

REPORT
on the
ROCKWOOD-WEST GRESHAM RENEWAL PLAN

**City of Gresham
Community & Economic Development Department
January 13, 2003**

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I. INTRODUCTION

The following Urban Renewal Report (the “Report”) contains information in support of the Rockwood-West Gresham Renewal Plan (“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) (2001). The format of the Report is based on this statute.

II. EXISTING PHYSICAL, SOCIAL AND ECONOMIC CONDITIONS AND FISCAL IMPACT

A. Physical Conditions

1. Land Use and Zoning

The Rockwood-West Gresham Renewal Area (the “Area”) consists of 1,211.6 acres of land zoned for a mix of uses. The Area constitutes 8.5% of the City’s total land area of 14,330.7 acres. The Area includes two major commercial corridors. Between 162nd and 202nd Avenues, Burnside and Stark Streets are Rockwood-West Gresham’s main east-west corridors. 181st Avenue is Rockwood-West Gresham’s major north-south corridor. It bisects the Area and extends north to Sandy Boulevard and the Southshore Corporate Park industrial area and as far south as Powell.

The “Rockwood Triangle,” a mixed-use commercial district bordered by Burnside, SE Stark, and 181st Avenue, lies at the heart of the Rockwood-West Gresham Community. Strategically located within close proximity to the Rockwood Transit Center and the Banfield MAX (Light Rail Transit), the Triangle encompasses a diversity of commercial, residential and community service uses. However, the uneven distribution of housing and commercial uses creates a patchwork effect that detracts from the area’s capacity to establish a sense of place or identity. The majority of commercial businesses are auto-oriented and major arterial streets are fronted by parking lots and a few multifamily housing units. Although vacant land within the Triangle is scarce, many of the area’s developed parcels are underutilized. The City of Gresham has worked closely with Rockwood residents, business owners and other community stakeholders to identify streetscape improvements and revitalization projects that will enhance the vitality of the Triangle and surrounding areas.

Similar to the Rockwood Triangle, a variety of commercial, industrial and residential uses is represented throughout the proposed Area. As shown in Table 1, “Primary Land Use (2002),” a total of 1,177 individual parcels are located within the Area..

Table 1: Primary Land Use (2003)			
Primary Land Use	Number of Parcels	Acres	Percent of Total
Agriculture	8	95.08	7.8%
Attached Single Family	52	2.19	0.2%
Community Service	17	27.36	2.3%
Construction	8	5.39	0.4%
FIRE	15	6.51	0.5%
Lodging	9	7.28	0.6%
Manufacturing	35	121.53	10.0%
Medical Service	13	12.99	1.1%
Multi-family	240	168.35	13.9%
Office	8	3.29	0.3%
Parking	1	2.09	0.2%
Parks	2	5.95	0.5%
Retail	98	78.42	6.5%
Service	58	37.68	3.1%
Single Family	415	125.15	10.3%
Transportation	9	2.05	0.2%
Streets and Other Areas Not in Parcels	58	258.07	21.3%
Utility	2	6.08	0.5%
Vacant	121	213.04	17.6%
Vacant Structure	5	6.71	0.6%
Warehousing	3	26.40	2.2%
Total	1177	1211.61	100.0%
Source: 2002-03 Gresham Parcel Database			

Vacant, undeveloped land constitutes approximately 18 percent of the Area (213 acres). More than half of the area's vacant lands (123 acres) are located in industrially zoned districts. Much of the development opportunities in commercial and residential districts will require infill development and the redevelopment of underused properties.

Within the developed portion of the Area, residential uses are most prominent. Multifamily residential comprises 14% of the total area (168 acres) and Single Family residential comprises 10.3% (125 acres). Manufacturing is the most common non-residential use in the Rockwood-West Gresham Urban Renewal Area, representing 10% (122 acres) of the total area. At 2.2 percent (26 acres), Warehousing is also well represented and has been identified as a growth industry by local and regional economic and employment studies

Table 2, “Zoning Districts (2003),” displays the number of parcels and acres in each zoning district. The Area has roughly equal amounts of land zoned for industrial and commercial uses. Residential-only zoning constitutes only 3.3% of the Area.

Table 2: Zoning Districts (2003)			
Zoning District	Number of Parcels	Acres	% of Total
Corridor Development Districts			
Community Commercial	52	45.83	3.8%
Corridor Mixed Use	38	18.57	1.5%
Corridor Multifamily	98	61.39	5.1%
Moderate Commercial	21	20.73	1.7%
Rockwood Town Center	277	159.37	13.2%
Station Centers	393	137.80	11.4%
Station Center Ruby Junction Overlay	31	20.43	1.7%
<i>SUBTOTAL</i>	<i>910</i>	<i>464.12</i>	<i>38.3%</i>
Industrial Development Districts			
Business Park	14	64.66	5.3%
Light Industrial	44	297.00	24.5%
Heavy Industrial	27	121.28	10.0%
<i>SUBTOTAL</i>	<i>85</i>	<i>482.94</i>	<i>39.9%</i>
Residential Development District			
Transit Low Density Residential	153	39.99	3.3%
<i>SUBTOTAL</i>	<i>153</i>	<i>39.99</i>	<i>3.3%</i>
Streets and Area Not in Parcels			
<i>SUBTOTAL</i>	<i>29</i>	<i>224.56</i>	<i>18.5%</i>
TOTAL	1177	1211.61	100.0%
Source: 2002-03 Gresham Parcel Database			

