

City of Wilsonville

City Council Meeting

February 4, 2019



AGENDA

**WILSONVILLE CITY COUNCIL MEETING
FEBRUARY 4, 2019
7:30 P.M.**

**CITY HALL
29799 SW TOWN CENTER LOOP EAST
WILSONVILLE, OREGON**

Mayor Tim Knapp

Council President Kristin Akervall
Councilor Charlotte Lehan

Councilor Susie Stevens
Councilor Ben West

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, 2nd Floor

5:00 P.M. EXECUTIVE SESSION [20 min.]
A. Pursuant to: ORS 192.660 (2)(e) Real Property Transactions
ORS 192.660(2)(h) Legal Counsel / Litigation

5:20 P.M. REVIEW OF AGENDA REVIEW OF AGENDA AND ITEMS [5 min.]

5:25 P.M. COUNCILORS’ CONCERNS [5 min.]

5:30 P.M. PRE-COUNCIL WORK SESSION
A. Resolution No. 2724 – Water SDCs Development Charges (Weigel/Rodocker) [20 min.]
B. Wilsonville Town Center Plan (Bateschell) [60 min.]
C. Proposed Tobacco Retail Licensing Resolution (Ottenad) [15 min.]
D. Vertical Clackamas County Housing Development Zone (VHDZ) in Villebois [20 min.]

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7:25 P.M. ADJOURN

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, February 4, 2019 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10 a.m. on January 22, 2019. 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 there with except where a time limit for filing has been fixed.

7:30 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.

7:35 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.

7:40 P.M. MAYOR'S BUSINESS

- A. Upcoming Meetings

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7:45 P.M. COUNCILOR COMMENTS

- A. Council President Akervall
- B. Councilor Stevens
- C. Councilor Lehan
- D. Councilor West

7:55 P.M. PUBLIC HEARING

- A. **Resolution No. 2724** (*Legislative Hearing*)

A Resolution Of The City Of Wilsonville Adopting The Water System Development Charge Methodology Report And Establishing The Charge Rate And Amending Resolution No. 1624.

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8:05 P.M. CITY MANAGER'S BUSINESS

8:10 P.M. LEGAL BUSINESS

8:15 P.M. ADJOURN

Time frames for agenda items are not time certain (i.e. Agenda items may be considered earlier than indicated.) 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 cityrecorder@ci.wilsonville.or.us.



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: February 4, 2019	Subject: Wilsonville Town Center Plan Staff Member: Miranda Bateschell, Planning Manager Department: Community Development	
Action Required	Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" 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 Comments: N/A	
Staff Recommendation: Review and provide input on the draft Wilsonville Town Center Plan.		
Recommended Language for Motion: N/A		
Project / Issue Relates To:		
<input checked="" type="checkbox"/> Council Goals/Priorities: Town Center	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

ISSUE BEFORE COUNCIL:

Review and provide input on the draft Wilsonville Town Center Plan.

EXECUTIVE SUMMARY:

The Wilsonville Town Center Plan presents a blueprint that will guide future development in Town Center through strategic actions (new projects, policies, programs or partnerships) in order to achieve the Wilsonville community's vision for Town Center. Over the past two years, the project team has worked with the community at over a hundred meetings and events and through dozens of surveys and polls to formulate the various elements of the Plan.

In the first phase of the project, existing conditions, opportunities and constraints were identified, and the community established a vision and set of goals for future Town Center. Community events and public input on Town Center design options during the second phase of the project culminated in the creation of the draft Community Design Concept for Town Center: the community's priorities for land use and activity centers, open space, and connectivity in Wilsonville Town Center. During 2018, the project team conducted additional outreach to get the community's input on the Draft Community Design Concept and a set of strategic actions that will establish a clear path forward to advancing the community's vision for Town Center. The result is the proposed Wilsonville Town Center Plan (**Attachment A**).

At the upcoming work session, staff welcomes questions and input on the draft Plan. In addition, staff will present a final recommendation from the Planning Commission on the proposed Wilsonville Development Code amendments (**Attachment B**).

The Plan as drafted incorporates feedback from numerous stakeholders, including input received previously from the City Council. While the Plan document is new for City Council review, the content comes from materials discussed at prior work sessions. Likewise, the technical appendices the Plan relies upon have also already been reviewed by the Council and remain unchanged outside of minor, non-substantive edits except as noted below, under attachments, and as described above for the proposed development code amendments. For this reason, the appendices are not attached, but are available online by following the link provided under the attachments section at the end of this report.

BACKGROUND:

In 2014, City Council adopted Wilsonville's Urban Renewal Strategy and Tourism Development Strategy, both of which identified a Town Center redevelopment plan as a priority action item. City Council then established starting the Town Center Plan as a 2015-2017 Council Priority Goal. Staff applied for and was granted a Metro Community Planning and Development Grant to complete the Plan. In 2016, Council approved the Inter-Governmental Agreement between Metro and the City of Wilsonville, which outlined the major milestones, deliverables, and funding conditions, setting the framework for the Scope of Work with MIG, Inc.

The project team began work on the project with a Town Center tour in October 2016, and kicked-off the project with the community in February 2017. With over 100 public meetings and events, public input has driven the development of the draft Town Center Plan before the Council.

Since the City Council last saw the proposed amendments, a few items have been updated based on Planning Commission recommendations pertaining to:

1. Adding language to clarify the need for businesses to obtain temporary right-of-way use permits for parklets and outdoor dining to ensure appropriate maintenance, operations and criteria are followed (see (.06) O.3.b.iii.xi).
2. Defining affordable housing requirements for the building height bonus (see Table 2, footnote 4).

3. Maximum floor plate square footages:
 - a. Maintained 30,000 square feet per use for retail sales and service of retail products in Main Street (MS) and Neighborhood-Mixed Use (N-MU) sub-districts.
 - b. Maintained allowing a single-user retail use to exceed 30,000 square feet if located on more than one story of a multi-story building in the Commercial-Mixed Use (C-MU) sub-district. Increased flexibility by extending this same allowance in the Mixed Use (MU) sub-district.
 - c. Added language to allow a waiver (through the existing waiver process) to the single-user retail maximum floor plate square footage and/or number of stories of a building, if appropriate criteria are met that enhance the development beyond standard design standards and/or provide additional community benefits (see (.06) D.)
4. Drive-through standards:
 - a. Allow drive-through facilities in the C-MU and MU sub-districts provided they meet design and development standards, which includes pedestrian-oriented building placement and design, internal circulation, onsite queuing, and driveway spacing standards (see (.06) K. for specific drive through standards; all design standards in (.06) still need to be met).
 - b. Significant discussion occurred at the Planning Commission over several meetings pertaining to this issue. The final recommendation is based, in part, to prevent deterring the redevelopment of properties with existing drive-through facilities, which has happened in other town centers that prohibited them and turned them into legally non-conforming uses.

EXPECTED RESULTS:

The Project Team will use this input to prepare a final version of the Wilsonville Town Center Plan for adoption hearings.

TIMELINE:

After the work session, the project team will integrate the Council’s input to finalize the Plan for a public hearing before the Planning Commission on March 13, 2019.

CURRENT YEAR BUDGET IMPACTS:

The Professional Services Agreement has a budget of \$420,000 fully funded through the Community Development Fund and CIP project #3004 in the adopted budget, of which \$320,000 is funded through a Metro Community Planning and Development grant and the balance is funded through the Year 2000 URA. The remainder of the budget will be spent this fiscal year.

FINANCIAL REVIEW / COMMENT:

Reviewed by: CAR Date: 1/28/2019

LEGAL REVIEW / COMMENT:

Reviewed by: BAJ Date: 1/30/2019

COMMUNITY INVOLVEMENT PROCESS:

There are multiple opportunities to participate in the project outlined in a Public Engagement and Communication Plan for the Town Center Plan, including an advisory task force, community design workshops, focus groups, pop-up neighborhood events and idea centers, and in-person and online surveys. The engagement plan is designed to reach as broad an audience as possible and to gather the variety of perspectives in the community. It also includes targeted outreach to specific stakeholders more impacted by activity in the Town Center. In addition to the Plan document, a summary of the Town Center Plan, which honors the community's involvement and ideas from the planning process, is available at www.ci.wilsonville.or.us/towncenterplan for public review and comment.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:

As a result of this project, the city anticipates specific actions that will help the Town Center become a more vibrant, pedestrian and transit-supportive mixed-use district that integrates the urban and natural environments, creating an attractive and accessible place for visitors and residents of all ages to shop, eat, live, work, learn, and play. These actions will help remove barriers and encourage private investment in the Wilsonville Town Center. Benefits to the community also include identifying tools to maintain and strengthen businesses in the Town Center, improving access to and within the area, and making the Town Center a place where people want to spend time and support businesses.

ALTERNATIVES:

There are many alternatives on which the Council may provide feedback.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

- A. Draft Wilsonville Town Center Plan
- B. Proposed Wilsonville Development Code Amendments

[Link to Town Center Plan Appendices](#) (*unchanged since last review, except as noted below*):

Appendix A. Comprehensive Plan and Development Code Amendments (*see description above*)

Appendix B. Land Use Alternatives Traffic Analysis

Appendix C. Development Feasibility Analysis

Appendix D. Street Cross Sections

Appendix E. Parking Analysis

Appendix F. Existing Conditions

Appendix G. Infrastructure Assumptions (*new, supports Chapter 4 of Plan*)

Appendix H. Public Comment Summary (*Phase 3 summary is new*)

Appendix I. Public Engagement Plan



WILSONVILLE TOWN CENTER PLAN

DRAFT 01.29.2019

Attachment A

acknowledgments

A special “thank you” to community members and all who participated in this planning process. We appreciate your time and ideas.

CITY COUNCIL

Mayor Tim Knapp

Kristin Akervall, Council President

Susie Stevens, Councilor

Charlotte Lehan, Councilor

Ben West, Councilor

Scott Starr, Former Councilor

PLANNING COMMISSION

Jerry Greenfield, Chairman

Eric Postma, Vice Chairman

Ron Heberlein

Peter Hurley

Kamran Mesbah

Phyllis Millan

Simon Springall

CITY OF WILSONVILLE PROJECT TEAM

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Chris Neamtzu

CONSULTANT TEAM

MIG, Inc.

Leland Consulting Group

DKS, Inc.

Angelo Planning Group

Gibbs Planning Group

acknowledgments

TOWN CENTER TASK FORCE

Kristin Akervall, Chair Wilsonville City Councilor as an ex-officio/non-voting member

Marie Alaniz, Northwest Housing Alternatives

Hilly Alexander, Wilsonville Public Library Foundation Board, resident

Ben Altman, Former Planning Commission chair, resident

Kyle Bunch, American Family Insurance, resident

Terrence Clark, Wilsonville Dental Group

Paul Diller, resident

Bruce Eicher, Wilsonville Diamond, resident

Kevin Ferrasci O'Malley, CEO, Wilsonville Area Chamber of Commerce

Darren Harmon, Wilsonville Family Fun Center, Tourism Promotion Committee

Ron Heberlein, Planning Commissioner, resident

Eric Hoem, resident

Rosiland Hursh, Eye to Eye Clinic

Hank Jarboe, Boston's Pub

Kate Johnson, Park and Recreation Advisory Board, resident

Sophia Lochner, Wilsonville High School student, resident

Lori Loen, Elite Realty Group, resident

Kamran Mesbah, Planning Commissioner, resident

Susan Myers, Capital Realty

Richard (Dick) Spence, Wilsonville Community Sharing, resident

Shelly Tracy, Clackamas Community College-Wilsonville campus

Scott Vosburg, Wilsonville Lock and Security

Doris Wehler, Past President, Wilsonville Area Chamber of Commerce, resident

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01 INTRODUCTION

Town Center is the heart of Wilsonville, a growing community with great jobs, housing and schools.

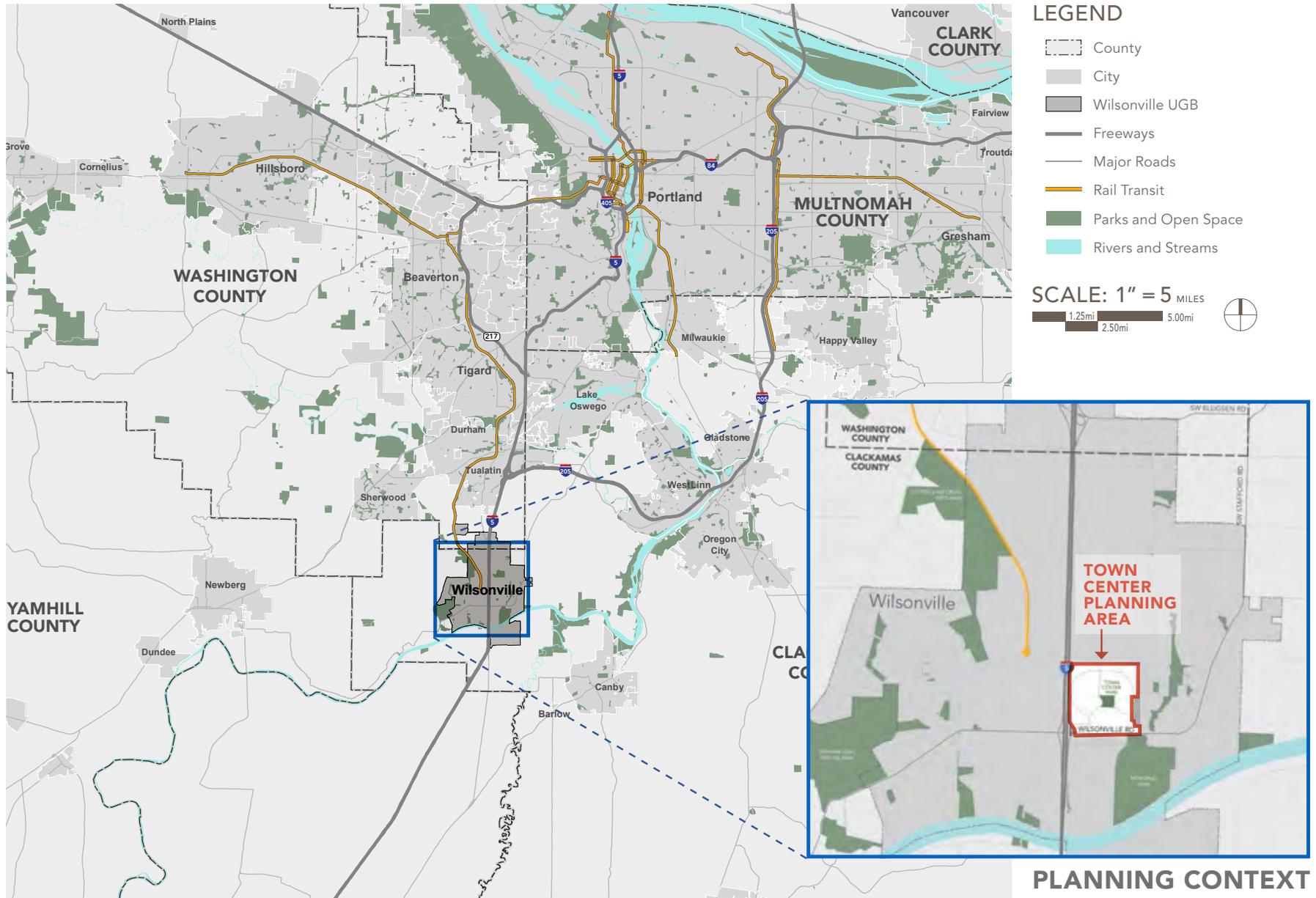
Through the Wilsonville Town Center Plan (the Plan) community engagement process, community members voiced their commitment to their desire for a community hub with walkable and engaging public spaces, great parks and destinations, places and spaces that connect people to one another and the environment, and year-around activities. Realizing the community's vision for Town Center is a long-term process, but improvements can start today.

AREA CONTEXT

For many people, Town Center is a regular stop for groceries, grabbing a quick bite to eat, or visiting the doctor. Centrally located between the Portland metropolitan area and the central Willamette Valley, it is close to natural and agricultural open spaces and a network of regional trails. Town Center is poised to build on its foundation of a diverse mix

of local and national retail, restaurants, educational institutions, community services, local government, residences, and offices to become a vibrant and walkable mixed use district— a true Town Center for Wilsonville. City parks and open spaces preserve and honor the area's natural resources and agricultural legacy, attracting visitors from across Wilsonville and beyond. Town Center's proximity to I-5, commuter rail and local transit connections are all assets that attract many businesses and visitors to the area. Town Center is important to Wilsonville and the Portland Metro region at large. The Metro's 2040 Growth Concept specifies that Wilsonville Town Center should be a mixed use, walkable, and transit-accessible district.

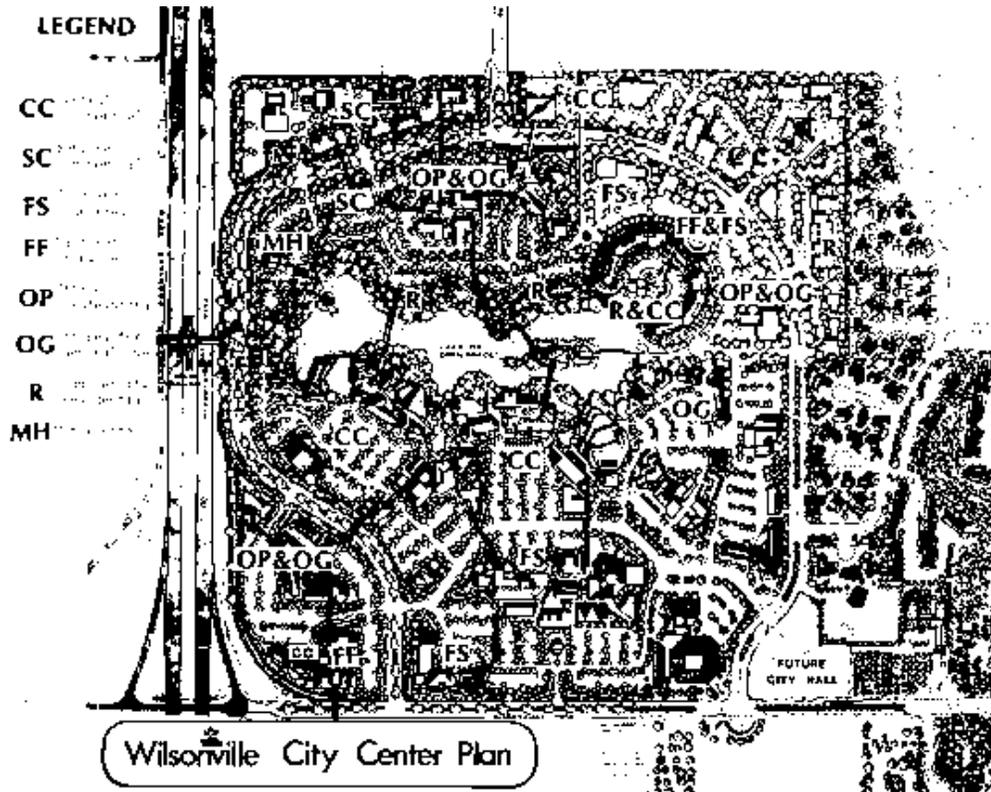
The most recent master plan for Town Center was developed in 1973. Much of Town Center's current road infrastructure, urban form, parks, and land uses originated in that plan. The original plan made way



REGIONAL CONTEXT

PLANNING CONTEXT

FIGURE 1.1



for many of the valuable community assets in Town Center, such as Town Center Park. However, the plan also allowed for an auto-oriented urban form and land uses. Large parking lots and disconnected streets, sidewalks, and bicycle facilities are barriers to Town Center becoming the vibrant community desired by residents and businesses. Transforming Town Center into to a more walkable, diverse, and active district will require investing in infrastructure and supporting the area’s strong businesses and entrepreneurial spirit.

Wilsonville and the region have changed dramatically since the original vision was developed in 1973. How we work, live, get around, and shop are all rapidly evolving with changes in technology, demographics, and the economy. This updated plan provides design guidelines and development code revisions to ensure that as new buildings, businesses, streets, open spaces and architecture are developed over time, they support the community’s vision for Town Center.

How can the City retain the Town Center qualities that are valued by community members while meeting the needs of a growing and evolving community? This Plan responds to the changing context with prioritized and achievable actions.

IMAGE ABOVE:

1973 vision for
Wilsonville Town Center

TOWN CENTER PLAN TIMELINE

PLAN PURPOSE

The Portland Metro region and Wilsonville are flourishing. Town Center’s desirable location and foundation of existing businesses provide a strategic advantage for achieving the community’s vision of creating a true hub for Wilsonville. The Plan positions Town Center for sustained success that is durable and resilient. The Plan focuses on attracting and retaining local businesses, employment opportunities, housing choices, and cultural and educational institutions. The Plan puts people first with walkable streetscapes and places to gather, shop, work, eat and recreate.

New development in Town Center will not happen immediately or all at once. Instead, when a land owner wants to redevelop, the Town Center Plan will guide how the City, developers, land owners, and businesses can support the community’s vision for Town Center. The Plan provides regulatory recommendations, prioritized projects, and potential funding sources that will support the implementation of the community’s vision.





1

OUTREACH EVENTS

 **1,195** Monthly Poll Participants

 **100+** Community Events

 **1,871** Survey Respondents

 **80+** Youth Participants



2

PLAN PROCESS

The Town Center planning process began in late 2016 and concluded in early 2019. The process was community-driven with active involvement from community members, including but not limited to the Project Task Force, property and business owners and managers, youth, Town Center residents, City officials and staff, Planning Commission and City Council.

Wilsonville community members have led this process through their in-person and online input. Multiple events, online and paper surveys, and focus groups resulted in thousands of touchpoints with the community. Discussions with Wilsonville youth were also part of the public engagement process, including focus groups and middle school projects.

Community members are passionate about the future of Town Center and clearly voiced a vision for the next stage in Town Center's evolution.

PHOTOS:

1. Community Design Workshop
2. Town Center Kickoff



02 A COMMUNITY VISION FOR TOWN CENTER

The Wilsonville community is the heart of the Town Center Plan. Thousands of community members contributed their ideas and feedback about the future of Town Center. The Plan reflects the community's priorities, preferences and values.

This chapter describes the community's central role in the creation of this plan and the Vision and Goals that articulate the community's desired future for Town Center.

The process was guided by a Task Force that included representation from Wilsonville's residents, youth, community advocates, small and large businesses, land owners, and neighborhood groups. The Planning Commission and City Council were also involved at key points throughout the planning process.

The Project Team conducted a variety of outreach activities at large and also met with land owners, business owners and managers, and residents in and adjacent to Town Center. Postcards, posters,

articles, ads, and social media informed community members about opportunities to participate in the planning process. Community event promotions and project materials were translated into Spanish. Opportunities to participate included online surveys and polls, workshops and meetings, community events, idea centers, and focus groups. Community events ranged from summer block parties to workshops in school classrooms. A multitude of input from a diverse group of community members shaped a plan that reflects the community's shared hopes and desires for Town Center. The comprehensive public engagement process was organized into three distinct phases highlighted on the following page.

PHASES OF COMMUNITY ENGAGEMENT

PHASE 1: VISION

- Established the community's vision and goals for the future of Town Center
- Identified existing issues and priority needs and improvements

PHASE 2: DESIGN CONCEPTS

- Used visual preference surveys to confirm urban design and development concepts created during the community planning process
- Defined community preferences for:
 - Land use
 - Open spaces and parks
 - Multimodal network
- Created a Draft Community Design Concept

PHASE 3: THE COMMUNITY'S PLAN

- Identified community recommendations and priorities for implementation strategies
- Adoption of Plan by Planning Commission and Council Approval

COMMUNITY PRIORITIES

The public engagement process encouraged community members to identify their priorities for Town Center. Several prominent themes emerged during from the community kickoff, stakeholder meetings, and online outreach, including:

Town Center should...

- Be a focal point of the community
- Offer year-round community gathering spaces
- Support local businesses
- Offer vibrant entertainment and dining opportunities
- Include consolidated and accessible parking
- Include a mix of uses
- Provide safe pedestrian and bicycle connectivity

Using these priorities as foundational elements, the Wilsonville community, Town Center Task Force, Planning Commission and City Council developed the Town Center Vision, Goals and Measures of Success to guide future development concepts for Town Center and the implementation strategies in the Plan.

COMMUNITY PRIORITIES

Established the foundation for creating a unified vision



VISION

Synthesized the community's values and priorities for the desired future Town Center

Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.

GOALS

Established specific direction for major elements

- 1 Environmental Stewardship
- 2 Harmonious Design
- 3 Mixed Uses
- 4 Safe Access and Connectivity
- 5 Community Gathering Places
- 6 Economic Prosperity

MEASURES OF SUCCESS

Provide guidance for implementation

GOALS reflect the community's priorities and will guide future decisions to ensure consistent implementation of the Plan. The Success Measures for each goal drive many of the strategies included in Chapter 5 and several success measures have already been achieved with adoption of the Plan.

GOAL 1



Environmental Stewardship.

Integrate nature into the design and function of infrastructure and development in Town Center to protect Wilsonville's natural resources.

Measures of Success:

- Identify appropriate landscaping that provides visual interest, minimizes City maintenance requirements, and is appropriate for walkable, mixed-use areas.
- Design and implement stormwater management and treatment facilities to provide both functional and aesthetic value.
- Incorporate natural features such as rain gardens, eco-roofs, and community gardening areas into Town Center.

GOAL 2



Harmonious Design. Ensure buildings and streets are pedestrian-oriented and there are a variety of quality building types and land uses.

Measures of Success:

- A cohesive design palette of aesthetic qualities, derived from community-identified features, both new and existing for the Town Center.
- Provide for a variety of building types and uses within Town Center.
- Development standards that bring buildings together, frame the street, and increase pedestrian comfort and visibility.

GOAL 3



Mixed Uses. Encourage development that provides interconnected land uses that incorporate play and recreation, with a range of retail, services, dining and entertainment

options, and increased opportunities for residential and employment uses.

Measures of Success

- Create an urban design plan that removes physical barriers and promotes walking and biking as easy and safe ways to travel between different buildings and areas of recreation, residential and commercial/retail uses.
- Identify locations where increased building heights, mixed-use buildings, and new housing opportunities are appropriate and complementary with surrounding residential neighborhoods.
- Organize and manage parking to minimize visual impacts, support surrounding land uses, and improve pedestrian safety.



GOAL 4



Safe Access and Connectivity.

Provide transportation infrastructure designed to create a safe, accessible environment for all modes of travel in Town Center,

foster multimodal access between buildings and land uses in Town Center, connect to surrounding neighborhoods, and provide local and regional accessibility.

Measures of Success

- Create multimodal connections in and through Town Center that provide multiple, safe routes for residents, businesses and visitors.
- Identify priority locations to connect to adjacent neighborhoods and land uses.
- Integrate the multimodal transportation system with urban design and development standards developed for Town Center.
- Incorporate wayfinding elements into Town Center's multimodal transportation system.

GOAL 5



Community Gathering Places.

Provide vibrant, diverse and inclusive spaces that bring people together with activities and events for year-round fun, culture and socializing.

Measures of Success

- Identify locations, and necessary improvements, where year-round activities and events can be held in Town Center.
- Increase programming at public facilities and park spaces to provide year-round interest and gathering opportunities.
- Provide flexible public gathering spaces that provide opportunities for unprogrammed seasonal activities and pop-up events.

GOAL 6



Economic Prosperity. Create opportunities to support and grow existing businesses and attract new businesses that provide a diverse range of local and regional retail, entertainment, and commercial activities.

Measures of Success

- Programs and policies that support the development of a variety of small, medium, and large businesses that provide local and regional needs and increase tourism.
- Identify ways to organize and support businesses in Town Center to retain existing businesses, attract additional business and retail diversity, and increase economic development opportunities.
- Attract development that supports the use of existing transit and non-motorized travel options.
- Identify strategies to fund public improvements through a combination of public and private sources.

TOWN CENTER BUILDING BLOCKS

The community's priorities helped shape the "building blocks" of Town Center. The building blocks are the vital elements of a place and consist of green spaces, connectivity, and land use. Three different approaches for each building block were created to prompt community discussion about potential approaches to parks and open spaces, transportation and circulation, and land use and development in Town Center. Community input provided direction for a preferred approach to each building block. These preferred approaches were compiled to create a comprehensive community design concept for Town Center.

Open Spaces: COMMUNITY DISCUSSION

The community prioritized parks, green spaces, and public gathering spaces as important elements of the future Town Center. The existing Town Center Park is valued by many community members and is a regional destination during the summer. Additionally, Memorial Park is an important open space and recreational destination directly adjacent to Town Center. These two parks are cornerstones of the existing Town Center's open space network. However, there is a lack of connectivity between these spaces. The community is also interested in additional green spaces and integrating more nature into the design of Town Center.

RESULT

Create an "Emerald Chain" of parks, small plazas, green streets, and trails that connect the future I-5 bike/pedestrian bridge to the Town Center Park, Memorial Park and Murase Plaza (see page 15 for Conceptual Open Space Layout).





PHOTOS:

1. *Plazas and multi-use paths are important additions to Town Center.*
2. *Pop-up summer event: Fun in the Park.*
3. *Outdoor seating provides additional spaces to gather.*
4. *Dedicated spaces and textures within a multi-use path helps delineate spaces.*

Transportation and Circulation

COMMUNITY DISCUSSION

The community had extensive discussions about Town Center’s existing auto-oriented transportation system defined by the Town Center Loop and extensive surface parking which provides much of the internal circulation. While Town Center includes segments of bicycle and pedestrian infrastructure and transit service, there is limited connectivity for these travel modes. Vehicle travel is relatively smooth, but there is peak-hour congestion on Wilsonville Road that is a concern for many community members.

RESULT

Create a more walkable street grid that better manages parking, helps address congestion, and incorporates transit service, on-street improvements for bicycles and pedestrians, and connections to off-street trails. Develop a future network that maintains local access to businesses in Town Center and reduces vehicular through-traffic at the Town Center Loop West/ Wilsonville Road intersection, making it calmer and safer for all users (see page 15 for Conceptual Street Layout).

Land Uses and Activity Centers

COMMUNITY DISCUSSION

Today, Town Center includes primarily one and two-story buildings with an abundance of surface parking. There is a mix of uses that include health services, civic, educational, entertainment,

residential, retail and other commercial uses. Throughout the planning process, community members expressed a strong interest in Town Center becoming a compelling local destination with a distinct identity and sense of place. People are interested in mixed-use buildings that include a variety of retail options, especially dining, and comfortable and inviting pedestrian spaces (wide sidewalks, seating areas). Community members also want year-round opportunities for recreation, activities, and social gatherings.

RESULT

Encourage a diversity of land uses throughout Town Center that make it a lively, fun place to visit year-round. Extend Parkway Avenue to Wilsonville Road to create a walkable, vibrant mixed use main street. Activate streetscapes with pedestrian amenities, covered spaces, outdoor dining, places to gather, and ground-level retail where possible (see pages 15 for Conceptual Land Uses).

THE COMMUNITY’S DESIGN CONCEPT FOR TOWN CENTER

Being a community-driven project, in person and online events and surveys provided the community an opportunity to review the design concept (Figure 2.1, page 15) and provide further input. The resounding support of the community design concept provided the foundation for the Town Center Plan.



1



2



5



4



3

PHOTOS:

1. People of all ages took part in the visioning and design process.
 2. The meetings identified land uses and building design preferences.
 3. Meeting participants talked about the results.
 4. There were many options discussed about parks and trails.
 5. Followup meetings encouraged participants to reflect on what was developed.
- Opposite page: The outcomes of the public design process resulted in conceptual open space locations, land uses and street layouts.



DRAFT TOWN CENTER BUILDING BLOCKS

FIGURE 2.1



03 DEFINING TOWN CENTER

A vibrant main street, plazas, covered sidewalks, active storefronts, sidewalk seating, and bicycle and pedestrian paths will be defining features of the future Town Center. This bold vision will be realized through new approaches to land use, streetscape design, and open spaces to create a place that is accessible, connected, and thriving.

The Wilsonville community developed a Vision for Town Center as a walkable and vibrant hub of activity that serves as the heart of Wilsonville. The approaches described in this chapter build upon Town Center's existing foundation of community services, diverse businesses, and streets, to transform Town Center into a more walkable and engaging place. Chapter 5 describes the policies and projects that will implement these approaches.

NEW LAND USES AND DISTRICTS

The Town Center Plan creates new land use districts (see Figure 3.1, page 20) that establish urban form and land uses to implement the Town Center vision. Public discussions about building scale, land use, adjacency to existing development, and

the desire to create a main street environment are the foundation for the district approach. The community was also very clear that Town Center should be a location where many types of land uses are permitted, albeit not in every location. Within each district, a different combination of land uses and building scales are allowed. Transitional areas between districts will ensure that there is continuity throughout Town Center. All districts are designed to be walkable and accessible for all modes of travel and encourage development that adds vibrancy through a mix of uses, density, and harmonious design. Attractive buildings that provide protection from the weather and engaging facades will help create a more walkable Town Center. Amendments to Wilsonville's



Comprehensive Plan and Development Code will guide the implementation of this new approach to land use and design in Town Center. (see Appendix A for the Comprehensive Plan and Development Code elements.)

Main Street

Town Center's future main street is a place people come to meet friends for lunch and end up spending the afternoon, strolling, shopping, drinking coffee and running into neighbors. A new Main Street District is a central element of the future Town Center. The Plan identifies Parkway/Park Place as the Town Center's future main street. Extending Park Place to Wilsonville Road, redesigning the streetscape, and applying new land use and design standards will create a highly walkable mixed-use spine through Town Center. Mixed-use buildings, apartments and local retail and restaurants in three-to-four story buildings will transform Park Place into a walkable destination. The Park Place/Courtside intersection, in particular, becomes a hub of activity, building on the energy of the adjacent Town Center Park.

Commercial Mixed Use

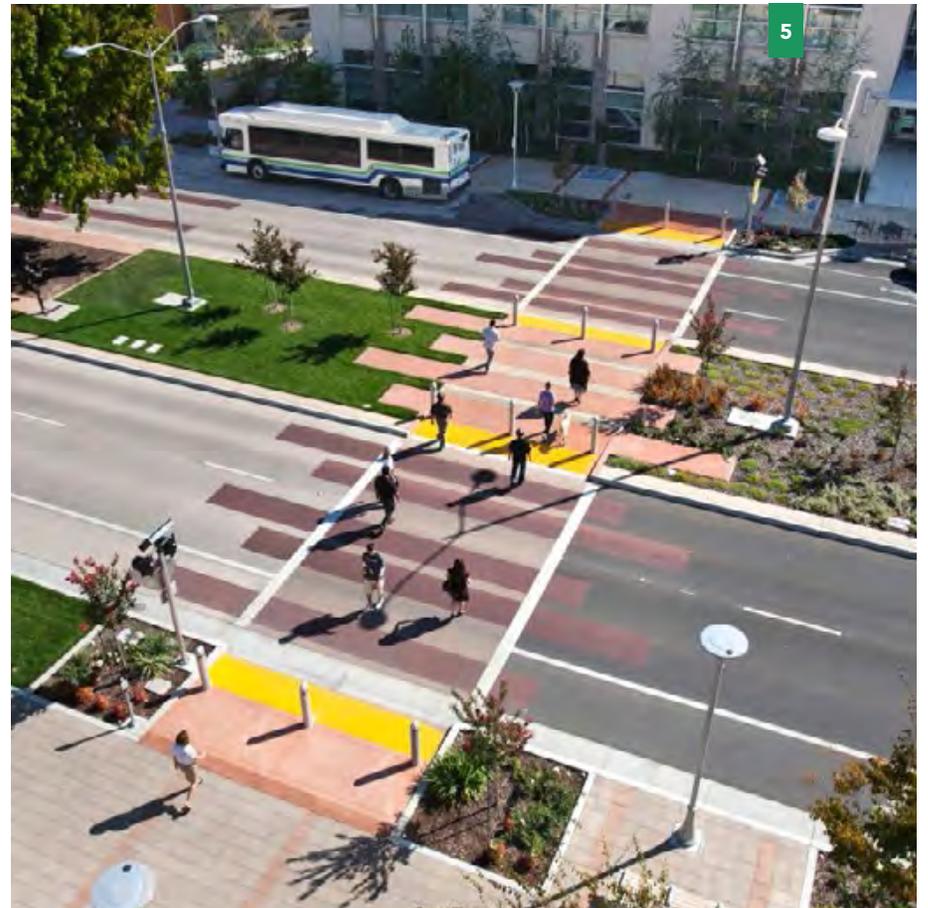
The west side of Town Center is poised to become a diverse commercial mixed-use district with high visibility because of its adjacency to I-5, the region's major highway corridor. Zoning in the Commercial Mixed-Use District will encourage

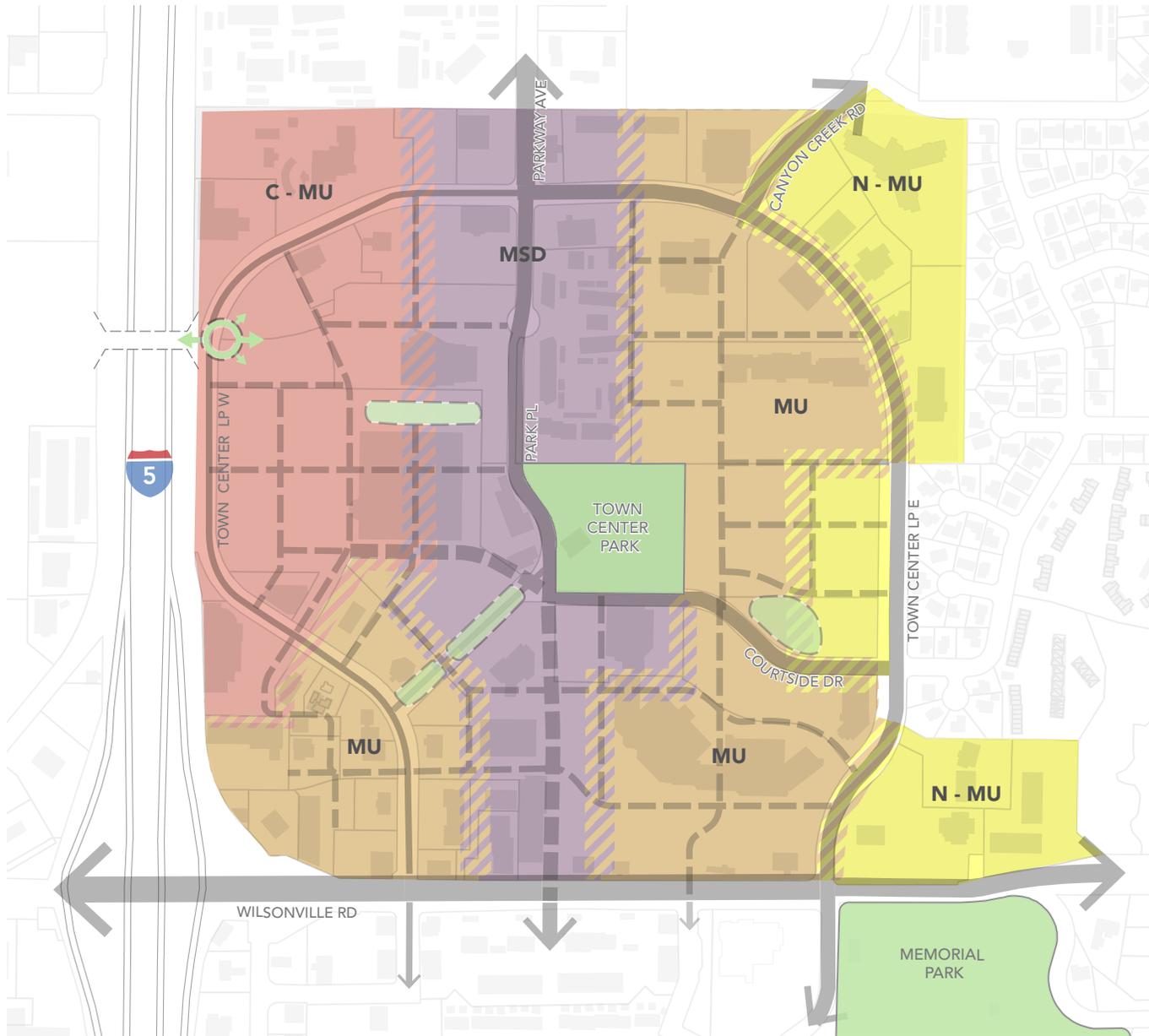
PHOTOS (LEFT):

1. "My future Town Center is..." exercise at the Town Center Plan Public Kickoff.
2. Community Design Workshop (June 2016).

PHOTOS (RIGHT):

3. A pedestrian oriented main street district was favored by many community members.
4. Mixed-use development with open and inviting street frontage provides a more interesting pedestrian environment.
5. Highly visible pedestrian crossings demarcate pedestrian spaces and provide placemaking opportunities.
6. Wide sidewalks, lighting, and on-street parking are important elements of a Main Street.
7. Corner businesses do not have to be large, but need to be interesting to pedestrians.
8. Stormwater should be treated onsite to minimize the need to off-site detention and treatment..





PROPOSED LAND USE

LEGEND

- Building Footprint
- Parcel
- Highway
- Proposed Bike/Pedestrian Bridge
- Proposed Street Network

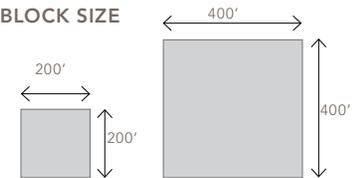
OPEN SPACE NETWORK

- Existing Open Space
- Proposed Open Space
- Proposed Gateway/Landing

LAND USE

- Main Street District (MSD)**
(mixed use buildings with active ground floor uses, generally 3 to 4 stories)
- Commercial - Mixed Use (C - MU)**
(mix of office, entertainment, hospitality, civic uses, generally 3 to 5 stories, residential if not adjacent to freeway)
- Mixed Use (MU)**
(mix of residential, retail, office, services, generally 2 to 4 stories)
- Neighborhood - Mixed Use (N-MU)**
Mix of townhomes, small-scale commercial businesses, generally 2 to 3 stories)

BLOCK SIZE



Hatched areas indicate locations where using both underlying zones may be allowed or flexibility in building design may be required.

FIGURE 3.1





the tallest buildings in Town Center to be located here, ranging from three to five stories. The area is envisioned as an active area for entertainment, employment, and commercial land uses. While not permitted immediately adjacent to I-5, residential land uses located in the interior of this district add residents to the area who would support new and existing Town Center businesses, including a strong retail presence imagined for the district. This district is also a unique location in Town Center because the future I-5 bike/pedestrian bridge landing will be located here, positioning this area as a gateway to Town Center. The Community's input was clear that the bridge landing should be designed as a gateway and include a plaza or focused community gathering space. The future design should define the gateway and lead visitors into the heart of Town Center. Buildings should be oriented to the plaza as much as possible, depending on the final touchdown location and existing surrounding development. This district is envisioned as a place where someone comes to work, drops their child at daycare, runs errands at lunch and meets friends for dinner. They may walk or ride over the bike/pedestrian bridge to get to where they need to be.

Within this district, there is a potential opportunity to reconfigure or vacate Town Center Loop W. to increase developable land immediately adjacent to I-5 after the complete street network is constructed,

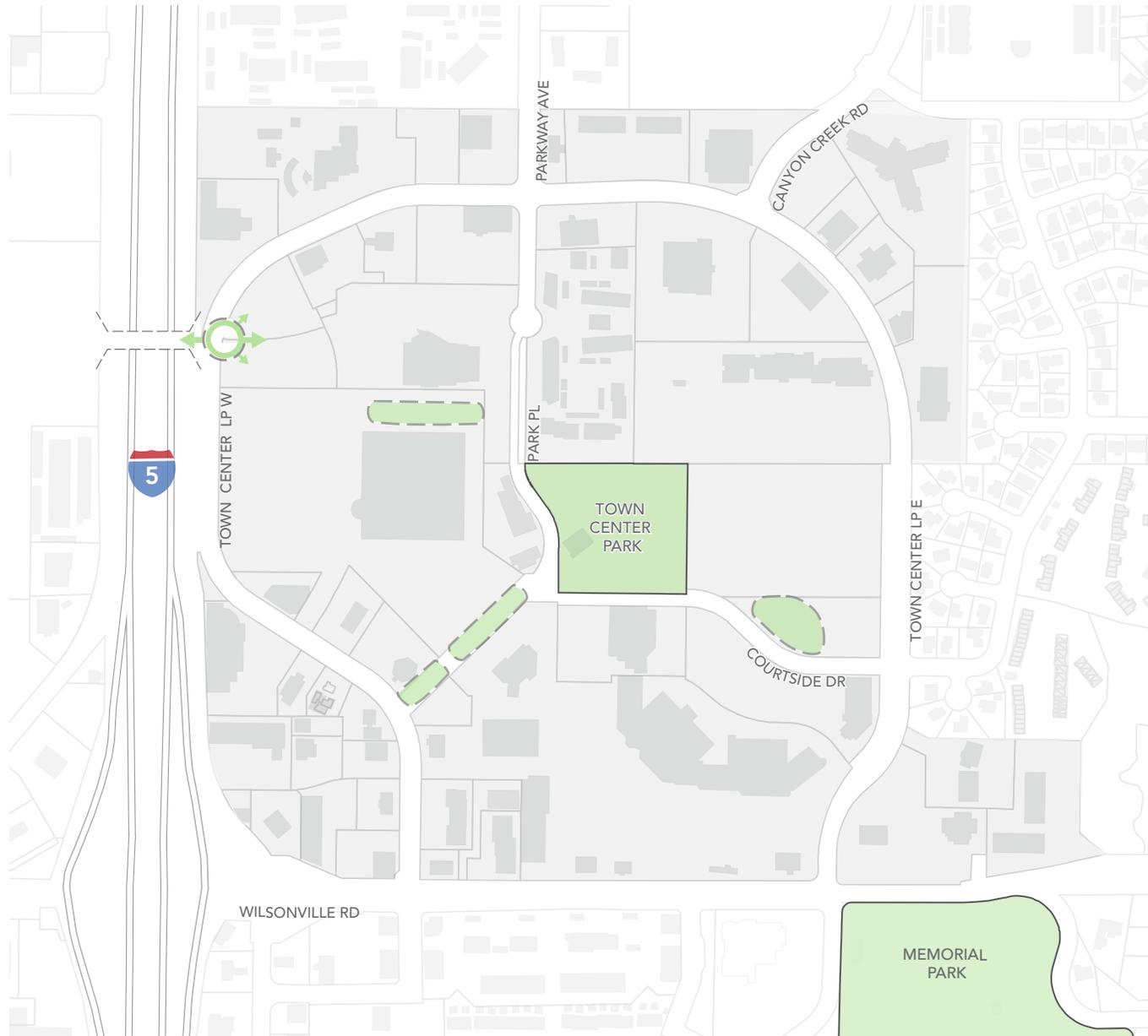
including the Park Place extension and Wilsonville Road intersection modifications (see Chapter 5 for a summary of those projects). If this is option is viable (requiring a future traffic analysis), this district and implementing zoning and site design standards would also apply to the vacated right-of-way.

Mixed Use

The Mixed Use District comprises the largest area of any district in Town Center. Focused on providing two- to four-story mixed use development, the Mixed Use District provides flexibility in the types and scale of land uses. Several parcels in these districts are smaller parcels, so providing flexibility in building scale, land use, and site design helps those properties redevelop more easily. The Mixed Use district designation is also applied to the eastern boundary of Town Center Park where residential and small commercial development are envisioned to activate the park year-round.

Neighborhood Mixed Use

Town Center is next to existing single-family residential neighborhoods. The Neighborhood Mixed Use district provides a transition between quieter residential neighborhoods and the lively Main Street District. A mix of housing types, such as townhomes, apartments, and small-scale office and retail will cater to residents as well as Clackamas Community College students. East of Town Center Park, a mix of light activity uses such as townhomes



LEGEND

-  Building Footprint
-  Parcel
-  Highway
-  Proposed Bike/Pedestrian Bridge

OPEN SPACE NETWORK

-  Existing Open Space
-  Proposed Open Space
-  Gateway/Landing

**Open space locations and sizes are approximate*

PROPOSED OPEN SPACE NETWORK

FIGURE 3.2



and small-scale retail or cafes, will bring people to the park and provide a transition from the activity on main street to the residential neighborhoods adjacent to Town Center. Many of these types of uses already exist in nearby areas and this new zone would not result in a significant shift from what is permitted today.

PLACES TO GATHER

The Wilsonville community prioritized parks, green spaces, and public gathering spaces as important elements of the future Town Center (Figure 3.2). The green spaces proposed for Town Center include a series of linear parks, community gardens, trails, green streets, small plazas and parklets that support year-round outdoor gathering, socializing and recreation.

Town Center Park and Memorial Park are the cornerstones of Town Center’s existing green space network. This could also include the future skate park across from City Hall. Linking Town Center Park, Memorial Park, natural areas, and the future bike/ pedestrian bridge over I-5, with trails, cycle tracks, small plazas and green spaces will create an emerald chain that connects people to one another, as well as connecting to the broader nature and trails systems, including near the Willamette River, south of Memorial Park, and to the Boeckman Creek corridor to the east of Town Center.

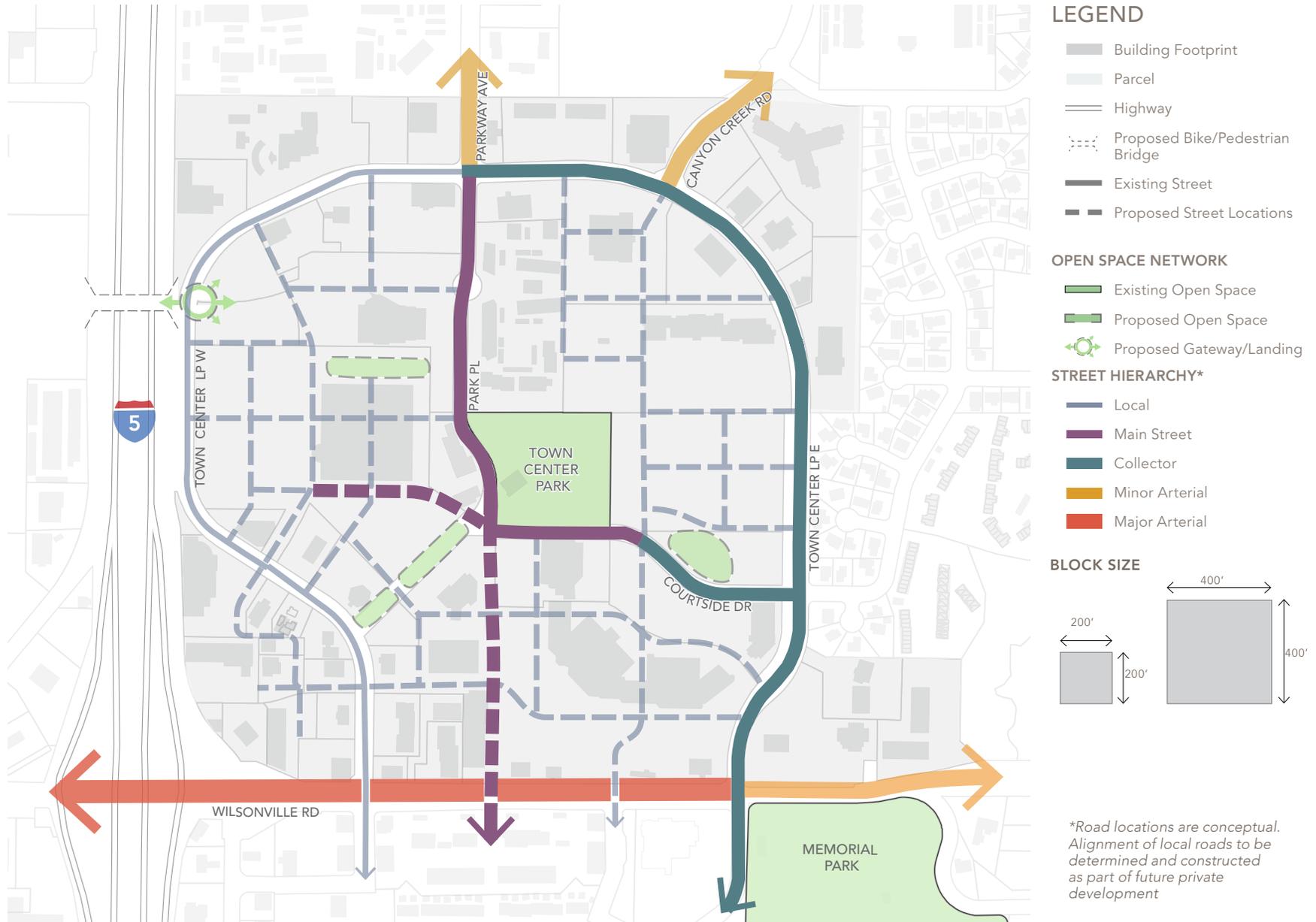
PHOTOS:

1. Temporary, covered seating can activate underutilized parking lots or other areas.
2. Bocce ball is a social outdoor activity that can help activate public spaces.
3. Interactive art elements provide opportunities for play and gathering.



Attachment A





PROPOSED STREET NETWORK

FIGURE 3.3



Each major element of the chain should be linked together with wayfinding signage to identify it as a connected system. Natural elements will be integrated into the streetscape through vegetated stormwater management facilities, landscaping with native plants, and street trees. Separated paths, covered sidewalks designed for seating, parklets and small plazas will provide places to socialize and rest.

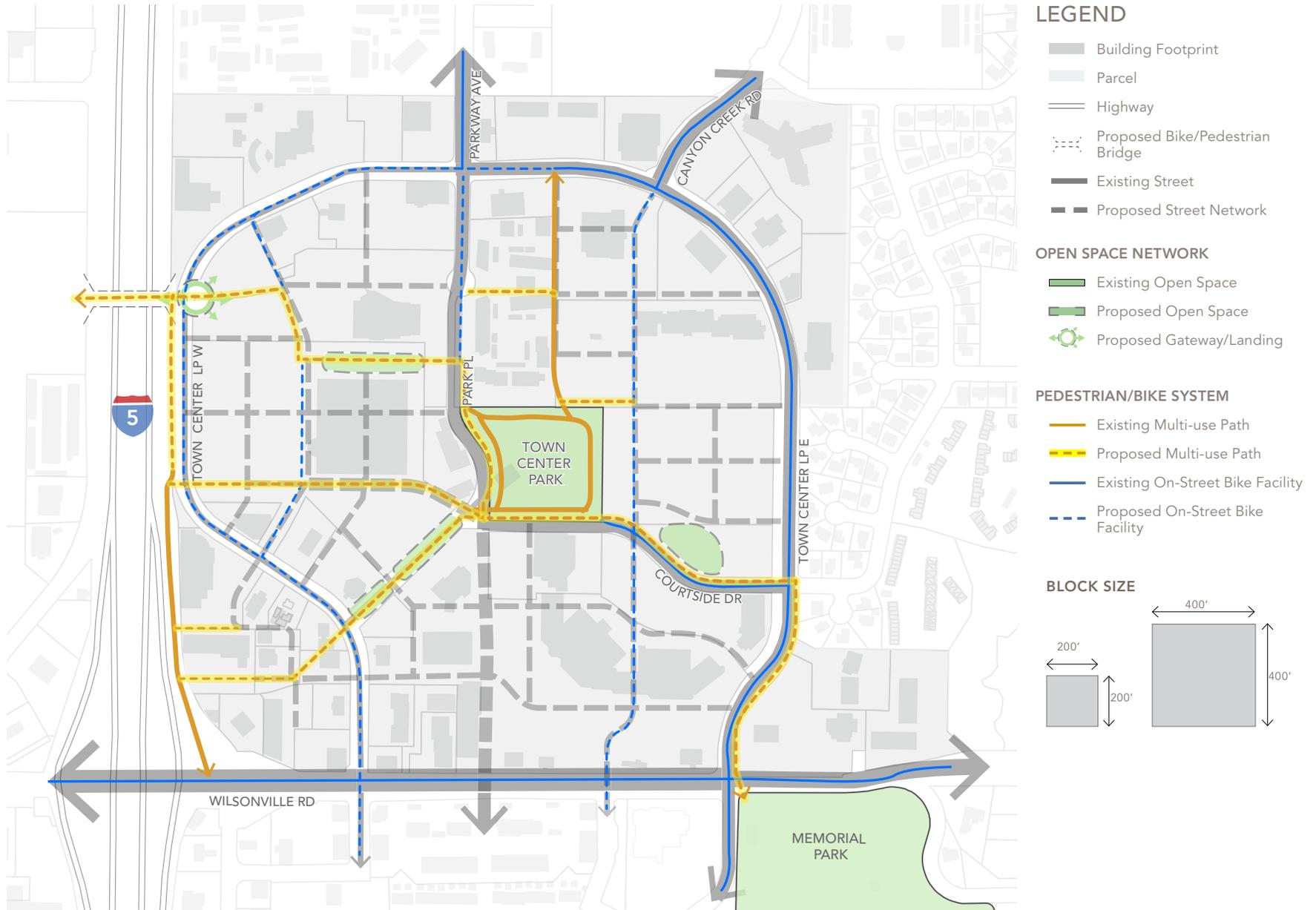
While emphasizing spaces that bring people together, the community also expressed an interest in recognizing and celebrating diversity in the future public spaces in Town Center. The community strongly values the existing presence of multi-cultural businesses in Town Center and diversity in the broader Wilsonville community. Future gathering spaces such as the Park Place Promenade or the I-5 Bicycle / Pedestrian Bridge Gateway Plaza have the opportunity to integrate an international square or multi-cultural public art or education project that underscores the inclusivity of the space and the City.

Future development will include small-scale plazas in front of buildings with active ground floor uses that encourage people to gather. Park Place, the existing diagonal roadway connection between Town Center Loop West and Courtside Drive, will transform to a gathering space, tying development

PHOTOS:

1. *Temporary placement of buffered bike lanes allows the City and community to test design options.*
2. *Prominent intersections and short crosswalks creates a safe and comfortable place for pedestrians.*
3. *SMART buses provide efficient and environmentally sound options than larger buses for less busy routes.*





LEGEND

- Building Footprint
- Parcel
- Highway
- Proposed Bike/Pedestrian Bridge
- Existing Street
- Proposed Street Network

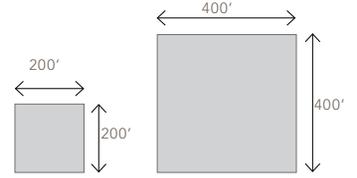
OPEN SPACE NETWORK

- Existing Open Space
- Proposed Open Space
- Proposed Gateway/Landing

PEDESTRIAN/BIKE SYSTEM

- Existing Multi-use Path
- Proposed Multi-use Path
- Existing On-Street Bike Facility
- Proposed On-Street Bike Facility

BLOCK SIZE



PROPOSED MULTI-MODAL NETWORK

FIGURE 3.4



in the southwest corner of Town Center to Town Center Park. It should be a programmable space that can support temporary events such as farmers markets and festivals. It is also a prime location for adjacent development to orient, providing open space for residents and businesses. Other spaces for gathering include a future linear park located north of the existing Fry’s building that would be a more intimate space used primarily by residents and businesses adjacent to the park and those traveling along the cycle track to and from the proposed I-5 bike/pedestrian bridge. This public space could include a plaza and open space with integrated stormwater features, wide sidewalks and seating areas.

A NETWORK OF TRANSPORTATION OPTIONS

The foundation of the Town Center Plan is the community’s desire for a walkable and engaging pedestrian experience. Wilsonville residents want options to move around safely, whether they are parking and walking to a store, riding a bike, or walking to the bus. The Plan outlines a multimodal network designed for all ages and abilities and where cars are only one of the many transportation choices (Figure 3.3). The proposed street network and connections for non-motorized modes (Figure 3.4) will meet Town Center’s current and projected transportation needs (see Appendix B for traffic

PHOTOS:

1. Signage can provide placemaking as well as directions.
2. A two-way cycle track provides physical separation between bicycles and cars.
3. Tree-lined streets and interesting signage provide visual interest for pedestrians.



analysis results). The Plan's multimodal network applies a variety of streetscape designs for new and proposed streets in Town Center, ranging from festival streets with curbless sidewalks near Town Center Park, local streets with wide sidewalks, and a main street with on-street parking and active storefronts.

The expanded transportation network addresses several existing issues as well as managing future traffic needs:

- Increases the number of route options that also distribute traffic more effectively than today's system;
- Provides safer pedestrian crossings and connections throughout Town Center with the

new street grid, bicycle and pedestrian path system, and improvements for pedestrians and cyclists at busy intersections on Wilsonville Road.

Safe, inviting pedestrian-oriented streetscapes for all ages and abilities, multiuse paths and on-street bikeways are essential to get to, though, and around Town Center without needing a car. This plan envisions new and reconfigured streets and pathways that will create new connections within Town Center and between Town Center and the wider city and region. This enhanced transportation system will support pedestrian-oriented development that activates streets, elevates business visibility and brings community members together. Incorporating already planned projects will further bolster Town Center's connectivity and visibility, such as the future I-5 bike/pedestrian



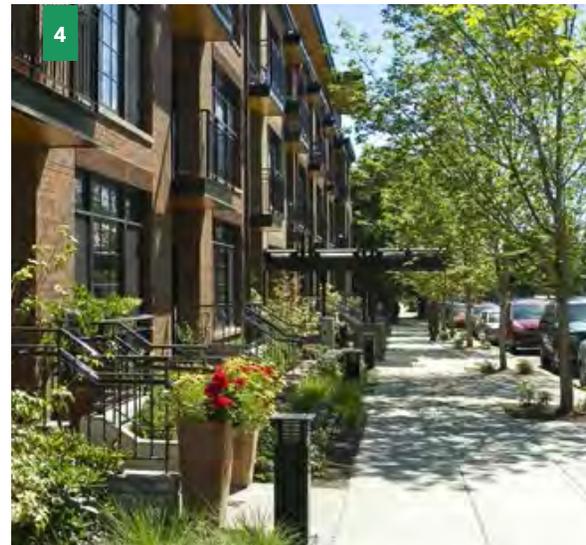
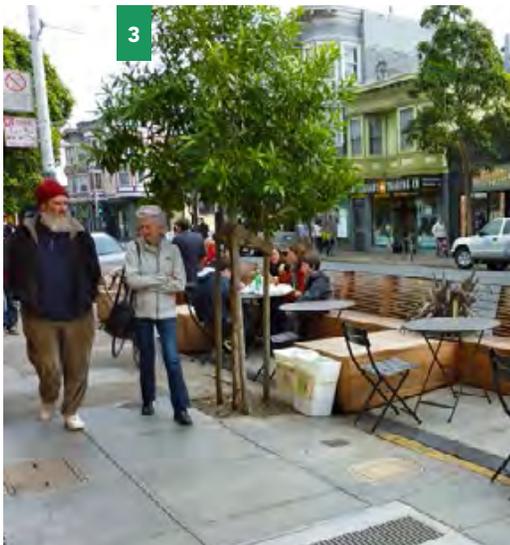


bridge, which will create a direct connection to the west side of Wilsonville and SMART Central at Wilsonville Station.

The transformation from today's auto-focused travel to the community's vision for tomorrow's walkable Town Center will take time. Some of these multimodal projects will be accomplished through City investments while others will likely be constructed through private development or in partnership between the City, landowners and developers. Many of these mobility-related projects are long-term investments requiring new funding. Chapter 5 provides estimated timing and cost of the major projects that will help catalyze and shape development in Town Center.

PHOTOS:

1. *Festival streets allow slow-moving traffic or can be closed to create space for outdoor activities, pedestrians and cyclists.*
2. *Buffered one-way bike lanes provides space for larger bicycles and families*
3. *A parklet repurposes parking spaces for outdoor seating and dining.*
4. *Townhomes with stoops, balconies and large windows put eyes on the street to increase awareness and pedestrian safety.*



A New Main Street

The central spine and most important catalytic project identified by the Wilsonville community is the creation of a modern main street. This will require extending Park Place south from Courtside Drive to Wilsonville Road, including a new intersection at Wilsonville Road. With wide sidewalks, outdoor seating and active storefronts, this street will be the foundation of a new walkable street grid in Town Center.

Improving Wilsonville Road

Wilsonville Road is the east/west connection for Town Center and is often congested at Town Center Loop W. and the I-5 ramps during peak hours of the day. Town Center Loop West is the primary route for traffic accessing I-5 from Town Center and areas directly north. Changes to Wilsonville Road include adding a new intersection (Park Place extension) and modifying existing intersections to function better together. This helps distribute traffic while still meeting level of service standards (see Appendix B for the traffic analysis) and implementing the community vision for a more accessible Town Center.

A Series of Local Streets and Multimodal Connections

The local road network is a central feature of the Plan's circulation system. Compared to today's large areas of parking that make it difficult to navigate

by foot or bike, the Plan envisions shorter blocks accessible through a local street network that create a framework for Town Center’s future urban form. Local roads will provide improved access and connection points and safe options to get around by car, by bike, on foot and on the bus. This local street network is pedestrian-oriented, framed by buildings and open space, with slow traffic and on-street parking, and is designed to be accessible for all community members regardless of physical ability. The local street network frames Town Center Park with a direct and distinct street grid that is easier to navigate than today’s current network of driveway and parking lot connections and reliance on Town Center Loop to make most connections.

Pedestrian and Bicycle-Focused Connections

The Wilsonville community wants a walkable Town Center designed for all ages and abilities with pedestrian and bicycle routes that connect Town Center attractions to local and regional trails. The proposed pedestrian and bicycle network features sidewalks with landscaping that are at least 12 feet wide, plazas, and seating areas. Proposed pedestrian amenities will make Town Center an inviting and engaging place to walk and spend time.

Bicyclists, whether young or old, also want to feel safe when riding a bike in Town Center. Throughout the public engagement process, the

Wilsonville community was clear that Town Center needs to be accessible by bike from surrounding areas, and when riding in Town Center, the bike connections need to be plentiful and connect the major attractions in the area. The proposed multimodal network addresses these desires and includes a number of cycle track facilities (bikes are protected from vehicle traffic with bollards or other means) throughout Town Center that connect to the existing and proposed system of bicycle lanes. These improvements also integrate the City’s plans to increase non-motorized access options to and from Town Center by constructing a bike/pedestrian bridge across I-5. As identified by community members, this new entry point into Town Center is an excellent opportunity to create a gateway—a unique building or plaza space—that signifies the arrival into Town Center.

THE FUTURE TOWN CENTER

Town Center’s evolution will take time and there are many steps to reach the ultimate vision the Wilsonville community has developed. Land uses, transportation connections, and parks described in this chapter are all pieces in creating a walkable hub and heart of the community. The focus should always be on achieving the vision and goals of the Plan, but acknowledging that many of these transformational steps are incremental, both public and privately funded, and complex in nature.

