REPORT ON

WILSONVILLE WEST SIDE URBAN RENEWAL PLAN

NOVEMBER 3, 2003

CITY OF WILSONVILLE

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I. <u>INTRODUCTION</u>

The Wilsonville West Side Urban Renewal Report (the "Report") contains information in support of the Wilsonville West Side Urban Renewal Plan (the "Plan"). This document is not a legal part of the Plan but is intended to provide public information and a basis for the findings made by the City Council as part of its approval.

The Report provides the information required in ORS 457.085(3). The format of the Report is based on this statute.

II. <u>EXISTING PHYSICAL, ECONOMIC AND SOCIAL CONDITIONS AND</u> <u>IMPACT ON MUNICIPAL SERVICES</u>

This section of the Report describes existing conditions within the Wilsonville West Side Urban Renewal Area (the "Area"), documenting the occurrence of "blighted areas" as defined by ORS 457.010(1).

A. Physical Conditions

1. Land Use and Zoning

The Area contains 395 acres of land. While about half of the Area is within Wilsonville's city limits, the remainder is located in unincorporated Clackamas County.

The Area encompasses 8.7% of the City's 4,503.68 acres of total land area and consists of two sub-areas. To the north, the larger of the two sub-areas contains a significant portion of the Villebois Master Plan area. Adopted by City Council in August 2003, the Villebois Master Plan will guide the development of an innovative, mixed-use residential and commercial center planned for the site of the former Dammasch State Hospital. To implement the Villebois Master Plan in the next 8 to 12 years, the City will annex parcels in the Area that are currently under County jurisdiction. Boeckman/ Tooze Road delineates the sub-area's northern boundary and Evergreen Road runs parallel to most of its southern boundary.

Directly west of the Burlington Northern Railroad tracks and south of Wilsonville Road, is the Area's second, smaller sub-area. The City's Comprehensive Plan has designated land within this sub-area as Area of Special Concern G and it is also within the 1996 West Side Master Plan. Currently, the area consists of residential land, most of which is vacant, as well as a mix of industrial and office uses.

Parkwood Estates and Montebello, residential subdivisions located south of Evergreen Road and north of Wilsonville Road, separate the two sub-areas. Running north-south through Parkwood Estates, Brown Road connects the

northern and southern sub-areas. Between Evergreen and Wilsonville Road, parcels abutting Brown Road are not in the Area.

Proximity to Interstate Highway 5 (I-5) and major transportation and commercial corridors, including Wilsonville Road and Boone's Ferry Road, enhances the Area's attractiveness to prospective residents and businesses. In addition, the Area is close to major industrial employers such as Mentor Graphics.

The Area is characterized by a mix of uses. An analysis of land class data from Clackamas County's 2002-03 Tax Assessor's database was used to determine the land use designation of parcels outside of Wilsonville city limits. As illustrated in Table 1, "Land Use (2002-03)", a total of 38 individual parcels is located in the Area. Total acres do not equal 395 because some public rights of way are not parcels listed in the database.

Parcels	Acres	% of Total
3	66.31	17.2%
3	82.85	21.5%
6	30.63	8.0%
3	2.33	0.6%
1	0.87	0.2%
2	2.29	0.6%
1	3.54	0.9%
3	1.36	0.4%
16	194.33	50.5%
38	384.51	100.0%
19	123.87	32.2%
19	260.64	67.8%
Database and Wilso	onville 2003 Parcel	Database
	3 6 3 1 2 1 3 16 38 19 19 19 20 atabase and Wilso	3 82.85 6 30.63 3 2.33 1 0.87 2 2.29 1 3.54 3 1.36 16 194.33 38 384.51 19 123.87

Vacant land, primarily in and around the former Dammasch State Hospital site, is predominant. In 2002, 67.8% (260.64 acres) of the Area's total acreage was classified as vacant. Additional land can be considered vacant for the purposes of urban density development, because "improved farmland" includes large lots with one single family home. Most of the Area's vacant land (194.33 acres) is located in Wilsonville while 66.31 acres designated Exclusive Farm Use (EFU) constitutes the County share of vacant land.

Improved parcels comprise 32.2% (123.87 acres) of the Area's total acreage. The majority of improved parcels (94.2%) are in the County's EFU and Farmland (not

EFU) land use designations, meaning that they are not improved to urban densities and can in fact be considered vacant for the purposes of the Plan.

As shown in Table 2, "Zoning Districts (2002-03)," most of the Area's acreage is contained within the County's EFU zone and Wilsonville's Public Facility (PF) zone. Parcels zoned EFU comprise 39.1% of the Area's total acreage while parcels zoned PF comprise 37.1%. At approximately 190 acres, the state-owned Dammasch site, in the Plan's northern sub-area, is the Area's largest parcel. The core of the Villebois Master Plan area, the Village Center, will be situated on this site, which is currently zoned PF. To implement the Villebois Master Plan, Council adopted an amendment to Wilsonville's Development Code that resulted in the creation of a new land use and zoning designation, the Village Zone. As the phased development of the Villebois Master Plan ensues, the Village Zone designation will be applied to parcels in the Plan's northern sub-area.

Table 2: Zoning Districts (2002-03)			
Zoning District*	Number of Parcels	Acres	% of Total
City of Wilsonville Zoning Districts:			•
Planned Development Industrial (PDI)	1	0.87	0.23%
Public Facility (PF)	2	142.66	37.1%
Residential (R)	10	23.46	6.1%
Residential Agricultural Holding (RAH) - Industrial	10	35.40	9.2%
Clackamas County Zoning Districts:			
Exclusive Farm Use (EFU)	7	150.16	39.1%
Rural Residential Farm/Forest - 5 Acres (RRFF-5)	8	31.96	8.3%
TOTAL	38	384.51	100.0%
Source: Clackamas County, OR 2002-03 Parcel Database, Ci Parcel Database	ty of Wilsonville 20	02-03	
*Note: The zoning analysis incorporates both City and County	zoning district desi	ignations	