As per the Gresham Community Development Code, the intent of these land use (zoning) districts is as follows:

Transit Low-Density Residential (TLDR)

The Transit Low Density Residential District designation is applied primarily to existing low-density residential neighborhoods within close proximity of light rail and/or bus transit service and is intended for single family detached and attached dwellings, manufactured homes, and two-unit attached dwellings at a maximum density of 20 units per net acre and a minimum density of 10 units per net acre. This district is intended to continue as a lower-density neighborhood, with detached single-family housing on small lots. Manufactured dwelling parks are allowed at a maximum net density of 14 units per acre and a minimum net density of 7 units per acre.

Station Centers (SC)

This district takes in properties which are adjacent to, or within easy walking distance, of light rail stations at 162nd Avenue, 172nd Avenue, Ruby Junction (197th

Ave.), Gresham City Hall, Gresham Central, and Cleveland. The Station Centers district is intended to accommodate uses which are directly supportive of light rail transit. Development types permitted include retail and service businesses, offices, mixed-use projects, higher-density housing, and attached single family dwellings. Acknowledging the different character of existing land uses adjacent to the Ruby Jct. light rail station, an overlay designation here will also permit auto-dependent uses, and small-scale light industrial uses.

Rockwood Town Center (RTC)

This district encompasses the heart of Central Rockwood. It is centered on the triangle formed by E. Burnside, NE 181st Ave., and SE Stark St., but also takes in adjacent properties around the triangle. Primary uses permitted in RTC are retail commercial, services, office uses and housing. Mixed-use developments and various institutional uses (e.g. library, public meeting halls, government facilities) are also permitted. The scale and character of new development is intended to support and reinforce the image of a town center, with buildings of at least two stories, oriented to streets and pedestrians, and with parking lots behind or to the sides of buildings.

Corridor Multi-Family (CMF)

This district designation is applied to properties along segments of Transit Streets. The CMF district primarily provides opportunities for moderate-density residential development, including attached dwellings and attached single family dwellings. To help create a pleasant pedestrian environment, most new residential buildings will be oriented to public sidewalks, with parking lots behind or beside buildings. Standards will require that the scale of new housing diminish as buildings approach abutting single-family residential districts.

Corridor Mixed Use (CMU)

This district designation is applied to certain clusters of properties along Transit Streets. In addition to moderate-density, multi-family residential uses, the CMU district permits small-scale commercial uses and mixed-use developments. Commercial businesses operating in this district will serve primarily the day-to-day needs of residents in nearby housing developments and neighborhoods. Design standards for new construction will help to ensure that new buildings become attractive additions to existing and developing neighborhoods.

Community Commercial (CC)

This district designation is applied to larger nodes of primarily commercial development clustered around the intersections of arterial streets. The CC district will accommodate a wide range of community-scale commercial uses, including retail, services, and offices. This district also permits housing as a secondary use, with attached dwellings being developed in conjunction with commercial construction. New buildings will be pedestrian-oriented, with parking placed behind or beside buildings.

Moderate Commercial (MC)

The MC district is applied to smaller nodes of commercial activity clustered around key intersections. These districts are intended to function primarily as locally-oriented centers serving smaller trade areas. Permitted development types include commercial retail, service, and office uses. New housing at moderate densities may also be permitted, when developed in conjunction with commercial uses. Design standards will ensure a strong pedestrian orientation for new development.

Business Park District (BP)

The Business Park District is primarily intended for manufacturing and related industrial activities, office development as well as research and development facilities. Secondary uses which are permitted in mixed use developments include commercial services and retail commercial development. The district is designed to allow the uses to operate in a park-like atmosphere which achieves a high degree of compatibility with adjoining properties. Areas determined appropriate for Business Park District development are identified on the Community Development Plan Map.

Light Industrial District (LI)

The Light Industrial District is primarily intended to provide for a wide range of manufacturing uses and a limited range of uses such as office, commercial services and retail commercial, when included as mixed use developments. While limited outdoor storage and display areas are permitted, they must be screened from adjoining properties and public streets to ensure compatibility. Areas determined appropriate for Light Industrial District development are identified on the Community Development Plan Map.

Heavy Industrial District (HI)

The Heavy Industrial District is primarily intended for industrial uses which are generally not compatible with residential development because of their operational characteristics which can include noise and air pollution. The district is also intended for uses which may require extensive outdoor areas to conduct business activities or for product storage or display. These regulations are designed to permit the development of land within the district in a manner consistent with efficient industrial operations. Areas determined appropriate for Heavy Industrial District development are identified on the Community Development Plan Map.

An analysis of the use of land within commercial land use districts shows the lack of commercial development within the parts of the Area that encourage such development. Table 3, "Commercial Land Use (2003)," shows existing uses of commercially zoned land within the Area. Overall, residential uses are predominant, with Multifamily leading at 34.7%, followed by Single-family uses at 17.8% and Retail at 17%.