**TABLE 3.1** POTENTIAL FUTURE DEVELOPMENT BY LAND USE TYPE IN TOWN CENTER

	COMMERCIAL (SQ. FT.)	RETAIL (SQ. FT.)	OFFICE (SQ. FT.)	RESIDENTIAL (UNITS)
EXISTING	299,240	321,340	178,950	80
NET NEW DEVELOPMENT (20 YEAR)	130,230	31,860	297,440	880
NET NEW DEVELOPMENT (40 YEAR)	204,595	50,000	541,050	1,600
NET TOTAL	503,835	371,340	720,000	1,680
PROJECTED EMPLOYEES	1,000	740	2,880	n/a

Note: Commercial land uses includes a broad category of real estate. For this analysis, commercial land uses are typically larger types of development, such as grocery stores, restaurants, larger retail (non-main street type uses) and entertainment uses. Retail, as defined for Town Center, are typically smaller scale uses typical of a main street development pattern. Residential unit calculations assume units of approximately 750 square feet, although the expectation is that a variety of housing unit sizes (studio, one, two and three bedroom) would be constructed over time. Square footage and housing units were determined using GIS analysis, market feasibility, and proposed zoning district density allowances. Approximately 40 percent of the square footage of developable parcels was removed to accommodate for landscaping new streets, off-street parking (including loading and circulation), public spaces, stormwater retention and treatment

FUTURE DEVELOPMENT OPPORTUNITIES

Town Center is poised to grow in different ways than what was envisioned in the original 1973 Town Center Plan. This Town Center Plan updates that original vision with the types of development that respond to the current and projected community needs and economic context. Wilsonville community members want Town Center to be the heart of the community—one that is pedestrian-oriented, accessible for all ages and abilities (e.g. universal design), and exciting to live in and visit regularly.

As part of the Town Center Plan development process, both a market conditions and a

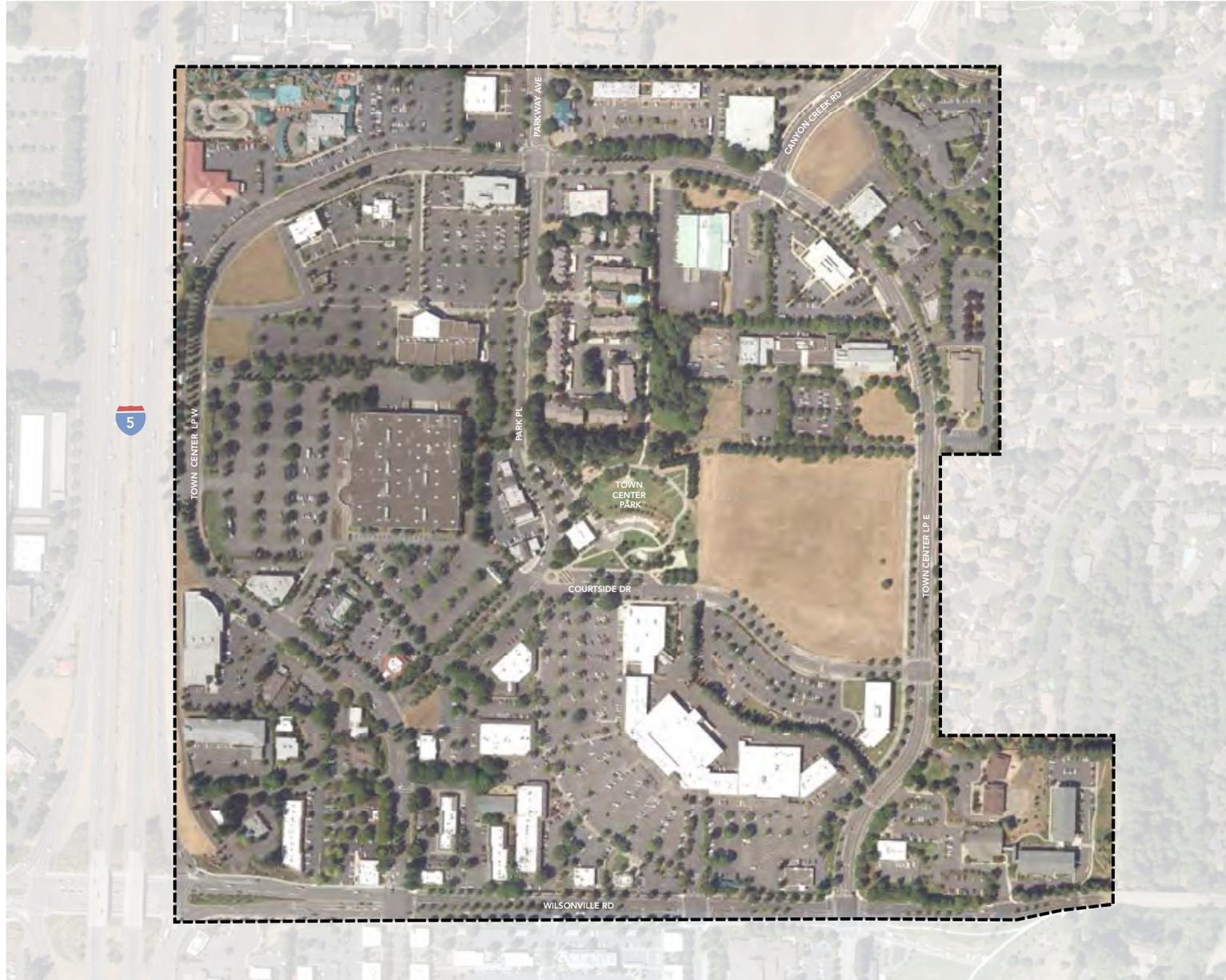
development feasibility analysis were conducted. These analyses identified the types of development that have market demand for locating in Town Center and that might be financially feasible. For some desired development types that are not currently feasible, the analysis identified the types of incentives that could be used to generate a return on investment that might interest a landowner or developer in considering developing property in Town Center. The complete development feasibility analysis, including development assumptions, is included as Appendix C.

Future buildout assumptions were also used to conduct a traffic analysis, which showed that with the proposed Town Center road network in place, including modifications to Wilsonville Road traffic signals, traffic generated from land use changes in Town Center can be accommodated (Chapter 5, Implementing the Town Center Plan, describes these network improvements). With the proposed network changes, Town Center Loop W. actually operates better than what is projected in the City's Transportation System Plan under the current system, removing the need for a second right hand turn lane from Town Center Loop W. to Wilsonville Road. The traffic analysis also identified that the significant bicycle and pedestrian improvements in Town Center will enhance bicycle and pedestrian

comfort. The full traffic analysis completed for this project is included as Appendix B.

Although much of Town Center changes throughout these three phases, many things Wilsonville residents find very important remain in place. Small-scale, local businesses are still located in Town Center in both existing and new buildings, public amenities such as Town Center Park are centerpieces for the fully formed mixed-use community, and bicycle, pedestrian and transit access is safe, reliable, and easy to use.

The results of the analyses inform what is more likely to develop first due to an existing market demand and what development types are more likely to develop later, after initial investments have increased demand and potential financial returns. This transformation is incremental and is captured in three Town Center development illustrations, tied to the anticipated development assumptions described in Table 3.1. Given the scale of potential development and redevelopment possible in Town Center, it is likely that the full redevelopment vision shown in Phase 3 (Figure 3.8) is well beyond the 20 years. Phase 2 (Figure 3.7) provides what is a reasonable 20-year vision, which is a significant change from what Town Center is today. Phase 1 (Figure 3.6) identifies near term opportunities, which are mostly infill development on vacant and underutilized land.



TOWN CENTER VISION PLAN

EXISTING CONDITIONS

FIGURE 3.5  



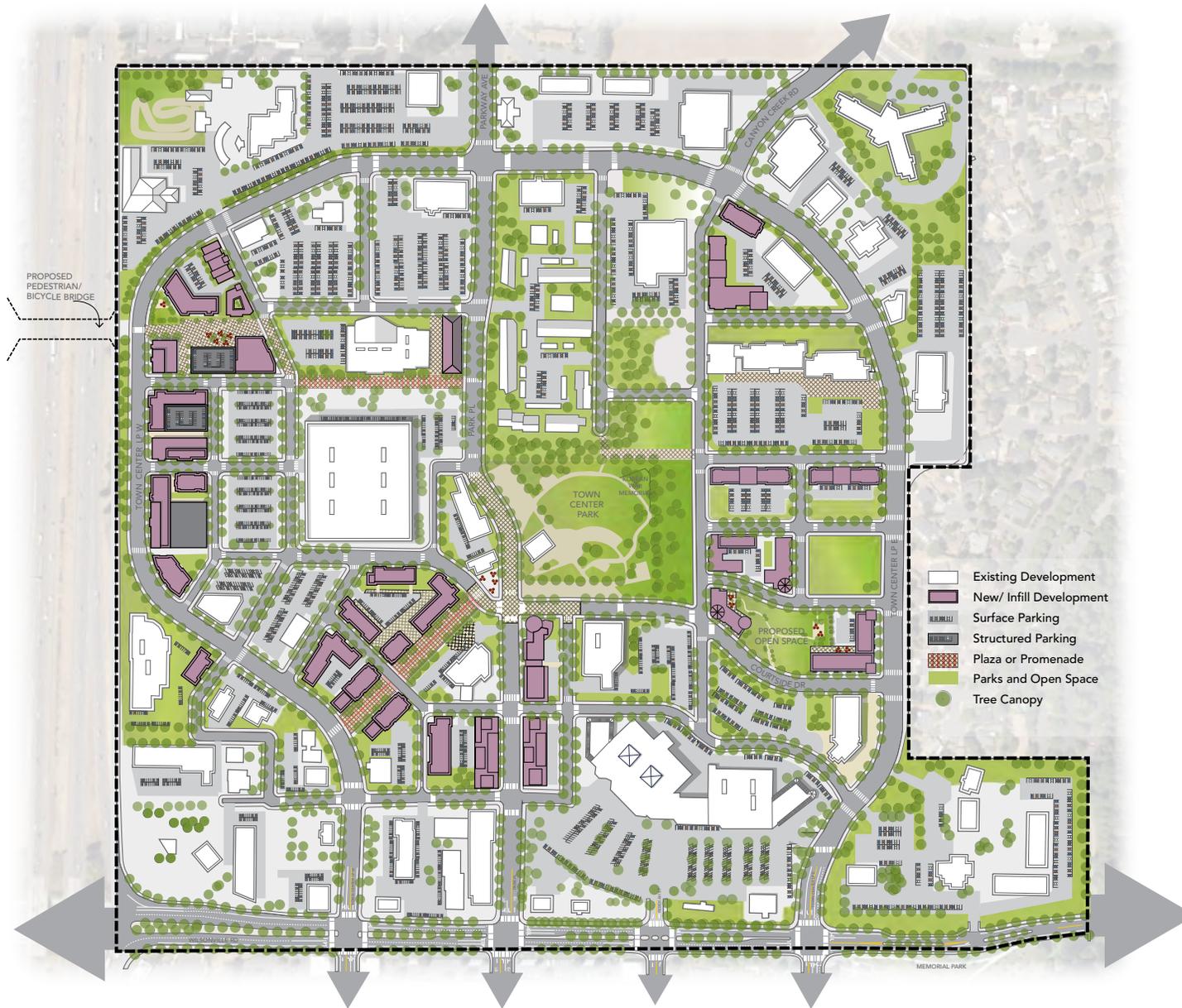
Phase 1-Infill Development (Now-10 years)

Town Center has a significant supply of underdeveloped (e.g. unused parking lots) and vacant land, as well as commercial buildings in the 20- to 40-year age range. From a development feasibility standpoint, areas most likely to redevelop in the near-term are those where landowners can develop new buildings on vacant land or underused parking, without affecting existing businesses (Figure 3.6). The Development Feasibility Analysis (Appendix C) concluded that the most likely type of development occurring during Phase 1 is rehabilitation of existing retail and commercial buildings, multifamily residential and some mixed-use development. Office development is not likely as feasible until later in this development phase. The results also concluded that in the early stages, most parking will most likely be accommodated on surface parking lots.

This phase of development assumes that the Park Place extension (see Chapter 5, project IN.4) would be in place with infill development occurring around it.

PHOTOS:

1. *Town Center has existing right-of-way that could be redesigned to better incorporate bicycles and pedestrians amenities.*
2. *Many surface parking lots in Town Center the serve as road connections.*
3. *An aerial view of Town Center shows vacant lots and parking areas that could be redeveloped*



TOWN CENTER VISION PLAN PHASE 1 (INFILL)

FIGURE 3.6

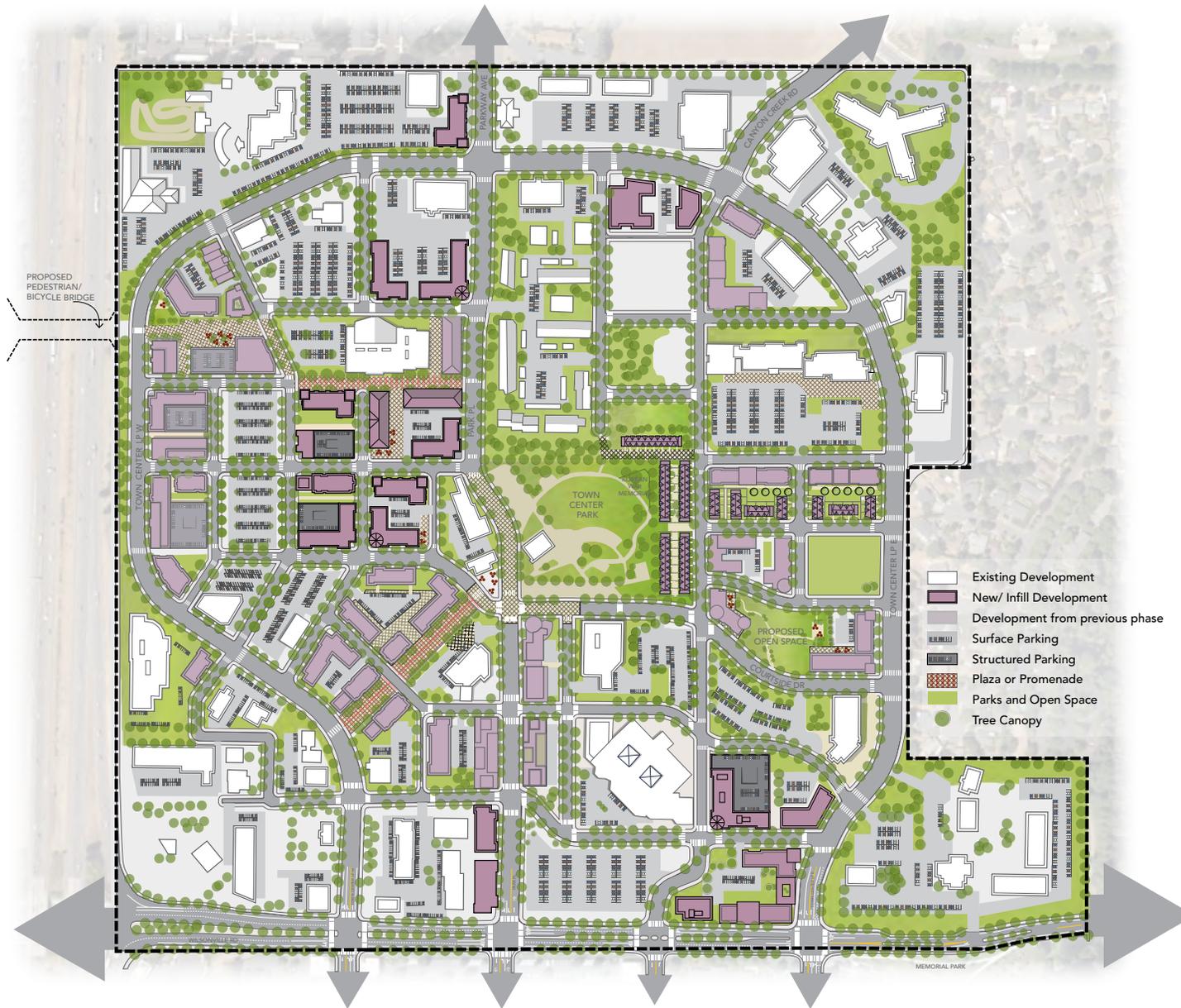


Phase 2- Main Street (10-20 Years)

Figure 3.7 illustrates how the true transition of Town Center begins to take shape. Infill development from Phase 1 has matured to become established subdistricts within the larger Town Center. The Korean War Memorial is sheltered by mature trees and nestled within the park to maintain its peaceful environment. This phase of development reflects the development feasibility analysis results, which stress that as more amenities like increased transit, the I-5 bike/pedestrian bridge, and new services located in Town Center are in place, higher rents make more diverse development types possible. Office and mixed use development that includes structured parking will be more feasible to construct. In this Some older retail and commercial uses redevelop into multistory mixed-use buildings, although several of the existing buildings with long-term or owner-occupied tenants remain. Main street takes shape along street connections that were developed in the previous phase or early in Phase 2. There is still surface parking, but as the existing parking lots develop with new buildings, they generally develop with structured parking integrated into the building. Much of the street grid is in place as a result of development. On-street parking becomes an important streetscape element adjacent to development and is likely managed by the City or a business association, implementing a Town Center parking management plan (see Chapter 5, project PA.1).

PHOTOS:

1. *Larger buildings can utilize setbacks to create the feeling of a smaller building at the street level.*
2. *Buildings with unique texture and facade treatments create interesting views.*
3. *Mixed-use building with ground floor retail and restaurant space. Upper floors are professional offices.*



TOWN CENTER VISION PLAN PHASE 2 (MAIN STREET)

FIGURE 3.7

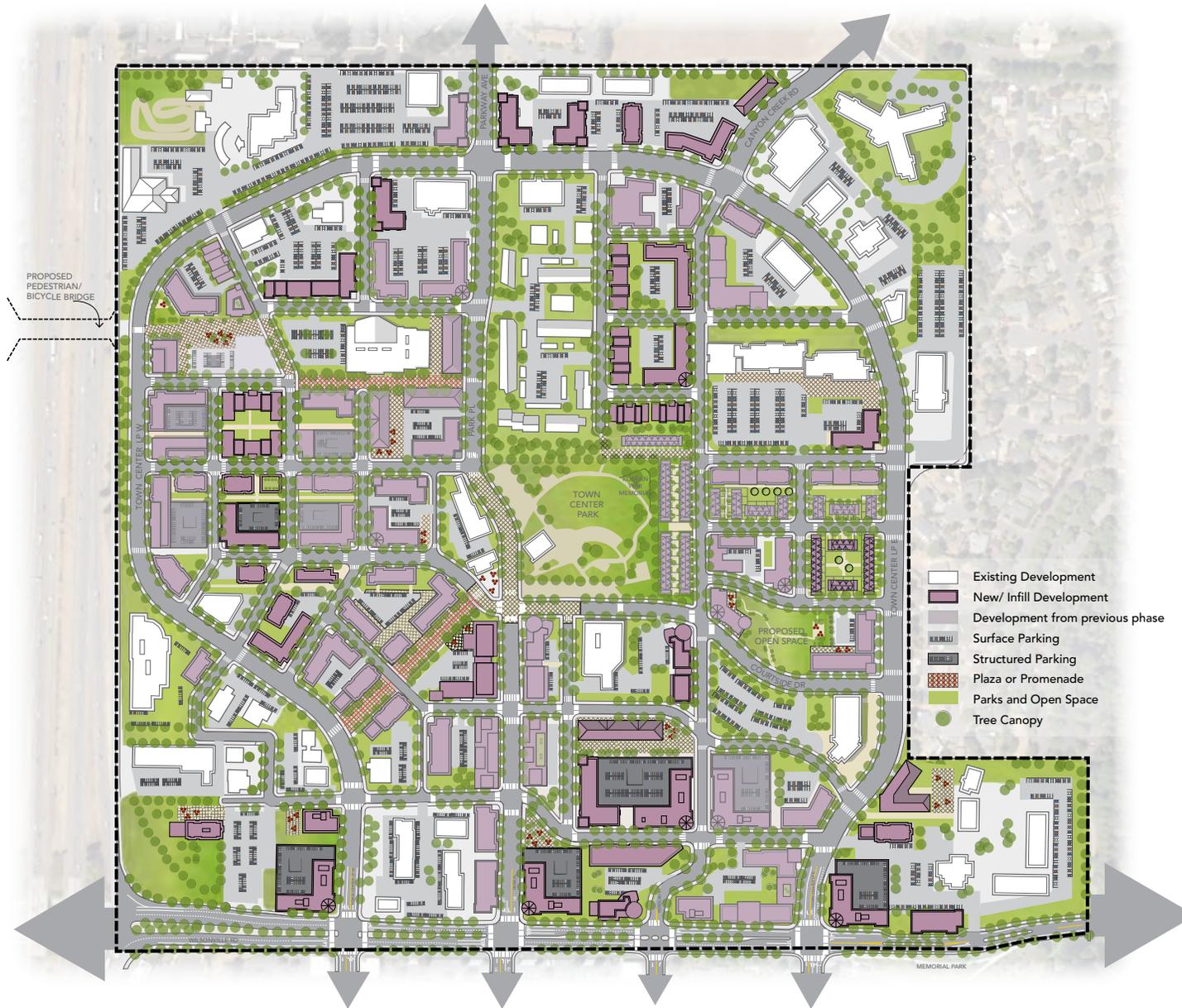


Phase 3-Full Buildout (Beyond 20 Years)

Phase 3, illustrated in Figure 3.8, shows what Town Center might look like when redevelopment is completed. Town Center Park is activated by surrounding uses. This vision for redevelopment shows how major elements envisioned for Town Center come together. By Phase 3, all development types are likely feasible, with the highest density buildings being constructed. The feasibility analysis showed that five-story mixed use and office products could be feasible, especially now that amenities, expanded retail and restaurants, and services are in place for residents and employees. During this phase, the remainder of older, large format retail is redeveloped into mixed use buildings, some with larger floorplates to accommodate uses such as grocery stores and other goods and services necessary for a complete Town Center. The road, bicycle and pedestrian network is complete, and parking is generally structured, on-street, or behind buildings. The traffic analysis tested the full buildout for Town Center and found that even with the increased development, the proposed transportation network can accommodate future growth.

PHOTOS:

1. *Mixed-use building with internal courtyard provides space for outdoor gathering and dining.*
2. *Office buildings with ground floor gathering spaces, wayfinding and bicycle parking.*
3. *Mixed-use buildings with an active ground floor space.*



TOWN CENTER VISION PLAN
PHASE 3 (FULL BUILD OUT)

FIGURE 3.8 



04 INFRASTRUCTURE SYSTEMS TO SUPPORT DEVELOPMENT

Adequate sewer, water and stormwater infrastructure are essential services for supporting existing residents and businesses and for providing capacity for the future development envisioned in the Town Center Plan.

Much of the infrastructure in Town Center is functioning well and has adequate capacity to meet existing and projected future development in Town Center. Infrastructure, particularly stormwater treatment, provides opportunities to incorporate low impact development practices and street designs that treat stormwater onsite and minimize pollutants entering local waterways. As Town Center develops, reducing impervious surface area, providing opportunities for water reuse and high efficiency plumbing fixtures in new buildings are also ways to reduce environmental impacts and increase the capacity of infrastructure.

While the existing system is adequate to meet demand, much of the underground infrastructure is not in ideal locations to support future development.

The proposed changes to the infrastructure systems primarily include relocating major trunk lines into new public rights-of-way, particularly in areas where the infrastructure system runs across parking lots where future development is expected. Figures 4.1, 4.2 and 4.3 identify the future infrastructure systems. Infrastructure upgrades or relocation will likely occur concurrently with roadway projects to minimize disruption to new transportation facilities. Locations of future right-of-way may be adjusted as needed to limit the amount of utility relocations. Some projects will be part of private development while others may be publicly funded and constructed. The costs associated with infrastructure (roadway, sewer, water and stormwater) projects are included in Chapter 5.



STORMWATER INFRASTRUCTURE

The existing stormwater system in Town Center drains to three watersheds, including Coffee Lake Creek Basin in the northwest; the Willamette River in the southwest (via a piped outfall); and the Boeckman Creek Basin. The Boeckman Creek sub-basin flows through a regional flow control facility in Memorial Park south of Wilsonville Road. This system is adequate to meet the needs of Town Center today, although the City has identified drainage issues along portions of the western Town Center boundary near I-5 during heavy rainfall events.



The City of Wilsonville’s 2015 Storm Water and Surface Water Design and Construction Standards require on-site Low Impact Development (LID) to the Maximum Extent Practicable (MEP). In new and/or improved right-of-way, flow control and water quality will be managed in the right-of-way with roadside planters/ bioretention facilities located in the planter strip, at intersection bulb-outs, and through the use of porous pavements. Measures to manage flow control and water quality on private development sites will be required to be installed on site and may consist of the same best management practices (BMPs) used to mitigate the right-of-way. These on-site measures for redeveloped parcels include porous pavement and stormwater planters that mimic the pre-development natural stormwater runoff conditions and recharge the groundwater. These



PHOTOS:

1. *Parking lots in Town Center create large impervious areas that require an extensive stormwater treatment system.*
2. *Bioswales gather and treat stormwater onsite.*
3. *Bioswales can be integrated into a larger landscape design and used as a placemaking element.*

recommendations implement **Goal 1: Environmental Stewardship** through specific design interventions that include:

- Minimize the amount of impervious surfaces, including large surface parking lots, many of which are underutilized.
- Design and construct all new streets (or streets that will be significantly modified) as green streets with stormwater planters or other on-site detention and treatment components.
- Encourage innovative on-site stormwater detention and treatment for buildings to meet on-site stormwater detention/treatment requirements. This includes encouraging green roofs or water reuse (e.g. graywater systems) as part of initial building design.
- Use pervious paving wherever possible.
- When constructing new streets, locate stormwater pipes in new right-of-way. Stormwater pipes have been included in planning level cost estimates for major capital projects described in Chapter 5.
- Utilize the stormwater features in the proposed Promenade to help meet the City’s stormwater management requirements for treatment of road facilities.

PHOTOS:

4. *Green roof systems treat water onsite and help cool the building.*
5. *Permeable pavers can be used for walkways and plazas to allow rainwater infiltration.*
6. *Permeable pavers can provide design elements in most locations.*



With approval of the City Engineer, if the developer is unable to meet the flow control requirements on site, the applicant may be allowed by the City to pay a fee-in-lieu of onsite improvements (see Chapter 5, project IN.14). The developer would need to prove that flow control on-site is not feasible prior to using the fee-in-lieu approach. The fee would be based on costs associated with upgrades and maintenance for the design and retrofit of the Memorial Park regional flow control facility, as needed.

Per Wilsonville's 2012 Stormwater Master Plan, the existing storm drain system for the majority of Town Center has adequate capacity. The existing development within Town Center is mostly impervious with no on-site water quality or flow control management. Future redevelopment is envisioned to reduce the amount of impervious surface by implementing BMPs such as road diets, porous pavement, green roofs, landscaping, and bioretention facilities. Because of this proposed reduction in impervious surface, the existing storm drain capacity will be adequate to accommodate future development.

Figure 4.1 illustrates the recommended stormwater infrastructure system for Town Center. The goal of the stormwater system recommendations is to reduce the amount of stormwater detained and

treated at the regional treatment facility in Memorial Park and to avoid any additional expansions of that facility. By managing stormwater on-site and reducing the amount of impervious surface in Town Center, more costly expansions to the Memorial Park Pond can be avoided. As development occurs in Town Center, localized flooding at the 18-inch pipe crossing I-5 (identified as problem area P8 per the City's 2012 Stormwater Master Plan) may be mitigated as a result of additional on-site infiltration facilities being constructed. These facilities could be developed within existing or new right-of-way and adjacent development, which will reduce stormwater flows through the pipe. In the meantime, temporary flooding control measures such as infiltration facilities could be deployed.

SEWER INFRASTRUCTURE

The majority of Town Center is within the Canyon Creek/Town Center Basin although a portion of Town Center (north and west of Town Center Loop) is within the Coffee Creek Basin. Both basins drain to the Wilsonville Wastewater Treatment Plant. The sanitary and stormwater systems are separate systems. The wastewater pipes within Town Center are generally between 25-50 years old, and while the system functions well, the City's 2014 Waste Water Collection Master Plan identifies several pipes that should be replaced due to age, root intrusion, and/or grade issues. There are no



LEGEND

- Building Footprints
- Parcels
- Highways

STORMWATER

- Lines
- Lines (Private)
- Lateral Lines
- Swales
- Problem Areas
- Vaults

STORMWATER (PROPOSED CHANGES)

- Demolished Utility
- New Lines

Notes:

1. Location of future right-of-way may be adjusted to limit the amount of utility relocations.
2. Existing utilities and proposed utility layout shown are based on GIS data provided by the City of Wilsonville.
3. Sizes of the proposed stormwater mains shown on the map are based on an assumed 1% minimum slope and a roughness coefficient of 0.0013. A basin wide analysis will be necessary to size the system that carries stormwater flow through the Town Center per the conveyance system hydraulic standards identified in the Wilsonville 2015 Stormwater & Surface Water Design and Construction Standards and the design pipe slopes allowed by the site grades and the invert elevations at the tie-in points of the existing system.

PROPOSED STORMWATER INFRASTRUCTURE

FIGURE 4.1



capacity-related projects in Town Center identified in the current capital improvement plan through 2025, although the Town Center Pump Station that serves a portion of Town Center has a higher rate of pump failure than other City-owned pump stations and has been identified for replacement.

Peak flow projections for the Canyon Creek/Town Center are expected to increase from a current flow of 1.26 MGD to 1.85 MGD within the UGB by 2045 per the City's 2014 Waste Water Collection Master Plan. The total peak flow projections for the UGB and Urban Reserve Area, if it is added to the UGB and develops, are expected to increase to 3.14 MGD per the City's 2014 Waste Water Collection Master Plan.

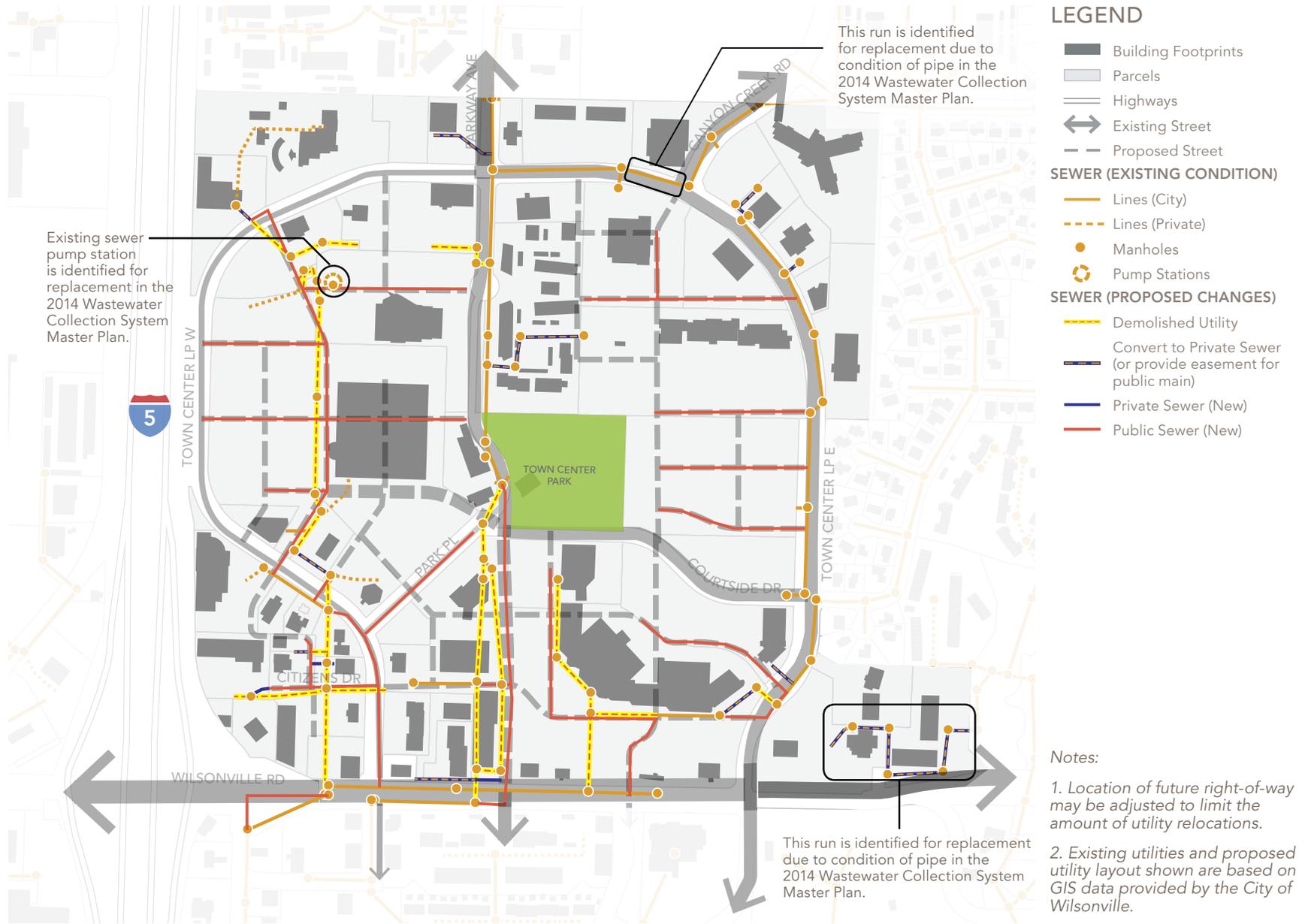
Future development envisioned in the Town Center Plan will have little increase in wastewater compared to what is already projected for Town Center in the future, with sewer flows likely to increase by 0.61 MGD, from 1.26 MGD to 1.87 MGD. Additional capacity is not required for Town Center-related growth. System-wide modeling showed that the existing system can accommodate future growth. While there may be a possibility of surcharging down stream at Memorial Drive Crossing I-5 to the wastewater treatment plant, potential surcharge is within acceptable limits and overflow risk is minimal. Town Center is a very small portion of the

basin and the additional projected growth is not a significant increase to the total projected flows of the basin. Additional growth from Town Center would not likely have an impact on the existing 220 gpm capacity of the existing Town Center waste water pump, but as stated, Town Center is only a small portion of the basin and the pump should be evaluated as part of the larger Canyon Creek/Town Center service area.

Figure 4.2 illustrates the recommended sewer infrastructure system for Town Center. Much of the existing system has already been developed, although the anticipated development pattern and street grid will require a portion of the system to be relocated into public right-of-way.

Aside from projects already identified in the City's 2014 Waste Water Collection Master Plan, Town Center Plan implementation should include the following:

- Locate sewer trunk lines within existing or future rights-of-way to allow for development on vacant land. While most trunk lines are already in existing right-of-way, there are some pipes located within existing parking lots. If not relocated, existing utilities may conflict with building foundations and make it difficult to maintain underground infrastructure.



PROPOSED SEWER INFRASTRUCTURE

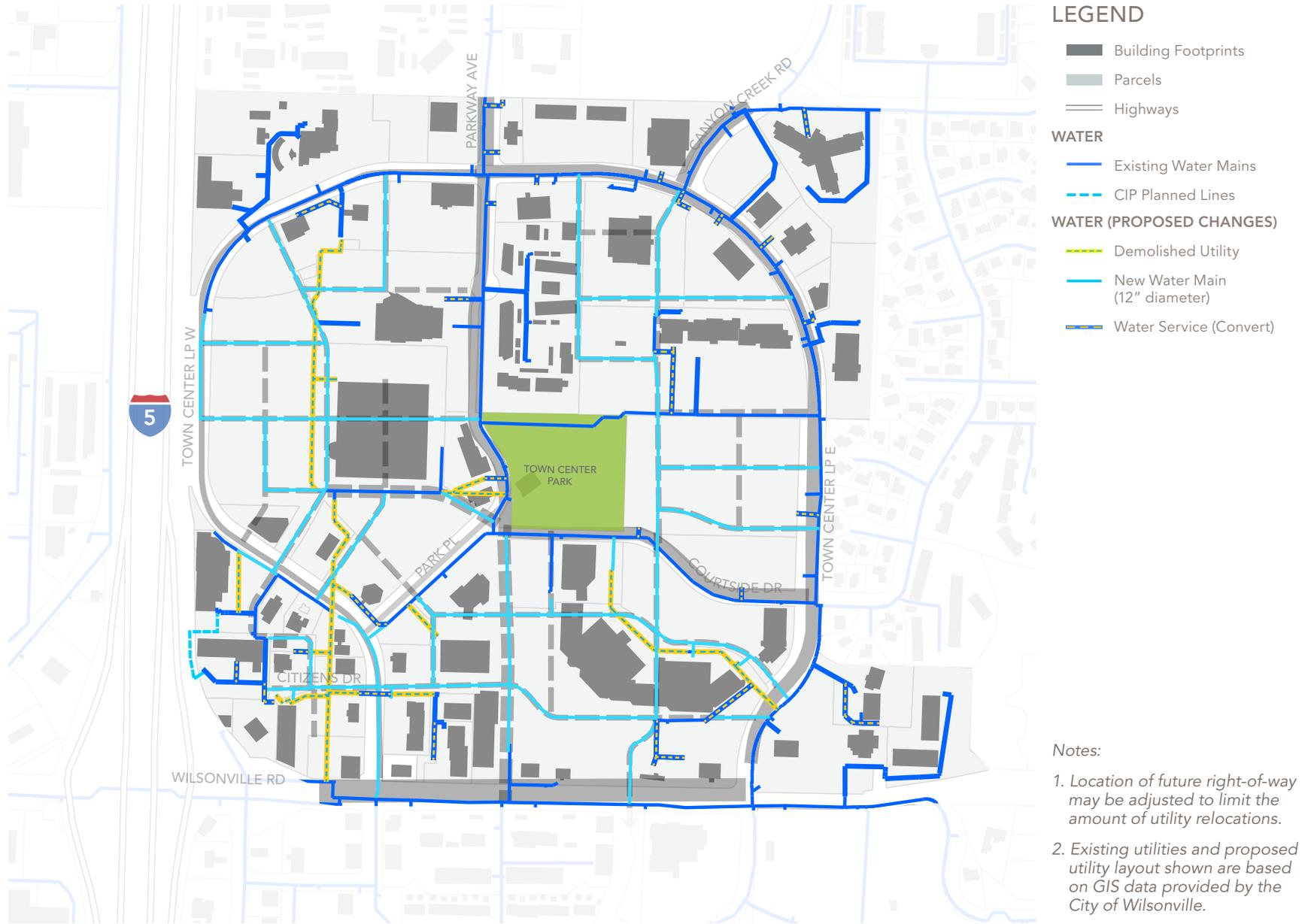
FIGURE 4.2 

- Upgrade the wastewater system when constructing new roads, or when significant upgrades occur to existing roads, to reduce the need for future capacity upgrades that would require reconstructing the road.
- Cost estimates for wastewater improvements are identified in Chapter 5.

WATER INFRASTRUCTURE

The Willamette River Water Treatment Plant supplies potable water to the project area. The City has not identified any fire flow deficiencies within the project area. The majority of distribution mains within the project area are constructed of 12-inch ductile iron pipe. The 2012 Water Distribution Master Plan only identifies one capital improvement project within the project area, consisting of an 8-inch line extension along Park Place and SW Citizens Drive. No changes are recommended to this project

The existing 12-inch water main infrastructure is capable of accommodating future growth within Town Center, although some water mains would need to be relocated into new right-of-way to accommodate future development. The proposed water main system is shown in Figure 4.3. All new or relocated water mains would be 12-inch water lines, reflecting the 12-inch water system that exists today.



PROPOSED WATER INFRASTRUCTURE

FIGURE 4.3 



05 IMPLEMENTING THE TOWN CENTER PLAN

Town Center will not change overnight. The community’s vision will not be realized through one new project or program. Instead, a combination of many different strategic public and private investments and community-led initiatives will transform Town Center gradually.

This chapter provides specific and implementable actions to realize the Wilsonville community’s vision and goals for Town Center. The strategies reflect the desires of businesses and the community members. Actions range from major infrastructure investments that take time to plan and design to “quick wins” that can be implemented relatively quickly and with little funding for startup.

The following strategies will guide near, mid, and long-term change in a manner that provides clear expectations to businesses, residents and existing property owners. Future development or redevelopment will depend on property owners. The City is not proposing any specific development as part of the Town Center Plan; rather, it is providing a framework and specific actions and investments to achieve Wilsonville’s vision for Town Center.

PRIORITIZED IMPLEMENTATION

The implementation of the Town Center Plan will require a variety of actions and partners. The City can facilitate change directly through use of public property (existing or acquired) and/or brokering property transactions that further the implementation strategies. The City can also invest in new infrastructure projects, policies, and programs to realize the Town Center Vision. However, collaboration between the City, non-city public agencies, residents, businesses and landowners will be crucial for the success of the plan. Table 5.1 summarizes the prioritized Plan recommendations and a list of implementable actions, linking them to the project goals developed with the Wilsonville community.

Implementation progress should be reviewed and updated every two years by the City of Wilsonville to reflect conditions as they change over time.

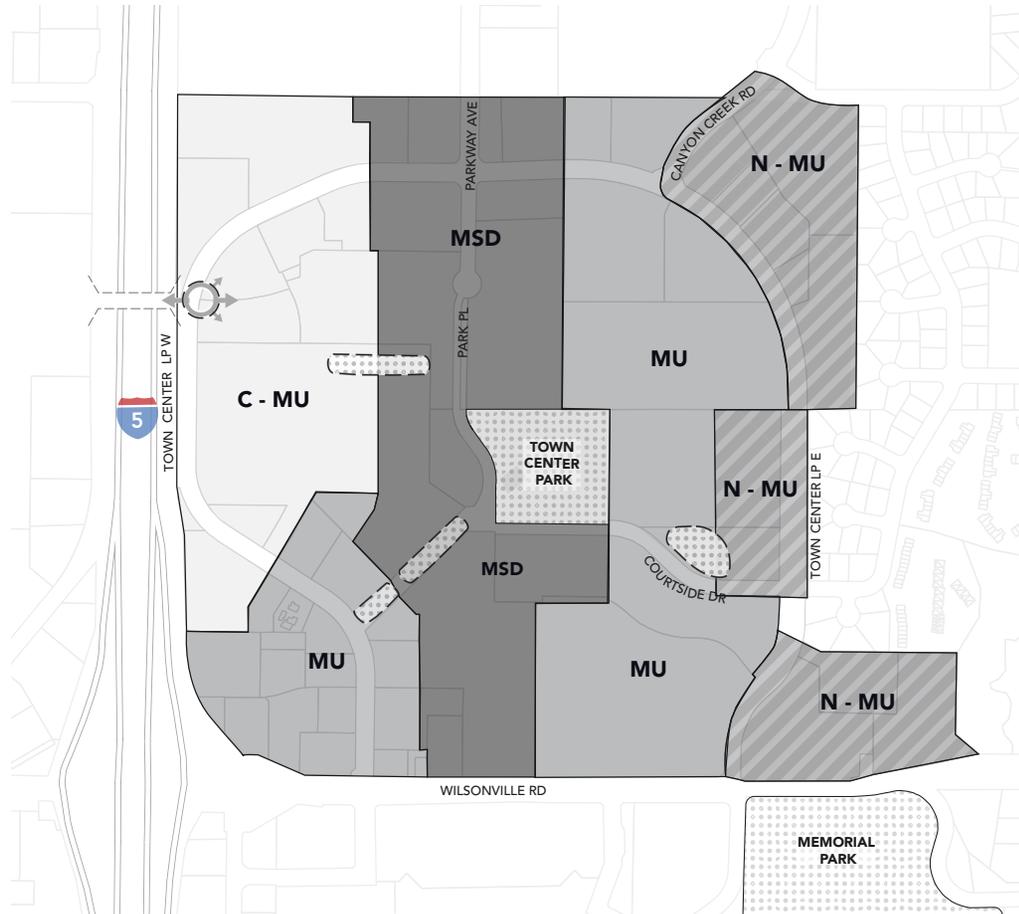
Implementation strategies are broken down into six broad categories:

1. **Regulatory Actions.** These include changes to the existing development code and supporting documents. Regulatory actions also include new programs, other city plans or regulations necessary to implement the Town Center Plan. Regulatory actions can happen during adoption of the Town Center Plan, or during regular updates to existing plans.
2. **Infrastructure Investments.** These include streetscape and other multimodal improvements (bicycle, pedestrian and transit), open space, and stormwater, sewer, and water infrastructure projects. Several of these projects are long-term investments with significant costs, but many could be constructed concurrently. Some projects are also linked (e.g. Park Place extension and Wilsonville Road modifications) and would require construction at the same time.
3. **Parking Strategies.** These include policies and programs that can be considered as increased activity and density in Town Center necessitates parking management. A new approach to parking is critical to both achieve the community's design concept for Town Center and support the parking turnover needed for businesses.
4. **Placemaking Strategies.** These include projects or programs that generate activity and interest in Town Center that attract visitors, local workers, and residents alike and encourage people to spend more time here. They can be implemented by the City, business groups, and/or community non-profits, often at a low cost and immediately after the Town Center Plan's adoption.
5. **Economic Development Strategies.** These include programs and projects to support existing businesses and bolster economic activity within Town Center. Many of these strategies can be implemented shortly after the Plan's adoption.
6. **Transit Investments.** This includes potential transit opportunities to serve Town Center, considering rapidly changing technologies and transportation needs that will affect transit service in the future. Transit service will depend on funding, timing of development in Town Center, and the overall transit service plans for SMART.



TOWN CENTER ZONING

FIGURE 5.1



LEGEND

- Parcel
- Highway
- Proposed Bike/ Pedestrian Bridge
- Existing Open Space
- Proposed Open Space
- Proposed Gateway/ Landing

LAND USE

- Main Street District (MSD)**
(mixed use buildings with active ground floor uses, generally 3 to 4 stories)
- Mixed Use (MU)**
(mix of residential, retail, office, services, generally 2 to 4 stories)
- Commercial - Mixed Use (C - MU)**
(mix of office, entertainment, hospitality, civic uses, generally 3 to 5 stories, residential if not adjacent to freeway)
- Neighborhood - Mixed Use (N-MU)**
(mix of townhomes, small-scale commercial businesses, generally 2 to 3 stories)

REGULATORY ACTIONS

The following are recommended regulatory actions (RA) that will support the implementation of the Plan. The majority of these actions are expected to be led or coordinated by City staff and completed during adoption of the Plan and regular plan update cycles.

RA.1 Amend the Wilsonville Comprehensive Plan

Change the Comprehensive Plan designation for parcels within the Plan boundary currently designated Commercial, Residential, and Public Lands to a new Comprehensive Plan designation of Town Center. The recommended designation includes a purpose statement and policies and is necessary to implement the vision developed through this planning effort. Proposed Comprehensive Plan text amendments are attached in Appendix A. There is currently no Town Center designation with the existing Comprehensive Plan. This update will occur upon adoption of the Plan.

RA.2 Amend the Wilsonville Development Code to include a new Town Center (TC) Zoning District and new Site and Building Design Standards

Change the existing Planned Development Commercial Town Center (PDC-TC) and Planned Development Residential (PDR) zoning designations within the Town Center boundary to Town Center (TC), a new zoning district with four subareas – Main Street, Neighborhood-Mixed Use, Mixed-Use, and Commercial Mixed-Use – consistent with the Community’s Design Concept. The new site and building design standards in the new TC zone provide specific design requirements for each of these subareas related to building location, height and design, and parking provisions (surface and structured) in order to set the stage for development consistent with the community’s vision for Town Center.

The amendment is required to implement the Plan’s recommendations. The proposed zoning district boundaries are shown on Figure 5.1. Development code, site and building design standards are included as Appendix A. This update will occur upon adoption of the Plan.

RA.3 Modify Parking Requirements

Modify parking requirements in Section 4.155 of the Wilsonville Development Code (Parking Standards), to align parking standards with the Town Center vision. Modifications focus on providing flexibility on how parking is provided in Town Center and providing guidance for addressing mixed-use development (see Appendix A). This update will occur upon adoption of the Plan.

RA.4 Amend covenants, conditions, and restrictions (CCRs)

Coordinate with the appropriate designees to amend the covenants, conditions, and restrictions (CCRs) for properties within the Town Center boundary to address inconsistencies with the recommendations in the Plan. Analysis and outreach to the declarants of the CCRs and landowners should occur immediately after the Plan’s adoption.

RA.5 Update the City of Wilsonville Transportation System Plan (TSP), Parks and Recreation Comprehensive Master Plan, and Capital Improvement Plans

There are several transportation and other capital projects identified in the Plan that should be included in the TSP. In addition,



the City should update the Parks and Recreation Master Plan to incorporate parks and trails recommendations. For near-term projects, the City's capital improvement plan should be amended to incorporate those projects. This update is assumed to occur when these plans are updated, if not sooner, due to adoption of the Plan.

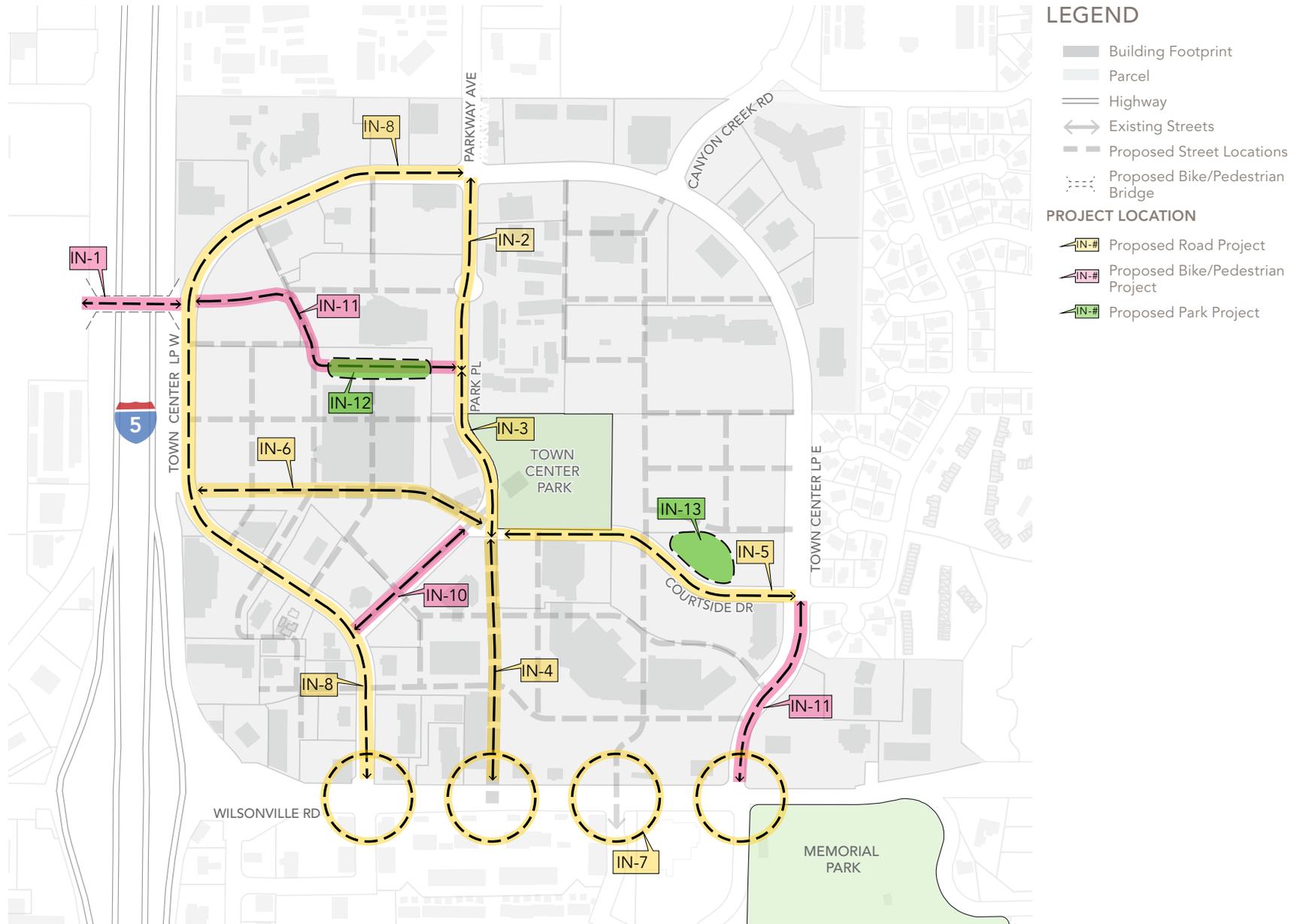
Estimated Costs (Items RA.1–RA.3):

Item RA.1-RA.3 will be completed as part of the Town Center Plan adoption process. Costs associated with RA.4 will require temporary allocations of staff time at a fraction of an FTE. Costs associated with implementing RA.5 are expected to be approximately \$15,000 to update the Transportation System Plan. Other plan updates will require temporary allocations of staff time at a fraction of an FTE and completed during regular plan amendment processes.

INFRASTRUCTURE INVESTMENTS

Public infrastructure, including roads, sewer, water, stormwater infrastructure, and parks, provide the foundation for a complete community. Infrastructure provides essential services and in Town Center provides the transformational elements for becoming a more walkable and accessible district. While some infrastructure projects will likely be completed as part of private development, there are several projects that could be partially or wholly publicly funded to catalyze development. "Framework projects" are projects that establish a foundational element of the Plan. Framework projects are projects that were identified by the project Task Force, Planning Commission and City Council as being the most important projects to complete (pending funding) to implement the Plan's vision. These are high priority projects that will receive public funding to cover a portion of the costs. Local businesses and landowners will be integral parts of the design and construction process to identify ways to minimize impacts when construction does occur in the future.

"Estimated costs" are total project costs and provided for the infrastructure investments that are likely to have a public funding component. Streetscape projects do not include sewer, water, or stormwaters costs, which are broken out separately (see IN-14), but assumed to be built



PROPOSED INFRASTRUCTURE PROJECT LOCATIONS FIGURE 5.2



concurrently. Depending on the timing of adjacent development, the City or a private developer may construct the improvements. Table 5.1 on page 98 identifies the proposed phasing for each major infrastructure project, and the Plan recommends the creation of an Infrastructure Finance Study to outline more specific timing and a funding strategy for these infrastructure investments (see ED.9 on page 89). Phasing for major projects considers the interdependence of specific elements of each project. For example, modifications to Wilsonville Road would not occur until the Park Place extension is constructed. The Park Place extension project would require implementing the signal changes/timing at the other Wilsonville Road intersections, triggering the Wilsonville Road modifications.

Infrastructure projects, unless otherwise stated, assume full construction or reconstruction of a particular segment. Some projects would only modify existing facilities, which may reduce total project costs. Some street projects would also include sewer, water and stormwater infrastructure, which are provided as separate cost estimates (see IN.14) to reflect the relocation of these facilities to the public right-of-way. All road construction projects assume that the facility will include stormwater management and green street amenities, such as stormwater swales and landscaping treatments (as described in Chapter 4)

to reduce environmental impacts of construction and use of the facility. Locations of infrastructure projects are identified on Figure 5.2.

IN.1 I-5 Bike/Pedestrian Bridge Gateway (Framework Project)

The City is in the process of designing a bike/pedestrian bridge over I-5 that will connect the northwest corner of Town Center to the existing transit center and development on the west side of I-5. While the exact location of the bridgehead is still to be determined, the eastside bridgehead in Town Center will provide an opportunity to establish a highly visible gateway to Town Center. A well-designed bridge and bridge landing can include architectural elements that reflect Town Center as well as seating, landscaping and wayfinding/directional signage, providing direct connections for people to destinations in Town Center, such as Town Center Park using a two-way cycle track, and to the local and regional bicycle and pedestrian network.

Estimated Cost: \$10.8 million (bridge), \$1.5 million (bridge landing/gateway)

PROPOSED STREET SECTION CONCEPT

FIGURE 5.3

IN.2 Park Place Redesign (Town Center Loop to northern edge of Town Center Park)

This section of existing roadway, currently known as Parkway, is one of the original connections from Town Center Loop adjacent to the theater and apartments. The recommended future design for this section of Park Place includes two travel lanes, buffered bike lanes, and wide sidewalks (see Appendix D for the recommended cross section). Buffered one-way bike lanes are recommended in this section of roadway to provide connections to existing bicycle lanes north of Town Center Loop.

Estimated Cost: \$4.4 million

IN.3 Park Place Redesign (Town Center Park to Courtside Drive, Framework Project)

This section of Park Place becomes an extension of Town Center Park. Constructed as a curbless street (see Figure 5.3 for the recommended cross section) that can be closed during events in Town Center Park,

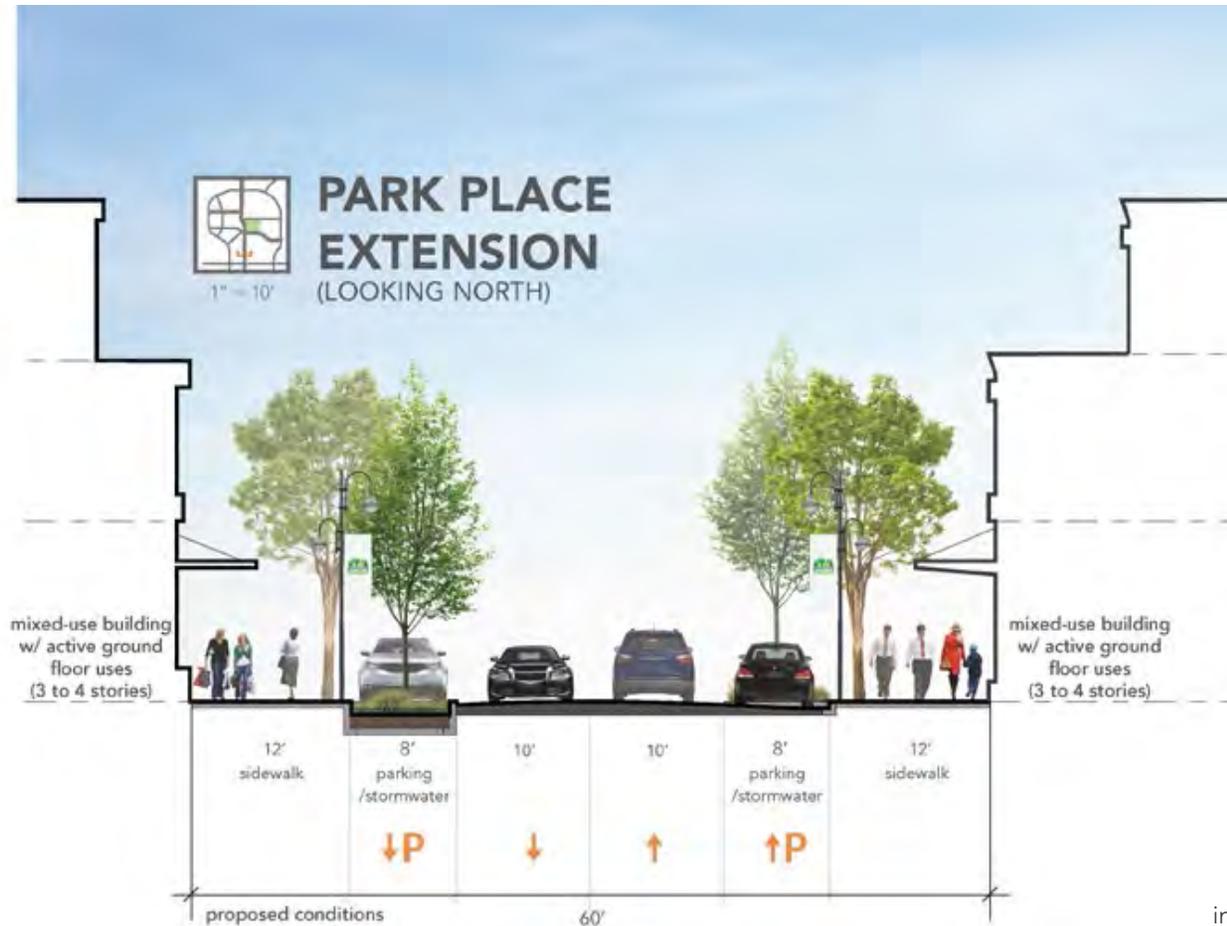


a farmers market, or other civic use. This section of roadway is a critical transition between the northern and southern portions of the main street and a core component of the Town Center vision. This section of Park Place includes two travel lanes, on street parking, and a protected



PROPOSED STREET SECTION CONCEPT

FIGURE 5.4



two-way cycle track, providing an important multimodal connection between the I-5 bike/pedestrian bridge, Promenade, and the two-way cycle track proposed on the north side of Courtside Drive to Memorial Park (see IN.5 for a project description).

Estimated Cost: \$3.7 million

IN.4 Park Place Extension (Courtside Drive to Wilsonville Road, Framework Project)

Creating a modern main street in Town Center is a signature element of the Plan. Extending Park Place provides opportunities to create a walking retail corridor, gathering spaces, and placemaking programs for Town Center. It will offer more opportunities and better visibility for small, independent businesses, keeping local dollars in Wilsonville. This extension of Park Place (see Figure 5.4 for the recommended cross section) is a future roadway located within an existing parking lot. The extension would create a new signalized intersection at Wilsonville Road. The recommended design for this new segment of Park Place includes two travel lanes, on-street parking, and wide sidewalks to create a strong pedestrian-oriented landscape. The street would be marked as a shared facility, where bicycles and automobiles share the same travel lane. Shared lanes, as opposed to dedicated bicycle lanes, are recommended for this section because of the expected

PROPOSED STREET SECTION CONCEPT

FIGURE 5.5

slow vehicle speeds, proposed dedicated bicycle lanes on adjacent roads, and the limited amount of right-of-way available to construct the new connection. With the proposed design, no business displacements are anticipated with the construction of this segment, but during construction, it will be important to coordinate with existing businesses to minimize impacts to their operations, and if necessary, provide relocation assistance.

Estimated Cost: \$6.3 million

IN.5 Courtside Drive Improvements (Park Place to Town Center Loop E.)

Courtside Drive is the primary east/west connection between Town Center Loop E. and Park Place and serves as an important connection between established neighborhoods and central Town Center. This project recommends maintaining the key functions of this roadway and incorporating a two-way cycle track that connects from Town Center Park to Town Center Loop E., which will provide a further



connection to Memorial Park (Figure 5.5).

Improvements to this section of roadway are primarily striping for the cycle track and for on street parking on the south side of Courtside Drive.

Estimated Cost: \$7.9 million

Estimated Cost for Cycle track only: \$78,000

WILSONVILLE ROAD INTERSECTION IMPROVEMENTS

FIGURE 5.6



IN.6 Courtside Drive Extension (Park Place East to Town Center Loop W.)

This project would extend Courtside Drive to the west to Town Center Loop W., providing increased connectivity to the western portion of Town Center, an area envisioned to redevelop with a more diverse mix of uses. The recommended roadway design includes two travel lanes, on street parking, bicycle lanes and wide sidewalks (see Appendix D) to create a strong pedestrian-oriented landscape.

Estimated Cost: \$6.6 million

IN.7 Wilsonville Road Intersection Modifications

Wilsonville Road is the most important arterial connection to Town Center and also provides access to one of two I-5 interchanges in Wilsonville. Wilsonville Road experiences congestion at peak hours due to existing capacity issues on I-5 at Boone Bridge, affecting the Wilsonville Road/Town Center Loop W. intersection where traffic can back up on both roadways. Recommended improvements along Wilsonville Road are designed to improve traffic distribution through Town Center and better accommodate anticipated traffic growth (Figure 5.6). The Wilsonville

Road improvements allow for and implementation of the desired multi-modal form as recommended in this plan. Specific changes to Wilsonville Road include:

- **Wilsonville Road/Town Center Loop W.**
Modify the existing traffic signal to eliminate eastbound and westbound left turns, add a landscaped median to the west leg, and improve pedestrian and bicycle safety by adding a crosswalk to the west side of the intersection and a median refuge to cross Wilsonville Road. Providing protected pedestrian refuges and signalization for bicycle and pedestrian crossings is essential for improving safety and increasing walking in the area.
- **Wilsonville Road/Park Place**
Construct a new intersection that connects the extension of Parkway Avenue to Wilsonville Road. At this intersection, install a traffic signal that allows all turning movements and moves eastbound left turn traffic further from the I-5 interchange.
- **Wilsonville Road/Rebekah Street**
Remove the existing traffic signal and restrict the minor street turning movements to be right-in, right-out only by continuing the landscaped median or using space for a pedestrian and bicycle median. Include

bicycle and pedestrian activated flashers for crossings.

- **Wilsonville Road/Town Center Loop E.**
Modify the existing traffic signal to include dual eastbound lefts and modify the north leg to have dual northbound receiving lanes. Remove eastbound and southbound dedicated right-turn lanes to accommodate added lanes.

Estimated Cost: \$1.8 million

IN.8 Town Center Loop W. Modifications

Town Center Loop W. is a wide street with five lanes in many locations and without bicycle lanes or complete sidewalks. The focus of this project is to make Town Center Loop W. more pedestrian and bicycle friendly, help redistribute through traffic, and reduce congestion at the Wilsonville Road/Town Center Loop W. intersection.

As development occurs adjacent to Town Center Loop W., the roadway could transition to a local road (see Appendix D for potential cross sections) that provides access to businesses as well as multimodal access from the bike/pedestrian bridge and western portions of Town Center. In the event a parallel road is constructed and can accommodate the traffic, Town



PROPOSED STREET SECTION CONCEPT

FIGURE 5.7



Center Loop W. could also be vacated and right of way used for development. If it remains in place, Town Center Loop W. would be reduced from five to three lanes (two travel lanes with left turn pockets) in conjunction with intersection improvements for Town Center Loop E. to

accommodate the anticipated shift in traffic patterns. Surplus right-of-way will be used for on-site stormwater treatment, addressing an ongoing stormwater issue in the vicinity of I-5. This is assumed to occur with adjacent development that would pay for the street improvements. In the interim, improvements could include reducing the number of lanes through temporary placement of traffic controls using concrete planters or bollards to reduce road width, and restriping for bicycle lanes in the outside travel lane.

Estimated Cost: \$207,000 (Interim). Full buildout is expected to be in conjunction with private development.

IN.9 Local Road Network

Creating a more walkable and accessible Town Center will also require constructing new local roads. These connections would be constructed as part of a development in which the private developer assumes the cost of these local roads. Figure 5.7 identifies the proposed local road network in Town Center, which uses the existing road

network as the foundation of the multimodal system. The location of these local connections is approximate and based on the desired block lengths of 400 feet. Precise locations will be determined during site planning and review. These extensions would require new right-of-way and would generally include two travel lanes, parallel parking on both sides of the street, sidewalks, and street trees, although some connections may use a “woonerf” style design, or pedestrian-only connections (Appendix D). Some streets would also include new sewer and water and infrastructure while all streets would have stormwater pipes (see Figures 4.1, 4.2, and 4.3 for general location of facilities) that are assumed to be constructed by private development.

Estimated Cost: Not applicable. Local roads and associated sewer, water and stormwater infrastructure identified as part of the Plan are assumed to be constructed by private development.

