



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: September 4, 2025		Subject: Sewer & Storm System Development Charge Update	
		Staff Member: Zach Weigel, P.E., City Engineer Keith Katko, Finance Director	
		Department: Community Development and Finance	
Action Required		Advisory Board/Commission Recommendation	
☐ Motion ☐ Public Hearing Date: ☐ Ordinance 1 st Reading Date: ☐ Ordinance 2 nd Reading Date: ☐ Resolution ☒ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda		☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable	
		Comments: N/A	
Staff Recommendation: N/A			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
☐ Council Goals/Priorities:	☒ Adopted Master Plan(s): 2015 Wastewater Collection System Master Plan, 2023 Wastewater Treatment Plant Master Plan, 2024 Stormwater Master Plan		☐ Not Applicable

ISSUE BEFORE COUNCIL:

Staff will provide a briefing on the updated sewer and storm System Development Charge (SDC). This work session serves as the final scheduled discussion with the City Council prior to a public hearing to adopt the new sewer and storm SDC methodology rates on September 15, 2025.

EXECUTIVE SUMMARY:

System Development Charges (SDCs) are one-time charges assessed on development at the time of building permit issuance. The SDC fees pay for expansion and extension of utility infrastructure that is needed to accommodate future growth. Growth related infrastructure improvements include upsizing pipelines, expansion of pumping and treatment facilities, and extension of pipelines to serve new development areas. The SDC fee provides a mechanism for which new growth pays for its share of infrastructure costs rather than existing taxpayers or utility ratepayers, ensuring “growth pays for growth.”

The City of Wilsonville’s stormwater SDC was last updated in April 2012 by Resolution No. 2353. The current Stormwater SDC based on the adopted implementation schedule and annual inflation adjustments is \$2,442 per Equivalent Residential Unit (ERU), which includes a 0.4% inflationary adjustment that went into effect on July 1, 2025.

In April 2006, the Wilsonville sewer SDC was last updated by Resolution No. 1987. The current Sewer SDC including annual inflation adjustments is \$7,130 per ERU, which also includes the 0.4% inflationary adjustment on July 1, 2025.

On January 18, 2024, City Council adopted the 2023 Wastewater Treatment Plant Master Plan (Ordinance No. 888). Also, the 2024 Stormwater Master Plan was adopted by City Council on April 1, 2024 (Ordinance No. 890). Adoption of both Master Plan documents included new Capital Improvement Project (CIP) lists, which consist of utility improvements that will be needed over the next twenty years to meet projected growth, operation and maintenance needs, and regulatory requirements. Both Master Plan documents identify the projects or portions of projects that are needed to support anticipated growth within Wilsonville.

With the updated twenty-year project list, review of the stormwater and sewer SDC is necessary to ensure development is paying its share of infrastructure costs needed. Beginning in July 2024, the City entered into a Professional Services Agreement with FCS Group to perform a sewer and storm rate and SDC fee study that will result in a recommended update to the sewer and storm utility rate and SDC fee.

On June 2, 2025, the project team held a work session with City Council regarding the proposed sewer and storm SDC adjustments. Since that time, the project team has issued both the 90-day notice and 60-day notice to interested parties, as required by Oregon law, prior to the first public hearing for adoption of a SDC methodology. As part of the 60-day notice, the proposed SDC methodology was made available for public review and comment and is attached as **Exhibit A**.

The project team also held an SDC stakeholder meeting with interested parties on August 5, 2025. Two interested members from the local development community attended the meeting, a summary of which is attached as **Exhibit B**.

The maximum defensible stormwater and sewer SDC for each utility as presented at the June 2, 2025, City Council work session remains unchanged and is summarized as follows:

Stormwater SDC

SDC Type	Fee per ERU
Improvement Fee	\$1,636
Reimbursement Fee	\$1,884
Compliance Fee	\$12
Total	\$3,532
Increase	\$1,090

Sewer SDC

SDC Type	Fee per ERU
Improvement Fee	\$13,069
Reimbursement Fee	\$2,277
Compliance Fee	\$12
Total	\$15,358
Increase	\$8,228

Refer to **Exhibit A** for detailed explanation of SDC Types noted above.

EXPECTED RESULTS:

The updated stormwater and sewer SDC fee will provide the estimated funding required for completing the infrastructure projects needed to accommodate future growth within Wilsonville. The recommended SDC fees will ensure that growth will pay for its share of infrastructure costs rather than existing taxpayers and utility ratepayers.

TIMELINE:

Adoption of the proposed sewer and stormwater SDC methodology is scheduled for a public hearing on September 15, 2025. If adopted by City Council, the updated sewer and stormwater SDC methodology and rates will go into effect on January 1, 2026.

CURRENT YEAR BUDGET IMPACTS:

The consultant work is included in the Fiscal Year (FY) 2024-25 CIP budget. Funds not spent in the FY 2024-25 budget will be rolled over to the FYn2025-26 fiscal year to ensure adequate funds are available for the completion of this work.

COMMUNITY INVOLVEMENT PROCESS:

The project team has held two work sessions with City Council to discuss sewer and stormwater SDC methodology and rates on June 2, 2025, and September 4, 2025. On June 24, 2025, the project team met with representatives from the Home Builders Association of Greater Portland to discuss the proposed SDC updates. In addition, a 90-day and 60-day notice that included the proposed SDC methodology report was sent to interested parties, consisting of local developers, engineering consultants, and land use applicants conducting business in Wilsonville. The project team held an SDC stakeholder meeting on August 5, 2025, with a meeting summary included as **Exhibit B**. A project webpage with up to date SDC information is maintained and information shared with the community via articles in the Boones Ferry Messenger.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

The updated SDC methodology and fee will provide the funding necessary to support planned growth, maintain existing utility assets, and meet regulatory requirements, helping to maintain a financially sound sewer and storm utility program.

ALTERNATIVES:

N/A

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

- A. Wilsonville Wastewater and Stormwater SDC Methodology Report
- B. Sewer and Storm SDC Stakeholder Meeting Notes

CITY OF WILSONVILLE

Wastewater and Stormwater SDCs

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1 Project Overview

Background

The City of Wilsonville ("the City") is located in both Clackamas and Washington counties and serves over 26,000 residents. As with other services, the funding of wastewater and stormwater capital improvements is partially supported by new development in the form of system development charges (SDCs). In 2024, the City contracted with FCS to update its wastewater and stormwater SDCs. This report documents the results of those SDC calculations.

Policy

SDCs are enabled by state statutes, authorized by local ordinance, and constrained by the United States Constitution.

State Statutes

Oregon Revised Statutes (ORS) 223.297 to 223.316 enable local governments to establish SDCs, which are one-time fees on development that are paid at the time of development or redevelopment that creates additional demand for system facilities. SDCs are intended to recover a fair share of the cost of existing and planned facilities that provide capacity to serve future users (growth).

ORS 223.299 allows for two types of SDC:

- » A reimbursement fee that is 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 that is 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).

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 that 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).

In addition to the reimbursement and improvement fees, ORS 223.307(5) states, in part, that "system development charge revenues may be expended on the costs of complying" with state statutes concerning SDCs,

including “the costs of developing system development charge methodologies and providing an annual accounting of system development charge expenditures.”

Local Ordinance

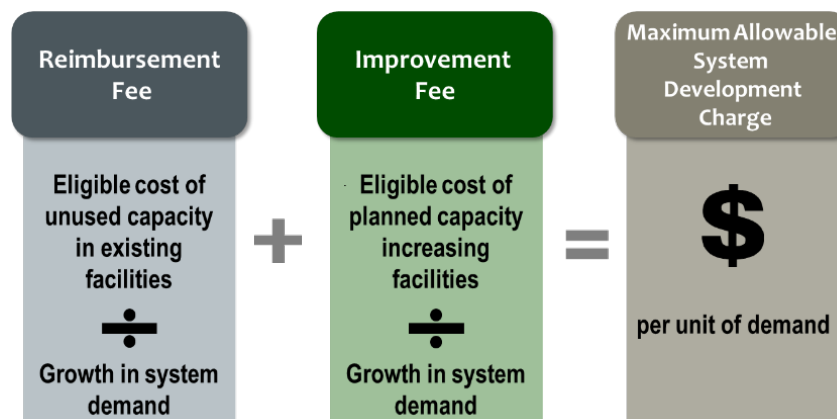
Chapter 11 of the Wilsonville Code of Ordinances authorizes and governs the imposition and expenditure of SDCs in Wilsonville. The City may need to modify its code to allow for the proposed changes to the SDCs.

United States Constitution

The United States Supreme Court has determined that SDCs, impact fees, or other exactions that comply with state and/or local law may still violate the United States Constitution if they are not proportionate to the impact of the development. The SDCs calculated in this report are designed to meet all constitutional requirements.

Calculation Overview

In general, SDCs are calculated by adding an existing facilities fee component (called the reimbursement fee) and a future facilities fee component (called the improvement fee)—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. The diagram below summarizes the basic outline of an SDC calculation, and more detail is provided in the following bullets.



- **The eligible cost of capacity in existing facilities** is the cost of existing facilities that will serve growth. The cost of those facilities are usually found in a city’s schedule of fixed assets which records the original cost of assets purchased by the city. System capacity information, usually found in a comprehensive plan, can provide estimates of the available capacity in the system.
- **The eligible portion of capacity-increasing projects** is the cost of future projects that will serve growth. Some projects are intended to only serve growth, some projects do not increase system capacity, and some serve the City’s current *and* future populations. Only the share that is allocable to growth is includable.
- **The growth in system demand** is the anticipated growth in the demand associated with each system. Growth is measured in different ways for different systems. For example, growth for wastewater SDCs is sometimes measured in meter capacity equivalents, where as growth for stormwater SDCs is often measured in impervious surface area. The unit of growth becomes the charging basis for the SDC.

Finally, summing the reimbursement fee and the improvement fee with a small allowance for compliances costs yields the full SDC.

2 Wastewater SDC Analysis Summary

This section describes the detailed calculations of the maximum defensible wastewater SDC to be charged in the City of Wilsonville.

SDC Functionalization

Because the City is expecting some high-strength industrial customers to be added to its wastewater system, this analysis “functionalizes” the proposed SDC. That is, it divides the wastewater infrastructure costs into four functions of service and then calculates an SDC for each function, allowing for individualized charges to large customers based on their specific demands. Those four functions of service are:

- **Collection (Flow)** – The conveyance (collection) of sewer flow through the City’s sewer mains, trunklines, and lift stations to the treatment plant. Collection flow is often measured in millions of gallons per day. For the collection function, flow is often measured in the dry weather period to isolate the flows of customer connections, as opposed to flows contributed by rainwater.
- **Treatment (Flow)** – The processing of sewer flow through the City’s treatment plant, from headworks to outfall. Sewer flow through the treatment plant is often measured in peak hourly flow, as the treatment plant will need to be sized to accommodate the maximum amount of flow expected at the plant.
- **Treatment (BOD)** – The processing of biochemical oxygen demand (BOD) in the City’s treatment plant. BOD is one of the two major sources of wastewater strength that needs to be treated in a wastewater treatment plant.
- **Treatment (TSS)** – The processing of total suspended solids (TSS) in the City’s treatment plant. TSS is the other primary source (along with BOD) of wastewater strength that needs to be treated at the wastewater treatment plant.

This wastewater SDC calculation will include growth estimates, an improvement fee cost basis, and a reimbursement fee cost basis for each of the functions described above.

Growth

The calculation of projected growth begins with defining the units by which current and future demand will be measured. Then, using the best available data, we quantify the current level of demand and estimate a future level of demand. The difference between the current level and the future level is the growth in demand that will serve as the denominator in the wastewater SDC calculation.

Unit of Measurement

For wastewater SDCs, the water meter size necessary for a development is broadly used as a measure of its potential wastewater flows. To compare water meters and calculate the total demand of the system, water meters are often compared by their maximum flow rates and measured by their meter capacity equivalents (MCEs). In this system, the smallest water meter employed by the City is one MCE, and every larger meter is assigned a larger number of MCEs based on their relative flow rates. Flow rates are most often based on the American Water Works Association (AWWA) flow rates assuming either a 5/8” or 3/4” base meter. The City installs 5/8” meters as their smallest water meter size, so that is the minimum size for this SDC calculation.