Table 3: Commercial Land Use (2003)

Primary Land Use	Number of Parcels	Acres	Percent of Total
Agriculture	1	3.27	0.7%
Attached Single Family	52	2.19	0.5%
Community Service	14	21.90	4.8%
Construction	6	2.67	0.6%
FIRE	15	6.51	1.4%
Lodging	9	7.28	1.6%
Manufacturing	12	9.07	2.0%
Medical Service	13	12.99	2.8%
Multi-family	229	159.73	34.7%
Office	8	3.29	0.7%
Parking	1	2.09	0.5%
Parks	1	4.24	0.9%
Retail	98	78.42	17.0%
Service	53	25.99	5.6%
Single Family	282	82.19	17.8%
Transportation	3	0.09	0.0%
Area Not in Parcels	18	6.00	1.3%
Utility	1	1.02	0.2%
Vacant	89	25.83	5.6%
Vacant Structure	4	5.72	1.2%
Total	909	460.49	100.0%
Source: 2002-03 Gresham Parcel Database			

2. Infrastructure

In addition to a proliferation of underutilized buildings and properties, the Area lacks adequate public infrastructure and utilities. Specifically, the Area's wastewater, stormwater, water and parks and open spaces facilities are in need of upgrades and/or expansion. Transportation upgrades, including improvements to several major collectors in the Plan Area are also needed to increase accessibility and connectivity to the area by all users.

a) Wastewater

To accommodate anticipated future growth, the City estimates a need to upgrade 54,915 ft. of inadequate or undersized sanitary sewers in the Area.

b) Stormwater

Three stormwater improvement projects are required to serve future development in the Area. Among these projects is a proposal to enlarge the

stormwater pipe along 194th at I-84. At a broader level, the City plans to install storm drains to avoid potential groundwater contamination in West Gresham's commercial/industrial and multi-family development districts. A more detailed description of stormwater projects and estimated costs is provided in Gresham's Stormwater Master Plan.

c) Water

At present, the City has estimated the need for five water projects in the Rockwood-West Gresham community. These projects will replace inadequate portions of the Ankeny, Couch, 167th and 168th waterlines.

d) Transportation

The Area's transportation system, and in particular its road and street system, is inadequate to serve future development needs. Industrial lands to the north are inadequately served by NE 181st Avenue as north-south route and an additional route at Riverside Parkway, which would cross the Columbia Slough and the Union Pacific Railroad, is required to support appropriate use of these lands. The capacity of the Sandy Boulevard/NE 181st Avenue intersection is limited and Sandy Boulevard itself requires upgrades to serve full development in this area.

The Banfield Corporate Park area south of I-84 and east of NE 181st Avenue has sub-standard streets and lacks critical internal street connections. These conditions seriously inhibit the development and redevelopment of this area.

NE 181st Avenue itself is inadequate in capacity between Halsey and Sandy and the existing rail crossing requires upgrading. Intersections of NE 181st Avenue with I-84, Halsey, Glisan and Burnside lack capacity to serve future needs.

The portion of the Area within the Rockwood Triangle lacks internal street connections – existing platted streets do not exist, are discontinuous or fail to meet city standards. Both pedestrian and vehicular connections to the Triangle from north of Burnside, south of Stark and west of NE 181st Avenue are inadequate and unsafe.

The segments of Burnside and Stark within the Area require major upgrades to allow safe and convenient pedestrian circulation.

In addition to an inadequate street system, existing transit facilities do not support optimum use of the Area's bus and light rail routes. For bus service along 181st and within the Banfield Corporate Park, the lack of shelters, pedestrian connections, and lighting inhibit ridership. Future development in this area would benefit dramatically from transit service for employees that was supported with adequate facilities.

The existing MAX line as it extends through the Area was developed with a suburban standard for the trackage, using gravel instead of hardscape between and adjacent to the tracks. Pedestrian crossings are inconvenient and unsafe, and the character of the line does not contribute to a positive development environment.

3. Public Facilities

The Area lacks public facilities that are critical to its future well being. In particular, needs identified by the community are discussed below.

a) Parks and Open Space

There is a severe deficiency of parks and open space in the Rockwood-West Gresham community and, in particular, within the Area.

Gresham's Capital Improvement Plan for the Central Rockwood and the Downtown Focus Area Plans (1999) shows a need for four projects that would result in the acquisition and development of five neighborhood parks totaling 5.5 acres and 2 urban plazas, totaling 2.5 acres. It also proposes improvements to the Pat Pfeifer Barrier-Free Park and the Nadaka Open Space.

The CIP also identifies the lack of trails facilities to connect the Area to the regional trail system.

b) Public Safety Facility.

The Area is characterized by high crime rates and it has been a goal of the City of Gresham to increase the police presence in the Area, especially in the vicinity of the Rockwood Town Center. A police station or similar facility would serve to address the actual crime rate and would, in addition, create a more positive perception of safety in the Area. These are critical factors for attracting investment in the Area.

c) Community Center

Community members have identified the lack of a community center with public meeting space, other social and recreational facilities and related uses as contributing to the decline of the Area. Currently there are few and poorly equipped meeting spaces available to the public, and community events lack appropriate venues. Investment in the Area has suffered because the community lacks cohesiveness and the sense of identity that supports local businesses.

d) Off Street Parking

Parts of the Area are within land use districts (Rockwood Town Center, Station Center and Station Center RJ) that require no minimum on-site parking for commercial uses and only 2.0 or 1.5 spaces per residential unit. These areas depend on on-street parking which will be inadequate as development intensifies. Public shared parking facilities will be the most

feasible way of supporting development at the intensity required or encouraged by the development standards in these land use districts.