IN.10 Park Place Promenade Redesign

The Park Place Promenade redesigns Park Place between Town Center Loop W. and Courtside Drive to eliminate it as a vehicular route and create a linear park feature that

provides bicycle and pedestrian access and a location for future temporary events such as festivals or a farmers market. The final design of this area will be determined as part of the design of future adjacent development expected to front the promenade. Essential components should include provisions for temporary events, public gathering spaces with shade and/or weather covering, bicycle and pedestrian connectivity and transit vehicle access. Design would be similar to the woonerf-style local street cross section (Appendix D) that is designed to be closable to through traffic. Depending on the final design, vehicle charging, car share and bus stops could also be incorporated into the design.

Estimated Cost: \$2.4 million

IN.11 Cycle Tracks

There are several sections of two-way cycle tracks identified in the Plan. These provide essential connectivity elements both within Town Center and to the surrounding bicycle and trail network. There are four primary cycle tracks proposed in Town Center that together create a continuous cycle track between the I-5 bike/pedestrian bridge and Memorial Park. The type of bicycle facility to

be located within the Park Place Promenade will be determined as part of the Park Place Promenade design process (see Project IN.10). Prior to development of the project, the City could place placards, signage or other information to describe the project.

- **Segment 1: Bike/Pedestrian Bridge to Town Center Park.** This segment would be constructed from the future bike/pedestrian bridge to approximately the north side of Town Center Park. While the final bridgehead location is still to be determined, the proposed connection would be located generally at the northern end of the Fry's parking lot and connecting to Park Place along/as part of the Promenade (see Project IN.12), where it would cross Park Place and then run on the east side of the roadway adjacent to Town Center Park. This segment would likely require purchasing right-of-way, or could be combined with future redevelopment of the Fry's site.
- **Segment 2: Town Center Park to Courtside Drive.** This segment would be constructed as part of the Park Place Redesign (Project IN.3) because it will require reconfiguring the corner of Town Center Park and potentially the western



CYCLE TRACK VERSUS BUFFERED BICYCLE LANES

A **CYCLE TRACK** is an exclusive bike facility that is separated from motor vehicle traffic, parking lanes and sidewalks through the use of bollards, medians, or raised curbs. Cycle tracks can be designed in a variety of ways, but all are intended to be primarily used for bicycles, and are separated from motor vehicle travel lanes, parking lanes, and sidewalks. In situations where on-street parking is allowed, cycle tracks are located to the curb-side of the parking (in contrast to bike lanes).

BUFFERED BIKE LANES are conventional bicycle lanes paired with a designated buffer space (usually painted) separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane. Buffered bike lanes can be used anywhere a traditional bike lane is proposed and provides more space for bikes without making the bike lane appear so wide that it might be mistaken for a travel or parking lane.

PROPOSED STREET SECTION CONCEPT

FIGURE 5.8

parking area for Town Center Park to accommodate the future main street extension south to Wilsonville Road. A quick win project could be to restripe the existing roadway as a two-way buffered bike lane, similar to what was completed during the Town Center Main Street Popup event at the 2018 Wilsonville Community Block Party (see page 25) during the planning process for the Plan. The two-way buffered bike lane would then be replaced with a permanent two-way cycle track.

- **Segment 3: Town Center Park to Town Center Loop E. (Courtside Drive Segment).** This segment is implemented primarily through restriping the existing roadway on the north side of Courtside Drive between Park Place and Town Center Loop E. and could be implemented at the same time as the quick win described for Segment 2. Access to the Town Center Park parking area along Courtside may need to be modified to accommodate this project. No additional right-of-way is assumed to be required because the existing right-of-way is



available to accommodate the proposed improvements.

- **Segment 4: Town Center Loop E to Wilsonville Road.** This segment would be located on the east side of Town Center Loop E. This section of cycle track would connect the central portion of Town Center

to Memorial Park south of Wilsonville Road. This project would not likely be implemented until the modifications to the Wilsonville Road/Town Center Loop E. intersection are completed as there are already buffered bicycle lanes on Town Center Loop E. The cycle track improvements would increase safety by crossing to the east side on Town Center Loop E. at Courtside Avenue, not at Wilsonville Road, to remove the potential conflicts with the additional left turn movements from Wilsonville Road to Town Center Loop E. The two-way cycle track and vehicular lanes, as proposed, will fit within existing right-of-way.

Estimated Cost: Segment 1: \$75,000; Segment 2: N/A, expected to be completed as part of the Park Place redesign (project costs are included within that project); Segment 3: \$78,000; Segment 4: \$51,000.

IN.12 Promenade (Framework Project)

The Promenade is a linear park located north of the existing Fry's building. This project provides an important multi-modal connection between the I-5 bike/pedestrian bridge landing and the two-way cycle track on Park Place (Figure 5.8). The bike/

pedestrian landing is expected to connect to the Promenade, either directly or through another connection, depending on the final bridge location. This project would likely be constructed if redevelopment on all or a portion of the Fry's and/or Regal Theater parcel occurred. The Promenade provides plaza and open space for area residents and employees and helps create a very active area near the I-5 bike/pedestrian bridge landing that draws users from the bridge into Town Center. The promenade also envisions an integrated stormwater feature, wide sidewalks and seating areas in addition to a portion of Segment 1 of the proposed cycle track (see Project IN.11).

Estimated Cost: \$1.8 million

The Promenade is assumed to be constructed, in whole or in part, by private development. The City may pursue funding for this project in advance of adjacent development as part of the bike/pedestrian bridge landing or following the bridge project to ensure the cycletrack and emerald chain connections are constructed in a timely fashion.

IN.13 Town Center Skatepark

The Plan incorporates the proposed skatepark to be located east of Town Center Park, described in Project 1.7.a of the 2018 Wilsonville Parks and Recreation Comprehensive Master Plan. This location is along the cycle-track and within the chain of green spaces between Town Center Park and Memorial Park.

Estimated Cost: \$800,000 per the City's most recent cost estimate included in the 2018 Parks and Recreation Comprehensive Master Plan.

IN.14 Water, Sewer and Stormwater System Upgrades

As new development occurs, additional infrastructure facilities will be required. As new roads are constructed, water, sewer, and stormwater system upgrades will be constructed as part of the road project to minimize costs (see Figures 4.1, 4.2 and 4.3 for system locations). Depending on the timing of adjacent development, the City or a private developer may construct the improvements. For systems within local roads, those facilities would be constructed by private development. Adjacent

development would be responsible for connecting to the system.

Estimated Cost: Water: \$10.7 million, sewer: \$9.2 million, stormwater: \$25 million

PARKING STRATEGIES

There are many ways to encourage pedestrian-oriented development within Town Center while still providing parking options for those accessing Town Center by car. Parking is a part of Town Center and should be placed in convenient, accessible locations but screened from view by either buildings or landscaping. Pedestrians should not have to walk through parking lots to access adjacent businesses or residences.

The parking analysis (see Appendix E) completed for the Plan showed that parking usage varies considerably by location, time of day, weekdays and weekends in Town Center. As Town Center develops over time, a variety of parking management techniques and incentives could be implemented to achieve the goals for parking in the Town Center area.

PA.1 Develop a Town Center Parking Management Plan

The purpose of the parking management plan is to ensure that off-street parking is not the driving factor in how land is used

within Town Center. Prior to developing a parking management plan, the City should conduct a parking inventory and parking utilization study. Based on existing conditions and anticipated near- and long-term development, the following topics and implementing ordinances should be considered as part of the future parking management plan: reductions in parking for specific types of projects, off-site parking options, unbundled parking, on-street parking management, and centralized, structured parking. Approaches to implementing these strategies are described below and listed in order of recommended priority.

Estimated Cost: Development of a parking management plan is likely to be the combined effort of City staff and a consultant. The cost of developing a parking management plan is approximately \$50,000.

PA.2 Parking Reductions for Specific Types of Projects

Parking can be a determining factor in the financial success or failure of a project, particularly in suburban locations. In addition, not all projects fit well within

PHOTOS:

1. *Parking management, such as paid on-street parking, are future management tactics that may be appropriate in Town Center.*
2. *Permeable pavers in parking areas can be combined with street design to minimize stormwater runoff.*
3. *Charging stations should be placed in locations that are easily accessible for electric vehicle users.*



standard parking ratios. Permitting parking reductions or in-lieu parking fees, which allows new development to make a case to pay a fee up to a certain number of spaces, for projects consistent with the Town Center vision are ways to encourage catalytic projects that may be borderline financially feasible. There are a number of parking reductions used successfully in other town centers for development within ¼ mile of transit stops that should be evaluated; including senior housing, affordable housing projects, and group housing; development that provides space(s) for car sharing programs; and projects with a site-specific trip reduction plan (such as employer-provided transit passes, telecommuting, ridesharing, carpooling, car sharing, bicycling, and flexible work schedules). In some instances, a transportation management association (TMA) can also be established to help coordinate district-wide efforts in reducing parking demand.

PA.3 Encourage Off-site Parking

Permit a certain percentage of required parking for each development to be located off-site (either on-street or another site) within Town Center (such as Fry's or the Kaiser property, or on public property

when not in use). Currently, vacant sites are most attractive because they provide short-term income for the property owner. As demand increases, those locations could be converted to structured parking or a combination of development and structured parking.

PA.4 Unbundle Parking

Allow a portion of the off-street parking in residential and office developments to be leased through a permit process where a resident or employee can pay for the use of off-street parking spaces. This incentivizes developers and tenants to consider travel options, and encourages reducing vehicle use. For those that have one or more vehicle, this option also provides parking for them, albeit at a higher cost than for tenants with fewer vehicles. This reduces the possibility of oversupplying parking as technology, transit and commuting habits change over time. For this management option, some parking spaces would still be provided on-site with the development, but additional spaces above the minimum number of spaces required by the development code could be located on-site or off-site, and those spaces would be leased or sold separately from the rental



or purchase fees for dwelling units for the life of the dwelling units. This provides renters or buyers the option of renting or buying a residential unit at a lower price point.

PA.5 Managing On-Street Parking Supply

Develop a parking enforcement program to manage on-street parking. While the existing development code permits counting on-street parking on the same side of the street for retail uses, as the area develops, there may be more competition for on-street parking spaces. For retail areas that require parking turnover, time-limited, paid parking for clients and shoppers may be necessary in the future. In residential or mixed-use areas, parking permits could also be evaluated if parking for residential uses conflicts with other uses in Town Center that require a higher degree of

turnover. While cities often manage parking enforcement, some communities also contract with private parking management companies or partner with the local downtown business association to manage on-street parking.

PA.6 Centralized, Structured Parking

Structured parking can be provided by public or private organizations, or a combination of both. Although the current market makes it challenging to construct a fully privately funded garage (given that each parking stall can cost between five and ten times as much as one built on a surface lot), in the future, structured parking might be possible. Rents and lease rates will likely increase over time, making structured

PHOTOS:

- 1. Vertical gardens can help mask a parking structure and soften the built environment.



parking, either stand-alone or as part of a larger development, possible.

Ideally, structured parking would be developed as part of a larger development project that includes the types of land uses the Wilsonville community desires. Alternatively, a developer could pay a fee-in-lieu of providing a certain percentage of parking spaces. These funds would be used to pay for a portion of a standalone garage to be constructed at a later time or for a number of spaces within another building’s parking garage.

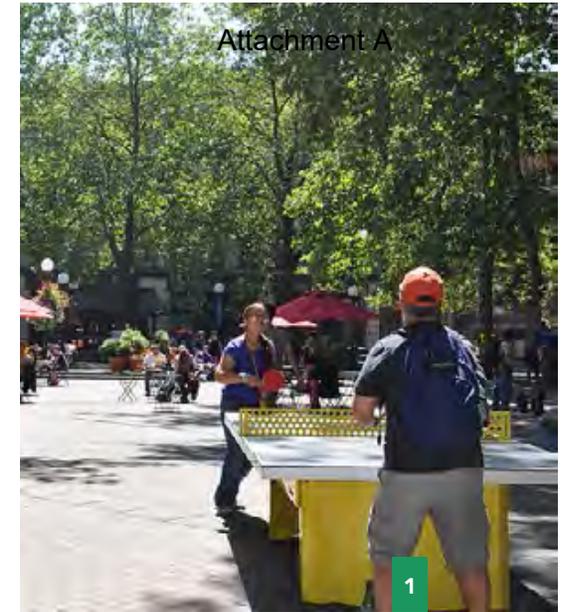
While the City could construct a parking garage as a publicly funded project, it is difficult to identify a location (particularly since the City does not own vacant land in Town Center) and build on speculation. Building a standalone garage will not likely attract developers to Town Center, but partnering with a developer through a public/private partnership to create a larger development that incorporates a parking structure may be a more effective and catalytic opportunity for Town Center. Other communities are using a similar approach. Rather than building speculative parking structures, cities like downtown Milwaukie and Vancouver, WA, are pooling

public and private funds to provide parking for a district.

PLACEMAKING STRATEGIES AND GUIDELINES

The desire for Town Center to be the heart of Wilsonville and a hub of activity year-round was one of the most common discussions among community members during Town Center Plan process. While Town Center Park is an active place during the hot summer months when the fountain is flowing and there are concerts in the park, it can be quiet and underutilized at other times. Creating spaces in Town Center that are active year-round, and both during the day and into the evening, will require programs that engage people and bring them together as well as adding buildings and design elements like outdoor seating and interactive art.

Placemaking is a way to reimagine public spaces, whether it is a street, plaza, or park, to strengthen the connection between people and place. Effective placemaking requires attention to the form and management of a space, as well as active community participation. Placemaking elements can be permanent, such as well-designed streetscapes, or more tactical elements that appear briefly as temporary installations, such as temporary art. Regardless of scale, placemaking should be a community-focused initiative that



PHOTOS:

1. Activated plaza featuring heavy duty ping-pong tables.
2. Landscaping enhances the urban experience.
3. Movable furniture offers flexible seating for groups and individuals.
4. Building frontage with high transparency and activated public/private spaces.



involves residents and businesses in Town Center to determine the extent, timing, and implementation of a placemaking activity. For Town Center, there are several guidelines to consider when designing and activating public spaces.

Placemaking Guidelines

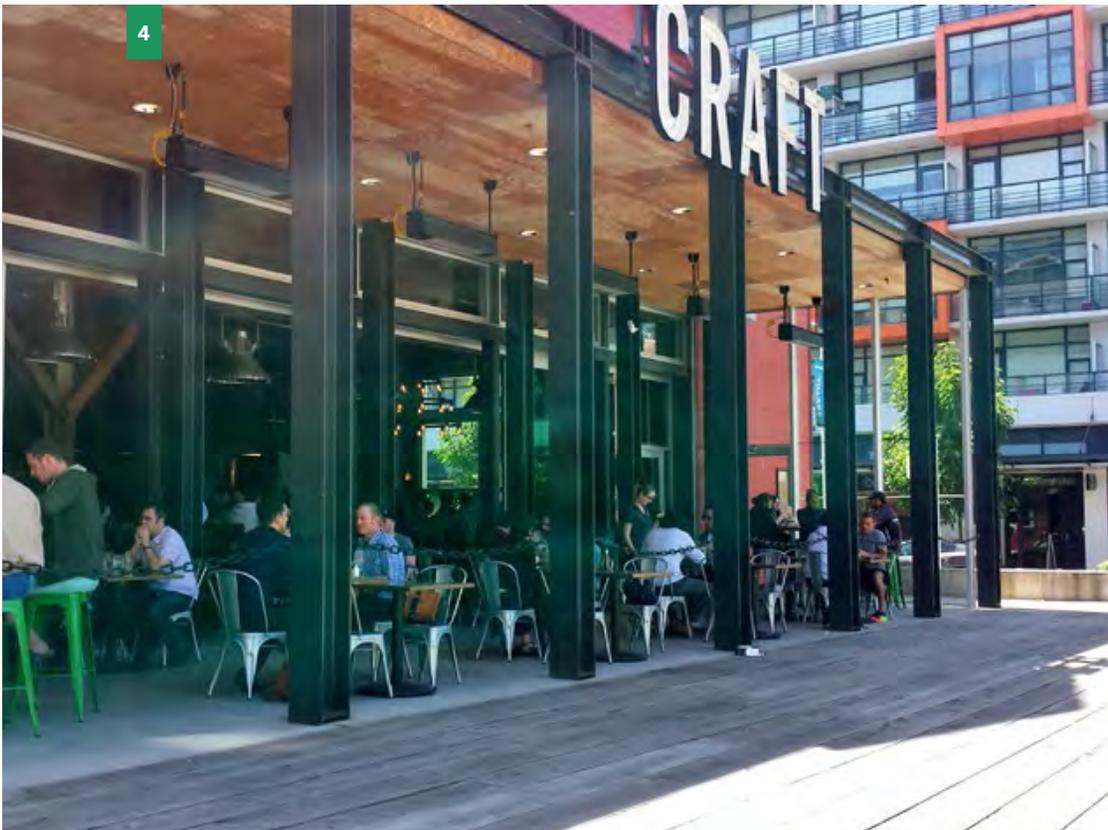
CREATIVE USE OF LANDSCAPING

Landscaping softens the built environment and provides visual interest and environmental benefits.

Well-designed landscapes in highly visible locations like gateways, street corners, entrances, and landmarks, can help attract visitors to an area. The Korean War Memorial in Town Center Park is an example of how landscaping creates a solemn space for reflection. In contrast, The Town Center Park water feature is an active and engaging space for families and children that provides a much different experience than the memorial. Plantings can also demarcate public art to be more noticeable and dramatic, such as the roses near the horse sculpture at the corner of Town Center Park. Along streets and in plazas in Town Center, tree cover can reduce temperatures during the summer months to create a more pleasant pedestrian experience and a place people will want to stop and spend time. Landscaping also provides habitat for birds and other wildlife.

FOCUS ON STREET AND BUILDING FRONTAGES

Active street and building frontages are essential for creating a place that fosters social interaction, supports retail, and provides visual interest. The recommended Town Center development code requires that on retail streets, like the proposed Park Place extension, the frontages of new buildings clearly display goods and the activities happening inside buildings. Window transparency is important, but storefronts should also include detailed entrances that draw people along the street. Building facade details can include attractive door





handles, paved steps, inlays along walls, as well as built-in ledges and alcoves that provide shade and seating. Also, because Wilsonville is rainy many months of the year, weather protection such as awnings or roof projections is important over busy sidewalks to encourage people to walk all months of the year. In appropriate locations, vendors and food trucks can help further activate the space and create multi-use areas.

ACTIVATE PLAZAS

Urban plazas should be strategically located to provide an amenity for nearby residents as well as passersby. Plazas need nearby amenities such as retail that attracts people and makes them want to stay. The recommended development code for Town Center requires plazas for larger developments, but there are also opportunities to create “storefront plazas” in front of retail and restaurant spaces. Corner plazas could include informational signage, play sculptures, food and drink vendors, and bike racks. Focused programming and entertainment can be provided on smaller footprint spaces, while larger plazas, such as the Park Place Promenade, can accommodate larger temporary events such as farmers’ markets and festivals.

INCORPORATE WATER AND PLAY ELEMENTS

Like art and landscaping, water elements are most successful when clustered with other design

PHOTOS:

1. *Pedestrian scale lighting.*
2. *Lighting incorporated into landscape features helps continue drawing visitors in colder months.*
3. *Public art can take many forms and create iconic features which build on the identity of a place.*



elements to create sensorial and rich environments where people want to spend time. The water feature in Town Center Park is an excellent example of a water and play feature. The Town Center Plan bolsters this as an important gathering place by focusing development around the park and its features. The desire to play is universal and ageless. Play does not need to be limited to designated playgrounds and parks. Natural play elements should be incorporated whenever possible, including climbable trees or rocks and water elements, among other interactive features. Small sculptural elements that are climbable are appropriate along retail streets. Along the promenades and Park Place extension, consider incorporating playful sculptural features and details into storefronts and building fronts within reach of young children.

USE MOVABLE FURNITURE WHEREVER POSSIBLE

Furniture in the public realm is a key component to activating spaces and providing comfort for a variety of different user groups. Furniture should be placed in highly desirable areas that offer multiple amenities to attract people. Seating and other furniture should not be isolated nor hidden. Wherever possible, furniture should be movable to provide flexibility and an opportunity for users of the space to make it their own provided the furniture still provides enough space for

pedestrians. Movable seating and benches should be included in plazas and in front of businesses. Retail streets like the Park Place extension can offer a variety of seating types, including benches, clusters of movable chairs at key locations, steps and ledges to sit on, and even bollards that double as chairs. Fixed benches should be oriented towards the most pleasant view of a space and should encourage people-watching and views of community activities. Along retail streets, benches should be oriented towards the sidewalk, either facing inwards from the curb, or with the back of the benches against the buildings.

PROVIDE ADEQUATE LIGHTING

Lighting features are critical to creating spaces that feel welcoming and safe, and can also be attractive design elements that create warmth and a depth of experience. Currently, areas of Town Center are not well lit, and visitors feel uncomfortable walking, particularly in the winter months when the days are short. Lighting should be carefully chosen to create an atmosphere that suits the aesthetic and functional needs of the specific location within Town Center. In general, light fixtures should be low to the ground (9 feet to 15 feet) to emphasize the pedestrian experience, and should be closely spaced to provide a continuous stream of light, particularly along paths. As much as possible, light bulbs should emit a warm light that minimizes glare

for pedestrians. As a district, a consistent lighting style is important for branding Town Center as a unique location.

Landscaping can also incorporate lighting elements, such as integrated sidewalk lights and small white “bee” lights in trees (even outside the holiday season) bringing a twinkling sensation to a plaza or streetscape. Buildings should have lighting around entrances, and interior retail displays can be lighted, adding vibrancy to commercial streets in the evening. Outdoor eating areas, such as patios, curbside seating, and food cart pods, can incorporate stringed lights overhead to create a warm and intimate environment.

INCORPORATE PUBLIC ART

Public art is something Wilsonville residents have discussed extensively throughout the public engagement process. Town Center has some public art, such as “Apache” in Town Center Park. Artwork, ranging from sculptures to murals to structural elements, can have dramatic effects on the public realm. Art can serve as landmarks that create a sense of place and interactive features that enhance the experience of public spaces.

Ideally, sculptural works should be used in places where they can be touched, played on, climbed, and easily photographed. Sculptural public art can be located in high-use gathering areas or along

streetscapes as tactile elements. These types of art features also pair well with seating areas, accent plantings, shade, water, transit stops, and busy retail spaces. Functional streetscape elements such as bollards can also be designed as sculptural elements, especially at high traffic locations. There is opportunity to do this at the Park Place/Courtside Drive intersection as well as along the promenades.

PLACEMAKING PROJECTS IN TOWN CENTER

There are specific interventions identified within the Town Center Plan that will help create a place people want to congregate, work and live throughout the year. Placemaking is important for making Town Center a compelling destination for visitors and residents. Throughout the Town Center planning process, community members emphasized their desire for placemaking elements and programs. They voiced the experiences they want to have in Town Center and ideas for what they think will bring the area to life. The placemaking strategies summarized below come directly from the community.

Placemaking happens at a variety of scales. Many of the elements of the Town Center Plan will take time to implement. Streetscape, bicycle and pedestrian improvements, small plazas and public spaces are all placemaking elements that are incorporated

PHOTOS:

1. *Cycle track with separation from traffic using bollards.*
2. *Outdoor seating adds interest to the sidewalk and provides dining space.*



into the Plan's proposed street designs, particularly for Park Place and Courtside Drive (see Appendix D for cross sections). The development code (see Appendix A) also includes requirements for plaza spaces and active building frontages.

In the interim, local businesses and landowners can implement low-cost programs to create temporary installations or activities that generate interest in Town Center. Effective placemaking often uses a "ground up" approach, with the City providing support or just allowing it to happen. Often, a local business association leads these types of placemaking interventions although cities can lead placemaking activities when and where appropriate. They can also be led by any active community member or business. Short-term and long-term interventions could include but are not limited to the following strategies. A couple of these projects will need to be City-led but the majority can be

implemented by community partners. The following placemaking strategies incorporate the best practice guidelines described above.

PM.1 Restripe Park Place and Courtside Drive

During the summer, test various options for future street layout using temporary road tape (similar to what was completed for the Town Center Main Street Popup in August 2018) to accommodate the two-way cycle track (see also Project IN.11 for the complete project description). This may require temporary removal of on-street parking near Town Center Park, but there is adequate right-of-way to add this project without requiring major street changes.

Estimated cost: Approximately \$5,000



PM.2 Host a Parklet Competition

Parklets are parking spaces that are temporarily or permanently repurposed to provide small seating areas in front of businesses. A parklet competition would be hosted by local businesses where they commit to constructing a parklet for a set amount of time (summer or fall is best). The City's role would be to assist with coordination of the event and provide parameters for parklet size and scale. The City would also require a temporary right-of-way use permit. This can also be business led, potentially through a local business organization or by the Chamber of Commerce, with City support. The City of Renton, WA, has done this successfully in their downtown and the City of Seattle has produced excellent parklet guidance

for their parklet program (temporary and permanent¹).

Estimated Cost: \$5,000-\$10,000 for advertising and staff time (businesses provide materials for and construct their own parklets).

PM.3 Provide lunchtime food trucks near Town Center Park

Throughout the planning process, community members stressed the need for more food options in Town Center, particularly to serve Clackamas Community College and area businesses. While a permanent food cart pod is desired, in the short term, food trucks could be

PHOTOS:

1. A Single food truck that provides quick food options.
2. Temporary food cart pods provide more variety and economic development opportunities.
3. Gateway elements provide location identity.
4. Wayfinding elements help provide directions and brand a district.
5. Directional signs can also serve as art installations which reflect the character and identity of a place.

¹ http://www.seattle.gov/Documents/Departments/SDOT/PublicSpaceManagement/Parklet_Handbook_DIN_2017.pdf





parked along Courtside Drive adjacent to Town Center Park or in the southern Town Center Park parking lot on a temporary basis to provide more food options. The City would likely need to coordinate this project initially, but in the future, it could be managed by a business organization.

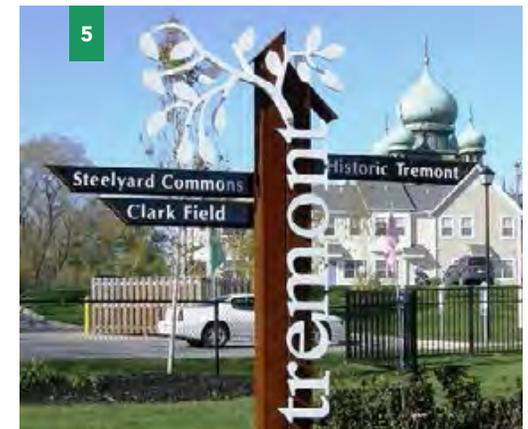
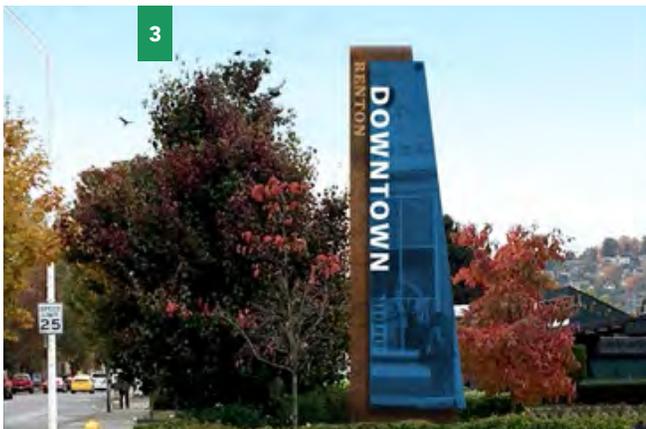
Estimated Cost: \$5,000 for advertising

PM.4 Repurpose Parking Spaces Adjacent to Courtside Drive for a Semi-Permanent Food Cart Pod

While food carts are temporary in nature, they can quickly transform areas into much more active spaces. The Wilsonville community has also emphasized the importance of providing opportunities for creating new local businesses. Many successful restaurants have started as food carts, moving into brick and mortar locations over time. There are opportunities

for small-scale, semi-permanent food cart pods in the south section of the City-owned Town Center Park parking lot or the northern row of parking in the privately-owned Goodwill parking lot (some low shrubs would likely need to be removed to access the trucks). This location would require the owner to approve and/or partner to attract food carts and manage the development. The benefit of a semipermanent food cart pod is that visitors know it will be at a specific location as opposed to a temporary space where times/locations may be more intermittent and harder to plan a visit to the businesses.

Food carts are a quick win because they require little public capital or infrastructure to start. A built-out food cart pod may take longer to establish as it would be subject to the City’s development review and permitting processes and would require







infrastructure connections (primarily water and electric). Many jurisdictions in the Portland metropolitan area have developed food cart requirements to permit and manage this use. The City of Beaverton has recently developed food cart pods, and as a result, has established a management and permitting system.

Estimated Cost: Dependent on infrastructure needs. Typical food cart pods require water and electric to operate. Costs would be the landowner's responsibility.

PM.5 Implement Citywide Signage and Wayfinding Plan in Town Center

The Citywide Signage and Wayfinding plan is expected to be adopted in early 2019. As it relates to Town Center, wayfinding has been a topic many people have discussed throughout the planning process and will be particularly important as new multimodal connections are completed. Strong wayfinding can also help create a sense of place in Town Center by orienting people to destinations. As noted in Chapter 3 and proposed Town Center Development Code (see Appendix A), fronting buildings to streets also improves business visibility and the ability to use signage more effectively.

Estimated Cost: TBD. Costs are being developed through the signage and wayfinding project.

PM.6 Create a Programming Plan

Wilsonville residents want a Town Center that is active with year-round events and activities. Developing a programming plan, potentially created by an Arts and Culture committee now being discussed by the City, is a focused way to expand offerings within Town Center, engaging businesses and residents in identifying specific types of events and activities they would like to see. Outcomes would be a list of existing and future events tied to parties responsible for implementation. The City of Burien business organization is an excellent example of a non-profit that partners with the City to program its town center.²

Estimated Cost: \$20,000 (for plan)

PM.7 Establish a lunchtime farmers market in a highly visible area of Town Center

Some businesses and residents suggested that Town Center is a prime location to host a lunchtime farmers market. Farmers markets often have city support but are

PHOTOS:

1. *Flexible programmable space for lunch time events.*
2. *Pop-ups can provide fun activities throughout the year and are easily interchangeable.*
3. *Chalk art street festival are fun and easy to program.*
4. *Public art creates a sense of place and identity.*
5. *Farmers markets create connections between residents and farmers.*
6. *Festival street designed to be closed for farmers markets and other events.*

² <https://www.discoverburien.org/>



managed by a non-profit organization that coordinates with farmers, raises money, and provides marketing materials. Farmers markets range in size and complexity. The Milwaukie Sunday Farmers Market is an example of a successful market format for smaller communities.³

Estimated Cost: Dependent on the size and frequency of the market.

PM.8 Develop Town Center Transit Shelter Adoption Program

Bus stops and shelters on the existing and future Town Center road network provide opportunities to advertise local businesses as well as incorporate art into the stop/shelter. Many communities provide opportunities to sponsor stops or shelters, which can range from the name of a sponsoring business or organization on a bus shelter to more elaborate transit shelters that are designed and constructed specifically for a single district.⁴ Downtown Boise has installed several branded stations along some of its busier transit corridors. All of these options provide more business

PHOTOS: _____

1-3 *Cohesive plant palettes, materials, design features and wayfinding elements create a unified district identity (Bell Street/Park in Seattle).*

³ See <http://celebratemilwaukie.org>.

⁴ See Monterey-Salinas Transit <https://mst.org/about-mst/adopt-a-stop>

visibility, and in the case of branded stops, provide specific identifiers for the district. The City will need to establish review and approval parameters for this type of program. The City should consider the viability of Town Center district-branded stations as part of the Streetscape Design Plan.

Estimated Cost: Dependent on sponsorship level. Costs can range from \$500 for bench sponsorship up to \$30,000 for specialized shelters, dependent on SMART/City approval.

PM.9 Develop a Streetscape Design Plan

There are a number of new roadway connections recommended in this Plan. There are four subdistricts in Town Center that will develop with different building scales and land uses. A consistent palette of streetscape design features throughout these districts should tie all Town Center roadways together. A streetscape design plan should be developed prior to any major public infrastructure investments. The streetscape design plan should identify all major design elements of the streetscape, including benches and planters, paving materials, lighting, transit shelters, and

landscaping, including street trees. Low impact development measures should also be incorporated into the streetscape plan.

Estimated Cost: \$50,000

ECONOMIC DEVELOPMENT STRATEGIES

Strategic economic development in Town Center should focus on the organization, marketing and programming of the Town Center. There are several funding strategies and financial tools that could be employed to reduce financial gaps in private development and to help fund key public infrastructure projects. If successful, development projects will help advance the maximum return on initial investment and achieve the Town Center Vision and Goals. The City will need to work with businesses to ensure that the specific needs of Town Center are represented while not duplicating existing economic development activities.

Following are specific economic development actions and strategies, including funding and organizational strategies. These strategies specifically address needs identified by community members, businesses, and property owners through the planning process. The recommendations include concepts to support existing business and bolster economic activity within the Town Center. These concepts will need to be assessed further to determine the specific approaches that will best

serve the Town Center, and an organizational lead—the City, community-based organizations, and/or a local business organization—should be identified for each strategy as soon as possible. The City will work with the Wilsonville Chamber of Commerce and other business and service organizations as merited to address the shared interests and concerns of Town Center existing tenants. The objective is to create a strong, compelling Town Center that elevates the competitive advantage of the entire city.

ED.1 Coordination and Advocacy Structure for Town Center Businesses

Businesses and stakeholders have identified the need to increase visibility and coordination between themselves and the City to increase economic development opportunities. There are a range of programs and activities that can support economic development in Town Center. This type of programming is generally the responsibility of the private sector or a community organization. A private organization can help organize businesses and property owners (and potentially residents) to coordinate economic activities in Town Center. Such an organization could lead many actions, including but not

limited to: marketing (developing materials, hosting a website, recruiting tenants, business recruitment and retention, etc.), political advocacy (speaking with a unified voice regarding land use and policy issues), funding (grant writing, fundraising, etc.), coordinating events, and implementing the placemaking recommendations described in the previous section.

Due to the range of activities to be coordinated, the business organization should secure funding to hire a full-time staff person (executive director, for example) and to support on-going programs. Potential funding sources for the organization include:

- Fees paid for membership to the organization,
- Parking revenue⁵ from within the Town Center,
- Business or Economic Improvement District assessments (BID/EID) (see below), and

5 This may incentivize business to right-size and manage parking through pricing. The revenues can also be used to fund enforcement, which can be a function of the business district.

- Fundraising events, sponsorships, transient lodging taxes, and corporate donations.

For example, the City of Oregon City provided seed funding for the first few years during startup of its Downtown Association, so the organization could generate membership and secure long-term funding to support one staff position, gradually transitioning to having the businesses assuming increasingly greater responsibility.

ED.2 Business Improvement District or Economic Improvement District

A business improvement district (BID) is a special district where businesses and/or property owners are assessed a fee in order to generate revenue to support marketing, maintenance, security, beautification, and many other non-capital initiatives in the designated BID boundary, such as business retention or local business incubator programs. BIDs are created by a petition of those who will be assessed, so it forms a strong linkage between the services to be provided and the needs of those who will pay. An economic improvement district (EID) assesses commercial property owners instead of business owners. Both

are flexible in the scale and formula for assessing fees (such as on business type, or parcel or building size). A BID can generate the funds to support the staffing of an organization charged with implementing these activities⁶ (e.g. a Town Center business organization as described above). Either a BID or an EID could be appropriate in Town Center (but not both), depending on the cooperation and openness to the idea from either business owners or property owners.⁷

If a BID or EID is coupled with a tax-increment financing (TIF) district—or some other revenue generating mechanism, such as a special assessment or fee district—there are often opportunities to capture the value of redevelopment and increases in land value within the Town Center. In these districts, some of the funds generated could also be

⁶ *The City of McMinnville contracts the McMinnville Downtown Association to administer the funds collected on behalf of the Economic Improvement District (EID). As a 501c(6) non-profit, the association is able to utilize other funding sources to greatly reduce the cost of services to the district.*

⁷ *An EID is often an easier structure to put into place because there are usually fewer property owners than business owners and it is often difficult to track down business ownership information.*

directed to funding activities within the BID. These funds may also be used for transportation purposes. Often, a transportation-oriented BID is established to serve as a Transportation Management Association (TMA). TMAs are public/private partnerships formed so that employers, developers, building owners, and government entities can work collectively to establish policies, programs, and services to address local transportation issues and foster economic development.

ED.3 Consider the Feasibility of the Oregon Main Street Program

The Oregon Main Street Program works with communities to develop comprehensive, incremental redevelopment strategies based on a community's unique assets, character, and heritage. The Main Street program is known for connecting business and property owners with residents and elected leaders, and creating organizations that take action on issues such as marketing and promotion, district maintenance, events, and other issues. Local Main Street organizations can be very effective partners - with Cities - to implement Town Center visions. The program offers technical assistance

and training, and participants have direct access to grants to fund various projects.⁸ Many of Oregon's downtown or town center associations are also enrolled in the Main Street Program. Examples in the region include the Hillsboro Downtown Partnership, the Newberg Downtown Coalition, the McMinnville Downtown Association, and Main Street Oregon City. The organizations tend to be made up of local business owners and residents and focus on day-to-day, incremental improvements, while city government focuses on larger and longer-term projects, including major capital projects. If an organization emerges to support Town Center businesses, this group should engage the City and the Oregon Main Street Program in the early stages of its creation in order to identify critical eligibility components of the organization and to assess the viability of the Oregon Main

⁸ *The Oregon Main Street Revitalization Grant Program received \$5 million included in a lottery bond bill (SB 5530) during the 2017 legislative session. These funds will be available to Oregon Main Street Network organizations in the spring of 2019 to fund building projects that encourage economic revitalization.*

Clackamas County also has a Main Street program that assists local jurisdictions in visualizing future development, such as along a main street.



Street Program designation for the future main street in Town Center.

ED.4 Business Retention and Location Assistance

Throughout the planning process, community members emphasized the importance of programs focused on business retention and providing location assistance for prospective tenants or relocation support to existing businesses needing to find new spaces due to redevelopment in Town Center. Both the Business Improvement District and Main Street Program have the potential to provide these services. Organizations and programs such as these can also help businesses in the Town Center with programming and marketing. The City may also look to implement a program that focuses on building social capital and furthering equity initiatives, similar to Prosper Portland's Affordable Commercial Tenancing Program, which provides affordable commercial spaces in the Lents Town Center. The program seeks to assist underrepresented businesses, preserve the vitality of small businesses, provide business development opportunities that in turn offer needed goods and services to the

community, and advance the agency's goal to build an equitable economy. Prosper Portland has implemented the program in buildings they own but has also incentivized developers to provide below-market rents via some financial incentives and development agreements on land Prosper Portland owns.

This program has been 20 years in the making and required Prosper Portland to create an urban renewal district, purchase property, fund and build buildings, and invest significant resources. Wilsonville may take similar actions and invest its resources to get a similar product to Lents. Lower cost actions may include implementing a Facade Improvement and Development Opportunity Study (DOS) program as described below.

ED.5 Development Opportunity Study (DOS) Program

A development opportunity study is typically a municipal program used to assist property owners in evaluating redevelopment potential on their existing properties by providing technical assistance to evaluate development options. Assistance can include market analyses,

design studies, infrastructure analysis, and financial analysis. This program will generate interest from property owners in the Town Center in evaluating development. The goal of each study is to quickly test the feasibility of redevelopment before property owners have to take more extensive and expensive steps such as hiring an architect and generating architectural renderings, conducting traffic impact and environmental studies, and paying any early project fees, as well as the general time and expense associated with establishing the feasibility of a potential project. The time frame for completing a DOS for a specific property should be a matter of weeks.

Many property owners are not developers themselves and lack the expertise to evaluate possible redevelopment options. Technical assistance can help owners determine whether redevelopment is feasible and under what conditions. These preliminary analyses serve several purposes. First, they give initial confidence to owners that it is worthwhile to pursue further predevelopment activities. Second, they help generate interest in development by illustrating redevelopment concepts,

documenting market information, and introducing potential developers to property owners. Finally, the site studies can inform other Town Center project actions such as streetscape or infrastructure improvements by establishing which areas of the Town Center carry the greatest opportunity for investment from a private perspective. Public improvements can then be more appropriately phased, targeting areas where investment is expected earlier.

ED.6 Public-Private Partnerships (PPPs)

Wilsonville may enter into public-private partnerships (PPPs) with prominent property owners open to redevelopment in the Town Center in order to bring about private investment and development that helps to achieve the Town Center Vision (e.g. adding ground floor commercial space with frontages that open onto sidewalks, and mixed-use development).

These property owners might include ROIC or Fry's Electronics. The City's roles could include working with property owners to define a vision for the properties, undertake land acquisition, develop parking, construct infrastructure and roads, assist with streetscape improvements, or



conduct planning or studies on the site. Such incentives should only be offered to the extent that they are likely to be matched by private efforts and investments. The exact city roles will ultimately be dependent on the specific vision or plan for that property. In return, the City may ask or require that property owners and developers build projects that provide community benefits that have been identified in the Town Center Plan from the developer, such as Main Street mixed use buildings, open space, or affordable housing. Investment in Town Center will begin to fulfill the vision of the Plan and generate property tax revenue and impact fee revenue as well as increase property values. If established in this area, this value increase can be captured through TIF or another funding mechanism to be reinvested in the Town Center.

ED.7 Urban Renewal Feasibility Study and Plan

As the City closes existing Urban Renewal Areas, its Urban Renewal Board should conduct a feasibility study to determine whether and how Urban Renewal can be implemented in the Town Center. Some of the considerations for the feasibility study include working with other jurisdictions

and taxing districts to attain approval, estimating future investment in the district and district debt capacity. The Board should also consider both site-specific TIF Zones and Urban Renewal Areas during the feasibility study. If the Board approves the creation of a district, the Town Center should be established as a priority area where expenditures can be focused in concentrated bursts in order to leverage private investment, create a stronger visual impact, and generate more market momentum. Although urban renewal expenditures can be made anywhere within a district, if they are not focused and deliberate, it is possible to dilute the impact of urban renewal by spreading resources too thinly across a wide area.

ED.8 Local Improvement District (LID)

LIDs are special districts where private property owners pay an assessment to finance shared capital infrastructure projects such as utilities or streetscapes which benefit a specifically-identified district. LIDs enable the public and private sectors to share the cost of needed infrastructure and to finance it over long-term bond repayments with low interest rates, rather than paying up



front. Thus, they could be used to build out various streets and other capital improvements described in the Plan. LIDs must be supported by local property owners through an official vote since they are partially or wholly supported by an additional tax assessment within the directly affected area.

In the context of Town Center, infrastructure improvements that could be paid for by a LID and that would benefit surrounding property owners could include streetscape improvements, new street construction, lighting, parks and open space improvements, and other capital projects where property owners paying the LID assessment would benefit from increased property values and redevelopment opportunities. LIDs are most frequently used in new development areas where no infrastructure exists, although there are examples where it has been used in a downtown setting (Portland’s transit mall and the Portland Streetcar are two examples). The Town Center Loop was initially constructed in part because of a LID.

PHOTO:

1. Programs that offer tax exemptions for mixed-use buildings with vertical housing have been successful in incentivizing development.



ED.9 Infrastructure Finance Study

This study would help the City determine how public projects—such as infrastructure investments—would be funded and what tools or incentives could or should be implemented. In-depth studies are important since some tools and incentives can be counterproductive in locations with weaker market conditions. Potential tools to study include Tax-Increment Financing (TIF), a LID, federal programs such as the Clean Water State Revolving Fund (CWSRF) Program, municipal bonds, and supplemental fees, which are one-time fees payable to the city for new development and would create revenue which could be used for various infrastructure projects specifically within Town Center.

ED.10 Vertical Housing Development Zone (VHDZ)

This program would offer a financial incentive to stimulate targeted construction of vertical mixed-use buildings in the Wilsonville Town Center by offering property tax exemptions to developers. The tax exemption is typically 20 percent per equalized floor of residential use (up to 80 percent) for up to 10 years for

eligible projects. Often, eligibility includes projects that offer one or more “public benefits.” By reducing property taxes, the program improves cash flows to the building owner, thereby making projects more feasible. Successful programs in Oregon include Salem’s Multi Unit Housing Tax Incentive Program (MUHTIP) and Portland’s Multiple-Unit Limited Tax Exemption (MULTE) Program. This program was modeled in a Development Feasibility Analysis conducted for the Town Center, which demonstrated its positive impact on project feasibility for mixed-use housing projects.

ED.11 Multiple-Unit Limited Tax Exemption Program (HB 2377)

In addition to the Vertical Housing Development Zone, the State passed House Bill 2377 in 2017. This legislation authorizes cities and counties to adopt an ordinance granting a property tax exemption to newly rehabilitated or constructed qualified multi-unit rental housing which is affordable to households at 120% of area median income or less. The bill allows a full (100%) property tax exemption for up to 10 consecutive years. Therefore, HB 2377 enables cities to

offer greater tax abatement incentives to affordable housing projects.

ED.12 Opportunity Zones and Opportunity Funds (OZ)

The Town Center is located within a designated Opportunity Zone. The Opportunity Zone Program was established by Congress in the Tax Cuts and Jobs Act of 2017, with designations made in 2018 and offer investors a frictionless way to reinvest capital gains into qualified low-income census tracts in exchange for a graduated series of incentives tied to long-term holdings. It is specifically designed to channel more equity capital into overlooked markets. EIG, a public policy organization, estimates that the program offers long-term investors a 3.0 percent higher rate of return annualized after taxes than a comparable investment outside the program.⁹ This is statistically significant and would most likely be the difference between a project being feasible and not feasible in the Wilsonville Town Center.

The City will need investors to invest in an Opportunity Fund. Many cities are taking proactive steps to let investors know

about potential investment opportunities. Specifically, the City can:

- Design and market an “Investment Prospectus” to showcase the assets and projects in a city’s Opportunity Zones.
- Convene community and business leaders to develop strategic plans that couple public priorities with the private investment.
- Create a City opportunity fund in partnership with existing national or local financial institutions (see www.thenewlocalism.com/newsletter/how-cities-maximize-opportunity-zones).
- Identify a point person or agency to play a coordinating/support role to connect investors and local needs;

ED.13 Other Grant and Tax Credit Programs

There are other grant and loan programs are available at the regional (Metro), state, and federal levels. These include Metro’s Nature in Neighborhoods, Transit Oriented Development (TOD), and Regional Travel Options programs and the federal Community Development Block Grants (CDBG), as well as any future one-time stimulus programs initiated by the federal government. Availability of these grants and programs varies.

PHOTOS:

1. *Smart buses and shuttles at the Wilsonville Transit Center.*
2. *Prominent bike parking makes non-auto options more visible.*

⁹ EIG

TRANSIT INVESTMENTS

The Wilsonville community voiced their desire for expanded and more frequent transit service in and to Town Center. Public transportation provides access to commerce, employment, and other key destinations and is an important multimodal element to ensure that everyone can move freely while also reducing traffic congestion and air pollution. Transit can also play a large role in economic vitality by providing access to services and businesses in Town Center. Transit also creates an environment that allows for random encounters and active lifestyles that is important for achieving the Vision for Town Center as the hub and heart of Wilsonville, which is a compelling, vibrant, and active place for people to gather.

South Metro Area Regional Transit (SMART) provides transit service in Wilsonville. SMART service is free for trips within Wilsonville and also

provides access to important intercity commuter destinations such as Salem and Tualatin. SMART is continuously looking for opportunities to serve transit users and has recently updated its Transit Master Plan (2017) that provides strategic direction for the future of the transit system. This section summarizes the relevant implementation measures contained in the 2017 Transit Master Plan.

The Town Center Vision and Goals call for an array of transportation options to, from, and within Town Center that augment one another to provide a complete transportation system. This is also a critical goal for SMART because every rider is also a pedestrian or cyclist before and after they ride the bus. For SMART, transportation options should encourage residents of Wilsonville to access services in Town Center; residents of Town Center to commute outside of Town Center; employees of



Town Center a commute option; and visitors from outside of Wilsonville to easily access Town Center.

The following transit strategies and investments, in combination with other actions outlined in the City's 2017 Transit Master Plan, should be implemented to achieve these goals and support the viability of the future Town Center.

TR.1 Implement Regulatory Actions and Infrastructure Investments

A key component of successful public transportation systems are the land use development decisions that shape the environment in which transit functions. SMART supports Metro's 2018 Regional Transportation Plan that identifies land use development that is friendly to

multimodal transportation options and contains the following design elements and characteristics: high density, small blocks, grid system, mixed-use, wide sidewalks, slow moving traffic, well-marked intersections, bicycle parking, buildings fronting the street and entrances, limited and fee-based parking. With the redevelopment of Town Center, opportunities to infuse transportation-friendly land use designs through the regulatory actions and infrastructure investments outlined in the Plan can help create a space where people, not cars, are prioritized and transit options thrive. All of these guidelines are incorporated into the new Town Center Zoning District and Design Guidelines (Appendix A).





TR.2 Improve Transit Connections

Transit service was discussed early on in the public engagement process. Many people said they want to take transit, but headways and limited evening and/or weekend service make it difficult to get where they need to be at the right time. Also, the lack of adequate lighting and direct pedestrian connections to the stations in some places make people feel unsafe walking to the bus. Improvements recommended in the Town Center Plan and the 2017 Transit Master Plan are addressing many of these concerns by:

- Supporting bike infrastructure such as covered bike-parking, repair stations, and docked bike share near transit stops;
- Positioning bus stops at popular destinations to reduce last mile travel;
- Considering the possibility of allowing bus access (or another viable transit connection) over the future I-5 bike/pedestrian bridge to connect to the Wilsonville Transit Center; and
- Working with private companies such as Via, Scoop, Lime, Uber, and Lyft to promote carpool, e-scooters, etc. when public transit is not an option.

PHOTOS:

1. *Bicycle hub for repair services, rentals and secure parking.*
2. *Small scale, self driving shuttle are already being used in some areas.*

TR.3 Transit Infrastructure Unique to Town Center

The 2017 Transit Master Plan will implement the Town Center Vision as a place that is compelling, unique to Wilsonville and a hub of activity. SMART is a local transit agency that can be flexible and nimble and will consider the feasibility of and invest in unique transit infrastructure for Town Center, including:

- Visually unique vehicles such as a trolley or small, 8-12 person shuttle for transit service;
- New technologies such as autonomous and/or electric vehicles;
- Branded transit shelters (see project PM-8);
- Differentiating public transit lanes from other traffic with painted color or symbols; and,
- Vehicles with internal layout designs that support families sitting as a group and have an open feel so that Town Center destinations are visible.

TR.4 Increase Transit Service Over Time

Providing a robust level of service to make transit use more convenient is important for achieving the Town Center Vision. As development occurs in Town Center,

SMART will evaluate service changes that could include the following service provisions:

- Higher service frequencies so wait times for the bus are minimal;
- Coordinating transit connections for faster transfers;
- Identifying activity centers and have higher levels of service in those locations;
- Ensuring bus access during large community events in Town Center;
- Working with City staff to identify and construct a centralized bus hub;
- Providing circulators that shuttle people around Town Center; and
- Exploring enhanced transit corridor designs such as transit signal priority.

TR.5 Improve Transit Accessibility

Wilsonville residents voiced concerns that today's transit service is not easily accessible because of the lack of pedestrian connections. The Town Center Plan addresses this concern through an extensive package of multimodal improvements as well as recommendations for additional lighting and bus shelter

adoption programs (see also Placemaking). To improve accessibility and ease of use, SMART will work with other City departments to complete the following:

- Coordinate with the citywide wayfinding program to post wayfinding signage to bus stops and centers;
- Install real-time arrival displays, live bus tracking, and information kiosks to make transit information easily accessible;
- Ensure ADA accessibility with proper curb cuts and ample sidewalk space with transit stops;
- Provide safe transit amenities such as all-weather shelters that are well lit; and
- Maintain a fare free system so money is not a barrier to transit use.

SMART is an integral component of a comprehensive multimodal system in Town Center. As Town Center develops over time with more residents and employees, efficient and frequent transit service coupled with pedestrian and bicycle amenities that make it safe and easy for people to access the transit system will create an environment where not relying on a car to get around is a viable option.

ACRONYMS, DEFINITIONS, AND POTENTIAL FUNDING SOURCES



ACRONYM/SYMBOL/TITLE	DEFINITION/FUNDING SOURCE (IF APPLICABLE)
BID	Business Improvement District
CDBG	Community Development Block Grant
CIP	Capital Improvement Program
K	Thousands (dollars)
LID	Local Improvement District
M	Millions (dollars)
MAIN STREET TAX PROGRAM CREDIT PROGRAM	A statewide program that assists in funding designated Main Street programs in Oregon
N/A	Not Applicable
TBD	To Be Determined
TGM	Transportation Growth Management
SDCs	Systems Development Charges
SMART	South Metro Area Transit
SF	Supplemental Fees

TABLE 5.1 IMPLEMENTATION MATRIX

ACTION NUMBER	SUMMARY	ESTIMATED COST	SHORT (1-5 YRS.)	MED. (6-10 YRS.)	LONG (11-20 YRS.)	PRIMARY RESPONSIBILITY/PARTNERS	POTENTIAL FUNDING SOURCES
REGULATORY ACTIONS							
RA.1	Amend the Wilsonville Comprehensive Plan within the Town Center Plan boundary to Town Center, a new Comprehensive Plan designation.	N/A	X			City	City
RA.2	Amend the Wilsonville Development Code to include a new Town Center (TC) Zoning District and new Site and Building Design Standards.	N/A	X			City	City
RA.3	Modify parking requirements within Town Center, including parking ratios and location.	N/A	X			City	City
RA.4	Amend covenants, conditions, and restrictions (CCRs) to address inconsistencies with the recommendations in the Town Center Plan.	N/A	X			Private/City	City
RA.5	Update the City of Wilsonville Transportation System Plan (TSP) Capital Improvement Plans, and Parks and Recreation Master Plan to incorporate new projects	N/A	X			City	City
INFRASTRUCTURE INVESTMENTS							
IN.1	I-5 Bike/Pedestrian Bridge and Gateway	\$10.8m (bridge) \$1.5m (gateway)	X	X		ODOT (bridge), City (bridgehead)/ Private (gateway)	LID, SDCs, SF, City, TIF, Private
IN.2	Park Place Redesign (Town Center Loop to northern edge of Town Center Park)	\$4.4m	X	X		City/Private	LID, SDCs, SF, TIF
IN.3	Park Place Redesign (Town Center Park to Courtside Drive)	\$3.7m		X		City/Private	LID, SDCs, SF, TIF

TABLE 5.1 CONT. IMPLEMENTATION MATRIX

ACTION NUMBER	SUMMARY	ESTIMATED COST	SHORT (1-5 YRS.)	MED. (6-10 YRS.)	LONG (11-20 YRS.)	PRIMARY RESPONSIBILITY/PARTNERS	POTENTIAL FUNDING SOURCES
INFRASTRUCTURE INVESTMENTS CONT.							
IN.4	Park Place Extension (Courtside Drive to Wilsonville Road)	\$6.3m	X			City/Private	LID, SDCs, SF, TIF
IN.5	Courtside Drive Improvements (Park Place to Town Center Loop E.)	\$7.9m		X	X	City/Private	LID, SDCs, SF, TIF
	<i>Courtside Drive CYCLE TRACK ONLY (Park Place to Town Center Loop E.)</i>	\$78k	X				LID, SDCs, SF, TIF
IN.6	Courtside Drive Extension (Park Place East to Town Center Loop W.)	\$6.6m		X	X	City/Private	LID, SDCs, SF, TIF
IN.7	Wilsonville Road Intersection Modifications (occurs after IN.4)	\$1.8m		X	X	City/ODOT	LID, SDCs, SF, TIF
IN.8	Town Center Loop W. Modifications	\$207k		X	X	City/Private	LID, SDCs, SF, TIF
IN.9	Local Road Network	N/A	X	X	X	Private/City	LID, SDCs, SF, TIF
IN.10	Park Place Promenade Redesign	\$2.4m		X	X	City/Private	LID, SDCs, SF, TIF
IN.11	Two-way cycle tracks– <i>Segment 1: Bike/Pedestrian Bridge to Town Center Park</i>	\$75k	X	X		City	LID, SDCs, SF, TIF
	<i>Segment 3: Town Center Park to Town Center Loop E. (Courtside Drive Segment).</i>	\$78k	X	X		City	LID, SDCs, SF, TIF
	<i>Segment 4: Town Center Loop E to Wilsonville Rd)</i>	\$51k	X	X		City	LID, SDCs, SF, TIF
IN.12	Promenade	\$1.8m		X		City/Private	LID, SDCs, SF, TIF
IN.13	Town Center Skatepark	\$800k		X		City	LID, SDCs, SF, TIF

TABLE 5.1 CONT. IMPLEMENTATION MATRIX

ACTION NUMBER	SUMMARY	ESTIMATED COST	SHORT (1-5 YRS.)	MED. (6-10 YRS.)	LONG (11-20 YRS.)	PRIMARY RESPONSIBILITY/PARTNERS	POTENTIAL FUNDING SOURCES
INFRASTRUCTURE INVESTMENTS CONT.							
IN.14	Domestic Water & Restoration Improvement Costs	\$10.7m	X	X	X	City/Private	LID, SDCs, SF, TIF
	Sanitary Sewer and Restoration Improvements Costs	\$9.2m	X	X	X	City/Private	LID, SDCs, SF, TIF
	Storm Drain with GIS and Restoration Improvements Costs	\$25m	X	X	X	City/Private	LID, SDCs, SF, TIF
PARKING STRATEGIES							
PA.1	Develop a Town Center Parking Management Plan	\$50k		X		City/Private	City, TGM
PA.2	Parking Reductions for Specific Types of Projects	N/A	X	X	X	City	City
PA.3	Encourage Off-site Parking	N/A		X		City/Private	City
PA.4	Unbundle Parking	N/A	X	X	X	City/Private	City
PA.5	Managing On-Street Parking Supply	TBD		X	X	City	City
PA.6	Centralized, Structured Parking	TBD		X	X	City/Private	Private, TIF
PLACE MAKING STRATEGIES							
PM.1	Restripe Park Place and Courtside Drive (priority)	\$5k	X			City	City
PM.2	Host a Parklet Competition	\$5k-\$10k	X			City/Private	BID, City
PM.3	Provide lunchtime food trucks near Town Center Park (priority)	\$5k	X			BID, City	BID, City
PM.4	Repurpose Parking Spaces Adjacent to Courtside Drive for a semi-permanent Food Cart Pod	TBD	X	X		Private/City	Private party
PM.5	Implement Citywide Signage and Wayfinding Plan in Town Center	TBD	X	X	X	City	BID, City
PM.6	Create a Programming Plan	\$20k		X		BID/City	BID, City



TABLE 5.1 CONT. IMPLEMENTATION MATRIX

ACTION NUMBER	SUMMARY	ESTIMATED COST	SHORT (1-5 YRS.)	MED. (6-10 YRS.)	LONG (11-20 YRS.)	PRIMARY RESPONSIBILITY/PARTNERS	POTENTIAL FUNDING SOURCES
PLACE MAKING STRATEGIES CONT.							
PM.7	Establish a lunchtime farmers market in highly visible areas of Town Center	TBD		X		Farmers market organization/City	BID, City
PM.8	Develop Town Center Transit Shelter Adoption Program	TBD		X	X	SMART/City/BID	BID, SMART/City
PM.9	Develop a Streetscape Design Plan (priority)	\$50k	X			City	City, TGM
ECONOMIC DEVELOPMENT STRATEGIES							
ED.1	Coordination and Advocacy Structure to Promote Town Center Businesses	N/A	X	X	X	BID/City	Membership, Parking fees, City
ED.2	Consider establishing a Business Improvement District or Economic Improvement District	TBD	X	X		BID/City	Membership, TIF, City
ED.3	Consider the feasibility of the Oregon Main Street Program	TBD		X		BID/City/Oregon Main Street	Grants, Membership, City
ED.4	Business Retention and Location Assistance	TBD		X		City/Private	TIF, Private
ED.5	Development Opportunity Study Program	10-20k per study	X	X	X	City/Private	City/Private
ED.6	Form Public-Private Partnerships (PPPs) to Catalyze Development	TBD	X	X	X	City/Private	City/Private
ED.7	Conduct an Urban Renewal Feasibility Study and Plan	35k		X		City	City
ED.8	Facilitate the Creation of a Local Improvement District (LID)	TBD		X		City/Private	City/Tax assessments
ED.9	Conduct a Development Finance Study	30k	X			City	City

TABLE 5.1 CONT. IMPLEMENTATION MATRIX

ACTION NUMBER	SUMMARY	ESTIMATED COST	SHORT (1-5 YRS.)	MED. (6-10 YRS.)	LONG (11-20 YRS.)	PRIMARY RESPONSIBILITY/PARTNERS	POTENTIAL FUNDING SOURCES
ECONOMIC DEVELOPMENT STRATEGIES CONT.							
ED.10	Consider adopting a Vertical Housing Development Zone (VHDZ)	N/A	X	X	X	City	City
ED.11	Multiple Unit Limited Tax Exemption Program	N/A	X	X	X	City	City
ED.12	Opportunity Zones and Opportunity Funds (OZ)	N/A		X		City/Private	Private
ED.13	Other Grant and Tax Credit Programs	N/A	X	X	X	Private/City	Non-profits, foundations, government
TRANSIT INVESTMENTS							
TR.1	Implement Regulatory Actions and Infrastructure Investments	TBD	X	X	X	City	City/SMART
TR.2	Improve Transit Connections	TBD	X	X	X	City/Private	SMART/Private
TR.3	Transit Infrastructure Unique to Town Center	TBD		X	X	City/Private	SMART/Private
TR.4	Increase Transit Service Over Time	TBD	X	X	X	City	SMART
TR.5	Improve Transit Accessibility	TBD	X	X	X	City/Private	SMART/Private

Attachment A

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WILSONVILLE **TOWN CENTER PLAN** 01.29.2019



Section 4.132. Town Center Zone.

(.01) Applicability and Purpose.

The Town Center (TC) Zone applies to lands within the Town Center Comprehensive Plan Map designation. The TC Zone is a Planned Development Zone, subject to applicable Planned Development regulations (see Section 4.140 and 4.118). The purposes of the TC Zone are to:

- A. Implement the Town Center policies and implementation measures of the Comprehensive Plan.
- B. Implement the Wilsonville Town Center Plan recommendations for the Town Center Comprehensive Plan Map designation.
- C. Create a vibrant, walkable destination that inspires people to socialize, shop, live, and work.
- D. Support future development that transforms Town Center into the heart of Wilsonville.
- E. Foster active parks, civic spaces, and amenities that provide year-round, compelling experiences.
- F. Create a development pattern where Wilsonville residents and visitors come for shopping, dining, culture, and entertainment.

Sub-districts. The TC Zone includes four sub districts (Figure 1):

- a. **Main Street.** A walkable and lively main street with a mix of active uses and 3-4 story buildings through the heart of Town Center along Parkway Avenue, which would extend south past Town Center park to Wilsonville Road.
- b. **Neighborhood-Mixed Use.** Development would be primarily small-scale mixed-use, 2-3 story development, with neighborhood-serving commercial businesses or townhomes adjacent to Town Center Loop East and the existing residential neighborhoods. Neighborhood mixed-use provides a transition from single family neighborhoods east of Town Center Loop E to the central portions of Town Center.
- c. **Mixed Use.** A variety of 2-4 story buildings throughout Town Center would provide the mix of residential, commercial and office uses the community is looking to have in Town Center. Moderate activity near Wilsonville Road would be commercially focused while the areas near Town Center Park would include more residential and mixed-use buildings.
- d. **Commercial-Mixed Use.** Allowing taller buildings, up to 5 stories, along I-5 and near the future pedestrian bridge landing, would improve Town Center's visibility, help create a sense of place, and support the increased level of activity and economic vibrancy desired by community members, including additional employment opportunities, entertainment, and hospitality services. As proposed, residential uses in this area would be required to be buffered from I-5 by non-residential buildings.

(.02) Uses permitted anywhere in the TC Zone

- A. Open space
- B. Multiple-family Dwelling Units, except in areas immediately adjacent to I-5 as noted in Subsection (.03)A. below within the Commercial Mixed Use District.
- C. Public or private parks, playgrounds, recreational and community buildings and uses
- D. Commercial recreation
- E. Religious institutions

- F. Retail sales and service of retail products, under a footprint of 30,000 square feet per use
- G. Office, including medical facilities
- H. Personal and professional services
- I. Child and/or day care
- J. Food service (e.g. restaurants, food carts, food cart pods)
- K. Beverage service (e.g. cafes, brewpubs, bars)
- L. Any of the above in mixed use buildings

Figure 1. Town Center Sub Districts



(.03) Permitted and Prohibited uses in specific sub-districts

Figure 1, Land Use Sub-Districts, illustrates subareas of the Town Center where certain regulations apply. Below are use-related regulations for the Sub-districts.

A. COMMERCIAL – MIXED USE (C-MU)

1. Additional permitted uses – Commercial recreation with outdoor facilities (e.g. cart track); single-user commercial or retail (e.g. grocery store or retail establishment) may exceed 30,000 square feet if located on more than one story of a multi-story building; cinemas
2. Multiple-family is prohibited immediately adjacent to I-5. Multiple-family development must be buffered from I-5 by non-residential building(s).
3. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are permitted in the C-MU subdistrict, provided that they meet design and development standards for the TC Zone. Existing drive-through uses and facilities may be continued consistent with Section 4.189.

B. MAIN STREET (MS)

1. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are prohibited. Existing drive-through uses and facilities may be continued consistent with Section 4.189. In the MS sub-district, a change in use is prohibited for new drive-through uses.

C. MIXED USE (MU)

1. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are permitted in the MU subdistrict, provided that they meet design and development standards for the TC Zone. Existing drive-through uses and facilities may be continued consistent with Section 4.189.

D. NEIGHBORHOOD-MIXED USE (N-MU)

1. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash), are prohibited. Existing drive-through uses and facilities may be continued consistent with Section 4.189. In the N-MU sub-district, a change in use is permitted if redeveloping an existing drive-through use with another drive-through use, consistent with the other standards of Section 4.189.

(.04) Consistency with Street Network and Multi-modal Network

- A. All development will be consistent with the Street Network and Multi-modal Network, shown in Figures 2 and 3. Street and multi-modal facility locations are approximate and will be finalized as part of the development review process. The purpose of these plans are to support the creation of a highly connected and walkable Town Center where there are options for travel. The Development Review Board (DRB) may approve variations from Figures 2 and/or 3, if:
 1. Existing development restricts the connection from being developed;
 2. Existing natural resources and/or open space would be adversely affected by construction of the facility and mitigation of those impacts is not feasible.

- B. If a street or other multimodal connection varies from Figures 2 and/or 3, equivalent connectivity and multi-modal travel options shall be provided as determined in a Transportation Impact Analysis prepared per Section 4.140 and approved by the City Engineer.
- C. All development shall provide transportation facilities consistent with the cross-sections in the Wilsonville Town Center Plan and applicable provisions of the Wilsonville Transportation System Plan subject to variations approved by the City Engineer.
- D. All franchise utilities shall be located underground within the public sidewalk.

