Through May 2014, policymakers will consider the results of the engagement activities and scenarios evaluation as they weigh in on these policy questions:

- ☐ How much transit should we provide by 2035?
- ☐ How much should we use technology to actively manage the transportation system by 2035?
- ☐ How much should we expand the reach of travel information programs by 2035?
- ☐ How much of the planned active transportation network should we complete by 2035?
- ☐ How much of the planned street and highway network should we complete by 2035?
- ☐ How should local communities manage parking by 2035?
- ☐ How should we pay for our investment choices by 2035?





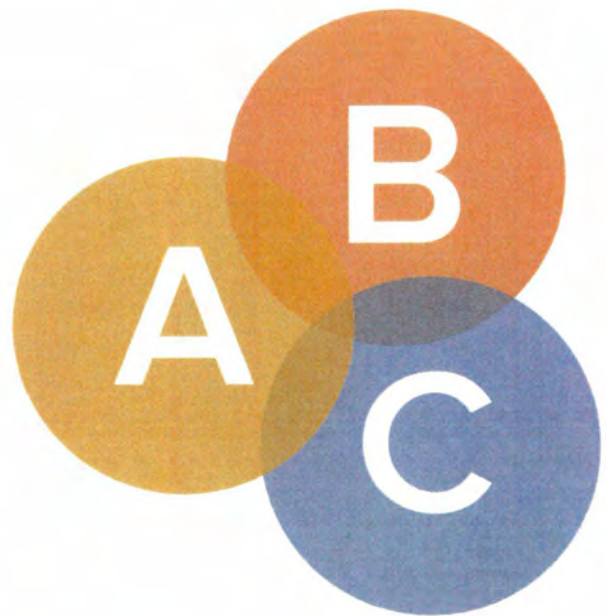
## Jurisdictional map of the Portland metropolitan region





# POLICY AREAS

---





ATTACHMENT A

This page intentionally left blank for printing.



## OVERVIEW OF POLICY AREAS

This section provides background information on the seven policy areas being considered by the region's policymakers:

- Make transit more convenient, frequent, accessible and affordable
- Use technology to actively manage the transportation system
- Provide information and incentives to expand the use of travel options
- Make biking and walking more safe and convenient
- Make streets and highways more safe, reliable and connected
- Manage parking to make efficient use of parking resources
- Identify potential ways to pay for our investment choices

The first three pages include a description of the policy, its potential climate benefit, cost, implementation benefits and challenges, and a summary of the how the policy is implemented for each scenario. The last page of each description summarizes emerging themes and specific comments provided during project public engagement activities.

### EXPLANATION OF THE CLIMATE BENEFIT RATINGS

In Phase 1 of the project, staff conducted a sensitivity analysis to better understand the greenhouse gas emissions reduction potential of individual policies. The information derived from the sensitivity analysis was used to develop a five-star rating system for communicating the relative climate benefits of different policies. The ratings represent the potential effects of individual policy areas in isolation and do not capture variations that may occur from synergies between multiple policies.

#### Estimated reductions assumed in climate benefits ratings

less than 1%	★ ★ ★ ★ ★
1 – 2%	★ ★ ★ ★ ★
3 – 6%	★ ★ ★ ★ ★
7 – 15%	★ ★ ★ ★ ★
16 – 20%	★ ★ ★ ★ ★

**Source** Memo to TPAC and interested parties on Climate Smart Communities: Phase 1 Metropolitan GreenSTEP scenarios sensitivity analysis (June 21, 2012)

**EXPLANATION OF THE RELATIVE COST RATINGS**

Like the relative climate benefit ratings, the cost ratings provide a quick reference for comparing the relative cost of investments between policy areas. The estimated cost of each policy area for each scenario is provided below.

The relative climate benefit and cost ratings are provided to simplify information presented for purposes of discussion.

**ESTIMATED COSTS FOR EACH SCENARIO BY POLICY AREA (2014\$)**

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
Transit capital	\$590 million	\$1.9 billion	\$5.1 billion
Transit operations	\$4.8 billion	\$5.3 billion	\$9.5 billion
Technology	\$113 million	\$135 million	\$193 million
Information	\$99 million	\$124 million	\$234 million
Active transportation	\$57 million	\$948 million	\$3.9 billion
Streets and highways capital <sup>1</sup>	\$162 million	\$8.8 billion	\$11.8 billion
Parking	n/a	n/a	n/a
Total costs <sup>1</sup>	<b>\$6 billion</b>	<b>\$17 billion</b>	<b>\$31 billion</b>

<sup>1</sup> Table note does not include road-related operations, maintenance and preservation costs.





## RELATIVE CLIMATE BENEFIT



## RELATIVE COST



## Make transit more convenient, frequent, accessible and affordable

There are four key ways to make transit service more convenient, frequent, accessible and affordable. The effectiveness of each will vary depending on the mix of nearby land uses, the number of people living and working in the area, and the extent to which travel information, marketing and technology are used.

**Frequency** Increasing the frequency of transit service in combination with transit signal priority and bus lanes makes transit faster and more convenient.

**System expansion** Providing new community and regional transit connections improves access to jobs and community services and makes it easier to complete some trips without multiple transfers.

**Transit access** Building safe and direct walking and biking routes and crossings that connect to stops makes transit more accessible and convenient.

**Fares** Providing reduced fares makes transit more affordable; effectiveness depends on the design of the fare system and the cost.

Transit is provided in the region by TriMet and South Metro Area Rapid Transit (SMART) in partnership with Metro, cities, counties, employers, business associations and non-profit organizations.

### BENEFITS

- improves access to jobs, the workforce, and goods and services, boosting business revenues
- creates jobs and saves consumers and employers money
- stimulates development, generating local and state revenue
- provides drivers an alternative to congested roadways and supports freight movements by taking cars off the road
- increases physical activity
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

### CHALLENGES

- transit demand outpacing funding
- enhancing existing service while expanding coverage and frequency to growing areas
- reduced revenue and federal funding, leading to increased fares and service cuts
- preserving affordable housing options near transit
- ensuring safe and comfortable access to transit for pedestrians, cyclists and drivers
- transit-dependent populations locating in parts of the region that are harder to serve with transit



# How much transit should we provide by 2035?

## TRANSIT AT A GLANCE

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
Daily revenue hours	5,600	6,200	11,200
Service expansion (increase from 2010 level)	14% increase	27% increase	129% increase
Rush hour frequency	10-minute service on 10 routes	10-minute service on 13 routes	10-minute service on 37 routes
Off-peak frequency	30-minute service on most routes	20-minute service on most routes	15 or 20-minute service on most routes
New high capacity transit connections	None	Planned connections completed, such as the extension to Vancouver, WA	All regional centers and more town centers served  Priority high capacity transit system plan and Southwest Corridor completed
Other service enhancements	Westside Express Service (WES) and Portland streetcar operate at 2010 frequencies	Same as Scenario A, plus more planned Portland streetcar connections completed	WES operates all day with 15-minute service  Locally-developed Service Enhancement Plans (SEPs) and the planned Portland Streetcar System Plan mostly completed
Public and private shuttles	Existing private shuttles continue to operate between large work sites and major transit stops	Additional major employers and some community-based organizations work with TriMet to operate shuttles	More major employers and some community-based organizations work with TriMet to operate shuttles
Fares	Reduced fares provided to youth, older adults and disabled persons	Same as Scenario A	Same as Scenario A, plus reduced fares provided to low-income families
Estimated capital cost* (2014\$)	<b>\$590 million</b>	<b>\$1.9 billion</b>	<b>\$5.1 billion</b>
Estimated service operating costs** (2014\$)	<b>\$4.8 billion (\$187 million per year)</b>	<b>\$5.3 billion (\$207 million per year)</b>	<b>\$9.5 billion (\$374 million per year)</b>

\* Capital costs reflect HCT capital costs plus fleet replacement and expansion costs.

\*\* Operating costs for TriMet service were calculated by annualizing the daily revenue hours proposed for each scenario and applying TriMet's average operating cost per revenue hour, with cost by mode weighted by the proportion of service provided on each mode. SMART operating costs were calculated by assuming SMART's FY 11-12 annual operating costs are maintained through 2035.

(See Supplemental materials section, Phase 2: Transit Access at a Glance.)

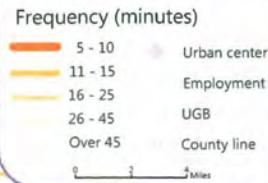


# ATTACHMENT A

## SCENARIO



Scenario A  
**RECENT TRENDS**  
**Transit service**  
Rush hour  
(7-9am, 4-6pm)



**CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT**  
Metro

Date: 1/2/2014 - MRH

## Recent Trends

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

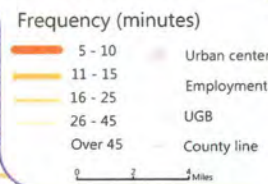
**31% jobs**

**24% households**

**31% low-income households**

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035

Scenario A  
**RECENT TRENDS**  
**Transit service**  
Daytime and evening  
(9am-4pm, 6pm-close)



**CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT**  
Metro

Date: 1/2/2014 - MRH

**6% jobs**

**4% households**

**5% low-income households**

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.



## SCENARIO

B

### Adopted Plans

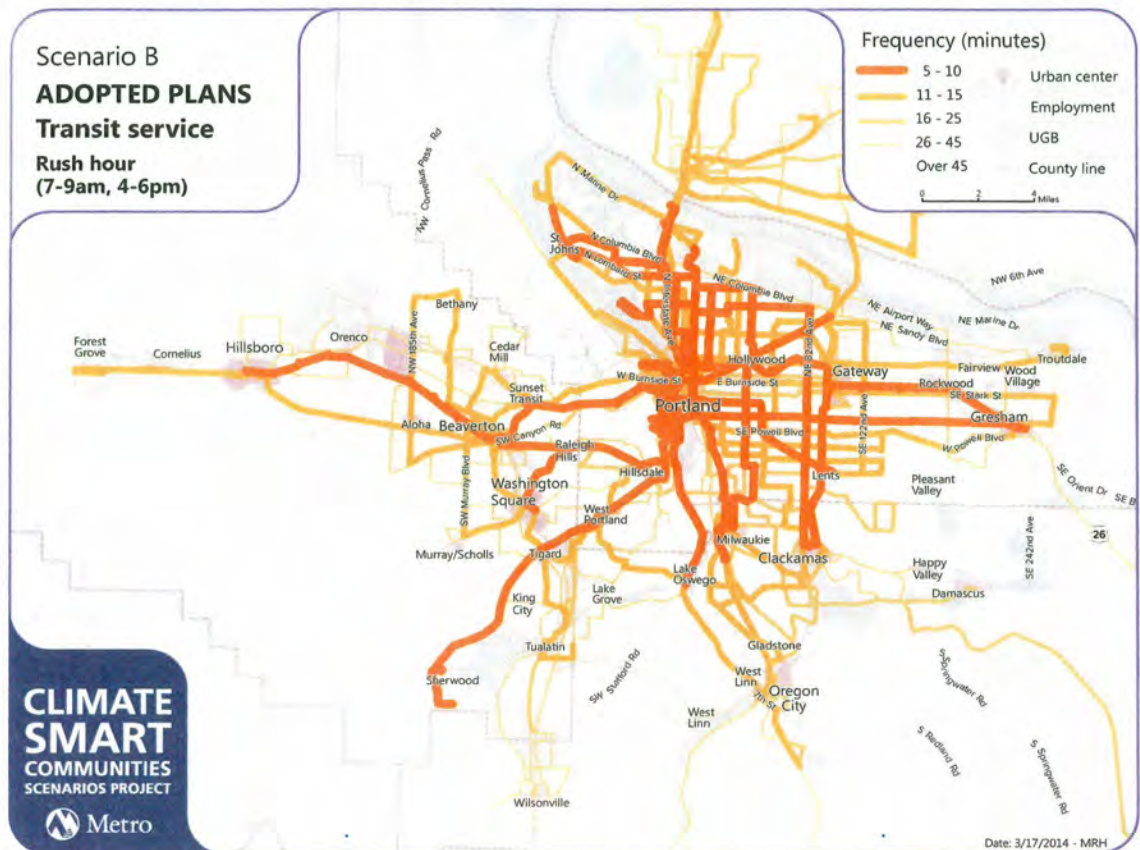
This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

**33% jobs**

**27% households**

**34% low-income households**

Estimated jobs and households within ¼-mile of 10-minute or better service by

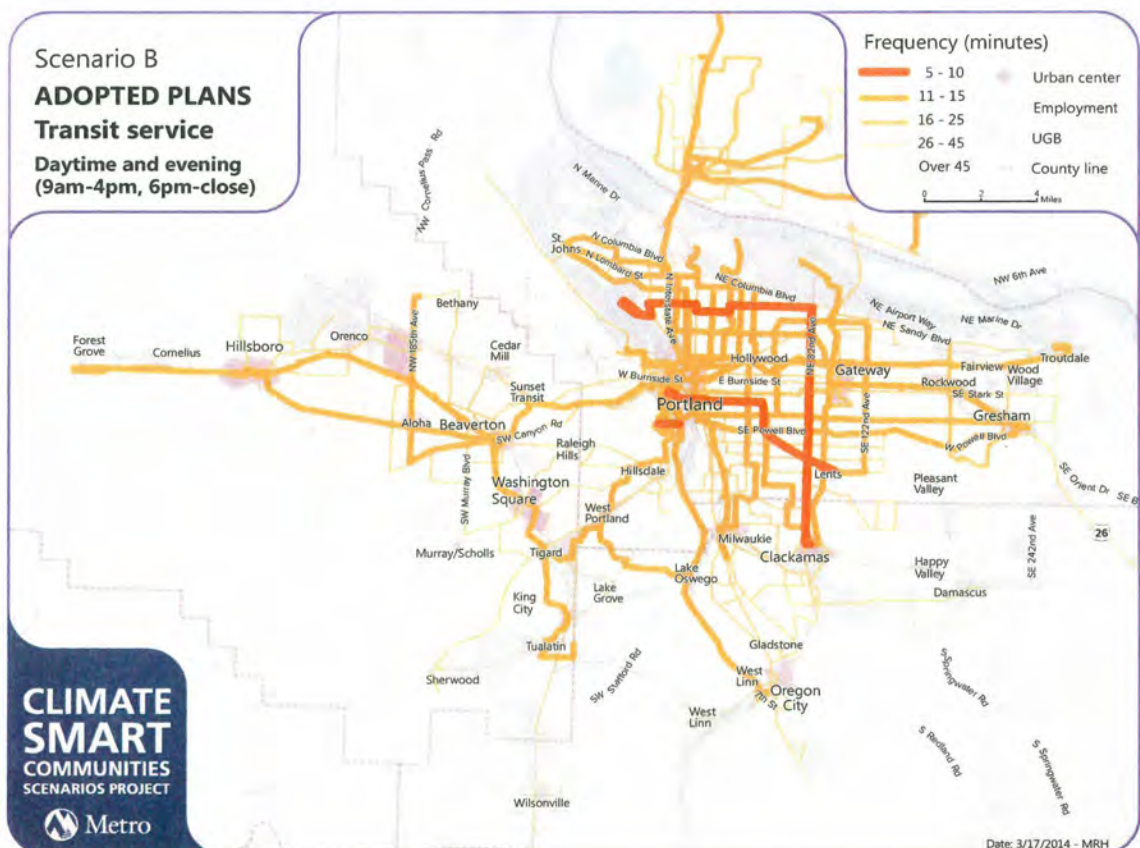


**6% jobs**

**4% households**

**6% low-income households**

Estimated jobs and households within ¼-mile of 10-minute or better service by 2035





## SCENARIO



### New Plans and Policies

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

**42% jobs**

**32% households**

**40% low-income households**

Estimated jobs and households within 1/4-mile of 10-minute or better service by 2035

**23% jobs**

**20% households**

**26% low-income households**

Estimated jobs and households within 1/4-mile of 10-minute or better service by 2035

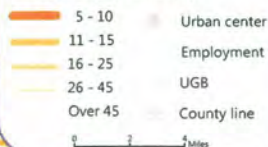
### Scenario C NEW PLANS & POLICIES Transit service

**Rush hour  
(7-9am, 4-6pm)**

**CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT**



#### Frequency (minutes)



Date: 1/10/2014 - MRH

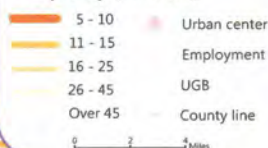
### Scenario C NEW PLANS & POLICIES Transit service

**Daytime and evening  
(9am-4pm, 6pm-close)**

**CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT**



#### Frequency (minutes)



Date: 1/10/2014 - MRH



## What people are saying

*Transit needs to be more frequent, affordable and connected to more places people want to go.*

*To increase the accessibility and affordability of public transit is paramount.*

*I think we would have great results if we added more to the bus system...because the bus system is very efficient.*

## Emerging themes

- Transit was universally seen as the highest priority investment area because of its high potential to reduce emissions while improving access to jobs and services and supporting other community goals.
- The cost of transit must be kept affordable, particularly for people with disabilities, youth, older adults and those with limited incomes.
- Integration with land use, active transportation, information, technology and a well-connected street system will help transit be more convenient and accessible for more people.
- Important to seek creative local transit service options and partnerships that fit the needs of smaller communities, including shuttles to support crucial last-mile connections.
- Prioritize low-income communities for bus service improvements and ensure that affordable housing and transportation options remain after major transit investments are made in a community.
- More funding for transit is needed.

## Key takeaways to share with others

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....





## RELATIVE CLIMATE BENEFIT



## RELATIVE COST



## Use technology to actively manage the transportation system

Using technology to actively manage the Portland metropolitan region's transportation system means using intelligent transportation systems (ITS) and services to reduce vehicle idling associated with delay, making walking and biking more safe and convenient, and helping improve the speed and reliability of transit. Nearly half of all congestion is caused by incidents and other factors that can be addressed using these strategies.

Local, regional and state agencies work together to implement transportation system technologies. Agreements between agencies guide sharing of data and technology, operating procedures for managing traffic, and the ongoing maintenance and enhancement of technology, data collection and monitoring systems.

**Arterial corridor management** includes advanced technology at each intersection to actively manage traffic flow. This may include coordinated or adaptive signal timing; advanced signal operations such as cameras, flashing yellow arrows, bike signals and pedestrian count down signs; and communication to a local traffic operations center and the centralized traffic signal system.

**Freeway corridor management** includes advanced technology to manage access to the freeways, detect traffic levels and weather conditions, provide information with variable message signs and variable speed limit signs, and deploying incident response patrols that quickly clear breakdowns, crashes and debris. These tools connect to a regional traffic operations center.

**Traveler information** includes using variable message and speed signs and 511 internet and phone services to provide travelers with up-to-date information regarding traffic and weather conditions, incidents, travel times, alternate routes, construction, or special events.

### BENEFITS

- provides near-term benefits
- reduces congestion and delay
- makes traveler experience more reliable
- saves public agencies, consumers and businesses time and money
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

### CHALLENGES

- requires ongoing funding to maintain operations and monitoring systems
- requires significant cross-jurisdictional coordination
- workforce training gaps



# How much should we use technology to actively manage the transportation system by 2035?

## TECHNOLOGY AT A GLANCE

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
<b>Advanced traffic signal operations</b>	Traffic signals on some major arterials	Traffic signals on many major arterials	All traffic signals are connected to a centralized system
<b>Transit signal priority</b>	Some bus routes with 10-minute service	All bus routes with 10-minute service	All bus routes with 10-minute service
<b>Freeway ramp meters</b>	Most urban interchanges	Same as Scenario A	All urban interchanges
<b>Freeway variable speed signs</b>	None	Deployed in most high incident locations	Deployed in all high incident locations
<b>Incident response patrols</b>	Some incident response patrols are deployed on area freeways	More incident response patrols are deployed on area freeways	Incident response patrols are deployed on area freeways and major arterials adjacent to freeways
<b>Estimated cost (2014\$)</b>	<b>\$113 million</b>	<b>\$135 million</b>	<b>\$193 million</b>

### SCENARIO



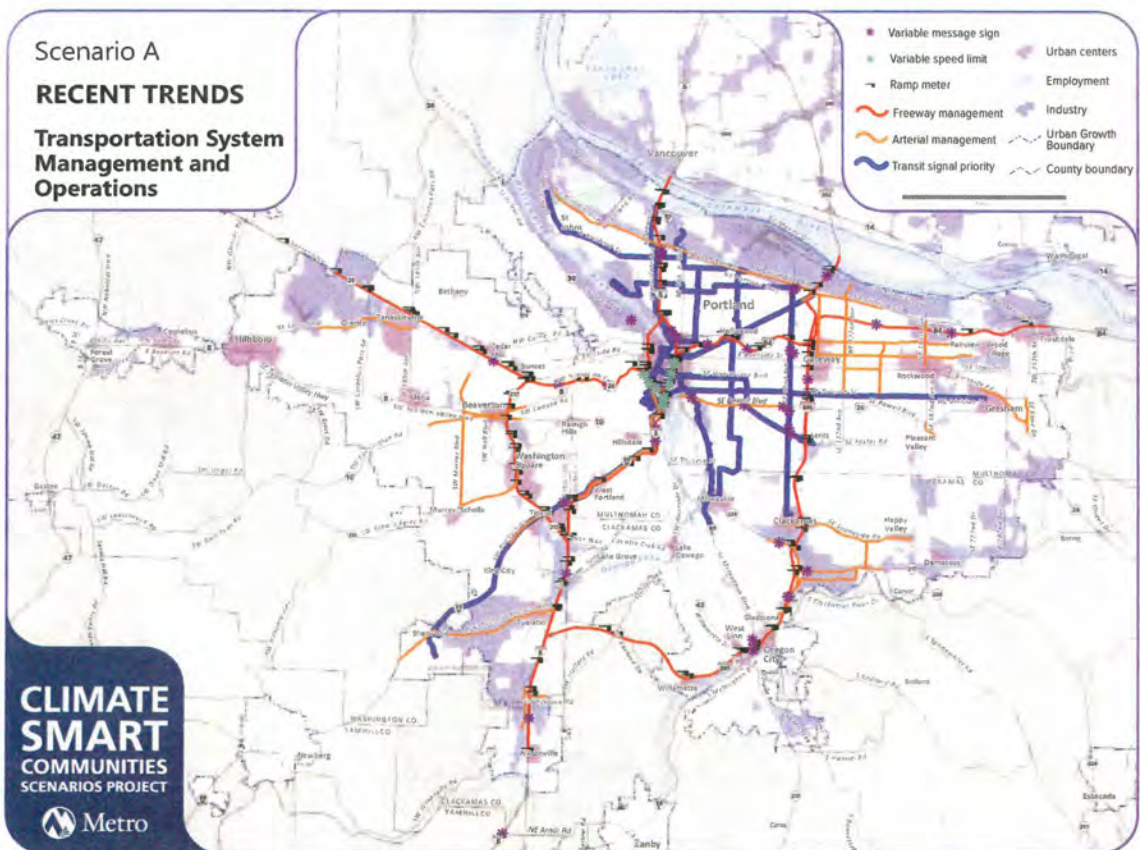
#### Recent Trends

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

#### 10% on arterials and freeways

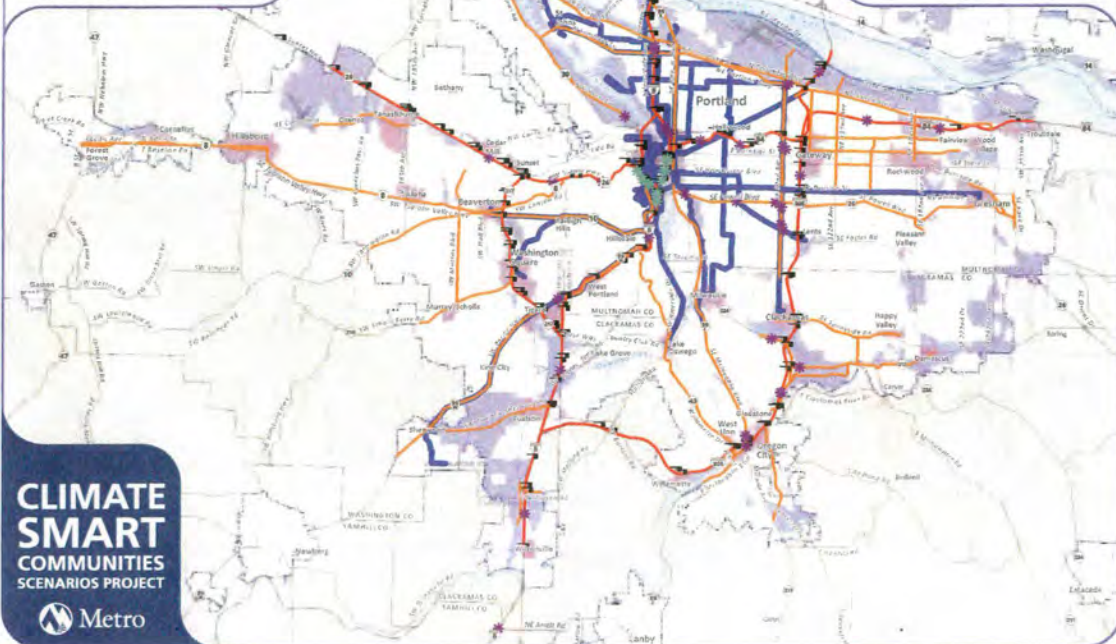
Estimated delay reduction by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.





## Scenario B

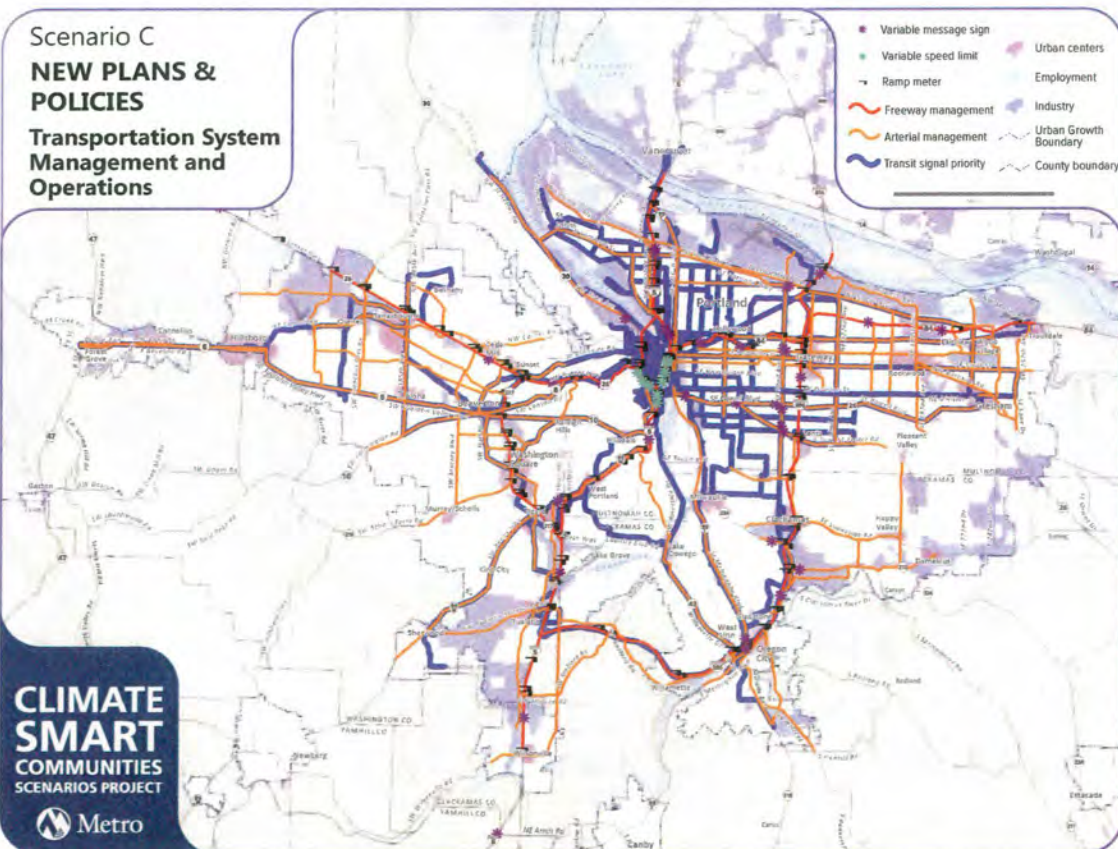
**ADOPTED PLANS****Transportation System Management and Operations****SCENARIO****B****Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

**20% on arterials and freeways**

Estimated delay reduction by 2035

## Scenario C

**NEW PLANS & POLICIES****Transportation System Management and Operations****SCENARIO****C****New Plans and Policies**

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

**35% on arterials and freeways**

Estimated delay reduction by 2035



## What people are saying

*Do as much as you can with technology before widening or building new roads to help save money.*

*Intelligent transportation  
systems help freight move  
more efficiently and reliably.*

Drivers need to get the info about delays before they begin their trip.

## Emerging themes

- This is a low-cost strategy with immediate benefits that support other capital investments and should be moved forward.
- When compared to traditional capital investments, such as new transit service, roads or additional lanes, these kinds of solutions offer high returns for a comparatively low cost, and can delay or remove the need for additional capital-intensive infrastructure.
- Reducing delay and increasing reliability of the freight network is critical for the health our regional economy.
- Provide comprehensive real-time traveler information to people and businesses before they begin their trip.

## Key takeaways to share with others





#### RELATIVE CLIMATE BENEFIT



#### RELATIVE COST



## Provide information and incentives to expand the use of travel options

Public awareness, education and travel options support tools are cost-effective ways to improve the efficiency of the existing transportation system through increased use of travel options such as walking, biking, carsharing, carpooling and taking transit. Local, regional and state agencies work together with businesses and non-profit organizations to implement programs in coordination with other capital investments. Metro coordinates partners' efforts, sets strategic direction, evaluates outcomes, and manages grant funding.

**Public awareness strategies** include promoting information about travel choices and teaching the public about eco-driving: maintaining vehicles to operate more efficiently and practicing driving habits that can help save time and money while reducing greenhouse emissions.

**Commuter programs** are employer-based outreach efforts that include (1) financial incentives, such as transit pass programs and offering cash instead of parking subsidies; (2) facilities and services, such as carpooling programs, bicycle parking, emergency rides home, and work-place competitions; and (3) flexible scheduling such as working from home or compressed work weeks.

**Individualized Marketing (IM)** is an outreach method that encourages individuals, families or employees interested in making changes in their travel choices to participate in a program. A combination of information and incentives is tailored to each person's or family's specific travel needs. IM can be part of a comprehensive commuter program.

**Travel options support tools** reduce barriers to travel options and support continued use with tools such as the *Drive Less. Connect.* online carpool matching; trip planning tools; wayfinding signage; bike racks; and carsharing.

#### BENEFITS

- increases cost-effectiveness of capital investments in transportation
- saves public agencies, consumers and businesses time and money
- preserves road capacity
- reduces congestion and delay
- increases physical activity and reduces health care costs
- reduces air pollution and air toxics

#### CHALLENGES

- program partners need ongoing tools and resources to increase outcomes
- factors such as families with children, long transit times, night and weekend work shifts not served by transit
- major gaps exist in walking and biking routes across the region
- consistent data collection to support performance measurement



# How much should we expand the reach of travel information programs by 2035?

## TRAVEL INFORMATION PROGRAMS AT A GLANCE

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
<b>Individualized marketing participation</b>	30% of households	Same as Scenario A	60% of households participate  Same as Scenario B, plus the addition of Safe Routes to school and equity-based campaigns
<b>Commuter program participation</b>	20% of employees reached (same as 2010)  Oregon Employee Commute Options (ECO) rules require work sites with more than 100 employees to have workplace programs	Same as Scenario A	40% of employees reached  ECO rules now include work sites with more than 50 employees
<b>Public awareness marketing campaign</b>	50% of public reached  Existing ongoing and short-term campaigns lead to more awareness of <i>DriveLess. Connect.</i>	Same as Scenario A, plus added resources promote new travel tools, regional efforts and safety education	60% of public reached  Scenario B, plus regionally specific campaigns dedicated to safety and underserved communities
<b>Eco-driving participation</b>	0% of households reached (same as 2010)  Statewide program is newly launched	30% of households reached	60% of households reached
<b>Provisions of travel options support tools</b>	2010 program funding levels allow for completion of several new wayfinding signage and bike rack projects	Same as Scenario A, plus public-private partnerships to create new online, print and on-street travel tools	Same as Scenario B, plus better public-private data integration and more resources for more support tools
<b>Estimated cost (2014\$)</b>	<b>\$99 million</b>	<b>\$124 million</b>	<b>\$234 million</b>

## SCENARIO

**A****Recent Trends**

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

## SCENARIO

**B****Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

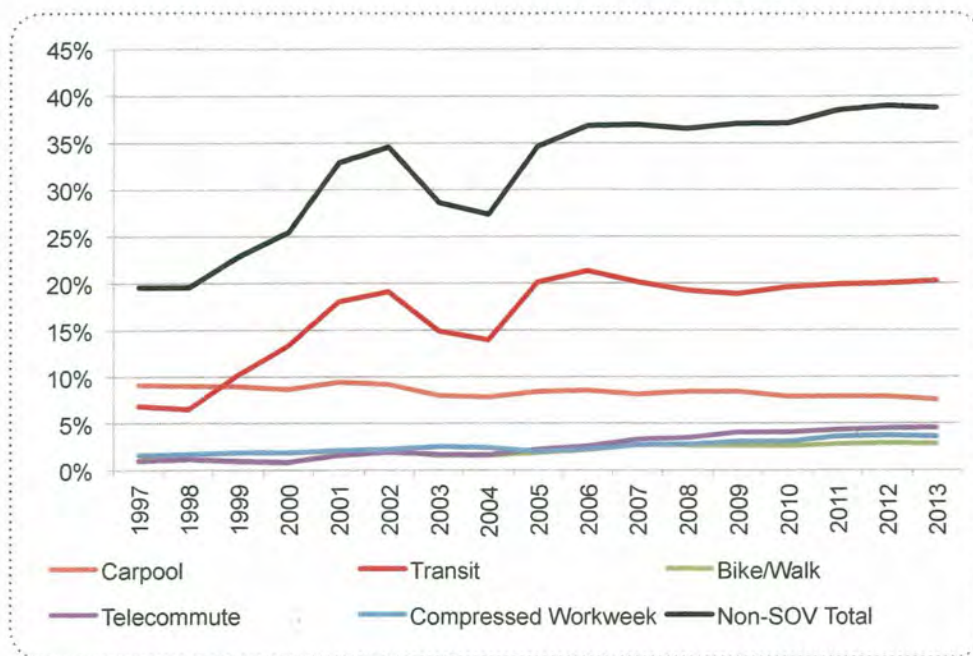
## SCENARIO

**C****New Plans and Policies**

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.



## ATTACHMENT A



### EFFECTIVENESS OF EMPLOYER COMMUTER PROGRAMS (1997 - 2013)

The TriMet, Wilsonville SMART and TMA employer outreach programs have made significant progress with reducing drive-alone trips. Since 1996, employee commute trips that used non-drive-alone modes (transit, bicycling, walking, carpooling/vanpooling and telecommuting) rose from 20% to over 39% among participating employers.

### EFFECTIVENESS OF COMMUNITY AND NEIGHBORHOOD PROGRAMS

Community outreach programs such as Portland Sunday Parkways and Wilsonville Sunday Streets encourage residents to use travel options by exploring their neighborhoods on foot and bike without motorized traffic. Sunday Parkways events have attracted 400,000 attendees since 2008 and the Wilsonville Sunday Streets event attracted more than 5,000 participants in 2012.

Other examples of valuable community outreach and educational programs include the Community Cycling Center's program to reduce barriers to biking and Metro's Vámonos program, both of which provide communities across the region with the skills and resources to become more active by walking, biking, and using transit for their transportation needs.

In 2004, the City of Portland launched the Interstate TravelSmart individualized marketing project in conjunction with the opening of the MAX Yellow Line. Households that received individualized marketing made nearly twice as many transit trips compared to a similar group of households that did not participate in the marketing campaign. In addition, transit use increased nearly 15 percent during the SmartTrips project along the MAX Green Line in 2010. Follow-up surveys show that household travel behavior is sustained for at least two years after a project has been completed.





## What people are saying

*Tailored and personalized marketing campaigns can be more individualized – making them more effective.*

*Success depends on the availability of transit and other options.*

Work trips are only 30% of all trips – so we need to focus beyond work place campaigns.

## Emerging themes

- Incentives need to be marketed through employers.
- Travel information needs to be leveraged electronically to take advantage of how many people prefer to access and receive information, such as smart phone apps, the internet and social media.
- Information and marketing campaigns should be culturally relevant, sensitive to different languages and cultures and respond to changing demographics in the region.
- Incentives and investment in end-of-trip facilities are important to encourage greater use of commute options among employees, such as secure bike parking, showers and changing rooms for employees.

## Key takeaways to share with others






---

**RELATIVE CLIMATE BENEFIT**

**RELATIVE COST**


## Make biking and walking more safe and convenient

Active transportation is human-powered travel that engages people in healthy physical activity while they go from place to place. Examples include walking, biking, pushing strollers, using wheelchairs or other mobility devices, skateboarding, and rollerblading. Active transportation is an essential component of public transportation because most of these trips begin and end with walking or biking.

Today, about 50 percent of the regional active transportation network is complete. Nearly 18 percent of all trips in the region are made by walking and biking, a higher share than many other places. Approximately 45 percent of all trips made by car in the region are less than three miles and 15 percent are less than one mile. With a complete active transportation network supported by education and incentives, many of the short trips made by car could be replaced by walking and biking. (See separate summary on providing information and incentives to expand use of travel options.)

For active travel, transitioning between modes is easy when sidewalks and bicycle routes are connected and complete, wayfinding is coordinated, and transit stops are connected by sidewalks and have shelters and places to sit. Biking to work and other places is supported when bicycles are accommodated on transit vehicles, safe and secure bicycle parking is available at transit shelters and community destinations, and adequate room is provided for walkers and bicyclists on shared pathways. Regional trails and transit function better when they are integrated with on-street walking and biking routes.

### BENEFITS

- increases access to jobs and services
- provides low-cost travel options
- supports economic development, local businesses and tourism
- increases physical activity and reduces health care costs
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

### CHALLENGES

- major gaps exist in walking and biking routes across the region
- gaps in the active transportation network affect safety, convenience and access to transit
- many would like to walk or bike but feel unsafe
- many lack access to walking and biking routes
- limited dedicated funding is declining



# How much of the planned active transportation network should we complete by 2035?

## ACTIVE TRANSPORTATION AT A GLANCE

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
<b>Completion of regional active transportation network</b>	Federally funded planning and capital projects reflecting existing funding are largely dedicated to transit and road investments	Same as Scenario A, plus planned off-street trails and on-street sidewalk and bikeway projects, such as bicycle lanes, cycle tracks, bicycle boulevards, sidewalks and crossing improvements included in financially constrained RTP	Same as Scenario B, plus full build-out of planned off-street trails, on-street sidewalk and bikeway projects, and improvements to existing facilities
<b>Trails</b>	38% completed	79% completed	100% completed
<b>Bikeways</b>	63% completed	84% completed	100% completed
<b>Sidewalks</b>	54% completed	62% completed	100% completed
<b>Estimated cost (2014\$)</b>	<b>\$57 million</b>	<b>\$948 million</b>	<b>\$3.9 billion</b>

### SCENARIO



#### Scenario A RECENT TRENDS Active transportation

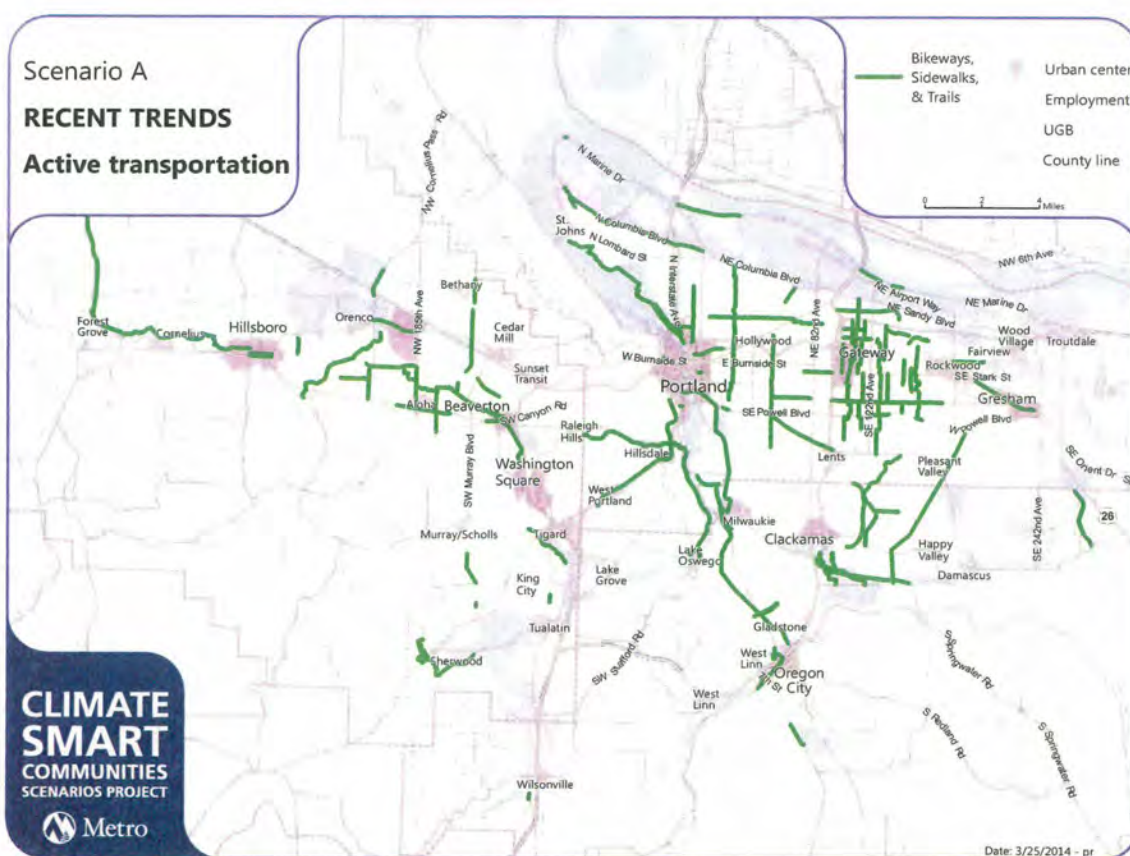
#### Recent Trends

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

#### 58

Estimated lives saved annually from increased physical activity by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.





## Scenario B

## ADOPTED PLANS

## Active Transportation

CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT

## SCENARIO

B

## Adopted Plans

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

89

Estimated lives saved annually from increased physical activity by 2035

## Scenario C

## NEW PLANS &amp; POLICIES

## Active Transportation

CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT

## SCENARIO

C

## New Plans and Policies

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

116

Estimated lives saved annually from increased physical activity by 2035



## What people are saying

*Bike improvements should be strategic and provide convenient, efficient access to places people want to go.*

*Make the healthy choice, the easy choice.*

*Create integrated networks and complete streets to leverage existing funding.*

## Emerging themes

- A high priority for nearly all communities and interest groups because it provides many benefits, particularly improved public health and access.
- Investments should focus on completing gaps and making street crossings more safe.
- More dedicated, separate paths for biking are needed because some people will never feel safe biking in vehicle traffic.
- “Complete streets” should include green designs, such as bioswales and street trees, as part of street design and a broader climate adaptation strategy.
- Demographics are changing – as youth and older adults choose to drive less, it is important to invest more in active transportation options that connect to transit and link neighborhoods to services.
- A dedicated, stable funding source is needed.

## Key takeaways to share with others

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....





## RELATIVE CLIMATE BENEFIT



## RELATIVE COST



## Make streets and highways more safe, reliable and connected

Today, nearly 45 percent of all trips in the region made by car are less than three miles, and 15 percent are less than one mile. When road networks lack multiple routes serving the same destinations, short trips must use major travel corridors designed for freight and regional traffic, adding to congestion.

There are three key ways to make streets and highways more safe, reliable and connected to serve longer trips across the region on highways, shorter trips on arterial streets, and the shortest trips on local streets.

**Maintenance and efficient operation of the existing road system** Keeping the road system in good repair and using information and technology to manage travel demand and traffic flow help improve safety, and boost efficiency of the existing system. With limited funding, more effort is being made to maximize system operations prior to building new capacity in the region. (See separate summaries describing the use of technology and information.)

**Street connectivity** Building a well-connected network of complete streets including new local and major street connections shortens trips, improves access to community and regional destinations, and helps preserve the capacity and function of highways in the region for freight and longer trips. These connections include designs that support walking and biking, and, in some areas, provide critical freight access between industrial areas, intermodal facilities and the interstate highway system.

**Network expansion** Adding lane miles to relieve congestion is an expensive approach, and will not solve congestion on its own. Targeted widening of streets and highways along with other strategies helps connect goods to market and support travel across the region.

### BENEFITS

- improves access to jobs, goods and services, boosting business revenue
- creates jobs and stimulates development, boosting the economy
- reduces delay, saving businesses time and money
- reduces risk of traffic fatalities and injuries
- reduces emergency response time

### CHALLENGES

- declining purchasing power of existing funding sources, growing maintenance backlog, and rising construction costs
- may induce more traffic
- potential community impacts, such as displacement and noise
- concentration of air pollutants and air toxics in major travel corridors



# How much of the planned street and highway network should we complete by 2035?

## STREET AND HIGHWAYS AT A GLANCE

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
<b>Arterials and freeways</b>	Maintain the existing system and complete committed projects	Same as Scenario A, plus complete financially constrained RTP projects such as <ul style="list-style-type: none"> <li>planned connections to further build out the regional street grid and improve access to industrial areas and freight facilities</li> <li>widening some major streets and freeways to address bottlenecks</li> </ul>	Same as Scenario B, plus additional projects in the RTP  On-going regional traffic operations center monitoring and incident response patrols are deployed on area freeways and major arterials adjacent to freeways
<b>Maintenance</b>	Some maintenance backlogs grow	Fully meet maintenance and preservation needs	Same as Scenario B
<b>Estimated capital cost (2014\$)</b>	<b>\$162 million</b>	<b>\$8.8 billion</b>	<b>\$11.8 billion</b>

### SCENARIO



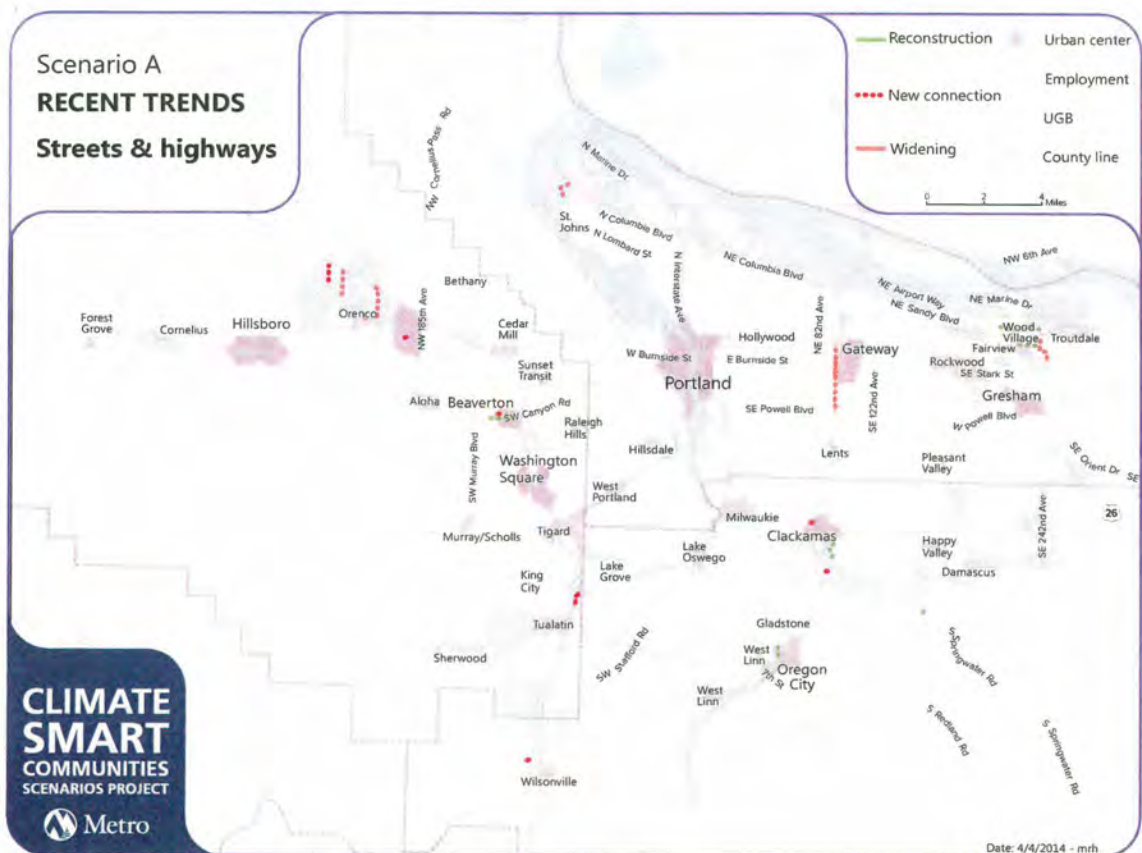
#### Recent Trends

This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

9

Lane miles added by 2035

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.





### Scenario B ADOPTED PLANS Streets & highways



**CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT**

Metro

### SCENARIO

# B

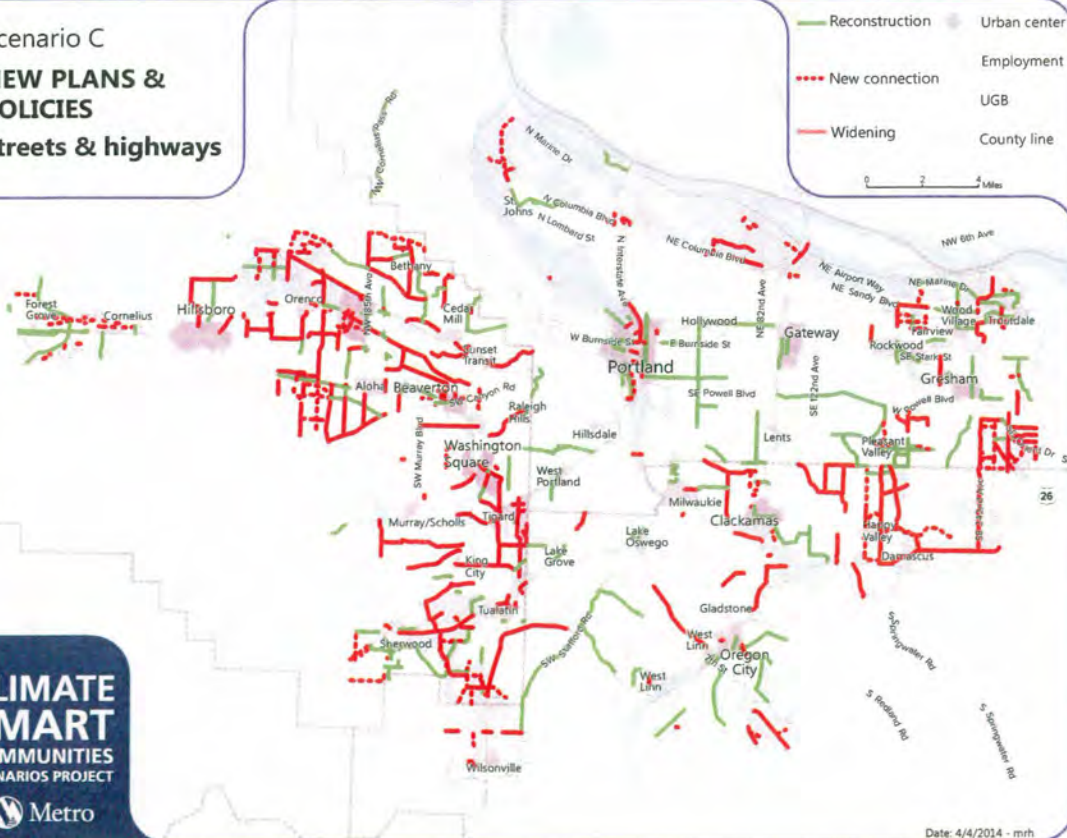
#### Adopted Plans

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

**81**

Lane miles added by 2035

### Scenario C NEW PLANS & POLICIES Streets & highways



**CLIMATE  
SMART  
COMMUNITIES  
SCENARIOS PROJECT**

Metro

### SCENARIO

# C

#### New Plans and Policies

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

**105**

Lane miles added by 2035



## What people are saying

*Street and highway improvements are needed to help move freight more efficiently to make the region more economically competitive.*

*Make road investments that improve access and efficiency for all users – bike, pedestrian, auto, transit and freight.*

*Investments in transit, walking and biking can help freight move more efficiently because they help reduce the need to drive for some trips.*

## Emerging themes

- Keeping existing roads and highways in good condition is a higher priority than adding capacity or building new roads.
- Improved connectivity is a priority for suburban communities.
- Build a well-connected network of complete streets that prioritize safe and convenient pedestrian and bicycle access; respecting existing communities and the natural environment.
- Maximize system operations by implementing management strategies prior to building new motor vehicle capacity, where appropriate.

## Key takeaways to share with others

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....






---

**RELATIVE CLIMATE BENEFIT**

**RELATIVE COST**


## Manage parking to make efficient use of parking resources

Parking management refers to various policies and programs that result in more efficient use of parking resources. Parking management is implemented through city and county development codes. Managing parking works best when used in a complementary fashion with other strategies; it is less effective in areas where transit or bicycle and pedestrian infrastructure is lacking.

**Planning approaches** include conducting assessments of the parking supply to better understand needs. A typical urban parking space has an annualized cost of \$600 to \$1,200 to maintain, while structured parking construction costs averages \$15,000 per space.

**On-street parking approaches** include spaces that are timed, metered, designated for certain uses or have no restriction. Examples of these different approaches include charging long-term or short-term fees, limiting the length of time a vehicle can park, and designating on-street spaces for preferential parking for electric vehicles, carshare vehicles, carpools, vanpools, bikes, public use (events or café “Street Seats”) and freight truck loading/unloading areas.

**Off-street parking approaches** include providing spaces in designated areas, unbundling parking, preferential parking (for vehicles listed above), shared parking between land uses (for example, movie theater and business center), park-and-ride lots for transit and carpools/vanpools, and parking garages in downtowns and other mixed-use areas that allow surface lots to be developed for other uses.

### BENEFITS

- allows more land to be available for development, generating local and state revenue
- reduces costs to governments, businesses, developers and consumers
- fosters public-private partnerships that can result in improved streetscape for retail and visitors
- generates revenues where parking is priced
- reduces air pollution and air toxics

### CHALLENGES

- inadequate information for motorists on parking and availability
- inefficient use of existing parking resources
- parking spaces that are inconvenient to nearby residents and businesses
- scarce freight loading and unloading areas
- low parking turnover rate
- lack of sufficient parking
- parking oversupply, ongoing costs and the need to free up parking for customers



# How should local communities manage parking by 2035?

## PARKING MANAGEMENT AT A GLANCE

	SCENARIO <b>A</b>	SCENARIO <b>B</b>	SCENARIO <b>C</b>
<b>Parking management</b>	<p>Existing locally-adopted development codes remain the same as 2010</p> <p>Large employers offer preferential parking</p> <p>Free parking is available in most areas</p>	<p>Same as Scenario A, plus communities expand the flexibility of development codes and develop parking plans for all downtown and centers served by high capacity transit as assumed in adopted RTP</p> <p>Parking facilities are sized and managed so spaces are frequently occupied, travelers have information on parking and travel options, and some businesses share parking</p> <p>Free and timed parking is available in many areas</p>	<p>Same as Scenario B, plus communities expand the flexibility of development codes to support public-private partnerships in areas served by 10-minute transit service</p> <p>Medium-size employers offer preferential parking</p> <p>Local codes allow for unbundled parking</p> <p>Free and timed parking is available in some areas</p>

### SCENARIO



#### Recent Trends

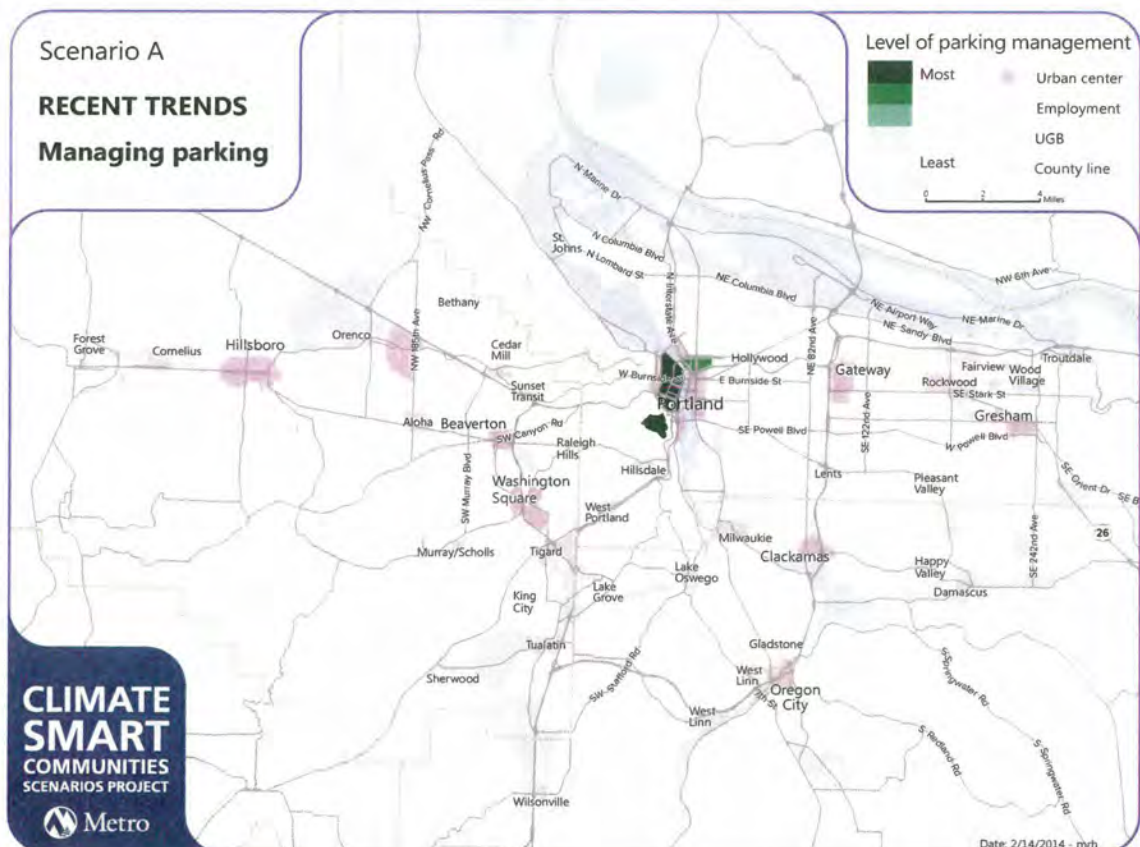
This scenario shows the results of implementing adopted land use and transportation plans to the extent possible with existing revenue.

#### 13% work trips

#### 8% other trips

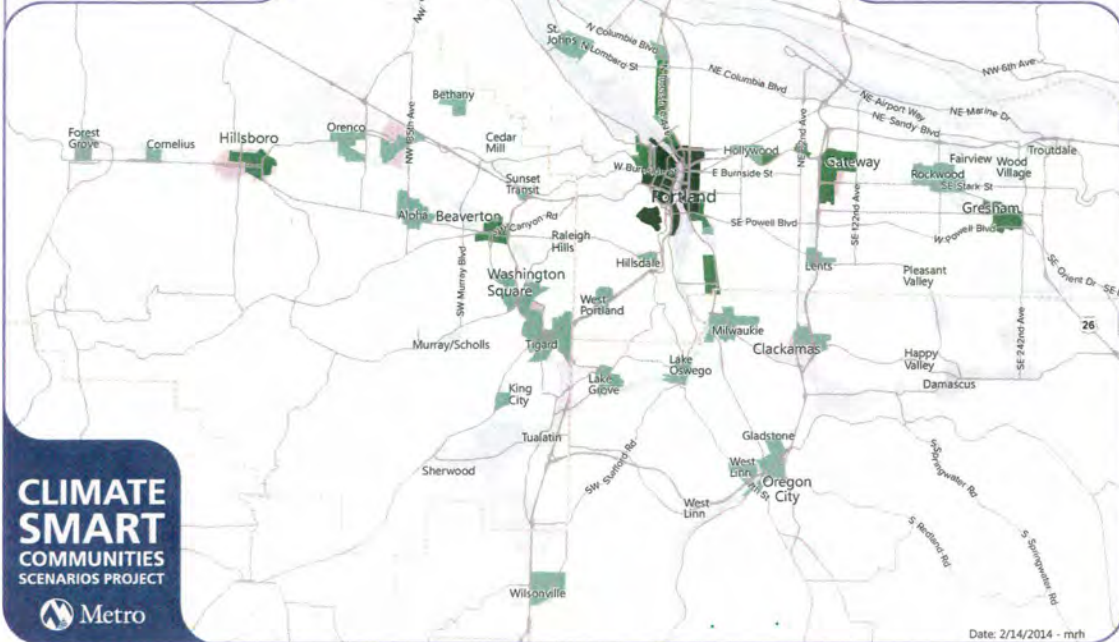
Estimated share of trips to areas with actively managed parking

**Note** These maps are for research purposes only and do not reflect current or future policy decisions of the Metro Council, MPAC or JPACT.





## Scenario B

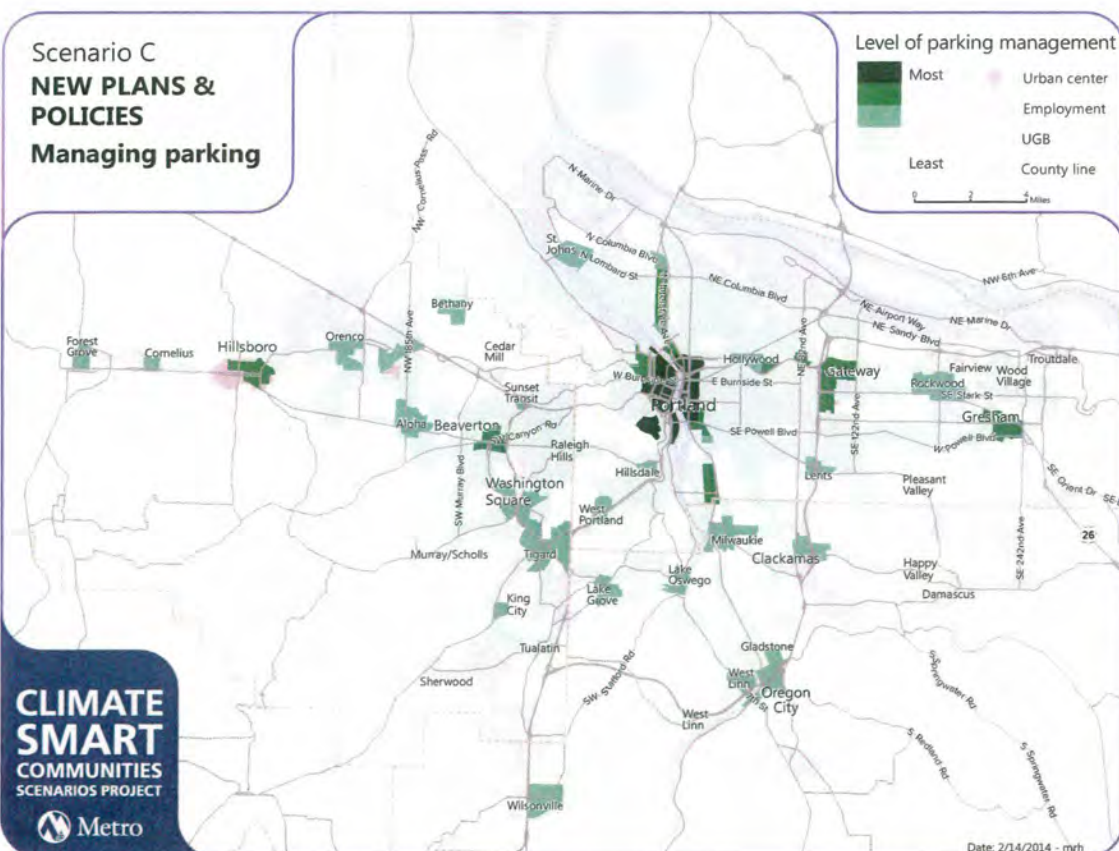
**ADOPTED PLANS**  
**Managing parking****SCENARIO****Adopted Plans**

This scenario shows the results of successfully implementing adopted plans and achieving the current Regional Transportation Plan, which relies on increased revenue.

**30% work trips**  
**30% other trips**

Estimated share of trips to areas with actively managed parking

## Scenario C

**NEW PLANS & POLICIES**  
**Managing parking****SCENARIO****New Plans and Policies**

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

**50% work trips**  
**50% other trips**

Estimated share of trips to areas with actively managed parking



## What people are saying

*"Free parking" is never free – it's just a question of how it is being subsidized and by whom.*

*Parking fees can have a disproportionate impact on drivers with limited incomes.*

*Businesses need to be part of the parking conversation.*

## Emerging themes

- Parking management is the most controversial and lowest priority for most interest groups and residents.
- Many people agree that parking management solutions should be flexible and tailored by each community to fit local needs.
- Parking management needs to begin with data about what the needs are, what might work, and available travel options in the area.
- Implementation of parking management may require broadening how parking problems and solutions are addressed and activities to improve enforcement and addressing potential spillover impacts.
- If paid parking is implemented, there needs to be a corresponding investment in transit and other travel options so that people have choices.

## Key takeaways to share with others






---

**RELATIVE CLIMATE BENEFIT**
**N/A**
**RELATIVE COST**
**N/A**


---

## Identify potential ways to pay for our investment choices

Transportation funding has long been primarily a federal and state responsibility, financed largely through gas taxes and other user fees. However, the purchasing power of federal and state gas tax revenues is declining as individuals drive less and fuel efficiency increases. The effectiveness of this revenue source is further eroded as the gas tax is not indexed to inflation.

Diminished resources mean reduced ability to expand, improve and maintain existing transportation infrastructure. Federal and state funding is not keeping pace with infrastructure operation and maintenance needs, so a substantial share of funding for future RTP investments has shifted to local revenue sources.

Local governments in Oregon have increasingly turned to tax levies, road maintenance fees, system development charges and traffic impact fees in attempt to keep pace, although some communities have been more successful than others. Expansion and operation of the transit system has relied heavily on payroll taxes and competitive federal funding for high capacity transit capital projects. But the region's demand for frequent and reliable transit service exceeds the capacity of the payroll tax to support it.

The adopted Regional Transportation Plan calls for stabilizing existing transportation revenue sources while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel.

### BENEFITS

- transforms community visions into reality
- improves access to jobs, goods and services, boosting business revenues
- creates jobs and stimulates development, boosting the regional economy
- reduces delay, saving businesses time and money
- reduces air pollution and air toxics
- reduces risk of traffic fatalities and injuries

### CHALLENGES

- declining purchasing power of existing funding sources due to inflation and improvement in fuel efficiency
- potential disproportionate impact of higher taxes and fees on drivers with limited travel options
- limited public support for higher fees and taxes
- patchwork of funding sources
- statutory or constitutional limitations on how different funding sources can be raised or used



# How should we pay for our investment choices by 2035?

## FUNDING MECHANISMS AT A GLANCE

	<b>SCENARIO</b>  <b>Recent Trends</b>	<b>SCENARIO</b>  <b>Adopted Plans</b>	<b>SCENARIO</b>  <b>New Plans and Policies</b>
<b>Overview of revenue sources</b>	Revenues from existing sources at 2012 levels	Same as Scenario A, plus additional federal, state and local revenues as assumed in the financially constrained RTP	Same as Scenario B, plus additional federal, state and local revenues assumed in the full RTP, plus new user-based fees
<b>Gas tax</b>	<p>Federal and state gas taxes are 18 cents and 30 cents per gallon, respectively</p> <p>Multnomah and Washington counties levy a per gallon gas tax and share revenue with the cities within their boundaries<sup>1</sup></p> <p>Four cities – Tigard, Milwaukie, Happy Valley and Cornelius – implement a gas tax that is predominately used for maintenance<sup>1</sup></p>	Same as Scenario A, plus the state gas tax increases by \$0.01 per year to cover growing operations, maintenance and preservation (OMP) costs at the state, regional and local level	Same as Scenario A, but state gas tax is replaced by a fee based on miles driven
<b>Mileage-based road use fee</b>	None	None	\$0.03 per mile (the equivalent of the Scenario B state gas tax assumption)
<b>Carbon fee</b>	None	None	\$50 per ton
<b>Potential revenues generated (2014\$) from gas tax, road use fee and carbon fee</b>	\$5.6 billion	\$6.5 billion	\$15.2 billion
<b>Other potential revenues from RTP sources (capital only)</b>	Existing federal, state and local revenues at 2012 levels	\$15 billion  Scenario A, plus additional federal, state and local revenues at financially constrained RTP levels	\$22 billion  Scenario B, plus additional federal, state and local revenues at full RTP levels

<sup>1</sup>Not accounted for in potential revenues generated, but included in the Regional Transportation Plan financial assumptions for local road-related operations, maintenance and preservation.



# ATTACHMENT A

## FUNDING MECHANISMS ASSUMED IN 2014 REGIONAL TRANSPORTATION PLAN AND POTENTIAL NEW FUNDING MECHANISMS FOR CONSIDERATION

EXISTING FUNDING MECHANISM	SOURCE		
	Federal	State	Local
Federal Highway Trust Fund <sup>1</sup>	●		
Federal Transit Fund	●		
Gas tax	●	●	●
Vehicle fees (e.g. registration, licensing fees)		●	●
Heavy truck weight-mile fee		●	
Local portion of State Highway Trust Fund <sup>2</sup>			●
Development-based fees <sup>3</sup>			●
Payroll tax			●
Transit passenger fares			●
Special funds and levies <sup>4</sup>			●
Tolls (I-5 Columbia River Crossing)		●	
<b>POTENTIAL NEW FUNDING MECHANISM</b>			
Carbon fee	●	●	
Mileage-based road user fee	●	●	

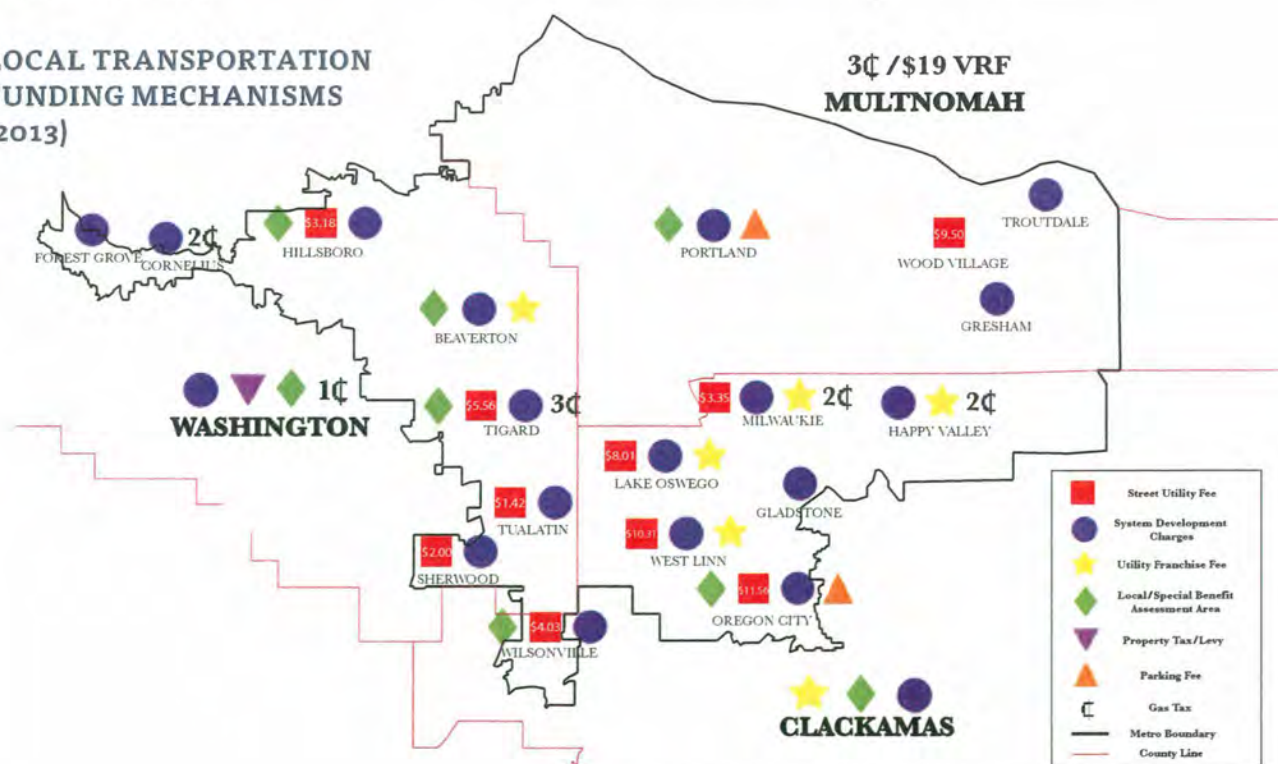
<sup>1</sup>The Federal Highway Trust Fund includes federal gas tax receipts and other revenue.

<sup>2</sup>The State Highway Trust Fund includes state gas tax receipts, vehicle fees and heavy truck weight-mile fees.

<sup>3</sup>Development-based fees include system development charges, traffic impact fees, urban renewal districts and developer contributions.

<sup>4</sup>Special funds and levies include tax levies (e.g. Washington County MSTIP), local improvement districts, vehicle parking fees, transportation utility fees and maintenance districts (e.g. Washington County Urban Road Maintenance District).

### LOCAL TRANSPORTATION FUNDING MECHANISMS (2013)





## What people are saying

*The gas tax is not a sustainable funding mechanism – alternatives are needed.*

*The greatest barrier to implementation is the lack of sufficient funding.*

*We should focus investments on how we want people to travel in 50 years.*

## Emerging themes

- User-based funding mechanisms had more support so the fees are directly connected to the service received.
- Prioritize limited funding on investments that achieve multiple goals.
- More state funding is needed to leverage local and regional funding.
- Implementation of fees should take into account the ability of people with limited incomes to pay and the other options available.
- More funding should be dedicated to low carbon travel options; current statutes limit how some funding sources can be used.

## Key takeaways to share with others

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

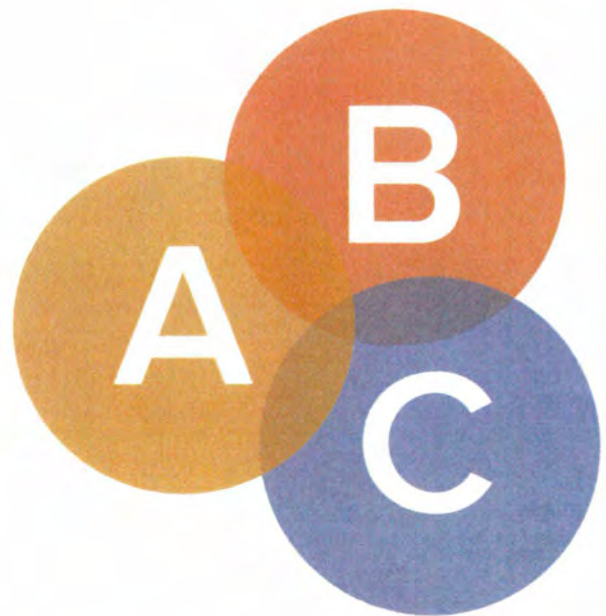
.....

.....



# SUPPLEMENTAL INFORMATION

---





**ATTACHMENT A**

This page intentionally left blank for printing

## PHASE 2: SELECTED RESULTS AT A GLANCE

The scenarios tested are for research purposes only and do not necessarily reflect current or future policy decisions of the Metro Council, MPAC or JPACT.

### WHAT WE LEARNED ABOUT TRAVEL AND MOBILITY



#### DAILY VEHICLE MILES TRAVELED

PER PERSON



#### TIME SPENT IN TRAFFIC

% OF LIGHT VEHICLE TRAVEL TIME SPENT IN TRAFFIC



#### Discussion points:

- Adopted plans help reduce how far people drive and time spent in traffic.
- Adopted plans provide opportunities for more people living and working in centers and corridors; a more connected road system; using technology such as traffic signal timing; clearing incidents more quickly; more transit and walking and biking all help the transportation system operate more efficiently which in turn helps save time spent in traffic.
- Adopted plans reduce the amount of time spent in traffic by 20 percent over recent trends.
- Reduced delay is expected to support goods movement, job creation and the region's economy.



**Discussion points:**

- All scenarios improve health outcomes by improving air quality and increasing physical activity.
- Improving air quality and increasing the number of people who regularly exercise by choosing to bike and walk to community destinations can reduce chronic diseases and premature deaths, and lower health care costs.
- Adopted plans increase the level of physical activity over recent trends, saving nearly 90 lives annually by 2035.
- Adopted plans reduce air pollutants by at least 10 metric tons per day over recent trends; an important health benefit of greenhouse gas reduction.
- Reductions in per capita vehicle miles traveled improve traffic safety in all scenarios.
- Further investment can significantly improve these outcomes.

## WHAT WE LEARNED ABOUT PUBLIC HEALTH AND SAFETY



### AIR POLLUTANTS

METRIC TONS PER DAY



### PHYSICAL ACTIVITY IMPROVES HEALTH

PER PERSON PER YEAR



### LESS AIR POLLUTION, MORE PHYSICAL ACTIVITY & IMPROVED SAFETY HELP SAVE LIVES

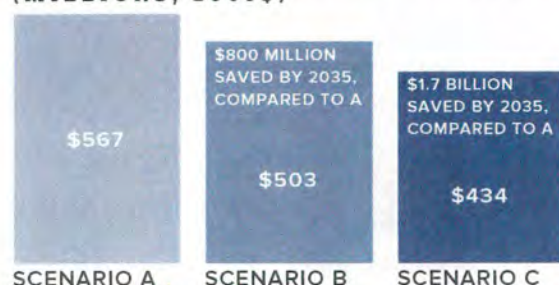
LIVES SAVED EACH YEAR BY 2035



## WHAT WE LEARNED ABOUT THE ECONOMY

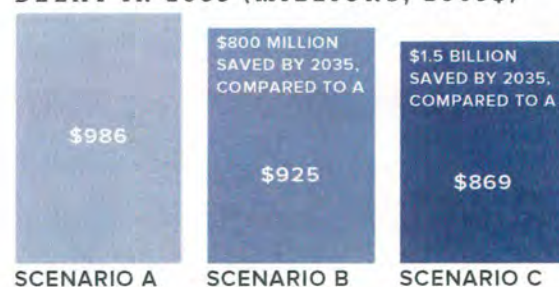
### **\$ OUR ECONOMY BENEFITS FROM REDUCED EMISSIONS**

ANNUAL ENVIRONMENTAL COSTS IN 2035  
(MILLIONS, 2005\$)



### **\$ BUSINESSES AND OUR ECONOMY BENEFIT FROM REDUCED DELAY**

ANNUAL FREIGHT TRUCK COSTS DUE TO  
DELAY IN 2035 (MILLIONS, 2005\$)



#### Discussion points:

- Adopted plans reduce the environmental costs associated with air pollution, vehicle fluids and severe storms, and flooding and drought expected from climate change.
- Adopted plans reduce the amount of time freight trucks spend in traffic over recent trends.
- Freight truck travel cost savings can be passed on to businesses and consumers.
- Further investment can increase these savings from reduced emissions and delay.



**Discussion points:**

- Adopted plans can reduce the average annual vehicle ownership and operating costs over recent trends.
- Vehicle ownership costs decrease as households drive less and own fewer vehicles.
- Scenario C results in the lowest vehicle costs, which helps reduce the share of household income spent on vehicle travel for all households, including households with limited incomes.

## WHAT WE LEARNED ABOUT HOUSEHOLD COSTS



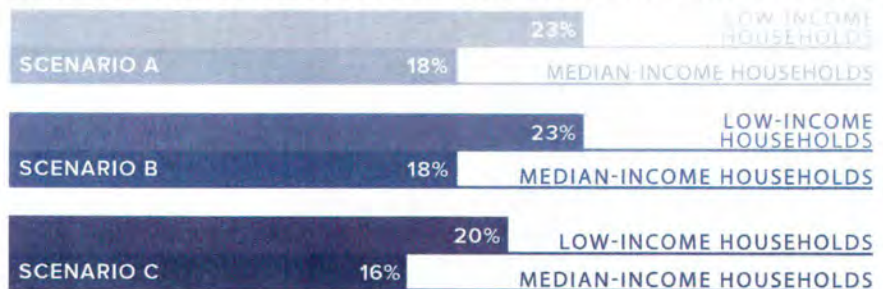
### OVERALL VEHICLE-RELATED TRAVEL COSTS DECREASE DUE TO LOWER OWNERSHIP COSTS

AVERAGE ANNUAL HOUSEHOLD VEHICLE OWNERSHIP & OPERATING COSTS



### LOWER VEHICLE COSTS HELP HOUSEHOLD BUDGETS

SHARE OF ANNUAL HOUSEHOLD INCOME SPENT ON VEHICLE TRAVEL



## PHASE 2: TRANSIT ACCESS AT A GLANCE

### HOUSEHOLD ACCESS TO TRANSIT AT A GLANCE

Share of total households within ¼-mile of transit

SERVICE FREQUENCY	SCENARIO <b>A</b>		SCENARIO <b>B</b>		SCENARIO <b>C</b>	
	Rush hour	Daytime & evening	Rush hour	Daytime & evening	Rush hour	Daytime & evening
Every 10 minutes	24%	4%	27%	4%	32%	20%
11 – 15 minute service	20%	29%	21%	32%	17%	18%
16 – 25 minute service	9%	5%	8%	4%	9%	7%
More than 26 minute service	18%	28%	17%	28%	16%	26%
No fixed-route service	29%	34%	27%	32%	26%	29%

### LOW-INCOME HOUSEHOLD ACCESS TO TRANSIT AT A GLANCE

Share of low-income households\* within ¼-mile of transit

SERVICE FREQUENCY	SCENARIO <b>A</b>		SCENARIO <b>B</b>		SCENARIO <b>C</b>	
	Rush hour	Daytime & evening	Rush hour	Daytime & evening	Rush hour	Daytime & evening
Every 10 minutes	31%	5%	34%	5%	40%	26%
11 – 15 minute service	26%	39%	26%	42%	22%	23%
16 – 25 minute service	8%	6%	7%	5%	7%	7%
More than 26 minute service	16%	28%	15%	27%	14%	24%
No fixed-route service	19%	22%	18%	21%	17%	20%

\* \$24,999 per year or less

### JOB ACCESS TO TRANSIT AT A GLANCE

Share of jobs within ¼-mile of transit

SERVICE FREQUENCY	SCENARIO <b>A</b>		SCENARIO <b>B</b>		SCENARIO <b>C</b>	
	Rush hour	Daytime & evening	Rush hour	Daytime & evening	Rush hour	Daytime & evening
Every 10 minutes	31%	6%	33%	6%	42%	23%
11 – 15 minute service	19%	35%	22%	38%	17%	25%
16 – 25 minute service	12%	4%	9%	3%	9%	7%
More than 26 minute service	22%	33%	20%	32%	17%	26%
No fixed-route service	16%	22%	16%	21%	15%	19%



## PHASE 2: ASSUMPTIONS AT A GLANCE

March 30, 2014

### Phase 2: 2010 base year and alternative scenario inputs

The inputs are for research purposes only and do not represent current or future policy decisions of the Metro Council.

		2010	2035		
		Base Year Reflects existing conditions	Scenario A Recent trends	Scenario B Adopted plans	Scenario C New plans and policies
<b>Strategy</b>					
Community design	Households in mixed use areas (percent)	26%	36%	37%	37%
	Urban growth boundary expansion (acres)	2010 UGB	28,000 acres	12,000 acres	12,000 acres
	Drive alone trips under 10 miles that shift to bike (percent)	9%	10%	15%	20%
	Transit service (daily revenue hours)	4,900	5,600	6,200 (RTP Financially Constrained)	11,200 (RTP State + more transit)
	Work/non-work trips in areas with parking management (percent)	13% / 8%	13% / 8%	30% / 30%	50% / 50%
Pricing	Pay-as-you-drive insurance (percent of households participating)	0%	20%	40%	100%
	Gas tax (cost per gallon 2005\$)	\$0.42	\$0.48	\$0.73	\$0.18
	Road user fee (cost per mile)	\$0	\$0	\$0	\$0.03
	Carbon emissions fee (cost per ton)	\$0	\$0	\$0	\$50

March 30, 2014

The inputs are for research purposes only and do not represent current or future policy decisions of the Metro Council.

Strategy		2010	2035		
		Base Year Reflects existing conditions	Scenario A Recent trends	Scenario B Adopted plans	Scenario C New plans and policies
Marketing and incentives	Households participating in eco-driving (percent)	0%	0%	30%	60%
	Households participating in individualized marketing programs (percent)	9%	30%	30%	60%
	Workers participating in employer-based commuter programs (percent)	20%	20%	20%	40%
	Carsharing in high density areas (participation rate)	One carshare per 5000 vehicles	Twice the number of carshare vehicles available	Same as Scenario A	Four times the number of carshare vehicles available
	Carsharing in medium density areas (participation rate)	One carshare per 5000 vehicles	Same as today	Twice the number of carshare vehicles	Same as Scenario B
Roads	Freeway and arterial expansion (lane miles added)	N/A	9 miles	81 miles (RTP Financially Constrained)	105 miles (RTP State)
	Delay reduced by traffic management strategies (percent)	10%	10%	20%	35%
Fleet	Fleet mix (percent)	auto: 57% light truck: 43%	auto: 71% light truck: 29%		
	Fleet turnover rate	10 years	8 years		
Technology	Fuel economy (miles per gallon)	auto: 29.2 mpg light truck: 20.9 mpg	auto: 68.5 mpg light truck: 47.7 mpg		
	Carbon intensity of fuels	90 g CO <sub>2</sub> e/megajoule	72 g CO <sub>2</sub> e/megajoule		
	Plug-in hybrid electric/all electric vehicles (percent)	auto: 0% / 1% light truck: 0% / 1%	auto: 8% / 26% light truck: 2% / 26%		



## GLOSSARY

**Carsharing** A model similar to a car rental where a member user rents cars for short periods of time, often by the hour. Such programs are attractive to customers who make only occasional use of a vehicle, as well as others who would like occasional access to a vehicle of a different type than they use day-to-day. The organization renting the cars may be a commercial business or the users may be organized as a company, public agency, cooperative, or peer-to-peer. Zipcar and car2go are local examples.

**Eco-driving** A combination of public education, in-vehicle technology and driving practices that result in more efficient vehicle operation and reduced fuel consumption and emissions. Examples of eco-driving practices include avoiding rapid starts and stops, matching driving speeds to synchronized traffic signals, and avoiding idling. Program are targeted to those without travel options and traveling longer distances.

**Employer-based commute programs** Work-based travel demand management programs that can include transportation coordinators, employer-subsidized transit pass programs, ride-matching, carpool and vanpool programs, telecommuting, compressed or flexible work weeks and bicycle parking and showers for bicycle commuters.

**Fleet mix** The percentage of vehicles classified as automobiles compared to the percentage classified as light trucks (weighing less than 10,000 lbs.); light trucks make up 43 percent of the light-duty fleet today.

**Fleet turnover** The rate of vehicle replacement or the turnover of older vehicles to newer vehicles; the current turnover rate in Oregon is 10 years.

**Greenhouse gas emissions** According to the Environmental Protection Agency, gases that trap heat in the atmosphere are called greenhouse gases emissions. Greenhouse gases that are created and emitted through human activities include carbon dioxide (emitted through the burning of fossil fuels), methane, nitrous oxide and fluorinated gases. For more information see [www.epa.gov/climatechange](http://www.epa.gov/climatechange).

**GreenSTEP** GreenSTEP is a new model developed to estimate GHG emissions at the individual household level. It estimates greenhouse gas emissions associated with vehicle ownership, vehicle travel, and fuel consumption, and is designed to operate in a way that allows it to show the potential effects of different policies and other factors on vehicle travel and emissions. Metropolitan GreenSTEP travel behavior estimates are made irrespective of housing choice or supply; the model only considers the demand forecast components – household size, income and age – and the policy areas considered in this analysis.



**House Bill 2001 (Oregon Jobs and Transportation Act)** Passed by the Legislature in 2009, this legislation provided specific directions to the Portland metropolitan area to undertake scenario planning and develop two or more land use and transportation scenarios by 2012 that accommodate planned population and employment growth while achieving the GHG emissions reduction targets approved by LCDC in May 2011. Metro, after public review and consultation with local governments, is to adopt a preferred scenario. Following adoption of a preferred scenario, the local governments within the Metro jurisdiction are to amend their comprehensive plans and land use regulations as necessary to be consistent with the preferred scenario. For more information go to: [http://www.oregonlegislature.gov/bills\\_laws/lawsstatutes/2009orLaw0865.html](http://www.oregonlegislature.gov/bills_laws/lawsstatutes/2009orLaw0865.html)

**Individualized marketing** Travel demand management programs focused on individual households. IM programs involve individualized outreach to households that identify household travel needs and ways to meet those needs with less vehicle travel.

**Light vehicles** Vehicles weighing 10,000 pounds or less, and include cars, light trucks, sport utility vehicles, motorcycles and small delivery trucks.

**Low Carbon Fuel Standard** In 2009, the Oregon legislature authorized the Environmental Quality Commission to develop low carbon fuel standards (LCFS) for Oregon. Each type of transportation fuel (gasoline, diesel, natural gas, etc.) contains carbon in various amounts. When the fuel is burned, that carbon turns into carbon dioxide (CO<sub>2</sub>), which is a greenhouse gas. The goal is to reduce the average carbon intensity of Oregon's transportation fuels by 10 percent below 2010 levels by 2022 and applies to the entire mix of fuel available in Oregon. Carbon intensity refers to the emissions per unit of fuel; it is not a cap on total emissions or a limit on the amount of fuel that can be burned. The lower the carbon content of a fuel, the fewer greenhouse gas emissions it produces.

**Pay-as-you-drive insurance (PAYD)** This pricing strategy converts a portion of liability and collision insurance from dollars-per-year to cents-per-mile to charge insurance premiums based on the total amount of miles driven per vehicle on an annual basis and other important rating factors, such as the driver's safety record. If a vehicle is driven more, the crash risk consequently increases. PAYD insurance charges policyholders according to their crash risk.

**Oregon Sustainable Transportation Initiative (OSTI)** An integrated statewide effort to reduce GHG emissions from the transportation sector by integrating land use and transportation. Guided by stakeholder input, the initiative has built collaborative partnerships among local governments and the state's six Metropolitan Planning Organizations to help meet Oregon's goals to reduce GHG emissions. The effort includes five main areas: Statewide Transportation Strategy development, GHG emission reduction targets for metropolitan areas, land use and transportation scenario planning guidelines, tools that support MPOs and local governments and public outreach. For more information, go to [www.oregon.gov/odot/td/osti](http://www.oregon.gov/odot/td/osti)



**Scenario** A term used to describe a possible future, representing a hypothetical set of strategies or sequence of events.

**Scenario planning** A process that tests different actions and policies to see their affect on GHG emissions reduction and other quality of life indicators.

**Statewide Transportation Strategy** The strategy, as part of OSTI, will define a vision for Oregon to reduce its GHG emissions from transportation systems, vehicle and fuel technologies and urban form by 2050. Upon completion, the strategy will be adopted by the Oregon Transportation Commission. For more information go to: <http://www.oregon.gov/ODOT/TD/OSTI/STS.shtml>.

**System efficiency** Strategies that optimize the use of the existing transportation system, including traffic management, employer-based commute programs, individualized marketing and carsharing.

**Traffic incident management** A coordinated process to detect, respond to, and remove traffic incidents from the roadway as safely and quickly as possible, reducing non-recurring roadway congestion.

**Traffic management** Strategies that improve transportation system operations and efficiency, including ramp metering, active traffic management, traffic signal coordination and real-time traveler information regarding traffic conditions, incidents, delays, travel times, alternate routes, weather conditions, construction, or special events.

## ATTACHMENT A

### **Metro Policy Advisory Committee (MPAC)**

Jody Carson, City of West Linn, MPAC Chair  
Pete Truax, City of Forest Grove, First Vice-Chair  
Tim Clark, City of Troutdale, Second Vice-Chair  
Loretta Smith, Multnomah County  
Jerry Hinton, City of Gresham  
Charlie Hales, City of Portland  
Martha Shrader, Clackamas County  
Kent Studebaker, City of Lake Oswego  
Dick Jones, Oak Lodge Water District  
Jerry Willey, City of Hillsboro  
Andy Duyck, Washington County  
Marilyn McWilliams, Tualatin Valley Water District  
Craig Prosser, TriMet Board of Directors  
Keith Mays, Washington Co. citizen  
Wilda Parks, Clackamas Co. citizen  
Maxine Fitzpatrick, Multnomah Co. citizen  
Jim Rue, Oregon Dept. of Land Conservation & Development  
Steve Stuart, Clark County  
Anne McEnery-Ogle, City of Vancouver  
Sam Chase, Metro Council  
Kathryn Harrington, Metro Council  
Bob Stacey, Metro Council  
Ruth Adkins, Portland Public Schools  
Doug Neeley, City of Oregon City  
Denny Doyle, City of Beaverton  
Tom Imeson, Port of Portland  
Charlynn Newton, City of North Plains  
*In Memoriam, William Wild, Oak Lodge Water District*

### **Joint Policy Advisory Committee on Transportation (JPACT)**

Craig Dirksen, Metro Council, JPACT Chair  
Shirley Craddick, Metro Council, JPACT Vice-Chair  
Carlotta Collette, Metro Council  
Paul Savas, Clackamas County  
Diane McKeel, Multnomah County  
Roy Rogers, Washington County  
Steve Novick, City of Portland  
Donna Jordan, City of Lake Oswego  
Shane Bemis, City of Gresham  
Denny Doyle, City of Beaverton  
Neil McFarlane, TriMet  
Jason Tell, ODOT  
Nina DeConcini, DEQ  
Don Wagner, Washington State DOT  
Bill Wyatt, Port of Portland  
Jack Burkman, City of Vancouver  
Steve Stuart, Clark County

This report contains information that is intended for research purposes only and does not necessarily reflect current or future policy decisions of the Metro Council, MPAC or JPACT.

The preparation of this report was financed in part by the Oregon Department of Transportation, U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the Oregon Department of Transportation, U.S. Department of Transportation, Federal Highway Administration or Federal Transit Administration.



## ATTACHMENT A

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

### **Metro Council President**

Tom Hughes

### **Metro Council**

Shirley Craddick, District 1

Carlotta Collette, District 2

Craig Dirksen, District 3

Kathryn Harrington, District 4

Sam Chase, District 5

Bob Stacey, District 6

### **Auditor**

Suzanne Flynn



# Metro

600 NE Grand Ave.  
Portland, OR 97232-2736  
503-797-1700  
503-797-1804 TDD  
503-797-1795 fax

For more information, visit  
[www.oregonmetro.gov/  
climatescenarios](http://www.oregonmetro.gov/climatescenarios)

## CLIMATE SMART COMMUNITIES PROJECT SHAPING THE PREFERRED APPROACH

2009 legislative mandate: Reduce per capita greenhouse gas emissions from cars and small trucks by 2035 (to 20 percent of 2005 levels)

Wilsonville City Council  
Work Session  
May 19, 2014

- Metro to adopt "Preferred Approach" in December 2014
- Seeking guidance from local jurisdictions for policy input from JPACT and MPAC – May 30 joint meeting
- Tonight: Discuss high level policy direction on the Preferred Approach
- What works for Wilsonville?
- Use Discussion Guide as tool

## Background – Schedule

### PHASES 1 and 2

- 2011-12 – Greenhouse gas analysis; modeling
- Jan-Oct 2013 – Shape choices to achieve state target

### PHASE 3

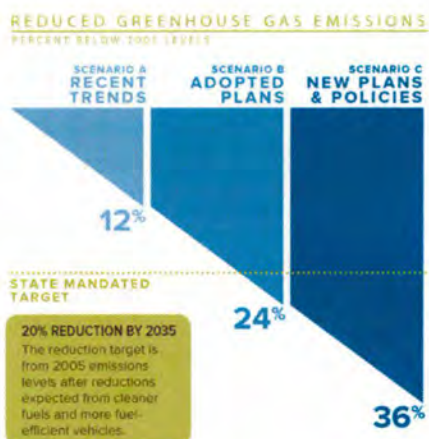
- Nov 2013-June 2014 – Shape preferred approach
- Sept-Dec 2014 – Adopt preferred approach

<u>April-May 2014</u>	Policymakers weigh in on investments and actions to include in the region's preferred approach (WV City Council work sessions)
<u>June 2014</u>	Metro Council provide direction to staff
<u>Summer 2014</u>	Evaluate preferred approach and develop near-term implementation plan
<u>September 2014</u>	Final public review of preferred approach
<u>December 2014</u>	Metro Council considers adoption
<u>January 2015</u>	To Land Conservation and Development Commission for approval



## Scenarios A, B, and C

- Adopted local and regional plans meet state target
- Scenario A - Current investment levels – falls short
- Greater investment needed to achieve Scenario B
- Scenario C - Increased investment and greater reductions
- Will succeed in other outcomes:
  - Cleaner air and water
  - Improved public health
  - Improved safety
  - Reduced congestion and delay
  - Reliable travel options
  - Strong regional economy



## Seven Policy Areas to Achieve GHG Goal

Each with Scenarios A, B, C that represent incremental levels of investment

*How much of should we complete by 2035??*

- Make transit more convenient and accessible
- Use technology to manage the transportation system
- Provide information and incentives to expand use of travel options
- Make biking and walking more convenient
- Make streets and highways more safe, reliable, and connected
- Manage parking to make efficient use of parking resources
- How much and how to pay for our investment choices

## Discussion Guide for Policy Makers

- Five-star climate benefits rating system
  - Less than 1%, 1 to 2%, 3 to 6%, 7 to 15%, 16-20% reductions
- Relative cost ratings (\$, \$\$, \$\$\$)
- Details for each policy area – benefits and challenges
- Comparison framework for Scenario A, B, and C characteristics
- What is best for Wilsonville?

## Notes

Scenario A – Recent trends  
Scenario B – Adopted plans  
Scenario C – New plans and policies

- Transit – p. 23
- Technology – p. 29
- Expand use of travel options – p. 33
- Biking and walking – p. 37
- Streets and highways – p. 41
- Parking management – p. 45
- Ways to pay for investment choices – p. 49



**CITY COUNCIL ROLLING SCHEDULE**  
**Board and Commission Meetings 2014-15**

**May**

DATE	DAY	TIME	MEETING	LOCATION
5/17	Saturday	9 am – 3 pm	"Spring Training" joint meeting of City Boards and Commissions	Willamette River Rooms I&II
5/19	Monday	7 pm	City Council Meeting	Council Chambers
5/26	Monday		Memorial Day Holiday City Offices Closed	
5/28	Wednesday	6:30 pm	Library Board	Library
5/29	Thursday	6:30 pm	DRB Panel B	Council Chambers

**COMMUNITY EVENTS**

**Memorial Day Ceremony,**  
**Monday, May 26 – 10 a.m.**

The Korean War Veterans Association - Oregon Trail Chapter will have members present and will conduct a ceremony on Memorial Day, May 26 at the Oregon Korean War Memorial in Town Center Park. The ceremony is held in remembrance of the men and women that died in service to our Country. For more information contact Chuck Lusardi at 503-628-1847; Luallenrd6@gmail.com.

**Water Features Turned On**

Saturday, May 31, 10:00 a.m.

Town Center Park and Murase Plaza

**Wilsonville Festival of the Arts**

Saturday May 31, 2014 10 am

Town Center Park



# CCC Profile

*Clackamas Community College has three campuses: Oregon City, the Harmony Community Campus in North Clackamas, and Wilsonville; and surrounding communities. CCC provides career technical, college transfer degrees and basic skills education, along with workforce and business services, job training and community education classes.*

## Student Profile

- Student Headcount: 30,370 for 2012-13
- Total Full-time Equivalence: 7,894.72 for 2012-13
- Course offerings: associate degrees and certificates, college transfer degrees, career technical education, literacy/basic skills, community education, business training, job training, distance learning and partnerships for four-year degree completion programs.
- Total degree and certificates completed in 2012-13: 1,544.

## Tuition Comparison

Starting a four-year degree at Clackamas Community College can save individuals and families thousands of dollars on the cost of their education.

- |  |          |
|--|----------|
| • Average Oregon four-year private university tuition and fees | \$36,455 |
| • Average Oregon four-year public university tuition and fees  | \$8,267  |
| • Clackamas Community College tuition and fees                 | \$4,134  |

*Annual tuition and fees at CCC and Oregon four-year public and private universities is based on figures provided by the Oregon Student Access Commission.*

## Student Access

- Tuition for the 2013-14 school year is \$84 per credit for in-state students.
- Financial Aid: For 2012-13 the total federal and state aid our students received was \$49,368,125. Compared to 2011-12, the total federal and state aid increased by 19%.
- Scholarships: For 2012-13 the total in scholarships and waivers our students received was \$1,903,905.
- The CCC Foundation provided \$466,206 to students, funded through private donations, in 2012-13.

## Veterans Services

Clackamas Community College offers:

- |  |   |
|--|---|
| • Veterans Education & Training Center | • Dedicated full-time VET Center staff              |
| • Job training opportunities           | • Military Families Scholarship Endowment           |
| • Counselors to work with veterans     | • Student Veterans Club                             |
| • Veterans Small Business Development  | • College Credit for military training & experience |

## Workforce

CCC helps keep the economy moving forward in our region by offering: Customized Training and Development Services (CTDS), Cooperative Work Experience (CWE), Workforce Investment Act (WIA) programs, and the Small Business Development Center (SBDC).

- Over the last five years, CCC has offered 1,251 customized training sections, enrolling 16,494 students, an average of 3,299 annually (course enrollment). In a given year, we serve 50+ area employers.
- In 2013-14 to date, the SBDC served 1,494 clients from Clackamas County and veterans in the Portland Metropolitan area. Additionally, the center provided 1,925 free hours of business counseling and assisted with 51 new business start-ups.



## CCC in West Linn and Wilsonville

*Clackamas Community College is governed by a Board of Education and has an elected representative for each of the seven zones that make up the college's district. I represent zone 5 which serves West Linn, Wilsonville, the Stafford and Barlow areas. Dr. Joanne Truesdell (CCC class of 1982) serves as college president. CCC has three campuses: Oregon City, North Clackamas (Harmony Community Campus) and Wilsonville; and extension sites in surrounding communities. At CCC we make getting a job, keeping a job and pursuing a higher education our top goal.*

### High School Connections

Out of 30,370 students (total for 2012-13), 1,236 were from the West Linn/Lake Oswego area.

- 356 students graduated from West Linn High School in 2011 and 14% enrolled at CCC in fall 2012.
- 144 Advanced College Credit students from West Linn High School earned a total of 1,457 credits in 2012-13, a tuition value of \$115,103.

Out of 30,370 students (total for 2012-13), 544 were from the Wilsonville area.

- 216 students graduated from Wilsonville High School in 2011 and 7% enrolled at CCC in fall 2012.
- 173 Advanced College Credit students from Wilsonville High School earned a total of 2,327 credits in 2012-13, a tuition value of \$183,833.

### Business Connections

- 29 West Linn businesses were served by the Small Business Development Center in 2013.
- 14 Wilsonville businesses were served by CCC's Small Business Development Center in 2013.

*I welcome your feedback. If you have questions or comments, please send me an email at [rwadams34@gmail.com](mailto:rwadams34@gmail.com).*



**SPECIAL  
REPORT  
2014**

**Preparing for CCC's  
50th year of service!**

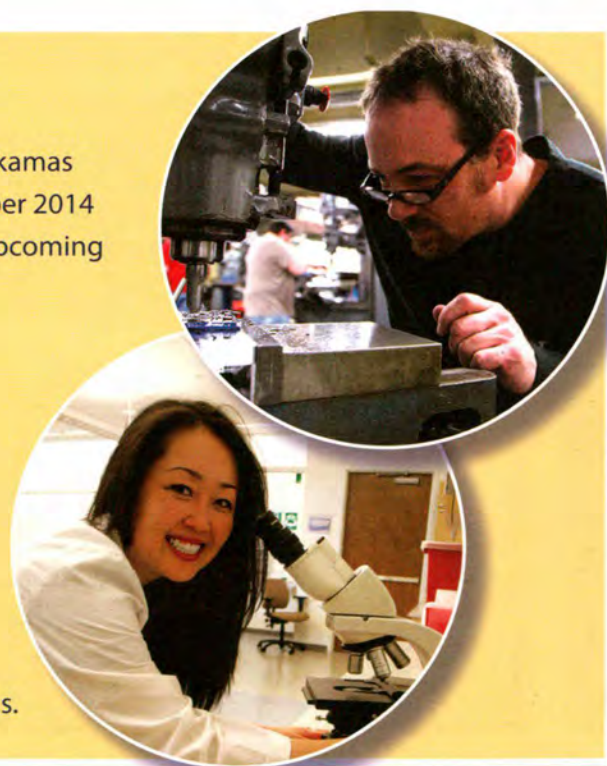
Non-Profit  
Organization  
U.S. Postage  
**PAID**  
Oregon City, OR  
Permit No. 17

## Community Special Report

To address the community's vision for education and training, Clackamas Community College is developing a bond measure for the November 2014 election. Your input is highly valued. Please join us at one of the upcoming open houses to learn more.

- ★ **Oregon City Campus – Community Center:**  
Thursday, May 1 from 5 - 7 pm  
Friday, May 2 from 7:30 - 9:30 am
- ★ **Harmony Community Campus – Lobby:**  
Thursday, May 15 from 5 - 7 pm  
Friday, May 16 from 7:30 - 9:30 am
- ★ **Wilsonville Campus – Lobby:**  
Thursday, May 22 from 5 - 7 pm  
Friday, May 23 from 7:30 - 9:30 am

For more information go to [www.clackamas.edu/ImagineClackamas](http://www.clackamas.edu/ImagineClackamas).



*imagine*  
**CLACKAMAS**  
COMMUNITY COLLEGE

**Community Special Report \* Spring 2014**

**Preparing  
for CCC's  
50th year of  
service!**

Clackamas Community College (CCC) was founded in 1966. In preparation for its 50th year of service, the CCC Board of Education developed an engagement process called Imagine Clackamas to help it better understand what its students, businesses and community members most value about the College. Imagine Clackamas shined a light on areas where the College needed to improve and adapt its educational and training programs to better meet the needs of the community it serves, both today and in the future.

This special report summarizes the feedback from more than 2,000 participants. It highlights ways in which the College is responding today to meet those needs and sets the stage for longer term investments, such as a proposed bond measure. The College is inviting community members to continue engaging in the conversation about CCC's future.

## CCC discovered what the community most values

- ★ **Degrees and certificate programs that lead to careers and family-wage jobs**
- ★ **Affordable education that leads to a four-year degree**
- ★ Classes and workshops that improve job skills and support career advancement
- ★ Classes that lead to General Educational Development (GED), high school diplomas, and related adult basic skill offerings, such as English as a Second Language (ESL)
- ★ Training opportunities for businesses, career coaching, retraining and credit for work-based experience





# The Community Asked for...CCC is Responding

## Employer Focus Groups



Over the summer of 2013, the College met with more than 100 members of the business community to learn about their workforce development needs.

Discoveries...

- ★ Good jobs are out there for graduates in a variety of industries, from manufacturing to health science to engineering, but these jobs are going to be highly specialized.
- ★ The College needs to continue aligning its degree pathways and training offerings with both current and future marketplace demands.
- ★ Competition for these jobs is going to be tough. Employers want graduates who have work-based experience, good interpersonal skills and an aptitude for technology.
- ★ The College needs to ensure its graduates are interview ready, not just job ready.
- ★ CCC was asked to lead economic change initiatives.

## EMPLOYERS

Businesses asked for...

- ★ Graduates who are ready to move into the workplace with interpersonal skills and an aptitude for technology
- ★ CCC to be their go-to college for training and workforce development
- ★ Professional development support for their employees

The College is responding...

- ★ Creating a one-stop employer service to streamline valuable access to training and workforce support
- ★ Evaluating programs and services to best address the community's request for more training that is reflective of modern industry needs
- ★ Developing a Career Center to help students improve their job-readiness skills
- ★ Initiating a Rapid Response Team to help employers during difficult times by providing employment and training services to those impacted by downsizing



## STUDENTS

Students and community members asked for...

- ★ Greater help with the cost of financing an education
- ★ Improved transportation options
- ★ Enhanced distance learning offerings
- ★ Increased access to information

The College is responding...

- ★ Foundation pledges to raise \$10 million to reduce student financial barriers
- ★ Securing grants to help laid-off and unemployed citizens return to work
- ★ Expanding Green Line Shuttle
- ★ Improving the College's information channels both in person and online
- ★ Providing financial aid and scholarship information online
- ★ Offering new programs and services for high school students and freshmen
- ★ Enhancing Career Center services
- ★ Expanding opportunities for internships and cooperative work-based experience



*"Imagine Clackamas is about building tomorrow's careers today."*

— Judith Ervin, CCC Board Chair



## College prepares for Bond Measure

To address the community's vision for education and training at CCC, the Board of Education is developing a bond measure for the Nov. 4, 2014, ballot that would modernize facilities and equipment for high-demand careers, and build additional classroom and lab space.

The projects in the bond proposal were identified as high priorities by the community through the Imagine Clackamas engagement process.

The Board will finalize the projects at the July 30 Board meeting. The list will likely include a new industrial technical learning center for electronics, automotive, manufacturing, welding and skilled trades programs; modernized training equipment for healthcare, science and engineering programs; improvements to worn-out systems in existing buildings; and replacing the 61-year-old building at the Harmony Community Campus.

If you would like more information on Imagine Clackamas findings or the proposed bond measure, please visit our website, attend a May forum (see back panel) or contact us at [publicaffairs@clackamas.edu](mailto:publicaffairs@clackamas.edu).



# CCC Profile

*Clackamas Community College has three campuses: Oregon City, the Harmony Community Campus in North Clackamas, and Wilsonville; and surrounding communities. CCC provides career technical, college transfer degrees and basic skills education, along with workforce and business services, job training and community education classes.*

## Student Profile

- Student Headcount: 30,370 for 2012-13
- Total Full-time Equivalence: 7,894.72 for 2012-13
- Course offerings: associate degrees and certificates, college transfer degrees, career technical education, literacy/basic skills, community education, business training, job training, distance learning and partnerships for four-year degree completion programs.
- Total degree and certificates completed in 2012-13: 1,544.

## Tuition Comparison

Starting a four-year degree at Clackamas Community College can save individuals and families thousands of dollars on the cost of their education.

- |  |          |
|--|----------|
| • Average Oregon four-year private university tuition and fees | \$36,455 |
| • Average Oregon four-year public university tuition and fees  | \$8,267  |
| • Clackamas Community College tuition and fees                 | \$4,134  |

*Annual tuition and fees at CCC and Oregon four-year public and private universities is based on figures provided by the Oregon Student Access Commission.*

## Student Access

- Tuition for the 2013-14 school year is \$84 per credit for in-state students.
- Financial Aid: For 2012-13 the total federal and state aid our students received was \$49,368,125. Compared to 2011-12, the total federal and state aid increased by 19%.
- Scholarships: For 2012-13 the total in scholarships and waivers our students received was \$1,903,905.
- The CCC Foundation provided \$466,206 to students, funded through private donations, in 2012-13.

## Veterans Services

Clackamas Community College offers:

- |  |   |
|--|---|
| • Veterans Education & Training Center | • Dedicated full-time VET Center staff              |
| • Job training opportunities           | • Military Families Scholarship Endowment           |
| • Counselors to work with veterans     | • Student Veterans Club                             |
| • Veterans Small Business Development  | • College Credit for military training & experience |

## Workforce

CCC helps keep the economy moving forward in our region by offering: Customized Training and Development Services (CTDS), Cooperative Work Experience (CWE), Workforce Investment Act (WIA) programs, and the Small Business Development Center (SBDC).

- Over the last five years, CCC has offered 1,251 customized training sections, enrolling 16,494 students, an average of 3,299 annually (course enrollment). In a given year, we serve 50+ area employers.
- In 2013-14 to date, the SBDC served 1,494 clients from Clackamas County and veterans in the Portland Metropolitan area. Additionally, the center provided 1,925 free hours of business counseling and assisted with 51 new business start-ups.



## CCC in West Linn and Wilsonville

*Clackamas Community College is governed by a Board of Education and has an elected representative for each of the seven zones that make up the college's district. I represent zone 5 which serves West Linn, Wilsonville, the Stafford and Barlow areas. Dr. Joanne Truesdell (CCC class of 1982) serves as college president. CCC has three campuses: Oregon City, North Clackamas (Harmony Community Campus) and Wilsonville; and extension sites in surrounding communities. At CCC we make getting a job, keeping a job and pursuing a higher education our top goal.*

### High School Connections

Out of 30,370 students (total for 2012-13), 1,236 were from the West Linn/Lake Oswego area.

- 356 students graduated from West Linn High School in 2011 and 14% enrolled at CCC in fall 2012.
- 144 Advanced College Credit students from West Linn High School earned a total of 1,457 credits in 2012-13, a tuition value of \$115,103.

Out of 30,370 students (total for 2012-13), 544 were from the Wilsonville area.

- 216 students graduated from Wilsonville High School in 2011 and 7% enrolled at CCC in fall 2012.
- 173 Advanced College Credit students from Wilsonville High School earned a total of 2,327 credits in 2012-13, a tuition value of \$183,833.

### Business Connections

- 29 West Linn businesses were served by the Small Business Development Center in 2013.
- 14 Wilsonville businesses were served by CCC's Small Business Development Center in 2013.

*I welcome your feedback. If you have questions or comments, please send me an email at [rwadams34@gmail.com](mailto:rwadams34@gmail.com).*



# Clackamas Community College

## Education and Job Training Bond Proposal

4/15/14

During a two-year public engagement initiative, the community asked CCC to update and modernize classroom space that would provide more opportunities for job training and education. The response is a proposal for a \$90 million bond measure for the Nov. 4, 2014 election. The bond proposal would include projects that are the highest priority for the community based on a series of surveys and business focus groups.

Clackamas Community College contributes to the local economy by providing quality job training for high-demand fields. Businesses looking to relocate are attracted to an area by high-quality educational and training programs that can provide a skilled workforce.

### The goals of the bond projects are to:

- Increase local access to affordable educational programs that would allow students to transfer to four-year universities or obtain training for family-wage jobs
- Train students in high-demand careers, such as nursing, engineering and manufacturing
- Update and modernize equipment, labs and facilities so students are adequately trained to meet current industry standards

### Possible bond projects include:

- Constructing an industrial technical learning center with labs and classrooms that will benefit programs for: electronics, automotive, manufacturing, welding, skilled trades and apprenticeships, such as electricians and plumbers
- Expanding, updating and modernizing equipment and facilities for training in high-demand careers, including healthcare, science and engineering
- Making improvements to existing buildings by replacing worn-out electrical, heating, ventilation and plumbing systems
- Replacing the 61-year-old building at the Harmony Community Campus with an updated workforce development and training facility

A proposed workforce development center would replace the old building on the Harmony Community Campus to support economic development, high-demand careers and transfer degrees.