4. Lot Sizes

Much of the land within commercial and mixed use land use districts (in particular the Rockwood Town Center, Corridor Mixed Use and Corridor Multi-Family) is contained in lots which are too small to feasibly accommodate the types of development projects that are required and encouraged in those land use districts. Within the RTC, many of the lots were platted for single family residential. Other lots, in particular those facing Burnside are narrow and cannot accommodate the intensive mixed use development required. Along NE 181st Avenue, many of the parcels zoned CMU and along Burnside, many of the parcels zoned CMF are also narrow in their frontage and are not configured in a way to promote feasible mixed use or multifamily development.

Table 4 below shows the percentage of lots within the RTC, CMU and CMF zones that are less than 10,000 square feet in size.

Table 4: Lot Size Comparison for Select Commercial Zoning Districts					
Zoning District	Total Parcels	Parcels with Lot Size < 10,000 SF		Parcels with Lot Size 10,000 SF and up	
		Parcels	% of Total	Parcels	% of Total
Corridor Mixed Use	38	5	13.2%	33	86.8%
Corridor Multifamily	98	36	36.7%	62	63.3%
Rockwood Town Center	277	122	44.0%	155	56.0%
TOTAL:	413	163	39.5%	250	60.5%
Source: 2002-03 Gresham Parcel Database					

B. Economic Conditions

Though all economic conditions – including employment rates and wages and income - affect the Area, the most relevant factor for the purposes of urban renewal is the economic condition of real estate investment as reflected in property values. In reality, the Area has been characterized by *disinvestment* in real estate development. This has resulted in fewer employment opportunities and deteriorating housing within the Area and affected property tax revenues to the overlapping taxing districts.

A reliable measure of the condition of real estate investment is the relationship of a property’s improvement value (the value of buildings and other improvements to the property) to its land value. This measure is called the “Improvement to Land Ratio” or “I:L”. It is commonly used to characterize the intensity of development, or lack thereof, in urban renewal areas.

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 a commercial property in a zone that allows intensive development, such as the Rockwood Town Center zone, an I:L of under 4.0 would indicate underdevelopment in many cases.

Table 5 below shows the average I:L's for the different zones.

Table 5: Average Improvement to Land Values (2003)*	
Zoning Districts	Average Improvement to Land Value
Corridor Development Districts	
Community Commercial	1.61
Corridor Mixed Use	1.97
Corridor Multifamily	2.76
Moderate Commercial	1.38
Rockwood Town Center	2.07
Station Centers	2.33
Station Center Ruby Junction Overlay	3.41
Industrial Development Districts	
Business Park	0.15
Light Industrial	2.26
Heavy Industrial	2.14
Residential Development District	
Transit Low Density Residential	2.04
Source: 2002-03 Gresham Parcel Database	

With the exception of Transit Low Density Residential, the land use districts within the Area encourage intensive development. (Even TLDR allows for attached single family residential development at 20 units per acre.) In particular, the Rockwood Town Center district allows high density residential development and very high intensity commercial development. I:L ratios for new development or substantial rehab in industrial, commercial and mixed use land use districts would be characterized by an I:L of at least 5.0 even if development were not very intense.

C. Social Conditions

To provide an accurate analysis and comparison of social conditions within the Rockwood-West Gresham Urban Renewal Area and the City of Gresham, this section highlights key demographic data and trends extracted from the 1990 and 2000 U.S. Census and Gresham's 2002 Parcel Database. For census data analysis, Multnomah County, Oregon block group data was used.

Analysis of the Rockwood-West Gresham Urban Renewal Area in 1990 is based on the following 1990 Census block groups:

- 96.01 – BG 1, 2
- 96.02 – BG 1, 2, 3
- 98.01 – BG 1

Analysis of the Rockwood-West Gresham Urban Renewal Area in 2000 is based on the following 2000 Census block groups:

- 96.03 – BG 1
- 96.04 – BG 1, 2
- 96.05 – BG 1, 2
- 96.06 – BG 1, 2
- 98.01 – BG 1, 2

These block groups approximate the Area but not precisely. For that reason, the data specific to these block groups are labeled as describing “Rockwood-West Gresham” as opposed to the “Area”.

Finally, it should be noted that the analysis of social conditions does not factor in the northernmost portion of the Rockwood-West Gresham Urban Renewal Area (north of I-84) that consists primarily of industrial lands. The residential population in and around the area’s industrial development districts is quite small.

1. Population and Housing

City of Gresham

According to the Bureau of the Census, the total population of the City of Gresham was reported at 90,158 persons in 2000, up 30.9% from 68,235 persons in 1990. Gresham’s population was fairly evenly divided by sex, with 44,191 males and 45,967 females.

Rockwood-West Gresham : Census 2000 block-group data shows an estimated 20,175 residents, or 22.4% of the City of Gresham’s total population, for Rockwood-West Gresham . Table 6 below, “Population by Age and Sex (2000),” shows the age and sex distribution of residents in the Rockwood-West Gresham as compared to the city as a whole. Similar to citywide totals, males and females in the area were evenly distributed at 10,172 and 10,003 respectively.