Figure 2. Street Network

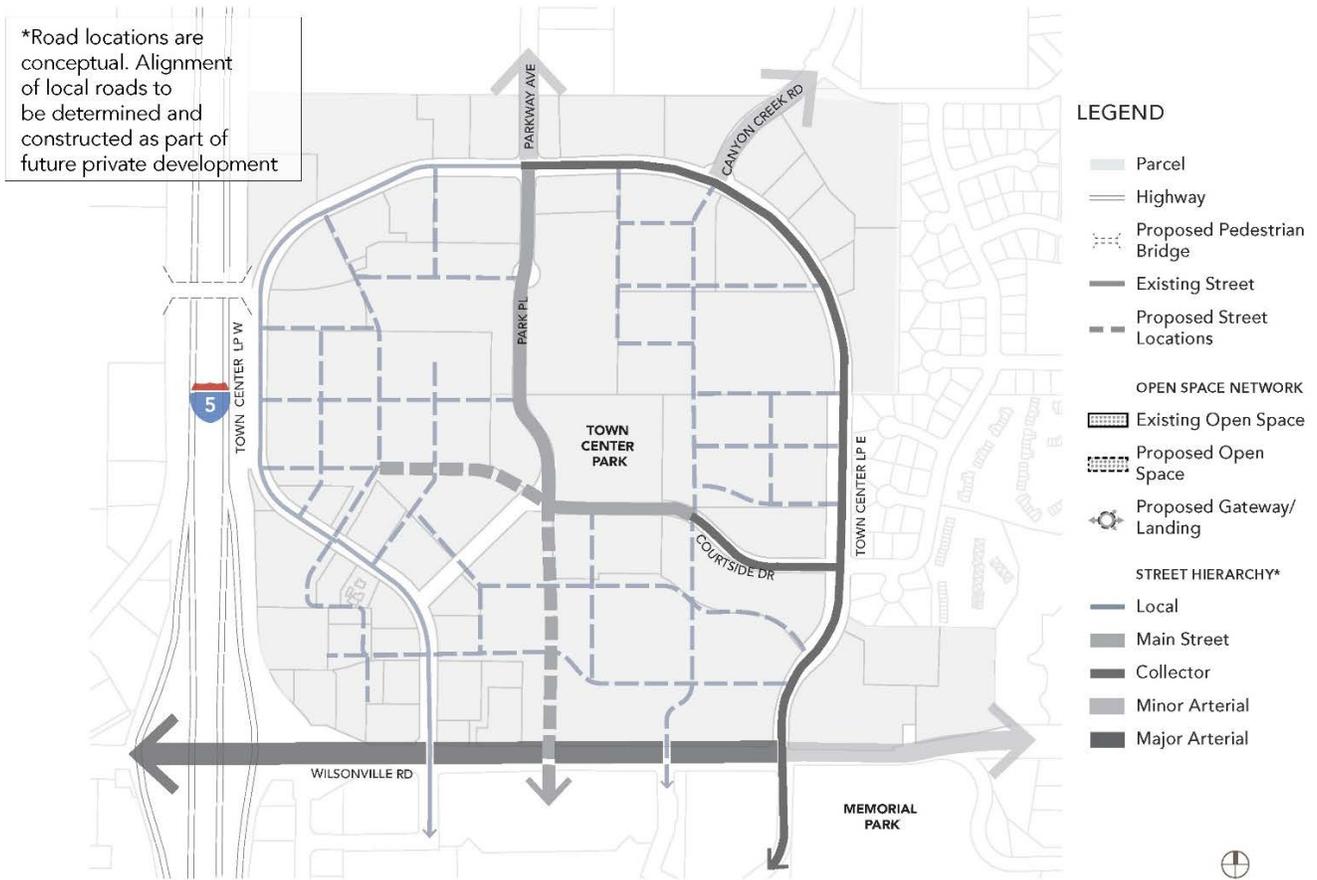
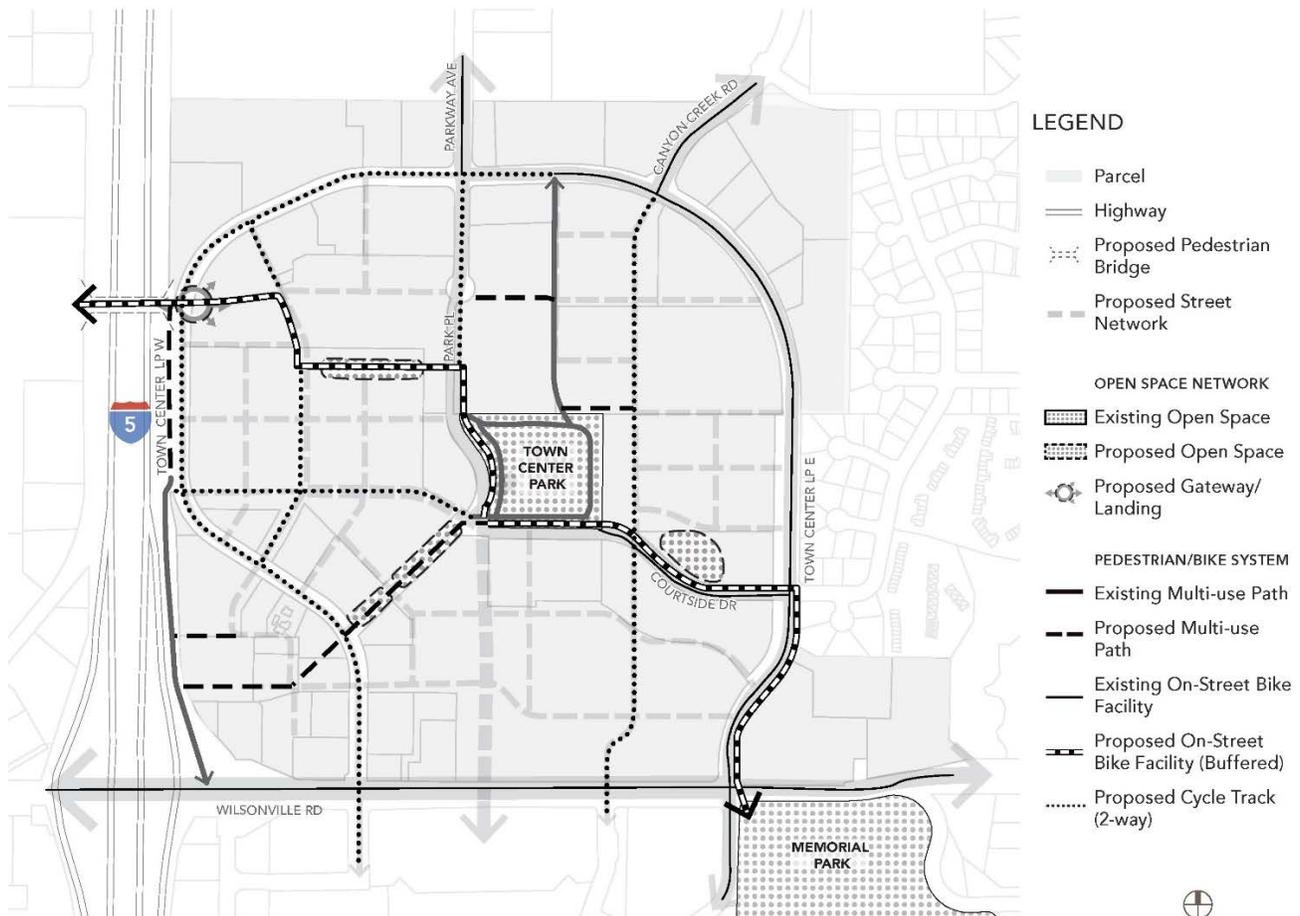


Figure 3. Multimodal Network

(.05) Consistency with Open Space Network

- A. All development will be consistent with the Open Space Network, shown in Figure 4. The Open Space sizes and locations on Figure 4 are approximate and will be finalized as part of the development review process. The purpose of the plan is to create open spaces that are linked and serve as attractive amenities for Town Center. The Development Review Board may approve variations from Figure 4 if needed to accommodate existing development or physical constraints, and/or, preserve natural resources and open space. If an open space is varied, equivalent open space and open space linkage shall be provided.
- B. The Development Review Board may specify the method of assuring the long-term protection and maintenance of open space and/or recreational areas. Where such protection or maintenance are the responsibility of a private party or homeowners' association, the City Attorney shall review any pertinent bylaws, covenants or agreements prior to recordation."

Figure 4. Open Space Network

(.06) Design and Development Standards

A. PURPOSE AND INTENT

The purpose of the design standards is to:

1. Provide high quality design in new development and redevelopment that promotes a sense of community identity and implements the Wilsonville Town Center Vision.
2. Provide a well-defined pedestrian, bicycle and vehicular network, good connections to adjacent land uses and direct connections to transit stops.
3. Provide quality and usable open space, increase street tree canopy, and create transitions between land uses.
4. Provide sustainable development through the adaptive reuse of existing buildings and increase the use of low-impact development best practices.
5. All development shall follow these standards except as permitted in Section 4.132.06(D).

B. BUILDING/STREET FRONTAGE REQUIREMENTS

Building and street frontage requirement in this section are intended to create an active pedestrian environment through sidewalk-facing ground floors and entryways with protection from the elements for pedestrians.

Table 1. Building/Frontage Design Standards.

Street type	Main Street	Local Roads	Collectors	Arterial	Multi-Use Paths
Objective	Provides pedestrian-oriented and active building frontage on street.	Provides local access to adjacent development with pedestrian design focus. Local roads should also provide access to parking and service entrances.	Provides capacity to accommodate multimodal transportation access and connectivity to regional connections	Provides connectivity to regional system focused on moving people. Access from adjacent multimodal networks is focused at signalized intersections.	Provides bicycle, and pedestrian connectivity travel within Town Center and connections to larger bike/ped system.
Sidewalks	Required. Separated from curb by planting strip, tree wells, or rain gardens.	Required. Separated from curb by planting strip, tree wells, or rain gardens.	Required. Separated from curb by planting strip, tree wells, or rain gardens.	Required. Separated from curb by planting strip, tree wells, or rain gardens.	N/A
Sidewalk width (curb to building) [1]	12 feet, plus optional setbacks. 10 feet fronting Town Center Park	12-14 feet, depending on local street option.	12-13.5 feet (per TSP)	13.5-16.5 feet (Per TSP)	Varies-minimum 12 feet
Landscaping type	Street trees and plantings, including rain gardens, rooftop gardens, plazas.	Street trees and plantings, including rain gardens, rooftop gardens, plazas.	See Section 4.176.	See Section 4.176.	See Section 4.176.
On-street parking	Parallel or diagonal parking required. Parklets and bicycle parking permitted in street [2].	Dependent on local road design (see cross section options). Parallel parking on both sides, or diagonal parking on one side, depending on ROW availability and street cross-section.	Optional	Prohibited.	N/A
Number of lanes	Two	Two	Two	Three to five	N/A

Street type	Main Street	Local Roads	Collectors	Arterial	Multi-Use Paths
Bicycle facilities	See Figure 3. One-way buffered bike lanes required north of Town Center Park. Two-way cycle track adjacent to Town Center Park and on Courtside Drive from Park Place to Town Center Loop East.	Varies by local street option.	Buffered, one-way, except where two-way cycle track is recommended (see Figure 3).	Buffered, one way	N/A
Minimum % of building along street frontage (see Figures 5.A through 5.D for typical site designs)	Minimum 70% of buildings facing Main Street. Buildings to be placed at corners with primary building access at or within 20 feet of the corner.	Minimum 50% of building facing a local street. Buildings to be placed at corners.	Minimum 50%	Minimum 50%	N/A
Location of parking	On street, behind building (surface or structured, above or below grade)), or at shared central location.	On street when allowed, behind or to the side of building. Off street parking is not permitted along Main Street frontage. Off-street parking prohibited at corners of public streets.	To the back or side of building. Off-street parking prohibited at corners of public streets.	To the back or side of building. Off-street parking prohibited at corners of public streets.	N/A
Parking Access	Parking access provided via local street, alley, or midblock crossing. Alleys must be located more than 100 feet from another road or access point. Shared access is encouraged. Parking access is restricted on north/south main street unless	Parking access provided via local access street or alley.	Parking access provided via local street.	Not permitted. Access to be provided at signalized intersections and interior circulation system.	N/A

Street type	Main Street	Local Roads	Collectors	Arterial	Multi-Use Paths
	no other access is feasible.				
Driveway spacing standards	100 ft. min	100 ft. min	100 ft. min	N/A	N/A
Block length	Maximum block length is 400 ft. The maximum distance to a pedestrian mid-block crossing shall be 250 ft. Maximum mid-block crossing width up to 20 ft.	Maximum block length is 400 ft. The maximum distance to a pedestrian mid-block crossing shall be 250 ft to provide pedestrian and parking access. Maximum mid-block crossing width up to 30 ft.	N/A	N/A	N/A
Typical vehicle speed	20-25 mph	20-25 mph	25-30 mph	25-35 mph	N/A

[1] Sidewalk width includes landscaping area. Tree wells shall include root barriers, the use of structural soils, soil cells, or other means to minimize impacts to sidewalks or roadway from root intrusion.

[2] A maximum of two parklets are permitted per block, per side of street.

Figure 5.A. Building Placement and Location of Parking, Main Street Intersection (typical)

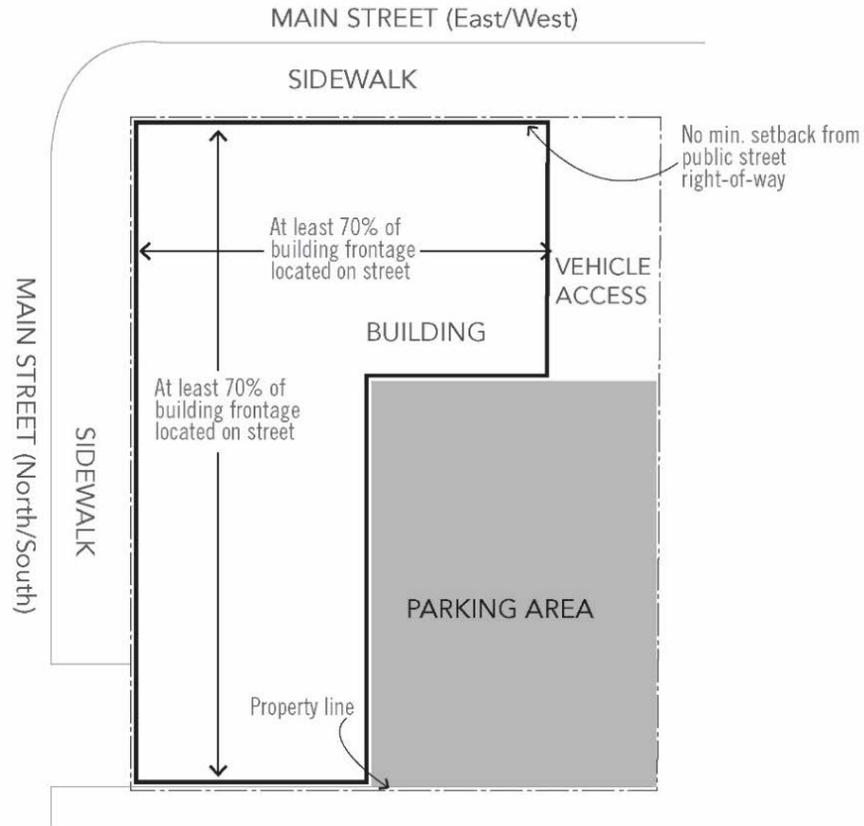


Figure 5.B. Building Placement and Location of Parking, Main Street/Local Street Intersection (typical)

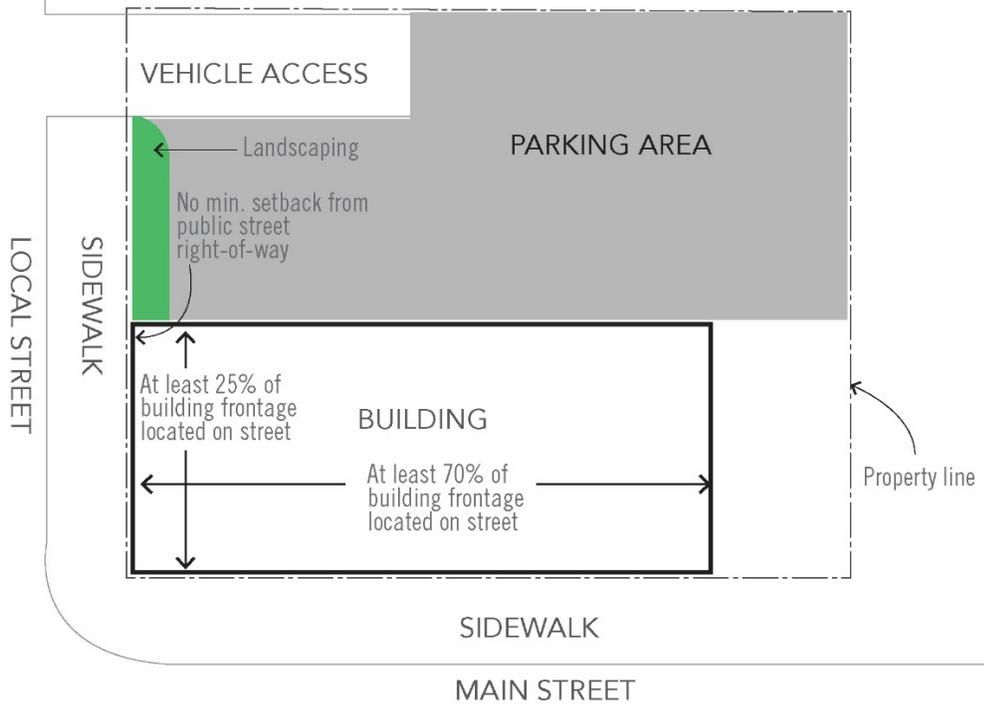


Figure 5.C. Building Placement and Location of Parking, Local Street/Local Street Intersection (typical)

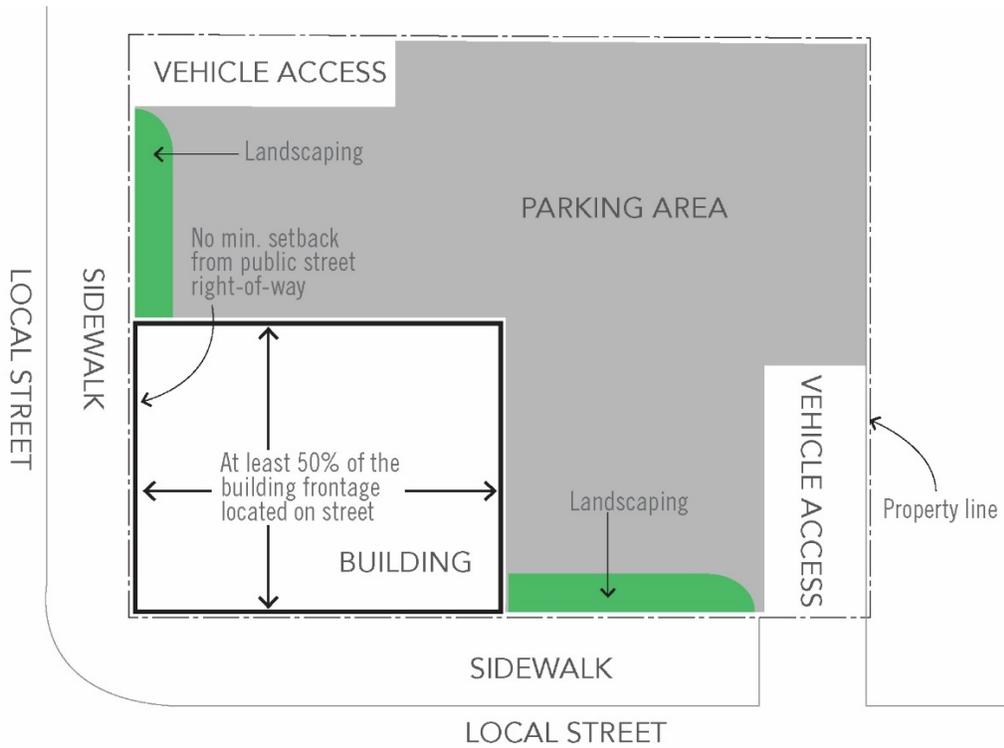
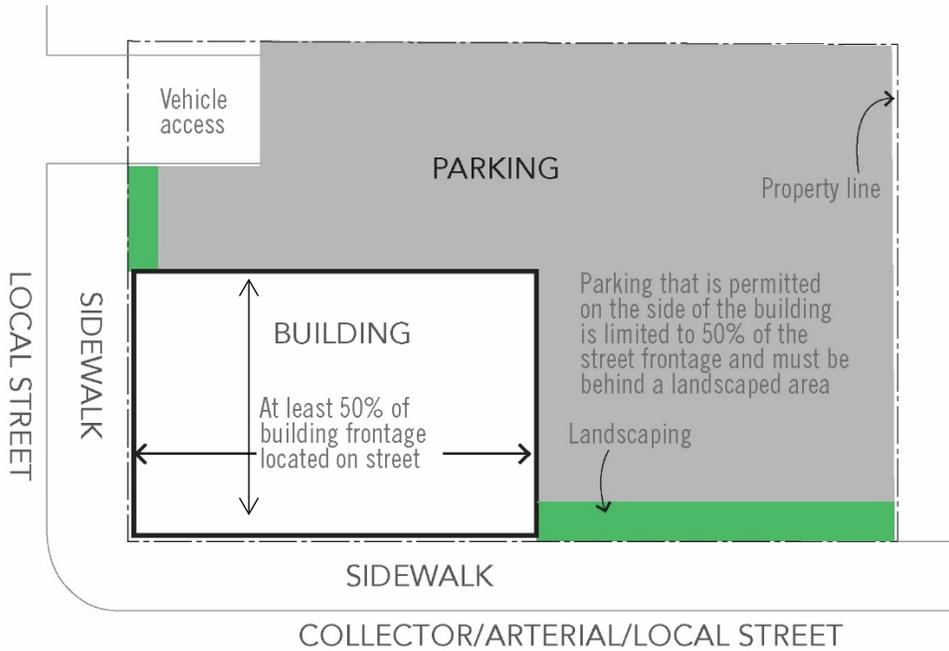


Figure 5.D. Building Placement and Location of Parking, Arterial/Collector/Local Street frontage (typical)



C. DEVELOPMENT STANDARDS

Development standards apply to all new development within the Town Center boundary.

Table 2. Town Center Development Standards [1]

	Town Center			
STANDARD	SUBDISTRICT			
	MSD	N-MU	MU	C-MU
Front setback				
Minimum	0 ft.	0 ft.	0 ft.	0 ft.
Maximum [2]	20 ft.	20 ft.	20 ft.	10 ft.
Side facing street on corner and through lots				
Minimum	0 ft.	0 ft.	0 ft.	0 ft.
Maximum [2]	10 ft	10 ft	10 ft	10 ft
Side yard				
Minimum	0 ft.	0 ft.	0 ft.	0 ft.
Maximum [2]	10 ft	10 ft	10 ft	10 ft
Rear setback				
Minimum	0 ft.	0 ft.	0 ft.	0 ft.
Maximum	20 ft.	20 ft	20 ft	20 ft
Building height (stories) [3]				
Minimum	two	two	two	two
Maximum (stories/feet) [4]	four	three	four	five
Ground floor height minimum [5]	15 ft.	12 ft	12 ft.	15 ft.
Ground floor uses	Mixed-use buildings required within 200 feet of the Park Place/Courtside Drive intersection.	N/A	N/A	N/A
Building site coverage maximum	90%	75%	90%	90%
Minimum landscaping	10%	15%	15%	10%
Minimum building frontage	70%	25%	50%	50%

	Town Center			
STANDARD	SUBDISTRICT			
	MSD	N-MU	MU	C-MU
Residential density (units per acre)				
Minimum [6]	40	16	40	40
Maximum	None	40	None	None

- [1] This table does not apply to existing development. All new buildings in the district must meet these development standards.
- [2] For Commercial development, the maximum front and street side yard setback is 10 feet. For mixed-use and residential only development, the maximum front setback is 20 feet. Front setbacks are permitted provided they are used for seating or other uses that encourage pedestrian activity and active ground floor uses. A variety of building setbacks are encouraged.
- [3] Second stories or higher in buildings must be useable. No false front buildings are permitted.
- [4] Within the MSD, MU and C-MU subdistricts, the maximum number of building stories may be increased by one story if a minimum of 25% of the units of the bonus floor area are affordable, with rental rates /mortgage restrictions for a minimum of 10 years, to households earning at or below 80% of median family income of Wilsonville.
- [5] This standard does not apply to residential only buildings.
- [6] Minimum residential density applies to residential-only development. There is no minimum residential density for mixed use development.

D. WAIVERS TO DEVELOPMENT STANDARDS

The Development Review Board (DRB) may approve waivers to the size of the ground floor of a building floorplate and/or the number of stories of a building within the MU and C-MU subdistricts, consistent with the provisions of Section 4.118.03 if the three (3) of following criteria are met:

1. Innovative building techniques, such as rainwater harvesting, graywater systems, green roofs, or other environmental systems, shall be incorporated into the building design to reduce impact to the environment.
2. LEED certification, Earth Advantage, or another recognized environmental certification.
3. Public amenities, such as a plaza or other community gathering space, shall be incorporated into the building design. Public plaza or other gathering spaces shall be located in a prominent, visible location adjacent to a public street.
4. Installation of public art.
5. Providing affordable housing on the development site.
6. Provides incubator space on site, either within or adjacent to the development that provides below market lease rates for small businesses.

E. BUILDING PLACEMENT.

Buildings shall meet the following standards. If :

1. Main Streets and Local Streets. Where parcels are bounded by a Main Street and perpendicular street, buildings shall be located at the street intersection. For parcels with frontage only on

one street or if a building is already located at the street intersection, the new building shall be located immediately adjacent to existing building to create a continuous building façade with adjacent buildings. Street frontage requirements for Main Street are a minimum of 70 percent of the lot frontage. Off street parking shall be located behind buildings fronting Main Street, either on surface or tuck under lot, parking structure, or at a central off-site parking facility located within the TC boundary.

2. If a parcel fronts two or more different street design classifications, the primary building entrance shall front the following in order of priority: Main Street, Local Street, Collector Street.
3. Minimum building frontage requirements for a Local Street shall be 25 percent if the development also fronts Main Street.
4. Minimum building frontage requirements for a local street shall be 50 percent if the development front another local street.
5. For parcels that do not front a Main Street or a Local Street, the minimum building frontage shall occupy a minimum 50 percent of the lot frontage.
6. The Development Review Board may approve variations from building placement standards if existing development, physical constraints, or site circulation and access are infeasible. If the Design Review Board determines that a variation from building placement standards is required, building placement should be prioritized as follows:
 - a. If the development is adjacent to Main Street, the primary frontage of the building shall remain on Main Street with variation from this standard occurring on a side street.
 - b. If the development is adjacent to the Main Streets (e.g. Park Place and Courtside Drive) the primary frontage shall be on Park Place with the variation occurring on Courtside Drive
 - c. If the development is adjacent to two local streets , the primary frontage shall be on the north/south local street with the variation occurring on east/west local street.

E. Building setbacks.

The minimum building setback from public street rights-of-way shall be zero feet; the maximum building setback shall be 20 feet for MSD and N-MU districts. The maximum setback shall be 10 feet for all other districts. No off-street vehicle parking or loading is permitted within the setback. Bicycle parking is permitted with in the setback.

F. FRONT YARD SETBACK DESIGN.

Landscaping, water quality treatment, seating areas, an arcade, or a hard-surfaced expansion of the pedestrian path must be provided between a structure and a public street or accessway. If a building abuts more than one street, the required improvements shall be provided on all streets. Hard-surfaced areas shall be constructed with scored concrete or modular paving materials. Benches and other street furnishings are encouraged.

G. WALKWAY CONNECTION TO BUILDING ENTRANCES.

A walkway connection is required between a building's entrance and a public street or accessway. This walkway must be at least six feet wide and be paved with concrete or modular paving materials. Building entrances at a corner adjacent a public street intersection is encouraged.

H. PARKING LOCATION AND LANDSCAPE DESIGN.

1. Parking for buildings adjacent to public street rights-of-way must be located to the side or rear of newly constructed buildings, except for buildings fronting Main Street, where parking must be located behind the building, either surface, tuck under or structured (above or below grade). For locations where parking may be located to the side of the building, parking is limited to 50% of the street frontage and must be behind a landscaped area per Section 4.176.
2. Within off-street parking lots, all parking spaces, except for those designated for ADA accessible space or deliveries, shall be shared spaces. Designation for individual uses is not permitted
3. Within off-street parking lots, time-limitations may be placed on parking spaces to encourage parking turnover. This includes time limitations to pickup and drop off of goods from areas businesses (e.g. drycleaner, bank ATM etc.).

I. PARKING GARAGES AND OFF-STREET PARKING ACCESS.

Parking garages must meet all building standards identified within this section. Off street access to a parking lot or garage should be located to minimize conflicts with pedestrians and must be provided from an alley or local street.

J. PLAZA AREAS

The following plaza design standards are intended to enhance the overall site layout and ensure that plaza areas are designed as an accessible amenity.

1. Plaza space shall be required when a mixed use or commercial development or redevelopment involves a gross site area greater than 2 acres. When a plaza is required as a percentage of the overall required open space requirement the plaza space shall incorporate at least three of the following elements:
 - a. One seating space shall be provided for every 250 square feet of plaza area and/or public space. The seating space requirement may be met by providing benches, chairs, and/or seat-walls. Areas actively used for public outdoor cafes are exempted from the calculation in the seating area requirement. Remaining areas plaza areas must meet the seating requirement.
 - b. Structures such as pergolas, canopies, awnings, arcades, or other similar elements to provide shade and rain coverage. Structures should provide coverage for year-round use of the plaza
 - c. In addition to trees required to satisfy the open space requirement, trees shall be provided at a rate of one tree per 800 square feet of plaza or public space area.
 - d. Water features or public art.

- e. Activity areas including but not limited to outdoor cafes, retail spaces, and/or programmed spaces that accommodate entertainment, meetings, educational activities, and play areas.
 - f. Pedestrian-scale wayfinding.
2. Plaza areas shall be visible and accessible from adjacent streets or pedestrian areas. A minimum of 75% of the plaza frontage shall provide direct unobstructed access from adjacent streets.
 3. Stormwater management facilities shall be integrated into the plaza design and used as an amenity to the greatest extent possible.
 4. No less than 20% or more than 60% of the plaza area shall be utilized for planted landscaping, including stormwater detention areas. All other areas shall be composed of hardscaping.
 5. The minimum size of a plaza shall be 2,000 square feet.
 6. Litter receptacles shall be provided at a minimum of four cubic feet of capacity per 800 square feet of open plaza space

K. DRIVE THROUGH FACILITIES

A drive-through facility shall be subject to the following standards:

1. Shall only be permitted if the building also includes indoor seating.
2. Shall not be permitted on parcels with frontage on Main Street.
3. All traffic queuing using the drive through facilities shall be accommodated on site.
4. A drive-through lane shall not be located in the area between a building and a public street and the drive-through windows shall not face a public street.
5. In addition to standards for drive throughs, buildings with drive-through facilities shall also meet standards for primary building access (Section 4.132.06(L)(2)(H)).
6. Drive-through facilities shall be clearly marked with signage to avoid conflict with pedestrian and bicycle facilities.

Figure 6. Drive Through Facilities in Town Center, if not enclosed in a structure (typical)



L. BUILDING DESIGN STANDARDS

1. General Provisions

- a. The first-floor façade of all buildings, including structured parking facilities, shall be designed to encourage and complement pedestrian-scale interest and activity through the use of elements such as windows, awnings, and other similar features.
- b. Building entrances shall be clearly marked, provide weather covering, and incorporate architectural features of the building.
- c. Architectural features and treatments shall not be limited to a single façade. All visible sides of a building from the street, whether viewed from public or private property, shall display a similar level of quality and architectural interest, with elements such as windows, awnings, murals, a variety of exterior materials, reveals, and other similar features.
- d. Green building techniques are encouraged, which could include the use of green roofs, gray water and water harvesting, and/or LEED certification of buildings.

2. Design Standards

- a. All buildings, including parking garages, shall comply with the following design standards.

Building facade windows are required on all street-facing facades (see Figure 7), as follows:

Ground Story: Mixed-Use and Non-Residential	60% of facade
Upper Stories: Mixed-Use	30% of facade
Ground Story: Residential Only	30% of facade

- i. Window area is the aggregate area of the glass within each window, including any interior grids, mullions, or transoms. Facade area is the aggregate area of each street-facing vertical wall plane.
 - ii. Required windows shall be clear glass and not mirrored or frosted, except for bathrooms. Clear glass within doors may be counted toward meeting the window coverage standard.
 - iii. Ground floor windows. All street-facing elevations within the building setback (zero to 20 feet) along public streets shall include a minimum of 60% of the ground floor wall area with windows, display areas or doorway openings. The ground floor wall area shall be measured from two feet above grade to ten feet above grade for the entire width of the street-facing elevation. The ground floor window requirement shall be met within the ground floor wall area and for glass doorway openings to ground level. Up to 50% of the ground floor window requirement may be met on an adjoining elevation as long as the entire requirement is located at a building corner.
 - iv. Street-facing facades that contain vehicle parking, such as a parking structure, do not have to provide windows but shall provide facade openings that meet the minimum required window area. If required facade openings do not contain glass, they may contain architectural elements that are no more than 30 percent sight-obscuring.
- b. Building Facades.
- i. Facades that face a public street shall extend no more than 50 feet without providing at least one of the following features: (a) a variation in building materials; (b) a building off-set of at least one foot; (c) a wall area that is entirely separated from other wall areas by a projection, such as an arcade; or (d) by other design features that reflect the building's structural system (See Figure 8). No building facade shall extend for more than 250 feet without a pedestrian connection between or through the building (see Figure 11).
 - ii. Buildings more than three stories are required to step back six feet from the building facade at the beginning of the fourth story.

Figure 7. Window Placement and Percentage of Facade

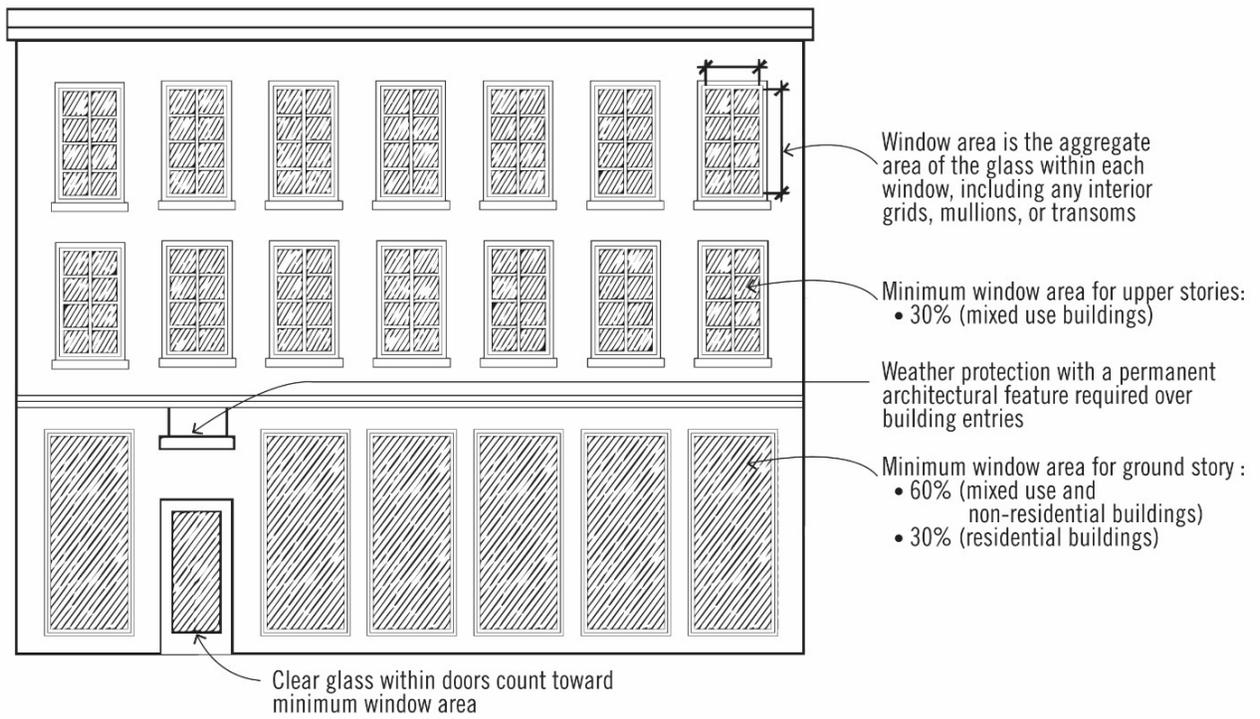
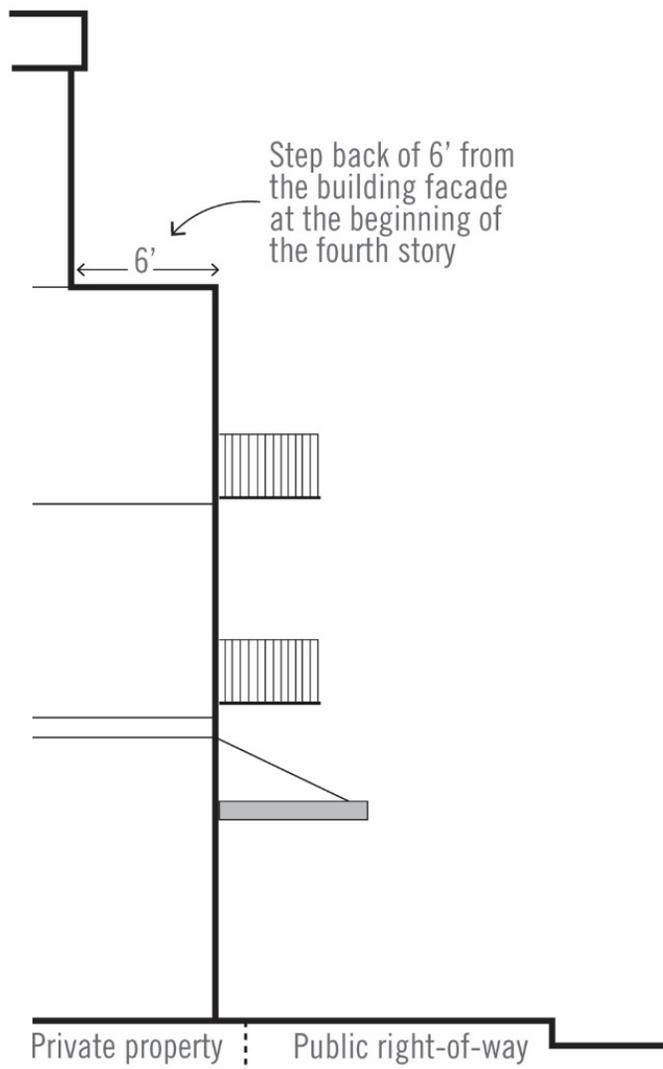
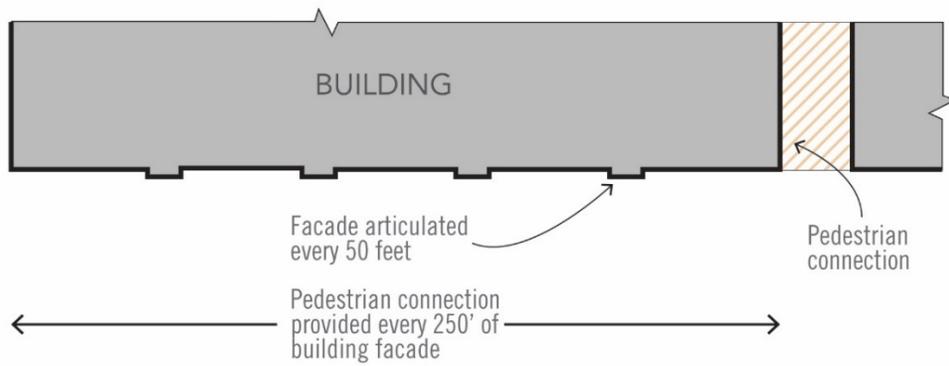


Figure 8. Building Facade Articulation and Stepbacks

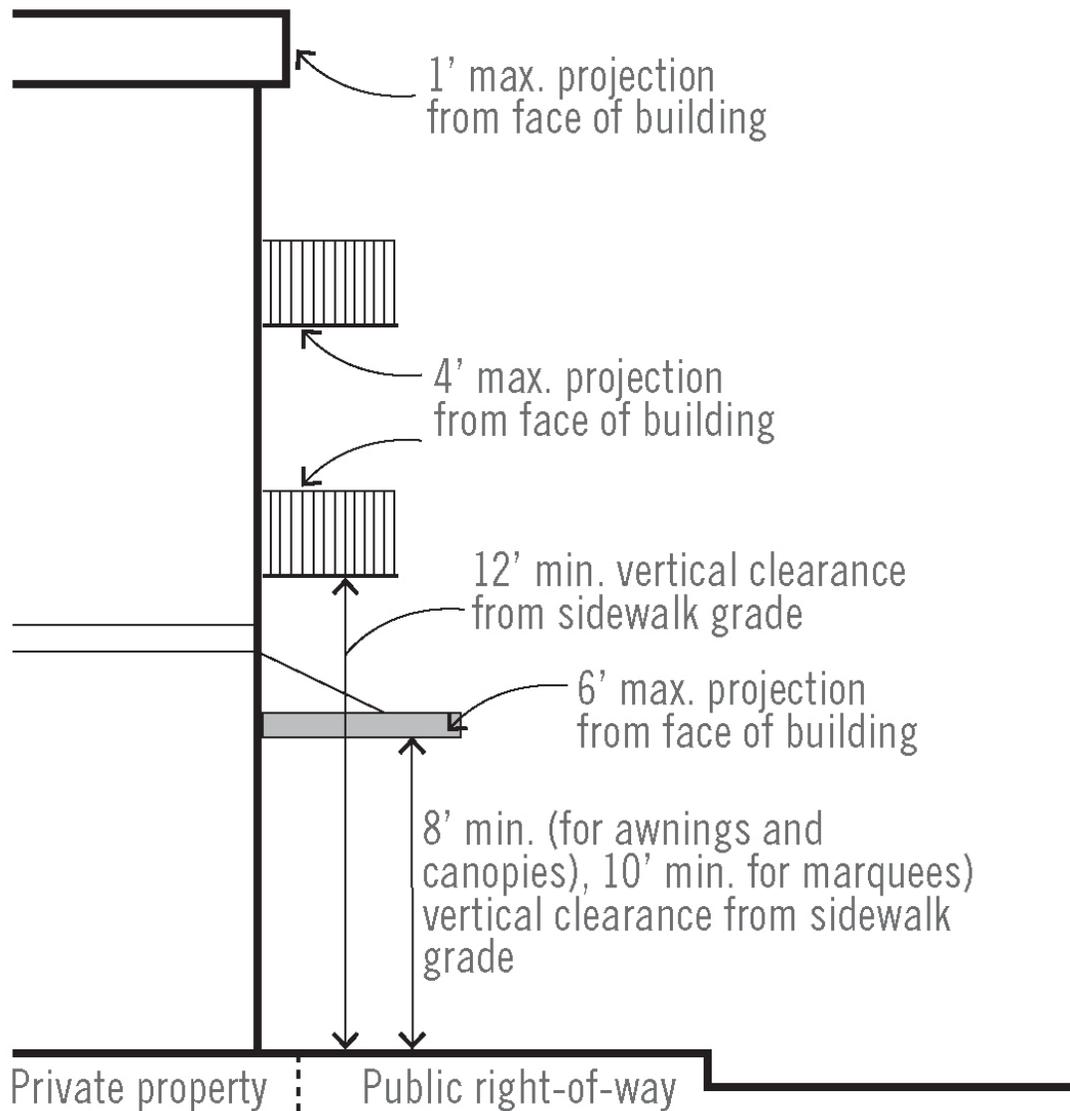


- c. Weather protection (for nonresidential and mixed-use buildings):
- i. A projecting facade element (awning, canopy, arcade, or marquee) is required on the street-facing façade. Within the MS subdistrict, weather protection shall be provided across the entire length of the building frontage.
 - ii. All weather protection must comply with the Oregon Structural Specialty Code in effect at the time of application for projections or encroachments into the Public Right-of-Way.
 - iii. Weather protection shall be maintained and in good condition.
 - iv. Marquees shall have a minimum 10-foot clearance from the bottom of the marquee to the sidewalk. Canopies and awnings shall have a minimum 8-foot clearance from the bottom of the awning or canopy to the sidewalk.
 - v. The projecting façade element shall not extend into amenity zone or conflict with street lights. If the projecting façade element blocks light shed from adjacent street lights, exterior lighting shall be located on the building.
 - vi. Awnings shall match the width of storefronts or window openings.
 - vii. Internally lit awnings are not permitted.
 - viii. Awnings shall be made of glass, metal, or a combination of these materials. Fabric awnings are not permitted.
- d. Building materials. Plain concrete block, plain concrete, T-111 or similar sheet materials, corrugated metal, plywood, sheet press board or vinyl siding may not be used as exterior finish materials. Foundation material may be plain concrete or plain concrete block where the foundation material is not revealed for more than two feet. Use of brick and natural materials (wood) is encouraged.
- e. Roofs and roof lines. Except in the case of a building entrance feature, roofs shall be designed as an extension of the primary materials used for the building and should respect the building's structural system and architectural style. False fronts and false roofs are not permitted.
- f. Rooftop features/equipment screening.
- i. The following rooftop equipment does not require screening:
 - Solar panels, wind generators, and green roof features;
 - Equipment under two feet in height.
 - ii. Elevator mechanical equipment may extend above the height limit a maximum of 16 feet provided that the mechanical shaft is incorporated into the architecture of the building.

- iii. Satellite dishes and other communications equipment shall be limited to 10 feet in height from the roof, shall be set back a minimum of five feet from the roof edge and screened from public view to the extent possible.
 - iv. All other roof-mounted mechanical equipment shall be limited to 10 feet in height, shall be set back a minimum of five feet from the roof edge and screened from public view and from views from adjacent buildings.
 - v. On all structures exceeding 35 feet in height, roofs shall have drainage systems that are architecturally integrated into the building design.
 - vi. Any external stairwells, corridors and circulation components of a building shall be architecturally compatible with the overall structure, through the use of similar materials, colors, and other building elements.
 - vii. Required screening shall not be included in the building's maximum height calculation.
- g. General Screening
- i. Utility meters shall be located on the back or side of a building and screened from view from a public street to the greatest extent possible and shall be painted a color to blend with the building façade.
- h. Primary Entry
- i. For commercial/institutional/mixed use buildings:
 - At least one entry door is required for each business with a ground floor frontage.
 - Each entrance shall be covered, recessed, or treated with a permanent architectural feature in such a way that weather protection is provided.
 - All primary ground-floor common entries shall be oriented to the street or a public space directly facing the street, not to the interior or to a parking lot, or placed at an angle up to 45 degrees from an adjacent street.
 - Courtyards, plazas and similar entry features may be utilized to satisfy the building entrance requirement when these features are designed to connect the adjacent street edge to the main building entrance.
 - ii. For residential buildings:
 - Entry door. The primary public entrance to each building unit shall be covered, recessed, or treated with a permanent architectural feature in such a way that weather protection is provided.
 - All primary ground-floor common entries of multifamily buildings or individual unit entries of attached residential units that front the street shall be oriented to the street or public right-of-way, not to the interior or to a parking lot.
- i. Building projections. Building projections are allowed as follows (see Figure 9):

- i. Architectural elements such as eaves, cornices and cornices may project up to 1' from the face of the building.
- ii. Bay windows and balconies may project up to 4' from the face of the building. Balconies that project into the right-of-way shall have a minimum vertical clearance of 12 feet from sidewalk grade or be mounted at the floor elevation, whichever is greater.
- iii. See also Section 4.132.06(L)(2)(C) for standards related to weather protection

Figure 9. Building Projections

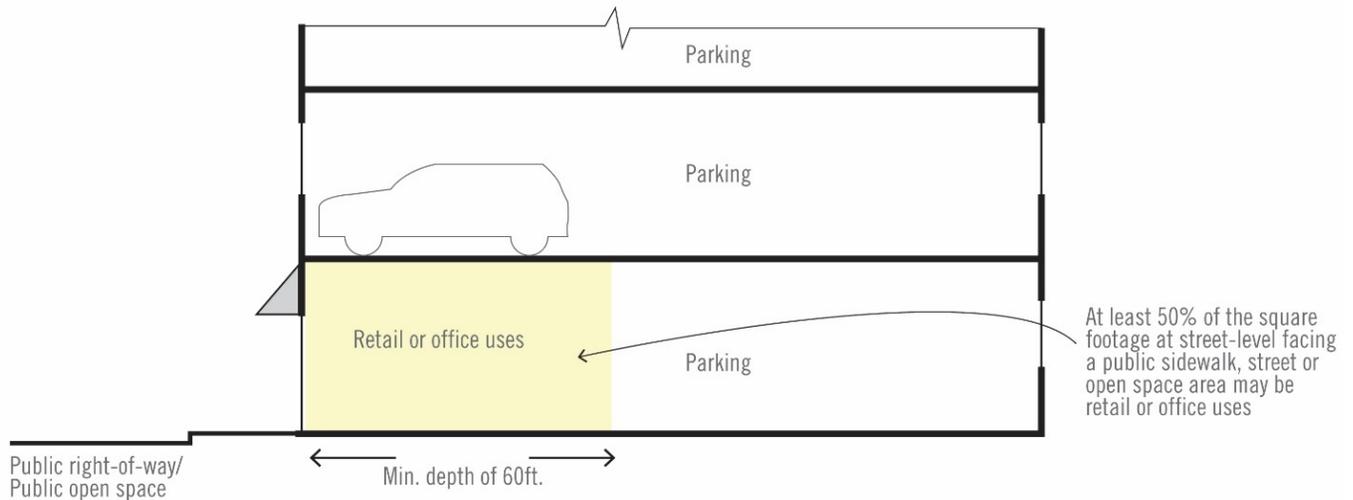


M. OFF STREET PARKING AND LOADING

Parking standards are identified in Section 4.155.

N. PARKING WITHIN A BUILDING OR STRUCTURE

1. Parking structures shall be designed to allow re-use of the building for non-parking uses, such as office or residential uses.
2. The ground floor façade of a structured parking facility that abuts a public sidewalk, street, or open space and that is not occupied by entrances, exits, or waiting areas shall be designed and constructed with a minimum unfinished floor to ceiling height of 15 feet in order to allow occupancy by uses other than parking that are permitted in the underlying district (see Figure 10).
3. Parking structures located in the MSD and adjacent to a public street shall contain retail or office uses on the first floor fronting the street or be wrapped with development of equal or greater height than the parking structure. At least 50 percent of a street-level floor facing a public sidewalk, street, or open space area shall contain retail or office uses to a minimum depth of 60 feet.
4. Facade openings that face a public street or open space shall be vertically and horizontally aligned and all floors fronting on those facades shall be level, not inclined.
5. The first floor facade of a parking structure located adjacent to a public street shall include at least three architectural elements such as arcades, windows, awnings, overhangs, screens, grills, louvers or other similar non-opaque features.
6. Parking structures shall be designed so that motorized vehicles parked on all levels of the structure are screened to a minimum height of 42 inches.
7. Where the upper floors of above-ground parking structures are visible from a public street, such surfaces shall include architectural or vegetative finishes.
8. Within a surface parking lot or structure, the bicycle spaces, carpool, vanpool, shared car, or electric vehicle charging spaces should be placed in preferred locations relative to the street, the building entrances, and the primary pedestrian routes within and around the project site.

Figure 10 Parking Structure-Ground Floor Design

O. STREET CONNECTIVITY

1. Purpose.

The purpose of these standards and procedures is to create safe, comfortable, and attractive streetscapes for pedestrians, improve connectivity for all modes of travel, and remove barriers for small-scale incremental development.

2. General provisions.

This section contains the standards and procedures for improvements to public transportation facilities for all property located in the Wilsonville Town Center Boundary, including specific standards for vehicle, pedestrian, bicycle, and transit facilities. The terms “transportation facilities” and “transportation improvements” generally include those facilities, or improvements to those facilities, that accommodate all modes of travel that are usually located in public rights-of-way, also commonly referred to as streets. “Frontage improvements” are transportation improvements immediately adjacent to a proposed development’s street frontage. “Off-site improvements” are transportation improvements not adjacent to a proposed development’s street frontage.

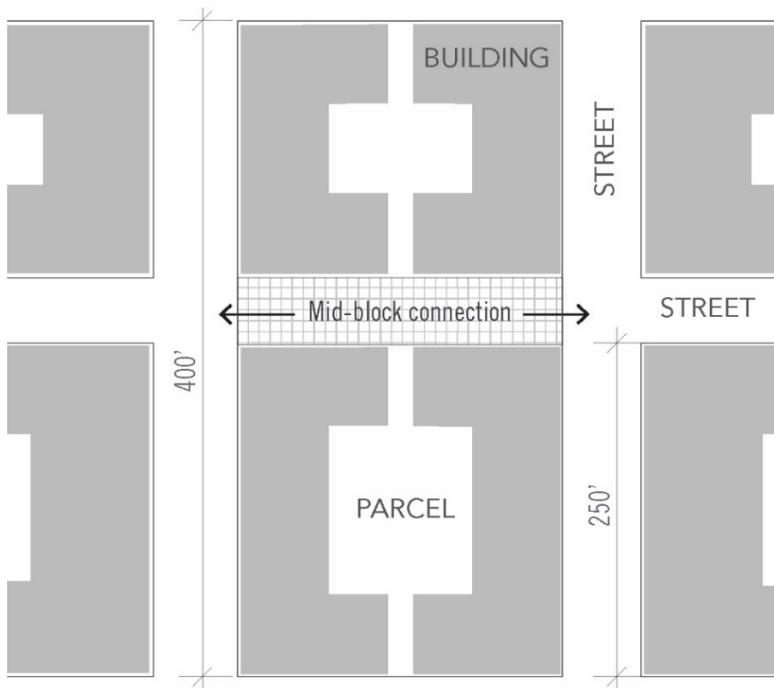
3. Transportation facility standards.

a. Intersection design and spacing.

- i. Transportation facilities shall be designed and constructed in conformance to the applicable section of the City Development Code and to the City’s Public Works Standards.
- ii. Street intersections shall have curb extensions to reduce pedestrian crossing distances unless there are other standards that apply, such as areas with flush curbs.

- iii. New street intersections, including alleys, are subject to approval by the city engineer.
- b. Transportation network connectivity.
- i. Minimum required transportation improvements are identified in the Wilsonville Town Center Plan. Alleys are encouraged but not required. Private streets are prohibited.
 - ii. Bicycle and pedestrian connections are required where the addition of a connection would link the end of a permanent turnaround to an adjacent street or provide a midblock connection through a long block. A midblock connection is required where at least one block face is 400 feet or more in length (see Figure 11). A required connection must go through the interior of the block and connect the block face to its opposite block face. The mid block crossing shall be demarcated with paving, signage, or design that clearly demarcates the crossing is designated for pedestrian and bicycle crossings.

Figure 11. Mid-Block Pedestrian and Bicycle Connections

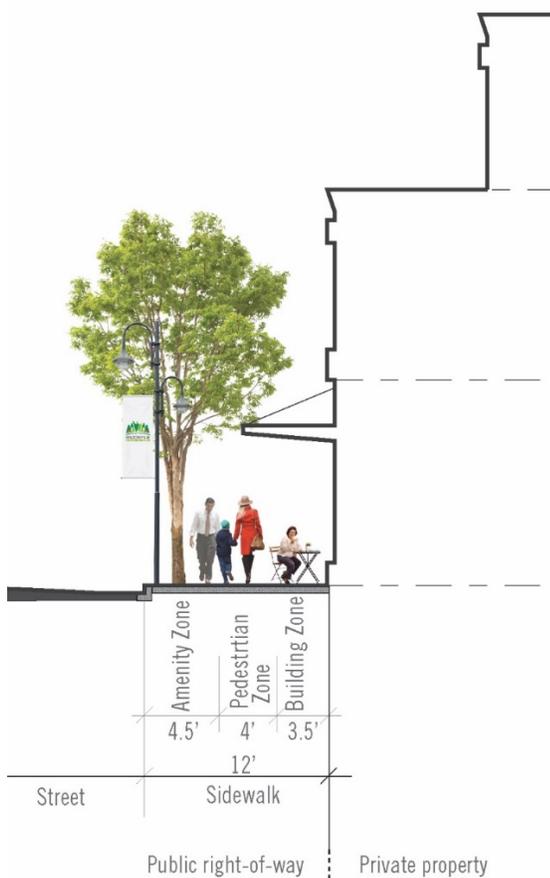


- iii. Streets shall be extended to the boundary lines of the proposed development where necessary to give access to or allow for future development of adjoining properties.
 - Any required or proposed new streets through or along the boundary of the proposed development shall be accompanied by a future street plan. The future street plan shall show that it is feasible to extend all required or

- proposed new streets onto adjoining properties to the satisfaction of the City Engineer.
- Temporary turnarounds shall be constructed for street stubs in excess of 150 feet in length. Drainage facilities shall be constructed to properly manage stormwater runoff from temporary turnarounds.
 - Street stubs to adjoining properties shall not be considered permanent turnarounds, unless required and designed as permanent turnarounds, since they are intended to continue as through streets when adjoining properties develop.
 - Reserve strips may be required in order to ensure the eventual continuation or completion of a street.
- iv. Permanent dead end streets are not allowed except where no opportunity exists for creating a through street connection. Dead end streets shall meet all fire code access requirements and shall only be used where topographical constraints, protected natural resource areas, existing development patterns, or strict adherence to other city requirements precludes a future street connection. The lack of present ownership or control over abutting property shall not be grounds for a dead end street.
- v. Street design. All streets are subject to the standards illustrated in the Wilsonville Town Center Plan.
- vi. Street trees shall be required along all street frontages. The minimum number of required street trees shall be determined by dividing the length (in feet) of the proposed development's street frontage by 30 feet. When the result is a fraction, the number of street trees required shall be the nearest whole number.
- x. Sidewalks shall have a minimum unobstructed width of 6 feet for pedestrian through travel. Permanent structures or utilities within the required pedestrian through-travel area are restricted unless approved by the City Engineer. Sidewalk area outside of the required through-travel area may be used for landscaping, pedestrian amenities such as permanent street furniture, bicycle parking, trash cans, and drinking fountains.
- xi. Temporary placement of customer seating, merchandise display, temporary A-frame signs or other uses by businesses adjacent to the street shall be placed within the amenity or building zone in front of the business (see Figure 12). The building zone may be extended into the pedestrian zone in front of the building if a minimum of 4 feet is provided for the pedestrian through area. Placement of any temporary uses requires a temporary right-of-way use permit and approval by the City Engineer.
- xii. Temporary signs, such as A-Frames, are permitted within Town Center provided the temporary sign meets the following standards:
- One temporary sign is allowed per public entrance to buildings.

- Temporary signs may be up to 12 square feet in area. Only one side of a portable sign will be counted. The vertical dimension of the sign including support structure may be no greater than 42 inches.
 - Signs may be placed in front of the building only during businesses hours
 - Electrical signs and changing image sign features are prohibited.
- xi. Off street paths shall meet the city's path standards identified in the Transportation system plan, unless noted otherwise in the Wilsonville Town Center Plan. The location and type of facility shall be consistent the trail and open space, and street cross section illustrated in the Wilsonville Town Center Plan. Trail widths may be reduced where constrained by existing development, protected natural resource areas, or topography as determined by the city engineer.

Figure 12. Sidewalk Furnishing and Pedestrian Through Zones





CITY COUNCIL MEETING STAFF REPORT

Meeting Date: February 4, 2019	Subject: Proposed Tobacco Retail Licensing Resolution Staff Member: Mark Ottenad, Public/Government Affairs Director Department: Administration	
Action Required	Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution Information or Direction <input type="checkbox"/> Information Only <input checked="" 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 Comments: N/A	
Staff Recommendations: City Council considers request from Board of County Commissioners for letter or resolution of endorsement to implement local countywide tobacco retail license (TRL) ordinance.		
Recommended Language For Motion: N/A		
PROJECT / ISSUE RELATES TO:		
<input type="checkbox"/> Council Goals/Priorities	<input type="checkbox"/> Adopted Master Plan(s)	<input checked="" type="checkbox"/> Not Applicable

ISSUE BEFORE COUNCIL:

Does the City Council wish to express support through a resolution or letter of support to the Clackamas County Board of County Commissioners for the implementation of a countywide Tobacco Retail License (TRL) via ordinance?

EXECUTIVE SUMMARY:

The Board of County Commissioners of Clackamas County is considering implementing a countywide tobacco retail license for commercial retail sales of tobacco and other nicotine products that would enforce current state tobacco control laws with the objective of halting sales to persons under the age of 21. County Commissioners seek support for the proposed TRL ordinance from local jurisdictions, including cities and schools, and other organizations.

City Council members appeared both interested and supportive when representatives of the Clackamas County Public Health Division presented to the City Council on August 14, 2018, about a proposed tobacco retail-licensing ordinance. Support for the proposed County TRL ordinance would be in accord with prior City Council actions pertaining to the use of tobacco products on public property. The City Council adopted Ordinance No. 712 in January 2013 that prohibited the use of tobacco products in City parks and building. The City Council adopted Ordinance No. 735 in April 2014 that prohibited smoking at or near public transit bus stops/shelters.

The County is proposing to implement a TRL ordinance that is a health-enhancing policy that limits under-age person's access to and use of tobacco and nicotine products.

- TRL would augment the Oregon Health Authority's current inspection and enforcement mechanisms by visiting every retailer annually, rather than a random sample.
- A strong enforcement strategy with penalties effectively motivates retailers to comply with existing laws and protects youth. TRL is a best practice policy to address youth-access in the retail environment.
- Studies show that the density and proximity of tobacco retailers to schools impacts youth tobacco rates. TRL ensures that tobacco laws are being followed, decreasing youth access to tobacco products.

All businesses and communities, both large and small, benefit from a Tobacco Retail License. Tobacco remains the number one cause of preventable death in the nation and in Clackamas County. Employee's tobacco use decreases productivity and increases employers' costs. Business communities across the country are addressing this challenge by working with public health to develop and promote tobacco policies that support a healthy future workforce and prosperous communities.

Details of Proposed TRL

The County proposes an annual license fee of \$500-\$600 per retailer that amounts to \$1.37-\$1.64 per day to sell tobacco and nicotine products, and estimates that smaller retailers could raise the price of a pack of cigarettes by \$.12 to offset the cost of the license fee. For TRL to be effectively enforced, the licensing fee must cover the cost of administration, retailer education and enforcement. All businesses, regardless of size, will receive the same level of service from Public Health. A flat fee alleviates the administrative burden from businesses to report revenue from tobacco sales.

The Public Health Division would hire one permanent, full-time, Program Coordinator for the Tobacco Retail License Program in calendar year 2020 and one temporary adult, between 18 – 20 years of age, to implement annual Minimum Legal Sales Age Inspections in calendar year 2021. The revenue generated from Tobacco Retail Licensing fees and fines will be committed to sustain the program, not for youth education. Clackamas County Public Health Division collaborates with prevention coalitions to deliver youth-focused prevention messages and education around a variety of substances through social media and community-based programming.

BACKGROUND:

Oregon Senate Bill 754 (2017) raised the required minimum age for a person to legally buy or obtain tobacco products, inhalant delivery systems, and tobacco product devices, from 18 to 21 effective January 1, 2018. Oregon became the fifth state in the nation to raise the age to purchase tobacco products to 21 years.

When enacting the minimum age requirement for the legal purchase of tobacco products, the legislature did not create a statewide commercial retail-licensing program as has been done with alcohol and cannabis products.

The Clackamas County Public Health Division is charged with protecting the public’s health. The U.S. Food and Drug Administration, U.S. Surgeon General and Oregon Health Authority state that the rapidly increasing use of tobacco products—in particular “e-cigarette” vaping products—is reaching epidemic proportions among the nation’s youth.

Health authorities appear unanimous that raising the age to purchase tobacco to 21 years old, plus a strong tobacco retail licensing system, are evidence-based strategies that helps reduce youth initiation of tobacco. Most addiction to tobacco starts in adolescence, so protecting children is critical from gaining addiction to nicotine contained in tobacco products. Nine out of 10 adults who smoke report that they started smoking before they turned 18 and almost 100 percent start before they turn 26.

The American Lung Association Center for Tobacco Policy and Organizing studied the effects of a strong Tobacco Retail Licensing ordinance in 33 California communities in 2013. The study found significant decreases in illegal sales to minors in nearly every community; 14 communities saw decreases of 30% or more.

The County reports that 14% of a random sample of retailers sold tobacco to minors during state inspections from November 2017 to March 2018.

The Oregon Health Authority reports that tobacco use remains the number-one cause of preventable death and disease in Oregon, killing nearly 8,000 people each year. Tobacco use costs Oregonians \$2.5 billion a year in medical expenses, lost productivity and early death. Tobacco companies spend billions of dollars on tobacco marketing in the United States every year. In 2015, the Federal Trade Commission reported that the tobacco industry spent nearly \$8.9 billion marketing cigarettes and smokeless tobacco. The tobacco industry has shifted marketing from billboards and TV commercials to retail displays located near the point-of-purchase in convenience stores, pharmacies and grocery stores. Almost 75 percent of the tobacco industry’s total marketing expenditures for cigarettes and smokeless tobacco products is in the retail environment. The

tobacco industry spends more than \$100 million every year to advertise and promote tobacco products in Oregon retailers.

Secondhand tobacco smoke causes more than 7,300 lung cancer deaths among U.S. nonsmokers each year, and causes health problems in infants and children, including asthma attacks, respiratory infections, ear infections and sudden infant death syndrome (SIDS). An estimated 625 deaths occur annually as a result of secondhand smoke in Oregon.

EXPECTED RESULTS:

Implementation of TRL could be inconvenient and a slight additional cost for retailers and purchasers of tobacco products. Long-term impacts include a healthier general population and workforce that is more productive with fewer tobacco-related health problems and an improved quality of life, resulting in decreased costs to society from preventable health problems and premature death.

TIMELINE:

The Clackamas County Board of County Commissioners is scheduled to consider adopting a countywide Tobacco Retail Licensing by Spring 2019 and has requested endorsement from the Wilsonville City Council via a resolution or letter of support; model templates attached to this report.

COMMUNITY INVOLVEMENT PROCESS:

Clackamas County Public Health Division has undertaken outreach to community and business groups throughout the county over the past year. The exhibits provide detail on County outreach efforts over time to various constituencies, including tobacco retailers.