Residential zoning districts, including Wilsonville's Residential (R) and the County's Rural Residential Farm/Forest - 5 Acres (RRFF-5) zone, constitute 14% of the Area. Less than one percent of the Area's total acreage is zoned for industrial use, but land zoned RAH – Industrial is designated for industrial use on the Comprehensive Plan

In the southern sub-area, approximately 23 acres of the sub-area is within Wilsonville's R zone and 35 acres is in the RAH- Industrial Zone. A single, .87acre parcel in the southern sub-area is in the City's Planned Development Industrial (PDI) zone. **City of Wilsonville Zoning Districts**

Per the City of Wilsonville Planning and Land Development Ordinance, the intent of the zones is as follows:

Residential Agricultural – Holding (RA-H) Zone- Industrial

It is the purpose of the RA-H – Industrial zone to serve as a holding zone to preserve the future urban development potential of undeveloped property designated by the Comprehensive Plan for more industrial development. This zone has been applied to all urbanizable properties in the City that are planned for development and that have not previously received development approval in accordance with the Comprehensive Plan. One single-family dwelling, with one accessory dwelling unit per lot, is permitted outright. Temporary structures for non-residential use that will not adversely impact the future development of the property for its designated use are permitted. Agricultural, farm and forest uses, including horticulture, nurseries and timber sales are permitted as are public parks, recreational and community buildings and grounds, and recreational uses of a non-commercial nature. A minimum lot size of 30,000 square feet is required, with minimum front and rear yard setbacks of thirty (30) feet and a minimum side vard setback of ten (10) feet for conforming lots. A minimum street frontage of seventy-five (75) feet is typically required and new development will not exceed the maximum height of thirty-five (35) feet.

Residential (R) Zone

The purpose of the R zone is to provide standards and a simplified review process for small-scale urban low and medium density residential development. Developments in the R zone are not intended to be Planned Developments. Principal uses permitted outright include: single-family dwelling units, attachedfamily dwelling units, apartments, manufactured homes, public parks, playgrounds, recreational and community buildings and grounds and recreational uses of a non-commercial nature. For single-family dwelling units, attached family dwelling units and apartments, accessory uses incidental to principal permitted units and located on the same lot will be permitted. The R zone requires a minimum lot size of 5,000 square feet, a minimum lot depth of seventy (70) feet and a minimum lot width at building line of sixty (60) feet. A minimum street frontage of thirty (30) feet is required unless the lot fronts on an approved, platted private road. The R zone requires a maximum building or structure height of thirty-five (35) feet and maximum lot coverage of twenty percent (20%) for all residential dwelling units and thirty percent (30%) for all buildings.

Planned Industrial Development (PDI) Zone

The PDI zone provides on-going opportunities for varied industrial operations and a range of related and compatible uses. The zone was developed to accommodate the changing nature of industrial employment centers and facilitate the redevelopment of underused industrial sites. Permitted uses include but are not limited to: laboratories, storage facilities, warehouses, light manufacturing and assembly, storage of wholesale agricultural commodities, and motor vehicle service facilities. For PDI applications over fifty (50) acres, residential uses are permitted, provided such uses do not exceed twenty percent (20%) of the total acreage and are compatible with adjacent uses. Commercial uses are also permitted, with restrictions on the percentage of a facility's total acreage that can be used for commercial activities. Retail operations over 60,000 square feet of gross leasable area are not permitted. Facilities in the zone must comply with a variety of performance standards. There are no limits for maximum lot coverage and minimum lot size. However, thirty foot front, rear and side yard setbacks are required.

PF – Public Facility Zone

The PF zone is intended for existing public lands and facilities; including quasipublic lands and facilities that serve and benefit the community and its citizens. Churches, schools, libraries public buildings, hospitals, parks and public utilities are standard uses permitted in the PF zone. The PF zone typically requires a minimum lot size of one acre and minimum street frontage of seventy-five (75) feet. Minimum front and rear yard setbacks of thirty (30) feet and side yard setbacks of ten (10) feet are required and new development may not exceed the maximum building height of thirty-five (35) feet.

Clackamas County Zoning Districts

Per Clackamas County's Zoning and Development Ordinance, the intent of the zones is as follows:

Exclusive Farm Use (EFU)

The EFU zoning district is a natural resource district created to increase agricultural production, protect agricultural lands, air quality and wildlife. By creating conditions that further the growth and expansion of agriculture, the district is intended to increase agricultural income and employment. The land is predominantly I-IV agricultural soils as defined by the U.S Natural Resource Conservation Service and applies to areas suitable for or characterized by small or large scale agricultural uses. Primary uses are farm and forest activities. New residential development requires application for and approval of a Farm Dwelling Permit, Non-Farm Permit or Lot of Record Dwelling Permit. The minimum lot size for new parcels is eighty (80) acres.

Rural Residential Farm/Forest - 5 Acres (RRFF-5)

The RRFF-5 district is a rural residential district that allows one dwelling per legal parcel subject to meeting relevant development standards. The district provides for rural living where the area has been impacted by development. Parcels zoned RRFF-5 must be easily accessible to a rural center or incorporated city. Five acres is the general parcel size and the average size for new lots. Minimum front and rear setbacks of thirty (30) feet from the side of property limes are required. Minimum setbacks for accessory structures, such as barns and sheds, are thirty (30) feet from the front property line and ten (10) feet from the sides and rear.

2. <u>Infrastructure</u>

a. Transportation

The 2003 Wilsonville Transportation System Plan (TSP) identifies a series of priority short-range, mid-range and long-range transportation infrastructure needs that the City must address in the next 20 years to meet level of service (LOS) standards and the projected level of development.

Among the most critical transportation issues cited in the TSP, the 1996 West Side Master Plan and the City of Wilsonville Comprehensive Plan is a lack of street connectivity and accessibility, particularly between the east and west sides of the City. Interstate Highway 5 (I-5) serves as a dividing line that separates the City's east and west sides. I-5 is one of the primary transportation routes for truck freight traveling between Canada and Mexico and commuters traveling north-south between Portland and the southern Willamette Valley.