Table 6: Population by Age and Sex (2000)

Population by Age and Sex	Gresham	Rockwood-West Gresham	URA % of Gresham Total
Total:	90,158	20,175	22.4%
Male:	44,191	10,172	23.0%
Under 18 years	12,644	2,945	23.3%
18 years and over	31,547	7,227	22.9%
Female:	45,967	10,003	21.8%
Under 18 years	12,036	2,712	22.5%
18 years and over	33,931	7,291	21.5%

Source: Census 2000, SF 3 - Sample Data

In 2000, there were 33,327 households in the City, with an average household size of 2.67. As presented in Table 7, “Change in Occupancy Status, Gresham 1990 to 2000,” a total of 35,306 housing units were reported for the City in 2000, up 8,328 units (30.9%) from 1990. The owner occupancy rate decreased slightly (-3.7%) between 1990 and 2000 while renter occupancy increased by 3.7%. By 2000, 54.7% of occupied housing units were owner occupied and 45.3% were renter occupied.

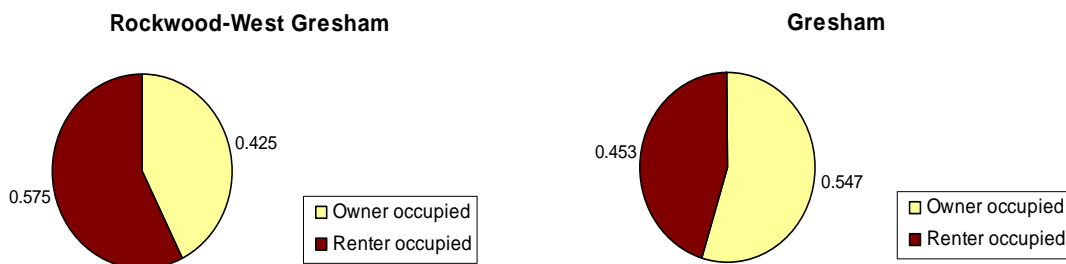
Table 7: Change in Occupancy Status				
Gresham 1990 to 2000				
	1990	2000	Change	% Change
Total housing units	26,978	35,306	8,328	30.9
Occupied units	25,705	33,298	7,593	29.5
owners	15,000	18,216	3,216	21.4
renters	10,705	15,082	4,377	40.9
Vacant units	1,273	2,008	735	57.4
% Owner occupied	58.4	54.7	-3.7	
% Renter occupied	41.6	45.3	3.7	
1990 and 2000 Census, SF 3 - Sample Data				

Rockwood-West Gresham: At 2.83 persons per household, in 2000 the average household size for Rockwood-West Gresham was slightly higher than the citywide average of 2.67. As shown in Table 8, “Change in Occupancy Status, Rockwood-West Gresham 1990 to 2000,” a total of 7,600 housing units was reported for Rockwood-West Gresham in 2000, up 492 units (6.9%) from 1990.

Table 8: Change in Occupancy Status					
Rockwood-West Gresham 1990 to 2000					
	1990	2000	Change	% Change	% of Gresham Total Change
Total housing units	7,108	7,600	492	6.9	5.9
Occupied units	6,775	7,067	292	4.3	3.8
owners	2,992	3,006	14	0.5	2.3
renters	3,783	4,061	278	7.3	17.8
Vacant units	333	533	200	60.1	27.2
% Owner occupied	44.2	42.5	-1.7		
% Renter occupied	55.8	57.5	1.7		
1990 and 2000 Census, SF 3 - Sample Data					

Between 1990 and 2000, the total number of occupied housing units in Rockwood-West Gresham increased by 4.3%, significantly less than the citywide increase of 29.5%. Of the area's 7,067 occupied housing units, 3,006 were owner occupied units and 4,061 were renter occupied in 2000. As shown in Figure 1, "Tenure (2000)," Rockwood-West Gresham has a significantly higher percentage (57.5%) of renter occupied units than the City. This points to the need for greater opportunities for affordable home ownership for Rockwood-West Gresham residents.

Figure 1: Tenure (2000)



Source: Census 2000, SF 3 – Sample Data

With respect to race, as presented in Table 9, "Race Characteristics, Gresham 2000," the majority of Gresham's residents are white (81.9%). The City's non-white population is fairly evenly distributed. Among non-whites, Asians and Black or African Americans showed the highest representation at 2.8% and 1.8% respectively. Five percent of the City's non-white population is of two or more races.