The new building would use the same square footage, replacing the current building. New construction at Harmony Community Campus would not disrupt traffic on Harmony Road.

The proposed bond debt service in the future is anticipated to be the same as the average it has been over the last ten years.

### Next Steps

CCC continues to share information about college programs and the bond proposal with the community.

**April-June:** A series of community presentations are scheduled in April, May and June.

### May Community Forums:

Six community forums with President Joanne Truesdell will be held to allow for public comment.

### Oregon City Campus

May 1, 5 – 7 p.m.

May 2, 7:30 – 9:30 a.m.

### Harmony Community Campus

May 15, 5 – 7 p.m.

May 16, 7:30 – 9:30 a.m.

### Wilsonville Campus

May 22, 5 – 7 p.m.

May 23, 7:30 – 9:30 a.m.

**July 30:** The CCC Board will vote on the ballot measure in July. The election is Nov. 4, 2014.

For more information, email [bondinformation@clackamas.edu](mailto:bondinformation@clackamas.edu) or visit [www.clackamas.edu/bondinformation](http://www.clackamas.edu/bondinformation)

**The election is Nov. 4, 2014**





## **Building for Today, Planning for Tomorrow**

**WHEREAS**, the services provided by our Public Works Department are an important part of the citizens of Wilsonville's everyday lives; and

**WHEREAS**, the support of an informed community is vital to the efficient operation of public works systems and programs such as water, sewer, stormwater movement, streets, and public buildings; and

**WHEREAS**, the health, safety, and comfort of Wilsonville greatly depends on these facilities and services; and

**WHEREAS**, the quality and effectiveness of these facilities and services, as well as their planning, design, and construction, are dependent upon the efforts and skill of public works employees; and

**WHEREAS**, the efficiency of the qualified and dedicated personnel who staff the public works department is influenced by the people's attitude and understanding of the importance of the work they perform;

**NOW, THEREFORE**, I, Tim Knapp, Mayor of the City of Wilsonville, do hereby proclaim the week of May 18-24, 2014 as

### **National Public Works Week**

in the City of Wilsonville, and I urge all people in our city to acquaint themselves with the issues involved in providing our public works and to recognize the contributions which public works personnel make every day to our health, safety, comfort, and quality of life.

---

Mayor Tim Knapp  
Signed this 19<sup>th</sup> day of May, 2014

# 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, April 21, 2014. Mayor Knapp called the meeting to order at 7:11 p.m., followed by roll call and the Pledge of Allegiance.

The following City Council members were present:

Mayor Knapp  
Council President Starr  
Councilor Goddard  
Councilor Fitzgerald  
Councilor Stevens

Staff present included:

Bryan Cosgrove, City Manager  
Jeanna Troha, Assistant City Manager  
Mike Kohlhoff, City Attorney  
Barbara Jacobson, Assistant City Attorney  
Sandra King, City Recorder  
Stephan Lashbrook, SMART Director  
Pat Duke, Library Director

Kerry Rappold, Natural Resources Manager  
Kristin Retherford, Urban Renewal Manager  
Nancy Kraushaar, Community Development Director  
Police Chief Jeff Smith  
Chris Neamtzu, Planning Director

Motion to approve the order of the agenda.

**Motion:** Councilor Starr moved to approve the order of the revised agenda. Councilor Stevens seconded the motion.

**Vote:** Motion carried 5-0.

### MAYOR'S BUSINESS

A. Recognize Dick Spence for Community Volunteering

As you may recall at our last meeting on April 7, we issued a proclamation that April is Volunteer Appreciation Month and we honored four volunteers. Tonight we want to honor one more person who has volunteered a significant amount of his time to help the City of Wilsonville and that person is Dick Spence.

Mr. Spence has been a long-time volunteer for the City and many other local organizations, including the Library Foundation Board, Friends of the Library Board and the Library Board in addition to the Parks and Recreation Department, Wilsonville Theater Company, Relay for Life, Special Olympics Oregon, and as a home shopper shopping and delivering food to homebound seniors on a weekly basis.

B. Upcoming Council meeting was announced. The Mayor identified the meetings he attended on behalf of the City and the actions that took place.

### COMMUNICATIONS

A. Imagination Library Update (staff – Duke)



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

Pat Duke, Library Director, introduced Jan Rippey, chair of the Imagination Library Program in Wilsonville. The Imagination Library is a successful program whose goal is to have children ready to enter kindergarten by having their parents read to them; children receive a book a month. To date 10,000 books have been sent to the 550 Wilsonville children participating in the program. Studies have shown the children enrolled in the program for fourteen months prior to entering kindergarten have higher standardized test scores in school.

**B. Earth Day Proclamation**

This year marks the 44<sup>th</sup> anniversary of Earth Day. Earth Day is a day that is intended to inspire awareness and appreciation for the Earth's natural environment. Over a billion people in 190 countries participate in Earth Day events. Mayor Knapp read the proclamation into the record.

**CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS** -- There was none.

**COUNCILOR COMMENTS, LIAISON REPORTS & MEETING ANNOUNCEMENTS**

Council President Starr – (*Park & Recreation Advisory Board Liaison*) reported the Parks and Recreation Board reviewed and distributed the Opportunity Grant awards at their last meeting. The annual Easter Egg Hunt was successful with 1,000 children participating. Councilor Starr noted Albertsons donated and filled all of the eggs for the event. He invited the public to attend the dedication of the Wastewater Treatment Plant on April 24<sup>th</sup> and advised a good discussion took place at the Chamber Leadership meeting.

Councilor Goddard – (*Library Board Liaison*) announced the Library Board was hosting a family night for Lowrie Primary School families. He announced the annual WERK day set for May 10<sup>th</sup>, volunteers should meet at the Community Center.

Councilor Fitzgerald – (*Development Review Panels A & B Liaison*) thanked the Planning Department and staff for their participation in the Arbor Day tree planting event in Villebois. She reported on the approvals made by the DRB Panel-A during their last meeting and noted the Tourism Strategy Development Task Force will hold their next meeting April 24<sup>th</sup>.

Councilor Stevens – (*Planning Commission; CCI; Wilsonville Seniors Liaison*) reported the Planning Commission elected Ben Altman Chair and Marta McGuire Vice Chair for 2014. The Commission held a public hearing and approved an amended version of the Residential Land Study which will be coming to Council in May. Wilsonville Seniors will be holding their board elections in July.

Mayor Knapp invited the community to participate in National Walk At Lunch Day April 30<sup>th</sup>, and advised Metro is taking public comment online via their website on four projects through May 5<sup>th</sup>; information can be found on Metro's website <http://www.oregonmetro.gov>.

**PUBLIC HEARING**

**A. Ordinance No. 737 – 1<sup>st</sup> reading**

An Ordinance Of The City Of Wilsonville Amending Chapter 10 Of The Wilsonville Code By Adding Section 10.240 Control Of Dogs And Amending Section 10.430 Penalties.



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

Mr. Kohlhoff read the title of Ordinance No. 737 into the record on first reading and invited Assistant City Attorney and Police Chief Jeff Smith to make the presentation.

Mayor Knapp read the hearing protocol and opened the public hearing at 8 p.m.

Barbara Jacobson, Assistant City Attorney presented the staff report along with Chief of Police Jeff Smith. The ordinance will clarify issues citizens have complained about concerning off-leash dogs in public areas. The City has off-leash restrictions in City parks, but there have been complaints about dogs being off-leash on City sidewalks and other places where they intimidate other citizens, children and pets. In order for law enforcement to educate and if and when necessary, enforce, it was determined the ordinance needed some clarification. Prior to this the code addressed only vicious dogs at large. This ordinance addresses keeping your own pet on a leash when in public places and being mindful of other people. The ordinance also clarifies that, cleaning up after your dog will apply throughout the City.

Ms. Jacobson added during work session, Councilors expressed concern that the ordinance not be punitive, rather the purpose of it was for the health and safety of the community. Therefore, staff added the following clarifying language in the sixth and seventh Whereas clauses: (new language in *italics*):

*"Whereas, to promote good and safe relationships between people and pets by avoiding confrontations between citizens; and*

*Whereas, to assist Wilsonville law enforcement officers in educating the public and in enforcing responsible dog control, as warranted,* the city believes it in the best interest of the public to enact its own specific Ordinance regarding the prohibition of off leash and at large dogs within all public areas of the City, except as set forth herein, and to require owners to clean up after their dogs."

Councilor Stevens thought the additional language clarified the intent, and would reduce conflicts between dogs and their owners; and that the ordinance it is not intended to be punitive.

Councilor Starr asked if there was adequate flexibility to uphold the law but still provide the education flexibility.

Chief Smith stated part of his job as law enforcement was to educate for compliance.

Councilor Fitzgerald felt the ordinance also helped to promote the pedestrian friendly city we want, and reduces the arguments about whether a dog should be on a leash or not.

Mayor Knapp invited public testimony.

Angie Stoffregen, 28800 SW Meadows Loop expressed her support of the ordinance and hoped the ordinance would solve the problem with persons walking their dogs off leash.

Mayor closed hearing at 8:10 p.m.

**Motion:** Councilor Stevens moved to approve the amended version of Ordinance No. 737 on first reading. Councilor Fitzgerald seconded the motion.

**Vote:** Motion carried 5-0.



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

**CONTINUING BUSINESS**

A. **Ordinance No. 735** – 2<sup>nd</sup> reading

An Ordinance Amending City Of Wilsonville Miscellaneous Code Provisions To Prohibit Smoking At Or Within Twenty Feet Of A Bus Stop Or Transit Shelter.

Mr. Kohlhoff read Ordinance No. 735 into the record by title only on second reading.

**Motion:** Councilor Fitzgerald moved to approve Ordinance No. 735 on second reading.  
Councilor Stevens seconded the motion.

**Vote:** Motion carried 5-0  
Councilor Starr - Yes  
Councilor Goddard - Yes  
Councilor Fitzgerald - Yes  
Councilor Stevens - Yes  
Mayor Knapp - Yes

B. **Ordinance No. 738** – 2<sup>nd</sup> reading

An Ordinance Of The City Of Wilsonville Approving A Comprehensive Plan Map Amendment From Residential 0 – 1 Du/Ac To Residential 4 – 5 Du/Ac On 1.79 Acres Comprising Tax Lot 5000 Of Section 13BA, T3S, R1W, Clackamas County, Oregon; Renaissance At Canyon Creek II; Renaissance Development, Applicant.

Mr. Kohlhoff read Ordinance No. 738 into the record by title only on second reading.

**Motion:** Councilor Fitzgerald moved to approve Ordinance No. 738 on second reading.  
Councilor Stevens seconded the motion.

Councilor Starr commented although the layout of the subdivision and its open space park met the City's Code requirements, it is awkward and seems impractical. He hoped that in the future should the DRB see something like this they would speak up.

Mayor Knapp confirmed the time for a City Council call-up of the issue had passed, and the design element was not before the Council for consideration. The question of how the park was laid out and the accessibility of the park for public use would be a design question that would have been appropriately asked at the DRB level.

Chris Neamtzu stated the applicant's representative was in the audience to answer specific questions about the process of the development. The DRB heard the application on March 10, 2014, and the period for call up is two weeks.

Councilor Goddard expressed a point of order; he understood the Council was being asked to vote on a Comprehensive Plan amendment and whether or not the Council called this DRB decision up doesn't preclude the Council from taking action on the Comprehensive Plan amendment request tonight. Mr. Cosgrove confirmed they were two unrelated issues.

The Mayor invited the applicant's representative to speak.



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

Ben Altman, SFA Design Group, 9020 SW Washington Square Drive, Suite 505, Portland, 97223. Mr. Altman understood the concern about the pocket park. The reality is it is a result of code amendments adopted by Council following the original approval of Renaissance at Canyon Creek. Those code amendments changed the requirements for open space, and more recently reduced the number of homes that could access off of a private street.

The original design had the two open spaces facing each other across the street and the two lots on the west side of the street were to access originally off of the private street. The code changes did not allow this layout, so the lots were moved to the street, which put the open space to the back. He did not believe the developer would want to revise the lot layout.

Any requests for variances to the code provisions would open the land use code to modification. Suggestions were made to change locations and access points to the park; however, the time to have done that would be at the DRB stage.

Councilor Goddard asked if the park was public space or private open space.

Mr. Altman stated it was private open space owned by the entire homeowner association, including the additional new 8 lots.

Councilor Fitzgerald supported Councilor Starr's comments. She would like to think about a way to further empower the DRB and Planning Commission to suggest more creative ideas when they encounter similar situations.

Mr. Kohlhoff said the Planning Code contains a waiver provision for better design; but did not know if that provision was used in this case.

Mr. Altman added originally the area was shadow platted as part of the original subdivision, but the property owner was not ready to sell the property, leaving the hole in the middle of the subdivision. Then the Code changed. Mr. Altman said the CC&Rs gave Renaissance an automatic participation in the homeowners association if they came forward with a development, it did not preclude someone else, but they would have had to go to the HOA board and requested to be included. At the same time it gave the homeowners control over who would join their association.

Councilor Starr thought a discussion about empowering the Planning Commission and DRB to make recommendations when they saw an ungainly design or development layout would be a topic for the upcoming Spring Training session, so when they saw something like this, they can use their authority to say this follows the letter of the law, but does not capture the spirit.

Mayor Knapp noted on occasion Council has called up DRB decisions that seem to have an issue and then remanded the file back to the DRB for consideration. If Council has timely enough information on something that seems to be out of the ordinary the Council can address it if someone is aware at the DRB level.

**Vote:**            Motion carried 5-0  
                         Councilor Starr - Yes  
                         Councilor Goddard - Yes  
                         Councilor Fitzgerald - Yes  
                         Councilor Stevens - Yes  
                         Mayor Knapp - Yes



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

C. **Ordinance No. 739** – 2<sup>nd</sup> reading

An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Residential Agricultural - Holding (Ra-H) Zone To The Planned Development Residential - 3 (PDR-3) Zone On 1.79 Acres Comprising Tax Lot 5000 Of Section 13BA, T3S, R1W, Clackamas County, Oregon. Renaissance Development Corp., Applicant.

Mr. Kohlhoff read Ordinance No. 739 into the record by title only on second reading.

**Motion:** Councilor Stevens moved to approve Ordinance No. 739 on second reading.  
Councilor Fitzgerald seconded the motion.

**Vote:** Motion carried 5-0  
Councilor Starr - Yes  
Councilor Goddard - Yes  
Councilor Fitzgerald - Yes  
Councilor Stevens - Yes  
Mayor Knapp - Yes

D. **Ordinance No. 740** – 2<sup>nd</sup> reading

An Ordinance Of The City Of Wilsonville Declaring A Moratorium On Medical Marijuana Facilities, And Declaring An Emergency.

Mr. Kohlhoff read Ordinance No. 740 into the record by title only on second reading.

**Motion:** Councilor Fitzgerald moved to approve Ordinance No. 740 on second reading.  
Councilor Starr seconded the motion.

**Vote:** Motion carried 5-0  
Councilor Starr - Yes  
Councilor Goddard - Yes  
Councilor Fitzgerald - Yes  
Councilor Stevens - Yes  
Mayor Knapp - Yes

E. **Resolution No. 2456**

Resolution To Issue An Order By The City Council Approving The Appeal Of The Stage II Final Plan Revision, Site Design Review, And Master Sign Plan Revision And Sign Waiver Of A New 450 Square Foot Drive-Thru Coffee Kiosk At The Corner Of 95<sup>th</sup> Avenue And Boones Ferry Road. The Subject Site Is Located On Tax Lot 302 Of Section 2DB, T3S, R1W, Washington County, Oregon. Applicant/ Appellant/Owner Wilsonville Devco, LLC. Application Nos. DB 13-0046, DB 13-0047, And DB 13-0048.

Mr. Kohlhoff read Resolution No. 2456 into the record by title only. He stated this matter was previously heard by Council; and Council made a decision and directed Staff to come back with findings which are included with the resolution for consideration.



## CITY OF WILSONVILLE CITY COUNCIL MEETING MINUTES

---

*Staff report included to provide background.*

Applicant Wilsonville Devco LLC appealed the Development Review Board's denial of its applications to modify its already approved Stage II Final Plan to allow for a drive through Human Bean Coffee Kiosk. City Council held a public hearing on the appeal at the March 17, 2014 City Council meeting and the City Council voted 3 to 0 (two Council members were absent) to issue an Order granting the Application, subject to final review and approval by the City Council of the Findings of Fact, Conclusion of Law and Decision to be drafted to reflect the Council's approval requirements.

The DRB denied Wilsonville Devco's applications for a Stage II Final Plan Revision that would have replaced the already approved small mall project with a drive through coffee kiosk and store due to concerns about safety and internal traffic circulation, given the tight nature of the site and the adjoining development's drive through, coupled with traffic to and from the Chevron station. City Council granted the Appeal at the March 3, 2014 City Council meeting. The City Council determined that the appeal would be based on review of the DRB record, with allowance for limited new evidence and testimony relating only to on-site traffic congestion; adequacy, efficiency and safety of on-site pedestrian and vehicle circulation, inclusive of delivery and other larger format vehicles; and Section 4.154, Subsections 4.155(.03)A, 4.400(.02)A and 4.421(.01)C of the Wilsonville City Code. On March 17, 2014 the public hearing was held and based on the testimony given, new evidence presented and consideration of the entire record on appeal, the City Council members present for the hearing voted unanimously to reverse the DRB decision and approve the Applications, subject to imposition of three additional conditions relating to traffic, safety and circulation and adoption of Findings of Fact, Conclusions of Law and Decision, to be prepared by staff for approval and adoption by City Council  
*End of Staff Report.*

Mayor Knapp asked if declarations were needed regarding the fact that at the previous meeting there were three Councilors in attendance, and now there were five.

Mr. Kohlhoff said if the Councilors read the full record and determined they could vote on it they may; if, however Councilors felt they were not informed because they were not at the hearing, they may abstain. Three councilors were necessary for a quorum to vote.

Mayor Knapp asked if any Councilors wished to make a statement regarding their participation.

Councilor Starr indicated he had read the information in the packet, but did not see the video of the Council meeting in mid-March. He asked if there was anything substantial he would have missed that would impact his decision making, or was this enough information to make a fair decision.

Mr. Kohlhoff explained when one listens to testimony one may be influenced by tone of voice and inflection as well as what is said. That may make a difference to some. If the two Councilors were to abstain, the three original voters would form a quorum.

Councilor Starr said he would abstain in fairness to the process because he did not hear the testimony or view it on TV.

Mayor Knapp asked for a motion on the Resolution.

**Motion:** Councilor Stevens moved to approve Resolution No. 2456.  
Councilor Fitzgerald seconded the motion.



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

Councilor Stevens reiterated in the three-hour discussion there were conditions added about vehicle length, and traffic safety changes that will be made on the site which improved the flow of traffic and pedestrian safety in that area.

Councilor Fitzgerald commented it was a long evening and the DRB members also put in a considerable amount of time studying the application. She thought Council was presented with a difficult situation, it is not ideal, but the conditions added addressed the area that is the responsibility of the applicant.

A condition was added for the property owner to add a "do not block" sign and pavement markings which allows for vehicle passage through that area. A condition to limit the length of delivery trucks to 30 feet was added contrasting with what the DRB heard at their hearing. A third condition related to the easement. There was a lot of discussion about an easement that was also referred to as a 'curb cut'. Although the Council has no jurisdiction over the easement, there was agreement the Human Bean and Carl's Jr. would not back over the easement/curb cut until such time as some other decision is made unrelated to what the Council has control over. With all of those factors Councilor Fitzgerald voted "yes" on first reading, and will vote "yes" tonight.

Councilor Goddard asked for clarification on the comments in the findings that the Council finds "pass by trips" do not have the same impact on levels of service of affected intersections.

Staff provided the definition of a pass-by trip versus a destination trip as trips that would have traveled on a street adjacent to a retail center even if the retail center was not constructed. Traffic engineers are able to differentiate the two types of trips on a percentage basis, as part of the ITE Standards.

Councilor Goddard read "the analysis demonstrating the proposed kiosk will not adversely impact study intersections in the AM/PM Peak, and that all levels of service at impact intersections remain within the city standards" and asked is it just the project that pushes the intersection over the standard that bears the responsibility for mitigation, or does the City capture contributions up to that point.

Mr. Cosgrove replied all projects pay SDCs and if something decreases the level of service, the City can ask additional conditions of approval.

Mr. Kohlhoff added the City has a standard and it is a first-come, first-served, up to the LOS-D standard. If the traffic in a development goes beyond the standard, unless there is some mitigation that can be done, that would affect the ability to go forward with the development.

Mr. Cosgrove pointed out the site was originally zoned for a much larger and more intensive commercial use than what is proposed. The impact of the coffee kiosk is less than what would be allowed by law should they have built a larger strip mall development.

Mr. Kohlhoff said the original property also had property taken from it to help with the 95<sup>th</sup> intersection improvements and storm drainage which was included and taken into account.

Mayor Knapp remarked on page 60 of 62, in the Findings Section (F) Stage II Final Plan approval for retail building already granted. And in the third paragraph on page 60, "City Council finds that the applicant had previously obtain Stage II Final Plan approval for a 3,150 square foot multi-tenant retail building commercial building on this site. City council also finds that such approval is still valid, and the retail building remains authorized for construction as approved." The Mayor was concerned with the phrase, "remains authorized for construction as approved" in this coffee drive thru approval. If the



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

applicant receives the final approval and builds the smaller coffee drive thru, does the 3,150 square foot commercial multi-use building remain approved, can they argue they did significant substantial construction on the drive thru, therefor they have preserved their long-term authorization for the larger retail building.

Mr. Kohlhoff pointed out on page 1 of 62, the applicant's request states, "a revised Stage II Final Plan Site Design Review and revised Master Sign Plan for the development of a new 450 square foot drive foot coffee shop to **replace** an approved but un-built 3,150 square foot multi-tenant commercial building at the corner of 95<sup>th</sup> and Boones Ferry Road in north Wilsonville." He thought the applicants request was clear, that they were getting approval to replace what was previously approved, and the new approval would govern.

**Vote:** Motion carried 3-0-2  
Councilors Goddard and Starr abstained.

**NEW BUSINESS**

A. **Resolution No. 2466**

A Resolution Of The City Of Wilsonville Authorizing A Development Agreement For Canyon Creek Road Extension South Project From Boeckman Road To Vlahos Drive Between The Urban Renewal Agency Of The City Of Wilsonville, The City Of Wilsonville, And Mentor Graphics Corporation.

Mr. Kohlhoff read Resolution No. 2466 into the record by title only. Minor revisions made to the Development Agreement were at the request of Mentor Graphics; however final approval of one issue in the Agreement has not been received. Mr. Kohlhoff suggested adopting the resolution with the provision: "The City Manager has the authority to negotiate any minor changes to the Development Agreement with Mentor Graphics and the URA and to execute the Development Agreement subject to approval of the City Attorney as to the final form."

Time is of the essence to meet 2014 construction season. Since development of the Mentor property would necessitate a half street improvement, and Mentor was not ready to develop, staff initially proposed acquisition of only a half street improvement and acquisition of half the right-of-way. However, if Mentor could be incentivized to cooperatively provide the remaining half street right-of-way for a full street improvement the public interest in having the full construction now would be better met as a superior transportation link would be constructed and a second interruption of the neighboring properties would be avoided. The Council provided staff with negotiation parameters and the Development Agreement reflects those parameters.

**Motion:** Councilor Goddard moved to approve Resolution No. 2466 with the revised Development Agreement and with the additional clarifying language offered by the City Attorney. Councilor Stevens seconded the motion.

Councilor Stevens commented the completion of this north/south connection will provide an alternative cross-town route of travel in the City.

Councilor Goddard requested staff to make sure the costs in the agreement would be updated from the \$11.00 per square foot and be based on the current appraisal, and for the Council to be kept informed on any true-up of costs.



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

Councilor Fitzgerald thought the new road would improve pedestrian connectivity.

**Vote:** Motion carried 5-0.

**CITY MANAGER'S BUSINESS**

A. Council Goals Quarterly Update

Mr. Cosgrove provided information on the progress being made for each of the council goals.

**LEGAL BUSINESS** – there was no report.

The Mayor adjourned the Council meeting at 9:10 p.m.

Respectfully submitted,

---

Sandra C. King, MMC, City Recorder

ATTEST:

---

Tim Knapp, Mayor



## **ORDINANCE NO. 741**

**AN ORDINANCE OF THE CITY OF WILSONVILLE APPROVING A ZONE MAP AMENDMENT FROM THE PUBLIC FACILITY (PF) ZONE TO THE VILLAGE (V) ZONE ON APPROXIMATELY 42.76 - ACRES COMPRISING TAX LOTS 2800 AND 2890 OF SECTION 15, T3S, R1W, CLACKAMAS COUNTY, OREGON, POLYGON NORTHWEST COMPANY, APPLICANT.**

### **RECITALS**

WHEREAS, Polygon Northwest Company ("Applicant") has made a development application requesting, among other things, a Zone Map Amendment of the Property; and

WHEREAS, the development application form has been signed by Northwest Wilsonville Properties LLC ("Owner"), as owner of the real property legally described and shown on Exhibits A and B, attached hereto and incorporated by reference herein ("Property"); and

WHEREAS, the City of Wilsonville Planning Staff analyzed the request and prepared a staff report for the Development Review Board, finding that the application met the requirements for a Zone Map Amendment and recommending approval of the Zone Map Amendment, which staff report was presented to the Development Review Board on April 14, 2014;

WHEREAS, the Development Review Board Panel 'A' held a public hearing on the application for a Zone Map Amendment on April 14, 2014, and after taking public testimony and giving full consideration to the matter, adopted Resolution No. 275 which recommends that the City Council approve a request for a Zone Map Amendment (Case File DB14-0004), adopts the staff report with modified findings and recommendation, all as placed on the record at the hearing, certain of which are contingent on City Council approval of the Zone Map Amendment and authorizes the Planning Director to issue approvals to the Applicant consistent with the amended staff report, as adopted by DRB Panel A; and

WHEREAS, on May 5, 2014, the Wilsonville City Council held a public hearing regarding the above described matter, wherein the City Council considered the full public record made before the Development Review Board, including the Development Review Board and



City Council staff reports; took public testimony; and, upon deliberation, concluded that the proposed Zone Map Amendment meets the applicable approval criteria under the City of Wilsonville Development Code;

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

Section 1. Findings. The City Council adopts, as findings and conclusions, the forgoing Recitals and the Development Review Board staff report, as contained in the record of the above described DRB hearing and incorporates it by reference herein, as if fully set forth.

Section 2. Order. The official City of Wilsonville Zone Map is hereby amended by Zoning Order DB14-0004, attached hereto as Exhibit A, from the Public Facility (PF) Zone to the Village (V) Zone.

SUBMITTED to the Wilsonville City Council and read the first time at a meeting thereof on the 5<sup>th</sup> day of May 2014, and scheduled for the second and final reading on May 19, 2014, commencing at the hour of 7 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, OR.

---

Sandra C. King, MMC, City Recorder

ENACTED by the City Council on the 19th day of May, 2014, by the following votes:

Yes:\_\_\_ No:\_\_\_

---

Sandra C. King, MMC, City Recorder

DATED and signed by the Mayor this \_\_\_\_ day of May, 2014.

---

Tim Knapp, MAYOR



SUMMARY OF VOTES:

Mayor Knapp  
Council President Starr  
Councilor Goddard  
Councilor Stevens  
Councilor Fitzgerald

Attachments:

- Attachment A, Zoning Order DB14-0004.
  - Attachment 1, Legal Description
  - Attachment 2, Map Depicting Zone Amendment
- Attachment B Zone Map Amendment Findings, May 5, 2014.
- Attachment C DRB Resolution No. 275



**EXHIBIT A**

**BEFORE THE CITY COUNCIL OF THE  
CITY OF WILSONVILLE, OREGON  
POLYGON NORTHWEST COMPANY**

In the Matter of the Application of )  
Pacific Community Design, Inc., )  
Agent for the Applicant, )  
Polygon Northwest Company )  
for a Rezoning of Land and Amendment )  
of the City of Wilsonville )  
Zoning Map Incorporated in Section 4.102 )  
of the Wilsonville Code. )

**ZONING ORDER DB14-0004**

The above-entitled matter is before the Council to consider the application of DB14-0004, for a Zone Map Amendment and an Order, amending the official Zoning Map as incorporated in Section 4.102 of the Wilsonville Code.

The Council finds that the subject property ("Property"), legally described and shown on the attached Exhibits 1 and 2, has heretofore appeared on the City of Wilsonville Zoning Map as Public Facility (PF).

The Council having heard and considered all matters relevant to the application for a zone Map Amendment, including the Development Review Board record and recommendation, finds that the application should be approved.

THEREFORE IT IS HEREBY ORDERED that The Property, consisting of approximately 42.76 acres comprising Tax Lots 2800 and 2890 of Section 15, as more particularly shown in the Zone Map Amendment Map, Attachment 2 and described in Attachment 1 is hereby rezoned to Village (V), subject to conditions detailed in this Order's adopting Ordinance. The foregoing rezoning is hereby declared an amendment to the Wilsonville Zoning Map (Section 4.102 WC) and shall appear as such from and after entry of this Order.

Dated: This     day of May, 2014.

---

TIM KNAPP, MAYOR

APPROVED AS TO FORM:

---

Michael E. Kohlhoff, City Attorney

ATTEST:

---

Sandra C. King, CMC, City Recorder

Attachment 1: Legal Description

Attachment 2: Map depicting Zone Map Amendment



EXHIBIT "A"

July 9, 2013

**LEGAL DESCRIPTION**  
Zone Change

Job No. 395-021

A tract of land in the Southwest quarter of Section 15 and the Southeast quarter of Section 16, Township 3 South, Range 1 West of the Willamette Meridian, in the City of Wilsonville, County of Clackamas and the State of Oregon, described as follows:

BEGINNING at the southwest corner of the plat of "Arbor Villebois No. 4";

thence along the southerly plat boundary line of "Arbor Villebois No. 4", South  $88^{\circ}18'41''$  East, a distance of 804.79 feet to the northwest corner of Lot 181 of "Arbor Villebois No. 3";

thence along the westerly plat boundary line of "Arbor Villebois No. 3", South  $01^{\circ}13'44''$  West, a distance of 603.57 feet to the southwest corner of the plat of "Arbor Villebois No. 3";

thence leaving said plat boundary line, South  $02^{\circ}51'59''$  West, a distance of 744.00 feet;

thence South  $75^{\circ}44'45''$  West, a distance of 266.08 feet;

thence South  $75^{\circ}20'01''$  West, a distance of 969.44 feet;

thence North  $64^{\circ}57'40''$  West, a distance of 323.02 feet;

thence North  $45^{\circ}06'47''$  West, a distance of 256.11 feet to a point on the easterly right-of-way line of SW Grahams Ferry Road;

thence along said easterly right-of-way line, on a 2894.79 foot radius non-tangential curve, concave northwesterly, with a radius point bearing North  $44^{\circ}41'37''$  West, arc length of 355.76 feet, central angle of  $07^{\circ}02'29''$ , chord bearing of North  $41^{\circ}47'08''$  East, and chord distance of 355.53 feet to a point of tangency;

thence continuing along said easterly right-of-way line, North  $38^{\circ}15'53''$  East, a distance of 678.81 feet to a point of tangential curvature;

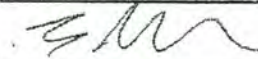
thence continuing along said easterly right-of-way line, on a 1175.92 foot radius tangential curve to the left, arc length of 426.78 feet, central angle of  $20^{\circ}47'40''$ , chord bearing of North  $27^{\circ}52'03''$  East, and chord distance of 424.44 feet to a point of tangency;

thence continuing along said easterly right-of-way line, North 17°27'18" East, a distance of 199.63 feet to the POINT OF BEGINNING.

Containing 42.75 acres, more or less.

Basis of bearings per plat of "Arbor Villebois No. 4",  
Clackamas County Survey Records.

REGISTERED  
PROFESSIONAL  
LAND SURVEYOR



OREGON  
JULY 9, 2002  
TRAVIS C. JANSEN  
57751

RENEWS: 6/30/2015



11:00 AM, 7/9/13  
Drawing: Survey, Existing, 395-021, Zoning: S-H, Legal Desc. 24.5 12.1 59 PM, 7/13

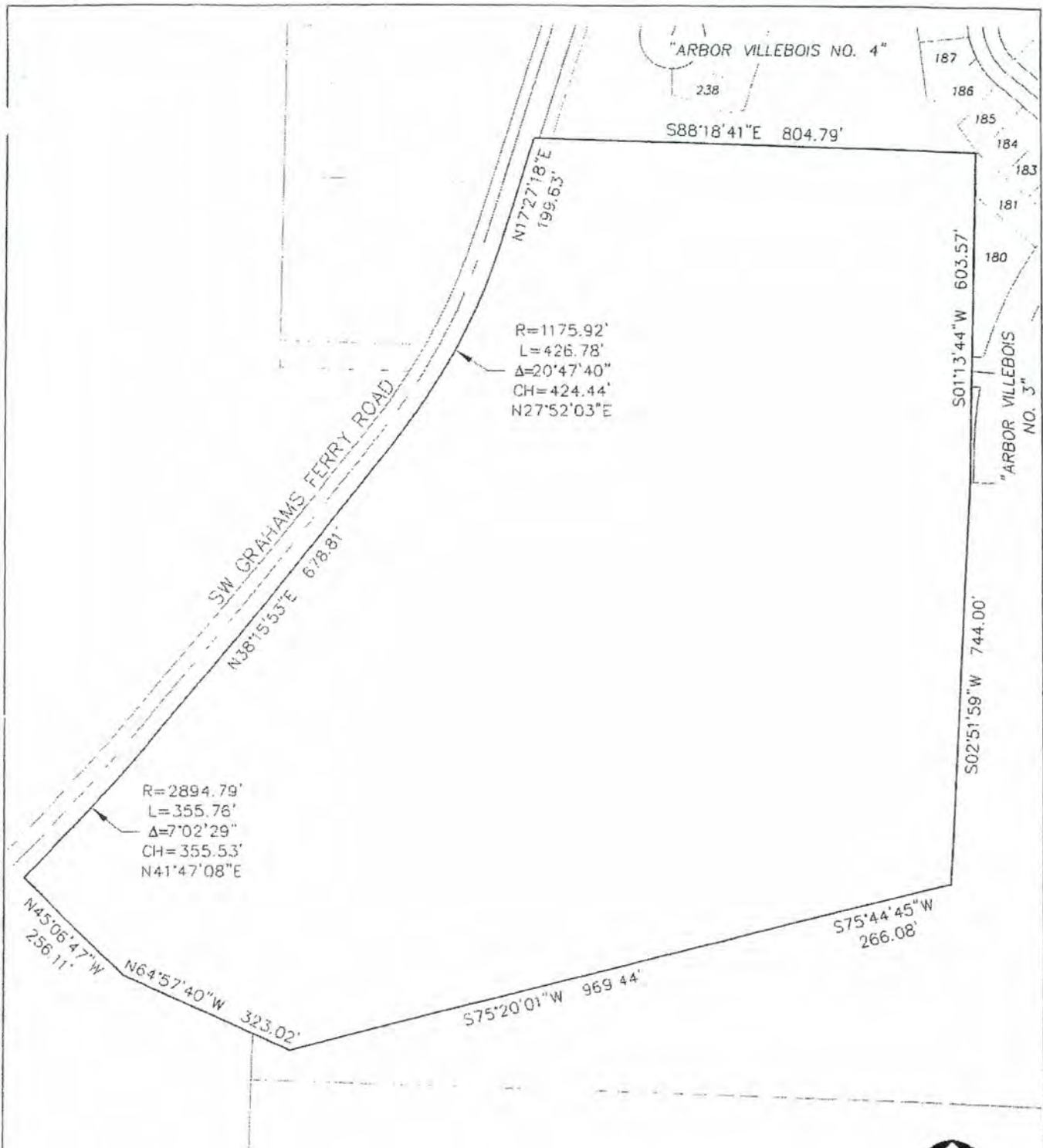


EXHIBIT "A"








DRAWN BY: CLL DATE: 7/9/13  
REVIEWED BY: TCJ DATE: 7/9/13  
PROJECT NO.: 395-021  
SCALE: 1"=250'  
PAGE 3 OF 3



12564 SW Main St  
Tigard, OR 97223  
[T] 503-941-9484  
[F] 503-941-9485



-  SUBJECT AREA — PROPOSED VILLAGE (V) ZONE (42.76 AC)  
 ZONE LINE  
 EXISTING UGB  
 EXISTING CITY BOUNDARY  
 EXISTING ZONING DESIGNATION


$$1'' = 1000'$$

# PROPOSED ZONE MAP AMENDMENT



Exhibit B  
**STAFF REPORT**  
**WILSONVILLE PLANNING DIVISION**

*Polygon Northwest Company*  
*"Grande Pointe at Villebois"*  
**Zone map amendment**

**CITY COUNCIL**  
**QUASI-JUDICIAL PUBLIC HEARING**

---

**HEARING DATE**                      May 5, 2014

**DATE OF REPORT**                April 28, 2014

**APPLICATION NOS.:**            DB14-0004 Zone Map Amendment

**REQUEST/SUMMARY:** The City Council is being asked to review a Zone Map Amendment that will enable the development of a 100-lot residential subdivision, and associated parks and open space and other improvements.

**LOCATION:** 29500 SW Grahams Ferry Road. East side of road  $\frac{3}{4}$  miles south of SW Tooze Road. Southwest of current Villebois development, northwest of Graham Oaks Nature Park.. The property is specifically known as Tax Lots 2800 and 2890, Section 15, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon.

**PROPERTY OWNER:**        Bo Oswald, Northwest Wilsonville Properties LLC

**APPLICANT:**                      Fred Gast, Polygon NW Company

**APPLICANT'S REP.:**        Stacy Connery AICP, Pacific Community Design, Inc.

**COMPREHENSIVE PLAN MAP DESIGNATION:** Residential-Village

**ZONE MAP CLASSIFICATIONS:** PF (Public Facility)

**STAFF REVIEWERS:** Daniel Pauly AICP, Associate Planner

**DRB RECOMMENDATIONS:** **Approve** the requested Zone Map Amendment.

**APPLICABLE REVIEW CRITERIA**

<u>DEVELOPMENT CODE</u>	
Section 4.008	<b>Application Procedures-In General</b>
Section 4.009	<b>Who May Initiate Application</b>
Section 4.010	<b>How to Apply</b>
Section 4.011	<b>How Applications are Processed</b>
Section 4.014	<b>Burden of Proof</b>
Section 4.033	<b>Authority of City Council</b>

Subsection 4.035 (.05)	Complete Submittal Requirement
Section 4.110	Zones
Section 4.125	V-Village Zone
Sections 4.139.00 through 4.139.11 as applicable	Significant Resource Overlay Zone (SROZ)
Section 4.177	Street Improvement Standards
Section 4.197	Zone Changes and Amendments to Development Code-Procedures
<b>COMPREHENSIVE PLAN</b>	
Implementation Measure 4.1.6.a.	
Implementation Measure 4.1.6.b.	
Implementation Measure 4.1.6.c.	
Implementation Measure 4.1.6.d.	
<b>OTHER PLANNING DOCUMENTS</b>	
Comprehensive Plan	
Villebois Village Master Plan	
SAP South Approval Documents	

#### Vicinity Map



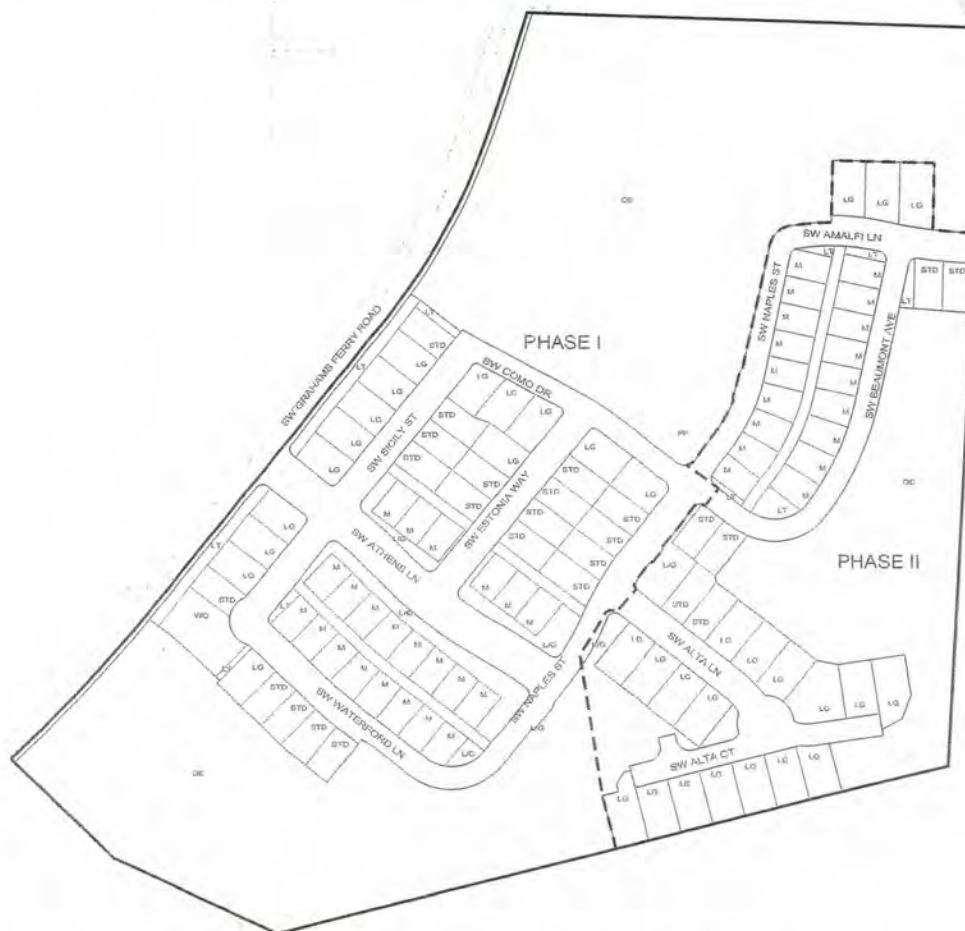
#### BACKGROUND/SUMMARY:

##### PDP 7S Preliminary Development Plan (DB14-0003)

The proposed Preliminary Development Plan 7 of Specific Area Plan South (also known as Grande Pointe at Villebois) comprises 42.76 acres. The applicant proposes a variety of larger single-family housing types totaling 100 units, 24.06 acres of parks and open space, 6.83 acres of public streets, and associated infrastructure improvements. The front of all the houses will face



tree lined streets, parks and green spaces. The applicant plans on building the project in two phases, Phase 1 being 56 homes in the western portion of the project, Pocket Park 16 and the northern and southern open space, and Phase II being 44 homes on the eastern portion of the project and the remaining open space and linear greens.



Proposed Housing Type	Number of Units
Large Size Single Family	35
Standard Size Single Family	25
Medium Size Single Family	40
Total	100

#### Zone Map Amendment (DB14-0004)

The zoning proposal is to change the current PF zone, a remnant of the former uses, to the Village (V) zone. The proposed residential and park uses are permitted in the Village zone. The Village zone has been applied to all of Villebois as it has developed.

## CONCLUSION AND CONDITIONS OF APPROVAL:

Staff and the DRB have reviewed the applicant's analysis of compliance with the applicable criteria. This Staff report adopts the applicant's responses as Findings of Fact except as noted in the Findings.

## FINDINGS OF FACT:

1. The statutory 120-day time limit applies to this application. The application was received on January 17, 2014. On February 13, 2014, staff conducted a completeness review within the statutorily allowed 30-day review period, and, on February 21, 2014, the Applicant submitted new materials. On February 26, 2014 the application was deemed complete. The City must render a final decision for the request, including any appeals, by June 26, 2014.
2. Surrounding land uses are as follows:

Compass Direction	Zone:	Existing Use:
North:	V	Single-family residential
East:	V	Single-family residential/ Graham Oaks Nature Park
South:	PF/V	Graham Oaks Nature Park
West:	--	Unincorporated Rural Residential

3. Prior land use actions include:

### Legislative:

02PC06 - Villebois Village Concept Plan  
02PC07A - Villebois Comprehensive Plan Text  
02PC07C - Villebois Comprehensive Plan Map  
02PC07B - Villebois Village Master Plan  
02PC08 - Village Zone Text  
04PC02 - Adopted Villebois Village Master Plan  
LP-2005-02-00006 - Revised Villebois Village Master Plan  
LP-2005-12-00012 - Revised Villebois Village Master Plan (Parks and Recreation)  
LP10-0001 - Amendment to Villebois Village Master Plan (School Relocation from SAP North to SAP East)  
LP13-0005 - Amendment to Villebois Village Master Plan (Future Study Area)

### Quasi-Judicial:

03DB21 - SAP-South

4. The applicant has complied with Sections 4.013-4.031 of the Wilsonville Code, said sections pertaining to review procedures and submittal requirements. The required public notices have been sent and all proper notification procedures have been satisfied.



## GENERAL INFORMATION

### *Section 4.008 Application Procedures-In General*

**Review Criteria:** This section lists general application procedures applicable to a number of types of land use applications and also lists unique features of Wilsonville's development review process.

**Finding:** These criteria are met.

**Explanation of Finding:** The application is being processed in accordance with the applicable general procedures of this Section.

### *Section 4.009 Who May Initiate Application*

**Review Criterion:** "Except for a Specific Area Plan (SAP), applications involving specific sites may be filed only by the owner of the subject property, by a unit of government that is in the process of acquiring the property, or by an agent who has been authorized by the owner, in writing, to apply."

**Finding:** This criterion is satisfied.

**Explanation of Finding:** The application has been submitted on behalf of contract purchaser Polygon Homes, and is signed by Bo Oswald, an authorized member of the current owner, Northwest Wilsonville Properties, LLC.

### *Subsection 4.010 (.02) Pre-Application Conference*

**Review Criteria:** This section lists the pre-application process

**Finding:** These criteria are satisfied.

**Explanation of Finding:** A pre-application conference was held on May 2, 2013 in accordance with this subsection.

### *Subsection 4.011 (.02) B. Lien Payment before Application Approval*

**Review Criterion:** "City Council Resolution No. 796 precludes the approval of any development application without the prior payment of all applicable City liens for the subject property. Applicants shall be encouraged to contact the City Finance Department to verify that there are no outstanding liens. If the Planning Director is advised of outstanding liens while an application is under consideration, the Director shall advise the applicant that payments must be made current or the existence of liens will necessitate denial of the application."

**Finding:** This criterion is satisfied.

**Explanation of Finding:** No applicable liens exist for the subject property. The application can thus move forward.

### *Subsection 4.035 (.04) A. General Site Development Permit Submission Requirements*

**Review Criteria:** "An application for a Site Development Permit shall consist of the materials specified as follows, plus any other materials required by this Code." Listed 1. through 6. j.

**Finding:** These criteria are satisfied.

**Explanation of Finding:** The applicant has provided all of the applicable general submission requirements contained in this subsection.

### *Section 4.110 Zoning-Generally*



**Review Criteria:** “The use of any building or premises or the construction of any development shall be in conformity with the regulations set forth in this Code for each Zoning District in which it is located, except as provided in Sections 4.189 through 4.192.” “The General Regulations listed in Sections 4.150 through 4.199 shall apply to all zones unless the text indicates otherwise.”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** This proposed development is in conformity with the Village zoning district and general development regulations listed in Sections 4.150 through 4.199 have been applied in accordance with this Section.

## **CONCLUSIONARY FINDINGS, REQUEST C: DB14-0004 ZONE MAP AMENDMENT**

### **Comprehensive Plan**

#### ***Compact Urban Development-Implementation Measures***

##### ***Implementation Measure 4.1.6.a***

1. **Review Criteria:** “Development in the “Residential-Village” Map area shall be directed by the Villebois Village Concept Plan (depicting the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies), and subject to relevant Policies and Implementation Measures in the Comprehensive Plan; and implemented in accordance with the Villebois Village Master Plan, the “Village” Zone District, and any other provisions of the Wilsonville Planning and Land Development Ordinance that may be applicable.”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** Development in this area is being guided by all the listed plans and codes.

##### ***Implementation Measure 4.1.6.b.***

2. **Review Criteria:** This implementation measure identifies the elements the Villebois Village Master Plan must contain.

**Finding:** These criteria are not applicable

**Explanation of Finding:** The concurrent proposal for a preliminary development plan implements the procedures as outlined by the Villebois Village Master Plan, as previously approved.

##### ***Implementation Measure 4.1.6.c.***

3. **Review Criterion:** “The “Village” Zone District shall be applied in all areas that carry the Residential-Village Plan Map Designation.”

**Finding:** This criterion is satisfied.

**Explanation of Finding:** The Village Zone zoning district is being applied to an area designated as Residential-Village in the Comprehensive Plan.

##### ***Implementation Measure 4.1.6.d.***

4. **Review Criterion:** “The “Village” Zone District shall allow a wide range of uses that befit and support an “urban village,” including conversion of existing structures in the core area to provide flexibility for changing needs of service, institutional, governmental and employment uses.”



**Finding:** This criterion is satisfied.

**Explanation of Finding:** The area covered by the proposed zone change is proposed for residential uses, parks and open space, and sanitary sewer lift station as shown in the Villebois Village Master Plan.

### **Planning and Land Development Ordinance**

#### ***Section 4.029 Zoning to be Consistent with Comprehensive Plan***

5. **Review Criterion:** “If a development, other than a short-term temporary use, is proposed on a parcel or lot which is not zoned in accordance with the Comprehensive Plan, the applicant must receive approval of a zone change prior to, or concurrently with the approval of an application for a Planned Development.”

**Finding:** This criterion is satisfied.

**Explanation of Finding:** The applicant is applying for a zone change concurrently with a Preliminary Development Plan, which is equivalent to a Stage II Final Plan for a planned development.

#### ***Subsection 4.110 (.01) Base Zones***

6. **Review Criterion:** This subsection identifies the base zones established for the City, including the Village Zone.

**Finding:** This criterion is satisfied.

**Explanation of Finding:** The requested zoning designation of Village “V” is among the base zones identified in this subsection.

#### ***Subsection 4.125 (.01) Village Zone Purpose***

7. **Review Criteria:** “The Village (V) zone is applied to lands within the Residential Village Comprehensive Plan Map designation. The Village zone is the principal implementing tool for the Residential Village Comprehensive Plan designation. It is applied in accordance with the Villebois Village Master Plan and the Residential Village Comprehensive Plan Map designation as described in the Comprehensive Plan.”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** The subject lands are designated Residential-Village on the Comprehensive Plan map and are within the Villebois Village Master Plan area and the zoning designation thus being applied is the Village “V”.

#### ***Subsection 4.125 (.02) Village Zone Permitted Uses***

8. **Review Criteria:** This subsection lists the uses permitted in the Village Zone.

**Finding:** These criteria are satisfied.

**Explanation of Finding:** The proposed residential, park and open space, and utility uses are consistent with the Village Zone designation and Villebois Village Master Plan.

#### ***Subsection 4.125 (.18) B. 2. Zone Change Concurrent with PDP Approval***

9. **Review Criterion:** “... Application for a zone change shall be made concurrently with an application for PDP approval...”



**Finding:** This criterion is satisfied.

**Explanation of Finding:** A zone map amendment is being requested concurrently with a request for PDP approval. See Request B.

***Subsection 4.197 (.02) Zone Change Review***

***Subsection 4.197 (.02) A. Zone Change Procedures***

10. **Review Criteria:** “That the application before the Commission or Board was submitted in accordance with the procedures set forth in Section 4.008, Section 4.125(.18)(B)(2), or, in the case of a Planned Development, Section 4.140;”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** The request for a zone map amendment has been submitted as set forth in the applicable code sections.

***Subsection 4.197 (.02) B. Zone Change: Conformance with Comprehensive Plan Map, etc.***

11. **Review Criteria:** “That the proposed amendment is consistent with the Comprehensive Plan map designation and substantially complies with the applicable goals, policies and objectives, set forth in the Comprehensive Plan text;”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** The proposed zone map amendment is consistent with the Comprehensive Map designation of Residential-Village and as shown in Findings C1 through C4 comply with applicable Comprehensive Plan text.

***Subsection 4.197 (.02) C. Zone Change: Specific Findings Regarding Residential Designated Lands***

12. **Review Criteria:** “In the event that the subject property, or any portion thereof, is designated as “Residential” on the City’s Comprehensive Plan Map; specific findings shall be made addressing substantial compliance with Implementation Measure 4.1.4.b, d, e, q, and x of Wilsonville’s Comprehensive Plan text;”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** Implementation Measure 4.1.6.c. states the “Village” Zone District shall be applied in all areas that carry the Residential-Village Plan Map Designation. Since the Village Zone must be applied to areas designated “Residential Village” on the Comprehensive Plan Map and is the only zone that may be applied to these areas, its application is consistent with the Comprehensive Plan.

***Subsection 4.197 (.02) D. Zone Change: Public Facility Concurrency***

13. **Review Criteria:** “That the existing primary public facilities, i.e., roads and sidewalks, water, sewer and storm sewer are available and are of adequate size to serve the proposed development; or, that adequate facilities can be provided in conjunction with project development. The Planning Commission and Development Review Board shall utilize any and all means to insure that all primary facilities are available and are adequately sized.”

**Finding:** These criteria are satisfied.

**Explanation of Finding:** The Preliminary Development Plan compliance report and the plan sheets demonstrate that the existing primary public facilities are available or can be



provided in conjunction with the project. Section IIC of the applicant's notebook, Exhibit B3, includes supporting utility and drainage reports. In addition, the applicant has provided a Traffic Impact Analysis, which is in Section IID of the applicant's notebook, Exhibit B3.

***Subsection 4.197 (.02) E. Zone Change: Impact on SROZ Areas***

14. **Review Criteria:** "That the proposed development does not have a significant adverse effect upon Significant Resource Overlay Zone areas, an identified natural hazard, or an identified geologic hazard. When Significant Resource Overlay Zone areas or natural hazard, and/ or geologic hazard are located on or about the proposed development, the Planning Commission or Development Review Board shall use appropriate measures to mitigate and significantly reduce conflicts between the development and identified hazard or Significant Resource Overlay Zone;"

**Finding:** These criteria are satisfied.

**Explanation of Finding:** A portion of the subject property is within the SROZ. Request G is reviewing SROZ regulations and ensuring the development does not have a significant adverse effect on natural resources. The proposed development is being focused on areas of the site previously disturbed by the development.

***Subsection 4.197 (.02) F. Zone Change: Development within 2 Years***

15. **Review Criterion:** "That the applicant is committed to a development schedule demonstrating that the development of the property is reasonably expected to commence within two (2) years of the initial approval of the zone change."

**Finding:** This criterion is satisfied.

**Explanation of Finding:** The applicant has provided information stating they reasonably expect to commence development within two (2) years of the approval of the zone change, beginning construction in 2014. However, in the scenario where the applicant or their successors due not commence development within two (2) years allow related land use approvals to expire, the zone change shall remain in effect.

***Subsection 4.197 (.02) G. Zone Change: Development Standards and Conditions of Approval***

16. **Review Criteria:** "That the proposed development and use(s) can be developed in compliance with the applicable development standards or appropriate conditions are attached to insure that the project development substantially conforms to the applicable development standards."

**Finding:** These criteria are satisfied.

**Explanation of Finding:** As can be found in the findings for the accompanying requests, the applicable development standards will be met either as proposed or as a condition of approval.



**DEVELOPMENT REVIEW BOARD  
RESOLUTION NO. 275**

**A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL OF A ZONE MAP AMENDMENT FROM PUBLIC FACILITIES (PF) TO VILLAGE (V) AND ADOPTING FINDINGS AND CONDITIONS APPROVING AN AMENDMENT TO SAP SOUTH TO ADD PLAN AREA 2, A PRELIMINARY DEVELOPMENT PLAN FOR SAP-SOUTH PDP-7, A TENTATIVE SUBDIVISION PLAT, A TYPE C TREE PLAN, A FINAL DEVELOPMENT PLAN FOR PARKS AND OPEN SPACE, A SROZ MAP REFINEMENT, A SRIR REVIEW AND A SROZ BOUNDARY VERIFICATION FOR A 100-LOT SINGLE FAMILY SUBDIVISION IN VILLEBOIS AND ASSOCIATED IMPROVEMENTS. THE SUBJECT SITE IS LOCATED AT 29500 SW GRAHAMS FERRY ROAD ON TAX LOTS 2800 AND 2890, OF SECTION 15, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CITY OF WILSONVILLE, CLACKAMAS COUNTY, OREGON. STACY CONNERY, AICP, PACIFIC COMMUNITY DESIGN, INC. – REPRESENTATIVE FOR FRED GAST, POLYGON NW COMPANY- APPLICANT.**

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the Planning Staff has prepared staff report on the above-captioned subject dated April 7, 2014, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel A at a scheduled meeting conducted on April 14, 2014, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

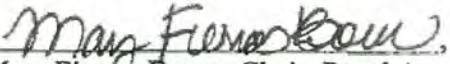
WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby adopt the staff report dated April 7, 2014, attached hereto as Exhibit A1, with findings and recommendations contained therein, and authorizes the Planning Director to issue permits consistent with said recommendations, subject to City Council approval of the Zone Map Amendment Request (DB14-0004) as applicable, for:

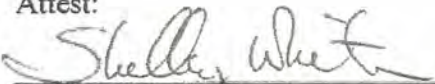
DB14-0002, DB14-0003, DB14-0005 through DB14-0007, and SI14-0002 SAP Amendment, Preliminary Development Plan, Tentative Subdivision Plat, Type C Tree Plan, Final Development Plan, SROZ Map Refinement, Significant Resource Impact Report Review, and SROZ Boundary Verification for a 100-lot single-family residential subdivision, and associated parks and open space and other improvements..



ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 14<sup>th</sup> day of April, 2014 and filed with the Planning Administrative Assistant on April 17, 2014. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per *WC Sec 4.022(.09)* unless appealed per *WC Sec 4.022(.02)* or called up for review by the council in accordance with *WC Sec 4.022(.03)*.

  
Mary Fierros Bower Chair, Panel A  
Wilsonville Development Review Board

Attest:

  
Shelley White, Planning Administrative Assistant

**AFFIDAVIT OF MAILING  
NOTICE OF CITY COUNCIL DECISION  
OF THE CITY OF WILSONVILLE**

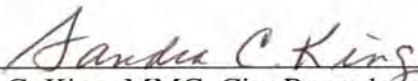
**STATE OF OREGON** )  
 )  
**COUNTIES OF CLACKAMAS** )  
 )  
**CITY OF WILSONVILLE** )

I, Sandra C. King, do hereby certify that I am City Recorder of the City of Wilsonville, Counties of Clackamas and Washington, State of Oregon, and that the attached copy of Notice of Decision regarding entitled:

Ordinance No. 741, An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Public Facility (Pf) Zone To The Village (V) Zone On Approximately 42.76 - Acres Comprising Tax Lots 2800 And 2890 Of Section 15, T3S, R1W, Clackamas County, Oregon, Polygon Northwest Company, Applicant.

is a true copy of the original notice; that on, May 22, 2014, I did cause to be mailed via email and U.S. Mail copies of such notice of decision in the exact form hereto the persons listed on the attached mailing list.

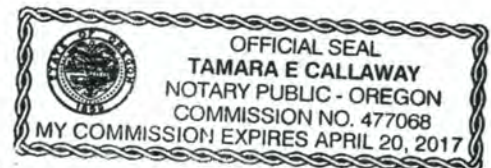
Witness my hand this 22<sup>nd</sup> day of May, 2014.

  
\_\_\_\_\_  
Sandra C. King, MMC, City Recorder

Subscribed and sworn to before me this 22<sup>nd</sup> day of May, 2014

  
\_\_\_\_\_  
NOTARY PUBLIC, STATE OF OREGON

My commission expires: 4/20/17







29799 SW Town Center Loop East  
Wilsonville, OR 97070  
Phone 503-682-0411  
Fax 503-682-1015  
TDD 503-682-0843  
Web [www.ci.wilsonville.or.us](http://www.ci.wilsonville.or.us)

**WILSONVILLE CITY COUNCIL  
NOTICE OF DECISION  
ORDINANCE NO. 741**

**FILE NO: ORDINANCE NO. 741**

An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Public Facility (Pf) Zone To The Village (V) Zone On Approximately 42.76 - Acres Comprising Tax Lots 2800 And 2890 Of Section 15, T3S, R1W, Clackamas County, Oregon, Polygon Northwest Company, Applicant.

**APPLICANT:** Polygon Northwest Company

After conducting a public hearing on May 5, 2014 and second reading on May 19, 2014 the City Council voted to adopt Ordinance No. 741 as submitted and adopted findings and conclusions to support their action.

This decision has been finalized in written form as Ordinance No. 741, An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Public Facility (Pf) Zone To The Village (V) Zone On Approximately 42.76 - Acres Comprising Tax Lots 2800 And 2890 Of Section 15, T3S, R1W, Clackamas County, Oregon, Polygon Northwest Company, Applicant.

And placed on file in the city records at the Wilsonville City Hall the 21st day of May, 2014, and is available for public inspection. The date of filing is the date of decision. Any appeal(s) must be filed with the Land Use Board of Appeals (LUBA) in accordance with ORS Chapter 197, within twenty-one days from the date of decision. Copies of may be obtained from the City Recorder, 29799 SW Town Center Loop East, Wilsonville, OR 97070, (503) 570-1506, or via email at [king@ci.wilsonville.or.us](mailto:king@ci.wilsonville.or.us)

For further information, please contact the Wilsonville Planning Division, City Hall, 29799 SW Town Center Loop East, Wilsonville, OR 97070 or telephone (503) 682-4960.

Bo Oswald  
Northwest Wilsonville Properties, LLC  
PO Box 320819  
Tigard, OR 97281

Andrew James  
[ajames@fibersphere.net](mailto:ajames@fibersphere.net)

Fred Gast  
Polygon Northwest Company  
109 E. 13th Avenue  
Vancouver, WA 98660

Everett Lapp  
[erlapp@comcast.net](mailto:erlapp@comcast.net)

Stacy Connery, AICP  
Pacific Community Design, Inc.  
12564 SW Main Street  
Tigard, OR 97223



## **ORDINANCE NO. 742**

### **AN ORDINANCE OF THE CITY OF WILSONVILLE ADOPTING THE WILSONVILLE RESIDENTIAL LAND STUDY AS AN AMENDMENT TO AND A SUB-ELEMENT OF THE COMPREHENSIVE PLAN**

WHEREAS, Oregon law requires that state, regional, and local governments plan for housing needs for the people of state; and

WHEREAS, Wilsonville has not undertaken a housing needs analysis since completing periodic review in 1988 and Wilsonville has experienced significant growth since then; and

WHEREAS, the City contracted with ECON Northwest to conduct a Residential Land Study that provides a housing needs analysis and will inform the context for planning of Wilsonville's future growth areas; and

WHEREAS, the adoption of the Residential Land Study will result in compliance of the Wilsonville Comprehensive Plan with Statewide Planning Goal 10 – Housing, which satisfies a periodic review work program task; and

WHEREAS, the Wilsonville Planning Commission conducted eight work sessions, including two joint work sessions with the City Council, and hosted one public forum as part of the process that went into developing and shaping the Residential Land Study; and

WHEREAS, the Wilsonville Planning Director, taking into consideration input and suggested revisions provided by the Planning Commission members and the public, submitted proposed Wilsonville Residential Land Study to the Planning Commission, along with a Staff Report, in accordance with the public hearing and notice procedures that are set forth in Sections 4.008, 4.010, 4.011 and 4.012 of the Wilsonville Code; and

WHEREAS, the Planning Commission, after Public Hearing Notice was provided to a list of interested agencies, e-mailed to 33 people, mailed to eight people, and posted in three locations in the City and on the City website, and advertised in the Wilsonville Spokesman, held a Public Hearing on April 9, 2014 to review proposed Residential Land Study and gather additional testimony and evidence regarding the proposed amendment; and

WHEREAS, the Planning Commission duly considered the subject, including the staff recommendations and all the exhibits and testimony introduced and offered by all interested

parties, and recommended that the City Council adopt the Residential Land Study as a sub-element of the Wilsonville Comprehensive Plan;

WHEREAS, the City Council has considered the Planning Commission's recommendation, the staff reports in this matter, and testimony and evidence of interested parties, and has evaluated the draft Residential Land Study against the Statewide Goals, state, county, and regional requirements, the Comprehensive Plan, and other applicable standards;

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

Section 1. Findings. The City Council hereby adopts as findings and conclusions the foregoing Recitals and the conclusionary findings in this matter attached hereto, marked as Exhibit 1 and incorporated by reference as if set forth fully herein.

Section 2. Amendments. The City Council adopts the Residential Land Study, attached hereto as Exhibit 2, as an amendment to and a sub-element of the Comprehensive Plan.

Section 3. Staff Directive. To reflect adoption of the Residential Land Study, staff is directed to make conforming changes to the Comprehensive Plan necessary to incorporate the amendments adopted herein.

SUBMITTED to the Wilsonville City Council and read for the first time at a regular meeting thereof on the 5th day of May, 2014, and scheduled for a second reading at a regular meeting of the Council on the 19th day of May, 2014, commencing at the hour of 7:00 P.M. at the Wilsonville City Hall.

---

Sandra C. King, MMC, City Recorder

ENACTED by the City Council on the \_\_\_\_ day of \_\_\_\_, 2014 by the following votes:

Yes: \_\_\_\_ No: \_\_\_\_

---

Sandra C. King, MMC, City Recorder



DATED and signed by the Mayor this \_\_\_\_ day of \_\_\_\_, 2014.

---

TIM KNAPP, Mayor

**SUMMARY OF VOTES:**

Mayor Knapp -

Council President Starr -

Councilor Goddard -

Councilor Fitzgerald -

Councilor Stevens -

**Exhibit 1**  
**CONCLUSIONARY FINDINGS**

**In support of Approval of Application #LP14-0001**  
**2014 Residential Lands Study**

**WILSONVILLE DEVELOPMENT CODE**

**Section 4.032.      Authority of the Planning Commission.**

*(.01) As specified in Chapter 2 of the Wilsonville Code, the Planning Commission sits as an advisory body, making recommendations to the City Council on a variety of land use issues. The Commission also serves as the City's official Committee for Citizen Involvement and shall have the authority to review and make recommendations on the following types of applications or procedures:*

*B. Legislative changes to, or adoption of new elements or sub-elements of, the Comprehensive Plan;*

**Response:** The Residential Lands Study is a sub-element of the Comprehensive Plan. The Planning Commission conducted a public hearing and has provided the City Council with a recommendation of approval with minor modifications. The City Council is the final local authority on this Study. **These criteria are satisfied.**

**Section 4.033.      Authority of City Council.**

*(.01) Upon appeal, the City Council shall have final authority to act on all applications filed pursuant to Chapter 4 of the Wilsonville Code, with the exception of applications for expedited land divisions, as specified in Section 4.232. Additionally, the Council shall have final authority to interpret and enforce the procedures and standards set forth in this Chapter and shall have final decision-making authority on the following:*

*B. Applications for amendments to, or adoption of new elements or sub-elements to, the maps or text of the Comprehensive Plan, as authorized in Section 4.198.*

*E. Consideration of the recommendations of the Planning Commission.*

**Response:** The City Council has received a recommendation from the Planning Commission on the Residential Lands Study. The City Council is the final local authority regarding adoption of the Study, which will be adopted via Ordinance as a sub-element of the City's Comprehensive Plan. **These criteria are satisfied.**

*(.02) When a decision or approval of the Council is required, the Planning Director shall schedule a public hearing pursuant to Section 4.013. At the public hearing the staff shall review the report of the Planning Commission or Development Review Board and provide other pertinent information, and interested persons shall be given the opportunity*



*to present testimony and information relevant to the proposal and make final arguments why the matter shall not be approved and, if approved, the nature of the provisions to be contained in approving action.*

- (.03) *To the extent that a finding of fact is required, the Council shall make a finding for each of the criteria applicable and in doing so may sustain or reverse a finding of the Planning Commission or Development Review Board. The Council may delete, add or modify any of the provisions pertaining to the proposal or attach certain development or use conditions beyond those warranted for compliance with standards in granting an approval if the Council determines the conditions are appropriate to fulfill the criteria for approval.*

**Response:** Following the public hearing before the Planning Commission, the Planning Director scheduled a public hearing before the City Council, at which time the Council will review the findings and recommendations provided by the Planning Commission. **At conclusion of the public hearing process, these criteria will be satisfied.**

**Section 4.198. Comprehensive Plan Changes - Adoption by the City Council.**

(.01) *Proposals to amend the Comprehensive Plan, or to adopt new elements or sub-elements of the Plan, shall be subject to the procedures and criteria contained in the Comprehensive Plan. Each such amendment shall include findings in support of the following:*

- A. *That the proposed amendment meets a public need that has been identified;*
- B. *That the proposed amendment meets the identified public need at least as well as any other amendment or change that could reasonably be made;*
- C. *That the proposed amendment supports applicable Statewide Planning Goals, or a Goal exception has been found to be appropriate; and*
- D. *That the proposed change will not result in conflicts with any portion of the Comprehensive Plan that is not being amended.*

**Response:** The Goal 10 Residential Land Study is a Periodic Review requirement for the City (Tasks 1.B(a), 1.C(b), and 1.C(d)). Accordingly, the Study that has been prepared is in compliance with the requirements of Goal 10. The Study addresses the public need for residential land and adoption of the Study will not result in conflicts with other provisions of the Plan. **The above criteria are satisfied.**



## WILSONVILLE COMPREHENSIVE PLAN

### ***Citizen Involvement***

*In recognition of Statewide Planning Goals and to provide a framework for development of park and recreation facilities, the following policy and implementation measures have been established:*

*GOAL 1.1 To encourage and provide means for interested parties to be involved in land use planning processes, on individual cases and City-wide programs and policies.*

*Policy 1.1.1 The City of Wilsonville shall provide opportunities for a wide range of public involvement in City planning programs and processes.*

**Response:** Attachment 4 contains a list of public outreach that were part of the project to prepare the Study. Four community members with expertise in Wilsonville's housing market were interviewed at the start of the project, and provided valuable input to the project. In January 2014, the Committee for Citizen Involvement hosted a widely advertised public forum to present and discuss the project's findings and recommendations. At every stage of the project, documents and maps were posted to the City-hosted project web page. The project was highlighted in three articles in the City newsletter, which is mailed to every property in the 97070 zip code.

The Planning Commission was assigned the duty of fulfilling the role of project advisory committee on the Goal 10 Study. The City Council and Planning Commission conducted a total of eight work sessions on the strategies, policies, and recommendations contained in the Residential Lands Study. These work sessions were televised, streamed online, and open to the public. Public notice of the public hearing was mailed to affected agencies and interested individuals. **The above criteria have been met.**

*Implementation Measure 1.1.1.a Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes. Whenever practical to do so, City staff will provide information for public review while it is still in "draft" form, thereby allowing for community involvement before decisions have been made.*

**Response:** The Planning Commission practice is to conduct a minimum of one work session per legislation agenda item allowing for early involvement into the concepts being proposed. The Commission held eight work sessions on this item, in addition to two joint meetings with City Council. Technical memoranda were posted on the project website throughout the project, and draft versions of the Study and Technical Report have been available in paper and digital form, as well as on the City web site, since December 2013. **This criterion is met.**

*Implementation Measure 1.1.1.e Encourage the participation of individuals who meet any of the following criteria:*

- 1. They reside within the City of Wilsonville.*
- 2. They are employers or employees within the City of Wilsonville.*
- 3. They own real property within the City of Wilsonville.*



4. *They reside or own property within the City's planning area or Urban Growth Boundary adjacent to Wilsonville.*

**Response:** Through the public forum, work sessions, public notification, and public hearing schedule, the City has encouraged the participation of a wide variety of individuals addressing the groups listed above. **This criterion is met.**

*Implementation Measure 1.1.1.f Establish and maintain procedures that will allow any interested parties to supply information.*

**Response:** The established procedures, public notification process and City web site notifications all allow interested parties to supply information. The City's Citizen Request Module (CRM) provides another venue for citizens to comment on projects. **This criterion is met.**

*GOAL 1.2: For Wilsonville to have an interested, informed, and involved citizenry.*

*Policy 1.2.1 The City of Wilsonville shall provide user-friendly information to assist the public in participating in City planning programs and processes.*

**Response:** Through the open houses, work session schedule, public hearing notices, available Planning Commission meeting minutes and project-related materials and announcements on the City website, Council liaison reports and Boones Ferry Messenger articles, the City has informed and encouraged the participation of a wide variety of individuals. **This criterion is met.**

### ***Urban Growth Management***

*Goal 2.1: To allow for urban growth while maintaining community livability, consistent with the economics of development, City administration, and the provision of public facilities and services.*

*Policy 2.2.1: The City of Wilsonville shall plan for the eventual urbanization of land within the local planning area, beginning with land within the Urban Growth Boundary.*

**Response:** The Study supports the Plan in its approach to plan for future residential development in the Frog Pond area. **This criterion is met.**

### ***Land Use and Development***

*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.*

*Implementation Measure 4.1.4.b Plan for and permit a variety of housing types consistent with the objectives and policies set forth under this section of the Comprehensive Plan, while maintaining a reasonable balance between the economics of building and the cost of supplying public services. It is the City's desire to provide a variety of housing types needed to meet a wide range of personal preferences and income levels. The City also*



*recognizes the fact that adequate public facilities and services must be available in order to build and maintain a decent, safe, and healthful living environment.*

*Implementation Measure 4.1.4.d      Encourage the construction and development of diverse housing types, but maintain a general balance according to housing type and geographic distribution, both presently and in the future. Such housing types may include, but shall not be limited to: Apartments, single-family detached, single-family common wall, manufactured homes, mobile homes, modular homes, and condominiums in various structural forms.*

**Response:** The Study demonstrates that development in Wilsonville is implementing its policies for creating a diverse stock of housing, and that a variety of housing types and price levels are provided. The Study concludes that though Wilsonville will have an on-going need for housing affordable to lower-income households, the City is planning for needed housing types for households at all income levels. **This criterion is met.**

*Implementation Measure 4.1.4.e      Targets are to be set in order to meet the City's Goals for housing and assure compliance with State and regional standards.*

**Response:** The City must meet housing mix targets set in OAR 660-007. The study demonstrates that Wilsonville is complying with these standards. **This criterion is met.**

*Implementation Measure 4.1.4.u      To provide variety and flexibility in site design and densities, residential lands shown on the Land Use Map of the Comprehensive Plan have been divided into districts, with different density ranges for each district. In all residential developments, other than those that are so small that it is not mathematically feasible to achieve the prescribed minimum density, the 80% minimum shall apply. The following density ranges have been prescribed for each district:*

*Density:*

*0-1 units/acre*

*2-3 units/acre*

*4-5 units/acre*

*6-7 units/acre*

*10-12 units/acre*

*18-20 units/acre*

**Response:** For land designated as Residential on the Comprehensive Plan map, the density assumptions for the capacity analysis are based on the low and high density allowed, per the above measure. **This criterion is supported by the proposal.**



## STATEWIDE PLANNING GOALS

**Statewide Planning Goal #1 - Citizen Involvement (OAR 660-015-0000(1)):** *To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

**Response:** Work sessions were held with both the Planning Commission and City Council throughout the project.

The City of Wilsonville has provided notice of public hearings before the Planning Commission and City Council hearings, consistent with the Planning and Land Development Ordinance requirements. Such notices were posted in the newspaper, and were provided to a list of interested agencies, emailed to 33 interested parties, mailed to 8 parties, and posted in three locations throughout the City and on the City's website. Notice was published in the Wilsonville Spokesman.

At the upcoming public hearing, the public will be afforded an opportunity to provide public testimony to the City Council (see Attachment 4, Public Involvement Summary). **This goal is met.**

**Statewide Planning Goal #2 - Land Use Planning (OAR 660-015-0000(2)):** *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Response:** This goal is implemented through the applicable Goals and Policies in the Land Use and Development section of the Wilsonville Comprehensive Plan. Because the Residential Lands Study is a sub-element of the City's Comprehensive Plan, the application to adopt the Study was processed pursuant to the legislative decision process outlined in Section 4.032 and Section 4.033 of the Development Code.

Notice was provided to DLCD 35 days prior to the first scheduled public hearing as required.

The Study was developed in coordination with DLCD, Metro, and surrounding counties and was developed to be consistent with those applicable regulations, as is provided later in this set of findings.

The Study and associated amendments are consistent with Statewide Planning Goal 2. **This goal is met.**

**Statewide Planning Goal #5 – Natural Resources, Scenic and Historic Areas, and Open Spaces (OAR 660-015-0000(5)):** *To protect natural resources and conserve scenic and historic areas and open spaces.*

**Response:** This goal is implemented through the applicable Park/Recreation/Open Space Goals and Policies in the Public Facilities and Services section of the Comprehensive Plan. The City



Code contains specific review criteria for uses within a Significant Resource Overlay Zone (Development Code Section 4.139.00, SROZ Ordinance) to ensure that designated Goal 5 resources are appropriately considered when development is proposed. Goal 5 resources were considered part of the Buildable Lands Inventory that is included in the Residential Lands Study Technical Report. **This goal is met.**

**Statewide Planning Goal # 7 – Areas Subject to Natural Disasters and Hazards:** *To protect people and property from natural hazards.*

**Response:** Areas subject to natural disasters and hazards, such as floodplain, have been considered in the development of the Buildable Lands Inventory. **This goal is met.**

**Statewide Planning Goal #10 – Housing (OAR 660-015-0000(10)):** *To provide for the housing needs of citizens of the state.*

**Response:**

Compliance with Goal 10 is a Periodic Review work program requirement for the City (Tasks 1.B(a), 1.C(b), and 1.C(d)). The proposed amendment is consistent with Goal 10 by directing the City to maintain policies that provide adequate housing for the needs of the community. The proposed strategy for future growth builds on housing policies already in place in the community. The Study includes the following key findings and recommendations:

- Wilsonville is a city of 21,000 people that has been growing at an average annual rate of 3.2% between 2000-2012, faster than the tri-county region. This is faster than the Metro forecast for 1.8% annual growth.
- Wilsonville's existing housing stock is 50% multi-family, 41% single-family, and 9% single-family attached.
- Wilsonville is meeting Goal 10 requirements to "provide opportunity for at least 50 percent 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."
- Median household income in the 2007-2011 American Community Survey was \$55,316, 13% less than the median for Clackamas County. 41% of Wilsonville households are cost burdened, a comparable rate to the rest of the region.
- Wilsonville had 477 gross acres of developable residential land in 2013.
- Assuming the Frog Pond area is developed at 5 - 8.5 units per gross acre, the capacity of the Wilsonville planning area is for 3,390 – 4,229 units.
- If Wilsonville grows faster than the Metro forecasted growth rate, the City will run out of residential land before 2030. The Study recommends that the City begin planning for future urbanization of the Advance Road Urban Reserve, and consider planning for more housing in the Town Center area.
- Amendments to the Development Code will be required to fully comply with Goal 10 and related statutes. These amendments are on the City's work program and will be addressed in a future proposal.



## **Metropolitan Housing Rule (OAR 660-07-0000)**

### **OAR 660-007-0030 - New Construction Mix**

*(1) Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances.*

#### **Response:**

When estimating land capacity and future need for the Residential Land Study, Wilsonville's assumed housing mix meets the requirement of OAR 660-007-0030 to "designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single-family housing or multiple-family housing." Wilsonville's housing need projection (e.g., needed mix of housing) is for: 50% single-family detached (1,875 dwelling units), 10% single-family attached (375 dwelling units), and 40% multi-family housing (1,499 dwelling units).

The residential capacity analysis shows that, based on existing policies, Wilsonville has designated sufficient buildable land to provide opportunity for 48% single-family detached and 52% single-family attached and multi-family housing. This planned capacity is consistent with the requirement of OAR 660-007-0030(1).

Both capacity scenarios exceed the State requirement (OAR 660-007-0035(2)) to "provide for an overall density of eight or more dwelling units per net buildable acre." The low capacity scenario results in an average density of 8.7 dwelling units per net acre and the high capacity scenario results in an average density of 10.9 dwelling units per net acre.

### **OAR 660-007-0035: Minimum Residential Density Allocation for New Construction**

*The following standards shall apply to those jurisdictions which provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing:*

*(2) Clackamas and Washington Counties, and the cities of Forest Grove, Gladstone, Milwaukie, Oregon City, Troutdale, Tualatin, West Linn and Wilsonville must provide for an overall density of eight or more dwelling units per net buildable acre.*

#### **Response:**

Based on the City's Comprehensive Plan, the City has met the requirement of OAR 660-007-0030. See Table 6-6 in the Residential Land Study Technical Report, which includes average and citywide development densities for suitable buildable land. In calculating the capacity of buildable land for residential development, Wilsonville's assumed average (citywide) housing density is 7.1 dwelling units per gross acre, which is an average of about 8.7 dwelling units per net acre. Wilsonville's assumed average density of 8.7 dwelling units per net acre meets the requirements of OAR 660-007-0035 to "provide for an overall density of eight or more dwelling units per net buildable acre".



Additionally, development in Wilsonville is effectively implementing the adopted policies. Between 2000 and 2012, Wilsonville's average residential development density was 12.4 dwellings per net acre. OAR 660-007 requires that Wilsonville designate land to allow the opportunity for housing development with a minimum density of 8 dwelling units per net acre for new development. Between 2000 and 2012, Wilsonville exceeded this target.

**This standard is met.**

**Goal 14 – Urbanization:**

The City has an adopted Comprehensive Plan that complies with this goal. The proposal will not impact this goal, as it only involves land that is within the City and Metro urban growth boundary.

**OREGON REVISED STATUTES**

**Urban Growth Boundaries and Needed Housing within Boundaries (ORS 197.295 - 197.314)**

**ORS 197.296: Factors to establish sufficiency of buildable lands; Residential housing patterns.** This section establishes the requirements for conducting a residential Buildable Lands Inventory (BLI) and housing needs and capacity analysis. It requires lands zoned for needed housing be in locations appropriate for the housing types identified.

*(1) (a) The provisions of this section apply to metropolitan service district regional framework plans and local government comprehensive plans for lands within the urban growth boundary of a city that is located outside of a metropolitan service district and has a population of 25,000 or more.*

**Response:** Wilsonville is located within the Metropolitan Service District boundary.

*(2) At periodic review ...or at any other legislative review of the comprehensive plan or regional plan that concerns the urban growth boundary and requires the application of a statewide planning goal relating to buildable lands for residential use, a local government shall demonstrate that its comprehensive plan or regional plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years. The 20-year period shall commence on the date initially scheduled for completion of the periodic or legislative review.*

**Response:** Wilsonville's Comprehensive Plan is undergoing Periodic Review, and completion of the Residential Lands Study is a required product to complete Periodic Review Task 1B – Housing. The City's original Periodic Review schedule was to complete this task by 1997, but the project was delayed until 2007, and once begun a report was not completed. Due to the delay, and to correspond with the Metro regional growth forecast, the 20-year forecast period for the 2014 Residential Land Study is 2014 – 2034.



(3) In performing the duties under subsection (2) of this section, a local government shall:

(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands; and

(b) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.

**Response:** The foundation of the Study is the City's buildable lands analysis, which identified existing supply of land available in the Wilsonville planning area for residential development. The methodology for this analysis was reviewed by staff from DLCDD and Metro, and modified in response to this feedback. The inventory of buildable lands determined that 477.3 gross acres of buildable land are available and suitable for residential development.

Metro's adopted population forecast for Wilsonville was used to determine an annual growth rate that then allowed for a calculation of the amount of land that will be required for future housing needs. Table 5-4 in the Residential Land Study Technical Report estimates the number of dwelling units and gross acres needed for each needed housing type for the next 20 years.

Table 5-1. Forecast of needed housing units by mix and density, Wilsonville planning area, 2014-2034

Housing Type	New Dwelling Units (DU)	Percent	Density (DU/gross acre)	Gross Acres
Single-family detached	1,875	50%	5.0	375
Single-family attached	375	10%	10.0	38
Multifamily	1,499	40%	13.0	115
<b>Total</b>	<b>3,749</b>	<b>100%</b>	<b>7.1</b>	<b>528</b>

Source: ECONorthwest

(4)(a) For the purpose of the inventory described in subsection (3)(a) of this section, buildable lands includes: (A) Vacant lands planned or zoned for residential use; (B) Partially vacant lands planned or zoned for residential use; (C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and (D) Lands that may be used for residential infill or redevelopment.

**Response:** The BLI methodology analyzed "buildable lands" as defined in this subsection.

(b) For the purpose of the inventory and determination of housing capacity described in subsection (3)(a) of this section, the local government must demonstrate consideration of:

(A) The extent that residential development is prohibited or restricted by local regulation and ordinance, state law and rule or federal statute and regulation;



*(B) A written long term contract or easement for radio, telecommunications or electrical facilities, if the written contract or easement is provided to the local government; and*

*(C) The presence of a single family dwelling or other structure on a lot or parcel.*

**Response:** Wilsonville's housing capacity was estimated as defined in this subsection. Buildable lands were identified in all areas where residential development is likely to occur, as outlined in the Wilsonville Comprehensive Plan: the Residential and Village plan districts, portions of the Commercial district that allows for mixed use, and the Area of Special Concern L (Frog Pond planning area). Such areas that also include the public easement to the Bonneville Power Authority were excluded from the inventory. As documented in the BLI Methodology Memorandum dated July 2013, structures existing on lots were identified and then the underlying lot was classified as either not available, dividable, or redevelopable. Wilsonville's capacity for new residential units is estimated to be between 3,390 and 4,229 dwelling units. This range reflects the allowed range of densities allowed in the adopted Plan and zoning for residential land within Wilsonville. Wilsonville's estimated need for 3,749 units falls within this capacity range.

*(c) Except for land that may be used for residential infill or redevelopment, a local government shall create a map or document that may be used to verify and identify specific lots or parcels that have been determined to be buildable lands*

**Response:** The BLI map illustrates the specific lots determined to be buildable lands.

*(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:*

*(A) The number, density and average mix of housing types of urban residential development that have actually occurred;*

*(B) Trends in density and average mix of housing types of urban residential development;*

*(C) Demographic and population trends;*

*(D) Economic trends and cycles; and*

*(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.*

**Response:** The determination of housing need and capacity is based on building and housing data collected by the City and also Census data. Wilsonville last completed Periodic Review of its Comprehensive Plan in 1988. The period used in the analysis of housing density and mix is 2000 to 2012 for the following reasons:



- Wilsonville's building permit data is available in a database that tracks information since 2005. Data prior to 2005, building permit data is only available on a permit-by-permit basis, from paper records. Compiling an accurate, complete historical database of residential development from 1980 to 1999 would be time consuming for City staff.

The City also has a database of dwelling units by year that dates back to 1980 and describes the mix of dwelling unit types in Wilsonville. To ensure accuracy for this study, the City checked building permit data against the database of dwelling units.

- In addition, the City changed development policies in 2000, with substantial revisions to its Zoning Code. Among other changes, this revision included the addition of density requirements in planned unit development areas, which include the majority of vacant residential land in Wilsonville. Even if staff were able to develop an accurate database of development between 1980 and 1999, this development occurred under outdated development policies and is not reflective of current residential development policies.

*(6) If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection (3)(a) of this section, the local government shall take one or more of the following actions to accommodate the additional housing need...*

**Response:** Wilsonville's capacity for new residential units is estimated to be between 3,390 and 4,229 dwelling units. This range reflects the allowed range of densities allowed in the adopted Plan and zoning for residential land within Wilsonville. Wilsonville's estimated need for 3,749 units falls within this capacity range, but given Wilsonville's historic growth pattern it is likely that the city does not have sufficient land to accommodate forecasted growth. The Residential Land Study concludes that Wilsonville may have need for additional residential land, by 2032 or sooner. Advance Road was identified as an Urban Reserve area for residential uses. The City is beginning to plan for development of Advance Road, through the Concept Planning process for Frog Pond and Advance Road. The City will work with Metro to begin discussions about bringing Advance Road into the UGB, while also exploring accommodation of more housing in the Wilsonville Town Center area.

**The requirements of 197.296 have been met.**

**ORS.197.307: Effect of need for certain housing in urban growth areas;**

*Subsection (3): When a need has been shown for housing within an urban growth boundary at particular price ranges and rent levels, needed housing shall be permitted in one or more zoning districts or in zones described by some comprehensive plans as overlay zones with sufficient buildable land to satisfy that need.*



### **Response**

The Wilsonville Comprehensive Plan allows a variety of housing types in the Residential and Village designations. Additionally, multifamily housing is allowed in the Commercial designation in a limited fashion. This allowance is implemented through the adopted Wilsonville Development Code, which has and will continue to allow for a variety of needed housing to be provided throughout the City, including single-family detached, single-family attached, multi-family, accessory dwelling units, and manufactured homes. As shown in Table 6-3 of the Residential Land Study, capacity exists on buildable land to accommodate a wide range of housing densities, and therefore housing types. **The requirements of 197.307 have been met.**

## **METRO FUNCTIONAL PLAN**

**Title 1: Requirements for Housing and Employment Accommodation** – *Use land within the UGB efficiently by increasing its capacity to accommodate housing and employment. Each city and county in the region should consider actions to accommodate its share of regional growth.*

**Response:** The Study includes data and findings to demonstrate that Wilsonville is surpassing regional goals while implementing locally adopted plans. Wilsonville is in compliance with Title 1, and has surpassed the Table 3.07-1 goal for dwelling unit capacity. No change to the capacity of any Plan designation is proposed.

**Title 6: Central City, Regional Centers, Town Centers, and Station Communities** – *Enhance Centers by encouraging development in these Centers that will improve the critical roles they play in the region and by discouraging development outside Centers that will distract from these roles.*

**Response:** The estimate of residential capacity includes 200-270 dwelling units on vacant or partially vacant and in and near the Town Center. One of the Study's recommendations is for the City to update the vision and master plan for Town Center to determine the potential market for housing.

**Title 7: Housing Choice** – *Establish voluntary affordable housing production goals to be adopted by local governments and assistance from local governments on reports on progress toward increasing the supply of affordable housing.*

**Response:** Wilsonville is in compliance with Title 7. The City of Wilsonville has a variety of publicly and privately assisted housing options, including housing for people with physical and mental disabilities. **Error! Reference source not found.** of the Residential Land Study Technical Report shows affordable housing developments existing within Wilsonville in 2013. Wilsonville has seven low cost apartment complexes for low-income residents, with a total of 474 units. The units are a mixture of 1-, 2-, and 3-bedroom units. While some developments have low or no vacancies, some developments have available units.



The City of Wilsonville supports the development and operations of affordable housing through exempting low-income housing from property taxes. Five of the seven apartment complexes in **Error! Reference source not found.** were exempted from property taxes in 2013. The City estimates the tax exemptions will lower rent at these five complexes by a total of \$277,000 over a twelve-month period.<sup>1</sup>

**The requirements of Metro Functional Plan Titles 1, 6, and 7 have been met.**

## **GENERAL CONCLUSIONARY SUMMARY OF FINDINGS**

The Residential Lands Study complies, with applicable Statewide Planning Goals, Metro regulations, the Wilsonville Comprehensive Plan, and applicable provisions of the City's Development Code. Specifically, the City complies with the Metropolitan Housing Rule (OAR, Division 7).

---

<sup>1</sup> Wilsonville City Council Meeting Staff Report, April 15, 2013.



# WILSONVILLE RESIDENTIAL LAND STUDY

March 2014



## DRAFT





# Summary

**Wilsonville is actively planning to accommodate future population and employment.**



## WILSONVILLE PLANNING AREA

Coffee Creek, Frog Pond, and Villebois are currently outside Wilsonville city limits but are included in the Wilsonville Planning Area.

The City of Wilsonville, Oregon, features high-quality neighborhoods, popular amenities, and a healthy job base. The City's population has grown continuously over time, even during the Great Recession. Between 2000 and 2012, Wilsonville added 6,500 new people—an increase of 47%. This growth has continued throughout the economic recovery: between July 2012 and July 2013, Wilsonville added more than 1,000 new residents.

Population growth creates a need for housing. Wilsonville is actively planning to accommodate future population and employment. This report, the Wilsonville Residential Land Study, is a key part of the City's planning efforts. Key findings of the study include the following:

- **Wilsonville is planning for a complete, balanced community.** The Wilsonville Comprehensive Plan includes a balanced portfolio of different housing types that are well designed and will be developed across the community to serve different people at different points in their lives.
- **Wilsonville's Comprehensive Plan and Development Code meet state requirements.** The City's primary obligations are to (1) designate land in a way that 50% of new housing could be either multifamily or single-family attached housing; (2) achieve an average density of 8 dwelling units per net acre; and (3) provide enough land to accommodate forecasted housing needs for the next 20 years.
- **Under current Comprehensive Plan policies, Wilsonville can achieve a development mix of 50% single-family detached and 50% single-family attached and multifamily housing.** This assumes that Frog Pond is planned exclusively for single-family housing.
- **Wilsonville has historically grown faster than Metro's growth forecasts.** Recent trends suggest that Wilsonville is likely to grow faster than Metro's forecasts predict. The implication of faster growth is that the City needs to plan for housing in Town Center and Advance Road to meet the forecasted need. These areas will be needed to accommodate more housing in the next 20 years.
- **Wilsonville is anticipating significant employment growth in the next 20 years.** Many people who work in Wilsonville live in other communities. Providing housing options in close proximity to employment centers could reduce pressures on the transportation system and reduce household commuting costs.



# Introduction

The Residential Land Study provides Wilsonville with a factual basis to support future planning efforts related to housing and options for addressing unmet housing needs in Wilsonville. It provides information that informs future planning efforts such as the Frog Pond and Advance Road Concept Plan, but it is not intended to be prescriptive about how Wilsonville meets housing needs. The Study is a background document that supports the Wilsonville Comprehensive Land Use Plan. It provides the City with information about the housing market in Wilsonville and describes the factors that will affect housing demand in Wilsonville in the future, such as changing demographics and potential changes to commuting patterns.

In addition, the Residential Land Study is intended to comply with Statewide Planning Goal 10, which governs planning for housing and residential development. Goal 10 requires the City to plan for housing that meets identified needs for housing within an urban growth boundary, at particular price ranges and rent levels. In short, Wilsonville must plan for a range of housing types at a range of price levels.

The Wilsonville Residential Land Study focuses on planning over the 2014 to 2034 period, using Metro's forecasts of housing growth and historical development trends in Wilsonville from 2000 to 2012. The study considers an alternative forecast for growth to illustrate housing demand if Wilsonville continues to grow faster than Metro's growth forecasts. City staff and decisionmakers can use information in the study to inform their work with Metro to expand the regional urban growth boundary.

**The purpose of the Residential Land Study is to help decision makers develop policies to guide residential development over the next twenty years.**

## PRODUCTS OF THE RESIDENTIAL LANDS STUDY

### Residential Buildable Lands Inventory

Land in Wilsonville with residential development capacity

### Housing Needs Analysis Technical Report

Analysis and information necessary to meet the requirements of Statewide Planning Goal 10

### Goal 10 Policy and Development Code Evaluation

Evaluation of the City's residential development code to ensure compliance with Statewide Planning Goal 10

### Wilsonville Residential Land Study (this report)

Summary of key findings and policy recommendations



# Summary of the Comprehensive Plan

***“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.”***

Wilsonville Comprehensive Plan, Policy 4.1.4

Wilsonville has a history of pro-active planning to accommodate residential development. Wilsonville’s Planning and Land Development Ordinance is structured and implemented differently than the codes of most other cities.

When Wilsonville incorporated in the 1960s, much of the land in the City was greenfields. By 1971, the City had a General Plan that included a goal related to affordable housing, plus the following objectives:

- Establish residential areas that are safe, convenient, healthful, and attractive places to live
- Encourage variety through the use of clusters and planned developments
- Develop a renewal program to update the “Old Town” area

Wilsonville has a unique and flexible market-based system of planning for and permitting residential development. Since Wilsonville’s Comprehensive Plan was initially acknowledged in 1980, Wilsonville has planned for growth of an industrial base surrounded by quality residential areas that feature a mix of single- and multifamily development, with an emphasis on open space and the natural environment. The 1988 plan update identified several issues that continue to be issues today:

- The majority of workers employed in Wilsonville do not live in the City
- Housing in Wilsonville is not affordable to much of the community’s workforce
- Loss of existing mobile home parks will decrease the amount of affordable housing

Since 1980, the Comprehensive Plan has established 4 to 6 residential districts, each with a different planned density of between one and 20 dwelling units per acre. In Wilsonville’s Comprehensive Plan map, one of these districts was applied to all land planned for residential development. Over time, policy and language has been modified but, in general, the Plan has consistently allowed a range of densities around the city and encouraged a range of housing types.

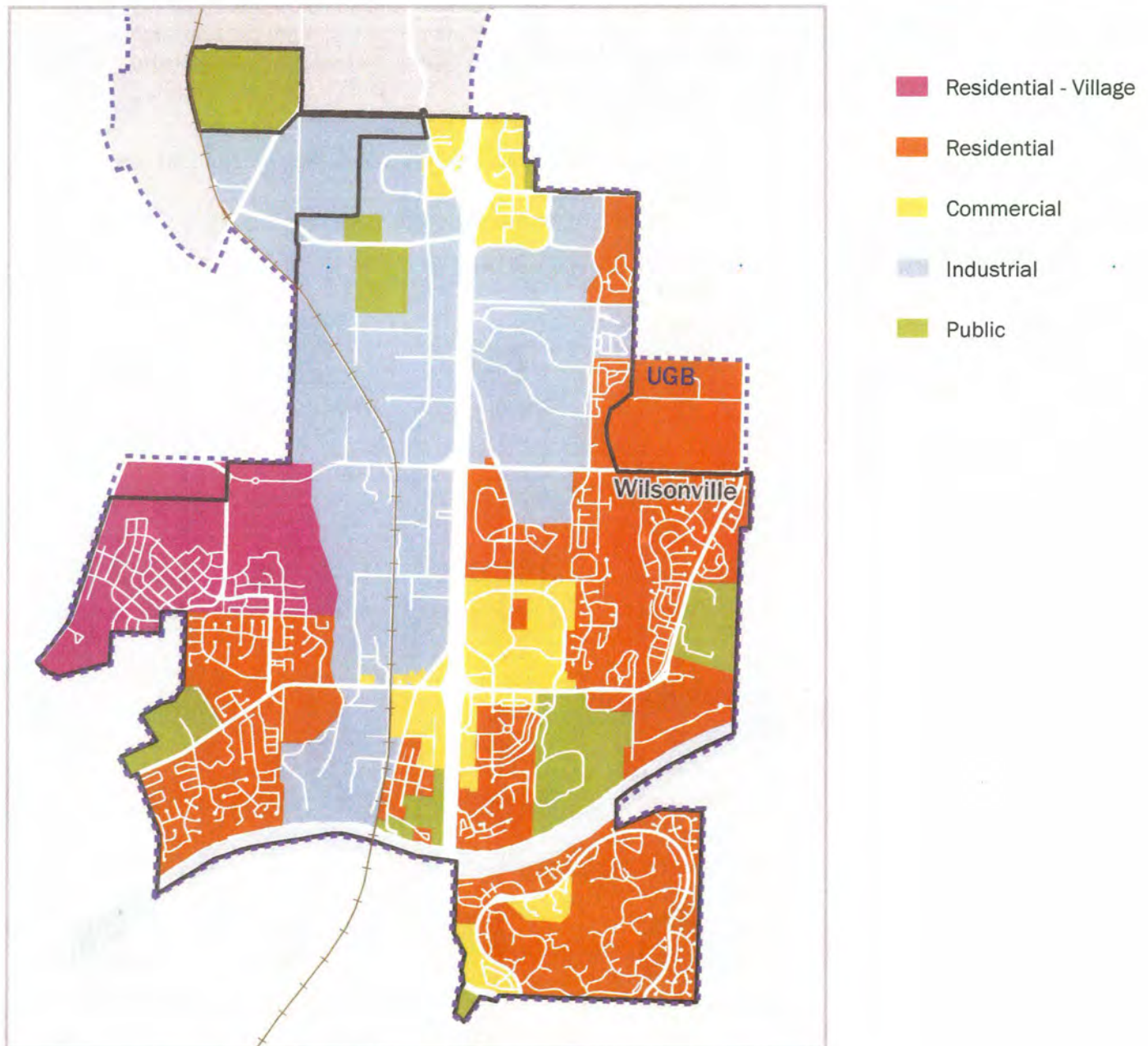


## SUMMARY OF THE COMPREHENSIVE PLAN

In sum, Wilsonville has long had a strong vision to provide a mix of housing types that match the financial capacity of the community. That commitment is reflected in the City's Comprehensive Plan and implementing ordinances and played a big role in the residential development pattern seen in Wilsonville in 2013.

Providing a mix of housing types and densities to create a whole community was envisioned in the original Comprehensive Plan map and text—a vision that the City has consistently implemented.

### COMPREHENSIVE PLAN MAP





# Snapshot of Wilsonville

Population and housing characteristics are useful for better understanding Wilsonville and the people who live here. Characteristics such as population growth, age of residents, household size and composition, commuting patterns, average pay per employee, and home ownership provide useful information about the City's historical development patterns and how Wilsonville fits into Clackamas County, Washington County, and the broader Portland Region (defined here as Multnomah, Clackamas, and Washington counties.)

Unless otherwise noted, all data in this document are from the U.S. Census.

## Wilsonville is growing.

Between 2000 and 2012, Wilsonville grew faster than the tri-county region. Wilsonville added more than 6,500 residents between 2000 and 2012.

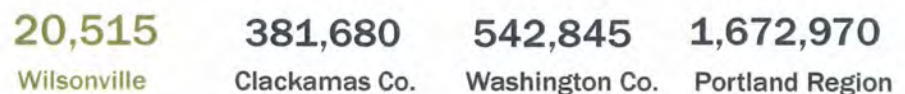
Wilsonville's location, transportation connections, and mix of amenities are attractive to younger people who want to live in the southern part of the Portland Region.

### AVERAGE POPULATION GROWTH PER YEAR, 2000-2012



### POPULATION, 2012

Source: Portland State University, Population Research Center



## Wilsonville is young.

Wilsonville has a relatively young median age and a large share (34%) of young working-age residents.

### MEDIAN AGE, 2010



### PERCENT OF RESIDENTS WHO ARE 18-39 YEARS OLD, 2010



## AVERAGE NUMBER OF PEOPLE PER HOUSEHOLD, 2010



Wilsonville has smaller household sizes than the regional average.

## PERCENT OF HOUSEHOLDS THAT ARE SINGLE-PERSON, 2010



Wilsonville has large shares of single-person and non-family households.

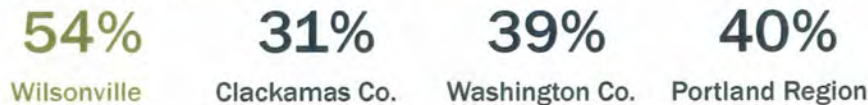
Wilsonville attracts younger 1 or 2 person households. Wilsonville also has a higher percentage of older households, in part because of senior housing developments and Charbonneau.

## PERCENT OF HOUSEHOLDS THAT ARE NON-FAMILY, 2007-2011

A family household is one in which the householder is related to at least one other person in the household by birth, marriage, or adoption. Non-family households include people living alone, unmarried couples, and unrelated housemates.



## PERCENT OF HOUSEHOLDS THAT RENT, 2010



More than half of households in Wilsonville rent.

Wilsonville has a higher percentage of renters than other cities in the region.



## Commuting Trends

### EMPLOYMENT INFLOW AND OUTFLOW, 2010

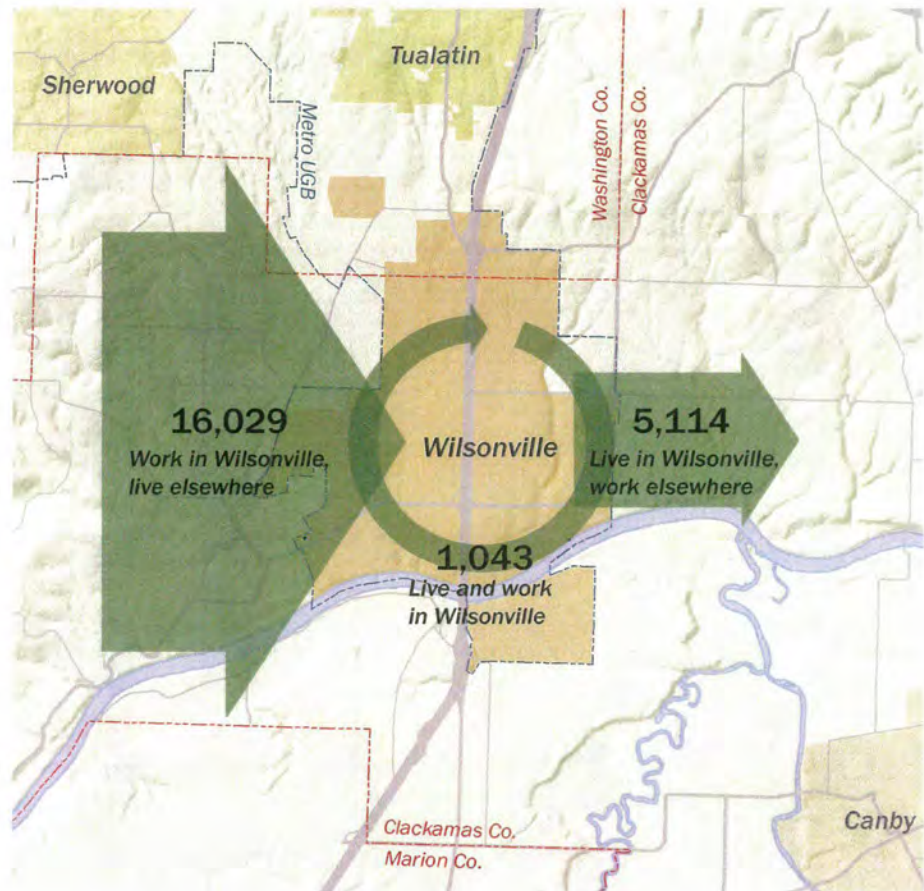
#### Wilsonville imports workers from the Portland Region.

About 16,000 people commute to Wilsonville to work, mostly from Clackamas and Washington counties.

#### Relatively few people—about 1,000—live and work in Wilsonville.

#### The majority of Wilsonville's workers commute to work in other parts of the Portland Region.

About 5,100 workers commute from Wilsonville to work across the Portland Region.



#### Nearby cities have similar commuting patterns to Wilsonville.

### PERCENT OF WORKERS WHO COMMUTE IN, 2010

<b>92%</b> (16,029 out of 17,072) Wilsonville	<b>93%</b> (18,827 out of 20,142) Tualatin	<b>85%</b> (10,221 out of 11,961) Oregon City	<b>92%</b> (34,142 out of 37,034) Tigard
---	--	---	--

### PERCENT OF WORKING RESIDENTS WHO COMMUTE OUT, 2010

<b>83%</b> (5,114 out of 6,157) Wilsonville	<b>88%</b> (9,501 out of 10,816) Tualatin	<b>86%</b> (10,589 out of 12,329) Oregon City	<b>86%</b> (17,917 out of 20,809) Tigard
---	---	---	--



## Characteristics of Wilsonville's Workforce

In 2011, Wilsonville had more than 17,800 jobs at more than 900 businesses.

### AVERAGE PAY PER EMPLOYEE, 2011

Source: Oregon Employment Department, Quarterly Census of Employment and Wages

<b>\$54,534</b>	<b>\$43,400</b>	<b>\$56,600</b>	<b>\$49,400</b>
Wilsonville	Clackamas Co.	Washington Co.	Portland Region

**6 out of Wilsonville's 10 largest employers are manufacturers.**

### WILSONVILLE JOBS BY SECTOR OF FIRM, 2011

1 square represents 100 jobs. Source: Oregon Employment Department, Quarterly Census of Employment and Wages

**Manufacturing (4,600 jobs / 26%)**  
**Wholesale Trade (2,300 jobs / 13%)**  
**Other Industrial (1,600 jobs / 9%)**  
**Retail Trade (1,900 jobs / 10%)**  
 Other Services (6,300 jobs / 35%)  
 Government (1,100 / 6%)



### AVERAGE PAY PER EMPLOYEE, WILSONVILLE, 2011

Source: Oregon Employment Department, QCEW

Manufacturing: \$69,700  
 Wholesale Trade: \$60,300  
 Other Industrial: \$51,900  
 Retail Trade: \$31,200  
 Other Services: \$49,900  
 Government: \$49,700

### METRO FORECAST OF JOB GROWTH, 2010 TO 2035

Metro forecasts that employment in and around Wilsonville will grow by nearly 14,000 jobs by 2035. About half of this growth is expected to be in jobs with higher-than-average pay, such as manufacturing. This growth will increase demand for all types of housing in Wilsonville, with the biggest increase in demand for owner-occupied single-family detached housing.

**Metro forecasts an increase in the highest paying jobs, such as manufacturing.**

#### Wilsonville Planning Area

**9,000 new jobs**



#### Coffee Creek, West Railroad, and Basalt Creek

**4,900 new jobs**



**The City is planning for approximately 1,100 jobs in Coffee Creek by 2020.**



# Snapshot of Wilsonville's Housing

Analysis of historical development trends in Wilsonville provides insights into how the local housing market functions in the context of the region. The Portland Region is expected to add nearly 300,000 new households by 2035. Population employment growth forecasts suggest that Wilsonville's housing market will remain strong for a long time to come, despite the recent downturn in the regional and national housing market.

## HOUSING TYPES



**Single-family detached**  
(includes mobile and  
manufactured homes)



**Single-family attached**  
(townhouses)

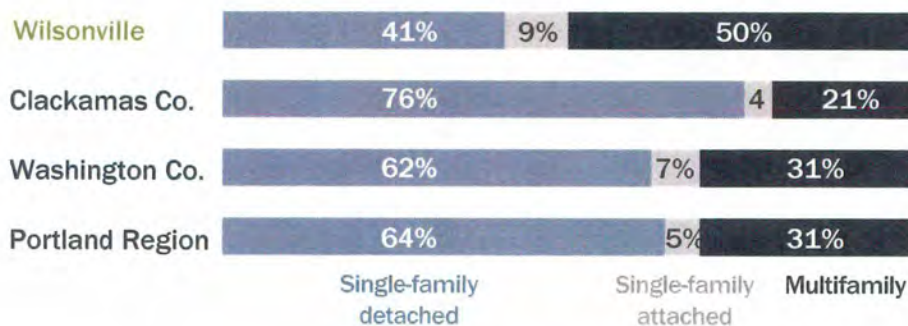


**Multifamily**  
(condos, apartments,  
duplexes)

**Wilsonville has a wider  
range of housing types  
than the regional average.**

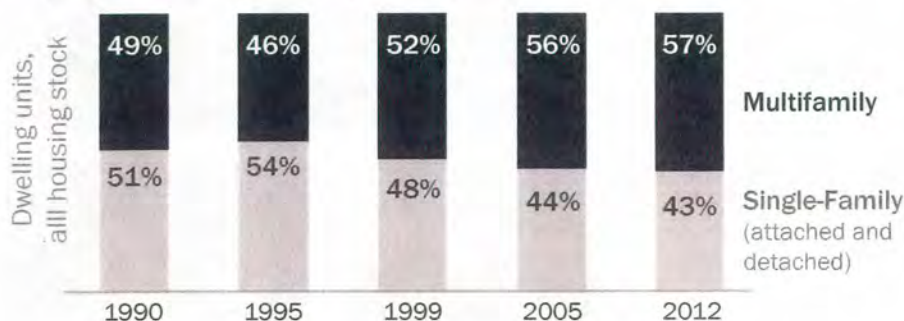
## MIX OF EXISTING HOUSING, 2007-2011

Note that the housing mix shown below compares Wilsonville to all of Clackamas and Washington counties.



## CHANGE IN HOUSING MIX, WILSONVILLE, 1990-2012

Source: 1990: Annual City housing inventory report, 1995: Annual City housing inventory report, 1999: Comprehensive Plan, 2005: 2005 Wilsonville Housing Study, 2012: Annual City housing inventory report



The amount of multifamily housing in Wilsonville increased over the last decade.

Two-thirds of units permitted during the 2000-2013 period were multifamily housing.

## PERCENT OF WILSONVILLE HOUSING UNITS THAT ARE RENTER-OCCUPIED, 2007-2011



Homeownership and housing type are related.

Although most single-family housing is owner occupied, 12% is occupied by renters.

The development timeline on the following page summarizes recent single-family and multifamily development in Wilsonville. Between 2000 and 2012, Wilsonville permitted 2,862 housing units, 1,892 (66%) of which were multifamily. New multifamily developments in Wilsonville serve a diverse range of people and are located throughout the City. Types of new development include:

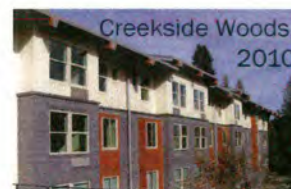
- **Market-rate apartments and townhouses** with amenities like patios, fitness centers, and high-speed internet. Examples include Jory Trail at the Grove, Domaine, Bell Tower, and Village at Main.
- **Senior living**, both assisted and independent, with amenities such as housekeeping, on-site library, social or recreational activities, and laundry service. Examples include Spring Ridge and the Marquis.
- **Government-subsidized affordable housing**, some of which is designated for seniors or people with mental illnesses. These developments often include amenities like internet and nursing services. Examples include Creekside Woods, Rain Garden Apartments, and the Charleston.



# SNAPSHOT OF WILSONVILLE'S HOUSING



## Development Timeline, 2000-2014



Source: City of Wilsonville Building Permit Database



## Affordability

The term *affordable housing* refers to a household's ability to find housing within its financial means. Housing affordability affects both higher and lower income households and is an important issue for Wilsonville and the Portland Region. Low-income households have fewer resources available to pay for housing and have the most difficulty finding affordable housing. Key points about affordability include:

- Wilsonville will have an on-going need for housing affordable to lower-income households.
- The City is planning for needed housing types for households at all income levels and will work with non-profit and private housing providers to ensure availability of housing affordable to lower-income households.

Wilsonville's planning framework supports the development of housing that is affordable to a variety of households.

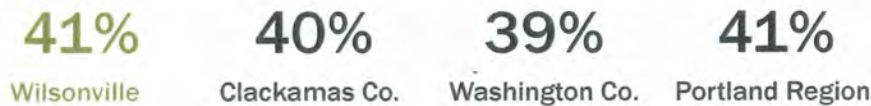
### RATIO OF MEDIAN OWNER VALUE TO MEDIAN HOUSEHOLD INCOME

(Lower ratios indicate that housing is more affordable. HUD's standard is 3.0)



Wilsonville's owner-occupied housing is less affordable than regional averages.

### PERCENT OF HOUSEHOLDS THAT ARE COST BURDENED, 2007-2011



Cost burden is as common in Wilsonville as in the region.

Households that are cost burdened spend more than 30% of their gross income on housing.

Wilsonville has seven low-cost apartment complexes for low-income residents, with a total of 474 units. The units are a mixture of 1-, 2-, and 3-bedroom units.

Over the next 20 years, Wilsonville's population growth will be driven by employment growth, much of which will be in jobs with average or higher-than-average pay. The types of housing generally affordable to workers in Wilsonville with average pay (about \$54,000) are owner- or renter-occupied townhouses, duplexes, or apartments.

The City's planning framework provides opportunities for development of housing that is affordable to Wilsonville's current and future workforce, both for owner-occupied and renter-occupied housing. That said, like other communities in the Metro region, Wilsonville will have an on-going need for housing affordable to lower-income households, as well as middle- and upper-income households.