Currently, traffic congestion at major intersections, such as the I-5 exchange at Wilsonville Road, presents a challenge to network connectivity. A lack of alternative routes for crossing from one side of the City to the other also impedes connectivity. The freeway is a formidable obstruction and the cost of constructing additional roads to enhance the connectivity of the east and west sides is high and not feasible through traditional sources of motor vehicle facilities funding. Desired housing and job growth could not occur in the Area if key street widening projects, intersection and freeway exchange improvements, and street extensions are not implemented.

The TSP offers two alternative scenarios for meeting the City's level of service (LOS) standards and level of development projected for the next 20 years. Alternative 1, the Modified No-Action Transportation System recognizes that a minimum of new roads, widening of existing roads and spot mitigation of intersections will be necessary as the City achieves

growth projected in the 2020 Comprehensive Plan. With the possible exception of System Development Charge (SDC) credits, the No-Action alternative assumes that the City will not finance any costs associated with road improvement and motor vehicle facilities projects. Private developers will assume financial responsibility for all projects outlined in the alternative.

Alternative 2, the Recommended alternative Transportation System, assumes both City and developer participation in the financing of road improvement projects.

The City has established the following list of priority road improvement needs:

- The Boeckman Road extension.
- A new north-south connector at Kinsman.
- Alternative to Wilsonville Road at Barber.
- Another Old Town/Wilsonville Road connection.
- b. Sewer

A significant share of the Area lacks full urban level services, including adequate sanitary sewer facilities, which is a serious impediment to development. Presently, the Plan's northern sub-area is largely underserved by sanitary sewer facilities. An existing 8-10" sewer line along Evergreen Road will serve the sub-area's southeast portion while an existing line that runs through the Park at Merryfield subdivisions will serve a small section of its southwest corner. However, the central and northern portions of the sub-area, primarily vacant agricultural lands, are not served. For this reason, to serve these areas, new sewer line extensions originating from the existing Park at Merryfield sewer line and a 12" line that runs north-south through the easternmost portion of the sub-area will be necessary.

Below is a more detailed description of priority sanitary sewer needs:

- Parallel 24" Sanitary Sewer on Kinsman Road.
- Boeckman Rd. / Tooze Rd. 10" Sanitary Sewer.
- Kinsman Rd. to Brown Rd. 12" Sanitary Sewer on Barber St. or Evergreen Rd.

At this time, it has been determined that sanitary sewer facilities serving the Plan's southern sub-area are adequate.

c. Stormwater

Existing stormwater management facilities serving the Area's largely undeveloped northern sub-area inadequate. The Villebois site contains an abundance of natural features, including wetlands, forests and nature preserves that total over 130 acres. Stormwater facilities and rainwater management strategies will help preserve the integrity of this natural feature as the site develops.

The City's 2001 Stormwater Master Plan and the Villebois Master Plan adequately address this deficiency. Significant costs will be associated with the construction and maintenance of new stormwater facilities.

d. Water

In addition to inadequate stormwater management facilities, insufficient access to water services currently limits the northern sub-area's capacity to accommodate new growth. To move forward with the construction of approximately 2,300 planned new housing units and associated commercial, office and retail space, it will be necessary to extend water mains into the northern sub-area. The following is a preliminary list of priority water facility needs:

- Boeckman Rd. / Tooze Rd. 24" Water Main
- Barber St. east of Brown Rd. 18" Water Main
- Tooze Rd. 30" Water Main
- Grahams Ferry Rd. 18" & 12" Water Main
- Kinsman Rd. to Brown Rd. 18" Water Main on Barber St. or
- Evergreen Rd.
- Kinsman Rd. 48" Water Main
- e. Parks and Open Space

Since the northern sub-area (Villebois Village Master Plan area) is primarily vacant or undeveloped farmland, it presently lacks planned parks and open space areas. Neighborhood, community and regional parks are planned for the Villebois Village Master Plan area to accommodate population growth that will result from the addition of over 2,300 new housing units and commercial/employment uses.

The southern sub-area is also characterized by a deficiency of parks and open space. The West Side Master Plan and the Comprehensive Plan site the need for more adequate parks and open space and public recreational facilities. In particular, the public has expressed the desire for the City to improve recreational access to the Willamette riverfront and nearby Coffee Lake Creek. Approximately 23 acres of residentially zoned land in the southern sub-area will be developed at a density of 10-12 dwelling units per acre. This will result in an additional 230 to 276 housing units in the sub-area and an increased demand for parks and open space areas.

B. Economic Conditions

1. <u>Taxable Value of Property Within the Area</u>

Table 3, "RMV and M50 AV by Land Use," shows the distribution of the Area's total real market value and Measure 50 assessed value by existing land use. As described in the Physical Conditions section, nine land use designations are represented in the Area. The estimated total assessed value of real property in the Area is \$2,992,297. The estimated real market value of real property in the Area is \$9,505,781.

Land Use	Total RMV	% of Total RMV	Total M50 AV	% of Total M50 AV	
Improved EFU	1,490,673	15.7%	273,190	9.1%	
Vacant EFU	1,152,199	12.1%	32,234	1.1%	
Improved Farmland (not EFU)	1,966,365	20.7%	794,204	26.5%	
Improved Parcel < 3 Acres	426,461	4.5%	305,268	10.2%	
Industrial	285,491	3.0%	197,546	6.6%	
Public	229,277	2.4%	175,959	5.9%	
Residential	147,646	1.6%	2,619	0.1%	
Roads	21,282	0.2%	18,051	0.6%	
Vacant	3,786,387	39.8%	1,193,226	39.9%	
TOTAL	\$9,505,781	100.0%	\$2,992,297	100.0%	

The greatest share of the Area's assessed and real market value is captured by parcels in the City's Vacant land use designation. In 2002, vacant land in Wilsonville constituted 39.9% or \$1,193,226 of the Area's total real property assessed value and 39.8% or \$3,786,387 of its total real property real market value. With a real market value of \$1,408,842, the Dammasch site is both the largest and most valuable site in the Area. The site is under State ownership and is therefore tax exempt with an assessed value of \$0. As planned development occurs in the next 8 to 12 years, the assessed value of land that is currently part of the Dammasch site will increase markedly.