Table 9: Race Characteristics		
Gresham 2000		
Race	Gresham Total	% of Gresham Total
Total:	90,158	100.0
White alone	73,865	81.9
Black or African American alone	1,621	1.8
American Indian and Alaska Native alone	829	0.9
Asian alone	2,548	2.8
Native Hawaiian and Other Pacific Islander alone	339	0.4
Some other race alone	6,433	7.1
Total non-white alone:	11,770	13.0
Two or more races:	4,523	5.0
Total non-white:	16,293	18.1
Source: Census 2000, SF 3 - Sample Data		

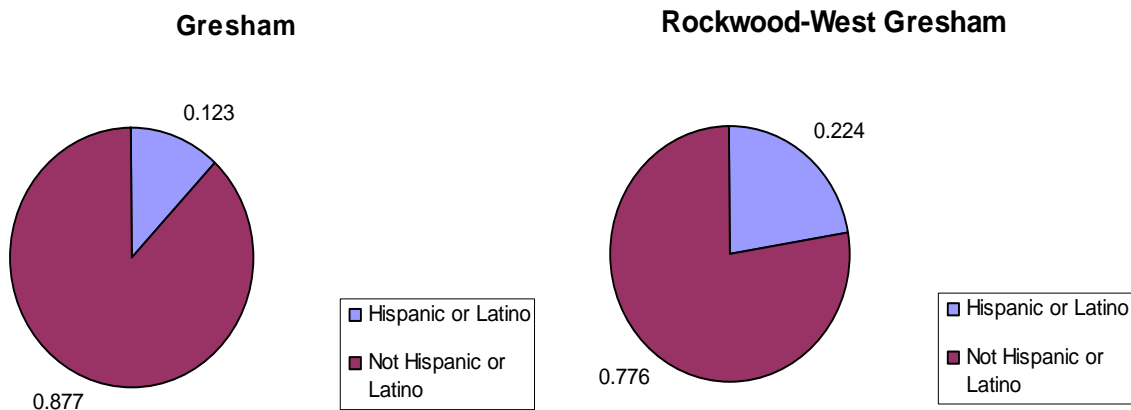
Rockwood-West Gresham : As illustrated in Table 10, “Race Characteristics, Rockwood-West Gresham 2000,” the percent of non-whites living in the Urban Renewal Area (27.7%) exceeds the City’s non-white population. Further, Rockwood-West Gresham is home to a disproportionately high percentage (34.4%) of the City’s total non-white population.

Table 10: Race Characteristics			
Rockwood-West Gresham 2000			
Race	Rockwood-West Gresham URA	% of URA Total	% of Gresham Total
Total:	20,175	100.0	22.4
White alone	14,582	72.3	19.7
Black or African American alone	795	3.9	49.0
American Indian and Alaska Native alone	188	0.9	22.7
Asian alone	625	3.1	24.5
Native Hawaiian and Other Pacific Islander alone	9	0.0	2.7
Some other race alone	2,589	12.8	40.2
Total non-white alone:	4,206	20.7	35.7
Two or more races:	1,387	6.9	30.7
Total non-white:	5,593	27.6	34.3
Source: Census 2000, SF 3 - Sample Data			

According to the 1990 Census, an estimated 2,069 persons, or 3 percent of Gresham’s total population, were of Hispanic or Latino origin. Between 1990 and 2000, the City’s Hispanic or Latino population increased markedly by 437%.

Rockwood-West Gresham: In 1990, an estimated 708 persons or 4.1% of the Rockwood-West Gresham’s total population were of Hispanic or Latino origin. Between 1990 and 2000, the area’s Hispanic or Latino population increased by 539%, exceeding the citywide growth rate. By the year 2000, 4,526 persons or 22.4% of Rockwood-West Gresham’s total population was Hispanic or Latino—nearly double the citywide share of 12.3% (see Figure 2 below).

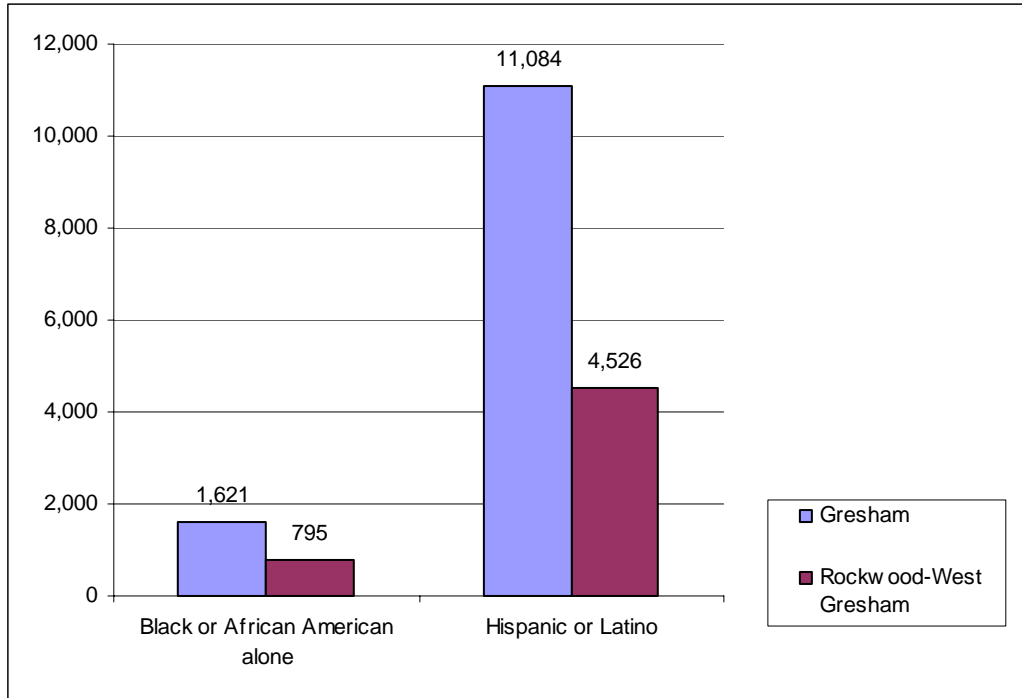
Figure 2: Hispanic or Latino Population (2000)



Source: Census 2000, SF 3 – Sample Data

A disproportionate share of the City’s Black or African American population also resides in Rockwood-West Gresham. In 2000, 795 persons or 49% of Gresham’s Black or African American population lived in the Urban Renewal Area, as shown in Figure 3, “Hispanic or Latino and Black or African American Population (2000).”