The City is also expecting new industrial connections to be added to its wastewater system. For such customers, the MCE basis is not always a good fit. For example, an industrial connection may have much higher strength

flows than a typical domestic connection. By the nature of its operation, it also may create much more sewer flow than a typical domestic connection – even beyond what a difference in meter capacity equivalents would suggest.

To accommodate more unique SDC calculations for new industrial customers, this SDC analysis will consider four separate units of growth. MCEs will be used to measure the capacity needs of domestic sewer connections. For industrial and/or other high strength connections, three other units of measurement will be used:

- **Peak hourly flow (PHF)** – Used to measure the amount of flow contributed to the collection system and to the treatment plant. Peak hourly flow is used because it represents the maximum capacity needs of industrial customers, which may contribute much more flow on an average day than a domestic strength connection.
- **Maximum month pounds per day of biochemical oxygen demand (MM ppd of BOD)** – Used to measure the maximum amount of BOD contributed to the treatment system.
- **Maximum month pounds per day of total suspended solids (MM ppd of TSS)** – Used to measure the maximum amount of TSS contributed to the treatment system.

Growth in Demand

To project demand through the end of the planning period, total flows and/or loadings for each of the four functions are projected for the period from 2025 through 2045. These flow and loading projections are summarized in **Exhibit 2.1** below. The sources for these projections are included in the last column.

Exhibit 2.1 – Flows and Loadings Projections

Flows and Loadings	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)	Source Tables from 2023 Master Plan
Units	ADWF mgd	PHF mgd	MM ppd	MM ppd	
2020	1.91	8.79	10,685	8,906	Tables 3.16 (Flow); Table 3.28 (BOD); Table 3.23 (TSS)
2025 (Estimated)	2.24	10.10	12,379	10,265	Estimated
2045	4.20	17.60	22,301	18,116	Table 3.19 (Flow); Table 3.45 (BOD and TSS)

Abbreviations: ADWF = average dry weather flow, mgd = million gallons per day, PHF = peak hour flow, MM = maximum month, ppd = pounds per day

The flows and loadings projections described above guide the projection of capacity demands for new connections in the City of Wilsonville. **Exhibit 2.2** below shows the projection of meter capacity equivalents by function for use for domestic-strength connections. The 2025 MCE total was estimated using the City’s customer billing statistics.

Exhibit 2.2 – MCE Projections

	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)	Source Notes
Units	MCEs	MCEs	MCEs	MCEs	
2025	9,040	9,040	9,040	9,040	City's customer statistics
2045	16,981	15,755	16,286	15,955	Projected based on Exhibit 2.1
Growth	7,940	6,714	7,246	6,914	

Abbreviations: MCEs = meter capacity equivalents

Exhibit 2.3 below summarizes the growth projections for the purpose of calculating the SDC for high-strength and/or industrial connections. As shown, they are simply the statistics shown in **Exhibit 2.1** but calculated in gallons per day (gpd) for ease of use. In addition, the Collection (Flow) function is shown with PHF rather than ADWF. That is because it will be easier for the City and for new connections to estimate their PHF rather than ADWF. Further, PHF is a better estimate for the collection needs of a high-strength and/or industrial connection because, unlike for a domestic strength connection, their flows may vary widely throughout the year.

Exhibit 2.3 – Flows and Loadings Projections

	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)	Source Notes
Units	PHF gpd	PHF gpd	MM ppd	MM ppd	
2025	10,099,355	10,099,355	12,379	10,265	City's customer statistics
2045	17,600,000	17,600,000	22,301	18,116	Projected based on Exhibit 2.1
Growth	7,500,645	7,500,645	9,922	7,851	

Abbreviations: PHF = peak hour flow, gpd = gallons per day, MM = maximum month, ppd = pounds per day

It is important to note that **Exhibits 2.2** and **2.3** do not represent two distinct growth estimates – rather, they take the forecast from **Exhibit 2.1** and express growth in two different ways. The growth estimates in **Exhibits 2.2** and **2.3** are interchangeable for the purposes of this SDC calculation. **Exhibit 2.2** expresses growth in a manner useful for domestic-strength connections and **Exhibit 2.3** expresses growth in a manner useful for high-strength and/or industrial connections.

Improvement Fee

An improvement fee is the eligible cost of planned projects per unit of growth that such projects will serve. Since we have already calculated growth (denominator) by function of service above, we will focus here on the improvement fee cost basis (numerator) by function of service.

Project Lists

Five separate project list sources are used for the development of the improvement fee cost basis. They are:

- The City's capital improvement program (CIP),
- The 2023 Wastewater Treatment Plant Master Plan,
- The 2014 Wastewater Collection System Master Plan,
- The Charbonneau Consolidated Improvement Plan,
- The Frog Pond East and South Sanitary Sewer Project List.

The City helped remove duplicate projects and projects already completed from these five separate lists. The cost estimates were adjusted to 2025 dollars using the January 2025 value of the 20-City Average of the Engineering News-Record's Construction Cost Inflation estimate. That value is 13,732.

Eligibility

A project's eligible cost is the product of its total cost and its eligibility percentage. The eligibility percentage represents the portion of the project that creates capacity for future users. The eligibility percentages were calculated in different ways for each of the City's project list sources.

The eligibility percentages for projects on the City's CIP and Wastewater Treatment Plant Master Plan were estimated with help from Carollo Engineers, who originally prepared the Wastewater Treatment Plant Master Plan. Eligibility percentages for projects from the Collection System Master Plan come directly from the Collection System Master Plan. The Charbonneau Consolidated improvement plan is a repair and replacement plan, and none of its projects create capacity for future users. Consequently, all projects are 0 percent eligible. Finally, projects on the Frog Pond East and South Sanitary Sewer Project List represent projects designated for new growth entirely, and so all the eligibility percentages for that list are equal to 100 percent.

For a detailed list of the costs and eligibility percentages by project, refer to **Appendix A**.

Calculated Improvement Fee Cost Basis

Exhibit 2.4 below summarizes the total cost, SDC-eligible cost, outside funding (contributions from grants, developers, and from loans the City is planning on taking out), and other funding (funding from rate sources or all other sources) by function. As shown, the Eligible Cost for inclusion in the improvement fee cost basis ranges from \$4.0 million for the Treatment (Flow) function up to \$55.0 million for the Collection (Flow) function.

Exhibit 2.4 – Improvement Fee Cost Basis

Function	Total Cost	SDC-Eligible Cost	Outside Funding	Other Funding
Collection (Flow)	\$105,593,638	\$55,012,026	\$23,538,457	\$27,043,155
Treatment (Flow)	12,850,252	3,973,884	-	8,876,368
Treatment (BOD)	73,376,503	18,831,716	11,000,000	43,544,787
Treatment (TSS)	44,752,007	20,926,630	-	23,825,377
Total	\$236,572,401	\$98,744,256	\$34,538,457	\$103,289,687

Source: See sources noted in **Appendix A**

Reimbursement Fee

A reimbursement fee is the eligible cost of the existing wastewater facilities available for future users per unit of growth that such facilities will serve. Since growth was calculated above, we will focus on the eligible cost of the existing wastewater facilities available for future users.

Eligibility

To the extent that capacity remains in the wastewater system and is available for growth, the original cost of the capacity (net of any outside funding or outstanding debt) can be collected in the reimbursement fee. The 2023 Wastewater Treatment Facility Master Plan provided capacity estimates for each function of the wastewater treatment system, and the 2014 Wastewater Collection System Master Plan provided capacity estimates for each lift station. The exception is the Grand Pointe lift station, which was completed after the Collection System Master Plan and was entirely developer funded (and therefore ineligible for inclusion in the reimbursement fee cost basis). **Appendix B** displays the capacity calculations for the treatment facility functions and the lift stations.

The flow through each collection system pipe was estimated using pipe-level flow data from the 2014 Wastewater Collection System Master Plan. That same data provided the full capacity of each pipe, and so the capacity remaining for growth in gallons per minute was estimated for each pipe. This analysis revealed that, on average, the collection system has 24 percent of its capacity remaining for growth through 2045, and so collection system assets are assigned 24 percent eligibility.

Calculated Reimbursement Fee Cost Basis

The original cost of the City's fixed asset listing was sorted into the functions as shown in **Exhibit 2.5** below with help from the City. Outside funding and outstanding principal were removed, and the eligibility factors as described above were multiplied by the remaining adjusted original cost. As shown, the SDC-eligible cost by function ranges from \$94,000 in the TSS function up to \$8.8 million in the BOD function.

Exhibit 2.5– Reimbursement Fee Cost Basis Summary

Function	Total Original Cost	SDC-Eligible
Collection (Flow)	\$40,587,992	\$5,561,896
Treatment (Flow)	11,619,532	2,384,988
Treatment (BOD)	47,683,378	8,752,538
Treatment (TSS)	491,635	94,422
Total	\$100,382,537	\$16,793,844

Source: See sources noted in **Appendix B**

Calculated Wastewater SDC

This section combines the eligible cost from the improvement and reimbursement fee cost bases. It also removes the outstanding improvement fee fund balance (divided over four functions) held by the City of Wilsonville to avoid double-charging for projects that were included on the City’s original SDC list but not completed. It also includes a small cost basis of \$90,520 (divided over four functions) for the costs of calculating the SDC and administering the SDC program. The estimate was based on the cost of the SDC methodology, assumed to occur once every five years from 2025 through 2045. **Exhibit 2.6** below summarizes the wastewater SDC cost bases, which are then divided by the growth projections in **Exhibits 2.7** and **2.9** to get the SDC per unit of growth.

Exhibit 2.6 – Calculated Wastewater SDC Cost Bases

Calculated Cost Bases	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Improvement Fee Cost Basis	\$55,012,026	\$3,973,884	\$18,831,716	\$20,926,630
Outstanding Improvement Fee Fund Balance	(137,646)	(137,646)	(137,646)	(137,646)
Reimbursement Fee Cost Basis	5,561,896	2,384,988	8,752,538	94,422
Compliance Costs	22,630	22,630	22,630	22,630
Total	\$60,458,906	\$6,243,856	\$27,469,238	\$20,906,037

Source: Previous tables

Exhibit 2.7 below shows the calculation of the SDC per MCE, for use with domestic strength customers.

Exhibit 2.7– Calculated Wastewater SDC per MCE

Calculated Cost Bases	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Growth in MCEs	7,940	6,714	7,246	6,914
Improvement Fee per MCE	\$6,910.73	\$571.37	\$2,579.89	\$3,006.63
Reimbursement Fee per MCE	\$700.45	\$355.22	\$1,207.90	\$13.66
Compliance Fee per MCE	\$2.85	\$3.37	\$3.12	\$3.27
Total SDC per MCE	\$7,614.03	\$929.95	\$3,790.92	\$3,023.56

Source: Previous tables

Exhibit 2.8 below provides a resulting wastewater SDC schedule by water meter size for use with domestic strength customers. For water meter sizes larger than 6-inch, the MCE can be based on the American Water Works Association meter size capacity factor using a 5/8-inch meter as the basis.

Exhibit 2.8 – Calculated Wastewater SDC by Water Meter Size

Meter Size	MCEs	SDC
5/8"	1.00	\$15,358
3/4"	1.50	\$23,038
1"	2.50	\$38,396
1 1/2"	5.00	\$76,792
2"	8.00	\$122,868
3"	16.00	\$245,735
4"	25.00	\$383,961
6"	50.00	\$767,923

Source: Previous tables, American Water Works Association M1 Manual (MCEs)

Finally, **Exhibit 2.9** below shows the calculation of the SDC by flow and loading metric. This SDC table can be used for the calculation of the wastewater SDC for high-strength and/or industrial connections. The City will

determine which customers will use the table presented in **Exhibit 2.9** and which will use the table presented in **Exhibit 2.8**.