In addition to vacant city land, a significant share of the Area's value is attributed to parcels in the County's Improved Farmland (not EFU) designation. In 2002, Improved Farmland (not EFU) constituted 26.5% or \$794,204 of the Area's total assessed value and 20.7% or \$1,966,365 of its real property real market value. Overall, the assessed value for many parcels in the Area is low, since much of the land is vacant or currently designated for farm use.

Table 4, "Measure 50 AV by Zoning and Land Use," offers a more detailed summary of existing uses in the Area. Vacant city land in Wilsonville's RA-H zone totals \$1,190,753 and represents the highest share of the Area's real property assessed value. At \$963,340, improved parcels in the County's RRFF-5 zone also constitutes a significant share of the Area's assessed value.

Table 4: Measure 50 AV by Lan	d Use and Zoning	l										
		Zoning										
Land Use Designation	Exclusive Farm Use (EFU)	Planned Development Industrial (PDI)	Public Facility (PF)	Residential (R)	Residential Agricultural Holding (RA-H)	Rural Residential Farm/Forest 5 Acres (RRFF-5)						
Improved EFU	\$273,190											
Vacant EFU	\$32,234											
Improved Farmland (not EFU)						\$794,204						
Improved Parcel < 3 Acres	\$136,132					\$169,136						
Industiral		\$197,546										
Public			\$3,549		\$172,410							
Residential				\$2,619								
Roads				\$13,014	\$5,037							
Vacant			\$0	\$179,920	\$1,013,306							
TOTAL M50 AV	\$441,556	\$197,546	\$3,549	\$195,553	\$1,190,753	\$963,340						
Source: Clackamas County 2002	-03 Parcel Databa	se, Wilsonville 200	2-03 Parcel Datab	base								

2. <u>Building to Land Value Ratio</u>

An analysis of property values can be used to infer the economic condition of real estate investments in a designated area. The relationship of a property's improvement value (the value of buildings and other improvements to the property) to its land value is, as a rule, an accurate indicator of the condition of real estate investments. This relationship is referred to as the "Improvement to Land Ratio" or "I:L". In urban renewal areas, the I:L is often used to gauge the

pace and intensity of development or the extent to which an area has achieved its development priorities.

Depending on the zoning of a property, different I:L's indicate the level at which a property can be considered "underdeveloped". For a single family house, which is at the low end of intensity of development, an I:L of 2.0 or under indicates less than optimal development. For an industrial property in a zone that allows intensive development, such as Wilsonville's Planned Development Industrial (PDI) zone, an I:L lower than 4.0 would indicate underdevelopment in many cases.

Table 5 below, "Average Improvement to Land Ratio by Zoning District," illustrates the average I:L for each of the zoning districts represented in the Area.

Table 5: Average Improvement to Land Ratio by Zonii	ng District (2002-03)
Zoning District	Average Building to Land Ratio
City of Wilsonville Zoning Districts:	
Planned Development Industrial (PDI)	1.20
Public Facility (PF)	0.00
Residential (R)	0.00
Residential Agricultural Holding (RAH)	0.33
Clackamas County Zoning Districts:	
Exclusive Farm Use (EFU)	0.16
Rural Residential Farm/Forest - 5 Acres (RRFF-5)	0.53
Source: Clackamas County, OR 2002-03 Parcel Database, City Parcel Database	of Wilsonville 2002-03

As highlighted in the Physical Conditions section, over 76 percent of the Area's land area is contained within the exclusive farm use (EFU) and public facility (PF) zoning districts. An average I:L of 0.16 indicates that property the EFU district—which comprises 39.1% of the Area's total acreage—is significantly underdeveloped. With the exception of the PF district, none of the Area's zoning districts has an average I:L that exceeds 1.2. This is largely attributable to the predominance of vacant and agricultural lands in the Area. The majority of parcels within the Wilsonville city limits is vacant while parcels under County jurisdiction are predominately designated for farm use.

As described in ORS 457, the definition of a "blighted area" eligible for urban renewal includes underutilized property with inadequate streets, open spaces and utilities. Since the Area is largely underdeveloped despite the critical need for housing and public facilities to support Wilsonville's growing population, it meets the definition of blight. Given the City's plans to annex land currently in the County to implement the Villebois Master Plan, which prescribes a much broader depth and intensity of uses, substantial investments in infrastructure and public improvements will be necessary. Tax increment funds generated by urban renewal will help finance the infrastructure and public facilities components of the Villebois Master Plan in addition to financing public improvements in the Plan's southern sub-area.

C. Social Conditions

The Area contains few residents, so no social conditions may be described. It is expected that at completion of the Plan, the Area will contain approximately 2,300 new housing units in the northern sub-area and additional units in the southern sub-area. These units will include apartments, condominium units, town house single family homes and detached single family homes. This diversity of housing types will serve a wide range of household incomes, sizes and types.

The future residents of the Area will have needs for public facilities, including schools, parks and open spaces, all of which are currently lacking.

D. Impact on Municipal Services

The fiscal impact of tax increment financing on taxing districts that levy taxes within the Area ("affected taxing districts") is described in section IX of this Report. This subsection discusses the fiscal impacts resulting from potential increases in demand for municipal services.

The Area is within county wide taxing districts such as Clackamas County, Clackamas Community College and Clackamas County ESD and the additional demand for services provided by these districts will not be significant in comparison to overall demand. However, the build-out of Villebois Village, will result in an increase in demand for services provided by the City and the West Linn/Wilsonville School Districts and the Area is a significant part of these jurisdictions. With a minimum of 2,300 new residential units planned for Villebois Village, the demand for fire and public safety services as well as stormwater and sewer services will increase markedly. In addition, the Villebois Village Master Plan calls for the development of 109.2 acres of open space and 43.9 acres of parks to accommodate projected population growth. Maintenance cost for parks and open space facilities will be an additional burden.

In between the largest and smallest taxing district is the Tualatin Valley Fire & Rescue District. The additional demand from the residential development within the Area will be mitigated by installation of sprinklers in all residential units, with the assistance of the Agency.