The County has received resolutions of support from Cities of Gladstone, Milwaukie, Oregon City and West Linn; and letters of support from City of Sandy and Preventing Tobacco Addiction Foundation, Clackamas County Public School Districts Superintendents, and Vibrant Future Coalition.

Leaders of the Wilsonville Area Chamber of Commerce indicated to City representatives on January 18, 2019, that they did not oppose a proposed TRL.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

A healthier community is one that enjoys a better quality of life free from disease and illness caused by tobacco nicotine addiction. Individuals, businesses and society as whole benefit by avoiding the use of products that degrade health and result in avoidable health-related expenses.

ALTERNATIVES:

The City Council could opt to not support a proposed TRL.

CURRENT YEAR BUDGET IMPACTS:

No estimated budget impacts to City; proposed TRL is a program administered by Clackamas County Public Health Division.

FINANCIAL REVIEW / COMMENT:

Reviewed by: CAR Date: 1/28/2019

LEGAL REVIEW / COMMENT:

Reviewed by: BAJ Date: 1/30/2019

CITY MANAGER COMMENT

N/A

EXHIBITS

- A. Clackamas County staff presentation report to Board of County Commissioners: Protecting Youth Through Tobacco Retail Licensing – Update; Public Outreach and Retailer Engagement, January 2019
- B. Clackamas County Letter of Request for Support of County-wide Tobacco Retail License; Templates for Resolution or Letter of Support for TRL, October 2018
- C. West Linn-Wilsonville School District Health Equity Zone: Tobacco Retailers, Schools, and Percentage in Poverty By Census Block Group, 2011-2015
- D. Responses to Chambers of Commerce Tobacco Retail License Questions, October 2018
- E. Tobacco Retail Stores in Wilsonville, January 2019
- F. Resolutions and Letters of Support for TRL ordinance, 2018
- G. 2018 Oregon Tobacco Facts, Oregon Health Authority Public Health Division
- H. 2014 Clackamas County Tobacco Fact Sheet, Oregon Health Authority Public Health Division



Protecting Youth Through Tobacco Retail Licensing - *Update*

Board of County Commissioners
Policy Session
January 8, 2019



Objectives

- Present results of community & retailer engagement
- Propose next steps to move forward with TRL



What is Tobacco Retail Licensing (TRL)?

- Enforces current tobacco control laws
- Requires businesses to purchase a license to sell tobacco and nicotine products



3

Why is TRL Important Now?

- Surgeon General declared youth e-cigarette use an epidemic
- Enforce Tobacco 21 and other tobacco laws
- Public Health received grant funding to advance tobacco prevention policy

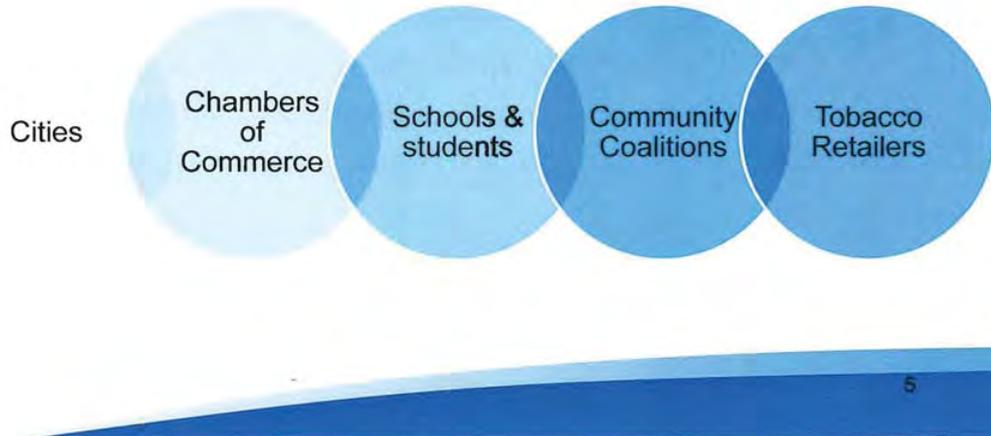
4

Community Engagement Overview



Healthy Families. Strong Communities.

In the last year, Public Health has engaged with:



Tobacco Retailer Engagement Process



Healthy Families. Strong Communities.

Public Health worked with PGA to advise on outreach and engagement methods

1. Mailed letters to 293 known retail locations
2. Created a TRL FAQ webpage
3. Created an online survey for retailers
4. Hosted two listening sessions with retailers
 - Facilitated by Resolution Services
 - Sandy on Nov. 20, Oregon City on Nov. 27
5. Mailed post-card reminding retailers of last listening session



Tobacco Retailer Response



Healthy Families. Strong Communities.

Public Health has received responses from five businesses and one store association

- Received 2 phone calls requesting more information
- 2 responses to online feedback survey
 - one respondent sent letter to Chair Bernard and Dawn Emerick
- 4 people attended Oregon City listening session, representing 2 businesses



Tobacco Retailer Response



Healthy Families. Strong Communities.

- Disparate impact on small business compared to large chain retailers
- Same licensing burden for those who follow rules and those who do not
- Existing laws do not effectively enforcing age restrictions
- Creating laws and policies does not change behaviors
- Schools and parents are more influential over the decisions of minors.



Public Health Response to Retailers



- We are grateful to retailers who responsibly operate their businesses and comply with current laws. However, 14% of retailers sold tobacco to minors during state inspections from Nov. 2017-Mar. 2018
- TRL would augment the current inspection and enforcement mechanisms by visiting every retailer annually, rather than a random sample
- A strong enforcement strategy with penalties effectively motivates retailers to comply with laws and protects youth
- Studies show that the density and proximity of tobacco retailers to schools impacts youth tobacco rates. TRL ensures that tobacco laws are being followed, decreasing youth access to tobacco products.



TRL Supporters



Signed resolutions:

- Milwaukie
- West Linn
- Gladstone
- Oregon City

Letters from:

- Clackamas County Superintendents
- City of Sandy
- Oregon City Together
- Preventing Tobacco Addiction Foundation
- Vibrant Future Coalition



TRL Next Steps



2018

- Community Engagement

2019

- Present results of community engagement (today)
- Present TRL resolution to Commission convened as the Board of Health (BoH) (January 24)
- Present TRL ordinance (TBD)
- Facilitate Rules Advisory Committee (TBD)
- Present rules from RAC to BoH (TBD)
- End of grant funding (June 30)

2020

- Launch TRL January 1, 2020
- Start annual TRL inspections July 2020

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Conclusion



- Surgeon General declared youth e-cigarette use an epidemic. TRL is a best practice policy to address youth-access in the retail environment
- TRL is needed to enforce Tobacco 21 and other tobacco laws
- Public Health received grant funding to do this work

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Tobacco Retail Licensing Engagement Summary

	Group	Date of Presentation	Response
Cities	City Managers	May 7, 2018	Move forward with presentations to cities
	Sandy City Council	July 2, 2018	Letter of support
	West Linn City Council	July 16, 2018	Signed resolution
	Happy Valley City Council	July 17, 2018	Pending
	Estacada City Council	July 23, 2018	Does not support fees
	Molalla City Council	July 25, 2018	Does not support
	Canby City Council	August 1, 2018	No position
	Wilsonville City Council	August 6, 2018	Pending
	Milwaukie City Council	August 7, 2018	Signed resolution
	Gladstone City Council	August 14, 2019	Signed resolution
	Oregon City Commission	November 8, 2018	Signed resolution
	Lake Oswego	Emails exchanged September-October	Pending
	Tualatin	Email exchange in September	No retailers in Clackamas County
	Rivergrove	Email exchange in September	Declined presentation, no retailers in city
	Johnson City	Email exchange in September	Declined presentation, no retailers in city
	Barlow	Emails sent in September	No response No retailers in city
Chambers of Commerce	Community Leaders	October 15, 2018	Pending
	North Clackamas Chamber of Commerce	September 10, 2018	Pending
	Clackamas County Business Alliance	September 19, 2018	Pending
	Lake Oswego Chamber of Commerce	October 11, 2018	Pending
	Tualatin Chamber of Commerce	October 15, 2018	Pending
Schools & Students	Sandy Chamber of Commerce	October 17, 2018	Pending
	Superintendents meeting	November 14, 2018	Letter of support
Community Coalitions	Providence Rebels for a Cause	Ongoing	Support
	Public Health Advisory Committee	November 5, 2018	Support
	Clackamas County Prevention Coalition	November 28 & December 19, 2018	Members committed to letters of support
	Oregon Partners for Tobacco Prevention	Ongoing, November-December	Members committed to letters of support
Tobacco Retailers	Vibrant Future Coalition Macro-Committee	December 20, 2018	Letter of support
	Letter mailed to retailers	November 1	One phone call One letter
	Online Survey	November 1-30	2 responses in opposition
	Listening Session I: Sandy	November 20, 2018	No response
	Postcard mailed to retailers	November 22, 2018	One phone call
Board of County Commissioners	Listening Session II: Oregon City	November 27, 2018	4 people participated
	Policy Session	January 30, 2018	Directed Public Health to move forward with community engagement
	Policy Session	October 2, 2018	Directed Public Health to engage Retailers
	Policy Session	January 8, 2019	TBD

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**Dawn Emerick, Director
Public Health Division**

October 31, 2018

Dear Clackamas County Retailer,

In January 2018, the State of Oregon raised the minimum legal sales age for tobacco products from 18 to 21 years of age. This law also amended the definition of "tobacco products" to include "a device that can be used to deliver tobacco", which includes but is not limited to: e-cigarettes, e-liquids (nicotine and non-nicotine liquid), hookah, vape pen, tanks, etc.

The vast majority of tobacco users started before the age of 20. The earlier youth start using tobacco, the more likely they are to become addicted.

We learned from the Oregon Health Authority that one in three Clackamas County 11th graders said that it would be "very easy" to access to tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive, powerful drug and may have a lasting negative impact on teens' developing brains.

Raising the sale age of tobacco products to 21 is part of a comprehensive strategy to prevent children and young adults from developing a lifelong addiction to nicotine. The Clackamas Board of County Commissioners is considering a Tobacco Retail License to support compliance with the minimum legal sales age, prevent youth from using nicotine and address the leading cause of death in Clackamas County.

Tobacco Retail Licensing has effectively reduced youth access to tobacco products in communities across the country. Because Oregon does not have a state-wide Tobacco Retail License, counties are passing it locally. It would require all businesses that sell tobacco products, including e-cigarettes, to purchase a license. Tobacco Retail Licensing would include education to help retailers comply with tobacco-related laws and keep our youth safe.

Enclosed in this letter is a summary of the economic impact of Tobacco Retail Licensing and responses to frequently asked questions. If you would like to learn more about Tobacco Retail Licensing or provide feedback on the proposed ordinance, visit <https://www.clackamas.us/publichealth/trl.html>

Healthy Families. Strong Communities.

2051 Kaen Road, Oregon City, OR 97045 • Phone (503) 742-5300 • Fax (503) 742-5352

www.clackamas.us/publichealth

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You may also provide feedback at one of the following listening sessions with public health staff:

Tuesday November 20, 2018

9:00 – 10:30 a.m.

Sandy Senior Center Auditorium
38348 Pioneer Blvd, Sandy

Tuesday November 27, 2018

6:30 – 8:00 p.m.

Providence Willamette Falls Community Center
519 15th Street, Oregon City

Feedback gathered from the survey and listening sessions will be shared with the Board of County Commissioners.

Thank you for your time. Clackamas County appreciates your contribution to healthy and safe communities.

Sincerely,



Dawn Emerick, Ed.D.
Director, Public Health Division, Clackamas County

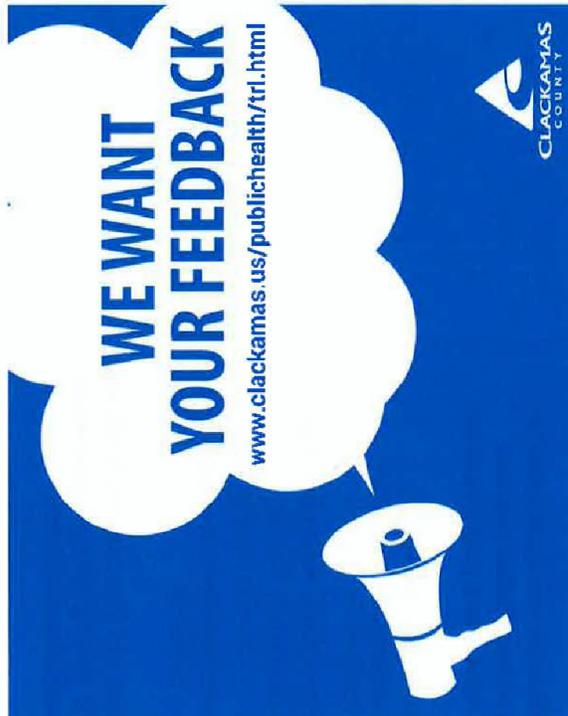
Do you need help with translation?

For free translation, contact us at 503-742-5300

Necesita Servicios de traducción?

Para recibir una traducción gratuita, contáctenos en al 503-742-5300

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**What do you think about a
Tobacco Retail License?
Come share your thoughts!**

Join us in person:
Tuesday, November 27
6:30 p.m. to 8 p.m.
Providence Willamette Falls
Community Center
519 15th St., Oregon City
Interpretation services will
be available.

**You can also send us feedback
by visiting [www.clackamas.us/
publichealth/trl.html](http://www.clackamas.us/publichealth/trl.html)**

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Survey Questions for Tobacco Retailers

Introduction (

A Tobacco Retail License (TRL) would require businesses in the county who sell tobacco and nicotine products, including E-cigarettes, to purchase a license. This includes large retailers, convenience stores, gas stations, pharmacies and bars.

The state raised the minimum legal sales age for tobacco products from 18 to 21 years in January 2018 because research found that the vast majority of tobacco users started before the age of 20. Raising the sale age of tobacco products prevents children and young adults from developing a lifelong addiction to nicotine.

Licensing would allow the county to know who sells tobacco, monitor their compliance with laws and enforce penalties if tobacco is sold to people younger than 21.

1) How would you describe yourself?

- A. Owner
- B. Manager
- C. Staff

2) Please describe how employees are trained to prevent the sale of tobacco and/or electronic nicotine delivery systems (E-cigarettes, Juuls) to people under 21 years? (open-ended)

Please indicate whether you strongly agree, somewhat agree, somewhat disagree, strongly disagree, or neither agree or disagree with the following statements:

3) My current training policies and program are successful in limiting sales of tobacco and vaping products to minors.

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

4) Employees at my store have experienced minors attempting to purchase tobacco or vaping products illegally.

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

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- 5) How can the Clackamas County Public Health Division support your education and training focused on reducing sales of tobacco and vaping products to minors? (open-ended)**

According to the Oregon Health Authority, one in three Clackamas County 11th graders said that it would be "very easy" to access to tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive powerful drug and may have a lasting negative impact on teens' developing brains.

- 6) If a tobacco retail license system would help prevent youth from starting to use tobacco or vaping products, I would support a licensing program**
- Strongly agree
 - Somewhat agree
 - Neither agree nor disagree
 - Somewhat disagree
 - Strongly disagree
- 7) If it would reduce or prevent youth from using tobacco, I would discontinue the sale of flavored tobacco and/or vaping products**
- Strongly agree
 - Somewhat agree
 - Neither agree nor disagree
 - Somewhat disagree
 - Strongly disagree
- 8) If it would reduce or prevent youth from using tobacco, I would support a policy that prohibits retailers from selling tobacco within 1000 feet of schools.**
- Strongly agree
 - Somewhat agree
 - Neither agree nor disagree
 - Somewhat disagree
 - Strongly disagree
- 9) My store would be willing to post Oregon Tobacco Quit Line information for tobacco users who are interested in quitting.**
- Strongly agree
 - Somewhat agree
 - Neither agree nor disagree
 - Somewhat disagree
 - Strongly disagree
- 10) What questions or concerns do you have about a tobacco retail license program? (open-ended)**

Exhibit A - Page 13

Information about listening session

Clackamas County Public Health Division is hosting two listening sessions to answer questions about tobacco retail licensing and hear your thoughts.

Tuesday, November 20, 2018

9:00 – 10:30 a.m.

Sandy Senior Center

38348 Pioneer Blvd.

Sandy, OR 97055-8001 (Auditorium-upstairs)

Tuesday, November 27, 2018

6:30 – 8:00 p.m.

Providence Willamette Falls Community Center,

519 15th St.

Oregon City, OR 97045

If you are interested in attending and need translation services, please call 503-742-5300

If you would like to be contacted by public health staff, please provide your contact information (optional):

Name

Email

Phone

City

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Tobacco Retail Licensing Retailer Feedback

#1

COMPLETE

Collector: Web Link 1 (Web Link)
Started: Friday, November 09, 2018 2:32:17 PM
Last Modified: Friday, November 09, 2018 2:39:57 PM
Time Spent: 00:07:39
IP Address: 73.67.184.63

Page 1

Q1 How would you describe yourself? **Owner**

Q2 Please describe how employees are trained to prevent the sale of tobacco and/or electronic nicotine delivery systems (E-cigarettes, Juuls) to people under 21 years? (open-ended)

We follow all FDA Federal guidelines and train our staff using their materials.

Q3 Please indicate whether you strongly agree, somewhat agree, somewhat disagree, strongly disagree, or neither agree or disagree with the following statements:

My current training policies and program are successful in limiting sales of tobacco and vaping products to minors. **Strongly agree**

Employees at my store have experienced minors attempting to purchase tobacco or vaping products illegally. **Strongly agree**

Q4 How can the Clackamas County Public Health Division support your education and training focused on reducing sales of tobacco and vaping products to minors? (open-ended)

We have been in business for 26 yrs with only once sale to a minor in that time frame. Employees know to check all ID of anyone who appears under 30. I have long advocated on the state level for retail tobacco licensing, but equal to beer & wine licensing. Tobacco retailers should not be charged more than alcohol sellers.

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Tobacco Retail Licensing Retailer Feedback

Q5 According to the Oregon Health Authority, one in three Clackamas County 11th graders said that it would be "very easy" to access to tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive powerful drug and may have a lasting negative impact on teens' developing brains.

If a tobacco retail license system would help prevent youth from starting to use tobacco or vaping products, I would support a licensing program **Strongly disagree**

If it would reduce or prevent youth from using tobacco, I would discontinue the sale of flavored tobacco and/or vaping products **Strongly disagree**

If it would reduce or prevent youth from using tobacco, I would support a policy that prohibits retailers from selling tobacco within 1000 feet of schools. **Strongly disagree**

My store would be willing to post Oregon Tobacco Quit Line information for tobacco users who are interested in quitting. **Strongly disagree**

Q6 If you would like to be contacted by public health staff, please provide your contact information (optional):

Name	Jan Esler-Rowe
Company	Cascade Cigar & Tobacco Co., Inc
City/Town	Happy Valley
Email Address	jan@cascadecigar.com
Phone Number	503-775-5885

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Tobacco Retail Licensing Retailer Feedback

#2

COMPLETE

Collector: Web Link 1 (Web Link)
Started: Tuesday, November 27, 2018 11:06:03 AM
Last Modified: Tuesday, November 27, 2018 11:18:56 AM
Time Spent: 00:12:52
IP Address: 67.170.145.164

Page 1

Q1 How would you describe yourself? **Owner**

Q2 Please describe how employees are trained to prevent the sale of tobacco and/or electronic nicotine delivery systems (E-cigarettes, Juuls) to people under 21 years? (open-ended)

Under the OLCC regulations, we are required to card to prevent the sale of tobacco and/ or electronic nicotine delivery systems already... Licensing in county level just make it double taxing and give more hardship on retailers....

Q3 Please indicate whether you strongly agree, somewhat agree, somewhat disagree, strongly disagree, or neither agree or disagree with the following statements:

My current training policies and program are successful in limiting sales of tobacco and vaping products to minors. **Strongly agree**

Employees at my store have experienced minors attempting to purchase tobacco or vaping products illegally. **Strongly agree**

Q4 How can the Clackamas County Public Health Division support your education and training focused on reducing sales of tobacco and vaping products to minors? (open-ended)

We are doing our parts to not to sell tobacco and vaping products to minors in every way, and we are very successful to preventing sales to minors. Increasing tax and expenses will not help...

Exhibit A - Page 17

Tobacco Retail Licensing Retailer Feedback

Q5 According to the Oregon Health Authority, one in three Clackamas County 11th graders said that it would be "very easy" to access to tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive powerful drug and may have a lasting negative impact on teens' developing brains.

If a tobacco retail license system would help prevent youth from starting to use tobacco or vaping products, I would support a licensing program **Strongly disagree**

If it would reduce or prevent youth from using tobacco, I would discontinue the sale of flavored tobacco and/or vaping products **Somewhat agree**

If it would reduce or prevent youth from using tobacco, I would support a policy that prohibits retailers from selling tobacco within 1000 feet of schools. **Somewhat agree**

My store would be willing to post Oregon Tobacco Quit Line information for tobacco users who are interested in quitting. **Strongly agree**

Q6 If you would like to be contacted by public health staff, please provide your contact information (optional):

Name	Bok Lee
Company	Kearns Market
City/Town	Happy Valley
Email Address	bjlee62@comcast.net
Phone Number	5033677361

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Response to TRL Listening Session Summary/Retailer Concerns

Priority Concerns

Licensing will have a significant and disproportionate impact on small, locally owned businesses and on businesses that are already diligently not selling to minors.

- Clackamas County Public Health Division (CCPHD) is grateful for tobacco retailers who responsibly operate their businesses and comply with current tobacco control laws. Unfortunately, fourteen percent (11/79) of retailers in Clackamas County illegally sold tobacco to minors during the inspections conducted by the Oregon Health Authority between November 2017 and March 2018.¹ If TRL is adopted, CCPHD would be able to follow-up on complaints received of retailers not complying with tobacco-related laws. Businesses in violation of laws would face penalties to be determined by a Rules Advisory Committee.
- An annual license fee of \$500 - \$600 amounts to \$1.37 and \$1.64 per day to sell tobacco and nicotine products. Smaller retailers could raise the price of a pack of cigarettes by \$.12 to offset the cost of the license fee, minimizing the impact of a TRL on store revenue.²

Law enforcement is not effectively enforcing existing age restrictions.

- The *Oregon Health Authority* contracts with the *Oregon State Police Drug Enforcement Section* to conduct unannounced inspections to test retailers' compliance with minimum legal sales age of tobacco products. Due to the State's limited capacity, only a small random sample of retailers are inspected each year. Inspections do not include education, and enforcement for violations is inconsistent.
- A Clackamas County-wide tobacco retail license would offer consistent and equitable enforcement and inspections for all retailers, augmenting the State's current inspection strategy by visiting every tobacco retailer annually.
- A strong enforcement strategy with graduated penalties for repeated violations,, is an essential element of an effective TRL. The threat of a suspended license to sell tobacco motivates retailers to comply with tobacco control laws.

Creating and changing law and policy does not effectively change behaviors.

- Knowing something is bad for us is not often enough to deter behaviors. Despite the education that students receive in school about the harm of tobacco, over 40% of 11th graders have used any form of tobacco.³
Policy does impact behavior change. A recent assessment of 33 communities in California that implemented a tobacco retail license showed dramatic decreased rates of illegal youth sales.⁴

Retailers should not bear the financial burden of a public health effort targeted and changing teen decision-making. Schools are far more influential and efforts focused there would have better results and better outcomes for local economies.

¹ Oregon Tobacco Retail Enforcement Inspection Results 2017 – 2018.

<https://www.oregon.gov/oha/PH/PREVENTIONWELLNESS/TOBACCPREVENTION/Pages/retailcompliance.aspx#inspections>

² Upstream Public Health, Health Equity Impact Analysis

³ Oregon Healthy Teens 2017

https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Documents/2017/County/03_Clackamas.pdf

⁴ American Lung Association. (2013). Tobacco retailer licensing is effective. Accessed at <http://center4tobaccopolicy.org/wp-content/uploads/2016/10/Tobacco-Retailer-Licensing-is-Effective-September2013.pdf>

Exhibit A - Page 19

- In spite of the education students receive in school about the dangers of tobacco, alcohol, and other drugs, more than 40% of 11th graders report using some form of tobacco⁵ Given the high propensity of students to join their peers in risk-taking behaviors, a comprehensive approach that includes policy is necessary to prevent youth from experimenting with substances. A tobacco retail license would complement education by ensuring retailers do their part to keep tobacco and e-cigarettes out of the hands of adolescents.
- Studies show that density of tobacco retailers and proximity of retailers to schools impacts youth tobacco rates. The prevalence of smoking is higher at schools with five or more retailers within the area.⁶ Ensuring that current tobacco laws are being followed is a decision that supports the vitality of Clackamas County.

The structure of the fee would require co-located businesses to obtain multiple licenses. This is a significant issue in rural areas where co-located businesses have much lower sales volume.

- This feedback is valuable and something to consider in developing the rules. A strategy to consider for retailers who have a lower volume of tobacco sales is identifying healthy items to add to store inventories that would be more desirable and profitable than tobacco.

Business owners do not believe they can effectively raise prices to offset the licensing fee because their larger-volume competitors, who also receive volume discounts and other incentives that small retailers do not, will not similarly raise prices.

- CCPHD acknowledges the challenges small retailers face with large chain stores. The Rules Advisory Committee can explore strategies to equitably address these challenges while supporting a fully funded TRL program.

Retailers report parents buying tobacco for their children.

- TRL will not prevent all minors from accessing tobacco and nicotine products when supplied to them by adults over the age of 21. It does, however, support healthy environments by enforcing all tobacco control laws such as prohibiting sales of single cigarettes.

Is the cost to small businesses worth the expected results?

- The American Lung Association Center for Tobacco Policy and Organizing studied the effects of a strong TRL ordinance in 33 California communities in 2013. They found significant decreases in illegal sales to minors in nearly every community; 14 communities saw decreases of 30% or more in the time since a strong TRL ordinance was adopted.⁷ TRL is a mechanism to reduce youth access to tobacco and nicotine products by enforcing age restrictions on the purchase of tobacco and nicotine products.⁸
- The Economic Impact study done by NERC demonstrated that the financial impact of TRL amounts to about \$1.50 per day. A separate Health Equity Impact Analysis estimated in 2015 that a small retailer could raise the price of a pack of cigarettes by \$0.12 to offset the cost of a \$500 license.
- TRL is a recommended and standard practice throughout the United States. Oregon is one of 9 states in the nation that does not have a TRL implemented. Four counties in Oregon have a current TRL policy in place, with many other counties working on implementing a TRL ordinance. Multnomah and Klamath

⁵ Oregon Healthy Teen Survey 2017

⁶ McCarthy, W.J.; Mistry, R., Lu, Y., Patel, M., Zheng, H., & Dietsch, B. (2009). Density of Tobacco Retailers Near Schools: Effects of Tobacco Use Among Students. *American Journal of Public Health*, 99, 2006-2013. doi:10.2105/AJPH.2008.145128

⁷ The Center for Tobacco Policy & Organizing. Tobacco Retailer Licensing is Effective. 2013. <http://center4tobaccopolicy.org/wp-content/uploads/2016/10/Tobacco-Retailer-Licensing-is-Effective-September-2013.pdf>

⁸ The Center for Tobacco Policy & Organizing. Reducing Youth Access to Electronic Cigarettes through Tobacco Retailer Licensing. 2015. <http://center4tobaccopolicy.org/wp-content/uploads/2016/11/E-cigarettes-in-TRL-April-2015.pdf>.

Exhibit A - Page 20

counties are examples of county-wide policies that have engaged all retailers. As e-cigarette use has become epidemic among youth, it is necessary for Clackamas County to take measures to protect our population.

Is the impact of charging a standard license fee for both (1) high volume large businesses and low volume small businesses and (2) compliant businesses and offending businesses an economically appropriate policy?

- All businesses and communities, large and small will benefit from a Tobacco Retail License. Tobacco remains the number one cause of preventable death in the nation and in Clackamas County. Employee's tobacco use decreases productivity and increases employers' costs. Business communities across the country are addressing this challenge by working with public health to develop and promote tobacco policies that support a healthy future workforce and prosperous communities.
- In order for TRL to be effectively enforced, the licensing fee must cover the cost of administration, education and enforcement. All businesses, regardless of size, will receive the same level of service from Public Health. A flat fee alleviates the administrative burden from businesses to report revenue from tobacco sales.

Exhibit A - Page 21



Lauren MacNeill
Director

RESOLUTION SERVICES

Public Services Building

2051 Kaen Road, #210 / Oregon City, OR 97045

**TOBACCO RETAIL LICENSING RETAILERS LISTENING SESSIONS
NOVEMBER 20 AND 27, 2018**

Facilitators Report
Prepared by Erin Ruff

Resolution Services provided neutral facilitation of listening sessions for retailers of tobacco and nicotine products. As the intent of this session was to receive feedback from retailers, I asked Public Health staff to limit themselves to responding to questions. This report provides a summary of the concerns and issues raised by the retailers. Public Health staff will respond in other documents or testimony.

PRIORITY CONCERNS

Licensing will have a significant and disproportionate impact on small, locally owned businesses and on businesses that are already diligently not selling to minors.

- Retailers that consistently pass decoy operations would bear the same annual licensing burden as retailers with multiple violations. Noncompliant retailers are benefiting both from the revenue of selling to minors and the structure of the licensing fee.
- Small retailers who follow the law have already seen significant income decrease after the age raised from 18 to 21. Retailers who exclusively sell tobacco products reported a 30% reduction in revenue, which required them to lay off staff.
- Tobacco manufacturers offer discounts on product for high-volume retailers. Low-volume retailers are already paying more for product and would pay equal fees under this system.

Law enforcement is not effectively enforcing existing age restrictions.

- Youth who obtain and use tobacco and nicotine products are not being charged for law violations by law enforcement. The disincentive intended by the current law has not effectively changed youth decision making. This licensing fee holds business owners responsible while law enforcement does not hold youth responsible.
- The existing state laws and enforcement mechanisms have not significantly reduced underage use of tobacco and nicotine, this licensing structure does not demonstrate that it will lead to better results.

Exhibit A - Page 22

Creating and changing law and policy does not effectively change behaviors

- Enacting new laws and licensing structures like this creates new burdens for already law-abiding citizens and businesses but do not create a paradigm shift in the thinking of those who are already in violation of existing laws.

Retailers should not bear the financial burden of a public health effort targeted and changing teen decision-making. Schools are far more influential and efforts focused there would have better results and better outcomes for local economies.

- Youth have outsmarted every system restricting their access to harmful and addictive substances so far, and they will find a way to outsmart this system. Retailers who are already not selling tobacco and nicotine products to minors will see increased costs, and minors will continue to find ways to get the products from another store, from another county, or from an adult purchaser.
- Retailers do not have influence over use decisions of minors. It would be more effective for public health advocates to put resources into supporting parents and schools to educate youth about tobacco use as schools are much more influential on youth than retailers.

OTHER CONCERNS RAISED

- The structure of this fee would require co-located businesses to obtain multiple licences. This is a significant issue in rural areas where co-located businesses have much lower volume.
- Business owners do not believe that they can effectively raise prices to offset the licensing fee because their larger-volume competitors, who also receive volume discounts and other incentives that small retailers do not, will not similarly raise prices.
- Retailers report parents buying tobacco for their children (and they also report refusing to sell to parents when that is obvious to them). If parents are supporting their children's unhealthy choices, no amount of retailer education paid by the cost of licensing will realistically achieve public health goals of reduced youth use and addiction.

OTHER ISSUES NOT FULLY EXPLORED

As I said above, this was a listening session for retailers, not a debate, and Public Health staff agreed to limit their input to responding to questions. During the conversation, there were times that I thought that exploring the pros and cons of issues might yield valuable information for the Board. Those are outlined below, with an attempt to represent both Public Health staff and retailers with accuracy and respect.

Is the cost to small businesses worth the expected results?

Public Health Staff:

Public Health staff acknowledge that licensing will not prevent 100% of youth from accessing tobacco and nicotine products, and that youth who are determined to use these products will continue to find ways to obtain them. They emphasize data from other communities

Exhibit A - Page 23

which supports that licensing, as a tool, effectively reduces illegal sales to minors, which correlates to reduced youth use, which correlates to improved public health in both the short and long term.

Retailers

Retailers described that this licensing fee, combined with all the other costs of doing business, would have a significant financial impact on many small, locally owned businesses that will not be recoverable through raised prices. They believe that youth who choose to use tobacco and nicotine will get it if they want it by going to a business willing to risk the license and law violation, by going to another county, or by having an adult friend or family member purchase for them.

Is the impact of charging a standard license fee for both (1) high volume large businesses and low volume small business and (2) compliant businesses and offending businesses an economically appropriate policy?

Public Health Staff

The amount of the fee is designed to cover the costs of effective administration and enforcement. A flat fee is easiest to administer and less time and paperwork burden on retailers. Tiered fee structures have been challenged in court in other states.

Retailers

The margins of small, locally-owned businesses are much narrower than large, national corporations. High volume corporations are offered both product discounts and incentives for which low-volume small business are not eligible. Retailers believe that large corporations will not reduce prices to cover the cost of the licensing fee, which means small businesses will also not be able to raise prices in order to remain competitive. Small compliant retailers are already facing significant reduced income from sales to 18 – 21 year olds, whereas noncompliant businesses profit from sales to minors easily offsets licensing and enforcement fees.



OFFICE OF THE COUNTY ADMINISTRATOR
PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

October 29, 2018

Clackamas County
City Managers

Dear City Managers:

I am writing to update you on the status of a county-wide Tobacco Retail Licensing (TRL) ordinance. Thank you again for your leadership facilitating presentations about this important initiative to your city councils. The Public Health Division presented their feedback to the Board of County Commissioners during the policy session October 2, 2018.

As the Board continues to consider a county-wide TRL, they have requested letters of support or resolutions from cities to demonstrate support for an ordinance that will prevent youth access to tobacco and nicotine products. A draft letter and resolution has been attached for your review. We appreciate the signed resolutions received from Milwaukie, West Linn and Gladstone.

Public Health staff is robustly engaging various stakeholders in the business community including local Chambers of Commerce and tobacco retailers through the end of November. The goal is to carefully consider all points of view and to return to Commissioners with summarized feedback and ultimately a policy recommendation.

Please direct questions and signed documents to Jamie Zentner in the Public Health Division jzentner@clackamas.us within the next few weeks.

Thank you for your partnership in protecting the health of our communities.

Sincerely,

A handwritten signature in black ink, appearing to read "Don Krupp".

Don Krupp
County Administrator

Exhibit B - Page 2

DATE

To the Clackamas County Board of Health:

The City of ____ writes to you in support of a county-wide tobacco retail licensing ordinance. As tobacco use remains the leading cause of illness and death in Clackamas County, the City of ____ believes that a Tobacco Retail License (TRL) is an effective strategy to promote health and wellbeing of our youth by limiting their access to tobacco products in the retail environment.

We learned from the Clackamas County Public Health Division that one in four 11th graders in Clackamas County have used any form of tobacco; one in three youth said it would be “very easy” to get tobacco.

This is alarming because nicotine is a highly addictive powerful drug. Nearly 90% of adult tobacco smokers report start before age 18. Adolescents who start smoking before their 19th birthday are more likely to die from smoking-related illness. Moreover, nicotine use during adolescence may have lasting negative consequences for brain development.

A county-wide TRL requiring all businesses to obtain a license to sell tobacco and nicotine products is a necessary mechanism to enforce the minimum legal sales age and other tobacco laws. TRL would ensure that all retailers in CITY are equipped with the information and tools to keep tobacco and nicotine products out of the hands of our young people and to help protect them from a lifetime of addiction and poor health.

The ____ City Council supports the Clackamas County Board of Commissioners, as the Board of Health, to adopt a county-wide TRL to protect the health of our community. We entrust the Public Health Division to implement the program in CITY.

Sincerely,

Signature

Name, title

DRAFT

**Support for a Clackamas County-wide
Tobacco Retail License**

Resolution No.

WHEREAS, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

WHEREAS, Nearly 90% of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19th birthday have on average a 20% higher risk of dying from smoking-related illness; and

WHEREAS, One in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

WHEREAS, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

WHEREAS, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

WHEREAS, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

WHEREAS, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

NOW THEREFORE, the West Linn City Council does hereby resolve to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

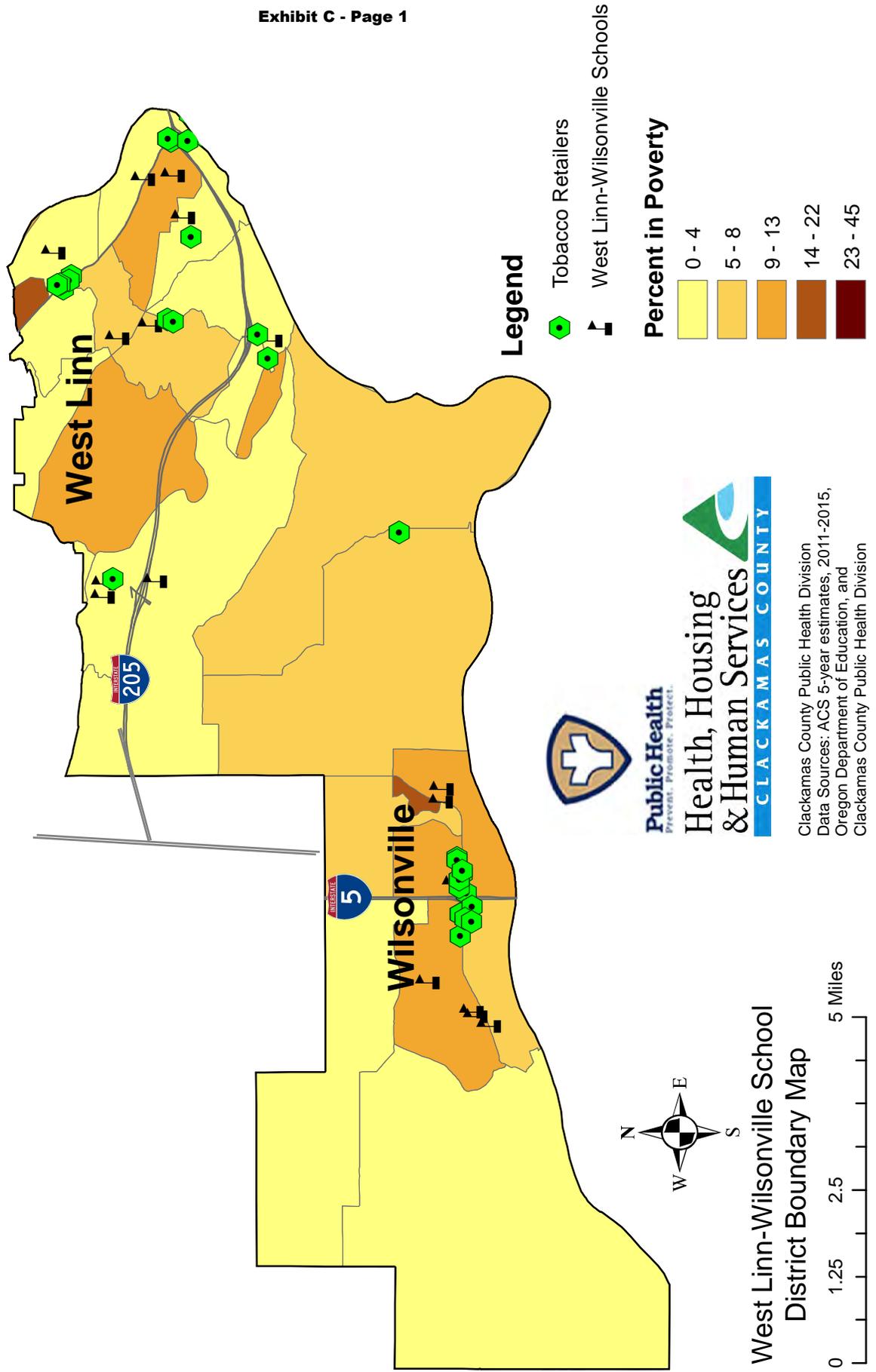
Dated this _____ day of _____, 2018

CITY CITY COUNCIL

Mayor

City Council President

West Linn-Wilsonville Health Equity Zone Tobacco Retailers, Schools, and Percentage in Poverty: By Census Block Group



Responses to Chambers of Commerce Tobacco Retail License Questions

October 2018, Clackamas County Public Health Division

The Economic Impact fact sheet states that Tobacco Retail License should not have much of an economic impact to the county but you also stated that you don't know "who" all are selling tobacco products. So this isn't clear how job losses can be estimated when we don't know who is selling.

The Economic Impact Analysis, completed by the Northwest Economic Research Center, is based on a list of 242 known tobacco retailers Clackamas County Public Health Division received from the Oregon Health Authority in spring 2018. Northwest Economic Research Center used the list and the modeling software IMPLAN to estimate the Economic Impact of a county-wide tobacco retail license.

Because Oregon does not have statewide Tobacco Retail Licensing, the Oregon Health Authority applies multiple methods to maintain a list of tobacco retailers, including coverage studies and retail assessments. Public health staff used to their list to complete an assessment of all known tobacco retailers in July 2018. We confirmed 232 businesses in Clackamas County sell tobacco and nicotine products.

We have learned from the Tobacco Retail License program in Multnomah County that the number of tobacco retailers fluctuates as new businesses open, change ownership, and close.

It is not clear why Tobacco Retail Licensing would pertain to those who already have an age restriction by law and are monitored by Oregon Liquor Control Commission.

While youth are legally not allowed into bars and adult venues, they occasionally manage to skirt the system to enter. A few bars in Multnomah County have sold tobacco products to minors.

While the Oregon Liquor Control Commission is responsible for ensuring compliance with liquor and marijuana laws, they are understaffed and cannot adequately ensure businesses across the state do not sell or serve alcohol or marijuana to people under 21.

The Oregon Liquor Control Commission last conducted minor decoy operations to 28 alcohol retailers (includes restaurants, bars, liquor stores) in Clackamas and Happy Valley on **March 8, 2017**. Eight businesses sold alcohol to minors. The Oregon Liquor Control Commission posts inspection results on their website https://www.oregon.gov/olcc/Pages/reg_program_overview.aspx#Alcohol_Minor_Decoy_Operations

Oregon law preempts any local jurisdiction from regulating vending machines. If a bar or adult venue has only a vending machine, Clackamas County Public Health Division cannot require them to get a tobacco retail license. Oregon Revised Statutes §167.404 Cities and counties by ordinance or resolution may not regulate vending machines that dispense tobacco products or inhalant delivery systems. [1991 c.970 §3; 2015 c.158 §10].

How is Public Health positioned with the cities to implement Tobacco Retail License? How is the partnership with cities being established and is there 100percent buy-in from them?

Clackamas County Public Health Division has engaged all cities in Clackamas County and have presented Tobacco Retail Licensing to ten city councils. They have raised thoughtful questions and vocalized their support. West Linn, Milwaukie, Gladstone and Oregon City have signed resolutions in support.

The Board of County Commissioners is considering a county-wide Tobacco Retail Licensing proposal that, if adopted, would be implemented by Clackamas County's Public Health Division. The Public Health Division would retain 100percent of the fee to administer the license, educate retailers and enforce tobacco-related laws across the county, alleviating the burden from cities. A countywide Tobacco Retail License would avoid a

patchwork of city ordinances. Cities would follow their own governing process to support Tobacco Retail Licensing in their city, by resolution or an Inter-Governmental Agreement with the county to implement Tobacco Retail Licensing.

You mentioned during the presentation that all proceeds collected must be used for the program and that you can't profit from it. How many jobs will this create to enforce it? What are those salaries expected to be and what is the overall cost for those employees? (salary, benefits, et all).

The Public Health Division would hire one permanent, full-time, Program Coordinator for the Tobacco Retail License Program in calendar year 2020 and one temporary adult, between 18 – 20 years of age, to implement annual Minimum Legal Sales Age Inspections in calendar year 2021. Please see the attached budgets for more details.

Are any proceeds being set aside for education of youth on the consequences of smoking?

The revenue generated from Tobacco Retail Licensing fees and fines will be committed to sustain the program, not for youth education. Clackamas County Public Health Division collaborates with prevention coalitions to deliver prevention messages and education around a variety of substances through social media and community-based programming.

Tobacco Retail Licensing is a health-enhancing policy that limits youth access to and use of tobacco and nicotine products. Although education is important, changing policy is a far-reaching intervention that will benefit every youth in Clackamas County, which education alone cannot guarantee.

Will all funds be held in a stand-alone account, co-mingled with no others, that is audited and transparent?

"Tobacco Retail License" will be a separate program where the revenues and expenses will be tracked. Revenue from fees and fines will be posted separately. Clackamas County general funds will be used to supplant whatever expenses the fees and fines don't cover, particularly in the first couple years of operation. The detailed budgets are designed to be transparent and all Public Health Programs/Project Budget to Actual reporting is audited annually by an external auditor.

If retailers are caught selling to minors, what are the fines and punishment? Where does that money go? Is it general fund or remain in a separate fund to offset the cost of this proposed program?

Retailers found selling tobacco and nicotine products to minors would face a civil penalty. The penalty structure for violating a tobacco-related law will be developed under the guidance of a Rules Advisory Committee. The following *examples* are civil penalties tobacco retailers face for violating any provision of Multnomah County's TRL:

- 1st violation: \$500 Fine and mandatory training
- 2nd violation within 60 months: \$500 Fine and 30 day license suspension
- 3rd violation within 60 months: \$750 Fine and 90 day license suspension
- 4th violation within 60 months: \$1,000 Fine and license revocation for 2 years

The money collected through fines will support the operations of Tobacco Retail Licensing. There will be different account line items in the budget to support this program (e.g. general fund, licensing fees, and fines). The Rules Advisory Committee will provide input on how money collected from fines will be used.

Is there a regional Tobacco Retail Licensing effort? Why not?

Tobacco Retail Licensing was implemented in Multnomah County in 2017. Washington County is considering Tobacco Retail Licensing but is not yet ready to move forward. If it passes in Clackamas County, it will help move closer to Tobacco Retail Licensing across the tri-county area.

What is the plan & timeline for this program?

The plan to adopt and implement Tobacco Retail Licensing in Clackamas County is based on other successful programs in Oregon. The Board of Health and Rules Advisory Committee may influence the details of implementation and operations as well as the following timeline:

2018

- Clackamas County Public Health Division engages community and stakeholder May – December 2018
- Cities sign Inter-Governmental Agreements / Resolutions in support of Tobacco Retail Licensing

2019

- Cities sign Inter-Governmental Agreements / Resolutions in support of Tobacco Retail Licensing
- Clackamas County Public Health Division convenes Rules Advisory Committee January – March 2019
- Board of County Commissioners / Board of Health adopts county-wide Tobacco Retail Licensing by Spring 2018
- Board of Health adopts finalized Tobacco Retail Licensing rules by June 2019
- Clackamas County Public Health Division educates tobacco retailers on Tobacco Retail Licensing July – December 2019
- Clackamas County Public Health Division finalizes operational systems, protocols and database

2020

- Launch Tobacco Retail Licensing January 1, 2020
- Tobacco retailers apply for licenses by June 30, 2020
- Clackamas County Public Health Division educates tobacco retailers on Tobacco Retail Licensing January – December (ongoing)
- Clackamas County Public Health Division conducts annual Tobacco Retail Licensing inspections with tobacco retailers starting July 2020

2021

- Tobacco Retail Licensing education (ongoing)
- Tobacco retailers renew licenses (annually)
- Clackamas County Public Health Division continues annual Tobacco Retail Licensing inspections
- Clackamas County Public Health Division starts annual Minimum Legal Sales Age (MLSA) Inspections
- Fines / civil penalties begin

What is the financial impact of Tobacco Retail License on businesses?

It is important to weigh a \$600 Tobacco Retail Licensing fee versus the significant excess costs employees who smoke impose on private employers. A private employer may pay more than \$5816 annually to employ an individual who smokes tobacco as compared to a non-smoking employee.¹

¹ Berman, M. et al; "Estimating the Cost of a Smoking Employee", *Tobacco Control*, 2013.
<https://tobaccocontrol.bmj.com/content/23/5/428>

Tobacco Retail Licensing ensures that all retailers in Clackamas County are equipped with the information and tools to prevent youth from accessing tobacco and nicotine products and help protect them from a lifetime of addiction and poor health. For businesses, this means a healthier workforce, less absenteeism, fewer smoke breaks, higher productivity and lower cost of health insurance.

How can businesses stay on top of training all employees on these laws when turnover rate is so high?

A local Tobacco Retail Licensing ordinance provides a mechanism to educate tobacco retailers to adhere to federal and state laws. Education can take many forms including classes, one-on-one technical assistance and online training modules.

Public Health staff would assist business owners in establishing protocols to ensure new employees learn how to adhere to tobacco-related laws. This is comparable to requiring a food handlers' card to work in restaurants.

Don't kids learn to stay away from tobacco in school? How does Tobacco Retail License do more than education?

Tobacco Retail Licensing is a systems-level change that makes the healthy choice the only choice. Research has shown greater impact from interventions influence social norms, systems, and environments.

Tobacco Retail Licensing is a high-level change that benefits every adolescent and every community by enforcing age restrictions on the purchase of tobacco and nicotine products.² It reduces youth access to and use of tobacco and nicotine products in a way that education alone cannot do.

Can a kid get the equivalent of a Minor in Possession for tobacco?

Yes. Oregon law prohibits a person under the age of 18 from possessing tobacco products or inhalant delivery systems. City, county or state law enforcement authorities are responsible for enforcing the law.

ORS 167.785 Possession of tobacco products or inhalant delivery systems by person under 18 years of age

(1) It is unlawful for a person under 18 years of age to possess tobacco products or inhalant delivery systems.

(2) A person who violates this section commits a Class D violation. [Formerly 167.400]

https://www.oregonlegislature.gov/bills_laws/ors/ors167.html

Doesn't it make sense to bundle all the licensing fees that businesses have to pay?

Businesses operate under regulations that vary according to the business type. Due to the technical nature of regulations, there are a variety of specialized regulatory bodies (i.e. city, restaurants, pools, childcare, water district, Oregon Liquor Control Commission) that need to collect fees to operate and sustain the service.

Tobacco retailers, including smoke shops and vape shops, need to adhere to specific laws that are unique to that business type.

How much of the funds from the license fee are actually being used to reduce tobacco use? What is the return on investment?

100 percent of the Tobacco Retail Licensing fee would be used to administer the license, enforce existing tobacco laws and educate retailers.

The American Lung Association Center for Tobacco Policy and Organizing studied the effects of a strong Tobacco Retail Licensing ordinance in 33 California communities in 2013. They found significant decreases in illegal sales to minors in nearly every community; 14 communities saw decreases of 30percent or more.³

⁵ The Center for Tobacco Policy & Organizing. Reducing Youth Access to Electronic Cigarettes through Tobacco Retailer Licensing. 2015. <http://center4tobaccopolicy.org/wp-content/uploads/2016/11/E-cigarettes-in-TRL-April-2015.pdf>.

³ The Center for Tobacco Policy & Organizing. Tobacco Retailer Licensing is Effective. 2013. <http://center4tobaccopolicy.org/wp-content/uploads/2016/10/Tobacco-Retailer-Licensing-is-Effective-September-2013.pdf>

An analysis of Food and Drug Administration compliance checks across the country found that state police significantly affect the sale of tobacco products to minors. Stores located in states with fewer/weaker enforcement measures were 36 percent more likely to illegally sell tobacco to minors than stores located in states with more effective measures.⁴

Why can't Department of Revenue records be used to identify retailers?

In Oregon, tobacco taxes are levied at the distributor or wholesaler level, rather than at the retail level. Some retailers, like Costco, might have a license through the Dept. of Revenue so they can distribute to other retailers. Most retailers get their tobacco from the tobacco company distributors themselves (R.J. Reynolds and Altria sales reps grease the wheels for this process by visiting stores and signing them up on distribution contracts).

The distributors are responsible for paying for and applying the Oregon tax stamp. The distributors don't inform the Dept. of Revenue who they distribute products to. Therefore, the Department of Revenue doesn't have a comprehensive list of who sells tobacco in the state of Oregon, only who "distributes" tobacco.

⁴ Gray, B & Chaloupka, FJ, "State Policies and Community Characteristics Affect Tobacco Sales to Minors. An Analysis of over 100,000 FDA Compliance Checks", *Policy Forum* 16(1), 2003.

Exhibit E - Page 1**Tobacco Retail Stores in Wilsonville, Oregon**

January 2019, Clackamas County Public Health Division

All retailers are open and sell tobacco products and provide minors access

List sorted alpha by Retail Type, and then alpha by Retailer Name

Retailer Name	Retail Type	Address	City	Zipcode
Fred Meyer	Department store	30300 SW Boones Ferry Road	Wilsonville	97070
Rite Aid	Drug store	8235 SW Wilsonville Road	Wilsonville	97070
Walgreens	Drug store	9450 SW Wilsonville Road	Wilsonville	97070
Safeway	Grocery store	8255 SW Wilsonville Road	Wilsonville	97070
In N Out Market	Market	29020 SW Town Center Loop E #100	Wilsonville	97070
Villebois Market	Market	28900 SW Villebois Dr N Suite C1003	Wilsonville	97070
7-Eleven Store	Mini mart	29955-A SW Boones Ferry Road	Wilsonville	97070
Plaid Pantry	Mini mart	29890 Town Center Loop	Wilsonville	97070
76 Station	Mini mart and gas	30085 SW Parkway	Wilsonville	97070
76 Station	Mini mart and gas	8605 Elligsen Road	Wilsonville	97070
Chevron Station	Mini mart and gas	25410 SW 95th Avenue	Wilsonville	97070
Fred Meyer Gas Station	Other	9815 SW Wilsonville Road	Wilsonville	97070
House of Pipes	Other	8750 SW Citizens Dr	Wilsonville	97070
PARADOX	Other	8229 SW Wilsonville Rd #C	Wilsonville	97070

Exhibit F - Page 1

RESOLUTION 1146

**A RESOLUTION SUPPORTING A CLACKAMAS COUNTY-WIDE
TOBACCO RETAIL LICENSE**

WHEREAS, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

WHEREAS, Nearly 90% of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19th birthday have on average a 20% higher risk of dying from smoking-related illness; and

WHEREAS, One in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

WHEREAS, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

WHEREAS, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

WHEREAS, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

WHEREAS, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

NOW THEREFORE, the Gladstone City Council does hereby resolve to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

Dated this 11th day of SEP, 2018



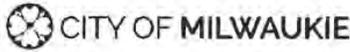
Tamara Stempel, Mayor

ATTEST



Tami Bannick, City Recorder

Exhibit F - Page 2



COUNCIL RESOLUTION No. 72-2018

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, IN SUPPORT OF A COUNTYWIDE TOBACCO RETAIL LICENSE (TRL).

WHEREAS, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

WHEREAS, nearly 90% of adult tobacco smokers started smoking before age 18, with more than three quarters starting before age 20, and adolescents who start smoking before their 19th birthday are more likely to die from smoking-related illness; and

WHEREAS, according to the Oregon Healthy Teen Survey, one in three youth said it would be "very easy" to get tobacco and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

WHEREAS, the State of Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

WHEREAS, a county licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

WHEREAS, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes, and a review of 33 California communities with strong tobacco retailer licensing ordinances showed that youth sales of tobacco declined in 31 of these communities after the ordinances were enacted; and

WHEREAS, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

NOW THEREFORE, the City Council of the City of Milwaukie, Oregon, does hereby support the Clackamas County Board of Commissioners, as the Board of Health, plans to adopt a tobacco retail license that requires all businesses in the county to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

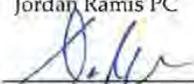
Introduced and adopted by the City Council on **August 21, 2018**.

This resolution is effective immediately.



Mark Gamba, Mayor

APPROVED AS TO FORM:
Jordan Ramis PC



City Attorney

ATTEST:



Scott Stauffer, City Recorder

Exhibit F - Page 3

RESOLUTION NO. 18-43

A RESOLUTION SUPPORTING THE CLACKAMAS COUNTY-WIDE TOBACCO RETAIL LICENSE

WHEREAS, tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

WHEREAS, nearly 90% of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19th birthday have on average a 20% higher risk of dying from smoking-related illness; and

WHEREAS, one in three youth said it would be "very easy" to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

WHEREAS, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

WHEREAS, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

WHEREAS, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

WHEREAS, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

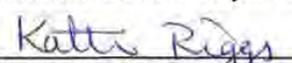
NOW, THEREFORE, OREGON CITY RESOLVES AS FOLLOWS:

Section 1: The City Commission supports the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

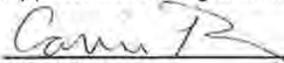
Approved and adopted at a regular meeting of the City Commission held on the 5th day of December 2018.



DAN HOLLADAY, Mayor

Attested to this 5th day of December 2018:


Kattie Riggs, City Recorder

Approved as to legal sufficiency:


Carrie R
City Attorney

Exhibit F - Page 4

RESOLUTION NO. 2018-20

A RESOLUTION SUPPORTING A CLACKAMAS COUNTY-WIDE TOBACCO RETAIL LICENSE PROGRAM

WHEREAS, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

WHEREAS, Nearly 90% of adult tobacco smokers started smoking before age 18 and more than three quarters start before age 20; and

WHEREAS, Adolescents who start smoking before their 19th birthday have on average a 20 percent higher risk of dying from smoking-related illness; and

WHEREAS, One in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

WHEREAS, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

WHEREAS, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

WHEREAS, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

WHEREAS, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

NOW, THEREFORE, the City of West Linn resolves to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license program requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

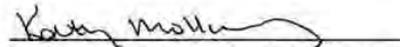
Exhibit F - Page 5

This resolution was PASSED and ADOPTED this 10th day of September, 2018, and takes effect upon passage.



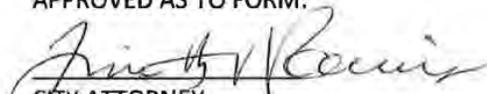
RUSSELL B. AXELROD, MAYOR

ATTEST:



KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:



CITY ATTORNEY



39250 Pioneer Blvd
Sandy, OR 97055
503-668-5533

November 6, 2018

To the Clackamas County Board of Health:

The City of Sandy writes to you in support of a county-wide tobacco retail licensing ordinance. As tobacco use remains the leading cause of illness and death in Clackamas County, the City of Sandy believes that a Tobacco Retail License (TRL) is an effective strategy to promote health and wellbeing of our youth by limiting their access to tobacco products in the retail environment.

We learned from the Clackamas County Public Health Division that one in four 11th graders in Clackamas County have used any form of tobacco; one in three youth said it would be "very easy" to get tobacco.

This is alarming because nicotine is a highly addictive powerful drug. Nearly 90% of adult tobacco smokers report starting before age 18. Adolescents who start smoking before their 19th birthday are more likely to die from smoking-related illness. Moreover, nicotine use during adolescence may have lasting negative consequences for brain development.

A countywide TRL requiring all businesses to obtain a license to sell tobacco and nicotine products is a necessary mechanism to enforce the minimum legal sales age and other tobacco laws. TRL would ensure that all retailers in the City of Sandy are equipped with the information and tools to keep tobacco and nicotine products out of the hands of our young people and to help protect them from a lifetime of addiction and poor health.

The Sandy City Council has directed me to write this letter that supports the Clackamas County Board of Commissioners, as the Board of Health, to adopt a county-wide TRL to protect the health of our community. We entrust the Public Health Division to implement the program in the City of Sandy.

Submitted on behalf of the Sandy City Council.

Respectfully,

Kim E. Yamashita

Kim E. Yamashita, City Manager

Exhibit F - Page 7



December 6, 2018

Dear Clackamas County Chair Commissioner Jim Bernard and Board of County Commissioners,

Oregon City Together is a local coalition of parents, youth, schools, law enforcement, past and current elected officials, faith-based organizations, government agencies and other organizations serving youth. The coalition's mission is to create healthy futures for Oregon City youth.

Our focus is primarily on preventing youth marijuana use and underage drinking. However, we have seen a huge jump in the use of e-cigarettes and vaping. According to the 2018 Oregon Healthy Teen Survey, 10 percent of 11th graders in the Oregon City School District said they had smoked a cigarette during the past 30 days. But three times as many (30.2) percent of 11th graders said they had used an e-cigarette, vape pen or e-hookah during the past 30 days.

Oregon's success in reducing the youth smoking rate is being eroded by the vaping trend. The Centers for Disease Control states that most e-cigarettes contain nicotine. Nicotine is highly addictive and can harm adolescent brain development. Young people who use e-cigarettes may be more likely to smoke cigarettes in the future.

Oregon works to stop illegal retail sales of alcohol and marijuana to youth. It would be useful to provide tools to improve monitoring and enforcement of illegal tobacco sales to youth as well, especially sales of e-cigarettes.

Sincerely,


Laura Poore
OCT Chair

Exhibit F - Page 8

Oregon City Together
Local Grant Agreement – CFCC-Prevention-9094
Page 7 of 16

SIGNATURE PAGE TO THE YOUTH SUBSTANCE USE PREVENTION GRANT AGREEMENT

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed by their duly authorized officers.

SUBRECIPIENT

Oregon City Together
1417 12th Street
Oregon City, OR 97045

CLACKAMAS COUNTY

Commissioner Jim Bernard, Chair
Commissioner Sonya Fischer
Commissioner Ken Humberston
Commissioner Paul Savas
Commissioner Martha Schrader

By: 
Laura Poore, Executive Director

Signing on behalf of the Board:

By: _____
Richard Swift, Director
Health, Housing & Human Services

Dated: 12/5/18

Dated: _____

Approved to work plan and budget:

By: _____
Rodney A. Cook, Director
Children, Family & Community Connections Division

Dated: _____

- Exhibit A-1: Statement of Program Objectives
- Exhibit A-2: Performance Reporting Schedule and Work Plan Quarterly Report
- Exhibit A-3: Client Feedback Survey and Report
- Exhibit A-4: Demographic Report
- Exhibit B: Program Budget
- Exhibit C-1: Financial Report and Disbursement Request
- Exhibit C-2: Monthly Activity Report

Exhibit F - Page 9



October 25, 2018

Jim Bernard, County Commissioner - Chair
Paul Savas, County Commissioner, Position 2
Martha Schrader, County Commissioner, Position 3
Ken Humberston, County Commissioner, Position 4
Sonya Fischer, County Commissioner, Position 5

Clackamas County Commissioners,

Established in 1996, the Preventing Tobacco Addiction Foundation works nationwide to reduce the deadly toll of smoking by advocating to raise the minimum legal sales age of tobacco products to 21 and supporting other proven tobacco control initiatives, including tobacco retailer licensing ("TRL"). Tobacco use is the leading preventable cause of morbidity and mortality in the United States, the state of Oregon, and Clackamas County and kills almost half a million people in the United States each year. Tobacco disproportionately impacts lower-income populations, communities of color, people living with mental illness, and the LGBTQI community, contributing to the persistence of health inequities among communities in Clackamas County. A TRL helps to address health disparities associated with tobacco use.

Through our work across the nation promoting and helping cities and counties implement Tobacco 21 laws, we know that enforcement of tobacco control policies is *critical* to policy success. TRL laws have proven effective in reducing illegal sales to underage youth. Requiring tobacco retailers to obtain a TRL enables cities and counties to collect a database of all retailers, provides a self-financing mechanism for best practices compliance checks, and gives the licensing authority the ultimate compliance lever (i.e. license suspension or revocation) for those few rogue retailers who refuse to comply with federal, state, or local tobacco control laws and continue to illegally profit from selling an addictive, deadly product to community youth. A TRL can also allow jurisdictions to limit where a license may be issued, i.e. restrictions on distance from schools and other youth-oriented facilities and density restrictions. A study out of Santa Clara County, CA reported licensing laws that restrict tobacco retailers from being located within 1000 feet of a school or 500 feet of another tobacco retailer can reduce tobacco outlets by 30%, reducing youth exposure and access to these products. Density restrictions help in high risk population areas, where retail density is often found the highest.

Leading the way, Oregon was one of the first states in the nation to pass a Tobacco 21 policy. However, Oregon communities need a mechanism to monitor compliance of and enforce the Tobacco 21 law and other tobacco control regulations. We understand that the Clackamas County Public Health Division is engaging stakeholders and gathering information to help the Commission consider adoption of a TRL program for your community. By allowing such exploration, Clackamas County clearly recognizes its duty to protect youth from addictive and deadly tobacco and nicotine products. We urge the Clackamas County Commission to adopt the strongest and most comprehensive tobacco retail license for your community.

Respectfully,

Ginny Chadwick
Western Regional Director
Preventing Tobacco Addiction Foundation

Katherine Ungar
Executive Director
Preventing Tobacco Addiction Foundation

Exhibit F - Page 10



November 29, 2018

To the Clackamas County Commissioners,

We are the superintendents representing all school districts in Clackamas County. As educators, we are deeply invested in the current and future success of our students. We write to you in support of a countywide tobacco retail license as a means to protect youth from developing an addiction to nicotine.

Adolescent brains are more sensitive to the rewarding properties of nicotine, making them especially vulnerable to addiction. Because adolescence is a critical period of growth and development, exposure to nicotine may have lasting, adverse consequences on brain development.¹ The use of nicotine products during adolescence can significantly impact their ability to learn and their academic success.

The proliferation of e-cigarettes presents a new distraction for students across our districts. The discreet Juuls are being used throughout the school day and detract from the learning environment. According to the 2018 Oregon Student Wellness Survey, almost half of 11th graders said that it would be “very easy” to get e-cigarettes.² As evidence, nearly three quarters of teen Juul owners nationwide said they obtained their Juul at a store.³ A tobacco retail license is essential to enforce the minimum legal sales age and to prevent our kids from accessing and using these devices.

We recently learned from the Public Health Division staff that the influences of the tobacco industry are more concentrated in communities of low socioeconomic status. A countywide tobacco retail license would reduce access to tobacco, including e-cigarettes, for all students, regardless of the neighborhoods in which they live, learn, and play.

In spite of the education students receive in school about the dangers of tobacco, alcohol, and other drugs, more than 40% of 11th graders report using some form of tobacco.⁴ Given the high propensity of students to join their peers in risk taking behaviors, a comprehensive approach that includes policy is necessary to prevent youth from experimenting with substances. A tobacco retail license would complement education by ensuring retailers do their part to keep tobacco and e-cigarettes out of the hands of adolescents and young adults.

As a society, we have a responsibility to provide a healthy environment for our youth to thrive. We urge you to adopt a tobacco retail license ordinance in Clackamas County to protect our youth, support their academic success, and their futures.