Wilsonville is meeting its obligations to plan for a range of housing types for households at all income levels.



# Development Capacity

## Density of some existing Wilsonville neighborhoods:

Legend at Villebois: 6 units per gross acre, 12 units per net acre

Jory Trail: 10 units per gross acre, 14 units per net acre

Wilsonville had about 477 gross acres of developable residential land in 2013. The inventory identified 251 gross acres of vacant buildable land and 228 gross acres of land that is partially vacant or likely to redevelop. The Buildable Residential Lands Inventory Map on the opposite page shows the location of vacant land and land likely to redevelop.

The capacity analysis estimates the number of new dwelling units that can be accommodated on Wilsonville's residential land supply. By applying assumptions based largely on the Comprehensive Plan, the capacity analysis evaluates different ways that vacant suitable residential land could be developed.

This study assumes new development will occur within the range of densities adopted for each residential district in the Comprehensive Plan, or at the densities outlined in the Villebois Master Plan. For the purposes of this study, Frog Pond, which has yet to be planned, is assumed to have a density of 5 - 8.5 units per gross acre (i.e., with houses on roughly 7,300 to 4,350 square-foot lots).

## DEFINITIONS

**Buildable residential land:** Unconstrained suitable land designated for residential development.

**Dwelling unit:** Any type of residential structure. Wilsonville has an average of 2.3 persons per dwelling unit.

**Capacity:** Number of dwelling units that can be accommodated on buildable land at planned densities.

**Housing density:** Number of dwelling units in an acre of land, with 43,560 feet to 1 acre.

Housing density can be expressed as the number of dwelling units per net or gross acre.

**Gross acre:** Includes rights-of-way (land used for roads and streets). Land used for rights-of-way is not buildable.

**Net acre:** Does not include rights-of-way.

## LOW CAPACITY SCENARIO

**3,390 dwelling units**

Single-family detached:

**1,622 / 48%**  
**units**

Multifamily:

**1,768 / 52%**  
**units**

7.1 dwelling units per gross acre  
(citywide average)

## HIGH CAPACITY SCENARIO

**4,229 dwelling units**

Single-family detached:

**2,016 / 48%**  
**units**

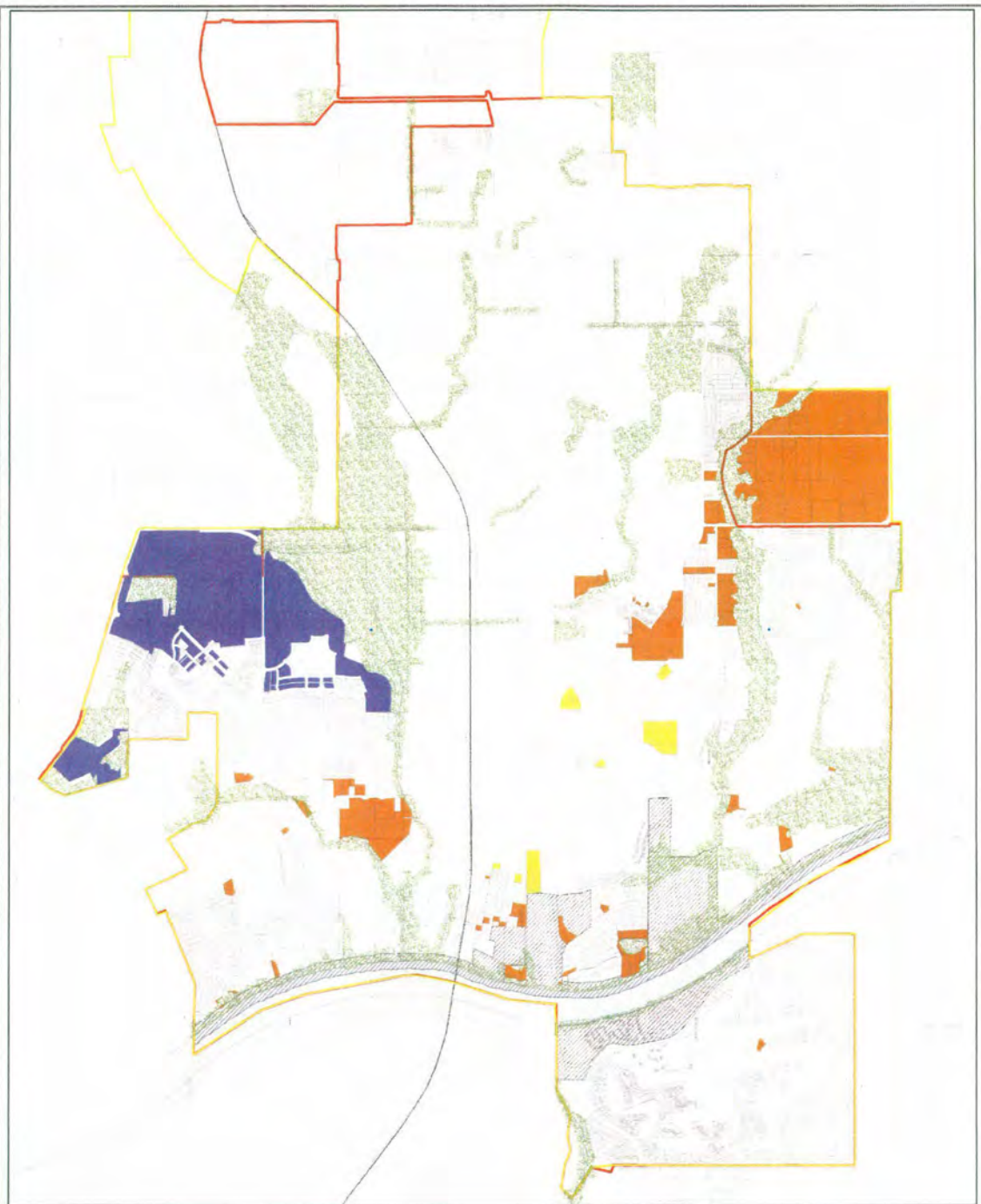
Multifamily:

**2,213 / 52%**  
**units**

8.9 dwelling units per gross acre  
(citywide average)

- The low-capacity scenario results in an overall density of 7.1 dwelling units per gross acre or 8.8 dwelling units per net acre.
- The high-capacity scenario results in an overall density of 8.9 dwelling units per gross acre or 10.5 dwelling units per net acre.






## Buildable Residential Lands Inventory Map

Data from 2/2013, Map Created 5/2013

Vacant lots and land likely to redevelop  SROZ


Comprehensive Plan

 Commercial

 Residential

 Village

 Willamette River Greenway

 County Boundary

 City Limits

 UGB

Disclaimer: The City of Wilsonville makes no representations, warranties, or assurances as to the accuracy, completeness, and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal engineering, or planning purposes. Please consult the City of Wilsonville Planning Department to verify report information is complete and accurate.



0 0.5 Mile

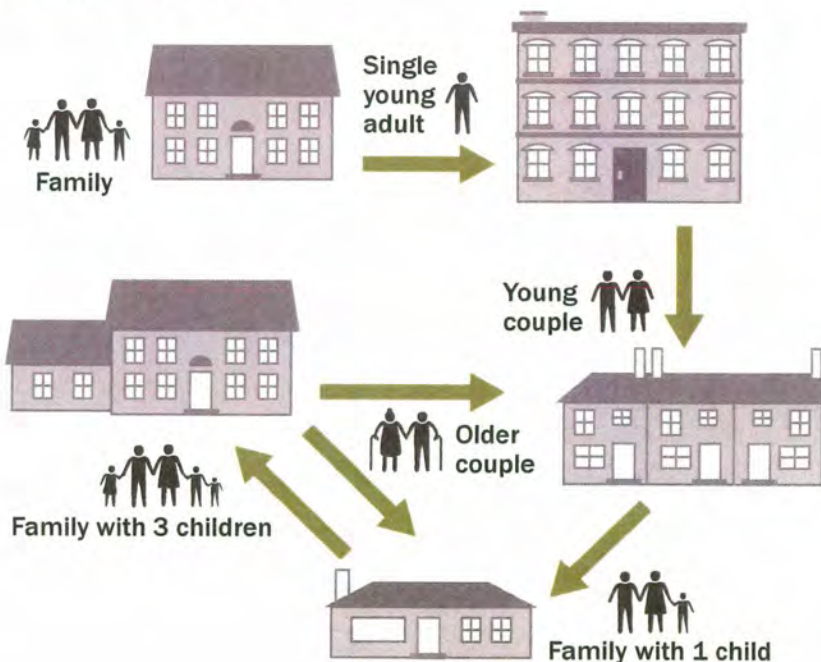


# Factors Affecting Housing Need

Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice, as shown in the figure below. Key relationships include:

- Homeownership rates increase as income increases
- Homeownership rates increase as age increases
- Choice of single-family detached housing increases as income increases
- Renters are much more likely to choose multifamily housing than single-family housing
- Income is a stronger determinant of tenure and housing-type choice for all age categories.

## HOUSING LIFE CYCLE



The linkages between demographics and housing need can be used to predict future housing need in Wilsonville. Three main demographic trends are particularly important for Wilsonville and the Portland Region:

- Aging of the Baby Boomer Generation (born 1946 to 1964)
- Aging of the Millennial Generation (born early 1980s to early 2000s)
- Continued growth of the Hispanic/Latino population

People 60 and older are the fastest growing age group in the Portland Region. By 2040, 23% of the region's population is forecasted to be 60 and over, up from 14% in 2000.

## Aging of the Baby Boomers

### LIKELY TRENDS AMONG BABY BOOMER HOUSEHOLDS:

-  Household sizes
-  Homeownership rates, especially after 75 years old
-  Income




### IMPLICATIONS FOR HOUSING:

Need for smaller, lower-cost housing near transit access and urban amenities such as shopping and health care services.

Wilsonville is successful at attracting young, working age people. The biggest question, with implications for Wilsonville's future housing needs, is whether younger people who move to Wilsonville for rental opportunities will continue to live in Wilsonville if they are ready to become homeowners.

## Aging of the Millennials

### LIKELY TRENDS AMONG MILLENNIAL HOUSEHOLDS:

-  Household sizes (as they form families)
-  Homeownership rates
-  Income




### IMPLICATIONS FOR HOUSING:

Need for low-cost ownership opportunities with high quality of life. (Millennials' incomes will increase as they age, but the impact of the Great Recession is unclear.)

Growing at more than 9% per year, the Hispanic/Latino population is Wilsonville's fastest growing racial or ethnic group. Nationwide, the Hispanic/Latino population is predicted to be the fastest growing racial/ethnic group over the next few decades.

## Continued growth of the Hispanic/Latino population

### CHARACTERISTICS OF HISPANIC HOUSEHOLDS COMPARED TO NON-HISPANIC HOUSEHOLDS:

-  Household sizes
-  Homeownership rates
-  Income

### IMPLICATIONS FOR HOUSING:

Need for larger, lower-cost renting and ownership opportunities for larger households with more children and multiple generations.



# Accommodating Housing Need

**The number of households in Wilsonville grew by 2.8% per year between 2000 and 2010.**

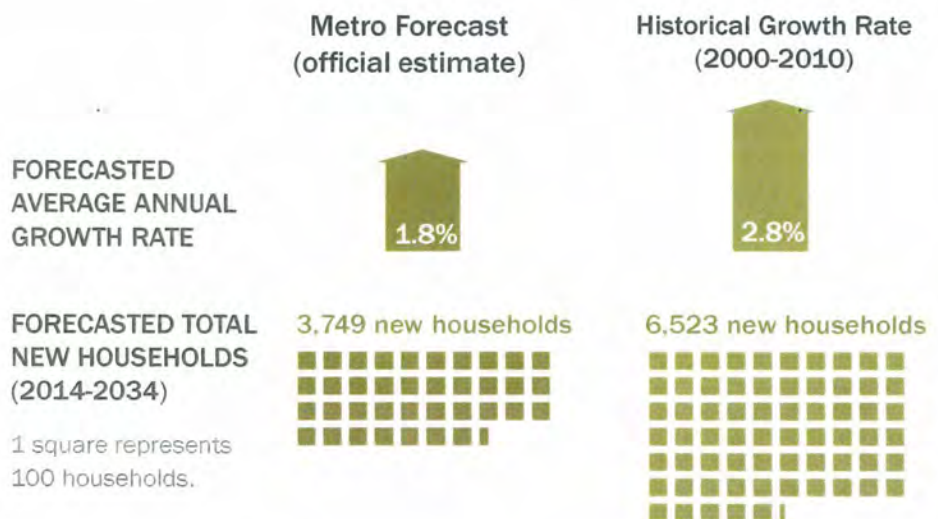
The City's population grew faster than the number of households, in part because population growth includes people in the Coffee Creek Prison, which opened in 2001. Because prisoners are not in households, they are not counted in the household growth rate.

**Metro forecasts that Wilsonville will add 3,749 households between 2014 and 2034.**

**The Wilsonville planning area—which includes Frog Pond—has capacity to accommodate between 3,390 and 4,229 new dwelling units.**

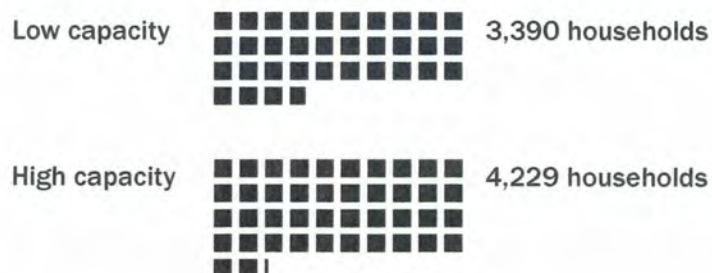
## DEMAND FOR RESIDENTIAL LAND

The rate at which Wilsonville grows over the next 20 years will affect the number of new households and the demand for residential land. Metro forecasts that Wilsonville will grow at a rate of 1.8% per year for the 2014-2034 period. For comparison purposes, we show demand for residential land with both the official Metro forecast (1.8% annual growth) and at the historical growth rate over the 2000 to 2010 period (2.8% annual growth).



## CAPACITY ON BUILDABLE RESIDENTIAL LAND, WILSONVILLE PLANNING AREA

(1 square represents 100 households. For more detail, see page 14)



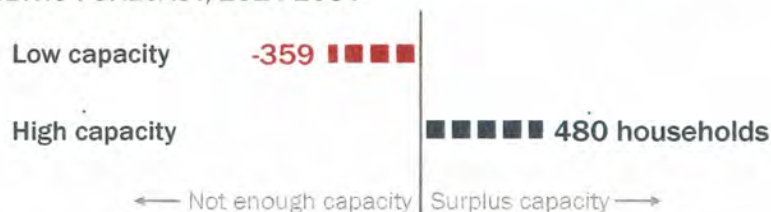


## BASED ON METRO'S FORECAST, DOES WILSONVILLE HAVE ENOUGH BUILDABLE RESIDENTIAL LAND TO ACCOMMODATE HOUSING NEED?

- Under the low capacity scenario described on page 14, Wilsonville does not have enough land to accommodate new housing over the 20-year period. Wilsonville has a deficit of land to accommodate 359 new dwelling units.
- Under the high capacity scenario described on page 14, Wilsonville has enough land to accommodate new housing over the 20-year period. Under this scenario, Wilsonville can accommodate 480 dwelling units more than the Metro forecast projects over the 20-year period.

**Wilsonville's Planning Area includes all land in City limits and Frog Pond, Coffee Creek, and North Villebois.**

### COMPARISON OF HOUSING CAPACITY TO HOUSING DEMAND METRO FORECAST, 2014-2034



**Wilsonville will need to add more residential land to the city limits between 2024 and 2032, depending on how fast the city grows.**

### RESIDENTIAL LAND STUDY KEY FINDINGS:

The key conclusions of this study are that Wilsonville: (1) may not have a 20-year supply of residential land and (2) the City's residential policies meet Statewide Planning Goal 10 requirements.

- Under the Metro forecast, Wilsonville is very close to having enough residential land to accommodate expected growth. Wilsonville could run out of residential land by 2032.
- If Wilsonville grows faster than the Metro forecast, the City will run out of residential land before 2030.
- Getting residential land ready for development is a complex process that involves decisions by Metro, City decision makers, landowners, the Wilsonville community, and others. The City is beginning the process of ensuring that additional residential land is available through the concept planning process for the Advance Road area.
- Wilsonville is meeting Statewide Planning Goal 10 requirements to "provide the opportunity for at least 50 percent 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."

**If Wilsonville continues to grow at its historical growth rate, the city will consume available residential land by about 2025.**



# Planning for Growth Areas

A key objective of the Wilsonville Residential Land Study is to inform policy choices related to residential development. Wilsonville's key residential policy choices are on the topics of planning for growth areas, Town Center, monitoring development, and removing barriers to needed housing types in the city development code.

## Frog Pond

Information in the Residential Land Study will inform the Frog Pond Concept Plan and subsequent Master Plan. The City will develop strategies to determine desired densities and housing types for the Frog Pond Concept Plan. Given the City's experience with implementing the Villebois Master Plan, the adoption of a Frog Pond Concept Plan will provide a sufficient regulatory framework for developing certainty about achieving a specific mix and density of housing.

The Residential Land Study assumes that the majority of housing in Frog Pond will be single-family detached. The study also assumes that housing will develop at densities between 5.0 and 8.5 dwelling units per gross acre in Frog Pond which equates to 7,300 to 4,350 square-foot lots.

While this study does not set the densities or other development assumptions for Frog Pond, it provides a reasonable place to begin discussions about residential development at Frog Pond. ECONorthwest recommends that the density and mix assumptions eventually built into the Frog Pond Concept Plan consider the results of the housing needs analysis, comply with the density and mix requirements of OAR 660-007, and consider the context of overall housing need in Wilsonville.



## Advance Road

The Residential Land Study concludes that Wilsonville may have need for additional residential land, by 2032 or sooner. Advance Road, an Urban Reserve immediately east of Wilsonville, has been identified by Metro and the City for residential uses. The City is beginning to plan for development of Advance Road, through the Concept Planning process for Frog Pond and Advance Road.

ECONorthwest recommends that City staff use information from Wilsonville's residential growth monitoring program to inform regional discussions with Metro about expansion of the UGB. City staff can provide Metro with information to inform UGB expansion discussions.

Given the amount of time it takes to get a new area to be development-ready (i.e., brought into the UGB, planned, and services extended to the area), Wilsonville should begin discussions about bringing Advance Road into the UGB as part of the next cycle of UGB expansion discussions.



## Town Center

City staff estimated the capacity of vacant land in the Town Center zone ranges from 200 to 270 dwelling units. Town Center may be able to accommodate more housing, depending on the community's vision for development. The issue of how much housing to encourage in the Town Center is beyond the scope of this study.

ECONorthwest recommends that the City update the vision and master plan for Town Center, as part of a future planning process. This update should determine the potential market for housing in the Town Center, the amount and types of housing that the community wants in Town Center, Town Center's relationship to other residential areas, and how housing will relate to commercial development in Town Center.

## Monitoring development activity

The determination of residential land sufficiency (page 19) is based on dwelling unit forecasts prepared by Metro. The Metro forecasts show new housing units increasing at a rate of 1.8% annually between 2014 and 2034 in the Wilsonville Planning Area. Under this forecast, Wilsonville will run out of residential land by about 2032.

If Wilsonville grows faster than Metro's forecast predicts, the city will run out of residential land sooner. For example, Wilsonville's household growth over the 2000-2010 period averaged about 2.8% annually. If Wilsonville continues to grow at this rate, the city will consume the available residential land by about 2025.

ECONorthwest recommends that City staff develop a monitoring program that will allow Wilsonville to understand how fast land is developing. The monitoring program will inform Metro's UGB planning process by providing more detailed information about housing growth and development capacity in Wilsonville. This information can help City staff and decision makers make the case to Metro staff and decision makers about the need for residential expansion areas. We recommend using the following metrics to monitor residential growth: population, building permits, subdivision and partition activity, land consumption, and right-of-way and open space dedications.

## Legislative action on code changes

As part of this study, Wilsonville staff conducted a Goal 10 policy and Development Code evaluation. Staff concluded that Wilsonville is "...in compliance with applicable Federal and State housing regulations." City and DLCD staff identified several types of amendments to the Development Code to better comply with state requirements to review residential development through a clear and objective process. ECONorthwest recommends that the City take action on these amendments. No Comprehensive Plan map or text amendments are needed.

## Recommended Code amendments:

- Allow duplexes in all PD-R zones
- Add clear and objective review for housing in the Old Town Overlay Zone
- Add clear and objective Site Design Review process for new multifamily development when such development does not also trigger Planned Development review



# Acknowledgements

## PLANNING COMMISSION

Ben Altman (Chair)  
Eric Postma (Vice Chair)  
Al Levit (CCI Chair)  
Marta McGuire (CCI Vice Chair)  
Peter Hurley  
Phyllis Millan  
Ray Phelps

## TECHNICAL ADVISORY COMMITTEE

Brian Harper, Metro  
Gordon Howard, DLCD  
Jennifer Donnelly, DLCD  
Martha Fritzie, Clackamas County  
Paul Schaefer, Washington County  
Steve Kelly, Washington County

## CITY COUNCIL

Tim Knapp, Mayor  
Scott Starr, Council President  
Julie Fitzgerald, Councilor  
Richard Goddard, Councilor  
Susie Stevens, Councilor

## CITY STAFF

Chris Neamtzu, Planning Director  
Katie Mangle, Long Range Planning Manager  
Dan Pauly, Associate Planner  
Dan Stark, GIS Manager

## CONSULTING TEAM

Beth Goodman, ECONorthwest  
Bob Parker, ECONorthwest  
Kate Macfarlane, ECONorthwest

ECONorthwest prepared this report and is solely responsible for its content.

ECONorthwest specializes in economics, planning, and finance. Established in 1974, ECONorthwest has more than three decades of experience helping clients make sound decisions based on rigorous economic, planning, and financial analysis.

ECONorthwest gratefully acknowledges the substantial assistance provided by staff at the City of Wilsonville. Many other agencies and staff contributed to other research that this report relied on.

For more information about this report, please contact:

Katie Mangle  
Long Range Planning Manager  
City of Wilsonville  
29799 SW Town Center Loop E  
Wilsonville, OR 97070  
503-570-1581  
mangle@ci.wilsonville.or.us

Bob Parker  
Senior Planner  
ECONorthwest  
99 W 10th Ave, Suite 400  
Eugene, OR 97401-3040  
541-687-0051  
parker@econw.com



---

# Wilsonville Residential Land Study: Technical Report

---

March 2014

Prepared for:  
City of Wilsonville

***Draft Report***

For Discussion Only. Do Not Cite or Quote.



## Contact Information

---

Robert Parker, AICP and Beth Goodman prepared this report. ECONorthwest is solely responsible for its content.

ECONorthwest specializes in economics, planning, and finance. Established in 1974, ECONorthwest has over three decades of experience helping clients make sound decisions based on rigorous economic, planning and financial analysis.

For more information about ECONorthwest, visit our website at [www.econw.com](http://www.econw.com).

For more information about this report, please contact:

Katie Mangle  
Long Range Planning Manager  
City of Wilsonville  
29799 SW Town Center Loop E  
Wilsonville, OR 97070  
503-570-1581  
[mangle@ci.wilsonville.or.us](mailto:mangle@ci.wilsonville.or.us)

Bob Parker  
ECONorthwest  
99 W. 10th Ave., Suite 400  
Eugene, OR 97401-3040  
541-687-0051  
[parker@econw.com](mailto:parker@econw.com)

# Acknowledgements

---

ECONorthwest gratefully acknowledges the substantial assistance provided by staff at the City of Wilsonville. Many other agencies and staff contributed to other research that this report relied on.

## **Planning Commission**

Ben Altman (Chair)  
Eric Postma (Vice Chair)  
Al Levit (CCI Chair)  
Marta McGuire (CCI Vice Chair)  
Peter Hurley  
Phyllis Millan  
Ray Phelps

## **Technical Advisory Committee**

Brian Harper, Metro  
Gordon Howard, DLCD  
Jennifer Donnelly, DLCD  
Martha Fritzie, Clackamas County  
Paul Schaefer, Washington County  
Steve Kelly, Washington County

## **City Council**

Tim Knapp, Mayor  
Scott Starr, Council President  
Julie Fitzgerald, Councilor  
Richard Goddard, Councilor  
Susie Stevens, Councilor

## **CITY STAFF**

Chris Neamtzu, Planning Director  
Katie Mangle, Long Range Planning Manager  
Dan Pauly, Associate Planner  
Dan Stark, GIS Manager

## **Consulting Team**

Bob Parker, ECONorthwest  
Beth Goodman, ECONorthwest  
Kate Macfarlane, ECONorthwest

ECONorthwest prepared this report and is solely responsible for its content. ECONorthwest specializes in economics, planning, and finance. Established in 1974, ECONorthwest has more than three decades of experience helping clients make sound decisions based on rigorous economic, planning, and financial analysis.



# Table of Contents

<b>Chapter 1. Introduction .....</b>	<b>1</b>
Background .....	1
Organization of this report.....	3
<b>Chapter 2. Framework for a Housing Needs Analysis.....</b>	<b>4</b>
Summary .....	4
Oregon housing policy .....	5
Wilsonville housing policy.....	9
<b>Chapter 3. Historical and Recent Development Trends.....</b>	<b>11</b>
Summary of Key Findings about development trends .....	11
Methods used in the analysis .....	14
National Housing Market Trends .....	17
Regional and Local Housing Market Trends .....	18
<b>Chapter 4. Demographic and Other Factors Affecting Residential Development in Wilsonville .....</b>	<b>36</b>
Summary of the factors that affect residential development .....	36
Demographic and socioeconomic factors affecting housing choice .....	42
National and State demographic and socioeconomic Trends .....	43
Regional and Local Demographic Trends.....	47
Regional and Local Trends in Housing costs and Affordability .....	70
<b>Chapter 5. Housing Need in Wilsonville .....</b>	<b>85</b>
Summary of Wilsonville's housing needs .....	86
Project New Housing Units Needed in the Next 20 Years .....	86
<b>Chapter 6. Residential Land Sufficiency within Wilsonville .....</b>	<b>95</b>
Summary of Wilsonville's residential land sufficiency.....	95
Summary of Buildable Residential Land in Wilsonville .....	96
Residential Land Capacity in Wilsonville .....	98
Residential Land Sufficiency.....	106
Conclusions and Recommendations.....	107
<b>Appendix A. Summary of Residential Buildable Lands Inventory.....</b>	<b>114</b>

This page intentionally left blank.



# Chapter 1. Introduction

---

This report is part of the Wilsonville Residential Land Study. The full study is contained in two documents:

- **Residential Land Study: Summary** briefly presents the key findings and conclusions of the residential land study.
- **Residential Land Study: Technical Report** presents the full results of the housing needs analysis (HNA) for the City of Wilsonville and is intended to comply with statewide planning policies.

This report presents the Technical Report of the Residential Land Study. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), and OAR 660 Division 7. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

This report provides Wilsonville with a factual basis to support future planning efforts related to housing and options for addressing unmet housing needs in Wilsonville. It provides information that informs future planning efforts such as the Frog Pond and Advance Road Concept Plan, but it is not intended to be prescriptive about how Wilsonville meets housing needs. The report is a background document that supports the Wilsonville Comprehensive Land Use Plan. It provides the City with information about the housing market in Wilsonville and describes the factors that will affect housing demand in Wilsonville in the future, such as changing demographics and potential changes to commuting patterns.

In addition, Wilsonville entered Periodic Review in 1996. This report meets the Goal 10 requirements of Wilsonville's Periodic Review work plan and presents a housing needs analysis that projects Wilsonville's housing needs over the 2014 to 2034 period.

## BACKGROUND

Through this project, the City wants to complete the outstanding Periodic Review requirement to complete an HNA, while complying with the requirements of Goal 10, OAR 660 Divisions 7, and the Metro Urban Growth Management Functional Plan. However, this project is about more than complying with State and Metro requirements to identify housing needs. This project will provide the basis for planning and policies that support the next generation of residential growth in Wilsonville.

Wilsonville has a history of pro-active planning to accommodate residential development. Wilsonville's Planning and Land Development Ordinance is structured and implemented differently than the codes of most other cities. When Wilsonville incorporated in the 1960's, much of the land in the City was greenfields.

Wilsonville's development code was designed to allow for continuation of existing uses until land is developed. Much of Wilsonville's vacant residential land is zoned RA-H Residential Agricultural Holding (RA-H) zone, which allows land within the city to continue to be used as agricultural or rural residential until the time when the land is ripe for the type and scale of development designated in the Comprehensive Plan.

In addition, Wilsonville has a substantial amount of development-ready land that is in planned development (PD) zones. Development of land in these zones requires development of a preliminary and final master plan and site design review. Through this process, the City is able to ensure that residential development happens through a deliberate, thoughtful process to address the City's residential and livability goals. Wilsonville has three approved residential master plans for residential development that have not yet been fully implemented. These are the plans for Villebois, Brenchley Estates, and Town Center (which is primarily commercial but allows some residential development).

The purpose of the technical report of Residential Land Study is to develop a factual basis for Wilsonville to continue proactive planning to accommodate expected residential growth. The housing needs analysis focuses on planning over a 20-year period, using Metro's forecasts of expected housing growth.

Beyond the core purposes of determining whether Wilsonville has enough residential land to accommodate forecast growth and compliance with State policy, the Residential Land Study is intended to inform:

- Strategies to implement local housing priorities
- The Frog Pond concept planning process
- Updates to the Housing Element of the Wilsonville Comprehensive Plan
- Code amendments to better implement the local housing strategy



## ORGANIZATION OF THIS REPORT

This document is the technical report that accompanies the Residential Land Study summary report. The rest of this document is organized as follows:

- **Chapter 2. Framework for a Housing Needs Analysis** describes the theoretical and policy underpinnings of conducting a Goal 10 housing needs analysis for Wilsonville, including requirements outlined in the Metropolitan Housing Rule (OAR 660-007).
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Wilsonville's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Wilsonville** discusses the factors that affect housing need in Wilsonville, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Wilsonville relative to the larger region.
- **Chapter 5. Housing Need in Wilsonville** forecasts housing need in Wilsonville for the 20-year period between 2014 and 2034 based on Metro's forecast for household growth.
- **Chapter 6 Residential Land Sufficiency within Wilsonville** estimates the Wilsonville UGB's residential land sufficiency needed to accommodate expected growth over the planning period.
- **Appendix A. Summary of Residential Buildable Lands Inventory**

## Chapter 2. Framework for a Housing Needs Analysis

---

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced by both economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in the Portland Region, Clackamas and Washington Counties and Wilsonville are the result of the individual decisions of hundreds of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Wilsonville between 2014 and 2034.

The complex nature of the housing market was demonstrated by the unprecedented boom and bust during the past decade. This complexity does not eliminate the need for some type of forecast of future housing demand and need, with the resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

### SUMMARY

Goal 10 requires the City to plan for “needed” housing types, which are housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. Needed housing also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether



occupied by owners or renters. In short, Wilsonville must plan for a range of housing types at a range of price levels.

Goal 10 intends that cities identify housing needs and develop a land use policy framework that meets identified needs. One of the key issues that is addressed in a housing needs analysis is to determine how much land is needed for different housing types, and therefore must be designated for those needs. Providing sufficient land in the proper designations is one of the most fundamental land use tools local governments have to meet housing need.

The 2012 *Compliance Report* by Metro<sup>1</sup> found Wilsonville to be in compliance with the City's responsibilities for Title 1, Title 7, and Title 11.

## OREGON HOUSING POLICY

### Statewide planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).<sup>2</sup> Jurisdictions located in the Metro UGB are also required to comply with Metropolitan Housing in OAR 660-007 and Title 7 of Metro's Urban Growth Management Functional Plan in the Metro Code (3.07 Title 7).

Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

---

<sup>1</sup> 2012 Compliance Report. Metro Code Chapter 3.07 Urban Growth Management Functional Plan and Metro Code Chapter 3.08 Regional Transportation Functional Plan. March 2013. Available at: [www.oregonmetro.gov](http://www.oregonmetro.gov).

<sup>2</sup> ORS 197.296 only applies to cities with populations over 25,000.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;<sup>3</sup>
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

In summary, Wilsonville must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed.

## **The Metropolitan Housing Rule**

OAR 660-007 (the Metropolitan Housing rule) is designed to “assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metropolitan Portland (Metro) urban growth boundary.” OAR 660-0070-005(12) provides a Metro-specific definition of needed housing:

“Needed Housing” defined. Until the beginning of the first periodic review of a local government’s acknowledged comprehensive plan, “needed housing” means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.

The Metropolitan Housing Rule also requires cities to develop residential plan designations:

- (1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be considered to be “residential plan designations” for the

---

<sup>3</sup> Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).



purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in OAR 660-007-0030 through 660-007-0037.

OAR 660-007 also specifies the mix and density of new residential construction for cities within the Metro UGB:

“Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances.” (OAR 660-007-0030 (1))

OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Wilsonville’s density target is eight dwelling units per net buildable acre.<sup>4</sup>

## **Metro Urban Growth Management Functional Plan**

The Metro Urban Growth Management Functional Plan describes the policies that guide development for cities within the Metro UGB to implement the goals in the Metro 2040 Plan.

### ***Title 1: Housing Capacity***

Title 1 of Metro’s Urban Growth Management Functional Plan is intended to promote efficient land use within the Metro UGB by increasing the capacity to accommodate housing capacity. Each city is required to determine its housing capacity based on the minimum number of dwelling units allowed in each zoning district that allows residential development, and maintain this capacity.

Title 1 requires that a city adopt minimum residential development density standards by March 2011. If the jurisdiction did not adopt a minimum density by March 2011, the jurisdiction must adopt a minimum density that is at least 80% of the maximum density. Wilsonville has met this requirement.

---

<sup>4</sup> OAR 660-024-0010(6) defines Net Buildable Acres as follows: “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.

This report uses a definition of “net acre” that is consistent with the definition in OAR 660-024. A net acre is defined as including the parcel upon which residential dwellings are constructed, including any open space provided on that parcel. Net acreage does not include public or private rights of way, city or homeowners association (e.g., public or privately owned) parkland, homeowners association-owned common tracts in the net area, or land with constraints that prohibit development (e.g., land in a Significant Resource Overlay Zone (SROZ) in Wilsonville).

Title 1 provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community's overall capacity is not reduced.

Metro's 2012 *Compliance Report* concludes that Wilsonville is in compliance for the City's Title 1 responsibilities.

#### ***Title 7: Housing Choice***

Title 7 of Metro's Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal.

Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to: ensure the production of a diverse range of housing types, maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries, and increase opportunities for households of all income levels to live in affordable housing. (3.07.730).

Metro's 2012 *Compliance Report* concludes that Wilsonville is in compliance for the City's Title 7 responsibilities.

#### ***Title 11: Planning for New Urban Areas***

Title 11 of Metro's Urban Growth Management Functional Plan provides guidance on the conversion of land from rural to urban uses. Land brought into the Metro UGB is subject to the provisions of section 3.07.1130 of the Metro Code which requires lands to be maintained at rural densities until the completion of a concept plan and annexation into the municipal boundary.

The concept plan requirements directly related to residential development are to prepare a plan that includes: (1) a mix and intensity of uses that make efficient use of public systems and facilities, (2) a range of housing for different types, tenure, and prices that addresses the housing needs of the governing city, and (3) identify goals and strategies to meet the housing needs for the governing city in the expansion area.

Metro's 2012 *Compliance Report* concludes that Wilsonville's deadline to comply with Title 11 for the Frog Pond urban growth area is December 31, 2015.



## WILSONVILLE HOUSING POLICY

Wilsonville has a unique and flexible system of planning for, and permitting, residential development. Since Wilsonville's Comprehensive Plan was initially acknowledged in 1980, Wilsonville has planned for growth of an industrial base surrounded by quality residential areas that feature a mix of single and multi-family development, with an emphasis on open space and the natural environment. That strategy is reflected in Policy 4.1.4 of the Wilsonville Comprehensive Plan:

"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." This commitment to providing a range of housing opportunities is reinforced in Implementation Measure 4.1.4d (and other measures) of the Wilsonville Comprehensive plan:

"Encourage the construction and development of diverse housing types, but maintain a general balance according to housing type and geographic distribution, both presently and in the future. Such housing types may include, but shall not be limited to: Apartments, single-family detached, single-family common wall, manufactured homes, mobile homes, modular homes, and condominiums in various structural forms."

In sum, providing a mix of housing types and densities to create a whole community was envisioned in the original Comprehensive Plan map and text—a vision that the City has consistently implemented. According to the Wilsonville Comprehensive Plan, as of October 1999, the existing housing stock of 6,788 units consisted of 41.2% single-family 52.4% multi-family (including duplexes and condominiums), and 6.4% manufactured housing (mobile homes). This mix of housing types indicates that the City met the intent of the State's "Metro Housing Rule" applying to housing mix. It is notable that Wilsonville had a high percentage of multifamily housing in 1999, a trend that continued through 2013.

It is also important to note that the total number of housing units within the city increased by more than 45% in thirteen years. During that period, there were 476 more multiple-family units than single-family units added to Wilsonville's housing mix.

In short, land within the city that was planned for Residential use was allocated a minimum and maximum density per acre, and these planned densities have generally not changed since 1980. Moreover, plan policies and implementation measures emphasize inclusion of all housing types, and provision of housing for people who work in Wilsonville.

One of the core elements of Wilsonville's approach is master planning. Villebois Village is the largest master-planned neighborhood in Wilsonville, planned to include 2,300 housing units. The Villebois Concept Plan and subsequent Master Plan established a vision for an "urban village" surrounding a mixed-use urban center. Each of the neighborhoods within the village include a mix of housing types, and the Village Center was planned for higher-density and mixed use development.

To summarize, Wilsonville has long had a strong vision to provide a mix of housing types that meet the financial capacity of the community. That commitment is reflected in the City's comprehensive plan and implementing ordinances and played a big role in the residential development pattern seen in Wilsonville in 2013.



## Chapter 3. Historical and Recent Development Trends

---

Analysis of historical development trends in Wilsonville provides insights into how the local housing market functions. The housing type mix and density are also key variables in forecasting future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Lands* Workbook:

1. Determine the time period for which the data must be gathered
2. Identify types of housing to address
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

This chapter presents information regarding Wilsonville's housing stock and recent development trends.

### SUMMARY OF KEY FINDINGS ABOUT DEVELOPMENT TRENDS

This section summarizes the findings in Chapter 3 about historical and recent development trends in Wilsonville.

Steady population and employment growth, combined with the constraints on buildable lands in the Portland Region, ensure that Wilsonville's housing market will maintain a solid underpinning for a long time to come, despite the recent downturn in the regional and national housing market. In the long run, the Portland Urban Growth Boundary is expected to add nearly 300,000 new households by 2035. If these estimates are correct, this will be enough people to ensure an on-going demand for all types of housing and new neighborhoods.

The trends summarized below describe recent and historical residential development activity in Wilsonville. This chapter provides information to describe Wilsonville's role in the Portland Region's housing market.

### Residential development trends over the 2000 to 2012 period

- **Wilsonville is growing.** Wilsonville issued permits for nearly 2,900 new dwelling units between 2000 and 2012. Four percent of permits issued in the largest cities in the Portland UGB (shown in Table 3-2) were issued by Wilsonville. In comparison, Wilsonville accounted for 1.2% of the population in the Portland Region in 2012. The large number of permits issued in Wilsonville shows that the City is growing comparatively quickly, relative to similar sized and larger cities in the Region.
- **Wilsonville added both single-family and multifamily housing over the 2000 to 2012 period.** The City has had a relatively steady stream of single-family housing construction, with the addition of 13 multifamily projects with 10 or more units, resulting in the addition of about 1,800 new multifamily units (95% of all new multifamily units). New dwellings have been developed in all parts of the City.
- **Wilsonville's mix of housing provides a range of needed housing types.** Development in Wilsonville since 2000 included housing that is affordable to a range of households, including government-subsidized affordable housing, market-rate workforce housing, high-amenity multifamily rental housing, and a range of types of owner-occupied single-family housing.
- **Development of Villebois contributed substantially to Wilsonville's growth.** Nearly 900, or 31%, of new dwelling units developed in Wilsonville from 2000 to 2012 were in Villebois, accounting for 53% of new single-family units and 20% of new multifamily units.
- **Wilsonville is achieving the vision in its Comprehensive Plan.** Wilsonville's Comprehensive Plan envisions providing a variety of housing options for residents of Wilsonville in a range of housing densities, sizes, and costs.

### Trends in the mix of Wilsonville's entire housing stock

- **Wilsonville has a high percentage of multifamily housing (as a percent of total housing stock) relative to other municipalities in the region.** About 43% of Wilsonville's overall housing stock housing was in single family housing types in 2012.
- **Wilsonville has a variety of types of multifamily housing.** The types of multifamily housing in Wilsonville include apartments, single-family attached dwellings, condominiums, and duplexes. In addition, Wilsonville has a substantial amount of housing for seniors, such as



assisted living facilities. While the majority of Wilsonville's multifamily housing is market-rate housing, Wilsonville has nearly 500 units of government-subsidized affordable housing for low-income seniors, families, people with disabilities, and other low-income households. In addition Wilsonville.

### Trends in homeownership

- **Homeownership rates in Wilsonville are lower than the regional average.** In 2010, 46% of Wilsonville homes were owner-occupied, compared with 60% of Portland Region homes. Homeownership rates in other cities in the Portland Region varied from 50% in Beaverton to 60% in Tigard to 88% homeownership rates in Happy Valley.
- **Homeownership in Wilsonville decreased between 2000 and 2010.** The homeownership rate decreased from 54% in 2000 to 45% in 2010. Some of this decrease can be attributed to the national and statewide decreases in homeownership rates.
- **Homeownership rates vary widely between housing types,** with single-family housing types having much higher homeownership rates than multifamily types. In Wilsonville in 2007-2011, 88% of single-family detached housing was owner-occupied, which is slightly higher than is typical for cities the size of Wilsonville. About 3% of housing in buildings with five or more units was owner-occupied, which is typical for a city the size of Wilsonville.

### Residential development density over the 2000 to 2012 period

- **Wilsonville's average development density is higher than the minimum density required by OAR 660-007.** Between 2000 and 2012, Wilsonville's average residential development density was 12.4 dwellings per net acre.<sup>5</sup> OAR 660-007 requires that Wilsonville designate land to allow the opportunity for housing development with

---

<sup>5</sup> OAR 660-024-0010(6) defines Net Buildable Acres as follows: "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.

This report uses a definition of "net acre" that is consistent with the definition in OAR 660-024. A net acre is defined as including the parcel upon which residential dwellings are constructed, including any open space provided on that parcel. Net acreage does not include public or private rights of way, city or homeowners association park land, homeowners association-owned common tracts in the net area, or land with constraints that significantly constrains development (e.g., land in a Significant Resource Overlay Zone (SROZ) in Wilsonville).

a minimum density of 8 dwelling units per net acre for new development. Between 2000 and 2012, Wilsonville exceeded this target.

- **Wilsonville's average density was high, in part, because two-thirds of development was multifamily.** Over the 2000 to 2012 period, the City's average multifamily development density was 18.5 dwelling units per net acre.
- **Wilsonville's single-family density is relatively high.** Over the 2000 to 2012 period, the City's average single-family density was 7.6 dwelling units per net acre, which is close to the average minimum density that Wilsonville is required to plan for by OAR 660-007.

#### Vacancy rates

- **Wilsonville's vacancy rate has been similar to or lower than other urban areas within the Portland Region.** Since the Spring of 2010, Wilsonville's vacancy rates have generally been below 4%, which is comparable to or less than most of the larger cities in the southern portion of the Portland Region. In Spring 2013, Wilsonville's vacancy rate was 3.8%, compared to the Portland/Vancouver Metro average of 3.6%.

## METHODS USED IN THE ANALYSIS

To better understand the dynamics of local housing markets, housing studies commonly include an analysis of housing mix and density. Wilsonville has not completed periodic review since developing its Comprehensive Plan in 1980. The period used in the analysis of housing density and mix is 2000 to 2012 for the following reasons:

- Wilsonville's building permit data is available in a database that tracks information since 2005. Data prior to 2005, building permit data is only available on a permit-by-permit basis, from paper records. Compiling an accurate, complete historical database of residential development from 1980 to 1999 would be time consuming for City staff.

The City also has a database of dwelling units by year that dates back to 1980 and describes the mix of dwelling unit types in Wilsonville. To ensure accuracy for this study, the City checked building permit data against the database of dwelling units.

- In addition, the City changed development policies in 2000, with substantial revisions to its zoning code. Among other changes, this revision included the addition of density requirements in planned unit development areas, which include the majority of vacant residential



land in Wilsonville. Even if staff were able to develop an accurate database of development between 1980 and 1999, this development occurred under outdated development policies and is not reflective of current residential development policies.

The housing needs analysis presents information about residential development by housing types. There are multiple ways that housing types could be grouped. For example, housing types could be grouped by:

- (1) Structure type (e.g., single-family detached, apartments, etc.)
- (2) Tenure (e.g., distinguishing unit type by owner or renter units)
- (3) Housing affordability (e.g., units affordable at given income levels)
- (4) Some combination of these categories

For the purposes of this study, ECONorthwest grouped housing types based on: (1) whether the structure is stand-alone or attached to another structure; and (2) the number of dwelling units in each structure. The housing types used in this analysis are:

- **Single-family detached** includes single-family detached units and manufactured homes on lots and in mobile home parks.
- **Single-family attached** includes townhouses, row houses, and other attached structures that are generally located on an individual tax lots.<sup>6</sup>
- **Multifamily** is all attached structures, ranging from duplexes to tri- and quad-plexes to structures with more than five units. Lower density attached housing (e.g., duplexes or quad-plexes) and higher density attached housing (e.g., multi-story condominium or apartment buildings) are both included in this category because they meet the definition of multifamily housing in OAR 660-007, described below.

This distinction in housing types meet the requirements of OAR 660-007 to "Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing..."

One of the key sources for data about housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

---

<sup>6</sup> In some instances, single-family attached is included with single-family detached because the source data does not distinguish between these types of housing. These housing types are most commonly blended in Wilsonville's building permit data. Where these housing types are blended, they are labeled "single-family" (rather than "single-family detached") and the table or figure notes this fact.

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of the 2010 Decennial Census, the Census Bureau does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the U.S. The 2011 ACS sampled about 3.3 million households in 2011 or about 2.5% of the households in the nation. The ACS collects detailed information about households, such as: demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

For cities with a population of fewer than 20,000—which included Wilsonville until 2012—ACS data is only available as a 5-year estimate because the ACS sample is not large enough to give statistically significant results from a one-year sample. The 2007-2011 ACS employs a continuous measurement methodology that uses a monthly sample of the U.S. population. By pooling several years of survey responses, the ACS can generate detailed statistical portraits of small geographies, such as Wilsonville.

For example, the 2007-2011 ACS shows that Wilsonville's median household income was about \$51,000. This estimate of income was generated from households' responses to the ACS in each of the five years of the period (i.e., 2007, 2008, etc.). This median is not an average of medians but the median for all ACS responses collected from Wilsonville households over the five-year period.

In general, this report uses data from the 2007-2011 ACS for Wilsonville. Where information is available, we report information from the 2010 Decennial Census.



## NATIONAL HOUSING MARKET TRENDS

The following evaluation of housing trends is based on previous research conducted by ECONorthwest for other housing needs studies as well as new research. This evaluation is based, in part, on conclusions from *The State of the Nation's Housing*, a 2012 report from the Joint Center for Housing Studies of Harvard University.

"After several false starts, there is reason to believe that 2012 will mark the beginning of a true housing market recovery. Sustained employment growth remains key, providing the stimulus for stronger household growth and bringing relief to some distressed homeowners. Many rental markets have already turned the corner, giving a lift to multifamily construction but also eroding affordability for many low-income households. While gaining ground, the homeowner market still faces multiple challenges. If the broader economy weakens in the short term, the housing rebound could again stall."

The national housing market continues to suffer from a large backlog of foreclosed homes, large numbers of 'underwater' mortgages, and high vacancy rates. The eventual recovery of the national housing market is dependent on near-term resolution of outstanding foreclosures and long-term job growth and expansion of the economy.

This evaluation presents a mixed outlook for housing markets with some signs of improvement in the jobs sector countered by the difficulty of acquiring new loans and reduced expectations for household growth. Following are some other relevant findings from the 2011 and 2012 Harvard reports:

- The last seven years saw a continuation of the significant departure from the recent housing boom that had lasted for 13 consecutive years (1992-2005). By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and recession. The slowdown has continued through 2012, although the national housing market shows signs of recovery.
- The on-going recovery from the housing downturn is weaker than any housing cycle since the 1970's. Most notably, housing starts have been below 1 million units per year since 2009, with little of the rebound present after housing troughs seen in other decades.
- The number of delinquent loans or home foreclosures has begun to decrease, although a large number of homes remain in foreclosure proceedings. The number of loans 90 days or more delinquent decreased since its peak in late 2009. The backlog of loans in the

foreclosure process decreased only slightly between late 2009 and 2012.

- Since 2008, foreclosures have contributed to sharp decrease in housing prices, leaving roughly 11.1 million homeowners underwater on their mortgages (where the value of the house is less than the owner's mortgage). These loans equate to \$717 billion in negative equity.
- Homeownership peaked at 69.9% in 2005. After 13 successive years of increases, the national homeownership rate slipped each year from 2005 to 2011 and was at 65.4% in the first quarter of 2012. The Joint Center for Housing Studies predicts that the homeownership rate will continue to decline in the near-term due to the foreclosure backlog and tight credit conditions.
- Nationally, the rental market continues to experience growth, adding 1.0 million rental households in 2011 and averaging 730,000 new rental households per year from 2005 through 2011. After an increase in the overall rental vacancy rate from 9.6% in 2007 to 10.6% in 2009, the rental market has begun to tighten. The rental vacancy rate fell to 9.5% in 2011.

## REGIONAL AND LOCAL HOUSING MARKET TRENDS

### Residential development trends

Wilsonville had a total of 9,100 dwelling units in 2012. Figure 3-1 and Table 3-1 show residential building permits issued in Wilsonville between January 1, 2000 and December 31, 2012. During this period, the City issued permits for a total of 2,862 dwelling units or one-third of Wilsonville's total housing stock. Wilsonville permitted an average of 220 dwelling units annually. More than 400 units were permitted each year in 2006, 2011, and 2012.

The number of single-family units permitted, which includes both single-family detached and attached dwellings, was relatively stable over the 13-year period, averaging 75 units permitted annually. The largest number of single-family permits was issued between 2004 and 2007, consistent with the national housing market boom.

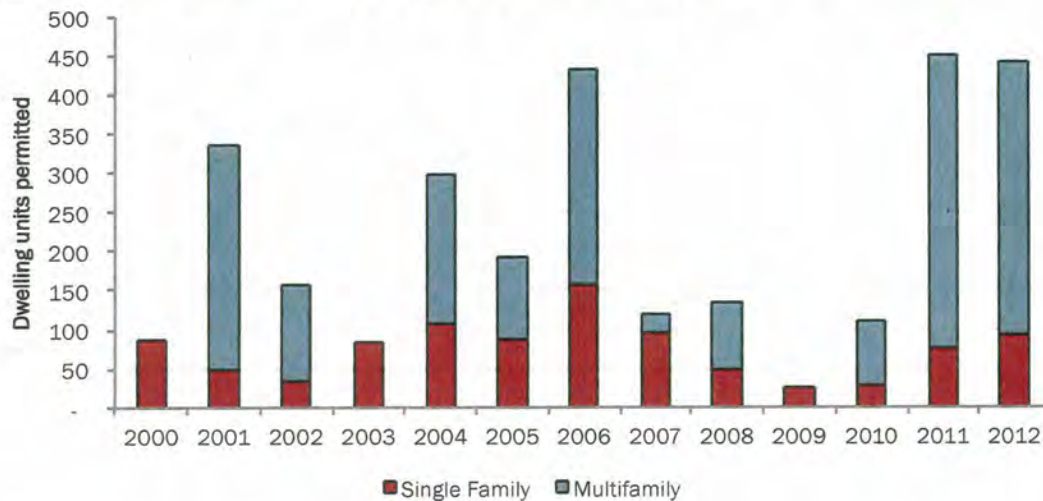
While the number of permits issued decreased substantially in 2009 and 2010, the number of single-family permits issued in 2011 and 2012 rebounded to at or above the period average. The major reason for this was construction of single-family dwellings in Villebois. This rebound suggests that Wilsonville's



housing market was less impacted by the national and regional housing market decline that started in 2008, and Wilsonville's housing market is rebounding relatively quickly.

Two-thirds of units permitted during the 2000-2013 period were multifamily housing, which includes apartments, condominiums, and congregate housing. The number of multifamily dwellings permitted varied from zero in 2000 and 2003 to more than 400 annually in 2006, 2011, and 2012. The large number of units permitted in 2011 and 2012 also suggests that demand for housing in Wilsonville has remained strong, despite the recent national and regional housing market decline.

**Figure 3-1. Dwelling units approved through building permits issued for new residential construction, Wilsonville, January 1, 2000 to December 31, 2012**



Source: City of Wilsonville Building Permit Database 2012 and Comprehensive Plan and Zoning designations; Analysis by ECONorthwest

Note: Single-family includes single-family detached, single-family attached, and manufactured homes, not including accessory dwelling units.

**Table 3-1. Dwelling units approved through building permits issued for new residential construction, Wilsonville, January 1, 2000 to December 31, 2012**

<b>Year</b>	<b>Single Family</b>	<b>Multifamily</b>	<b>Total</b>
2000	87	-	87
2001	49	286	335
2002	34	122	156
2003	83	-	83
2004	107	190	297
2005	87	106	193
2006	158	274	432
2007	97	21	118
2008	50	85	135
2009	24	-	24
2010	27	84	111
2011	75	376	451
2012	92	348	440
<b>Summary of Units Permitted</b>			
<b>Total</b>	<b>970</b>	<b>1,892</b>	<b>2,862</b>
<b>Percent</b>	<b>34%</b>	<b>66%</b>	<b>100%</b>
<b>Annual Average</b>	<b>75</b>	<b>146</b>	<b>220</b>

Source: City of Wilsonville Building Permit Database 2012 and Comprehensive Plan and Zoning designations;  
Analysis by ECONorthwest

Note: Single-family includes single-family detached, single-family attached, and manufactured homes.



The images below show examples of multifamily housing developed in Wilsonville between 2000 and 2012.

Canyon Creek North, 2001



Spring Ridge, an assisted living facility in Charbonneau



Canyon Creek North, 2002



Village at Main, 2004



Jory Trail, 2011-2012



Bell Tower, 2011-2012



The Charleston, Villebois





Table 3-2 shows the permits issued for both new single-family and new multifamily dwellings in selected cities in the Portland Region between 2000 and 2012. Table 3-2 shows that the majority of housing development in the region occurred in Portland and Hillsboro. Wilsonville accounted for 3% of single-family units permitted and 6% of multifamily units permitted within the Portland Region.

**Table 3-2. Total permitted single-family and multifamily dwellings by year, selected cities in the Portland Region, 2000 to 2012**

	Single-family detached		Multifamily		Total	
	Units	Percent of Region	Units	Percent of Region	Units	Percent of Region
Beaverton	2,991	8%	2,937	9%	5,928	9%
Forest Grove	1,216	3%	251	1%	1,467	2%
Happy Valley	2,667	7%	163	1%	2,830	4%
Hillsboro	6,379	17%	4,082	13%	10,461	15%
Lake Oswego	1,042	3%	104	0%	1,146	2%
Milwaukie	179	0%	68	0%	247	0%
Oregon City	2,817	8%	206	1%	3,023	4%
Portland	11,090	30%	21,138	66%	32,228	46%
Sherwood	1,920	5%	265	1%	2,185	3%
Tigard	3,133	8%	214	1%	3,347	5%
Troutdale	627	2%	402	1%	1,029	1%
Tualatin	1,100	3%	281	1%	1,381	2%
West Linn	1,359	4%	147	0%	1,506	2%
Wilsonville	970	3%	1,892	6%	2,862	4%
<b>Total units permitted in selected cities</b>	<b>37,490</b>	<b>100%</b>	<b>32,150</b>	<b>100%</b>	<b>69,641</b>	<b>100%</b>

Source: U.S. Census, Building permits data site, <http://censtats.census.gov/bldg/bldgprmt.shtml>

Note: Wilsonville data is based on the permit data in Table 3-1 from the City of Wilsonville, not from the Census

Note: For Wilsonville, Single-family includes single-family detached, single-family attached, and manufactured homes.

## Trends in foreclosures

Housing foreclosure activity was substantially higher than normal between 2007 and 2012. Nationally, foreclosure activity is decreasing after the peak in 2009. In Oregon, Clackamas County, and Washington County, foreclosure activity decreased from highs in 2011, with large decreases in foreclosures starting the Fourth Quarter of 2012. Compared to Third Quarter 2012, foreclosure related activity (e.g., foreclosure inventories and foreclosure filings) decreased by more than half at the State-level and by more than 60% in Clackamas and Washington Counties.

Foreclosure activity in Wilsonville and nearby cities (e.g., Tigard, Tualatin, Beaverton, or Hillsboro) followed the same pattern. Foreclosure filings in



Wilsonville and nearby cities decreased by about 90% between Third Quarter 2012 and Third Quarter 2013. The number of for-sale dwellings in foreclosure decreased by more than 70% in Wilsonville and nearby cities over the same period.

## Trends in housing mix

Housing mix is the mixture of housing structure types (e.g., single-family detached or apartments) within a city. The housing mix by type (i.e., percentage of single family or multi-family units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, demographic characteristics, and amount of land zoned to allow different housing types and densities.

This section presents housing mix data for two periods (1) housing mix over the 2001 to 2012 period based on data from the City of Wilsonville and (2) housing mix over the 2000 to 2007-2011 period based on data from the American Community Survey from the U.S. Census.

There are several ways to look at change in housing mix over time, each of which shows a slightly different mix of housing. Table 3-3 shows the mix of housing units in Wilsonville in the fourth quarter of 2012.

**Table 3-3. Wilsonville Housing Unit Inventory, 2012**

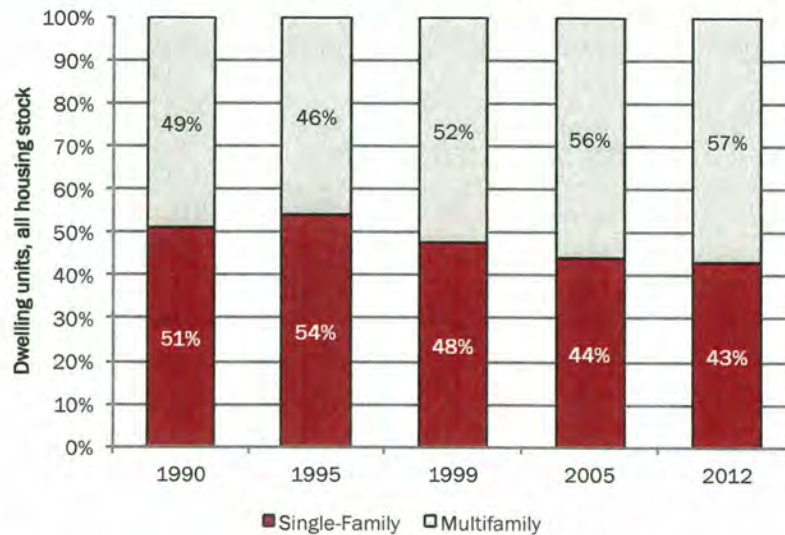
Housing type	Number of units	Percent of total
<b>Single-Family</b>	<b>3,931</b>	<b>42%</b>
Single-Family	3,768	40%
Mobile Home	163	2%
<b>Multifamily</b>	<b>5,486</b>	<b>58%</b>
Duplex	68	1%
Condominium	563	6%
Apartment	4,855	52%
<b>Total</b>	<b>9,417</b>	<b>100%</b>

Source: Wilsonville Housing Unit Inventory, 4th quarter 2012

Note: Single-family includes single-family detached, single-family attached, and manufactured homes.

Figure 3-2 shows changes in the mix of Wilsonville's housing stock from 1990 to 2012. The percentage of single-family housing varied from 54% in 1995 to 43% in 2012.

Figure 3-2. Change in housing mix, all housing stock, Wilsonville, 1990 to 2012



Source: 1990: Annual City housing inventory report, 1995: Annual City housing inventory report, 1999: Comprehensive Plan, 2005: 2005 Wilsonville Housing Study, 2012: Annual City housing inventory report

OAR 660-007-0030 requires that jurisdictions “Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances.” This means that the City is required to designate sufficient land in zones that allow multifamily housing so that half of all new housing could be multifamily.

Starting with its Comprehensive Plan in 1980, Wilsonville has planned for growth of an industrial base surrounded by quality residential areas that feature a mix of single and multi-family development, with an emphasis on open space and the natural environment. Providing a mix of housing types and densities to create a whole community was envisioned in the original Comprehensive Plan map and text. Land within the City that was planned for residential use was allocated a minimum and maximum density per acre. The planned densities have generally not changed since 1980.

For example, Wilsonville’s current Comprehensive Plan includes the following policy: “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 implementation measure for this policy states that Wilsonville encourages “...the construction and development of diverse housing types, but maintain a general balance according to housing type and geographic distribution, both presently and in the future. Such housing types may include, but shall not be limited to: Apartments, single-family detached, single-family common wall,

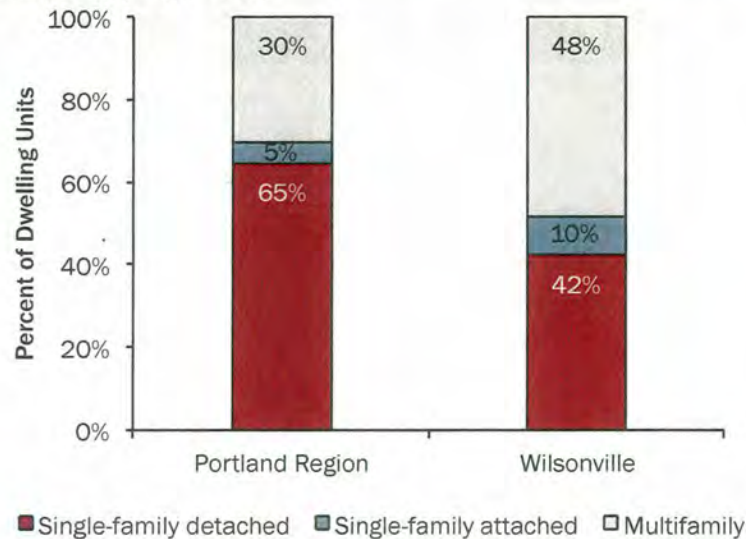


manufactured homes, mobile homes, modular homes, and condominiums in various structural forms.”<sup>7</sup>

Based on the City’s Comprehensive Plan and Zoning policies, the City has met the requirement of OAR 660-007-0030. Additionally, development is effectively implementing the adopted policies.

To put Wilsonville’s housing mix in the regional context, Figure 3-3 shows unit type for the Portland Region<sup>8</sup> and Wilsonville in 2007-2011. Relative to the region, Wilsonville has a high percentage of multifamily units and a low percentage of single-family detached units.

**Figure 3-3. Dwelling units by type, all housing stock, Portland Region and Wilsonville, 2007-2011**



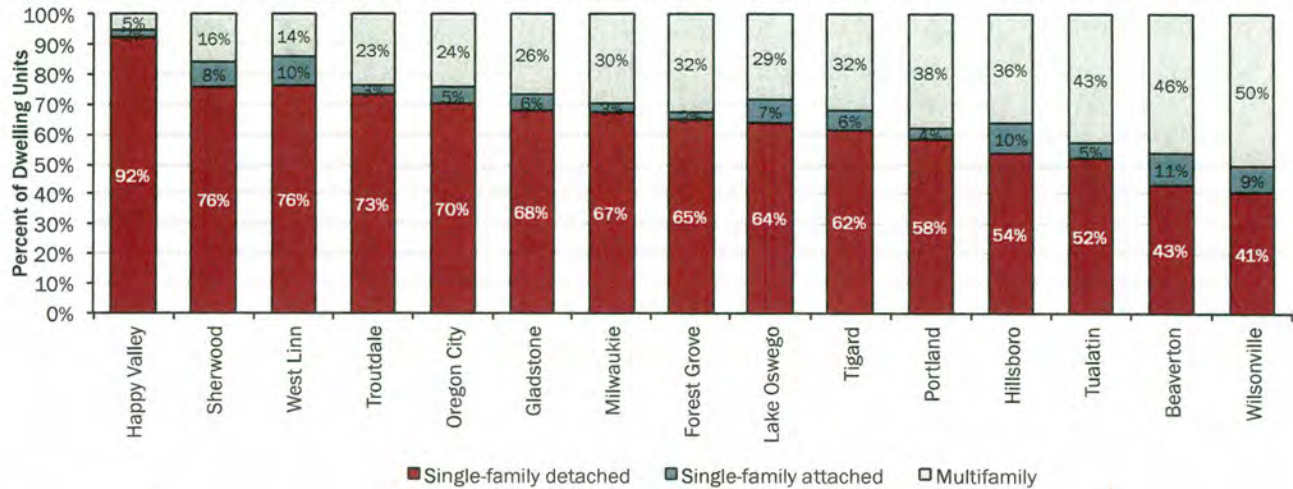
Source: 2007-2011 American Community Survey B25032

<sup>7</sup> Comprehensive Plan Policy 4.1.4 and Implementation Measure 4.1.4.d.

<sup>8</sup> In this report, the Portland Region is defined as Clackamas, Multnomah, and Washington Counties in Oregon.

Figure 3-4 shows the housing mix of all housing stock for fifteen cities in the Metro UGB in 2007-2011. Wilsonville had the highest percentage of multifamily housing of the cities shown.

**Figure 3-4. Dwelling units by type, all housing stock, selected cities in the Portland Region, 2007-2011**



Source: 2007-2011 American Community Survey B25024



## Trends in homeownership

This section describes homeownership trends, nationally as well as in the Portland Region and Wilsonville.

### *National trends in homeownership*

Census data shows that the majority of housing in the U.S. is owner-occupied. According to analysis by the Joint Center for Housing Studies of Harvard University, the long-term market outlook shows that homeownership is still the preferred tenure, despite decreases in homeownership rates since 2006. The Urban Land Institute forecasts that homeownership will decline to the low 60 percent range by 2015.<sup>9</sup> In the longer-run, additional increases in homeownership rates depend, in part, on the potential owners' ability to purchase homes in the future, as well as whether the conditions that have led to homeownership growth can be sustained.

The Joint Center for Housing Studies indicates that demand for new homes could total as many as 17 million units nationally between 2010 and 2020. The location of these homes may be different than recent trends, which favored lower-density development on the urban fringe and suburban areas. The Urban Land Institute identifies the markets that have the most growth potential are "global gateway, 24-hour markets," which are primary coastal cities with international airport hubs (e.g., Washington D.C., New York City, or San Francisco). Development in these areas may be nearer city centers, with denser infill types of development.<sup>10</sup>

### *Local and regional trends in homeownership*

Figure 3-5 shows changes in Wilsonville's tenure, which is the rate of homeownership and renting, for occupied units from 2000 to 2010. Wilsonville's tenure shifted over the period, with an 8% decrease in homeownership. About 54% of occupied housing in Wilsonville was renter-occupied in 2010, up from 46% in 2000.

The change in homeownership rates is the result of changes in the local, regional, and national housing markets, including changes in lending practices and broader economic conditions. The previous section described the changes in national homeownership rates. Wilsonville's change in homeownership rates is also a reflection of the mix of housing in Wilsonville.

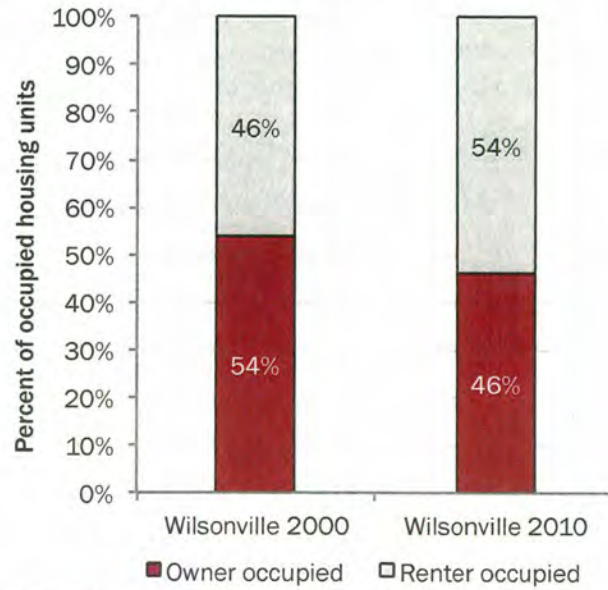
---

<sup>9</sup> John McIlwain, "Housing in America: The Next Decade," Urban Land Institute

<sup>10</sup> Urban Land Institute, "2011 Emerging Trends in Real Estate"

Figure 3-2 shows that the share of single-family housing, which is most frequently owner-occupied, decreased between 1999 and 2012.

**Figure 3-5. Change in tenure, occupied units, Wilsonville, 2000 and 2010**

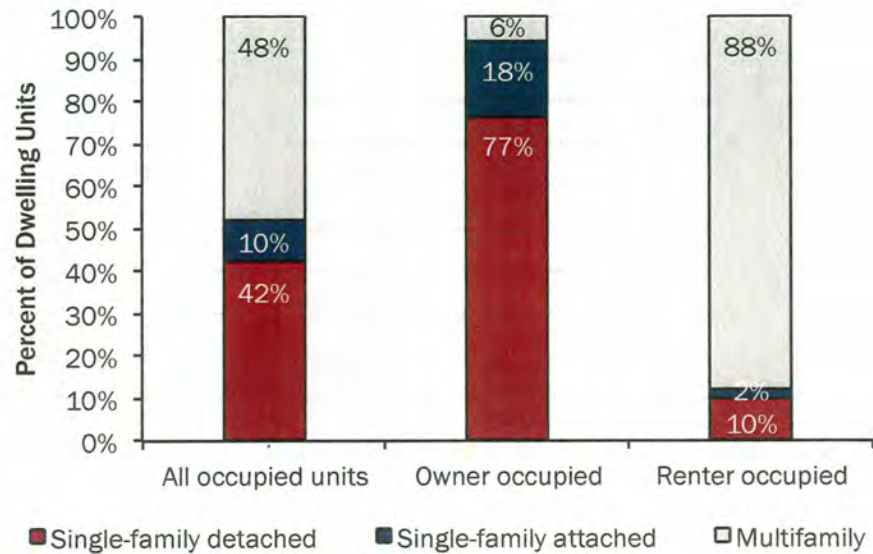


Source: 2000 Census SF1 H004, 2010 Census SF1 H4.



Figure 3-6 shows type of dwelling by tenure (owner or renter-occupied) in Wilsonville for the 2007-2011 period. Single-family housing (both attached and detached) was primarily owner-occupied, while multifamily housing was primarily renter-occupied. The homeownership rate for households in single-family detached housing was 88% and 6% for multifamily structures.

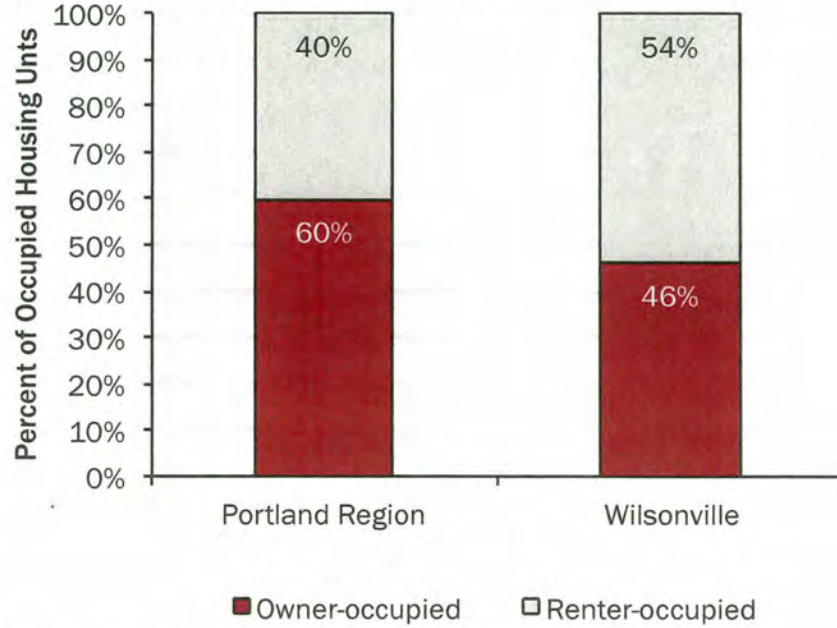
**Figure 3-6. Tenure by housing type, Wilsonville, 2007-2011**



Source: 2007-2011 American Community Survey, B25032.

Figure 3-7 shows tenure in 2010 for the Portland Region and Wilsonville. The 2010 homeownership rate in Wilsonville was 46%, lower than Clackamas County (69%), Washington County (61%), or the Portland Region (60%). More than half of Wilsonville's dwelling units are renter-occupied.

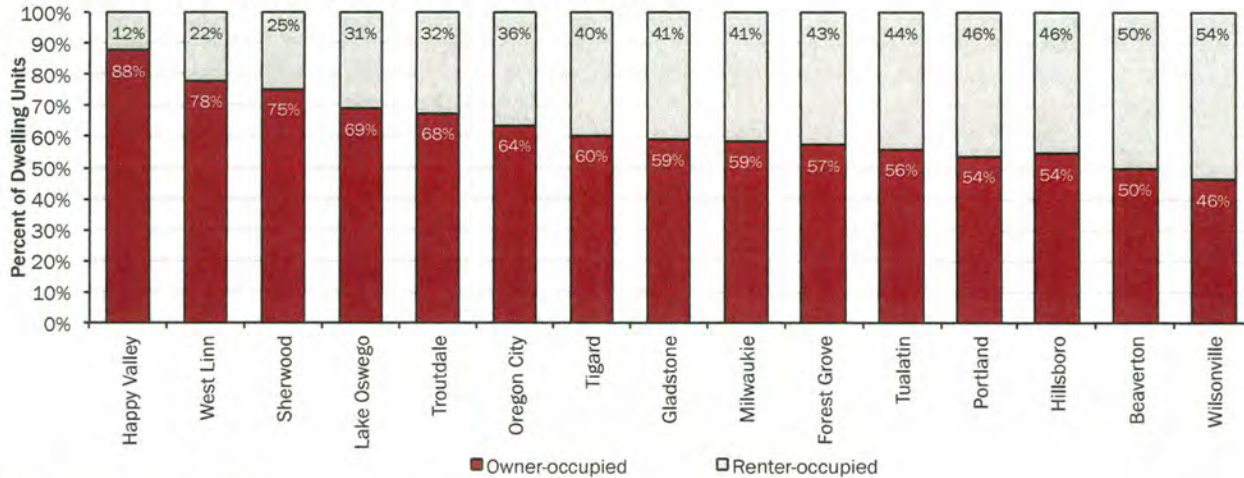
**Figure 3-7. Tenure, Portland Region and Wilsonville, 2010**



Source: 2010 US Census, H14

Figure 3-8 shows tenure for 15 cities in the Portland Metro UGB. In 2010, Wilsonville had the lowest homeownership rate of the cities shown.

**Figure 3-8. Tenure, selected cities in the Metro UGB, 2010**



Source: 2010 US Census, H14



## Residential development density in Wilsonville

Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre.<sup>11</sup> Housing needs analysis commonly include an analysis of historical residential densities to provide factual information to estimate future residential densities.

Table 3-4 and Table 3-5 show residential density in Wilsonville, based on development between 2000 and 2012.<sup>12</sup> The density analysis is based on building permit, Comprehensive Plan Designations, and tax lot information. This analysis considers density based on residential land in lots, excluding land in that was developable minus constraints (e.g., land in Wilsonville's Significant Resource Overlay Zone (SROZ)), public rights-of-way, and land in public open space.

---

<sup>11</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

<sup>12</sup> Though the text of the Comprehensive Plan does not specify whether the assigned densities are per gross or net acre, to the best knowledge of Planning staff and the City Attorney, it has always been interpreted by the City as being "gross". The 1971 General Plan specifically described density as number of units per gross acre, but the Comprehensive Plans since have not been clear. From 1980 through 1999, the Development Code included a policy about how to calculate the density of PDR sites, and this policy describes inclusion of streets, open space, dedications, etc., which amounts to "gross acreage". In 1997, when the City first submitted to Metro its planned capacity for housing, the estimates were derived from the Comprehensive Plan density designations, and described as being per gross acre. That 1997 capacity estimate set Wilsonville's long-term capacity for housing development with respect to regional requirements. All PDR applications since 2000 that staff has reviewed interpret the Comprehensive Plan density ranges as being per gross acre.

Table 3-4 shows Wilsonville's residential development density by Comprehensive Plan Designations for the 2000 to 2012 period:

- Development density in the **Residential** Plan Designation was 10.8 dwelling units per net acre.
- Development density in the **Village** Plan Designation was 18.0 dwelling units per net acre.<sup>13</sup>
- Development density in the **Industrial** Plan Designation was 8.5 dwelling units per net acre.
- Development density in the **Commercial** Plan Designation was 56.3 dwelling units per net acre.<sup>14</sup>

**Table 3-4. Residential development density by Plan Designation, Wilsonville, 2000 to 2012**

Plan Designation	Dwelling units	Net Acres	Net Density
Residential	1,810	168	10.8
Village	909	50	18.0
Industrial	91	11	8.5
Commercial	52	1	56.3
<b>Total</b>	<b>2,862</b>	<b>230</b>	<b>12.4</b>

Source: City of Wilsonville Building Permit Database 2012 and Comprehensive Plan and Zoning designations; Analysis by ECONorthwest

Note: The actual number of acres of land in Commercial was 0.92, which is rounded up to one acre in Table 3-4

Table 3-5 shows density of residential development constructed in Wilsonville for the 2000 to 2012 period:

- The **average** density of housing developed during the 13-year period was 12.4 dwelling units per net acre.<sup>15</sup>
- The average density of **Single-family** housing (including single-family detached and attached housing) was 7.6 dwelling units per net acre.

<sup>13</sup> The Villebois Master Plan and subsequent development applications calculate net densities differently than does this analysis. The net density calculations for Villebois include the parcels with dwelling units and also alleys (e.g., private rights-of-way) in the net area, resulting in an average built density of 13 dwelling units per net acre. The density calculation for this study did not include or private rights-of-way in net acreage.

<sup>14</sup> Note: The actual number of acres of land in Commercial was 0.92, which is rounded up to one acre in Table 3-4.

<sup>15</sup> Density was calculated by dividing acres by the number of dwelling units. For example, the calculation for single-family density is 982 dwelling units divided by 129 net acres equals 7.6 dwelling units per net acre.



- The average density of **Multifamily** housing was 18.5 dwelling units per net acre.

**Table 3-5. Residential development density by housing type, Wilsonville, 2000 to 2012**

Housing Type	Dwelling units	Net Acres	Net Density
Single-family	982	129	7.6
Multifamily	1,880	102	18.5
<b>Total</b>	<b>2,862</b>	<b>230</b>	<b>12.4</b>

Source: City of Wilsonville Building Permit Database 2012 and Comprehensive Plan and Zoning designations; Analysis by ECONorthwest

Note: Single-family includes single-family detached, single-family attached, and manufactured homes.

Note: The analysis of density did not include SROZ areas

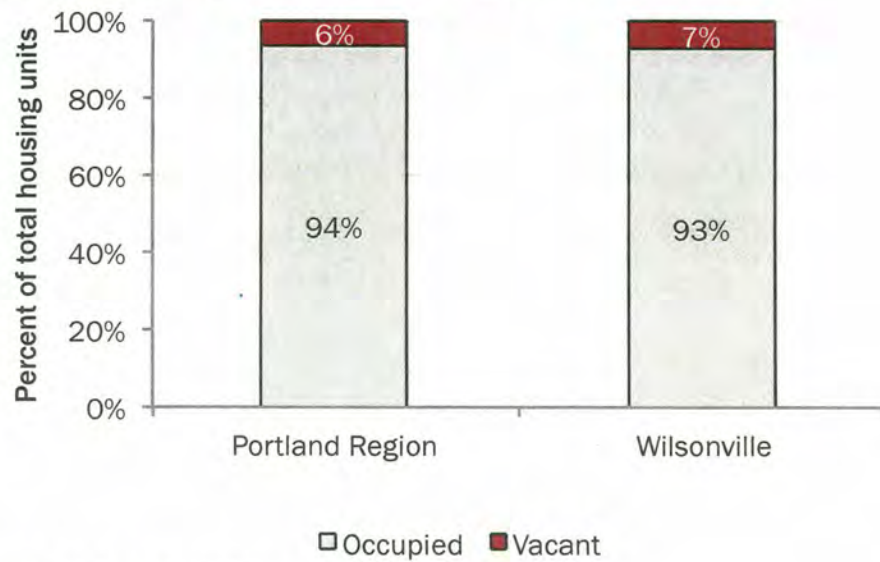
OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. OAR 660-007 requires that Wilsonville “provide for an overall density of eight or more dwelling units per net buildable acre.” The City’s achieved density over the 2000 to 2012 period exceeds this requirement.

## Vacancy rates

Vacancy rates are cyclical and represent the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units.

Figure 3-9 shows vacancy rates in the Portland Region and Wilsonville in 2010. Wilsonville's 2010 vacancy rate was higher than rates in the Portland Region.

**Figure 3-9. Vacancy rates for Portland Region and Wilsonville, 2010**



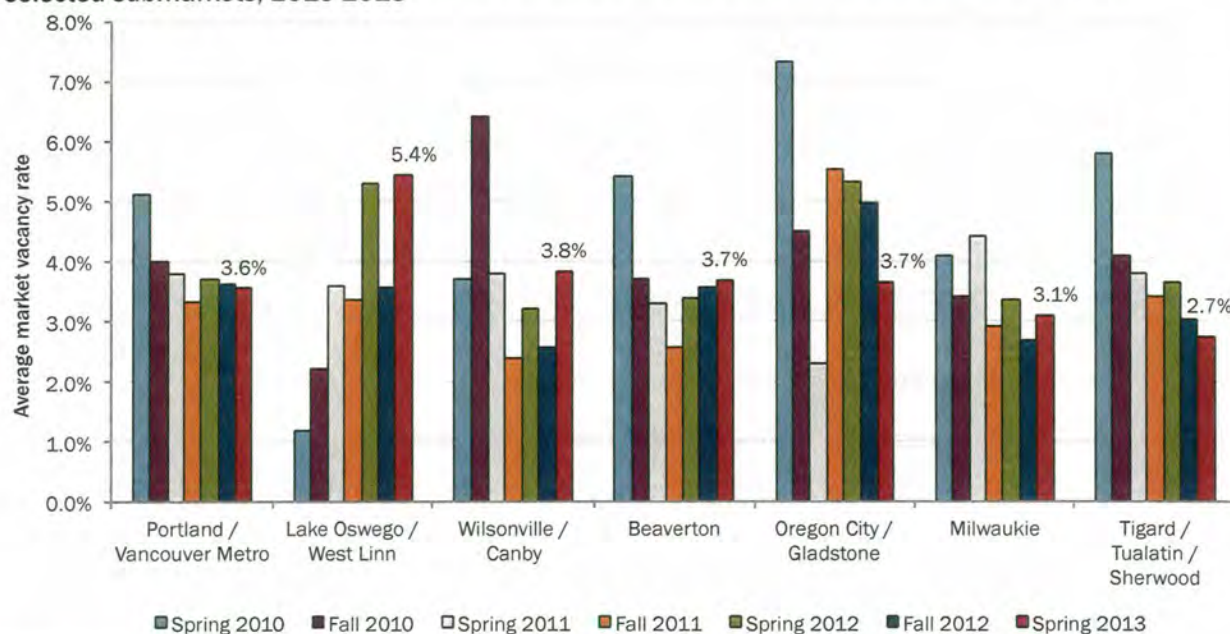
Source: U.S. Census 2010 QT-H1



Multifamily NW tracks trends in the Portland area rental market and publishes a semi-annual report. Figure 3-10 shows average market vacancy rates for apartments for the Portland/Vancouver region and selected submarkets in the south-central Portland Region. According to the Spring 2013 Apartment Report, the vacancy rate for apartments in Wilsonville was 3.8%, slightly higher than the regional average of 3.6%.

Multifamily vacancy rates vary, in part, as a result of building new multifamily developments. When a new multifamily development comes on the market, it may take months (or longer) for the new units to be absorbed into the housing market through rental of new units. During this absorption period, the vacancy rate will generally increase for multifamily housing.

**Figure 3-10. Average market vacancy rates for apartments, Portland/Vancouver Metro area and selected submarkets, 2010-2013**



Multifamily NW Apartment Reports, Spring 2010 – Spring 2013.

## Chapter 4. Demographic and Other Factors Affecting Residential Development in Wilsonville

---

Demographic trends are important to a thorough understanding of the dynamics of the Wilsonville housing market. Wilsonville exists in a regional economy; trends in the region impact the local housing market. This chapter documents national, state, and regional demographic, socioeconomic, and other trends relevant to Wilsonville.

Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare Wilsonville to Clackamas and Washington Counties and the Portland Region (defined here as Clackamas, Multnomah, and Washington Counties) where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

### SUMMARY OF THE FACTORS THAT AFFECT RESIDENTIAL DEVELOPMENT

#### Key findings

##### Demographic trends over the 2000 to 2010 period

- **Wilsonville's population grew at a faster rate than the Region or counties.** Wilsonville nearly tripled in size between 1990 and 2012, growing from 7,100 people in 1990 to over 20,500 in 2012. Between 1990 and 2012, Wilsonville grew at an average annual rate of 4.9%.
- **Wilsonville's population was younger than the Region's population.** Median age in Wilsonville was 36 in 2010, younger than Clackamas County (median age: 41) and slightly older than Washington County (median age: 35).
- **People over 60 years are forecast to have the fastest growth in the Region.** In the Portland Region, the percentage of population that is 60 years and older is projected to increase from 14% of the population in 2000 to 23% in 2040.
- **The Hispanic population is growing faster in Wilsonville than other racial or ethnic groups.** Between 2000 and 2010, Wilsonville's Hispanic



population grew by 143%, compared with 74% growth in Clackamas County and 67% growth in Washington County.

- **The Hispanic population is projected to continue to be the fastest growing group in the nation over the next decades.** The U.S. Census forecasts that Hispanics will account for 25% of the nation's population by 2050.

#### Household composition in Wilsonville

- **Wilsonville had smaller household sizes than the Regional average.** The average household size in Wilsonville was approximately 2.3 persons per household in 2010; in Clackamas and Washington Counties, it was 2.6 and in the Portland Region it was 2.5.
- **Wilsonville had a larger percentage of single-person households than Clackamas or Washington counties.** In 2010, 33% of Wilsonville's households were single-person, compared with 24% of Clackamas County's households and 25% of Washington County's households. Wilsonville's percentage of single-person households increased from 28% in 2000 to 33% in 2010.

#### Commuting trends

- **Residents of Wilsonville typically had shorter commutes than the regional average.** Thirty-five percent of Wilsonville residents commute less than 15 minutes, compared to 27% of Clackamas County residents, 27% of Washington County residents, or 25% of Portland Region residents.
- **Wilsonville imports workers from the Portland Region.** About 16,000 people commute to Wilsonville to work, mostly from Clackamas and Washington County.
- **Relatively few people live and work in Wilsonville.** About 1,000 people live and work in Wilsonville.
- **The majority of Wilsonville's workers commute to work in other parts of the Portland Region.** About 5,100 workers commute from Wilsonville to work across the Portland Region.

#### Changes in housing costs

- **Sales prices for single-family dwellings in Wilsonville increased over the 2000 to 2012 period but at a slower rate than the Regional average.** Between 2000 and 2012, average sales prices in Wilsonville increased by \$75,000 (31%), compared to a 54% increase in Portland Region and Washington County and 36% in Clackamas County.

- **Home sales price in Wilsonville peaked above the Regional average.** Average sales price in Wilsonville was about \$473,300 in 2007, compared with the average of \$354,700 in the Portland Region.
- **Rental costs in 2013 in Wilsonville were lower than the Regional average.** Average rent in the Wilsonville/Canby submarket was \$0.94 per square foot in Spring 2013, lower than the regional average of \$1.04 per square foot.

#### **Trends in income and housing affordability**

- **Residents of Wilsonville had lower incomes than the average for residents of Clackamas County and Washington County.** The median household income in Wilsonville was \$55,316, lower than Clackamas County (\$63,790) or Washington County (\$63,814). Wilsonville's median household income was higher than cities such as Beaverton, Portland, and Milwaukie. Wilsonville's median household income was lower than cities such as Happy Valley, West Linn, and Lake Oswego.
- **Wilsonville's households were cost burdened at about the same rate as all households in the Region.<sup>16</sup>** The percentage of Wilsonville households who were cost burdened (41% of households) was similar to the average for the Portland Region and slightly above the percentages in Washington County (38%) and Clackamas County (40%).
- **Renters were more likely to be cost burdened in Wilsonville and in the Region.** The rate of cost burden was much higher for renters (48%) than for homeowners (31%) in Wilsonville. In comparison, 40% of Clackamas County households and 38% of Washington County households were cost burdened in 2007-2011.
- **Homeownership costs increased faster than incomes in Wilsonville and in the Region.** The ratio of housing value to household income in Wilsonville increased from 4.1 in 2000 to 6.7 during 2007-2011. In Clackamas County, the ratio increased from 4.7 to 5.1. In Washington County, the ratio increased from 3.5 to 4.4.

#### **Implications for housing need in Wilsonville**

Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in

---

<sup>16</sup> HUD guidelines indicate that households paying more than 30% of their income on housing are "cost burdened."



several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census helps to describe the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;
- Homeownership rates increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a stronger determinate of tenure and housing type choice for all age categories.

Demographic information about the Wilsonville and the region that will affect the housing needs for the city include the following:

- *Age.* Wilsonville's households are aging, consistent with Regional and national trends. However, Wilsonville's households are, on average, younger than the Regional average. It is unclear from the data whether Wilsonville is attracting more younger people because Wilsonville has a larger share of affordable multifamily housing or whether they are attracted to Wilsonville for other reasons (e.g., high quality of life). What is clear is that most people who live in Wilsonville work someplace else. While we have no strong data on causation, people clearly find Wilsonville attractive as a place of residence. Potential factors could include location; age, type or configuration of housing (e.g., urban villages such as Villebois), cost of housing (probably a stronger factor for renters); and community amenities such as access to the Willamette River, recreation facilities, or shopping.

If Wilsonville continues to attract younger households, the City will continue to have demand for lower-cost housing, such as for multifamily renters. The biggest question, with implications for Wilsonville's future housing needs, is whether younger people who move to Wilsonville for rental opportunities will continue to live in Wilsonville if they are ready to become homeowners. The high quality of life and high quality school system in Wilsonville may make the City attractive to young would-be homeowners, if affordable owner housing is available.

- *Household size and composition.* Wilsonville's average household size is smaller than the Regional average. This is attributable, in part, to the fact that Wilsonville has a larger share of younger working aged people, as well as people over 70 years old. In addition, Wilsonville has a comparatively



large share of single-person households. These factors suggest demand for smaller housing, both for renters and owners.

- *Ethnicity.* Wilsonville's population has become more ethnically diverse over the last decade, consistent with Regional and national trends. It is likely that Wilsonville's Hispanic population will continue to grow, as is forecasted for the nation.

If this is the case, there will be implications for the City's housing needs by increasing demand for larger rental units, both multifamily and single-family housing types, as well as affordable housing suitable for families.

- *Income.* Wilsonville's incomes are lower, on average, than the Region's incomes. This suggests that Wilsonville has and will continue to have substantial demand for lower cost housing and/or smaller units, both for renters and owners.
- *Affordability.* Wilsonville's housing sales prices are slightly higher than the Regional average but higher than the averages in some nearby cities (e.g., Hillsboro, Oregon City, or Milwaukie). Housing costs are growing faster than income, making homeownership less affordable in Wilsonville, as well as the Portland region.

Wilsonville's housing market and the demographics of the people living there have implications for economic development efforts in Wilsonville. Two of the key factors that businesses consider when locating in a city are (1) availability of skilled and educated labor, and (2) housing affordability. Wilsonville's residents are generally younger and more educated than the Regional average. Housing prices in Wilsonville are around the Regional averages, with rents a little lower than some nearby cities.

Currently, the majority of Wilsonville's residents commute outside the City for work and the majority of people employed at businesses in Wilsonville commute into the City for work. Reasons for commuting are complex and are related to the local housing market (type, quality, and affordability of housing), household characteristics (e.g., composition of the household), and employment status. This trend existed in 1980 and continues today—underscoring how challenging it is to entice households to live and work in the same community. Implementation strategies that encourage jobs-housing balance are an important step, but ultimately, the factors that affect location choices are largely independent of local policy.

In short, Wilsonville's housing policy alone is unlikely to substantially affect commuting patterns in the southern Portland Region or in Wilsonville. But the City's residential policies can provide opportunities for production of housing that is affordable to a range of households. These policies ensure that, if broader market factors make people less willing to commute (i.e., substantial increases in



gasoline prices or increases in traffic congestion), Wilsonville will be positioned to provide housing for workers at local businesses. They can also create the type of community development patterns that are desirable to individuals who work in Wilsonville.

## DEMOGRAPHIC AND SOCIOECONOMIC FACTORS AFFECTING HOUSING CHOICE

Analysts typically describe housing demand as the *preferences* for different types of housing (i.e., single-family detached or apartment), and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Metro, the agency responsible for regional planning within the Portland metropolitan UGB, uses a decision support tool called Metroscope to model changes in measures of economic, demographic, land use, and transportation activity. Metroscope includes a residential location model, which projects the locations of future households based on factors such as land availability and capacity, cost of development, changes in demographics, changes in employment, and changes in transportation and transit infrastructure. The housing needs analysis in Chapter 5 of this report is based on the Metroscope forecast of household growth in Wilsonville over the next 25 years.

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.<sup>17</sup>

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person

---

<sup>17</sup> The research in this chapter is based on numerous articles and sources of information about housing, including:

*The Case for Multi-family Housing*. Urban Land Institute. 2003

E. Zietz. *Multi-family Housing: A Review of Theory and Evidence*. Journal of Real Estate Research, Volume 25, Number 2. 2003.

C. Rombouts. *Changing Demographics of Homebuyers and Renters*. Multi-family Trends. Winter 2004.

J. McIlwain. *Housing in America: The New Decade*. Urban Land Institute. 2010.

D. Myers and S. Ryu. *Aging Baby Boomers and the Generational Housing Bubble*. Journal of the American Planning Association. Winter 2008.

M. Riche. *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities*. The Brookings Institution Center on Urban and Metropolitan Policy. March 2001.

L. Lachman and D. Brett. *Generation Y: America's New Housing Wave*. Urban Land Institute. 2010.



households. People in their middle years are more likely to live in multiple person households (often with children).

- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Wilsonville over the next 20 years.

## NATIONAL AND STATE DEMOGRAPHIC AND SOCIOECONOMIC TRENDS

### National trends

The following evaluation of housing trends that follows is based on previous research conducted by ECONorthwest for other housing needs studies as well as new research. This evaluation is based, in part, on conclusions from *The State of the Nation's Housing*, a 2012 report from the Joint Center for Housing Studies of Harvard University.

- Despite decades of growth and the recent decline in vacancy rates, rents have failed to keep pace with inflation. Between the peak in late 2008 and 2011, inflation-adjusted rents fell by more than 4%.
- House prices declined since the height of the housing bubble. Between October 2005 and March 2010, the median house price decreased by 26%. The price declines were about 50% greater than price declines at the high end of the housing market. The median home sales price dropped from 4.7 times the median household income in 2005 to 3.4 times the median household income in 2009.
- In 2011, for the first time since the early 1970's, monthly housing costs for mortgages on the typical home were less costly than the average rental unit.
- In 2010, more than one-third of American households spent more than 30% of income on housing, and 18% spent upwards of 50%.<sup>18</sup> The number of severely cost-burdened households (spending more than 50% of income on housing) increased by 6.4 million households from 2001 to 2010, to a total of nearly 20.2 million households in 2010. In 2010, there

---

<sup>18</sup> 2010 American Community Survey, Table B25091 and Table B25070.

was a 5.1 million unit gap between supply and demand for affordable housing units.

- Immigration will play a key role in accelerating household growth over the next 10 years. About 40% of the fall-off in household growth between 2007 and 2011 was due to a drop in immigration. Immigrants have traditionally comprised a growing percent of young adults and children in the United States.
- The largest generation of people in the U.S. is the Echo Boomers, with about 85 million people in 2010.<sup>19</sup> The Echo Boom generation is likely to grow even larger as new immigrants arrive. The oldest Echo Boomers turned 25 in 2010 and are beginning to form households. Echo Boomers will be the primary driver of growth in new households over the next twenty years.
- An aging population, baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. Second home demand among upper-income homebuyers of all ages also continues to grow, many of whom may be younger baby boomers. The ability to purchase second homes may be negatively affected by diminished earnings and lack of equity in primary homes. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes.
- The younger baby boomers face challenges resulting from the decrease in housing values, which has left many households with mortgages that are higher than the worth of the house. It may take years for the value of these houses to equal or exceed the value of the mortgage.

---

<sup>19</sup> Echo Boomers are generally people born between the mid-1980's and the early 2000's. This group is sometimes referred to as Generation Y or the Millennials.



## State Demographic Trends

Oregon's Draft 2011-2015 *Consolidated Plan* includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.<sup>20</sup> The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide. Oregon is:

- Growing more slowly than the national average since 2007
- Facing housing cost increases, higher unemployment, and lower wages, when compared to the nation
- Having higher foreclosure rates since 2005, compared with the previous two decades
- Losing federal subsidies on about 8% of federally subsidized Section 8 housing units
- Losing housing value in some markets within Oregon
- Losing manufactured housing parks, with a 25% decrease in the number of manufactured home parks between 2003 and 2010
- Increasingly older, more diverse, and less affluent households<sup>21</sup>

The US Census shows demographic changes taking place in Oregon. Oregon's minority population grew quickly over the last decade. Minorities made up 16.5% of the population in 2000 and 21.5% of the population in 2010, a 46% increase. Hispanics and Latinos make up a large percentage of that population. The Hispanic population grew rapidly in Oregon during the 2000's. The growth rate of Oregon's non-Hispanic population between 2000 and 2010 was 7.5% compared to 63.5% for Hispanics and Latinos. However, Hispanic per capita income in 2010 was only 47% of white per capita income.

Growth in the Hispanic population slowed after 2007 as the Great Recession took hold and employment opportunities dwindled. If the economy rebounds, the Hispanic population may return to more typical growth during the second half of the 2010's.

The Hispanic population has different housing preferences and homeownership trends than the population as a whole. These include:

---

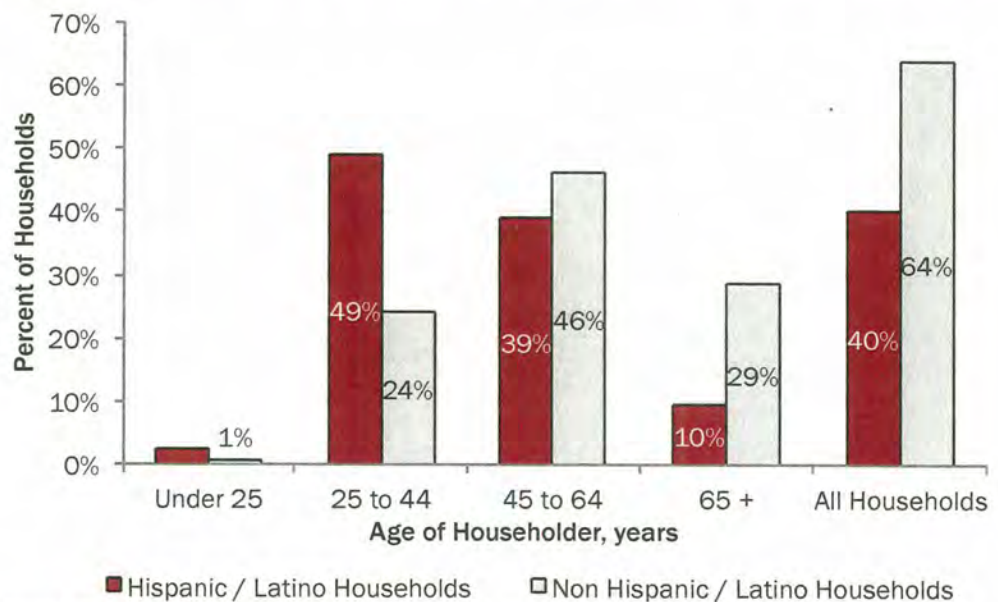
<sup>20</sup> [http://www.ohcs.oregon.gov/OHCS/HRS\\_Consolidated\\_Plan\\_5yearplan.shtml](http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml)

<sup>21</sup> State of Oregon *Draft Consolidated Plan 2011 to 2015*

- **A lower total level of homeownership.** Figure 4-1 shows that a smaller percentage of Hispanic households were homeowners (40%) in 2010, compared with non-Hispanic households (64%).
- **Higher levels of homeownership among young households.** 49% of Hispanic households aged 25 to 44 years were homeowners, compared with 24% of non-Hispanic households.
- **Higher fertility rates than non-Hispanic residents.** In 2010, for Oregon, white non-Hispanic women between the ages of 15 and 50 had 49 births per 1,000, lower than black non-Hispanics (59 per 1,000), and Hispanic (78 per 1,000).

If these trends continue and the Hispanic population grows, there will be more young households (possibly with young children) in the market for purchasing a home. This has implications for the types of housing needed to meet the needs of these households.

**Figure 4-1. Homeownership distribution by age of householder and Hispanic origin, Oregon, 2010**



Source: U.S. Census 2010 SF1 H17, H17H. Table shows the age of the head of household for owner occupied housing units.



## REGIONAL AND LOCAL DEMOGRAPHIC TRENDS

Regional demographic trends largely follow the statewide trends discussed above, but provide additional insight into how demographic trends might affect housing in Wilsonville. Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are: (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity. This section describes those trends.

### Population Growth

Table 4-1 shows population growth for Wilsonville and other areas from 1990 to 2012. Wilsonville grew at a faster rate than the Region or counties, growing from 7,100 people in 1990 to over 20,500 in 2012. Wilsonville grew at an average annual rate of 4.9% between 1990 and 2012 and 3.2% between 2000 and 2012.

Table 4-1. Population change, 1990-2012

	1990	2000	2010	2012	Change 1990 to 2012		
					Number	Percent	AAGR
U.S.	248,709,873	281,421,906	308,745,538	313,914,040	65,204,167	26%	1.1%
Oregon	2,842,337	3,421,399	3,831,074	3,883,735	1,041,398	37%	1.4%
Portland Region	1,174,291	1,444,219	1,641,036	1,672,970	498,679	42%	1.6%
Washington County	311,554	445,342	529,710	542,845	231,291	74%	2.6%
Clackamas County	278,850	338,391	375,992	381,680	102,830	37%	1.4%
Wilsonville	7,106	13,991	19,509	20,515	13,409	189%	4.9%

Source: US Decennial Census 1990, 2000, 2010. PSU Population Research Center 2012. US Census Population Estimates 2012.

Population in-migration (i.e., people moving from other regions, states, and countries) accounts for the majority of population growth in Oregon. Between 1990 and 2012, 71% of Oregon's population growth was the result of in-migration. Over the same period, 69% of Clackamas County and 72% of Washington County's population growth was the result of in-migration.<sup>22</sup>

Between 2010 and 2020, about two-thirds of Oregon's total population growth is projected to be from net migration (in-migration minus out-migration), with the remaining one-third from natural increase (births minus deaths).<sup>23</sup> This is similar to the rates of in-migration during the 1990's when 70% of population growth was from net migration.

<sup>22</sup> Portland State University's Population Research Center reports net migration in their *Annual Oregon Population Report*.

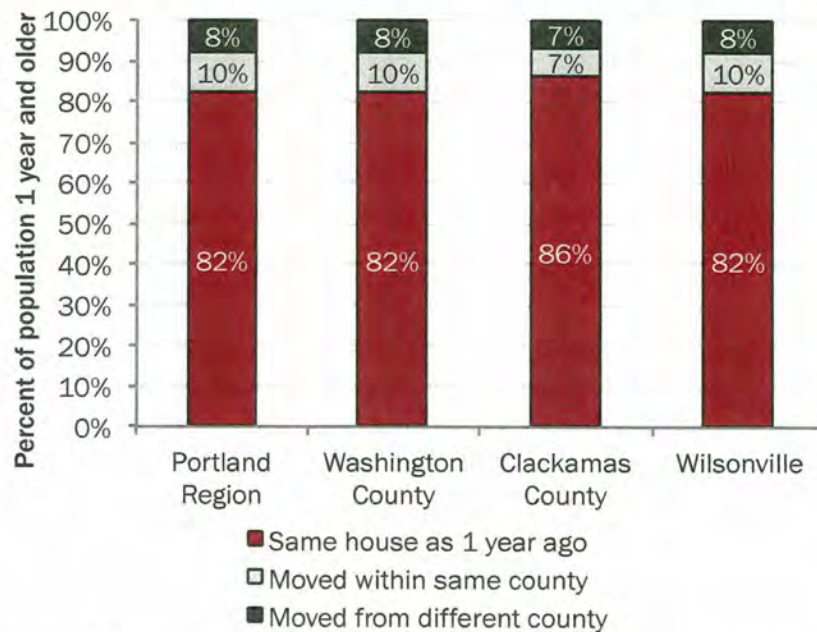
<sup>23</sup> Office of Economic Analysis "Short-Term State Population Forecast through 2020." <http://www.oregon.gov/DAS/OEA/docs/economic/appendixc.pdf>

Migrants to Oregon tend to have many characteristics in common with existing residents, with some differences. Recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 19% of in-migrants but only 11% of the state's population.<sup>24</sup>

Census data show that residents of Wilsonville were similarly mobile to residents of the Portland Region, Washington County, and Clackamas County. Figure 4-2 shows that for 2007-2011, 82% of Wilsonville residents lived in the same house in the year before, compared to 82% of residents of Washington County and the Portland Region and 86% of residents of Clackamas County.

Residents of Wilsonville who moved were similarly likely to have lived in a different county as residents of the Portland Region, Washington County, and Clackamas County. The implication is that Wilsonville experienced a similar percentage of its growth from migration as the region.

**Figure 4-2. Place of residence in the previous year, Portland Region, Washington County, Clackamas County, and Wilsonville, 2007-2011**



Source: U.S. Census American Community Survey 2007-2011, B07003

<sup>24</sup> US Census, American Community Survey, 2006-2010.



## Age Changes

Table 4-2 shows the change in median age for Oregon, Washington County, Clackamas County, and Wilsonville between 2000 and 2010. The data show that median age increased in nearly all areas over the 10-year period. Between 2000 and 2010, Wilsonville's median age increased by 1.2 years, less than the increases in most surrounding cities. In 2010, the median age in Wilsonville was 36.2, younger than the state median and the Clackamas County median.

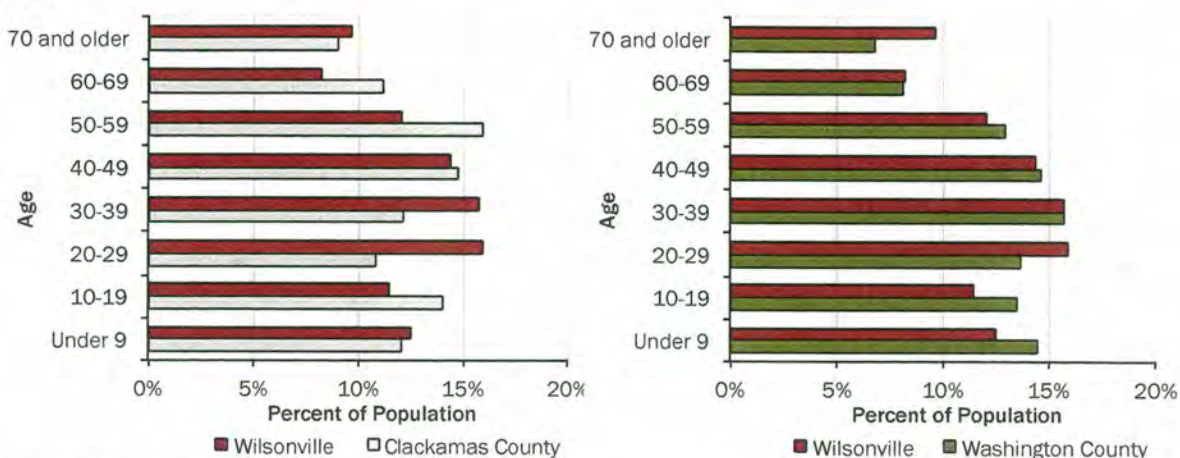
**Table 4-2. Change in median age, Oregon, Washington County, Clackamas County, selected cities in the Portland Region, 2000-2010**

	2000	2010	Change 2000-2010	
			Amount	Percent
Oregon	36.3	38.4	2.1	6%
Washington County	33.0	35.3	2.3	7%
Clackamas County	37.5	40.6	3.1	8%
Hillsboro	29.7	32.0	2.3	8%
Forest Grove	31.3	32.7	1.4	4%
Troutdale	31.8	34.0	2.2	7%
Sherwood	31.4	34.3	2.9	9%
Tualatin	31.9	34.6	2.7	8%
Beaverton	32.6	34.7	2.1	6%
Portland	35.2	35.8	0.6	2%
<b>Wilsonville</b>	<b>35.0</b>	<b>36.2</b>	<b>1.2</b>	<b>3%</b>
Oregon City	32.7	36.3	3.6	11%
Happy Valley	37.1	37.0	-0.1	0%
Tigard	34.5	37.4	2.9	8%
Gladstone	35.5	39.2	3.7	10%
Milwaukie	37.7	39.9	2.2	6%
West Linn	38.1	41.5	3.4	9%
Lake Oswego	41.2	45.8	4.6	11%

Source: US Census 2000 and 2010, P13

Figure 4-3 shows the age distributions of Wilsonville compared with Clackamas County and Washington County for 2010. Compared with the Clackamas County, Wilsonville had a larger percentage of young, working-age residents (20-39) and a smaller percentage of people aged 50-69. Compared with Washington County, Wilsonville had larger shares of residents over 70 and residents in their twenties. Both Washington and Clackamas Counties had a larger share of children than did Wilsonville.

**Figure 4-3. Population distribution by age, Clackamas County, Washington County, and Wilsonville, 2010**



Source: U.S. Census 2010, P12

Table 4-3 shows change in age distribution in Wilsonville between 2000 and 2010. The data show that Wilsonville grew by over 5,500 people between 2000 and 2010, an increase of 39%. The age breakdown shows that Wilsonville experienced an increase in population for all age groups. The fastest growing age groups were working age populations between 25 and 64 years old.

**Table 4-3. Age distribution, Wilsonville, 2000-2010**

Age Group	2000		2010		Change 2000-2010		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	1,059	8%	1,216	6%	157	15%	-1%
5-17	2,377	17%	3,067	16%	690	29%	-1%
18-24	1,318	9%	1,737	9%	419	32%	-1%
25-44	4,397	31%	6,272	32%	1,875	43%	1%
45-64	2,820	20%	4,620	24%	1,800	64%	4%
65 and over	2,020	14%	2,597	13%	577	29%	-1%
<b>Total</b>	<b>13,991</b>	<b>100%</b>	<b>19,509</b>	<b>100%</b>	<b>5,518</b>	<b>39%</b>	<b>0%</b>

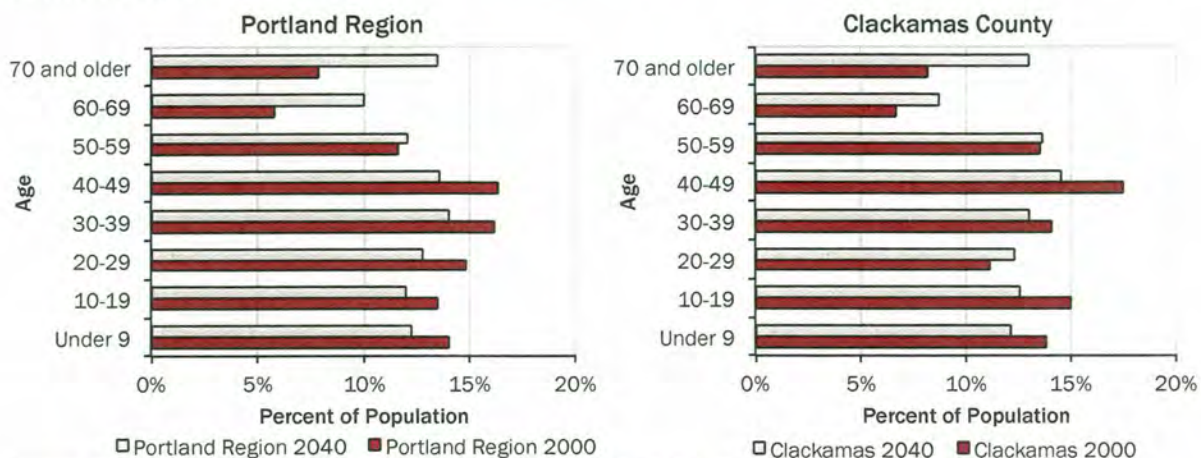
Source: U.S. Census 2000 and 2010, P12

Figure 4-4 shows the Office of Economic Analysis's (OEA) forecast of population by age group for 2000 to 2040 for the Portland Region and Clackamas County. The OEA forecasts that the Portland Region and Clackamas County will experience growth in all age groups.

The fastest growing age group is people 60 years and older, which is projected to grow from 14% of the population in 2000 to 23% in 2040 for the Portland region. Similar growth is projected in Clackamas County for this age group.



**Figure 4-4. Change in population distribution by age, Portland Region and Clackamas County, 2000 and 2040**

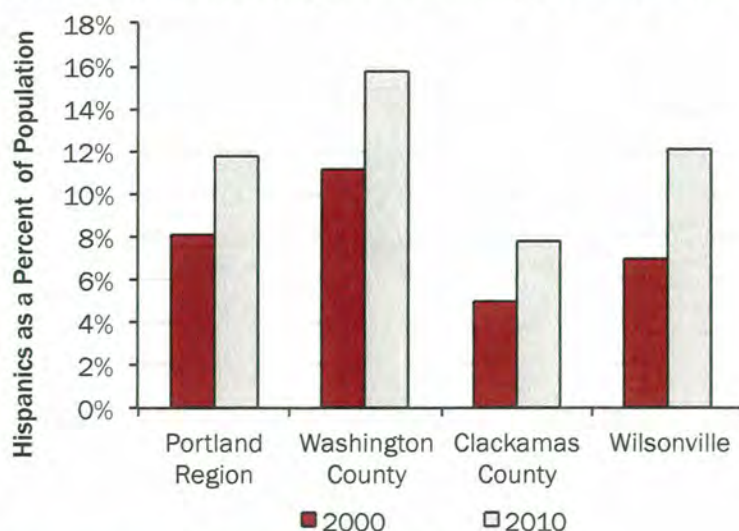


Source: Oregon Office of Economic Analysis. [http://www.oregon.gov/DAS/OEA/docs/demographic/pop\\_by\\_ageandsex.xls](http://www.oregon.gov/DAS/OEA/docs/demographic/pop_by_ageandsex.xls)

## Ethnicity Trends

Wilsonville grew more ethnically diverse since 2000. Figure 4-5 shows change in the number of persons of Hispanic or Latino origin in 2000 and 2010. The Hispanic population grew at a faster rate than all of the population in the Portland Region, including in Wilsonville. The Hispanic population in Wilsonville increased from 6.9% of total population in 2000 to 12.1% in 2010. Wilsonville had 971 Hispanic residents in 2000 and 2,360 Hispanic residents in 2010, an increase of 143%.