III. <u>REASONS FOR SELECTION OF EACH URBAN RENEWAL AREA IN THE</u> <u>PLAN</u>

There is one urban renewal area in the Plan and it was selected to improve and prevent the future occurrence of blighted areas as defined in ORS 457.010(1).

IV. <u>THE RELATIONSHIP BETWEEN URBAN RENEWAL PROJECTS AND THE</u> EXISTING CONDITIONS IN THE URBAN RENEWAL AREA

This section describes the relationship between the urban renewal projects called for in the Plan and conditions generally described in Section II of this Report and more particularly described below. (All road improvements described below include necessary right of way and easement acquisitions as well as wetlands mitigation.)

A. Boeckman Road from 95th Ave. to Tooze Rd.

The Boeckman Road project extends Boeckman Road from its terminus in the vicinity of 95th Avenue over to connect to the intersection of 110th Avenue and Tooze Road. The road will be constructed as a 3-lane minor arterial with bicycle lanes and sidewalk on each side of the road. The road will be narrowed to two lanes as it crosses Coffee Lake to minimize the impacts on the wetlands. The project will include extension of a 24" waterline from Kinsman west to Tooze Road and a sewer line at the west end of the project to provide sewer capacity for the future development along Tooze Road.

Relationship to Existing Conditions

The area described as the north sub-area in the West Side Urban Renewal District is not adequately served by a cohesive street system and lacks water and sewer service for future development. This project extends another east/west connector so that Wilsonville will have an east/west connection between Wilsonville Road on the south and Elligsen Road on the north. This is essential so that all the traffic from the Area's north sub-area does not have to use Wilsonville Road in order to access the north Wilsonville area in the vicinity of the Stafford interchange or to access Interstate 5 for north bound destinations.

Any northbound traffic from Sherwood would have to go all the way down to Wilsonville Road and then go north on either a local street or the Interstate. The Boeckman Extension, along with the Tooze Road reconstruction will provide a direct connection from Sherwood into the heart of Wilsonville and will reduce the miles traveled as well as providing direct access to commercial facilities and industrial jobs.

Also, there is no reservoir on the west side of I-5 and very limited water service. The Boeckman Road project will also include a waterline which will provide water service across Coffee Lake from Kinsman Road and will also provide a future connection to a

reservoir which is included in the Water Master Plan north and west of the intersection of Tooze Road and Grahams Ferry Road.

B. Tooze Road from Boeckman Rd. to Grahams Ferry Rd.

Tooze Road will be reconstructed as a minor arterial from 110th Avenue and the future Boeckman Road on the east to Grahams Ferry on the west. The construction will include three travel lanes with a bicycle lane and sidewalk on each side of the road. Utilities will include a 30" water line to serve the local area and to connect to a future reservoir northwest of the intersection of Tooze Road and Grahams Ferry Road and a 12" sewer line to provide sewer service to adjacent properties.

Relationship with Existing Conditions

Tooze Road is a narrow 2-lane, rural, County road with no sidewalks and no bicycle lanes. It serves as a connection from Wilsonville to Sherwood and the traffic from Sherwood uses Tooze Road to 110th and then 110th to Brown and Brown down to Wilsonville Road. Any north bound traffic from Sherwood would have to go all the way down to Wilsonville Road and then go north on either a local street or the Interstate. The reconstruction of Tooze Road along with the construction of Boeckman Extension will provide a direct connection from Sherwood into the heart of Wilsonville and will reduce the miles traveled as well as providing direct access to commercial facilities and industrial jobs. The project also includes a water line to provide local service as well as a future transmission main to and from a future reservoir to the north west of the intersection of Tooze Road and Grahams Ferry Road. It also includes a sewer line to provide local sewer service to nearby properties.

C. Barber Street from Brown Rd. to Kinsman Rd.

Barber Street will be a major and minor collector from Kinsman Road on the east to Grahams Ferry Road on the west. The road will include three travel lanes to the Village Loop and two travel lanes from Village Loop to Grahams Ferry Road. It will also include sidewalks and bicycle lanes on each side of the road and curb side parking along most of the road. The project also will include an 18" water line from Kinsman to Grahams Ferry Road to provide water for domestic purposes and fire protection. It will also include a sewer line of varying size to serve the Villebois Village District.

Relationship with Existing Conditions

The Villebois Village District has very limited vehicle, bicycle or pedestrian access. Barber Road will be extended from Kinsman Road all the way to the west to Grahams Ferry Road to provide another strong access into this area. This access is particularly important for a connection across Coffee Lake from Villebois and the adjacent subdivisions to the south to a future commuter rail facility along Kinsman Road just north of Barber.

D. Grahams Ferry Road From Tooze Rd. to the Area boundary

This project would reconstruct Grahams Ferry Road as a minor arterial with three travel lanes and sidewalks and bicycle lanes on each side of the street. It also would include a water line to serve as the west loop for a looped water system in which water service can be provided from at least two sources.

Relationship with Existing Conditions

The existing road is a 2-lane rural county road without sidewalks or bicycle lanes. It is adequate for rural county traffic but would be completely inadequate after development of Villebois occurs. This project is in the project list to ensure that the west half-street can be developed as the developers of the Villebois Village District complete the half-street adjacent to their property. There is no public water service in the vicinity of Grahams Ferry Road and this line will ensure that there is adequate supply for fire protection.

E. Kinsman Road from Barber St. North to Boeckman Rd.

This project includes construction of a major collector on the Kinsman Road alignment from Barber to Boeckman Road. The construction will include three travel lanes with a sidewalk and bicycle lane on each side. The project also includes construction of a major water transmission line to help move water from the water treatment plant to areas to the north and a major trunk sewer line to provide additional sewer capacity for development of industrial properties to the north.

Relationship to Existing Conditions

On the west side of I-5 the only significant north/south road is Boones Ferry Road, just west of the interstate, which requires a jog through the industrial area at Ridder Road. An additional north/south route is required on the west side of I-5 to provide service to the future industrial development and the Kinsman project is part of this network. In addition, a commuter rail station is planned along the Kinsman alignment north of Barber and Kinsman Road is required to provide access to and from the commuter rail station from local residences and from the industrial area. Finally, there is inadequate utility service to this area and the project includes construction of a major water transmission line and a trunk sewer.