Sincerely,

Clackamas County Superintendents

¹ Institute of Medicine, *Public Health Implications of Raising the Minimum Age of Legal Access to Tobacco Products*, Washington, DC: The National Academies Press, 2015

http://www.iom.edu/~media/files/report%20files/2015/TobaccoMinAge/tobacco_minimum_age_report_brief.pdf

¹ Student Wellness Survey <https://oregon.pridesurveys.com/>

¹ The Truth Initiative <http://www.truthinitiative.org/news/where-are-kids-getting-juul>

¹ Oregon Healthy Teen Survey

<https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Pages/2017.aspx>



Exhibit F - Page 11



December 28th, 2018

Dear Clackamas County Chair Commissioner Jim Bernard and Board of County Commissioners,

Vibrant Future Coalition is a local group comprised of youth, parents, teachers, faith organizations, concerned community members, law enforcement and healthcare professionals, among other youth-serving agencies. Our mission is to work together with the North Clackamas community to educate and to reduce underage drinking, marijuana and prescription drug abuse amongst our youth. We are writing to educate you on the potential outcomes of a county-wide Tobacco Retail License ordinance, as tobacco use directly relates to the health and well-being of youth in the community and connects directly to our substance use prevention efforts.

In 2017, Oregon became the 5th state in the country to raise the smoking age to 21. Although this legislation went into effect at the beginning of this year, the county is still encountering high rates of youth, under the age of 21, having easy access to cigarettes and e-cigarette devices.

According to the 2018 Oregon Student Wellness Survey, 67.5% of 11th grade students in the North Clackamas School District reported that it would be either *sort of easy* or *very easy* to get some e-cigarettes, vape-pens, or e-hookahs. The average age of onset for smoking a whole cigarette was 13.7 years old, while trying an e-cigarette, vape-pen or e-hookah was 14.9 years old.

While the state successfully passed legislation to increase the legal smoking age to 21, there are currently no steps to hold retailers accountable. Clackamas County would lead the state, as one of the first to pass a county-wide Tobacco Retail License, among only 4 others. Additionally, Oregon is 1 of the 9 states that do not have state-wide Tobacco Retail Ordinances, to ensure all retailers in the county are compliant with tobacco-related laws.

Lastly, I wanted to take the time to thank you for all the work you do to keep Clackamas County a healthy and thriving community. We are lucky to have a dedicated and thoughtful board of county commissioners that is committed to the health and well-being of the community.

Sincerely,

A handwritten signature in black ink that reads "Ellen Velez". The signature is fluid and cursive, with the first name "Ellen" and last name "Velez" clearly distinguishable.

Ellen Velez
Prevention & Policy Coordinator
Vibrant Future Coalition

2018

>> Oregon Tobacco Facts



Oregon
Health
Authority
PUBLIC HEALTH DIVISION

Acknowledgments

Author/s

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Rodney Garland, MS

Sarah Hargand, MPH

Beth Vorderstrasse, PhD, MPH

Suggested citation

Oregon Health Authority Public Health Division, Health Promotion and Chronic Disease Prevention Section. 2018. Oregon tobacco facts. Available at <https://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/Pages/pubs.aspx>.

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Section 1: Executive summary

Oregon's Tobacco Prevention and Education Program (TPEP) uses a sustained, comprehensive approach to support tobacco prevention and cessation in every Oregon community. TPEP works to:

- Reduce exposure to secondhand smoke
- Prevent youth from starting to use tobacco
- Identify and eliminate tobacco-related disparities
- Help tobacco users quit and stay quit

Cigarette sales in Oregon have declined by more than 50 percent since TPEP began in 1997 (Figure 4.1). However, tobacco use remains the number-one cause of preventable death and disease in Oregon. It kills nearly 8,000 people each year (1). Tobacco use costs Oregonians \$2.5 billion a year in medical expenses, lost productivity and early death. (2)

- Cigarette smoking has decreased from 1996 to 2016 (Figure 4.2). However, use of non-cigarette products is on the rise. (3)
- Data show that more than half of youth and young adults who use tobacco are using flavored tobacco or vaping products (Figure 6.2).
- Tobacco companies spend billions of dollars on tobacco marketing in the United States every year. In 2015, the Federal Trade Commission reported that the tobacco industry spent nearly \$8.9 billion marketing cigarettes and smokeless tobacco. This is almost \$25 million per day or approximately \$1 million an hour. (4,5,6)
- The tobacco industry has shifted its marketing from billboards and TV commercials to convenience stores, pharmacies and grocery stores. Almost 75 percent of the tobacco industry's total marketing expenditures for cigarettes and smokeless tobacco products is in the retail environment. (6) In fact, the tobacco industry spends more than \$100 million every year to advertise and promote its products in Oregon's stores (Figure 10.1).

The charts and graphs in the following sections describe tobacco use, tobacco-related diseases and economic costs in Oregon.

Section 1 works cited

1. Oregon Vital Statistics Annual Reports, Volume 2: Chapter 6. Mortality. Table 6-20. Available at: <http://www.oregon.gov/oha/ph/BirthDeathCertificates/VitalStatistics/annualreports/Volume2/Pages/index.aspx>
2. Centers for Disease Control and Prevention. Smoking-attributable mortality, years of potential life lost, and productivity losses—United States, 2000–2004. Morbidity and Mortality Weekly Report 2008;57(45):1226–8. Available at <https://chronicdata.cdc.gov/Health-Consequences-and-Costs/Smoking-Attributable-Mortality-Morbidity-and-Econo/4yyu-3s69>. Accessed 2017 March 8.
3. Liss SM. Survey finds increased youth use of non-cigarette tobacco products — yet another warning that FDA must take action. Campaign for Tobacco-Free Kids, Nov. 14, 2013. Available at http://www.tobaccofreekids.org/press_releases/post/2013_11_14_ecigarettes. Accessed 2016 Oct 13.
4. Federal Trade Commission. Federal Trade Commission cigarette report for 2015. Issued 2017. Available at https://www.ftc.gov/system/files/documents/reports/federal-trade-commission-cigarette-report-2015-federal-trade-commission-smokeless-tobacco-report/ftc_cigarette_report_2015.pdf. Accessed 2018 Feb 8.
5. Federal Trade Commission. Federal Trade Commission smokeless tobacco report for 2015. Issued 2017. Available at https://www.ftc.gov/system/files/documents/reports/federal-trade-commission-cigarette-report-2015-federal-trade-commission-smokeless-tobacco-report/ftc_smokeless_tobacco_report_2015.pdf. Accessed 2018 Feb 8.
6. CounterTobacco.or. Spending at the point of sale: Federal Trade Commission Reports. Available at: countertobacco.org/the-war-in-the-store/#ftcreports

Section 2: Health and economic burden of tobacco

Tobacco use affects all Oregonians. Tobacco use is the number-one cause of preventable death and disease in Oregon. Each year, tobacco use kills nearly 8,000 Oregonians (1) and costs \$2.5 billion in medical expenses, lost productivity and early death. (2)

For more tobacco-related data, go to

<https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to

<http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Table 2.1 Leading causes of preventable death, Oregon, 2009

Cause of preventable death	Estimated number of deaths
Tobacco use	7,000
Non-tobacco use total	5,500
Obesity, poor diet and physical inactivity	1,500
Alcohol use	1,400
Toxic agents	700
Microbial agents	600
Motor vehicles*	400
Firearms	400
Illicit drug use	300
Sexual behavior	200

*Includes alcohol-related crashes

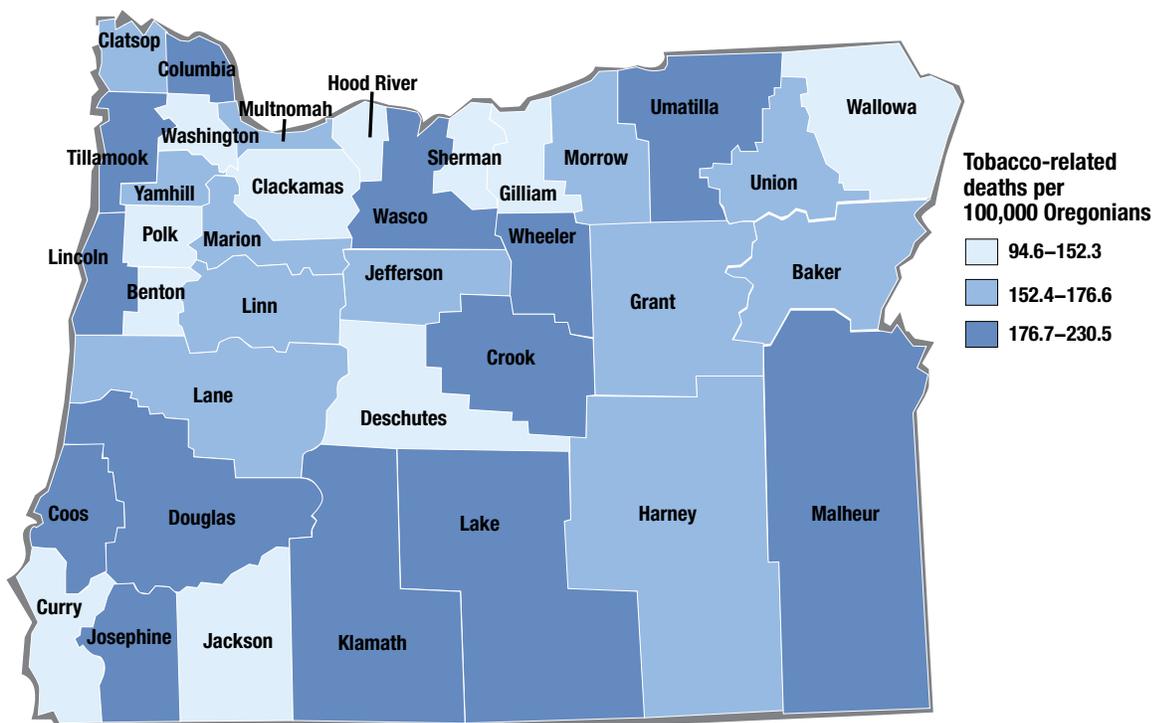
Source: Oregon Health Authority Public Health Division. *What is killing Oregonians? The public health perspective CD Summary 61, no. 15 (July 17, 2012)* Available at <http://public.health.oregon.gov/DiseasesConditions/CommunicableDisease/CDSummaryNewsletter/Documents/2012/ohd6115.pdf>. Accessed 2016 Oct 21.

Table 2.2 Underlying causes of tobacco-related deaths, Oregon, 2011–2016

Cause of death	2011		2012		2013	
	Number of deaths	Percent (%)	Number of deaths	Percent (%)	Number of deaths	Percent (%)
Cancers	1963	27	1967	28	1892	25
Cardiovascular diseases	1862	25	1707	24	1891	25
Respiratory diseases	1662	23	1511	21	1599	22
Other	1850	25	1901	27	2054	28
Total tobacco-related deaths	7337	100	7086	100	7436	100
Cause of death	2014		2015		2016	
	Number of deaths	Percent (%)	Number of deaths	Percent (%)	Number of deaths	Percent (%)
Cancers	1876	26	1895	25	1806	23
Cardiovascular diseases	1828	25	1933	25	2036	26
Respiratory diseases	1553	21	1674	22	1660	21
Other	2013	28	2168	28	2302	30
Total tobacco-related deaths	7270	100	7670	100	7804	100

Source: Oregon Vital Statistics Annual Reports, Volume 2: Chapter 6. Mortality, Table 6-20. Available at: <http://public.health.oregon.gov/BirthDeathCertificates/VitalStatistics/annualreports/Volume2/Pages/index.aspx>. Accessed 2017 March 8.

Figure 2.1 Tobacco-related deaths per 100,000 population, by county, Oregon, 2013–2016 combined



Source: Oregon Center for Health Statistics, Death data. Unpublished data.

Note: Estimates are per 100,000 population and age-adjusted to the 2000 standard population.

Table 2.3 Tobacco-related death rates per 100,000 population, by county, Oregon, 2013–2016 combined

	Rate		Rate
Oregon	152.0	Lake	202.1
Baker	170.0	Lane	154.3
Benton	96.3	Lincoln	206.5
Clackamas	124.4	Linn	174.8
Clatsop	160.9	Malheur	190.9
Columbia	177.9	Marion	160.0
Coos	230.5	Morrow	173.4
Crook	183.6	Multnomah	154.1
Curry	151.7	Polk	126.8
Deschutes	128.7	Sherman	94.6
Douglas	199.4	Tillamook	207.3
Gilliam	127.2	Umatilla	198.8
Grant	176.6	Union	154.7
Harney	157.1	Wallowa	126.8
Hood River	126.6	Wasco	178.9
Jackson	152.3	Washington	104.5
Jefferson	160.1	Wheeler	220.3
Josephine	196.0	Yamhill	154.0
Klamath	224.2		

Source: Oregon Center for Health Statistics, Death data. Unpublished data.

Note: Rates are per 100,000 population and age-adjusted to the 2000 standard population.

Table 2.4 Estimated costs of tobacco-related medical treatment and lost productivity (in millions of dollars), by county, Oregon, 2013

	Total costs	Cost of lost productivity	Medical costs
Oregon	2,558.8	1,138.5	1,420.3
Baker	16.9	7.5	9.4
Benton	34.1	15.2	18.9
Clackamas	213.8	95.1	118.7
Clatsop	26.9	12.0	14.9
Columbia	34.7	15.5	19.3
Coos	75.4	33.6	41.9
Crook	24.5	10.9	13.6
Curry	29.4	13.1	16.3
Deschutes	90.6	40.3	50.3
Douglas	123.9	55.1	68.8
Grant	6.6	3.0	3.7
Harney	4.1	1.8	2.3
Hood River	10.5	4.7	5.8
Jackson	158.6	70.6	88.1
Jefferson	16.5	7.3	9.2
Josephine	102.5	45.6	56.9
Klamath	70.5	31.4	39.1
Lake	6.7	3.0	3.7
Lane	258.5	115.0	143.5
Lincoln	61.0	27.1	33.8
Linn	100.1	44.5	55.6
Malheur	25.5	11.3	14.2
Marion	202.4	90.1	112.4
Morrow	9.6	4.3	5.3
Multnomah	421.4	187.5	233.9
North Central	27.3	12.1	15.1
Polk	48.6	21.6	27.0
Tillamook	27.7	12.3	15.3
Umatilla	53.1	23.6	29.5
Union	20.7	9.2	11.5
Wallowa	6.8	3.0	3.8
Washington	187.2	83.3	103.9
Wheeler	2.2	1.0	1.2
Yamhill	60.2	26.8	33.4

Source: Department of Health and Human Services (US) Smoking-Attributable Mortality, Morbidity, and Economic Costs (SAMMEC).
 Unpublished data.

Note: Rates are per 100,000 population and age-adjusted to the 2000 standard population.

Section 2 works cited

1. Source: Oregon Vital Statistics Annual Reports, Volume 2: Chapter 6. Mortality. Table 6-20. Available at: <http://public.health.oregon.gov/BirthDeathCertificates/VitalStatistics/annualreports/Volume2/Pages/index.aspx>. Accessed 2017 March 8.
2. Department of Health and Human Services (US). Smoking-attributable mortality, morbidity, and economic costs (SAMMEC). Methodology available at <https://chronicdata.cdc.gov/Health-Consequences-and-Costs/Smoking-Attributable-Mortality-Morbidity-and-Econo/w47j-r23n>. Accessed 2017 March 8.

Section 3: Tobacco-related diseases

Tobacco use is a major risk factor for developing chronic diseases such as cancer, cardiovascular disease, diabetes and asthma. (1) Approximately two-thirds of Oregonians who smoke have one or more chronic diseases (Table 3.1).

Using tobacco also worsens outcomes for people living with chronic diseases. Quitting tobacco use and reducing exposure to secondhand smoke decreases the risk of developing certain chronic diseases, and improves health outcomes of those already living with chronic diseases. Nearly one in four Oregonians with a chronic disease still smoke cigarettes (Table 3.2).

For more tobacco related data, go to

<https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Table 3.1 Percent of adult cigarette smokers who have chronic diseases, Oregon, 2016

	Percent of smokers (%)
One or more chronic diseases*	64.6
Depression	39.6
Arthritis	31.7
Asthma	15.3
Chronic obstructive pulmonary disease (COPD)	16.7
Diabetes	9.2
Cancer	7.5
Cardiovascular disease+	10.8

* One or more chronic diseases include arthritis, asthma, diabetes, cancer, cardiovascular disease, depression or chronic obstructive pulmonary disorder.

+Cardiovascular disease includes coronary heart disease, angina, heart attack or stroke

Estimates represent the prevalence of each chronic disease among adults who smoke.

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Table 3.2 Percent of adults with chronic diseases who smoke cigarettes, Oregon, 2016

	Percent who smoke (%)
One or more chronic diseases*	22.1
Depression	26.3
Arthritis	24.2
Asthma	24.5
Chronic obstructive pulmonary disease (COPD)	45.3
Diabetes	14.7
Cancer	24.7
Cardiovascular disease+	32.8

* One or more chronic diseases include arthritis, asthma, diabetes, cancer, cardiovascular disease, depression or chronic obstructive pulmonary disorder.

+Cardiovascular disease includes coronary heart disease, angina, heart attack or stroke

Estimates represent the prevalence of smoking among adults with each chronic disease.

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Table 3.3 Lung and bronchus cancer diagnoses and death rates per 100,000 population by county, Oregon, 2005–2009 combined and 2010–2014 combined

	2005–2009		2010–2014	
	Rate of new diagnoses	Death rate	Rate of new diagnoses	Death rate
Oregon	66.3	50.9	57.8	43.7
Baker	64.8	58.4	69.1	53.8
Benton	55.4	43.8	45.1	36.0
Clackamas	59.9	46.2	54.2	42.2
Clatsop	78.9	62.8	69.4	48.6
Columbia	83.5	69.0	71.9	46.6
Coos	79.1	67.1	75.2	65.2
Crook	66.4	52.5	51.8	36.2
Curry	74.3	53.0	61.7	46.4
Deschutes	61.0	46.5	49.3	35.4
Douglas	78.9	58.2	64.5	57.3
Grant	51.7	33.8	37.4	27.1
Harney	56.7	37.9	43.7	49.7
Hood River	66.0	45.0	39.1	39.7
Jackson	65.1	48.4	59.8	43.2
Jefferson	55.1	50.1	51.5	45.4
Josephine	79.2	60.1	73.0	54.7
Klamath	71.2	54.1	59.3	46.5
Lake	60.6	41.0	42.7	31.2
Lane	65.6	53.9	53.0	43.9
Lincoln	73.6	59.8	69.9	54.5
Linn	76.0	59.4	68.0	53.3
Malheur	58.5	38.4	47.7	39.0
Marion	65.8	52.8	63.7	44.5
Morrow	69.1	52.9	52.7	50.8
Multnomah	72.0	54.2	60.3	43.8
North Central*	82.8	58.0	72.5	50.7
Polk	59.4	42.8	51.8	34.5
Tillamook	77.7	53.7	61.8	43.8
Umatilla	58.0	44.2	57.0	44.8
Union	54.6	42.3	44.5	40.0
Wallowa	49.3	35.3	39.9	27.5
Washington	53.0	39.7	47.9	33.1
Wheeler	--	--	--	--
Yamhill	69.1	50.7	64.6	46.0

--This number is suppressed for statistical reliability and confidentiality purposes.

* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

Source: Diagnosis data from Oregon State Cancer Registry, death data from Oregon Center for Health Statistics.
Note: Rates are per 100,000 population and age-adjusted to the 2000 standard population.

Table 3.4 Tobacco-related cancer* diagnoses and death rates per 100,000 population by county, Oregon, 2005–2009 combined and 2010–2014 combined

	2005–2009		2010–2014	
	Rate of new diagnoses	Death rate	Rate of new cases	Death rate
Oregon	194.9	104.6	181.9	95.6
Baker	166.3	117.1	171.2	97.2
Benton	171.3	91.8	156.6	85.4
Clackamas	183.8	97.6	174.9	87.1
Clatsop	225.7	118.1	207.1	101.7
Columbia	217.7	133.0	196.2	93.4
Coos	212.3	131.1	208.9	124.4
Crook	196.1	91.2	189.0	84.6
Curry	209.1	116.3	178.8	106.2
Deschutes	192.0	94.8	170.5	82.9
Douglas	201.2	113.7	184.1	114.7
Grant	153.5	85.8	131.8	73.8
Harney	162.4	89.4	140.7	99.3
Hood River	182.3	85.5	141.9	99.5
Jackson	196.9	102.4	190.3	93.5
Jefferson	167.3	102.7	174.4	91.9
Josephine	211.5	115.4	213.9	112.8
Klamath	204.7	113.6	195.2	98.5
Lake	192.8	95.2	144.8	70.7
Lane	187.4	109.2	167.3	98.7
Lincoln	210.9	117.8	205.2	113.9
Linn	216.5	113.4	198.2	111.0
Malheur	181.2	100.9	168.6	87.8
Marion	198.5	106.0	194.6	99.7
Morrow	174.4	106.4	172.3	107.8
Multnomah	207.3	112.4	190.6	98.2
North Central†	214.8	104.6	212.1	116.2
Tillamook	197.5	110.2	190.2	100.0
Umatilla	183.2	96.8	185.7	102.2
Union	187.6	105.2	180.7	92.1
Wallowa	195.5	91.3	161.1	79.8
Washington	171.4	86.2	162.8	78.9
Wheeler	--	--	--	--
Yamhill	211.2	104.3	187.2	98.5

--This number is suppressed for statistical reliability and confidentiality purposes.

* Tobacco related cancers include oral cavity and pharynx, esophagus, stomach, colon and rectum, liver, pancrea, larynx, lung and bronchus, trachea, cervical uteri, urinary bladder, kidney and renal pelvis, and acute myeloid leukemia (2)

† North Central Public Health District includes Gilliam, Sherman and Wasco counties.

Source: Diagnosis data from Oregon State Cancer Registry, death data from Oregon Center for Health Statistics.

Note: Rates are per 100,000 population and age-adjusted to the 2000 standard population.

Section 3 works cited

1. U.S. Department of Health and Human Service Public Health Service Office of the Surgeon General. The health consequences of smoking—50 years of progress: A report of the surgeon general, 2014. Available at <https://www.surgeongeneral.gov/library/reports/50-years-of-progress/full-report.pdf>. Accessed 2016 Oct 21.
2. Henley S.J., Thomas C.C, Sharapova S.R., Momin B., Massetti G.M., Winn D.M., Armour B.S., and Richardson L.C. 2016. Vital Signs: Disparities in Tobacco-Related Cancer Incidence and Mortality - United States, 2004-2013. Morbidity and Mortality Weekly Report. Vol 65(44):1212-1218.

Section 4: Adult cigarette smoking

Tobacco prevention and education programs across Oregon began in 1997 and have helped shift public attitudes about smoking. Since 1996, the percent of Oregon adults who smoke cigarettes has declined by 28 percent (Table 4.2). The decline in adult smoking corresponds with a 59 percent decrease in per capita cigarette sales since 1996 (Table 4.1). This shows that Oregonians are smoking less or quitting entirely.

Although there has been progress, smoking affects some communities more than others.

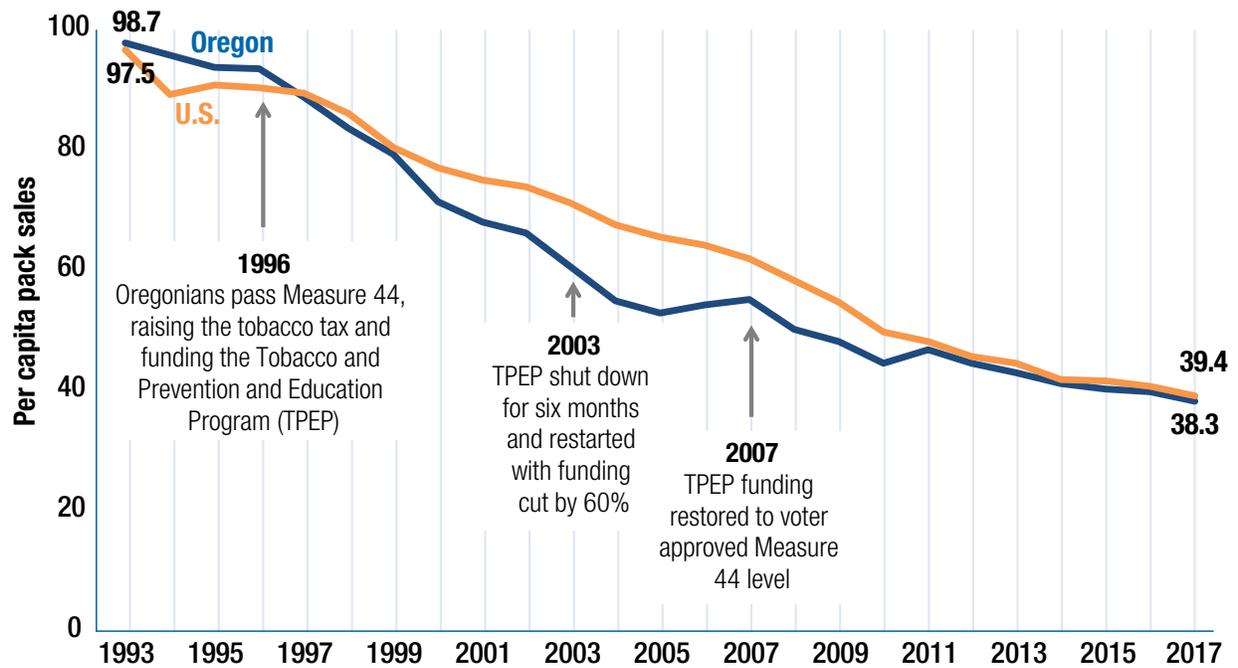
- More than one in three Oregonians with a household income of less than \$15,000 a year smoke. In comparison, one in 10 Oregonians with a household income of more than \$50,000 a year smoke (Table 4.6).
- Race and ethnicity are also important factors. Thirty-five percent of American Indians in Oregon smoke compared to 21 percent of non-Hispanic Whites (Figure 4.4).

These disparities must be addressed in order to reduce tobacco use and tobacco-related diseases.

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

Figure 4.1. Per capita cigarette pack sales, Oregon and the United States, 1993–2017



Source: Orzechowski W and Walker RC. *The tax burden on tobacco. Historical compilation Volume 51, 2016.* Fairfax and Richmond, Virginia.

Table 4.1 Per capita cigarette pack sales, Oregon and the United States, 1993–2017

	Oregon	U.S.		Oregon	U.S.
1993	98.7	97.5	2006	54.7	64.7
1994	96.6	90.1	2007	55.5	62.4
1995	94.6	91.6	2008	50.4	58.6
1996	94.3	91.0	2009	48.4	55.1
1997	89.5	90.2	2010	44.7	50.1
1998	84.2	86.8	2011	47.0	48.5
1999	79.9	81.1	2012	44.7	46.0
2000	72.0	77.6	2013	43.3	44.7
2001	68.6	75.6	2014	41.4	42.1
2002	66.6	74.5	2015	40.5	41.8
2003	60.9	71.7	2016	40.0	41.0
2004	55.2	68.1	2017	38.3	39.4
2005	53.2	66.0			

Source: Orzechowski W and Walker RC. The tax burden on tobacco. Historical compilation Volume 51, 2016. Fairfax and Richmond, Virginia.

Figure 4.2 Adult cigarette smoking, by sex and total, Oregon, 1997–2016

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

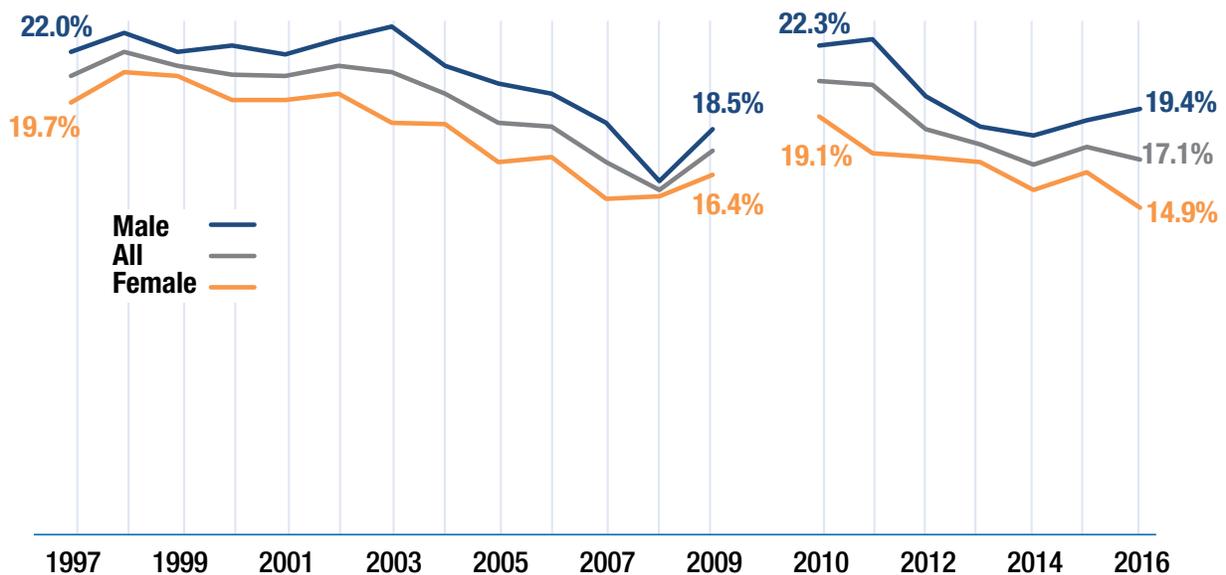


Table 4.2 Adult cigarette smoking, by sex and total, Oregon, 1996–2016

Year	Percent %			Year	Percent %		
	Total	Male	Female		Total	Male	Female
1996	23.7	24.2	23.1	2007	17.0	18.8	15.3
1997	20.9	22.0	19.7	2008	15.7	16.1	15.4
1998	22.0	22.9	21.1	2009	17.5	18.5	16.4
1999	21.4	22.0	20.9	2010	20.7	22.3	19.1
2000	21.0	22.3	19.8	2011	20.5	22.6	17.4
2001	20.9	21.9	19.8	2012	18.5	20.0	17.2
2002	21.4	22.6	20.1	2013	17.8	18.6	17
2003	21.1	23.2	18.8	2014	16.9	18.2	15.7
2004	20.1	21.4	18.7	2015	17.7	18.9	16.5
2005	18.8	20.6	17.0	2016	17.1	19.4	14.9
2006	18.6	20.1	17.2				

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

Table 4.3 Adult cigarette smoking by age and sex, Oregon, 2012–2016

Age group	Percent %			Age group	Percent %		
	Male	Female	Total		Male	Female	Total
2012							
18–24	19.2	18.0	18.6	45–54	21.9	18.5	20.2
25–34	26.0	22.2	24.2	55–64	19.1	13.2	16.0
35–44	21.3	18.6	20.0	65–74	9.8	10.1	9.9
45–54	24.3	18.8	21.5	75+	4.4	4.8	4.6
55–64	15.4	15.1	15.3	2015			
65–74	11.4	11.3	11.4	18–24	17.1	18.7	17.9
75+	5.0	4.7	4.9	25–34	22.6	21.6	22.1
2013							
18–24	18.7	17.9	18.3	35–44	21.9	14.1	18.0
25–34	22.4	17.8	20.2	45–54	19.9	18.3	19.1
35–44	20.2	19.2	19.7	55–64	20.5	16.7	18.5
45–54	22.5	21.1	21.8	65–74	12.8	11.5	12.1
55–64	17.4	15.1	16.2	75+	3.2	6.6	5.2
65–74	9.0	12.1	10.6	2016			
75+	3.8	4.8	4.4	18–24	14.4	14.2	14.3
2014							
18–24	15.5	16.6	16.0	25–34	21.5	17.4	19.4
25–34	22.9	19.4	21.2	35–44	24.1	14.8	19.3
35–44	19.3	16.7	18.0	45–54	24.1	18.9	21.5
				55–64	18.4	15.9	17.1
				65–74	12.7	9.5	11.0
				75+	4.6^	3.5	3.9

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

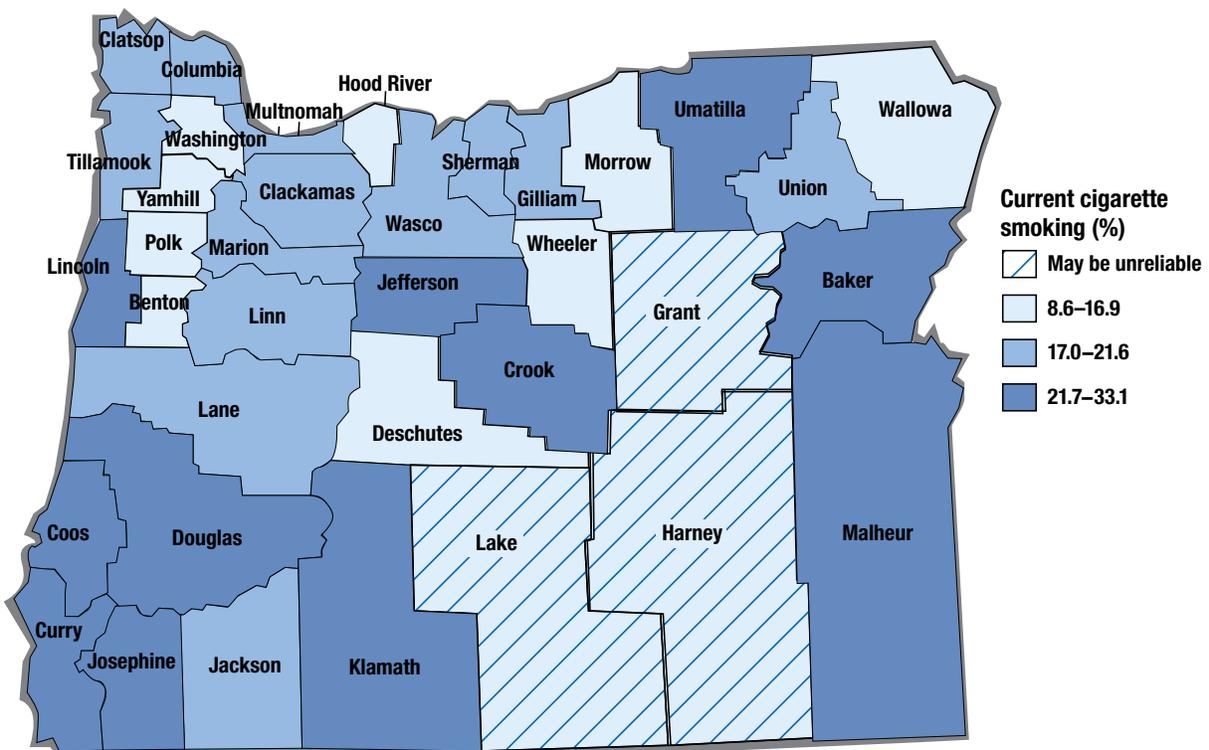
Table 4.4 Use of menthol and non-menthol cigarettes among cigarette smokers, by sex, Oregon, 2016

Gender	Percent Menthol (%)	Percent Non-menthol (%)	Percent Both (%)
Male	11.2	84.0	4.8
Female	15.3	84.5	0.2
Total	13.0	84.2	2.8

Source: Oregon Behavioral Risk Factor Surveillance System, 2016. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Figure 4.3 Adult cigarette smoking, by county, Oregon, 2012–2015 combined



Source: Oregon Behavioral Risk Factor Surveillance System County Combined dataset, 2012–2015. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Table 4.5 Adult cigarette smoking, by county, Oregon, 2012–2015 combined

County	Percent (%)	County	Percent (%)
Oregon	17.9	Lake	19 [^]
Baker	23.5	Lane	19
Benton	10.6	Lincoln	31.5
Clackamas	16.5	Linn	20.3
Clatsop	21	Malheur	22
Columbia	19.8	Marion	16.5
Coos	29.9	Morrow	15.7 [^]
Crook	26.3	Multnomah	18.1
Curry	25.6	North Central ¹	20
Deschutes	17.3	Polk	14.3
Douglas	24.2	Tillamook	30.9
Grant	15.4 [^]	Umatilla	18.4
Harney	10.9 [^]	Union	13.7
Hood River	8.8 [^]	Wallowa	--
Jackson	19.6	Washington	12
Jefferson	12.7	Wheeler	12.2 [^]
Josephine	24.7	Yamhill	17.7
Klamath	23.2		

--This number is suppressed because it is statistically unreliable.

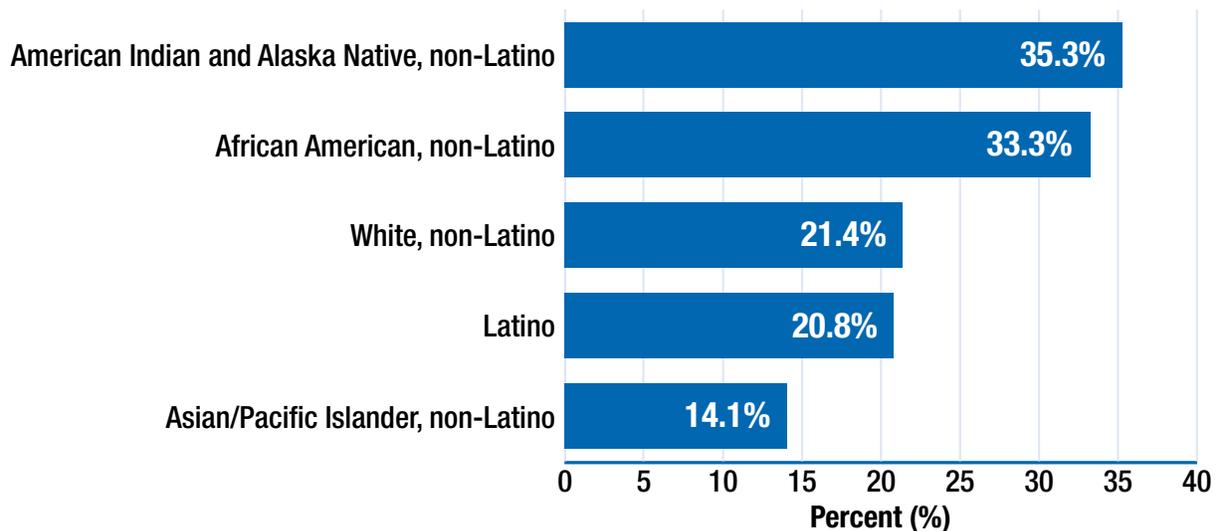
[^] This number may be statistically unreliable and should be interpreted with caution.

* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

Source: Oregon Behavioral Risk Factor Surveillance System, County Combined dataset 2012–2015. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Figure 4.4 Adult cigarette smoking, by race and ethnicity, Oregon, 2010–2011 combined



Source: Oregon Behavioral Risk Factor Surveillance System Race Oversample, 2010–2011. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Table 4.6 Adult cigarette smoking, by demographic groups, Oregon, 2011–2016

	Percent (%)					
Annual household income	2011	2012	2013	2014	2015	2016
Less than \$15,000	35.9	31.4	38.8	32.6	36.0	38.7
\$15,000–\$24,999	32.8	26.4	24.6	26.2	27.3	26.3
\$25,000–\$49,999	20.7	19.7	19.4	18.9	20.0	19.6
\$50,000 or more	10.1	11.0	9.2	7.9	9.0	9.4
Education	2011	2012	2013	2014	2015	2016
Less than high school graduate	37.6	30.7	30.3	30.2	33.2	33.4
High school graduate or GED	25.7	24.4	25.2	23.4	24.2	21.0
Some college	19.9	17.9	17.3	16.2	16.5	17.8
College graduate	7.7	7.6	6.1	6.7	7.0	6.6
Insurance	2011	2012	2013	2014	2015	2016
Currently on the Oregon Health Plan	37.8	36.0	37.6	30.5	33.6	31.2
No health insurance	33.9	29.0	30.3	25.8	28.3	28.0
Have health insurance*	14.9	13.1	12.3	12	12.9	11.5
Served in the U.S. military	2011	2012	2013	2014	2015	2016
Current or former member of the armed forces	27.9	21.6	25.8	22.5	19.7	22.5
Never a member of the armed forces	19.9	18.2	17.3	16.3	17.6	16.5
Sexual orientation	2011	2012	2013	2014	2015	2016
Gay or lesbian	27.5	22.4	32.1	20.4	24.3	19.0
Bisexual	49.5	37.9	23.3	23.3	26.9	23.2
Heterosexual	19.9	18.1	17.3	16.8	17.4	17.3
Socio-economic status (SES)[†]	2011	2012	2013	2014	2015	2016
Low SES	35.9	29.7	31	29.3	31.0	33.1
Higher SES	15.9	15.1	13.7	12.8	14.1	13.3
Urban or rural residency^{††}	2011	2012	2013	2014	2015	2016
Rural	24.6	21.6	22.3	22.5	24.2	25.0
Urban	18.7	17.5	16.5	15.8	16.5	15.6

* Excludes Oregon Health Plan members

[†] Low socio-economic status includes having less than a high school education or being at 100% or less of the federal poverty level.

^{††} Urban or rural residency was designated using ZIP code level rural-urban commuting area (RUCA) codes.

For more information on RUCA codes see <http://www.ers.usda.gov/data-products/rural-urban-commuting-area-codes.aspx>.

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Notes: Estimates are age-adjusted to the 2000 standard population.

Table 4.7 Adult tobacco use among Oregon Health Plan members, by race and ethnicity, Oregon, 2016

Race/ethnicity	Percent of OHP members (%)
American Indian/Alaska Native	41.4
African American/Black	32.6
White	30.6
Hispanic/Latino	13.3
Asian American	4.8
Hawaiian/Pacific Islander	35.7
Total	29.1

Source: Consumer Assessment of Healthcare Providers and Systems (CAHPS) survey, 2016. In: Oregon health system transformation: CCO metrics 2016 final report. Oregon Health Authority, 2017. Available at <http://www.oregon.gov/oha/HPA/ANALYTICS-MTX/Documents/CCO-Metrics-2016-Final-Report.pdf>. Accessed 2017 Aug 18.

Section 5: Youth tobacco use

Most addiction to tobacco starts in adolescence; in fact, nine of 10 adults who smoke report that they started smoking before turning 18. (1) Studies show that the younger someone is when they start smoking, the harder it is to quit. (2,3)

- Youth cigarette smoking decreased from 1996 to 2015. Smoking among 11th-graders declined by 72 percent and among eighth-graders by more than 86 percent (Table 5.1).
- Despite these decreases in youth smoking, many young people still smoke. Many of them will continue to smoke into adulthood.
- The rise in use of other tobacco products, such as little cigars, electronic cigarettes and hookah, is also a concern.
- In Oregon, e-cigarette use among 11th grade kids increased three-fold from 2013 to 2015 from 5% to 17%.
- 2017 marked the first year there was a decline in e-cigarette use among Oregon youth; however, nearly 13% of 11th graders still reported using e-cigarettes.
- Flavored tobacco products are more popular among youth and young adults compared to older adults (Figure 6.2). Flavors appear to be a key component for youth to start using tobacco. (4)

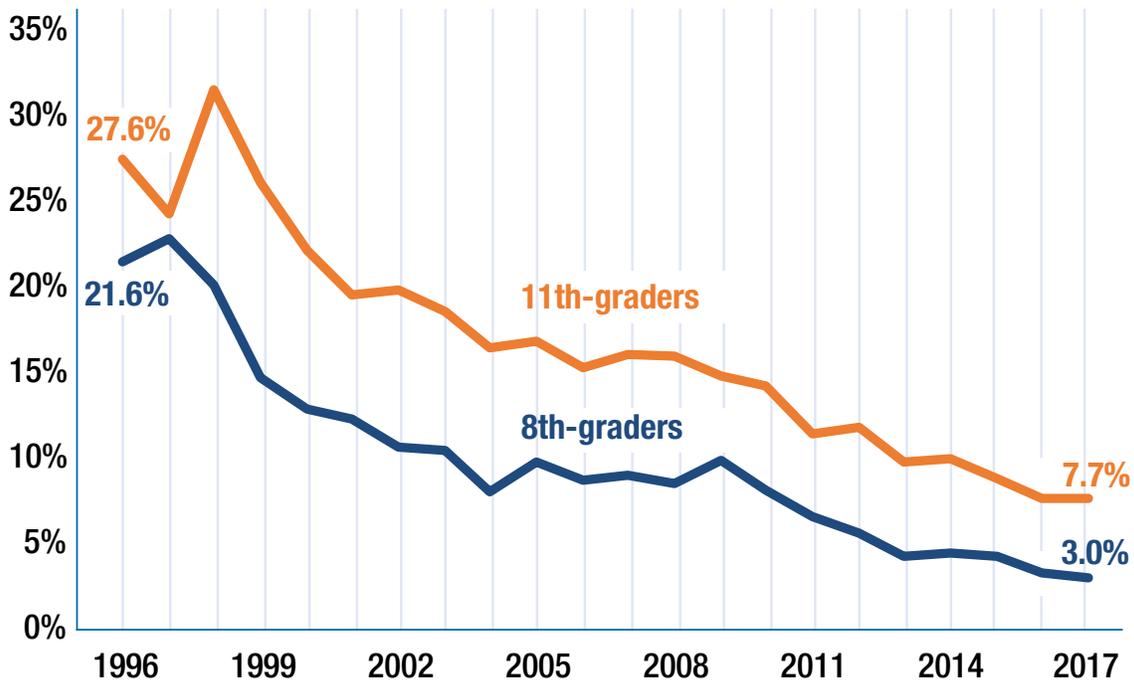
For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For more information about e-cigarettes, go to <http://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/SmokefreeWorkplaceLaw/Documents/E-cigFactSheet.pdf>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Figure 5.1 Youth cigarette smoking, Oregon, 1996–2017



Sources: Student Drug Use Survey (1998, 2000); Youth Risk Behavior Survey (1997, 1999); Oregon Healthy Teens (2001–2009, 2011, 2013, 2015, 2017); Student Wellness Survey (2010, 2012, 2014, 2016). Unpublished data.

Table 5.1 Youth cigarette smoking, Oregon, 1996–2017

Year	Percent (%)		Year	Percent (%)	
	8th grade	11th grade		8th grade	11th grade
1996	21.6	27.6	2007	9.0	16.1
1997	23.0	24.4	2008	8.6	16.0
1998	20.2	31.7	2009	9.9	14.9
1999	14.8	26.3	2010	8.2	14.3
2000	12.9	22.3	2011	6.6	11.5
2001	12.3	19.6	2012	5.6	11.9
2002	10.7	19.9	2013	4.3	9.8
2003	10.5	18.7	2014	4.5	10.0
2004	8.1	16.5	2015	4.3	8.8
2005	9.8	16.9	2016	3.3	7.7
2006	8.7	15.4	2017	3.0	7.7

Sources: Student Drug Use Survey (1996, 1998, 2000); Youth Risk Behavior Survey (1997, 1999); Oregon Healthy Teens (2001–2009, 2011, 2013, 2015, 2017); Student Wellness Survey (2010, 2012, 2014). Unpublished data.

Table 5.2 Youth cigarette smoking by sex, Oregon, 2009–2017

	Percent (%)									
	2009		2011		2013		2015		2017	
	8th grade	11th grade	8th grade	11th grade	8th grade	11th grade	8th grade	11th grade	8th grade	11th grade
Male	8.3	15.4	5.8	11.0	3.8	11	1.8	9.0	2.1	7.2
Female	11.4	14.5	7.5	12.0	4.9	8.6	2.5	8.6	3.4	7.7
Total	9.9	14.9	6.6	11.5	4.3	9.8	4.3	8.8	3.0	7.7

Sources: Oregon Healthy Teens. Unpublished data.

Table 5.3 Youth cigarette smoking, by county, Oregon, 2017

	Percent (%)	
	8th grade	11th grade
Oregon	3.0	7.7
Baker	3.4	--
Benton	--	4.1
Clackamas	3.7 ^	14.0 ^
Clatsop	--	11.9
Columbia	5.8	7.5
Coos	7.4	6.0 ^
Crook	Not available	
Curry	--	7.4
Deschutes	2.8	9.5
Douglas	9.0 ^	10.3
Grant	--	--
Harney	--	--
Hood River	2.0	5.3
Jackson	2.2	9.3
Jefferson	Not available	
Josephine	--	9.3
Klamath	4.7	8.0

	Percent (%)	
	8th grade	11th grade
Lake	--	8.4
Lane	3.6	7.4
Lincoln	3.4	5.8
Linn	5.4 ^	4.6
Malheur	--	7.6 ^
Marion	2.5	4.5 ^
Morrow	3.0 ^	9.4 ^
Multnomah	2.1	5.7
North Central*	5.7	--
Polk	1.6	3.5
Tillamook	1.7 ^	5.4 ^
Umatilla	--	8.5
Union	8.4	13.2
Wallowa	No data available	
Washington	1.6	6.2
Wheeler	No data available	
Yamhill	3.6	4.7

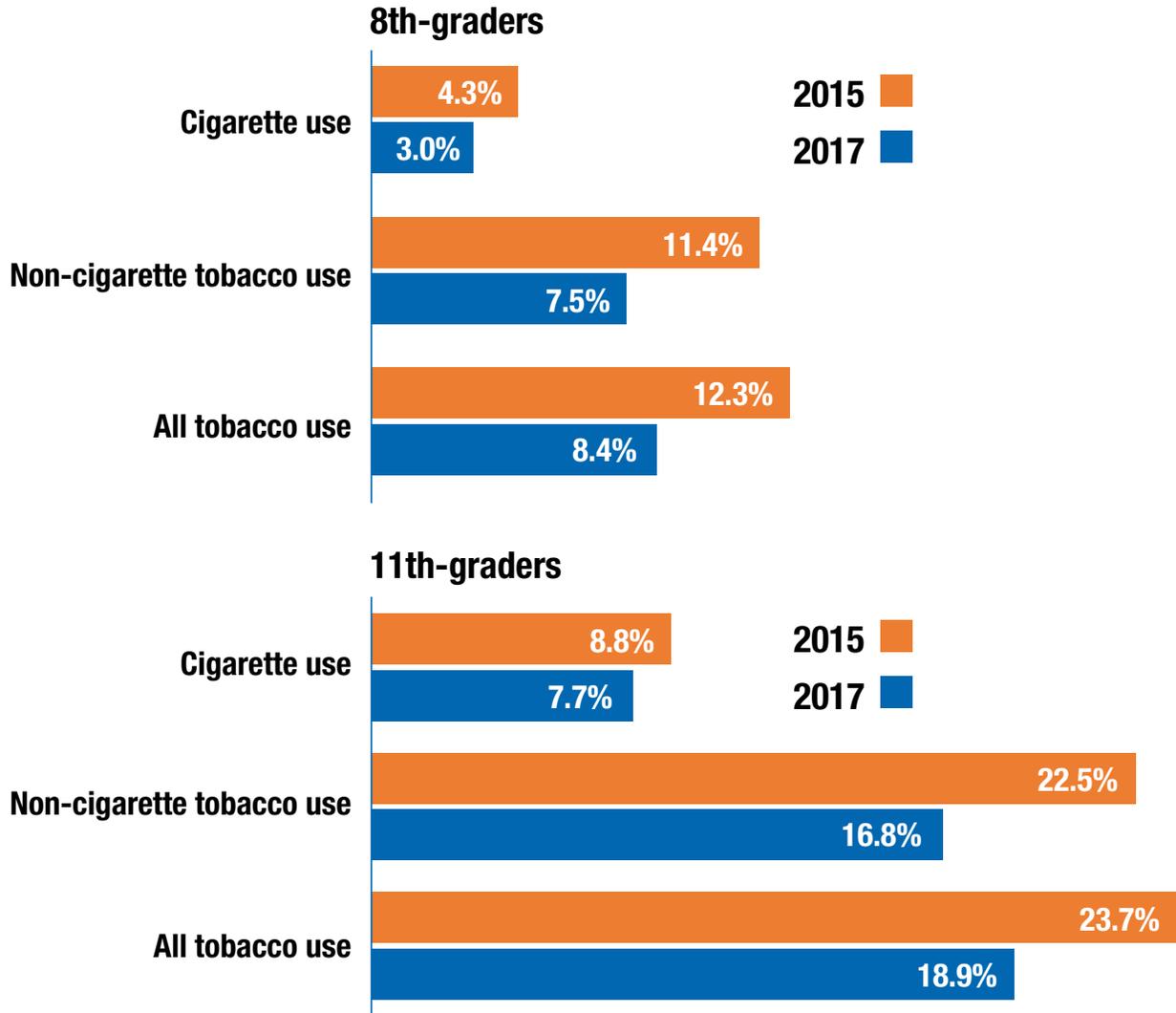
--This number is suppressed because it is statistically unreliable.

^ This number may be statistically unreliable and should be interpreted with caution.

* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

Source: Oregon Healthy Teens. Unpublished data.

Figure 5.2 Youth use of cigarettes, non-cigarette tobacco products, and all tobacco products, Oregon, 2015 and 2017



Source: Oregon Healthy Teens. Unpublished data.

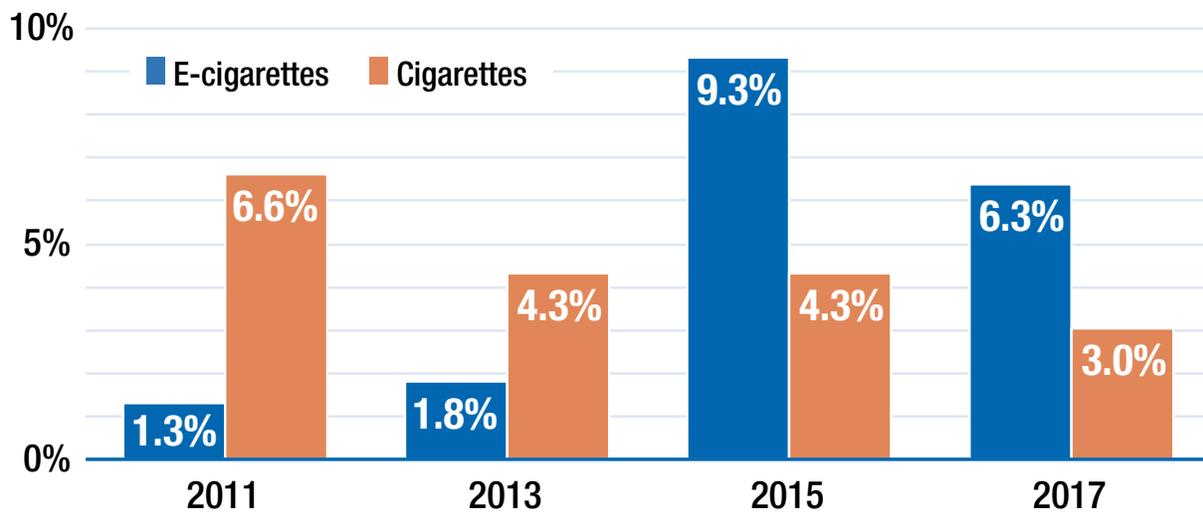
Note: Non-cigarette use includes electronic cigarettes, small cigars, large cigars, hookah, and snuff/snus. In 2015, pipes and dissolvable tobacco were also included.

Table 5.4 Youth tobacco product use by type, Oregon, 2017

	Percent (%)	
	8th-graders	11th-graders
Any tobacco product	8.4	18.9
Electronic cigarettes	6.3	12.9
Cigarettes (menthol or non-menthol)	3.0	7.7
Methol cigarettes	1.1	3.1
Little cigars	1.5	5.6
Hookah	1.5	2.7
Smokeless tobacco (males)	1.3	5.6
Large cigars	0.8	2.0

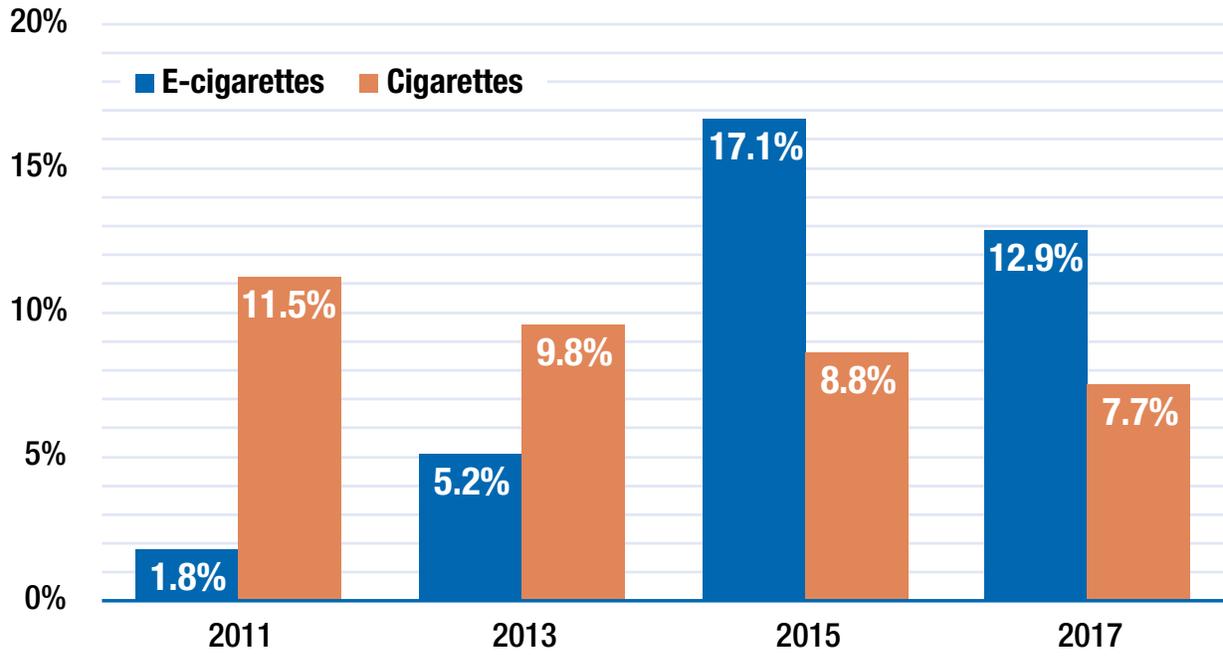
Source: Oregon Healthy Teens. Unpublished data.

Figure 5.3 Electronic cigarette and regular cigarette use among 8th-graders, Oregon, 2011, 2013, 2015, 2017



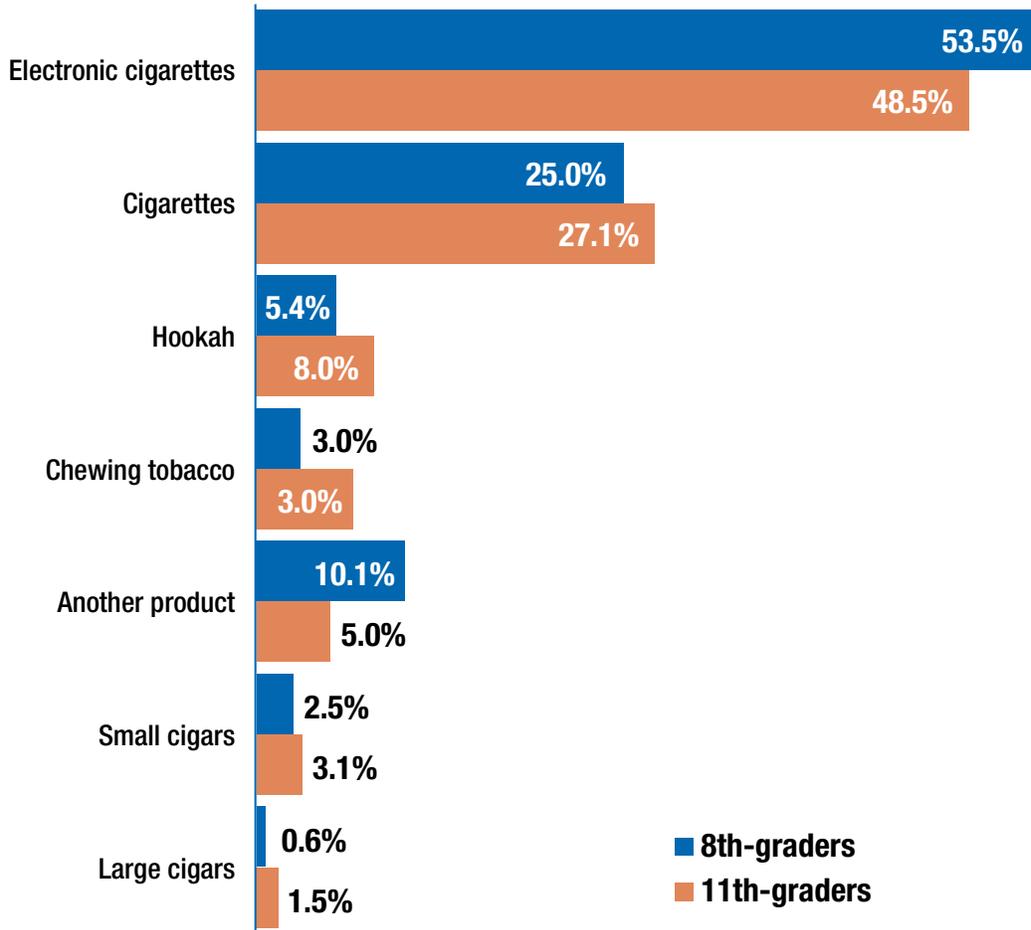
Source: Oregon Healthy Teens. Unpublished data.

Figure 5.4 Electronic cigarette and regular cigarette use among 11th-graders, Oregon, 2011, 2013, 2015, 2017



Source: Oregon Healthy Teens. Unpublished data.

Figure 5.5 First product used among youth who have ever used tobacco, Oregon, 2017



Source: Oregon Healthy Teens. Unpublished data.

Table 5.5 Sources of tobacco for youth, Oregon, 2017

	8th grade (%)	Estimated number of students	11th grade (%)	Estimated number of students
Social sources*	82.3	3,000	76.9	6,400
Friends under 18 years of age	47.2	1,700	33.5	2,800
Friends 18 years old or older	27.0	1,000	49.4	4,100
A family member	15.0	600	11.0	900
Took from home without permission	15.3	600	6.2	500
A store or gas station	4.2	200	16.0	1,300
The internet	2.8	100	6.7	600
Some other source	21.2	800	15.5	1,300

* Social sources includes Friends under 18, Friends 18 or older, or a Family member

Source: Oregon Healthy Teens. Unpublished data.

Section 5 works cited

1. U.S. Department of Health and Human Services. Preventing tobacco use among youth and young adults: A report of the Surgeon General, U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2012.
2. See also, Health and Human Services (HHS). Preventing tobacco use among youth and young adults: A report of the surgeon general, 2012. Available at <http://www.surgeongeneral.gov/library/reports/preventing-youth-tobacco-use/full-report.pdf>. Accessed 2016 Oct 21. See also, Hegmann KT, et al. The effect of age at smoking initiation on lung cancer risk. *Epidemiology* 4(5):444-48, September 1993; Lando HA, et al. Age of initiation, smoking patterns, and risk in a population of working adults. *Preventive Medicine* 29(6 Pt 1):590–98, December 1999.
3. U.S. Department of Health and Human Services, Preventing tobacco use among young people: A report of the surgeon general, 1994.
4. Myers ML. New study finds over 40 percent of youth smokers use flavored little cigars or cigarettes, shows need for FDA to regulate all tobacco products. Campaign for Tobacco-Free Kids. Oct. 22, 2013.

Section 6: Non-cigarette and flavored tobacco use among youth and adults

Cigarette use in the United States has declined as laws have limited flavors, labeling and marketing. Cigarettes can no longer contain flavors other than menthol. However, non-cigarette tobacco products such as little cigars, electronic cigarettes and hookah are less regulated. Non-cigarette tobacco products are cheap, available in flavors and come in packaging that appeals to young people. Non-cigarette tobacco products are heavily promoted in convenience stores and other locations accessible to youth.

Popular among youth

Products with flavors such as electronic cigarettes, little cigars and hookah are more popular among youth and young adults compared to older adults. More than half of Oregon youth who use tobacco use flavored tobacco compared to 26 percent of adult tobacco users (Figure 6.2). Flavors appear to be a key component for youth to start using tobacco. (1)

Widely available

Nearly 93% of stores in Oregon that sell tobacco sell flavored tobacco products. (2) More than half of Oregon eighth-graders (59%) and 11th-graders (56%) shop in a convenience store at least once a week (Table 10.2).

Cheap

Flavored non-cigarette tobacco products are cheap. Retailers can also sell these products in single units, which reduces the price. Nearly 80 percent of tobacco stores advertised single, flavored little cigars for under \$1. (2) Low prices make these products more affordable for young people.

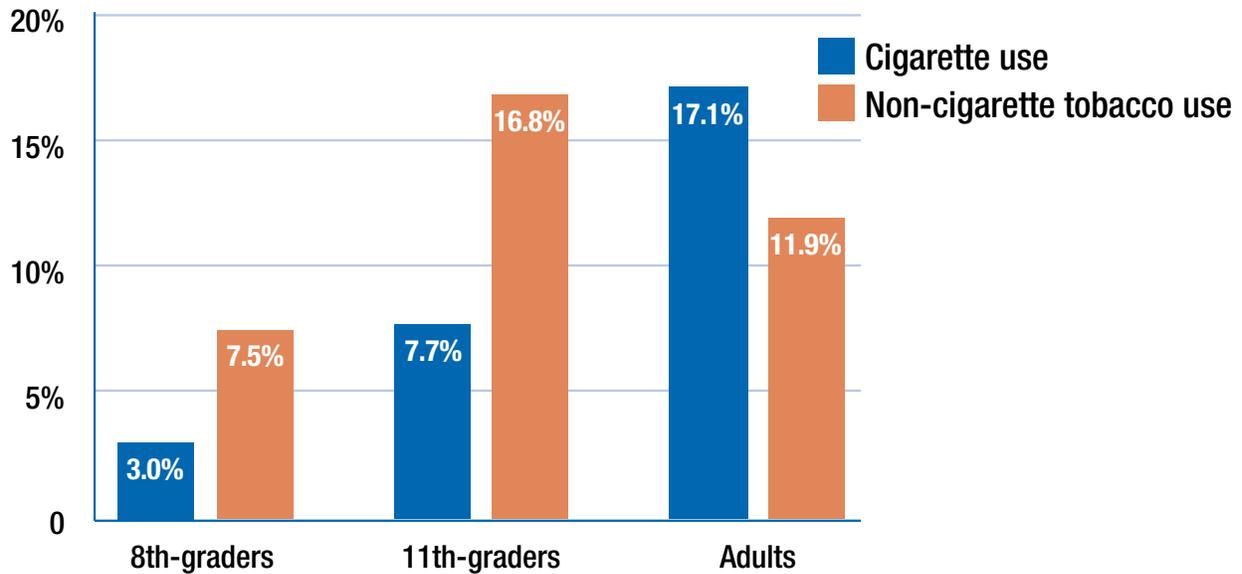
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For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Figure 6.1 Cigarette and non-cigarette tobacco product use among Oregon youth (2017) and adults (2016)



Sources: Oregon Healthy Teens; Behavioral Risk Factors Surveillance System. Unpublished data.

Notes: Adult data are age-adjusted to the 2000 standard population. Non-cigarette use includes electronic cigarettes, pipes, small cigars, large cigars, hookah, snuff/snus and dissolvable tobacco.