**Figure 4-5. Persons of Hispanic or Latino origin, Portland Region, Washington County, Clackamas County, and Wilsonville, 2000 and 2010**



Source: US Census 2000 P008, US Census 2010 P5.

## Household Composition and Size

The average household size decreased statewide over the past four decades. In Oregon, the average household size was 2.60 in 1980, 2.52 in 1990, 2.51 in 2000 and 2.47 in 2010. Households with three or more people accounted for 39% of households in 1990, decreasing to 35% in 2011. Even if the population were not growing, the impact of decreasing household size on housing demand is that there will be more households, which translates to a need for more housing units.

Table 4-4 shows that Wilsonville had an average of 2.34 persons per household in 2000, decreasing to an average of 2.28 persons per household in 2010.

Wilsonville's decrease in household size is consistent with regional and state trends. In most places, this decrease is attributable to: (1) the increase in single-person households, (2) a decrease in the percent of households with children, and (3) a decrease in the number of children per household (for households with children).

**Table 4-4. Average household size, Washington County, Clackamas County, and Wilsonville, 2000 and 2010**

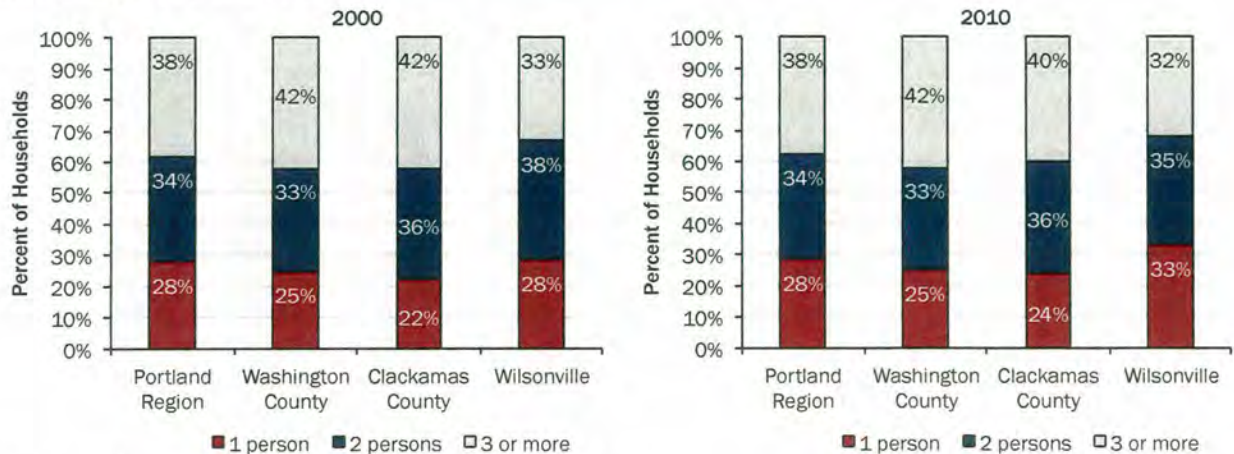
	Washington County	Clackamas County	Wilsonville
<b>2000</b>			
Average household size	2.61	2.62	2.34
Owner-occupied units	2.75	2.73	2.47
Renter-occupied units	2.39	2.34	2.18
<b>2010</b>			
Average household size	2.6	2.56	2.28
Owner-occupied units	2.71	2.66	2.48
Renter-occupied units	2.44	2.33	2.11
<b>Change 2000 to 2010</b>			
Average household size	-0.01	-0.06	-0.06
Owner-occupied units	-0.04	-0.07	0.01
Renter-occupied units	0.05	-0.01	-0.07

Source: U.S. Census 2000 and 2010 H12



Figure 4-6 shows that the percent of one-person households in Wilsonville increased from 28% in 2000 to 33% in 2010, a larger change than in Clackamas County, Washington County, or the Portland Region. These changes are consistent with the decrease in average household size shown in Table 4-4.

**Figure 4-6. Household size, Portland Region, Washington County, Clackamas County, and Wilsonville, 2000 and 2010**



Source: U.S. Census 2000 H015, U.S. Census 2010 H16

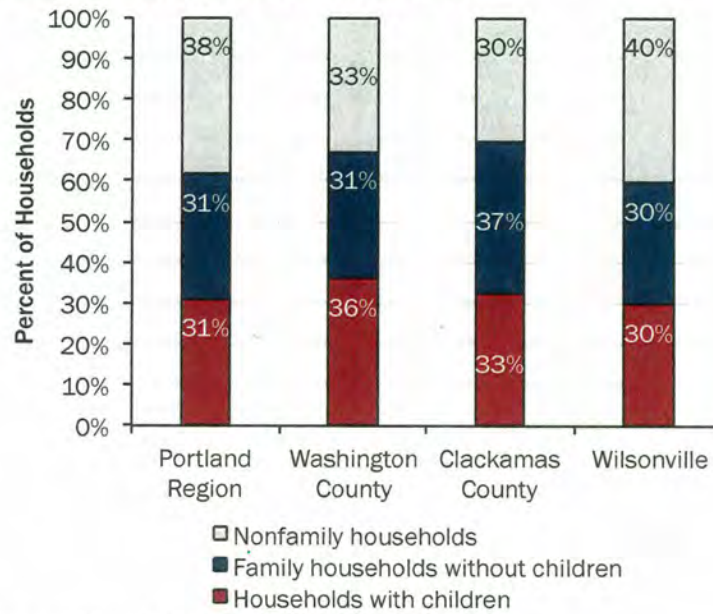
The historical change in household size in Wilsonville over the last quarter-century has been a relatively slow decrease: from 2000 to 2010 the average annual rate of decrease was on the order of 0.25% per year. It is unclear whether Wilsonville's household size will continue to decrease. Several trends may affect household future household size in Wilsonville:

- **Aging of the population.** Householders 45 years and older are more likely to live in single-person households and the OEA forecasts the greatest growth for people 60 years and older in Clackamas County over the next 20 years. The implication is that household size may decrease as a result of the aging of the population.
- **Growth in Hispanic population.** Average household size for Hispanic households in Clackamas County was 3.6 persons per household in 2010, compared with the County average of 2.6 persons per household. Hispanic households generally have larger household sizes than the national average for first, second, and third generation immigrants.<sup>25</sup>

<sup>25</sup> Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012

Figure 4-7 shows that Wilsonville had a larger percentage of nonfamily households (40%) than the Portland Region, Clackamas County or Washington County.

**Figure 4-7. Household composition, Portland Region, Washington County, Clackamas County, and Wilsonville, 2010**



Source: US Census 2010, P20



## Income

Income is one of the key determinants in housing choice and households' ability to afford housing. Table 4-5 shows that median household income in Wilsonville was \$55,316, 13% less than median household income in Clackamas County (\$63,790) and Washington County (\$63,814). Wilsonville's median household income in 2007-2011 was higher than five cities in the Portland Region and lower than other cities in the Region.

**Table 4-5. Median household income, nominal dollars  
Washington County, Clackamas County, selected cities  
in the Portland Region, 2010 and 2007-2011**

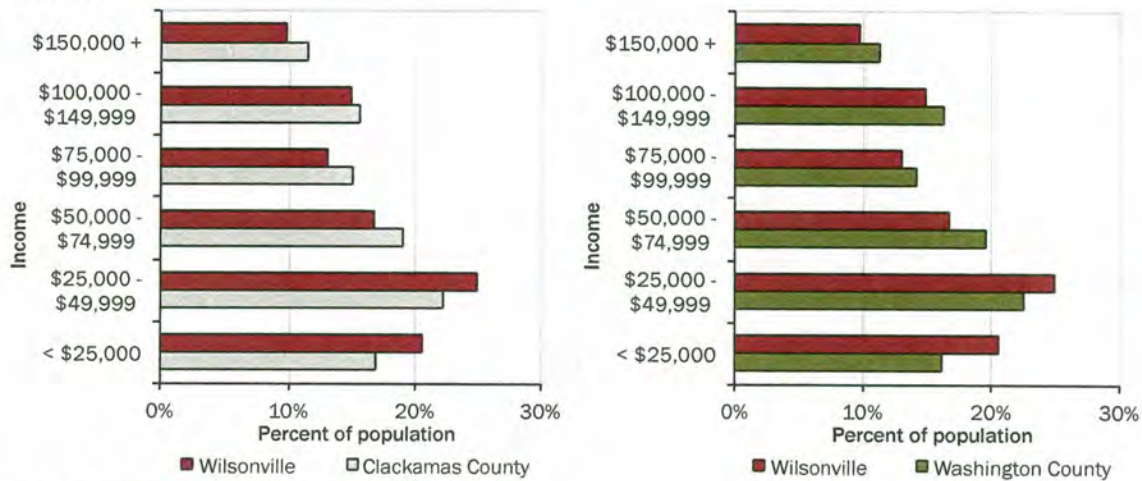
	1999	2007-2011
Washington County	\$52,054	\$63,814
Clackamas County	\$51,680	\$63,790
Gladstone	\$45,753	\$48,876
Forest Grove	\$38,100	\$49,034
Portland	\$40,227	\$50,177
Milwaukie	\$43,466	\$52,625
Beaverton	\$47,752	\$55,115
<b>Wilsonville</b>	<b>\$51,648</b>	<b>\$55,316</b>
Oregon City	\$45,024	\$57,618
Tualatin	\$55,735	\$60,818
Troutdale	\$57,238	\$62,429
Tigard	\$51,641	\$62,521
Hillsboro	\$51,575	\$64,197
Sherwood	\$62,663	\$79,209
Lake Oswego	\$71,724	\$81,669
West Linn	\$72,526	\$92,342
Happy Valley	\$90,978	\$100,647

Source: US Census 2000 SF 3, HCT012. American Community Survey 2007-2011, B19001.

Note: For the 2007-2011 data, respondents were polled between 2007 and 2011 and were asked to report their income for the previous year.

Figure 4-8 shows distribution of annual household income for Wilsonville. Wilsonville had a larger percentage of households with income of under \$25,000 than either Clackamas County or Washington County.

**Figure 4-8. Distribution of household income, Wilsonville, Clackamas County, Washington County, 2007-2011**



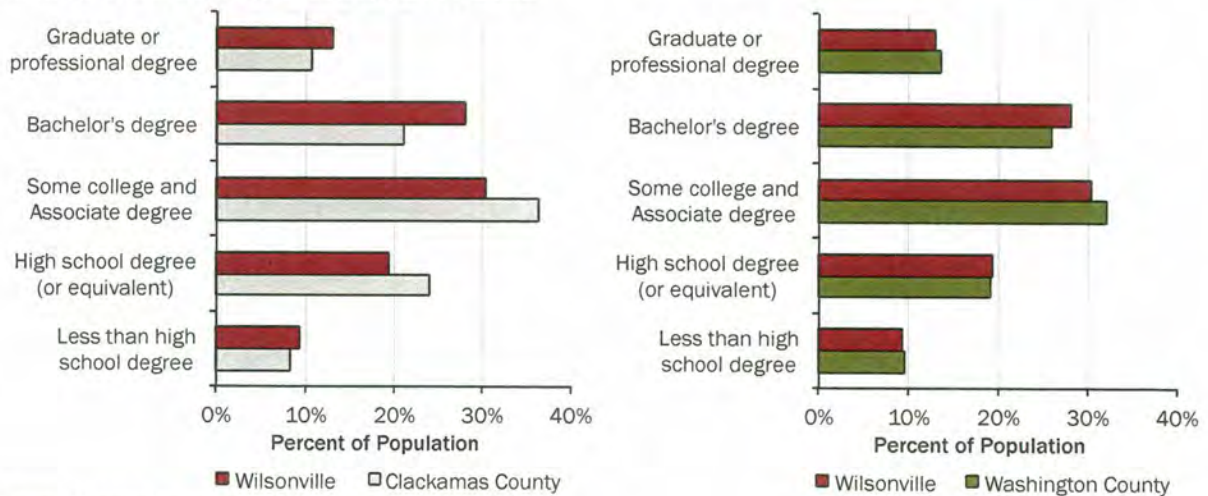
Source: American Community Survey 2007-2011, B19001.

Note: The income data was gathered in 2007-2011. Respondents were asked to report their income for the previous year. All incomes are reported in 2011 dollars.

## Educational Attainment

Figure 4-9 shows that educational attainment levels for residents of Wilsonville were similar to those of all residents in Clackamas County and Washington County. More than 70% of Wilsonville's residents had at least some college and 47% had a Bachelor's degree or higher.

**Figure 4-9. Educational attainment of residents 25 years and older for Wilsonville, Clackamas County, and Washington County, 2007-2011**



Source: American Community Survey 2007-2011 B15002



## Commuting Trends

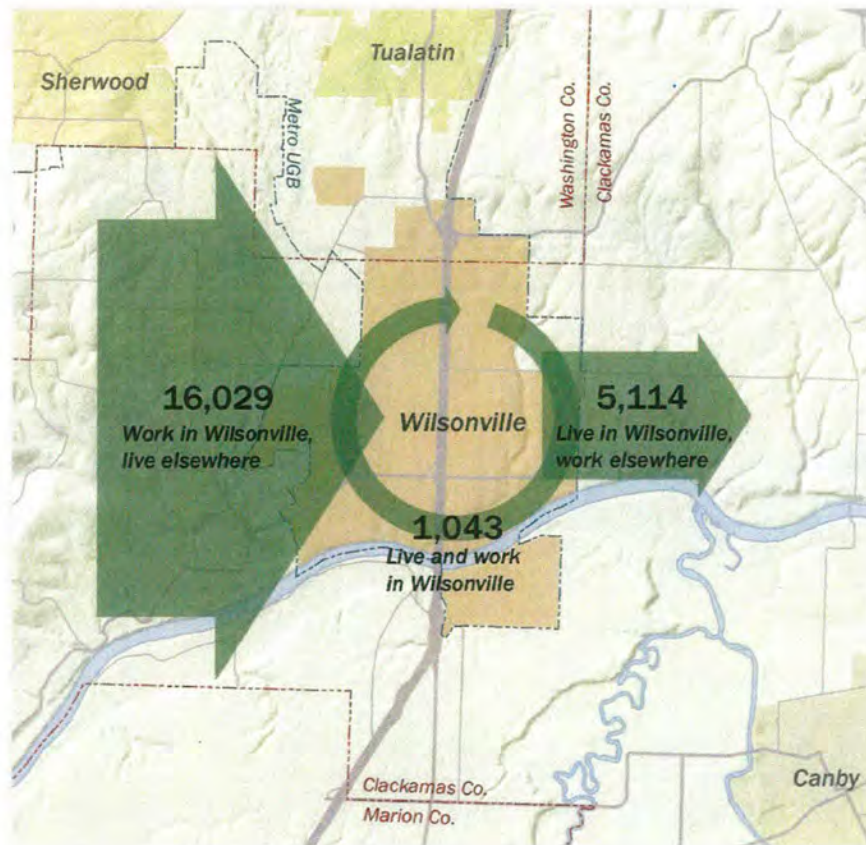
According to the 2007-2011 American Community Survey and 2010 data from the Local Employment Dynamics program of the US Census, residents of Wilsonville worked across the Portland Region.

Workers from across the Portland Region commute to work in Wilsonville. Figure 4-10 shows employment inflow and outflow for Wilsonville in 2010. Over 17,000 people had their primary job in Wilsonville in 2010; of those, only about 1,000 (6.5%) lived in Wilsonville.

About 16,000 people work in Wilsonville and live elsewhere. Table 4-6 shows that more than half of these workers live in Washington or Clackamas County.

In addition, more than 5,000 people living in Wilsonville commute to other places for work. Table 4-7 shows that more than three-quarters of these residents of Wilsonville worked in the Portland Region.

**Figure 4-10. Employment inflow and outflow, Wilsonville, 2010**



Source: ECONorthwest, with data from U.S. Census Bureau, Center for Economic Studies, OnTheMap. <http://onthemap.ces.census.gov/>. (April 22, 2013)

Figure 4-11 and Table 4-6 show where employees of firms located in Wilsonville lived in 2010. More than half of workers employed in Wilsonville lived in either Clackamas or Washington County; each county accounted for about 27% of workers employed in Wilsonville. Fourteen percent of workers in Wilsonville lived in Multnomah County. About 6% of workers employed in Wilsonville also lived in Wilsonville.

**Table 4-6. Places where workers in Wilsonville lived, 2010**

<b>Location</b>	<b>Number</b>	<b>Percent</b>
Clackamas County	4,678	27%
Wilsonville	1,043	6%
West Linn	447	3%
Washington County	4,556	27%
Beaverton	741	4%
Tualatin*	657	4%
Tigard	609	4%
Hillsboro	437	3%
Sherwood	408	2%
Multnomah County	2,468	14%
Portland	2,039	12%
Marion County	1,874	11%
Salem	588	3%
Woodburn	397	2%
Other locations in Oregon	2,730	16%
Out of state	766	4%
<b>Total</b>	<b>17,072</b>	<b>100%</b>

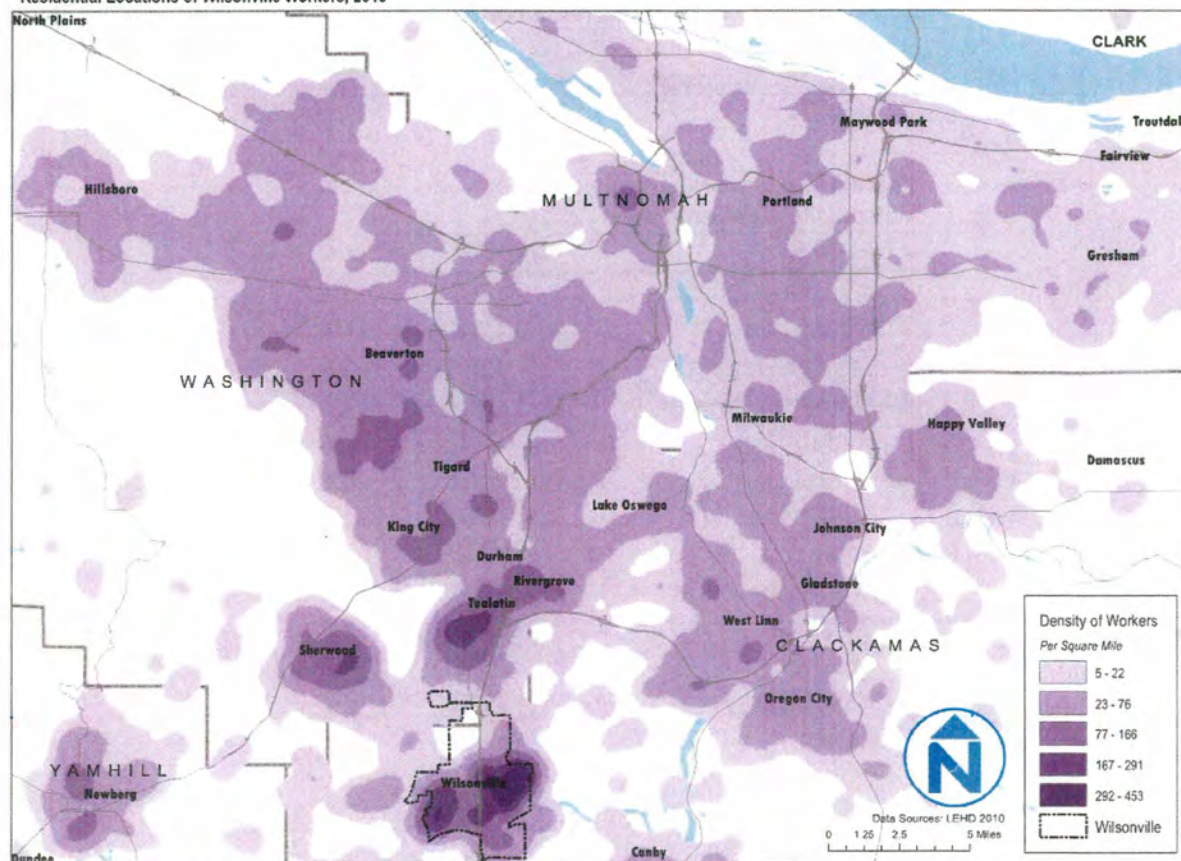
Source: U.S. Census Bureau, Center for Economic Studies, OnTheMap. <http://onthemap.ces.census.gov/> (April 22, 2013)

\*Note: Tualatin is in multiple counties.



Figure 4-11. Places where workers in Wilsonville lived, 2010

Residential Locations of Wilsonville Workers, 2010



Map by Nelson\Nygaard 2013. Data from US Census Bureau, Center for Economic Studies, OnTheMap, 2010.

Figure 4-12 and Table 4-7 show where residents of Wilsonville worked in 2010. The data show that Wilsonville residents worked throughout the Portland metropolitan area, with the largest concentrations in Portland, Wilsonville, and Tualatin. Seventeen percent of workers who live in Wilsonville also work in Wilsonville.

**Table 4-7. Places where residents of Wilsonville were employed, 2010**

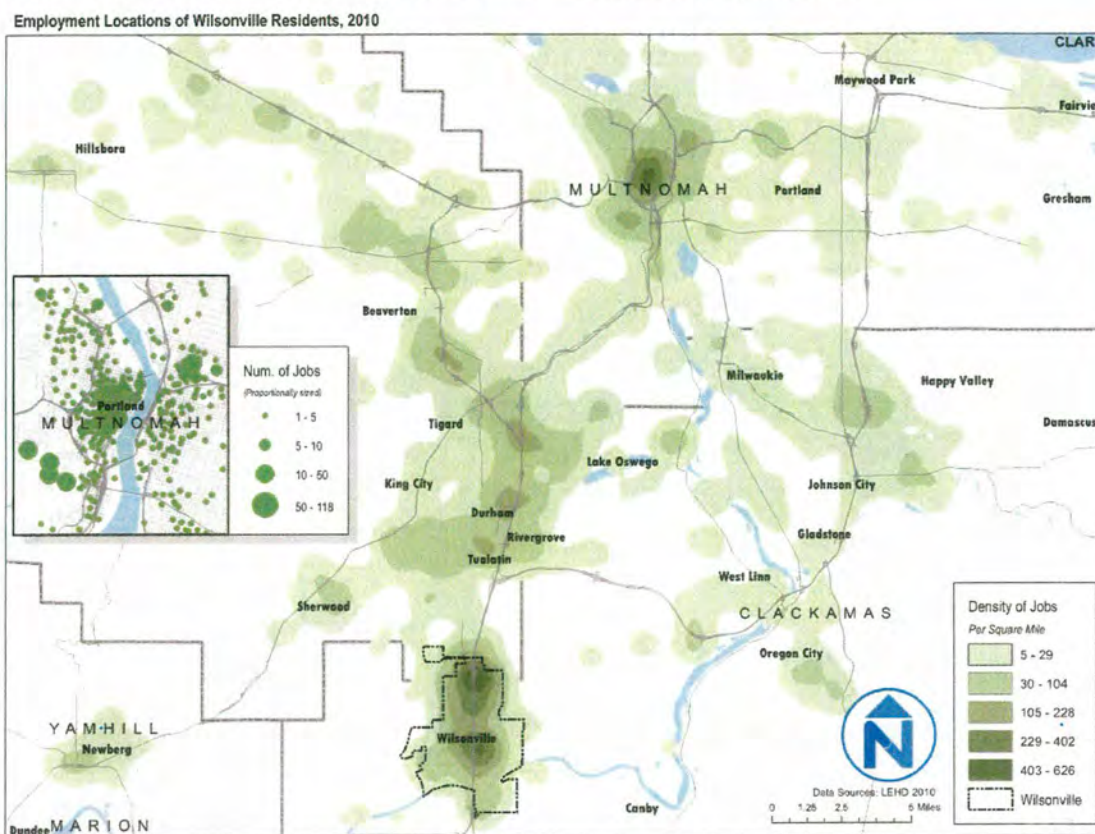
<b>Location</b>	<b>Number</b>	<b>Percent</b>
Clackamas County	2,014	33%
Wilsonville	1,043	17%
Lake Oswego*	250	4%
Washington County	1,663	27%
Tualatin*	378	6%
Tigard	371	6%
Beaverton	294	5%
Hillsboro	199	3%
Multnomah County	1,494	24%
Portland	1,383	22%
Gresham	81	1%
Marion County	449	7%
Salem	152	2%
Woodburn	100	2%
Other locations in Oregon	421	7%
Out of state	116	2%
<b>Total</b>	<b>6,157</b>	<b>100%</b>

Source: U.S. Census Bureau, Center for Economic Studies, OnTheMap. <http://onthemap.ces.census.gov/> (April 22, 2013)

\*Note: Lake Oswego and Tualatin are in multiple counties.



Figure 4-12. Places where residents of Wilsonville were employed, 2010



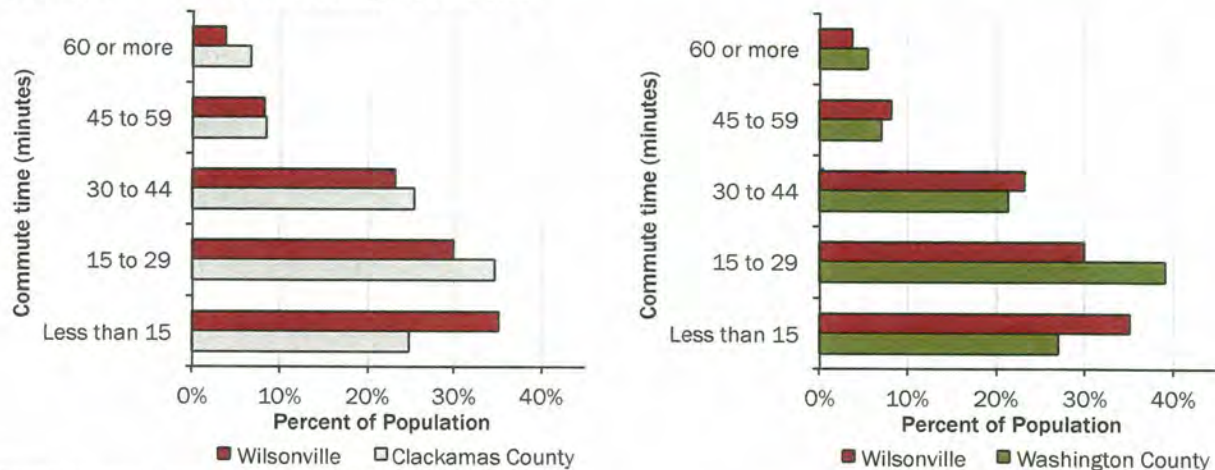
Map by Nelson\Nygaard 2013. Data from US Census Bureau, Center for Economic Studies, OnTheMap, 2010.

According to the 2007-2011 American Community Survey, the average commute time for a Wilsonville resident was just under 23 minutes, compared with 24 minutes for Washington County residents and 26 minutes for Clackamas County residents.

Figure 4-13 shows commute time for residents of Wilsonville who do not work at home. Residents of Wilsonville typically had shorter commutes than the regional average. Thirty-five percent of Wilsonville residents commute less than 15 minutes, compared to 27% of Clackamas County residents, 27% of Washington County residents, or 25% of Portland Region residents.

In 2007-2011, 8.1% of Wilsonville residents worked at home, a higher percentage than in Clackamas County (7.8%), Washington County (5.0%), or the Portland Region (6.3%)<sup>26</sup>.

**Figure 4-13. Commute times for residents who do not work at home, Wilsonville, Clackamas County, and Washington County, 2007-2011**



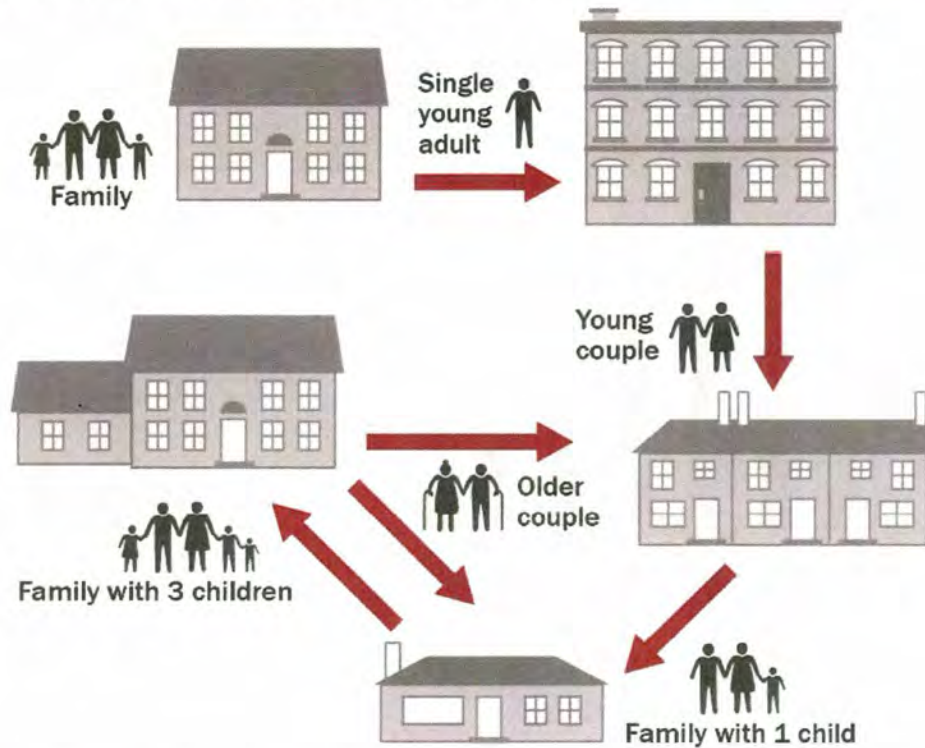
<sup>26</sup> 2007-2011 American Community Survey, B08130



## Key factors affecting housing choice

The preceding sections describe information about the key factors that affect housing choice for Wilsonville: population growth, age, household composition, and income. Figure 4-14 illustrates one example of the effect of housing life cycle based on demographic changes. Housing needs and preferences change in predictable ways over time, with changes in marital status and size of family. Families of different sizes need different types of housing.

Figure 4-14. Effect of demographic changes on housing need



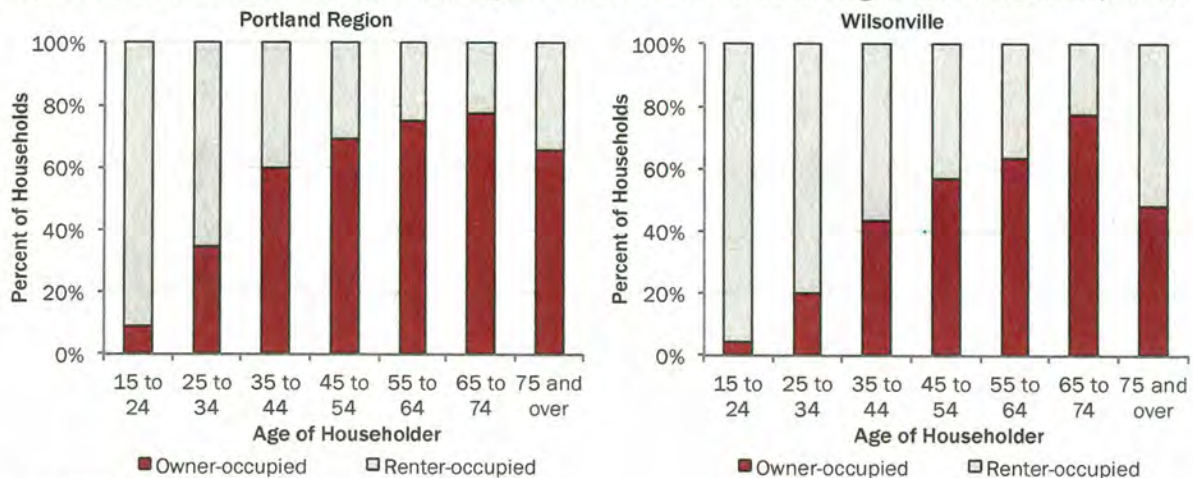
Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research.

Figures 4-2 through 4-7 show the relationships between age, household size, tenure characteristics, and income for Wilsonville and the Portland Region.

Figure 4-15 shows households by tenure and age of householder in the Portland Region and Wilsonville in 2010. Younger people typically have greater mobility and less income than people who are older. As a result, people in these age groups are more likely to be renters. Homeownership rates increase with the age until age 75, when homeownership rates begin to decrease.

The information in Figure 4-15 suggests that people over 65 prefer to continue being homeowners past traditional retirement ages in the Portland Region. In Wilsonville, homeownership rates decline from about 77% of households to 48% for households 75 years and older.

**Figure 4-15. Households by tenure and age of householder, Portland Region and Wilsonville, 2010**

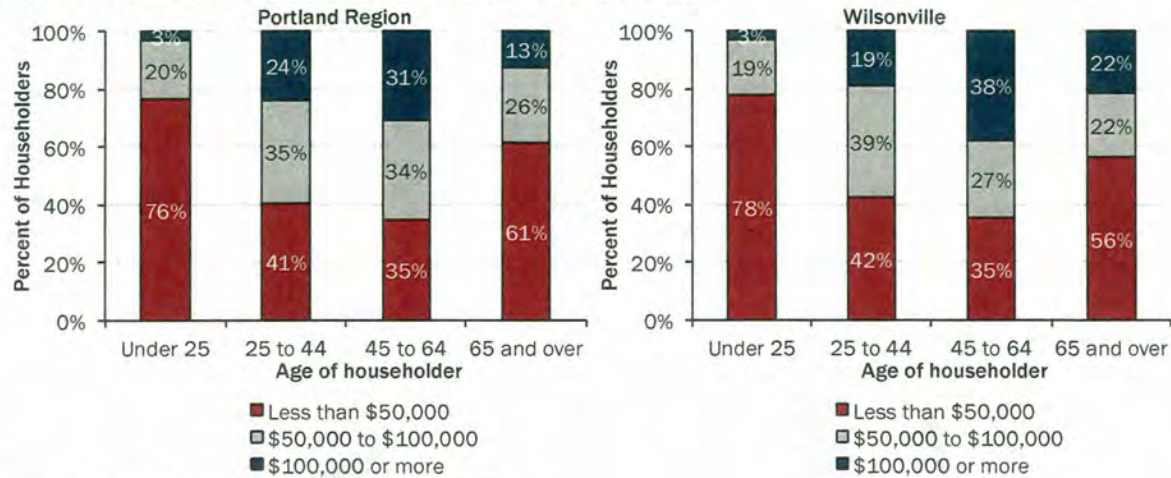


Source: US Census 2010 H17



Figure 4-16 shows that household income generally increases with household age until retirement, when it declines. In the Portland Region and Wilsonville, households headed by a person under 25 years old were more likely than other age groups to make less than \$50,000 a year. Householders in the 45 to 64 age group were the most likely to make over \$100,000 a year.

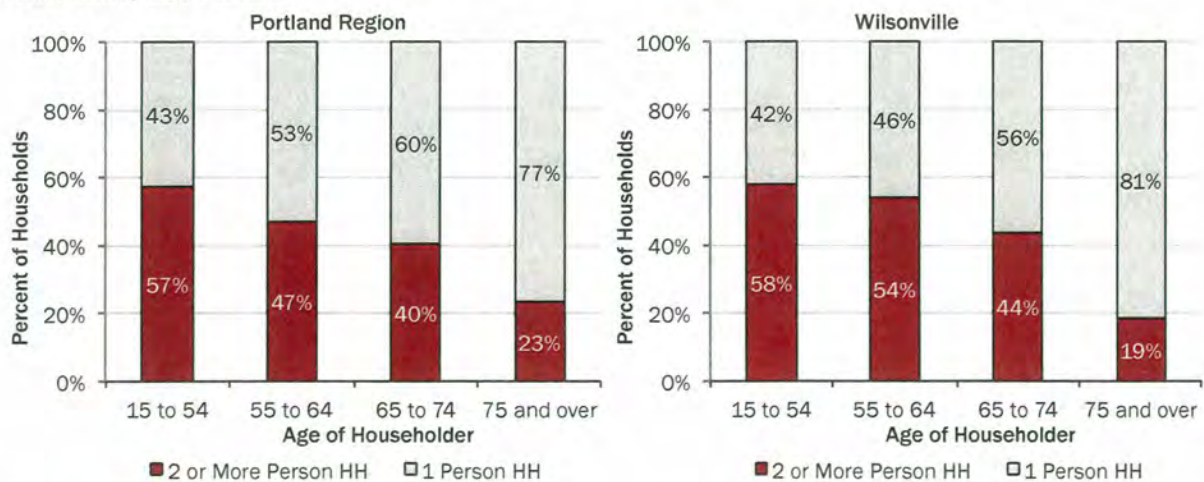
**Figure 4-16. Households by income and age of householder**



Source: 2007-2011 American Community Survey B19037

Figure 4-17 shows that householders age 54 and younger are most likely to live in households with two or more people. Householders 55 years and older are more likely to live in single-person households. More than three-quarters of householders age 75 years and older live in single-person households.

**Figure 4-17. Households by household size and age of householder, Portland Region and Wilsonville, 2007-2011**

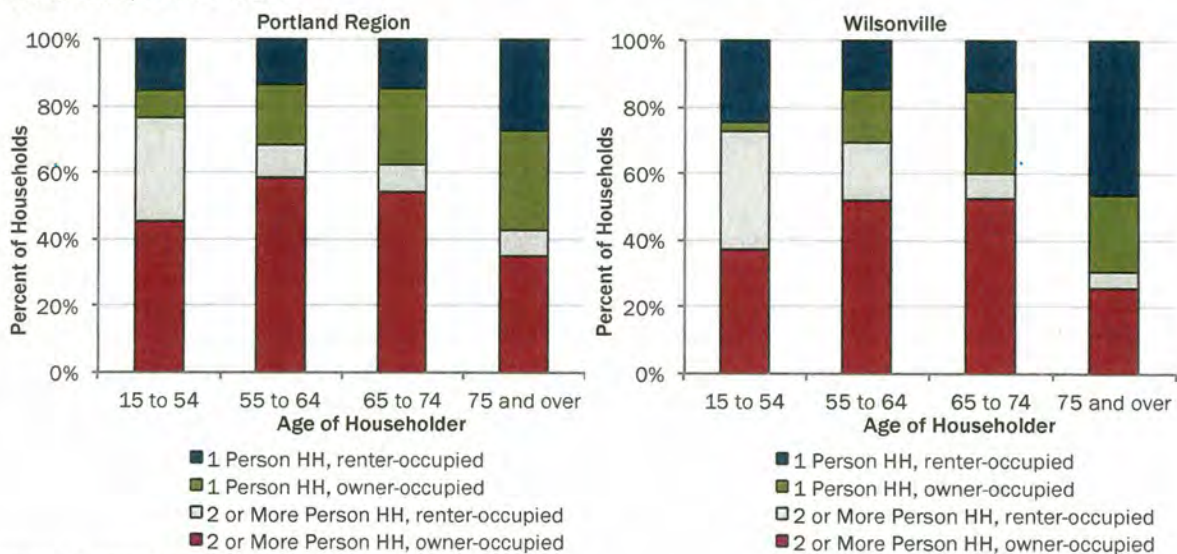


Source: American Community Survey 2007-2011 B25116

Figure 4-18 shows households by tenure, size, and age of householder in the Portland Region and Wilsonville. Figure 4-18 shows that the following information for both Wilsonville and the Portland Region:

- **Younger households were larger and more likely to be renters.** Householders 54 years and younger were more likely to live in households with 2 or more persons. In Wilsonville, more than 60% of these households were renters, compared to less than half of these households in the Portland Region.
- **Older households were likely to be homeowners.** Householders age 55 years and older were more likely to be homeowners.
- **Older households were smaller and more likely to be renters.** In Wilsonville, householders 75 years and older were more likely to be renters with one-person households than other age groups.

**Figure 4-18. Households by household size, tenure, and age of householder, Portland Region and Wilsonville, 2007-2011**



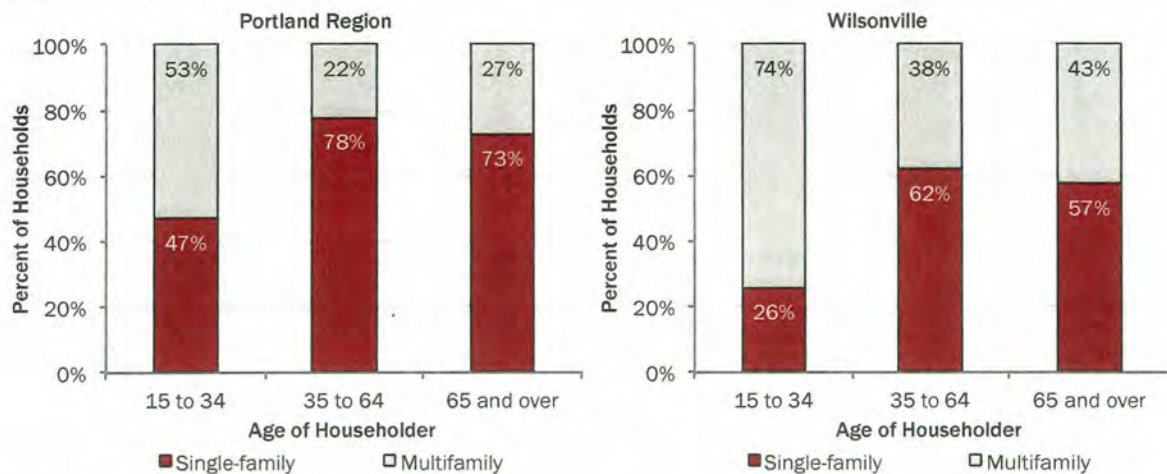
Source: American Community Survey 2007-2011 B25116



Figure 4-19 illustrates the relationship between age and housing type in the Portland Region and Wilsonville in 2007-2011. Younger householders are more likely to rent and renters are more likely to live in multifamily housing. Residence in single-family housing types is greatest for people ages 35 to 64. After age 65, the likelihood of owning a multifamily unit increases.

Figure 4-19 shows these general patterns but also shows that these patterns are not absolute. Residence in multifamily housing types was most common among householders aged 15 to 34. Householders between the ages of 35 and 64 were the most likely to live in single-family housing types.

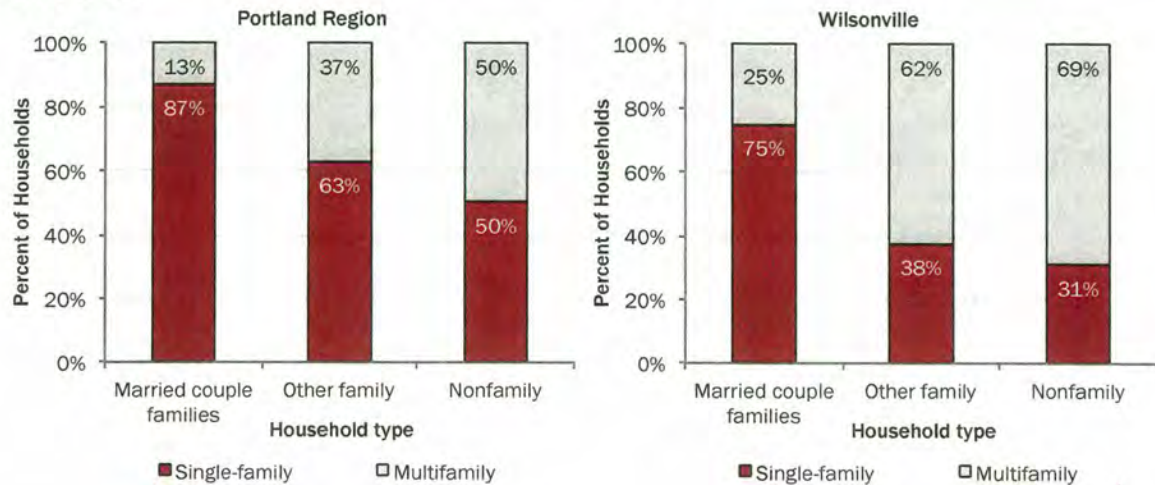
**Figure 4-19. Households by age of householder and housing type, Portland Region and Wilsonville, 2007-2011**



Source: American Community Survey 2007-2011 B25125

Figure 4-20 illustrates the relationship between household type and housing structure. Nonfamily households are more likely to live in multifamily housing types than families. In Wilsonville, three-quarters of married couple families lived in single-family housing types in 2007-2011, compared to 31% of nonfamily households.

**Figure 4-20. Households by household type and structure, Portland Region and Wilsonville, 2007-2011**



Source: American Community Survey 2007-2011 B11011

Figure 4-15 through Figure 4-20 illustrate that demographic relationships are helpful when estimating future housing demands because housing life cycle and housing choice interact in predictable ways. The age of the household head is related with household size and income, which affect housing preferences. Income affects the ability of a household to afford their preferred housing type.



## Other trends potentially affecting regional housing choice

Metro's *Urban Growth Report 2009-2030 Employment and Residential* (January 2010) describes macro trends that may influence future housing preferences within the Portland metropolitan region. Those trends are summarized briefly below from the *Urban Growth Report*:

- **Climate change** may affect the region's precipitation, water storage, and hydroelectric generation. These changes have implications for sustainable population growth and housing demand within the region. For example, higher water prices could increase demand for smaller lots, which typically require less irrigation for landscaping. In addition, new government regulations of greenhouse gas emissions may affect housing or transportation costs, changing where households locate within the region. It is unclear how climate change will affect housing demand in the Portland Region over the 20-year planning period.
- **Lending practices** affect regional housing demand. One result of the recent housing market decline was changes in lending practices, which made borrowing for homeownership more difficult. If lending practices continue to limit borrowing opportunities, fewer households may be able to afford homeownership or may be forced to wait longer to become homeowners. It is unclear how lending practices will affect housing demand in the Portland Region over the 20-year planning period.
- **Growth in traffic congestion and increased costs of automotive fuel** may affect the locational preferences for households within the Portland Region. For example, households may choose to live closer to work, rather than commuting across the Region.
- **Infrastructure funding deficiencies** may result in increases in new housing costs through increases in local fees or charges for new residential development (e.g., increases in systems development charges). The result will be shifting infrastructure costs to homebuyers, which would favor development locations and patterns with lower infrastructure costs.

## REGIONAL AND LOCAL TRENDS IN HOUSING COSTS AND AFFORDABILITY

### Changes in housing costs

This section describes changes in housing values, sales prices, and rents in Wilsonville and the Portland Region since 2000.

#### *Housing values*

Table 4-8 shows change in median housing value in Washington County, Clackamas County, and selected cities for the 2000 to 2007-2011 period. Median housing prices increased by nearly 75% between 2000 and 2007-2011 in Wilsonville, from \$213,600 in 2000 to \$371,200 in 2007-2011. Washington County's median housing prices increased by almost \$120,000 or 66% over the same period. In Clackamas County, median housing prices increased by \$132,600 or 68% over the same period.

Wilsonville's median housing values were higher than 11 other cities in the Region but below housing values in West Linn, Happy Valley, and Lake Oswego.

**Table 4-8. Median housing value, nominal dollars, owner-occupied housing units, Washington County, Clackamas County, and selected cities, 2000 to 2007-2011**

	2000	2007-2011	Change 2000 to 2007-2011	
			Amount	Percent
Washington County	\$180,400	\$300,200	\$119,800	66%
Clackamas County	\$193,700	\$326,300	\$132,600	68%
Forest Grove	\$144,800	\$233,600	\$88,800	61%
Milwaukie	\$153,800	\$243,200	\$89,400	58%
Troutdale	\$162,400	\$245,300	\$82,900	51%
Gladstone	\$162,900	\$252,200	\$89,300	55%
Hillsboro	\$163,200	\$262,800	\$99,600	61%
Oregon City	\$161,900	\$284,200	\$122,300	76%
Portland	\$154,700	\$292,800	\$138,100	89%
Beaverton	\$186,100	\$297,600	\$111,500	60%
Sherwood	\$181,500	\$324,000	\$142,500	79%
Tigard	\$187,100	\$324,000	\$136,900	73%
Tualatin	\$190,900	\$335,800	\$144,900	76%
<b>Wilsonville</b>	<b>\$213,600</b>	<b>\$371,200</b>	<b>\$157,600</b>	<b>74%</b>
West Linn	\$244,700	\$406,700	\$162,000	66%
Happy Valley	\$302,800	\$464,700	\$161,900	53%
Lake Oswego	\$286,900	\$507,800	\$220,900	77%

Source: U.S. Census 2000 SF3 H85, U.S. Census American Community Survey 2007-2011 B25077



Figure 4-21 shows a comparison of housing value for owner-occupied housing units in Wilsonville and Clackamas and Washington Counties for the 2007-2011 period. Wilsonville had a smaller percentage of housing valued less than \$200,000 (10%) than Clackamas County (17%) or Washington County (16%). Wilsonville had a larger percentage of housing valued more than \$400,000 (41%) than Clackamas County (33%) or Washington County (26%). In comparison, 27% of owner-occupied housing in the Portland Region was valued over \$400,000 in 2007-2011.

**Figure 4-21. Housing value, owner-occupied housing units, Wilsonville, Clackamas County, and Washington County, 2007-2011**



Source: American Community Survey, 2007-2011; Table B25075

Table 4-9 and Figure 4-22 show change in the average sales price by housing type for Wilsonville, based on sales recorded in the Metro Regional Land Information System for houses sold in 2000, 2007, and 2012. Table 4-9 shows that single-family prices increased substantially in Wilsonville between 2000 and 2007 and declined between 2007 and 2012. These changes are consistent with county and Regional trends.

Despite the substantial decrease in sales price between 2007 and 2012, sales prices for single-family dwellings increased (in nominal dollars) over the 13-year period. Between 2000 and 2012, average sales prices in Wilsonville increased by \$75,000 (31%) and median sales prices increased by \$58,000 (25%). In comparison, average sales prices in the Portland Region and Washington County increased by 54% and 36% in Clackamas County.

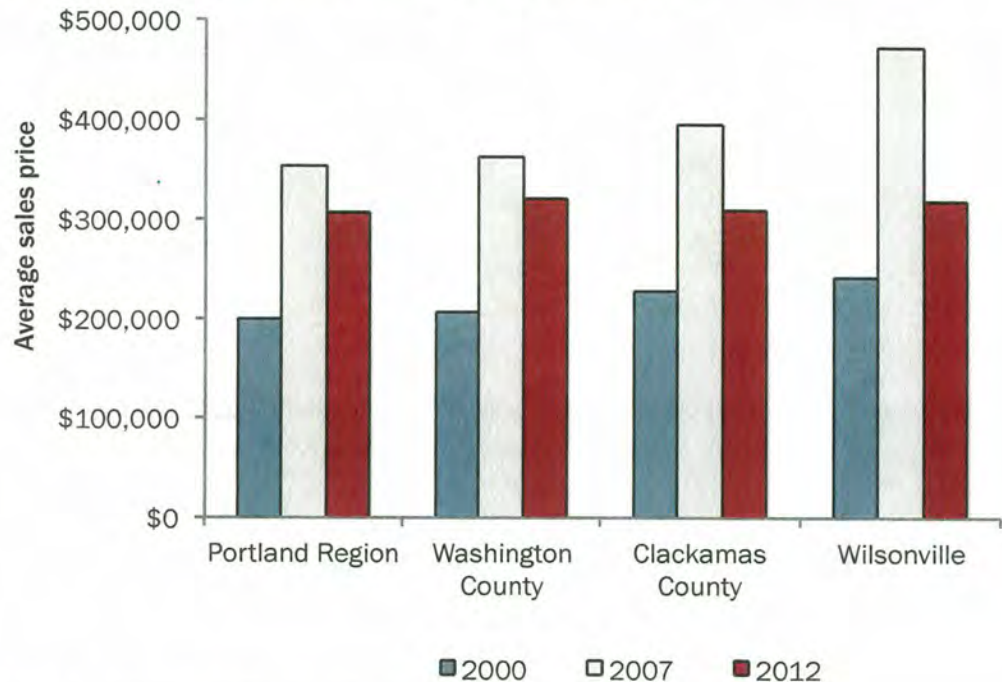
**Table 4-9. Average sales and median price, single family, nominal dollars, Portland Region, Washington County, Clackamas County, and Wilsonville, 2000, 2007, and 2012**

				Change 2000 to 2012		Change 2007 to 2012	
				Amount	Percent	Amount	Percent
Average Sales Price							
Portland Region	\$200,580	\$354,705	\$308,125	\$107,545	54%	-\$46,580	-13%
Washington County	\$208,131	\$362,249	\$321,045	\$112,914	54%	-\$41,205	-11%
Clackamas County	\$227,445	\$394,907	\$308,691	\$81,246	36%	-\$86,216	-22%
Wilsonville	\$242,800	\$473,268	\$318,107	\$75,306	31%	-\$155,162	-33%
Median Sales Price							
Portland Region	\$169,500	\$299,900	\$244,590	\$75,090	44%	-\$55,310	-18%
Wilsonville	\$232,000	\$421,500	\$290,000	\$58,000	25%	-\$131,500	-31%

Source: Metro Regional Land Information System, May 2013 release

Note: This table only includes sales of single-family units with a sales price of \$10,000 or more

**Figure 4-22. Average sales, single family, Portland Region, Washington County, Clackamas County, and Wilsonville, 2000, 2007, and 2012**



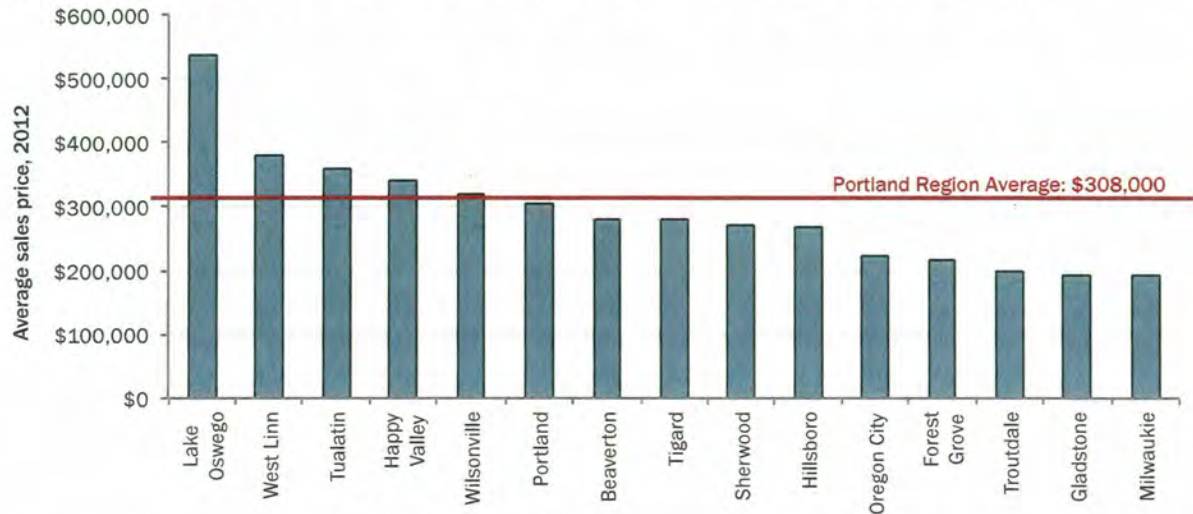
Source: Metro Regional Land Information System, May 2013 release

Note: This table only includes sales of single-family units with a sales price of \$10,000 or more



Figure 4-23 shows average sales prices for single-family dwellings in selected cities within the Portland Region. The average sales price in the Region in 2012 was \$308,000. Wilsonville's average sales price (\$318,100) higher than 10 other cities in the region but below four cities with higher average sales prices.

**Figure 4-23. Average single-family unit sales, Portland Region and selected cities, 2012**



Source: Metro Regional Land Information System, May 2013 release

Note: This table only includes sales of single-family units with a sales price of \$10,000 or more

### Housing rental costs

Table 4-10 shows that the median contract rent in Wilsonville was \$792, similar to Clackamas County's (\$790) and lower than in Washington County (\$808).

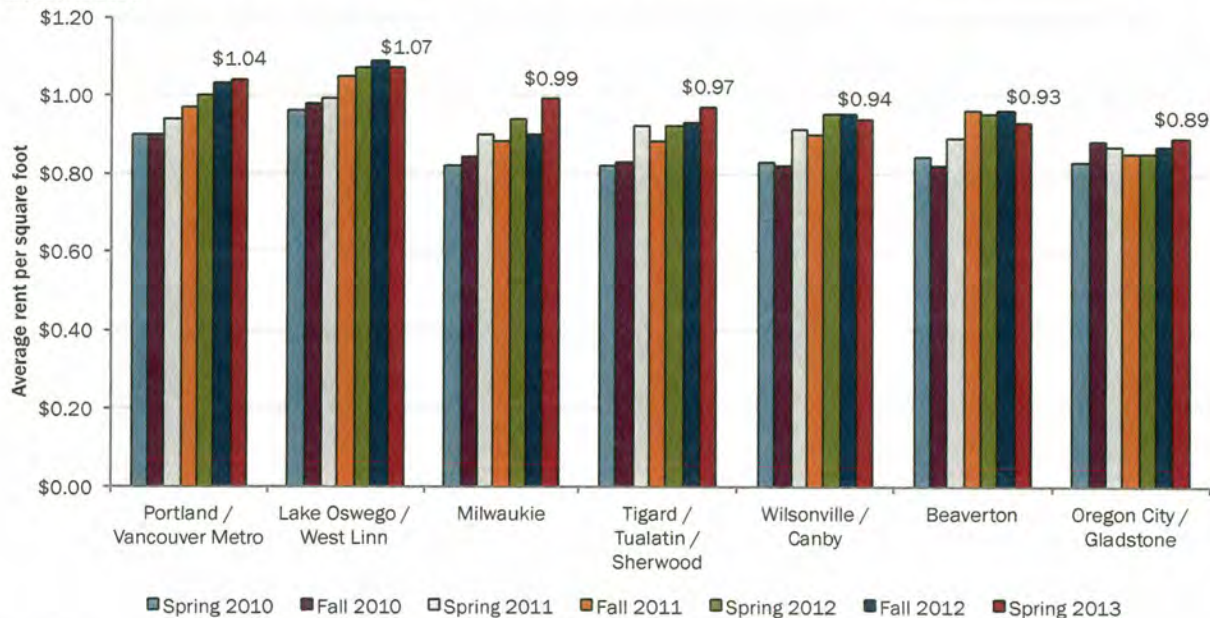
**Table 4-10. Median contract rent, 2007-2011**

Location	Rent
Portland Region	\$752 - \$808
Washington County	\$808
Clackamas County	\$790
Wilsonville	\$792

Source: U.S. American Community Survey 2007-2011 B25058

Figure 4-24 shows average rent per square foot for apartments in the Portland/Vancouver Metro region and selected submarkets, according to Multifamily NW data between 2010 and 2013. Average rent in the Wilsonville/Canby submarket was \$0.94 per square foot in Spring 2013, lower than the regional average of \$1.04 per square foot. Between Spring 2010 and Spring 2013, average rent in Wilsonville/Canby increased by 13%. Between 2010 and 2013, average rent prices in Wilsonville/Canby were most similar to Beaverton and Tigard/Tualatin/Sherwood.

**Figure 4-24. Average rent per square foot, Portland/Vancouver Metro and selected submarkets, 2010-2013**



Source: Multifamily NW Apartment Reports, Spring 2010 through Spring 2013.

Note: The average rent price shown on the graph is for Spring 2013



### ***Implication of changes in housing costs for housing affordability***

The implication of the information about housing costs and income is that ownership costs increased much faster than rents and incomes, even given the decline in housing sales prices since 2007.

Table 4-11 underscores this trend for Wilsonville. Between 2000 and 2007-2011, incomes increased about 5% while the median value of an owner-occupied home increased 74% and rents increased 22%. The data show that the median owner value was 4.3 times median household income in 2000—a figure that increased to 6.7 in 2007-2011. This trend is consistent with decreases in the affordability of homeownership across the Portland Region and in most U.S. metropolitan areas.

For comparison, the ratio of income to housing value increased from 3.5 in 2000 to 4.4 in 2011 Washington County. In Clackamas County, the ratio of income to housing value increased from 4.7 in 2000 to 5.1 in 2011. The data show that homeownership became less affordable between 2000 and 2011 in both counties but that homeownership was less affordable in Clackamas County.

**Table 4-11. Comparison of income, housing value, and gross rent, nominal dollars, Wilsonville, 2000 and 2007-2011**

Indicator	2000	2007-2011	Change
Median HH Income	\$52,515	\$55,316	5%
Median Owner Value	\$213,600	\$371,200	74%
Median Gross Rent	\$746	\$912	22%
<b>Ratio of Housing Value to Income</b>			
Median HH Income	4.1	6.7	

Source: U.S. Census 2000 SF1 P53, SF3 H63 H85, American Community Survey 2007-2011 B19013 B25064 B25077

Note: Data for 2007-2011 are inflation adjusted to 2011 dollars.

## Housing affordability

Housing affordability is an important issue for Metro and the Portland Region. “Affordable Housing Needs Study for the Portland Metropolitan Area” provided a comprehensive analysis of future affordable housing needs of the Metro region for the 2005 to 2035 period, based on household and demographic data from the *Metroscope* model.<sup>27</sup> The study made the following conclusions and recommendations:

- Cost burden will increase from 43% of households in 2005 to 48.6% of households in the Metro region in 2035. Cost burden in Wilsonville and unincorporated Clackamas County will decrease from 24.2% of households in 2005 to 16.6% of households in 2035.
- Cost burden will be greatest among renters, increasing from 51.5% in 2005 to 57.2% in 2035 region-wide. Cost burden will increase for renters in Wilsonville and unincorporated Clackamas County from 42.0% in 2005 to 50.4% in 2035.
- The households most affected by increased cost burden will be single-person households (under 25 years and over 65 years old) and working class households, especially single-parent families with children.
- Single-family rental units (detached and attached) will become less available over time. The groups most likely to rent single-family units, low-income families, will increasingly depend on multifamily units.

### Cost burden

The percentage of income relative to the total amount a household spends on housing is referred to as cost burden. Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

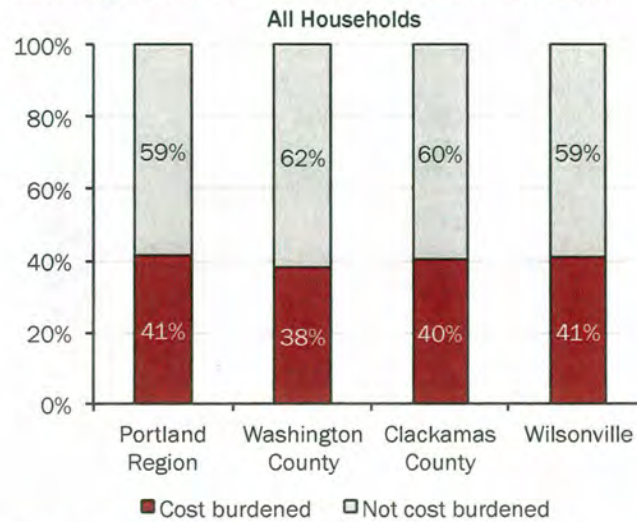
---

<sup>27</sup> Institute of Portland Metropolitan Studies, “Affordable Housing Needs Study for the Portland Metropolitan Area”, draft final report, November 20, 2007.



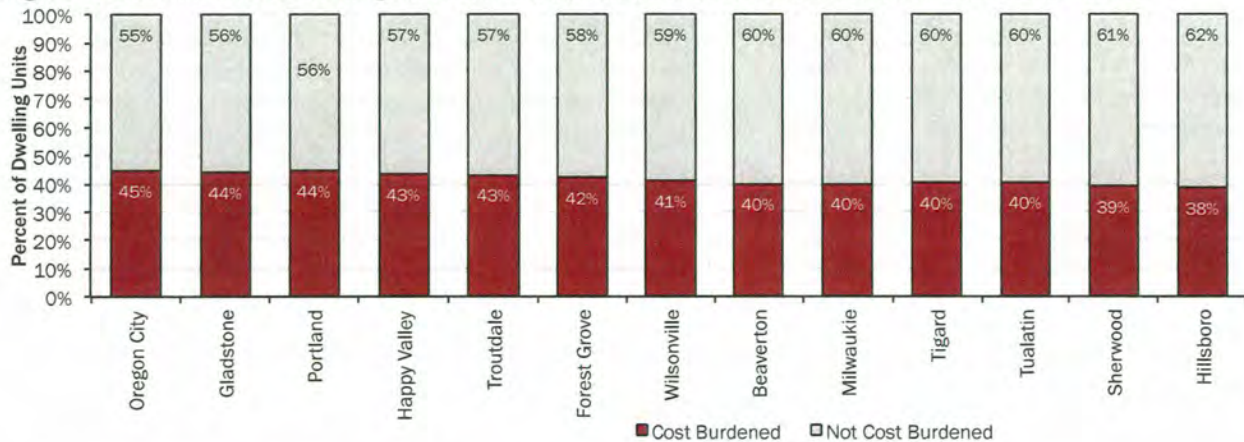
Figure 4-25 show that the percentage of Wilsonville households who were cost burdened was similar to the average for the Portland Region. Figure 4-26 shows that cost burden among fifteen cities in the Region ranged from 45% of households (Oregon City) to 38% (Hillsboro). The percent of Wilsonville households that were cost burdened fell approximately in the middle.

**Figure 4-25. Cost burden among all households, Portland Region, Washington County, Clackamas County, and Wilsonville, 2007-2011**



Source: American Community Survey 2007-2011, B25091, B25070

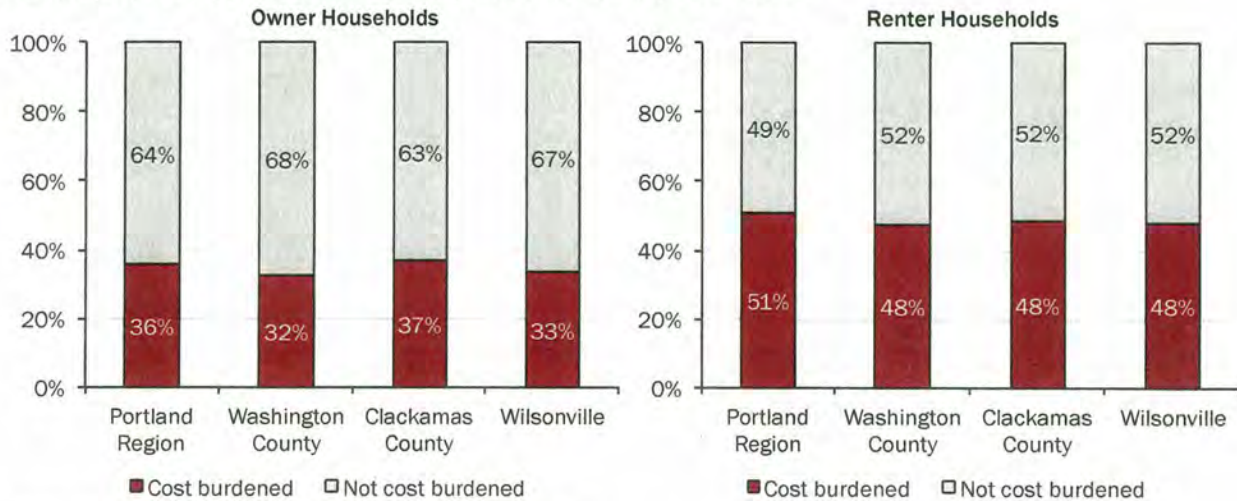
**Figure 4-26. Cost burden among all households, selected cities in the Portland UGB, 2007-2011**



Source: American Community Survey 2007-2011, B25091

Figure 4-27 shows cost burden for owner households and renter households. The rate of cost burden was much higher for renters (48%) than for homeowners (31%) in Wilsonville.

**Figure 4-27. Cost burden among owner households and renter households, Portland Region, Washington County, Clackamas County, and Wilsonville, 2007-2011**



Source: American Community Survey 2007-2011, B25091, B25070

While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher income may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of accumulated wealth on a household's ability to pay for housing. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Cost burden describes the amount that a household pays for shelter. Households have other necessary expenses, such as food, transportation, clothing, utilities, health care, other necessities, as well as optional expenses, such as recreation. Cost burden decreases the amount of income available to pay for necessary



expenses. The cost of necessities varies throughout Oregon and affects a household's ability to live in a given city.

### ***Estimates of housing affordability***

Table 4-5 presents information about median household income in Wilsonville, Clackamas County, and Washington County. This section presents information about housing affordability in Wilsonville, Clackamas County, and Washington County in the context of the broader region.

One way of exploring the issue of financial need is to review wage rates together with measures of housing affordability. Table 4-12 shows an analysis of affordable housing wage and rent gap for households in Clackamas County at different percentages of median family income (MFI). The data are for a typical family of four.

The results indicate that a household must earn \$17.07 an hour to afford a two-bedroom unit according to HUD's market rate rent estimate of \$891 per month. Households earning minimum wage or 30% of MFI are unable to afford a two-bedroom unit at HUD's Fair Market Rent.

**Table 4-12. Analysis of affordable housing wage and rent gap by HUD income categories, Clackamas County, 2012**

Value	Minimum Wage	30% MFI	50% MFI	80% MFI	100% MFI	120% MFI
Annual Hours	2088	2088	2088	2088	2088	2088
Derived Hourly Wage	\$8.80	\$10.49	\$17.48	\$27.97	\$34.96	\$41.95
Annual Wage At Minimum Wage	\$18,374	\$21,900	\$36,500	\$58,400	\$73,000	\$87,600
Annual Affordable Rent	\$5,512	\$6,570	\$10,950	\$17,520	\$21,900	\$26,280
Monthly Affordable Rent	\$459	\$548	\$913	\$1,460	\$1,825	\$2,190
HUD Fair Market Rent (2 Bedroom)	\$891	\$891	\$891	\$891	\$891	\$891
Is HUD Fair Market Rent Higher Than The Monthly Affordable Rent?	Yes	Yes	Yes	No	No	No
Rent Paid Monthly OVER 30% of Income	\$432	\$344	na	na	na	na
Rent Paid Annually OVER 30% of Income	\$5,180	\$4,122	na	na	na	na
Percentage of Income Paid OVER 30% of Income for Rent	28%	19%	na	na	na	na
Total Spent on Housing	58%	49%	29%	18%	15%	12%
For this area what would the "Affordable Housing Wage" be?	\$17.07	\$17.07	\$17.07	\$17.07	\$17.07	\$17.07
<b>The Affordable Housing Wage Gap IS:</b>	<b>\$8.27</b>	<b>\$6.58</b>	na	na	na	na

Source: HUD, analysis by ECONorthwest.

Notes: MFI is Median family income. Oregon minimum wage in 2012 was \$8.80.

Table 4-13 shows a rough estimate of affordable housing cost and units by income levels for Wilsonville in 2012. When interpreting this data, keep in mind:

- The affordability guidelines are based on median family income (determined by HUD) and provide a rough estimate of financial need but may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, real estate purchased as investment, and the effect of down payments and interest rates on housing affordability.

- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily available to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, half of those units may already be occupied by households that earn more than 30% of median family income.

The data in Table 4-13 indicate that in 2012:

- About 20% of Wilsonville's households could not afford a studio apartment according to HUD's estimate of \$665 fair market rent.
- About 30% of Wilsonville's households could not afford a two-bedroom apartment according to HUD's estimate of \$891 fair market rent.
- A household earning a median family income (\$73,000) could afford a home valued up to \$182,500.

**Table 4-13. Rough estimate of housing affordability, Wilsonville, 2012**

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	HUD Fair Market Rent (FMR) in 2012
Less than \$10,000	669	9%	\$0 to \$250	\$0 to \$25,000	81	46	(543)	
\$10,000 to \$14,999	259	3%	\$250 to \$375	\$25,000 to \$37,000	36	22	(201)	
\$15,000 to \$24,999	623	8%	\$375 to \$625	\$37,500 to \$62,500	49	105	(469)	
\$25,000 to \$34,999	717	10%	\$625 to \$875	\$62,500 to \$87,500	0	1,459	742	Studio: \$665
\$35,000 to \$49,999	1,163	15%	\$875 to \$1,250	\$87,500 to \$125,000	30	1,472	339	1 bdrm: \$771
\$50,000 to \$74,999	1,264	17%	\$1,250 to \$1,875	\$125,000 to \$187,500	147	477	(640)	2 bdrm: \$891
Clackamas County 2012 MFI: \$73,000			\$1,825	\$182,500				3 bdrm: \$1,297
\$75,000 to \$99,999	983	13%	\$1,875 to \$2,450	\$187,500 to \$245,000	309	138	(536)	4 bdrm: \$1,558
\$100,000 to \$149,999	1,122	15%	\$2,450 to \$3,750	\$245,000 to \$375,000	1,277	37	192	
\$150,000 or more	734	10%	More than \$3,750	More than \$375,000	1,839	12	1,117	
<b>Total</b>	<b>7,534</b>	<b>100%</b>			<b>3,767</b>	<b>3,767</b>	<b>0</b>	

Source: American Community Survey, U.S. Census, 2010, U.S. Department of Housing and Urban Development, and Oregon Housing & Community Services. Notes FMR- Fair Market Rent and MFI - Median Family Income



As a final step in the housing affordability analysis, ECONorthwest performed a rough correlation of income with needed housing types as defined by ORS 195.303. This analysis is also consistent with guidance provided in the DLCD Planning for Residential Lands Workbook.<sup>28</sup> Table 4-14 shows ECONorthwest's evaluation for market segments, incomes, and financially attainable housing products. The tables use the 2012 HUD income guidelines as the market segments and the most recent American Community Survey data from the Census for the income distribution.

Table 4-14 provides an estimate of financially attainable housing types by income and tenure for Wilsonville households. The data shown in Table 4-14 suggest that Wilsonville has an existing need for about 2,364 housing units that are affordable for households with income less than \$36,500.

**Table 4-14. Financially attainable housing type by income range, Wilsonville, 2007-2011**

Market Segment by Income	Income Range	Number of households	Percent of Households	Financially Attainable Products	
				Owner-occupied	Renter-occupied
High (120% or more of MFI)	\$87,600 or more	2348	31%	All housing types; higher prices	All housing types; higher prices
Upper Middle (80%-120% of MFI)	\$58,400 to \$87,600	1210	16%	All housing types; lower values	All housing types; lower values
Lower Middle (50%-80% of MFI)	\$36,500 to \$58,400	1613	22%	Single-family attached; condominiums; duplexes; manufactured on lots	Single-family attached; detached; manufactured on lots; apartments
Lower (30%-50% of less of MFI)	\$21,900 to \$36,500	907	12%	Manufactured in parks	Apartments; manufactured in parks; duplexes
Very Low (Less than 30% of MFI)	Less than \$21,900	1457	19%	None	Apartments; new and used government assisted housing

Source: Estimates by ECONorthwest based on HUD 2012 Median Family Income for Clackamas County and 2007-2011 American Community Survey for Wilsonville income data.

<sup>28</sup> Specifically, Step 4, page 29 and the figure on page C-11.

## Summary of government subsidized housing in Wilsonville

There are a number of government subsidized affordable housing programs in Clackamas County and Wilsonville that are designed to address the housing affordability problems described above. Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home include:

- **Housing Choice Voucher program** (formerly known as Section 8) allows very low-income families (including elderly and disabled) to choose where they want to live by providing rental certificates that limit tenants' rent to 30% of their monthly income.
- **Public housing** is government-provided low cost housing in multi-unit complexes that are available to low-income, mostly elderly or disabled, residents. Managed by local housing authorities, they typically require tenants to pay no more than 30% of their monthly income for rent.
- **HUD landlord subsidies** give funds directly to apartment owners, who lower the rents they charge low-income tenants.
- **Section 202** provides housing for low-income senior citizens and often includes services such as meals, transportation, and accommodations for the disabled.
- **Subsidized mortgage programs** are state-sponsored programs that reduce the interest rate for homes purchased within the state to qualified low-income first-time homebuyers. Other programs that offer low interest rate loans include:
  - **Veteran's Affairs loans** are home loans offered to eligible veterans, some military personnel, and certain surviving spouses.
  - **Other homeownership assistance** include a variety of down payment assistance programs run by states, counties, cities, business organizations, and non-profit organizations for low-income families.

Nonprofit organizations also provide a wide variety of housing assistance to low-income households and individuals. Nonprofits provide assistance with renting or purchasing housing, as well as services (such as emergency food, low-cost medical services, or transportation assistance).

The City of Wilsonville has a variety of publicly and privately assisted housing options, including housing for people with physical and mental disabilities. The Housing Authority of Clackamas County (HACC) is the public housing authority for Wilsonville and Clackamas County, and HACC administers the Housing Choice Voucher program for the county. As of 2013, HACC provided 1,493 Housing Choice vouchers to households throughout Clackamas County.



As of May 2013, the waiting list for the Housing Choice Voucher program was closed, and HACC estimated that the waiting list was seven years or longer.

Table 4-15 shows affordable housing developments existing within Wilsonville in 2013. Wilsonville has seven low cost apartment complexes for low-income residents, with a total of 474 units. The units are a mixture of 1-, 2-, and 3-bedroom units. While some developments have low or no vacancies, some developments have available units.

**Table 4-15. Low cost apartment complexes, Wilsonville, 2013**

Name of development	Number of	
	units	Population segment served
Autumn Park Apartments	144	Low-income families, seniors, people with disabilities
Charleston Apartments	51	Low-income households
Creekside Woods	84	Low-income seniors
Montebello Apartments	84	Low-income families, seniors, people with disabilities
Rain Garden Apartments	29	Low-income people needing health and supportive services
Wiedmann Apartments	58	Low-income seniors
Wilsonville Heights Apartments	24	Low-income families, seniors, people with disabilities

Source: ECONorthwest

The City of Wilsonville supports the development and operations of affordable housing through exempting low-income housing from property taxes. Five of the seven apartment complexes in Table 4-15 were exempted from property taxes in 2013. The City estimates the tax exemptions will lower rent at these five complexes by a total of \$277,000 over a twelve-month period.<sup>29</sup>

Other regional or countywide efforts to address housing affordability issues include:

- **Clackamas County Ten-Year Plan and Policy to Address Homelessness** is a 2007 report published by the Clackamas County Coordinating Council for Homeless Programs. The plan describes Clackamas County's housing affordability problems and proposes action steps to end homelessness in Clackamas County. These action steps go beyond issues that can be addressed through land use planning, including expansion of mental health services, de-criminalization of homelessness, and increased support services for homeless children.

The actions steps that are directly related to residential land use policies include: (1) preservation and expansion of affordable housing stock and (2) adoption of housing policies that encourage the development of affordable housing, such as through property tax exemptions, foreclosure regulations, or mobile home park protection.

<sup>29</sup> Wilsonville City Council Meeting Staff Report, April 15, 2013.

- **Northwest Housing Alternatives** (NHA) is a non-profit that builds and renovates affordable housing in 17 Oregon counties, including Clackamas County. NHA has helped develop three apartment complexes in Wilsonville: Autumn Park Apartments, Creekside Woods (a seniors-only facility), and The Charleston.
- **Proud Ground** is a non-profit community land trust committed to providing affordable homeownership opportunities for people in Clackamas, Washington and Multnomah Counties. Proud Ground subsidizes the purchase price of homes for qualifying first-time homeowners, and participants agree to resale provisions that ensure that the home will remain affordable for the next homebuyer.



## Chapter 5. Housing Need in Wilsonville

---

This chapter presents the analysis of housing needs in Wilsonville over the 2014 to 2034 period. It uses population growth assumptions combined with other assumptions (e.g., household size and vacancy rates) to estimate the total number of needed units (what Goal 10 calls the “Housing Needs Projection”). It then provides estimates of needed units by structure type and by density range.

Chapter 2 described the framework for conducting a housing “needs” analysis. The specific steps in conducting a housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

This chapter focuses on Steps 1, 4, 5, and 6, based on the framework described in Chapter 2 and the information presented in Chapters 3 and 4.

## SUMMARY OF WILSONVILLE'S HOUSING NEEDS

- Metro forecasts that Wilsonville will grow by 3,749 dwelling units over the 2014 to 2034 period. Metro's forecast results in 1.8% average annual growth. In comparison, Wilsonville average annual population growth between 1990 and 2012 was nearly 5% and 3.2% between 2000 and 2012.
- Wilsonville's assumed housing mix meets the requirement of OAR 660-007-0030 to "designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing."
- Wilsonville's housing need projection (e.g., needed mix of housing) is for: 50% single-family detached (1,875 dwelling units), 10% single-family attached (375 dwelling units), and 40% multifamily housing (1,499 dwelling units).
- Wilsonville's assumed average housing density is 7.1 dwelling units per *gross* acre, which is an average of about 8.7 dwelling units per *net* acre.
- Wilsonville's assumed average density of 8.7 dwelling units per net acre meets the requirements of OAR 660-007-0035 to "provide for an overall density of eight or more dwelling units per net buildable acre".
- The assumptions used to determine Wilsonville's needed housing mix and density were discussed with Wilsonville decision makers and are based, in part, on the results of the capacity analysis for Wilsonville's residential land base, presented in Chapter 6.

## PROJECT NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS

The results of the housing needs analysis are based on: (1) the Metro forecast for new dwelling units in Wilsonville over the 20-year planning period, (2) information about Wilsonville's housing market relative to the Portland Region, (3) the demographic composition of Wilsonville's existing population and expected long-term changes in the demographics of the Portland Region, and (4) input from discussions with the Planning Commission and City Council.

### Metro's forecast for household growth

The housing needs analysis in this chapter is based on a coordinated population forecast from Metro (the November 2012 "Gamma" forecast), which is a necessary prerequisite to estimate housing needs. The projection of



household growth includes areas currently within the city limits, as well as areas currently outside the city limits that the City expects to annex for residential uses (most notably Frog Pond). We call these areas combined the "Wilsonville planning area."<sup>30</sup>

Table 5-1 presents Metro's forecast for population growth and new housing development in the Wilsonville planning area for the 2010 to 2035 period. The table shows Metro's forecast for the Wilsonville city limits, areas currently outside the city limits that are expected to be annexed by 2035, which are together the Wilsonville planning area. Table 5-1 shows Metro's forecast for the number of households in each of the following years:

- **2010.** Metro's forecast uses an estimate of the number of households in 2010 as the starting point of the forecast.
- **2025.** As part of the forecasting process, Metro developed a forecast of households for 2025 to allow jurisdictions an opportunity to review and comment on the forecast for growth between 2010 and 2025.
- **2035.** Metro's forecast estimates household growth of 57% by 2035. Part of the forecasting process was providing jurisdictions an opportunity to review and comment on the forecast for growth through 2035.

**Table 5-1. Metro forecast for housing growth, Wilsonville planning area, 2010 to 2035**

Year	Wilsonville City Limits	Areas Currently Outside City Limits	Wilsonville Planning Area
2010	7,980	47	8,027
2025	10,944	753	11,697
2035	11,508	1,063	12,571
<b>Change 2010 to 2035</b>			
Households	3,528	1,016	4,544
Percent	44%	2162%	57%
AAGR	1.5%	13.3%	1.8%

Source: Metro Gamma Forecast, November 2012

Note: The Wilsonville City Limits are the following Metro Transportation Analysis Zones (TAZs): 965, 966, 967, 968, 969, 970, 971, 974, 975, 978, and 979

The "areas currently outside city limits" are TAZ 973 and 976, which are areas that the City plans to annex by 2035 with residential growth.

<sup>30</sup> Metro forecasts household growth by Transportation Analysis Zone (TAZ) areas. The Wilsonville planning area includes TAZs within the city limits (TAZs: 965, 966, 967, 968, 969, 970, 971, 974, 975, 978, and 979) and areas currently outside the city limits that are expected to be annexed by 2035 (TAZ 973 and 976).

Wilsonville's housing needs analysis must be based on a 20-year period but Metro's forecast describes growth over a 25-year period. Table 5-2 shows an extrapolation of Metro's forecast for the 2014 to 2034 period. ECONorthwest extrapolated Metro's forecast (Table 5-1) using the following assumptions:

- **Households in 2014.** ECONorthwest estimated the number of households in the Wilsonville planning area using the number of households in 2010 and the growth rate in the forecast between 2010 and 2025.

For example, in 2010 Metro estimated that there were 7,980 households within the Wilsonville city limits and would be 10,944 households in 2025. Between 2010 and 2025, the average annual growth rate for households within the city limits was 2.13%. Assuming that household growth in Wilsonville was 2.13% per year, there would be 8,682 households in Wilsonville in 2014.

- **Households in 2034.** ECONorthwest estimated the number of households in the Wilsonville planning area using the number of households in 2025 and the growth rate in the forecast between 2025 and 2035.

For example, in 2025 Metro estimates that there would be 10,944 households within the Wilsonville city limits and would be 11,508 households in 2035. Between 2025 and 2035, the average annual growth rate for households within the city limits was 0.50%. Assuming that household growth in Wilsonville was 0.50% per year, there would be 11,451 households in Wilsonville in 2034.

Table 5-2 shows that the Wilsonville planning area will add 3,749 new households between 2014 and 2034, with 2,769 new households inside the existing city limits and 980 new households in outside the current city limits.

**Table 5-2. Extrapolated Metro forecast for housing growth, Wilsonville planning area, 2014 to 2034**

Year	Wilsonville City Limits	Areas Currently Outside City Limits	Wilsonville Planning Area
2014	8,682	47	8,729
2034	11,451	1,027	12,478
<b>Change 2014-2034</b>			
Households	2,769	980	3,749
Percent	32%	2085%	43%
AAGR	1.4%	16.7%	1.8%

Source: Metro Gamma Forecast, November 2012



Metro's forecast shows that Wilsonville will grow at an average annual growth rate (AAGR) of 1.8% over the next 20-years. Table 4-1 shows that Wilsonville's population grew at 4.9% between 1990 and 2012. The implication of these figures is that Wilsonville may grow faster than the Metro forecast (and the assumptions used in this study).

## New housing units needed over the next 20 years

Table 5-3 shows a forecast of needed housing in the Wilsonville planning area during the 2014 to 2034 period. The projection is based on the following assumptions:

- Metro's forecast for population and housing growth shows that Wilsonville will add 3,749 new households over the 20-year period.
- The assumptions about the mix of housing in Table 5-3 are:
  - Fifty percent of new housing will be single-family detached, a category which includes manufactured housing.
  - Ten percent of new housing will be single-family attached. This assumption is consistent with information from the American Community Survey that shows that about 10% of Wilsonville's existing housing stock is single-family attached.
  - Forty percent of new housing will be multifamily.

**Table 5-3. Forecast for new needed housing units, Wilsonville planning area, 2014-2034**

	Needed New Housing Units (2014-2034)	
	Percent of new dwellings	Number of new dwellings
<b>New dwelling units</b>		
Single-family detached	50%	1,875
Single-family attached	10%	375
Multifamily	40%	1,499
<b>Total new dwelling units</b>	<b>100%</b>	<b>3,749</b>
<b>Average new du developed annually</b>		<b>187</b>

Source: Metro forecast of housing units; Calculations by ECONorthwest

Note: Dwelling units needed annually is derived by dividing total needed dwellings by 20. Actual rates of development will vary from year to year.

The housing mix presented in Table 5-3 meets the requirements of OAR 660-007 "to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing." Under OAR 660-007, a city can justify an alternative housing mix based on changing circumstances.

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.



## Needed housing by density range by plan designation

Table 5-4 shows the forecast of needed housing units by density in Wilsonville based on the total estimate of housing need shown in Table 5-3. The forecast in Table 5-4 assumes:

- The overall density of housing in Wilsonville will be 7.1 dwelling units per gross acre, which is an average of about 8.7 dwelling units per *net* acre.
  - Single-family detached housing will develop at about 5 dwelling units per gross acre.
  - Single-family attached housing will develop at 10 dwelling units per gross acre.
  - Multifamily housing will develop at 13 dwelling units per gross acre.

**Table 5-4. Forecast of needed housing units by mix and density, Wilsonville planning area, 2014-2034**

Housing Type	New Dwelling Units (DU)	Percent	Density (DU/gross acre)	Gross Acres
Single-family detached	1,875	50%	5.0	375
Single-family attached	375	10%	10.0	38
Multifamily	1,499	40%	13.0	115
<b>Total</b>	<b>3,749</b>	<b>100%</b>	<b>7.1</b>	<b>528</b>

Source: ECONorthwest

The assumed housing mix meets the requirement of OAR 660-007-0030 to “designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing.” The forecast in Table 5-4 results in an average density of 8.7 dwelling units per net acre. This housing density meets the requirements of OAR 660-007-0035 to “provide for an overall density of eight or more dwelling units per net buildable acre.”

## Needed housing by income level

Step four of the housing needs analysis is to develop an estimate of need for housing by income and housing type. This requires an estimate of the income distribution of current and future households in the community. These estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The analysis in Table 5-5 is based on American Community Survey data about income levels in Wilsonville, using information shown in Figure 4-8. Income is categorized into market segments consistent with HUD income level

categories, using Clackamas County's 2012 Median Family Income (MFI) of \$73,000. Table 5-5 is based on current household income distribution, assuming approximately that the same percentage of households will be in each market segment in the future.

Based on Wilsonville's current household income distribution, Table 5-5 shows that about 31% of households in Wilsonville could be considered low or very low income, 22% are low-middle income households and 47% are high or upper-middle income.

**Table 5-5. Estimate of needed new dwelling units by income level, Wilsonville, 2014-2034**

Market Segment by Income	Income Range	Number of households	Percent of Households	Commonly Financially Attainable Housing Products	
				Owner-occupied	Renter-occupied
High (120% or more of MFI)	\$87,600 or more	1,162	31%	All housing types; higher prices	All housing types; higher prices
Upper Middle (80%-120% of MFI)	\$58,400 to \$87,600	600	16%	All housing types; lower values	All housing types; lower values
Lower Middle (50%-80% of MFI)	\$36,500 to \$58,400	825	22%	Single-family attached; condominiums; duplexes; manufactured on lots	Single-family attached; detached; manufactured on lots; apartments
Lower (30%-50% of less of MFI)	\$21,900 to \$36,500	450	12%	Manufactured in parks	Apartments; manufactured in parks; duplexes
Very Low (Less than 30% of MFI)	Less than \$21,900	712	19%	None	Apartments; new and used government assisted housing

Source: ECONorthwest  
MFI is Median Family Income

Wilsonville will have an on-going need for housing affordable to lower-income households. The housing need analysis, and the related policy review, demonstrate that the City is meeting its obligation to plan for needed housing types (as required by ORS 197.303) for households at all income levels. These policies include those that allow for development of a range of housing types (e.g., duplexes, manufactured housing, and apartments) and policies that support government-subsidized housing. This conclusion is supported by the fact that Metro's 2012 *Compliance Report* concluded that Wilsonville was in compliance for the City's Title 1 (Housing Capacity) and Title 7 (Housing Choice) responsibilities.



## Need for government assisted and manufactured housing

ORS 197.303 requires cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government-subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Wilsonville allows development of government-assisted housing in all Residential zones, with the same development standards for market-rate housing. This analysis assumes that Wilsonville will continue to allow government housing in all its Residential zones. Because government assisted housing is similar in character to other housing (with the exception the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Manufactured housing on lots.** Wilsonville considers manufactured homes on lots as “dwellings” and are considered the same as on-site construction.<sup>31</sup> As manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential development. According to the Oregon Housing and Community Services’ Manufactured Dwelling Park Directory,<sup>32</sup> Wilsonville has two manufactured dwelling parks:
  - Oakleaf Park with 63 spaces, all occupied
  - Walnut Mobile Home Park with 57 spaces, all occupied<sup>33</sup>

ORS 197.480(2) requires Wilsonville to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential.

---

<sup>31</sup> Section 4.001 of the Wilsonville Planning and Land Development Ordinance

<sup>32</sup> Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

<sup>33</sup> The Walnut Mobile Home Park is in the RA-H zone on land with a Comprehensive Plan Designation of Industrial.

- Table 5-3 shows that the Wilsonville planning area will grow by 3,749 dwelling units over the 2014 to 2034 period.
- Analysis of housing affordability (in Table 5-5) shows that about 30% of Wilsonville's new households will be low income, earning 50% or less of the County's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in parks accounts for about 1.3% (120 dwelling units) of Wilsonville's current housing stock.
- National, state, and regional trends during the 2000 to 2010 period showed that manufactured housing parks were closing, rather than being created. For example, between 2003 and 2010, Oregon had a statewide decrease of 25% in the number of manufactured home parks. Since 2000, two manufactured parks with a total of about 300 manufactured home spaces closed in Wilsonville.
- The longer-term trend for closing manufactured home parks is the result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of lower-cost affordable housing options, especially for affordable home ownership. The trend in closure of manufactured home parks increases the shortage of manufactured home park spaces. Without some form of public investment to encourage continued operation of existing manufactured home parks and construction of new manufactured home parks, this shortage will continue.

Table 5-5 shows that the households most likely to live in manufactured homes in parks are those with incomes between \$21,900 and \$36,500 (30 to 50% of median family income). Assuming that about 1% to 1.5% of Wilsonville's new households (3,749 new dwellings) choose to live in manufactured housing parks, the City may need 37 to 56 new manufactured home spaces. At an average of 8 dwelling units per net acre, this results in demand for 4.7 to 7.0 acres of land.

The City allows development of manufactured housing parks in PDR zones, where the City has 103 vacant suitable buildable acres of land. Development of a new manufactured home park in Wilsonville over the planning period seems unlikely, given the closing of two parks in Wilsonville. The land needed for development of a manufactured housing park is part of the forecast in Table 5-4.



## Chapter 6. Residential Land Sufficiency within Wilsonville

---

This chapter presents a summary of Wilsonville's buildable residential land and an estimate of capacity for new housing on buildable residential land. The inventory was prepared by City staff (see Appendix A). The chapter concludes with comparison between of the capacity of Wilsonville's residential land with the demand for new housing in Wilsonville over the 2014 to 2034 period. In short, the analysis answers the question: "Does Wilsonville have enough residential land to accommodate forecast housing needs?"

### SUMMARY OF WILSONVILLE'S RESIDENTIAL LAND SUFFICIENCY

- As of July 2013, Wilsonville had 477 gross acres of suitable buildable land. About 102 gross acres are in Residential Designations, 148 gross acres are in Frog Pond, 206 gross acres are in the Village Designation, and 22 gross acres are in Commercial Designations.
- Wilsonville has capacity to accommodate between 3,390 (under the low capacity scenario) to 4,229 (under the high capacity scenario) dwelling units at an average density of between 7.1 to 8.9 dwelling units per gross acre.
- The residential capacity analysis shows that, based on existing policies, Wilsonville has designated sufficient buildable land to provide opportunity for 48% single-family detached and 52% single-family attached and multifamily housing. This planned capacity is consistent with the requirement of OAR 660-007-0030(1).
- Under the low capacity estimate, with an average density of 7.1 dwelling units per gross acre, Wilsonville has a small deficit of housing capacity (359 dwelling unit deficit). Wilsonville's residential land deficit is about 51 gross acres of suitable buildable land necessary to accommodate Metro's forecast for new dwelling units dwelling units.
- If the City grows faster than Metro's housing forecast (1.8% average annual growth), then Wilsonville will consume residential land sooner than the forecast in this housing needs analysis. Given that the City's historical population growth rate between 1990 and 2012 was nearly 5% annually, and the City grew faster than 3% annually over the past

decade, it seems possible that the City will grow faster than Metro's forecast.

## SUMMARY OF BUILDABLE RESIDENTIAL LAND IN WILSONVILLE

Appendix A presents Wilsonville's residential buildable lands inventory, which was prepared by City staff. Table 6-1 presents a summary of the buildable lands inventory. Wilsonville had about 479 gross acres of developable residential land in Wilsonville in 2013. The inventory identified 251 gross acres of vacant buildable land and 228 gross acres of land that is partially vacant or likely to redevelop.

Appendix A presents the full description of the methodology for the buildable lands inventory. In short, the City identified buildable residential land using the following methods:

- **Vacant land.** The City identified land that is fully vacant using information in Metro's RLIS GIS database and refining the results through comparison with current aerial photography, field checks, and local records. Staff identified and removed unbuildable land (e.g., publicly owned land or land in the Significant Resource Overlay Zone) from the inventory of vacant land.
- **Partially vacant land or land likely to redevelop.** The City identified land as partially vacant or likely to redevelop over the next twenty years based on improvement value, land value, and site size. Staff identified and removed unbuildable land from the inventory of partially vacant or likely to redevelop land.
  - **Partially vacant land** is land with one (or possibly two) dwelling units on a parcel that could be divided and accommodate additional dwellings. For example, a two-acre parcel within the Wilsonville city limits could reasonably be expected to be partitioned to be able to accommodate new residential development. The existing dwelling on a partially vacant parcel may remain in place, with new dwellings built around it, or may be demolished and replaced with all new development.
  - **Land that is likely to redevelop** is land with existing development that is relatively likely to redevelop over the 20-year planning period. Redevelopment will result in demolition of existing structures and development of new structures.



Estimating the amount of suitable buildable land in Wilsonville requires accounting for land in partially vacant parcels where the existing dwelling is likely to be preserved. This area is included in Table 6-1 in the column headed "Partially Vacant Land not Available for Future Development," which shows Wilsonville has 2.7 gross acres of partially vacant parcels (in 24 parcels) where the existing dwelling is likely to be preserved.

**Table 6-1 Suitable residential land, Wilsonville, gross acres, 2013**

Comprehensive Plan Designation	Amount of land in the Buildable Lands Inventory			Partially Vacant Land not Available for Future Development	Total Suitable Buildable Land
	Vacant	Partially Vacant or Likely to Redevelop	Total Vacant and Partially Vacant or Likely to Redevelop		
<b>Residential</b>	<b>66.1</b>	<b>36.6</b>	<b>102.7</b>	<b>1.0</b>	<b>101.7</b>
0-1 du/ac	0.0	2.2	2.2		2.2
2-3 du/ac	0.3	4.3	4.6	0.67	3.9
4-5 du/ac	3.4	13.4	16.8	0.29	16.5
6-7 du/ac	12.2	8.1	20.3		20.3
6-7/10-12 du/ac*	20.5	0.0	20.5		20.5
10-12 du/ac	29.6	8.6	38.2	0.08	38.1
16-20 du/ac	0.1	0.0	0.1		0.1
<b>Residential, Area of Special Concern L (Frog Pond)**</b>	<b>23.0</b>	<b>126.4</b>	<b>149.4</b>	<b>1.63</b>	<b>147.8</b>
<b>Village</b>	<b>143.4</b>	<b>62.8</b>	<b>206.2</b>		<b>206.2</b>
<b>Commercial</b>	<b>16.9</b>	<b>4.8</b>	<b>21.7</b>		<b>21.7</b>
PDC-TC	13.2		13.2		13.2
PDC	3.7	4.8	8.5		8.5
<b>Total</b>	<b>249.4</b>	<b>230.6</b>	<b>480.0</b>	<b>2.7</b>	<b>477.3</b>

Source: Buildable Land Inventory by the City of Wilsonville; Estimate of Partially Vacant Land not Available for Future Development by ECONorthwest

\*Note: The 6-7/10-12 du/ac Designation is one split-zoned property.

\*\*Note: Frog Pond is located within the Metro UGB but outside of Wilsonville's city limits.

## RESIDENTIAL LAND CAPACITY IN WILSONVILLE

The capacity analysis estimates the number of new dwelling units that can be accommodated on Wilsonville's residential land supply.<sup>34</sup> The capacity analysis evaluates ways that vacant suitable residential land may build out by applying different assumptions.

In short, land capacity is a function of buildable land, housing mix (as determined by plan designation or zoning), and density. The basic form of any method to estimate capacity requires (1) an estimate of *buildable* land (e.g., land that is developable minus constraints such as Wilsonville's Significant Resource Overlay Zone (SROZ)), and (2) assumptions about density. The arithmetic is straightforward:

$$\text{Buildable Land (ac)} * \text{Density (du/ac)} = \text{Capacity (in dwelling units)}$$

For example:

$$100 \text{ acres} * 8 \text{ du/ac} = 800 \text{ dwelling units of capacity}$$

The example is a simplification of the method, which skips some of the nuances that can be incorporated into an analysis of capacity (e.g., different densities and housing mixes in different Comprehensive Plan Designations).

The capacity analysis modeled two scenarios of potential housing capacity: (1) a low capacity scenario, and (2) a high capacity scenario. The scenarios are based on existing policies (where available) and use the following information and assumptions:

- **Suitable buildable land** by Comprehensive Plan Designation summarized in Table 6-1, based on the analysis presented in Appendix A.
- **Planned density** for Residential land shown in Table 6-2. For Residential land within Wilsonville's city limits, the density assumptions are based on assigned densities in the Comprehensive Plan.
- **Potential density** for residential development on the Residential land in the Area of Special Concern L (a.k.a. Frog Pond), which is located

---

<sup>34</sup> In this report, the term "capacity analysis" is used as shorthand for estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.



within the Metro urban growth boundary but not within Wilsonville's city limits.

- **Planned density** for the Village designation. The adopted Villebois Master Plan describes the amount and type of housing yet to be built in Villebois, summarized in Table 6-4.
- **Commercial land** residential capacity, shown in Table 6-5, based on analysis of low and high residential development capacity on commercial land developed by City of Wilsonville staff.

## Density Assumptions

Estimating the capacity of vacant residential land to accommodate new dwelling units requires assumptions about the number of units allowed per acre, or density. Table 6-2 presents a range of density assumptions (from low to high) by Comprehensive Plan Designation for Residential land. This section does not present assumptions about capacity in the Village designation because the Villebois Master Plan describes the number of units planned for Villebois.

- **Residential Designations within the city limits.** The density assumptions for the Residential Designations are based on the low and high density allowed in the designation. For example, in the 4-5 du/ac designation, we assume a low density of 4.0 dwelling units per gross acre and a high of 5.0 dwelling units per gross acre.

**Frog Pond.**<sup>35</sup> Frog Pond is unincorporated, not yet master planned, and does not have a set density range. Table 6-2 presents a range of housing densities that illustrates Frog Pond's potential capacity.

The low estimate assumes that Frog Pond will have a minimum of 5.0 dwelling units per gross acre (about 6.0 dwelling units per net acre). The low density estimates that Frog Pond will be developed predominantly with single-family detached housing, with lot sizes averaging about 7,250 square feet.

The high estimate assumes that Frog Pond will have a minimum of 8.5 dwelling units per gross acre (about 10.5 dwelling units per net acre). The high density estimate assumes that Frog Pond will be developed with a

---

<sup>35</sup> In this report, we refer to land in the Residential Area of Special Concern L as Frog Pond. This area is within the Metro UGB but outside of Wilsonville's city limits.

mix of housing types but predominantly single-family detached and attached housing, with lot sizes averaging about 4,150 square feet.

**Table 6-2. Density assumptions**

Comprehensive Plan Designation	Density Assumptions (gross acres)	
	Low	High
Residential within the city limits		
0-1 du/ac	1.0	1.0
2-3 du/ac	2.0	3.0
4-5 du/ac	4.0	5.0
6-7 du/ac	6.0	7.0
6-7/10-12 du/ac	6.0	12.0
10-12 du/ac	10.0	12.0
16-20 du/ac	16.0	20.0
Frog Pond	5.0	8.5

Source: Wilsonville Comprehensive Plan and ECONorthwest

Note: Frog Pond refers to the Residential Area of Special Concern L.

## Housing capacity estimates

Table 6-3 shows the results of the estimate of housing capacity potential on land designated Residential and in Frog Pond.

- **Residential Designations within the city limits.** Collectively, the land currently within the city limits that is designated as Residential has capacity for between 701 to 942 dwelling units, at the adopted densities.
- **Frog Pond.** The Frog Pond area can accommodate between 738 and 1,256 new dwelling units, assuming densities from 5.0 to 8.5 dwelling units per gross acre.



**Table 6-3. Estimate of capacity in the Residential Plan Designation, new dwelling units, Wilsonville**

Comprehensive Plan Designation	Suitable Buildable Land (gross acres)	Capacity (dwelling units)	
		Low	High
Residential within the city limits	<b>101.7</b>	<b>701</b>	<b>942</b>
0-1 du/ac	2.2	2	2
2-3 du/ac	3.9	7	11
4-5 du/ac	16.5	66	82
6-7 du/ac	20.3	121	142
6-7/10-12 du/ac	20.5	123	246
10-12 du/ac	38.1	381	457
16-20 du/ac	0.1	1	2
<b>Frog Pond</b>	<b>147.8</b>	<b>738</b>	<b>1,256</b>

Source ECONorthwest

Note: Frog Pond refers to the Residential Area of Special Concern L.

The 2003 Villebois Master Plan calls for a minimum of 2,300 dwelling units in Villebois. The most recent refinement to the Villebois Master Plan (adopted in July 2013) results in addition of 232 additional dwelling units.<sup>36</sup> The Villebois Master Plan included an area labeled “Future Study Area”, with the assumption that housing units would be planned at a later date. Based on recent proposals to develop this area, it is assumed that this area has capacity for about 113 single-family detached units.

Table 6-4 shows that Villebois has total capacity for 2,645 dwelling units,<sup>37</sup> based on the refinements to the Master Plan. As of the end of 2012, the City had approved building permits for development of 909 dwelling units in Villebois. The Villebois master plan allows for an additional 1,736 new units in Villebois. The planned capacity for new units is 656 single-family detached units and 1,080 multifamily and single-family attached units.

<sup>36</sup> Planning Case File DB13-0021 includes this finding in “Subsection 4.125 (.18) J. 1. a. v. SAP Refinements: Density”.

<sup>37</sup> The capacity for dwelling units in Villebois is as follows: 2,300 dwelling units described in the unmodified Master Plan, plus the refinements to the Master Plan to add 232 more units, and plus the proposed refinement to the Master Plan to add 113 units on the Future Study Area site. That results in 2,645 dwelling units.

**Table 6-4. Villebois capacity**

	Units
Units planned	2,645
Units permitted through 2012	909
Single-family detached	470
Multifamily	439
Units left to build	1,736
Single-family detached	656
Multifamily	1,080

Source: Villebois Master Plan; Wilsonville building permit database;  
analysis by ECONorthwest

Note: Multifamily includes single-family attached

Table 6-5 shows that Wilsonville has about 22 acres of land zoned for commercial use that the City has identified as having capacity for residential development. About 13 acres of this land is in Town Center and the remaining land is zoned PDC.

- **Town Center (PDC-TC).** City staff estimated the capacity in the Town Center designation ranges from 200 to 270 dwelling units based on assumptions about the type of development expected to locate in Town Center.
- **PDC.** City staff estimated the capacity in the Commercial designation ranges from 15 to 25 dwelling units.

**Table 6-5. Capacity on commercial land**

Comprehensive Plan Designation	Suitable Buildable Land (gross acres)	Capacity (dwelling units)	
		Low	High
Commercial	21.7	215	295
PDC-TC	13.2	200	270
PDC	8.5	15	25

Source City of Wilsonville staff



## Capacity Summary

Table 6-6 shows that Wilsonville's 477 acres of suitable buildable residential land base has capacity to accommodate between 3,390 and 4,229 new dwelling units.

- The **low** capacity scenario results in an overall density of 7.1 dwelling units per gross acre or 8.7 dwelling units per net acre.
- The **high** capacity scenario results in an overall density of 8.9 dwelling units per gross acre or 10.9 dwelling units per net acre.

**Table 6-6. Summary of housing capacity on suitable buildable land, Wilsonville**

Comprehensive Plan Designation	Low Capacity (dwelling units)	High Capacity (dwelling units)	Average Development Densities (dwelling units per gross acre (du/ga))		
			Suitable Buildable Land (gross acres)	Low Capacity (du/ga)	High Capacity (du/ga)
Residential	701	942	102	6.9	9.3
Residential, Area of Special Concern L (Frog Pond)**	738	1,256	148	5.0	8.5
Villebois	1,736	1,736	206	8.4	8.4
Commercial	215	295	22	9.9	13.6
Total	3,390	4,229	477	7.1	8.9

Source ECONorthwest

\*\*Note: Frog Pond is located within the Metro UGB but outside of Wilsonville's city limits.

The conclusions of the capacity analysis are that:

- Both scenarios exceed the State requirement (OAR 660-007-0035(2)) to "provide for an overall density of eight or more dwelling units per net buildable acre." The low capacity scenario results in an average density of 8.7 dwelling units per net acre and the high capacity scenario results in an average density of 10.9 dwelling units per net acre.
- Both scenarios result in an average density lower than the 12.4 dwelling units per net acre of residential development constructed in Wilsonville over the 2000 to 2012 period.

## Estimate of housing mix based on capacity analysis

The planned density assumptions for Residential Designations presented in Table 6-2, the capacity estimates for housing in Villebois (Table 6-4), and Commercial (Table 6-5) have implications for the types of housing likely to be built in Wilsonville. This section describes the probable housing mix likely to be developed in Wilsonville as a result of the City's existing residential development policies and the assumptions of future densities in Frog Pond.

Table 6-7 shows an estimate of the mix of housing (single-family detached housing compared to single-family attached and multifamily housing) on Wilsonville's suitable buildable residential land. We estimated the type of housing in each area based on the following assumptions:

- **Residential.** Table 6-2 shows the low and high density assumptions in each Residential Designation, based on the densities allowed in the Comprehensive Plan. The analysis in Table 6-7 makes the following assumptions about housing mix for both the low and high capacity scenarios:
  - In Comprehensive Plan Designations with a density of 7 dwelling units per acre or lower, all new housing is assumed to be single-family detached housing.
  - In the 6-7/10-12 dwelling unit per acre Comprehensive Plan Designation, 55% of dwelling units are assumed to be single-family detached housing and 45% are assumed to be single-family attached and multifamily housing.
  - In the 10-12 dwelling unit per acre Comprehensive Plan Designation, 10% of dwelling units are assumed to be single-family detached housing and 90% are assumed to be single-family attached and multifamily housing.
  - In the 16-20 dwelling unit per acre Comprehensive Plan Designation, all new housing is assumed to be single-family attached and multifamily housing.
- **Frog Pond.** Table 6-7 assumes a different housing mix based on the different average density assumptions in the low and high capacity scenarios.
  - In the low capacity scenario, Table 6-2 assumes an average density of 5.0 dwelling units per gross acre. Table 6-7 assumes that 90% of housing will be single-family detached and 10% will be single-family attached.



- In the high capacity scenario, Table 6-2 assumes an average density of 8.5 dwelling units per gross acre. Table 6-7 assumes that 75% of housing will be single-family detached and 25% will be single-family attached.
- **Villebois.** Table 6-7 uses the housing mix shown in Table 6-4.
- **Commercial.** Table 6-7 assumes that all housing on Commercial land will be single-family attached or multifamily because housing is only allowed in Commercial as part of a mixed-use development.

Both the low and high capacity scenarios in Table 6-7 result in a housing mix of 48% single-family detached and 52% single-family attached and multifamily for new construction, city-wide. Both scenarios exceed the State requirement (OAR 660-007-0030(1)) to “to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances.”

**Table 6-7. Estimated housing mix on Wilsonville's buildable residential land based on existing development densities**

Comprehensive Plan Designation	Low Capacity (dwelling units)		High Capacity (dwelling units)	
	Single-family detached	Single-family attached and multifamily	Single-family detached	Single-family attached and multifamily
Residential	302	399	418	524
Residential, Area of Special Concern L (Frog Pond)**	664	74	942	314
Villebois	656	1,080	656	1,080
Commercial	0	215	0	295
Total Units	1,622	1,768	2,016	2,213
Percent of Total	48%	52%	48%	52%

Source ECONorthwest

\*\*Note: Frog Pond is located within the Metro UGB but outside of Wilsonville's city limits.

## RESIDENTIAL LAND SUFFICIENCY

Table 6-8 compares the capacity of buildable residential land to accommodate new housing (Table 6-7) with demand for new housing (Table 5-4). Table 6-8 shows:

- Wilsonville has capacity to accommodate between 3,390 and 4,229 new dwelling units.
- Metro forecasts 3,749 new dwelling units for the 2014-2034 period.
- Wilsonville's buildable residential land has capacity to accommodate more housing than Metro's forecast for new housing in Wilsonville over the 2014 to 2034 period.
  - Under the **low capacity scenario** and density assumptions, Wilsonville does not have enough land to accommodate new housing over the 20-year period. Wilsonville has a deficit of land to accommodate 359 new dwelling units, 253 of which are single-family detached and 106 of which are attached single-family or multifamily.
  - Under the **high capacity scenario** and density assumptions, Wilsonville has enough land to accommodate new housing over the 20-year period. Under this scenario, Wilsonville can accommodate 480 dwelling units more than the Metro forecast projects over the 20-year period.

**Table 6-8. Comparison of the Capacity of Buildable Residential Land to accommodate new housing with demand for new housing, Wilsonville, 2014 to 2034**

	Capacity on Buildable Residential Land (dwelling units)		Demand for New Housing (dwelling units)	Comparison Capacity <i>minus</i> Demand (dwelling units)	
	Low Capacity	High Capacity		Low Capacity	High Capacity
Single-family detached	1,622	2,016	1,875	-253	141
Single-family attached and multifamily	1,768	2,213	1,874	-106	339
<b>Total</b>	<b>3,390</b>	<b>4,229</b>	<b>3,749</b>	<b>-359</b>	<b>480</b>

Source ECONorthwest

A comparison of Wilsonville's supply 477 gross acres of residential land (Table 6-1) with the City's demand for 528 gross acres residential land (Table 5-4) shows that Wilsonville has a deficit about 51 gross acres of residential land for housing over the 20-year period.



## CONCLUSIONS AND RECOMMENDATIONS

The key findings of the residential land study are that:

- **Wilsonville's Comprehensive Plan and Development Code meet state requirements.** The City's primary obligations are to (1) designate land in a way that 50% of new housing could be either multifamily or single-family attached housing (e.g., townhouses); (2) achieve an average density of eight dwelling units per net acre; and (3) provide enough land to accommodate forecasted housing needs for the next 20 years.
- **Wilsonville's existing housing stock is 50% multifamily, 41% single-family detached, and 9% single-family attached.** Within these broad housing types, Wilsonville's housing stock is a mixture of housing types. For example, Wilsonville's single-family detached housing ranges from mobile and manufactured housing to more affordable single-family detached housing to higher-amenity single-family detached housing. Wilsonville's multifamily housing stock includes condominiums, duplexes, tri- and quad-plexes, government-subsidized affordable housing, housing targeted at seniors, and apartments with a wide range of amenities (e.g., swimming pools, patios, or internet service).
- **Wilsonville could attain a more balanced housing portfolio on the remaining buildable land.** The densities planned in the City's Comprehensive Plan allow for a development mix of 50% single-family detached and 50% single-family attached or multifamily housing, if Frog Pond is planned exclusively for single-family detached housing. When planning for future development in Frog Pond, the community has latitude (though not complete autonomy) for local decision making about the type and density of housing.
- **Wilsonville is planning for a complete, balanced community.** The Wilsonville Comprehensive Plan calls for a balanced portfolio of different housing types that are well-designed and will be developed across the community to serve different people at different points in their lives.
- **Wilsonville is meeting its obligation to plan for needed housing types for households at all income levels.** Wilsonville's residential development policies include those that allow for development of a range of housing types (e.g., duplexes, manufactured housing, and apartments) and that support government-subsidized housing. This conclusion is supported by the fact that Metro's 2012 *Compliance Report*



concluded that Wilsonville was in compliance with Metro Functional Plan and Title 7 (Housing Choice). Wilsonville will have an on-going need for housing affordable to lower-income households.