F. Road connection from Boones Ferry Road at either Bailey or 5th to Wilsonville Road.

This project would construct a 2-lane, minor collector road with sidewalks and bicycle lanes on each side from Boones Ferry Road at either Bailey or 5th Street to Wilsonville Road. Construction would also include a water distribution main.

Relationship to Existing Conditions

The southern sub-area is largely undeveloped and will need a very substantial expenditure for a minor collector to provide access to this area. The area also has a number of deep ravines and a railroad that need to be crossed. Construction of the road with the water distribution main would remove the primary impediments to development of this property. Also, of equal importance would be the alternate route into the Old Town area to Wilsonville Road. Presently, whenever the intersection of Wilsonville Road and Boones Ferry is blocked, there is no alternate access to or egress from the Old Town area.

G. Other Transportation System Improvements

Other transportation system improvements will be determined through future planning efforts. They are anticipated to include roadway, bicycle and pedestrian, transit and parking improvements.

Relationship to Existing Conditions

Other transportation system improvements address the need for multi-modal connectivity within the Area to alleviate congestion on the main Area roadways.

H. Parks and Public Amenities

This project includes the funds for construction of regional, community and neighborhood parks in the northern sub-area and construction of what the Tonquin Trail from Coffee Lake to the Wilsonville Tract.

Relationship to Existing Conditions

The Area has no park system and a fairly extensive park system will be needed as the property develops. There is no trail from the Tonquin Trail alignment near Coffee Lake to the Wilsonville Tract under present conditions. The land is primarily undeveloped and will need a trail system as part of the regional trail system.

I. Elementary School and Playfields Site

Contribute to the cost of acquiring and developing a site for a future West Linn/Wilsonville School District grade school within the northern sub-area.

Relationship To Existing Conditions

The northern sub-area is currently undeveloped. It will ultimately include approximately 2,300 residential units and there will be a requirement for a grade school. The West Linn/Wilsonville School District intends to purchase a school site in the vicinity of Tooze Road but does not have the adequate funds to purchase a site within the Village District. The Urban Renewal District contributions would allow the school site to be located within the Villebois Village District at the center of one of the three residential communities. This would greatly increase the ability of the students to walk or ride their bikes to school and would eliminate the crossing of a minor arterial road for the school children.

J. Assistance to Property Owners/Lessees for Rehabilitation, Redevelopment or Development – Fire Sprinklers

Facilitate the installation of fire sprinklers in all residential structures for which sprinklers are not otherwise required by Building Codes.

K. Land Acquisition and Disposition

Land acquisition is authorized for public improvement and public building projects. The relationship to existing conditions is discussed above in terms of the projects for which land acquisition will occur.

V. <u>THE ESTIMATED TOTAL COST OF EACH PROJECT AND THE SOURCES</u> <u>OF MONEYS TO PAY SUCH COSTS</u>

Table 6 below shows the estimated total cost of each project and the estimated sources of funds to address such costs, with all figures in 2003 dollars. This analysis is based on known projects at the time of preparation of the Plan. Additional projects to those shown will be undertaken in connection with the Villebois Master Plan without financial assistance under the Plan.

			R	evenues		
			Private			
	Total Cost	Plan Share	Contributions	Grants	Utility Fees	Total
Boeckman Road	\$14.0	\$2.8	\$3.3	\$7.9	\$0.0	\$14.0
Kinsman Road	\$7.4	\$3.1	\$3.5	\$0.0	\$0.8	\$7.4
Barber Street	\$9.4	\$2.0	\$5.2	\$2.2	\$0.0	\$9.4
Tooze Road	\$5.1	\$3.5	\$0.0	\$0.0	\$1.5	\$5.1
Another Old Town/Wilsonville Road connection	\$6.0	\$3.5	\$2.5	\$0.0	\$0.0	\$6.0
Elementary School Site and Playfields	\$1.5	\$1.5	\$0.0	\$0.0	\$0.0	\$1.5
Parks	\$8.1	\$3.9	\$4.2	\$0.0	\$0.0	\$8.1
Graham's Ferry Road	\$4.1	\$2.9	\$0.7	\$0.0	\$0.5	\$4.1
Other Transportation System Improvements	\$4.5	\$1.5	\$3.0	\$0.0	\$0.0	\$4.5
Financial Assistance - Sprinklers	\$2.5	\$2.5	\$0.0	\$0.0	\$0.0	\$2.5
	\$62.6	\$27.3	\$22.4	\$10.1	\$2.8	\$62.6

Table 6: Estimated Project Costs and Revenues (In Millions, 2003 Dollars)

Table 7 below shows the urban renewal share of project costs in year-of-expenditure dollars, inflated at 3% per year. The urban renewal share of capital project design, administration and contingencies are included in the capital costs.

VI. <u>THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT</u>

Table 8 shows the anticipated completion dates of the urban renewal funding of the projects. The projects themselves will likely be begun and completed earlier, using the other revenue sources for the initial years of expenditures.

Boeckman Road	2006
Barber Street	2008
Kinsman Road	2008
Another Old Town/Wilsonville Rd. connection	2010
Financial Assistance – Sprinklers	2010
Tooze Road	2012
Graham's Ferry Road	2015
Parks	2015
Other Transportation System Improvements	2015
Elementary School Site and Playfields	2017

Table 8: Anticipated Completion Dates*

* Projects may be completed prior to last year of urban renewal funding.