Exhibit 2.9 – Calculated Wastewater SDC per Flow and Loading Metric

Calculated Cost Bases	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Unit	PHF gpd	PHF gpd	MM ppd	MM ppd
Growth in Units	7,500,645	7,500,645	9,922	7,851
Improvement Fee per Unit	\$7.32	\$0.51	\$1,884.10	\$2,647.94
Reimbursement Fee per Unit	\$0.74	\$0.32	\$882.13	\$12.03
Compliance Fee per Unit	\$0.00	\$0.00	\$2.28	\$2.88
Total SDC per Unit	\$8.06	\$0.83	\$2,768.51	\$2,662.85

Source: Previous tables

3 Stormwater SDC Analysis Summary

This section describes the detailed calculations of the maximum allowable stormwater SDC for the City of Wilsonville. Unlike the wastewater SDC calculation, the stormwater SDC is not functionalized. All functions of stormwater service are combined into one SDC.

Growth

The calculation of projected growth begins with defining the units by which current and future demand will be measured. Then, using the best available data, we quantify the current level of demand and estimate a future level of demand. The difference between the current level and the future level is the growth in demand that will serve as the denominator in the stormwater SDC calculation.

Unit of Measurement

Impervious surface area generates stormwater runoff that the City’s stormwater collection system must manage, and so the relative impervious surface area of a customer is a good estimate of that’s customer’s contribution of runoff to the stormwater system and corresponding service received. For stormwater SDCs, this service is often measured in terms of equivalent dwelling units (EDUs), where one EDU represents the average impervious surface area of single-family residences in the jurisdiction. In the City’s case, one EDU is equal to 2,750 square feet of impervious surface area. Single-family residences are assigned one EDU, and all other land uses are assigned some number of EDUs based on their total impervious surface area divided by 2,750 square feet.

Growth in Demand

Based on the City’s customer billing statistics, the City had 24,663 billable stormwater EDUs in 2024. Billable EDUs exclude the impervious surface area for the City’s road network, which is in fact a part of the stormwater conveyance system. To estimate future stormwater EDUs, the change in overall impervious acres from the 2024 Stormwater Master Plan, Appendix B, Attachment B is used. Overall impervious acreage (which includes non-billable impervious surface area) is expected to grow from 2,881 to 3,785 between 2024 and 2043. If billable stormwater EDUs increase proportionally, they will increase by 7,745 to a total of 32,408 by 2043. So, 7,745 is the denominator of the stormwater SDC calculation.

Exhibit 3.1 below summarizes these calculations:

Exhibit 3.1 – Growth in Stormwater EDUs

	2024	2043	CAGR*	Growth (2024-2043)	Growth Share
Impervious Acres	2,881	3,785	1.45%	905	23.90%
Billable EDUs	24,663	32,408	1.45%	7,745	23.90%

Source: 2024 Stormwater Master Plan Appendix B Attachment B (impervious acres); City’s customer billing stats (billable EDUs in 2024).

*CAGR = compound annual growth rate.

Improvement Fee

An improvement fee is the eligible cost of planned projects per unit of growth that such projects will serve. Since we have already calculated growth above, we will focus here on the improvement fee cost basis.

Project Lists

The 2024 Stormwater Master Plan provides the bulk of the project list for the improvement fee cost basis. Those projects that were included, but were not present in the master plan, were added by City staff.

Eligibility

A project's eligible cost is the product of its total cost and its eligibility percentage. The eligibility percentage represents the portion of the project that creates capacity for future users. Most of the eligibility percentages in the improvement fee cost basis were provided in the master plan. The City Engineer provided estimates for the projects that were not included in the master plan.

Calculated Improvement Fee Cost Basis

Appendix B includes all the projects in the stormwater SDC improvement fee cost basis. All costs were updated to 2025 using the same method as described in the wastewater SDC calculation. As shown, the total cost for the project list is \$115.8 million, with an improvement fee eligible cost of \$15.0 million.

Reimbursement Fee

A reimbursement fee is the eligible cost of the stormwater facilities available for future users per unit of growth that such facilities will serve. Since growth was calculated above, we will focus on the eligible cost of the stormwater facilities available for future users.

Eligibility

To the extent that capacity remains in the stormwater system and is available for growth, the original cost of the capacity (net of any outside funding or outstanding debt) can be collected in the reimbursement fee. For the stormwater reimbursement fee cost basis, an analysis of the City's stormwater conveyance capacity was performed using the 2024 Stormwater Master Plan Appendix B Attachment B, Table B-3.

Table B-3 lists all the stormwater conveyance conduits in the City's system and notes whether they are deficient under a 2-year, 25-year, or 100-year storm; or if they are not deficient at all. For a conservative estimate of conveyance capacity, conduits deficient under a 2-year or 25-year storm are assumed to have no capacity available for growth, whereas other conduits are assumed to have capacity available for growth. Using a weighted average based on the conduit lengths and diameters reveals available capacity of approximately 78 percent of the stormwater conveyance system.

Exhibit 3.1 demonstrates that growth will only make up about 24 percent of the total stormwater customer base in 2043. Therefore, since 78 percent of the system is estimated to have capacity, and since only 24 percent of the customer base in 2043 will be comprised of growth, 24 percent of the stormwater system is assumed to be available to growth. The remaining 54 percent (78 percent minus 24 percent) is unused capacity that is available for growth beyond the planning horizon, if at all.

Calculated Reimbursement Fee Cost Basis

The original cost of the City's stormwater fixed assets was estimated to be \$77.9 million. Of that, the City's records note \$12.7 million in contributions. The resulting original cost net of contributions is estimated to be \$65.2 million. Because growth will pay for outstanding debt service principal in their user rates, the outstanding principal for stormwater-related debt of \$4.1 million is removed from the cost basis, for a total adjusted original cost of \$61.1 million. Finally, multiplying this adjusted cost by the capacity available for growth of 24 percent achieves a reimbursable cost of \$14.6 million.

These calculations are summarized in **Exhibit 3.2** below.

Exhibit 3.2 – Reimbursement Fee Cost Basis

	Original Cost	Contributions	Original Cost (Net of Contributions)
Infrastructure	\$62,837,625	\$12,741,782	\$50,095,843
Easements	12,967,631	-	12,967,631
Building Improvements	11,704	-	11,704
Land Improvements	36,678	-	36,678
Construction Work in Progress	2,059,777	-	2,059,777
Total	\$77,913,415	\$12,741,782	\$65,171,632
Outstanding Principal			(4,104,450)
Adjusted Original Cost			\$61,067,182
Remaining Capacity			24%
Reimbursable Cost			\$14,594,801

Source: City staff (cost information); previous discussion (remaining capacity estimates)

Calculated Stormwater SDC

This section restates eligible costs from the improvement and reimbursement fee cost bases. It also removes the outstanding improvement fee fund balance held by the City of Wilsonville to avoid double-charging for projects that were included on the City's original SDC list but not completed. It also includes a small cost basis of \$90,520 for the costs of calculating the SDC and administering the SDC program. The estimate was based on the cost of the SDC methodology, assumed to occur once every five years from 2024 through 2043. **Exhibit 3.3** below summarizes the calculation of the stormwater SDC.

Exhibit 3.3 – Calculated Stormwater SDC

Calculated SDC	
Improvement Fee Cost Basis	\$14,979,904
Outstanding Improvement Fee Fund Balance	(2,309,441)
Reimbursement Fee Cost Basis	14,594,801
Compliance Costs	90,520
Total	\$27,355,784
Growth in EDUs	7,745
Improvement Fee per EDU	\$1,636
Reimbursement Fee per EDU	\$1,884
Compliance Fee per EDU	\$12
Total SDC per EDU (2,750 Sq. Ft.)	\$3,532

Source: Previous tables

As shown above, the maximum allowable stormwater SDC is \$3,532 per EDU. The City may adopt any SDC up to that amount. Each single-family dwelling unit connection would pay the rate per EDU, whereas other development types would pay some multiple of that rate based on their impervious square footage divided by 2,750 impervious square feet.

4 Implementation

This section addresses practical aspects of implementing SDCs and provides comparisons to other jurisdictions.

Setting the SDC

The calculations shown in the previous sections represent the maximum defensible SDCs. The City has the liberty to set the SDC for each service at any level up to the maximum defensible charge by resolution; so long as follows the procedures laid out in ORS 223.297 through ORS 223.316. The City may also decide to phase in either or both SDCs to the maximum or a lower target charge over a period of time.

Indexing

ORS 223.304 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 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.

In accordance with Oregon statutes, 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. This will help to mitigate – if not fully eliminate – the burdens of construction cost inflation. The January 2025 value of that index was 15,758.

Appendix A: Wastewater Improvement Fee Cost Basis

Exhibit A.1 – Improvement Fee Cost Basis

Description	Completion Year	2025 Adjusted Cost	SDC Eligibility	Outside Funding	SDC-Eligible Cost
City's CIPs and Wastewater Treatment Master Plan					
Sewer Rate and SDC Study Update	2025	\$ 94,908	50.00%	\$ -	\$ 47,454
Boeckman Rd. Sanitary - Imp. Frog Pond	2025	1,454,473	38.48%	894,501	559,681
Boeckman Creek Interceptor	2027	19,932,546	88.86%	18,000,000	1,932,546
WWTP UV Disinfection Replacement	2026	3,440,162	0.00%	-	-
Public Works Standards Update	2025	11,888	0.00%	-	-
Stafford R. Sewer Extension Phase 1	2027	514,001	9.52%	465,171	48,830
Charbonneau Lift Station Rehab	2025	1,125,748	0.00%	-	-
Coffee Creek Interceptor Railroad Undercrossing	2027	819,366	65.00%	-	532,588
WWTP Aeration Basin Expansion	2027	11,355,450	46.76%	11,000,000	355,450
WWTP Clarifier Mechanism Replacement	2027	1,796,109	0.00%	-	-
Coffee Creek - Day Road Sewer Extension	2027	4,178,786	100.00%	4,178,786	-
Willamette Way West Sewer Rehabilitation	2029	1,254,061	0.00%	-	-
Town Center Pump Station Replacement	2029	1,090,086	0.00%	-	-
Day Dream Sewer Rehabilitation Phase 1	2029	345,908	0.00%	-	-
Master Plans and Studies	-	-	0.00%	-	-
Wastewater Collection System Master Plan	2026	467,710	71.86%	-	336,097
Sewer Operations Allocation to Charbonneau	2029	3,006,645	0.00%	-	-
Dewatering Performance Optimization	2025	166,520	46.76%	-	77,867
Fiber Optic Cable Addition	2025	62,819	46.76%	-	29,375
Seismic Improvements	2026	1,187,741	46.76%	-	555,403
Geotechnical Foundation Mitigation	2026	2,742,938	46.76%	-	1,282,634
MBR Phase 1 + 2 Blowers + Fine Screens + Electrical Upgrades	2030	75,085,076	46.76%	-	35,110,774
Solids Dryer Improvement	2033	17,950,457	0.00%	-	-
Existing Centrifuge and GBT Replacement	2033	3,930,103	0.00%	-	-
Cooling Tower	2035	655,348	65.00%	-	425,976
MBR Phase 2 + 2 Blowers	2038	2,253,925	46.76%	-	1,053,965
UV Equipment Replacement	2040	2,421,524	46.76%	-	1,132,337
Outfall Improvements	2040	1,172,249	46.76%	-	548,159
MBR Phase 3 + 2 Blower	2043	6,758,341	46.76%	-	3,160,290
Wastewater Collection System Master Plan					
Canyon Creek Pump Station	2034	\$ 1,211,219	80.00%	\$ -	\$ 968,975
Parkway Interceptor	2034	6,105,102	60.00%	-	3,663,061
Coffee Creek Interceptor Phase 3	2030	8,401,517	65.00%	-	5,460,986
Boones Ferry Park Grinder Pump	2027	42,008	0.00%	-	-
Pipe Replacement - (6 To 10 Years)	2031	2,450,442	0.00%	-	-
Pipe Replacement - (11 To 20 Years)	2041	4,900,885	0.00%	-	-
Pump Station Rehabilitation - (11 To 20 Years): Morey's Land Pump Station	2030	280,051	0.00%	-	-
Coffee Creek - Clutter Road	2031	2,786,503	100.00%	-	2,786,503
Coffee Creek - Grahams Ferry Road	2031	1,540,278	100.00%	-	1,540,278
Area 1 (Basalt Creek - East)	2039	9,381,694	100.00%	-	9,381,694
Area 2 (Basalt Creek - Central)	2039	7,561,365	100.00%	-	7,561,365
Area 3 (Basalt Creek - West)	2034	3,360,607	100.00%	-	3,360,607
Area 9 (South UGB - West)	2039	1,230,822	100.00%	-	1,230,822
Area 10 (South UGB - East)	2039	488,688	100.00%	-	488,688
Coffee Creek Interceptor Phase II	2028	2,257,892	65.00%	-	1,467,630
Charbonneau Consolidated Improvement Plan					
Arbor Lake Drive Phase I	2034	\$ 491,921	0.00%	\$ -	\$ -
Country View Loop	2031	257,468	0.00%	-	-
Armitage Road Phase I	2034	326,509	0.00%	-	-
Arbor Lake Drive Phase II	2034	595,484	0.00%	-	-
Country View Lane Phase I	2034	207,125	0.00%	-	-
Lake Drive	2034	169,727	0.00%	-	-
Middle Greens Road	2034	174,042	0.00%	-	-
Boones Bend Road Phase I	2034	309,249	0.00%	-	-
Armitage Road Phase II	2039	100,686	0.00%	-	-
Fairway Drive Phase II	2034	166,851	0.00%	-	-
Country View Lane Phase II	2031	208,563	0.00%	-	-
French Prairie Drive Phase V	2031	198,495	0.00%	-	-
Sacajawea Lane	2031	358,153	0.00%	-	-
Old Farm Road Phase II	2031	171,166	0.00%	-	-
Curry Drive	2034	245,961	0.00%	-	-
East Lake Court	2034	552,333	0.00%	-	-
Illahee Drive	2034	601,237	0.00%	-	-
Lakeside Loop & Village Green Court	2039	240,207	0.00%	-	-
French Prairie Drive Phase VI	2039	105,001	0.00%	-	-
Arbor Lake Drive Phase III	2039	174,042	0.00%	-	-
Frog Pond East and South Sanitary Sewer Project List					
Advance Road 10" Sewer Main	2032	\$ 611,025	100.00%	\$ -	\$ 611,025
Kahle West Neighborhood Lift Station & Force Main	2035	3,945,800	100.00%	-	3,945,800
Kahle East Neighborhood Lift Station & Force Main	2044	2,571,023	100.00%	-	2,571,023
Advance East Neighborhood Lift Station & Force Main	2035	3,085,228	100.00%	-	3,085,228
South Neighborhood Lift Station & Force Main	2035	3,431,145	100.00%	-	3,431,145
Total		\$ 236,572,401		\$34,538,457	\$98,744,256