- **Wilsonville’s decision makers want to provide more opportunities for the development of more single-family detached housing.** Discussions with Wilsonville’s Planning Commission and City Council revealed that these bodies want to provide opportunities for development of a larger percentage single-family detached housing than recent development trends have produced. The low-capacity scenario for future growth would provide more single-family detached housing, as part of the housing mix. Based on these discussions, ECONorthwest recommends that the City use the low-capacity scenario to determine whether Wilsonville has enough land to accommodate Metro’s forecast for housing growth.
- **Wilsonville’s primary opportunity for development of a larger percentage of single-family detached housing is in Frog Pond.** Aside from opportunities for additional single-family detached housing in Frog Pond, the City has a few policy-making options to influence the amount of single-family detached housing developed in Wilsonville.

The primary way the City influences development of single-family housing is through zoning. However, the capacity analysis shows that build-out of Wilsonville’s residential land base under the adopted zoning and designations in the Comprehensive Plan will result in a new-housing mix of 48% single-family detached and 52% single-family attached and multifamily housing. Getting a larger percentage of new single-family detached housing would require downzoning land within the City that has long been planned for higher densities or changing the adopted Villebois Master Plan.

Additionally, the City has discretion to make decisions on specific applications for approval of zone changes and density bonuses, or otherwise incentivize certain forms of housing. The City can choose to decrease the use of density bonuses or public investments that decrease the costs of production of single-family detached housing.

- **Wilsonville cannot accommodate Metro’s forecast for growth on existing residential land.** Metro forecasts growth of about 3,749 new households in the Wilsonville Planning Area. Under the low capacity scenario, Wilsonville has capacity for 3,390 new dwellings and will consume its residential land supply by about 2032.

The key conclusion, that Wilsonville does not have sufficient residential land to accommodate forecasted growth over the 20-year period, might be



exacerbated if Wilsonville grows faster than Metro's forecast for the 2014 to 2034 period.

- **Wilsonville has historically grown faster than Metro's growth forecasts.** Between 2000 and 2012, Wilsonville added 6,500 new people—an increase of 47%. This growth has continued throughout the economic recovery: between July 2012 and July 2013, Wilsonville added more than 1,000 new residents. In addition, Wilsonville's households grew at 2.8% average annual growth rate over the 2000 to 2012 period.
- **Wilsonville and surrounding areas are expecting substantial employment growth in the next 20 years.** Three major regional employment areas (Coffee Creek, Basalt Creek, and West Railroad) will be within or adjacent to Wilsonville. Metro forecasts growth of nearly 5,000 employees in these areas. In addition, Metro forecasts growth of 9,000 new jobs in the Wilsonville planning area. Much of this employment growth in and around Wilsonville is expected to be in higher-than-average wage jobs, such as manufacturing.

This job growth will drive increased demand for housing in the southern Portland metropolitan area. The 5,000 new jobs in the regional employment areas may generate growth of more than 4,500 households in the southern Portland metropolitan area.<sup>38</sup>

- **Wilsonville's decision makers are concerned about potential pressure that additional employment growth and commuting may place on the regional transportation system.** Many people who work in Wilsonville live in other communities. Additional job growth in and around Wilsonville has the potential to increase pressure on regional transportation facilities, especially if people continue to live in other communities and commute to Wilsonville for work.

City policy is to attract more Wilsonville workers to live in the City. Providing housing options in close proximity to employment centers could reduce pressures on the transportation system and reduce household commuting costs.

- **Wilsonville is likely to grow at a faster rate than Metro's forecasts predict.** Metro projects 1.8% average annual growth of households in

---

<sup>38</sup> This estimate is based on American Community Survey data, which shows that Washington and Clackamas Counties combined have a household to jobs ratio of 0.93 households per job.

the Wilsonville planning area. Wilsonville's higher historical growth rates, combined with forecasts for employment growth of 5,000 employees in and around Wilsonville, suggest that Wilsonville is likely to grow faster than Metro's forecast.

The implication of a faster growth rate is that the City needs to plan to accommodate housing demand beyond land in the Wilsonville Planning Area (which includes Frog Pond). The following section describes ECONorthwest's conclusions and recommendations for Wilsonville to plan for expected and potential housing growth.

## **Policy recommendations for accommodating residential growth**

A key objective of the Wilsonville Residential Land Study is to inform policy choices related to residential development. Wilsonville's key residential policy choices are on the topics of planning for growth areas in Frog Pond and Advance Road, residential development in Town Center, monitoring development activity, and removing barriers to needed housing types in the city development code.

### ***Frog Pond***

Information in the Residential Land Study will inform the Frog Pond Concept Plan and subsequent Master Plan. The City would like to develop strategies to determine desired densities and housing types for the Frog Pond Concept Plan. Given the City's experience with implementing the Villebois Master Plan, the adoption of a Frog Pond Concept Plan will provide a sufficient regulatory framework for developing certainty about achieving a specific mix and density of housing.

The land capacity analysis considered two density and mix scenarios for Frog Pond:

- **Low Capacity:** this scenario assumed a housing mix of 90% single-family detached and 10% multifamily and/or single-family attached housing with an average density of 5.0 dwelling units per gross residential acre.
- **High Capacity:** this scenario assumed a housing mix of 75% single-family detached and 25% multifamily and/or single-family attached housing with an average density of 8.5 dwelling units per gross residential acre.

Based on discussions with Wilsonville's decision makers about their desire to achieve a more balanced housing mix and the results of the housing needs



analysis, ECONorthwest recommends that Wilsonville plan for predominantly single-family detached housing in Wilsonville.

While this study does not set the densities or other development assumptions for Frog Pond, it provides a reasonable place to begin discussions about residential development at Frog Pond. ECONorthwest recommends that the density and mix assumptions eventually built into the Frog Pond Concept Plan consider the results of the housing needs analysis, comply with the density and mix requirements of OAR 660-007, and consider the context of overall housing need in Wilsonville.

### ***Advance Road***

The Residential Land Study concludes that Wilsonville may have need for additional residential land, by 2032 or sooner. Advance Road was identified as an Urban Reserve area for residential uses. The City is beginning to plan for development of Advance Road, through the Concept Planning process for Frog Pond and Advance Road.

ECONorthwest recommends that City staff use information from Wilsonville's residential growth monitoring program to inform regional discussions with Metro about expansion of the UGB, which happen on a five-year cycle. City staff can provide Metro with information about population and housing growth, as well as residential development and land consumption, to inform UGB expansion discussions.

Given the amount of time it takes to get a new area to be development-ready (i.e., brought into the UGB, planned, and services extended to the area), Wilsonville should begin discussions about bringing Advance Road into the UGB as part of the next cycle of UGB expansion discussions.

### ***Town Center***

City staff estimated the capacity in the Town Center zone ranges from 200 to 270 dwelling units. Town Center may be able to accommodate more housing, depending on the community's vision for development. The issue of how much housing to encourage in the Town Center is beyond the scope of this study.

ECONorthwest recommends that the City update the vision and master plan for Town Center, as part of a future planning process. This update should determine the potential market for housing in the Town Center, the amount and types of housing that the community wants in Town Center, Town Center's relationship to other residential areas, and how housing will relate to commercial development in Town Center.



### ***Monitoring development activity***

The determination of residential land sufficiency (page 19) is based on dwelling unit forecasts prepared by Metro. The Metro forecasts show new housing units increasing at a rate of 1.8% annually between 2014 and 2034 in the Wilsonville Planning Area. Under this forecast, Wilsonville will run out of residential land by about 2032.

If Wilsonville grows faster than Metro's forecast predicts, the city will run out of residential land sooner. For example, Wilsonville's household growth over the 2000-2012 period averaged about 2.8% annually. If Wilsonville continues to grow at this rate, the city will consume the available residential land by about 2025.

ECONorthwest recommends that City staff develop a monitoring program that will allow Wilsonville to understand how fast land is developing. The monitoring program will inform Metro's UGB planning process by providing more detailed information about housing growth and development capacity in Wilsonville. This information can help City staff and decision-makers make the case to Metro staff and decision-makers about the need for residential expansion areas.

A monitoring program will allow Wilsonville to understand how fast land is developing and to provide data to Metro at least a year in advance of when an Urban Growth Report is issued. In short, the data can help inform Metro's UGB planning process. We recommend using the following metrics to monitor residential growth:

- **Population.** The City already routinely monitors population growth by using the annual population estimates prepared by the Center for Population Research at Portland State University.
- **Building permits.** The Residential Lands Study included a review of building permits by dwelling type, plan designation, zone, and net density. Because the City is already collecting this data, we recommend that city staff update this analysis on an annual basis. The City already reports building permit data by dwelling type on a quarterly basis, but including the zone and net density will enable the City to understand the type, density, and location of housing that is being developed.
- **Subdivision and partition activity.** This metric is intended to measure the rate and density of land divisions in Wilsonville. It may also be useful in determining right-of-way and open space dedications. Specific data to include with subdivision and partition activity are the area of the parent lot, the area in child lots, the number



of child lots, the average size or density of lots, and the area in dedicated right-of-way.

- **Land consumption.** This metric relates closely to the building permit data. The building permit data include tax lot identifiers for each permit. The City should match each permit to data in the buildable lands inventory and report how much land is being used by plan designation, zone, and land classification (e.g., vacant, redevelopable, infill, etc.). Additionally, we recommend the City map the location of development on an annual basis.
- **Right-of-way and open space dedications.** The Wilsonville Comprehensive Plan states residential density targets in terms of gross acres. The density target in OAR 660-007 is stated in net acres and the density analysis conducted for the Residential Land Study was also presented in net acres. Monitoring net-to-gross factors can provide information that is useful in better understanding the amount of land that is used for streets and required open space dedications. Measuring this has some inherent complications in terms of how to define and measure different components. It is potentially easiest in major subdivisions and village areas.

#### ***Legislative action on code changes***

As part of this study, Wilsonville staff conducted a Goal 10 policy and Development Code evaluation. Staff concluded that Wilsonville is "...in compliance with applicable Federal and State housing regulations." City and DLCD staff identified several types of amendments to the Development Code needed to better comply with state requirements to review residential development through a clear and objective process:

- Add "duplex" to the list of uses allowed in all PD-R zones (Section 4.124). These zones allow single-family and multifamily development; duplexes are already allowed in every other zone in the City.
- Add an alternative, objective review process for new attached and detached single-family housing proposed in the Old Town Overlay Zone.
- Ensure the Site Design Review process is used to review the design of multifamily buildings in a clear and objective manner.

ECONorthwest recommends that the City take action on these amendments. No Comprehensive Plan text or map amendments are needed.

## Appendix A. Summary of Residential Buildable Lands Inventory

---

This appendix presents the Residential Buildable Inventory memorandum developed by City of Wilsonville staff.



**TO:** WILSONVILLE PLANNING COMMISSION  
**FROM:** KATIE MANGLE, LONG RANGE PLANNING MANAGER  
**SUBJECT:** GOAL 10 HOUSING PROJECT: RESIDENTIAL BUILDABLE LANDS INVENTORY  
**DATE:** REVISED JULY 17, 2013  
**CC:** CHRIS NEAMTZU, PLANNING DIRECTOR

The primary purpose of the Residential Buildable Lands Inventory is to estimate the amount of land that could develop, or re-develop, with housing over the next 20 years, as required by ORS 197.296. This information will be used to assess the adequacy of the residential buildable land supply for new development and infill or redevelopment within the Wilsonville planning area.<sup>1</sup>

#### Summary

At the time data was collected for this inventory, February 2013, Wilsonville had 480 gross acres of land available for residential development (see table below, and Attachment 1, Wilsonville Residential Buildable Lands Map).

**Wilsonville Buildable Residential Lands Inventory (gross acres)**

Comprehensive Plan Designation		District	Vacant Land	Partially Vacant, or Likely to Redevelop	TOTAL Buildable Residential Land	TOTAL Acreage Citywide (approx.)
Residential	Residential Districts	0-1 du/ac	-	2.2	2.2	
		2-3 du/ac	0.3	4.3	4.6	
		4-5 du/ac	3.4	13.4	16.7	
		6-7 du/ac	12.2	8.1	20.3	
		6-7/10-12 du/ac *	20.5	-	20.5	
		10-12 du/ac	29.6	8.6	38.2	
		16-20 du/ac	0.1	-	0.1	
		<b>subtotal for land within City limits</b>	<b>66.1</b>	<b>36.6</b>	<b>102.6</b>	
		Residential Area L (Frog Pond - outside City limits)	23.0	126.4	149.4	
<b>Total Residential</b>			<b>89.1</b>	<b>163.0</b>	<b>252.1</b>	<b>1,613</b>
<b>Village</b>			<b>143.4</b>	<b>62.8</b>	<b>206.2</b>	<b>466</b>
<b>Commercial</b>			<b>16.9</b>	<b>4.8</b>	<b>21.7</b>	<b>356</b>
<b>Industrial</b>			<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>1,605</b>
<b>Public</b>			<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>448</b>
<b>TOTAL</b>			<b>249.3</b>	<b>230.6</b>	<b>480.0</b>	<b>4,488</b>

\* property is split-zoned

<sup>1</sup> Includes land that is covered by the Wilsonville Comprehensive Plan.

The inventory presented is based on specific assumptions, outlined in the methodology that follows. The inventory should not be considered to be an exhaustive list of what is/is not available for development, but rather a static representation based on the available data. In fact, some of the parcels have already been developed since the inventory data was collected in February 2013. Inclusion does not mean a property will develop, nor does it confer a mandate to do so, just as exclusion does not prevent a property from developing in the future. For purposes of this inventory, buildable lands were identified as property outside of the Significant Resource Overlay Zone (SROZ) that is fully vacant, partially vacant, or likely to redevelop over the next 20 years.

#### Inventory Methodology

The following methodology describes the steps that were taken to estimate Wilsonville's buildable residential lands. "Buildable land" means land that is suitable, available, and necessary for residential uses, including both vacant land and land likely to be redeveloped.

##### **Step 1. Inventory and map fully vacant residential lands**

- City tax lot data was sorted by Comprehensive Plan designation. All lots designated on the Comprehensive Plan map as Residential, Commercial, and Village were included in the inventory. Commercial was included because the zones that implement this designation, Planned Development Commercial (PDC) and Planned Development Commercial Town Center (PDC-TC), allow for mixed uses to include residential.
- To identify parcels that are fully vacant, the analysis selected lots not identified as "developed" in METRO's RLIS GIS data. Planning Division staff refined this step, based on current aerial photography, field checks, and local records.
- Vacant parcels are mapped in red on Working Map 1.

##### **Step 2. Inventory and map redevelopable lands**

The following steps were taken to estimate which lands may redevelop over the next 20 years. Redevelopment potential applies to lots that were initially classified as "developed", but which are likely to redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement value or improvement-to-land value ratio. This analysis used the following methodology, which was developed during Wilsonville's 2005 Residential Buildable Land Inventory and based on Metro's 2002 UGB Alternatives Analysis, to identify redevelopable lands.

- A query was performed of all lots to identify those that are not vacant but have potential to redevelop over time due to the relationship between the size of the lot and the value of improvements.
  - Sites that are 0.26-0.5 acres with improvement values less than \$50,000 (mapped as orange on Working Map 1)
  - Sites that are over 0.6 acres with improvement values between \$50,001- \$100,000 (mapped as blue on Working Map 1)
  - Sites that are over 1 acre with improvement values between \$100,001-\$150,000 (mapped as pink on Working Map 1)



- The results of this query includes land that is wholly redevelopable, meaning existing improvements would be replaced; and also land that is partially vacant, meaning the lot could be divided to allow for additional development.<sup>2</sup>

*The results of Steps 1 and 2 are shown in Buildable Residential Lands Working Map 1.*

### **Step 3. Subtract unbuildable acres**

Land that falls into any of the following categories were deducted from the inventory:

- Mapped Significant Resource Overlay Zone (SROZ – includes Metro Functional Plan Title 3 and 13 land, land with greater than 25% slope, and 100-year floodplain). Development constraints on this land are outlined in Wilsonville Development Code Section 4.139;
- Home Owner Association-owned lots, and community or public open space tracts;
- Publicly owned land;
- Land encumbered with powerline easements.

*The results of Step 3 are shown in Buildable Residential Lands Working Map 2.*

### **Step 4. Planning staff review of draft map**

Planning staff reviewed Working Map 2 and made changes to the inventory based on site visits, building permit information, assessment of constraints posed by the Development Code, and aerial photography.

- Removed lots that are under or pending construction (as of 2/28/13).
- Added back to the map and re-defined the following as Buildable:
  - Unbuilt lots in Area of Special Concern A, the Villebois master plan area<sup>3</sup>;
  - City-owned property that is buildable (i.e., excess property not being held for a public purpose).
- Added back to the map and re-defined the following as “redevelopable or partially vacant” (and therefore likely to be redeveloped or divided for infill development):
  - Sites that are currently for sale and “soft” though they do not meet the quantitative selection criteria (e.g., a mobile home park that is unoccupied and for sale);
  - Lots that are more than twice the minimum lot size required to support the number of existing dwelling units;
  - Lots in Area of Special Concern L (Frog Pond area)<sup>4</sup>;

<sup>2</sup> Outside of the Village zone, most development in Wilsonville is permitted as Planned Development through a two-stage process that begins with development of a master plan. This process allows for a great deal of flexibility (e.g., most residential zones allow both multifamily and single family housing types).

<sup>3</sup> Most of the available residential land within the City of Wilsonville is within the Villebois planned development area. A Master Plan for this area and subsequent Specific Area Plans identify specific housing typologies and number of units. The Plans are implemented through the Village zone. All existing structures in this area will be removed as the Plan is implemented.

<sup>4</sup> The Frog Pond area is comprised of approximately 40 taxlots used for rural residential and agricultural purposes. The area is planned for predominantly residential development, within the Metro urban growth boundary, and designated as Residential in the Wilsonville Comprehensive Plan. No specific densities or zones have been applied to this area. Many

- Sites that should have been identified as “partially vacant” but were not caught in Step 2.
- Removed from map and defined the following as “Not likely to redevelop”:
  - Subsidized housing sites (which met the quantitative criteria only because of public write-down of land value);
  - Sites occupied by active religious institutions;
  - Sites with documented site challenges (documented geo technical limitations, etc.);
  - Sites with known deed restrictions;
  - Sites currently under development;
  - All lots in the Charbonneau development, including the golf course. Staff considers this planned community to be built-out and unlikely to redevelop;
  - Sites occupied by utility infrastructure (e.g., a PGE substation);
  - Commercially-zoned land greater than ½ mile from either Residential or Town Center lots. Such sites have almost no likelihood of being mixed-use with residential.

*The results of Step 4 are shown in Buildable Residential Lands Working Map 3.*

#### **Step 4. Analysis of Sites Identified as Likely to Redevelop**

Lots outside of the Villebois Village and Frog Pond areas that were identified as “likely to redevelop” in Steps 2 and 3 were evaluated against four additional indicators of potential to redevelop (see Attachment 5 for the results of this analysis). This more detailed, lot-by-lot analysis was only performed on the subset of lots that met the criteria outlined for tasks 2 and 3.

- Underbuilt: the number of dwelling units on the site is less than 50% of that allowed by the lot’s zoning
- Zoning: the lot is planned for residential development, but still zoned RA-H
- Site of Lot: the lot size is either twice the minimum lot size (if zoned for development), or greater than 2 acres (if zoned RA-H)

For lots that were added in Step 3 to the inventory due to the large lot size (for which improvement value itself did not indicate redevelopment), staff checked on the potential for the lot to be divided.

Two lots that met the Step 2 criteria were removed from the inventory during Step 4 because, though the improvement value is low relative to lot size, even with redevelopment the size of the lot would not support additional housing units.

---

taxlots include improvements; it is anticipated that when the Frog Pond area develops, some of these structures will remain, and some will be replaced.



#### **Step 5. Redevelopment Strike Price Analysis**

- A query was performed on all taxlots planned for Residential and Commercial development, to identify Multifamily and Commercial sites with a market redevelopment “strike price” of less than \$10/ square foot.<sup>5</sup>

$$\text{Strike Price} = \frac{(\text{Improvement value} + \text{land value})}{\text{Total Square Feet of Lot}}$$

*The results of this “Strike price” analysis are shown in Buildable Residential Lands Working Map 4.*

Most of the sites identified by this query were already identified in Steps 1, 2, and 4. As a result of this query, seven sites totaling 5.35 acres were added to the inventory.

#### **Step 6. Sort vacant and redevelopable lots by Comprehensive Plan designation**

The Comprehensive Plan designation is used, instead of the zone, because in Wilsonville’s land use system the Comprehensive Plan dictates the planned residential density on land outside of the (Villebois) Village zone. Vacant and redevelopable land in Wilsonville is held in a low-density Residential Agricultural-Holding (RA or RA-H) zone until the land is ready for development, at which time it must be re-zoned according to the densities in the Comprehensive Plan.

*The results of Step 6 are shown in Attachment 1, the Wilsonville Buildable Residential Lands Map.*

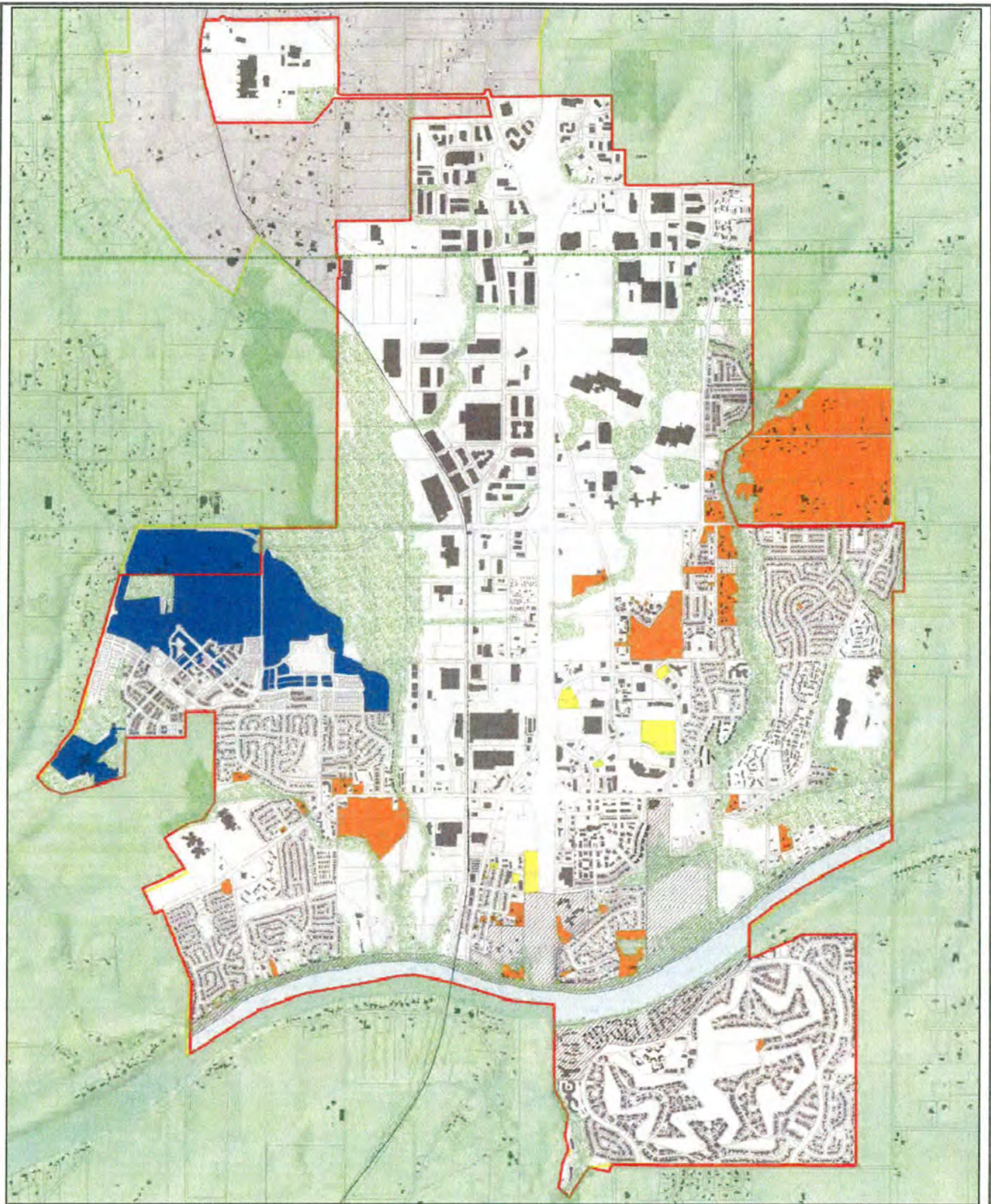
#### **Attachments:**

1. Wilsonville Residential Buildable Lands Map
2. Working Map 1, showing first screen of vacant and redevelopable lands
3. Working Map 2, after unbuildable areas were removed
4. Working Map 3, after lots were added or removed during staff review
5. Results of the analysis of lots likely to redevelop.
6. Working Map 4, showing results of the Strike price analysis

---

<sup>5</sup> This formula is part of the draft proposed Metro methodology for identifying sites zoned for Multifamily and Mixed Use development that are likely to redevelop. \$10/ sq ft is the estimated threshold for the market supporting redevelopment of suburban sites that are zoned for Multifamily development.





## Buildable Residential Lands Inventory Map

*Data from 2/2013, Map Created 5/2013*

Vacant lots and land likely to redevelop SROZ

Comprehensive Plan

Commercial

Residential

Village

Willamette River Greenway

County Boundary

City Limits

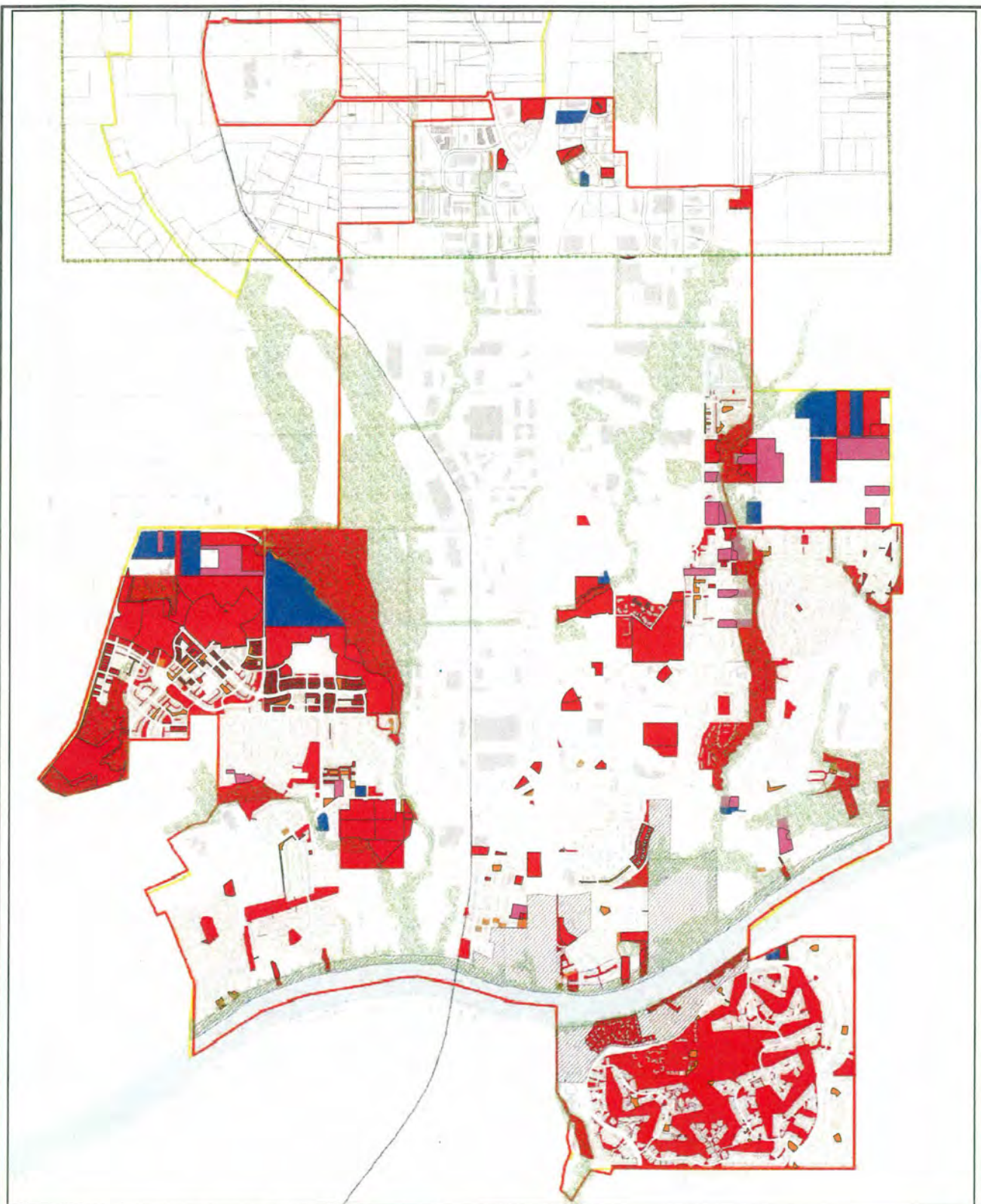
UGB



0 0.5 Mile

Disclaimer: The City of Wilsonville makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal, engineering, or surveying purposes. Please contact the City of Wilsonville Planning Department to verify report information is complete and accurate.





## Buildable Residential Lands Working Map 1

- All sites that are over 1 acre with improvement values between \$100,001-\$150,000
- All sites that are over 0.6 acres with improvement values between \$50,001-\$100,000
- All sites that are 0.26-0.5 acres with improvement values less than \$50,000
- All taxlots with building value of 0 (zero)
- Building Footprints
- County Boundary
- City Limits
- UGB
- Taxlots - All R and C Comp Plan
- SROZ
- Willamette River Greenway

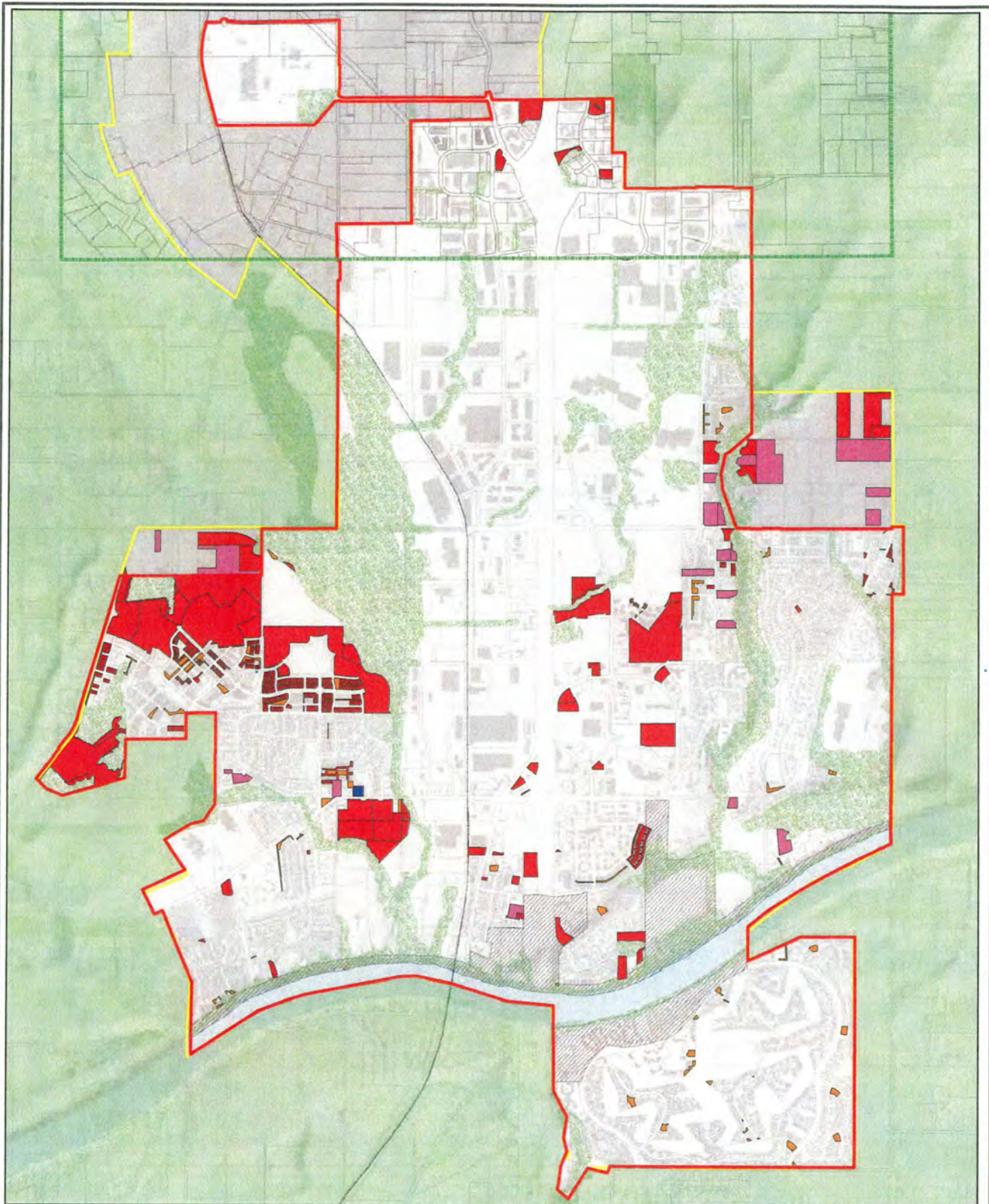
***DRAFT***



0 0.5 Mile

Disclaimer: The City of Wilsonville makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal, engineering, or surveying purposes. Please contact the City of Wilsonville Planning Department to verify report information is complete and accurate.





SROZ

Willamette River Greenway

County Boundary

City Limits

UGB

All taxlots with building value of 0 (zero)

All sites that are 0.26-0.5 acres with improvement values less than \$50,000

All sites that are over 0.6 acres with improvement values between \$50,001- \$100,000

All sites that are over 1 acre with improvement values between \$100,001-\$150,000

## Buildable Residential Lands Working Map 2

# DRAFT

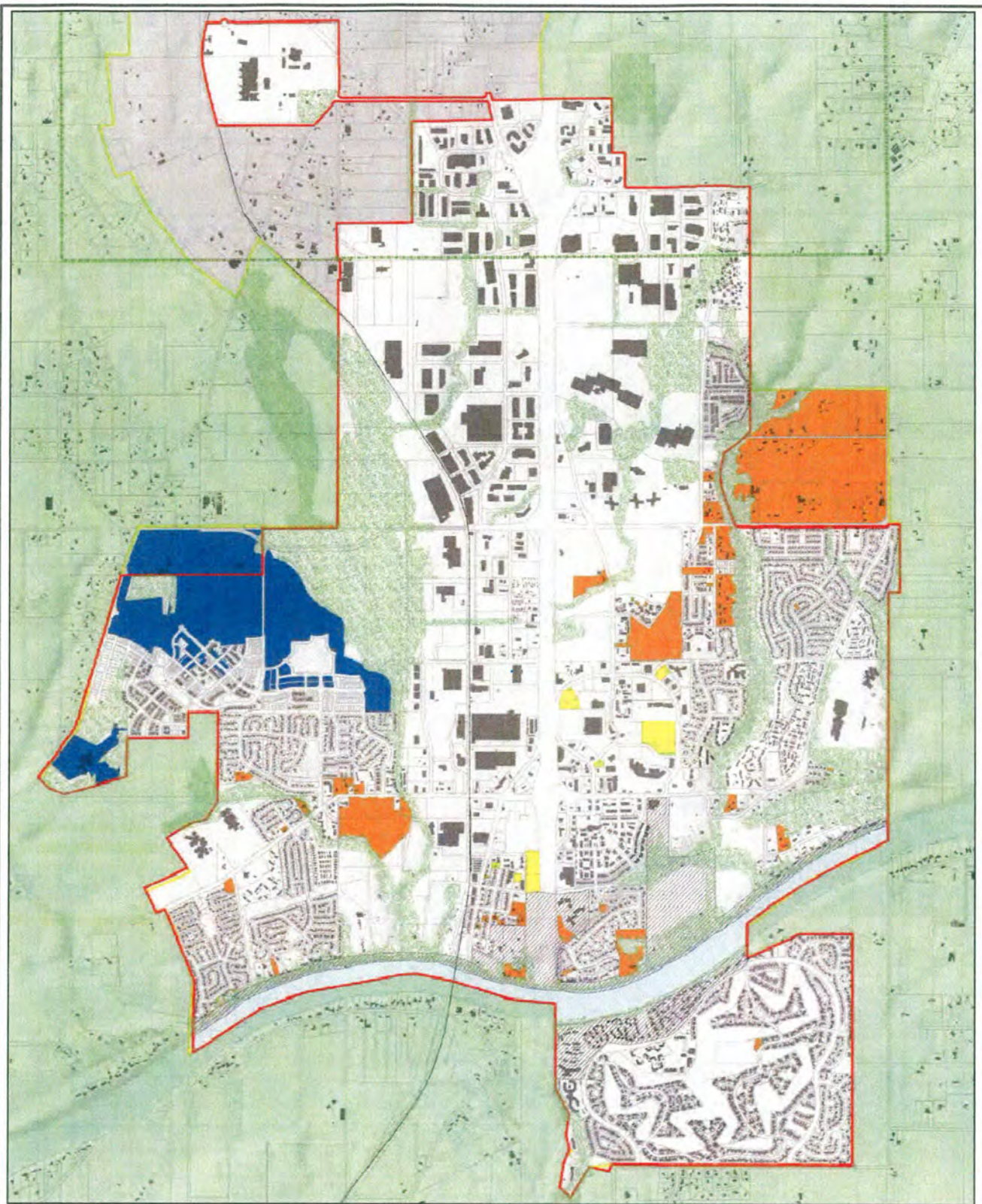
*This version displays taxlots  
from model selection criteria,  
after removing SROZ and  
HOA lots, and public land.*



0 0.5 Mile

Disclaimer: The City of Wilsonville makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal, engineering, or surveying purposes. Please contact the City of Wilsonville Planning Department to verify report information is complete and accurate.





## Buildable Residential Lands Working Map 3

**DRAFT** This version displays all  
taxlots after staff review

Vacant lots and land likely to redevelop SROZ

Comprehensive Plan

Commercial

Residential

Village

Willamette River Greenway

County Boundary

City Limits

UGB



0 0.5 Mile

Disclaimer: The City of Wilsonville makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal, engineering, or surveying purposes. Please contact the City of Wilsonville Planning Department to verify report information is complete and accurate.

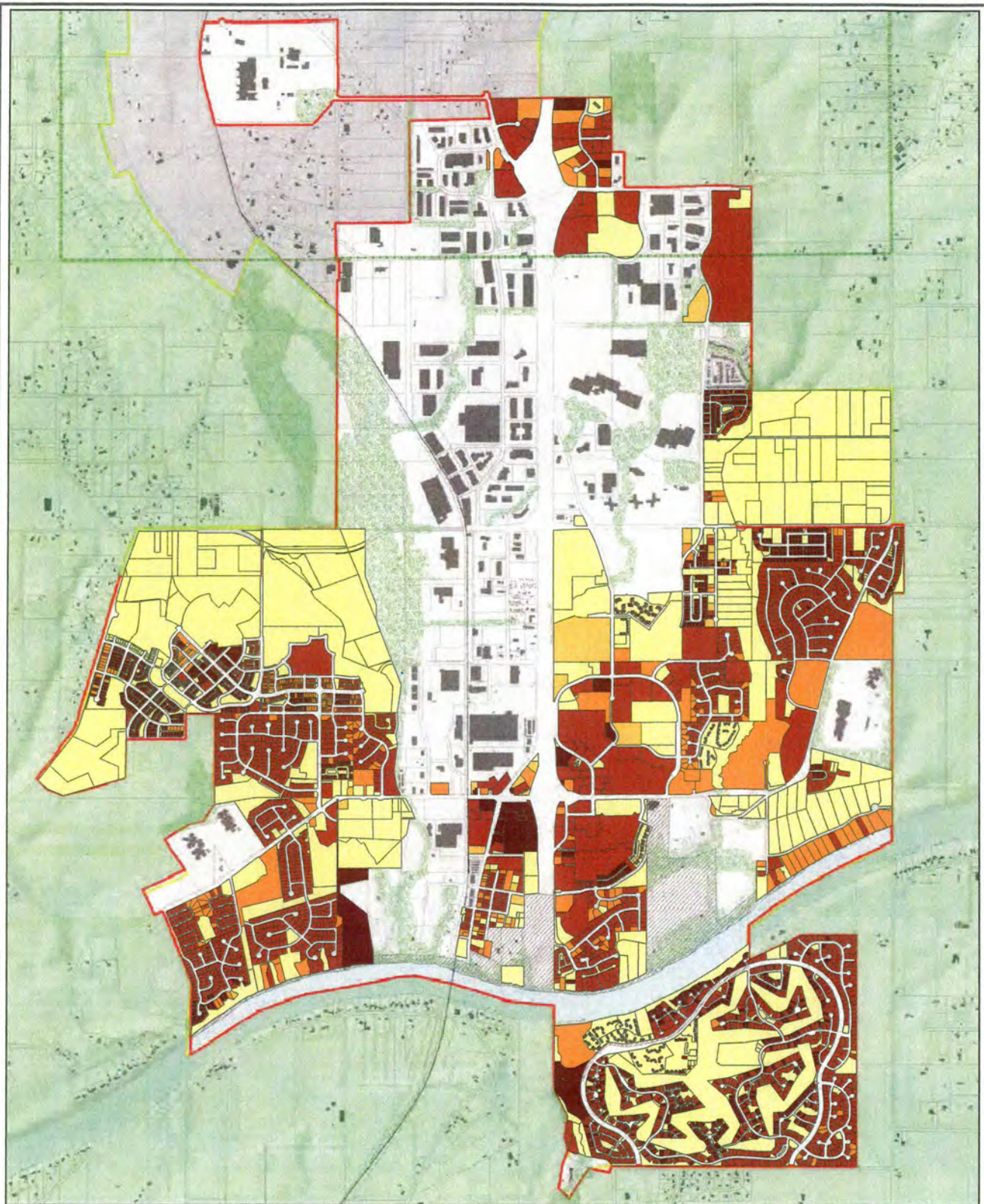


Taxlot ID	Address	Redevelopment Indicators Met				Improvement / Land value is less than 1	Strike Price is less than \$10/ sf	Notes	Remove from inventory?
		Improvement Value is low relative to lot size (see methodology)	Underbuilt: Site is <50% of zoned capacity	Zoning: Site is planned for development but still in the RAH holding zone	Size of Lot: parcel is either 2 x the minimum lot size of the zone, or >2 acres if zoned RAH				
31W13BA05000	28325 SW CANYON CREEK RD S	X		X	X	X	X	Large dividable lot, surrounded by newly redeveloped neighborhood.	
31W14C 00800	10475 SW WILSONVILLE RD	X		X	X	X	X	Large dividable lot, adjacent to similar lot. Infill is possible without removing existing house.	
31W14C 01200	10365 SW WILSONVILLE RD	X		X	X	X	X	Large dividable lot, adjacent to similar lot. Infill is possible without removing existing house.	
31W15DC05100	29786 SW LEHAN CT				X		X	Large dividable lot. Improvement/ land value ratio is 1.1, but infill is possible without removing existing house.	
31W23AC00400	30820 SW FIR AVE	X			X	X	X	large lot; development has been proposed in the past	
31W23AC00600	9150 SW 4TH ST	X		X		X	X	adjacent to I-5. Construction of one SF house underway May 2013 via DB13-0002 .	
31W23AC00700	9180 SW 4TH ST	X		X		X		Construction of one SF house underway May 2013 via DB13-0002 .	
31W22AB00200	32060 SW GUISS WAY	X				X	X	Lot fronts on Wilsonville Rd	
31W23AC01200	30955 SW FIR AVE	X			X		X	Land division may require removing existing building. 11 units proposed for land use permit a few years ago.	
31W23AC01400	30900 SW MAGNOLIA AVE	X		X			X	Manufactured home.	
31W23AC05600	30935 SW MAGNOLIA AVE	X		X				Lot in Old Town neighborhood developed with single family manufactured home. Lot is not adjacent to redevelopable parcels, and shape of lot makes it unlikely to be divided.	yes
31W23DA00100	NO SITUS	X			X			Dividable lot in a neighborhood, occupied by barn.	
31W23DB00700	30990 SW BOONES FERRY RD	X		X				Lot in Old Town neighborhood developed with single family manufactured home. Lot is not adjacent to redevelopable parcels, and shape of lot makes it unlikely to be divided.	yes
31W23DB01200	9400 SW TAUCHMAN ST			X	X		X	Unoccupied mobile home park, for sale	
31W24 00850	8455 SW METOLIUS LN	X			X			Very large lot fronting on Willamette. Application for development of 33 units approved in 2008 (DB07-0073). Application for final plat pending approval in 2013.	
31W24 00900	8455 SW METOLIUS LN		X		X			Very large lot fronting on Willamette. Application for development of 33 units approved in 2008 (DB07-0073). Application for final plat pending approval in 2013.	
31W12D 03001	27650 SW CANYON CREEK RD N	X		X	X		X	large lot, dividable, constrained by SROZ	
31W12D 03200	27960 SW CANYON CREEK RD N	X		X	X		X	large lot, dividable, constrained by SROZ	
31W12D 03300	7727 SW BOECKMAN RD	X		X	X		X	large lot, dividable, constrained by SROZ	
31W13B 00101	28130 SW CANYON CREEK RD S	X		X	X		X	large lot, dividable, constrained by SROZ	
31W24A 00600	7305 SW MONTGOMERY WAY	X		X	X			large lot, dividable, constrained by SROZ	
31W13B 00302	28200 SW CANYON CREEK RD S	X		X	X		X	Similar nearby properties have recently been assembled and redeveloped.	



Taxlot ID	Address	Redevelopment Indicators Met				Improvement / Land value is less than 1	Strike Price is less than \$10/ sf	Notes	Remove from inventory?
		Improvement Value is low relative to lot size (see methodology)	Underbuilt: Site is <50% of zoned capacity	Zoning: Site is planned for development but still in the RAH holding zone	Size of Lot: parcel is either 2 x the minimum lot size of the zone, or >2 acres if zoned RAH				
31W13B 00900	28500 SW CANYON CREEK RD S	X		X	X		X	Similar nearby properties have recently been assembled and redeveloped.	
31W13B 01300	28700 SW CANYON CREEK RD S	X		X	X	X	X	Similar nearby properties have recently been assembled and redeveloped.	
31W24A 03400	7535 SW SCHROEDER WAY	X		X	X	X		large lot dividable. Site access and SROZ will make redevelopment challenging. Site currently for sale with adj. lot.	
31W24A 03500	7525 SW SCHROEDER WAY	X		X	X	X	X	large lot dividable. Site access and SROZ will make redevelopment challenging. Site currently for sale with adj. lot.	
31W13B 00300	28160 SW CANYON CREEK RD S			X	X		X	Large dividable lot, adjacent to similar lots. Constrained by SROZ. Similar nearby properties have recently been assembled and redeveloped.	
31W13B 00301	28080 SW CANYON CREEK RD S			X	X			Large dividable lot, adjacent to similar lots. Constrained by SROZ. Similar nearby properties have recently been assembled and redeveloped.	
31W13B 00700	28400 SW CANYON CREEK RD S			X	X		X	Large dividable lot, adjacent to similar lots. Constrained by SROZ. Similar nearby properties have recently been assembled and redeveloped.	
31W13B 00800	28450 SW CANYON CREEK RD S			X	X		X	Large dividable lot, adjacent to similar lots. Constrained by SROZ. Improvement/ land value ratio is 1.2. Similar nearby properties have recently been assembled and redeveloped.	
31W13B 01000	28530 SW CANYON CREEK RD S			X	X		X	Large dividable lot, adjacent to similar lots. Constrained by SROZ. Improvement/ land value ratio is 1.10. Similar nearby properties have recently been assembled and redeveloped.	
31W13B 01100	28600 SW CANYON CREEK RD S			X	X	X	X	Large dividable lot, adjacent to similar lots. Constrained by SROZ. Similar nearby properties have recently been assembled and redeveloped.	
31W13B 01200	28650 SW CANYON CREEK RD S			X	X	X	X	Large dividable lot, adjacent to similar lots. Constrained by SROZ. Improvement/ land value ratio is 1.0. Similar nearby properties have recently been assembled and redeveloped.	
31W14C 00900	10455 SW WILSONVILLE RD			X	X		X	Strike price number is \$6/sf ft (below the \$10 threshold)	
31W22A 00300	10725 SW WILSONVILLE RD			X	X	X	X	Strike price number is \$7/sf ft (below the \$10 threshold)	





## Buildable Residential Lands Working Map 4

# DRAFT

*This version displays "Strike Value"  
(Improvement Value+Land Value) / SqFeet*

### StrikeValue

- 0 - 10
- 11 - 12
- 13 - 20
- 21 - 50
- 51 - 5212



0 0.5 Mile

Disclaimer: The City of Wilsonville makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal, engineering, or surveying purposes. Please contact the City of Wilsonville Planning Department to verify report information is complete and accurate.



**Planning Commission  
Statewide Planning Goal 10 Housing Needs Analysis  
Record Index**

---

**April 9 2014 Planning Commission Public Hearing Documents:****Planning Commission Actions**

- Notice of Decision
- Resolution No. LP14-0001
- Motion
- Draft Minutes

**Additional Attachments to the Staff Report from the Planning Commission Public Hearing.**

- Attachment 5: An email distributed at the Public Hearing, dated April 9, 2014 from Katie Mangle to Commissioner Al Levit, Regarding April 9 PC Meeting, with responses to a previous email from Commissioner Levit and revised *Wilsonville Residential Land Study* pages.
- Attachment 6: Paper copy of the PowerPoint shown at the hearing.
- Attachment 7: Written testimony submitted at the hearing by Terry D. Kester.

**Draft Resolution No. LP14-0001**

Exhibit A: Staff Report for the Goal 10 Residential Land Study dated April 9, 2014, with the following attachments:

- Attachment 1: Residential Land Study, final draft dated March 2014
- Attachment 2: Residential Land Study Technical Report, final draft dated March 2014
- Attachment 3: Planning Commission Work Session Record Index
- Attachment 4: Public Involvement Summary and Public/Citizen Outreach and Responses

**Documents distributed to the Planning Commission for Work Sessions and as Information Items.****February 19, 2014 PC Work Session**

- Meeting Minutes Excerpt
- A Staff Report for the February 19, 2013 Planning Commission meeting, regarding the Goal 10 Housing Needs Analysis Project with:
  - Attachment 1. Comments received on the Residential Lands Study reports
  - Attachment 2. January 2014 Residential Land Study Public Forum meeting notes

**January 8, 2014 Committee for Citizen Involvement Public Forum**

- Agenda
- Notes
- Presentation shown at the Public Forum
- *Draft Wilsonville Residential Land Study*, dated December 11, 2013
- *Wilsonville Residential Land Study: Technical Report*, draft dated December 2013
- People in Attendance Sign-in Sheets
- Notice that was posted and emailed/mailed (as a postcard) to interested people.



**Planning Commission  
Statewide Planning Goal 10 Housing Needs Analysis  
Record Index**

---

**December 11, 2013 PC Work Session**

- Meeting Minutes Excerpt
- Wilsonville Residential Land Study Public Forum Agenda for January 8, 2014
- Wilsonville Residential Land Study draft dated December 11, 2013
- Wilsonville Residential Land Study: Technical Report, December 2013 Draft Report
- A Staff Report for the December 11, 2013 Planning Commission meeting, regarding the Statewide Planning Goal 10 Housing Needs Analysis Project with:
  - Attachment A. Draft Wilsonville Residential Land Study draft dated December 4, 2013
  - Attachment B. Preliminary draft of Development Code amendments to Section 4.124
  - Attachment C. Preliminary draft of amendments to Section 4.400 Site Design Review
  - Attachment D. Preliminary draft of amendments to Section 4.138 Old Town Overlay Zone
  - Attachment E. Excerpts from the Old Town Architectural Pattern Book

**December 2, 2013 Joint City Council/Planning Commission Work Session:**

Documents distributed for the joint Work Session are included with the City Council record.

**November 13, 2013 PC Work Session**

- Meeting Minutes Excerpt
- A PowerPoint, "Wilsonville Housing Needs Analysis, Planning Commission Meeting: November 2013."
- A Staff Report for the November 13, 2013 Planning Commission meeting, regarding the Statewide Planning Goal 10 Housing Needs Analysis Project with:
  - Attachment A: A memo dated October 29, 2013, from Bob Parker and Beth Goodman of ECONorthwest, regarding, Metro Housing Forecasts and Revisions to the Draft Wilsonville Residential Housing Needs Analysis.

**September 11, 2013 PC Work Session**

- Meeting Minutes Excerpt
- A PowerPoint, "Wilsonville Housing Needs Analysis, Planning Commission Meeting: September 2013."
- A Staff Report for the September 11, 2013 Planning Commission meeting, regarding the Statewide Planning Goal 10 Housing Needs Analysis Project with
  - Attachment A: Wilsonville Residential Housing Needs Analysis: Results and Considerations, ECONorthwest, September 4, 2013.
  - Attachment B: Memo to the project Technical Advisory Committee, entitled, "Goal 10 Policy and Development Code Evaluation", June 7, 2013.

**August 14, 2013 PC Work Session**

- Meeting Minutes Excerpt
- A PowerPoint, "Wilsonville Housing Needs Analysis, Wilsonville's Housing Capacity"
- A Staff Report for the August 14, 2013 Planning Commission meeting, regarding the Statewide Planning Goal 10 Housing Needs Analysis Project with
  - Attachment A: Wilsonville Residential Housing Capacity Memorandum, ECONorthwest, July 31, 2013



**Planning Commission  
Statewide Planning Goal 10 Housing Needs Analysis  
Record Index**

---

**July 15, 2013 Joint City Council/Planning Commission Work Session:**

Documents distributed for the joint Work Session are included with the City Council record.

**June 12, 2013 PC Work Session**

- Meeting Minutes Excerpt
- Paper copy of the PowerPoint, "Wilsonville Housing Needs Analysis Preliminary Analysis of Housing Market Data", shown at the meeting.
- May 6, 2013 and May 7, 2013 email exchange between Katie Mangle and Dennis Ye regarding, "Metro forecasting track record", with Regional Forecast Comparison: History and Current Forecast charts on the back.
- An email dated June 12, 2013, from Eric Postma, regarding Goal 10 Housing Needs Allowance
- A Staff Report for the June 12, 2013 Planning Commission meeting, regarding the Statewide Planning Goal 10 Housing Needs Analysis Project with
  - Attachment A: Draft Chapter 3 – Historical and Recent Development Trends
  - Attachment B: Excerpt from Draft Chapter 4 – Demographic and Other Factors Affecting Residential Development in Wilsonville
  - Attachment C: Final Residential Buildable Lands Inventory Memo with attached maps

**April 10, 2013 Work Session**

- Meeting Minutes Excerpt
- Paper copy of PowerPoint presentation shown at the meeting.
- A Staff Report for the April 10 Planning Commission meeting, regarding the Statewide Planning Goal 10 Housing Needs Analysis Project with
  - Attachment A: Draft Residential Buildable Lands Inventory Memo with attached maps:
    - \* Buildable Residential Lands Working Map 1
    - \* Buildable Residential Lands Working Map 2
    - \* Buildable Residential Lands Working Map 3
    - \* Buildable Residential Lands Working Map 4

**January 9, 2013 Work Session**

- Meeting Minutes Excerpt
- Paper copy of PowerPoint presentation, "Goal 10 Housing Needs Assessment, Policy Framework", shown at the meeting.
- "Planning for Housing: Don't Forget the Basics (or Start with the Foundation) by Bill Kloos of the Law Office of Bill Kloos PC.
- A Staff Report for the January 9, 2013 meeting regarding Statewide Planning Goal 10 Housing Needs Analysis project with:
  - Attachment A: DLCD Summary of Goal 10 (OAR 660-015-0000)

City of

**WILSONVILLE**

**OREGON**



29799 SW Town Center Loop East  
Wilsonville, OR 97070

Phone 503-682-0411

Fax 503-682-1015

TDD 503-682-0843

Web [www.ci.wilsonville.or.us](http://www.ci.wilsonville.or.us)

**WILSONVILLE CITY COUNCIL NOTICE OF DECISION  
ORDINANCE NO. 742**

**FILE NO:**      **ORDINANCE NO. 742**, An Ordinance Of The City Of Wilsonville Adopting The Wilsonville Residential Land Study As An Amendment To And A Sub-Element Of The Comprehensive Plan.

The City of Wilsonville adopted amendments to the City's Comprehensive Plan in fulfillment of Statewide Planning goal 10 – Housing on May 19, 2014. This amendment includes the adoption of the Wilsonville Residential Land Study as an amendment to and a sub-element of the City's Comprehensive Plan.

And placed on file in the city records at the Wilsonville City Hall the 30<sup>th</sup> day of May 2014, and is available for public inspection. The date of filing is the date of decision. Any appeal(s) must be filed with the Land Use Board of Appeals (LUBA) in accordance with ORS Chapter 197, within twenty-one days from the date of decision. Copies of Ordinance No. 742 may be obtained from the City Recorder, 29799 SW Town Center Loop East, Wilsonville, OR 97070, (503) 570-1506, or via email at [king@ci.wilsonville.or.us](mailto:king@ci.wilsonville.or.us)

For further information, please contact the Wilsonville Planning Division, City Hall, 29799 SW Town Center Loop East, Wilsonville, OR 97070 or telephone (503) 682-4960.



**AFFIDAVIT OF MAILING  
NOTICE OF CITY COUNCIL DECISION  
OF THE CITY OF WILSONVILLE**

STATE OF OREGON                     )  
  )  
COUNTIES OF CLACKAMAS        )  
  )  
CITY OF WILSONVILLE            )

I, Sandra C. King, do hereby certify that I am City Recorder of the City of Wilsonville, Counties of Clackamas and Washington, State of Oregon, and that the attached copy of Notice of Decision regarding:

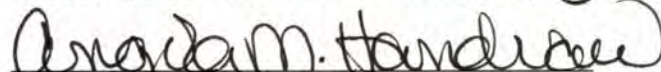
**ORDINANCE NO. 742**, An Ordinance Of The City Of Wilsonville Adopting The Wilsonville Residential Land Study As An Amendment To And A Sub-Element Of The Comprehensive Plan.

is a true copy of the original notice; that on May 30, 2014 I did cause to be mailed via email and U.S. Mail copies of such notice of decision in the exact form hereto the persons listed on the attached mailing list

Witness my hand this 30<sup>th</sup> day of May, 2014.

  
\_\_\_\_\_  
Sandra C. King, MMC, City Recorder

Subscribed and sworn to before me this 30 day of May, 2014.

  
\_\_\_\_\_  
NOTARY PUBLIC, STATE OF OREGON

My commission expires: Aug. 28, 2016



Kristin Akenvall  
10780 SW London Lane  
Wilsonville OR 97070

Gretachew Felleke  
7499 SW Lowrie  
Wilsonville OR 97070

Julie Fitzgerald  
11812 SW Grenoble St  
Wilsonville OR 97070

Dave Helyesson  
26191 SW Stafford Rd  
Wilsonville OR 97070

Karl Von Tagen  
3225 SW Cascara Ct  
Wilsonville OR 97070



**Goal 10 Housing Needs Analysis  
Interested People List**

First	Last	Company	Address	City	State	Zip	Email
Aelyn	Thomas						<a href="mailto:aelynthomas@yahoo.com">aelynthomas@yahoo.com</a>
Andy	James		11976 SW Lausanne St.	Wilsonville	OR	97070	<a href="mailto:ajames@fibersphere.net">ajames@fibersphere.net</a>
Brian	Vanneman						<a href="mailto:bvanneman@lelandconsulting.com">bvanneman@lelandconsulting.com</a>
Sue & Chui	Eggleston		7875 SW Fairway Dr	Wilsonville	OR	97070	<a href="mailto:chuckeggleston@yahoo.com">chuckeggleston@yahoo.com</a>
Doris	Wehler						<a href="mailto:daweher@gmail.com">daweher@gmail.com</a>
Beth	Goodman	ECONorthwest	99 10th Avenue, Suite 400 635 Capitol Street NE,	Eugene	OR	97401	<a href="mailto:goodman@econw.com">goodman@econw.com</a>
Gordon	Howard	DLCD-Community Services Div	Suite 150	Salem	OR	97301	<a href="mailto:gordon.howard@state.or.us">gordon.howard@state.or.us</a>
Kate	Greenfield		7698 SW Emery Circle	Wilsonville	OR	97070	<a href="mailto:gr33kat@gmail.com">gr33kat@gmail.com</a>
Joe	Dills	Angelo Planning Group	921 SW Washington	Portland	OR		<a href="mailto:jdills@angeloplanning.com">jdills@angeloplanning.com</a>
Jennifer	Koenig		7720 SW Summerton St	Wilsonville	OR	97070	<a href="mailto:jennkoe@msn.com">jennkoe@msn.com</a>
Kent & Me	Frugaard		28500 SW 60th Ave	Wilsonville	OR	97070	<a href="mailto:kentfri@gmail.com">kentfri@gmail.com</a>
Kyle	Budeau						<a href="mailto:Kyle.Budeau@yahoo.com">Kyle.Budeau@yahoo.com</a>
Bill	Ciz		28300 SW 60th Ave	Wilsonville	OR	97070	<a href="mailto:lizciz@frontier.com">lizciz@frontier.com</a>
			15115 SW Sequoia Pkwy				
Lee	Leighton	Westlake Consultants	Ste 150	Tigard	OR	97224	<a href="mailto:lleighton@westlakeconsultants.com">lleighton@westlakeconsultants.com</a>
Mark	Sirois	Clackamas County Community Development Division	2051 Kaen Road #245	Oregon City	OR	97045	<a href="mailto:marksir@co.clackamas.or.us">marksir@co.clackamas.or.us</a>
Mary	Wygall		28580 SW 60th Ave	Wilsonville	OR	97070	<a href="mailto:maryw@babyandmepdx.com">maryw@babyandmepdx.com</a>
Marc & Te	DeCoster		5899 SW Kruse Rd	Wilsonville	OR	97070	<a href="mailto:mdsporthorse@msn.com">mdsporthorse@msn.com</a>
Michael	Anders						<a href="mailto:Mike.anders@lennar.com">Mike.anders@lennar.com</a>
Janene & F	Chaney		27227 SW Zanthus Ct	Sherwood	OR	97140	<a href="mailto:P2CPersonal@gmail.com">P2CPersonal@gmail.com</a>
Bob	Parker	ECONorthwest					<a href="mailto:parker@econw.com">parker@econw.com</a>
Patrick	Weisgerber		7085 SW Bouchaine St	Wilsonville	OR	97070	<a href="mailto:patrickweis10@gmail.com">patrickweis10@gmail.com</a>
Rachel	Howe						<a href="mailto:rachelkhowe@yahoo.com">rachelkhowe@yahoo.com</a>
Robert	Meyer						<a href="mailto:Robert.Meyer@bankofthewest.com">Robert.Meyer@bankofthewest.com</a>
Bob	Romine		PO Box 214	Wilsonville	OR	97070	<a href="mailto:RomineRP@aol.com">RomineRP@aol.com</a>
Steve	Hermeyer		10435 SW Madrid Loop	Wilsonville	OR	97070	<a href="mailto:shermeyer@frontier.com">shermeyer@frontier.com</a>
Sparkle	Anderson		27480 SW Stafford Rd	Wilsonville	OR	97070	<a href="mailto:sparklefanderson@gmail.com">sparklefanderson@gmail.com</a>
Terry	Kester		29573 SW Camelot St	Wilsonville	OR	97070	<a href="mailto:terry7070tdk@aol.com">terry7070tdk@aol.com</a>
Kristin	Akenvall		10780 SW London Ln	Wilsonville	OR	97070	
Getachew	Felleke		7499 SW Lowrie	Wilsonville	OR	97070	
Julie	Fitzgerald		11812 SW Grenoble St	Wilsonville	OR	97070	
Dave	Helyesson		26191 SW Stafford Rd	Wilsonville	OR	97070	
Karl & Vict	VonTagen		3225 SW Cascara Ct	Wilsonville	OR	97070	

Notices of Decision mailed/emailed to all on list 4/14/14

*Goal 10  
Notice of  
Decision  
Ord 742*

## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b>  May 19, 2014	<b>Subject: Resolution No. 2470</b> Interagency Agreement – City and URA to lend and repay up to \$4.5 million  <b>Staff Member:</b> Gary Wallis / Cathy Rodocker <b>Department:</b> Finance
<b>Action Required</b> <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<b>Advisory Board/Commission Recommendation</b> <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable  <b>Comments:</b> Action provides resources to fund two Urban Renewal road projects underway in FY 2013-14 and continuing into FY 2014-15.
<b>Staff Recommendation:</b> Staff recommends adoption of Resolution No. 2470.	
<b>Recommended Language for Motion:</b> I move to approve Resolution No. 2470, and authorize the City Manager to sign the Intergovernmental Agreement between the City of Wilsonville and the Wilsonville Urban Renewal Agency.	
<b>PROJECT / ISSUE RELATES TO:</b> <i>[Identify which goal(s), master plans(s) issue relates to.]</i>	
<input type="checkbox"/> Council Goals/Priorities	<input type="checkbox"/> Adopted Master Plan(s)
<input type="checkbox"/> Not Applicable	

**ISSUE BEFORE COUNCIL:** Council action is needed to approve an intergovernmental agreement between the City and the Urban Renewal Agency that will provide up to \$4.5 million on a short term basis.

**EXECUTIVE SUMMARY:** Both the Year 2000 Plan and West Side districts each have a capital road project that will be under construction soon. Short-term borrowing is necessary to complete these two capital projects. Fortunately both districts have sufficient cash balances in



their debt service funds to allow for repayment of borrowing on a short term basis – short term being defined as “over night.”

Previously the Urban Renewal Agency would enter into an agreement with a financial institution for these types of transactions. The City’s general fund has the capacity to loan the funds on a short term basis. The Urban Renewal Agency is now able to borrow from the City’s General Fund provided both the City and Agency agree to the terms of the borrowing and it serves a public purpose. The terms of the borrowing are as follows:

- City lends to Agency \$4,500,000 at 1.5 percent (1.5%).
- The Agency repays the amount from tax increment funds on hand the day after receipt of the loan.
- Total interest to the General Fund, therefore, will be approximately \$185.
- The borrowing is subordinate to outstanding senior lien debt.

By borrowing from City funds the Agency is able to avoid loan origination fees and legal costs associated with borrowing from a financial institution, estimated to be more than \$18,000 for this type of financing. The public purpose is to fund two road projects authorized in the City’s Transportation System Plan and the urban renewal plans for the two respective districts.

**EXPECTED RESULTS:** That authorizing the IGA by the respective Resolution of the City and the Agency will provide cash resources of \$2.5 million to pay for the initial costs of Canyon Creek Road between Boeckman Road and Vlahos Drive within the Year 2000 Plan district. It will also provide \$2 million to pay for the initial costs of extending Barber Road west into Villebois within the West Side district.

**TIMELINE:** Borrowing and repayment will occur within the month of June 2014. The IGA anticipates the loan and repayment occurring on June 25 and June 26, respectively. Both projects expect construction starts in the summer of 2014.

**CURRENT YEAR BUDGET IMPACTS:** A separate supplemental budget adjustment is necessary to complete this transaction within Local Budget Law constraints.

**FINANCIAL REVIEW / COMMENTS:**

Reviewed by: \_\_\_\_\_ Date: \_\_\_\_\_

**LEGAL REVIEW / COMMENT:**

Reviewed by: \_MEK\_\_\_\_\_ Date: 5/7/2014\_\_\_\_\_

The form of the Resolutions and IGA are approved. The City is a home rule city and as such under its Charter it has the authority to act in ways that are necessary and convenient under the laws and Constitution of the State of Oregon. The Oregon Constitution, Article XI, Section 9 limits the powers of cities to loan its credit to private corporations. The Agency is not a private corporation, but is a unit of local government as is the City. Specifically, the laws in ORS Chapter 190 provide for intergovernmental agreements between units of local governments to provide for functions or activities which they are authorized to do (building road projects are such functions or activities) and to provide for apportioning the responsibility for providing

funds to pay for the expenses incurred in the performance of the functions or activities, which is what is occurring in this IGA.

Further, the only current general obligation bond outstanding for the City is for library purposes and is \$1,015,000, and given the June 30, 2013 estimated fair market value of property within the City was \$2.9 billion and the estimate for June 30, 201 is estimated to be \$3.1 billion, even if the overnight liability before payment was added to the general obligation bond indebtedness, the total is substantially under 1% of the fair market value and within the 3% limit in this regard.

**COMMUNITY INVOLVEMENT PROCESS:** There has been no specific community outreach or involvement pertaining to this borrowing.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups): The borrowing will not directly impact local businesses or neighborhoods, however, the construction projects to be funded will have significant positive impact on both.

**ALTERNATIVES:** Engage in borrowing from a financial institution. Using this process would take more time and cost the Urban Renewal Agency significantly more money.

**CITY MANAGER COMMENT:**

**ATTACHMENTS**

- A. Resolution No. 2470
- B. Intergovernmental Agreement between the City and the Urban Renewal Agency.



## **RESOLUTION NO. 2470**

### **A RESOLUTION AUTHORIZING AN INTERGOVERNMENTAL AGREEMENT WITH THE URBAN RENEWAL AGENCY OF THE CITY OF WILSONVILLE PERTAINING TO SHORT TERM SUBORDINATE URBAN RENEWAL DEBT FOR BOTH THE YEAR 2000 PLAN AND WEST SIDE DISTRICTS FOR THE PURPOSE OF FUNDING THE CONSTRUCTION OF TWO PERMANENT PUBLIC ROAD PROJECTS BY THE AGENCY**

WHEREAS, the City of Wilsonville finds it desirable to authorize an intergovernmental agreement with the Urban Renewal Agency of the City of Wilsonville, Oregon (the "Agency") which is to lend money to the Agency on a short term basis in an amount of not more than \$2,500,000 for the Agency's Year 2000 Plan district for its Canyon Creek Road Extension South Project and \$2,000,000 for the Agency's West Side district for its Barber Street Extension West Project; and,

WHEREAS, ORS 190.010 provides legal authority for the two entities to enter into a binding intergovernmental agreement (the "Agreement"); and,

WHEREAS, the use of an Agreement is efficient and less costly than other means of obtaining financing for the Agency; and,

WHEREAS, both the Year 2000 Plan and West Side districts' debt service funds have sufficient cash balances to allow for repayment of the amounts borrowed without violation of the terms of outstanding senior debt liens;

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

1. To enter into the Agreement with the Urban Renewal Agency of the City of Wilsonville to lend from the City's General Fund to the Agency's capital project funds for the purpose of funding of the two public road projects recited above and to receive repayment from the Agency back into the General Fund of up to \$4,500,000, together with interest of 1.5 percent per annum on a 365 day year basis, in accordance with the terms specified in the Agreement. A copy of the Agreement is marked **Exhibit A**, attached hereto, and incorporated by reference as if fully set forth herein.

2. To authorize the City Manager, or designee, to negotiate any and all documents to complete the Agreement and transactions related to the borrowing and repayment.
3. Effective Date of this Resolution shall be immediately upon its adoption.

ADOPTED by the City of Wilsonville at a regular meeting thereof this 19<sup>th</sup> day of May, 2014 and filed with the Wilsonville City Recorder this same date.

---

Tim Knapp, Mayor

ATTEST:

---

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Knapp –  
Council President Goddard –  
Councilor Stevens –  
Councilor Starr –  
Councilor Fitzgerald –



**INTERGOVERNMENTAL LOAN AGREEMENT, IN AN AMOUNT NOT TO EXCEED \$4,500,000, FROM THE CITY OF WILSONVILLE TO THE URBAN RENEWAL AGENCY OF THE CITY OF WILSONVILLE FOR THE PURPOSE OF FUNDING APPROVED PROJECTS IN THE YEAR 2000 PLAN AND WEST SIDE DISTRICTS**

**THIS INTERGOVERNMENT AGREEMENT** ("Agreement") is entered into between the City of Wilsonville, an Oregon municipal corporation (the City), and the Urban Renewal Agency of the City of Wilsonville, Oregon, an Oregon quasi-municipal corporation (the Agency).

**RECITALS**

**WHEREAS**, the City is a municipal corporation duly chartered with home rule authority under the laws and Constitution of the State of Oregon; and

**WHEREAS**, the Agency is a public body, corporate and politic, duly activated by the City, exercising its powers to engage in urban renewal activity as authorized by ORS Chapter 457; and

**WHEREAS**, both the City and the Agency are "units of local government" and may enter into intergovernmental agreements with each other for functions and activities such as the construction of road projects and to apportion the responsibility of providing funds for such functions or activities under the authority and provisions of ORS Chapter 190; and

**WHEREAS**, the Year 2000 Plan district (the "District") was duly established on May 4, 1992, and the Year 2000 Plan (the "Plan") was adopted on August 29, 1990, setting out goals, objectives, and projects, including the Canyon Creek Road Extension South Project (the "Projects") for the Area; and

**WHEREAS**, the West Side district (the "District") was duly established on November 3, 2003, and the West Side Plan (the "Plan") was adopted on November 3, 2003, setting out goals, objectives, and projects, including the Barber Street Extension West Project (the "Projects") for the Area; and

**WHEREAS**, the Board of the Urban Renewal Agency has determined that a need exists to borrow funds for the Canyon Creek Road Extension South and Barber Street Extension West public projects, to be repaid with tax increment financing; and



**WHEREAS**, Oregon Revised Statutes 457 and Oregon Constitution Article IX, Section 1(c), authorizes the Urban Renewal Agency to incur debt for the purpose of financing projects of an urban renewal plan, and to repay the debt and related costs with tax increment revenue; and

**WHEREAS**, the Agency has obtained approval of a maximum indebtedness for the Year 2000 Plan District of \$92,687,423. The Agency has previously issued \$75,385,000 of long and short term indebtedness that is subject to the maximum indebtedness limitation, and there is no other indebtedness outstanding for the District to which the maximum indebtedness limitation applies. As a result, the Agency has \$17,302,423 of capacity (before issuance of the borrowing referenced in this Agreement) to incur indebtedness for the District, and

**WHEREAS**, the Agency has obtained approval of a maximum indebtedness for the West Side District of \$40,000,000. The Agency has previously issued \$32,000,000 of long and short term indebtedness that is subject to the maximum indebtedness limitation, and there is no other indebtedness outstanding for the District to which the maximum indebtedness limitation applies. As a result, the Agency has \$8,000,000 of capacity (before issuance of the borrowing referenced in this Agreement) to incur indebtedness for the District, and

**WHEREAS**, the City has sufficient funds in its general fund to provide a short term (overnight) loan of \$4.5 million to the Agency which, together with any current outstanding general obligation bonds, is less than 1% of the current real market value of property within the City of \$2.9 billion and within the City's 3% limitation for such indebtedness.

**WHEREAS**, the City and Agency have determined that financing the Projects through an intergovernmental agreement, as allowed by ORS 190.010, is more cost efficient than external financing methods; is financially feasible; will provide funding for the Agency to build two permanent, public roads for the respective Plan areas which Projects' right-of-ways and associated easements, in turn, will be transferred to the City; and will serve the public interest.

**NOW, THEREFORE, THE PARTIES AGREE AS FOLLOWS:**

**Section 1: Term and Termination.** This Agreement shall become effective upon the date of the last signature hereon, and shall continue in full force and effect until (1) the loan is paid in full by the Agency; (2) the permanent, public road projects, namely, the Canyon Creek Road Extension



South Project and the Barber Road West Project, have been constructed by the Agency; and  
(3) the respective right-of-ways and any easements associated therewith have been conveyed by the Agency to the City.

**Section 2: Delegation.** The Designated Representatives, or a person(s) assigned by the Designated Representatives, may, on behalf of the City or Agency, act without further action by the Council, to establish the final principal amounts.

**Section 3: Duties of the City.** The City shall authorize all actions and execute all documents necessary or desirable to loan up to \$4,500,000 from the City's General Fund to the Agency's capital project funds, as delineated in Section 5, and comply with its Charter and with the laws of the State of Oregon, including the terms and conditions contained within this Agreement. The Agency shall reimburse the City for its expenses incurred in the performance of this Agreement.

**Section 4: Duties of the Agency.** The Agency shall authorize all actions and execute all documents necessary or desirable to accept the loan; to authorize repayment of the loan under the terms and conditions stated herein; to construct the Canyon Creek Road Extension South Project and the Barber Street Extension West Project and convey the respective right-of-ways of the two projects and any easements associated therewith to the City; and to comply with the laws of the State of Oregon and the applicable Urban Renewal Plans. The Agency shall be responsible for its expenses incurred in the performance of this Agreement and for its activities contemplated herein.

**Section 5: Loan Terms.** The Loan shall be made from the City's General Fund to the Agency's Year 2000 Plan and West Side Capital Improvement Funds in the principal amount as noted below. The City shall transfer up to \$4,500,000 in aggregate on or before June 25, 2014, as follows:

Year 2000 Plan Capital Improvement Fund	\$2,500,000
West Side Capital Improvement Fund	<u>\$2,000,000</u>
Total	\$4,500,000

Interest on the loan, at a rate of 1.50 percent (1.5%) per annum (365 days), shall begin to accrue on the date of transfer and the corresponding loan plus accrued interest shall be repaid by each District not later than June 26, 2014.

**Section 6: Consideration.** In consideration of the terms and conditions set forth herein, the City agrees to loan up to \$4,500,000 in exchange for the Agency's obligation to repay the loan solely from the tax increment revenues of the corresponding urban renewal Districts. The lien of this pledge shall be subordinate to the lien of any currently outstanding senior lien bonds and to any requirement to fund or maintain debt service funds, reserve funds, or similar funds or as part of minimum balances or similar requirements for those senior lien bonds.

**Section 7: Indemnification.** Subject to the limitations in the Oregon Constitution and the Oregon Tort Claims Act, the parties agree to defend, indemnify, and hold each other, its officers, agents, and employees harmless from all claims, suits, or actions of whatsoever kind, which arise out of or result from the transfer of funds.

**Section 8: Modification.** This Agreement may not be altered, modified, supplemented, or amended in any manner whatsoever except by mutual agreement of the parties in writing. Any such alteration, modification, supplementation, or amendment, if made, shall be effective only in the specific instance and for the specific purpose given, and shall be valid and binding only if signed by the parties.

**Section 9: Waiver.** No provision of this Agreement may be waived except in writing by the party waiving compliance. No waiver of any provision of this Agreement shall constitute waiver of any other provision, whether similar or not, nor shall any one waiver constitute a continuing waiver. Failure to enforce any provision of this Agreement shall not operate as a waiver of such provision or of any other provision.

**Section 10: Severability.** The parties agree that if any term or provision of this Agreement is declared by a court of competent jurisdiction to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected, and the rights and obligations of the parties shall be construed and enforced as if the Agreement did not contain the particular term and provision held to be invalid.



**Section 11: Designated Representative.** The City authorizes the City Manager or the City Manager's designee to act on behalf of the City under this Agreement. The Agency authorizes the Executive Director of the Agency or the Executive Director's designee to act on behalf of the Agency under this Agreement.

IN WITNESS WHEREOF, the execution of which having been first duly authorized according to law:

CITY OF WILSONVILLE

\_\_\_\_\_  
Bryan Cosgrove  
City Manager of the City of Wilsonville, Oregon

\_\_\_\_\_  
Date

URBAN RENEWAL AGENCY OF THE CITY OF WILSONVILLE, OREGON

\_\_\_\_\_  
Bryan Cosgrove  
Executive Director of the Urban Renewal  
Agency of the City of Wilsonville, Oregon

\_\_\_\_\_  
Date

## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b>  May 19, 2014	<b>Subject: Resolution No. 2471</b> Urban Renewal Strategic Plan  <b>Staff Member:</b> Kristin Retherford, Economic Development Manager  <b>Department:</b> Community Development
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>
<input checked="" type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b> N/A
<b>Staff Recommendation:</b> Staff recommends adoption of Resolution No. 2471.	
<b>Recommended Language for Motion:</b> I move to approve Resolution No.2471	
<b>PROJECT / ISSUE RELATES TO:</b>	
<input checked="" type="checkbox"/> Council Goal: Economic Development	<input type="checkbox"/>

### ISSUE BEFORE THE CITY COUNCIL:

The issue before Council is consideration of the draft Urban Renewal Strategic Plan.

### EXECUTIVE SUMMARY:

At direction of the City Council, staff retained the urban renewal consultants ECONorthwest and Elaine Howard the summer of 2013 after conducting a competitive selection process, and recruited a diverse, 16-member volunteer advisory task force chaired by Council President Scott Starr to develop a strategy for the City's future use of urban renewal. The task force met on three occasions and developed recommendations regarding the Year 2000 Urban Renewal Area (URA), the West Side URA, and the future use of urban renewal in Wilsonville, specifically for



the Coffee Creek Industrial Area and Frog Pond. Because the TIF Zones had recently undergone a great deal of public input and analysis during their creation, the Task Force did not focus on these six single-property urban renewal districts.

The consultant team prepared a great deal of technical information regarding planned projects and financial projections for each district prior to the first Task Force meeting to inform their discussion.

During the first meeting, the Task Force reviewed the issues and challenges before them. During the second meeting, they discussed three preliminary scenarios for addressing these challenges. At the third meeting the Task Force reviewed changes to the scenarios discussed at the second meeting and made their final recommendations.

More specifically, the Task Force examined:

- Which projects in existing urban renewal areas should be completed using urban renewal?
- Should the West Side maximum indebtedness limit be increased to complete projects, and if so, by what amount?
- Are there any needs in existing URAs not yet identified as projects that should be added to project lists?
- Are there properties in close proximity to existing URAs that should be included into a URA?
- Are there areas to be considered for potential new URAs in the future?
- How should the City address acreage limitations.
- Should the City close portions of districts or full districts?

After the second meeting there was consensus from the Task Force that:

- Coffee Creek is a high priority for creating a new URA
- Urban Renewal should focus on infrastructure instead of amenities.
- Impacts to the school district should be considered in closing down URAs.

Additional work was needed on the various scenarios as there was uncertainty as to what should be done with Town Center and possible redevelopment opportunities.

The Task Force considered four different scenarios at their third meeting:

- Scenario A: The West Side Plan would significantly increase maximum indebtedness, and would require concurrence. No revenue sharing would happen in this alternative. The Year 2000 Plan would pay off debt as soon as possible, allowing for Frog Pond to come online.
- Scenario A-2: This is the same as Scenario A, except the West Side Plan includes revenue sharing. This scenario still requires concurrence.



- Scenario B: The Old Town Escape would be moved from the West Side Plan to the Year 2000 Plan. This pushes back when Year 2000 can make its final debt payment. No concurrence would be required for this alternative.
- Scenario C: The life of the Year 2000 Plan will be extended for as long as possible, only collecting enough TIF to pay off debt as scheduled. We chose to extend the Year 2000 Plan while still completing all projects as scheduled, but it is also possible to pair the extension with Scenario B of the West Side Plan.

After consideration and discussion of these scenarios, the Task Force came to the following recommendations, which have been incorporated into the draft Urban Renewal Strategic Plan attached hereto as Exhibit A.

#### West Side Plan:

- Amend plan to increase maximum indebtedness from \$40 million to \$49.4 million, to allow funding of the critical infrastructure projects that the city is contractually obligated to fund.
- Formal concurrence of overlapping taxing districts is not required for this amendment, and should not be sought.
- Following precedent from previous plan amendment processes, do not seek an advisory vote of the public.
- Do not add any new projects to the project list; doing so would increase the life of the district and require a larger increase in maximum indebtedness.
- Do not fund the Old Town Escape project with TIF dollars (though other funding sources could be used). This project is not a contractually obligated project.

#### Year 2000 Plan:

- Do not amend financial aspects of the plan (though an amendment to remove acreage is necessary to support the formation of Coffee Creek). Make no changes to the project list or maximum indebtedness.
- Close down the area in a phased approach that limits negative compression impacts on the West Linn – Wilsonville School District

#### Coffee Creek Industrial Area:

- Pursue feasibility analysis and planning for a new urban renewal area to fund critical infrastructure in Coffee Creek.
- Remove land from the Year 2000 and/or West Side plans as necessary to free up sufficient acreage for the proposed Coffee Creek urban renewal area.
- Following precedent, as this is a new urban renewal area formation process, pursue citywide advisory vote during plan adoption.
- Pursue formal concurrence of overlapping taxing districts during plan adoption.
- The use of TIF should be limited to development-supportive infrastructure projects



### Frog Pond Area:

- Do not pursue feasibility analysis and planning for a new urban renewal area for Frog Pond at this time. Re-evaluate after the master planning effort is completed.

### **EXPECTED RESULTS:**

Upon adoption of the Urban Renewal Strategic Plan by Resolution No. 2471, attached here to as Exhibit B, staff will begin implementing the Plan.

An urban renewal plan amendment will be needed for the West Side Plan to complete plan projects. This will be a substantial amendment with a timeline of six to nine months. This effort should begin summer 2014.

Specific areas of land need to be identified for removal from the West Side URA and the Year 2000 URA and plans amended accordingly to free up acreage for a new URA in Coffee Creek. This process will take three to six months and should begin summer 2014.

A feasibility study needs to be developed for a Coffee Creek URA, along with an annexation strategy. This effort will be a six to nine month process and should begin summer 2014. The goal is to have sufficient information to take the creation of a new URA to voters in either the spring or fall of 2015.

Staff will continue to work in partnership with the school district on implementing the closure of the Year 2000 Area. Closure will occur between 2018 and 2021, depending on the approach taken to mitigate compression impacts to the School District. As real property values increase, the compression impacts of closing the Year 2000 Area will lessen. City and School District staff will meet in November or December 2014 to review new property tax information, and will meet periodically as necessary on this issue until the Year 2000 Area has been closed.

### **TIMELINE:**

Timelines are described in the section of this report titled Expected Results.

### **CURRENT YEAR BUDGET IMPACTS:**

There will be no additional budget impacts this fiscal year. Consulting costs for implementing Plan recommendations will be incurred in FY 2014-15. Cost estimates are not yet in place, but funding for consultant professional services has been included in the Urban Renewal departmental budget.

### **FINANCIAL REVIEW / COMMENTS:**

Reviewed by: \_\_\_\_\_ CAR \_\_\_\_\_ Date: 5/7/14 \_\_\_\_\_

FY2015 budget does include profession services for both Urban Renewal districts.

### **LEGAL REVIEW / COMMENT:**

Reviewed by: MEK \_\_\_\_\_ Date: 5/8/2014 \_\_\_\_\_

Approve Resolution as to form.

**COMMUNITY INVOLVEMENT PROCESS:**

This process included three Task Force meetings, one public open house, and stakeholder interviews, including interviews with affected taxing districts.

The Urban Renewal Task Force held its final meeting on January 30, 2014. A draft Urban Renewal Strategic Plan was prepared and disseminated to the Task Force for review and comment. Comments and edits have been addressed, and the Plan is now being brought forward for City Council review and adoption.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups):

Adoption of the Urban Renewal Strategic Plan will provide staff with guidance in managing future urban renewal activities in the City. It will expedite completion of projects in the West Side URA by increasing maximum indebtedness and will chart a course for closure of the Year 2000 URA. It will also set the framework for staff to pursue developing a new URA in the Coffee Creek Industrial Area to spur economic development.

**ALTERNATIVES:**

N/A

**CITY MANAGER COMMENT:****ATTACHMENTS**

- A. Draft – Wilsonville Urban Renewal Strategic Plan
- B. Resolution No. 2471



## **RESOLUTION NO. 2471**

### **A RESOLUTION OF THE WILSONVILLE CITY COUNCIL ADOPTING THE WILSONVILLE URBAN RENEWAL STRATEGIC PLAN, MAY 2014**

WHEREAS, the City of Wilsonville currently has eight urban renewal areas (URAs), including the Year 2000 URA, the West Side URA, and six single-property URAs referred to as Tax Increment Finance (TIF) Zones created to support economic development in the City; and

WHEREAS, after conducting a competitive selection process in the summer of 2013, the City through its Urban Renewal Agency, retained the urban renewal consultants ECONorthwest and Elaine Howard to facilitate the development of an urban renewal strategic plan to guide the City's future use of urban renewal and address a variety of issues and challenges facing existing and potential URAs; and

WHEREAS, in the fall of 2013 the City Manager convened a volunteer task force to assist with the development of this urban renewal strategic plan; and

WHEREAS, City Council President Scott Starr served in an ex-officio position to chair the task force;

WHEREAS, the 17-member task force was comprised of a wide range of stakeholders, including residents, business owners and representatives from both large and small businesses, real estate developers, and representatives of other taxing districts.

WHEREAS, the urban renewal strategic planning effort involved extensive public engagement including three task force meetings, one public open house, and several stakeholder interviews including meetings with other taxing districts; and

WHEREAS, the Urban Renewal Task Force has reviewed and accepted the *Wilsonville Urban Renewal Strategic Plan, May 8, 2014*, and recommends its adoption by City Council.

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

1. Based on the above recitals, which are incorporated herein, the City Council thanks and commends the members of the Urban Renewal Task Force for their work on the Wilsonville Urban Renewal Strategic Plan.
2. The *Wilsonville Urban Renewal Strategy, May 8, 2014*, shall be an official document of the City of Wilsonville.

3. This Resolution is effective upon adoption.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof this 19th day of May, 2014, and filed with the Wilsonville City Recorder this date.

---

TIM KNAPP, MAYOR

ATTEST:

---

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Knapp

Councilor Goddard

Councilor Starr

Councilor Fitzgerald

Councilor Stevens



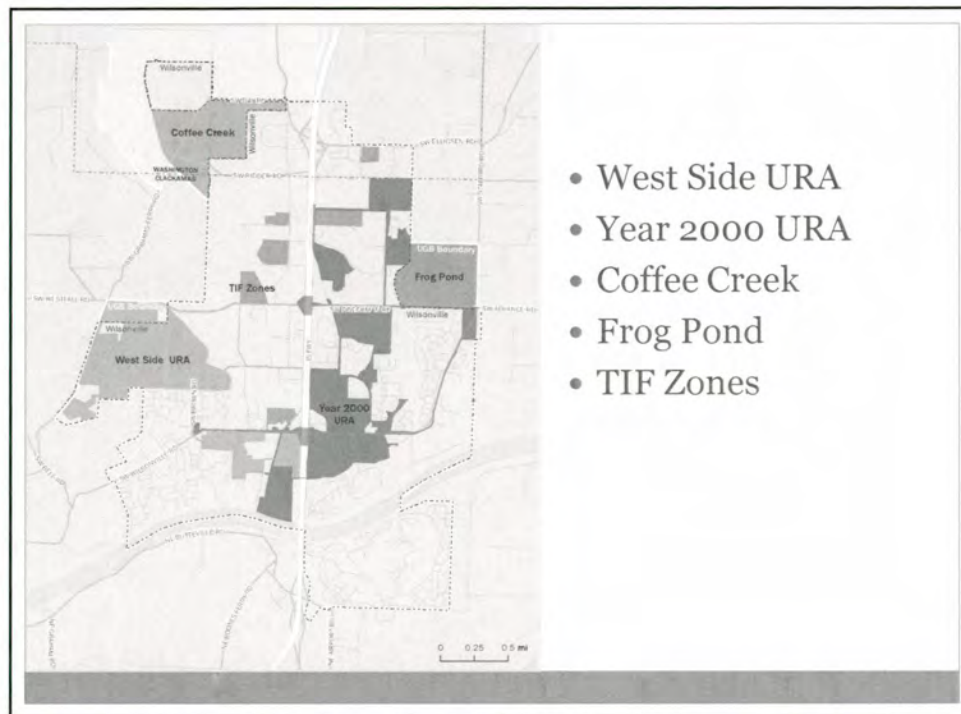
# Wilsonville Urban Renewal Strategic Plan

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

 **ELAINE HOWARD**  
CONSULTING, LLC

## Issues

- Completion of existing projects in existing urban renewal areas
- Maximum indebtedness limits
- Addressing needs in existing urban renewal areas not yet identified as projects
  - Properties in close proximity to existing areas but not in the area
- Potential new urban renewal areas
- Acreage limitations
- Closing portions of districts or full districts
- All in context of City Policies



## Process

- **Data Accumulation**
  - Identify Projects remaining in each district
  - Identify costs/timing of projects
  - Complete financial projections for each district:
    - Revenue and Potential Expenditures
    - Debt Service and Projects
  - Analyze capacity, potential adjustments to free up acreage
- **Gain Input**
  - Task Force meetings
  - Open House
  - Stakeholder interviews



## Task Force

- 17 members     Chairman, Council President Scott Starr
- Meeting 1     Review of Issues, Facts for the UR areas, Issues/Challenges
- Meeting 2     Discussed 3 preliminary scenarios, received input
- Meeting 3     Reviewed changed scenarios (4), gave recommendations
- Conclusion     Final review, comments and approval by email

## Scenarios - Meeting 2

URA Plan	Scenario A	Scenario B	Scenario C
<b>West Side Plan</b>			
Maximum Indebtedness	\$ 58,000,000	\$ 49,000,000	\$ 40,000,000
Required increase in MI	\$ 18,000,000	\$ 9,000,000	\$ -
Requires Concurrence?	Yes	No	No
Year Debt Could be Repaid	2023/24	2021/22	2018/19
Project Costs moved to Year 2000 Plan	\$ -	\$ 8,600,000	\$ 18,200,000
Projects moved to Year 2000 Plan	None	Old Town Escape	Old Town Escape Brown Road Barber Extension
<b>Year 2000 Plan</b>			
Maximum Indebtedness	\$ 85,200,000	\$ 93,900,000	\$ 103,600,000
Required Increase in MI	\$ -	\$ 1,200,000	\$ 10,900,000
Requires Concurrence?	No	No	No
Year Debt Could be Repaid	2018/19	2021/22	2025/26

## Consensus from Meeting 2

- Coffee Creek is a high priority.
- Uncertain what to do with Town Center. It has challenges. Might want to invest in it. Questions about whether we want to keep Year 2000 Plan open for a while to preserve the ability to fund improvements in Town Center.
- Focus on infrastructure instead of amenities.
- We will need to come back with multiple scenarios.
- We need to look at the acreage question. How much acreage can we remove?
- Need to look at any impact to school districts of closing down URAs.
- If we're looking at Frog Pond, we don't want to fund the parks projects from TIF.

## Scenarios - Meeting 3

- Scenario A: The West Side Plan would significantly increase maximum indebtedness, and would require concurrence. No revenue sharing would happen in this alternative. The Year 2000 Plan would pay off debt as soon as possible, allowing for Coffee Creek to come online.
- Scenario A-2: This is the same as Scenario A, except the West Side Plan includes revenue sharing. This scenario still requires concurrence.
- Scenario B: The Old Town Escape would be moved from the West Side Plan to the Year 2000 Plan. This pushes back when Year 2000 can make its final debt payment. No concurrence would be required for this alternative.
- Scenario C: The life of the Year 2000 Plan would be extended for as long as possible, only collecting enough TIF to pay off debt as scheduled. Scenario C would extend the Year 2000 Plan while still completing all projects as scheduled, but it is also possible to pair the extension with Scenario B of the West Side Plan.



URA Plan	Scenario A	Scenario A-2	Scenario B	Scenario C
<b>West Side Plan</b>				
Maximum Indebtedness	\$ 59,800,000	\$ 60,000,000	\$ 49,300,000	\$ 59,800,000
Required increase in MI	\$ 19,800,000	\$ 20,000,000	\$ 9,300,000	\$ 19,800,000
Requires Concurrence?	Yes	Yes	No	Yes
Year Debt Could be Repaid	2022/23	2028/29	2025/26	2022/23
Project Costs moved to Year 2000 Plan	\$ -	\$ -	\$ 8,600,000	\$ -
Projects moved to Year 2000 Plan	None	None	Old Town Escape	None
<b>Year 2000 Plan</b>				
Maximum Indebtedness	\$ 83,400,000	\$ 83,400,000	\$ 93,500,000	\$ 84,000,000
Required increase in MI	\$ -	\$ -	\$ 800,000	\$ 9,000,000
Requires Concurrence?	No	No	No	No
Year Debt Could be Repaid	2018/19	2018/19	2021/22	2033/34

## Recommendations - West Side URA

- Amend plan to increase maximum indebtedness from \$40 million to at least \$49.4 million, to allow funding of the critical infrastructure projects that the city is contractually obligated to fund.
- Formal concurrence of overlapping taxing districts is not required for this amendment, and should not be sought.
- Following precedent from previous plan amendment processes, do not seek an advisory vote of the public.
- Do not add any new projects to the project list; doing so would increase the life of the district and require a larger increase in maximum indebtedness.
- Do not fund the Old Town Escape project with TIF dollars (though other funding sources could be used). This project is not a contractually obligated project.

## Recommendations - Year 2000 URA

- Do not amend financial aspects of the plan (though an amendment to remove acreage is necessary to support the formation of Coffee Creek). Make no changes to the project list or maximum indebtedness.

Approach closure of the URA strategically by communicating with the West Linn – Wilsonville School District and the Clackamas County Tax Assessor to periodically examine real market values. Goal: Mitigate negative compression impacts on the West Linn – Wilsonville School District if possible without extending the life of the URA by adding projects or debt.

## Recommendations - Coffee Creek

- Pursue feasibility analysis and planning for a new urban renewal area to fund critical infrastructure in Coffee Creek.
- Remove land from the Year 2000 and/or West Side plans as necessary to free up sufficient acreage for the proposed Coffee Creek urban renewal area.
- Following precedent, as this is a new urban renewal area formation process, pursue citywide advisory vote during plan adoption.
- Pursue formal concurrence of overlapping taxing districts during plan adoption.
- The use of TIF should be limited to development-supportive infrastructure projects



## Potential Coffee Creek URA Projects

- **On-Site Infrastructure**
  - Streets
  - Intersections
  - Water
  - Sewer
  - Storm Sewer
  - Park/Trail/Other
- **Off-Site Infrastructure**
  - Water
  - Sewer
- **Grahams Ferry Railroad Underpass**

## Recommendations - Frog Pond

Do not pursue feasibility analysis and planning for a new urban renewal area for Frog Pond at this time.

Re-evaluate after the master planning effort is completed.

## Thank You

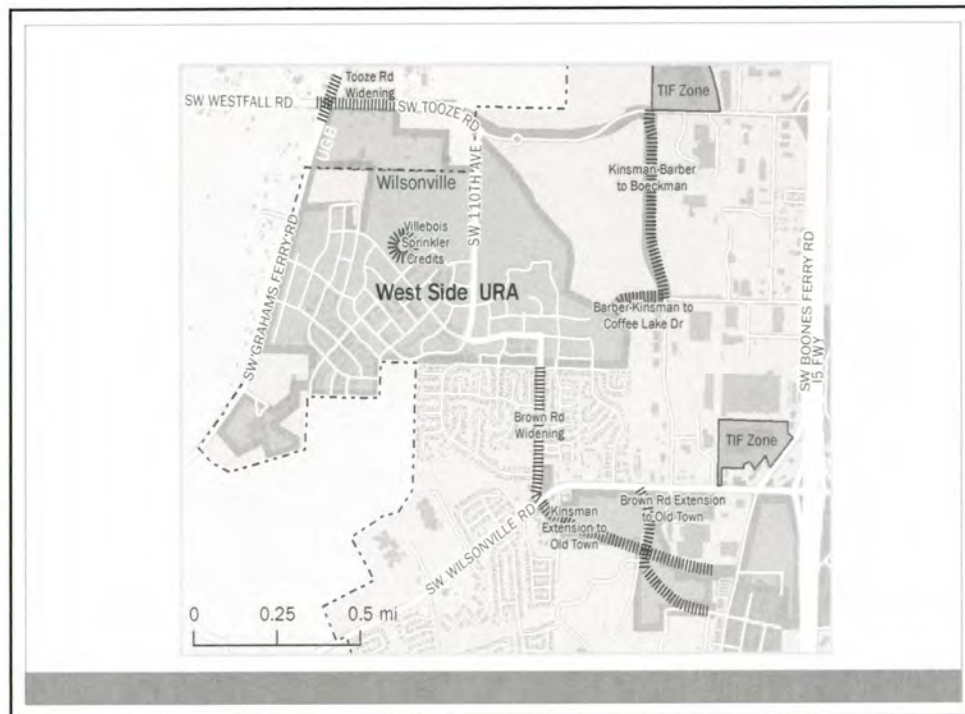


## Schedule



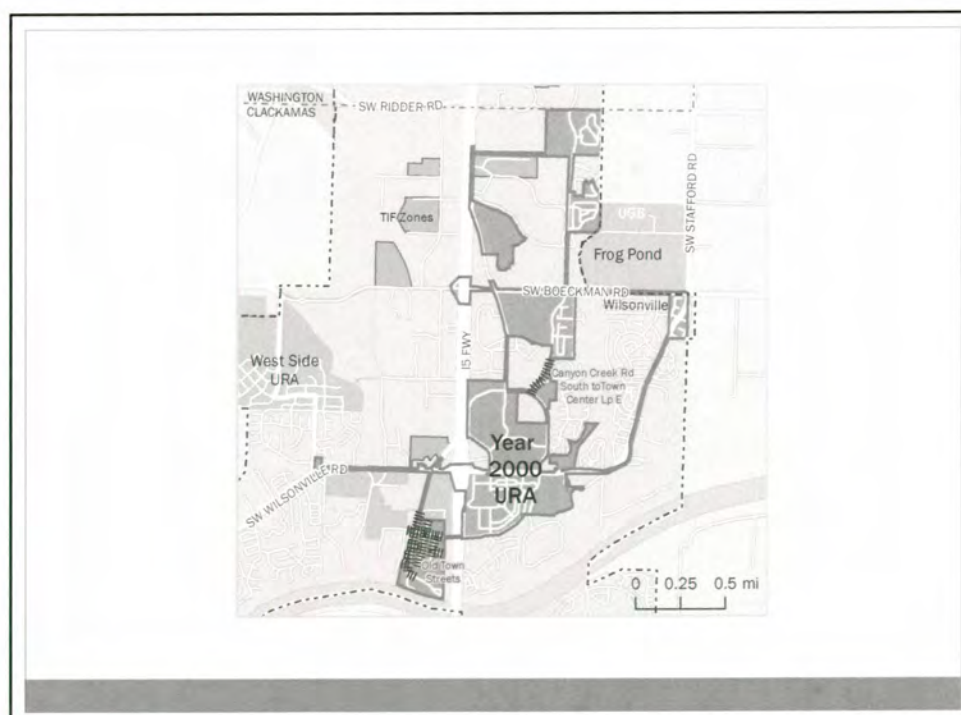
	JULY	AUG	SEPT	OCT	NOV	DEC
1. Project Management	Kickoff Meeting	PMT #1	PMT #2	Check in calls, as needed		
2. Assessment and Analysis						
3. Summary of Analysis			◇			
4. Public and Stakeholder Engagement			TF Mtg #1	TF Mtg #2 & Open House	TF Mtg #3	
5. Draft Strategic Plan					◇	
6. Final Strategic Plan						△ ◇
△ Presentation to Board, Planning Commission and Council*						
◇ Deliverable*						



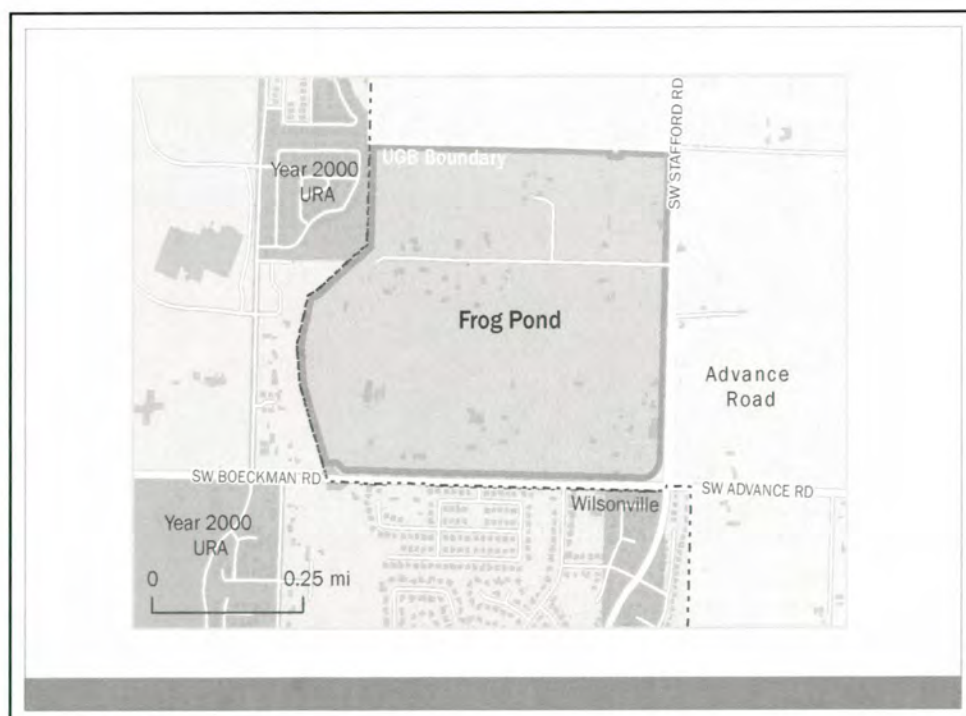
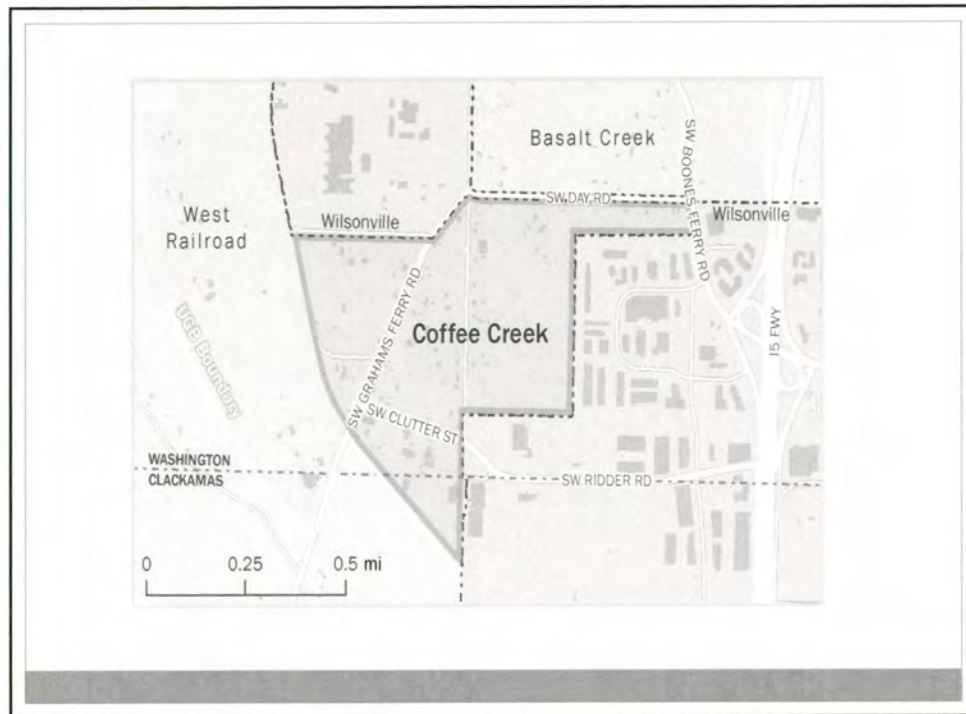


Project	Total Project Cost (Nominal \$)	City Obligation	Complete	Task Force Recommendation to fund with TIF
Extend Canyon Creek South of Boeckman	\$6,125,300	None	No	Fund
Old Town Streets	\$3,868,300	None	No	Fund
Livability Projects	\$275,600	None	No	Fund
Landover Medians	\$289,400	None	No	Fund
Park Improvements	\$441,000	None	No	Fund
Boeckman Road		None	No	Don't Fund
Boeckman Interchange and Ramps at I-5		None	No	Don't Fund
Wiedemann Road, Overcrossing and Ramps		None	No	Don't Fund
Willamette River Crossing		None	No	Don't Fund
I-5 Freeway Crossing to Seely Trunk at Wiedemann Road		None	No	Don't Fund
Remove Pump Station at Town Center Site		None	No	Don't Fund
Rose Lane/Schroeder Way System		None	No	Don't Fund
Swim Center		None	No	Don't Fund
Neighborhood Park - North (6 to 8 Acres)		None	No	Don't Fund
Teen Center		None	No	Don't Fund
Boones Ferry Park		None	No	Don't Fund

Project	Cost Paid by URA (Nominal \$)	City Obligation	Complete	Task Force Recommendation
Barber St. (Kinsman Rd. to Coffee Lake Dr.)	\$4,908,800	Yes	No	Fund
Tooze Rd. (110th to Grahams Ferry Rd.)	\$2,811,400	Yes	No	Fund
Sprinklers	\$2,376,900	Yes	No	Fund
Parks	\$1,129,500	Yes	No	Fund
Other Transportation/Brown Road	\$3,935,800	None	No	Fund
Old Town Escape (Kinsman Option)	\$9,006,900	None	No	Don't Fund
Kinsman Rd. (Barber to Boeckman Rd.)	\$6,069,000	Yes; Paid with other funds	No	N/A







## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b>  May 19, 2014	<b>Subject: Resolution No. 2471</b> Urban Renewal Strategic Plan  <b>Staff Member:</b> Kristin Retherford, Economic Development Manager  <b>Department:</b> Community Development
<b>Action Required</b> <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<b>Advisory Board/Commission Recommendation</b> <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b> N/A
<b>Staff Recommendation:</b> Staff recommends adoption of Resolution No. 2471.	
<b>Recommended Language for Motion:</b> I move to approve Resolution No.2471	
<b>PROJECT / ISSUE RELATES TO:</b>	
<input checked="" type="checkbox"/> Council Goal: Economic Development	<input type="checkbox"/>

### ISSUE BEFORE THE CITY COUNCIL:

The issue before Council is consideration of the draft Urban Renewal Strategic Plan.

### EXECUTIVE SUMMARY:

At direction of the City Council, staff retained the urban renewal consultants ECONorthwest and Elaine Howard the summer of 2013 after conducting a competitive selection process, and recruited a diverse, 16-member volunteer advisory task force chaired by Council President Scott Starr to develop a strategy for the City's future use of urban renewal. The task force met on three occasions and developed recommendations regarding the Year 2000 Urban Renewal Area (URA), the West Side URA, and the future use of urban renewal in Wilsonville, specifically for



the Coffee Creek Industrial Area and Frog Pond. Because the TIF Zones had recently undergone a great deal of public input and analysis during their creation, the Task Force did not focus on these six single-property urban renewal districts.

The consultant team prepared a great deal of technical information regarding planned projects and financial projections for each district prior to the first Task Force meeting to inform their discussion.

During the first meeting, the Task Force reviewed the issues and challenges before them. During the second meeting, they discussed three preliminary scenarios for addressing these challenges. At the third meeting the Task Force reviewed changes to the scenarios discussed at the second meeting and made their final recommendations.

More specifically, the Task Force examined:

- Which projects in existing urban renewal areas should be completed using urban renewal?
- Should the West Side maximum indebtedness limit be increased to complete projects, and if so, by what amount?
- Are there any needs in existing URAs not yet identified as projects that should be added to project lists?
- Are there properties in close proximity to existing URAs that should be included into a URA?
- Are there areas to be considered for potential new URAs in the future?
- How should the City address acreage limitations.
- Should the City close portions of districts or full districts?

After the second meeting there was consensus from the Task Force that:

- Coffee Creek is a high priority for creating a new URA
- Urban Renewal should focus on infrastructure instead of amenities.
- Impacts to the school district should be considered in closing down URAs.

Additional work was needed on the various scenarios as there was uncertainty as to what should be done with Town Center and possible redevelopment opportunities.

The Task Force considered four different scenarios at their third meeting:

- Scenario A: The West Side Plan would significantly increase maximum indebtedness, and would require concurrence. No revenue sharing would happen in this alternative. The Year 2000 Plan would pay off debt as soon as possible, allowing for Frog Pond to come online.
- Scenario A-2: This is the same as Scenario A, except the West Side Plan includes revenue sharing. This scenario still requires concurrence.



- Scenario B: The Old Town Escape would be moved from the West Side Plan to the Year 2000 Plan. This pushes back when Year 2000 can make its final debt payment. No concurrence would be required for this alternative.
- Scenario C: The life of the Year 2000 Plan will be extended for as long as possible, only collecting enough TIF to pay off debt as scheduled. We chose to extend the Year 2000 Plan while still completing all projects as scheduled, but it is also possible to pair the extension with Scenario B of the West Side Plan.

After consideration and discussion of these scenarios, the Task Force came to the following recommendations, which have been incorporated into the draft Urban Renewal Strategic Plan attached hereto as Exhibit A.

#### West Side Plan:

- Amend plan to increase maximum indebtedness from \$40 million to \$49.4 million, to allow funding of the critical infrastructure projects that the city is contractually obligated to fund.
- Formal concurrence of overlapping taxing districts is not required for this amendment, and should not be sought.
- Following precedent from previous plan amendment processes, do not seek an advisory vote of the public.
- Do not add any new projects to the project list; doing so would increase the life of the district and require a larger increase in maximum indebtedness.
- Do not fund the Old Town Escape project with TIF dollars (though other funding sources could be used). This project is not a contractually obligated project.

#### Year 2000 Plan:

- Do not amend financial aspects of the plan (though an amendment to remove acreage is necessary to support the formation of Coffee Creek). Make no changes to the project list or maximum indebtedness.
- Close down the area in a phased approach that limits negative compression impacts on the West Linn – Wilsonville School District

#### Coffee Creek Industrial Area:

- Pursue feasibility analysis and planning for a new urban renewal area to fund critical infrastructure in Coffee Creek.
- Remove land from the Year 2000 and/or West Side plans as necessary to free up sufficient acreage for the proposed Coffee Creek urban renewal area.
- Following precedent, as this is a new urban renewal area formation process, pursue citywide advisory vote during plan adoption.
- Pursue formal concurrence of overlapping taxing districts during plan adoption.
- The use of TIF should be limited to development-supportive infrastructure projects



Frog Pond Area:

- Do not pursue feasibility analysis and planning for a new urban renewal area for Frog Pond at this time. Re-evaluate after the master planning effort is completed.

**EXPECTED RESULTS:**

Upon adoption of the Urban Renewal Strategic Plan by Resolution No. 2471, attached here to as Exhibit B, staff will begin implementing the Plan.

An urban renewal plan amendment will be needed for the West Side Plan to complete plan projects. This will be a substantial amendment with a timeline of six to nine months. This effort should begin summer 2014.

Specific areas of land need to be identified for removal from the West Side URA and the Year 2000 URA and plans amended accordingly to free up acreage for a new URA in Coffee Creek. This process will take three to six months and should begin summer 2014.

A feasibility study needs to be developed for a Coffee Creek URA, along with an annexation strategy. This effort will be a six to nine month process and should begin summer 2014. The goal is to have sufficient information to take the creation of a new URA to voters in either the spring or fall of 2015.

Staff will continue to work in partnership with the school district on implementing the closure of the Year 2000 Area. Closure will occur between 2018 and 2021, depending on the approach taken to mitigate compression impacts to the School District. As real property values increase, the compression impacts of closing the Year 2000 Area will lessen. City and School District staff will meet in November or December 2014 to review new property tax information, and will meet periodically as necessary on this issue until the Year 2000 Area has been closed.