Fiscal Year Ending June 30	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Revenues													
Beginning Balance	0	0	0	963,916	478,550	234,816	396,292	1,491,135	247,124	5,023,565	3,218,700	2,312,906	1,196,199
Bond Proceeds													
Long Term	0	0	6,289,514	6,967,113	, ,	3,617,926			6,231,432	0		0	0
Short Term	0	0	0	0	300,000	850,000	0	1,000,000	1,000,000	1,200,000	1,100,000	0	0
Interest	0	0	94,343	118,965	78,139	57,791	58,668	22,367	97,178	75,353	95,932	34,694	17,943
Total	0	0	6,383,856	8,049,994	5,587,425	4,760,533	3,969,889	2,513,502	7,575,735	6,298,918	7,591,423	2,347,599	1,214,142
Expenditures													
Administration	0	0	300,000	309,000	318,270	327,818	337,653	347,782	358,216	368,962	380,031	50,000	25,000
Bond Issuance Costs	0	0	220,133	243,849	168,576	135,127	123,023	10,000	228,100	12,000	122,188	0	0
CAPITAL PROJECTS	0	0											
Boeckman Road			3,199,807	0	0	0	0	0	0	0	0	0	0
Kinsman Road			0	3,629,397	0	0	0	0	0	0	0	0	0
Barber Street			0	2,327,706	0	0	0	0	0	0	0	0	0
Tooze Road			0	0	0	2,394,700	2,018,079	0	0	0	0	0	0
Old Town/Wilsonville Rd. Connection			0	811,492	2,925,428	430,456	0	0	0	0	0	0	0
Elementary School Site			0	0	0	0	0	0	0	0	0	1,101,400	1,134,442
Graham's Ferry Road			0	0	0	0	0	1,908,596	1,965,854	0	0	0	0
Financial Assistance - Sprinklers			0	0	1,940,335	1,076,140	0	0	0	0	0	0	0
Parks			0	0	0	0	0	0	0	2,699,256	2,780,234	0	0
Other Transportation			0	0	0	0	0	0	0	0	1,996,065	0	0
Transfer to Debt Service Fund	0		1,700,000	250,000		0	0	0		0	0	0	0
Total	0	0	5,419,940	7,571,445	5,352,609	4,364,241	2,478,754	2,266,378	2,552,170	3,080,218	5,278,518	1,151,400	1,159,442
Ending Balance	0	0	963,916	478,550	234,816	396,292	1,491,135	247,124	5,023,565	3,218,700	2,312,906	1,196,199	54,700

Table 7: Estimated Urban Renewal Costs and Revenues in Year of Expenditure and Receipt Dollars

VII. <u>THE ESTIMATED AMOUNT OF TAX INCREMENT REVENUES REQUIRED</u> AND THE ANTICIPATED YEAR IN WHICH INDEBTEDNESS WILL BE <u>RETIRED</u>

Table 9 shows the yearly tax increment revenues and their allocation to debt service and debt service reserve funds. It is anticipated that all debt will be retired by the end of FY 2019/2020 The total amount of tax increment revenues required to service debt is \$52,604,329

Table 9: Tax Increment Revenues, Debt Service and Debt Service Reserves

FY Ending June 30	2005	2006	2007	2008	2009	2010	2011	2012
Revenues								
Beginning Balance	0	3,007	157,710	2,065,044	2,779,758	3,422,728	3,901,390	3,957,799
Current Year Taxes	3,007	153,141	841,861	1,774,421	2,407,637	2,891,902	3,362,381	
Prior Year Taxes		0	3,063	16,837	35,488	48,153	57,838	67,248
Interest		1,561	9,996	38,395	51,874	63,146	72,638	76,417
Transfer from Projects Fund			1,700,000	250,000				
Total Revenues	3,007	157,710	2,712,630	4,144,696	5,274,757	6,425,930	7,394,246	7,785,342
Expenditures								
Debt Service								
Long Term	0	0	647,586	1,364,939	1,852,029	2,224,540	2,586,447	2,586,447
Short Term	0					300,000	850,000	
Reserve Funds	0	0	647,586	1,364,939	1,852,029	2,224,540	2,586,447	2,586,447
Total Expenditures	0	0	1,295,171	2,729,878	3,704,057	4,749,080	6,022,894	5,172,894
Ending Balance	3,007	157,710	1,417,458	1,414,819	1,570,700	1,676,849	1,371,352	2,612,448

FY Ending June 30	2013	2014	2015	2016	2017	2018	2019	2020
Revenues								
Beginning Balance	5,198,895	5,399,121	5,900,467	6,064,006	6,491,909	8,073,388	9,716,188	11,419,171
Current Year Taxes	4,463,029	4,743,756	5,024,140	5,179,707	5,225,434	5,269,584	5,312,032	5,461,887
Prior Year Taxes	73,678	89,261	94,875	100,483	103,594	104,509	105,392	106,241
Interest	96,619	101,429	109,246	112,437	117,173	133,430	150,282	168,811
Transfer from Projects Fund								
Total Revenues	9,832,220	10,333,566	11,128,729	11,456,632	11,938,111	13,580,911	15,283,894	17,156,109
Expenditures								
Debt Service								
Long Term	3,433,099	3,433,099	3,864,723	3,864,723	3,864,723	3,864,723	3,864,723	3,864,723
Short Term	1,000,000	1,000,000	1,200,000	1,100,000				
Reserve Funds	3,433,099	3,433,099	3,864,723	3,864,723	3,864,723	3,864,723	3,864,723	3,864,723
TotalExpenditures	7,866,198	7,866,198	8,929,446	8,829,446	7,729,446	7,729,446	7,729,446	7,729,446
Ending Balance	1,966,022	2,467,369	2,199,283	2,627,186	4,208,665	5,851,465	7,554,448	9,426,663

VIII. FINANCIAL ANALYSIS OF THE PLAN

The estimated tax increment revenues of \$52,604,329 are based on projections of the assessed value of development within the Area. Development in the northern sub-area is projected based on information provided by Costa Pacific Communities. Development of the southern subarea is based on estimates of development permitted under existing zoning, while allowing for a reasonable allocation of land to roads, utilities and other non development uses.

Table 10 shows the projected incremental assessed value, projected tax rates that would produce tax increment revenues, and the annual tax increment revenues. These in turn provide the basis for the projections in Table 9.