Source: Project lists noted in table (cost and eligibility); City staff (project timing and certain eligibility estimates)

Exhibit A.2 – Improvement Fee Cost Basis by Function

Description	SDC-Eligible Cost	Collection Flow	Treatment Flow	TSS	BOD
City's CIPs and Wastewater Treatment Master Plan					
Sewer Rate and SDC Study Update	\$ 47,454	100%	0%	0%	0%
Boeckman Rd. Sanitary - Imp. Frog Pond	559,681	100%	0%	0%	0%
Boeckman Creek Interceptor	1,932,546	100%	0%	0%	0%
WWTP UV Disinfection Replacement	-	0%	100%	0%	0%
Public Works Standards Update	-	100%	0%	0%	0%
Stafford R. Sewer Extension Phase 1	48,830	100%	0%	0%	0%
Charbonneau Lift Station Rehab	-	100%	0%	0%	0%
Coffee Creek Interceptor Railroad Undercrossing	532,588	100%	0%	0%	0%
WWTP Aeration Basin Expansion	355,450	0%	0%	0%	100%
WWTP Clarifier Mechanism Replacement	-	0%	65%	0%	35%
Coffee Creek - Day Road Sewer Extension	-	100%	0%	0%	0%
Willamette Way West Sewer Rehabilitation	-	100%	0%	0%	0%
Town Center Pump Station Replacement	-	100%	0%	0%	0%
Day Dream Sewer Rehabilitation Phase 1	-	100%	0%	0%	0%
Master Plans and Studies	-	100%	0%	0%	0%
Wastewater Collection System Master Plan	336,097	100%	0%	0%	0%
Sewer Operations Allocation to Charbonneau	-	100%	0%	0%	0%
Dewatering Performance Optimization	77,867	0%	0%	0%	100%
Fiber Optic Cable Addition	29,375	0%	100%	0%	0%
Seismic Improvements	555,403	0%	100%	0%	0%
Geotechnical Foundation Mitigation	1,282,634	0%	100%	0%	0%
MBR Phase 1 + 2 Blowers + Fine Screens + Electrical Upgrades	35,110,774	0%	0%	50%	50%
Solids Dryer Improvement	-	0%	0%	0%	100%
Existing Centrifuge and GBT Replacement	-	0%	0%	0%	100%
Cooling Tower	425,976	0%	100%	0%	0%
MBR Phase 2 + 2 Blowers	1,053,965	0%	0%	50%	50%
UV Equipment Replacement	1,132,337	0%	100%	0%	0%
Outfall Improvements	548,159	0%	100%	0%	0%
MBR Phase 3 + 2 Blower	3,160,290	0%	0%	90%	10%
Wastewater Collection System Master Plan					
Canyon Creek Pump Station	\$ 968,975	100%	0%	0%	0%
Parkway Interceptor	3,663,061	100%	0%	0%	0%
Coffee Creek Interceptor Phase 3	5,460,986	100%	0%	0%	0%
Boones Ferry Park Grinder Pump	-	100%	0%	0%	0%
Pipe Replacement - (6 To 10 Years)	-	100%	0%	0%	0%
Pipe Replacement - (11 To 20 Years)	-	100%	0%	0%	0%
Pump Station Rehabilitation - (11 To 20 Years): Morey's Land Pump Station	-	100%	0%	0%	0%
Coffee Creek - Clutter Road	2,786,503	100%	0%	0%	0%
Coffee Creek - Grahams Ferry Road	1,540,278	100%	0%	0%	0%
Area 1 (Basalt Creek - East)	9,381,694	100%	0%	0%	0%
Area 2 (Basalt Creek - Central)	7,561,365	100%	0%	0%	0%
Area 3 (Basalt Creek - West)	3,360,607	100%	0%	0%	0%
Area 9 (South UGB - West)	1,230,822	100%	0%	0%	0%
Area 10 (South UGB - East)	488,688	100%	0%	0%	0%
Coffee Creek Interceptor Phase II	1,467,630	100%	0%	0%	0%
Charbonneau Consolidated Improvement Plan					
Arbor Lake Drive Phase I	\$ -	100%	0%	0%	0%
Country View Loop	-	100%	0%	0%	0%
Armitage Road Phase I	-	100%	0%	0%	0%
Arbor Lake Drive Phase II	-	100%	0%	0%	0%
Country View Lane Phase I	-	100%	0%	0%	0%
Lake Drive	-	100%	0%	0%	0%
Middle Greens Road	-	100%	0%	0%	0%
Boones Bend Road Phase I	-	100%	0%	0%	0%
Armitage Road Phase II	-	100%	0%	0%	0%
Fairway Drive Phase II	-	100%	0%	0%	0%
Country View Lane Phase II	-	100%	0%	0%	0%
French Prairie Drive Phase V	-	100%	0%	0%	0%
Sacajawea Lane	-	100%	0%	0%	0%
Old Farm Road Phase II	-	100%	0%	0%	0%
Curry Drive	-	100%	0%	0%	0%
East Lake Court	-	100%	0%	0%	0%
Illahee Drive	-	100%	0%	0%	0%
Lakeside Loop & Village Green Court	-	100%	0%	0%	0%
French Prairie Drive Phase VI	-	100%	0%	0%	0%
Arbor Lake Drive Phase III	-	100%	0%	0%	0%
Frog Pond East and South Sanitary Sewer Project List					
Advance Road 10" Sewer Main	\$ 611,025	100%	0%	0%	0%
Kahle West Neighborhood Lift Station & Force Main	3,945,800	100%	0%	0%	0%
Kahle East Neighborhood Lift Station & Force Main	2,571,023	100%	0%	0%	0%
Advance East Neighborhood Lift Station & Force Main	3,085,228	100%	0%	0%	0%
South Neighborhood Lift Station & Force Main	3,431,145	100%	0%	0%	0%
Total	\$98,744,256	\$55,012,026	\$ 3,973,884	\$20,926,630	\$18,831,716

Source: Previous tables (eligible cost); Carollo Engineers (assignments to functions)

Appendix B: Wastewater Reimbursement Fee Cost Basis

Exhibit B.1 – Remaining Capacity by Treatment Category and Lift Station

Pumping Station	2014 Capacity (gpm)	2014 Peak Flow (gpm)	2025 Peak Flow (gpm)	2045 Peak Flow (gpm)	Capacity Available for Growth	Capacity Needed for Growth	Capacity (%) for Reimbursement Fee
Canyon Creek	600	360	535	1,100	65	500	10.82%
Charbonneau	750	300	269	220	-	-	0.00%
Corral Creek	160	10	10	10	-	-	0.00%
Memorial Park	900	900	1,500	3,800	-	2,900	0.00%
Morey's Landing	260	140	147	160	13	-	5.08%
Parkway/Town Center	220	60	60	60	-	-	0.00%
River Village	250	50	50	50	-	-	0.00%
Rivergreen	285	130	137	150	13	-	4.64%

Source: 2014 Collection System Master Plan, Tables 6-5 and 6-6

Treatment	Units	2020 Capacity (Design Criteria)	2020 Demand (2020 Plant Loadings)	2025 Demand	2045 Demand (2045 Plant Loadings)	Capacity Available for Growth	Capacity Needed for Growth	Capacity (%) for Reimbursement Fee
Influent Screening	mgd	24.0	8.8	10.11	17.6	7.5	-	31.21%
Grit Chamber	mgd	17.6	8.8	10.11	17.6	7.5	-	42.57%
Aeration/Stabilization Basin	ppd	12,000.0	7,500.0	8,727.16	16,000.0	3,272.8	4,000.0	27.27%
Secondary Clarifiers	gpd	1,386.0	761.0	869.75	1,484.0	516.2	98.0	37.25%
Secondary Effluent Cooling Towers	mgd	4.0	2.3	2.68	4.9	1.3	0.9	33.11%
Disk Filters	mgd	3.8	2.5	2.92	5.4	0.8	1.7	22.23%
UV Disinfection Channels	mgd	16.0	8.8	10.11	17.6	5.9	1.6	36.82%
Outfall	mgd	19.3	8.8	10.11	17.6	7.5	-	38.82%
Gravity Belt Thickening	lb./hr.	900.0	450.0	522.53	950.0	377.5	50.0	41.94%
Dewatering Centrifuges	gpm	50.0	20.0	23.52	45.0	21.5	-	42.96%
Biosolids Dryer	lb./hr.	3,600.0	1,510.0	1,753.64	3,190.0	1,436.4	-	39.90%
Other Treatment							-	22.23%