**TIMELINE:**

Timelines are described in the section of this report titled Expected Results.

**CURRENT YEAR BUDGET IMPACTS:**

There will be no additional budget impacts this fiscal year. Consulting costs for implementing Plan recommendations will be incurred in FY 2014-15. Cost estimates are not yet in place, but funding for consultant professional services has been included in the Urban Renewal departmental budget.

**FINANCIAL REVIEW / COMMENTS:**

Reviewed by: \_\_\_\_\_ CAR \_\_\_\_\_ Date: \_\_\_\_5/7/14\_\_\_\_\_

FY2015 budget does include profession services for both Urban Renewal districts.

**LEGAL REVIEW / COMMENT:**

Reviewed by: MEK \_\_\_\_\_ Date: 5/8/2014 \_\_\_\_\_

Approve Resolution as to form.

**COMMUNITY INVOLVEMENT PROCESS:**

This process included three Task Force meetings, one public open house, and stakeholder interviews, including interviews with affected taxing districts.

The Urban Renewal Task Force held its final meeting on January 30, 2014. A draft Urban Renewal Strategic Plan was prepared and disseminated to the Task Force for review and comment. Comments and edits have been addressed, and the Plan is now being brought forward for City Council review and adoption.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups):

Adoption of the Urban Renewal Strategic Plan will provide staff with guidance in managing future urban renewal activities in the City. It will expedite completion of projects in the West Side URA by increasing maximum indebtedness and will chart a course for closure of the Year 2000 URA. It will also set the framework for staff to pursue developing a new URA in the Coffee Creek Industrial Area to spur economic development.

**ALTERNATIVES:**

N/A

**CITY MANAGER COMMENT:****ATTACHMENTS**

- A. Draft – Wilsonville Urban Renewal Strategic Plan
- B. Resolution No. 2471



## **RESOLUTION NO. 2471**

### **A RESOLUTION OF THE WILSONVILLE CITY COUNCIL ADOPTING THE WILSONVILLE URBAN RENEWAL STRATEGIC PLAN, MAY 2014**

WHEREAS, the City of Wilsonville currently has eight urban renewal areas (URAs), including the Year 2000 URA, the West Side URA, and six single-property URAs referred to as Tax Increment Finance (TIF) Zones created to support economic development in the City; and

WHEREAS, after conducting a competitive selection process in the summer of 2013, the City through its Urban Renewal Agency, retained the urban renewal consultants ECONorthwest and Elaine Howard to facilitate the development of an urban renewal strategic plan to guide the City's future use of urban renewal and address a variety of issues and challenges facing existing and potential URAs; and

WHEREAS, in the fall of 2013 the City Manager convened a volunteer task force to assist with the development of this urban renewal strategic plan; and

WHEREAS, City Council President Scott Starr served in an ex-officio position to chair the task force;

WHEREAS, the 17-member task force was comprised of a wide range of stakeholders, including residents, business owners and representatives from both large and small businesses, real estate developers, and representatives of other taxing districts.

WHEREAS, the urban renewal strategic planning effort involved extensive public engagement including three task force meetings, one public open house, and several stakeholder interviews including meetings with other taxing districts; and

WHEREAS, the Urban Renewal Task Force has reviewed and accepted the *Wilsonville Urban Renewal Strategic Plan, May 8, 2014*, and recommends its adoption by City Council.

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

1. Based on the above recitals, which are incorporated herein, the City Council thanks and commends the members of the Urban Renewal Task Force for their work on the Wilsonville Urban Renewal Strategic Plan.
2. The *Wilsonville Urban Renewal Strategy, May 8, 2014*, shall be an official document of the City of Wilsonville.

3. This Resolution is effective upon adoption.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof this 19th day of May, 2014, and filed with the Wilsonville City Recorder this date.

---

TIM KNAPP, MAYOR

ATTEST:

---

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Knapp

Councilor Goddard

Councilor Starr

Councilor Fitzgerald

Councilor Stevens



---

# Wilsonville Urban Renewal Strategic Plan

---

May 8, 2014

Prepared for:

City of Wilsonville



## Contact Information

---

ECONorthwest prepared this report in conjunction with Elaine Howard Consulting, LLC. ECONorthwest is solely responsible for its content.

ECONorthwest specializes in economics, planning, and finance. Established in 1974, ECONorthwest has over three decades of experience helping clients make sound decisions based on rigorous economic, planning and financial analysis.

ECONorthwest completed this project under contract to the City of Wilsonville. Throughout the report we have identified our sources of information and assumptions used in the analysis. Within the limitations imposed by uncertainty and the project budget, ECO, Elaine Howard Consulting, and the City of Wilsonville have made every effort to check the reasonableness of the data and assumptions and to test the sensitivity of the results of our analysis to changes in key assumptions. ECO and the City acknowledge that any forecast of the future is uncertain. The fact that we evaluate assumptions as reasonable does not guarantee that those assumptions will prevail.

We have also described our analytic techniques and their limitations. (Client) has reviewed our analysis for reasonableness. As time passes the results in this report should not be used without correcting for changing market conditions.

For more information about ECONorthwest, visit our website at [www.econw.com](http://www.econw.com).

For more information about this report, please contact:

Lorelei Juntunen

ECONorthwest  
222 SW Columbia Street  
Portland, OR 97201  
503-222-6060  
[juntunen@econw.com](mailto:juntunen@econw.com)



## Table of Contents

<b>Executive Summary .....</b>	<b>6</b>
<b>1 Introduction .....</b>	<b>10</b>
<b>2 Urban Renewal: Past and Present .....</b>	<b>13</b>
2.1 Year 2000 Plan .....	13
2.2 West Side Plan .....	18
2.3 Coffee Creek .....	21
2.4 Frog Pond .....	23
<b>3 Task Force Recommendations .....</b>	<b>25</b>
3.1 West Side Plan .....	26
3.2 Year 2000 Plan .....	28
3.3 Coffee Creek Industrial Area .....	28
3.4 Frog Pond .....	30
3.5 Next Steps .....	30
<b>Appendices .....</b>	<b>1</b>

This page intentionally left blank.



## Executive Summary

---

The City of Wilsonville faces fundamental and inter-related choices about how best to use urban renewal to advance its economic development goals. Existing urban renewal areas limit the total acreage available for any potential new urban renewal areas. At the same time, the borrowing capacity (or *maximum indebtedness*) of these existing urban renewal areas needs to be re-examined relative to expectations about planned projects.

The city formed a task force in September 2013, and asked it to forward recommendations to City Council on the future use of urban renewal in Wilsonville. The task force considered possible amendments to existing urban renewal plans as well as the possibility of creating new urban renewal areas. Chaired by City Council President Scott Starr, the task force was composed of residents, business owners and managers, and experts in public finance. Appendix A provides a list of all task force members.

This document provides the recommendations of the city's urban renewal task force, summarizing the technical analysis and process that supported task force decision-making.

In general, the task force's approach to the use of urban renewal is a balanced one. It recognizes that urban renewal is a useful tool for financing critical infrastructure projects, but also that it is a tool that creates financial impacts for overlapping taxing districts that should be mitigated where possible.

The task force is supportive of continuing to use urban renewal and tax increment finance to fund planned infrastructure projects in existing urban renewal areas, especially those projects that the City is required to fund because of contractual obligations (intergovernmental agreements and development agreements). At the same time, the task force was not supportive of adding new projects to existing urban renewal areas, which would extend the life of those areas and thereby extend the financial impacts to other taxing districts that forego revenues to fund projects.

The task force is also supportive of a new urban renewal area for Coffee Creek because it achieves an economic development need and funds critical infrastructure projects. They suggest revisiting the need for an urban renewal district in Frog Pond when master planning is complete.

Key points of task force recommendation, for each of the existing and potential new urban renewal areas:

1. West Side Plan:

- a. Amend plan to increase maximum indebtedness from \$40 million to \$49.4 million, to allow funding of the critical infrastructure projects that the city is contractually obligated to fund.
- b. Formal concurrence of overlapping taxing districts is not required for this amendment, and should not be sought.
- c. Following precedent from previous plan amendment processes, do not seek an advisory vote of the public.
- d. Do not add any new projects to the project list; doing so would increase the life of the district and require a larger increase in maximum indebtedness.
- e. Do not fund the Old Town Escape project with TIF dollars (though other funding sources could be used). This project is not a contractually obligated project.

2. Year 2000 Plan:

- a. Do not amend financial aspects of the plan (though an amendment to remove acreage is necessary to support the formation of Coffee Creek). Make no changes to the project list or maximum indebtedness.
- b. Close down the area in a phased approach that limits negative compression impacts on the West Linn – Wilsonville School District.



A prior economic development task force convened by the City of Wilsonville defined the appropriate use of TIF. In this process, Task force members expressed continued support for these previously identified guidelines on the use of tax increment funds:

“Urban renewal district — The task force clarified that its support of urban renewal district creation was limited in scope to specific project funding necessary to make development viable and leverage significant private investment: for example, to bring needed infrastructure to the Coffee Creek Industrial Area to facilitate development, or to assemble small parcels into larger parcels for resale and development. The task force also recommended that the City continue to conduct advisory votes prior to establishing new urban renewal districts and that any new district should be of limited duration and have a well-defined project list and scope so that the district is closed down and property-tax revenue returned to the other taxing districts as quickly as possible after planned urban renewal projects are completed and paid for.”

### 3. Coffee Creek

- a. Pursue feasibility analysis and planning for a new urban renewal area to fund critical infrastructure in Coffee Creek.
- b. Remove land from the Year 2000 and/or West Side plans as necessary to free up sufficient acreage for the proposed Coffee Creek urban renewal area.
- c. Following precedent, as this is a new urban renewal area formation process, pursue citywide advisory vote during plan adoption.
- d. Pursue formal concurrence of overlapping taxing districts during plan adoption.
- e. The use of TIF should be limited to development-supportive infrastructure projects (see sidebar).

### 4. Frog Pond

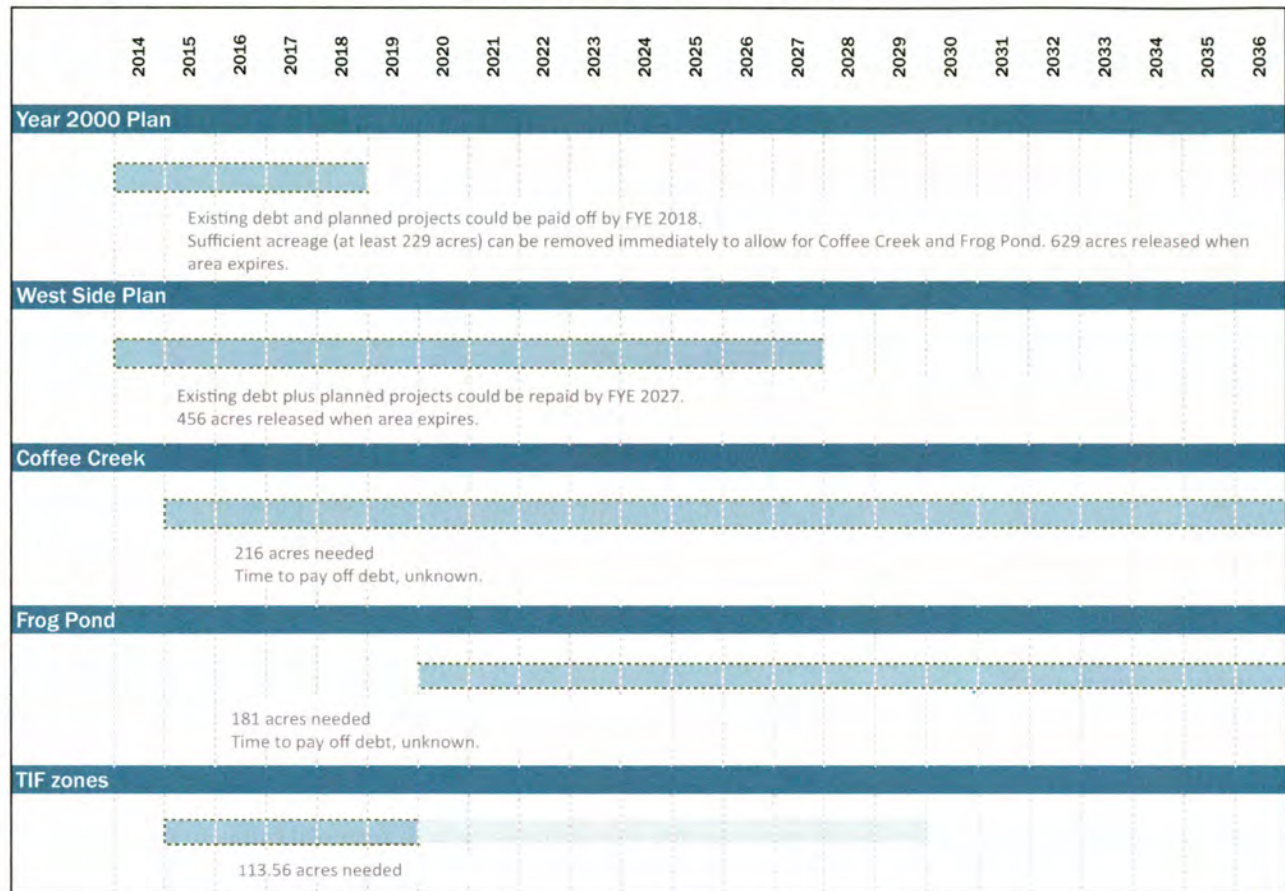
- a. Do not pursue feasibility analysis and planning for a new urban renewal area for Frog Pond at this time. Re-evaluate after the master planning effort is completed.

### 5. General recommendations

- a. Follow recommendations described by previous task force processes for seeking input on new district formation and for projects (see sidebar).

Figure 1 shows how these various task force recommendations would affect the timing of creation and expiration of urban renewal areas in the City of Wilsonville.

**Figure 1: Urban Renewal Area Timelines, City of Wilsonville, 2014 - 2036**





# 1 Introduction

---

The City of Wilsonville faces fundamental and inter-related choices about how best to use urban renewal in the future. Existing urban renewal areas limit the total acreage available for any potential new urban renewal areas; existing areas require re-examination of planned projects relative to total borrowing capacity (*maximum indebtedness*). Possible new urban renewal areas may require annexation of lands into the City, and their financial capacity relative to the projects requires evaluation. Attitudes about urban renewal in the City, County, and region require careful consideration of its role in supporting economic development outcomes.

During the City's creation of an Economic Development Strategy in 2011-12, a task force recommended that the City examine the strategic use of tax increment financing (TIF) to leverage private-sector capital investment. This document is the result of that task force recommendation. The task force that created the Economic Development Strategy recognized that additional time and effort were required to study this issue more in-depth, to: (1) better understand how the urban-renewal tool could be best used for public benefit; (2) to strategically plan for the final years of two of Wilsonville's existing urban renewal areas; and (3) to plan for the future use of urban renewal in Wilsonville.

Wilsonville City Manager Bryan Cosgrove appointed a 17-member task force in September 2013 to address these issues and to recommend a strategic plan to guide the future use of urban renewal in Wilsonville. Chaired by City Council President Scott Starr, the task force was composed of residents who have served on other City boards, business owners and managers, and experts in public finance; the economic consultant team of ECONorthwest and Elaine Howard Consulting, LLC acted as facilitators. A listing of task force members is shown in Appendix A. The task force's recommendations considered the financial evaluation of TIF capacity, combined with input from stakeholders, staff, and the general public. Figure 2 provides a map of the existing and potential new urban renewal areas that the task force considered.

## Key Terms

**Concurrence** is a statutorily-defined threshold of support from affected taxing districts, required for urban renewal plans to deviate from certain statutory limits. Concurrence is calculated as a combination of taxing districts, the sum of whose permanent property tax rates is equal to or greater than 75% of the total permanent tax rate applicable for the urban renewal area.

**Maximum indebtedness** means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness. This is the total amount that can be spent from tax increment proceeds for projects, programs and administration.

**Revenue sharing** is the result of 2009 legislative changes enacted through HB 3056, which established a system of sharing tax increment revenues with overlapping taxing districts when certain thresholds are met for new and substantially amended urban renewal areas. In new areas, when TIF revenues exceed 10% of the Area's maximum indebtedness, 25% of the amount exceeding 10% of maximum indebtedness is shared. When TIF revenues exceed 12.5% of maximum indebtedness, the urban renewal area's revenue is capped at 12.5%, and all excess revenues are shared with overlapping taxing districts. When an existing urban renewal area is substantially amended to increase its maximum indebtedness, revenue sharing is also triggered.

**Tax Increment Financing (TIF)** means the funds that are associated with the division of taxes accomplished through the adoption of an urban renewal plan.



The task force's recommendations address the following key issues:

### ***Maximum indebtedness***

Maximum indebtedness is the total amount of debt that an urban renewal area can accrue. It is determined in the urban renewal plan. The task force made specific recommendations on whether or not to increase the maximum indebtedness of existing urban renewal areas, and if so, by how much.

### ***Projects***

Related to debt capacity are the individual projects to be funded with TIF. The task force discussed which projects identified in existing plans should and should not be funded moving forward, and if any new projects should be added to any of the urban renewal areas. Additionally, the task force discussed the general principles that determine whether or not TIF is an appropriate funding source for a project.

### ***Acreage***

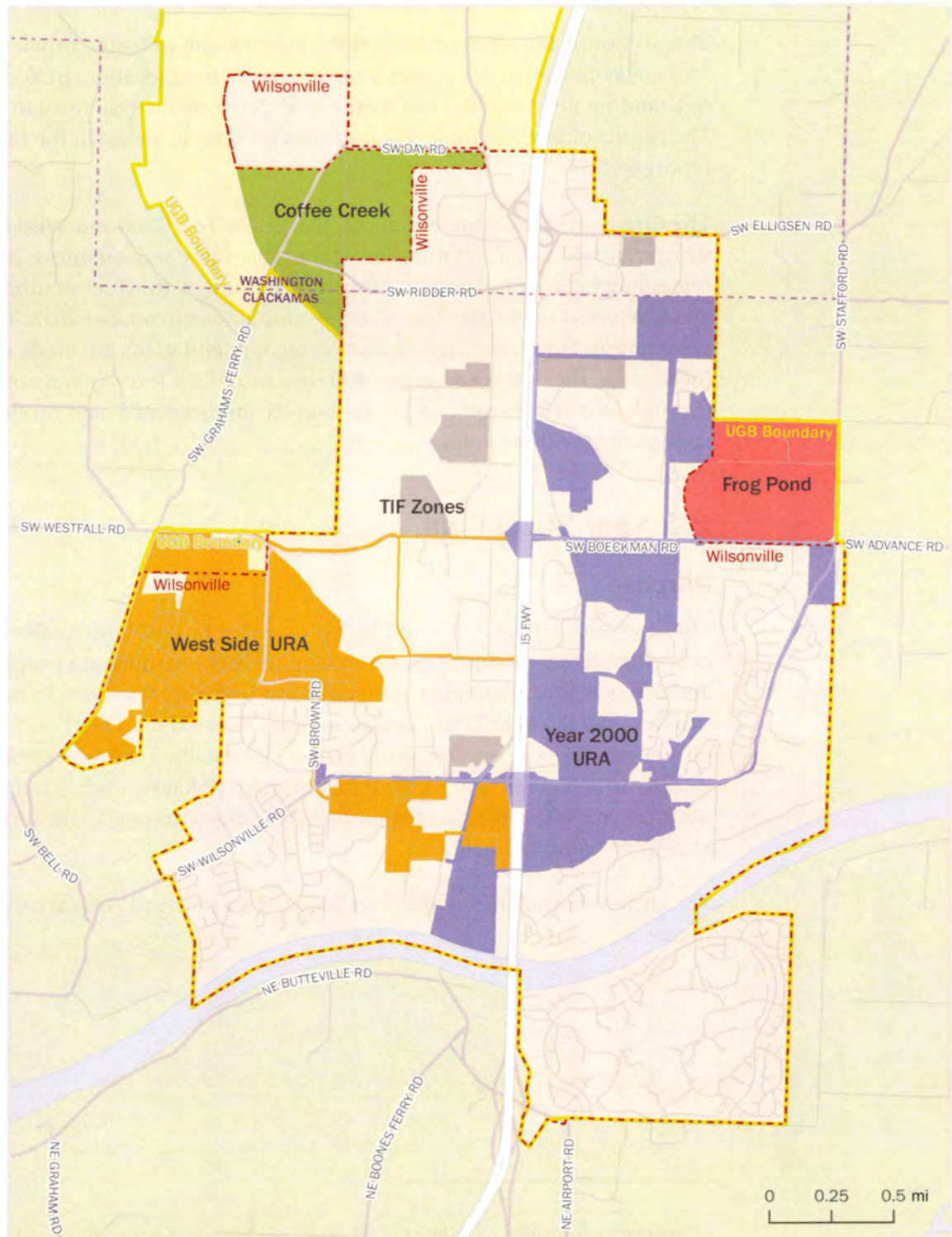
Oregon Revised Statute (ORS) limits the total amount of acreage a city having a population of less than 50,000 may have in urban renewal to 25%. The Year 2000 and West Side urban renewal areas comprise 23.1% of the acreage of the City of Wilsonville. With the addition of the TIF Zone urban renewal areas, 24.12% of Wilsonville is currently in urban renewal areas. The remaining area allowed under the cap is about 41 acres, which is not enough to create an urban renewal area that could generate sufficient tax increment to undertake meaningful projects. The task force therefore considered the financial capacity to remove acreage from portions of the Year 2000 and West Side plans. Retiring portions of existing urban renewal areas would release tax increment to the local jurisdictions and free up acreage that could be used to create new urban renewal areas in Coffee Creek and/or Frog Pond.

### ***Approach to involving overlapping taxing districts and voters***

In what ways should the City engage affected taxing districts and the general public when making decisions related to urban renewal? The task force discussed the importance of having a meaningful and transparent public involvement process when making decisions regarding urban renewal. In addition to general principles of inclusion and transparency, the task force discussed what circumstances would merit holding an advisory vote of the public, and pursuing official concurrence from overlapping taxing districts.



**Figure 2. Existing and Potential Urban Renewal Areas evaluated in Urban Renewal Strategy, City of Wilsonville, Oregon, 2014**



Source: ECONorthwest. Data from the City of Wilsonville GIS and Metro RLIS, 2013

## 2 Urban Renewal: Past and Present

---

This section of the report describes the existing and potential urban renewal areas in Wilsonville. It includes information on their location, projects, outstanding debt, and the key issues considered by the task force in each area. The results of the task force recommendations are included in the following report section.

The City has two existing urban renewal areas: Year 2000 and West Side. Each urban renewal area faces questions about timelines, indebtedness, projects remaining to be completed, and eventual closure. A third set of urban renewal areas, referred to as “TIF Zones” were adopted in November 2013. These areas were not part of the evaluation and no recommendations are made regarding these areas; they were recommended by a prior task force, given voter approval through an advisory vote and only recently implemented, and no changes are anticipated for these areas.<sup>1</sup>

### 2.1 Year 2000 Plan

#### Purpose

The Year 2000 Urban Renewal Plan was created in 1992 with a mission statement of curing blight, attracting job producing investment, buoying property values and protecting residential livability and environmental values. To accomplish this mission, the Year 2000 Plan (sometimes referred to as the East Side Plan) outlines a variety of specific goals including: installing the appropriate infrastructure; creating positive transportation linkages; undergrounding utilities; providing avenues for meaningful citizen involvement; and installing streetscape improvements.

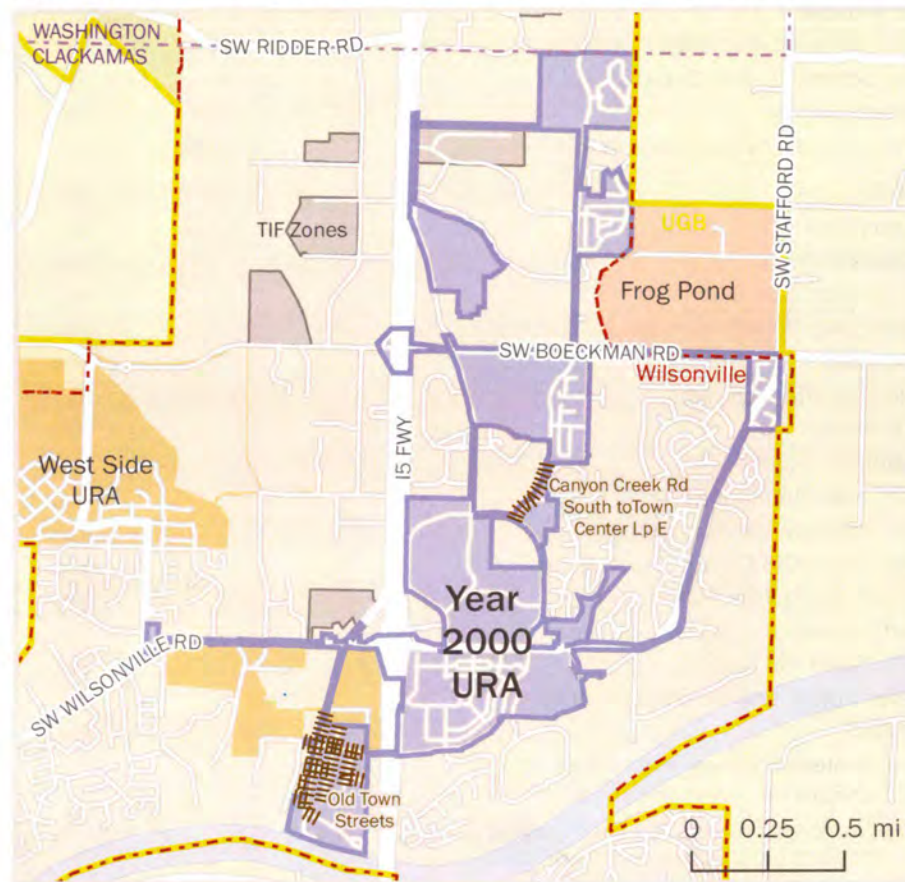
The current boundaries of the Year 2000 Urban Renewal Area are shown in Figure 3.

---

<sup>1</sup> Summary information regarding the TIF zones is presented in Appendix C, and additional was presented to task force members, but TIF zones are not addressed directly in this strategy.



**Figure 3. Year 2000 Urban Renewal Plan and Remaining Projects**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS

## Projects

The Year 2000 Plan lists 34 specific projects and allows for other projects if required.

Project	Total Project Cost (Nominal \$)	City Obligation	Complete	Task Force Recommendation to fund with TIF
Extend Canyon Creek South of Boeckman	\$6,125,300	None	No	Fund
Old Town Streets	\$3,868,300	None	No	Fund
Livability Projects	\$275,600	None	No	Fund
Landover Medians	\$289,400	None	No	Fund
Park Improvements	\$441,000	None	No	Fund
Boeckman Road		None	No	Don't Fund
Boeckman Interchange and Ramps at I-5		None	No	Don't Fund
Wiedemann Road, Overcrossing and Ramps		None	No	Don't Fund
Willamette River Crossing		None	No	Don't Fund

I-5 Freeway Crossing to Seely Trunk at Wiedemann Road	None	No	Don't Fund
Remove Pump Station at Town Center Site	None	No	Don't Fund
Rose Lane/Schroeder Way System	None	No	Don't Fund
Swim Center	None	No	Don't Fund
Neighborhood Park - North (6 to 8 Acres)	None	No	Don't Fund
Teen Center	None	No	Don't Fund
Boones Ferry Park	None	No	Don't Fund
Canyon Creek North		Yes	N/A
Town Center Loop East Extension		Yes	N/A
Town Center Loop West Extension		Yes	N/A
Wilsonville Road		Yes	N/A
Wilsonville Road Realignment		Yes	N/A
Parkway Avenue		Yes	N/A
Traffic Signals		Yes	N/A
Wilsonville Road Interchange		Yes	N/A
Connect to Dependable Water Supply Source		Yes	N/A
Hackamore Road/Old Canyon Creek Road		Yes	N/A
Canyon Creek North Extension		Yes	N/A
Waste Water Treatment Plant Expansion		Yes	N/A
Parkway/Trask Street System		Yes	N/A
Town Center Outfall and Detention Facility		Yes	N/A
Memorial Park		Yes	N/A
Joint Use of Athletic, Cultural and Public Assembly Facilities at New High School		Yes	N/A
Recreation Facilities, Parking and Landscaping at Clackamas Community College Site in Town Center		Yes	N/A
Tranquil Park		Yes	N/A
Town Center Square (5 to 6 Acres)		Yes	N/A
Civic Center Park		Yes	N/A
Barn Rehabilitation		Yes	N/A
Affordable Housing		Yes	N/A

Figure 4 includes a list of all projects in the Year 2000 plan, and an indication of their status (complete or incomplete), the city's obligation to complete it, and if the task force recommended to fund or not to fund uncompleted projects.

The tax increment funds from this urban renewal area have funded a number of projects on Wilsonville Road, I-5 interchange improvements, Waste Water Treatment Plant improvements, the construction of Memorial Drive, Canyon Creek Road improvements, the construction of Murase Plaza at Memorial Park and Town Center Park, the construction of City Hall, and many other smaller projects.



Figure 4: Year 2000 Project Summary

Project	Total Project Cost (Nominal \$)	City Obligation	Complete	Task Force Recommendation to fund with TIF
Extend Canyon Creek South of Boeckman	\$6,125,300	None	No	Fund
Old Town Streets	\$3,868,300	None	No	Fund
Livability Projects	\$275,600	None	No	Fund
Landover Medians	\$289,400	None	No	Fund
Park Improvements	\$441,000	None	No	Fund
Boeckman Road		None	No	Don't Fund
Boeckman Interchange and Ramps at I-5		None	No	Don't Fund
Wiedemann Road, Overcrossing and Ramps		None	No	Don't Fund
Willamette River Crossing		None	No	Don't Fund
I-5 Freeway Crossing to Seely Trunk at Wiedemann Road		None	No	Don't Fund
Remove Pump Station at Town Center Site		None	No	Don't Fund
Rose Lane/Schroeder Way System		None	No	Don't Fund
Swim Center		None	No	Don't Fund
Neighborhood Park - North (6 to 8 Acres)		None	No	Don't Fund
Teen Center		None	No	Don't Fund
Boones Ferry Park		None	No	Don't Fund
Canyon Creek North			Yes	N/A
Town Center Loop East Extension			Yes	N/A
Town Center Loop West Extension			Yes	N/A
Wilsonville Road			Yes	N/A
Wilsonville Road Realignment			Yes	N/A
Parkway Avenue			Yes	N/A
Traffic Signals			Yes	N/A
Wilsonville Road Interchange			Yes	N/A
Connect to Dependable Water Supply Source			Yes	N/A
Hackamore Road/Old Canyon Creek Road			Yes	N/A
Canyon Creek North Extension			Yes	N/A
Waste Water Treatment Plant Expansion			Yes	N/A
Parkway/Trask Street System			Yes	N/A
Town Center Outfall and Detention Facility			Yes	N/A
Memorial Park			Yes	N/A
Joint Use of Athletic, Cultural and Public Assembly Facilities at New High School			Yes	N/A
Recreation Facilities, Parking and Landscaping at Clackamas Community College Site in Town Center			Yes	N/A
Tranquil Park			Yes	N/A
Town Center Square (5 to 6 Acres)			Yes	N/A
Civic Center Park			Yes	N/A
Barn Rehabilitation			Yes	N/A
Affordable Housing			Yes	N/A

Note: Costs are reported in nominal dollars using a 5% inflation rate. Rounded to the hundredth.



#### Year 2000 Key Financial Issues

1. The success of this URA led to a cap on annual TIF revenue at \$4 million.
2. The area can generate more TIF, but because of the cap, the area returns the additional revenue back to the overlapping districts.
3. For this reason, Year 2000 is a good candidate to remove acreage from to create new URAs, while still generating \$4 million in annual TIF and staying under the 25% limit of total URA acreage in the city.
4. Acreage can be immediately released to allow for the creation of Coffee Creek and Frog Pond.
5. Closing down the URA too soon would have a substantial impact on the school district's local option tax revenue. As discussed in detail in Appendix J, the task force considered this issue when making a recommendation on when to close down the area.

## Financial Considerations

When the Year 2000 Urban Renewal Area was established in 1992, it had an assessed value (frozen tax base) of \$44 million. The assessed value in this area has since grown nearly nine-fold to more than \$396 million and many of the planned projects have been completed. The original maximum indebtedness was \$53,851,923, which a later amendment increased to \$92,687,432. As of October 30, 2012, \$75,385,000 of the maximum indebtedness has been used, leaving \$17,302,423 to complete any remaining projects before the term of the urban renewal area expires.<sup>2</sup>

At the start of FY 2013-14, the Year 2000 Plan had \$13,542,070 of outstanding debt principal and interest, from three separate loans. The last of these loans is scheduled to be repaid in FY 2024-25. It is possible to repay the debt early, perhaps as early as FY 2017-18 (assuming no new debt is incurred).<sup>3</sup>

Approximately a decade ago, the success of this urban renewal area led the City Council to cap the annual collection of tax increment at \$4 million and return all additional tax revenue to the overlapping taxing districts.

An important financial consideration for the Year 2000 Plan was the potential impact on the West Linn – Wilsonville School District local option levy when the urban renewal area expires. The school district currently loses significant tax revenue each year due to property tax compression. The division of tax rates that occurs as a result of urban renewal and TIF results in the school district experiencing less compression than would otherwise occur.

If the urban renewal area were to expire and cease collecting TIF, the school district would experience a dramatic increase in compression losses. This impact would be particularly pronounced at times when properties' real market values are low (relative to their assessed values), which happens to be the situation in FY 2013-14. In time, the school district expects real market values to grow, reducing the amount of compression losses the district experiences. Thus, it is likely that if the Year 2000 Plan were to expire at a later date in the future, the impact on compression losses would be less severe.

---

<sup>2</sup> Gary Wallis, Wallis Consulting, October 2012, *City of Wilsonville Year 2000 Plan Closure*

<sup>3</sup> Note that early repayment of the loans for the Year 2000 and West Side plans would result in cost savings, as it would reduce the amount of interest paid on the loans. However, these loan agreements include "prepayment penalties" which would partially offset the cost savings from early repayment.



## **Issues for task force consideration**

### ***Projects***

- Should projects be added? If so, what would be their impact on the maximum indebtedness and longevity of the plan?
- Should any projects be left unfunded or deleted from the plan?

### ***Facilitating a new urban renewal area***

- Should land be removed from the Year 2000 Plan to provide capacity to create a new urban renewal area for Coffee Creek or Frog Pond?
- How much land could be removed without impacting the urban renewal area's ability to pay its debt service?
- When could this land be removed?

### ***Closure of the urban renewal area***

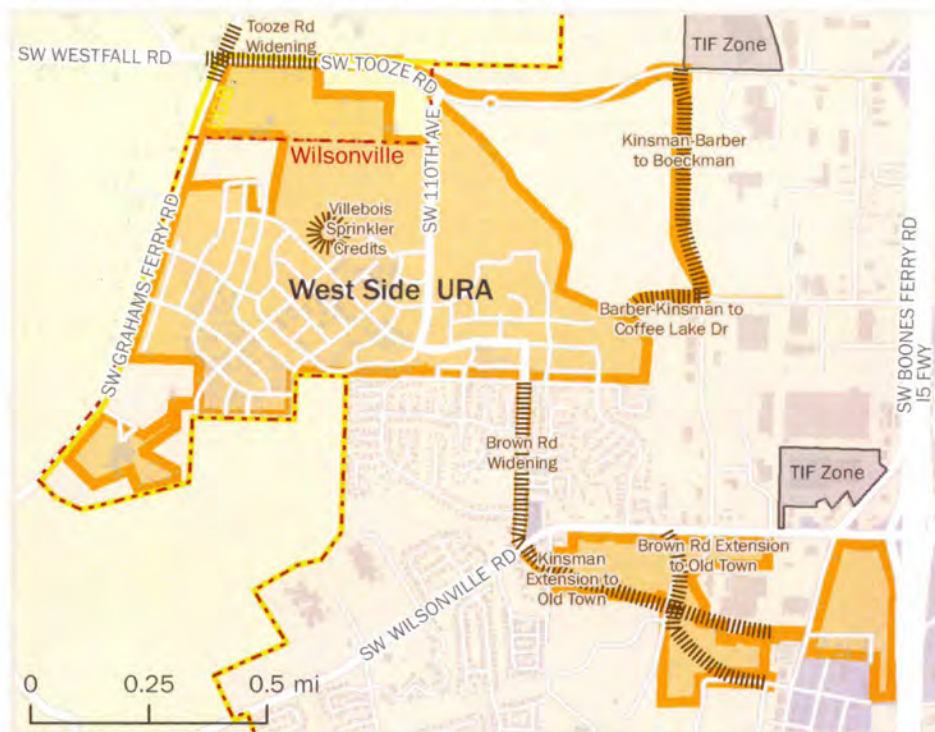
- Should the area explore opportunities to repay debt early and close down the plan ahead of schedule?
- How can closure of the area occur in a way that minimizes the impact to the school district from compression losses?

## 2.2 West Side Plan

### Purpose

The West Side Plan (shown in Figure 5) was created in 2003 after an advisory vote of the public showed 80 percent of the public were in favor. The goal of the area was to promote development and fund infrastructure improvements on and around the former Dammasch Hospital site. This resulting development, known as the Villebois Village, offers quality housing options for a variety of income levels. The original goals of the West Side Plan were to develop a transportation network within the area, provide transportation infrastructure to connect Villebois to the remainder of the city, support the development of diverse housing types, provide public services and facilities, support the development of multi-purpose public parks and green spaces, and to make public investments that directly support high-quality private development. The original West Side Plan had 385 acres; the present area is 456 acres.

**Figure 5. West Side Plan and potential projects**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.



## Projects

The major projects included in the West Side Urban Renewal Plan are the construction of the Boeckman Road extension, the Barber Street extension and the Old Town Escape, in addition to improvements on Tooze Road, Barber Street and Brown Road. Smaller projects include a \$2 million contribution to the construction of community and regional parks and the acquisition of an elementary school site as part of a land exchange agreement under which the City will obtain an equally-sized parcel from the West Linn-Wilsonville School District on Advance Road for sports fields.

**Old Town Escape** is a \$7.4 million road improvement plan. The fire district commented that this project does not result in a drastic improvement for their operations. The task force discussed whether it should be funded with tax increment financing, and if so, in which urban renewal area it should be funded. By including this project in the West Side Plan, it would push the maximum indebtedness over the limit at which concurrence is required.

Figure 6: West Side Project Summary

Project	Cost Paid by URA (Nominal \$)	City Obligation	Complete	Task Force Recommendation
Barber St. (Kinsman Rd. to Coffee Lake Dr.)	\$4,908,800	Yes	No	Fund
Tooze Rd. (110th to Grahams Ferry Rd.)	\$2,811,400	Yes	No	Fund
Sprinklers	\$2,376,900	Yes	No	Fund
Parks	\$1,129,500	Yes	No	Fund
Other Transportation/Brown Road	\$3,935,800	None	No	Fund
Old Town Escape (Kinsman Option)	\$9,006,900	None	No	Don't Fund
Kinsman Rd. (Barber to Boeckman Rd.)	\$6,069,000	Yes; Paid with other funds	No	N/A
Boeckman Rd. Repair		Yes	Yes	N/A
Boeckman Rd. (95th to 110th)		N/A	Yes	N/A
Barber St. (Boones Ferry Rd. to Boberg)		N/A	Yes	N/A
Barber St. (Boberg to Kinsman Rd.)		N/A	Yes	N/A
Grahams Ferry Rd. (Tooze to LEC)		No plans for completion using current funding		N/A
School Site		N/A	Yes	N/A

Notes: Costs are reported in nominal dollars using a 5% inflation rate. Rounded to the hundredth.

## Financial Considerations

The original area had an assessed value of \$16.5 million. Ten years later, the assessed value of the area has increased 14-fold and is now over \$263 million. There is approximately \$38,295,788 in outstanding debt principal. This debt is

scheduled to be repaid in FY 2027-28. It is possible to repay the debt early, perhaps as early as FY 2022-23 (assuming no new debt is incurred).

The maximum indebtedness for the West Side Urban Renewal Area is \$40 million, with \$8 million remaining to be spent.

Due to low project-cost estimates at the time the plan was developed and property acquisition and construction at the peak of the pre-recession bubble, the Wilsonville city staff determined that there is insufficient debt capacity to complete the projects in the urban renewal area that are subject to intergovernmental agreements and development agreements with other parties.

## **Issues for task force consideration**

### ***Projects***

- Should projects be added? If so, what would be their impact on the maximum indebtedness and longevity of the plan?
- Should any projects be left unfunded or deleted from the plan?

### ***Maximum indebtedness***

- Is an increase in maximum indebtedness necessary to fund the desired projects? If so, how much should the maximum indebtedness be increased, and when?

### ***Concurrence and advisory vote***

- Does the increase in maximum indebtedness trigger the requirement for the city to ask for concurrence from overlapping taxing districts? If not, should the City voluntarily seek concurrence for this amendment?
- Should the City seek an advisory vote of the public regarding this increase in maximum indebtedness?

### ***Facilitating a new urban renewal area***

- Should land be removed from the West Side Plan to provide capacity to create a new urban renewal area for Coffee Creek or Frog Pond?
- How much land could be removed without impacting the urban renewal area's ability to pay its debt service?
- When could this land be removed?

### ***Closure of the urban renewal area***

- Should the area explore opportunities to repay debt early and close down the plan ahead of schedule?

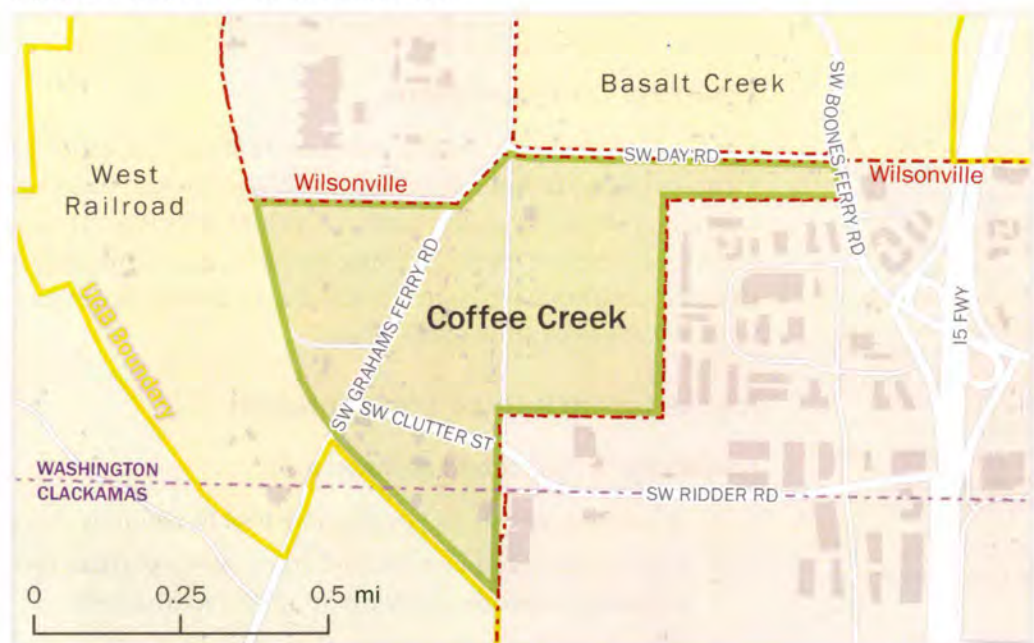


## 2.3 Coffee Creek

### Purpose

The Coffee Creek Industrial area lies west of I-5 and is adjacent to the northwest corner of the City of Wilsonville (Figure 5). It is located outside Wilsonville city limits but within the urban growth boundary. Bounded on the north by the Coffee Creek Correctional Facility and Day Road, the Coffee Creek Industrial Planning Area contains approximately 216 acres of land zoned for industrial development. Like the rest of Wilsonville, the Coffee Creek area enjoys prime positioning in relation to transportation corridors due to its location along the I-5 corridor and its easy access to I-5, I-84, OR-26 and OR-217. Hailed by the City of Wilsonville as the next area of major business development, the area is projected to provide more than 1,800 family<sup>4</sup> wage jobs at full buildout. Business development at Coffee Creek would synergize well with new residential development at Villebois Village and good access to public transportation including close proximity to the WES rail line.

Figure 7. Coffee Creek Industrial area



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.

<sup>4</sup>CCIA Infrastructure Report, Memorandum from FCS Group sent on 4/5/2011.

"Explore and quantify potential local funding sources that can be used to pay for new collector and arterial roads, transit service, bicycle/pedestrian facilities, storm water mitigation, water, and sewer improvements. This additional analysis should include but not be limited to the formation of a new System Development Charge overlay district, Local Improvement Districts, and/or an Urban Renewal District."

- Coffee Creek Master Plan

## Projects

An Urban Renewal Plan does not yet exist for Coffee Creek, so the projects are not finalized at this time. However, the types of projects that have been discussed by the task force and in the Coffee Creek Infrastructure Analysis include:

- On-Site Infrastructure
  - Streets
  - Intersections
  - Water
  - Sewer
  - Storm Sewer
  - Park/Trail/Other
- Off-Site Infrastructure
  - Water
  - Sewer
  - Grahams Ferry Railroad Underpass

## Financial Considerations

The Coffee Creek Master Plan projects that total assessed value in the area would increase from \$16 million in 2007 to \$258 million at build out (assumed to be calendar year 2030). In the Coffee Creek Master Plan, it identifies that urban renewal is one option for funding projects in this area (see sidebar). However, since no projects have been finalized, it is unknown at this time what the specific financial considerations will entail.

## Issues for task force consideration

### *Facilitating a new urban renewal area*

- Is urban renewal an appropriate tool to facilitate development in the area?
- Can/should land be removed from existing urban renewal areas to provide capacity to create a new urban renewal area here?
- When could/should such a district be formed?
- How does the timing of a new urban renewal area coincide with the timing of proposed development in the area?

## Projects

- What types of projects should be considered for TIF funding in this area?



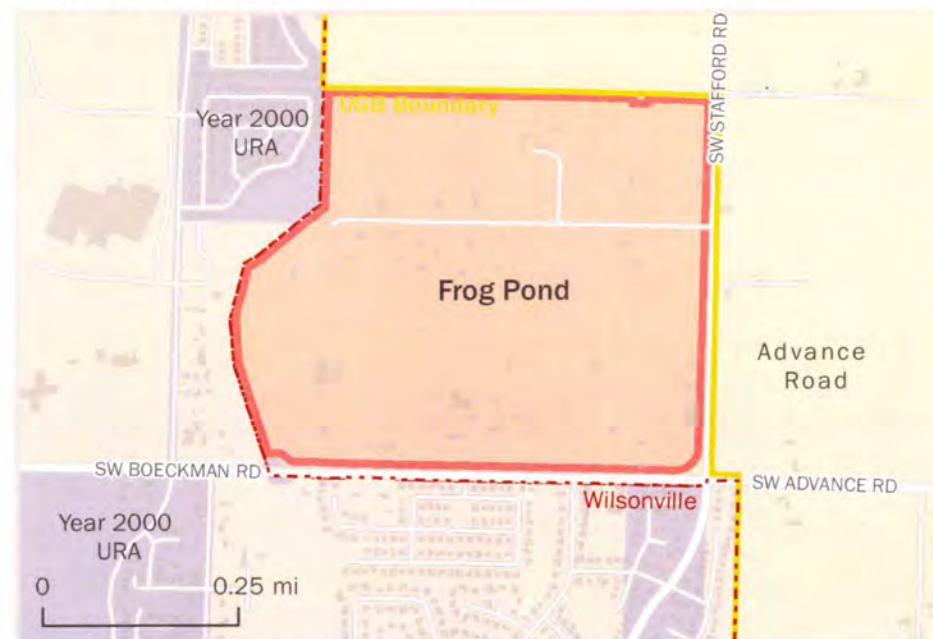
## 2.4 Frog Pond

### Purpose

The Frog Pond area consists of 181 acres immediately east of the City of Wilsonville city limits (6). The Frog Pond area was brought into the urban growth boundary in 2002 in anticipation of eventual annexation into the City for residential development. Considered a second choice option for Wilsonville's next urban renewal area following the Coffee Creek Area, Frog Pond would not provide new industrial development opportunities. The Frog Pond area could potentially provide about 1,000 housing units.

In 2013, the City of Wilsonville received a Metro Community Planning and Development Grant to help planning efforts for the Frog Pond and Advance Road areas. The next step in the development of Frog Pond will be the completion of a Master Plan for the area, beginning in early 2014.

**Figure 8. Frog Pond area**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.

### Projects

Similar to Coffee Creek, Frog Pond is not yet an urban renewal area, so the projects for this area have not been determined. The City is just beginning a master planning process that will define the needed investments in infrastructure and other development-supporting projects.

## **Financial Considerations**

Projects in Frog Pond have not been decided, so no financial considerations will be discussed until the master plan is completed.

## **Issues for task force consideration**

### ***Facilitating a new urban renewal area***

- Is urban renewal an appropriate tool to facilitate development in the area?
- Can/should land be removed from existing urban renewal areas to provide capacity to create a new urban renewal area here?
- When could/should such a district be formed?
- How does the timing of a new urban renewal area coincide with the timing of proposed development in the area?

### ***Projects***

- What types of projects, if any, should be considered for TIF funding in this area?



### 3 Task Force Recommendations

---

The Urban Renewal Strategy task force met a total of three times to discuss key strategic questions regarding the use of urban renewal. At the third meeting, the task force was asked a series of questions that resulted in specific policy recommendations regarding the use of urban renewal. Meeting summary notes are shown in Appendices D, E, and F.

In addition to task force input, the strategic planning process included stakeholder interviews with community members, developers, county elected officials, property owners and representatives of other taxing districts. A summary of these interviews, conducted in December of 2013 and January of 2014, is shown in Appendix H. This information was shared with the task force at their January meeting and helped inform the recommendations of the task force.

In general, the task force's approach to the use of urban renewal is a balanced one. It recognizes that urban renewal is a useful tool for financing critical infrastructure projects, but also that it is a tool that creates financial impacts for overlapping taxing districts that should be mitigated where possible. The task is supportive of continuing to use urban renewal and tax increment finance to fund planned infrastructure projects in existing urban renewal areas, especially those projects that the City is required to fund because of contractual obligations (intergovernmental agreements and development agreements). At the same time, the task force was not supportive of adding new projects to existing urban renewal areas, which would extend the life of those areas and thereby extend the financial impacts to other taxing districts that forego revenues to fund projects. For all major decisions regarding urban renewal, the task force strongly emphasized the importance of effective public engagement, and, in some circumstances, public votes to confirm decisions.

This approach follows closely the principles outlined by a prior economic development task force convened by the City of Wilsonville regarding the appropriate use of TIF. Task force members expressed continued support for these previously identified guidelines on the use of tax increment funds:

“Urban renewal district — The task force clarified that its support of urban renewal district creation was limited in scope to specific project funding necessary to make development viable and leverage significant private investment: for example, to bring needed infrastructure to the Coffee Creek Industrial Area to facilitate development, or to assemble small parcels into larger parcels for resale and development. The task force also recommended that the City continue to conduct advisory votes prior to establishing new urban renewal districts and that any new

district should be of limited duration and have a well-defined project list and scope so that the district is closed down and property-tax revenue returned to the other taxing districts as quickly as possible after planned urban renewal projects are completed and paid for.”

– Recommendations of the Economic Development Strategy Task Force on Business Attributes and Incentives March 2013

The task force’s recommendations follow, and are organized by plan.

### 3.1 West Side Plan

***Question 1.** Should Wilsonville amend the plan to increase maximum indebtedness?*

**Task Force Recommendation.** Yes. The maximum indebtedness should be increased from \$40 million to at least \$49.4 million.

**Rationale.** TIF revenue from the West Side Plan is the primary source identified to fund capital projects related to the development of Villebois. The City is contractually obligated to build several of these improvements (through intergovernmental agreements and development agreements). However, original cost estimates for other projects in the West Side Plan were too low, resulting in insufficient maximum indebtedness to fund the remaining projects in the Plan. Increasing the maximum indebtedness from \$40 million to \$49.4 million allows the City to use TIF to fund necessary projects in the area. See Figure 6 for a list of projects the task force recommends funding with TIF from the West Side Plan.

***Question 2.** Should Wilsonville seek formal concurrence of overlapping taxing districts for this urban renewal plan amendment?*

**Task Force Recommendation.** No.

**Rationale.** The task force strongly recommends consulting and conferring with all overlapping taxing districts, providing them meaningful opportunities to comment on the use of urban renewal and TIF. However, this is not the same as providing all taxing districts the right to vote to approve the proposed plan amendment. In some situations, the process of concurrence requires overlapping taxing districts to vote on urban renewal issues. Concurrence is not required for this type of amendment.

***Question 3.** Should Wilsonville seek an advisory vote of the public?*

**Task Force Recommendation.** No.

**Rationale.** The task force supports an open and transparent public process for any use of urban renewal. The task force also supports seeking an advisory vote of the public for creation of new urban renewal areas, as it did in the recent formation of the TIF zones. For this particular plan amendment there was



concern that an advisory vote would be inappropriate and confusing, because the projects are already identified in an existing plan, and the City is contractually obligated to fund these projects. Thus, in this situation, the majority of the task force recommended against an advisory vote. There was a dissenting minority opinion on the task force that any and all important urban renewal decisions, including this amendment, should seek an advisory vote of the public.

*Question 4. Should any new projects be added to the project list?*

**Task Force Recommendation.** No.

**Rationale.** The task force opposes further use of TIF in this area for projects other than those that the City is contractually obligated to fund.

*Question 5. Should the Old Town Escape, and other non-contractually obligated projects, be funded with TIF dollars?*

**Task Force Recommendation.** No.

**Rationale.** The task force recommends not funding the Old Town Escape Project (a new road that provides additional ingress and egress from the Old Town area) with TIF from the West Side URA. Additionally, the task force specifically recommended not to move the Old Town Escape project to the Year 2000 Plan in an attempt to fund the project with TIF from another URA. The City is not contractually obligated to fund this project, and the task force did not see the project as a priority for use of TIF. Some task force members expressed the opinion that urban renewal areas should be closed down as soon as possible, and reducing the number of projects in the plan facilitates that outcome. This means that the city must find some other funding source for this project, or else abandon the project. An important consideration for the task force was that funding this project would have required further increasing maximum indebtedness, which would have triggered the concurrence requirement.

*Question 6. Should the City seek to waive revenue sharing?*

**Task Force Recommendation.** No.

**Rationale.** By increasing the maximum indebtedness of the plan, the urban renewal area becomes subject to revenue sharing, requiring a portion of the TIF revenue to be shared with other taxing districts. This revenue sharing requirement can be waived if the urban renewal area receives concurrence from the overlapping taxing districts. Some of the scenarios considered by the task force included waiving revenue sharing for the West Side Plan. The recommendation of the task force not to pursue concurrence eliminated the need to waive revenue sharing.

### 3.2 Year 2000 Plan

*Question 1. Should Wilsonville amend the plan to change the project list and increase maximum indebtedness?*

**Task Force Recommendation.** No.

**Rationale.** There is a limited subset of projects identified in the plan that are incomplete and considered necessary by City staff. The task force recommends using TIF to finish these projects (See

Project	Total Project Cost (Nominal \$)	City Obligation	Complete	Task Force Recommendation to fund with TIF
Extend Canyon Creek South of Boeckman	\$6,125,300	None	No	Fund
Old Town Streets	\$3,868,300	None	No	Fund
Livability Projects	\$275,600	None	No	Fund
Landover Medians	\$289,400	None	No	Fund
Park Improvements	\$441,000	None	No	Fund
Boeckman Road		None	No	Don't Fund
Boeckman Interchange and Ramps at I-5		None	No	Don't Fund
Wiedemann Road, Overcrossing and Ramps		None	No	Don't Fund
Willamette River Crossing		None	No	Don't Fund
I-5 Freeway Crossing to Seely Trunk at Wiedemann Road		None	No	Don't Fund
Remove Pump Station at Town Center Site		None	No	Don't Fund
Rose Lane/Schroeder Way System		None	No	Don't Fund
Swim Center		None	No	Don't Fund
Neighborhood Park - North (6 to 8 Acres)		None	No	Don't Fund
Teen Center		None	No	Don't Fund
Boones Ferry Park		None	No	Don't Fund
Canyon Creek North			Yes	N/A
Town Center Loop East Extension			Yes	N/A
Town Center Loop West Extension			Yes	N/A
Wilsonville Road			Yes	N/A
Wilsonville Road Realignment			Yes	N/A
Parkway Avenue			Yes	N/A
Traffic Signals			Yes	N/A
Wilsonville Road Interchange			Yes	N/A
Connect to Dependable Water Supply Source			Yes	N/A
Hackamore Road/Old Canyon Creek Road			Yes	N/A
Canyon Creek North Extension			Yes	N/A
Waste Water Treatment Plant Expansion			Yes	N/A
Parkway/Trask Street System			Yes	N/A
Town Center Outfall and Detention Facility			Yes	N/A
Memorial Park			Yes	N/A
Joint Use of Athletic, Cultural and Public Assembly Facilities at New High School			Yes	N/A



Recreation Facilities, Parking and Landscaping at Clackamas Community College Site in Town Center	Yes	N/A
Tranquil Park	Yes	N/A
Town Center Square (5 to 6 Acres)	Yes	N/A
Civic Center Park	Yes	N/A
Barn Rehabilitation	Yes	N/A
Affordable Housing	Yes	N/A

Figure 4). However, the task force recommended that no additional projects be added to the list. Adding projects would require extending the life of the urban renewal area (and potentially increasing the maximum indebtedness). Specifically, the task force discussed funding store front loans and the redevelopment of the Town Center commercial area. Reasons for not recommending funding these projects, include:

- Lack of support for these projects in interviews
- Questions about whether the projects were appropriate in the context of the Wilsonville market and development form
- Lack of support for extending the life of the district and writing a “blank check that’s waiting to be cashed”

**Question 2.** *When should the Year 2000 Plan be closed down?*

**Task Force Recommendation.** As soon as possible, while limiting compression impacts to the School District

**Rationale.** The task force recognizes that the Year 2000 Plan is collecting annual TIF revenues that exceed annual debt service requirements. This will result in a surplus fund balance that will allow the urban renewal area to pay off its outstanding debt ahead of schedule. In general, the task force was supportive of repaying the debt early and retiring the district as soon as possible, with one important caveat. The task force recommended that the City coordinate with the West Linn - Wilsonville School District to close down the Year 2000 Plan in a way that limits any abrupt compression impacts to the school district’s local option levy. While the task force did not recommend a specific date for closing the district, or a specific method for mitigating the impact of the district’s closure on the school district; the task force did recommend that the City and school district staff communicate as often as necessary to find a solution that works for both taxing districts.

### 3.3 Coffee Creek Industrial Area

**Question 1.** *Should Wilsonville conduct a feasibility analysis and planning for adoption of a new urban renewal area?*

**Task Force Recommendation.** Yes

**Rationale.** The task force views Coffee Creek as having great potential for economic development. Furthermore, the task force views the proposed development in Coffee Creek as the appropriate target for urban renewal (generating growth in jobs and taxable assessed value). While it is premature to identify the specific projects and maximum indebtedness for a Coffee Creek urban renewal area, the task force recommends conducting a feasibility study to evaluate how urban renewal could assist implementation of Coffee Creek development.

***Question 2.** Should Wilsonville pursue a citywide advisory vote and concurrence of overlapping taxing districts during plan adoption?*

**Task Force Recommendation.** Yes.

**Rationale.** The task force supports the precedent set by the City to seek an advisory vote of the public before the creation of **new** urban renewal areas, as part of an open and transparent public process. Additionally, the task force supports intergovernmental coordination on the use of urban renewal.

***Question 3.** Should Wilsonville remove land from other URAs to enable the formation of a Coffee Creek URA?*

**Task Force Recommendation.** Yes.

**Rationale.** The City does not have capacity to form a new urban renewal area without closing or reducing the acreage of an existing urban renewal area. Analysis of the consultant team determined that it is possible to remove sufficient acreage from the Year 2000 and West Side plans to create the proposed Coffee Creek urban renewal area, while still maintaining enough assessed value in the existing urban renewal areas to fund all projects as planned, and to meet all outstanding financial obligations. If acreage were not removed from the West Side or Year 2000 plans, then a Coffee Creek urban renewal area could not be formed until one of the existing districts expires, which is not forecast to occur until at least FY 2018-19. The task force would prefer for the Coffee Creek urban renewal area to be formed prior to FY 2018-19, to facilitate more rapid development of the area.

***Question 4.** What types of projects in the Coffee Creek area should be considered eligible for TIF funding?*

**Task Force Recommendation.** The task force reiterated their commitment to language from a prior task force on the appropriate use of TIF: to support projects that “make development viable and leverage significant private investment: for example, to bring needed infrastructure to the Coffee Creek Industrial Area to facilitate development, or to assemble small parcels into larger parcels for resale and development.”

**Rationale.** Urban renewal should be used in a way that supports economic development outcomes and encourages new development, rather than to



support community amenities that have a questionable return on investment potential.

### 3.4 Frog Pond

*Question 1. Should Wilsonville conduct a feasibility analysis and planning for a new urban renewal area?*

**Task Force Recommendation.** No.

**Rationale.** The task force did not feel that there was any evidence that development of Frog Pond required urban renewal investment at this time. The task force recommended the City re-evaluate the need for urban renewal to serve the Frog Pond area after the master planning effort is completed.

### 3.5 Next Steps

The Wilsonville City Council will review the task force recommendations and decide how to proceed. The City Council may not agree with all task force recommendations. If the City Council agrees with task force recommendations, then next steps may include:

- Identification of specific areas to be removed from the West Side or Year 2000 urban renewal plans, to free up acreage for a new Coffee Creek URA.
- Feasibility study for a Coffee Creek URA.
- Urban renewal plan amendment for the West Side Plan.

Some task force recommendations call for projects identified in urban renewal plans to not receive funding from TIF. The task force also recommended not to pursue projects related to the redevelopment of Town Center properties. If the City Council agrees with these recommendations, but still desires to implement these projects, then the Council will need to consider alternate funding sources. Those funding sources could include the use of "program income", which can be used in urban renewal areas, subject to any constraints of bond documents and consistent with the definition of urban renewal agency powers identified in ORS 457. Program income may also be used for specific types of projects after an urban renewal area has formally terminated. Other potential funding sources are those funds available for use by the City Council including general funds, systems development charges, local improvement districts, general obligation bonds, or other sources as identified by the city council.

## Appendices

---

Include all referenced in this doc and any materials prepared for the task force, also the Opportunities and Challenges doc done at the beginning of this project.

Appendix A: *Task Force Members*

Appendix B: *Terms glossary*

Appendix C: *Wilsonville Urban Renewal Opportunities and Challenges Report*

Appendix D: *Meeting Summary Notes – September 25, 2013*

Appendix E: *Meeting Summary Notes – October 17, 2013*

Appendix F: *Meeting Summary Notes – January 30, 2014*

Appendix G: *Financial summaries of the recommended scenario*

Appendix H: *Interview Summary*

Appendix I: *Summary of acreage evaluation*

Appendix J: *Compression and school districts*



## Appendix A. Urban Renewal Strategy Task Force Members

---

Chair – City Council President Scott Starr

Bill Bach

Mary Closson

Brenner Daniels

Chief Mike Duyck

Lonnie Gieber

Gale Lasko

Doug Middlestetter

Susan Myers

Ray Phelps

Christine Reynolds

Larry Remmers

Fred Robinson

Dr. Bill Rhoades

Dick Spence

Alan Steiger

Doris Wehler

## Appendix B. Urban Renewal Terminology

---

**“Area”** means the properties and rights of way located within an urban renewal boundary.

**“Concurrence”** is a statutorily-defined threshold of support from affected taxing districts, required for urban renewal plans to deviate from certain statutory limits. Concurrence is calculated as a combination of taxing districts, the sum of whose permanent property tax rates is equal to or greater than 75% of the total permanent tax rate applicable for the urban renewal area.

**“Debt Limit”** is another term for maximum indebtedness.

**“Debt Principal Outstanding”** means the outstanding amount of unpaid principal from debt incurred by the Agency for the urban renewal area.

**“Frozen base”** means the total assessed value including all real, personal, manufactured and utility values within an urban renewal area at the time of adoption. The county assessor certifies the assessed value after the adoption of an urban renewal plan.

**“Increment”** means that part of the assessed value of a taxing district attributable to any increase in the assessed value of the property located in an urban renewal area, or portion thereof, over the assessed value specified in the certified statement.

**“Maximum indebtedness”** means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness. This is the total amount that can be spent from tax increment proceeds for projects, programs and administration.

**“ORS”** means the Oregon revised statutes and specifically Chapter 457, which relates to urban renewal.

**“Program income”** is income that accrues to urban renewal agencies from their programmatic activities (as opposed to from tax increment). A common example is income from a loan repayment program, which may include interest.

**“Revenue sharing”** is the result of 2009 legislative changes enacted through HB 3056, which established a system of sharing tax increment revenues with overlapping taxing districts when certain thresholds are met for new and substantially amended urban renewal areas. In new areas, when TIF revenues exceed 10% of the Area’s maximum indebtedness, 25% of the amount exceeding 10% of maximum indebtedness is shared. When TIF revenues exceed 12.5% of maximum indebtedness, the urban renewal area’s revenue is capped at 12.5%, and all excess revenues are shared with overlapping taxing districts. When an



existing urban renewal area is substantially amended to increase its maximum indebtedness, revenue sharing is also triggered.

**“Tax increment financing (TIF)”** means the funds that are associated with the division of taxes accomplished through the adoption of an urban renewal plan.

**“Tax increment revenues”** means the funds allocated by the assessor to an urban renewal area due to increases in assessed value over the frozen base within the area.

**“Urban renewal agency”** or **“agency”** means an urban renewal agency created under ORS 457.035 and 457.045. This agency is responsible for administration of the urban renewal plan

## **Appendix C. Wilsonville Urban Renewal Opportunities and Challenges Report**

---



---

# Wilsonville Urban Renewal Opportunities and Challenges

---

September 30, 2013

Prepared for:

City of Wilsonville

## *Summary of Analysis – Opportunities, Challenges and Strategies*



## Contact Information

---

ECONorthwest prepared this report in conjunction with Elaine Howard Consulting, LLC. ECONorthwest is solely responsible for its content.

ECONorthwest specializes in economics, planning, and finance. Established in 1974, ECONorthwest has over three decades of experience helping clients make sound decisions based on rigorous economic, planning and financial analysis.

ECONorthwest completed this project under contract to the City of Wilsonville. The City's purpose in commissioning this study was to provide a point-in-time summary and baseline analysis to support an urban renewal strategic planning process. An Urban Renewal Strategic Plan will be the second (and final) product associated with the contract.

The City of Wilsonville asked ECO to compile data and information about its existing and potential future urban renewal areas, to conduct some financial analysis to determine the capacity of those areas, and to identify the key strategic issues that will be faced in the remaining process.

Throughout the report we have identified our sources of information and assumptions used in the analysis. Within the limitations imposed by uncertainty and the project budget, ECO, Elaine Howard Consulting, and the City of Wilsonville have made every effort to check the reasonableness of the data and assumptions and to test the sensitivity of the results of our analysis to changes in key assumptions. ECO and the City acknowledge that any forecast of the future is uncertain. The fact that we evaluate assumptions as reasonable does not guarantee that those assumptions will prevail.

We have also described our analytic techniques and their limitations. (Client) has reviewed our analysis for reasonableness. As time passes the results in this report should not be used without correcting for changing market conditions.

For more information about ECONorthwest, visit our website at [www.econw.com](http://www.econw.com).

For more information about this report, please contact:

Lorelei Juntunen

ECONorthwest  
222 SW Columbia Street  
Portland, OR 97201  
503-222-6060  
[juntunen@econw.com](mailto:juntunen@econw.com)



# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>5</b>
1.1	Background .....	5
1.2	Organization of this report.....	6
<b>2</b>	<b>Existing Urban Renewal Areas.....</b>	<b>9</b>
2.1	Year 2000 Urban Renewal Plan .....	9
2.2	West Side Plan .....	15
<b>3</b>	<b>Potential Urban Renewal Areas .....</b>	<b>21</b>
3.1	Coffee Creek.....	21
3.2	Frog Pond .....	25
<b>4</b>	<b>TIF Zones .....</b>	<b>28</b>
4.1	Background .....	28
<b>5</b>	<b>Summary Acreage and Assessed Value.....</b>	<b>31</b>
<b>6</b>	<b>Next steps .....</b>	<b>31</b>
	<b>Appendix A. Economic Development Strategy Principles .....</b>	<b>33</b>
	<b>Appendix B. Urban Renewal Terminology.....</b>	<b>34</b>
	<b>Appendix C. Area Fact Sheets.....</b>	<b>36</b>
1	Year 2000 Urban Renewal Plan (East Side).....	36
2	West Side Urban Renewal Plan .....	38
3	Proposed TIF Zones Urban Renewal Plans (6 plans) .....	41
4	Coffee Creek Study Area.....	42
5	Frog Pond Study Area .....	44
	<b>Appendix D. Year 2000 Bond Prepayment Penalty .....</b>	<b>45</b>
	<b>Appendix E. Frog Pond Project Descriptions .....</b>	<b>46</b>
	<b>Appendix F. Potential Infrastructure Funding Tools .....</b>	<b>49</b>

This page intentionally left blank.



# 1 Introduction

---

The City of Wilsonville faces fundamental and inter-related choices about how best to use urban renewal and tax increment finance to advance its economic development and redevelopment goals. Existing urban renewal areas limit the total acreage available for new urban renewal areas, and need to be re-examined relative to expectations about proposed projects. Possible new urban renewal areas may require annexation of lands into the City, and their financial capacity relative to the projects requires evaluation. Attitudes about urban renewal in the City, County, and region require careful consideration of its role in supporting economic development outcomes.

These factors and others have led the City of Wilsonville ('the City') to desire a coordinated Urban Renewal Strategy to guide the City's urban renewal activities and investments for the next ten years. The City contracted with ECONorthwest and Elaine Howard Consulting to produce the Strategy. This document is the first step toward that Strategy. It is a primarily internal report that serves to document a shared understanding among the project team (City staff, consultants, and a stakeholder task force that is supporting the process) of the key issues and challenges facing existing and new uses of urban renewal in Wilsonville. It provides a point-in-time summary of baseline conditions, and explores the various options—including current and potential urban renewal areas, timelines, indebtedness, and projects remaining to be completed—that are available to the City. Because it is written for a primarily internal audience, it assumes a fairly sophisticated understanding of Oregon urban renewal statutes and finance.

The Urban Renewal Strategic Plan, which will be a public document adopted by the City of Wilsonville City Council, will be developed based on the findings of this document, public and stakeholder engagement, and further analysis.

## 1.1 Background

In 2012, the City of Wilsonville adopted an *Economic Development Strategy* after a year of public input and recommendations. Following the adoption of the *Economic Development Strategy*, a task force was assembled to provide recommendations about incentives to be used for economic development. Urban renewal was identified as one of the tools that could be used to implement the *Economic Development Strategy*.

The City currently has two adopted urban renewal areas: the Year 2000 Plan and the West Side Plan. Each urban renewal area faces questions about

timelines, indebtedness, projects remaining to be completed, and eventual closure. A third set of urban renewal areas, referred to as “TIF (tax increment finance) zones” are expected to be adopted in November 2013

At least part of the City’s motivation for developing and adopting an Urban Renewal Strategy is to provide some clarity on possible new urban renewal areas: the City is beginning research and discussion about adding new areas at Coffee Creek and/or Frog Pond. However, to create effective urban renewal areas with enough of a tax base to fund meaningful projects, the total acreage in existing urban renewal areas would need to be reduced. As it stands, the Year 2000 Plan and West Side urban renewal areas comprise 23.1% of the acreage of the City of Wilsonville. Oregon Revised Statute (ORS) limits the total amount of acreage a city may have in urban renewal to 25%. With the addition of the TIF Zone urban renewal areas, 24.12% of Wilsonville is currently in urban renewal area. The remaining area allowed under the cap is about **41 acres**, which is not enough to create an urban renewal area that could generate sufficient tax increment to undertake meaningful projects.

Therefore, in addition to identifying ways to balance remaining maximum indebtedness and remaining projects for existing urban renewal areas, the Urban Renewal Strategy report will also seek to identify portions of the Year 2000 and West Side plans that may be retired early. Retiring portions of existing urban renewal areas would release tax increment to the local jurisdictions and free up acreage that could be used to create new urban renewal areas in Coffee Creek and/or Frog Pond.

A map of the areas under study is shown in Figure 1.

## **1.2 Organization of this report**

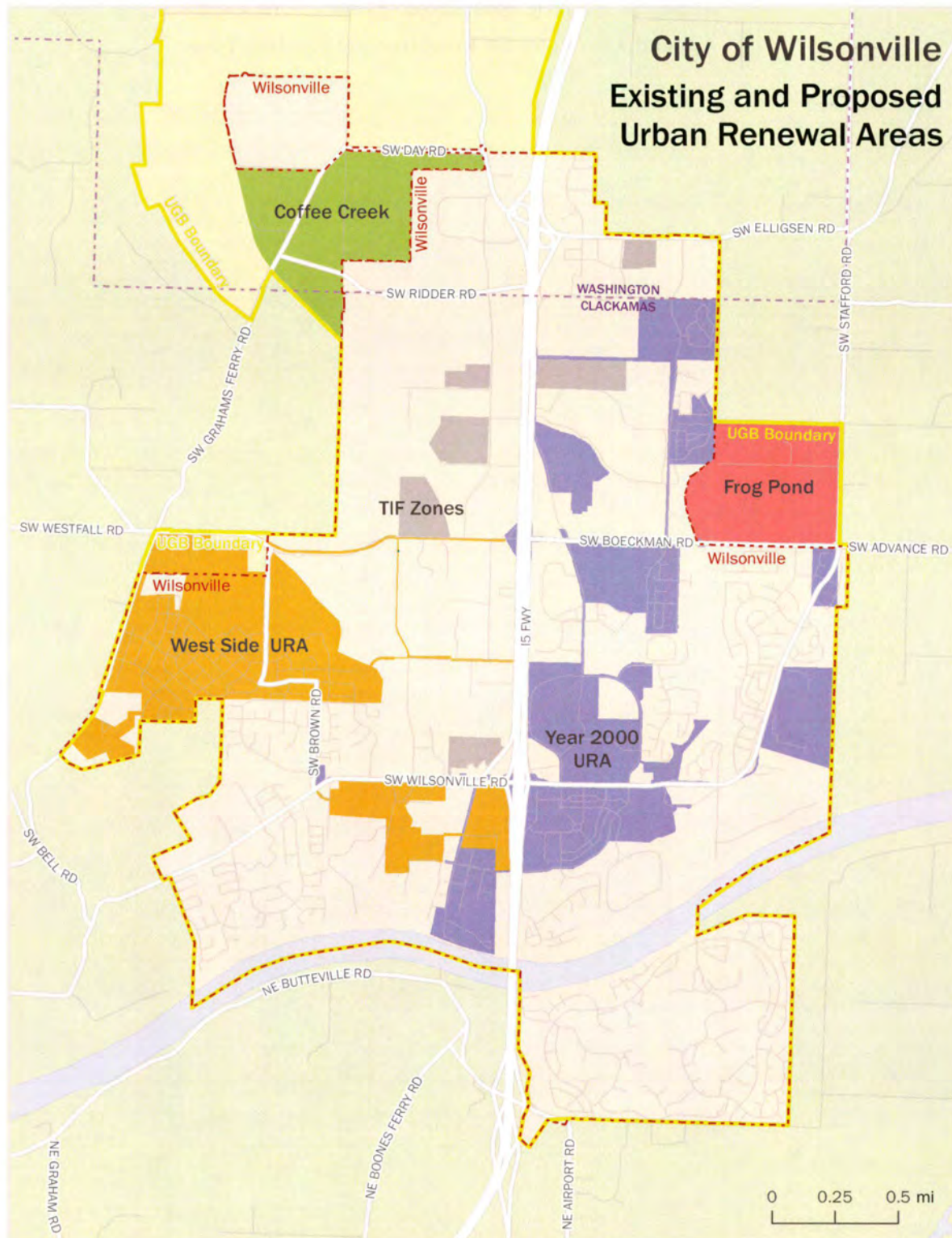
The remainder of this report is organized as follows:

- **Existing Urban Renewal Areas**
  - Year 2000 Plan
  - West Side Plan
- **Potential Urban Renewal Areas**
- **TIF Zones**
- **Summary Acreage and Assessed Value**
- **Appendices**
  - Appendix A – Principles for decisions about urban renewal areas
  - Appendix B – Glossary of urban renewal terms
  - Appendix C – Area Fact Sheets



- Appendix D – Year 2000 Bond Prepayment Penalty
- Appendix E – Frog Pond Project Descriptions
- Appendix F – Potential Infrastructure Funding Tools

Figure 1. Urban Renewal Study Areas, City of Wilsonville, Oregon, 2013



Source: ECONorthwest. Data from the City of Wilsonville GIS and Metro RLIS, 2013.



## 2 Existing Urban Renewal Areas

---

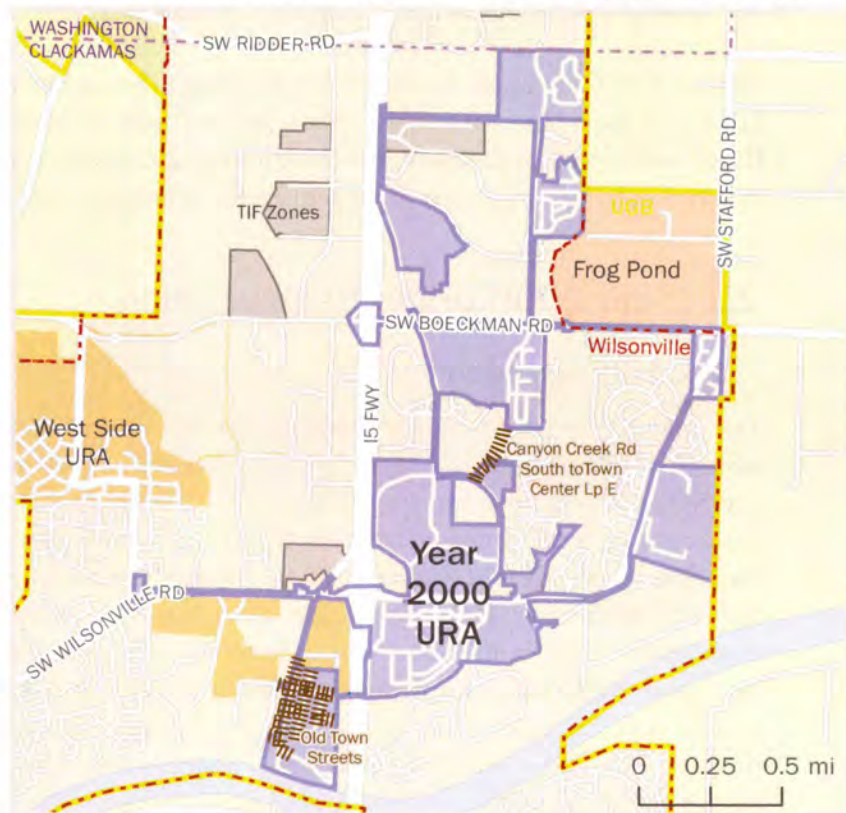
This section focuses on the City's two existing urban renewal areas: Year 2000 URA and West Side URA. Each urban renewal area faces questions about timelines for debt retirement, indebtedness and capacity available, projects remaining to be completed or possibly added, and eventual closure.

### 2.1 Year 2000 Urban Renewal Plan

#### 2.1.1 Background

The Year 2000 Urban Renewal Plan was created in 1992 with a mission statement of curing blight, attracting job producing investment, buoying property values and protecting residential livability and environmental values. To accomplish this mission, the Year 2000 Plan (sometimes referred to as the East Side Plan) outlines a variety of specific goals including: installing the appropriate infrastructure; creating positive transportation linkages; undergrounding utilities; providing avenues for meaningful citizen involvement; and installing streetscaping improvements. The Year 2000 Plan lists 34 specific projects and allows for other projects if required. These general projects included a livability project to "enhance community livability and insure a more attractive and functional city." The current boundaries of the Year 2000 Urban Renewal Area are shown in Figure 2.

**Figure 2. Year 2000 Urban Renewal Plan and Remaining Projects**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS

As the initial projects were completed, development began to occur in the area. Between 1992 and 2010, property values in the area increased by more \$300 million, and employers in the area added more 3,000 jobs.<sup>1</sup>

The original maximum indebtedness was \$53,851,923, which a later amendment increased to \$92,687,432. As of October 30, 2012, \$75,385,000 of the maximum indebtedness has been used, leaving \$17,302,423 to complete any remaining projects before the term of the urban renewal area expires.<sup>2</sup>

The City of Wilsonville made a commitment to their citizens that they would not take more than \$4,000,000 in tax increment revenues in any one year by passing Urban Renewal Resolution No. 156 in June 2007. In the past, significant acreage has been deleted from the urban renewal area in order to reduce the annual increment to this figure; the resolution formalized that commitment.

<sup>1</sup> City of Wilsonville website, <http://ci.wilsonville.or.us/Index.aspx?page=145>. Accessed 8/12/13.

<sup>2</sup> Gary Wallis, Wallis Consulting, October 2012, *City of Wilsonville Year 2000 Plan Closure*



Since the 2009 State of Oregon urban renewal legislation allowing for an annual under-levy, the City has used this method of limiting the collection of tax increment revenues. Since 2004, 224 acres have been removed from the area<sup>3</sup>. Some parcels were removed from the Year 2000 URA and added to the West Side Plan. Other parcels were removed from an urban renewal area entirely; in those cases, the assessed value returned to the tax rolls, thus increasing tax revenues to the local taxing jurisdictions. The City anticipates that an additional 62 acres (from Wilsonville High School) will be removed from the Year 2000 URA in October 2013. This would leave 567 acres in the plan area. More options for removing acreage or closing the entire district in advance of the original planned date have been presented to the City in a report called Year 2000 Plan Closure Options prepared by Wallis Consulting.

At the start of FY 2013-14, the Year 2000 Plan had \$10,687,000 of outstanding debt principal, from three separate loans. The last of these loans is scheduled to be repaid in FY 2024-25. It is possible to repay the debt early, perhaps as early as FY 2018-19 (assuming no new debt is incurred). If the debt is retired early, a prepayment penalty will be incurred. This penalty is tied to the interest rate that can be achieved by current bond holders if the bond is redeemed. At this time, the City is still evaluating the magnitude of any potential prepayment penalties. Appendix D has the full text of documents that govern the calculation of the prepayment penalty.

### 2.1.2 Remaining Projects

The City anticipates completing two specific projects from the original Year 2000 Plan using the remaining maximum indebtedness before the area is closed: Canyon Creek Road South and Old Town Streets and Streetscape Improvements. A third project, for general livability projects, can be used anywhere in the district. These projects are listed below in Table 1. Figure 2, above, shows the locations of the two specific projects.

**Table 1. Year 2000 Projects Remaining to be Constructed**

Project	Est. Cost	Construction Date
Extend Canyon Creek South of Boeckman	\$4,354,800	2014-15*
Old Town Streets	\$3,180,600	2015-16*
Livability Projects	\$200,000	2016
Project Management and Admin.	\$790,000	2013-2017
<b>Total</b>	<b>\$8,525,400</b>	

<sup>3</sup> City of Wilsonville website, <http://ci.wilsonville.or.us/Index.aspx?page=145>. Accessed 8/12/13.



Source: City of Wilsonville staff

\* Design work underway; cost estimates may shift but are within a reasonable range of certainty to support this analysis

The Canyon Creek Road South project is the highest priority project. The design of this project is expected in FY2013/14 when refined cost estimates will also be completed. Old Town Streets and Streetscape Improvements is another likely project. Including the potential Livability Projects and Project Management and Administration, a total of \$8,525,400 is projected to be sufficient to fund these projects, an amount well within the \$17,302,423 of remaining maximum indebtedness.<sup>4</sup> It is estimated that the Year 2000 Plan could terminate in FY 2018/19 if no new projects beyond those listed in Table 1 are added to the plan.

Table 2 lists the original projects from the Year 2000 Plan and shows the status of each project.

**Table 2. Status of Year 2000 Plan Projects**

Project	Status
1. Canyon Creek North	Completed
2. Canyon Creek South to Vlahos	Expected completion: FY 13/14 – 14/15
3. Town Center Loop East Extension	Completed
4. Town Center Loop West Extension	Completed
5. Boeckman Road	No plans for completion using current funding
6. Boeckman Interchange and Ramps at I-5	No plans for completion using current funding
7. Wilsonville Road	Completed
8. Wilsonville Road Realignment	Completed
9. Wiedemann Road, Overcrossing and Ramps	No plans for completion using current funding
10. Parkway Avenue	Completed
11. All "Old Town" Streets	Expected completion: unknown
12. Traffic Signals	Completed
13. Wilsonville Road Interchange	Completed
14. Connect to Dependable Water Supply Source	Completed
15. Willamette River Crossing	No plans for completion using current funding
16. Hackamore Road/Old Canyon Creek Road	Completed
17. Canyon Creek North Extension	Completed
18. I-5 Freeway Crossing to Seely Trunk at Wiedemann Road	No plans for completion using current funding
19. Waste Water Treatment Plant Expansion	Completed
20. Remove Pump Station at Town Center Site	No plans for completion using current funding
21. Parkway/Trask Street System	Completed

<sup>4</sup> Year 2000 Plan Closure Options, Wallis Consulting, 10/30/2012



**Table 2, Continued.**

<b>Project</b>	<b>Status</b>
22. Rose Lane/Schroeder Way System	No plans for completion using current funding
23. Town Center Outfall and Detention Facility	Completed
24. Boones Ferry Park	No plans for completion using current funding
25. Memorial Park	Completed
26. Joint Use of Athletic, Cultural and Public Assembly Facilities at New High School	Completed
27. Swim Center	No plans for completion using current funding
28. Neighborhood Park - North (6 to 8 Acres)	No plans for completion using current funding
29. Teen Center	No plans for completion using current funding
30. Recreation Facilities, Parking and Landscaping at Clackamas Community College Site in Town Center	Completed
31. Tranquil Park	Completed
32. Town Center Square (5 to 6 Acres)	Completed
33. Civic Center Park	Completed
34. Livability Projects	Not yet completed
35. Barn Rehabilitation, Design and Construction of Public Building for City Offices and Public Meeting Spaces and Development of Site Improvements	Completed
36. Affordable Housing Administration	Completed

### 2.1.3 New Projects for Consideration

Concern about rising and persistent vacancies in commercial spaces in the Old Town neighborhood of Wilsonville has led to recent discussions about using the Year 2000 Plan to provide support for small businesses the area. Small business aid programs are a standard part of many urban renewal plans. They typically come in the form of low interest loans or grants for brick and mortar improvements. Storefront improvement programs are perhaps the most common form of small business aid employed by urban renewal programs. This type of assistance would fall under the livability project initially identified in the Year 2000 Plan.

Any new program or programs would impose an additional financial requirement upon the Year 2000 Area and may complicate efforts to close the area at an early date or remove portions of the area and release their increment back to the tax rolls. So, when considering a small business aid program, its benefits must be weighed against the effects that it may have on the taxing jurisdictions and the City's ability to establish a new urban renewal area at Coffee Creek or Frog Pond.

## **2.1.4 Key Issues for the Year 2000 Plan**

### ***Projects***

- Should any projects be added to the plan?
  - If so, what would be their impact on maximum indebtedness and longevity of the plan?
  - Would storefront loan program require changes to the plan boundary?
- Should any projects be deleted from the plan?

### ***Early Partial or Full Closure of Area***

- What area could be removed from the Year 2000 Plan that would still comply with bond covenants, produce the increment needed to complete existing projects, and keep the locations of the existing projects within the urban renewal area? (This question should be answered in relation to the acreage needed to create other potential urban renewal areas.)
- When should any removal or closure happen?

### ***Facilitating a New Urban Renewal Area***

- Is there any land that can be released to allow the creation of a Coffee Creek or Frog Pond urban renewal area? How much land could be released?
- When could this happen?

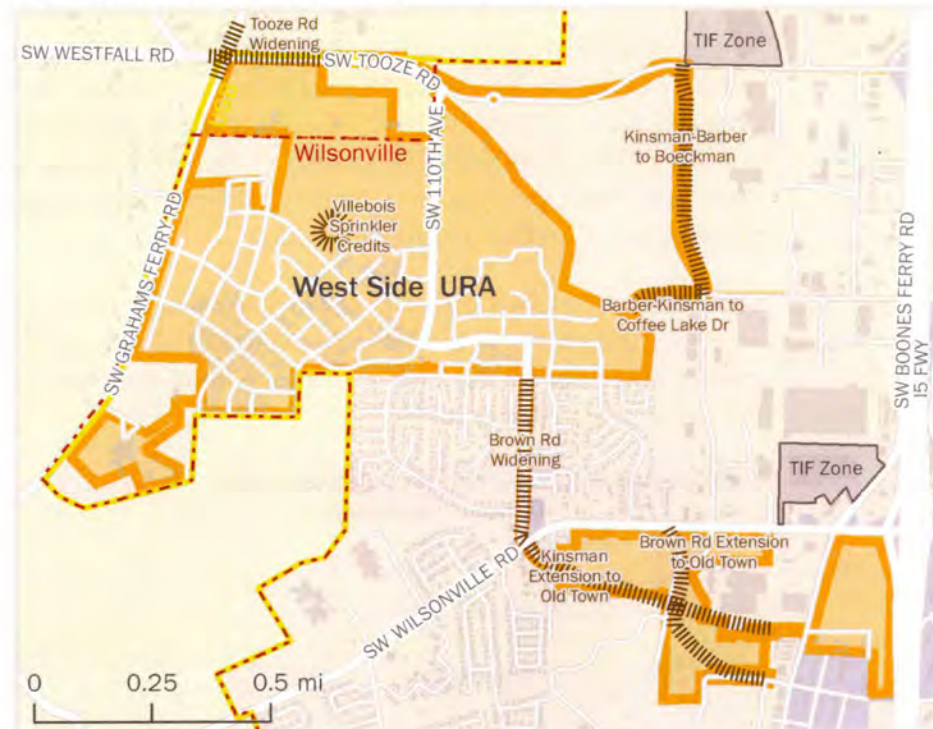


## 2.2 West Side Plan

### 2.2.1 Background

The West Side Plan (shown in Figure 3) was created in 2003 to promote development and fund infrastructure improvements on and around the former Dammasch Hospital site. This resulting development, known as the Villebois Village, offers quality housing options for a variety of income levels. The original goals of the West Side Plan were to develop a transportation network within the area, provide transportation infrastructure to connect Villebois to the remainder of the city, support the development of diverse housing types, provide public services and facilities, support the development of multi-purpose public parks and green spaces, and to make public investments that directly support high-quality private development.

**Figure 3. West Side Plan and potential projects**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.

The original West Side Plan had 385 acres; the present area is 456 acres. The maximum acreage this area could have is 462 acres, a 20% increase over the original acreage.

There is approximately \$27,930,000 in outstanding debt principal. This debt is scheduled to be repaid in FY 2027-28. It is possible to repay the debt early, perhaps as early as FY 2017-18 (assuming no new debt is incurred). If the debt

is retired early, a prepayment penalty will be incurred. This penalty is tied to the interest rate that can be achieved by current bondholders if the bond is redeemed. At this time, the City is still evaluating the magnitude of any potential prepayment penalties. Appendix D has the full text of documents that govern the calculation of the prepayment penalty.

### 2.2.1 Maximum Indebtedness

The original plan stipulated a maximum indebtedness of \$40,000,000. This amount was anticipated to be sufficient to complete all of the projects listed in the plan, the majority of which were infrastructure projects—roads, utility, parks, and school projects. Some of these projects were contractually agreed upon with the private developers who built developments in Villebois Village. As the Plan progressed, actual costs exceeded initial project estimates, and the projects that need to be completed to meet contractual obligations now exceed the remaining maximum indebtedness allowed by the Plan.

To date, the West Side Area has used \$32,000,000 of its maximum indebtedness. The remaining \$8,000,000 is vastly below the estimated cost of projects (about \$40,000,000) that remain to be completed in the area. Because the City of Wilsonville is contractually obligated to complete a number of the West Side Plan's projects, the City is considering amending the West Side Plan to increase the maximum indebtedness.

The Wilsonville City Council could increase maximum indebtedness by 20% of original maximum indebtedness (\$40,000,000) as indexed annually for inflation at 3%. Table 3 shows the amount that maximum indebtedness could be increased on an annual basis:

**Table 3. Amount of Maximum Indebtedness Increase Allowed without Concurrence**

Year	MI Increase
2013	\$10,751,331.03
2014	\$11,073,870.97
2015	\$11,406,087.09
2016	\$11,748,269.71
2017	\$12,100,717.80

Any increase in maximum indebtedness above the amounts shown in Table 3 requires written concurrence of some combination of at least 75% of the taxing jurisdictions imposing taxes under permanent rate limits in the urban renewal area. The percentage of permanent rate levies are shown in Table 4 and Table 5; because the area spans two counties, concurrence would be required of 75% of two sets of taxing districts. Together, the tables provide context regarding



possible combinations of taxing districts that might be required to concur. If maximum indebtedness is increased, it is a substantial amendment and revenue sharing is then mandated by the statutes governing urban renewal.

**Table 4. Percent of Total Permanent Rate of Taxes, Clackamas County, 2013**

<b>Taxing District</b>	<b>% of total</b>
City of Wilsonville	19.52%
Clackamas County	18.61%
Tualatin Valley Fire & Rescue	11.81%
West Linn Wilsonville Schools	37.69%
Clackamas Comm College	4.32%
Clack Co Library	3.08%
Clack Co ESD	2.85%
Metro	0.75%
Port of Portland	0.54%
County Extension and 4-H	0.39%
County Soil and Conservation	0.39%
Vector Control	0.05%
<b>Total</b>	<b>100.00%</b>

Source: Clackamas County Assessor, 2013

**Table 5. Percent of Total Permanent Rate of Taxes, Washington County, 2013**

<b>Taxing District</b>	<b>% of total</b>
City of Wilsonville	21.04%
Washington County	18.77%
Tualatin Valley Fire & Rescue	12.73%
West Linn Wilsonville Schools	40.64%
Portland Community College (perm)	2.36%
Clackamas County ESD	3.08%
Metro	0.81%
Port of Portland	0.59%
<b>Total</b>	<b>100.00%</b>

Source: Washington County Assessor

## 2.2.2 Remaining Projects

Table 6 shows the original projects from the West Side Plan and the status of those projects.

**Table 6. Status of West Side Projects, 2013**

Project	Status
Boeckman Rd. (95th to 110th)	Completed
Boeckman Rd. Repair	Expected completion: FY 13/14
Barber St. (Boones Ferry Rd. to Boberg)	Completed
Barber St. (Boberg to Kinsman Rd.)	Completed
Barber St. (Kinsman Rd. to Coffee Lake Dr.)	Expected completion: FY 13/14
Kinsman Rd. (Barber to Boeckman Rd.)	Expected completion: FY 15/16
Tooze Rd. (110th to Grahms Ferry Rd.)	Expected completion: FY 16/17
Grahms Ferry Rd. (Tooze to LEC)	No plans for completion with current funding
School Site	Completed
Sprinklers	Expected completion: FY 13/14
Parks	Expected completion: FY 13/14
Old Town Escape (Brown Option)	Expected completion: FY 18/19
Old Town Escape (Kinsman Option)	Expected completion: FY 18/19
Other Transportation/Brown Road	Expected completion: FY 17/18

Source: City of Wilsonville staff, 2013

The projects remaining for the West Side Area are shown in Table 6. Overhead is included at 12% except on the sprinklers project. An annual Construction Price Index of 3% has been applied to all projects except the parks project, as there was a set amount of urban renewal contribution. The Old Town Escape is an either/or option; both projects would not be completed, but as of this document's completion, which option would be used remains unknown. Administration is estimated at \$158,000 annually.



**Table 7. West Side Projects Remaining to be Constructed, City of Wilsonville, 2013**

<b>Projects</b>	<b>Anticipated Completion</b>	<b>2013 URA Budget</b>	<b>Year of Completion URA Budget</b>	<b>Contractual Commitment?</b>
Boeckman Rd. Repair	FY 13/14	\$1,400,000	*	Yes
Barber St. (Kinsman Rd. to Coffee Lake Dr.)	FY 13/14	\$4,820,113	\$4,820,113	Yes
Kinsman Rd. (Barber to Boeckman Rd.)	FY 15/16	\$4,788,000	\$5,079,589**	Yes
Tooze Rd. (110th to Grahams Ferry Rd.)	FY 16/17	\$8,268,700	\$9,035,431	Yes
Sprinklers	FY 13/14	\$2,093,184	\$2,093,184	Yes
Parks	FY 13/14	\$880,507	\$880,507	Yes
Old Town Escape (Brown Option)	FY 18/19	\$14,820,000	\$17,180,441	
Old Town Escape (Kinsman Option)	FY 18/19	\$7,410,000	\$8,590,220	
Other Transportation/Brown Road	FY 17/18	\$3,990,000	\$4,490,780	
<b>Administration of \$158,000 per year</b>				

Source: City of Wilsonville staff, 2013

\* Paid for with program income \*\* Potential State Funding of \$2.5 Million

#### ***Projects Committed Contractually***

The City of Wilsonville is contractually committed to complete the first six projects shown in

Table 7. The estimated cost of completing these projects is \$21.6 million. The Boeckman Road project is being paid from program income. The sprinklers are being paid from credits from Villebois developers. Because these projects are contractual commitments by the City, if the remainder of the projects are not completed with tax increment funding, they will need to be completed using other funding sources. Eligible sources include systems development charges, the City general fund, property sales within the urban renewal area, and a general obligation bond. Some projects could potentially be removed from the West Side Plan and placed in another urban renewal area.



## **2.2.3 Issues for the West Side Plan**

### ***Projects***

- Should some projects be removed from the area? If so, and if the project is contractually committed, what funding source should be used for those projects?
- Should any projects be added? If so, what is the impact on maximum indebtedness and longevity of the area?

### ***Maximum Indebtedness***

- Is an increase in maximum indebtedness necessary to fulfill contractual obligations?
- How much, when?
- What would a strategy be for this, what stakeholders would have to sign off?
- Would the city ask for concurrence from taxing jurisdictions?
- What will be the impacts of revenue sharing?

### ***Early Partial/Full Closure of Area***

- What parts could be closed early and why?
- If maximum indebtedness is increased, what is the timetable for closure?
- If maximum indebtedness is not increased, what is timetable for closure?

### ***Facilitating a New Urban Renewal Area***

- Is there any land that could be released to allow the creation of a Coffee Creek or Frog Pond urban renewal area? How much land could be released?
- When could this happen?

## 3 Potential Urban Renewal Areas

---

The City of Wilsonville is beginning to research and discuss the possibility of opening one or two urban renewal areas at the Coffee Creek and/or Frog Pond areas. This section discusses each area and its challenges and opportunities.

### 3.1 Coffee Creek

#### 3.1.1 Background

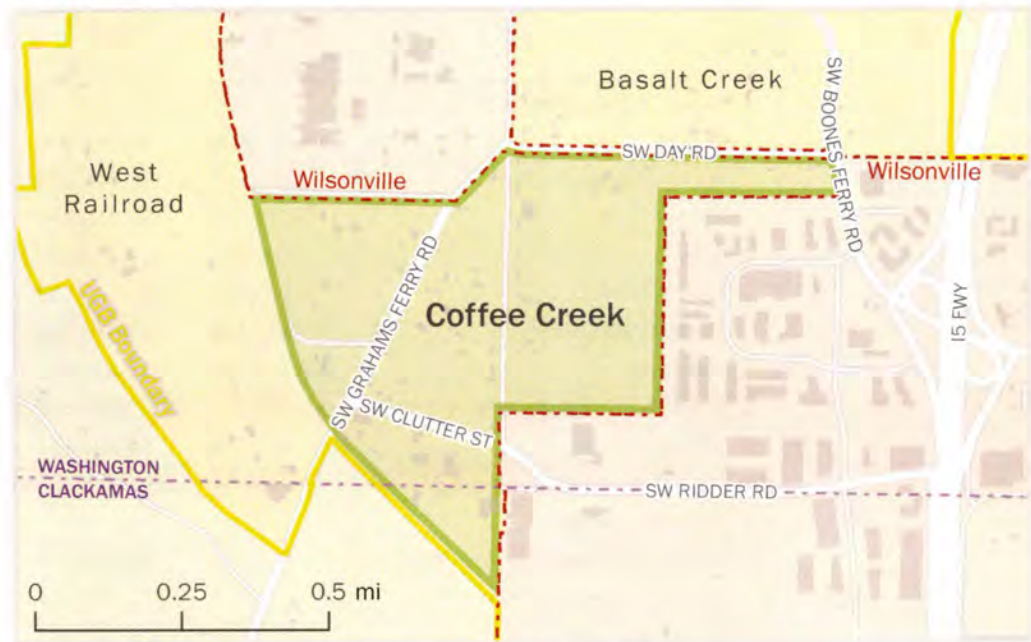
The Coffee Creek area lies west of I-5 and is adjacent to the northwest corner of the City of Wilsonville (Figure 4). It is located outside Wilsonville city limits but within the urban growth boundary. Bounded on the north by the Coffee Creek Correctional Facility and Day Road, the Coffee Creek Industrial Planning Area contains approximately 216 acres of land zoned for industrial development. Like the rest of Wilsonville, the Coffee Creek area enjoys prime positioning in relation to transportation corridors due to its location along the I-5 corridor and its easy access to I-5, I-84, OR-26 and OR-217. Hailed by the City of Wilsonville as the next area of major business development, the area is projected to provide more than 1,800 family<sup>5</sup> wage jobs at full buildout. Business development at Coffee Creek would synergize well with new residential development at Villebois Village and good access to public transportation including close proximity to the WES rail line.

---

<sup>5</sup>CCIA Infrastructure Report, Memorandum from FCS Group sent on 4/5/2011.



**Figure 4. Coffee Creek area**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.

Planning efforts for the Coffee Creek area date back to 1998, when Otak, Inc. prepared a concept plan. A subsequent Coffee Creek Industrial Master Plan was adopted in 2007. The 2007 Master Plan details the potential build-out of the area and the infrastructure improvements that would be necessary to achieve this build-out projection. The Coffee Creek Industrial Area Technical Assistance Grant funded a 2010 study by the FCS Group that built upon the prior documents and provided an infrastructure analysis and a preliminary engineering study for infrastructure development. The project cost estimates are based on the FCS Group report.

The Coffee Creek Master Plan projects that total assessed value in the area would increase from \$16 million in 2007 to \$258 million at build out (assumed to be calendar year 2030).

### **3.1.2 Potential Projects**

Current city studies show that a public investment of approximately \$34,000,000 is needed to provide the necessary infrastructure to generate the desired private investment in the Coffee Creek area. Of that, \$24,000,000 would fund transportation improvements. Table 8 gives a breakdown of project costs by category. These project costs would require approximately \$55,000,000 in potential maximum indebtedness.

**Table 8. Coffee Creek Infrastructure Project Costs**

<b>Project</b>	<b>Phase 1 (Years 1-4)</b>	<b>Phase 2 (Years 5-20)</b>	<b>Total</b>
<b>On-Site Infrastructure</b>			
Streets	\$5,959,606	\$9,251,048	\$15,210,654
Intersections	\$636,540	\$2,148,323	\$2,784,863
Water	\$338,772	\$1,036,261	\$1,375,032
Sewer	\$750,587	\$419,056	\$1,169,642
Storm Sewer	\$660,622	\$1,465,103	\$2,125,725
Park/Trail/Other	\$397,838	\$1,056,126	\$1,453,963
<b>Subtotal</b>	<b>\$8,743,964</b>	<b>\$15,375,915</b>	<b>\$24,119,880</b>
<b>Off-Site Infrastructure*</b>			
Water	-	\$4,201,164	\$4,201,164
Sewer	-	\$1,018,464	\$1,018,464
Transportation	-	-	-
Grahams Ferry RR underpass	-	\$4,243,600	\$4,243,600
Other Transportation	-	\$2,138,774	\$2,138,774
<b>Total Off-Site</b>	<b>-</b>	<b>\$11,602,002</b>	<b>\$11,602,002</b>
<b>Grand Total</b>	<b>\$8,743,964</b>	<b>\$26,977,918</b>	<b>\$35,721,882</b>

Source: CCIA Infrastructure Report, Memorandum from FCS Group sent on 4/5/2011. All costs in 2013 dollars, inflated from 2011 estimates at 3% per year.

\*Additional off-site construction costs include sewer (\$960k), water (\$3.96M) and transportation (\$2.01M) are not reflected in these cost estimates since they primarily address other needs.

### 3.1.3 Potential Use of Urban Renewal

As discussed in the Introduction, Oregon state law caps the amount of land that a city can have in urban renewal areas at 25% of total city acreage. After taking into account Wilsonville's existing urban renewal areas and the new TIF zones, Wilsonville currently has 41 acres available for new urban renewal areas. The Coffee Creek area contains 216 acres. Consequently, the creation of an urban renewal area at Coffee Creek would require the removal of land from Year 2000 Plan and/or West Side Plan.

### 3.1.4 Issues

#### **Urban Renewal**

- Is urban renewal the appropriate tool to facilitate development in the area?
- Would the entire Coffee Creek area be included within the urban renewal area? If not, which portions?
- What land would be removed from urban renewal areas elsewhere in the city in order to free up the acres required to create a new Coffee Creek urban renewal area?
- When would the district be formed?



- What projects can urban renewal fund?
- How will projects be funded prior to ability to receive tax increment from new development?
- Does Coffee Creek need to be annexed into the City of Wilsonville? What are the implications of that process for creation of a new urban renewal area?

#### ***Timeline***

- How can Coffee Creek redevelopment and investment be accomplished: timeline, stakeholders, strategy?

### 3.2 Frog Pond

The Frog Pond area consists of 181 acres immediately east of the City of Wilsonville city limits (Figure 5). The Frog Pond area was brought into the urban growth boundary in 2002 in anticipation of eventual annexation into the City for residential development. Considered a second choice option for Wilsonville's next urban renewal area following the Coffee Creek Area, Frog Pond would not provide new industrial development opportunities. The Frog Pond area could potentially provide about 1,000 housing units, and planning efforts would encourage housing diversity and compact development. The Frog Pond area would likely be developed as a neighborhood-style development featuring a neighborhood-scale commercial hub, parks, open spaces, schools, and a pedestrian-oriented design.

**Figure 5. Frog Pond area**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.

In 2010, more than 16,831 jobs were located within 1.5 miles of the Frog Pond. Creating a residential neighborhood at Frog Pond could help address the jobs-housing imbalance that currently exists in Wilsonville. A residential development at Frog Pond might also help reduce traffic congestion on I-5 and local greenhouse gas emissions if people who worked in Wilsonville were provided with more housing options so they could also choose to reside in Wilsonville.

In addition to providing housing opportunities for those employed in Wilsonville, the Frog Pond area is also located close enough to Wilsonville



Town Center that its residents would provide valuable support the local business community. The Wilsonville Town Center is about 0.5 miles from Frog Pond, and multimodal roads, pathways, and transit service would connect the two areas.

In 2013, the City of Wilsonville received a Metro Community Planning and Development Grant to help planning efforts for the Frog Pond and Advance Road areas. The next step in the development of Frog Pond will be the completion of a Master Plan for the area. Following or concurrent with the master planning process, an urban renewal area encompassing Frog Pond could potentially help to fund necessary planning efforts and infrastructure projects that would expedite the desired development of the area.

### 3.2.1 Projects

The City of Wilsonville's Capital Improvement Plans identify a number of projects for the Frog Pond area. These projects are more fully described in Appendix E.

**Table 9. Frog Pond Potential Projects, City of Wilsonville, 2013**

Project #	Project	Budget
UU-01	Boeckman Road Dip Improvements	\$5,850,000
UU-02	Boeckman Road Urban Upgrade	\$2,100,000
UU-06	Stafford Road Urban Upgrade	\$3,900,000
RT-02	Frog Pond Trail	\$290,000
P15	Frog Pond Community Park	\$10,600,000
P16	Frog Pond Neighborhood Park 1	\$2,650,000
P17	Frog Pond Neighborhood Park 2	\$2,650,000
	Sewer Repair/Replacement & Maintenance Access Along	
2045	Boeckman Creek	\$7,126,650
	Est. Total Road, Park Trail, Sewer	\$35,166,650
Admin \$158,000 per year		

Source: City of Wilsonville Staff, 2013

### 3.2.2 Issues

#### *Urban Renewal*

- Is urban renewal the appropriate tool to facilitate development in the area?
- Would the entire Frog Pond area be included within the urban renewal area? If not, which portions?
- What land would be removed from urban renewal areas elsewhere in the city in order to free up the acres required to create a new Frog Pond urban renewal area?
- When would the district be formed?
- What projects can urban renewal fund?
- How will projects be funded prior to ability to receive tax increment from new development?
- Does Frog Pond need to be annexed into the City of Wilsonville?

#### *Timeline*

- How can Frog Pond be accomplished: timeline, stakeholders, strategy.



## 4 TIF Zones

---

### 4.1 Background

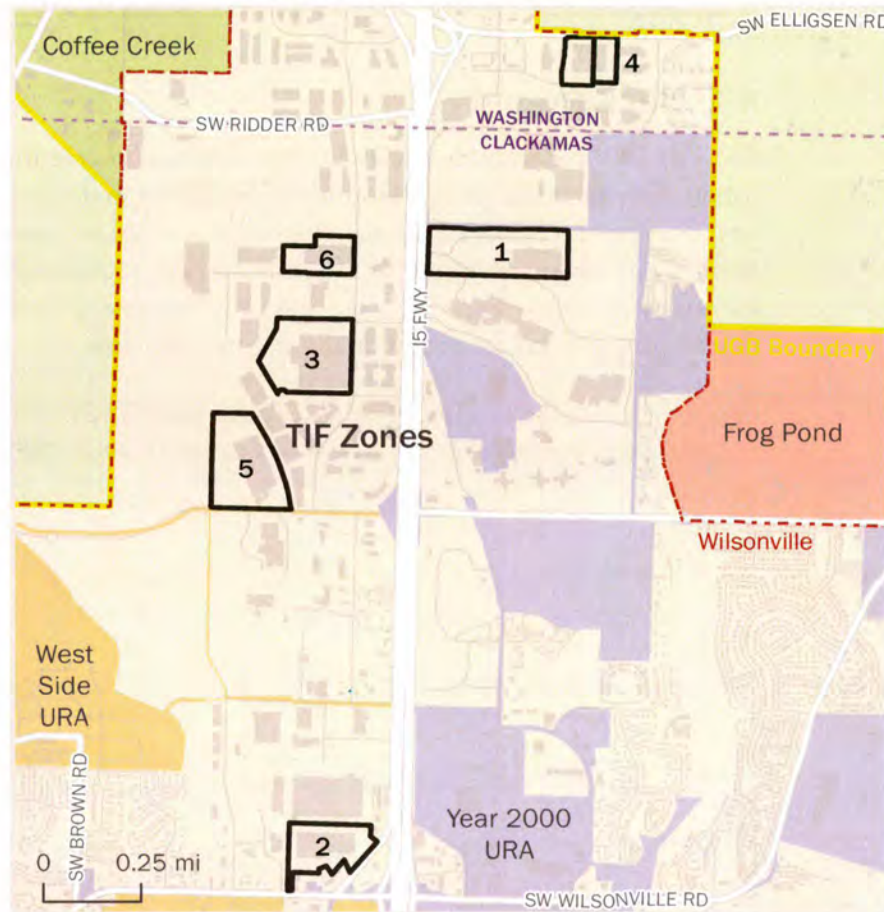
The City of Wilsonville is reviewing the potential of creating six single-building urban renewal areas for light industrial buildings that were either vacant or under-utilized. Called TIF Zones, the purpose of these areas is to provide an investment incentive similar to Enterprise Zones that are in place in surrounding cities.<sup>6</sup> Each TIF Zone has only one project, which is to provide a partial property tax rebate on qualifying investments.

Figure 6 shows the locations of the six proposed TIF Zones; Table 9 provides current/prior use, acreage, and assessed value for each TIF Zone.

---

<sup>6</sup> For more background on TIF Zones, see the work of the Economic Development Strategy Task Force. <http://ci.wilsonville.or.us/Index.aspx?page=986> (Accessed 9/27/13). The proposal to create TIF Zones was approved by 78% of voters in March 2013.

Figure 6. Locations of TIF Zones



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.

Table 9. Address, Use, Assessed Value, and Acres of Proposed TIF Zones

No.	TIF Zone	Current/Prior Use	Assessed Value	Acres
1.	Bldg. 83 – 26440 SW Parkway Ave			27.00
2.	29899 SW Boones Ferry Road	Wilsonville DC	\$14,458,913	15.40
3.	27255 SW 95th Avenue	Pacific Natural Foods / Former Nike DC	\$16,608,823	26.07
4.	25600 SW Parkway Center Drive	Former Hollywood Video DC	\$7,476,210	10.35
5.	9805 SW Boeckman Road	360 Enterprises / Former GI Joes HQ/DC	\$10,879,601	24.98
6.	26755 SW 95th Avenue	Ikon DC / Former Martin DC	\$7,064,499	9.76

Source: City of Wilsonville staff, 2013

Notes: DC is "Distribution Center;" HQ is "Headquarters"

While the TIF Zone incentive packages are similar to Enterprise Zones in concept, they will differ in several key ways that make TIF Zones a lower risk use of public funds and more attractive to potential investors. Each site selected to be a TIF Zone will require the creation of a separate urban renewal plan and report because each site will be an individual urban renewal area. As defined



by the Economic Development Task Force and approved by voters, each TIF Zone property must have 100,000 square feet or more of industrially-zoned building space that has the potential for conversion from warehousing to a higher-value, traded-sector use such as manufacturing.

Each TIF Zone will be active for a maximum of 15 years. If no qualifying investment occurs in the TIF Zone within five years after the effective date of the Plan, then the Plan will immediately be terminated. The maximum amount of indebtedness that may be issued for each Plan is \$12,000,000. For TIF Zones, maximum indebtedness reflects the total of the tax repayment obligation to the qualifying company and represents the maximum amount of tax increment to be collected to meet this obligation as well as administrative costs.

Due to the fact that each TIF Zone contains only one building, they do not weigh too heavily on the ORS limitation of acreage or assessed value that can be contained in urban renewal. Based on their minimal impact and the young age of the program, we do not recommend that the TIF zones be altered at all to facilitate the creation of new urban renewal areas at Coffee Creek or Frog Pond.

## 5 Summary Acreage and Assessed Value

Table 10 shows a summary of the acreage and assessed values of the existing and proposed urban renewal areas. If Coffee Creek and Frog Pond are annexed, the total acreage of the City of Wilsonville will increase from 4,712 to 5,109. Table 10 assumes that Coffee Creek and Frog Pond would be annexed, as the City would not create urban renewal areas in Coffee Creek and Frog Pond unless they were annexed.