Fiscal Year Ending June 30	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Prior Year's Total Assessed Value	3,462,995	3,559,959	13,597,138	60,534,384	125,841,547	172,319,118	209,742,303	247,455,123	275,486,087	338,928,187
Appreciation %	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%
Appreciation \$	96,964	99,679	380,720	1,694,963	3,523,563	4,824,935	5,872,784	6,928,743	7,713,610	9,489,989
Exception Value	0	9,937,500	46,556,526	63,612,200	42,954,008	32,598,250	31,840,035	21,102,221	55,728,489	18,102,283
Current Year's Total Assessed Value	3,559,959	13,597,138	60,534,384	125,841,547	172,319,118	209,742,303	247,455,123	275,486,087	338,928,187	366,520,459
Base Assessed Value	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131
Incremental Assessed Value	197,828	10,235,007	57,172,253	122,479,416	168,956,987	206,380,172	244,092,992	272,123,956	335,566,055	363,158,328
Tax Rate	16.0000	15.7500	15.5000	15.2500	15.0000	14.7500	14.5000	14.2500	14.0000	13.7500
Tax Increment Revenues	3,165	161,201	886,170	1,867,811	2,534,355	3,044,108	3,539,348	3,877,766	4,697,925	4,993,427
Fiscal Year Ending June 30	20	15 2	2016	2017	2018	2019	2020			

Table 10: Projected Incremental Assessed Value

Fiscal Year Ending June 30	2015	2016	2017	2018	2019	2020
Prior Year's Total Assessed Value	366,520,459	395,107,932	414,858,204	426,474,234	438,415,513	450,691,147
Appreciation %	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%
Appreciation \$	10,262,573	11,063,022	11,616,030	11,941,279	12,275,634	12,619,352
Exception Value	18,324,900	8,687,250		0	0	0
Current Year's Total Assessed Value	395,107,932	414,858,204	426,474,234	438,415,513	450,691,147	463,310,499
Base Assessed Value	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131	3,362,131
Incremental Assessed Value	391,745,801	411,496,073	423,112,103	435,053,381	447,329,016	459,948,368
Tax Rate	13.5000	13.2500	13.0000	12.7500	12.5000	12.5000
Tax Increment Revenues	5,288,568	5,452,323	5,500,457	5,546,931	5,591,613	5,749,355

IX. <u>IMPACT OF THE TAX INCREMENT FINANCING, BOTH UNTIL AND AFTER</u> <u>THE INDEBTEDNESS IS REPAID, UPON ALL ENTITIES LEVYING TAXES</u> <u>UPON PROPERTY IN THE URBAN RENEWAL AREA</u>

The impact of tax increment financing on overlapping taxing districts consists primarily of the property tax revenues foregone on permanent rate levies as applied to the growth in assessed value in the Area *without the Plan*. Revenues on growth in assessed value that would not occur but for the Plan cannot be considered as foregone.

It is reasonable to project that development within the Area without the Plan would take much longer to occur, would be less extensive and would have lower assessed values. However, it is difficult to project the extent or value of such development or to determine what it would have been at some future date. Therefore the analysis shown in Table 11 below shows the *maximum* revenues foregone, as if all development with the Plan occurred without the Plan.

There are small impacts (increases) on tax rates for bonds approved by voters prior to October, 2001. Existing local option levies that were approved prior to October, 2001 will expire prior to the start of tax increment financing and thus there will be no impact on those levies.

Table 11 shows in the increase in permanent rate levy revenues that would occur in the first year after termination of the tax increment financing in FY 2021/2022.

Fiscal Year Ending June 30		2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Taxing District Levy	Permanent Rate										
City of Wilsonville Permanent	2.5206	499	25,798	144,108	308,722	425,873	520,202	615,261	685,916	845,828	915,377
Clackamas County C Permanent	2.4042	476	24,607	137,454	294,465	406,206	496,179	586,848	654,240	806,768	873,105
FD 64 Permanent	1.5252	302	15,610	87,199	186,806	257,693	314,771	372,291	415,043	511,805	553,889
Port of Portland Permanent	0.0701	14	717	4,008	8,586	11,844	14,467	17,111	19,076	23,523	25,457
Metro Permanent	0.0966	19	989	5,523	11,832	16,321	19,936	23,579	26,287	32,416	35,081
Vector Control Permanent	0.0065	1	67	372	796	1,098	1,341	1,587	1,769	2,181	2,361
Clackamas Community Coll Permanent	0.5582	110	5,713	31,914	68,368	94,312	115,201	136,253	151,900	187,313	202,715

Table 11: Maximum Impact on Taxing District Permanent Rate Levies During Use of Tax Increment Financing

Fiscal Year Ending June 30		2016	2017	2018	2019	2020	2021	2022
Taxing District Levy	Permanent Rate							
City of Wilsonville Permanent	2.5206	1,037,217	1,066,496	1,096,596	1,127,538	1,159,346	1,192,045	1,225,659
Clackamas County C Permanent	2.4042	989,319	1,017,246	1,045,955	1,075,468	1,105,808	1,136,997	1,169,059
FD 64 Permanent	1.5252	627,614	645,331	663,543	682,266	701,513	721,299	741,639
Port of Portland Permanent	0.0701	28,846	29,660	30,497	31,358	32,242	33,152	34,087
Metro Permanent	0.0966	39,751	40,873	42,026	43,212	44,431	45,684	46,972
Vector Control Permanent	0.0065	2,675	2,750	2,828	2,908	2,990	3,074	3,161
Clackamas Community Coll Permanent	0.5582	229,697	236,181	242,847	249,699	256,743	263,985	271,429

Table 12: Revenues Obtained In First Year After Termination of Tax Increment Financing

Taxing District Levy	Permanent Rate	Revenues Obtained
City of Wilsonville Permanent	2.5206	1,260,215
Clackamas County C Permanent	2.4042	1,202,019
FD 64 Permanent	1.5252	762,549
Port of Portland Permanent	0.0701	35,048
Metro Permanent	0.0966	48,297
Vector Control Permanent	0.0065	3,250
Clackamas Community Coll Permanent	0.5582	279,081

X. <u>RELOCATION REPORT</u>

At the time of adoption of the Plan, the alignments and locations of public improvements and facilities had not been determined with enough specificity to know whether any residents or businesses would be displaced. At the time that such project locations and alignments are determined, and if there is displacement as a result of projects, the Agency shall amend this section of the Report to present that information.