Source: 2023 Wastewater Treatment Facility Master Plan, Figures 4-1 through 4-18

Exhibit B.2 – Reimbursement Fee Cost Basis

Function	Estimated Capacity	Original Cost Estimate	Contributions	Outstanding Principal	Adjusted Original Cost	Reimbursable Cost
Treatment						
Influent Screening	31.21%	\$ -	\$ -	\$ -	\$ -	\$ -
Grit Chamber	42.57%	-	-	-	-	-
Aeration/Stabilization Basin	27.27%	11,818,000	-	-	11,818,000	3,223,201
Secondary Clarifiers	37.25%	197,000	-	-	197,000	73,378
Secondary Effluent Cooling Tower	33.11%	516,000	-	-	516,000	170,847
Disk Filters	22.23%	175,000	-	-	175,000	38,906
UV Disinfection Channels	36.82%	630,782	-	-	630,782	232,264
Outfall	38.82%	2,518,383	-	-	2,518,383	977,531
Gravity Belt Thickening	41.94%	-	-	-	-	-
Biosolids Dryer	39.90%	366,206	-	-	366,206	146,112
Dewatering Centrifuges	42.96%	2,606,000	-	-	2,606,000	1,119,455
Other Treatment	22.23%	40,967,174	-	17,351,700	23,615,474	5,250,253
Pumping (by Pump Station)						
Canyon Creek	10.82%	\$ 32,122	\$ -	\$ -	\$ 32,122	\$ 3,475
Charbonneau	0.00%	1,590,245	-	-	1,590,245	-
Corral Creek	0.00%	151,720	-	-	151,720	-
Memorial Park	0.00%	5,654,971	-	-	5,654,971	-
Morey's Landing	5.08%	16,201	-	-	16,201	823
Parkway/Town Center	0.00%	167,228	-	-	167,228	-
River Village	0.00%	-	-	-	-	-
Rivergreen	4.64%	48,042	-	-	48,042	2,230
Other Pumping	0.00%	1,402,120	-	-	1,402,120	-
Collection	23.96%	30,144,072	6,961,543	-	23,182,528	5,555,369
Other	0.00%	1,381,270	39,200	-	1,342,070	-
Total		\$ 100,382,537	\$ 7,000,743	\$ 17,351,700	\$ 76,030,094	\$ 16,793,844

Source: City staff (cost information); previous tables and discussion (estimated capacity)

Exhibit B.3 – Reimbursement Fee Cost Basis by Function

Function	Reimbursable Cost	Collection Flow	Treatment Flow	TSS	BOD
Treatment					
Influent Screening	\$ -	0%	100%	0%	0%
Grit Chamber	-	0%	100%	0%	0%
Aeration/Stabilization Basin	3,223,201	0%	0%	0%	100%
Secondary Clarifiers	73,378	0%	65%	0%	35%
Secondary Effluent Cooling Tower	170,847	0%	40%	30%	30%
Disk Filters	38,906	0%	100%	0%	0%
UV Disinfection Channels	232,264	0%	100%	0%	0%
Outfall	977,531	0%	100%	0%	0%
Gravity Belt Thickening	-	0%	0%	0%	100%
Biosolids Dryer	146,112	0%	0%	0%	100%
Dewatering Centrifuges	1,119,455	0%	0%	0%	100%
Other Treatment	5,250,253	0%	19%	1%	80%
Pumping (by Pump Station)					
Canyon Creek	\$ 3,475	100%	0%	0%	0%
Charbonneau	-	100%	0%	0%	0%
Corral Creek	-	100%	0%	0%	0%
Memorial Park	-	100%	0%	0%	0%
Morey's Landing	823	100%	0%	0%	0%
Parkway/Town Center	-	100%	0%	0%	0%
River Village	-	100%	0%	0%	0%
Rivergreen	2,230	100%	0%	0%	0%
Other Pumping	-	100%	0%	0%	0%
Collection	5,555,369	100%	0%	0%	0%
Other	-	100%	0%	0%	0%
Total	\$ 16,793,844	\$ 5,561,896	\$ 2,384,988	\$ 94,422	\$ 8,752,538

Source: Carollo Engineers (assignments to function); previous tables (cost information)

Appendix C: Stormwater Improvement Fee Cost Basis

Exhibit C.1 – Improvement Fee Cost Basis

SWM Master Plan #	Description	Project Completion Year	2025 Adjusted Cost	SDC % Eligibility	SDC-Eligible Cost
BC-6	Gesellschaft Water Well Channel Res	2025	\$ 361,437	0.00%	\$ -
N/A	Stormwater Rate and SDC Study	2025	95,080	50.00%	47,540
N/A	Meridian Creek Culvert Replacement	2025	589,402	60.70%	357,767
BC-2	Boeckman Creek Flow Mitigation	2026	5,782,931	27.00%	1,561,391
N/A	Public Works Standards Update	2025	29,112	0.00%	-
N/A	Storm Ops Allocation to Charbonneau	2029	4,275,577	0.00%	-
N/A	Moreys/Rivergreen Channel Monitoring	2025	2,872	0.00%	-
N/A	5-year Monitoring: 5th Street/Kinsman Road Extension	2029	57,420	0.00%	-
City-1	Boeckman Creek Flow Monitoring	2040	236,466	0.00%	-
BC-1	Library Pond Retrofit	2028	1,932,573	11.00%	212,583
BC-3 - Phase 1	Wiedemann Ditch and Canyon Creek Phase 1	2035	4,995,907	19.00%	949,222
BC-3 - Phase 2	Wiedemann Ditch and Canyon Creek Phase 2	2035	7,411,623	19.00%	1,408,208
BC-4	Boeckman Creek Stabilization at Colvin Lane	2027	421,465	19.00%	80,078
BC-5	Memorial Park Swale Retrofit	2034	935,448	2.00%	18,709
CLC-1- Phase 1	Day Road Stormwater Improvements, Phase 1	2027	8,244,274	38.00%	3,132,824
CLC-1- Phase 2	Day Road Stormwater Improvements, Phase 2	2030	4,050,178	38.00%	1,539,068
CLC - 2	Arrowhead Culvert Replacement at Arrowhead Creek Trail	2032	298,110	6.00%	17,887
CLC - 3	Garden Acres Pond Retrofit	2029	3,885,705	35.00%	1,359,997
NC-1	Frog Pond East and South Convenience Pipe Installation	2026	4,204,374	100.00%	4,204,374
WR-1 - Phase 1	SW Willamette Way/Morey's Landing Stormwater Improvements Phase 1	2031	2,374,598	2.00%	47,492
WR-1 - Phase 2	SW Willamette Way/Morey's Landing Stormwater Improvements Phase 2	2036	1,110,201	2.00%	22,204
WR-2 - Phase 1	Miley Rd. Stormwater Improvements, Phase 1	2026	842,931	0.00%	-
WR-2 - Phase 2	Miley Rd. Stormwater Improvements, Phase 2	2029	10,803,905	0.00%	-
WR-3	Rose Lane Culvert Replacement	2027	205,593	10.00%	20,559
WR-4 - Phase-1	Charbonneau East Stormwater Improvements, Phase 1	2040	616,779	0.00%	-
WR-4 - Phase-2	Charbonneau East Stormwater Improvements, Phase 2	2040	4,564,162	0.00%	-
WR-5	Charbonneau West Stormwater Improvements	2040	10,659,990	0.00%	-
City-2	Hydromodification Assessment and Stream Survey	2040	493,423	0.00%	-
City-3	Porous Pavement Pilot Study	2026	102,796	0.00%	-
City-4	Boeckman Creek Geotechnical Evaluation	2026	154,195	0.00%	-
P-3	City-wide Repair/Replacement	2040	4,523,043	0.00%	-
P-4	Charbonneau Repair/Replacement	2040	31,579,065	0.00%	-
Total			\$ 115,840,634		\$ 14,979,904

Source: 2024 Stormwater Master Plan, Table ES-1; City staff (certain project costs and names)



Sewer and Storm SDC Stakeholder Meeting Notes

PROJECT: Wilsonville Utility Revenue Assessment & Fee Update
Project No. 2066 & 7059

LOCATION: Wilsonville City Hall
Willamette River I
29799 SW Town Center Loop East
Wilsonville, OR 97070

DATE/TIME: August 5, 2025, 10:00am

ATTENDANCE: Zach Weigel, Wilsonville; Keith Katko, Wilsonville; Jeanna Troha, Wilsonville; John Ghilarducci, FCS; Zech Hazel, FCS; Seth Henderson, Level Development NW; Rand Waltz, AKS Engineering

MEETING NOTES:

Is the reimbursement portion of the SDC fee based on the original infrastructure costs?
Yes, the reimbursement fee is based on original infrastructure costs.

How far out does the improvement portion of the SDC fee look?
The SDC improvement fee is based on the timeframe included in the utility master plans, generally 20-year outlook. The projects and the fee is based on providing future service to the urban reserve areas.

Does the storm system reimbursement portion of the SDC fee focus on the conveyance system?
Yes. The cost of the pipe system capacity is included in the storm reimbursement SDC fee calculation.

Is the usage growth rate assumed in the SDC calculations higher than what other agencies assume in the region.
Yes, the assumed growth rate is a little higher than comparable jurisdictions in the region, which results in an overall lower SDC than if a slower growth rate is assumed. The SDC analysis tries to match the expected overall growth to the project list, which will self-correct overtime. For example, if no growth is occurring, then there is also no need for the project that provides additional capacity.



Does the proposed SDC methodology address SDC credits?

No. SDC credits are governed by the City's municipal code and there are no anticipated code changes with the updated storm and sewer methodology. A developer will still be responsible for providing the required infrastructure and credits for "oversizing" will be made available. This also applies to necessary pump station infrastructure with SDC credits available for oversizing to serve future service areas.

Has the City considered adopting an SDC deferral program, such that SDC fees are paid at the time of occupancy instead of building permit issuance? It is challenging for developers to carry the financing costs of SDC fees between permit issuance and occupancy.

To date, the City has not and is not planning on implementing a SDC deferral program. The City relies heavily on SDC funds to pay for infrastructure projects and is already constantly running behind development to install needed infrastructure. Without other funding sources, such as Urban Renewal or Federal/State Grants, the City cannot build necessary infrastructure without collection of SDC. Any delay of SDC collection not only puts the City further behind in raising funds to build needed infrastructure, the City then has to carry those deferred costs, which are not SDC eligible costs.

Still would like the City to consider implementing an SDC deferral program to support residential development.

Does the City Council review or edit the project list that the SDC fee is based on?

The City Council can edit the project list, but it is not that common. With the Parks SDC a few years ago, City staff proposed for City Council consideration an edited list of project costs to help reduce the Parks SDC fee. With the sewer and storm project list, all of the projects are needed to support development, so there isn't really anything to cut back on. Any cuts to those project lists would mean current residents and businesses would be subsidizing development through the utility fee to construct the needed capacity. This is something that Wilsonville has not done in the past.

What are the next steps?

The City will be assessing the impact on SDC revenue resulting from a couple of implementation schedule alternatives over the next month. A final SDC work session with the Wilsonville City Council is scheduled for September 4 with final adoption on September 15. The new SDC rates and methodology is scheduled to go into effect on January 1, 2026.



Wilsonville Sewer and Stormwater System Development Charges

Item B.