Table 6.1 Current tobacco product use by type and selected age groups, Oregon, 2016 and 2017

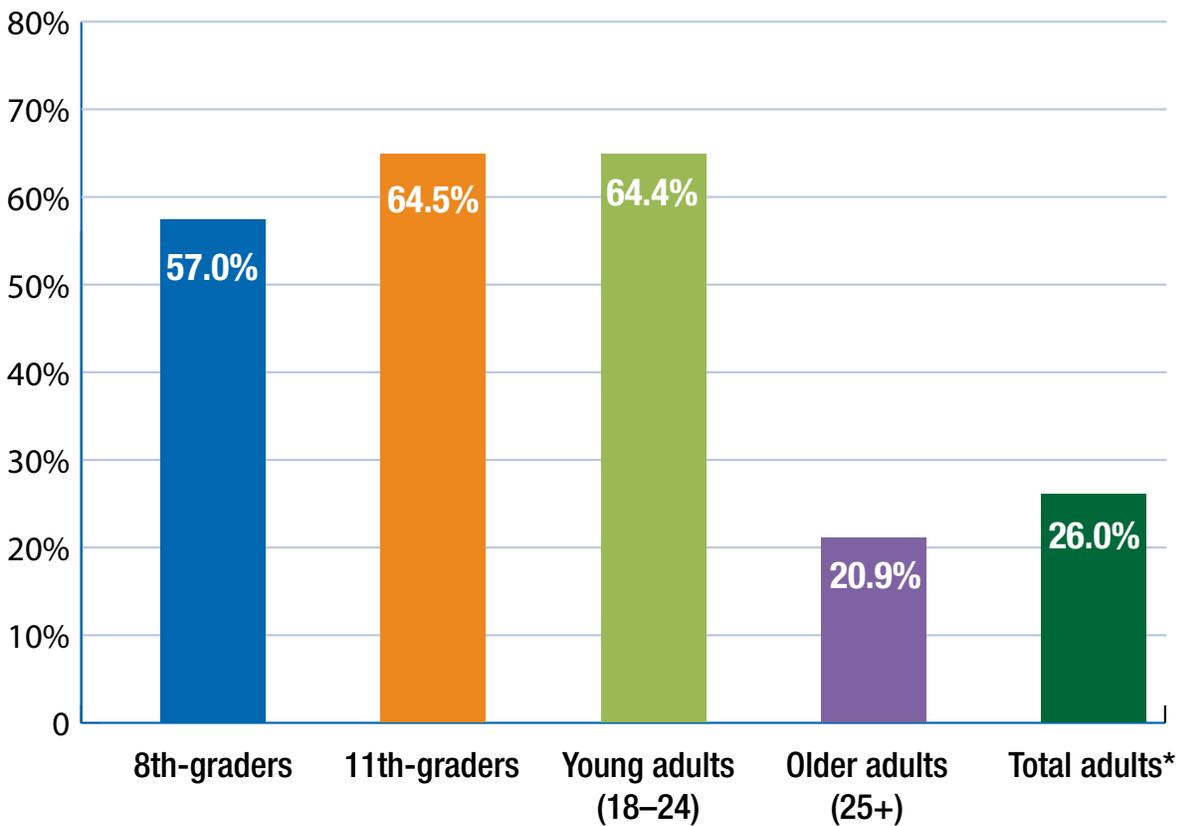
	Percent %				
	8th-graders	11th-graders	Young adults (18–24)	Older adults (25+)	Total adults*
Cigarettes	3.0	7.7	14.3	16.5	17.1
Electronic cigarettes	6.3	12.9	9.5	3.3	4.4
Cigars (any size)					
Large cigars	0.8	2.0	3.6^	2.1	2.4
Small cigars	1.5	5.6	8.8	1.8	2.9
Hookah	1.5	2.7	6.4^	0.8	1.6
Smokeless tobacco (males)	1.3	5.6	6.6	8.0	8.5

*Estimates for all adults are age-adjusted to the 2000 standard population.

^This number may be statistically unreliable and should be interpreted with caution.

Sources: Oregon Healthy Teens, (2017). Behavioral Risk Factor Surveillance System, (2016). Unpublished data.

Figure 6.2 Flavored tobacco or vaping product use among current tobacco users by selected age groups, Oregon, 2016 & 2017



*Estimates for all adults are age-adjusted to the 2000 standard population.

Sources: Oregon Healthy Teens, (2017). Behavioral Risk Factor Surveillance System, (2016). Unpublished data.

Table 6.2 Smokeless tobacco use among males, for youth (2017) and adults (2012–2015 combined), by county in Oregon

	Percent (%)		
	8th-graders	11th-graders	Adults
Oregon	1.3	5.6	7.6
Baker	4.7 ^	--	22.8
Benton	--	8.5 ^	5.3
Clackamas	--	3.9 ^	5.6
Clatsop	--	6.0 ^	12.0
Columbia	--	7.1	11.5
Coos	7.9	10.0	16.5
Crook	No data collected		26.6 ^
Curry	--	--	--
Deschutes	--	10.5	8.2
Douglas	3.5	10.4	10.0
Grant	--	--	26.9 ^
Harney	--	--	-- ^
Hood River	--	6.1	--
Jackson	1.0 ^	4.2 ^	8.2
Jefferson	No data collected		--
Josephine	--	9.8	8.5
Klamath	3.1	10.3	13.0

	Percent (%)		
	8th-graders	11th-graders	Adults
Lake	9.4 ^	--	14.2 ^
Lane	--	10.1 ^	8.1 ^
Lincoln	--	5.9	6.1 ^
Linn	--	7.0	10.8
Malheur	10.9 ^	19.5 ^	14.1 ^
Marion	--	3.5 ^	7.3
Morrow	1.9	10.0 ^	10.1 ^
Multnomah	--	2.3 ^	3.8
North Central*	--	7.5 ^	10.1 ^
Polk	--	8.4	8.0
Tillamook	--	9.2 ^	22.4 ^
Umatilla	--	13.8	11.6 ^
Union	12.3	--	18.6
Wallowa	No data collected		16.7 ^
Washington	0.8 ^	2.5	4.2
Wheeler	No data collected		--
Yamhill	--	--	10.6

--This number is suppressed because it is statistically unreliable.

^ This number may be statistically unreliable and should be interpreted with caution.

* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

Sources: Oregon Healthy Teens; Behavioral Risk Factor Surveillance System County Combined dataset 2012-2015.
 Unpublished data.

Note: Estimates for adults are age-adjusted to the 2000 standard population.

Section 6 works cited

1. Myers ML. New study finds over 40 percent of youth smokers use flavored little cigars or cigarettes, shows need for FDA to regulate all tobacco products. Campaign for Tobacco-Free Kids. Oct. 22 2013.
2. Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data

Section 7: Smoking during pregnancy

Babies born to women who smoke are at risk of chronic and irreversible health problems, including pre-term delivery, low birth weight, developmental delay, respiratory diseases such as bronchitis and asthma, decreased ability to breastfeed, and sudden infant death syndrome (SIDS).

Smoking during pregnancy has decreased by nearly 50 percent since 1993 (Table 7.1). However, some populations of women are more likely to smoke during pregnancy, including those with less education, members of the Oregon Health Plan, and American Indians or Alaska Natives (Table 7.2). Counties with a high percentage of women who smoke during pregnancy (Figure 7.2) also have a high percentage of smoking among the general population (Figure 4.3).

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

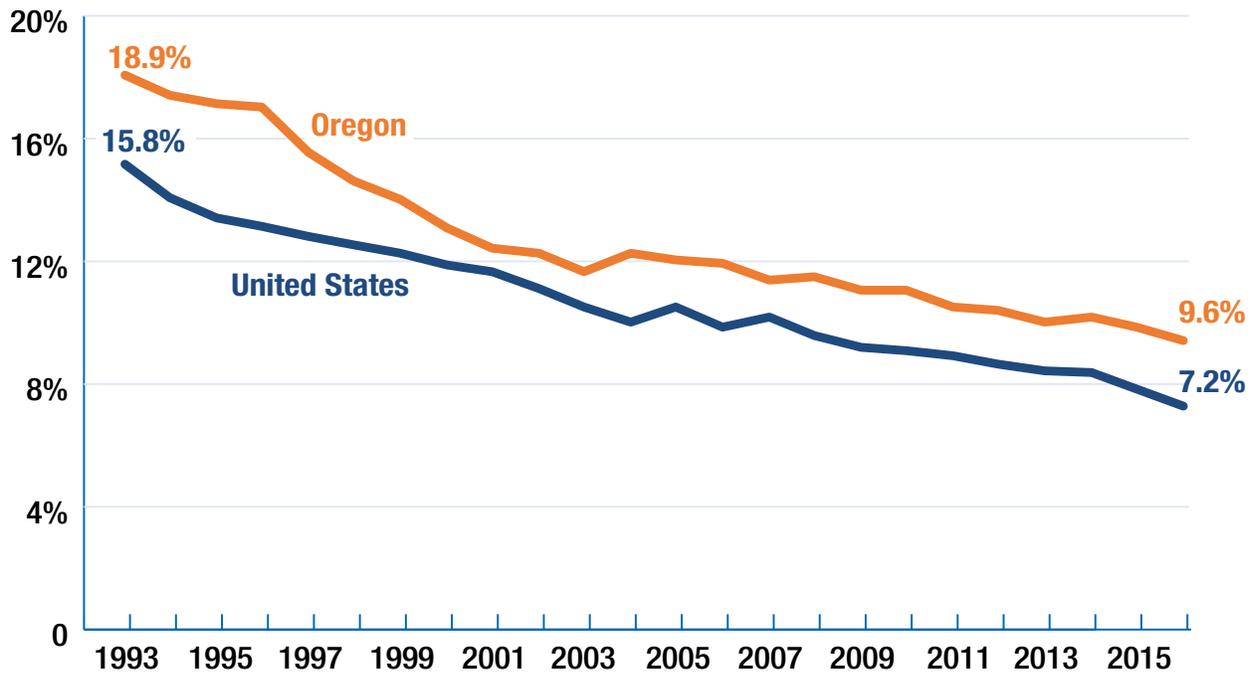
For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

Table 7.1 Cigarette smoking during pregnancy, Oregon and the United States, 1993–2016

Year	Percent %		Year	Percent %	
	U.S.	Oregon		U.S.	Oregon
1993	15.8	18.9	2005	10.7	12.4
1994	14.6	18.2	2006	10.0	12.3
1995	13.9	17.9	2007	10.4	11.7
1996	13.6	17.8	2008	9.7	11.8
1997	13.2	16.2	2009	9.3	11.3
1998	12.9	15.2	2010	9.2	11.3
1999	12.6	14.5	2011	9.0	10.7
2000	12.2	13.5	2012	8.7	10.6
2001	12.0	12.8	2013	8.5	10.2
2002	11.4	12.6	2014	8.4	10.4
2003	10.7	12.0	2015	#N/A	10.0
2004	10.2	12.6	2016	7.2	9.6

Sources: Oregon Center for Health Statistics, Birth data. National Center for Health Statistics, Birth data. Unpublished data.

Figure 7.1 Cigarette smoking during pregnancy, Oregon and the United States, 1993–2016



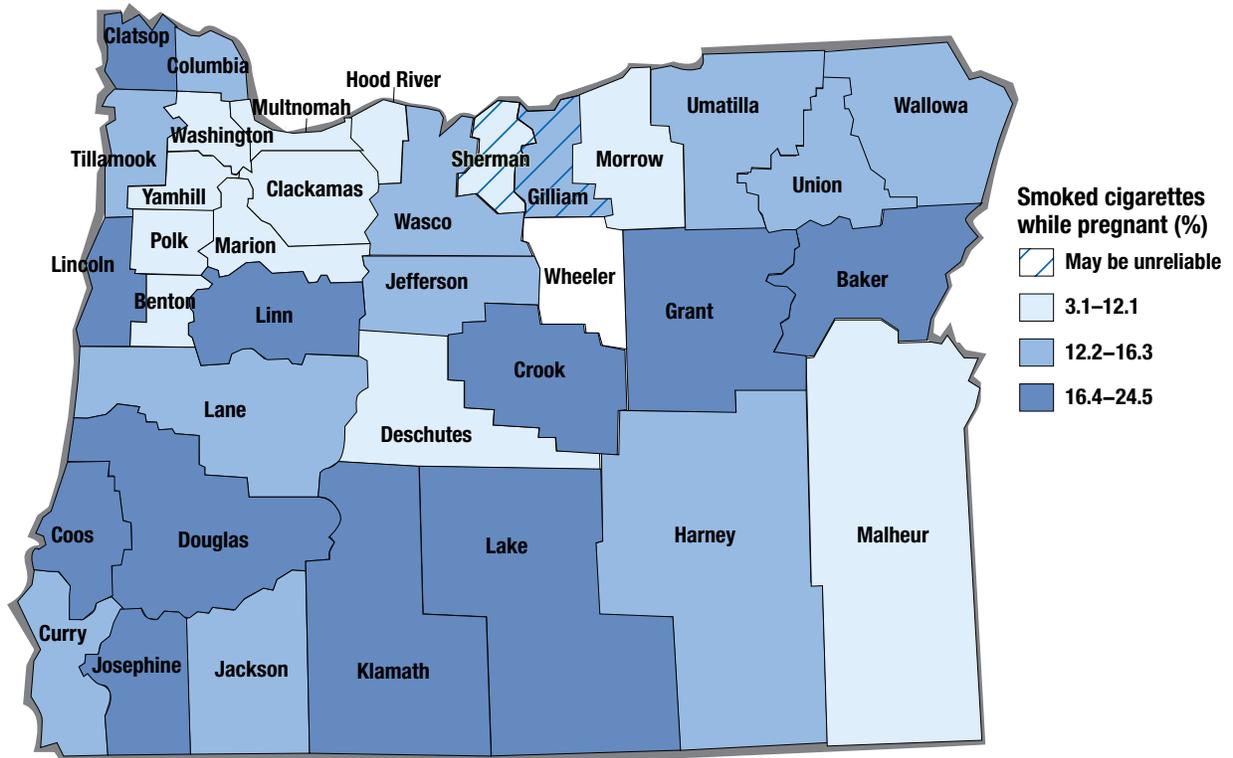
Sources: Oregon Center for Health Statistics, Birth data. National Center for Health Statistics, Birth data. Unpublished data.

Table 7.2 Cigarette smoking during pregnancy by maternal characteristics, Oregon, 2012–2016

	Percent (%)				
	2012	2013	2014	2015	2016
Mother's age					
Less than 18 years old	13.9	12.7	12.9	12.0	13.2
18–19 years old	19.2	17.6	18.1	15.9	15.4
20–24 years old	18.6	17.6	17.3	17.0	15.3
25–29 years old	10.2	10.3	11.0	11.0	10.6
30 years and older	5.7	5.9	6.1	5.9	6.2
Mother's education					
Less than high school diploma	18.0	19.3	19.6	20.0	19.7
High school diploma or GED	18.0	16.8	16.8	16.4	16.2
Some college	11.7	11.2	11.9	11.5	11.1
College degree	2.0	1.9	2.0	1.9	1.7
Insurance type%					
Medicaid/Oregon Health Plan	18.7	18.4	18.5	17.9	17.7
Self-pay/uninsured	7.1	7.4	8.7	7.9	6.5
Private insurance	3.6	3.5	3.5	3.0	2.8
Other	12.5	11.8	10.0	11.1	8.9
Mothers race and ethnicity					
African American (non-Hispanic)	11.5	10.7	11.7	8.6	11.0
American Indian or Alaska Native (non-Hispanic)	22.3	24.1	21.7	21.0	17.7
Asian or Pacific Islander (non-Hispanic)	1.7	2.1	2.0	2.1	2.0
Hispanic or Latina	3.5	3.3	3.7	3.2	3.7
White (non-Hispanic)	12.9	12.3	12.5	12.3	11.5

Source: Oregon Center for Health Statistics, Birth data. Unpublished data.

Figure 7.2 Cigarette smoking during pregnancy by county, Oregon, 2014–2016 combined



Source: Oregon Center for Health Statistics, Birth data. Unpublished data.

Table 7.3 Cigarette smoking during pregnancy, by county, Oregon, 1990–2016

	Percent (%)								
	1990–92	1993–95	1996–98	1999–01	2002–04	2005–07	2008–10	2011–13	2014–16
Oregon	21.4	18.3	16.4	13.4	12.4	12.1	11.5	10.5	10.0
Baker	30.7	23.9	26.6	25.8	23.4	27.6	29.5	22.0	24.5
Benton	12.5	11.2	23.8	8.4	7.4	7.4	8.3	7.8	6.8
Clackamas	18.3	15.9	30.0	12.7	11.5	10.0	9.9	7.1	7.3
Clatsop	29.2	25.4	26.2	20.7	20.5	20.0	18.8	17.3	17.3
Columbia	23.3	23.7	23.8	19.3	19.1	20.2	18.8	16.5	15.3
Coos	30.2	29.1	30.0	24.2	24.0	23.5	23.3	23.8	23.2
Crook	24.2	22.4	22.9	20.6	19.4	20.6	20.2	16.5	18.2
Curry	33.1	28.1	29.5	24.8	25.0	22.9	19.9	20.9	14.1
Deschutes	22.2	18.7	17.2	13.8	13.3	11.6	10.1	9.9	9.0
Douglas	27.0	25.2	24.5	24.1	24.7	24.5	25.6	24.5	21.6
Gilliam	13.0	18.2	25.9	13.2	18.9	14.3	6.1^	17.9	13.2^
Grant	22.1	19.6	25.7	11	14.6	14.1	15.5	19.1	16.4
Harney	12.7	18.5	21.8	19.4	18.7	19.3	14.6	18.3	13.6
Hood River	18.1	10.6	9.7	7.9	6.0	5.7	6.8	5.5	3.1
Jackson	19.8	14.0	17.4	16	15.1	14.8	14.6	14.1	14.1
Jefferson	27.3	20.3	16.5	14.5	10.8	22.9	11.9	10.7	15.4
Josephine	28.7	26.4	24.0	25.2	23.4	22.9	22.9	23.7	21.0
Klamath	26.7	24.9	24.5	21.7	20.4	19.2	19.4	20.0	19.3
Lake	23.3	23.2	22.9	20.1	19.2	24.3	20.4	19.9	17.6
Lane	21.8	18.3	17.0	13.7	13.0	14.8	13.8	14.3	13.7
Lincoln	35.6	31.9	29.5	24.0	22.2	21.4	23.3	19.4	20.9
Linn	26.3	23.2	23.0	21.8	21.6	18.8	18.6	17.1	16.7
Malheur	14.6	13.1	9.1	7.6	9.5	8.1	9.0	9.1	11.9
Marion	20.0	17.8	14.7	12.6	11.3	11.3	11.5	10.1	9.0
Morrow	18.8	15.4	12.6	13.4	12.5	13.6	10.6	9.2	9.3
Multnomah	24.2	20.5	16.7	13.2	11.5	10.4	8.3	6.8	6.4
Polk	17.8	15.9	15.7	13.8	11.6	13.2	12.2	12.7	12.1
Sherman	21.7	29.2	14.0	24.4	9.6^	21.7	18.6	18.4	9.3^
Tillamook	31.3	27.2	21.4	20.8	19.1	18.4	18.0	15.0	14.6
Umatilla	22.2	18.0	17.0	12.3	14.1	14.7	12.3	13.9	12.7
Union	20.4	15.3	16.7	16.1	16.2	18.8	19.8	16.1	16.3
Wallowa	22.1	12.8	15.2	19.0	18.0	5.2	12.1	11.9	14.0
Wasco	23.4	18.4	21.8	18.0	16.6	10.0^	17.0	13.9	12.5
Washington	14.9	12.0	9.3	6.8	4.9	5.3	5.1	4.2	3.5
Wheeler	21.6	14.9	17.1	18.2	20.8^	10.0^	12.5^	20.7	--
Yamhill	21.6	17.8	16.2	14.6	13.2	12.2	12.9	10.7	11.0

^This number may be statistically unreliable and should be interpreted with caution.

Source: Oregon Center for Health Statistics, Birth data. National Center for Health Statistics, Birth data. Unpublished data.

Section 8: Tobacco cessation

Nicotine is addictive. Among adults who smoke cigarettes, most say they want to quit, and more than half report trying to quit during the past year (Table 8.1).

Oregon provides support to help smokers quit. The Quit Line is a phone and online counseling service that helps Oregonians quit using tobacco and nicotine products. On average, the Oregon Quit Line receives 6,000 phone calls and 1,800 web contacts a year (Figure 8.1). Those who want to quit using tobacco can call 1-800-QUIT-NOW for help.

For more Quit Line information, go to <https://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/GetHelpQuitting/Pages/oregonquitline.aspx>.

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Table 8.1 Quit behaviors among adult cigarette smokers, by county, Oregon, 2010–2013 combined

	Percent (%)	
	Wants to quit cigarette smoking	Attempted to quit cigarette smoking during previous year
Oregon	76.3	56.5
Baker	--	73.9
Benton	61.2	59.0
Clackamas	80.6	64.3
Clatsop	76.1	56.7
Columbia	81.9	49.3
Coos	75.7	55.5
Crook	--	50.3
Curry	69.3	58.8
Deschutes	70.2	50.9
Douglas	79.4	55.6
Grant	--	--
Harney	--	--
Hood River	--	--
Jackson	70.7	50.0
Jefferson	--	--
Josephine	68.0	52.4
Klamath	77.2	63.2
Lake	--	--
Lane	78.5	59.2
Lincoln	89.2	58.5
Linn	73.4	49.3
Malheur	--	68.4
Marion	84.1	53.9
Morrow	--	--
Multnomah	74.5	55.1
North Central*	--	65.2
Polk	84.7	55.4
Tillamook	--	51.7
Umatilla	58.8	59.6
Union	--	62.5
Wallowa	--	--
Washington	77.4	55.8
Wheeler	--	--
Yamhill	75.3	56.5

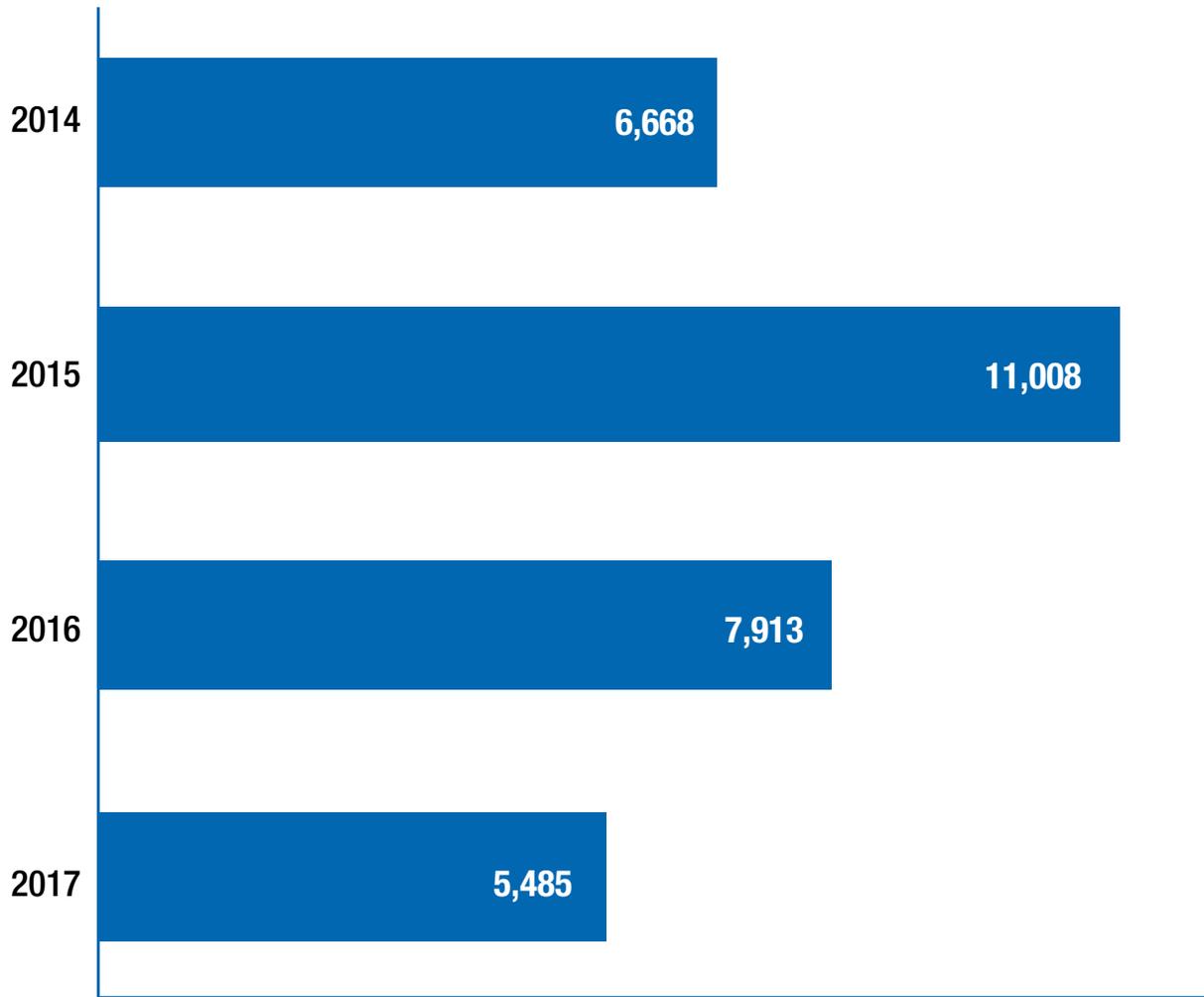
--This number is suppressed because it is statistically unreliable.

* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

Source: Oregon Behavioral Risk Factors Surveillance System County Combined dataset, 2010–2013. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Figure 8.1 Oregon Quit Line calls and web contacts, by year, 2014-2017



Source: Oregon Quit Line. Unpublished data.

Section 9: Secondhand smoke

Secondhand smoke causes more than 7,300 lung cancer deaths among U.S. nonsmokers each year. (1) Secondhand smoke causes health problems in infants and children, including asthma attacks, respiratory infections, ear infections and sudden infant death syndrome (SIDS). (2)

In addition to the health risks from exposure to secondhand smoke, smoking in the home or public places can normalize smoking behavior for youth. Ninety-two percent of Oregon adults report not allowing anyone to smoke inside the home (Table 9.1). However, more than one-quarter of eighth-grade and 11th-grade students live with someone who smokes (Table 9.3). Nearly one in six Oregonians are exposed to secondhand smoke indoors. (3) Despite the Indoor Clean Air Act covering workplaces, more than one in 10 Oregonians are exposed to secondhand smoke at work (Table 9.2).

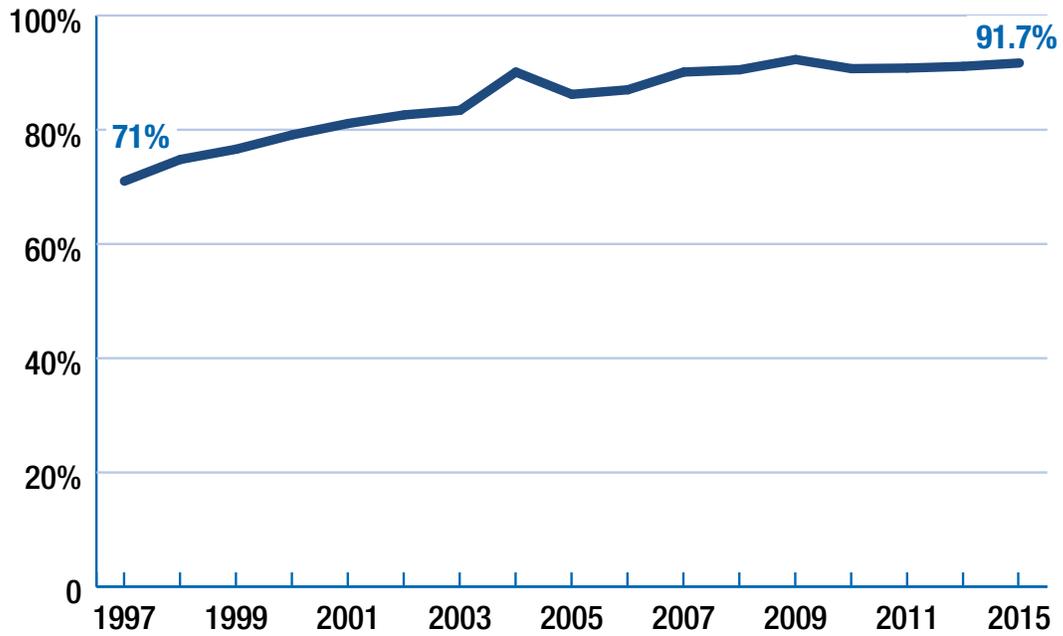
For more information on Oregon's Indoor Clean Air Act, go to <https://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/SmokefreeWorkplaceLaw/Pages/thelaw.aspx>.

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Figure 9.1 Adults reporting no smoking allowed in the home, Oregon, 1997–2015



Source: Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

Table 9.1. Adults reporting no smoking allowed in the home, Oregon, 1997–2015

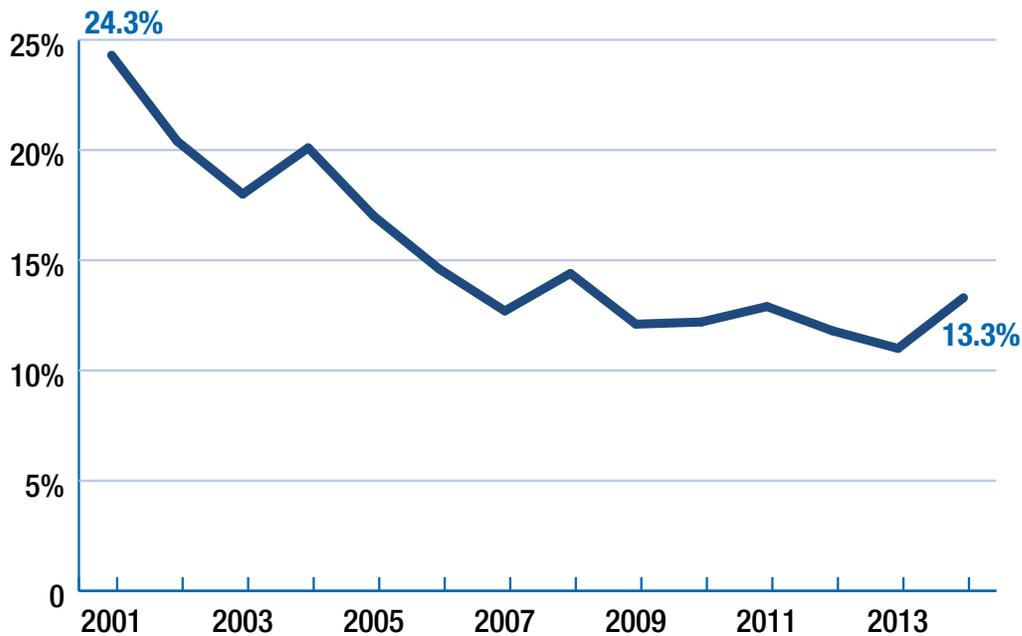
Year	Percent (%)	Year	Percent (%)
1997	71.0	2007	90.1
1998	74.8	2008	90.5
1999	76.6	2009	92.3
2000	79.1	2010	90.7
2001	81.1	2011	90.8
2002	82.6	2012	NA
2003	83.4	2013	91.1
2004	90.1	2014	NA
2005	86.2	2015	91.7
2006	87.0		

NA = Not available

Source: Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

Figure 9.2 Adults reporting exposure to secondhand smoke at work, Oregon, 2001–2015



Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

Table 9.2 Adults reporting exposure to secondhand smoke at work, Oregon, 2001–2015

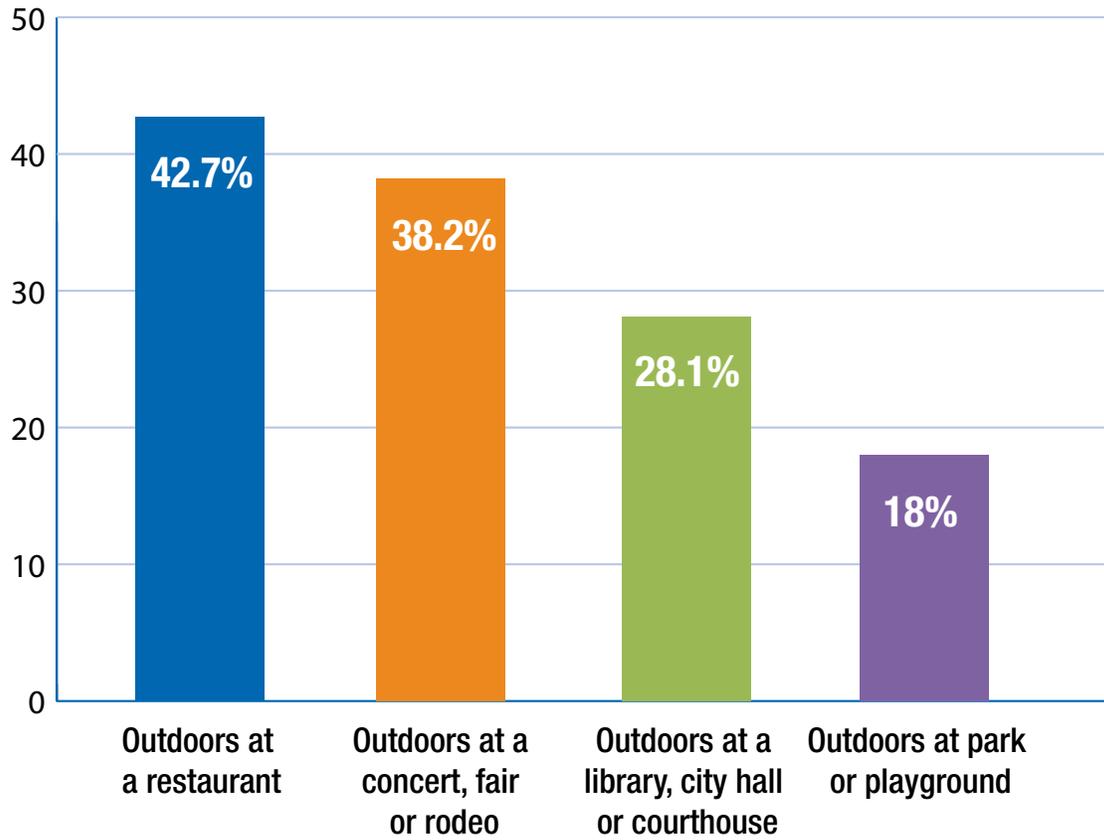
Year	Percent exposed at work (%)	Year	Percent exposed at work (%)
2001	24.3	2008	14.4
2002	20.4	2009	12.1
2003	18.0	2010	12.2
2004	20.1	2011	12.9
2005	17.0	2012	11.8
2006	14.6	2013	11.0
2007	12.7	2015	13.3

NA = Not available

Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

Figure 9.3 Adults reporting exposure to secondhand smoke in selected outdoor locations*, Oregon, 2015



*Among those reporting that they visited that location in the past 30 days.

Source: Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Table 9.3 Youth exposure to secondhand smoke, Oregon, 2017

	8th-grade (%)	11th-grade (%)
Lives with someone who smokes cigarettes	29.9	29.4
Lives with someone who smokes cigarettes inside the home	7.0	6.0

Source: Oregon Healthy Teens. Unpublished data.

Section 9 works cited

1. U.S. Department of Health and Human Services. The health consequences of smoking — 50 years of progress: A report of the surgeon general. Atlanta: U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2014. Available at: <http://www.surgeongeneral.gov/library/reports/50-years-of-progress/>. Accessed 2016 Oct 21.
2. U.S. Department of Health and Human Services. Let's make the next generation tobacco-free: Your guide to the 50th anniversary surgeon general's report on smoking and health. [PDF—795 KB] Atlanta: U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2014. Available at <https://www.surgeongeneral.gov/library/reports/50-years-of-progress/consumer-guide.pdf>. Accessed 2016 Oct 21.
3. Behavioral Risk Factor Surveillance System. Tobacco use and related topics among adults, Oregon, 2015. Unpublished data.

Section 10: Retail tobacco marketing

The tobacco industry spends more than \$1 million per hour promoting its products in the United States. (1) In 2015, the tobacco industry spent almost \$110 million on marketing in Oregon (Figure 10.1).

Since 2002, cigarette companies have spent billions on price discounts so that retailers can sell their cigarettes cheaper. In 2015, the average cost of a pack of cigarettes in Oregon was approximately \$6.12. (2) However, the price of a pack is often less than that to the buyer, because the tobacco industry provides discounts to offset the price. In order to offer these discounts to consumers, retailers must follow tobacco company requirements on product placement and advertising in their stores. This increases exposure to promotional advertising and product displays. (3)

Among stores that sell tobacco in Oregon:

- Approximately three of five advertise tobacco products outside their stores (Table 10.4).
- Most advertise sales, discounts or other price promotions on tobacco products (Table 10.4).

Tobacco products are often marketed to appeal to kids. They often have candy-like packaging, come in sweet flavors and are advertised or placed in areas where youth are likely to see them. Three of four youth reported seeing tobacco product ads at a store within the last month, and more than half visited a convenience store in the past week (Table 10.2).

Among stores that sell tobacco in Oregon:

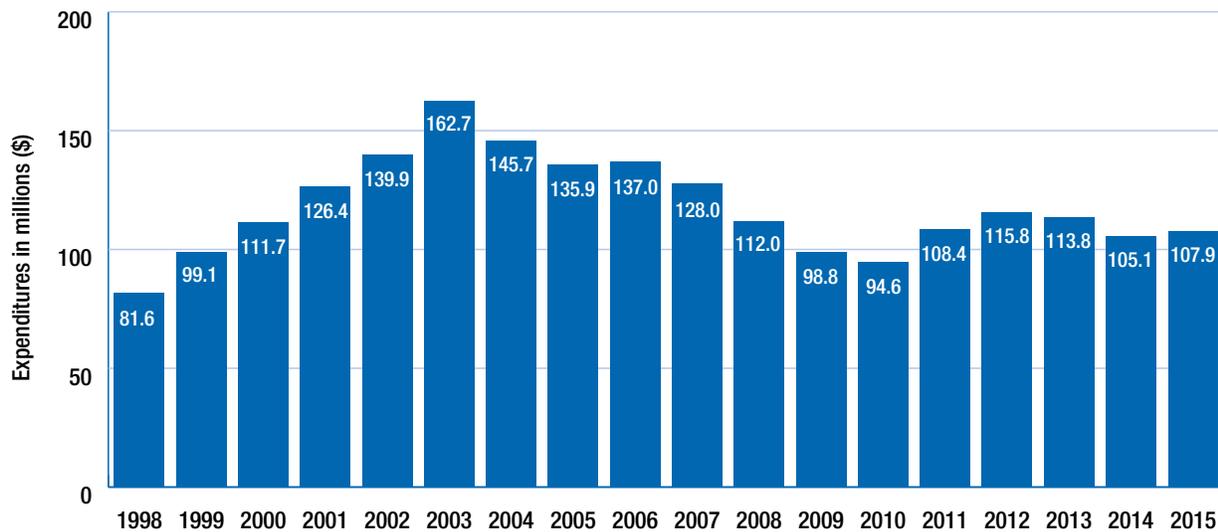
- More than one-quarter display toys, candy or gum within 12 inches of tobacco products (Table 10.4).
- Nearly one-quarter place advertisements for tobacco products within three feet of the floor (Table 10.4).
- Nearly nine in 10 stores that sell little cigars and cigarillos sell them as singles, which makes them cheap and accessible to young people. (4)

For more information on retail marketing, go to <http://smokefreeoregon.com/wp-content/uploads/2014/07/StatewideRetailRollup.pdf>.

For more information about the 2016 Tobacco Retail Environment Assessment done by the Oregon Health Promotion and Chronic Disease Prevention section, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/Datasources.aspx>.

For more explanation of age-adjusted estimates, statistical reliability and other technical related issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

Figure 10.1 Annual tobacco industry marketing expenditures (in millions of dollars), Oregon, 1998–2015



Source: Bach L. State-specific estimates of tobacco company marketing expenditures 1998 to 2015. Campaign for Tobacco-Free Kids, November 15, 2017.

Table 10.1 Cigarette purchasing locations among adults who smoke, Oregon, 2014

Location	Percent (%)
Convenience stores/gas stations	60.6
Tobacco discount stores	19.8
Liquor or drug stores (pharmacies)	4.1 ^
Supermarkets	4.0
Other discount stores, such as Wal-Mart or Bi-Mart	2.9
Indian reservations	--
Other	8.5 ^

^ This number may be statistically unreliable and should be interpreted with caution.

-- This number is suppressed because it is statistically unreliable.

Source: Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Estimates are age-adjusted to the 2000 standard population.

Table 10.2 Exposure to tobacco advertising among youth (2017) and adults (2016), Oregon

	Percent (%)		
	8th-graders	11th-graders	Adults
Among everyone			
Seen tobacco advertising on a storefront or inside a store in the past month	68.8	72.9	60.1
Visited a convenience store one or more times in the past week	59.1	56.4	NA
Among current tobacco users			
Received a tobacco coupon or other discount via mail, internet or other source in the past month	NA	NA	30.8
Bought tobacco product using coupons, rebates, buy-one-get-one free or other special promotion in the past month	NA	NA	23.0

NA: Not available

Source: Oregon Healthy Teens; Behavioral Risk Factor Surveillance System. Unpublished data.

Note: Adult estimates are age-adjusted to the 2000 standard population.

Table 10.3 Availability of selected tobacco products in Oregon stores that sell any tobacco, 2016

Tobacco product	Percent of stores where available (%)
Cigarettes	97.6
Smokeless tobacco	88.4
Cigarillos or little cigars	88.2
Electronic cigarettes	76.1
Large cigars	20.4

Source: Oregon Health Authority. Tobacco Retail Environment Assessment. 2016. Unpublished data.

Table 10.4 Tobacco marketing strategies in Oregon stores that sell tobacco, 2016

Marketing strategy	Percent of stores using (%)
Sells flavored tobacco*	99.9
Displays toys, candy, or gum within 12 inches of any tobacco product	27.9
Places advertisements for tobacco products within three feet of the floor	22.7
Offers price promotions, sales, or discounts on tobacco products	84.7
Advertises tobacco products outside of store	57.6

*Includes menthol

Source: Oregon Health Authority. Tobacco Retail Environment Assessment. 2016. Unpublished data.

Table 10.5 Percent of stores that sell flavored versions of selected tobacco products, among stores selling that product, 2016

Among stores that sell:	Percent that sell flavored version (%)
Cigarettes	99.9 *
Smokeless tobacco	94.1
Cigarillos or little cigars	94.6
Electronic cigarettes	92.0
Large cigars	16.5

*Flavor refers to menthol cigarettes.

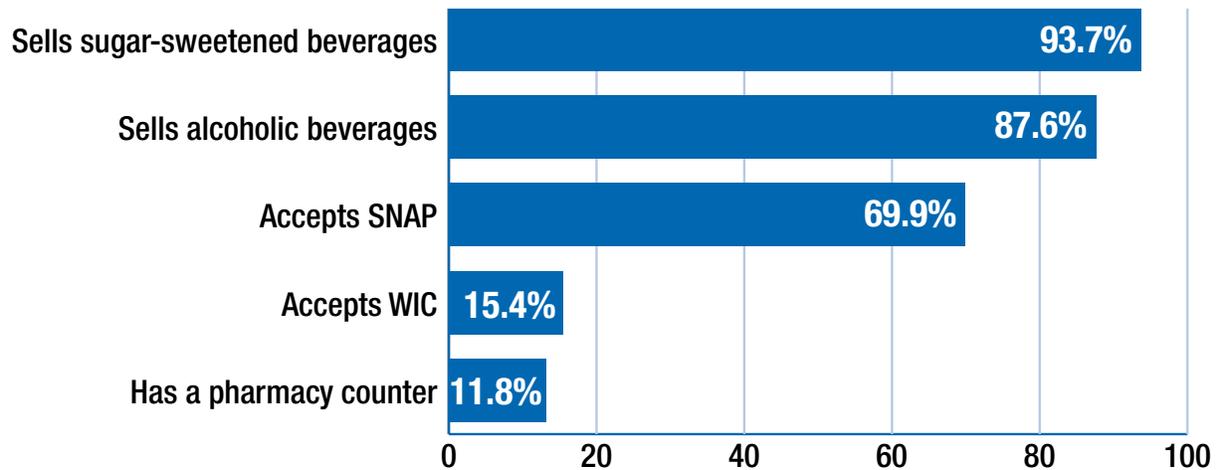
Source: Oregon Health Authority. Tobacco Retail Environment Assessment. 2016. Unpublished data.

Table 10.6 Lowest price of cigarettes and e-cigarettes available at stores that sell tobacco, Oregon, 2016

Product	Lowest price (statewide average)
Pack of regular cigarettes (any brand)	\$4.79
Pack of Newport menthol cigarettes	\$6.53
A single disposable Blu electronic cigarette	\$10.04

Source: Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data.

Figure 10.2 Characteristics of stores that sell tobacco, Oregon, 2016



Source: Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data.

Section 10 works cited

1. Tobacco Free Kids. Broken promises to our children, a state-by-state look at the 1998 state tobacco settlement 16 years later. December 2014. Available at: http://www.tobaccofreekids.org/content/what_we_do/state_local_issues/settlement/FY2015/2014_12_11_brokenpromises_report.pdf. Accessed 2016 Oct 21.
2. Orzechowski W, Walker RC. The tax burden on tobacco. Vol 52. Arlington, VA: Orzechowski and Walker 2017.
3. Feighery EC, Ribisl KM, Clark PI, Haladjian HH. How tobacco companies ensure prime placement of their advertising and products in stores: interviews with retailers about tobacco company incentive programmes. Tobacco Control 2003; 12:184–188.
4. Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data.



PUBLIC HEALTH DIVISION

Health Promotion and Chronic Disease Prevention

800 N.E. Oregon St., Suite 730

Portland, Oregon 97232

Telephone: 971-673-0984

Fax: 971-673-0994

You can get this document in other languages,
large print, braille or a format you prefer.

Contact Health Promotion and Chronic
Disease Prevention at 971-673-0984 or email
HPCDP.Surveillance@dhsosha.state.or.us. We
accept all relay calls or you can dial 711.

Clackamas County

Tobacco Fact Sheet, 2014

Tobacco's toll in one year



50,400 Adults who regularly smoke cigarettes

11,634 People with a serious illness caused by tobacco



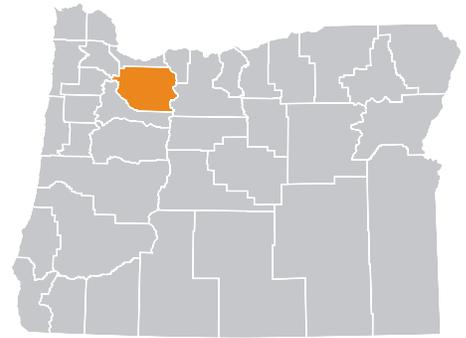
595

Tobacco-related deaths



\$118.7 Million

spent on tobacco-related medical care



Population

Youths	88,342
Adults	297,738
Total residents	386,080

\$95.1 Million

in productivity losses due to premature tobacco-related deaths

Among tobacco retailers assessed in Clackamas County



More than **1 in 2** was located within 1,000 feet of a school or park



2 in 3 advertised tobacco outside



Nearly **8 in 10** sold tobacco at discounted prices



\$1.23 was the average price of a single, flavored little cigar



The Tobacco Industry spent **\$112 million** a year promoting tobacco products in Oregon stores in 2012.

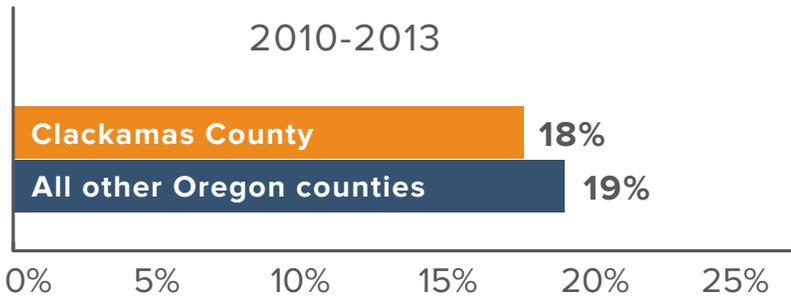
Components of a comprehensive tobacco prevention program



Oregon's Tobacco Prevention and Education Program (TPEP) supports local public health authorities to serve all 36 counties and nine federally-recognized tribes. TPEP works to:

- Engage communities in reducing the tobacco industry influence in retail stores
- Increase the price of tobacco
- Promote smokefree environments
- Provide support and resources to Oregon smokers who want to quit
- Engage diverse populations of Oregonians

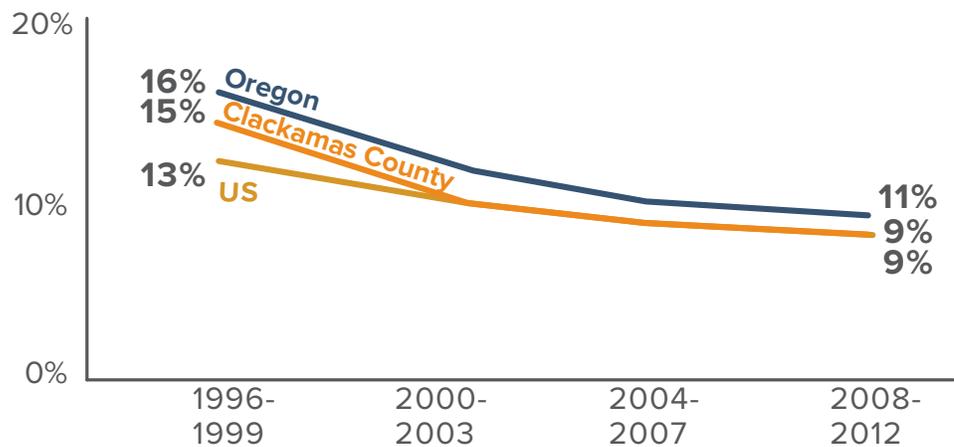
Adult cigarette smoking



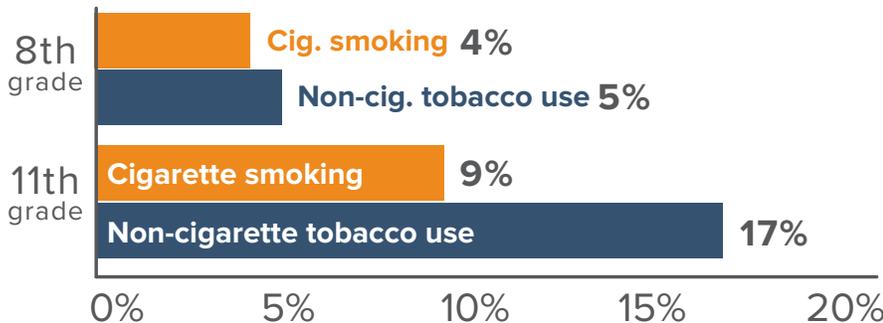
Cigarette smoking among adults in Clackamas County is similar to the rest of Oregon.

Cigarette smoking during pregnancy

Cigarette smoking among pregnant women in Clackamas County is about the same as Oregon overall and the rest of the United States.



Youth cigarette and non-cigarette tobacco use



Nearly **twice as many** 11th graders in Clackamas County are using non-cigarette tobacco products compared to cigarettes.

Note: non-cigarette tobacco products include: cigars, pipe tobacco, hookah tobacco, chewing tobacco, dissolvable tobacco, and electronic cigarettes.



Want to know more or have questions about the burden of tobacco in your community?

Visit Smokefree Oregon to find out what you can do:
<http://smokefreeoregon.com/what-you-can-do/>



**CITY COUNCIL MEETING
STAFF REPORT**

Meeting Date: February 4, 2019		Subject: Vertical Housing Development Zone (VHDZ) in Villebois	
		Staff Member: Jordan Vance, Economic Development Manager and Chris Neamtzu, Community Development Director	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input checked="" 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 Comments: N/A	
Staff Recommendation: Review the proposal and provide Staff with direction on next steps.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input type="checkbox"/> Council Goals/Priorities	<input checked="" type="checkbox"/> Adopted Master Plan(s): Villebois Master Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COUNCIL:

Whether to proceed with a process to create a Vertical Housing Development Zone (VHDZ) in Villebois to encourage build out of the commercial/residential mixed-use portion of the Villebois Village Center surrounding the Piazza. If a VHDZ designation is granted by City of Wilsonville, projects which are constructed within the VHDZ and which meet certain criteria will be eligible for partial property tax exemptions.

EXECUTIVE SUMMARY:

The City of Wilsonville received a request from Costa Pacific Communities (**Attachment A**), master planner of Villebois, to consider utilization of the State of Oregon's Vertical Housing Development Zone (VHDZ) Program to increase mixed-use development feasibility in the Village Center. Therefore, the Community Development Department is conducting an evaluation of the VHDZ program and its potential application in Wilsonville. For a map of the proposed parcels, please refer to **Attachment B**.

Costa Pacific Communities states that mixed-use development in Villebois has been challenged over the years by a *“lack of demand for retail and low retail rents, the high cost of mixed-use construction, small lot size and parking restrictions which limit the project to 125-135 units (inefficient multifamily unit count), and now suburban residential rents are struggling to keep pace with the rising construction costs to the point where it is extremely difficult for a developer to reach feasibility.”* A VHDZ creates an incentive to construct a mixed-use development when it might not otherwise be financially feasible.

VHDZ projects, which meet the definition of a Vertical Housing Project, could apply for a 10-year partial property tax exemption. The tax exemption is typically 20 percent per equalized floor of residential use (up to 80 percent) above a ground floor, which is typically 50 percent commercial use. The exemption applies to all taxing jurisdictions that did not opt out when the zone was established. After 10 years, the full value of the project is placed on the tax rolls. The abatement applies to the value of the building, and only includes the land value if there is affordable housing in the project (to the same proportion).

Staff is seeking direction on whether to pursue taking steps necessary to create a VHDZ to encourage mixed-use development in the Villebois Village Center.

BACKGROUND:

The 2017 State Legislature gave administration of VHDZs to cities and counties with the passage of Senate Bill 310. Prior to this Legislation, the State Department of Housing and Community Services administered the program. The bill assigns the designation of zones and the administration of projects within VHDZs to local jurisdictions and requires the jurisdictions to establish their own program (i.e. application, administration, etc.) should they desire to use the VHDZ program.

There are not currently any VHDZs in Wilsonville but it is a common tool in Oregon to encourage mixed-use development, with 25 other cities utilizing it, including Hillsboro, Beaverton, Tigard, Canby, Milwaukie, Eugene, Gresham and Oregon City. For a complete list of VHDZs in Oregon, please refer to **Attachment C**.

Once a VHDZ has been approved by City Council, staff would notify all taxing jurisdictions, which overlap the VHDZ area. Taxing Districts have the opportunity to “opt out” of participation in the VHDZ. Although the program offers tax exemptions to qualified projects, it is designed to ensure that taxing districts will not be negatively impacted. Typically, the 20% tax exemption applies only to the *additional value* created by the addition of the first four floors of residential development in a mixed-use building. For market rate housing projects, tax districts receive taxes on 100% of the “pre-project” value of the property and taxes on the increased

property value of the first story non-residential development. After 10 years, the exemption to the project expires and taxing districts receive taxes on the full value of the property.

Costa Pacific Communities and Portland-based commercial developer Capstone Partners are proposing three mixed-use buildings over three separate lots in Villebois Village Center that would include 140 housing units and approximately 4,000 square feet of ground floor commercial space. Preliminary analysis shows this project qualifies for a 60% partial abatement over a 10-year period. The following table displays a hypothetical estimate of property tax revenue impact to the City. The City’s Urban Renewal Financial Consultant, Tiberius Solutions, has reviewed the hypothetical forecast and calculation of tax benefits and agrees the analysis is generally correct.

Hypothetical Taxes for Villebois Town Center Project, Assuming Vertical Housing Partial Tax Abatement

First Fully Assessed Year

Number of Units	140	
	Total	\$/Unit
Land	\$ 41,519	\$ 296.57
Building	364,672	2,605
Partial Tax Abatement (60%)	(218,803)	(1,563)
Total	\$ 187,388	\$ 1,338

* Assumes taxes are equal to the weighted average of the comparable projects.
 * Using the State's online calculator, the project qualifies for a 60% partial abatement.

Annual Tax Revenue During 10-year Abatement Period, Assuming 3% Annual Growth

	Land	Building	Partial Tax Abatement	Total
Year 1	\$ 41,519	\$ 364,672	\$ (218,803)	\$ 187,388
Year 2	42,765	375,612	(225,367)	193,010
Year 3	44,048	386,881	(232,128)	198,800
Year 4	45,369	398,487	(239,092)	204,764
Year 5	46,730	410,442	(246,265)	210,907
Year 6	48,132	422,755	(253,653)	217,234
Year 7	49,576	435,438	(261,263)	223,751
Year 8	51,063	448,501	(269,100)	230,464
Year 9	52,595	461,956	(277,173)	237,378
Year 10	54,173	475,814	(285,489)	244,499
Totals	\$ 475,972	\$ 4,180,557	\$ (2,508,334)	\$ 2,148,195
Year 11 Taxes to Jurisdiction	\$ 4,796,225			

Note that the above table show land value but the tax abatement is only applied to the building since the proposal is for market rate housing only.

EXPECTED RESULTS:

- New mixed-use development (housing and commercial) in the Villebois Village Center, resulting in three mixed-used buildings containing 140 housing units and approximately 4,000 square feet of ground floor commercial space.
- Estimated generation of approximately \$4.6 million in gross new City revenue over a ten-year period from proposed mixed-use development in Villebois that would likely not occur absent the VHDZ program.
 - Estimated \$2.5 Million in foregone tax revenue over the proposed ten-year abatement period due to 60% partial abatement.
 - Estimated \$2.1 million in net new City tax revenue over the proposed ten-year abatement period.

TIMELINE:

It is feasible to adopt a VHDZ program in 2019, likely by Q2 or Q3. Prospective mixed-use developer has already submitted a pre-app and contemplates a Q1 2020 construction start and early Q2 2021 completion, pending VHDZ partial tax abatement offering.

CURRENT YEAR BUDGET IMPACTS:

Staff time will be required to create and administer the program.

FINANCIAL REVIEW / COMMENT:

Reviewed by: CAR Date: 1/30/2019

LEGAL REVIEW / COMMENT:

Reviewed by: BAJ Date: 1/29/2019

The current proposal is for market rate housing only. The Developer, however, has indicated a willingness to discuss an affordable housing component that could be explored to help the City satisfy its obligations under the Metro Equitable Housing. The grant requires to City to promote affordable housing in a tangible way.

COMMUNITY INVOLVEMENT PROCESS:

If Council decides to proceed, City staff will notify local taxing districts with proposed boundaries, giving them 45 days to opt-out. Any mixed-used development will go through the typical City development process before the DRB which allows for public comment from residents, neighbors, and property owners.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

- Build out of the Village Center supports the community vision contained in the Villebois Master Plan.
- Stimulate more commercial growth in the area, increasing the value of surrounding properties.
- Support existing commercial development by increasing the number of residents in the Villebois Village Center.
- Create long-term community wealth through larger, mixed-use buildings that will be fully taxed after the partial abatement drops off.

ALTERNATIVES:

Allow future mixed-use development in Villebois Village to happen organically without the assistance of a tax abatement incentive.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

- A. Costa Pacific Communities Letter to Chris Neamtzu October 18
- B. Map of proposed Vertical Housing Development Zone
- C. Existing Vertical Housing Development Zones
- D. Example VHDZ Program Fliers (Milwaukie and Tigard)
- E. Villebois Village Center and other VHDZ Hypothetical Scenario's



October 18, 2018

Chris Neamtzu
Planning Director
City of Wilsonville
Via email

Dear Chris,

Thank you for visiting with Ryan Atkin of RCS and me last Friday regarding the use of Vertical Housing Tax Credits created by the State of Oregon and now administered by local jurisdictions. We're grateful that you would entertain a discussion to employ this program at Villebois to facilitate the development of mixed-use housing around the piazza.

As you know, the original Villebois master plan concept of developing mixed-use retail/residential surrounding the piazza has been frustrated over the years by a lack of demand for retail and low retail rents, the high cost of mixed-use construction, small lot size and parking restrictions which limit the project to 125-135 units (inefficient multifamily unit count), and now suburban residential rents are struggling to keep pace with the rising construction costs to the point where it is extremely difficult for a developer to reach feasibility.

We have been in serious discussions or under contract with at least six different developers over the last five years, but each has rejected the site for a combination of these reasons. Most recently, we were under contract with Fowler Multifamily, a large and successful western U.S. focused housing developer, but they could not make the numbers work. We are now negotiating an agreement with one of the Portland Area's largest commercial developers, Capstone Partners. We have dramatically lowered the price of the land to help make the transaction work, but their threshold return is still not achievable. We are concerned that lack of site feasibility might result in the core of Villebois continuing undeveloped for years to come.

Fortunately, Capstone Partners has successfully used the State of Oregon's Vertical Housing Tax Credit Program in Tigard and suggests that use of the program is a viable solution at Villebois too.

14350 SE Industrial Way
Clackamas, OR 97015
Phone: 503.646.8888
Fax: 503.345.9634
CCB #204731

Lauren Golden Jones from Capstone indicated that the program allowed a partial tax abatement on the improvements for 10 years. They received a 60% abatement at Attwell Off Main in Tigard: <http://attwelloffmain.com/photo-gallery/>
The enabling legislation is online here in Section 307.841-867:
https://www.oregonlegislature.gov/bills_laws/ors/ors307.html

Though initiated by the State, it is my understanding that the State now has authorized local jurisdictions to implement this program. Villebois had been a great public-private partnership and is a model for suburban development, for which we are all proud, and which will continue to be a model for master plans in the region.

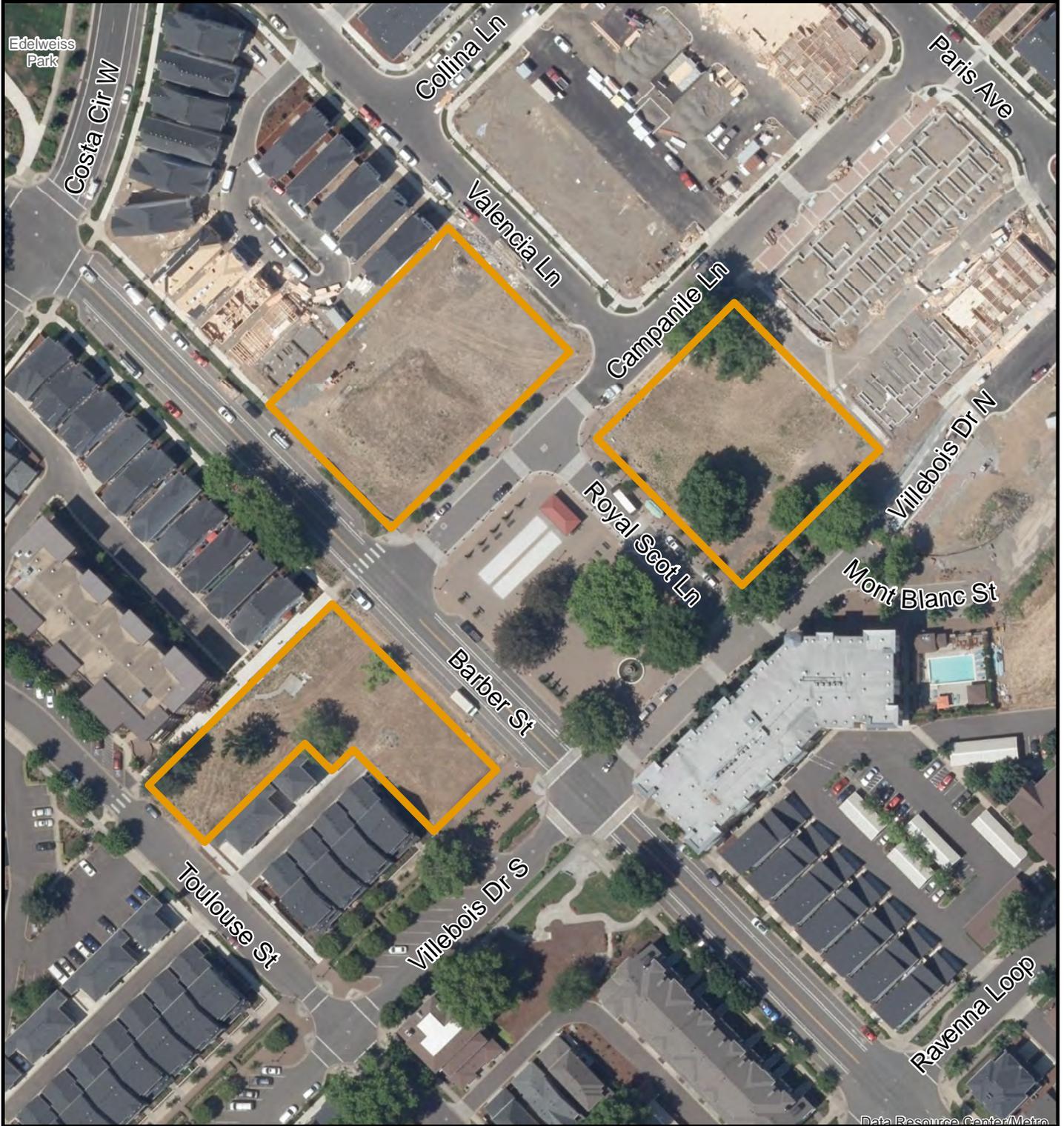
Given our challenges on our piazza site, we need to partner with you to complete this last important piece to the vision of a complete community and we are hopeful that the City consider our request. We would like to meet with you, the City Manager and Capstone to further our discussions and pursue the possibilities of employing this financing option with the City and/or the Urban Renewal District. Please let me know some dates and times over the next few weeks that your team might be available to do so.