Figure 3: Hispanic or Latino and Black or African American Population (2000)



Source: Census 2000, SF 3 – Sample Data

2. Income and Poverty

The median household income reported for Gresham in 1999 was \$43,442. Within Rockwood-West Gresham, however, the median household income was 17.9% lower at \$36,850. This helps explain Rockwood-West Gresham’s lower homeownership rate and points to the need for enhanced educational and employment opportunities targeting Rockwood-West Gresham residents. Table 11, “Poverty Status in 1999 by Age, Gresham,” reveals that 11,112 persons or 12.5% of Gresham’s residents lived below the poverty level in 1999.

Table 11: Poverty Status in 1999 by Age		
Gresham		
Poverty Data	Gresham Total	% of Gresham Total
Total Persons*	88,748	100.0
Income in 1999 Below Poverty Level:	11,112	12.5
Under 18 years	4,261	4.8
18 years and over	6,851	7.7
Income in 1999 At or Above Poverty Level:	77,636	87.5
Under 18 years	19,716	22.2
18 years and over	57,920	65.3
Source: Census 2000, SF 3 - Sample Data		
*Note: Refers to total persons for whom poverty status data was collected		

Rockwood-West Gresham: At 21.4%, the percentage of persons living below poverty in Rockwood-West Gresham was nearly twice that of the City, as shown in Table 12, “Poverty Status in 1999 by Age, Rockwood-West Gresham.” Moreover, of Gresham residents living below poverty in 1999, 38.4% had a primary residence in Rockwood-West Gresham. Thus, a disproportionately high share of the total number of persons living below poverty in Gresham in 1999 lived in Rockwood-West Gresham. The likelihood that a Rockwood-West Gresham resident lived below poverty in 1999 was over three times that of the average Gresham resident.

Table 12: Poverty Status in 1999 by Age			
Rockwood-West Gresham			
Poverty Data	Rockwood-West Gresham	% of URA Total	% of Gresham Total
Total Persons*	19,900	100.0	22.4
Income in 1999 Below Poverty Level:	4,264	21.4	38.4
Under 18 years	1,758	8.8	41.3
18 years and over	2,506	12.6	36.6
Income in 1999 At or Above Poverty Level:	15,636	78.6	20.1
Under 18 years	3,757	18.9	19.1
18 years and over	11,879	59.7	20.5
Source: Census 2000, SF 3 - Sample Data			
*Note: Refers to total persons for whom poverty status data was collected			

3. Employment

Of Gresham’s total population 16 years and over, 79.7% were in the labor force in 2000. The unemployment rate for persons in the civilian labor force was

relatively low at 4.4 percent, as illustrated in Table 13, “Employment Status, Persons 16 years and over, Gresham 2000.”

Table 13: Employment Status, Persons 16 years and over		
Gresham 2000		
Employment Status	Gresham	% of Total
Persons, 16 years and over	67,974	100.0
In labor force:	54,181	79.7
Armed Forces	56	1.0
Civilian labor force	47,044	69.2
Employed	44,024	64.8
Unemployed	3,020	4.4
Not in labor force	20,874	30.7
Source: Census 2000, SF 3 - Sample Data		

Rockwood-West Gresham: In 2000, 10,168 persons or 67.7% of Rockwood-West Gresham’s population 16 years and over was in the labor force. At 5.7%, the unemployment rate for Rockwood-West Gresham’s civilian labor force was higher than the City’s 4.4% unemployment rate.

Further, as presented below in Table 14, “Employment Status, Persons 16 years and over, Rockwood-West Gresham 2000,” 28.5% of the City’s total unemployed population 16 years and over has a primary residence in the area. However, only 22.1% of the City’s total population 16 years and over lives in Rockwood-West Gresham. This demonstrates a disproportionately high level of unemployment in the Rockwood-West Gresham.

Table 14: Employment Status, Persons 16 years and over			
Rockwood-West Gresham 2000			
Employment Status	Rockwood-West Gresham	% of URA Total	% of Gresham Total
Persons, 16 years and over	15,010	100.0	22.1
In labor force:	10,168	67.7	18.8
Armed forces	7	0.0	12.5
Civilian labor force	10,161	67.7	21.6
Employed	9,300	62.0	21.1
Unemployed	861	5.7	28.5
Not in labor force	4,842	32.3	23.3
Source: Census 2000, SF 3 - Sample Data			

D.

Fiscal Impact on Municipal Services

Development within the Area will be governed by the Gresham Community Development Plan, which addresses the provision of public facilities and services to serve the development allowed under the Gresham Development Code. Increases in service demands should be limited to those anticipated under the Gresham Community Development Plan. Fiscal impacts on the revenues of overlapping taxing districts, which provide municipal services, are discussed in Section IX.