August 5, 2025



Agenda

- **System Development Charge:** A one-time fee paid at the time of development to collect the cost of capacity for growth.
- Results shown today will be the maximum defensible system development charges



Methodology



Existing and planned capacity of each system



Eligible cost of the project lists and existing systems

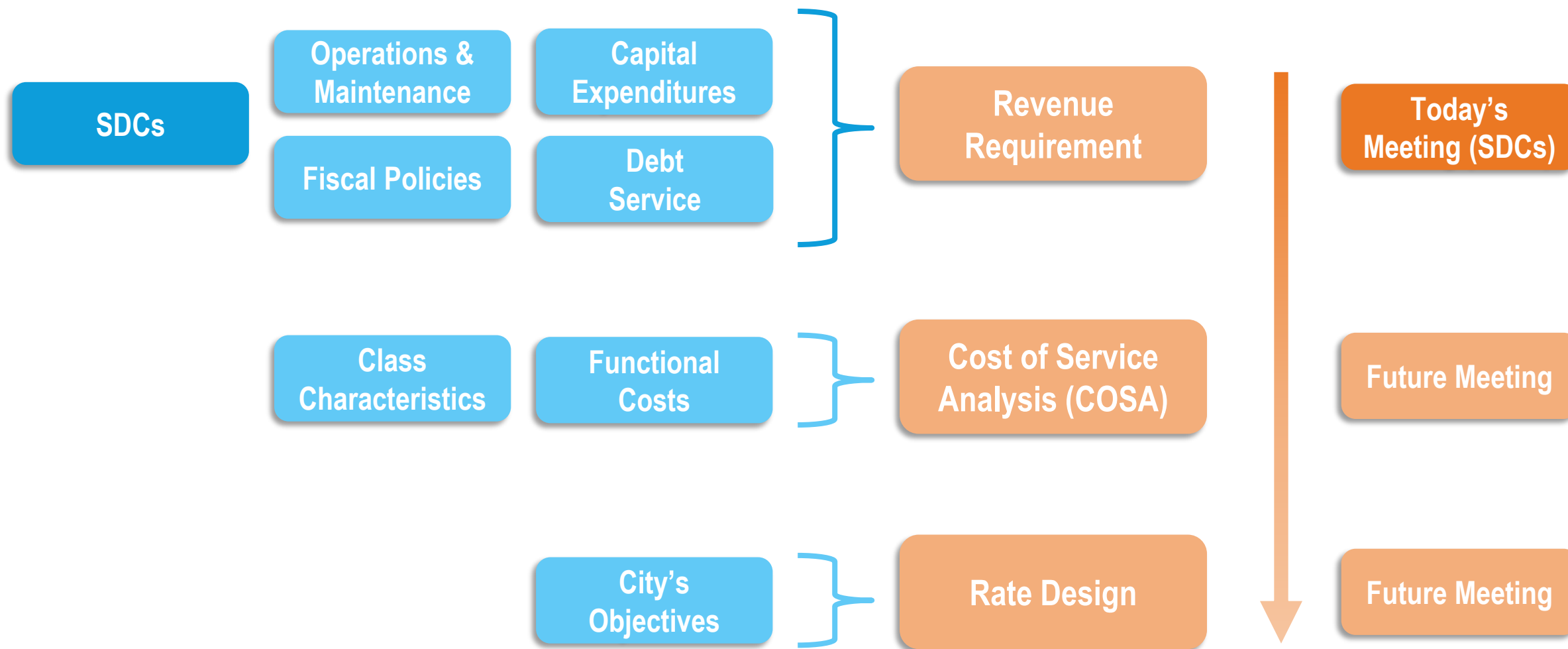


Feedback / tweaks welcome



Rate Study Overview

Item B.





Key Characteristics of SDCs

Item B.

SDCs are one-time charges, not ongoing rates. Paid at the time of development.

SDCs are available for water, wastewater, stormwater, transportation, and parks.

SDCs are for capital only, in both their calculation and in their use.

SDCs include both existing and future (planned) infrastructure cost components.

SDCs are for “system” facilities, not “local” facilities.



Legal Framework for SDCs

Item B.

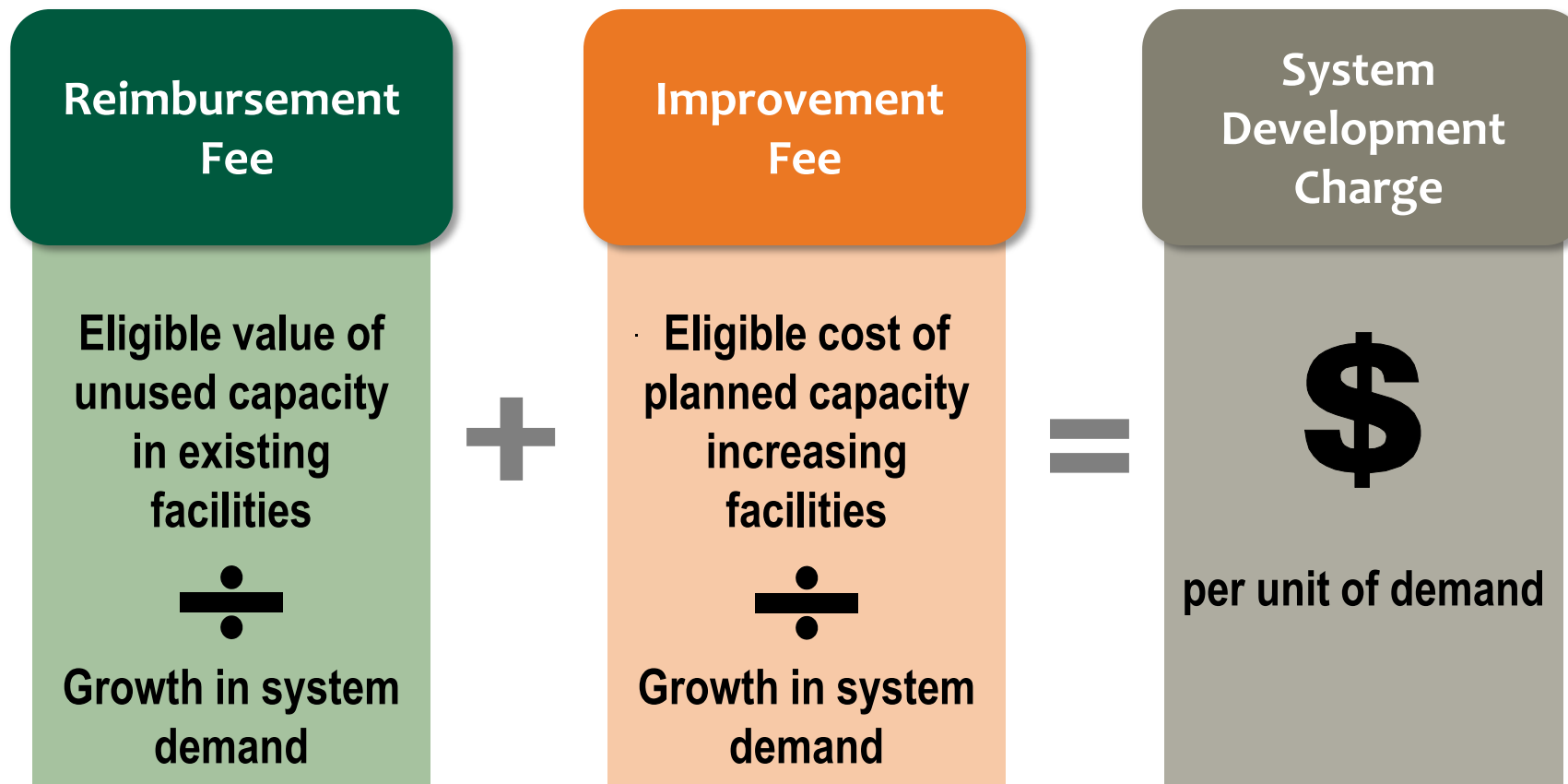
ORS 223.297 - 316, known as *the SDC Act*, provides “a uniform framework for the imposition of system development charges by governmental units” and establishes “that the charges may be used only for capital improvements.”





The SDC Calculation

Item B.

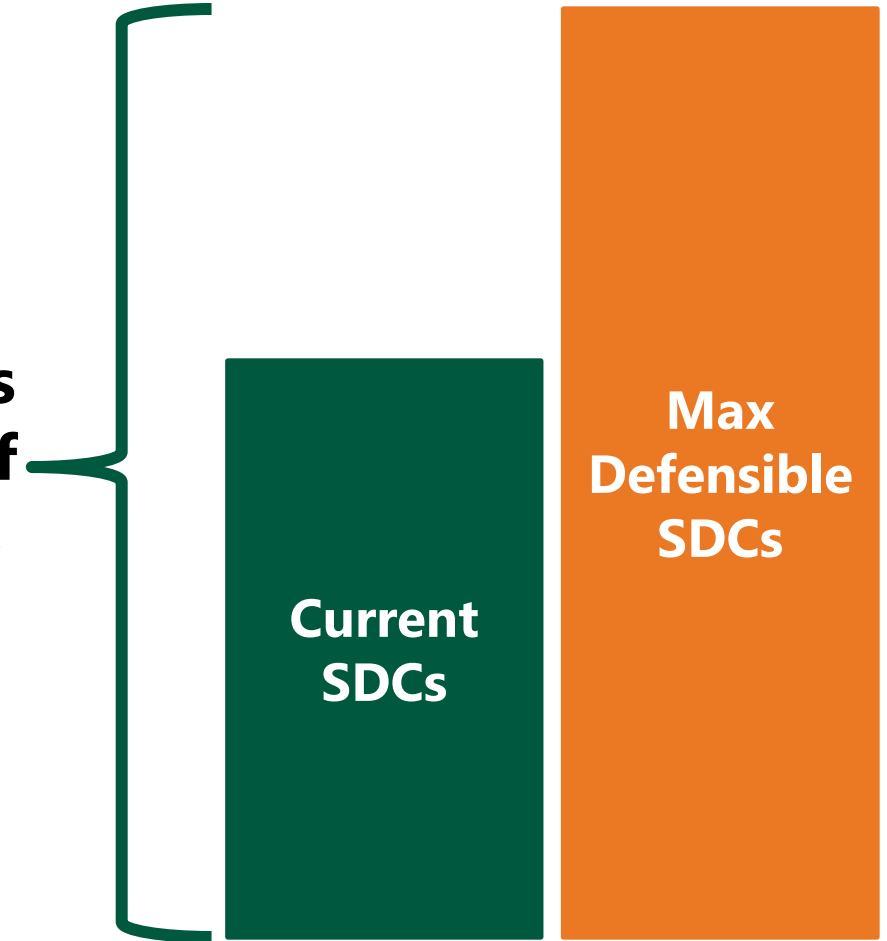




Methodology Goals

- Calculations are intended to set the maximum defensible SDCs
- Council can adopt anything up to that maximum for any reason

**Council's
Range of
Options**



Item B.

Stormwater SDC





Calculated Stormwater SDC

Item B.

Calculated SDC	
Improvement Fee Cost Basis	\$ 14,979,904
Outstanding Improvement Fee Fund Balance	(2,309,441)
Reimbursement Fee Cost Basis	14,594,801
Compliance Costs	90,520
Total	\$ 27,355,784
Growth in EDUs	7,745
Improvement Fee per EDU	\$1,636
Reimbursement Fee per EDU	\$1,884
Compliance Fee per EDU	\$12
Total SDC per EDU (2,750 Sq. Ft.)	\$3,532



Growth in Stormwater EDUs

Item B.

	2024	2043	CAGR	Growth (2024-2043)	Growth Share
Impervious Acres	2,881	3,785	1.45%	905	23.90%
Billable EDUs	24,663	32,408	1.45%	7,745	23.90%

Source: Stormwater Master Plan, Appendix B, Attachment B (growth in impervious acres); City customer billing data (billable EDUs)

- Based on the City's planned growth in impervious acres, the number of billable stormwater equivalent dwelling units (EDUs) will increase by 7,745



Stormwater Improvement Fee Cost Basis

Item B.