**Table 10. Acreage and Assessed Value of Urban Renewal Areas, City of Wilsonville, 2013**

	Assessed Value		Acres	
	Dollars	% of City total	Number	% of City total
<b>City of Wilsonville</b>	<b>\$2,368,094,165</b>	<b>100.0%</b>	<b>5109.0</b>	<b>100.0%</b>
<b>Existing URAs:</b>	<b>\$60,614,094</b>	<b>2.6%</b>	<b>1,023</b>	<b>20.0%</b>
Year 2000 Plan	\$44,087,806	1.9%	567	11.1%
West Side Plan	\$16,526,288	0.7%	456	8.9%
<b>Proposed URAs:</b>	<b>\$56,488,046</b>	<b>2.4%</b>	<b>113.6</b>	<b>2.2%</b>
Bldg. 83 – 26440 SW Parkway Avenue			27	0.5%
29899 SW Boones Ferry Road	\$14,458,913	0.6%	15.4	0.3%
27255 SW 95th Avenue	\$16,608,823	0.7%	26.1	0.5%
25600 SW Parkway Center Drive	\$7,476,210	0.3%	10.4	0.2%
9805 SW Boeckman Road	\$10,879,601	0.5%	25.0	0.5%
26755 SW 95th Avenue	\$7,064,499	0.3%	9.8	0.2%
<b>Potential URAs:</b>			<b>397</b>	<b>7.8%</b>
Coffee Creek			216	4.2%
Frog Pond			181	3.5%
<b>Proposed, Existing, and Potential</b>	<b>\$117,102,140</b>	<b>4.9%</b>	<b>1,506.6</b>	<b>29.5%</b>
Maximum allowed in all URAs	\$592,023,541	25%	1,277.3	25%
<b>Surplus/Deficit</b>	<b>\$474,921,401</b>	<b>20.1%</b>	<b>-229.31</b>	<b>-4.5%</b>

Source: ECONorthwest and Elaine Howard Consulting, 2013

## 6 Next steps

This document serves as a foundation for city and community conversations about how to most effectively use the urban renewal tool in Wilsonville. That process will address the key issues identified in this document, evaluate the trade-offs on various choices, and produce an adoptable Urban Renewal Strategy document that will guide the work of the Urban Renewal Agency over the coming years. The process will result in a recommended timeline for



(potentially) opening new urban renewal areas, closing down existing urban renewal areas, and investing in projects in each of those areas. It will be completed in collaboration with a Task Force of key stakeholders and the Wilsonville City Council, to be adopted in early 2014.

## Appendix A. Economic Development Strategy Principles

---

\*\*\*Insert when available: Requested from Kristin.\*\*\*



## Appendix B. Urban Renewal Terminology

---

**“Area”** means the properties and rights of way located within an urban renewal boundary.

**“Concurrence”** is a statutorily-defined threshold of support from affected taxing districts, required for urban renewal plans to deviate from certain statutory limits. Concurrence is calculated as a combination of taxing districts, the sum of whose permanent property tax rates is equal to or greater than 75% of the total permanent tax rate applicable for the urban renewal area.

**“Debt Limit”** is another term for maximum indebtedness.

**“Debt Principal Outstanding”** means the outstanding amount of unpaid principal from debt incurred by the Agency for the urban renewal area.

**“Frozen base”** means the total assessed value including all real, personal, manufactured and utility values within an urban renewal area at the time of adoption. The county assessor certifies the assessed value after the adoption of an urban renewal plan.

**“Increment”** means that part of the assessed value of a taxing district attributable to any increase in the assessed value of the property located in an urban renewal area, or portion thereof, over the assessed value specified in the certified statement.

**“Maximum indebtedness”** means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness. This is the total amount that can be spent from tax increment proceeds for projects, programs and administration.

**“ORS”** means the Oregon revised statutes and specifically Chapter 457, which relates to urban renewal.

**“Program income”** is income that accrues to urban renewal agencies from their programmatic activities (as opposed to from tax increment). A common example is income from a loan repayment program, which may include interest.

**“Revenue sharing”** is the result of 2009 legislative changes enacted through HB 3056, which established a system of sharing tax increment revenues with overlapping taxing districts when certain thresholds are met for new and substantially amended urban renewal areas. In new areas, when TIF revenues exceed 10% of the Area’s maximum indebtedness, 25% of the amount exceeding 10% of maximum indebtedness is shared. When TIF revenues exceed 12.5% of maximum indebtedness, the urban renewal area’s revenue is capped at 12.5%, and all excess revenues are shared with overlapping taxing districts. When an existing urban renewal area is substantially amended to increase its maximum indebtedness, revenue sharing is also triggered.

**“Tax increment financing (TIF)”** means the funds that are associated with the division of taxes accomplished through the adoption of an urban renewal plan.

**“Tax increment revenues”** means the funds allocated by the assessor to an urban renewal area due to increases in assessed value over the frozen base within the area.

**“Urban renewal agency”** or **“agency”** means an urban renewal agency created under ORS 457.035 and 457.045. This agency is responsible for administration of the urban renewal plan.



## Appendix C. Area Fact Sheets

### 1 Year 2000 Urban Renewal Plan (East Side)

---

District Formed:	May 1992
Original Acreage:	868
Current acreage:	629* (567 if High School is removed)
Frozen base:	\$44,087,806
Current Assessed Value:	\$387,727,579 (FY 2012-13)
Released Assessed Value:	04/05 \$30,000,000
Maximum Indebtedness:	\$92,687,423
Debt Issued/used:	\$75,385,000
Remaining Debt Limit:	\$17,302,423
Projects remaining from Plan:	\$8,525,400 (will come out of MI shown above)
Amount Remaining of MI after Accounting For Projects Shown Below:	\$8,777,023
Debt Principal Outstanding:	\$10,687,000
Debt Matures:	
Prepayment Penalty:	TBD
Year District could terminate/no new projects:	FY 2018-19

Annual Tax Increment limitation: As a result of a Wilsonville Urban Renewal Agency decision, the Year 2000 Plan is limited to \$4 million in annual tax increment proceeds. The rest of the proceeds are returned to the taxing jurisdictions.

Projects	Est. Cost	Construction Date
Extend Canyon Creek South of Boeckman	\$4,354,800	2014-15*
Old Town Streets	\$3,180,600	2015-16*
Livability Projects	\$200,000	2016
Project Management and Admin.	\$790,000	2013-2017
<b>Total</b>	<b>\$8,525,400</b>	

Source: City of Wilsonville staff

Notes: \* These projects are in design stage with the city

Issues:

- Should any projects that are currently planned be deleted from the plan?
- Should any projects be added to the area? If so, what is the impact on maximum indebtedness and longevity of the area?
- Should any projects be deleted from the plan?
- What area could be removed from the Year 2000 Plan that would still comply with bond covenants, produce the increment needed to complete existing projects and keep the locations of the existing projects within the urban renewal area? This question is answered in relation to the acreage needed for other potential urban renewal areas.
- Do boundary changes need to be made to allow for a storefront loan program?
- How much land needs released so that Coffee Creek or Frog Pond can happen?
- When can this happen?



## 2 West Side Urban Renewal Plan

---

District Formed:	November 2003
Original Acreage:	385
Current Acreage:	456
Frozen Base:	\$16,526,288
Current Assessed Value:	\$235,387,494 (FY 2012-13)
Maximum Indebtedness:	\$40,000,000
Debt Issued/Used:	\$32,000,000
Remaining Debt Limit:	\$8,000,000
Projects Remaining From Plan:	\$39,943,229 <sup>7</sup>
New MI Needed	\$31,943,229
Debt Principal Outstanding:	\$27,930,000
Maximum allowed increase in Maximum Indebtedness without concurrence, based on year URA Plan amendment occurs:	

Year	MI Increase
2013	\$10,751,331.03
2014	\$11,073,870.97
2015	\$11,406,087.09
2016	\$11,748,269.71
2017	\$12,100,717.80

---

<sup>7</sup> Includes least expensive Old Town Escape Option plus \$158,000 admin per year for 5 years starting in FY 14/15

Projects	Anticipated Completion Date	2013 URA Budget	Year of Completion URA Budget
Boeckman Rd. Repair	13/14	\$1,400,000	*
Barber St. (Kinsman Rd. to Coffee Lake Dr.)	13/14	\$4,820,113	\$4,820,113
Kinsman Rd. (Barber to Boeckman Rd.)	15/16	\$4,788,000	\$5,079,589 **
Tooze Rd. (110th to Grahams Ferry Rd.)	16/17	\$8,268,700	\$9,035,431
Sprinklers	13/14	\$2,093,184	\$2,093,184
Parks	13/14	\$880,507	\$880,507
Old Town Escape (Brown Option)	18/19	\$14,820,000	\$17,180,441***
Old Town Escape (Kinsman Option)	18/19	\$7,410,000	\$8,590,220
Other Transportation/Brown Road	17/18	\$3,990,000	\$4,490,780
Administration of \$158,000 per year			

Source: City of Wilsonville staff

Notes: \* Boeckman Road repair is being paid from program income

\*\* Potential State funding of \$2,500,000

\*\*\* Old Town Escape is only one of these options, not yet determined

Some projects are being paid from other sources than MI: Boeckman Road project is from program income.

Year Existing Debt could be retired: FY 2017-18  
Year District could terminate at \$40 million MI FY 2018-19  
Year District could terminate if all projects are funded: FY 2030-31  
Most projects are required through developer agreements.

#### Issues:

- Is an increase in maximum indebtedness necessary to fulfill contractual obligations?
- How much, when?
- What would a strategy be for this, what stakeholders would have to sign off?
- Would the city ask for concurrence from taxing jurisdictions?
- What will be the impacts of revenue sharing?
- What parts could be closed early and why?
- If MI is increased, when would the new close date be?
- If MI is not, what is timetable then?
- Should some projects be removed from the area? If so, and if the project is contractually committed, what funding source should be used for those projects?
- Should any projects be added? If so, what is the impact on maximum indebtedness and longevity of the area?
- How much land needs released so that Coffee Creek or Frog Pond can happen?
- When can this happen?



**Table 1. Percent of Total Permanent Rate of Taxes Clackamas County**

<b>Taxing District</b>	<b>% of total</b>
City of Wilsonville	19.52%
Clackamas County	18.61%
Tualatin Valley Fire & Rescue	11.81%
West Linn Wilsonville Schools	37.69%
Clackamas Comm College	4.32%
Clack Co Library	3.08%
Clack Co ESD	2.85%
Metro	0.75%
Port of Portland	0.54%
County Extension and 4-H	0.39%
County Soil and Conservation	0.39%
Vector Control	0.05%
<b>Total</b>	<b>100.00%</b>

Source: Clackamas County Assessor

**Table 2. Percent of Total Permanent Rate of Taxes Washington County**

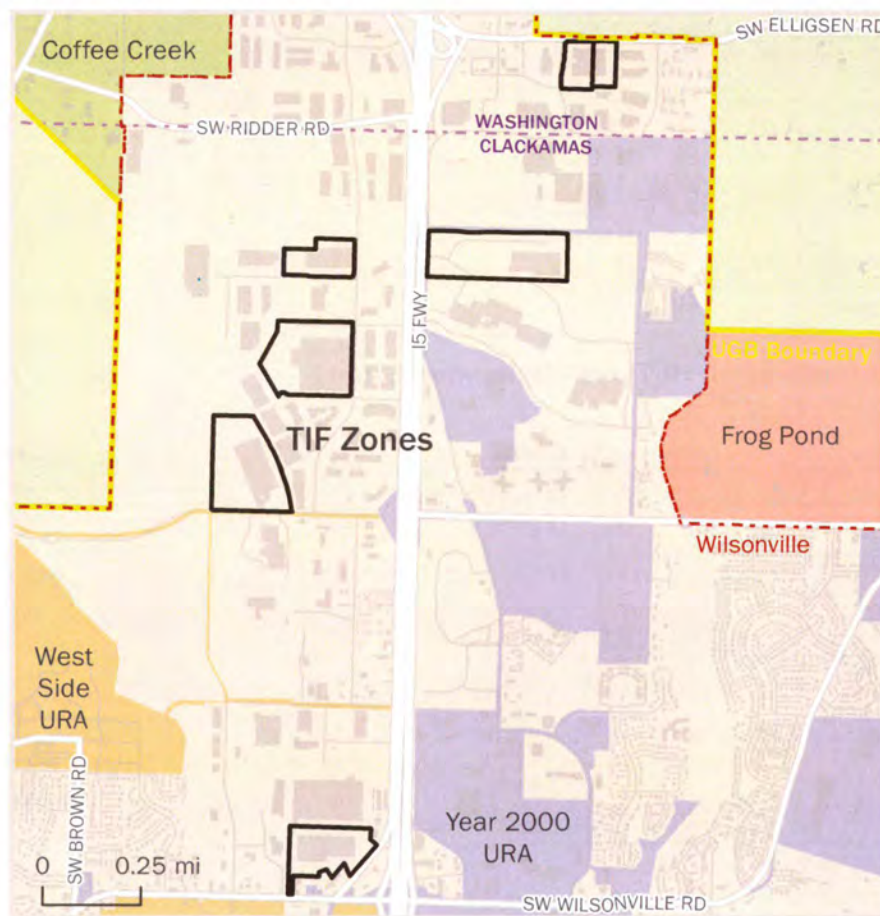
<b>Taxing District</b>	<b>% of total</b>
City of Wilsonville	21.04%
Washington County	18.77%
Tualatin Valley Fire & Rescue	12.73%
West Linn Wilsonville Schools	40.64%
Portland Community College (perm)	2.36%
Clackamas County ESD	3.08%
Metro	0.81%
Port of Portland	0.59%
<b>Total</b>	<b>100.00%</b>

Source: Washington County Assessor

### 3 Proposed TIF Zones Urban Renewal Plans (6 plans)

Districts to be Formed:	December 2013
Original Acreage:	113.56
Frozen Base:	\$ 56,488,046 (total 5 plans, do not have frozen base of 6 <sup>th</sup> plan yet)
Maximum Indebtedness:	\$12,000,000 per plan

**Figure 7. Locations of TIF Zones**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS.



## 4 Coffee Creek Study Area

District Could be Formed:	TBD
Acreage:	219
Acreage to be Annexed:	219
Frozen Base:	\$14,000,000
Estimated Maximum Indebtedness:	\$55,000,000

Projects	Phase 1 (Years 1-4)	Phase 2 (Years 5-20)	Total
<b>On-Site Infrastructure</b>			
Streets	\$5,959,606	\$9,251,048	\$15,210,654
Intersections	\$636,540	\$2,148,323	\$2,784,863
Water	\$338,772	\$1,036,261	\$1,375,032
Sewer	\$750,587	\$419,056	\$1,169,642
Storm Sewer	\$660,622	\$1,465,103	\$2,125,725
Park/Trail/Other	\$397,838	\$1,056,126	\$1,453,963
<i>Subtotal</i>	<i>\$8,743,964</i>	<i>\$15,375,915</i>	<i>\$24,119,880</i>
<b>Off-Site Infrastructure*</b>			
Water	-	\$4,201,164	\$4,201,164
Sewer	-	\$1,018,464	\$1,018,464
Transportation	-	-	-
Grahams Ferry RR underpass	-	\$4,243,600	\$4,243,600
Other Transportation	-	\$2,138,774	\$2,138,774
<i>Total Off-Site</i>	<i>-</i>	<i>\$11,602,002</i>	<i>\$11,602,002</i>
Grand total	\$8,743,964	\$26,977,918	\$35,721,882
Administration of \$158,000 per year			

### Issues:

- Estimated maximum indebtedness (\$55 million) is above the \$50,000,000 allowed by ORS for a URA with this size of frozen base. However, the final recommended MI for this area may be smaller and come in under the limit in the final UR Strategy, if other revenue sources are available to support some of the project costs.
- Should urban renewal be used as a tool for this area?
- Not enough acreage to form in 2018 unless acreage deleted from existing areas.
- What year should district be formed?

- Will need to pay for initial infrastructure costs from sources other than TIF. What sources are available? (See Appendix F)
- Does property need to be assembled?



## 5 Frog Pond Study Area

---

District Could be Formed:	TBD
Acreage:	181
Acreage to be Annexed:	181
Frozen Base:	\$9,500,000
Estimated Maximum Indebtedness:	\$55,000,000

Project #	Project	Budget
UU-01	Boeckman Road Dip Improvements	\$5,850,000
UU-02	Boeckman Road Urban Upgrade	\$2,100,000
UU-06	Stafford Road Urban Upgrade	\$3,900,000
RT-02	Frog Pond Trail	\$290,000
P15	Frog Pond Community Park	\$10,600,000
P16	Frog Pond Neighborhood Park 1	\$2,650,000
P17	Frog Pond Neighborhood Park 2	\$2,650,000
	Sewer Repair/Replacement & Maintenance Access Along	
2045	Boeckman Creek	\$7,126,650
	Est. Total Road, Park Trail, Sewer	\$35,166,650
	Admin \$158,000 per year	

### Issues:

- Should urban renewal be used as a tool for this area?
- Is urban renewal the appropriate tool to facilitate development in the area?
- There would need to be removal of acreage from existing areas to be able to use urban renewal as a tool in Frog Pond.
- If so, when should the district be formed?
- What projects can urban renewal fund?
- Will need to pay for initial infrastructure costs from sources other than TIF. What sources are available? (See Appendix F)

## Appendix D. Year 2000 Bond Prepayment Penalty

---

3.3 Prepayment. Prior to maturity, the Series 2010 Bond may be prepaid, in whole or in part, on any date upon three Business Days' notice by the Agency to the Bank by payment of the principal amount to be prepaid, the accrued interest thereon to the date of prepayment, and a Prepayment Fee. The Prepayment Fee will be calculated as provided below for each Prepaid Installment:

- (i) The Bank will first determine the amount of interest which would have accrued each month for the Prepaid Installment had it remained outstanding until the applicable Original Payment Date at the Initial Cost of Funds Rate applicable to the Prepaid Installment under this Purchase Agreement.
- (ii) The Bank will then subtract from each monthly interest amount determined in (i), above, the amount of interest which would accrue for that Prepaid Installment if it were reinvested from the date of prepayment or redemption through the Original Payment Date, using the Treasury Rate.
- (iii) If (i) minus (ii) for the Prepaid Installment is greater than zero, the Bank will discount the monthly differences to the date of prepayment or redemption by the Treasury Rate. The Bank will then add together all of the discounted monthly differences for the Prepaid Installment and the sum will be the Prepayment Fee.

### 3.4 Definitions for Prepayment.

"Initial Cost of Funds Rate" means the fixed interest rate of interest per annum representing, in Bank's sole and absolute discretion, the Bank's cost of purchasing funds, or the cost of purchasing and exchanging funds through swaps or other derivative products, for an amount and under terms reflecting the characteristics of the Prepaid Installment from the date the Series 2010 Bond began bearing interest at its interest rate through the maturity date for the Prepaid Installment.

"Original Payment Dates" mean the dates on which the prepaid or redeemed principal would have been paid if there had been no prepayment or redemption.

"Prepaid Installment" means the amount of the prepaid or redeemed principal which would have been paid on a single Original Payment Date.

"Treasury Rate" means the yield on the Treasury Constant Maturity Series with maturity equal to the Original Payment Date of the Prepaid Installment which are principal payments (calculated as of the prepayment in accordance with accepted financial practice and rounded to the nearest quarter-year), as reported in Federal Reserve Statistical Release H. 15, Selected Interest Rates of the Board of Governors of the Federal Reserve System, or any successor publication. If no maturity exactly corresponding to such Original Payment Date appears in Release H.15, the Treasury Rate will be determined by linear interpolation between the yields reported in Release H.15. If for any reason Release H. 15 is no longer published, the Bank shall select a comparable publication to determine the Treasury Rate.



## Appendix E. Frog Pond Project Descriptions

---

Description of Frog Pond projects from Wilsonville Capital Improvement Plans

### **UU-01 Boeckman Road Dip Improvements**

Upgrade at vertical curve east of Canyon Creek Road to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); options should also be considered to make connections to the regional trail system and to remove the culvert and install a bridge

Cost: \$5,850,000

### **UU-02 Boeckman Road Urban Upgrade**

Upgrade to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); project includes a traffic signal or roundabout at the Boeckman Road-Advance Road/Stafford Road-Wilsonville Road Intersection

Cost: \$2,100,000

### **UU-06 Stafford Road Urban Upgrade**

Upgrade to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements)

Cost: \$3,900,000

### **RT-02 Frog Pond Trail**

Construct shared-use path through Frog Pond area (from Boeckman Creek Dip to Stafford Road) as part of development to provide an off-street alternative to Boeckman Road and link neighborhoods, schools, parks, and transit stops

Cost: \$290,000

Parks Projects from Chapter 3 Recommended Park System:

### **P15 Frog Pond Community Park**

P15 is a proposed community park that will serve the Frog Pond area and future development areas to the north. The City should prepare to require developers to plan for useable land that can provide adequate park space in this future development. This park should connect to the planned regional trail in this area, providing convenient access to recreation opportunities and an enhancement to neighborhood identity.

Recommendations for this site include:

1. Target acquisition or dedication of a site of approximately 10 acres in size when this future residential area is planned. A site adjacent to the planned regional trail is preferred.

Cost: \$10,600,000

### **P16 Frog Pond Neighborhood Park and P17 Frog Pond Neighborhood Park**

P16 and P17 are two proposed neighborhood parks that will serve the Frog Pond neighborhood, providing convenient access to recreation opportunities and an enhancement to neighborhood identity.

Recommendations for these two sites include:

1. Target land acquisition for Frog Pond neighborhood parks through development agreements for two suitable sites that meet the City's design and development guidelines for neighborhood parks. Sites approximately 2 acres in size are recommended.
2. Act as advocates for future residents in the planning and design of these sites as neighborhood parks. As with the planned Villebois parks, the Frog Pond parks will likely be designed and built before residents are living in the neighborhood. City staff and review bodies will need to ensure that appropriate amenities and facilities are included to meet neighborhood needs.
3. Pursue opportunities for having the residential developers build the neighborhood parks and seek agreements with the new Homeowners Association for maintenance funding.

Cost P16: \$2,650,000

Cost P17: \$2,650,000

### **#2045 – Sewer Repair/Replacement & Maintenance Access Along Boeckman Creek**

*[Based on email from City of Wilsonville staff Aug 6.]*

Priority/Justification: Medium / City Growth. The High School Interceptor line running along Boeckman Creek has both capacity and maintenance access issues. Large sections of this line will need to be replaced in order to provide capacity for future development in Frog Pond and school facilities on Advance Road. Funds budgeted for 13/14 from the Sewer Fund and Sewer SDCs will allow staff to continue design and analysis for resolving these issues and position the City to be prepared with solid cost estimates and construction documents so that as future partnerships with developers occur, sewer line construction can occur in conjunction with development needs. This project will also reestablish a vehicle maintenance access to the High School Interceptor manholes adjacent to Boeckman Creek. High project costs are due to the size of the sewer line, the depth of the line and amount excavation that will be required, and environmental permitting issues as the project is located in a fish passage and natural resource area.



Cost: \$7,126,650

## Appendix F. Initial List: Potential Infrastructure Funding Tools

---

This appendix provides an initial list of some other sources of funding for infrastructure that might be applicable in Wilsonville. The project team will add to it as more is known about the projects that might need to be funded with sources other than urban renewal. At this point, it is preliminary.



Economic Improvement District (EID)	An EID is for <u>commercial property owners</u> and is authorized by ORS 223.112. An EID is a funding mechanism to enable an area to fulfill its commercial revitalization plans including beautification and property improvements: business development recruitment and retention efforts, marketing commercial districts and other commercial activities. An EID may be an assessment on the value of the property (commercial property only) or it may be a fee paid by the property owner.
Business Improvement District (BID)	A BID is for <u>business owners</u> within a specified area and is authorized by ORS 223.112. A BID is enacted through a business license fee imposed by the City Council after receiving a petition for the formation of the BID signed by 33 percent or more of persons conducting business with the proposed district. A BID is for a maximum of five years, which can be extended, and provides for a hearing of the impacted businesses. If more than 33 percent of the persons conducting business within the district oppose the district in writing, the district and the projects it funds will be terminated. It generally takes nine months to establish a BID.
Local Improvement District	LIDs are authorized by ORS 371.605 – 371.660. A LID is an area determined to be specifically benefitted by a local improvement which properties are assessed to pay for the cost of the local improvement.
Local Improvement District (LID Clackamas County)	LIDs are authorized by ORS 371.605 – 371.660 and Title 4, Chapter 4.02 of the Clackamas County Code. This program is designed to assist county residents in improving their roadways, providing a safer, cleaner access to their homes. It may be initiated by the County or by property owners. <sup>8</sup> A LID petition of property owners must be signed by at least 60% of the property owners, representing at least 60% of the land area. After a study by the County, the property owners have a chance to review the financial impact and if 50 percent or more of the property owners representing 50 percent or more of the total assessment request in writing that the project be stopped, the County will discontinue the process.
Zone of Benefit Recovery Charge Clackamas County	Authorized by ORS 368.016 and ORS 203.035(1). The Zone of Benefit Recovery Charges are intended to be charged upon approval of the act of development that increases, or is likely to increase, the impact on road facilities. Such charges are fees for service because they contemplate a development's receipt of essential services based upon the nature of that development. The timing and extent of any development are within the control and discretion of the property owner. The Zone of Benefit Recovery Charges provide a method for more specifically adjusting the improvement requirements imposed on a property owner according to the benefit received by new development. This also serves the purpose of providing reasonable compensation to the requester who finances or causes to be constructed the beneficial road improvements, and thus assists in avoiding disputes over property rights. While Clackamas County may require a person to construct and install necessary road improvements as a condition of development approval, a request to establish a Zone of Benefit Recovery Charge is voluntary, and cannot be made a condition of development approval.
Metro MTIP	Some transportation funding is available through federal transportation funds, which flow through Metro. (MTIP) Metro receives approximately \$20 million every two years, and the funding cycles are every two years. Approximately 75% of the funding is allocated to active transportation: pedestrian and bicycle improvements and 25% for freight efficiency mobility. Funding is for the Clackamas, Washington and Multnomah counties. Clackamas County will typically receive \$4 million of the \$20 million allocation, with 75% of that allocated to pedestrian and bicycle improvements. A large match overmatch of local dollars may improve chances for funding, especially if all of the other tools are in place.
State of Oregon Transportation funding	Some grants or matching funds are available through the State of Oregon to support transportation enhancements. In general, they are competitive and fairly limited in application and scope. The Oregon Transportation Enhancements Program is an example. Through this program, communities can obtain funds to carry out a variety of pedestrian, bicycle, streetscape and other improvements that enhance the cultural, aesthetic, or environmental value of transportation systems. Transportation Enhancement or "TE" projects are selected through a competitive process. The funds are provided through reimbursement, not grants. Participation requires matching funds from the project sponsor, at a minimum of 10.27%. Applications are accepted only from public agencies, and all projects must have a direct relationship to

<sup>8</sup> The county governing body may designate any public road improved under ORS 371.605 to 371.660 as a county road without invalidating the assessments levied for the purpose of the improvements. Except as otherwise provided in this section, a county may supersede any provision in ORS 371.605 to 371.660 by enacting an ordinance under ORS 203.030 to 203.065 authorizing the use of assessments to finance local improvements, as defined in ORS 223.001, and providing a procedure for levying such assessments.

	surface transportation. Eligible projects include: pedestrian and bicycle facilities, pedestrian and bicycle safety education, acquisition of scenic or historic sites, scenic or historic highway programs, landscaping, historic preservation, rehabilitation of historic transportation facilities (e.g., railroad stations), rail-trails, archaeological planning and research, and transportation museums. By law, enhancement projects "must have a direct relationship to the intermodal surface transportation system."
Program income	Program income is a funding resource specific to urban renewal areas. It is income that accrues to urban renewal agencies from their programmatic activities (as opposed to from tax increment). A common example is income from a loan repayment program, which may include interest.



## **Appendix D. Meeting Summary Notes – September 25, 2013**

---

**DATE:** October 2, 2013  
**TO:** Wilsonville Urban Renewal Strategic Plan Task Force  
**CC:** Kristin Retherford, Bryan Cosgrove, Nancy Kraushaar, Joanne Ossanna, Mike Kohlhoff  
**FROM:** Nick Popenuk/Elaine Howard  
**SUBJECT:** SUMMARY NOTES FROM TASK FORCE MEETING SEPTEMBER 25, 2013

---

## Attendance

**Committee Members:** Bill Bach, Torie Bischopink, Mary Closson, Kathy Connell, Brenner Daniels, Stacey Dukes, Chief Mike Duyck, Amy Dvorak, Lonnie Gieber, Gale Lasko, Doug Middlestetter, Susan Myers, Craig Olson, Ray Phelps, Christine Reynolds, Larry Remmers, Fred Robinson, Dr. Bill Rhoades, Dick Spence, Alan Steiger, Doris Wehler, Scott Starr

**Committee Members attending:** Mary Closson, Brenner Daniels, Chief Mike Duyck, Gale Lasko, Susan Myers, Ray Phelps, Christine Reynolds, Larry Remmers, Fred Robinson, Dr. Bill Rhoades, Dick Spence, Alan Steiger, Doris Wehler

**Consultants and City Staff:** Bryan Cosgrove, Mike Kohlhoff, Nancy Kraushaar, Joanne Ossanna, Kristin Retherford, Lorelei Juntunen, Nick Popenuk, Elaine Howard

## Introduction

Bryan Cosgrove presided over the meeting of the Urban Renewal Strategy Task Force (Task Force) in place of Councilor Scott Starr, who was unable to attend. Bryan gave a brief project history.

The impetus for this Task Force stems back to Solo-Power. Many lessons were learned from that proposed project, and most have been addressed. First, the city was lacking an economic development strategy. Over the last year and a half, the city has developed both an Economic Development Strategy and convened a task force that gave recommendations on incentives for economic development that included the use of urban renewal. The city is presently working on a tourism and marketing strategy. To tie these all together, we need a strategy on the use of urban renewal and the implications for our present, and future urban renewal areas.

Lorelei Juntunen presented a power point covering the purpose of the Task Force. The main goal is to generate an urban renewal strategy. The variables to discuss are timing, geography and financial capacity.

Some background on key issues:

- Statutory limitations on acreage and assessed value (AV) within a city the size of Wilsonville is 25% of AV and acreage. Wilsonville is pretty close to hitting that right now, at above 24% if the TIF Zones are adopted. Adding in new ones becomes a challenge.



- If the TIF Zones are adopted, the city will have 41.44 acres that can be added to urban renewal.
- The potential areas of Coffee Creek and Frog Pond bring the number to a deficit of 229.31 acres. (this includes annexing both Coffee Creek and Frog Pond)
- Can't do all of the existing areas and proposed areas at once, but that doesn't mean you can't do it all, if you phase it over time.
- Closing portions of or entire existing districts needs to be assessed. This will impact the overall timeline.
- Maximum Indebtedness limits will need to be assessed.
- An analysis of remaining projects and potential new projects will need to be completed.
- Looking at potential for new URAs: is there sufficient revenue capacity to cover project costs.
- All in context of City policies and goals.

Council adoption is slated for end of December. The Task Force will meet three times at a minimum. This meeting, we're presenting information. 2<sup>nd</sup> meeting is input, and 3<sup>rd</sup> meeting is decision making.

Lorelei presented a Gant chart that is not yet exactly right. The Task Force will have decisions to make about when these areas will retire or be created. Something like this will be part of the output of this project.

### General Questions:

Ray: Is the project sheet a compilation of printed material in a different format?

Elaine: The project sheet shows all the projects in each plan, and whether it's completed, anticipated to be completed, and what we no longer anticipate will be completed with urban renewal plans.

Larry: If you put acreage under the 25% back into play then it frees up that like amount of acreage for new URAs?

Lorelei: Yes, but the question is, can you remove that acreage without impacting the ability of existing URAs to meet their objectives?

Christine: Reference to Plan amendments to reduce Year 2000 Plan to 567 acres, is that factored into the acreage calculations?

Kristin: We're taking the existing high school property out of the URA next month, to add the TIF zones, and that's figured into the charts that you have.

Paul: What are the three colors on the Gant chart for the West Side Plan?

Lorelei: They show different levels of certainty.

Ray: Slide on key issues. One of the takeaways from the first task force. Making these URAs of a short duration with a specific deadline or closure is a goal. I am probably not going to be disposed to continue on these URAs for a very long time.

Bryan Cosgrove: When we look at the existing plans, you'll decide whether the projects are worth funding and continuing or not.

Mike D.: I'll ask Rays' question a little different. You've been very clear about what's allowed under statute. In the first task force, we did adopt some overriding principals.

Bryan Cosgrove: That's for new plans. Very specific, sunset clause, projects are well defined, and limited to infrastructure only.

Mike D.: Even if it was for new plans, I think they apply to amendments to existing plans too.

Bryan Cosgrove: The West Side Plan is when we'll have some issues.

## **Analysis of the existing and proposed urban renewal areas:**

### **Year 2000 UR Plan.**

Sometime that's called the East Side Plan, but we'll refer to the Year 2000 Plan (the formal name of it). The data on the handout was described.

City decided to only collect \$4,000,000 in tax increment annually starting in 2007, and the way they achieved it was by removing acreage every year to limit their collections. Once 2009 legislation passed, cities were allowed to do underlevy, and that's how they do the \$4,000,000 annual limit.

Bryan Cosgrove: I think that's a good point, not every city has done what we've done to be conscientious to the other taxing districts.

Larry: Is a cherry stem a euphemism for road?

Elaine: yes. Or a portion of a road. It is a way to keep an urban renewal area contiguous, which our attorney's advise us to do.

Total cost of projects identified is \$8.5 million. The area has capacity through your maximum indebtedness to do more projects if you wanted. A question to you: are there other projects on the board that people think should be done in that area before the area is terminated?

Bryan Cosgrove: One dataset is missing. Do we have the value of the district in today's terms?



Elaine: We can get that. And we can also get how much assessed value has been released.

Mike D.: So you reduced acreage. Was a portion of the acreage transferred to the West Side Plan?

Kristin: Yes. That was the last time that we pulled property out. The Fred Meyer site was added to the West Side Plan.

Doris: So the \$10 million is what we still owe. The amount of outstanding debt.

Larry: City has the ability and cash flow to accelerate the debt payments. But it may be penalized by bond covenants.

Kristin: But if City chose to change the policy on the \$4M cap, then it could be repaid.

Christine and Susan: Want to know more about the scheduled debt service, and the prepayment penalties.

Kristin: Livability projects are written in the Plan as various kinds of improvements on private property. If there was a decision to do a loan program or storefront improvement grant, that would fall under storefront improvement category. Right now we don't have any plans to do that, but it is a topic for discussion.

Ray: Raised a question on the maximum indebtedness remaining: \$75 issued, remaining \$17, projects \$8.5, is the \$8.5 part of the \$17. If we drop the \$8.5 M in projects, then we would still have \$17M in debt limitation. So, we should see a scenario where we aren't incurring any new debt.

Kristin: The Canyon Creek project is budgeted for design work this year.

Elaine: Old Town streets, however, isn't included in this year's budget.

Issues in this plan really are: Should new projects be added? Should you do loan programs? Should acreage be removed now? And when should the district be closed out? And are there planned projects that should be deleted?

Ray: Not showing the arbitrage amounts.

Joanne: At this points with the low interest rates, I don't plan on any arbitrage.

Susan: if we consider deleting acreage, will give you us info on the acreage?

Elaine: When the assessor's office releases the new tax information, we'll put on a map the AV of different parcels, and where you get the biggest impact on removing acreage.

Mike D.: You mentioned when we started. We have to look at everything in totality. I think what I've found is that the West Side Plan needs some help. At what point do you start to contemplate that?

Elaine: You're right that the West Side Plan does drive a lot of these choices, because it has the biggest issues.

Susan: Are you looking for general statements about need in this Plan now? Or is that for later?

Elaine: if there's something you want to share now, I think it's helpful.

Susan: My company developed within the Town Center Loop over many years. And as we look at it ripen and mature and age, and the way we buy, Fry's has extremely diminished sales, and I know that Regal Cinemas was cannibalized for Bridgeport, and that's in Wilsonville's Town Center and ripe for redevelopment. And I'm not sure the City is interested in making investment in private development. I just see that we have two big box things that would be hard to develop, and would require them being torn down (Regal sells cinemas with a clause that they cannot be used as a theater, so they have to be torn down).

### West Side Urban Renewal Area

Restating the facts on the handout.

Remaining Maximum Indebtedness: \$8M

Remaining projects: \$40M

That's the big issue.

Kristin: A number of these projects are City commitments in development agreements. We'll point out which ones are or are not. Kinsman Road project, applied for STIP funding from the State, to get \$2.5M, and we received it. So that will lessen that cost. The STIP funding goes to the State Transportation Commission in the spring.

Elaine: facts about amending maximum indebtedness.

Mike D.: I have no idea what the Council would do, but the Council has a track record of asking for concurrence anyway.

Elaine: Old Town Escape has two options, one of those numbers will go away: either or. And it's not one of the projects required by contract with a development agreement. But the ones above it on the list are required by development agreements. Old Town Escape and Brown Road are not required.



Bryan Cosgrove: What happens if we say we don't have the money for the projects we're contractually obligated to do?

Mike Kohloff: Obviously not a simple answer, because the contracts have the ability to be amended if there's an economic downturn. So that's a possibility.

Bryan Cosgrove: So it may not be an absolute requirement that we have to do them.

Mike K.: The one that jumps out is the Barber Street, which is already in design and will go to construction and is key for the Villebois development.

Kristin: Tooze Rd. is a timing issue, and may have some flexibility.

Bryan: We need to show what's hard and fast and we need to do, and stuff that's more flexible, and in play for this group to decide what to do with.

Christine Reynolds: Clarifying question: Sheet with numbers goes to map that projects 5a and 5b.

Nick: There are different scenarios for when you pay off your indebtedness: (1) what's scheduled now, (2) how fast could you pay off outstanding, (3) how fast could you pay it off if you used up all of your MI? (4) how fast could you pay it off if you increased MI to do all of the projects?

Ray: Gas tax for example? Boeckman Rd. repair for example.

Kristin: Boeckman Road repair is paid out of program income that comes from leasing property or sale of property or repayment of loans or litigation settlement. We paid for it out of UR program income, because it was a project resulting from an original UR project.

Elaine: The Agency does own some other property that it's going to sell, and that's not factored in here.

Larry: Program income is derived from loan proceeds?

Kristin: Program income is derived from loans that the Agency makes to others (like store front improvements), not the loans that URA takes out from a bank.

Elaine: Explained revenue sharing provisions from 2009 legislation. If a plan has a substantial amendment, it becomes subject to revenue sharing as defined in the statute.

Mike D.: But revenue sharing can be waived if taxing districts concurs.

Christine: Do we have details of maximum indebtedness limits, and how revenue sharing would impact the repayment of debt if you did do all the projects?

Nick: I can share those numbers with you.

Larry: How rare is an increase in maximum amendment?

Elaine: It's not rare, but an amendment of this magnitude would be. Part of the problem is that this plan was loaded up with infrastructure projects, which are harder to estimate project costs, and more prone to cost overruns.

Mike D.: How confident are we in these infrastructure bids?

Kristin: Barber Street is well down the path of design, and the same with Kinsman. We're looking to go to bid in the near future. The Tooze Rd. numbers are less solid right now, but starting design efforts there. Over the next six months we'll have a better estimate. Sprinkler systems are pretty solid, because they're based on buildout at Villebois. Parks are a solid number. Then final projects on the list are all pretty squishy numbers.

Susan: What are the sprinklers?

Kristin: We require developers to sprinkle every single family unit, in order to not put the burden on developers, we're reimbursing that portion from urban renewal.

Mike D.: Parks is just property acquisition?

Kristin: The West Side Plan just calls for a \$2 million contribution to parks for Villebois.

Elaine: Other big issues: Do you want to ask for concurrence to increase MI? Should all the projects be completed? Or completed with urban renewal money? Should you add more projects and extend the life? Should you reduce acreage to allow for creation of new districts, and when and how can you do that?

Larry: When making decisions about these projects, how are these decisions influenced by various constituents in town?

Bryan: I think that's a part that we need to get a handle on ourselves. No one has made any promises to constituents.

Kristin: You're making a recommendation to Council, and Council might decide to do something different for constituents or other policy reasons.

### TIF Zones

Elaine: Explanation of what TIF Zones are: individual property urban renewal areas.

Doris: on TIF zones, what's the soonest we can close one down if they're not used.

Kristin: if they're not used, they close down in five years.



Larry: Explain it to me?

Bryan: They're empty because they're underutilized. We're trying to get high value, manufacturing, and employment, and the rebate is to help offset the costs and attract this development.

Larry: So the Hollywood warehouse is still empty?

Kristin: Yes.

Alan: And one of the reasons we want the TIF Zones is because we're not allowed to set up enterprise zones.

Elaine: and the levels of investment were modeled after an E Zone.

Christine: are you seeing any benefit of having OIT?

Kristin: Yes.

Doris: I think you should turn down the Xerox building so they can donate it to the school district for the robotics team.

Elaine: We're not anticipating anything will change with the TIF Zones since they are just about to be adopted and have strong support.

### Coffee Creek

Intent is that it's an industrial area that needs infrastructure and needs to be annexed. Reviewed fact sheet.

Big issue: Money comes in after new development, but if development can't happen until infrastructure, then how will the City fund the infrastructure to get the whole process going? The other issue is: you don't have enough acreage until you delete acreage from an existing area. Also a fundamental question about whether or not this should be a URA at all.

Larry: Driving around, it seems like there's a lot of work going on there?

Bryan: That's a street improvement for Washington County.

Kristin: That's a project to improve Boones Ferry Road which is NE of the Coffee Creek Area, that's part of the Basalt Creek Concept Plan Area.

Susan: We want to see the total amount of TIF needed to pay for projects, not just the maximum indebtedness portion.

Nick: We can share that with you

Susan: We did have some conclusions in our last meeting that we didn't want to incur a lot of debt. Would like to see those echoed here.

Mike D.: I thought the issue with this area was that we wanted to assemble all the parcels, and that was the need for urban renewal.

Susan: I thought we said City should stay out of that, and just provide infrastructure.

Mike D.: If we did assemble all of it as one parcel, then this could be a candidate for Strategic Investment Program, then you say forget about urban renewal, you can pay for your own infrastructure.

Bryan: That's an option.

Kristin: The minimum investment in Coffee Creek would be \$100M to be SIP eligible. But we do have one area that has a limit of \$25M.

Mike D.: It sets a maximum level of taxation (\$100M), even if the AV is \$1 billion. So if you're following the gain-share conversation in Hillboro, that would happen here.

Ray: This is all infrastructure and we just commented on how hard it is to forecast infrastructure costs.

Kristin: This was done in 2011 with a study with more scrutiny than the numbers that went into the West Side Plan, but still no engineering work done.

Ray: But as an outsider, I would have no confidence in the West Side Plan. So if we're taking the same approach with Coffee Creek, then we want to make absolutely certain that we have the right numbers here. We should learn our lessons.

Bryan: I have way more confidence in these numbers than the West Side Plan.

Kristin: We're also using a higher inflation rate assumption for these costs.

Ray: Coffee Creek has been concept planned and master planned and is ready to go, and I don't believe Frog Pond has been planned.

### Frog Pond

Described the statistics of the area from the fact sheet.

Bryan: We've received a grant from Metro, and will be issuing an RFP in a couple of weeks.

Bryan: Frog Pond costs are the total value from CIP, and TIF isn't going to need to cover all of these costs. SDCs and developer contributions will cover a portion of these costs.



Lorelei: If this group decides to proceed with a URA, then later down the road we would study the specific project costs and funding sources in greater detail.

Susan: General question: Frog Pond is residential?

Elaine: Yes.

Mike D.: this doesn't feel like classic urban renewal, but looking at public policy across the region, they have used LIDs. And with the parks, it seems like a classic GO bond, or development agreement.

Elaine: and you also have parks SDCs

Larry: Didn't it used to be that Wilsonville had more people working here than living here. Is that a good situation?

Bryan: We're trying to do a jobs/housing balance, but there's only so much you can do to break that trend.

## General Discussion

Dr. Rhoades: Anything you might need from school district. If you can give us those questions in advance that would be useful. For example, we've got plans for future GO bonds, and that might be important.

Fred: List of things to come back with: you'll come back with options for infrastructure funding. Beyond urban renewal, how else can we fund infrastructure.

Mike D.: Did you say you would come back on scenarios for projects, or maximum indebtedness?

Mike D.: We'd like a ROI focus for projects. You want to get an exponential return on investment for your urban renewal dollars. For example, your Year 2000 Plan has been very successful, and can we learn any lessons from that to apply to future urban renewal plans.

Larry: Can we model changes in scenarios live, at the next meeting?

Nick: Yes.

Doris: If we decide not to do either Old Town Escape option. What impact would it have to remove that acreage and the projects?

Elaine: We will assess this if that decision is made.

There was also discussion on the next meetings, Kristin will send a Doodle Poll for our input.

## **Appendix E. Meeting Summary Notes – October 17, 2013**

---



**DATE:** October 20, 2013  
**TO:** Wilsonville Urban Renewal Strategic Plan Task Force  
**CC:** Kristin Retherford, Bryan Cosgrove, Nancy Kraushaar, Joanne Ossanna, Mike Kohlhoff  
**FROM:** Nick Popenuk/Elaine Howard  
**SUBJECT:** SUMMARY NOTES FROM TASK FORCE MEETING OCTOBER 17, 2013

---

## Attendance

**Committee Members:** Bill Bach, Torie Bischopink, Mary Closson, Kathy Connell, Brenner Daniels, Stacey Dukes, Chief Mike Duyck, Amy Dvorak, Lonnie Gieber, Gale Lasko, Doug Middlestetter, Susan Myers, Craig Olson, Ray Phelps, Christine Reynolds, Larry Remmers, Fred Robinson, Dr. Bill Rhoades, Dick Spence, Alan Steiger, Doris Wehler, Scott Starr

**Committee Members attending:** Chief Mike Duyck, Lonnie Gieber, Susan Myers, Ray Phelps, Christine Reynolds, Larry Remmers, Dr. Bill Rhoades, Dick Spence, Scott Starr, Alan Steiger, Doris Wehler

**Consultants and City Staff:** Mayor Tim Knapp, Bryan Cosgrove, Mike Kohlhoff, Nancy Kraushaar, Joanne Ossanna, Kristin Retherford, Lorelei Juntunen, Nick Popenuk, Elaine Howard

## Introduction

Scott Starr presided over the second meeting of the Urban Renewal Strategy Task Force (Task Force).

Lorelei Juntunen from ECONorthwest (ECONW) reviewed the purpose of the task force. The main goal is to generate an urban renewal strategy. The variables to discuss are timing, geography and financial capacity. She also presented a power point covering the materials to be reviewed during this meeting.

**(1) List of projects to be completed.** These tables show which projects are completed and on what schedule for each of the urban renewal areas (see Exhibit A). City staff convened between the last task force and this task force to allocate portions of project funding to other sources and to re-check project cost estimates. Exhibit A reflects those changes. Summary:

- Boeckman Rd: paid for with program income
- Barber St: refined estimates, lower
- Kinsman Rd: state funding and SDC contributions remove from project from UR list
- Tooze Rd: more refined cost estimate
- Parks: phasing changed
- Old Town Escape: showing lower cost option as cost ceiling
- Brown Rd: cost estimate reduced by engineers

**(2) Review of chart on contractually obligated projects (Exhibit B).**

Kristin: Tooze Road is needed earlier than anticipated due to traffic volumes.

**(3) Summary of scenarios evaluated.** The ECO team developed three scenarios for the Task Force to consider, attached to this memorandum and summarized as Gantt charts that show timing and other key variables that change from scenario to scenario.

These scenarios are not meant to be the only options available to the Task Force. The scenarios represent three possible alternatives that highlight some of the big issues and trade-offs under consideration to support a conversation among the Task Force. Additional trade-offs will be discussed at the meeting. These scenarios hold several important factors constant:

- List of projects to complete (though which projects are completed in which urban renewal area changes from scenario to scenario)
- Cost of the projects and assumptions regarding inflation, bonding (interest rates and terms)
- Amount of project costs funded with TIF revenue (versus other sources)
- Timing for funding projects

The key assumption that varies between the scenarios is the maximum indebtedness of the West Side URA Plan. By modeling different assumptions for increasing maximum indebtedness of the West Side Plan, we see a range of implications for the West Side and Year 2000 urban renewal plans.

Scenario A: Keeps all projects presently in West Side Plan, increases maximum indebtedness (MI) and requires concurrence from taxing jurisdictions. No Increase in MI needed for Year 2000 Plan.

Scenario B: Do as many projects as you can without having to go for concurrence in West Side Plan. Other projects moved to Year 2000 Plan. Requires increase in MI in both areas, but no statutory requirement for concurrence.

Scenario C: Don't increase West Side MI at all, move projects to Year 2000. Increase MI in Year 2000, no statutory requirement for concurrence.

See chart below.



URA Plan	Scenario A	Scenario B	Scenario C
<b>West Side Plan</b>			
Maximum Indebtedness	\$ 58,000,000	\$ 49,000,000	\$ 40,000,000
Required increase in MI	\$ 18,000,000	\$ 9,000,000	\$ -
Requires Concurrence?	Yes	No	No
Year Debt Could be Repaid	2023/24	2021/22	2018/19
Project Costs moved to Year 2000 Plan	\$ -	\$ 8,600,000	\$ 18,200,000
Projects moved to Year 2000 Plan	None	Old Town Escape	Old Town Escape Brown Road Barber Extension
<b>Year 2000 Plan</b>			
Maximum Indebtedness	\$ 85,200,000	\$ 93,900,000	\$ 103,600,000
Required Increase in MI	\$ -	\$ 1,200,000	\$ 10,900,000
Requires Concurrence?	No	No	No
Year Debt Could be Repaid	2018/19	2021/22	2025/26

### General Questions:

Ray: lack of concurrence for \$11million MI increase in Year 2000. How close are we to the need for concurrence?

Nick: Close, we will be better able to answer this at the next meeting. ?

Lonnie: What criteria was used to place projects in which urban renewal areas?

Nick: cost of the project and project location

Larry: Was the West Side underfunded by \$40 million ... from last Task Force information?

Nick: Yes, but that was using former project cost numbers, the city has put other funding sources on the table and adjusted some cost estimates.

Kristin: These scenarios do not account for new projects being added to either existing district.

Larry: there is \$8.5 million left to do projects in Year 2000

Do you want to burden Year 2000 with other projects from West Side ...maybe look at the potential additional projects for Year 2000 first.

Scott: There are financial consequences of early payoffs.

Nick: We are starting to look at those implications and the prepayment penalties.

Larry: This issue is substantial.

Susan: Is there any penalty consequence of removing acreage?

Nick: No penalty, need to be able to make payments on bonds.

Christine: Can you remove acreage? (do bond covenants prohibit?)

Nick: We are researching this issue.

Elaine: Sometimes restrictions on removing acreage can be re-negotiated.

Lonnie: Is there a minimum prepayment penalty?

Nick: We are researching this issue.

Susan: What is the benefit of loading projects onto one urban renewal area over the other?

Nick: These scenarios start conversations, not anticipating picking one over the other.

Question from visitor in back: Do Coffee Creek (CC) or Frog Pond (FP) depend on any of these scenarios?

Lorelei: A little bit, impacts timing. The earliest these scenarios show is 2019 or 2020 for FP and CC unless other changes, selectively remove areas that don't have a large AV,

Doris: If you pay off the debt for Year 2000, where does the money come from?

Nick: Present tax increment limit for Year 2000 \$4,000,000 a year. Could use surplus revenues to pay off debt early, could do this by 2017.

Susan: what are we using surplus funds for now?

Nick: projects, debt service

Joanne: The City had excess funding over debt service requirements on both urban renewal areas. We needed additional financing, so we did overnight borrowings to allow us to do projects.

Nick: Most future projects are shown in my spreadsheets using overnight lending (du jour bonds).

Lorelai: Questions on scenarios... What do you like/ don't like?

Alan: Little elephant is Old Town Escape...what is in it for Wilsonville residents?

Nancy: Alternate route out of old town, provides two egresses, will relieve congestion east of Brown Road. The area is impacted by traffic on I-5, provides alternate routes.



Susan: Barber will provide some relief, does it make the need for the Old Town Escape as necessary??

Nancy: Barber will help a lot, doesn't do so much at Kinsman, doesn't provide alternate route out of the area.

Mike D: Fire Dept likes streets, connections, has impacts on response times. Fire District can not meet required times due to traffic. Concurrence: it is one thing to say what the concurrence is, but he thinks the record in Wilsonville is to be more conservative and that the city council has shown their desire to get concurrence anyway, despite whether or not the need to meet statutory requirements .

What are issues with concurrence: Elaine talks about the need to get to 75% and the question about how the County will respond to concurrence.

Lonnie: Can this task force prioritize relative to transportation?

Scott: Yes, but this is ultimately a City Council decision. We look for your input.

Larry: How much of Villebois is built out? 50%, population at build out will be over 5,000, 2700 dwelling units. Tremendous impact on roads those projects become more important due to ingress and egress issues. Road improvements are of value to community, parks are enhancements.

Nancy: Brown Road presently exists, it is just not up to standards.

Larry: Smaller projects be paid with other funds

Kristin: within 5 year CIP looking at the, range of \$1-2.5 M additional capacity for new projects, however, we must look all city projects when establishing priorities.

Larry: A key issue is **need to have** versus **like to have**...differentiate

Lonnie: With Villebois build out ...asking traffic capacity issues and issues for the area and also for Charbonneau.

Kristin: Charbonneau is not in an urban renewal district, there is tremendous acreage in Charbonneau. Is UR a potential funding source? This is a policy and city council decision.

Kristin: Charbonneau is a fully developed area, which makes it less conducive for urban renewal, because it can't generate the same jumps in increment.

Mike D: The group here might think that the projects make sense, but not necessarily when you use TIF to do. For example, some of the park facilities are great, but not a great use of TIF. Is it really going to spur a big private investment for the community?

Mike Kohloff: Parks are economic: they provide economic activity. Support from business community near Murase is a tourism factor. Recent parks survey shows the parks bring tourists and spending.

Mike D: Taxing Jurisdiction concurrence will differ between infrastructure and amenities. If you are going to use TIF, use it to spur on private investment

Kristin: We have an asset in Villebois, 10 acre school property. Can sell and use for projects. Comes in as program income, can be used for other projects; we could use program income to pay for one of the projects: timing issue.

Lonnie: UR Agency decision?

Kristin: Agency and CC

Scott Starr: We want your input. The entire question is less about projects, more about what gives best return on dollar, do we want to end one and when, look at grander questions.

Lorelei: What is the philosophical bent of group?

Scott Starr: Coffee Creek is a huge opportunity...how do we get there?

Ray: Coffee Creek: how do we get the 216 acres? 1500-700 jobs, high annual payroll. Put jobs up against park anytime, must assemble acreage. 3-4 years out Coffee Creek Master Plan is done.

Doris: Scenario A, pay off Year 2000 to free up acreage to work other places.

Lonnie: Agree if we can get a definitive answer on compression to school district.

Kristin: County will look at potential compression impacts, we will review with School District.

Susan: Agrees with Mike on parks, concerned about prepayment penalty in Year 2000. What are consequences of reducing acreage.. Is there a way to avoid prepayment penalty, but reduce acreage. There are issues with Town Center needing help with redevelopment. Theater, econ stimulator. Murase improvements have significant econ stimulator, not a minor thing

Alan: If you close Year 2000 early, don't get concurrence in West Side, voters don't approve GO bond... then what?



Mike D: The last Task Force defined a philosophy on when use urban renewal ...a lot of value to guide this discussion. He think Coffee Creek has potential of being a short term urban renewal plan: this will drive more economic development.

Mike D: There is a scarce supply of industrial land in the metro area.

Christine: Figure the acreage to pull Coffee Creek in and maximize both existing plans, accomplish those things that are important for public infrastructure standpoint and for public safety.

Doris: Likes UR when it is well defined, limited scope, Year 2000 decision based on that; keep faith with people, close out when you say you are going to.

Larry: Coffee Creek and Frog Pond should be linked: huge draw in Coffee Creek, have a weird imbalance, need to create the housing. Do not want to just have jobs and no housing to support the community.

Joanne: Year 2000 Plan has \$11M in outstanding debt, compared to the West Side Plan that has \$25M in outstanding debt, so it seems like it makes more sense to pay off the Year 2000 Plan early (could accomplish it sooner).

Nick: Revenue sharing in West Side is key issue,

Mike D: Could ask for concurrence...could shorten time frame overall for urban renewal.

Lonnie: can you waive rev sharing for some districts

General Answer: no

Susan: Also look at ability to release 218 acres

Nick: will do.

Susan: I know we use urban renewal for Villebois, generally more favorable for jobs versus residential. Can you get infrastructure in Frog Pond using other sources of revenue other than urban renewal?

Kristin: yes, there are other tools

Doris: If you shut down Year 2000, maybe concurrence would be easier to sell

Christine: compression issue; what are the strategies.

Kristin: trying to assess resent potential impact. We don't have a handle on it.

Mike D: There are efforts being undertaken to try to take local option out of \$5 cap. This would help deal with the schools issue.

Ray: Economy is improving. By the time you get Coffee Creek along to the point that it's desirable for industrial use, maybe economy would be better for Frog Pond.

Mayor: I want to ask a question: what is the future of our town center commercial area? In some senses, redevelopment of town center is on the horizon. The model I keep looking at is Lake Oswego. They spent \$5 million building a parking garage in the middle of a block, and that block is now assessed at \$100M in private development. Do we want to keep the Year 2000 Plan around to help fund these redevelopment efforts in the future?

Lonnie: I would agree with Susan, that you can pay for new infrastructure for residential development through SDCs and development agreements.

Any responses to the Mayor's comment on the Town Center?

Lonnie: I don't disagree with Ray about timing of Coffee Creek. If we're going to spend money, let's do it where Wilsonville is: right here. Why are those pads sitting empty? They need to be incentivized. I agree with Tim and Susan, that that's the added project. That could be an added project.

Larry: To the point about Lake Oswego, it's a fabulously successful project, because it creates place. You can replicate that. Look at Bridgeport. I think you could do the same thing here, but you don't have enough population. There's not enough bodies to support it. So if you're not creating residential development, you'll have long term problems.

Susan: The situation that's different here. The town is divided down the middle by the freeway. You have a funnel effect from Newberg and Sherwood. When you start doing residential, then you start adding more cars on the street. Because we're on the edge of the UGB, retailers can't draw population from the south. So we may need to provide incentives, like a parking structure, to stimulate more dense commercial in the core. It's a challenge.

Kristin: I just want to clarify the types of projects we're talking about in Frog Pond. Not the internal projects, but ones that are on the periphery of Frog Pond.

Lorelei: Developers would still be paying SDCs and local roads. It does include large parks that are in your master plan.

Christine: It's hard to predict what's going to happen in the Town Center with Fry's and the movie theater. So managing your projects now, and leaving the year 2000 plan around for future considerations makes some sense.

Christine: I think Frog Pond is lower on the priority list for me, because it is residential.



Mike K: To Larry: You have a tremendous background in commercial lending. You suggested that we need to look at Frog Pond and Coffee Creek in tandem.

Larry: Industrial is a little bit different. If you want to develop the Town Center further, then you need a population base. If you don't create residential development, then you will never convince a lender to build a major retail center. Big banks won't finance it.

Frog Pond?

Mike D. Hillsboro has had tons of growth, and 80% of the people who work there, don't live there. I have curiosity on whether you need TIF to build residential development.

Councilor Starr. This could be reliving the 1990s. 90% of the people left at 5:00. Now it's filled in a little bit. We know that gig. With our history, we should be able to plan better for future phases of development.

Ray: My point about Coffee Creek, and my desire to delay Frog Pond, is so that we have the financial resources to provide and support the infrastructure from our taxes that we'll receive from those heavy industrial undertakings. So that as you add residents you'll already have money for police and fire. More importantly, Villebois is only half built out. So we have capacity. If there is a need for housing, we have an ability to do that.

Ray: Lake Oswego and Bridgeport are smack in the middle of a million people. We're way out on the edge. We've got 19,000 people. Not the same situation.

Lorelei: recapping consensus:

1. Coffee Creek is a high priority
2. Uncertain what to do with Town Center. It has challenges. Might want to invest in it. Questions about whether we want to keep Year 2000 Plan open for a while to preserve the ability to fund improvements in Town Center.
3. Focus on infrastructure instead of amenities.
4. We will need to come back with multiple scenarios.
5. We need to look at the acreage question. How much acreage can we remove?
6. Need to look at any impact to school districts of closing down URAs.
7. If we're looking at Frog Pond, we don't want to fund the parks projects from TIF.

## **Appendix F. Meeting Summary Notes – January 30, 2014**

---



**DATE:** January 30, 2014  
**TO:** Wilsonville Urban Renewal Strategic Plan Task Force  
**CC:** Kristin Retherford, Bryan Bryan C, Nancy Kraushaar, Joanne Ossanna, Mike Kohlhoff  
**FROM:** Nick Popenuk/Elaine Howard/Lorelei Juntunen  
**SUBJECT:** SUMMARY NOTES FROM TASK FORCE MEETING JANUARY 30, 2014

---

## Attendance

**Committee Members:** Bill Bach, Torie Bischopink, Mary Closson, Kathy Connell, Brenner Daniels, Stacey Dukes, Chief Mike Duyck, Amy Dvorak, Lonnie Gieber, Gale Lasko, Doug Middlestetter, Susan Myers, Craig Olson, Ray Phelps, Christine Reynolds, Larry Remmers, Fred Robinson, Dr. Bill Rhoades, Dick Spence, Alan Steiger, Doris Wehler, Scott Starr

**Committee Members Attending:** Bill Bach, Chief Mike Duyck, Lonnie Gieber, Gale Lasko, Doug Middlestetter, Ray Phelps, Christine Reynolds, Fred Robinson, Dick Spence, Scott Starr, Doris Wehler

**Consultants and City Staff:** Bryan Cosgrove, Mike Kohlhoff, Nancy Kraushaar, Joanne Ossanna, Kristin Retherford, Lorelei Juntunen, Nick Popenuk, Elaine Howard

## Introduction

Scott Starr presided over the third meeting of the Urban Renewal Strategy Task Force (Task Force). Kristin Retherford provided an overview of the agenda.

## Findings from interviews

Elaine Howard presented results from a series of stakeholder interviews conducted as part of the Urban Renewal Strategy process. A written summary was provided in meeting materials. Questions / responses and discussion follows.

Mike D: Why was Washington County part of the interview list? Elaine: Coffee Creek is in Washington County. Kristin: Sherwood Schools is the same situation.

Mike D (re: Old Town Escape project): Generally supportive of any connectivity. Asked for data layer, and analyzed improvements based on response times. Reality is, it doesn't hurt us to have the Old Town Escape, but it isn't a dramatic improvement for fire and EMS. We deploy in static setting from a single location; police respond dynamically, so they may see greater improvements.

Ray: Concurrence. I think I heard you say that people supported concurrence. My attitude is to ask other taxing districts to support it. Bryan C / Kristin: We are required to meet (consult) with them regardless; concurrence is an official vote. Ray: I'm looking for the discussion, so that taxing districts have at least some input in a public process. Kristin: For smaller districts, with

small staff and small total percentages, they prefer not to be bothered for a formal vote. Elaine: in TIF zones project, we found that to be true. Smaller districts did not want to have to take an issue to their board and analysis and write a staff report. They indicated that if you've got your 75%, don't bother us. Retherford: Other taxing districts, there's a greater value for concurrence requirement. Mike D: Speaking as one taxing district, they'd rather have the public discussion than not, even if you don't have official concurrence. Ray: Arguably, if the roads and infrastructure is there, and you start adding on ornaments (amenities), they should have a say about it. Elaine: Everyone agreed that we need a healthy discussion with the taxing districts. Mike D: Most said that raising it to where you have to have concurrence is a bad idea? Elaine: Concerns about whether you'd be successful in achieving concurrence. Then what? How much animosity do you want to bring to the process? Bryan C: Especially in an election year. Mike D: Do we need the County? Elaine: We need everyone but the County – every one – if they don't vote for it. Including the little ones that don't want to address it. Kristin: Timing also plays in, relative to the election timeline.

## Compression

Nick provided a summary of compression and why it is important to understand the ramifications of compression when dealing with urban renewal. Urban renewal actually moves compression impacts away from schools by placing some of that burden in the general government category. As districts close out, the schools feel impacts as the schools tax rate that was being divided for urban renewal now goes back to the schools category.

Doug M.: He is coming to the Task Force with an education bias. This community is an exceptional community in terms of its commitment to education. The local option helped meet the needs for more teachers in the classrooms. During the recent recession, the trend of growth in local option receipts declined dramatically, resulting in a need to cut staffing.

Shutting down urban renewal will increase compression impacts. If Year 2000 would close this year, it would cause a decrease of approximately \$1.4 million in local option dollars. The school district would prefer to phase any close out of a district so the impact to them is not so dramatic. 20% a year would be more doable. The school district would prefer any close out of a district to occur in the future, after real market values have increased (hopefully).

Lonnie: How much of a discretionary portion of the general fund is there?

Doug: The addition of 300 students makes for improvement in their budget in the current year. Next years may be difficult, as there is never enough to do what we would really like to do with education. There is not a surplus.

Doris: when is Year 2000 slated to be over? Nick: bonds are scheduled to 2030, could actually shut in 2019.



Mike D: There are some legislative changes being looked at that would make the local option exempt from the Measure 5 caps. This legislation could be a help not only for the school district but for any district with local options.

## Scenarios

Lorelei: Reviewed the 4 scenarios described in the handouts.

Doris: When you remove acreage for Coffee Creek is it from both urban renewal areas? Lorelei: Yes, mostly Year 2000.

Ray: Frog Pond is too far out and not yet planned.

Mike D.: Not that Frog pond is not a priority, but use of TIF not priority for it.

Lonnie: Question on the contractual obligations of West Side, which projects are obligated?

Kristin: all projects except Old Town Escape.

Lonnie: Can we change the contractual obligations by a vote of public? Mike K: No.

Nancy: Is Boeckman dip presently a project? Kristin: that project is in the urban renewal plan, but not on list to be completed. It might be completed with the development of Frog Pond (a potential future urban renewal area).

Nancy: Boeckman Bridge will be a huge cost. It may be of the magnitude that may need some help for financing.

Lonnie: When is the presumed start time for scenarios? Lorelei: 2015 to allow time for amendments to be completed.

Does Scenario B exacerbate school district situation? Nick: Scenario B it goes longer, so it would be better for the school district in terms of giving more time for RMV to increase.

## Discussion

Doris: Don't have to use just one scenario, we could make a new scenario, a B1: Don't do Old Town Escape at all.

Lonnie: Biased in favor of school district. District has a lot of expenses coming up.

Doug M: School district would like to amend their preferences to longer than 5 years – B goes longer. Kristin: Can assume we'll work with school district in any scenario.

Mike D: Is Old Town Escape going to happen whether or not we use TIF? Kristin: Yes. We would need to do this, using SDCs, GO bond, some other source. If we do not use TIF, it could delay the funding of it. It will need to be done when development occurs in that area.

The Task Force decided to vote on the scenarios presented:

All scenarios assumed sufficient acreage could be released to do Coffee Creek.

Scenario A: Increase MI to do all projects remaining in West Side Plan. Would require concurrence for increase in MI and for declining revenue sharing. Complete Year 2000 as soon as possible, completing all projects.

**Informal vote: None in support.**

Scenario A1: Increase MI to do all projects remaining in West Side Plan. Would require concurrence for increase in MI but NOT FOR declining revenue sharing. Complete Year 2000 as soon as possible, completing all projects.

**Informal vote: None in support.**

Scenario B: Move Old Town Escape to Year 2000, MI of West Side Plan is increased, but does not require concurrence.

**Informal vote: None in support.**

Scenario B1: Same as Scenario B except Old Town Escape is NOT funded with TIF. MI increased in West Side, but does not require concurrence.

**Informal vote: Unanimous support.**

Did not vote on Scenario C as Scenario B1 was chosen unanimously.

The Task Force then proceeded to deal with some of the follow up issues in each of the districts:

Christine: Is there a reason to keep Y2000 plan open? Elaine: Received input that storefront loans may not make sense. Bryan C: Not set up very well – strip retail – doesn't make as much sense. More typical in smaller communities.

**Vote on storefront loans in Year 2000 Plan**

**Informal vote: None in support.**

Elaine: Question: What about redevelopment of Frye's and cinema area? Is it worth keeping the Year 2000 plan open for that?

Ray: Could you just start a new one? Why not close it down and re-start? Bryan C: Downside is that you are starting with nothing, and don't have the ability to frontload the project. Ray: I'd rather rely on the developer. It's a temptation to have this money sitting around. Bryan C: If you let the developer lead, you'll get what the developer wants to produce, without having the City with leverage. Phelps: leaving yourself open to the criticism that you're not using UR in the way it's required. Bach: From developers point of view – that parcel won't need incentives to redevelop. It's already in demand, if the current user moves on, it will go. The key is, do you want to get something out of it for the public? Are there public improvements that are needed



that suggest the need for a partnership? This site seems like it might not need it. Don't really care one way or the other, that's just one way to think about it. Elaine: Do you have an opportunity on that site to create a Main Street for your City? Other cities have done that. That site is big enough that you could create it there. Mike D: What would be wrong with waiting until later? Not an apples-to-apples comparison. Sounds like you're saying, let's just sign a check, and we'll leave it on the table, and we might spend it or might now. Sounds foul. Bach: Not "blighted". Just obsolete. No need for assemblage. Bryan C: big items would be open space or public plazas. No vision from the City. Mike K: keeping a toe-hold gives you the ability to set the stage and do some planning. Not going to mess up the timing on closing. Perhaps use the urban renewal area to do some planning and visioning on the properties.

Leave it open and let City council deal with it later as it come up in the future: NO

**Vote on whether to consider the redevelopment of Fry's and cinema as a future project?**  
**Informal vote: None in support.**

**Vote on whether we have an advisory public vote on the MI increase for West Side:**  
**Informal vote: mixed, majority say no. 3 say Yes, minority opinion. All agree that robust public process is required, whether it goes to a vote or not.**

Christine: How much does it cost the City? Bryan C: It depends – time with others and it's free. City has historically done an advisory vote. Mike D: How historic? How many years? Bryan C: Over last several votes.

Gene L: What happens if we have a no vote and we have contractual obligations? That puts the City in a bad place. Substantial amendments have not gone to vote. Lonnie: This is an opportunity to get even new residents up to speed on the issue, and for City Council to keep faith on a promise to bring to a vote. Fred: How does the City end up obligated to fund projects legally? Answer: Cost estimates were terrible, and we entered into a development agreement that legally obligated us in exchange for developer contributions. Christine: As a lawyer and a resident, putting an advisory vote out to people on projects that are contractually obligated seems like a bad idea. If they vote no, it puts the Council in a bad position. Lonnie: A continuing PR issue with credibility with the City. We were very happy to get the Council to agree to an advisory vote. Would hate to see opportunity wasted. Worth the effort and expense to take the temperature of the community. Let's have complete transparency.

The thinking is that all advisory votes have been on new districts. Don't believe there was a vote on previous increase in MI. Both messages (need for vote and preference to not vote) will be heard on this issue – Consultant will include both sides in the final report. Starr: People do trust the City. They don't trust urban renewal, but we don't get ourselves anywhere with credibility to change positions relative to an advisory process. Retherford: There is outreach associated with the amendment – that is a public process.

Joanne: The city will work with the school district to decide how to proceed with under levies and shutting down, based on the changing dynamic.



**Discussion on School District compression issues: All agree that it should be reviewed annually, but need to also review potential legislation, work with district to address issues, but close it down asap.**

**Vote on Coffee Creek URA.**

**Informal vote: All but one agree to pursue urban renewal in Coffee Creek.**

Mike D: Can use other tools besides TIF. Elaine: Yes, TIF can be packaged with SDCs, LIDs and other funding sources.

**Vote on whether to go for public advisory vote on Coffee Creek.**

**Informal vote: Unanimous in going for advisory vote to establish a new urban renewal area.**

**Vote on Concurrence for Coffee Creek?**

**Informal vote: Majority say yes, seek concurrence. (It was noted this would be Washington County)**

**Vote on types of projects to use for Coffee Creek?**

**Informal vote: 100% support for using adopted language from prior Task Force regarding use of TIF in urban renewal.**

Mike D – same language regarding what's generally acceptable from previous Task Force recommendation. Not for amenities. If you do this, you'll get concurrence. Bach: Don't use it for acquisition for consolidation of parcels.

**Vote on Frog Pond: Do master planning and then come back to us. Use same language regarding use of TIF in urban renewal.**

**Informal vote: 100% voted to await the master planning and use adopted language from prior Task Force regarding use of TIF in urban renewal.**

## **Recommendations of the Economic Development Strategy Task Force on Business Attributes and Incentives March 2013**

Urban renewal district — The Task Force clarified that its support of urban renewal district creation was limited in scope to specific project funding necessary to make development viable and leverage significant private investment: for example, to bring needed infrastructure to the Coffee Creek Industrial Area to facilitate development, or to assemble small parcels into larger parcels for resale and development. The Task Force also recommended that the City continue to conduct advisory votes prior to establishing new urban renewal districts and that any new district should be of limited duration and have a well-defined project list and scope so that the district is closed down and property-tax revenue returned to the other taxing districts as quickly as possible after planned urban renewal projects are completed and paid for.



## Appendix G. Financial summaries of the recommended scenario

### Methods

TIF revenues are calculated as the product of the assessed value in the URA and the consolidated tax rate. Thus, the first step in the process is to identify the relevant tax rates for the URA. Step two is to forecast assessed value for the URA. Step three is to calculate total TIF revenues. The fourth and final step is to calculate the portion of total TIF revenues that are shared with other taxing districts and the portion that is received by the URA.

### Tax Rates

The West Side and Year 2000 URAs only collect taxes from permanent rates, and general obligation bonds and local option levies approved before October of 2001. Permanent rates are, as the name implies, permanent, and therefore do not need to be “forecast” into the future. Local option levies are temporary in nature, and therefore none exist today that were approved prior to 2001. There are, however, some outstanding general obligation bonds approved prior to 2001 for taxing districts overlapping the URA. We used debt service schedules found in the jurisdictions’ annual Certified Annual Financial Reports (CAFRs), and assessed value information from the Clackamas County Assessor’s Office to forecast the future general obligation bond tax rates for these jurisdictions.

**Figure 1: 2014 Tax Rates for Tax Codes in URAs, City of Wilsonville**

District	Tax Code Areas: 003-033, 003-043 and 003-044	Tax Code Areas: 003-034 and 003- 045
Clackamas County City	2.4042	
Clackamas County Rural		2.9766
County 4-H	0.0500	0.0500
County Library	0.3974	0.3974
County Soil Cons	0.0500	0.0500
Wilsonville (Perm)	2.5206	
Wilsonville (GO)	0.1540	
Fire 64 Tualatin	1.5252	1.5252
Port of Portland	0.0701	0.0701
Metro (Perm)	0.0966	0.0966
Metro (GO)	0.0934	0.0934
Vector Control	0.0065	0.0065
<b>General Government Subtotal</b>	<b>7.3680</b>	<b>5.2658</b>
WL / WILS SD (Perm)	4.8684	4.8684
WL / WILS SD (GO)	0.7816	0.7816
Clack CC (Perm)	0.5582	0.5582
Clack CC (GO)	0.1501	0.1501



Clack ESD	0.3687	0.3687
<b>Education Subtotal</b>	<b>6.7270</b>	<b>6.7270</b>
<b>Consolidated Rate</b>	<b>14.0950</b>	<b>11.9928</b>

Source: Clackamas County 2013-14 Table 4a – Taxing District Detail

Note that Figure 1 shows two sets of tax rates. The first set, applies to tax code areas 003-033, 003-043, and 003-044. These tax code areas are all within Wilsonville city limits. These tax rates apply to all property in the Year 2000 Plan and 99% of the property value in the West Side Plan. The second set of tax rates apply to tax code areas that are outside of Wilsonville city limits. These tax rates are only used to calculate TIF for the small amount of property value in the West Side Plan that is outside of city limits.

## Assessed Value

Change in assessed value is caused by two drivers: (1) appreciation or depreciation of existing property values, and (2) “exception” events, such as construction of new property, or appealing a previous valuation. In Oregon, appreciation for existing property is limited to 3% per year, which means that any growth above 3% is due to exception events.

Figure 2 shows the annual forecast of assessed value for both the West Side and Year 2000 plans. Note that the table shows assessed value projections through FYE 2030. Our analysis, however, suggests that each URA could be closed down prior to that time horizon.

**Figure 2: Annual Growth Projections and Assessed Value, FYE 2014-2030**

Fiscal Year Ending	West Side		Year 2000	
	Annual Growth	Assessed Value	Annual Growth	Assessed Value
2014	12.34%	\$264,441,504	2.17%	\$396,154,818
2015	3.00%	\$272,374,750	3.00%	\$408,039,463
2016	3.00%	\$280,545,992	3.00%	\$420,280,647
2017	21.63%	\$341,238,109	3.00%	\$432,889,066
2018	29.23%	\$440,969,384	3.00%	\$445,875,738
2019	15.26%	\$508,264,993	3.00%	\$459,252,010
2020	12.03%	\$569,420,078	3.00%	\$473,029,570
2021	12.79%	\$642,249,838	3.00%	\$487,220,457
2022	3.00%	\$661,517,333	3.00%	\$501,837,071
2023	3.00%	\$681,362,853	3.00%	\$516,892,183
2024	3.00%	\$701,803,739	3.00%	\$532,398,948
2025	3.00%	\$722,857,851	3.00%	\$548,370,916
2026	3.00%	\$744,543,586	3.00%	\$564,822,043
2027	3.00%	\$766,879,893	3.00%	\$581,766,704
2028	3.00%	\$789,886,290	3.00%	\$599,219,705
2029	3.00%	\$813,582,879	3.00%	\$617,196,296
2030	3.00%	\$837,990,365	3.00%	\$635,712,185

Sources: ECONorthwest and City of Wilsonville

The assessed value forecasts are driven by the following assumptions:



- **West Side:** Development of Villebois is ongoing, with additional housing units scheduled to be built over the next five years. City staff provided us with a detailed schedule of future Villebois construction, as stipulated in development agreements with the City. Our forecast of growth in assessed value for the West Side URA reflects this development schedule.
- **Year 2000:** Although the area may experience new development in future years, this development would be speculative, and therefore is not included in our forecast. Future growth in assessed value of the Year 2000 Plan is somewhat irrelevant, as City policy limits annual TIF collection to \$4 million. Therefore growth in assessed value in the Year 2000 Plan does not correlate into increased TIF revenues for the urban renewal agency.

## Total TIF

Multiplying the consolidated tax rate by the assessed value tells us the total TIF to be raised in the URA. In FY 2012-13 the West Side URA raised \$3,108,892 in TIF revenues, and the Year 2000 Plan raised \$4,000,000.<sup>1</sup> Figure 3 shows the total amount of TIF that each URA would raise in future years. Note that for the Year 2000 Plan, we show the maximum amount of TIF that could be raised. City policy, however, limits TIF collections to \$4,000,000 per year.

**Figure 3: TIF Projections, FYE 2014-2030**

Fiscal Year Ending	West Side	Year 2000
2014	3,494,170	\$4,962,385
2015	3,609,262	\$5,134,703
2016	3,708,703	\$5,284,983
2017	4,520,906	\$5,413,785
2018	5,545,360	\$5,249,922
2019	6,424,612	\$5,424,743
2020	7,223,583	\$5,604,768
2021	8,080,864	\$5,723,457
2022	8,329,603	\$5,912,244
2023	8,585,804	\$6,106,694
2024	8,849,690	\$6,306,978
2025	9,121,494	\$6,513,270
2026	9,401,452	\$6,725,751
2027	9,689,809	\$6,944,607
2028	9,986,815	\$7,170,028
2029	10,292,732	\$7,402,212
2030	10,607,827	\$7,641,361

Source: Calculated by ECONorthwest, with data from Clackamas County Assessor

<sup>1</sup> Clackamas County Table 4c – Estimation of Urban Renewal Revenue from Increment Value

## Impacts of revenue sharing

Not all of the TIF generated in URAs is received by URAs. In some situations, “revenue sharing” occurs, and a portion of TIF revenues are distributed to overlapping taxing districts. The Year 2000 Plan shares all TIF revenue above \$4,000,000, per City policy. The West Side Plan is not currently subject to any revenue sharing provisions, but if the Plan were amended to increase its maximum indebtedness, then it would be subject to State revenue sharing requirements. Our analysis assumes that the West Side Plan would be amended to increase maximum indebtedness, and therefore the following State revenue sharing requirements would apply.

Oregon Statutes require that when TIF revenues for the URA exceed the “transition amount”, then the amount of TIF received by the URA is limited to the transition amount, plus 25% of the TIF that exceeds the transition amount. The remaining TIF is shared with overlapping taxing districts. The transition amount is defined as the amount that the URA was eligible to receive in the first year in which the URA Plan was amended.

Note that when TIF received by the URA reaches a second, higher threshold, of 12.5% of the maximum indebtedness of the Plan immediately prior to the amendment, then TIF revenues received by the URA are capped at 12.5% of the original maximum indebtedness, and any increase in TIF above that threshold is shared with overlapping taxing districts. We forecast the West Side Plan would hit that 12.5% threshold in FYE 2018, and that TIF collections for the URA would be limited to \$5,000,000 in all subsequent years.

Figure 4 shows a detailed table with the TIF revenue received by the URA in each year of our forecast period.

**Figure 4: TIF for URA, FYE 2014-2030**

Fiscal Year Ending	West Side	Year 2000
2014	\$3,494,170	\$4,000,000
2015	\$3,609,262	\$4,000,000
2016	\$3,708,703	\$4,000,000
2017	\$4,520,906	\$4,000,000
2018	\$5,545,360	\$1,900,703
2019	\$5,000,000	-
2020	\$5,000,000	-
2021	\$5,000,000	-
2022	\$5,000,000	-
2023	\$5,000,000	-
2024	\$5,000,000	-
2025	\$5,000,000	-
2026	\$5,000,000	-
2027	\$5,000,000	-
2028	-	-



2029	-	-
2030	-	-

Source: Calculated by ECONorthwest, with data from Clackamas County Assessor

## Finance Plan

Figure 6 and Figure 8 show how the tax increment revenues and other resources will be used to fund projects and debt service for both the West Side and Year 2000 plans. Figure 5 and Figure 7 show the Debt Service Funds, including annual TIF revenues and anticipated debt service payments.

### West Side Plan

- It is anticipated that TIF revenues each year will achieve a minimum coverage ratio of 1.25 times debt service<sup>2</sup>.
- All projects are expected to be completed no later than FY 2017-18. Total project costs including URA admin and financing fees, in nominal dollars is \$17,732,581.
- It is anticipated that all debt will be retired by the end of FY 2026-27.

### Year 2000 Plan

- It is anticipated that TIF revenues each year will achieve a minimum coverage ratio of 1.3 times debt service.
- All projects are expected to be completed no later than FY 2017-18. Total project costs, including URA admin and financing fees, in nominal dollars is \$13,053,305.
- It is anticipated that all debt could be retired by the end of FY 2017-18.
- The City will work with the School District to explore different options for underlevying TIF revenues that could result in extending the year that all debt would be retired. This would potentially allow for a less dramatic impact on School District local option levy compression losses when the Year 2000 Plan expires.

---

<sup>2</sup> FYE 2024 does have a ratio of 0.8, due to an irregularly large payment scheduled for that year, but has sufficient resources from prior years to cover debt service in that year.

Figure 5: West Side Debt Service Fund

FYE	2014	2015	2016	2017	2018	2019	2020
TIF Revenue	\$3,494,170	\$3,609,262	\$3,708,703	\$4,520,906	\$5,545,360	\$5,000,000	\$5,000,000
Debt Service							
Outstanding Loans	\$2,209,198	\$2,210,523	\$2,213,548	\$2,214,528	\$2,213,408	\$2,210,188	\$2,204,745
Loan 2015		\$330,223	\$330,223	\$330,223	\$330,223	\$330,223	\$330,223
Loan 2016			\$283,642	\$283,642	\$283,642	\$283,642	\$283,642
Loan 2017				\$289,993	\$289,993	\$289,993	\$289,993
<b>Total Debt Service Remaining</b>	\$2,209,198	\$2,540,746	\$2,827,413	\$3,118,386	\$3,117,266	\$3,114,046	\$3,108,603
Coverage Ratio	1.58	1.42	1.31	1.45	1.78	1.61	1.61
TIF Revenue After D/S							
Interest Earnings						\$21,788	\$74,608
Annual	\$1,284,973	\$1,068,517	\$881,291	\$1,402,521	\$2,428,095	\$1,885,955	\$1,891,397
Cumulative	\$1,284,973	\$2,353,489	\$3,234,780	\$4,637,300	\$7,065,395	\$8,951,349	\$10,842,746



Figure 5: West Side Debt Service Fund, cont.

FYE	2021	2022	2023	2024	2025	2026	2027
TIF Revenue	\$5,000,000	\$5,000,000	\$5,000,000	\$5,000,000	\$5,000,000	\$5,000,000	\$5,000,000
Debt Service							
Outstanding Loans	\$2,207,178	\$2,207,100	\$2,209,503	\$5,374,428	\$1,427,320	\$3,103,200	\$3,568,875
Loan 2015	\$330,223	\$330,223	\$330,223	\$330,223	\$330,223	\$330,223	\$330,223
Loan 2016	\$283,642	\$283,642	\$283,642	\$283,642	\$283,642	\$283,642	\$283,642
Loan 2017	\$289,993	\$289,993	\$289,993	\$289,993	\$289,993	\$289,993	\$289,993
<b>Total Debt Service Remaining</b>	\$3,111,036	\$3,110,958	\$3,113,361	\$6,278,286	\$2,331,178	\$4,007,058	\$4,472,733
Coverage Ratio	1.61	1.61	1.61	0.80	2.14	1.25	1.12
TIF Revenue After D/S							
Interest Earnings	\$123,424	\$173,381	\$224,571	\$276,964	\$251,524	\$324,105	\$356,581
Annual	\$1,888,965	\$1,889,042	\$1,886,640	(\$1,278,286)	\$2,668,822	\$992,942	\$527,267
Cumulative	\$12,731,711	\$14,620,753	\$16,507,392	\$15,229,107	\$17,897,929	\$18,890,871	\$19,418,138

**Figure 6: West Side Project Fund**

FYE	2014	2015	2016	2017	2018	2019	2020
<b>Resources</b>							
Beginning Fund Balance	\$414,907	\$985,755					
Transfer from D/S	\$1,284,973	\$1,068,517	\$881,291	\$1,402,521	\$1,338,700	\$12,800	\$13,400
Bonds		\$4,115,306	\$3,534,806	\$3,613,959			
Interest Earnings	\$2,075	\$4,929					
<b>Total Resources</b>	<b>\$1,701,955</b>	<b>\$6,174,506</b>	<b>\$4,416,096</b>	<b>\$5,016,479</b>	<b>\$1,338,700</b>	<b>\$12,800</b>	<b>\$13,400</b>
<b>Expenditures</b>							
Barber St.		\$4,908,800					
Tooze Road			\$2,811,400				
Sprinklers	\$360,000	\$388,800	\$100,500	\$363,500	\$1,164,100		
Parks	\$262,800		\$866,700				
Brown Road				\$3,935,800			
URA Admin	\$93,400	\$794,600	\$566,800	\$644,900	\$174,600	\$12,800	\$13,400
Financing Fees		\$82,306	\$70,696	\$72,279			
<b>Total Expenditures</b>	<b>\$716,200</b>	<b>\$6,174,506</b>	<b>\$4,416,096</b>	<b>\$5,016,479</b>	<b>\$1,338,700</b>	<b>\$12,800</b>	<b>\$13,400</b>
<b>Ending Fund Balance</b>	<b>\$985,755</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>



Figure 6: West Side Project Fund, cont.

FYE	2021	2022	2023	2024	2025	2026	2027
<b>Resources</b>							
Beginning Fund Balance							
Transfer from D/S	\$14,100	\$14,800	\$15,500	\$16,300	\$17,100	\$18,000	\$18,900
Bonds							
Interest Earnings							
<b>Total Resources</b>	\$14,100	\$14,800	\$15,500	\$16,300	\$17,100	\$18,000	\$18,900
<b>Expenditures</b>							
Barber St.							
Tooze Road							
Sprinklers							
Parks							
Brown Road							
URA Admin	\$14,100	\$14,800	\$15,500	\$16,300	\$17,100	\$18,000	\$18,900
Financing Fees							
<b>Total Expenditures</b>	\$14,100	\$14,800	\$15,500	\$16,300	\$17,100	\$18,000	\$18,900
<b>Ending Fund Balance</b>	-	-	-	-	-	-	-

Figure 7: Year 2000 Debt Service Fund

FYE	2014	2015	2016	2017	2018
TIF Revenue	\$4,125,000	\$4,125,000	\$4,125,000	\$4,125,000	\$1,900,703
Debt Service					
Outstanding Loans	\$3,073,832	\$1,876,700	\$591,463	\$593,075	\$594,050
<b>Total Debt Service Remaining</b>	\$3,073,832	\$1,876,700	\$591,463	\$593,075	\$594,050
Coverage Ratio	1.34	2.20	6.97	6.96	3.20
TIF Revenue After D/S					
Interest Earnings	\$31,500	\$29,343	\$9,371	\$54,171	\$135,049
Annual	\$1,051,168	\$2,248,300	\$3,533,538	\$3,531,925	\$1,306,653
Cumulative	\$1,051,168	\$3,299,468	\$6,833,006	\$10,364,931	\$11,671,583



Figure 8: Year 2000 Project Fund

FYE	2014	2015	2016	2017	2018
<b>Resources</b>					
Beginning Fund Balance	\$2,308,920	\$1,151,690	\$643,189	\$329,505	
Interim Loan					
Transfer from D/S		\$6,271,941			\$4,448,500
<b>Bonds</b>					
Interest Earnings	\$11,675	\$5,758	\$3,216	\$3,295	
<b>Total Resources</b>	<b>\$2,320,595</b>	<b>\$7,429,389</b>	<b>\$646,405</b>	<b>\$332,800</b>	<b>\$4,448,500</b>
<b>Expenditures</b>					
Canyon Creek	\$665,250	\$5,460,000			
Old Town Streets					\$3,868,300
Livability Projects			\$275,600		
Landover Medians				\$289,400	
Park Improvements		\$41,000			
URA Admin					
Financing Fees	\$503,655	\$885,200	\$41,300	\$43,400	\$580,200
<b>Total Expenditures</b>	<b>\$1,168,905</b>	<b>\$6,786,200</b>	<b>\$316,900</b>	<b>\$332,800</b>	<b>\$4,448,500</b>
<b>Ending Fund Balance</b>	<b>\$1,151,690</b>	<b>\$643,189</b>	<b>\$329,505</b>	<b>-</b>	<b>-</b>

## **Appendix H. Interview Summary**

---



## Wilsonville Urban Renewal Strategy Interview Overview

### Summary of input of all interviews through January 8, 2013

January 15, 2013

*The following is a summary of responses to the interviews conducted for the Wilsonville Urban Renewal Strategy. Answers are shown in italics at the end of each question. The list of interviewees is shown in Attachment A.*

#### Interview:

The City of Wilsonville has two existing urban renewal areas, the Year 2000 Plan on the east side of Wilsonville and the West Side Plan in the Villebois area of Wilsonville. The City is completing an urban renewal strategy to determine how best to complete the two existing urban renewal areas, and how best to use urban renewal in the future. A task force has been convened and we have identified the following issues. We value your input on these issues.

#### Year 2000 Plan

1. The Year 2000 Plan has one project underway, the extension of Canyon Creek south of Boeckman Road, which will be constructed in 2014/15. There is one other project in the Plan, the improvement of the Old Town Streets.

Extend Canyon Creek South of Boeckman	\$4,354,800	2014/15
Old Town Streets	\$3,180,600	2015/16

Are you supportive of completing the Old Town Streets project?

*The connector street within this project was strongly supported.*

*The majority of responses for the rest of the project were positive, with the caveat that this project should only be completed if desired by the Old Town community. There was some input that completing the streets may be beneficial in adding value to the area, turning it more into a mixed-use area.*

2. Are there other projects in the Year 2000 Plan Area or in close proximity that you feel should be added to the project list?

*The majority of responders did not feel there were projects to be added. A few talked about the need for storefront loans and redevelopment assistance in the area where the Fry's Electronics store and the Cinema are located. (Note this question was asked before the next question that dealt specifically with these two issues)*

*The only addition here was the need to correct the dip in Boeckman Road.*

3. What is your position on the possibility of including storefront loans or grants in the Year 2000 Plan Area and in the business district in close proximity to the existing boundary? Support/Oppose

*Loans were supported more strongly than grants. While there was some support for a storefront loan or grant program, the need for this type of a program was questioned by many respondents and it was indicated that storefront or façade improvement programs would be more appropriate for a traditional main street area. It was pointed out that many of the businesses in these areas are in strip malls where individual businesses do not own their space. This is a different condition than what exists for many storefront loan or grant programs. There were a couple of comments that these types of buildings are typically upgraded by owners as economic conditions warrant, and that storefront loans/grants are not a good fit for many of these businesses. There was also the question of whether these types of loans/grants resulted in new development in the area.*

4. What is your opinion about keeping a portion of the Year 2000 Plan active to provide funding to leverage private sector redevelopment in the Town Center area? Do you think it presents opportunities for future redevelopment? Yes/No

*There was moderate support for this concept. There was some input that this would be acceptable as long as some acreage is reduced from the area. There are questions regarding the need to know more about the impact of the development and the potential impact of public sector involvement. Is it necessary, what would it produce? What's a financially sustainable plan for the area? Will we have to come back in the future and throw more money at it?*

5. Do you think the urban renewal agency should be involved in this redevelopment? Yes/No/Maybe

*There was moderate support for the agency using urban renewal funds to assist in the redevelopment of the Fry's/Cinema area. There was input that there should be adequate private business interest in this project that would not need urban renewal assistance. There was also some input that if the city wanted a product that was different than what the market might produce, using redevelopment funds could help steer the development to produce the desired results. There was also the comment that if you want to be innovative, you might need to use urban renewal. There was some support for multi-level parking here.*

*There is some support for maintaining flexibility for the future.*

**The West Side Urban Renewal Plan** has contractual obligations to complete projects that exceed the present maximum indebtedness capacity of the district. These projects are mainly



infrastructure projects including the construction of a number of streets to serve the Villebois development. The maximum indebtedness is the total amount of funds the agency may allocate in the urban renewal area on projects, programs and administration during the life of the plan. Increasing the maximum indebtedness will lengthen the time frame of urban renewal in the area.

1. Are you open to increasing the maximum indebtedness of the West Side Plan in order to meet these contractual obligations? Yes/No

*There was a high level of support for increasing the maximum indebtedness to meet contractual obligations. There was significant discussion about whether the city should ask for concurrence from impacted taxing districts. The majority of the responders stated they felt it was a political hot button, and not asking for concurrence was the best way to proceed.*

If no, what source of funds do you think should be used?

General fund  
Systems Development Charges  
General Obligation Bonds  
Other: specify

*Since there was a high level of support for increasing the MI, this follow up question was typically not answered. One responder wanted the MI to be assisted with the use of SDCs. A responder who did not support increasing the MI indicated preference for a vote of the people to determine how to fund the contractually obligated projects.*

2. The following is a list of projects to be completed in the West Side Plan, and which are contractually obligated. Are there any on this list that you feel should be completed using funding other than tax increment through urban renewal? If so, what source of funds? The Old Town Escape is an either/or option, not both.

*The answers above cover a portion of this question. The only dissent was the responder who wanted a vote. In addition, there was some questions about whether urban renewal should be used for parks. The question is: Can you demonstrate that parks increase value in the area? A follow-up comment was: Maybe parks should be funded with GO Bonds, then people get to vote.*

Project	Anticipated Completion Date	2013 URA Budget	Year of Completion URA Budget
Boeckman Rd. Repair	13/14	\$1,400,000	
Barber St. (Kinsman Rd. to Coffee Lake Dr.)	13/14	\$4,820,113	\$4,820,113
Kinsman Rd. (Barber to Boeckman Rd.)	15/16	\$4,788,000	\$5,079,589

Tooze Rd. (110th to Grahams Ferry Rd.)	16/17	\$8,268,700	\$9,035,431
Sprinklers	13/14	\$2,093,184	\$2,093,184
Parks	13/14	\$880,507	\$880,507
Other Transportation/Brown Road	17/18	\$3,990,000	\$4,490,780
Old Town Escape (Kinsman Option)	18/19	\$7,410,000	\$8,590,220

3. Are there other projects in the West Side Area or in close proximity that you feel should be added to the project list?

*The City may want to use SDCs or GO bonds on projects such as sprinklers and parks.*

4. Increasing maximum indebtedness can occur in two ways. The first way would be to increase maximum indebtedness to cover all outstanding project needs. This requires that the Agency receive 75% concurrency from the affected taxing districts. The second way would be to seek a lower level of maximum indebtedness, which would fund all but the Old Town Escape project, which would need to be funded from other sources or transferred to the Year 2000 District. The lower increase in maximum indebtedness does not require 75% concurrency, although the Agency could still seek to receive concurrency. In this scenario, if the Agency received slightly less than 75% concurrency, the projects could still be completed using urban renewal funding.

*The following points were made in response to this question:*

*Pulling acreage out is important. While most responders were supportive of increasing maximum indebtedness, it was suggested that increasing MI at a lower level would avoid a number of political issues and reduce risk, and was thus the preferred alternative.*

*Other responders were proponents of concurrence and felt the case could be made for increasing maximum indebtedness by showing the results of increased response times for service providers, since many of the projects were streets.*

*There is limited support for the Old Town Escape project. Most responders wanted to leave that decision to the city in determining the level of need for this project.*

#### **New urban renewal areas:**

There has been discussion about forming two other urban renewal areas in the future: the Coffee Creek industrial area and Frog Pond, an area designated for residential development.

1. Are you aware of either of these areas and their development visions?

*Most responders were aware of these areas and of their potential.*



2. Are you supportive of efforts to use urban renewal to assist in infrastructure development to encourage development of either of these areas?

yes/no. Which one or both?

*There was nearly unanimous support for the development of Coffee Creek, and the use of urban renewal to help with infrastructure development. Responders were mixed on whether property assemblage by the public sector was needed. The developers interviewed expressed that constructing the major infrastructure framework was a much greater priority than property assemblage.*

*Most responders were unsure about the need for urban renewal in Frog Pond. There was not opposition, but questions about the need and timing. There is a lot of sentiment that Frog Pond could develop on its own without the need for urban renewal. Some of the questions asked were: What was the business case for using urban renewal for Villebois? Can you make the same case for Frog Pond? Would it lead to higher quality development?*

3. If forming urban renewal areas in these locations means releasing acreage from other urban renewal areas, recognizing the need to meet all financial obligations, would you be supportive of that? yes/no

*There was support for removal of acreage from other areas to do Coffee Creek. Frog Pond is more of a "wait and see" issue.*

#### **Other topics:**

1. Are there specific types of projects that you would, or would not support funding with urban renewal, such as:

- A. Infrastructure for industrial development.

*Yes, strong support*

- B. Infrastructure for residential development.

*Varied levels of support, mostly comments to wait and see what the needs will be after further planning efforts are completed.*

- C. Amenities, such as parks.

*Low levels of support for parks unless they support tourism. The responders who did support parks felt parks were an attribute of livability and therefore added value.*

- D. Public facilities (offices, recreation center, etc.).

*There was limited support for funding public facilities. The responders who did support public facilities felt they were an attribute of livability and therefore added value.*

- E. Leveraging private sector redevelopment of specific areas.

*There was moderate support for leveraging private sector redevelopment. The main point is to be able to show return on investment and that new assessed value will be generated.*

- F. Loans or grants for storefront or façade improvements. Yes

*There was support for storefront loans, with the caveat that they be used outside of where there are strip malls where the building is owned by an investor and little can be done to individualize the spaces.*

G. Partial property-tax rebates (TIF Zones).

*There was strong support for the TIF Zones, however some respondents expressed that the public sector should not be subsidizing the private sector.*

2. Please rank which parameters are most important to you in establishing new urban renewal areas.

- A. ☐ Type of projects to be funded.
- B. ☐ Level of maximum indebtedness.
- C. ☐ Duration of the urban renewal area (a clearly defined termination date).
- D. ☐ Public process (vote).
- E. ☐ Support from other taxing districts.
- F. ☐ Sharing new TIF revenue with other taxing districts.
- G. ☐ Other \_\_\_\_\_

*Responders approached this section differently. The following issues received high levels of support:*

*Types of projects to be funded*

*Duration of URA*

*Support from other Taxing Districts*

*Although a public process is important, the majority did not feel a vote was necessary.*

*Sharing TIF was not ranked highly, the stronger comment was to specify a duration and end on time.*

*Level of Maximum Indebtedness received varied levels of rankings for importance.*

3. Do you have other comments or considerations for the City regarding its use of urban renewal as it continues this process?

*Comments are listed below.*

*The Wilsonville community is in strong support of using urban renewal in the right way. Educate them on what you are doing, and then ask for support.*

*For the next 10 years, most of the urban renewal dollars should be spent on the development of potential industrial sites, providing access and utilities.*

*May need to do property assemblage in Coffee Creek.*



*City facilities should not be considered for urban renewal for at least the next 10 years: need to get the existing UR areas off the record before consider any public facilities.*

*The best UR at this time is one that attracts business that will develop in an area and to get the urban renewal area back on the tax rolls as soon as possible.*

*Coffee Creek is a prime example of this: it is a great industrial site that needs infrastructure to allow it to develop.*

.....

*City should do all it its power to minimize subsidizing development costs and not socialize the costs of development and dilute the tax base. City has an obligation to make sure that developers pay the most they can and not give away the farm or put the burden on the tax payers.*

.....

*Wilsonville has misused urban renewal and it is time for the districts to be terminated. Although the responder generally stated that urban renewal should be used for infrastructure, the responder was quite clear that Wilsonville should not use urban renewal.*

.....

*Supportive of Coffee Creek. There is a regional push to get more industrial land to develop. Look for regional sources of funds.*

*Be stingy on the project list: only do those projects absolutely necessary, don't put in more roads than necessary, keep to the basic spine of the transportation network. Make sure any infrastructure improvements do not just help adjacent property owners, but also provide a general benefit.. like a major spine road.*

*Keep exactions down. Maybe get help in dealing with other governmental agencies like ODOT.*

*Make sure you get what you want out of developers, maybe some type of claw back provisions so they develop to the levels you want.*

*Not supportive of design overlay for entire Day Road. May work at the corners, but not the whole stretch.*

*Make developers sign redevelopment agreements.*

.....

*When used appropriately urban renewal can be a great tool. It is best when there is a clear beginning, middle and end. Having districts that go too long has been one of the issues in urban renewal. Try to make districts end on time.*

*Feels some public projects are legitimate such as libraries, public spaces, parks... they all add to the quality of life for residents.*

.....

*Re: Coffee Creek*

*Interested in the development of this area*

*It is a given that there is a lack of developable industrial land in close proximity to the freeway.*

*Infrastructure is the most important variable to development of the area.*

*Opposed to the design overlay along Day Road. It will be an impediment to development of those parcels. Industrial development does not call for more than a one story building, and there is not a market for office in that area. It is prime industrial property, but should not have to bear the burden of design standards (including height standards and the inability to double load a building) that produce no economic benefit for the developer).*

*To encourage this development, city should reduce the risks: construct the infrastructure, eliminate the design overlay, make the zoning code efficient for development, and eliminate barriers to cutting down trees.*

*Start with the parcels that are most desirable, work down from there. Provide infrastructure to those parcels, the momentum of developing those parcels will cause other development on less desirable parcels to occur.*

*Land assemblage is not high on priority list. There are developable parcels once infrastructure is in, developing those will put pressure on the smaller land owners to either combine interests or sell. It is politically difficult for a municipality to get in the land assemblage/development business. Best to leave that to the private developers.*

*Look at both zoning code and public process to make land development easier for the developer. Consider streamlining as much as possible. Waive public hearings for projects that meet predetermined standards. Maybe have a standardized design district, more of a form based code. Make the land ready for easy development.*

*A LID may be a viable way to help with the public cost of infrastructure.*

.....

*Re: the opportunities in the Fry's and Theater area. This represents a great opportunity for the city. There probably needs to be a plan crafted for the area. The city can use a performing arts center and a regional sports complex. Supports mixed use development*



.....  
*Urban renewal is best used when there is a likelihood of it to be successful and to generate development. Is there a bird in hand to jump start investment so the district will be successful? Can you generate significant increment to be able to allow for a reasonable time frame of urban renewal? Likes UR areas that have good projects with a likelihood of success, then returns the AV to the property tax rolls.*  
.....

*Would like to see information on the return on investment of the two existing urban renewal areas. There is going to need to be a lot of marketing done to accomplish the MI increase. Would like to see buy-in from the taxing jurisdiction partners.*

*Urban renewal is effective where you can demonstrate return on investment.*  
.....

*Will there be new jobs or just relocated jobs?*

*Will there be an influx of people to serve the jobs?*

*Where might these people live?*  
.....

*Regarding the duration of the URA, we understand that it can cause problems to put a hard and fast expiration date in a plan. One strategy that worked well in Beaverton was to say that they would come back in X years and revisit the plan, and evaluate how well the plan has performed. If the plan is not performing well, then they could have a go / no-go decision at that point in time. This could be a best practice for urban renewal areas.*  
.....

*It is important to have a pretty clear description of benefits and disadvantages of the proposed course of action when it comes to strategic decisions regarding urban renewal.*  
.....

*Exhibit A Interview List*

*Clackamas County Chair Ludlow*

*Clackamas County Commissioner Bernard*

*Clackamas County Commissioner Savas*

*Clackamas County Commissioner Schrader*

*Bill Bach, Trammell Crow*

*Susan Myer, Capital Realty*

*Greg Specht, The Specht Company*

*Rob Massar and Andrew Singelakis, Washington County*

*Dr. Bill Rhoades, Doug Middlestetter, West Linn/Wilsonville School District*

*Mike Duyck, Tualatin Valley Fire and Rescue*

*Klaus Gibson, Wilsonville resident*

*Dr. Heather Cordie, Phil Johanson, Sherwood School District*



## Appendix I. Summary of Acreage Evaluation

---

This Appendix describes the analysis that supports the consultant team's conclusion that it is possible to remove sufficient acreage from existing urban renewal plans to create the proposed Coffee Creek urban renewal area, while still maintaining enough assessed value (AV) in the existing urban renewal areas to fund all projects as planned and to meet all outstanding financial obligations.

The analysis has three main steps:

1. Assessment of acreage needed
2. Assessment of financial capacity to remove acreage from existing urban renewal areas
3. Evaluation of low-AV parcels and acreage

### Step 1: Assessment of Acreage Needed

The first step in assessing the feasibility of removing acreage from existing urban renewal areas to allow for a Coffee Creek urban renewal area is to determine how much acreage the City needs to be released from existing urban renewal areas. Two numbers drive that analysis:

1. **Acreage required for a Coffee Creek URA.** According to the 2007 Coffee Creek Master Plan, the acreage of Coffee Creek is 216 acres. This analysis assumes that the Coffee Creek urban renewal area would comprise 216 acres.
2. **Maximum acreage allowed in Wilsonville urban renewal areas.** Oregon Revised Statute (ORS) limits the total amount of acreage a city may have in urban renewal to 25% of a city's total acreage.<sup>1</sup> Including the Year 2000 Plan, West Side, and TIF Zone urban renewal areas, 24.12% of Wilsonville is currently in urban renewal areas. The remaining area allowed under the cap is about 41 acres.

However, Wilsonville must annex Coffee Creek before an urban renewal area could be created. The annexation would increase Wilsonville's total acreage, which increases the acreage allowed in urban renewal areas under the 25% ORS cap. If Coffee Creek is annexed but no other changes are made to Wilsonville's urban renewal areas, the remaining area allowed under the cap is about 95 acres.

Comparing these two numbers (Table I-1) shows that about 121 acres must be released from Wilsonville's existing urban renewal areas to allow for the creation of a Coffee Creek urban renewal area. Figure I-1 shows how existing and proposed urban renewal acreage is distributed among urban renewal areas.

---

<sup>1</sup> ORS also limits urban renewal frozen base value to 25% of Wilsonville's total AV. This limit does not present a constraint for Wilsonville. Currently, urban renewal frozen base (in West Side Plan, Year 2000 Plan, and TIF Zones) accounts for less than 5% of Wilsonville's AV.

**Table I-1. Wilsonville urban renewal areas and ORS acreage limits**

	City of Wilsonville (current boundaries)		City of Wilsonville + Coffee Creek Annexation	
	Acres	% of City total	Acres	% of City total
City Total	4,712	100%	4,928	100%
Existing and planned URAs:	1,137	24.1%	1,137	23.1%
Year 2000 Plan	567	12.0%	567	11.5%
West Side Plan	456	9.7%	456	9.3%
TIF Zones	114	2.4%	114	2.3%
Proposed Coffee Creek URA	–	–	216	4.4%
Existing and proposed URAs	1,137	24.1%	1,353	27.4%
Maximum allowed in all URAs	1,178	25%	1,232	25%
<b>Surplus / Deficit</b>	<b>41</b>	<b>0.9%</b>	<b>-121</b>	<b>-2.4%</b>

Source: ECONorthwest and Elaine Howard, data from City of Wilsonville

**Figure I-1. Acreage of Wilsonville's existing, planned, and proposal urban renewal areas**



Source: ECONorthwest and Elaine Howard, data from City of Wilsonville. 25% cap assumes that Wilsonville has annexed Coffee Creek and that total City acreage is 4,928 acres.

## Step 2: Assessment of Financial Capacity to Remove Acreage from Existing Urban Renewal Areas

Any release of acreage must not compromise each urban renewal area's ability to meet its outstanding financial obligations. This step of the analysis considered the financial capacity to remove acreage from the Year 2000 and West Side plans.

To calculate the amount of assessed value that can be removed from the existing urban renewal areas, we figured out how much assessed value is needed to generate enough tax revenue to make the debt service payment and fund projects. The difference between the amount of assessed value that is needed and the total AV in the area is the amount that can be removed from the district.

- \$208 million of AV can be removed from the Year 2000 Plan without compromising the urban renewal area's ability to meet outstanding financial obligations.
- \$42 million of AV can be removed from the West Side Plan without compromising the urban renewal area's ability to meet outstanding financial obligations.



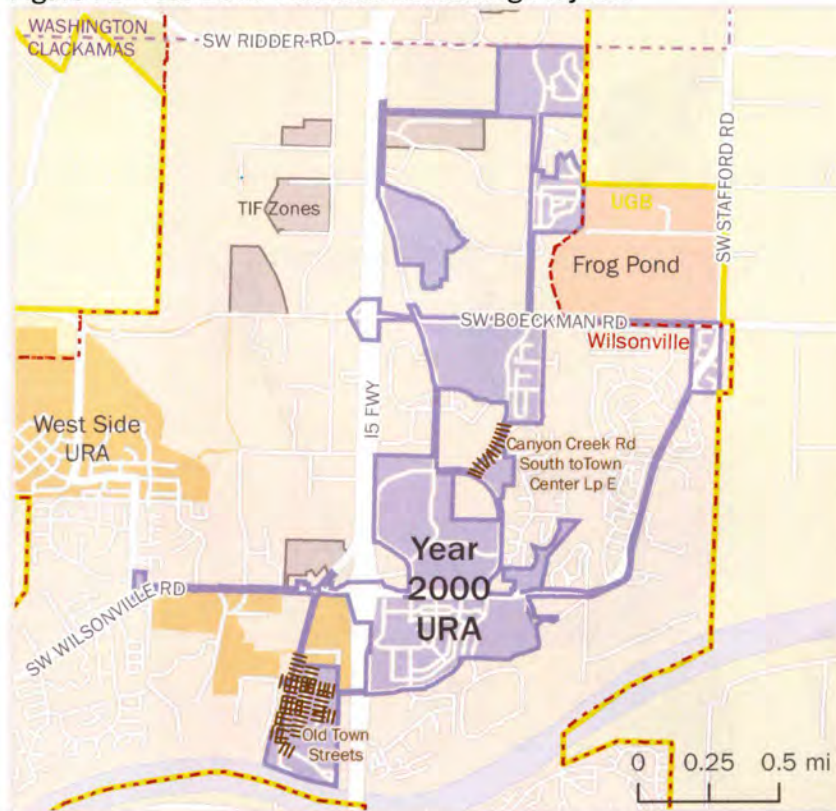
### Step 3: Evaluation of low-AV parcels and acreage.

The previous step shows that of Wilsonville's two existing urban renewal areas, Year 2000 Plan has the fewest outstanding financial obligations and so is the best candidate for release of acreage. This step examines parcels and acreage of the Year 2000 Plan to determine if 121 acres can be released that contain less than \$208 million in AV.

Any acreage released from the Year 2000 Plan must meet three criteria:

1. As discussed in Step 2, no more than \$208 million in AV can be removed.
2. Outstanding urban renewal projects must remain inside the urban renewal area. Figure I-2 shows the locations of projects in the Year 2000 Plan.<sup>2</sup>
3. An urban renewal area must be a single, contiguous area. Acreage cannot be released if it results in a non-contiguous urban renewal area.

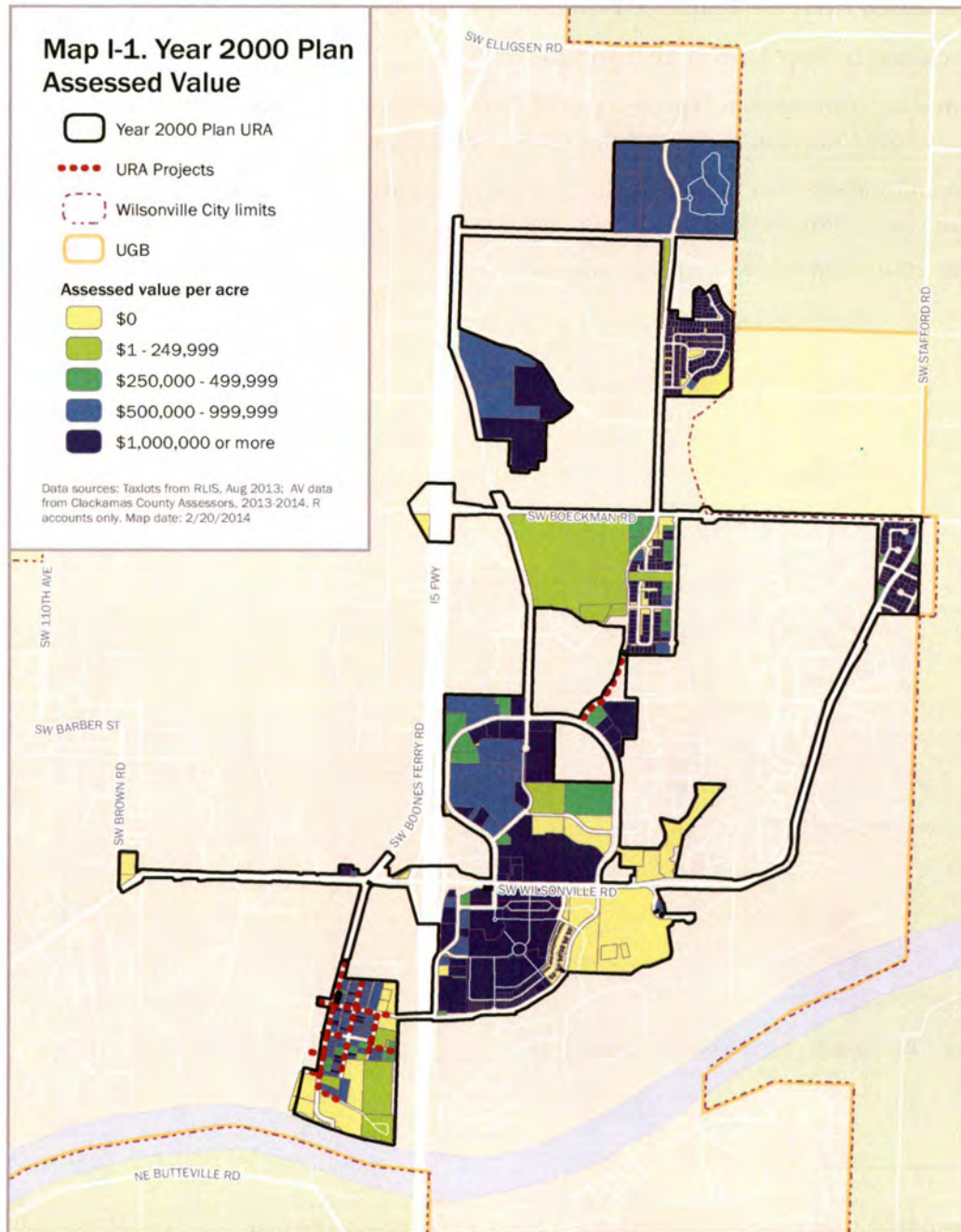
**Figure I-2. Year 2000 Plan and Remaining Projects**



Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS

<sup>2</sup> The analysis assumes that the projects shown in Figure I-2 are the only projects that need to be avoided. Several other projects plan to be completed in this area, but their exact locations are not yet identified.