Regards,

Rudy Kadlub
CEO
Costa Pacific Communities

cc: Ryan Atkin

14350 SE Industrial Way
Clackamas, OR 97015
Phone: 503.646.8888
Fax: 503.345.9634
CCB #204731



Data Resource: Center/Metro

The City of Wilsonville, Oregon
Clackamas and Washington Counties

Proposed Vertical Housing Development Zone

 VHDZ Taxlots



1/24/2019

 Feet
0 100

Attachment C

EXISTING VERTICAL HOUSING DEVELOPMENT ZONES

3/1/2017

OECD or OHCS	VHDZ No.	Certification Date		Jurisdiction	Contact Person	Phone	E-Mail	Application Status	Excluded Special Districts
		Effective Date	Y-M-D						
OECD	VHDZ-001	6/24/2002	02-06-24	City of Grants Pass	Tom Schauer	(541) 474-6355 x6418	tschauer@grantspassoregon.gov	Approved	Josephine County 4-H/Extension Service District
OECD	VHDZ-002	8/13/2002	02-08-13	City of Klamath Falls	Sandra Zaida	(541) 883-5396	sandra@ci.klamath-falls.or.us	Approved	Klamath County Emergency Communications District, Klamath County Fire Protection District #1
OECD	VHDZ-003	9/1/2002	02-09-01	City of LaGrande	Michael Boquist	(541) 962-1307	mboquist@uwtc.net	Approved	LaGrande Cemetery Maintenance District
OECD	VHDZ-004	10/2/2002	02-10-02	City of Central Point	Tom Humphrey	(541) 664-3321 x230	tomh@ci.central-point.or.us	Approved	None
OECD	VHDZ-005	5/14/2003	03-05-14	City of Medford	Louise Dix	(541) 774-2090	louise.dix@ci.medford.or.us	Approved	Jackson County Vector Control District
OECD	VHDZ-006	11/20/2003	03-11-20	City of Milwaukie	Mike Swanson	(503) 786-7501	swansonm@ci.milwaukie.or.us	Approved	None
OECD	VHDZ-007	11/25/2003	03-11-25	City of Eugene	Amanda Nobel Flannery	(541) 682-5535	Amanda.NobelFlannery@ci.eugene.or.us	Approved	None
OECD	VHDZ-008	3/10/2004	04-03-10	City of Monmouth	Jim Hough	(503) 751-0146	jhough@ci.monmouth.or.us	Approved	None
OECD	VHDZ-009	10/15/2004	04-10-15	City of Springfield	Kevin Ko	(541) 726-2302	kko@ci.springfield.or.us	Approved	None
OHCS	VHDZ-010	3/10/2006	06-03-10	City of Gresham	Janet Young	(503) 618-2504	janet.young@ci.gresham.or.us	Approved	None
OHCS	VHDZ-011			City of Independence	Greg Ellis	(503) 838-1212	gellis@ci.independence.or.us	Process Suspended	Ash Creek Water Control, Hilltop Cemetery, Willamette Education Service
OHCS	VHDZ-012	5/22/2007	22-07-05	City of Cottage Grove	Howard Schesser	(541) 942-3340	eddiretor@cottagegrove.org	Approved	None
OHCS	VHDZ-013	8/13/2009	13-09-08	City of Roseburg	Brian Davis	(541) 492-6750	bdavis@cityofroseburg.org	Approved	None
OHCS	VHDZ-014	11/24/2009	24-09-11	City of Wood Village	Sheila Ritz	(503) 667-6211	city@ci.wood-village.or.us	Approved	None
OHCS	VHDZ-015	10/10/2011	10-11-10	City of Hillsboro	Karla Antonini	(503) 681-6181	karla@ci.hillsboro.ir.us	Approved	None
OHCS	VHDZ-016	8/1/2012	01-12-08	City of Hillsboro-zone expansion	Patrick Ribellia	(503) 681-6153	patrick4@ci.hillsboro.or.us	Approved	None
OHCS	VHDZ-017	9/19/2012	19-12-09	City of Beaverton	Steven Sparks	(503) 526-3720	ssparks@beavertonoregon.gov	Approved	None
OHCS	VHDZ-018	9/20/2012	13-5-23	City of Hillsboro-zone expansion	Colin Cooper	(503) 681-6153	colin.cooper@hillsboro-oregon.gov	Approved	None
OHCS	VHDZ-019	6/24/2013	13-8-13	City of Oregon City	Eric Underwood	(503) 496-1552	eunderwood@ci.oregon-city.or.us	Approved	None
OHCS	VHDZ-20	3/10/2014	14-3-11	City of Hillsboro - expansion	Colin Cooper, John Boren	(503) 681-6153, (503) 681-6245	colin.cooper@hillsboro-oregon.gov	Approved	None
OHCS	VHDZ-21	2/3/2014	14-02-03	The Dalles	Tom Linhares	(541) 503-2517		Approved	Northern Wasco County Parks and Recreation District
OHCS	VHDZ-22	7/10/2014	14-07-10	City of Tigard	Lloyd Purdy	(503) 718-2442	lloyd@tigard-or.gov	Approved	None
OHCS	VHDZ-23	11/17/2014	14-11-17	City of Fairview	Samantha Nelson	(503) 665-7929	nelsons@ci.or.us		
OHCS	VHDZ-24	10/16/2014	14-10-16	City of Canby	Renate Menelberg	(503) 266-0701	Menelberg@ci.canby.or.us	Approved	None
OHCS	VHDZ-25	7/20/2015	15-07-20	City of Forest Grove	Dan Riordan	(503) 992-3226	driordan@forestgrove-or.gov	Approved	None



Vertical Housing Tax Credit

A 10-year Property Tax Exemption

Encourages mixed-use commercial/residential developments in areas designated within a city's vertical housing development zone boundary through a partial property tax exemption.

City of Milwaukie
Council Resolution
No. 95-2017
Council Ordinance
No. 2157



A Vertical Housing Development Zone (VHDZ) is designed to encourage the private sector to build higher-density mixed-use development (first floor commercial with residential above) in targeted areas of a city and provides a partial tax exemption on increased property value for qualified projects.

The VHDZ provides qualified development projects a 10-year property tax exemption on the value of new construction or rehabilitation for 20 percent per residential floor for floors above a commercial ground floor with total exemption limited to no more than 80 percent. Additional exemption may be available for projects with affordable housing.

The City of Milwaukie's goals for the vertical housing program include:

- Helping fulfill multiple city policies to incentivize higher density, mixed-use and transit-oriented development in our core and adjacent to light rail transit;
- Increasing assessed value throughout these areas;
- Increasing the number of residents living downtown that will shop, dine and patronize local businesses;
- Increasing the number of retail and office business opportunities in response to future residential growth;
- Increasing housing affordability and access to affordable housing; and
- Encouraging sustainable construction.



PROJECT ELIGIBILITY

Qualified new development projects within a VHDZ are eligible to receive a 10-year property tax exemption on the value of new construction or rehabilitation for 20 percent per residential floor for the first four floors above ground floor commercial. Total property tax abatement of the new construction is limited to no more than 80 percent. However, if the developer builds some or all affordable housing at 80 percent of area median income or below, an additional partial property tax exemption on the land may be given.

The exemption applies to all taxing jurisdictions that did not opt out when the zone was established. After 10 years, the full value of the project is placed on the tax rolls. Property taxes on existing land for projects with no affordable housing, and at least 20 percent of the new construction, are preserved.

STATE CRITERIA

For the standard 10-year vertical housing exemption, projects must meet the following criteria:

- Project must be entirely located within the VHDZ.
- Project must include one or more equalized floors.
- Project must be comprised of a multiple-story building, or group of buildings including at least one multiple-story building, so that a portion of the project is to be used for non-residential uses and a portion of the project is to be used for residential use:
 - At least 50 percent of the project's ground floor that fronts on the primary public street must be committed to nonresidential use. If a project has access to only one public street, the square footage of driveways, loading docks, bike storage, garbage receptacles and building entryways shall be excluded before applying the 50 percent test.
 - For the project's ground floor to be considered committed to nonresidential use, all ground floor interior spaces that front on the primary public street must be constructed to building code standards for commercial use, are planned for commercial use and/or live-work use upon completion, or both.
- The project application must be received by the City before the residential units are ready for occupancy (certificate of occupancy). For rehabilitation not involving tenant displacement, the project application must be filed before the rehabilitation work is complete.
- Fees—Fees are subject to change annually and City may request verification of final total project costs.
 - An Application Fee of \$1,000 is required at the time of initial application.
 - An Application Processing Fee of 0.0003 (0.03%) of total permit valuation is collected at the time of final application before certificate of occupancy.
 - An Annual Monitoring Fee of \$400 is collected annually by December 31 for each year of exemption accompanied by an annual report to the City.

LOCAL CRITERIA

In addition to the state criteria, the City of Milwaukie requires that all buildings or major rehabilitations approved through the VHDZ program meet a green building certification level and associated use standards set within the Milwaukie Municipal Code Title 19 based on the date of land use approval.

The Milwaukie VHDZ has a local sunset provision of July 2022. Applications received by July 1, 2022 will have until December 31, 2022 to obtain a Certified Project approval certificate issued by the City per MMC Chapter 3.65; otherwise the application will be deemed inactive related to the VHDZ partial property tax exemption.

ADDITIONAL INFORMATION

For additional information and application details, visit: <https://www.milwaukieoregon.gov/verticalhousing>

Developers interested in rehabilitating or constructing a mixed-use vertical housing project within the Milwaukie boundary, please contact:

Amy Koski
 Economic Development Coordinator/Zone Manager
 Phone: 503-786-7624
koskia@milwaukieoregon.gov

Vertical Housing Development Zone



RESIDENTIAL HOUSING



COMMERCIAL DEVELOPMENT



PUBLIC TRANSPORTATION



PROXIMITY TO TOWN CENTER



Dylan Dekay-Bemis
Economic Development Coordinator
503.718.2560
dylanb@tigard-or.gov

City of Tigard

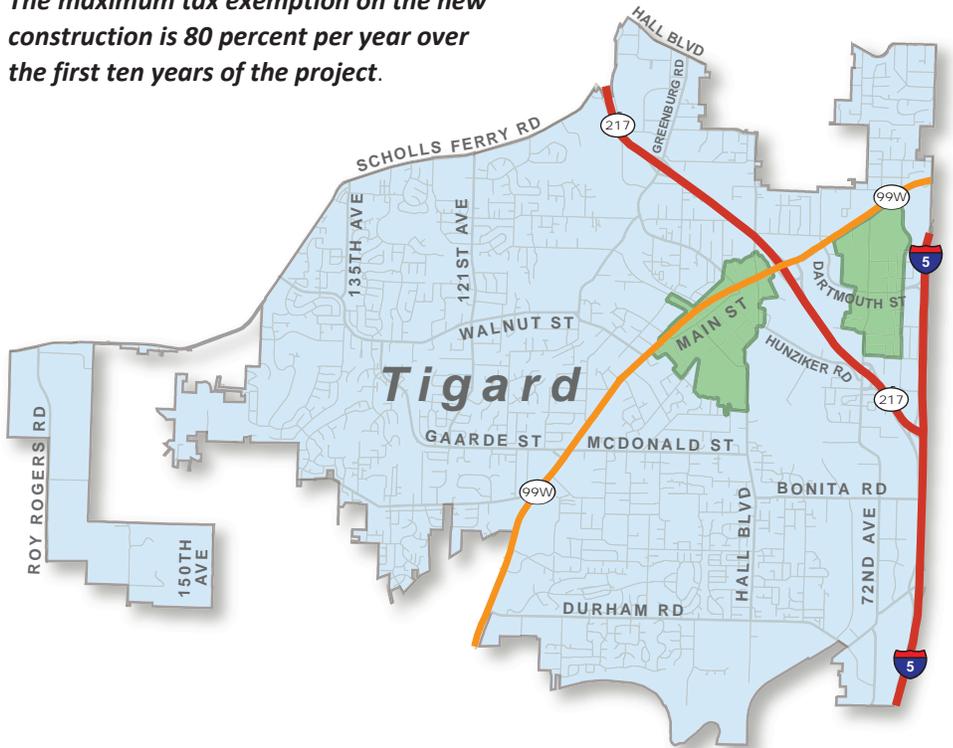
Community Development Department
13125 SW Hall Blvd., Tigard, OR 97223
www.tigard-or.gov

TIGARD'S VERTICAL HOUSING DEVELOPMENT ZONE (VHDZ)

Developers with experience in mixed-use multi-story projects may be interested in a new City of Tigard program that provides a **partial property tax exemption of 20 percent per floor of residential housing**. A developer can earn the partial property tax exemption by locating a qualified project in the City of Tigard's Vertical Housing Development Zone

Tigard's VHDZ includes two areas within the city that are well positioned for mixed-use multi-story development. Tigard's downtown and the majority of the area within the Tigard Triangle are eligible for a vertical housing tax exemption. The partial property tax exemption applies to new construction on the first four floors of residential development built above a non-residential ground floor.

The maximum tax exemption on the new construction is 80 percent per year over the first ten years of the project.



Tigard's VHDZ is shown above in green.

Vertical Housing Development Zone

Tigard's Vertical Housing Development Zone will:

- Encourage new mixed-use development (residential and commercial).
- Stimulate more commercial growth in the area, increasing the value of surrounding properties.
- Enhance opportunities for a live/work community.
- Support commercial development by increasing the number of residents (aka consumers).
- Create long-term community wealth through larger, mixed-use buildings that will be fully taxed after the partial abatement expires.
- Encourage more walkable neighborhoods by locating goods and services near residents.



Dylan Dekay-Bemis
Economic Development Coordinator
503.718.2560
dylanb@tigard-or.gov

City of Tigard
Community Development Department
13125 SW Hall Blvd., Tigard, OR 97223
www.tigard-or.gov

BENEFITS

Financial modeling shows that a vertical housing based tax exemption moves some multi-story mixed-use projects from the red to the black. This tool helps close the gap for developers who are willing to take a risk in an untested market.

Tigard's VHDZ encourages private sector development that combines first floor commercial activity with residential capacity on upper floors. This mix of activity improves property values, the viability of local businesses and the quality of life for residents. It also diversifies local housing options giving residents a wider range of housing solutions. This partial property tax exemption is not limited to low-income housing, though low income projects do receive an additional property tax exemption. ***In addition to the exemption for the residential portion of a mixed-use building, the land would also be eligible for a partial tax exemption of 20 percent for each floor dedicated to low-income residential housing (maximum exemption is 80 percent).***

ELIGIBILITY

In order for a project to qualify, it must meet the following criteria:

1. Project must be entirely located within a vertical housing development zone.
2. Project must be a multi-story building used for residential and non-residential uses.
3. At least 50 percent of the project's ground floor that fronts the primary public street must be committed to non-residential use. For the project's ground floor to be considered committed to non-residential use, all ground floor interior spaces that front on the primary public street must be constructed to building code standards for commercial use or planned for commercial use upon completion.

CERTIFICATION PROCESS

1. **Eligibility Determination:** Applicant contacts Economic Development staff to determine if project is entirely located within the vertical housing development zone.
2. **Application:** Applicant completes and submits Application for Certification.
3. **Precertification:** Staff review Application for Certification and supporting documents to confirm project meets VHDZ threshold criteria.
4. **Conditional Confirmation:** If staff determine project meets threshold criteria, a conditional confirmation letter will be issued detailing the potential property tax exemption and next steps.
5. **Construction:** Applicant proceeds with construction of their project as planned.
6. **Final Certification:** Following completion of project construction, applicant submits an updated Application for Certification form reflecting any updated project information; an updated site plan and architectural pages that show the final "as built" square footages; and Certificate of Occupancy, sent within 10 days of receipt. City staff will use this to reconfirm project meets threshold criteria.
7. **County Tax Assessor notified:** Once all of the above steps are completed, the City of Tigard will inform the County Tax Assessor's office that the project is occupied (or ready for occupancy) and has been certified.

EXPRESSION OF INTEREST

If you are interested in participating in the Vertical Housing Development Zone exemption, please contact the City of Tigard's Economic Development Coordinator, **Dylan Dekay-Bemis**, at 503.718.2560 or dylanb@tigard-or.gov.



Attachment E

January 23, 2019

2018-2019 Taxes for Class A Apartment Assets in Wilsonville

	Porterra		Terrene		Jory Trail		
Address	8945 SW Ash Meadows Cir.		8890 SW Ash Meadows Cir.		8750 SW Ash Meadows Rd.		
Year Completed	2015		2013		2012		
Number of Units	112		288		324		
Site Area	3.41 Acres		16.18 Acres		21.27 Acres		
	Total	% of Total	Total	% of Total	Total	% of Total	
Land RMV	\$ 4,291,239	13.03%	\$ 8,801,608	10.26%	\$ 7,873,569	9.08%	
Building RMV	28,649,480	86.97%	76,954,830	89.74%	78,882,540	90.92%	
Total RMV	\$ 32,940,719		\$ 85,756,438		\$ 86,756,109		
	Total	\$/Unit	Total	\$/Unit	Total	\$/Unit	Weighted Average
Land Tax	\$ 45,345	\$ 405	\$ 89,158	\$ 310	\$ 80,212	\$ 248	\$ 297
Building Tax	302,733	2,703	779,528	2,707	803,614	2,480	2,605
Total	\$ 348,078	\$ 3,108	\$ 868,686	\$ 3,016	\$ 883,826	\$ 2,728	\$ 2,901

Hypothetical Taxes for Villebois Town Center Project, Assuming Vertical Housing Partial Tax Abatement**First Fully Assessed Year**

Number of Units	140	
	Total	\$/Unit
Land	\$ 41,519	\$ 296.57
Building	364,672	2,605
Partial Tax Abatement (60%)	(218,803)	(1,563)
Total	\$ 187,388	\$ 1,338

* Assumes taxes are equal to the weighted average of the comparable projects.

* Using the State's online calculator, the project qualifies for a 60% partial abatement.

Annual Tax Revenue During 10-year Abatement Period, Assuming 3% Annual Growth

	Land	Building	Partial Tax Abatement	Total
Year 1	\$ 41,519	\$ 364,672	\$ (218,803)	\$ 187,388
Year 2	42,765	375,612	(225,367)	193,010
Year 3	44,048	386,881	(232,128)	198,800
Year 4	45,369	398,487	(239,092)	204,764
Year 5	46,730	410,442	(246,265)	210,907
Year 6	48,132	422,755	(253,653)	217,234
Year 7	49,576	435,438	(261,263)	223,751
Year 8	51,063	448,501	(269,100)	230,464
Year 9	52,595	461,956	(277,173)	237,378
Year 10	54,173	475,814	(285,489)	244,499
Totals	\$ 475,972	\$ 4,180,557	\$ (2,508,334)	\$ 2,148,195
Year 11 Taxes to Jurisdiction	\$ 4,796,225			

CITY COUNCIL ROLLING SCHEDULE

Board and Commission Meetings 2019

Items known as of 01/30/19

February

DATE	DAY	TIME	EVENT	LOCATION
2/4	Monday	7:00 p.m.	City Council Meeting	Council Chambers
2/11	Monday	6:30 p.m.	DRB Panel A	Council Chambers
2/13	Wednesday	6:00 p.m.	Planning Commission	Council Chambers
2/21	Thursday	7:00 p.m.	City Council Meeting	Council Chambers
2/25	Monday	6:30 p.m.	DRB Panel B	Council Chambers
2/28	Thursday	4:30 p.m.	Parks and Recreation Advisory Board Meeting	Parks and Recreation Administration Building

March

DATE	DAY	TIME	EVENT	LOCATION
3/4	Monday	7:00 p.m.	City Council Meeting	Council Chambers
3/11	Monday	6:30 p.m.	DRB Panel A	Council Chambers
3/13	Wednesday	6:00 p.m.	Planning Commission	Council Chambers
3/18	Thursday	7:00 p.m.	City Council Meeting	Council Chambers
3/25	Monday	6:30 p.m.	DRB Panel B	Council Chambers

Community Events:

- 2/15** Teen Advisory Board (TAB) at Wilsonville Library, 4:30 p.m.
- 2/18** City offices closed in observance of Presidents' Day
- 2/22** Daddy Daughter Dance at Community Center, 7:00 p.m. – 9:00 p.m.
- 2/23** Let's Start a Conversation - Not a Fight at Wilsonville Library, 9:30 a.m. – 5:00 p.m.
- 2/26** History Pub at Wilsonville McMenamins' Old Church, 6:30 p.m. - 8:00 p.m.
- 3/1** First Friday Films at Wilsonville Library, 6:00 p.m. – 8:00 p.m.
- 3/15** Teen Advisory Board (TAB) at Wilsonville Library, 4:30 p.m.
- 3/26** History Pub at Wilsonville McMenamins' Old Church, 6:30 p.m. - 8:00 p.m.
- 4/5** First Friday Films at Wilsonville Library, 6:00 p.m. – 8:00 p.m.

All dates and times are tentative; check the City's online calendar for schedule changes at www.ci.wilsonville.or.us.



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: February 4, 2019	Subject: Resolution No. 2724 Water SDCs Development Charges Staff Member: Cathy Rodocker, Finance Director and Zach Weigel, Capital Projects Engineering Manager Department: Finance/Engineering	
Action Required	Advisory Board/Commission Recommendation	
<input checked="" type="checkbox"/> Motion <input checked="" type="checkbox"/> Public Hearing Date: February 4, 2019 <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd 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 type="checkbox"/> Not Applicable Comments: N/A	
Staff Recommendation: Staff recommends that Council adopt Resolution No. 2724.		
Recommended Language for Motion: I move to approve Resolution No. 2724.		
Project / Issue Relates To:		
<input type="checkbox"/> Council Goals/Priorities	<input type="checkbox"/> Adopted Master Plan(s)	<input checked="" type="checkbox"/> Not Applicable

ISSUE BEFORE COUNCIL:

Provide the City Council a briefing on updating the Sewer and Water System Development Charges.

EXECUTIVE SUMMARY:

The Water SDC methodology and project list was last comprehensively analyzed in 2000. The Water SDC for a single family residence was subsequently set at \$3,137 in 2001. Between 2018 and 2001, the Water SDC has increased at an inflationary rate averaging 5.4% per year over the last 17 years, and is now at \$5,995 for a 5/8" single-family residence meter.

On November 5, 2018, staff presented the results of the SDC study. In order to fund the complete list of projects recommended in the master and capital improvement plans approved by Council, the Water SDCs would need to be raised to the proposed amount as noted in the following table. Residential SDCs would increase from \$5,995 to \$9,600.

Meter Size	Flow Factor (5/8" x 3/4" Base)		Proposed	Existing	Difference
5/8" x 3/4"	1.00	\$	9,600	\$ 5,995	\$ 3,605
3/4" x 3/4"	1.50	\$	14,400	\$ 8,864	\$ 5,536
1"	2.50	\$	24,000	\$ 14,527	\$ 9,473
1 1/2"	5.00	\$	47,999	\$ 21,037	\$ 26,962
2"	8.00	\$	76,799	\$ 45,596	\$ 31,203
3"	16.00	\$	153,598	\$ 87,104	\$ 66,494
4"	25.00	\$	239,996	\$ 144,732	\$ 95,264
6"	50.00	\$	479,993	\$ 288,527	\$ 191,466
8"	80.00	\$	767,989	\$ 461,606	\$ 306,383
10"	115.00	\$	1,103,984	\$ 838,658	\$ 265,326

Staff was asked to provide alternative rate structures for Council to review. It is important to note that phased-in SDC rates would result in the SDC revenue contributing less than its share for the construction of approved projects. Water operating rates would be used to make up the gap between the lesser SDC revenue collected to complete the needed projects. Below is a list of four alternatives the Council may consider. The approval of Alternatives #1 through #3 would result in under-levying the full SDC rate. The lost revenue would vary depending on the amount of SDCs collected during the stated time frame.

- Alternative #1 Retain the current rate of \$5,995 per MCE.
- Alternative #2 Implement discounted Water SDC rate of \$7,800 per MCE
- Alternative #3 Phase-in full Water SDC:
Year #1: \$7,197 per MCE for first year
Year #2: \$8,398 per MCE for second year
Year #3: \$9,600 per MCE thereafter
- Alternative #4 Implementation of full Water SDC

The current resolution establishes Water SDC charges and the methodology also sets policy and rates related to Water Operations. It is important to note that the attached resolution for the public hearing will only address the changes in Water SDC charges and the methodology used to determine the charges. The Water Rate Study will be presented to Council at a later date for consideration. Until that time, the Water Operating policies and rates will remain in effect as noted in Resolution #2477, adopted December 2, 2013.

EXPECTED RESULTS:

The adoption of the SDC charges at the full rate, Alternative #4, will enable the City to expand its water infrastructure to accommodate growth. Alternative #1-#3 would result in a reduction of the full amount of the SDC revenues needed to expand the water infrastructure. Water operating rates would be used to make up the gap of lost revenues to complete the needed projects.

TIMELINE:

As required, a 90-day Notice of System Development Charge Consideration for Water System Development Charges was issued October 31, 2018. A 60-day Notice of System Development Charge Consideration for Water System Development Charges was issued on December 5, 2018.

CURRENT YEAR BUDGET IMPACTS:

This work is combined in the budget with reviewing the Water SDC and operating rates is budgeted at approximately \$36,050 for all work products.

FINANCIAL REVIEW / COMMENT:

Reviewed by: CAR Date: 1/15/2019

LEGAL REVIEW / COMMENT:

Reviewed by: BAJ Date: 1/23/2019

COMMUNITY INVOLVEMENT PROCESS:

The notice for the public hearing was noticed in the Wilsonville Spokesman on January 30, 2019.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Adoption at the full rate will enable the City to expand its Water infrastructure to accommodate growth.

ALTERNATIVES:

N/A

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Resolution No. 2724
 - A. Exhibit A – Draft Water System Development Charge Update December 6, 2018
 - B. Exhibit B – Water System Development Charge Notification Record

RESOLUTION NO. 2724**A RESOLUTION OF THE CITY OF WILSONVILLE ADOPTING THE WATER SYSTEM DEVELOPMENT CHARGE METHODOLOGY REPORT AND ESTABLISHING THE CHARGE RATE AND AMENDING RESOLUTION NO. 1624.**

WHEREAS, the City has enacted Ordinance No. 386, as modified by Ordinances No. 430 and 432, which provides the overall City implementing policy and procedures for System Development Charges (SDC's);

WHEREAS, the City has established administrative procedures, methodology, definitions, rate and fees for water services Resolution No. 1624; and

WHEREAS, the City has amended Resolution No. 1624 updating user fees for the water system most recently by Resolution No. 2447; and

WHEREAS, by this Resolution No. 2724 the City hereby amends only the system development charge methodology and charge rate established by Resolution No. 1624 but leaves in place the user fees as set forth in Resolution No. 2447.

WHEREAS, in 2012 the City has adopted a Water Distribution System Plan, including the list of water distribution improvement projects to address the City's need through the 20 year planning horizon; and

WHEREAS, in 2018 the City has adopted a Willamette River Water Treatment Plan Master Plan, including the list of water treatment improvement projects to address the City's need through the 20 year planning horizon; and

WHEREAS, as the City continues to grow there is an increased demand on the water system that requires additional capacity be planned and constructed in a timely manner; and

WHEREAS, the City desires to have growth-related development pay for water improvements, commensurate with what is needed to mitigate the associated new impacts on the City's water system; and

WHEREAS, ORS 223.302 establishes the process for establishing and modifying system development charges and was used to complete this water SDC update; and

WHEREAS, the City contracted with FCS Group to update the water SDC methodology and determine a reasonable water system development charge, using standard practices; and

WHEREAS, the attached **Exhibit A** draft December 2018 Water System Development Charge Update (Report), presents FCS Group's methodology and water SDC analysis; and

WHEREAS, City staff engaged the Home Builders Association of Metropolitan Portland in a collaborative process in development of the draft Report; and

WHEREAS, notice was issued pursuant to ORS 223.304 to interested parties (**Exhibit B**) and advertised on the City's website on December 5, 2018.

WHEREAS, the draft Report will be renamed as "Adopted" after City Council adoption of this Resolution.

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

1. The Water System Development Charge Update attached hereto as **Exhibit A** and incorporated herein, is adopted.
2. Pursuant to the recommendations in **Exhibit A**, the System Development Charge is determined to be \$9,600.00 per Meter Capacity Equivalent (MCE) is hereby adopted.
3. Proper notice was provided to interested parties, as documented in **Exhibit B**, attached hereto and incorporated herein.
4. Resolution No. 2724 amends Resolution No. 1624 as set forth herein.
2. This Resolution becomes effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 4th day of February 2019, and filed with the Wilsonville City Recorder this date.

Tim Knapp, Mayor

ATTEST:

Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

Mayor Knapp

Council President Akervall

Councilor Stevens

Councilor Lehan

Councilor West

Exhibits:

A. Exhibit A – Draft Water System Development Charge Update December 6, 2018

B. Exhibit B – Water System Development Charge Notification Record

City of Wilsonville

WATER SYSTEM DEVELOPMENT CHARGE UPDATE

FINAL REPORT
December 6, 2018

Washington

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FCS GROUP
Solutions-Oriented Consulting

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December 6, 2018

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Section I. INTRODUCTION

This section describes the policy context and project scope upon which the body of this report is based.

I.A. SYSTEM DEVELOPMENT CHARGES

Oregon Revised Statutes (ORS) 223.297 to 223.314 authorize local governments to establish system development charges (SDCs), one-time fees on new development paid at the time of development. SDCs are intended to recover a fair share of the cost of existing and planned facilities that provide capacity to serve future growth.

ORS 223.299 defines two types of SDCs:

- A reimbursement fee designed to recover “costs associated with capital improvements already constructed, or under construction when the fee is established, for which the local government determines that capacity exists”
- An improvement fee designed to recover “costs associated with capital improvements to be constructed”

ORS 223.304(1) states, in part, that a reimbursement fee must be based on “the value of unused capacity available to future system users or the cost of existing facilities” and must account for prior contributions by existing users and any gifted or grant-funded facilities. The calculation must “promote the objective of future system users contributing no more than an equitable share to the cost of existing facilities.” A reimbursement fee may be spent on any capital improvement related to the system for which it is being charged (whether cash-financed or debt-financed) and on the costs of compliance with Oregon’s SDC law.

ORS 223.304(2) states, in part, that an improvement fee must be calculated to include only the cost of projected capital improvements needed to increase system capacity for future users. In other words, the cost of planned projects that correct existing deficiencies or do not otherwise increase capacity for future users may not be included in the improvement fee calculation. An improvement fee may be spent only on capital improvements (or portions thereof) that increase the capacity of the system for which it is being charged (whether cash-financed or debt-financed) and on the costs of compliance with Oregon’s SDC law.

I.B. UPDATING THE WATER SDC

The City of Wilsonville (City) contracted with FCS GROUP to develop an SDC methodology and recommend fees for the water utility. We conducted the study using the following general approach:

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- **Policy Framework for Charges.** In this step, we worked with City staff to identify and agree on the approach to be used and the components to be included in the analysis.
- **Technical Analysis.** In this step, we worked with City staff to isolate the recoverable portion of facility costs and calculate the SDC.
- **Methodology Report Preparation.** In this step, we documented our calculations and recommendations in this report.

I.C. CALCULATION OVERVIEW

In general, SDCs are calculated by adding a reimbursement fee component and an improvement fee component—both with potential adjustments. Each component is calculated by dividing the eligible cost by growth in units of demand. The unit of demand becomes the basis of the charge. **Table 1** shows this calculation in equation format:

Table 1. SDC Equation

Eligible costs of available capacity in existing facilities	+	Eligible costs of capacity-increasing capital improvements	+	Pro-rata share of costs of complying with Oregon SDC law	=	SDC per unit of growth in demand
Units of growth in demand		Units of growth in demand				

I.C.1. Reimbursement Fee

The reimbursement fee is the cost of available capacity per unit of growth that such available capacity will serve. In order for a reimbursement fee to be calculated, unused capacity must be available to serve future growth. For facility types that do not have available capacity, no reimbursement fee may be calculated.

I.C.2. Improvement Fee

The improvement fee is the cost of planned capacity-increasing capital projects per unit of growth that those projects will serve. The unit of growth becomes the basis of the fee. In reality, the capacity added by many projects serves a dual purpose of both meeting existing demand and serving future growth. To compute a compliant improvement fee, growth-related costs must be isolated, and costs related to current demand must be excluded.

We have used the capacity approach to allocate costs to the improvement fee basis.¹ Under this approach, the cost of a given project is allocated to growth by the portion of total project capacity that represents capacity for future users. That portion, referred to as the improvement fee eligibility percentage, is multiplied by the total project cost for inclusion in the improvement fee cost basis.

¹ Two alternatives to the capacity approach are the incremental approach and the causation approach. The incremental requires the computation of hypothetical project costs to serve existing users. Only the incremental cost of the actual project is included in the improvement fee cost basis. The causation approach, which allocates 100 percent of all growth-related projects to growth, is vulnerable to legal challenge.

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I.C.3. Adjustments

Two cost basis adjustments are applicable to the SDC calculation: fund balance and compliance costs.

I.C.3.a Fund Balance

All accumulated SDC revenue currently available in fund balance is also deducted from its corresponding cost basis. This practice prevents a jurisdiction from double-charging for projects that were in the previous methodology's improvement fee cost basis but have not yet been constructed.

I.C.3.b Compliance Costs

ORS 223.307(5) authorizes the expenditure of SDCs for “the costs of complying with the provisions of ORS 223.297 to 223.314, including the costs of developing system development charge methodologies and providing an annual accounting of system development charge expenditures.” To avoid spending monies for compliance that might otherwise have been spent on growth-related projects, this report includes an estimate of compliance costs in the SDC calculation.

I.C.4. Growth Calculation

The growth calculation is the basis by which an SDC is charged. Growth for each system is measured in units that most directly reflect the source of demand. For a water SDC the most applicable and administratively feasible unit of growth is the meter capacity equivalent (MCE).

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December 6, 2018

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Section II. SDC CALCULATION

This section provides our detailed calculations of the maximum defensible water SDC.

In general, SDCs are calculated by adding a reimbursement fee component (if applicable) and an improvement fee component—both with potential adjustments. Each component is calculated by dividing the eligible cost by growth in units of demand. The unit of demand becomes the basis of the charge.

II.A. GROWTH

For water SDCs, the most applicable and administratively feasible unit of growth is the meter capacity equivalent (MCE). For the City, one MCE equals the flow capacity of a 5/8" x 3/4" water meter.

II.A.1. Current Demand

According to the City's records, the water utility has 6,609 customer accounts with a combined flow capacity of 9,372 MCEs, as shown in **Table 2**:

Table 2. Customer Data

	Domestic	Irrigation	Total	Flow Factor	Meter Capacity Equivalents
5/8" x 3/4"	5,275	83	5,358	1.00	5,358
1"	268	107	375	1.50	563
1 1/2"	342	155	497	2.50	1,243
2"	272	62	334	5.00	1,670
3"	31	3	34	8.00	272
4"	5	2	7	16.00	112
6"	3	0	3	25.00	75
8"	0	0	0	50.00	0
10"	1	0	1	80.00	80
Total	6,197	412	6,609		9,372

II.A.2. Future Demand

The water system master plan provided a demand growth forecast for the utility through buildout. Assuming that water demand increases in proportion to population growth, the City will serve 16,387 MCEs at buildout. The growth from 9,372 MCEs in 2018 to 16,387 MCEs at buildout (i.e., 7,015 MCEs) is the denominator in the SDC equation (**Table 3**).

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Table 3. Customer Growth

	2018	Buildout	2018 - Buildout Growth	Growth Share
Meter Capacity Equivalents	9,372	16,387	7,015	42.81%

Source: Water System Master Plan and City staff

II.B. REIMBURSEMENT FEE COST BASIS

The reimbursement fee is the eligible cost of available capacity per unit of growth that such available capacity will serve. Calculation of the reimbursement fee begins with the historical cost of assets or recently completed projects that have unused capacity to serve future users. For each asset or project, the historical cost is adjusted by that portion of the asset or project that is available to serve future users.

To avoid charging future development for facilities provided at no cost to the City or its ratepayers, the reimbursement fee cost basis must be reduced by any grants or contributions used to fund the assets or projects included in the cost basis. Furthermore, unless a reimbursement fee will be specifically used to pay debt service, the reimbursement fee cost basis should be reduced by any outstanding debt related to the assets or projects included in the cost basis to avoid double charging for assets paid for by other means.

The City's records list \$53,962,737 in water fixed assets net of grants and contributions. These assets were then allocated to eight categories based on the function of the asset – meters & services, supply, treatment, storage, pumping, transmission & distribution, fire, and general plant. Of these eight categories, three were determined to have available capacity for future users of the system – supply, treatment, and transmission & distribution. Sections II.B.1 and II.B.2 detail how the capacity share for each of these categories was determined. General plant was then allocated a capacity share based on the overall share of all other assets.

II.B.1. Supply

The City's available supply is sufficient to meet the projected demand at buildout. Therefore, the capacity share of the supply assets is simply the percentage of buildout MCEs comprised by future growth, or 42.81 percent as shown in **Table 3**.

II.B.2. Treatment and Transmission & Distribution

The capacity share for the treatment function is 5.08 percent. Because the distribution of water is limited by the City's ability to treat that water, the capacity share of treatment assets is applied to the transmission & distribution assets. The detailed calculation is shown in **Table 4**:

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Table 4. Treatment and Transmission & Distribution Capacity Share

	2018 (Current)
Existing Peak Day Demand*	14.24
Plant Capacity	15.00
Available Capacity	0.76
Available Capacity as Percent of Total	5.08%

Source: Water System Master Plan and Willamette River Water Treatment Plant Master Plan Update 2017

*Current peak day demand inferred from the Water System Plan

II.B.3. Reimbursement Fee Cost Calculation

The reimbursement fee cost basis is calculated by multiplying the capacity share of each asset category by the net asset value (original cost less contributions) of that category. The detailed calculation is shown in **Table 5**:

Table 5. Reimbursement Fee Cost Basis

Existing Cost Basis	Original Cost	Less: Contributions	Net Asset Value	Percent Capacity Available to Future Users	Reimbursement Fee Eligible Cost Basis
Meters & Services	\$ 9,700	\$ (9,700)	\$ -	0.00%	\$ -
Supply	1,282,493	-	1,282,493	42.81%	549,032
Treatment	32,752,539	(6,400,000)	26,352,539	5.08%	1,338,511
Storage	2,821,107	-	2,821,107	0.00%	-
Pumping	309,981	-	309,981	0.00%	-
Transmission & Distribution	35,452,538	(13,612,517)	21,840,021	5.08%	1,109,309
Fire	112,173	(112,173)	-	0.00%	-
General Plant*	1,386,597	(30,000)	1,356,597	5.52%	74,848
TOTAL EXISTING COST BASIS	\$ 74,127,127	\$ (20,164,390)	\$ 53,962,737		\$ 3,071,701

Source: Water System Master Plan, Willamette River Water Treatment Plant Master Plan Update 2017, and City staff

*General plant assets allocated as all other assets.

The reimbursement fee cost basis must be reduced by any reimbursement fee revenue (for the same facility type) currently held by the City. The City currently has a balance of \$55,477 in water reimbursement fees. Reducing the gross reimbursement fee cost basis of \$3,071,701 by this amount results in a net reimbursement fee cost basis of \$3,016,224. Because the City uses reimbursement fee revenue to pay debt service on assets included in the reimbursement fee cost basis, no reduction is made for outstanding debt principal.

II.C. IMPROVEMENT FEE COST BASIS

An improvement fee is the eligible cost of planned projects per unit of growth that such projects will serve. The improvement fee cost basis is based on a specific list of planned capacity-increasing capital improvements. The portion of each project that can be included in the improvement fee cost basis is determined by the extent to which each new project creates capacity for future users. **Table 6** shows how a total project cost of \$139,750,527 reduces to an eligible cost of \$66,615,552.

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Table 6. Improvement Fee Cost Basis

ID	Description	2018 Project Cost*	Costs Borne by Non-City Funds	Net City Costs	SDC Eligible	SDC Eligible Portion of Costs	Timing
Water System Plan - Priority Capital Improvements							
<i>Priority 1A Improvements (by 2017)</i>							
106	Portable Flow Meter (for well tests)	\$ 16,299	\$ -	\$ 16,299	0.00%	\$ -	0-5 Years
A	Surge Tank	-	-	-	100.00%	-	0-5 Years
B	Clearwell Improvements (assume ozone credit)	-	-	-	100.00%	-	0-5 Years
121	C Level Reservoir Security and Sampling Improvements	22,568	-	22,568	0.00%	-	0-5 Years
123	Charbonneau Reservoir Chlorine Monitoring	8,776	-	8,776	0.00%	-	0-5 Years
124	Automated Valve at Tooze/Westfall (West Side Tank)	72,718	-	72,718	100.00%	72,718	0-5 Years
125	3.0 Million Gallon West Side Tank and 24-inch Transmission (in Pre-desig)	-	-	-	100.00%	-	0-5 Years
126	Ellijsen West Tank - Add Altitude Valve	38,866	-	38,866	100.00%	38,866	0-5 Years
140	Charbonneau Booster PRV & SCADA	27,583	-	27,583	20.00%	5,517	0-5 Years
163	18-inch Loop on Barber St. (Montebello to Kinsman)	-	-	-	100.00%	-	0-5 Years
165	48-inch Transmission on Kinsman St. - Barber to Boeckman (in Design)*	-	-	-	100.00%	-	0-5 Years
<i>Priority 1B Improvements (by 2022)</i>							
110	Nike Well Telemetry & Misc. Improvements	-	-	-	0.00%	-	6-10 Years
111	Wiedeman Well Generator & Telemetry	-	-	-	0.00%	-	6-10 Years
112	Boeckman Well Telemetry Upgrade	-	-	-	0.00%	-	6-10 Years
113	Gesellschaft SCADA & Instrumentation	-	-	-	0.00%	-	6-10 Years
114	Ellijsen Well Instrumentation	25,075	-	25,075	28.50%	7,146	0-5 Years
143	Charbonneau Booster Flow Meter Vault	36,359	-	36,359	54.14%	19,684	0-5 Years
160	8-inch Upgrade on Jackson St.	80,240	-	80,240	0.00%	-	0-5 Years
161	8-inch Upgrade on Evergreen St.	104,062	-	104,062	0.00%	-	0-5 Years
162	8-inch Loop N. of Seely St.	10,030	-	10,030	0.00%	-	0-5 Years
164	10-inch Extension on Montebello St.	272,065	-	272,065	100.00%	272,065	0-5 Years
166	8-inch Loop between Boberg St. & RR (north of Barber)	97,793	-	97,793	0.00%	-	0-5 Years
167	8-inch Loop on Boones Ferry (north of Barber)	23,821	-	23,821	0.00%	-	0-5 Years
168	10-inch Loop (Appts E. of Canyon Creek/Burns)	51,404	-	51,404	0.00%	-	0-5 Years
169	8-inch Loop between Vlahos & Canyon Creek	52,658	-	52,658	0.00%	-	6-10 Years
170	8-inch Upgrade on Metolius cul-de-sac	67,703	-	67,703	0.00%	-	6-10 Years
171	8-inch Loop on Metolius private drive	25,075	-	25,075	0.00%	-	6-10 Years
172	8-inch Upgrade on Middle Greens	-	-	-	0.00%	-	6-10 Years
173	Fairway Village Hydrant on French Prairie	-	-	-	0.00%	-	6-10 Years
175	16-inch Willamette River Crossing to Charbonneau District	-	-	-	0.00%	-	6-10 Years
<i>Priority 2 Improvements (by 2030)</i>							
203	Gesellschaft Well Generator	-	-	-	0.00%	-	11-20 Years
205	Charbonneau Well Mechanical Building	101,554	-	101,554	0.00%	-	0-5 Years
C	Video Surveillance (various wells)	27,583	-	27,583	0.00%	-	0-5 Years
241	Meter Valve at Wilsonville Rd turnout	147,943	-	147,943	0.00%	-	0-5 Years
260	10-inch Extension on 4th St. (E. of Fir)	-	-	-	0.00%	-	11-20 Years
261	8-inch Loop - Magnolia to Tauchman	73,972	-	73,972	0.00%	-	11-20 Years
262	8-inch Upsize on Olympic cul-de-sac	55,165	-	55,165	0.00%	-	11-20 Years
263	8-inch Loop near Kinsman/Wilsonville	45,135	-	45,135	0.00%	-	11-20 Years
264	10-inch Loop near Kinsman/Gaylord	102,808	-	102,808	6.34%	6,520	11-20 Years
265	8-inch Upsize on Lancelot	125,376	-	125,376	0.00%	-	11-20 Years
266	Fire Hydrants (main City)	149,197	-	149,197	0.00%	-	11-20 Years
267	Fire Hydrants (Charbonneau)	-	-	-	0.00%	-	11-20 Years
268	8-inch Loop near Kinsman (between Barber & Boeckman)	157,973	-	157,973	0.00%	-	11-20 Years
269	8-inch Upsize near St. Helens	32,598	-	32,598	0.00%	-	11-20 Years
270	8-inch Loop near Parkway Center/Burns	82,748	-	82,748	0.00%	-	11-20 Years
271	8-inch Loop near Burns/Canyon Creek	137,913	-	137,913	0.00%	-	11-20 Years
272	10 & 8-inch Loop near Parkway/Boeckman	394,933	-	394,933	4.00%	15,797	11-20 Years
273	12-inch Loop crossing Boeckman	20,060	-	20,060	0.00%	-	11-20 Years
274	8-inch Loop at Holly/Parkway	70,210	-	70,210	0.00%	-	11-20 Years
275	8-inch Upsize on Wallowa	77,733	-	77,733	0.00%	-	11-20 Years
276	8-inch Upsize on Miami	85,255	-	85,255	0.00%	-	11-20 Years
277	8-inch Extension for hydrant coverage on Lake Bluff	78,987	-	78,987	0.00%	-	11-20 Years
278	8-inch Upsize on Arbor Glen	-	-	-	0.00%	-	11-20 Years
279	8-inch Loop at Fairway Village	-	-	-	0.00%	-	11-20 Years
280	8-inch Extension for fire flow - private drive/Boones Bend	-	-	-	0.00%	-	11-20 Years
281	8-inch Upsize on East Lake	-	-	-	0.00%	-	11-20 Years
282	8-inch Extension for fire flow on Armitage Pl	-	-	-	0.00%	-	11-20 Years
283	8-inch Upsize on Lake Point Ct	-	-	-	0.00%	-	11-20 Years
284	8-inch Loop - Franklin St to Carriage Estates	117,853	-	117,853	0.00%	-	11-20 Years
285	8-inch Upgrade on Boones Ferry Rd (south of 2nd St)	55,165	-	55,165	0.00%	-	11-20 Years
286	Valves at Commerce Circle & Ridder Rd/Boones Ferry I-5 Crossing	55,165	-	55,165	0.00%	-	11-20 Years
<i>Priority 3 Improvements (by Buildout)</i>							
D	Zone D Booster Station at C Level Tank	763,537	-	763,537	100.00%	763,537	21-Buildout
E	Upsize Costs (Greater Than 8 Inches) for Future Distribution Piping	12,110,025	-	12,110,025	100.00%	12,110,025	21-Buildout

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page 8

ID	Description	2018 Project Cost*	Costs Borne by Non-City Funds	Net City Costs	SDC Eligible	SDC Eligible Portion of Costs	Timing
Water System Plan - Major Repairs and Replacements							
<i>Priority 1A Improvements (by 2017)</i>							
100	Nike Well Rehab & Misc. Maintenance	37,613	-	37,613	0.00%	-	0-5 Years
101	Canyon Creek Well (assumes potential abandonment)	32,598	-	32,598	0.00%	-	0-5 Years
102	Wiedeman Well Misc. Maintenance	30,090	-	30,090	0.00%	-	0-5 Years
103	Boeckman Well Rehab Pump	25,075	-	25,075	0.00%	-	0-5 Years
104	Gesellschaft Building Maintenance	5,642	-	5,642	0.00%	-	0-5 Years
105	Elligsen Well Compressor & Controls	10,030	-	10,030	0.00%	-	0-5 Years
120	Elligsen Res. - Replace Ladder Fall Protection System	15,045	-	15,045	0.00%	-	0-5 Years
123	Charbonneau Reservoir Reseal between Roof and Wall	5,015	-	5,015	0.00%	-	0-5 Years
141	B to C Booster Replacements	26,329	-	26,329	0.00%	-	0-5 Years
142	Painting & Safety Nets at Turnouts	27,583	-	27,583	0.00%	-	0-5 Years
<i>Priority 1B Improvements (by 2022)</i>							
127	Replace Sealant at Base of C Level Reservoir	8,776	-	8,776	0.00%	-	0-5 Years
144	Replace Cover on Burns PRV	11,284	-	11,284	0.00%	-	0-5 Years
<i>Priority 2 Improvements (by 2030)</i>							
200	Nike Well New Roof and Trim, Paint	16,299	-	16,299	0.00%	-	6-10 Years
201	Wiedeman Well Replace Metal Siding	25,075	-	25,075	0.00%	-	6-10 Years
202	Boeckman Well Pump Motor & Replace Roof and Trim	26,329	-	26,329	0.00%	-	6-10 Years
203	Gesellschaft Well Roof Maintenance	5,015	-	5,015	0.00%	-	6-10 Years
204	Elligsen Well MCC Replacement & Building Maintenance	27,583	-	27,583	0.00%	-	6-10 Years
287	Replace service lines - Parkway Ave	96,539	-	96,539	0.00%	-	6-10 Years
288	Replace service lines - Wilson cul-de-sacs	284,603	-	284,603	0.00%	-	6-10 Years
289	Replace service lines - Mariners Drive	-	-	-	0.00%	-	6-10 Years
290	Replace service lines - Old Town	18,806	-	18,806	0.00%	-	6-10 Years
220	Paint Elligsen Reservoirs (interior)	576,728	-	576,728	0.00%	-	6-10 Years
221	Paint C Level Reservoir (interior)	225,676	-	225,676	0.00%	-	6-10 Years
240	Relocate Parkway PRV out of Elligsen Rd intersection	94,032	-	94,032	0.00%	-	6-10 Years
<i>Priority 3 Improvements (by Buildout)</i>							
300	Nike Well - Replace MCC	18,806	-	18,806	0.00%	-	11-20 Years
301	Wiedeman Well MCC & Building Maintenance	22,568	-	22,568	0.00%	-	11-20 Years
302	Gesellschaft Well Building Maintenance	6,269	-	6,269	0.00%	-	11-20 Years
320	Paint Elligsen Reservoirs (exterior)	388,664	-	388,664	0.00%	-	11-20 Years
321	Paint C Level Reservoir (exterior)	144,182	-	144,182	0.00%	-	11-20 Years
Willamette River Water Treatment Plant 2017 Master Plan Update							
F	20 MG Expansion (Duplicate w projects 1144 and O)	-	-	-	63.00%	-	0-5 Years
G	Life Safety Repairs (Duplicate w projects 1137)	-	-	-	0.00%	-	0-5 Years
H	Seismic Retrofits (Duplicate w projects 1137 and P)	-	-	-	0.00%	-	0-5 Years
I	30 MGD Expansion	41,029,195	13,129,342	27,899,853	98.00%	27,899,853	11-20 Years
J	Operations - Repair and Replace	18,836,518	6,278,839	12,557,678	15.00%	2,825,478	0-20 Years
Frog Pond Infrastructure Supplemental Fee							
K	Stafford Rd Water	388,245	312,753	75,492	19.44%	75,492	6-10 Years
FY 2018-19 Budget							
<i>Construction Projects</i>							
1111	Water Treatment Plant Surge Tank	1,600,000	533,333	1,066,667	66.67%	1,066,667	0-5 Years
1114	Water System Telemetry	1,204,542	-	1,204,542	0.00%	-	0-5 Years
1131	Tooze Rd 18" Waterline	146,095	-	146,095	100.00%	146,095	0-5 Years
1137	WTP Life Safety and Seismic Upgrades	854,809	284,936	569,873	0.00%	-	0-5 Years
1139	5th St / Kinsman Extension Water Line	1,696,092	-	1,696,092	100.00%	1,696,092	0-5 Years
1142	Nike Well Irrigation Conversion	374,550	-	374,550	0.00%	-	0-5 Years
1144	WTP 20 MGD Expansion	557,500	185,850	371,650	41.67%	232,292	0-5 Years
1500	Water Ops Allocation to Charbonneau	751,485	-	751,485	0.00%	-	0-5 Years
L	16" Willamette River Crossing to Charbonneau	1,664,175	-	1,664,175	0.00%	-	0-5 Years
M	Coffee Creek UR Water Line	599,500	-	599,500	100.00%	599,500	0-5 Years
<i>Master Plan and Studies</i>							
1123	Water Rate and SDC Study	36,050	-	36,050	50.00%	18,025	0-5 Years
1141	Distribution System Emergency Shutoff Plan	34,050	-	34,050	0.00%	-	0-5 Years
N	Distribution System Master Plan and WMCP update	137,800	-	137,800	42.81%	58,992	0-5 Years
<i>System Development Reimbursements/Credits</i>							
1994	Water SDC Reimbursements/Credits	-	-	-	0.00%	-	0-5 Years
<i>Annual Maintenance Projects</i>							
1084	Annual - Water Distribution System Miscellaneous Improvements	1,427,184	-	1,427,184	0.00%	-	0-20 Years
1083	Annual - Well Facility Rehab and Upgrade	924,762	-	924,762	0.00%	-	0-20 Years
1120	Annual - Meter Replacements	1,384,609	-	1,384,609	0.00%	-	0-20 Years
1121	Annual - Pipe/Valve/Hydrant Replacement	5,538,431	-	5,538,431	0.00%	-	0-20 Years
1128	Annual - Well Upgrades and Maintenance (Downhole)	768,168	-	768,168	0.00%	-	0-20 Years
<i>Miscellaneous Projects</i>							
1117	Annual - Fire Flow Data Collection For System Capacity & Growth	138,461	-	138,461	0.00%	-	0-5 Years
1126	Segment 3B Waterline Mitigation Site	23,617	-	23,617	45.00%	10,627	0-5 Years
1127	WWSP Coordination	1,295,161	1,295,161	-	0.00%	-	0-5 Years
1129	Annual - GIS and Water Model Updates	29,617	-	29,617	0.00%	-	0-5 Years
1990	CD Department Support for Miscellaneous Projects	106,000	-	106,000	0.00%	-	0-5 Years
1993	Water CIP's - Final Closeout from Prior Years	13,250	-	13,250	42.81%	5,672	0-5 Years
1995	Early Planning - Future Water Projects	39,400	-	39,400	42.81%	16,867	0-5 Years
1998	5-Year & Annual Water CIP Budget Development	26,500	-	26,500	42.81%	11,345	0-5 Years
1999	Project Design & Development	279,276	-	279,276	42.81%	119,557	0-5 Years
<i>Projects Available for Future Funding</i>							
O	WTP 20 MGD Extension	18,048,609	6,016,203	12,032,406	63.00%	11,370,624	0-5 Years
P	WTP Seismic Upgrades	1,488,892	496,297	992,595	0.00%	-	0-5 Years
Q	WTP Repair and Replace	-	-	-	0.00%	-	0-5 Years
R	WTP Capacity Increase to 22.5 MGD (3rd Treatment Train)	-	-	-	0.00%	-	0-5 Years
S	West Side Level B Reservoir and Off-Site Improvements	7,150,500	-	7,150,500	100.00%	7,150,500	0-5 Years

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ID	Description	2018 Project Cost*	Costs Borne by Non-City Funds	Net City Costs	SDC Eligible	SDC Eligible Portion of Costs	Timing
Charbonneau Consolidated Improvement Plan							
<i>Years 0-5</i>							
T	French Prairie Drive Phase I	640,254	-	640,254	0.00%	-	0-5 Years
U	Mollala Bend Road	516,410	-	516,410	0.00%	-	0-5 Years
V	Fairway Drive Phase I	642,591	-	642,591	0.00%	-	0-5 Years
W	Estates Post Road	358,683	-	358,683	0.00%	-	0-5 Years
X	French Prairie Drive Phase II	-	-	-	0.00%	-	0-5 Years
Y	Old Farm Road Phase I	-	-	-	0.00%	-	0-5 Years
<i>Years 6-10</i>							
Z	Arbor Lake Drive Phase I	561,975	-	561,975	0.00%	-	6-10 Years
AA	Village Greens Circle	-	-	-	0.00%	-	6-10 Years
AB	Edgewater Lane	-	-	-	0.00%	-	6-10 Years
AC	French Prairie Drive Phase III	-	-	-	0.00%	-	6-10 Years
AD	Boones Bend Road Phase II	601,699	-	601,699	0.00%	-	6-10 Years
AE	Country View Loop	37,387	-	37,387	0.00%	-	6-10 Years
AF	Armitage Road Phase I	341,157	-	341,157	0.00%	-	6-10 Years
AG	Arbor Lake Drive Phase II	650,770	-	650,770	0.00%	-	6-10 Years
<i>Years 11-15</i>							
AH	Country View Lane Phase I	-	-	-	0.00%	-	11-15 Years
AI	Lake Drive	-	-	-	0.00%	-	11-15 Years
AJ	Middle Greens Road	422,942	-	422,942	0.00%	-	11-15 Years
AK	Boones Bend Road Phase I	564,312	-	564,312	0.00%	-	11-15 Years
AL	Armitage Road Phase II	414,763	-	414,763	0.00%	-	11-15 Years
AM	Fairway Drive Phase II	-	-	-	0.00%	-	11-15 Years
AN	Country View Lane Phase II	38,555	-	38,555	0.00%	-	11-15 Years
AO	French Prairie Drive Phase V	101,646	-	101,646	0.00%	-	11-15 Years
AP	French Prairie Drive Phase IV	72,438	-	72,438	0.00%	-	11-15 Years
AQ	Louvolle & Juliette Storm	-	-	-	0.00%	-	11-15 Years
AR	Sacajawea Lane	528,093	-	528,093	0.00%	-	11-15 Years
<i>Years 16-20</i>							
AS	Old Farm Road Phase II	21,030	-	21,030	0.00%	-	16-20 Years
AT	Lafayette Way	-	-	-	0.00%	-	16-20 Years
AU	Curry Drive	-	-	-	0.00%	-	16-20 Years
AV	East Lake Court	460,329	-	460,329	0.00%	-	16-20 Years
AW	Illahee Drive	337,652	-	337,652	0.00%	-	16-20 Years
AX	Lake Bluff Court	414,763	-	414,763	0.00%	-	16-20 Years
AY	Del Monte Drive	266,383	-	266,383	0.00%	-	16-20 Years
AZ	Lakeside Loop & Village Green Court	39,724	-	39,724	0.00%	-	16-20 Years
BA	French Prairie Drive Phase VI	-	-	-	0.00%	-	16-20 Years
BB	Arbor Lake Drive Phase III	-	-	-	0.00%	-	16-20 Years
BC	Mariners Drive Water Improvements	567,817	-	567,817	0.00%	-	16-20 Years
New Projects Added by City 10-25-18							
	Share of Public Works Facility Costs	4,241,875	-	4,241,875	0.00%	-	0-5 Years
Total		\$ 139,750,527	\$ 28,532,716	\$ 111,217,811		\$ 66,615,552	

Source: Water System Master Plan, Willamette River Water Treatment Plant Master Plan Update 2017, Frog Pond Infrastructure Supplemental Fee, FY 2018-19 Budget, and Charbonneau Consolidated Improvement Plan

*Costs escalated to 2018 using Engineering News Record Construction Cost Index for the City of Seattle

The improvement fee cost basis must be reduced by any improvement fee revenue (for the same facility type) currently held by the City. The City currently has a balance of \$4,577,336 in water improvement fees. Reducing the gross improvement fee cost basis of \$66,615,552 by this amount results in a net improvement fee cost basis of \$62,038,216.

II.D. COMPLIANCE COSTS

As noted in **Section I**, compliance costs are the sum of SDC methodology updates and annual administrative costs. In consultation with City staff, we estimate compliance costs at 3.52 percent of the combined reimbursement and improvement cost bases.

II.E. CALCULATED SDC

Dividing the sum of the net cost bases by the projected growth results in the calculated SDC per MCE, as shown in **Table 7**:

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Table 7. Water SDC per MCE

SDC	Total	SDC-Eligible
Reimbursement Fee		
Cost of Unused Capacity	\$ 74,127,127	\$ 4,089,842
Less: Contributions	(20,164,390)	(1,018,141)
Less: Pro-Rata Share of Debt Principal	(3,217,000)	-
Less: Reimbursement Fee Fund Balance	(55,477)	(55,477)
Reimbursement Fee Cost Basis	\$ 50,690,260	\$ 3,016,224
Growth to End of Planning Period		7,015 MCEs
Reimbursement Fee		\$ 429.94 per MCE
Improvement Fee		
Cost of Unused Capacity	\$ 139,750,527	\$ 66,615,552
Less: Projects Funded by Outside Sources	(28,532,716)	-
Less: Improvement Fee Fund Balance	(4,577,336)	(4,577,336)
Improvement Fee Cost Basis	\$ 106,640,475	\$ 62,038,216
Growth to End of Planning Period		7,015 MCEs
Improvement Fee		\$ 8,843.13 per MCE
Total System Development Charge		
Reimbursement Fee		\$ 429.94 per MCE
Improvement Fee		\$ 8,843.13 per MCE
Compliance Fee	3.52%	\$ 326.78 per MCE
Total SDC per MCE		\$ 9,599.86 per MCE

II.F. SCHEDULE OF SDCS

In order to impose water SDCs on an individual property, the number of MCEs is determined by the size of the property's water meter. The MCE calculation used is based on AWWA flow factors as shown in **Table 8** where one MCE is a 5/8" x 3/4" meter.

Table 8. Water SDC Schedule

Meter Size	Flow Factor (5/8" x 3/4" Base)	SDC Fee
5/8" x 3/4"	1.00	\$ 9,600
3/4" x 3/4"	1.50	\$ 14,400
1"	2.50	\$ 24,000
1 1/2"	5.00	\$ 47,999
2"	8.00	\$ 76,799
3"	16.00	\$ 153,598
4"	25.00	\$ 239,996
6"	50.00	\$ 479,993
8"	80.00	\$ 767,989
10"	115.00	\$ 1,103,984

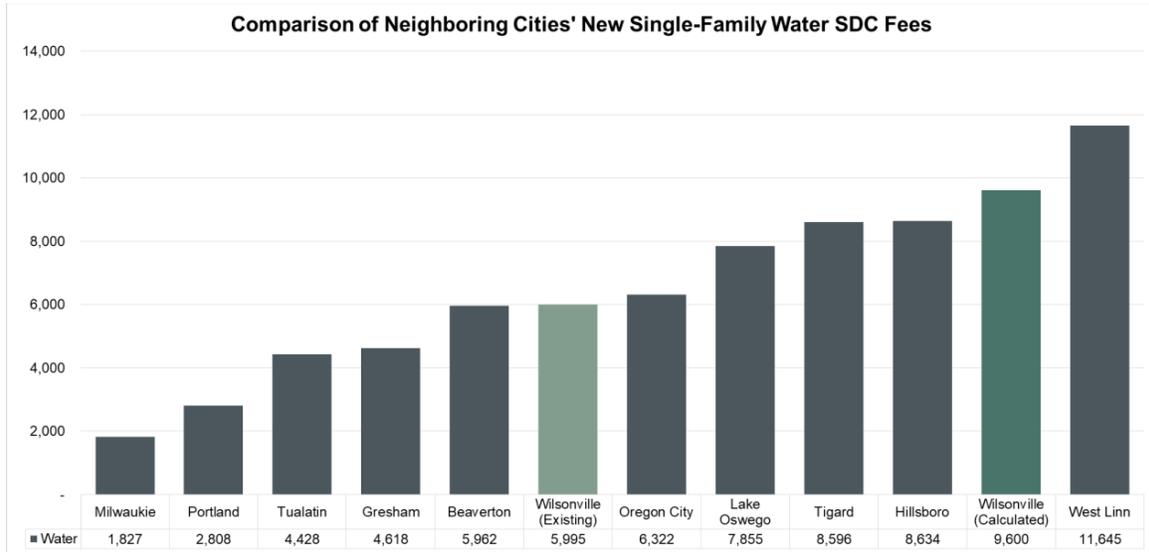
II.G. COMPARISONS

Table 9 shows how Wilsonville's current and calculated residential water SDCs compare with SDCs adopted by other water utilities:

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Table 9. Regional Comparison



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Section III. IMPLEMENTATION

III.A. FUNDING PLAN

The SDCs calculated in this report represent our opinion of the maximum water SDCs that the City can legally charge. However, even if the City imposes the full, calculated charge, the SDC will generate only 59 percent of the funds needed to complete the full project list, as shown in **Table 10**.

Table 10. Funding Plan

Capital Funding Plan	\$	%
Requirements		
Capital Improvement Plan	\$ 111,217,811	98%
Compliance Costs During Planning Period	2,292,501	2%
Total Requirements	\$ 113,510,312	100%
Resources		
System Development Charges	\$ 67,346,941	59%
Other Resources	46,163,372	41%
Total Resources	\$ 113,510,312	100%

The City is under no legal obligation to impose the full, calculated SDC. However, the City should be aware that any discounting or phase-in period that reduces SDC revenue will, other things equal, increase the funding requirement from other resources.

III.B. CREDITS

A credit is a reduction in the amount of the SDC for a specific development. ORS 223.304 requires that SDC credits be issued for the construction of a qualified public improvement which is: required as a condition of development approval; identified in the City's adopted SDC project list; and either "not located on or contiguous to property that is the subject of development approval," or located "on or contiguous to such property and is required to be built larger or with greater capacity than is necessary for the particular development project . . ."

Additionally, a credit must be granted "only for the cost of that portion of an improvement which exceeds the minimum standard facility size or capacity needed to serve" the particular project up to the amount of the improvement fee. For multi-phase projects, any "excess credit may be applied against SDCs that accrue in subsequent phases of the original development project."

III.C. INDEXING

Oregon law (ORS 223.304) also allows for the periodic indexing of SDCs for inflation, as long as the index used is:

- (A) A relevant measurement of the average change in prices or costs over an identified time period for materials, labor, real property or a combination of the three;
- (B) Published by a recognized organization or agency that produces the index or data source

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for reasons that are independent of the system development charge methodology; and
(C) Incorporated as part of the established methodology or identified and adopted in a
separate ordinance, resolution or order.

We recommend that the City index its charges to the *Engineering News Record* Construction Cost Index for the City of Seattle and adjust its charges annually. There is no comparable Oregon-specific index.



**City of Wilsonville
60-day Public Notice of
Water System Development Charge
Methodology Modifications**

The City of Wilsonville hereby issues public notice, pursuant to ORS 223.304, of its intent to modify the local system development charge for water facilities.

A draft technical report addressing the methodology and calculation of the proposed charges on new development within Wilsonville is available to review at Wilsonville City Hall, 1st Floor Customer Service Desk, 29799 SW Town Center Loop East, Wilsonville, and the City website at www.ci.wilsonville.or.us, or by calling the Wilsonville Engineering Department at 503-632-4960.

A public hearing to take comments regarding the proposed system development charges is scheduled for 7:00 pm, Monday, February 4, 2019, at Wilsonville City Hall. If you wish to comment but cannot attend the public hearing, please address written comments as follows:

Zachary Weigel, P.E.
Capital Projects Manager
City of Wilsonville
29799 SW Town Center Loop East
Wilsonville, OR 97070

Written comments must be received by 4:00 pm, Monday, February 4, 2019, to be considered.



City of Wilsonville
90-day Notice of System Development Charge Consideration

The City of Wilsonville hereby issues public notice, pursuant to ORS 223.304, of its intent to consider changes in its Water System Development Charges.

A technical report addressing the methodology and calculation of the proposed charges will be available for review on Thursday, December 6, 2018, at City Hall, 1st Floor Customer Service Desk, 29799 SW Town Center Loop East, Wilsonville, or by calling 503-570-1565.

A public hearing to take comments regarding the proposed system development charges is scheduled for 7:00 pm, Monday, February 4, 2019, at City Hall. If you wish to comment but cannot attend the public hearing, please address written comments as follows:

Zach Weigel
Capital Projects Manager
City of Wilsonville
29799 SW Town Center Loop East
Wilsonville, OR 97070

Written comments must be received by 4:00 pm, Monday, February 4, 2019, to be considered.