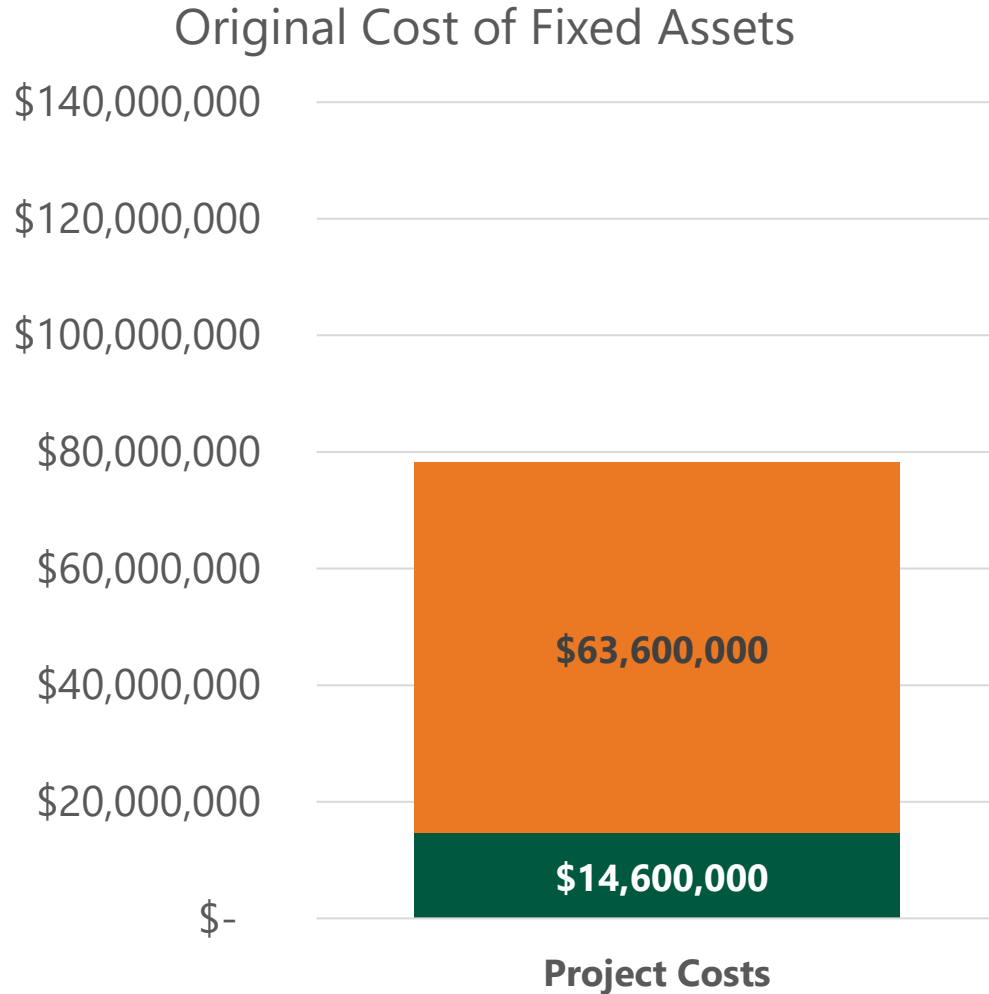


- Most of the City's stormwater project list is for the rehabilitation and repair of deficient assets
- Only about \$15 million (13% of the project list total) is for capacity for growth



Stormwater Reimbursement Fee Cost Basis

Item B.



- Most of the City's stormwater fixed asset list is not recoverable in the SDC
- Only about \$14.6 million (19% of the fixed asset list total) represents available capacity for growth



Calculated Stormwater SDC

Item B.

Calculated SDC	
Improvement Fee Cost Basis	\$ 14,979,904
Outstanding Improvement Fee Fund Balance	(2,309,441)
Reimbursement Fee Cost Basis	14,594,801
Compliance Costs	90,520
Total	\$ 27,355,784
Growth in EDUs	7,745
Improvement Fee per EDU	\$1,636
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Compliance Fee per EDU	\$12
Total SDC per EDU (2,750 Sq. Ft.)	\$3,532

Sewer SDC





Calculated Sewer SDC (MCE Method)

Calculated Cost Bases	Full SDC
Improvement Fee Cost Basis	\$ 98,744,256
Outstanding Improvement Fee Fund Balance	(550,583)
Reimbursement Fee Cost Basis	16,793,844
Compliance Costs	45,260
Total	\$ 115,032,777

Calculated SDC (MCE Method)	Full SDC
Improvement Fee per MCE	\$13,068.61
Reimbursement Fee per MCE	\$2,277.22
Compliance Fee per MCE	\$6.31
Total SDC per MCE	\$15,352.15

MCE = meter-capacity equivalent



Sewer SDC Capacity

- Unlike stormwater, where capacity was measured in one metric (EDUs), sewer has four measures of capacity:
 - » **Collection (Flow)** – Measured in average dry weather flow
 - » **Treatment (Flow)** – Measured in peak hourly flow
 - » **Treatment (BOD)** – Measured in maximum month pounds per day
 - » **Treatment (TSS)** – Measured in maximum month pounds per day
- Measuring capacity in four different ways allows the City to charge high-strength customers



Sewer Capacity

Item B.

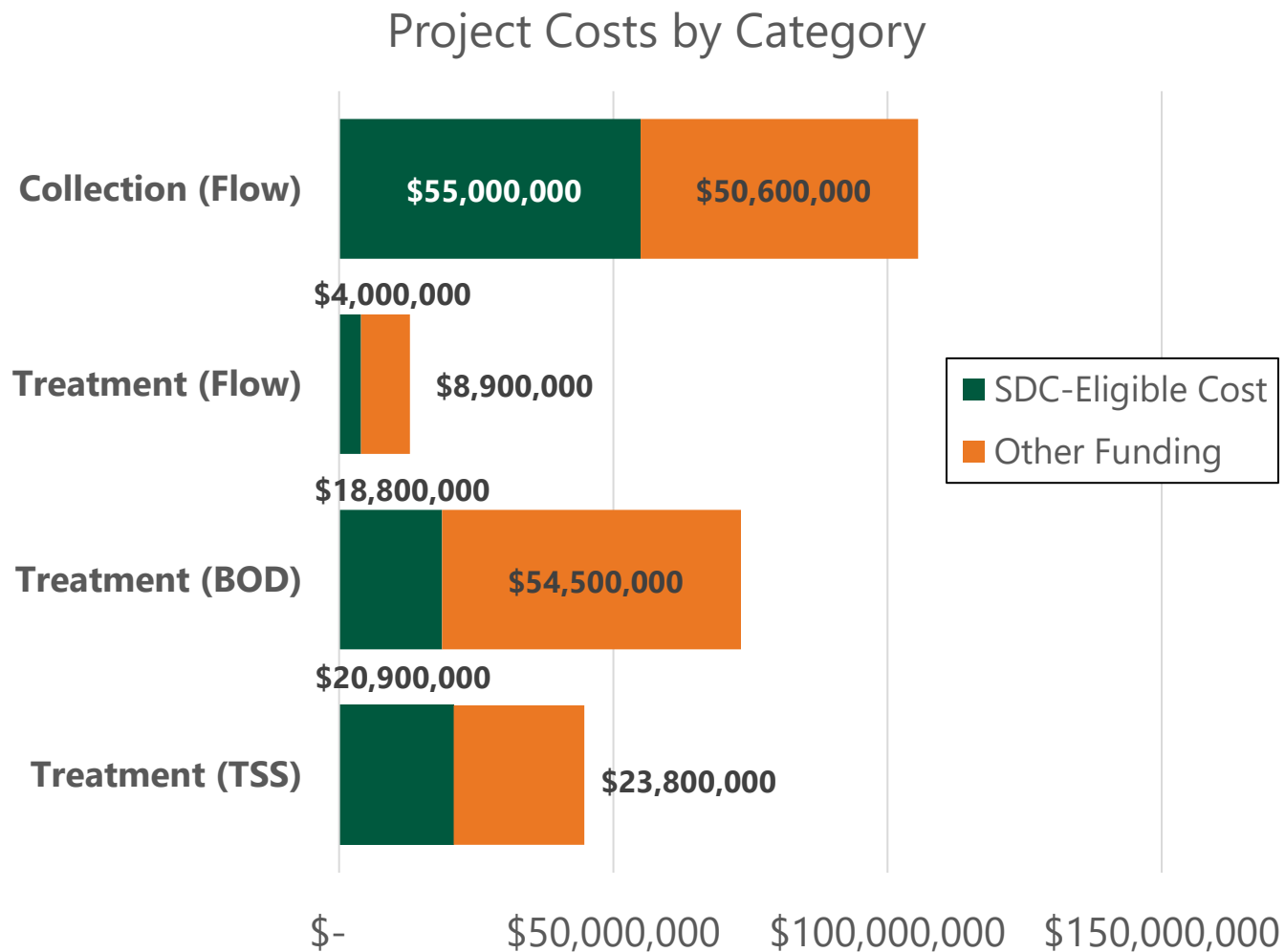
Flows and Loadings	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Units	ADWF mgd	PHF mgd	MM ppd	MM ppd
2020 Loadings	1.91	8.79	10,685	8,906
2025 Loadings (Estimated)	2.24	10.10	12,379	10,265
2045 Loadings	4.20	17.60	22,301	18,116
Growth Rate	3.20%	2.82%	2.99%	2.88%

Abbreviations: ADWF = average dry weather flow, mgd = million gallons per day, PHF = peak hour flow, ppd = pounds per day

Growth (Flows and Loadings Method)	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Units	PHF gpd	PHF gpd	MM ppd	MM ppd
2025	10,099,355	10,099,355	12,379	10,265
2045	17,600,000	17,600,000	22,301	18,116
Growth	7,500,645	7,500,645	9,922	7,851



Sewer Improvement Fee Cost Basis

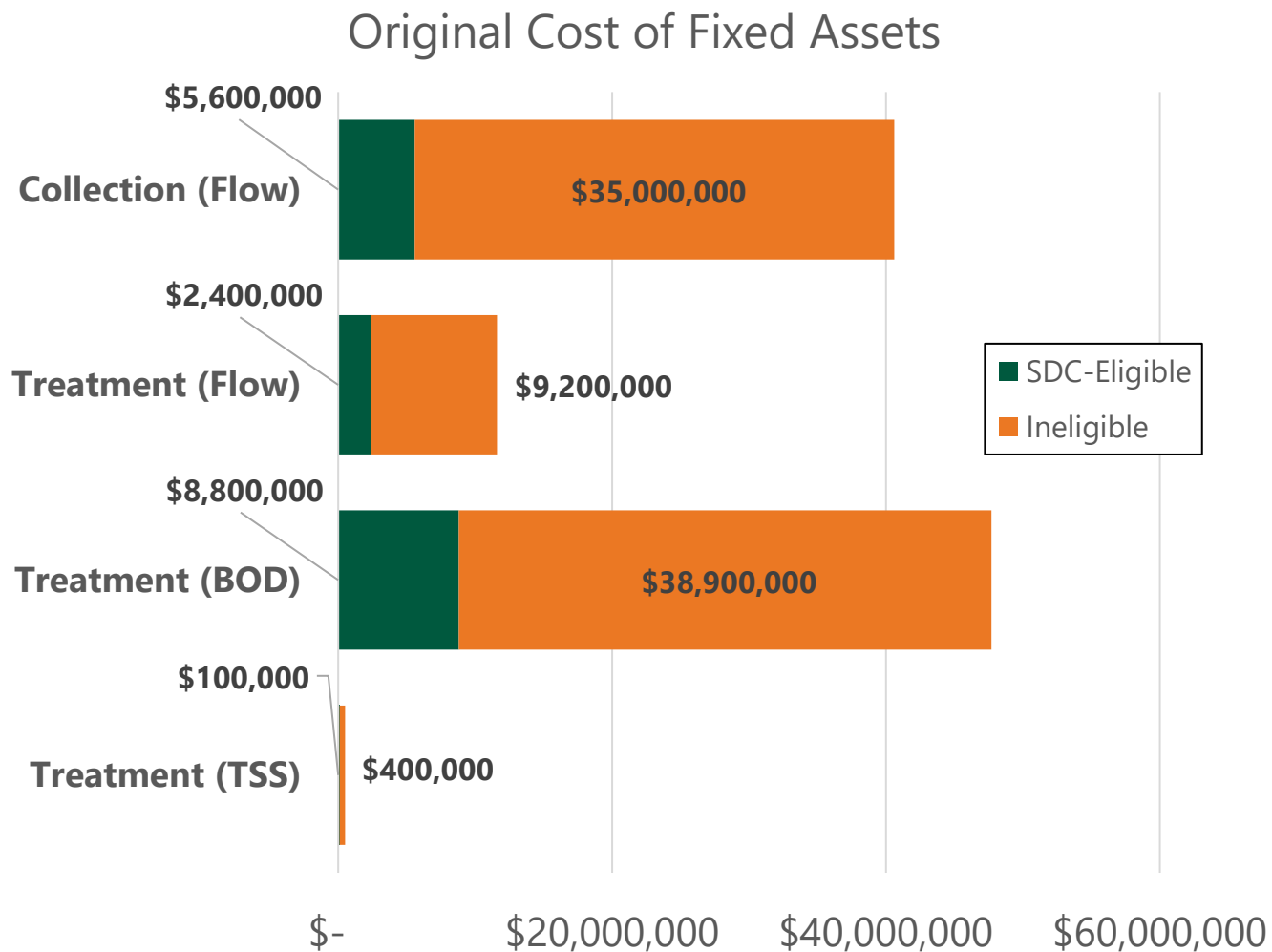


- \$98.7 million (about 42%) of the City's sewer project list is allocable to growth
- The remainder (\$137.8 million) must be collected from other sources



Sewer Reimbursement Fee Cost Basis

Item B.