In order to consider all three criteria, we joined real property AV data from Clackamas County Assessors 2013-2014 tax roll with RLIS August 2013 parcel data in GIS. For parcels with multiple tax accounts, AV was summed into one record. Map I-1 shows AV per acre for parcels in the Year 2000 Plan. Parcels with lower assessed value per acre are better candidates for removal from the urban renewal area.





The GIS analysis considered only AV from real property (R) accounts. Personal property (P), manufactured structures (M), and utility (U) accounts also include AV but were not joined to GIS parcel boundaries. In 2013-2014 in the Year 2000 Plan, AV from personal property, manufactured structures, and public utility accounts was \$38,437,331—about 10% of total AV. To account for AV from personal property, manufactured structures, and public utility accounts, the consultant team assumed that AV from these accounts would comprise 15% of total AV.<sup>3</sup>

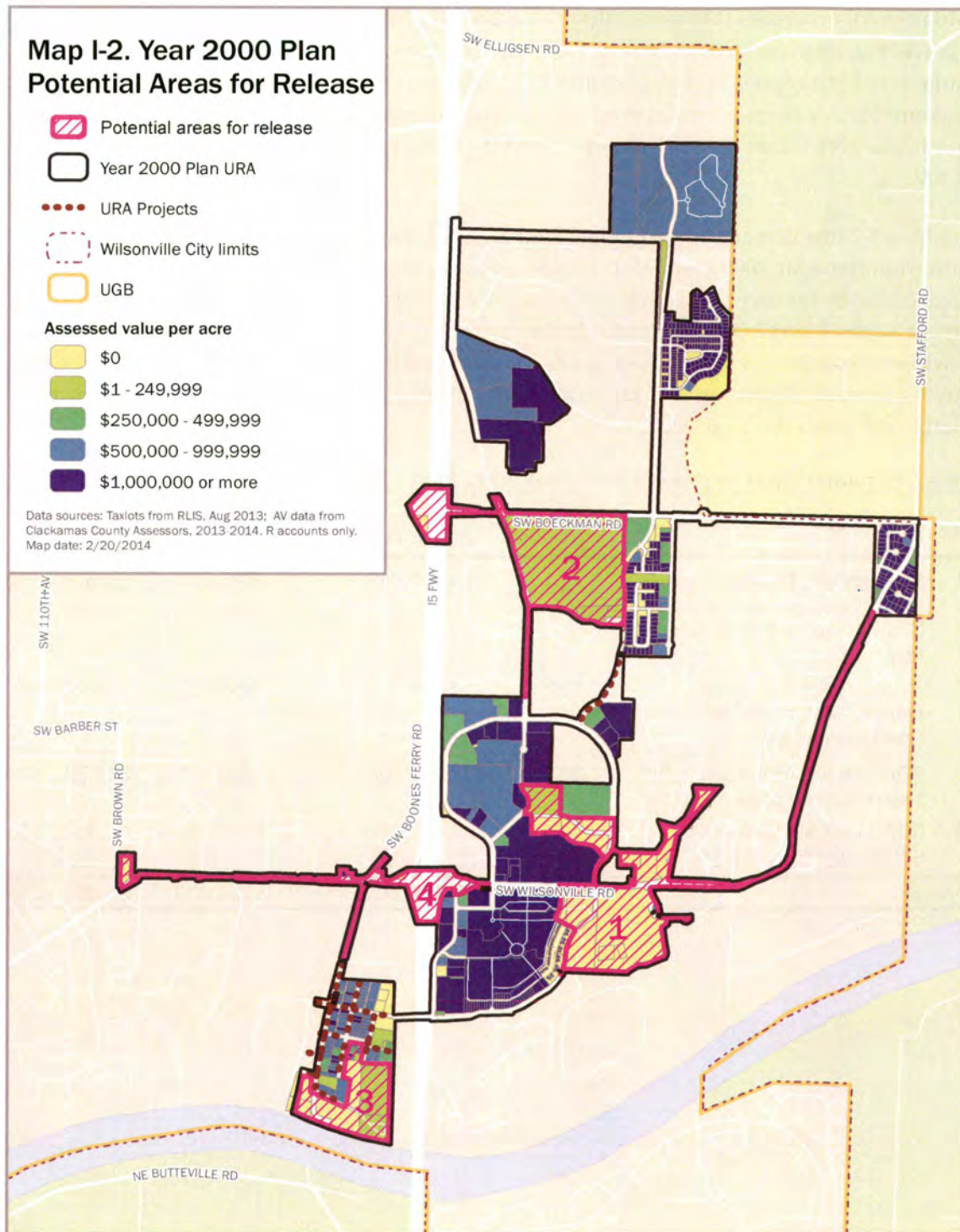
Using Map I-1, the consultant team identified areas of low AV that could be candidates for release from the Year 2000 Plan. Map I-2 and Table I-2 show four areas where large amounts of acreage could be removed from relatively low-AV parcels and ROW. As Table I-2 shows, releasing Areas 1 and 2 provides sufficient acreage to allow for a Coffee Creek urban renewal area while remaining well below AV limits. Areas 3 and 4 provide additional options for removing acreage. Releasing all four areas would free up 192 acres while removing less than \$5 million in AV from the Year 2000 Plan.

**Table I-2. Potential areas to release from Year 2000 Plan**

Area	Description	Acres	AV (R accounts, 2013-2014)	Estimate of AV (non-R accounts)	Estimate of total AV
1	Murase Park, City Hall, Town Center Park, Boeckman Creek Natural Area, SW Wilsonville Rd ROW	77.1	\$325,419	\$48,813	\$374,232
2	Mentor Graphics, low AV parcels, ROW along SW Boeckman Rd and I-5	65.3	\$390,872	\$58,631	\$449,503
3	ROW and low AV parcels in Old Town (south of project area)	25.1	\$1,472,471	\$220,871	\$1,693,342
4	ROW along SW Wilsonville Rd, SW Boones Ferry Rd, and I-5	24.4	\$2,070,340	\$310,551	\$2,380,891
<b>All Areas</b>		<b>191.9</b>	<b>\$4,259,102</b>	<b>\$638,865</b>	<b>\$4,897,967</b>

Source: ECONorthwest. Data from City of Wilsonville GIS and Metro RLIS

<sup>3</sup> Even if we assume that 100% of the P, U, and M values in the URA are in the parcels that are removed, the AV removed is still well below \$208 million.





## Conclusion

As Table I-2 shows, it is possible to remove more than 121 acres (the amount required for a Coffee Creek urban renewal area) with less than \$208 million in AV (the maximum that can be removed without compromising the Year 2000 Plan's ability to meet financial obligations).

## **Appendix J. Compression Impacts to the School District**

---



### **Compression impacts to the West Linn-Wilsonville School District**

Compression occurs as a result of the property tax rate limits enacted by Measure 5. Measure 5 limited the tax rate for any single property to \$5 per \$1,000 of real market value for education and \$10 per \$1,000 of real market value for general government. If taxes to be raised on an individual property exceed the Measure 5 limits on real market value, then the tax bill for that property is reduced or “compressed” by the assessor until the taxes equal the legal limits. When compression occurs for a property, all taxing districts get proportionately less revenue from that property than what the uncompressed rate would generate.

Urban renewal takes a portion of the tax rate for education, and re-categorizes it as general government, potentially reducing compression losses for education taxing districts in some situations. Wilsonville’s urban renewal districts positively impact the West Linn-Wilsonville school district (District) in this way; by re-categorizing a portion of the tax rate for education to general government and reducing compression losses.

Closure of the Year 2000 Urban Renewal Area (URA) in 2013 or 2014 would have a substantial impact on the school district’s local option tax revenue. We are continuing to evaluate these impacts and will be presenting the amount of estimated impact at the December 11<sup>th</sup> task force meeting. Estimates of compression impacts are based on current property tax data and based on growth or decrease in real market value, the impact could vary significantly in the future.

Regardless, certain steps can be taken to mitigate whatever financial impacts closing the URA might have on the District.

The issue of compression and its impact to local option levies can be addressed legislatively. The City, the Urban Renewal Agency, the District, and other taxing agencies could advocate for legislative changes that would nullify these impacts.

Secondly, closure of the URA could occur over a period of years. For example, twenty percent of the URA could be removed each year over a five year period so that the impact to the District is spread out over time.

Under Scenario A, this phase out would begin in 2019, under Scenario B it would begin in 2022 and under Scenario C it would begin in 2034. However, under any of these scenarios, legislative changes could occur that would nullify the impacts of compression and eliminate the need for phasing. If legislative changes do not occur, the passage of time could see increasing real market values that could relieve some compression pressure. The Urban Renewal Agency and the District would work together to accelerate closure as real market values increase.

King, Sandy

---

**From:** Kohlhoff, Mike  
**Sent:** Thursday, May 08, 2014 7:40 AM  
**To:** King, Sandy; Retherford, Kristin; Rodocker, Cathy  
**Subject:** Res2471 Staff Report  
**Attachments:** Res2471 Staff Report.docm

I added my comment and correct the error making it \$40 million.



## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b>  May 19, 2014	<b>Subject: Resolution No. 2471</b> Urban Renewal Strategic Plan  <b>Staff Member:</b> Kristin Retherford, Economic Development Manager  <b>Department:</b> Community Development
<b>Action Required</b> <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<b>Advisory Board/Commission Recommendation</b> <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b> N/A
<b>Staff Recommendation:</b> City Council adopts Urban Renewal Strategic Plan via Resolution.	
<b>Recommended Language for Motion:</b> I move to adopt Resolution No.2471	
<b>PROJECT / ISSUE RELATES TO:</b>	
<input checked="" type="checkbox"/> Council Goal: Economic Development	<input type="checkbox"/>

### ISSUE BEFORE THE CITY COUNCIL:

The Urban Renewal Task Force held its final meeting on January 30, 2014. A draft Urban Renewal Strategic Plan was prepared and disseminated to the Task Force for review and comment. Comments and edits have been addressed, and the Plan is now being brought forward for City Council review and adoption.

### EXECUTIVE SUMMARY:

At direction of the City Council, staff retained the urban renewal consultants ECONorthwest and Elaine Howard the summer of 2013 after conducting a competitive selection process, and recruited a diverse, 16-member volunteer advisory task force chaired by Council President Scott



Starr to develop a strategy for the City's future use of urban renewal. The task force met on three occasions and developed recommendations regarding the Year 2000 Urban Renewal Area (URA), the West Side URA, and the future use of urban renewal in Wilsonville, specifically for the Coffee Creek Industrial Area and Frog Pond. Because the TIF Zones had recently undergone a great deal of public input and analysis during their creation, the Task Force did not focus on these six single-property urban renewal districts.

The consultant team prepared a great deal of technical information regarding planned projects and financial projections for each district prior to the first Task Force meeting to inform their discussion.

During the first meeting, the Task Force reviewed the issues and challenges before them. During the second meeting, they discussed three preliminary scenarios for addressing these challenges. At the third meeting the Task Force reviewed changes to the scenarios discussed at the second meeting and made their final recommendations.

More specifically, the Task Force examined:

- Which projects in existing urban renewal areas should be completed using urban renewal?
- Should the West Side maximum indebtedness limit be increased to complete projects, and if so, by what amount?
- Are there any needs in existing URAs not yet identified as projects that should be added to project lists?
- Are there properties in close proximity to existing URAs that should be included into a URA?
- Are there areas to be considered for potential new URAs in the future?
- How should the City address acreage limitations.
- Should the City close portions of districts or full districts?

After the second meeting there was consensus from the Task Force that:

- Coffee Creek is a high priority for creating a new URA
- Urban Renewal should focus on infrastructure instead of amenities.
- Impacts to the school district should be considered in closing down URAs.

Additional work was needed on the various scenarios as there was uncertainty as to what should be done with Town Center and possible redevelopment opportunities.

The Task Force considered four different scenarios at their third meeting:

- Scenario A: The West Side Plan would significantly increase maximum indebtedness, and would require concurrence. No revenue sharing would happen in this alternative. The Year 2000 Plan would pay off debt as soon as possible, allowing for Frog Pond to come online.



- Scenario A-2: This is the same as Scenario A, except the West Side Plan includes revenue sharing. This scenario still requires concurrence.
- Scenario B: The Old Town Escape would be moved from the West Side Plan to the Year 2000 Plan. This pushes back when Year 2000 can make its final debt payment. No concurrence would be required for this alternative.
- Scenario C: The life of the Year 2000 Plan will be extended for as long as possible, only collecting enough TIF to pay off debt as scheduled. We chose to extend the Year 2000 Plan while still completing all projects as scheduled, but it is also possible to pair the extension with Scenario B of the West Side Plan.

After consideration and discussion of these scenarios, the Task Force came to the following recommendations, which have been incorporated into the draft Urban Renewal Strategic Plan attached hereto as Exhibit A.

#### West Side Plan:

- Amend plan to increase maximum indebtedness from \$40 million to \$49.4 million, to allow funding of the critical infrastructure projects that the city is contractually obligated to fund.
- Formal concurrence of overlapping taxing districts is not required for this amendment, and should not be sought.
- Following precedent from previous plan amendment processes, do not seek an advisory vote of the public.
- Do not add any new projects to the project list; doing so would increase the life of the district and require a larger increase in maximum indebtedness.
- Do not fund the Old Town Escape project with TIF dollars (though other funding sources could be used). This project is not a contractually obligated project.

#### Year 2000 Plan:

- Do not amend financial aspects of the plan (though an amendment to remove acreage is necessary to support the formation of Coffee Creek). Make no changes to the project list or maximum indebtedness.
- Close down the area in a phased approach that limits negative compression impacts on the West Linn – Wilsonville School District

#### Coffee Creek Industrial Area:

- Pursue feasibility analysis and planning for a new urban renewal area to fund critical infrastructure in Coffee Creek.
- Remove land from the Year 2000 and/or West Side plans as necessary to free up sufficient acreage for the proposed Coffee Creek urban renewal area.
- Following precedent, as this is a new urban renewal area formation process, pursue citywide advisory vote during plan adoption.
- Pursue formal concurrence of overlapping taxing districts during plan adoption.
- The use of TIF should be limited to development-supportive infrastructure projects



Frog Pond Area:

- Do not pursue feasibility analysis and planning for a new urban renewal area for Frog Pond at this time. Re-evaluate after the master planning effort is completed.

**EXPECTED RESULTS:**

Upon adoption of the Urban Renewal Strategic Plan by Resolution No. 2471, attached here to as Exhibit B, staff will begin implementing the Plan.

An urban renewal plan amendment will be needed for the West Side Plan to complete plan projects. This will be a substantial amendment with a timeline of six to nine months. This effort should begin summer 2014.

Specific areas of land need to be identified for removal from the West Side URA and the Year 2000 URA and plans amended accordingly to free up acreage for a new URA in Coffee Creek. This process will take three to six months and should begin summer 2014.

A feasibility study needs to be developed for a Coffee Creek URA, along with an annexation strategy. This effort will be a six to nine month process and should begin summer 2014. The goal is to have sufficient information to take the creation of a new URA to voters in either the spring or fall of 2015.

Staff will continue to work in partnership with the school district on implementing the closure of the Year 2000 Area. Closure will occur between 2018 and 2021, depending on the approach taken to mitigate compression impacts to the School District. As real property values increase, the compression impacts of closing the Year 2000 Area will lessen. City and School District staff will meet in November or December 2014 to review new property tax information, and will meet periodically as necessary on this issue until the Year 2000 Area has been closed.

**TIMELINE:**

Timelines are described in the section of this report titled Expected Results.

**CURRENT YEAR BUDGET IMPACTS:**

There will be no additional budget impacts this fiscal year. Consulting costs for implementing Plan recommendations will be incurred in FY 2014-15. Cost estimates are not yet in place, but funding for consultant professional services has been included in the Urban Renewal departmental budget.

**FINANCIAL REVIEW / COMMENTS:** *[Item must be sent to Finance for review.]*

Reviewed by: \_\_\_\_\_ CAR \_\_\_\_\_ Date: \_\_\_\_5/7/14\_\_\_\_\_

FY2015 budget does include profession services for both Urban Renewal districts.

**LEGAL REVIEW / COMMENT:** *[Item must be sent to City Attorney for review.]*

Reviewed by: MEK \_\_\_\_\_ Date: 5/8/2014 \_\_\_\_\_



Approve Resolution as to form.

**COMMUNITY INVOLVEMENT PROCESS:**

This process included three Task Force meetings, one public open house, and stakeholder interviews, including interviews with affected taxing districts.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups):

Adoption of the Urban Renewal Strategic Plan will provide staff with guidance in managing future urban renewal activities in the City. It will expedite completion of projects in the West Side URA by increasing maximum indebtedness and will chart a course for closure of the Year 2000 URA. It will also set the framework for staff to pursue developing a new URA in the Coffee Creek Industrial Area to spur economic development.

**ALTERNATIVES:**

N/A

**CITY MANAGER COMMENT:**

**ATTACHMENTS**

- A. Draft – Wilsonville Urban Renewal Strategic Plan
- B. Resolution No. 2471



King, Sandy

---

**From:** Retherford, Kristin  
**Sent:** Friday, May 16, 2014 9:01 AM  
**To:** Doris Wehler  
**Cc:** Cosgrove, Bryan; Kraushaar, Nancy  
**Subject:** RE: Urban Renewal Strategic Plan Presentation to City Council Monday, May 19th

Doris, I'll get a hard copy printed for you next week after the meeting with the City Council. In answer to your questions below:

1. Yes, the Barber Street extension project has always been in the West Side plan. It was identified as one project which we have implemented in phases, with the final phase being the section to be constructed starting this summer. This project is subject to Development Agreements and an Intergovernmental Agreement with ODOT.

2. The increased Canyon Creek south cost does not increase maximum indebtedness to the Year 2000 area, but does slightly increase the overall debt burden. We will likely structure this as a loan from the General Fund through an intergovernmental agreement between the City and Agency and set it up as overnight, or du jour, financing. This way we will have interest payments, but we will not incur loan origination costs.

Also, most of this cost increase is subject to a reimbursement agreement with Mentor Graphics and will be repaid to the Agency in the future when they develop their property.

To put this in scale, because we are collecting about \$4 million a year in Tax Increment, a one million dollar project cost increase would not result in a very lengthy extension of the life of the district. It would be less than 6 months, and more like 3-4 months, given our rate of TIF collection.

3. Regarding your final question about recommending early payoff, the statement you make below is not quite correct. To clarify, given the level of TIF revenue we collect in the Year 2000 Area, we could pay off our current debt and debt for the remaining outstanding projects, by 2018-2019, if those projects have been completed by then. We expect that all, with the possible exception of Old Town Streets (not to be confused with the Old Town Escape), will have been completed by that time period. In FY 14-15 we will collect our full \$4 million increment. This will not impact the school district and it keeps us on track for a FY 18-19 debt payoff.

The recommendation that will be presented from the Task Force, is to pursue that early closure in the FY 18-19 timeframe, but to work with the school district over the next few years regarding possible mitigation of compression impacts.

What that means in practical terms is that in December of this year the City will meet with the School District to look at real property value information from the County. Depending on the trend in real property value, we will discuss plans for FY 15-16 revenue collection and if we should again collect the full \$4 million or if we should slightly underlevy. By beginning to underlevy the \$4 million collection, this would cause some smaller level of compression impact to the school district beginning that year, and would extend closure of the URA by a year or two depending on the percentage of the underlevy and if we continued the same approach in following years. This means that instead of bearing the full remaining compression impact in 2018-19 (and there may not be any), the District will begin to experience a smaller compression impact in FY 15-16 to continue until closure of the URA around 2020-2021, at which time they will assume the remaining compression impact, if any.

The only way to extend the life of the URA significantly beyond a 2020-2021 time range would be to incur much more debt, which is not a recommendation of the Task Force. Based on our revenue generation, for every \$4 million in new debt (approximate) we could extend the life of the district by about another year.

I am going to be out of the office today in meetings, but will be available Monday to follow up with you if you have any further questions.



Regards,

**Kristin Retherford**

Economic Development Manager

City of Wilsonville

503-570-1539

[retherford@ci.wilsonville.or.us](mailto:retherford@ci.wilsonville.or.us)

---

**From:** Doris Wehler [daweehler@gmail.com]

**Sent:** Friday, May 16, 2014 7:41 AM

**To:** Retherford, Kristin

**Subject:** Re: Urban Renewal Strategic Plan Presentation to City Council Monday, May 19th

I have a couple of questions Kristin. Was the extension of Barber Street in the 2001 plan all along? I know the South Canyon Creek to Vlahos ended up being more than originally estimated, so did this cause an increase in the indebtedness?

Am I correct in that you will not be recommending early pay off of the 2001 plan, mostly due to School District compression?

Doris

On Thu, May 15, 2014 at 4:05 PM, Retherford, Kristin <[retherford@ci.wilsonville.or.us](mailto:retherford@ci.wilsonville.or.us)> wrote:

All,

This is a reminder that staff and the consultant team will be presenting the draft Urban Renewal Strategic Plan to City Council on Monday, May 19<sup>th</sup>. You are welcome to attend and listen to the discussion. The meeting agenda is attached for your reference.

In the version of the document going to Council, we have changed the title page to reflect the current date and changed the title to "Urban Renewal Strategic Plan". There was also a minor text edit in the body of the document which incorrectly referred to the current maximum indebtedness of the West Side URA as \$32 million rather than \$40 million. \$32 million was the amount of existing indebtedness when data was compiled last fall, and not the plan's maximum indebtedness. This was only a scrivener's error and does not affect any of the calculations or financial analysis.

Also, some of you have requested a hard copy of the final document once adopted. Please let me know if you would like to be added to the list.

I will update you next week with the results of Monday's meeting.

Regards,

**Kristin Retherford**

Economic Development Manager

City of Wilsonville

503-570-1539

[retherford@ci.wilsonville.or.us](mailto:retherford@ci.wilsonville.or.us)



## CITY COUNCIL MEETING INFORMATION ITEM

---

### Wilsonville Community Sharing – Renter Assistance Program

---

Meeting Date: May 5, 2014  
 Report Date: April 16, 2014  
 Source of Item: Finance

Contact: Gary Wallis  
 Contact Telephone Number: 503-570-1511  
 Contact E-Mail: wallis@ci.wilsonville.or.us

---

***THERE IS NO RECOMMENDATION, THIS IS AN INFORMATION ITEM.***

#### BACKGROUND:

The budget for 2013-14 for Wilsonville Community Sharing (WCS) includes two components: Renter Assistance for \$16,000 and general support for \$29,929. In December Council increased the renter assistance program by \$7,500. In total, \$53,429 will be provided to WCS this fiscal year. The payments are made under an agreement that expires June 30, 2014.

#### ANALYSIS:

The first table provides a summary showing how WCS has provided benefits over the past two years. The second table provides monthly detail for the quarter ended March 2014. Monthly reporting was a condition of receiving the \$7,500 additional payment.

**Table 1 – Quarterly Assistance Summary**

Assistance Type	June 2012	September 2012	December 2012	March 2013	June 2013	September 2013	December 2013	March 2014
Electricity	\$ 7,301	\$ 6,095	\$ 4,011	\$ 3,900	\$ 2,100	\$ 3,346	\$ 4,588	\$ 9,265
Gas	97	-	-	-	-	-	-	150
City Utilities	1,018	205	189	250	277	254	-	335
<b>Total</b>	<b>\$ 8,416</b>	<b>\$ 6,300</b>	<b>\$ 4,200</b>	<b>\$ 4,150</b>	<b>\$ 2,377</b>	<b>\$ 3,600</b>	<b>\$ 4,588</b>	<b>\$ 9,750</b>
<b>Households Assisted</b>	<b>36</b>	<b>23</b>	<b>21</b>	<b>30</b>	<b>16</b>	<b>12</b>	<b>16</b>	<b>33</b>
<b>Individuals Assisted</b>	<b>80</b>	<b>37</b>	<b>66</b>	<b>85</b>	<b>44</b>	<b>34</b>	<b>43</b>	<b>80</b>

**Table 2 – Monthly Reporting, January through March 2014**

Assistance Type	January 2014	February 2014	March 2014
Electricity	\$ 3,665	\$ 3,600	\$ 2,000
Gas	-	150	-
City Utilities	235	-	100
<b>Total</b>	<b>\$ 3,900</b>	<b>\$ 3,750</b>	<b>\$ 2,100</b>
<b>Households Assisted</b>	<b>13</b>	<b>13</b>	<b>7</b>
<b>Individuals Assisted</b>	<b>38</b>	<b>34</b>	<b>8</b>

Table 1 shows \$17,938 in benefit assistance provided during the first nine months of this fiscal year. That compares to \$17,027 for all of FY 2012-13. Comparable numbers for households assisted are 61 after nine months versus 90 for the prior year, and individuals assisted of 157 vs 232, respectively.

1. **Is WCS spending the Renter Assistance portion?** Yes. After nine months in FY 2013-14 WCS has received \$19,500 and provided \$17,938 in direct assistance. The \$1,562 balance will be added to the final quarter allotment of \$4,000. At the current rate of use the funds will be depleted prior to June 30<sup>th</sup>. By comparison, WCS provided \$17,027 in benefits in FY 2012-13 while receiving only \$16,000 in new resources.
2. **Why is so little benefit attributed to city utilities?** The program targets low income households and these individuals tend to reside in low income housing complexes which include water and sewer in the base rent. Some apartment complexes bill water, sewer and trash in addition to rent however rental units are not separately metered. Any assistance here does not go to the city but to the apartment complex or an outside billing entity and thus is not eligible under current grant guidelines. Electric usage; however, is the responsibility of the resident and something they can control. The need is greatest to address PGE bills.
3. **How does WCS determine who receives and benefit and how often?** WCS has written guidelines that provide up to \$300 to a household per year for utility assistance. WCS seeks a small co-payment from the applicant when the applicant is financially capable. The co-pay is at the discretion of WCS.
4. **Does WCS coordinate benefits with other area non-profits?** Yes. For example, WCS encourages other agencies to refer utility requests to them so that the other agencies may then use their resources toward rent.

#### **IMPACT ON CITY RESOURCES:**

The 2014-15 budget assumes continuation of the agreement and provides for \$16,000 utility assistance and up to \$30,677 for WCS administration (increase based on Portland CPI).

#### **POLICY ISSUES / COUNCIL GOALS**

None

#### **ATTACHMENTS**

None



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

**City Council Activities  
January through March 2013**

Permit Number	Permit Description	Applicant/Staff	Meeting Date(s) / Actions
Work Session	Elligsen Request for Changing Regionally Significant Industrial Area (RSIA) designation	NEAMTZU	Jan. 6 Motion to support Land Owner's request failed
Work Session	Basalt Creek Concept Plan Partnering Agreement with the City of Tualatin	MANGLE	Jan. 23
Work Session	3-Year Bicycle & Pedestrian Connectivity Action Plan	MANGLE/KRAUSHAAR	Jan. 23
Work Session	Goal 10 Residential Land Study (also known as Housing Needs Analysis) Recommendations Update	MANGLE	Feb. 20
Work Session	Frog Pond/Advance Road Planning Update	MANGLE	Feb 20
Work Session	Community-Wide Wayfinding Program	NEAMTZU	March 3
Resolution No. 2454	Resolution authorizing the City Manager to sign a Professional Services Agreement with Angelo Planning Group for Frog Pond Planning	KRAUSHAAR	March 17
Resolution No. 2456	<b>COFFEE KIOSK-BOONES FERRY POINTE</b> Plan Revision for "The Human Bean" Drive-Up Coffee Kiosk <b>DB13-0046</b> - Class 3 Planned Development Stage 2 <b>DB13-0047</b> - Class 3 Site Design Review <b>DB13-0048</b> - Class 3 Master Sign Plan Revision and Sign Area Waiver 25250 SW 95TH AVE	WILSONVILLE DEVCO LLC	March 17 <b>Appeal of DRB Decision</b> Council reversed DRB decision, imposing additional conditions <b>Res. 2456 Adopted</b> April 21 Findings of Fact Adopted
Ordinance No. 736	<b>110TH STREET VACATION</b> <b>DB14-0001</b> - Villebois PDP 3 and 4 East, Tonquin Meadows and Tonquin Meadows No. 2.	POLYGON PAYMASTER, LLC	<u>DRB Recommended</u> approval on Feb. 10 <u>CC Hearings</u> March 3 March 17 <b>Ord 736 adopted</b>

**Planning Commission Activities  
January through March 2013**

Permit Number	Project Description	Applicant/Staff	Meeting Date(s) / Actions
LP14-0001	Statewide Planning Goal 10 – Residential Land Study	MANGLE	<u>CCI Public Forum</u> Jan 8 <u>PC Work Session</u> Feb. 19 <u>Public Hearing</u> April 9 PC recommended adoption to City Council.
Work Session	Industrial Form-Based Code	NEAMTZU	Feb 19
Work Session	Concept Planning Update: <ul style="list-style-type: none"> <li>Basalt Creek Concept Plan</li> <li>Frog Pond/Advance Road Planning</li> </ul>	MANGLE	March 12

**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Development Review Board Panel A Activities January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant/Staff</b>	<b>Hearing Date(s) / Actions</b>
<b>DB13-0044</b>	<b>JORY TRAIL APARTMENTS</b> Revision to parking and landscaping Class 3 Planned Development Stage 2 <b>DB13-0045</b> - Site Design Review for additional parking area	CRP/HOLLAND BRENCHLEY ESTATES	Jan. 13 <b>Approved</b>
<b>DB13-0046</b>	<b>COFFEE KIOSK-BOONES FERRY POINTE</b> Class 3 Planned Development Stage 2 Plan Revision for "The Human Bean" Drive-Up Coffee Kiosk <b>DB13-0047</b> - Class 3 Site Design Review <b>DB13-0048</b> - Class 3 Master Sign Plan Revision and Sign Area Waiver 25250 SW 95TH AVE	WILSONVILLE DEVCO LLC	Jan 13 (Cont'd) Feb. 10 <b>Denied</b> Applicant appealed to City Council – CC Hrg date: March 17 (Approved).
<b>DB14-0001</b>	<b>110TH STREET VACATION</b> Villebois PDP 3 and 4 East, Tonquin Meadows and Tonquin Meadows No. 2.	POLYGON PAYMASTER, LLC	Feb. 10 <b>Approved</b>
<b>DB13-0050</b>	<b>RENAISSANCE AT CANYON CREEK II</b> Quasijudicial-Comprehensive Plan Map Amendment <b>DB13-0051</b> - Quasijudicial-Zone Map Amendment <b>DB13-0052</b> - Class 3 Planned Development Stage 1 <b>DB13-0053</b> - Class 3 Planned Development Stage 2 <b>DB13-0054</b> - Class 3 Waiver <b>DB13-0055</b> - Class 3 Tentative Plat Review <b>DB13-0056</b> - Class 3 Site Design Review <b>DB13-0057</b> - Class 3 Tree Removal Plan 28325 SW CANYON CREEK RD	RENAISSANCE CUSTOM HOMES, LLC	March 10 <b>Approved</b>

<b>Development Review Board Panel B Activities January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>DB14-0031</b>	<b>RENAISSANCE BOAT CLUB/WILLAMETTE LANDING/ABELE</b> Type C Tree Removal Plan See DB13-0039 8455 SW METOLIUS LN	RENAISSANCE DEV CORP	March 24 <b>Approved</b>



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Pending City Council Activities</b> <b>Planning Projects Scheduled for Hearings / Work Sessions during 2014 Second Quarter</b>			
Permit Number	Permit Description	Applicant	Hearing Date(s) / Actions
DB14-0003	<b>GRANDE POINTE AT VILLEBOIS - PDP 7 SOUTH</b> Villebois PDP AND PDP Modification <b>DB14-0004</b> - Quasijudicial-Zone Map Amendment DB14-0005 - Class 3 Tentative Plat Review DB14-0006 - Class 3 Tree Removal Plan DB14-0007 - Final Development Plan (FDP) for Parks and Open Space 29500 SW GRAHAMS FERRY RD	POLYGON PAYMASTER, LLC	April 14 - DRB Approved  <b>May 5</b> Council Hearing for Zone Map Amendment
DB13-0050	<b>RENAISSANCE AT CANYON CREEK II</b> Quasijudicial-Comprehensive Plan Map Amendment <b>DB13-0051</b> - Quasijudicial-Zone Map Amendment DB13-0052 - Class 3 Planned Development Stage 1 DB13-0053 - Class 3 Planned Development Stage 2 DB13-0054 - Class 3 Walver DB13-0055 - Class 3 Tentative Plat Review DB13-0056 - Class 3 Site Design Review DB13-0057 - Class 3 Tree Removal Plan 28325 SW CANYON CREEK RD	RENAISSANCE CUSTOM HOMES, LLC	Council Hearing for Comprehensive Plan & Zone Maps Amendment Upon DRB Recommendation  CC Hearing Date: April 7 (Approved)
DB14-0009	<b>VILLEBOIS SAP NORTH PDP 3 "CALAIS AT VILLEBOIS"</b> Class 3 Annexation: Quasijudicial Review (Rumpf Property) <b>DB14-0010</b> - Quasijudicial-Zone Map Amendment DB14-0011 - Villebois PDP AND PDP Modification DB14-0012 - Villebois SAP and SAP Amendment - SAP Refinements DB14-0013 - Villebois SAP and SAP Amendment - SAP Amendments DB14-0014 - Class 3 Tentative Subdivision Plat Review DB14-0015 - Villebois Final Development Plan (FDP) DB14-0016 - Type 'C' Tree Removal Plan	POLYGON PAYMASTER, LLC	Council Hearing for Zone Map Amendment Upon DRB Recommendation (scheduled for May 12)  CC Hearing Date: June 2

<b>Pending Planning Commission/CCI Activities</b> <b>Planning Projects Scheduled for Hearings/Work Sessions during 2014 Second Quarter</b>			
Permit Number	Project Description	Staff	Work Sessions/ Public Hearings
	Projects being actively worked on in preparation for future PC Work Sessions: <ul style="list-style-type: none"> <li>Basalt Creek Concept Planning</li> <li>Density Inconsistency Code Amendments</li> <li>Frog Pond Plan</li> <li>Old Town Code Amendments</li> <li>Code amendments relating to Statewide Planning Goal 10 Residential Land Study</li> </ul>	NEAMTZU MANGLE	

**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Pending Development Review Board Activities Planning Projects Scheduled for Hearings / Work Sessions After March 31, 2014</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>DB13-0049</b>	<b>NW RUGS</b> Class 3 Sign Permit for Pole Sign for 29735 SW TOWN CENTER LOOP W	RAMSAY SIGNS	TBD
<b>DB13-0058</b>	<b>CHARBONNEAU VILLAGE CENTER CONDOMINIUM</b> Class 3 Tentative Plat Review 32000 SW CHARBONNEAU DR	CHARBONNEAU COUNTRY CLUB	TBD
<b>DB14-0002</b>	<b>GRANDE POINTE AT VILLEBOIS - SAP SOUTH PLAN AREA 2</b> Villebois SAP and SAP Amendment 29500 SW GRAHAMS FERRY RD	POLYGON PAYMASTER, LLC	April 14 <b>Approved</b>
<b>DB14-0003</b>	<b>GRANDE POINTE AT VILLEBOIS - PDP 7 SOUTH</b> Villebois PDP AND PDP Modification <b>DB14-0004</b> - Quasijudicial-Zone Map Amendment <b>DB14-0005</b> - Class 3 Tentative Plat Review <b>DB14-0006</b> - Class 3 Tree Removal Plan <b>DB14-0007</b> - Final Development Plan (FDP) for Parks and Open Space 29500 SW GRAHAMS FERRY RD	POLYGON PAYMASTER, LLC	April 14 <b>Approved</b>
<b>DB14-0008</b>	<b>GRACE CHAPEL CHURCH</b> Class 3 Temporary Use Permit-DRB Review Five Year Temporary Use Permit 9600 SW BOECKMAN RD	GRACE CHAPEL	April 14 <b>Approved</b>
<b>DB14-0009</b>	<b>VILLEBOIS SAP NORTH PDP 3 "CALAIS AT VILLEBOIS"</b> Class 3 Annexation: Quasijudicial Review (Rumpf Property) <b>DB14-0010</b> - Quasijudicial-Zone Map Amendment <b>DB14-0011</b> - Villebois PDP AND PDP Modification <b>DB14-0012</b> - Villebois SAP and SAP Amendment - SAP Refinements <b>DB14-0013</b> - Villebois SAP and SAP Amendment - SAP Amendments <b>DB14-0014</b> - Class 3 Tentative Subdivision Plat Review <b>DB14-0015</b> - Villebois Final Development Plan (FDP) <b>DB14-0016</b> - Type 'C' Tree Removal Plan	POLYGON PAYMASTER, LLC	May 12
<b>DB14-0017</b>	<b>ARTISTIC AUTOBODY</b> Class 3 Planned Development Stage 1 Plan Revision for Artistic Autobody Expansion <b>DB14-0018</b> - Class 3 Planned Development Stage 2 <b>DB14-0019</b> - Class 3 Site Design Review <b>DB14-0020</b> - Class 3 Setback and Parking Waivers 27975 SW PARKWAY AVE	TERRYMOSTUL	June 9
<b>DB14-0021</b>	<b>BRENCHLEY ESTATES - NORTH</b> 27 Lot Single-Family Subdivision Class 3 Planned Development Stage 2 Final Plan <b>DB14-0022</b> - Class 3 Waivers x 2 <b>DB14-0023</b> - Class 3 Tentative Subdivision Plat Review <b>DB14-0024</b> - Class 3 Site Design Review <b>DB14-0025</b> - Type C Tree Removal Plan	BRENCHLEY EST. PART. PHASE III	April 14 <b>Approved</b>
<b>DB14-0026</b>	<b>WORLD OF SPEED</b> Modification of Master Sign Plan - Waivers for number of signs and sign height 27490 SW 95TH AVE	SITEWORKS DESIGN BUILD	April 28



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Pending Development Review Board Activities Planning Projects Scheduled for Hearings / Work Sessions After March 31, 2014</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>DB14-0027</b>	<b>WILSONVILLE GREENS TOWNHOUSES</b> Class 3 Planned Development Stage 1 <b>DB14-0028</b> - Class 3 Planned Development Stage 2 <b>DB14-0029</b> - Class 3 Site Design Review <b>DB14-0030</b> - Sign for Wilsonville Greens Townhouses 10450 SW WILSONVILLE RD	WEST COAST R. EST HOLDINGS LLC	TBD
<b>DB14-0032</b>	<b>REPUBLIC SERVICES</b> Republic Services Expansion Class 3 Planned Development Stage 1 <b>DB14-0033</b> - Class 3 Planned Development Stage 2 <b>DB14-0034</b> - Class 3 Site Design Review <b>DB14-0035</b> - Type C Tree Plan 10295 SW RIDDER RD	JASON HARPER REPUBLIC SVCS	TBD

<b>Scheduled Pre-Application Meetings January through March 2013</b>	
<b>Number</b>	<b>Description</b>
<b>PA14-0001</b>	Replublic Services (formerly Allied Waste). <ul style="list-style-type: none"> <li>• Truck maintenance facility</li> <li>• Associated drop-box storage</li> <li>• Truck parking expansion.</li> <li>• Discussion of Stage I, Stage II, Site Design Review procedures.</li> </ul>
<b>PA14-0002</b>	Jack Martin <ul style="list-style-type: none"> <li>• Proposed 34,500 SF 2-story speculative building and associated site work.</li> <li>• Partition to create new lot for new building.</li> </ul>
<b>PA14-0003</b>	Chrysler Dealership
<b>PA14-0004</b>	Development of Montague Park in Villebois Village Center. <ul style="list-style-type: none"> <li>• Lot 2 of Pending Villebois Village Center No. 3 Plat.</li> </ul>
<b>PA14-0005</b>	Costa Villebois LLC <ul style="list-style-type: none"> <li>• Replat 8-unit rowhome bldg to 7 single-family detached rowhomes.</li> <li>• Plat 17 detached rowhomes on Lot 5 (of large lot subdivision).</li> <li>• Replat 30 Carvalho condos to 18 detached rowhomes.</li> <li>• Lots 44-51 PDP 1C.</li> <li>• Lot 5, Large Lot Subdivision - Villebois Village No. 3.</li> </ul>
<b>PA14-0006</b>	Boberg Business District
<b>PA14-0007</b>	Fred Meyer Gas Expansion

**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Administrative Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>AR12-0058</b>	<b>BRENCHLEY ESTATES - NORTH</b> Final Subdivision Plat (Phase 1) Two (2) Lots only. Includes portion of Lot Line Adjustment approved in AR12-0031 28375 SW PARKWAY AVE	BRENCHLEY ESTATES PARTNERS LP	Pending
<b>AR13-0041</b>	<b>VILLEBOIS PDP 2 NORTH</b> Planning Class I Review Final Plat Tonquin Woods No. 4 (Only lots and alleys for Construction Phase 1 are created, other construction phases indicated as tracts).	POLYGON PAYMASTER, LLC	Issued
<b>AR13-0049</b>	<b>VILLEBOIS - RETHERFORD MEADOWS</b> Planning Class I Review FINAL PLAT REVIEW-	LENNAR NORTHWEST INC	Issued
<b>AR13-0052</b>	<b>BRENCHLEY ESTATES - NORTH</b> Planning Class I Review Lot 2 Final Plat *See DB12-0018 et seq.	BRENCHLEY EST. PART. PHASE III	Pending
<b>AR13-0053</b>	<b>VILLEBOIS - RETHERFORD MEADOWS</b> Planning Class I Review - Fencing and Signs	WESTLAKE CONSULTANTS INC	Issued
<b>AR13-0059</b>	<b>RENAISSANCE BOAT CLUB/WILLAMETTE LANDING/ABELE</b> Planning Class I Review Subdivision Final Plat Review - 33-Lot Planned Development (Originally known as Willamette Landing). 8455 SW METOLIUS LN	RENAISSANCE CUSTOM HOMES, LLC	Pending
<b>AR13-0066</b>	<b>VILLEBOIS SAP CENTRAL</b> Planning Class I Review Large Lot Subdivision Final Plat	COSTA VILLEBOIS LLC	Pending
<b>AR14-0001</b>	<b>SPRINGRIDGE COURT</b> Planning Class I Review Zoning Verification Letter 32100 SW FRENCH PRAIRIE RD	MASSEY CONSULTING GROUP, LLC	Issued
<b>AR14-0002</b>	<b>POLYGON AT VILLEBOIS III LLC</b> Planning Class I Review Reduced Setback Agreement for Lot 164, Tonquin Woods No. 3 (PDP 1N, Phase 2) 28914 SW SAN REMO AVE	POLYGON PAYMASTER, LLC	Issued
<b>AR14-0003</b>	<b>WORLD OF SPEED</b> Planning Class II Review 27490 SW 95TH AVE	SITEWORKS DESIGN BUILD	Issued
<b>AR14-0004</b>	<b>WORLD OF SPEED</b> Planning Class I Review Additional Revisions 27490 SW 95TH AVE	SITEWORKS DESIGN BUILD	Issued
<b>AR14-0005</b>	<b>ACTIVE ADULTS AT THE GROVE- BRENCHLEY</b> Planning Class I Review Zoning Verification Letter 8945 SW ASH MEADOWS CIR	BRENCHLEY EST. PART. PHASE III	Issued
<b>AR14-0006</b>	<b>GRACE CHAPEL</b> Planning Class I Review Request for approval of exterior canopy measuring less than 1,250 SF. 9600 SW BOECKMAN RD	GRACE CHAPEL	Issued



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Administrative Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>AR14-0007</b>	<b>MICROSOFT</b> Planning Class I Review Addition of a lean-to metal shed roof structure over exterior equipment yard. 26755 SW 95TH AVE	PHILLIP BAKER OLMPIC ASSOCIATE	Issued
<b>AR14-0009</b>	<b>WORLD OF SPEED</b> Planning Class II Review Site changes 27490 SW 95TH AVE	SITEWORKS DESIGN BUILD	Issued
<b>AR14-0010</b>	<b>VILLAGE AT OLD TOWN SQUARE</b> Planning Class I Review Zoning Verification Letter 30480 SW BOONES FERRY RD	ZONING-INFO, INC	Issued
<b>AR14-0011</b>	<b>CHARBONNEAU HOMEOWNERS ASSOC</b> Planning Class II Review Addition of 15' x 30' storage shed to existing club house 8298 SW LAFAYETTE WAY	CHARBONNEAU HOMEOWNERS ASSOC.	Issued
<b>AR14-0012</b>	<b>CANYON CREEK BUSINESS PARK</b> Planning Class I Review Construct a compressor shed on north side of existing building, Building "F". 7929 SW BURNS WAY	BERREY INVESTMENTS LLC	Issued
<b>AR14-0013</b>	<b>ACTIVE ADULT AT THE GROVE</b> Planning Class I Review Landscape Revisions 28035 SW PARKWAY AVE	BRENCHLEY EST. PART. PHASE III	Issued
<b>AR14-0014</b>	<b>WORLD OF SPEED</b> Planning Class I Review Glass Modifications 27490 SW 95TH AVE	SITEWORKS DESIGN BUILD	Pending
<b>AR14-0015</b>	<b>FAMILY FUN CENTER</b> Planning Class I Review Zip Line extended hours request for 2014 (See DB12-0071) 29111 SW TOWN CENTER LOOP W	WILSONVILLE LAND PARTNERSHIP	Issued
<b>AR14-0016</b>	<b>RENAISSANCE BOAT CLUB/WILLAMETTE LANDING/ABELE</b> Planning Class II Review Revisions to approved plans: Boat Access Parking, Boat & Picnic Area Pathway realignment, and Lot 33 Boundary Adjustment 8455 SW METOLIUS LN	RENAISSANCE DEV CORP	Pending
<b>AR14-0017</b>	<b>NORTH WILSONVILLE ASSOCIATE</b> Planning Class I Review Zoning Verification Letter 26755 SW 95TH AVE	PLANNING & ZONING RESOURCE COR	Pending
<b>AR14-0018</b>	<b>CITY OF WILSONVILLE URBAN RENEWAL AGENCY</b> Planning Class I Review AR review of Parks & Recreation building in Town Center 29799 SW TOWN CENTER LOOP E	CITY OF WILSONVILLE URBN RL	Issued

**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

**Administrative Reviews  
January through March 2013**

Permit Number	Permit Description	Applicant	Hearing Date(s) / Actions
AR14-0019	<b>TONQUIN MEADOWS</b> Planning Class I Review Final Plat	POLYGON PAYMASTER, LLC	Pending
AR14-0020	<b>FIRENZE DEVELOPMENT, INC</b> Planning Class II Review Partition on TL 3500 to create two (2) new parcels 7525 SW SCHROEDER WAY	FIRENZE DEVELOPMENT, INC	Pending
AR14-0021	<b>FIRENZE DEVELOPMENT, INC</b> Planning Class II Review Partition on TL 3401 to create two (2) new parcels 7505 SW SCHROEDER WAY	FIRENZE DEVELOPMENT, INC	Pending

**Sign Reviews  
January through March 2013**

Permit Number	Permit Description	Applicant	Hearing Date(s) / Actions
SR14-0001	<b>MILEX &amp; MR. TRANSMISSION</b> Planning Class 1 Sign Review 9760 SW WILSONVILLE RD	SECURITY SIGNS INC	Issued
SR14-0002	<b>GREAT CLIPS</b> Planning Class 1 Sign Review TEMPORARY SIGN FOR EVENT - 15 DAYS 30060 SW BOONES FERRY RD	TOKATEE HOLDING LLC	Issued
SR14-0003	<b>MILEX &amp; MR. TRANSMISSION</b> Planning Class 1 Sign Review Temporary Banner for Milex/Mr. Transmission 9760 SW WILSONVILLE RD	SECURITY SIGNS INC	Pending
SR14-0005	<b>BLUE EARTH</b> Planning Class 1 Sign Review Install one (1) wall graphics sign. Tenant 27120 SW 95TH AVE	MILLENNIUM POWER SOLUTIONS LLC	Issued
SR14-0006	<b>MICROSOFT</b> Class II Sign Permit Add (2) exterior wall-mounted building signs, (4) ground mounted directional signs, and a monument sign to an existing building with no prior Master Site Signage Plan. 26755 SW 95TH AVE	PHILLIP BAKER OLMPIC ASSOCIATE	Issued
SR14-0008	<b>FRED MEYER PROJECT / DOTTY'S</b> Planning Class 1 Sign Review One (1) wall graphics sign. Subject to approved Master Sign Plan, case file DB08-0027. 30100 SW BOONES FERRY RD	JOE PLATT	Issued
SR14-0009	<b>ARGYLE SQUARE / UMPQUA BANK</b> Planning Class 1 Sign Review Tenant Signs 25529 SW GWEN DR	ES&A SIGNS AND AWNINGS	Issued



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Sign Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>SR14-0010</b>	<b>FAMILY FUN CENTER</b> Planning Class 1 Sign Review Temporary 24 sf pylon sign on I-5 Feb 25-Mar 27. 29111 SW TOWN CENTER LOOP W	WILSONVILLE FAMILY FUN CENTER	Issued
<b>SR14-0011</b>	<b>FAMILY FUN CENTER</b> Class II Sign Permit Temporary banner 120 days 29111 SW TOWN CENTER LOOP W	WILSONVILLE FAMILY FUN CENTER	Issued
<b>SR14-0012</b>	<b>BEER STATION</b> Planning Class 1 Sign Review Tenant Sign 8633 SW MAIN ST	RAMSAY SIGNS	Issued
<b>SR14-0013</b>	<b>GRACE CHAPEL</b> Class II Sign Permit MSP Adjustment for 9600 SW BOECKMAN RD	GRACE CHAPEL	Issued
<b>SR14-0014</b>	<b>RON TONKIN GRAN TURISMO</b> Planning Class 1 Sign Review Tenant Signs 25300 SW PARKWAY AVE	RUDNICK ELECTRIC SIGNS LLC	Issued
<b>SR14-0015</b>	<b>THE BARBERS</b> Planning Class 1 Sign Review Tenant Sign 29911 SW BOONES FERRY RD	ADVANCED ELECTRIC SIGNS INC	Issued
<b>SR14-0016</b>	<b>ARGYLE SQUARE / ZOUP</b> Planning Class 1 Sign Review Signs pad 3c of Argyle Square 8729 SW JACK BURNS BLVD	RUDNICK ELECTRIC SIGNS LLC	Issued
<b>SR14-0017</b>	<b>WILSONVILLE TOWN CENTER OFFICE</b> Planning Class 1 Sign Review Class I SR: - 2 monument signs 29100 SW TOWN CENTER LOOP W	RAMSAY SIGNS	Issued
<b>SR14-0018</b>	<b>OTS WIRE &amp; INSULATION, INC.</b> Planning Class 1 Sign Review Sign Copy Change 9155 SW BARBER ST	CUPPOLETTI BREE RALPH	Issued

<b>Tree Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>TR14-0001</b>	Type A Class 1 Tree Removal Permit 3 Cedars-not in SROZ or Greenway 7060 SW MONTGOMERY WAY	GAHAN GREG	Issued
<b>TR14-0002</b>	Type A Class 1 Tree Removal Permit One Oak tree causing hazard to backyard patio 28656 SW ASH MEADOWS BLVD	ASH MEADOWS HOMEOWNERS ASSN	Issued

**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Tree Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>TR14-0003</b>	Type A Class 1 Tree Removal Permit Emergency removal near Morey's landing drainage project 10681 SW EDGEWOOD CT	NORTHWEST TREE SPECIALISTS	Pending
<b>TR14-0004</b>	Type A Class 1 Tree Removal Permit Two Flowering Pear trees 10888 SW PARKVIEW DR	WEST MARK J & FRIEDA J C	Issued
<b>TR14-0005</b>	<b>LENNAR NORTHWEST, INC</b> Type A Class 1 Tree Removal Permit +/- 150 ft. east of the intersection of Barber & Coffee Lake	WESTLAKE CONSULTANTS INC	Issued
<b>TR14-0006</b>	Type A Class 1 Tree Removal Permit Remove three (3) Birch trees abutting Montessori School. Arborist's report provided.	THOMAS BERNERT	Issued
<b>TR14-0007</b>	Type A Class 1 Tree Removal Permit Remove two (2) Cottonwood trees. 10862 SW PARKWOOD LN	CROUCH KELLY & JANET	Issued
<b>TR14-0008</b>	Type B Class II Tree Removal Permit Remove 4 Oak Trees due to technical operations at FLIR 27700 SW PARKWAY AVE	GARRON GROUNDS MANAGEMENT INC.	Issued
<b>TR14-0009</b>	Type A Class 1 Tree Removal Permit 1 maple, 2 hemlock in rear yard 28540 SW SANDALWOOD CT	COOPER MITCHELL E & EILEEN J	Issued
<b>TR14-0010</b>	Type B Class II Tree Removal Permit Sandalwood Ct Street Trees 7 Hawthorne, Plus 1 tree in rear yard 28540 SW SANDALWOOD CT	COOPER MITCHELL E & EILEEN J	Issued
<b>TR14-0011</b>	Type B Class II Tree Removal Permit Sandalwood Ct. Street Tree 28465 SW MEADOWS LOOP	FOLKMAN DARREN K	Issued
<b>TR14-0012</b>	Type B Class II Tree Removal Permit Sandalwood Ct. Street Tree 28520 SW SANDALWOOD CT	COMPTON CHRISTOPHER A & ANGELI	Issued
<b>TR14-0014</b>	Type B Class II Tree Removal Permit Sandalwood Ct. Street Tree 28525 SW SANDALWOOD CT	BASSETT ANDREW J & KAREN J	Issued
<b>TR14-0015</b>	Type B Class II Tree Removal Permit Sandalwood Ct. Street Tree 28555 SW SANDALWOOD CT	TRAFFAS GARY D & KRISTINA E	Issued
<b>TR14-0016</b>	Type B Class II Tree Removal Permit Remove street trees per TR13-0090 Canyon Creek Meadows Revised Tree Plan Replace 2 Red Sunset Maples with Karpick or Hedge Maple. 7595 SW THORNTON DR	LUDLOW BROCK	Issued
<b>TR14-0017</b>	Type A Class 1 Tree Removal Permit Remove three (3) trees. 6601 SW LANDOVER DR	BRONSON SHANNON IDA	Issued
<b>TR14-0018</b>	Type A Class 1 Tree Removal Permit Remove Plum Tree in Front Yard 30945 SW BOONES FERRY RD	AMANDA HOFFMAN	Issued



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Tree Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>TR14-0019</b>	Type B Class II Tree Removal Permit Remove one (1) tree per prior approval. PDP component was originally called Carvalho Carriage Homes (DB08-0063 et seq). Subsequent modifications are found in case files AR09-0039, DB12-0080 et seq, and AR13-0055. 28877 SW COSTA CIR W	CHRISTOPHER WALTHER	Issued
<b>TR14-0020</b>	Type B Class II Tree Removal Permit 2 Pine Trees 9450 SW COMMERCE CIR	DAVID SCHAFER	Issued
<b>TR14-0021</b>	Type B Class II Tree Removal Permit Remove 16 diseased and dying trees along Canyon Creek Rd. North 26879 SW MCLEOD ST	CANYON CREEK ESTATES	Pending
<b>TR14-0022</b>	<b>WORLD OF SPEED</b> Type B Class II Tree Removal Permit Removal of 34 Trees 27490 SW 95TH AVE	SITEWORKS DESIGN BUILD	Issued
<b>TR14-0023</b>	<b>COURTSIDE ESTATES</b> Type A Class 1 Tree Removal Permit Remove two (2) trees, determined to be hazardous. Trees located in pedestrian path associated with Courtside Park. 7665 SW WIMBLEDON CIR S	CITY OF WILSONVILLE PUBL WRKS	Issued
<b>TR14-0024</b>	<b>MEMORIAL PARK</b> Type A Class 1 Tree Removal Permit Remove one (1) hazardous tree, north of 8285 SW Rogue Lane, within the grounds of Memorial Park. Arborist's report provided by applicant. 8100 SW MEMORIAL DR	CITY OF WILSONVILLE PUBL WRKS	Issued
<b>TR14-0025</b>	<b>COURTSIDE ESTATES</b> Type A Class 1 Tree Removal Permit Remove one (1) tree. 7710 SW TOURNAMENT CT	KEVIN EARLY	Issued
<b>TR14-0026</b>	Type A Class 1 Tree Removal Permit Remove 2 Trees 1 Dead Chestnut 1 Dying Birch 7475 SW SCHROEDER WAY	POTHETES EDWARD J & SALLY G	Issued
<b>TR14-0027</b>	<b>NORTH WILSONVILLE 76 STATION</b> Type A Class 1 Tree Removal Permit Remove one (1) tree at SE corner of site, to make way for public and private utilities. 8605 SW ELLIGSEN RD	AJK, INC.	Issued
<b>TR14-0028</b>	<b>WILSONVILLE MEADOWS</b> Type A Class 1 Tree Removal Permit Remove one (1) tree. 6806 SW FERNBROOK CT	DEBORAH SCHILLING	Issued
<b>TR14-0029</b>	Type A Class 1 Tree Removal Permit Remove Plum Street Tree and replace. 10592 SW COLEMAN DR	JANA FISH	Issued

**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Tree Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>TR14-0031</b>	<b>CANYON CREEK MEADOWS SUBDIVISION</b> Type B Class II Tree Removal Permit Remove 5 trees in Tracts D and E crowding white oaks per 2013 tree plan (TR13-0090).	C/O COMMUNITY MANAGE CANYON CREEK MEADOWS	Issued
<b>TR14-0032</b>	<b>CANYON CREEK MEADOWS SUBDIVISION</b> Type B Class II Tree Removal Permit Remove one (1) street tree as approved in Case File TR13-0090. 7612 SW THORNTON DR	JILL VAN GORDON	Issued
<b>TR14-0033</b>	Type A Class 1 Tree Removal Permit Retroactive Removal of failed/emergency removal trees 2 Douglas fir and 1 Oregon White Oak 27960 SW CANYON CREEK RD N	TRAVIS TADEMA NEW LIFE CHURCH	Issued
<b>TR14-0034</b>	Type A Class 1 Tree Removal Permit Remove one (1) maple tree. 28094 SW MORGAN ST	ROSKA MARK P & VALERIE C	Issued
<b>TR14-0035</b>	Type A Class 1 Tree Removal Permit One Cherry Tree. 29600 SW MONTEBELLO DR	MILLER ROBERT W	Pending
<b>TR14-0036</b>	Type B Class II Tree Removal Permit 3 Birch Trees 7330 SW MONTGOMERY WAY	STEWART MARVIN D	Issued
<b>TR14-0037</b>	Type A Class 1 Tree Removal Permit Remove 3 dead or dying trees in rear yard. 2 alder 1 maple 28991 SW CASCADE LOOP	SHAVERE R ANDREW & KARI S	Issued
<b>TR14-0038</b>	<b>LANDOVER SUBDIVISION</b> Type B Class II Tree Removal Permit Remove three hazardous (3) trees in Landover Park, as follows: Two (2) Maples, One (1) Cherry. 28350 SW WILLOW CREEK DR	CITY OF WILSONVILLE PUBL WRKS	Issued
<b>TR14-0039</b>	Type A Class 1 Tree Removal Permit 10756 SW WELLINGTON LN	HAWKINS WILLIAM D & DEBORAH J	Issued
<b>TR14-0040</b>	Type A Class 1 Tree Removal Permit Dead street tree. Tree to be replaced. 7624 SW ROANOKE DR	BROWN MARTIN & MARGARET	Issued
<b>TR14-0041</b>	Type A Class 1 Tree Removal Permit 11623 SW PREAKNESS	JOHN F JR & DEBRA A BOWEN	Issued
<b>TR14-0042</b>	Type A Class 1 Tree Removal Permit 11415 SW FRENCH GLEN CT	PHILIPS B SCOTT & SHERILYN LEA	Issued
<b>TR14-0043</b>	Type A Class 1 Tree Removal Permit Remove (1) hazardous Douglas-fir along 110th Avenue	POLYGON PAYMASTER, LLC	Issued
<b>TR14-0044</b>	Type A Class 1 Tree Removal Permit One (1) Noble Fir in rear yard 29558 SW YOSEMITE WAY	HAWKSWORTH RAND W & SUSAN M	Issued
<b>TR14-0050</b>	Type A Class 1 Tree Removal Permit Remove one (1) tree 6979 SW HOLLYBROOK CT	MARK BODYFELT	Issued



**Wilsonville Planning Division  
2014 First Quarter Report  
January through March**

<b>Tree Reviews January through March 2013</b>			
<b>Permit Number</b>	<b>Permit Description</b>	<b>Applicant</b>	<b>Hearing Date(s) / Actions</b>
<b>TR14-0051</b>	Type A Class 1 Tree Removal Permit Remove two (2) tree 6978 SW HOLLYBROOK CT	MARILYN WADE	Issued
<b>TR14-0054</b>	Type A Class 1 Tree Removal Permit Remove two (2) tree 7083 SW IRON HORSE ST	MICHELE DOLLAR	Issued

<b>Planning Staff Activities, Projects and Meetings January through March 2013</b>	
<b><u>Recurring Activities</u></b>	
Archiving/Purging of Planning Records	Frog Pond Area Planning
Basalt Creek Area Planning Meetings with Tualatin City Staff	Metro Committee meetings
Building Permit Plans Review	Posting of Public Notices on project sites
Clackamas County Planning Director Meetings	Pre-Construction meetings
Counter and Telephone Customer Service	Project Site Visits/inspections
Conditions of Approval Tracking	Public Works/Engineering Permit Plans Review
Current Planning Application Tracking	Updating and redesign of Planning's web pages
Development Coordination Meetings	Villebois Meetings
Eden Permit Tracking	Washington County Planning Directors meetings



City of Wilsonville

March-April  
2014

# Community Development

## FROM THE DIRECTOR'S OFFICE

Greetings from Community Development:

We are happily wrapping up the draft budget for City Council adoption. I look forward to studying the details of our service costs and developing alternatives for resources to keep our budget and its programs on strong footing.

In March and April, all divisions were tackling challenging projects. A good example is completing our infrastructure inventory and report for the Charbonneau Consolidated Improvement Plan. The report will be presented to City Council this summer. Afterward, the results will need to be added to existing capital improvement programs for sewer, water, stormwater, and street maintenance.

Our engineering intern is finalizing an ADA inventory for pedestrian crossings (intersections) throughout Wilsonville. The inventory will be used to develop a strategy to retrofit non-compliant ramps to meet current ADA standards.

I have been engaged in reviewing the Draft 2014 Regional Transportation Plan and the Climate Smart Communities Scenarios Project. Last week our staff worked closely with Metro, Tualatin, and Washington County staff to prepare revisions to the section of the RTP that addresses the I-5/99W Corridor Study and its outcomes. Revisions to the current RTP text were needed to include outcomes from the Basalt Creek Transportation Refinement Plan.

Eric Mende and I have been meeting with the Willamette River Supply stakeholders—him on technical pipe routing alternatives and I with Delora and Mike on future expansion of the system for Hillsboro and the Tualatin Valley Water District.

These are just a few highlights of our very active department. Please see more details within. I hope you are enjoying the longer days, May flowers, and warmer temps for growing gardens!

Respectfully,

Nancy Kraushaar, PE



## Inside this issue:

Building	2
Engineering,	2-3
Engineering, Private Development	3
Planning, Current	4-5
Planning, Long Range	6
Economic Development	7



---

## Building Division

**Single Family Dwelling Permits YTD:** 85

**Major Projects Under Review:**

Grace Chapel Tenant Improvement

Republic Services Addition

Grading Tonquin Meadows

TVFR Kinsman Road Voluntary Seismic Upgrade

**Temporary or Certificates of Occupancy Issued:**

The Barbers

Airstream



Tonquin Gran Turismo

## Engineering Division, Capital Projects

**Waste Water Treatment Plant (2082):** Final punch list items are being completed. Final completion will occur in June. A ribbon cutting / dedication ceremony was held April 24th.



**Barber Street Extension (4116):** Delays in acquisition have pushed the bid date from June 21 to August 7th. Construction will take approximately 15 months.

**Street Maintenance (4014):** This annual project will bid in late May. Focus areas are micro-seal coating on Town Center Loop East, and 2" grind and overlay on Wilsonville Road from TCL west to TCL east.

**Segment 3B Water Transmission (1055):** Project is complete, and under budget. Final settlement of costs with the City of Sherwood will occur in June.



## Engineering, Capital Projects, cont'd



**Canyon Creek Road Extension (4184):** A reimbursement agreement with Mentor Graphics is being finalized to allow build-out of the full street section. The project will go to bid in May with a fall completion anticipated.

## Engineering, Private Development

**Villebois:** Construction work has been completed by Lennar on Retherford Meadows in East Villebois. Model home construction will soon begin. Construction of public infrastructure has been completed by Polygon on Villebois Tonquin Woods 4 & 5 in Central/North Villebois. Model homes are under construction and construction work will begin soon on Regional Park 4.

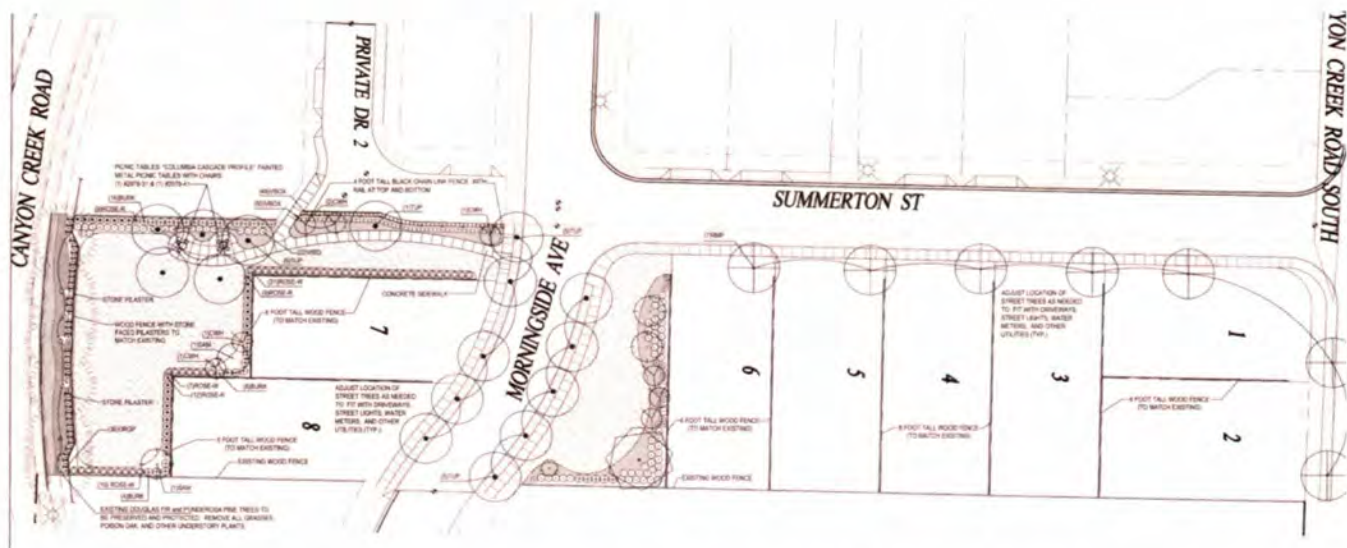
Plan reviews for Tonquin Meadows in East Villebois are underway. Construction of this phase will add 132 lots (90 single family and 42 townhomes) and connect Villebois Drive to the Boeckman Road roundabout. Construction is anticipated to occur starting spring/summer 2014.

**Renaissance:** Construction work is almost completed in the 33-lot Renaissance Boat Club Development west of Memorial Park.

**Brenchley North:** Construction work has started on the Active Adult at the Grove development and the public streets around the building; plan review is underway for a 27-lot single family home development (the final phase of work here).



## Planning Division, Current



On March 11th DRB Panel 'A' approved **Renaissance at Canyon Creek II**, an 8-lot single family subdivision. Renaissance Development, Applicant. The City Council in April approved a zone change and a comprehensive plan map change. Application Numbers: DB13-0050—0057. Staff: Mike Wheeler.



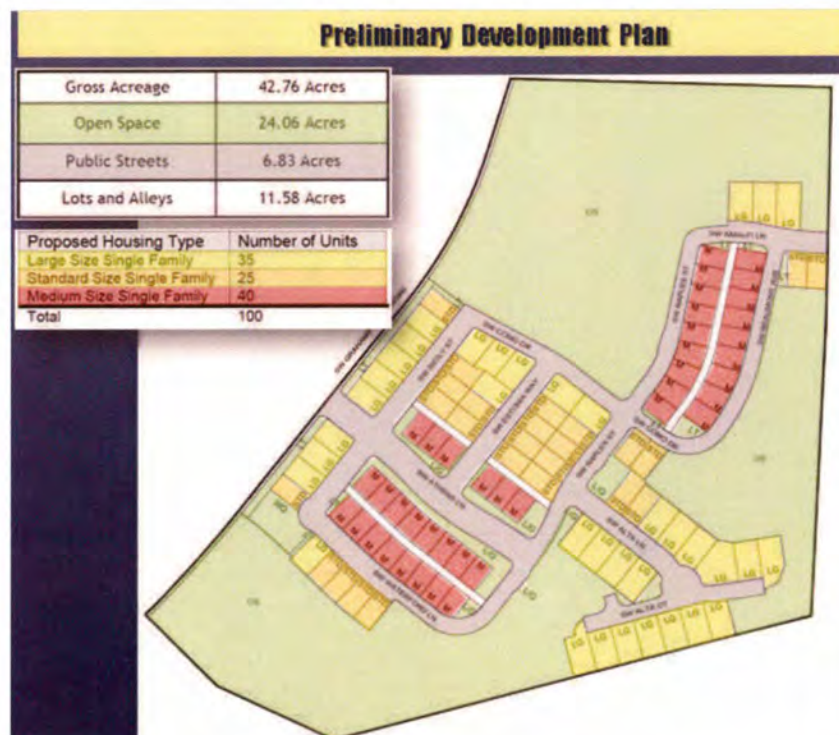
On April 14th DRB Panel 'A' approved the **Grove Single Family North**, a 27-lot subdivision at Brenchley Estates. Brenchley Estates Partners, LP, Owner. Application Numbers: DB14-002—0025. Staff: Blaise Edmonds.

Continued on next page

## Planning Division, Current, cont'd



On April 14th DRB Panel 'A' approved **Grande Pointe at Villebois**, a 100-lot single family subdivision. Polygon NW Company, Applicant. A zone change for the property is scheduled for the City Council in May. Application Numbers: DB14-0002—0007. Staff: Daniel Pauly, AICP.





---

## Planning Division, Long Range

### **BASALT CREEK CONCEPT PLANNING:**

- The consultant team has begun mapping the existing conditions in the study area, and is beginning a market study to inform the planning for future urban uses.
- An interactive public workshop is planned for mid-June to begin developing development scenarios.
- The next Joint City Council meeting will be scheduled for late June/early July.

### **RESIDENTIAL LAND STUDY (aka HOUSING NEEDS ASSESSMENT):**

- The Planning Commission unanimously recommended that Council adopt the Study into the Comprehensive Plan.

### **FROG POND AREA PLAN:**

Angelo Planning Group, the lead project consultant, developed a detailed task schedule for the project. It is built around finishing the concept plan in May 2015, in time to be eligible to nominate the Advance urban reserve to the UGB.

### **Key deliverables completed:**

- Arborist's report and Survey of study area
- Wetlands inventory and report
- Buildable Lands Inventory analysis

---

## Economic Development Division

- ♦ Economic Development activity for the months of March and April 2014 included five face-to-face meetings with existing businesses and business relocation leads, submission of two project RFI business recruitment responses to Business Oregon, providing information as requested by three existing businesses, development of a relocation guide for businesses to provide to employees and use in recruitment efforts, six introductory phone calls and emails to existing businesses and relocation leads, and one open house attendance.
- ♦ The draft Urban Renewal Strategic Plan will be presented to Council at the second meeting in May.
- ♦ Substantial progress is being made on the Clackamas County employment lands project, which will result in economic development market analysis for two properties in Wilsonville (the Elligsen Property and Xerox Building 83). Project completion is scheduled for June 2014.
- ♦ Numerous property acquisitions are underway in support of engineering projects.





**Patrick Duke**  
Library Director

**LIBRARY  
BOARD**  
**Hilly Alexander**  
Chair

**Megan  
Chuinard**

**Caroline Berry**

**Reggie Gaines**

**Alan Steiger**

**Wilsonville Public Library  
Monthly Report to Council  
May 2014**

**Headlines:**

- **Wilsonville History Night - Tuesday, May 27: "The Chemawa Indian School of Salem, Oregon: Assimilation to Affirmation, 1880s to 2010s"** with Professor Rebecca Dobkins, Ph.D. 6:30pm (doors open at 5pm) at McMenamins Old Church.
- **Writing Workshop: Trying the Stafford Way. June 7, 1:00 PM - 5:00 PM** with Oregon Poet Laureate Paulann Peterson.
- **Genetic Genealogy: The Basics, June 14, 10:00 AM - 12:00 PM**
- **Library Board meeting. May 28th, 6:30pm** at the Library.

**March Statistics**

- **Physical item circulation: 40,358** items checked out or renewed, down 3%.
- **E-book and downloadable audiobook circulation 1,373**, up 34% from last year.
- **Volunteer hours donated to the library: 985**

**Administration**

**Library Strategic Plan Goal 3** – The Library recently adopted a Plan with 6 goals. Here is Goal 3.

***Advance the Library as a community focal point and resource hub***

- Residents will enjoy visiting a facility that is attractive, and contains amenities and services that respond to their needs.
- The Library's collection will be merchandised to pique interest and enhance use.
- Residents will encounter pleasant, professional and well trained staff that will enrich their library visit.
- The Library will promote services through a wide variety of channels, including within the library, through local media, and social networking.
- The Library will survey users about their use and opinions.
- The library will be an identifiable brand within the Wilsonville community, and residents will have a positive opinion of, and good knowledge of library services and activities.

**Target outcomes:**

- Complete building remodel emphasizing increased reading/gathering spaces and comfort.
- Increase library visits 3-5% per year.
- Increase % of library cards for Wilsonville residents to 60%.
- Spanish speaking staff is available all hours the library is open.

**Representative programs:**

- Building remodel
- Develop customer service standards/training
- Comprehensive marketing of library services, including user surveys
- Expand Spanish language

### Adult Services

- April adult programming attendance: 248

#### **Upcoming Programming ( not mentioned above):**

- **Performance Jam, June 5<sup>th</sup> 6pm**
- **Book Club: *In Defense of Food* - Michael Pollan**  
Discuss this on **June 12<sup>th</sup> , 6pm**
- **Genealogy Club. June 16, 1:00 PM - 2:30 PM**
- **The Great Books Discussion Group meets on June 18th at 4pm. This month:**  
***Of Justice and Injustice by David Hume***

### Youth Services

- April Youth Services programming attendance was 3,008

#### **Upcoming Programming**

- **Storytime and other preschool programming:**

This year's schedule:

**Toddler Time**  
Tuesdays 10 am

**Babytime**  
Tuesdays 11 am

**Family Storytime**  
Tuesday 6:30 pm  
Wednesday 10:30 am,  
and 1:00 pm  
Thursday 10:30 am

**Haz un Titere y cuenta un  
Cuento en Espanol e Ingles**  
(Bilingual Storytime)  
Monday 6 pm

**School age programming**  
each month.

- **Teen Lego Night. May 23, 6:30 PM - 8:30 PM**

See more events at [www.wilsonvillelibrary.org](http://www.wilsonvillelibrary.org)



# Parks and Recreation

## April 2014 Report



### Skatepark Conceptual Design



On April 30th, a representative from American Ramp Company was in town to talk with City staff and local skateboard advocates about design elements they would like to see in the new Wilsonville skatepark. 35 individuals attended the meeting and gave their input on what features they would like to see included in the new park. There was a very high energy level at the meeting with skateboarders excited to get the process moving.

### IRS/AARP Income Tax Assistance Volunteers

The Community Center just wrapped up our annual partnership with the AARP/IRS and their free income tax assistance program. This program benefits seniors and individuals of lower income. Sue Woebkenberg, our local coordinator reports that this year's volunteers helped prepare 340 returns for program participants. This goes above and beyond the 263 returns that were completed in 2013. The dedicated volunteers provided service from 9:00 am to 4:00 pm every Thursday from February through April, and had to attend rigorous training and pass an IRS exam in December to qualify as a volunteer. The Center's staff and everyone who benefited from the generosity of Sue and her crew are very thankful for the time they spent sharing their talents.

### Egg Hunt Recap

The annual egg hunt saw more than 1,000 children descend on the ballfields in Memorial Park on the morning of April 19th. With help from Wilsonville Albertsons and Hope Assembly Church over 10,000 plastic eggs were spread out for 4 age groups of hunters. This event is made possible by an incredible partnership with Albertsons who provides all the eggs, 500 miscellaneous toys and various grand prizes including basketball hoops, a bike, a flat screen tv and a number of other prizes. Family Fun Center and The Ram also provided coupons that were distributed in the eggs.





# Parks and Recreation

## Parks Update

### Parks Maintenance Snap Shots

\* Apache (our resident public art horse) recently moved over to his new home in Town Center Park. Parks staff relocated him to a location closer to the roadway to increase visibility. The landscape area surrounding Apache will be replanted with color rather than turf as in the past.



\* WERK day preparation is gearing up for this Saturday's event as staff prepares to effectively utilize nearly 300 volunteers. This year there are four work sites in Memorial Park and one at Tranquil Park.

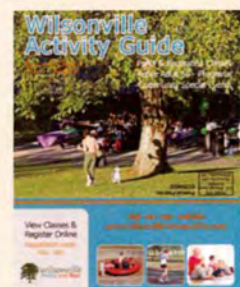
\* Parks staff has begun cleaning the exterior surfaces of the two water features prior to facilities staff cleaning the holding tanks, performing testing and calibration of equipment prior to startup.

\* The Community Garden has been officially opened after the installation of a new waterline to accommodate the added plots for the 2014 season. The 99 in-ground plots and 15 raised beds have all been claimed and spots on a waiting list are now being accepted.

## Marketing Opportunities

Spring has been an exciting time for the Parks and Recreation Department. Two new marketing opportunities have been created to compliment the long standing Community Activity Guide. WilsonvilleParksandRec.com has been launched, as well as a new Facebook page dedicated to Parks and Recreation activities and programs.

The Summer Activity Guide is now online and registration starts on May 19th.



## Upcoming Events and Programs

**WERK Day:** Saturday, May 10th, 8:00 am to 1:00 pm, Community Center

**Mother's Day Brunch at the Center** Monday, May 12th, noon, Community Center  
A special Treat will be provided for Mothers and Grandmothers



## Director's Report

Metro, our regional government with responsibility for distributing federal transportation funds, is working on a project known as "*Climate Smart Communities*," intended to find a way to reduce greenhouse gas emissions from cars and light trucks.

One *Climate Smart* assumption is that increasing investment in transit will help to reduce these emissions. That could be true, but only if people are willing to drive less and take transit more.

This raises questions about what motivates people to, or not to, ride transit. Are there incentives that might reasonably be used to encourage ridership?

Wilsonville is considered to be an outer ring suburb, with a very high percentage of commuters. Most Wilsonville residents who are employed, commute to work in other communities. Most people employed in Wilsonville live somewhere else. Given that Wilsonville has its own transit system, one would think that local commuters would welcome the opportunity to save on gasoline and let someone else drive. Some do. Some don't.

Transit riders include people who are completely dependent on transit to get around, and other people who ride transit by preference and not necessity. Many people are reluctant to try riding a bus or commuter train for the first time. Some are unsure about how to pay their fare or how to make connections. Those are understandable concerns, but they can easily be addressed. The fact that everyone rides SMART buses for free within Wilsonville should certainly help.

Here is something that SMART can do to help encourage more people to ride transit – we will be happy to show you how. If you call SMART at (503) 682-7790 and ask to talk to a Supervisor, we will schedule a time when a driver with a small bus can come to your home or place of business and walk you through the basics of how to ride. Whether it is for a group of people or just one potential rider, we would love to answer your questions and show you how simple this can be.

Will adding a few transit riders at a time make a big difference in terms of greenhouse gas emissions? Probably not. But, if a few new transit riders tell their friends or co-workers how easy and convenient it can be to ride, more people will join in. That could help to create a *Climate Smart* future. Besides, it's just SMART.

**Stephan Lashbrook**



## Bike Commuting 101 Workshop

- Thursday, May 22, 12-1pm
- City Hall, 29799 SW Town Center Loop E.
- Learn skills, laws, basic gear and maintenance
- More info at [RideSmart.com](http://RideSmart.com)
- Free and sponsored by [BTAoregon.org](http://BTAoregon.org)



### Walk SMART

Over 500 Wilsonville residents and employees are currently signed up for the Walk SMART Program. There are 15 group walks scheduled to take place at noon, every Wednesday between June and August. Details at [RideSmart.com](http://RideSmart.com)

### Bike SMART

Join fellow bicyclists on June 1st at the Wilsonville Arts Festival for a narrated group bike tour of local art sculptures around town. Meet at the SMART Info booth in Town Center Park by 10am. This bike ride is approximately 6 miles long and suitable for all ages with frequent stops to view and learn about local art in Wilsonville.



Walk @ Lunch — April 30, 2014

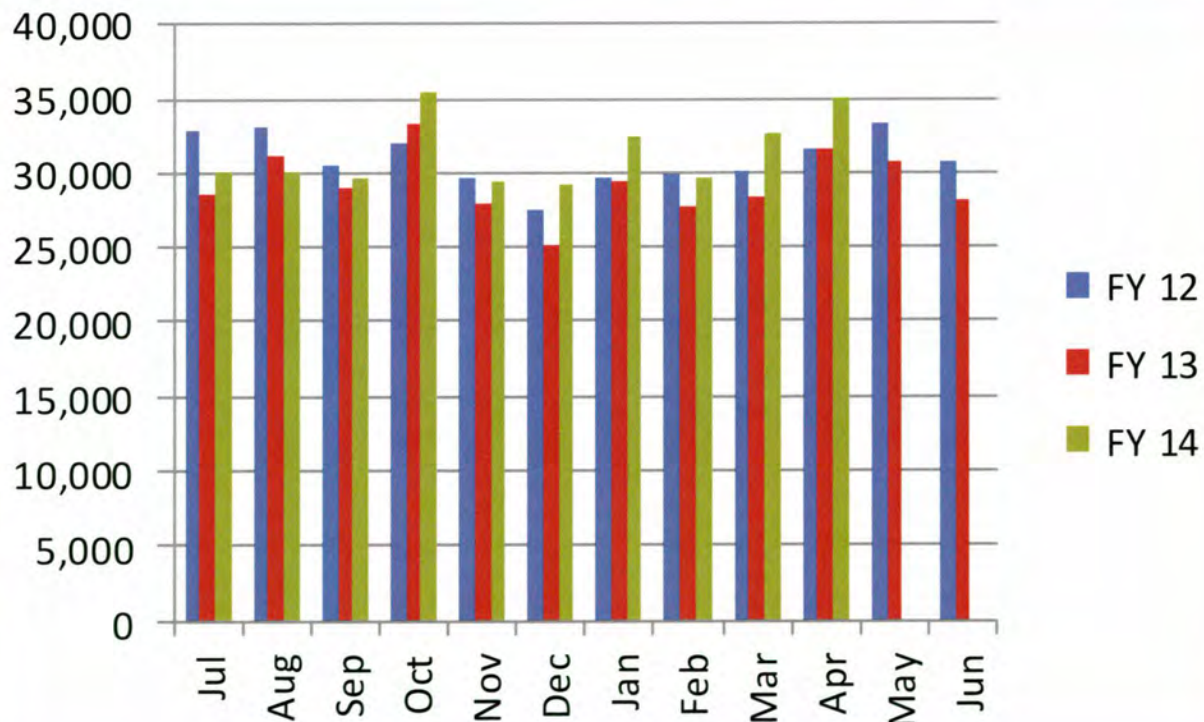


## Transit Operations Update

April's ridership is the second highest ridership in SMART's history, being eclipsed only by October 2013 numbers by less than 500 riders. However, total ridership on Route 4 Crosstown did break an all time record when Saturday ridership is added to the total: 14,060 compared with the previous high hit this past October of 13,974. Ridership also was significantly higher than last year on Route 2X Barbur Blvd (+21.5%). In all, total ridership is up 11.1% more than last April. There is every reason to believe we will break the yearly ridership record that was experienced in FY12.

Operations hired three on-call drivers during the month of April. Hiring on-call drivers results in significant savings and efficiency as these positions do not receive benefits and are paid only when called to work. Yet, they are available when we experience a heavier demand in service than expected. These drivers are then promoted to part time when attrition requires it, thus saving time and money when needing to fill driver positions quickly.

Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
33,104	30,549	32,020	29,575	27,448	29,736	29,855	29,989	31,525	33,198	30,757	337,756
31,067	29,066	33,326	28,027	25,199	29,525	27,812	28,356	31,492	30,776	28,217	322,863
30,024	29,661	35,481	29,342	29,216	32,432	29,551	32,645	35,010			283,362





**The SMART Options Programs** are mainly funded by grants and community sponsors.

**A big thank you to Lamb's Thriftway** for providing refreshments and a lovely display along the walking route of the April 30th Walk @ Lunch event!

Stay tuned for future *Walk Wednesday* treats brought to you by: Fred Meyer, Q'doba, Mentor Graphics, Shari's, Costco, ProGraphics Services, Wilsonville Smiles, and Convergys.

For partnership opportunities and more information about walking, visit [RideSmart.com/walksmart](http://RideSmart.com/walksmart)



## Contact Us

**Stephan Lashbrook**

Transit Director

503-570-1576

[Lashbrook@ridsmart.com](mailto:Lashbrook@ridsmart.com)

**Steve Allen**

Operations Manager

503-570-1577

[Allen@ridsmart.com](mailto:Allen@ridsmart.com)

**Scott Simonton**

Fleet Manager

503-570-1541

[Simonton@ridsmart.com](mailto:Simonton@ridsmart.com)

**Jen Massa Smith**

Program Manager

503-682-4523

[Massa@ridsmart.com](mailto:Massa@ridsmart.com)



# **City of Wilsonville**

## **April 2014**



**Clackamas County Sheriff's Office**  
**2223 Kaen Rd**  
**Oregon City, OR 97045**

[www.co.clackamas.or.us/sheriff](http://www.co.clackamas.or.us/sheriff)

## Monthly Summary

During April 2014, the Clackamas County Sheriff's Office provided law enforcement service to the City of Wilsonville on a 24 hour a day basis. During this time period the Sheriff's Office answered 524 calls for service, which was an average of 17.5 calls per day.

The monthly average for calls for service during the past three years has been 485.5. The 524 calls in the City during the month of April reflect a 7.9% increase over the average during the last three years.

Below is a chart showing the number of calls for service in the City during the last 5 years.

<u>Year</u>	<u>Number of Calls</u>	<u>Monthly Average</u>	<u>Daily Average</u>
2009	6,273	522.8	17.2
2010	5,803	483.6	15.9
2011	5,539	461.6	15.2
2012	5,709	475.8	15.6
2013	6,230	519.2	17.1

An overall look at the shift activity reflects the following percentages of calls taken, traffic stops made and reports written for April.

	<u>Percentage of Calls Taken</u>	<u>Percentage of Traffic Stops</u>
Graveyard:	18.9%	18.2%
Day Shift:	49.6%	57.2%
Swing Shift:	31.5%	24.6%

During April 2014, 325 traffic stops were made in the City with the following breakdown for each shift.

	<u>Total</u>		<u>Graveyard</u>		<u>Days</u>		<u>Swing Shift</u>
<b>Stops Made:</b>	<b>325</b>	<b>=</b>	<b>59 18.2%</b>		<b>186 57.2%</b>		<b>80 24.6%</b>
<b>Citations Issued:</b>	<b>219</b>	<b>=</b>	<b>35 16.0%</b>		<b>148 67.6%</b>		<b>36 16.4%</b>

Included in the above totals are 149 traffic stops (45.8%) and 143 citations (65.3%) issued by the Traffic Unit.



### **Calls for Service**

<b>Number of Calls Per Shift</b>	<b>April 2014</b>	<b>Monthly Average 2013</b>
	<b>524</b>	<b>519.2</b>
<b>Graveyard</b> (2100-0700)	<b>99     18.9%</b>	<b>103.3     19.9%</b>
<b>Day Shift</b> (0700-1700)	<b>260     49.6%</b>	<b>228.4     44.0%</b>
<b>Swing Shift</b> (1100-0300)	<b>165     31.5%</b>	<b>187.4     36.1%</b>
<b>Average Number of Calls Per Day</b>	<b>17.5</b>	<b>17.1</b>

### **Other Officer Activity**

<b>Type of Activity</b>	<b>April 2014</b>	<b>2013 Monthly Average</b>
<b>Follow-Up Contact</b>	<b>63</b>	<b>73.4</b>
<b>Foot Patrol</b>	<b>9</b>	<b>4.2</b>
<b>Premise Check</b>	<b>125</b>	<b>97.0</b>
<b>Subject Stop</b>	<b>37</b>	<b>31.6</b>
<b>Suspect Contact</b>	<b>2</b>	<b>4.3</b>
<b>Suspicious Vehicle Stop</b>	<b>37</b>	<b>38.5</b>
<b>Warrant Service</b>	<b>10</b>	<b>15.1</b>
<b>Total:</b>	<b>283</b>	<b>264.0</b>

The chart on the following page shows the types of calls for service received during the month. These calls do not reflect actual criminal activity. In some cases the call was dispatched as a particular type of incident, but it was later determined to be of a different nature. For actual criminal activity during the month see the "Reports Written" chart.

### Types of Calls

Type of Calls	April 2014	2013 Monthly Average
Abandoned Vehicle	3	0.8
Accidents (All)	23	25.2
Alarms	66	49.8
Animal Complaint	2	8.8
Assault	3	4.1
Assist Outside Agency	10	11.6
Assist Public	31	36.7
Burglary	1	6.2
Criminal Mischief	25	14.3
Death Investigation		2.2
Disturbance	23	26.7
Extra Patrol Request	15	19.5
Fire Services	7	7.1
Fraud	24	11.5
Hazard	7	12.6
Juvenile Problem	12	14.4
Kidnap		.0
Mental	10	5.6
Minor In Possession		0.8
Missing Person	3	2.0
Noise Complaints	6	8.6
Open Door / Window		2.5
Promiscuous Shooting		1.3
Property Found / Lost / Recovered	8	13.9
Provide Information	33	27.2
Prowler		0.8
Recovered Stolen Vehicle		2.3
Robbery	1	0.9
Runaway Juvenile		5.3
Sexual Crime (All)	1	3.1
Shooting		0.2
Stolen Vehicle / UUMV	6	4.9
Suicide Attempt / Threat	7	6.7
Suspicious Circumstances	17	12.4
Suspicious Person	21	25.3
Suspicious Vehicle	8	11.3
Theft / Shoplift	31	37.9
Threat / Harassment / Menacing	15	14.8
Traffic Complaint	38	26.9
Unknown / Incomplete Call	21	13.3
Unwanted / Trespassing	7	10.9
Vice Complaints (Drugs)	7	6.3
Violation of Restraining Order	3	1.5
Welfare Check	17	13.5
Other Not Listed Above	12	7.7
Total:	<b>524</b>	<b>519.2</b>



### Reports Written

Type of Report	April 2014	2013 Monthly Average
Accident	Not available at this time.	15.4
Theft		30.1
Criminal Mischief		11.0
Burglary		4.5
Stolen Vehicle		3.8
Identity Theft		1.9
Assault		2.1
Drug Crimes		4.8
Miscellaneous Reports		127.9
<b>Report Totals:</b>		<b>201.5</b>

Shift Totals	April 2014	2013 Monthly Average	
Graveyard Shift:		38.7	19.2%
Day Shift:		103.4	51.3%
Swing Shift:		59.4	29.5%

# **City of Wilsonville**

## **March 2014**



**Clackamas County Sheriff's Office**  
**2223 Kaen Rd**  
**Oregon City, OR 97045**

[www.co.clackamas.or.us/sheriff](http://www.co.clackamas.or.us/sheriff)



## Monthly Summary

During March 2014, the Clackamas County Sheriff's Office provided law enforcement service to the City of Wilsonville on a 24 hour a day basis. During this time period the Sheriff's Office answered 502 calls for service, which was an average of 16.2 calls per day.

The monthly average for calls for service during the past three years has been 485.5. The 502 calls in the City during the month of March reflect a 3.4% increase over the average during the last three years.

Below is a chart showing the number of calls for service in the City during the last 5 years.

<u>Year</u>	<u>Number of Calls</u>	<u>Monthly Average</u>	<u>Daily Average</u>
2009	6,273	522.8	17.2
2010	5,803	483.6	15.9
2011	5,539	461.6	15.2
2012	5,709	475.8	15.6
2013	6,230	519.2	17.1

An overall look at the shift activity reflects the following percentages of calls taken, traffic stops made and reports written for March.

	<u>Percentage of Calls Taken</u>	<u>Percentage of Traffic Stops</u>
Graveyard:	20.3%	24.2%
Day Shift:	43.6%	53.6%
Swing Shift:	36.1%	22.3%

During March 2014, 265 traffic stops were made in the City with the following breakdown for each shift.

	<u>Total</u>		<u>Graveyard</u>		<u>Days</u>		<u>Swing Shift</u>	
Stops Made:	265	=	64	24.2%	142	53.6%	59	22.3%
Citations Issued:	188	=	26	13.8%	132	70.2%	30	16.0%

Included in the above totals are 123 traffic stops (46.4%) and 115 citations (61.2%) issued by the Traffic Unit.

### Calls for Service

Number of Calls Per Shift	March 2014		Monthly Average 2013	
	502		519.2	
Graveyard (2100-0700)	102	20.3%	103.3	19.9%
Day Shift (0700-1700)	219	43.6%	228.4	44.0%
Swing Shift (1100-0300)	181	36.1%	187.4	36.1%
Average Number of Calls Per Day	16.2		17.1	

### Other Officer Activity

Type of Activity	March 2014	2013 Monthly Average
Follow-Up Contact	63	73.4
Foot Patrol	5	4.2
Premise Check	81	97.0
Subject Stop	29	31.6
Suspect Contact	2	4.3
Suspicious Vehicle Stop	41	38.5
Warrant Service	4	15.1
Total:	225	264.0

The chart on the following page shows the types of calls for service received during the month. These calls do not reflect actual criminal activity. In some cases the call was dispatched as a particular type of incident, but it was later determined to be of a different nature. For actual criminal activity during the month see the "Reports Written" chart.



### Types of Calls

Type of Calls	March 2014	2013 Monthly Average
Abandoned Vehicle	2	0.8
Accidents (All)	26	25.2
Alarms	74	49.8
Animal Complaint	2	8.8
Assault	1	4.1
Assist Outside Agency	11	11.6
Assist Public	27	36.7
Burglary	3	6.2
Criminal Mischief	18	14.3
Death Investigation	1	2.2
Disturbance	26	26.7
Extra Patrol Request	4	19.5
Fire Services	8	7.1
Fraud	13	11.5
Hazard	9	12.6
Juvenile Problem	10	14.4
Kidnap		.0
Mental	7	5.6
Minor In Possession	2	0.8
Missing Person	4	2.0
Noise Complaints	2	8.6
Open Door / Window	3	2.5
Promiscuous Shooting	1	1.3
Property Found / Lost / Recovered	11	13.9
Provide Information	40	27.2
Prowler		0.8
Recovered Stolen Vehicle	2	2.3
Robbery	2	0.9
Runaway Juvenile	4	5.3
Sexual Crime (All)	5	3.1
Shooting		0.2
Stolen Vehicle / UUMV	6	4.9
Suicide Attempt / Threat	5	6.7
Suspicious Circumstances	12	12.4
Suspicious Person	25	25.3
Suspicious Vehicle	6	11.3
Theft / Shoplift	31	37.9
Threat / Harassment / Menacing	16	14.8
Traffic Complaint	30	26.9
Unknown / Incomplete Call	16	13.3
Unwanted / Trespassing	7	10.9
Vice Complaints (Drugs)	5	6.3
Violation of Restraining Order		1.5
Welfare Check	18	13.5
Other Not Listed Above	7	7.7
Total:	<b>502</b>	<b>519.2</b>

### Reports Written

Type of Report	March 2014	2013 Monthly Average
Accident	Not available at this time.	15.4
Theft		30.1
Criminal Mischief		11.0
Burglary		4.5
Stolen Vehicle		3.8
Identity Theft		1.9
Assault		2.1
Drug Crimes		4.8
Miscellaneous Reports		127.9
<b>Report Totals:</b>		<b>201.5</b>

Shift Totals	March 2014	2013 Monthly Average
Graveyard Shift:		38.7 19.2%
Day Shift:		103.4 51.3%
Swing Shift:		59.4 29.5%



## Arrests By Age Group

March 2014

This chart counts the total number of charges. The number of people arrested is totaled at the bottom.

		JUVENILES		ADULTS		Total
Part I Crimes	Type	Probable Cause	Warrants	Probable Cause	Warrants	
Arson	Pr					
Assault, Aggravated	Pe			1		1
Burglary	Pr					
Attempt Murder	Pe					
Murder	Pe					
Rape	Pe					
Robbery	Pe					
Theft (general)	Pr			6	2	8
Stolen Vehicles	Pr			1		1
Part I Totals		0	0	8	2	10
Part II / Other Crimes	Type	Probable Cause	Warrants	Probable Cause	Warrants	Total
Assault, Simple	Pe			3	2	5
Child Abuse/Neglect	Pe					
Criminal Mischief	Pr					
Criminal Mistreatment	Pe					
Criminal Trespass	Be			1		1
Cruelty to Animals	Be					
Disorderly Conduct	Be					
Drug Charges (all)	Be			2	4	6
Forgery	Pr					
Fraudulent Use Credit Card	Pr			1		1
Harassment	Pe			1	2	3
Identity Theft	Pr			1		1
Kidnapping	Pe					
Menacing	Pe					
Negotiate a Bad Check	Pr					
Offensive Littering	Be					
Public/Private Indecency	Be					
Recklessly Endangering	Pe					
Resisting Arrest	Be					
Sex Crimes (Other)	Pe				1	1
Sexual Abuse	Pe				3	3
Sodomy	Pe					
Strangulation	Pe			1		1
Unlawful Entry into Motor Vehicle	Pr			1		1
Violation of Restraining Order	Pe					
Weapons Violations	Be			1		1
Crimes Not Listed above	Be			3	8	11
Part II / Other Totals		0	0	15	20	35
Grand Total:		0	0	23	22	45
Crime Types		Probable Cause	Warrants	Probable Cause	Warrants	Total
Person Crimes		0	0	6	8	14
Property Crimes		0	0	10	2	12
Behavioral Crimes		0	0	7	12	19
Traffic Charges		0	0	6	1	7
Number of People Arrested on These Charges:		0	0	19	13	



# Public Works

April 2014

## Arbor Day *Roads Division*

We had a great turnout for Arbor Day this spring. There were over 30 participants that planted over a hundred native plants. Arbor Day took place in Villebois this year and was organized by Planning Director Chris Neamtzu and Public Works Arborist Ralph Thorp.



## INSIDE THIS ISSUE

- 1     **Arbor Day**
- 2     **Bulk Water Meter Rehabilitation**
- 2     **Utility Locates & Water Meter Installations**
- 2     **Poisonous Hemlock**
- 3     **Energy Trust Rebate**
- 3     **Bee Swarm**
- 3     **Sophia Park Restroom Repairs**





## **Bulk Water Meter Rehabilitation**

### *Utilities Division*

In March and April, the Water Distribution staff began to retrieve and rehabilitate bulk water meters being used by various contractors working in the city. The meters were serviced, factory calibrated and fitted with inlet screens before returning them to service.

Performing regular maintenance on our bulk meters ensures meter accuracy. By the end of May, all of the bulk meters being rented by the City will be conspicuously painted as shown in the photo below. A bright orange bulk water meter shows that the individual accessing water from our hydrants is authorized to do so.



## **Poisonous Hemlock**

### *Landscape Maintenance*

Poisonous Hemlock is a noxious weed related to the parsley family that is acutely toxic to people and animals. Below is a picture of a very large stand of poisonous hemlock after a chemical application was performed. The hemlock was found throughout the south and west ends of the WES Park and Ride parking lot. After crews spotted and identified the noxious weed, Landscape Maintenance worker Robb Rollins worked closely with a contractor to apply the chemical treatment. Spot spraying will continue until the weed is no longer found in the area.



## **Utility Locates & Water Meter Installations**

### *Utilities Division*

The City's Utility group has been hard at work maintaining water, storm and sewer infrastructure throughout the city while keeping up with annual maintenance programs. New residential development and below ground conduit installations have been the main drivers for meter installations and locates, respectively.

Our water crew performed 855 locates in April for a total of 2,385 locates since January. May looks to be a big month as well. Locating our utilities prior to construction activities protects our infrastructure from accidental damage.



In addition, our crews installed 38 new water meters in April, for a total of 96 since January. We expect to keep this pace each month as the building season continues to gain momentum.





## Bee Swarm

### Facilities

Crews found a large honey bee swarm on the Southwest corner of the Boeckman Road and Parkway Avenue intersection. The swarm was beginning to collect on a small landscape plant less than four feet off of the sidewalk in front of the Brenchley Estates. Crews placed cones on both ends of the sidewalk to warn passers by and called a bee keeper to remove the bees. The photo below is what was left after the main swarm was collected and should dissipate the next sunny day




## Energy Trust \$48,492 Rebate

### Public Works Administration

In April, the City of Wilsonville received an incentive check in the amount of \$48,492 from the Energy Trust of Oregon, Inc. for incorporating additional energy efficient improvements to the Wastewater Treatment Plant.

Energy efficiency was a key goal for Wilsonville's Wastewater Treatment Plant Improvement project. Thus the City and CH2M Hill partnered with Energy Trust on finding ways to increase energy efficiencies.

It was determined that if three high speed turbo blowers were installed to serve the aeration basins in lieu of the proposed three multistage centrifugal blowers an estimated annual savings of 126,282 kilowatt hours could be gained. That kilowatt hour energy savings translates to an annual cost savings of \$8,233. 

## Sophia Park Restroom Repair

### Facilities

The City's Facilities group worked on several projects in April. The photos below are of the water damage that crews discovered at the Sophia Park (Villebois) restroom. The restroom will need new sheetrock on the entire lower four feet of the wall. After the sheetrock is in place, Facility Maintenance staff Sean Byrne and Ivan Crumrine will be installing new fiberglass, reinforced paneling and ADA compliant fixtures.



Per the congratulations letter from Energy Trust, *"Besides making your operations more efficient, your investment in energy efficiency helps slow climate change, moves Oregon closer to greater energy independence and provides economic benefits for Oregonians."*



5/8  
MEL Red line

**RESOLUTION NO. 2470**

**A RESOLUTION AUTHORIZING AN INTERGOVERNMENTAL AGREEMENT WITH THE URBAN RENEWAL AGENCY OF THE CITY OF WILSONVILLE PERTAINING TO SHORT TERM SUBORDINATE URBAN RENEWAL DEBT FOR BOTH THE YEAR 2000 PLAN AND WEST SIDE DISTRICTS FOR THE PURPOSE OF FUNDING THE CONSTRUCTION OF TWO PERMANENT PUBLIC ROAD PROJECTS BY THE AGENCY**

WHEREAS, the City of Wilsonville finds it desirable to authorize an intergovernmental agreement with the Urban Renewal Agency ~~(the "Agency")~~ of the City of Wilsonville, Oregon ~~(the "Agency")~~ which is to lend money to the Agency on a short term basis in an amount of not more than \$2,500,000 for the Agency's Year 2000 Plan district for its Canyon Creek Road Extension South Project and \$2,000,000 for the Agency's West Side district for its Barber Street Extension West Project ~~(the "District")~~; and,

WHEREAS, ORS 190.010 provides legal authority for the two entities to enter into a binding intergovernmental agreement (the "Agreement"); and,

WHEREAS, the use of an Agreement is efficient and less costly than other means of obtaining financing for the Agency; and,

~~WHEREAS, ORS 294.468 allows a city to loan money from one fund to another fund of the municipal corporation provided the loan is authorized by official resolution and states the terms of the loan; and,~~

WHEREAS, both the Year 2000 Plan and West Side districts' debt service funds have sufficient cash balances to allow for repayment of the amounts borrowed without violation of the terms of outstanding senior debt liens;

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

1. To enter into the Agreement with the Urban Renewal Agency of the City of Wilsonville to lend from the City's General Fund to the Agency's capital project funds for the purpose of funding of the two public road projects recited above and to receive repayment from the Agency back into the General Fund of up to \$4,500,000, together

with interest of 1.5 percent per annum on a 365 day year basis, in accordance with the terms specified in the Agreement. A copy of the Agreement is marked **Exhibit A**, attached hereto, and incorporated by reference as if fully set forth herein.

2. To authorize the City Manager, or designee, to negotiate any and all documents to complete the Agreement and transactions related to the borrowing and repayment.
3. Effective Date of this Resolution shall be immediately upon its adoption.

ADOPTED by the City of Wilsonville at a regular meeting thereof this 19<sup>th</sup> day of May, 2014 and filed with the Wilsonville City Recorder this same date.

---

Tim Knapp, Mayor

ATTEST:

---

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Knapp –  
Council President Goddard –  
Councilor Stevens –  
Councilor Starr –  
Councilor Fitzgerald –



RES. 2470  
MIEK'S 5/7/14 EDITS.

**INTERGOVERNMENTAL LOAN AGREEMENT, IN AN AMOUNT NOT TO EXCEED \$4,500,000, FROM THE CITY OF WILSONVILLE TO THE URBAN RENEWAL AGENCY OF THE CITY OF WILSONVILLE FOR THE PURPOSE OF FUNDING APPROVED PROJECTS IN THE YEAR 2000 PLAN AND WEST SIDE DISTRICTS**

**THIS INTERGOVERNMENT AGREEMENT** ("Agreement") is entered into between the City of Wilsonville, an Oregon municipal corporation (the City), and the Urban Renewal Agency of the City of Wilsonville, Oregon, an Oregon quasi-municipal corporation (the Agency);

**RECITALS**

**WHEREAS**, the City is a municipal corporation duly chartered with home rule authority under the laws and Constitution of the State of Oregon; and

**WHEREAS**, the Agency is a public body, corporate and politic, duly activated by the City, exercising its powers to engage in urban renewal activity as authorized by ORS Chapter 457; and

**WHEREAS**, both the City and the Agency are "units of local government" and may enter into intergovernmental agreements with each other for functions and activities such as the construction of road projects and to apportion the responsibility of providing funds for such functions or activities under the authority and provisions of ORS Chapter 190; and

**WHEREAS**, the Year 2000 Plan district (the "District") was duly established on May 4, 1992, and the Year 2000 Plan (the "Plan") was adopted on August 29, 1990, setting out goals, objectives, and projects, including the Canyon Creek Road Extension South Project (the "Projects") for the Area; and

**WHEREAS**, the West Side district (the "District") was duly established on November 3, 2003, and the West Side Plan (the "Plan") was adopted on November 3, 2003, setting out goals, objectives, and projects, including the Barber Street Extension West Project (the "Projects") for the Area; and

**WHEREAS**, the Board of the Urban Renewal Agency has determined that a need exists to borrow funds for the Canyon Creek Road Extension South and Barber Street Extension West public Pprojects, to be repaid with tax increment financing; and



**WHEREAS**, Oregon Revised Statutes 457 and Oregon Constitution Article IX, Section 1(c), authorizes the Urban Renewal Agency to incur debt for the purpose of financing projects of an urban renewal plan, and to repay the debt and related costs with tax increment revenue; and

**WHEREAS**, the ~~City of Wilsonville Agency~~ has obtained ~~approval~~ of a maximum indebtedness for the Year 2000 Plan District of \$92,687,423. The Agency has previously issued \$75,385,000 of long and short term indebtedness that is subject to the maximum indebtedness limitation, and there is no other indebtedness outstanding for the District to which the maximum indebtedness limitation applies. As a result, the Agency has \$17,302,423 of capacity (before issuance of the ~~referenced~~ borrowing of referenced in this Agreement) to incur indebtedness for the District, and

**WHEREAS**, the ~~City of Wilsonville Agency~~ has obtained ~~approval~~ of a maximum indebtedness for the West Side District of \$40,000,000. The Agency has previously issued \$32,000,000 of long and short term indebtedness that is subject to the maximum indebtedness limitation, and there is no other indebtedness outstanding for the District to which the maximum indebtedness limitation applies. As a result, the Agency has \$8,000,000 of capacity (before issuance of the ~~referenced~~ borrowing of referenced in this Agreement) to incur indebtedness for the District, and

~~**WHEREAS**, ORS 294.468 authorizes a municipality to lend unrestricted money from its general fund to other funds of the municipal corporation if authorized by resolution of the governing body, and~~

**WHEREAS**, the City has sufficient funds in its general fund to provide a short term (overnight) loan of \$4.5 million to the Agency which, together with any current outstanding general obligation bonds, is less than 1% of the current real market value of property within the City of \$2.9 billion and within the City's 3% limitation for such indebtedness.

**WHEREAS**, the City and Agency have determined that financing the Projects through an intergovernmental agreement, as allowed by ORS 190.010, is more cost efficient than external financing methods; is financially feasible; will provide funding for the Agency to build two permanent, public roads for the respective Plan areas which Projects' right-of-ways and



associated easements, in turn, will be transferred to the City; and will serve the public interest and is in the best interest of both parties.

**NOW, THEREFORE, THE PARTIES AGREE AS FOLLOWS:**

**Section 1: Term and Termination.** This ~~a~~Agreement shall become effective upon the date of the last signature hereon, and shall continue in full force and effect until (1) the loan is paid in full by the Agency; (2) the permanent, public road projects, namely, the Canyon Creek Road Extension South Project and the Barber Road West Project, have been constructed by the Agency; and (3) the respective right-of-ways and any easements associated therewith have been conveyed by the Agency to the City.

**Section 2: Delegation.** The Designated Representatives, or a person(s) assigned by the Designated Representatives, may, on behalf of the City or Agency, act without further action by the Council, to establish the final principal amounts.

**Section 3: Duties of the City.** The City shall authorize all actions and execute all documents necessary or desirable to loan up to \$4,500,000 from the City's General Fund to the Agency's capital project funds, as delineated in Section 5, and comply with its Charter and with the laws of the State of Oregon, including the terms and conditions contained within this Agreement. The Agency shall reimburse the City for its expenses incurred in the performance of this Agreement.

**Section 4: Duties of the Agency.** The Agency shall authorize all actions and execute all documents necessary or desirable to accept the loan; to authorize repayment of the loan under the terms and conditions stated herein; to construct the Canyon Creek Road Extension South Project and the Barber Street Extension West Project and convey the respective right-of-ways of the two projects and any easements associated therewith to the City; and to comply with the laws of the State of Oregon; and the applicable Urban Renewal Plans. The Agency shall be responsible for its expenses incurred in the performance of this ~~a~~Agreement and ~~of for~~ its activities contemplated herein.

**Section 5: Loan Terms.** The Loan shall be made from the City's General Fund to the Agency's Year 2000 ~~p~~Plan and West Side Capital Improvement Funds in the principal amount as noted



below. The City shall transfer up to \$4,500,000 in aggregate on or before June 25, 2014, as follows:

Year 2000 Plan Capital Improvement Fund	\$2,500,000
West Side Capital Improvement Fund	<u>\$2,000,000</u>
Total	\$4,500,000

Interest on the loan, at a rate of 1.50 percent (1.5%) per annum (365 days), shall begin to accrue on the date of transfer and the corresponding loan plus accrued interest shall be repaid by each District not later than June 26, 2014.

**Section 6: Consideration.** In consideration of the terms and conditions set forth herein, the City agrees to loan up to \$4,500,000 in exchange for the Agency's obligation to repay the loan solely from the tax increment revenues of the corresponding urban renewal Districts. The lien of this pledge shall be subordinate to the lien of any currently outstanding senior lien bonds and to any requirement to fund or maintain debt service funds, reserve funds, or similar funds or as part of minimum balances or similar requirements for those senior lien bonds.

**Section 7: Indemnification.** Subject to the limitations in the Oregon Constitution and the Oregon Tort Claims Act, the parties agree to defend, indemnify, and hold each other, its officers, agents, and employees harmless from all claims, suits, or actions of whatsoever hkind, which arise out of or result from the transfer of funds.

**Section 8: Modification.** This aAgreement may not be altered, modified, supplemented, or amended in any manner whatsoever except by mutual agreement of the parties in writing. Any such alteration, modification, supplementation, or amendment, if made, shall be effective only in the specific instance and for the specific purpose given, and shall be valid and binding only if signed by the parties.

**Section 9: Waiver.** No provision of thise aAgreement may be waived except in writing by the party waiving compliance. No waiver of any provision of thise Agreement shall constitute waiver of any other provision, whether similar or not, nor shall any one waiver constitute a



continuing waiver. Failure to enforce any provision of this Agreement shall not operate as a waiver of such provision or of any other provision.

**Section 10: Severability.** The parties agree that if any term or provision of this Agreement is declared by a court of competent jurisdiction to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected, and the rights and obligations of the parties shall be construed and enforced as if the Agreement did not contain the particular term and provision held to be invalid.

**Section 11: Designated Representative.** The City authorizes the City Manager or the City Manager's designee to act on behalf of the City under this aAgreement. The Agency authorizes the Executive Director of the Agency or the Executive Director's designee to act on behalf of the Agency under this Agreement.

IN WITNESS WHEREOF, the execution of which having been first duly authorized according to law:

CITY OF WILSONVILLE

\_\_\_\_\_  
Bryan Cosgrove  
City Manager of the City of Wilsonville, Oregon

\_\_\_\_\_  
Date

URBAN RENEWAL AGENCY OF THE CITY OF WILSONVILLE, OREGON

\_\_\_\_\_  
Bryan Cosgrove  
Executive Director of the Urban Renewal  
Agency of the City of Wilsonville, Oregon

\_\_\_\_\_  
Date

City of Wilsonville  
May 19, 2014 City Council Meeting

SPEAKER CARD

NAME: RON ADAMS

ADDRESS: 1494 BREEMAR DR WL 97068

TELEPHONE: 636-8444 E-MAIL rwadams34@gmail.com

AGENDA ITEM YOU WANT TO ADDRESS: Checkers  
Comm. Collec

Please limit your comments to 3 minutes. Thank you.



**City of Wilsonville  
City Council Meeting  
May 19, 2014 Sign In Sheet**

[illegible]