- \$16.8 million (about 17%) of the City's fixed assets represent capacity available for growth



Calculated Sewer SDC (MCE Method)

Calculated Cost Bases	Full SDC
Improvement Fee Cost Basis	\$ 98,744,256
Outstanding Improvement Fee Fund Balance	(550,583)
Reimbursement Fee Cost Basis	16,793,844
Compliance Costs	45,260
Total	\$ 115,032,777

Calculated SDC (MCE Method)	Full SDC
Improvement Fee per MCE	\$13,068.61
Reimbursement Fee per MCE	\$2,277.22
Compliance Fee per MCE	\$6.31
Total SDC per MCE	\$15,352.15



Calculated Sewer SDC (Flows and Loadings Method)

Item B.

Calculated Cost Bases	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Improvement Fee Cost Basis	\$ 55,012,026	\$ 3,973,884	\$ 18,831,716	\$ 20,926,630
Outstanding Improvement Fee Fund Balance	(137,646)	(137,646)	(137,646)	(137,646)
Reimbursement Fee Cost Basis	5,561,896	2,384,988	8,752,538	94,422
Compliance Costs	11,315	11,315	11,315	11,315
Total	\$ 60,447,591	\$ 6,232,541	\$ 27,457,923	\$ 20,894,722

Calculated SDC (Flows and Loadings Method)	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Units	PHF gpd	PHF gpd	MM ppd	MM ppd
Growth in Units	7,500,645	7,500,645	9,922	7,851
Improvement Fee per Unit	\$7.32	\$0.51	\$1,884.10	\$2,647.94
Reimbursement Fee per Unit	\$0.74	\$0.32	\$882.13	\$12.03
Compliance Fee per Unit	\$0.00	\$0.00	\$1.14	\$1.44
Total SDC per Unit	\$8.06	\$0.83	\$2,767.37	\$2,661.41



SDC Schedule (MCE Method)

Item B.

Meter Size	MCEs	SDC
5/8"	1.00	\$15,352
1"	2.50	\$38,380
1 1/2"	5.00	\$76,761
2"	8.00	\$122,817
3"	16.00	\$245,634
4"	25.00	\$383,804
6"	50.00	\$767,607



SDC Example (Flows and Loadings Method)

SDC Category	Unit	Unit Rate	Quantity	Calculated SDC
Collection (Flow)	PHF gpd	\$8.06	4,000 gpd	\$32,236
Treatment (Flow)	PHF gpd	\$0.83	4,000 gpd	\$3,324
Treatment (BOD)	MM ppd	\$2,767.37	5 ppd	\$13,837
Treatment (TSS)	MM ppd	\$2,661.41	5 ppd	\$13,307
Total				\$62,704



Next Steps

- **System development charge scenarios?**
- **Cost-of-service analyses**
- **Rate design**

Thank you! Questions?

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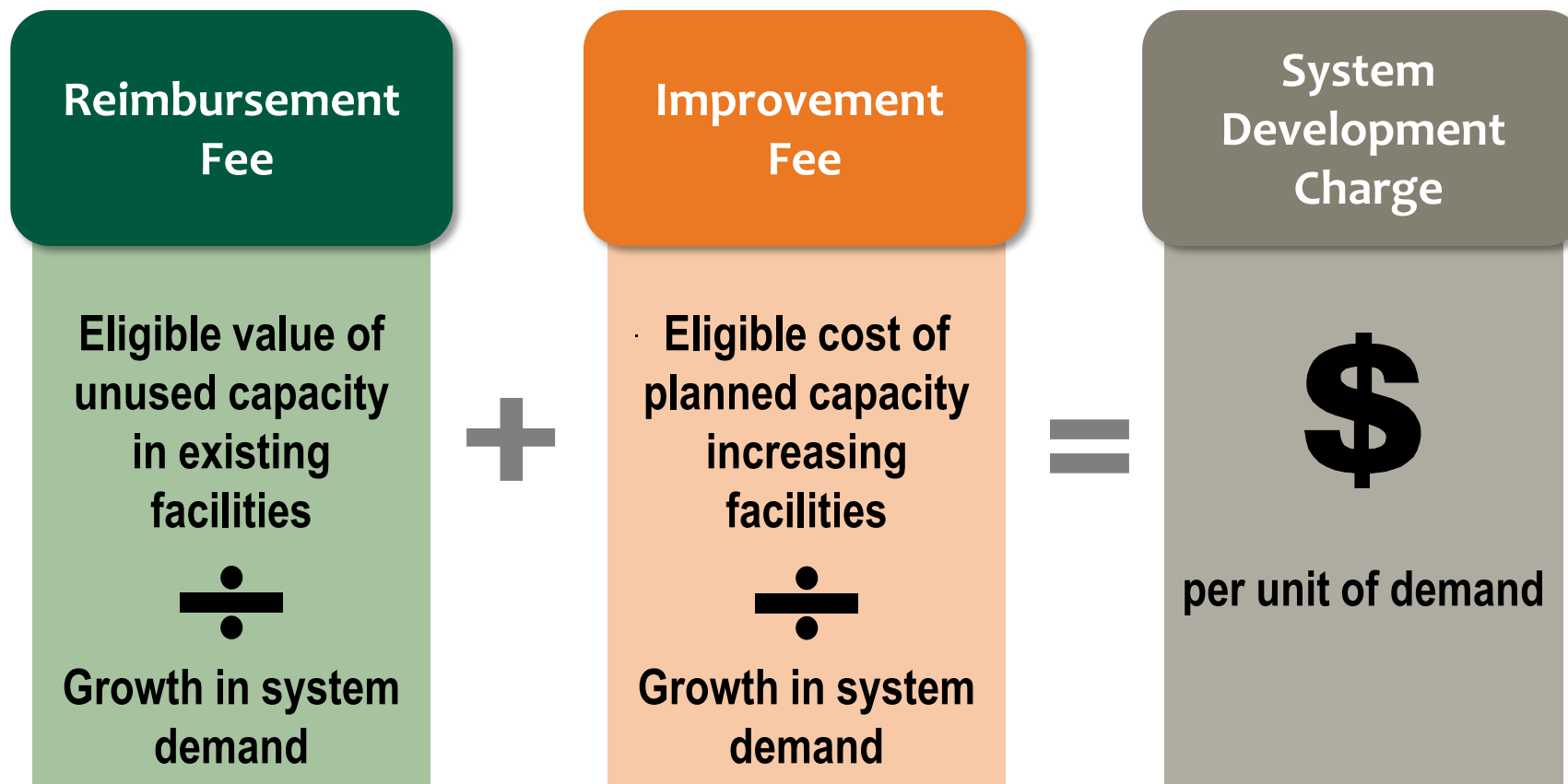
Wilsonville Sewer and Stormwater System Development Charges

September 4, 2025





The SDC Calculation





Methodology Goals

- Calculations are intended to set the maximum defensible SDCs
- Council can adopt anything up to that maximum for any reason

**Council's
Range of
Options**

**Current
SDCs**

**Max
Defensible
SDCs**



Stormwater SDC



Calculated Stormwater SDC

Calculated SDC	
Improvement Fee Cost Basis	\$ 14,979,904
Outstanding Improvement Fee Fund Balance	(2,309,441)
Reimbursement Fee Cost Basis	14,594,801
Compliance Costs	90,520
Total	\$ 27,355,784
Growth in EDUs	7,745
Improvement Fee per EDU	\$1,636
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Compliance Fee per EDU	\$12
Total SDC per EDU (2,750 Sq. Ft.)	\$3,532

Sewer SDC





Calculated Sewer SDC (MCE Method)

Calculated Cost Bases	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Improvement Fee Cost Basis	\$ 55,012,026	\$ 3,973,884	\$ 18,831,716	\$ 20,926,630
Outstanding Improvement Fee Fund Balance	(137,646)	(137,646)	(137,646)	(137,646)
Reimbursement Fee Cost Basis	5,561,896	2,384,988	8,752,538	94,422
Compliance Costs	11,315	11,315	11,315	11,315
Total	\$ 60,447,591	\$ 6,232,541	\$ 27,457,923	\$ 20,894,722

Calculated SDC (Flows and Loadings Method)	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Units	PHF gpd	PHF gpd	MM ppd	MM ppd
Growth in Units	7,500,645	7,500,645	9,922	7,851
Improvement Fee per Unit	\$7.32	\$0.51	\$1,884.10	\$2,647.94
Reimbursement Fee per Unit	\$0.74	\$0.32	\$882.13	\$12.03
Compliance Fee per Unit	\$0.00	\$0.00	\$1.14	\$1.44
Total SDC per Unit	\$8.06	\$0.83	\$2,767.37	\$2,661.41



SDC Schedule (MCE Method)

Meter Size	MCEs	SDC
5/8"	1.00	\$15,352
1"	2.50	\$38,380
1 1/2"	5.00	\$76,761
2"	8.00	\$122,817
3"	16.00	\$245,634
4"	25.00	\$383,804
6"	50.00	\$767,607



Recommend Modifications

Remove Projects from Eligible Project List

- **Kahle West Neighborhood Lift Station & Force Main**
- **Kahle East Neighborhood Lift Station & Force Main**
- **Advance East Neighborhood Lift Station & Force Main**



Updated Calculated Sewer SDC (Flows and Loadings Method)

Calculated Cost Bases	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Improvement Fee Cost Basis	\$ 45,409,975	\$ 3,973,884	\$ 18,831,716	\$ 20,926,630
Outstanding Improvement Fee Fund Balance	(137,646)	(137,646)	(137,646)	(137,646)
Reimbursement Fee Cost Basis	5,561,896	2,384,988	8,752,538	94,422
Compliance Costs	22,630	22,630	22,630	22,630
Total	\$ 50,856,856	\$ 6,243,856	\$ 27,469,238	\$ 20,906,037

Calculated SDC (High Strength Customers)	Collection (Flow)	Treatment (Flow)	Treatment (BOD)	Treatment (TSS)
Units	PHF gpd	PHF gpd	MM ppd	MM ppd
Growth in Units	7,500,645	7,500,645	9,922	7,851
Improvement Fee per Unit	\$6.04	\$0.51	\$1,884.10	\$2,647.94
Reimbursement Fee per Unit	\$0.74	\$0.32	\$882.13	\$12.03
Compliance Fee per Unit	\$0.00	\$0.00	\$2.28	\$2.88
Total SDC per Unit	\$6.78	\$0.83	\$2,768.51	\$2,662.85

Change SDC (High Strength Customers)	-\$1.28	-\$0.00	+\$1.14	+\$1.44
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Updated SDC Schedule (MCE Method)

Meter Size	MCEs	SDC	Change
5/8"	1.00	\$14,149	-\$1,203
3/4"	1.50	\$21,224	-\$1,804
1"	2.50	\$35,373	-\$3,007
1 1/2"	5.00	\$70,746	-\$6,015
2"	8.00	\$113,194	-\$9,623
3"	16.00	\$226,387	-\$19,247
4"	25.00	\$353,730	-\$30,074
6"	50.00	\$707,460	-\$60,147



Public Engagement

- **June 2, 2025 – Council Work Session**
- **June 9, 2025 – 90 Day Public Notice**
- **June 24 2025 – HBA Meeting**
- **July 15, 2025 – 60 Day Public Notice**
- **August 5, 2025 – SDC Stakeholder Meeting**



Next Steps

- **SDC Methodology Public Hearing & Adoption for September 15, 2025.**
- **New SDC Rates begin January 1, 2026.**

Thank you! Questions?

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