III. REASON FOR SELECTION OF URBAN RENEWAL AREA

The Area was selected for urban renewal because the existing physical and economic conditions as documented in Section II constitute blight, as defined in ORS 457. In particular, such conditions include the underdevelopment of land within the Area, as shown in the I:L analysis, and a street and utility system that is inadequate to serve the development called for in the Area under the Gresham Community Development Plan.

IV. ASSESSED VALUE AND LAND AREA LIMITS

Under state law, the total assessed value of the Area cannot exceed 15% of that of the City of Gresham and the total acreage of the Area similarly cannot exceed 15% of that of the City. The Area's 1211.61 acres represent 8.5% of the City's total area of 14,330.7 acres. The assessed value of the Area is estimated to be \$397,741,607, or 7.8% of the City's total assessed value of \$5,081,352,370.

V. RELATIONSHIP BETWEEN URBAN RENEWAL PROJECTS AND EXISTING CONDITIONS

Table 15 below describes the relationship between the urban renewal projects authorized by the Plan and the existing conditions within the Area, as described in Section II of the Report.

Table 15. Relationship of Projects to Existing Conditions in the URA

PROJECT	RELATIONSHIP TO EXISTING CONDITIONS
Streets and Streetscape	The street and streetscape projects will alleviate the lack of access to industrial properties, the inadequate capacities of streets and intersections, the lack of connectivity within commercial and mixed use areas and the unsafe and inconvenient pedestrian, bicycle and transit facilities.
Utilities	Utility improvements will alleviate the lack of utilities, including sanitary sewer, water and storm water management to serve industrial areas and undersized and otherwise inadequate facilities in commercial, mixed use and residential parts of the Area.

Parks and Plazas	Parks and plaza improvements will alleviate the lack of such facilities to serve the population of the Area and to enhance the environment for development.
Off Street Parking Facilities	Off street parking facilities will address the lack of such facilities in the parts of the Area zoned Rockwood Town Center, Station Center and Station Center (RJ).
Transit Improvements	Transit improvements will alleviate the lack of shelters and safe, well lighted areas for riders of buses and other transit other than light rail. Improvements to the MAX tracks will promote a better environment for urban development and create safe and convenient pedestrian crossings.
Assistance to Property and/or Business Owners	Grants and loans to property owners and business owners will address the underdevelopment of the Area and reverse the trends of disinvestment by making conservation, rehabilitation, development and redevelopment more financially feasible. Technical assistance to property and/or business owners will reduce the costs and risks of investment within the Area and thereby similarly address its underdevelopment.
Buying, Receiving and Selling, Leasing or Otherwise Conveying Property	Land transactions will address the underdevelopment of the Area by enabling the assembly of sites of appropriate size for development and by providing land at prices that reflect the value of the land for uses which meet the objectives of the Plan.
Public Facilities	The development of public facilities for public safety, recreational and social purposes will alleviate the lack of such facilities in the Area which contributes to the poor environment for development.

VI. ESTIMATED PROJECT COSTS AND REVENUES

This section of the Report summarizes estimated project costs and estimated revenues to be applied to those costs.

A. Project Costs

Anticipated total project costs, including inflation are shown in Table 16 below. They include capital outlays, personal services, materials and services (e.g. consultants) and reimbursement to the City of Gresham for planning and administration costs incurred in the preparation and administration of the Plan. Total urban renewal project costs are higher than the maximum indebtedness because project revenues include program income such as interest earnings and loan repayments.

Table 16. Project Costs

Project Costs	Urban Renewal Share	Other Funds (Developer Improvements, Other Public Funds)	Total Cost
Personal Services	5,139,957	0	5,139,957
Materials and Services	5,058,757	0	5,058,757
Bond Issuance Costs	1,994,296		
Reimbursement to City for Planning Costs	900,000	0	900,000
Capital Outlay			
Street and Streetscape Improvements	30,000,000	20,000,000	50,000,000
Utilities	8,750,000	4,700,000	13,450,000
Parks, Trails and Plazas	7,500,000	0	7,500,000
Off Street Parking	5,910,000	0	5,910,000
Transit Improvements	875,000	400,000	1,275,000
Grants and Loans	14,740,000	0	14,740,000
Land Acquisition	2,500,000	0	2,500,000
Relocation	1,000,000	0	1,000,000
Public Facilities	9,400,000	4,700,000	14,100,000
Total Capital Outlay	80,675,000	29,800,000	110,475,000
Contingency	8,067,500	2,980,000	11,047,500
Total Expenditures	101,835,510	32,780,000	132,621,214

B. Project Revenues

Anticipated project revenues for the urban renewal share of the project costs shown above will consist of the proceeds of long term and short term tax increment bonds, interest on balances in the project fund and repayment of loans issued under the Plan.

Table 17. Project Revenues

Project Revenues	
Beginning Balance	
Long Term Bond Proceeds	61,380,684
Short Term Bond Proceeds	30,575,000
Program Income	
Loan Repayments	5,615,903
Land Sales	2,500,000
Interest Earnings	1,773,537
Less Ending Balance	-9,613
Total	101,835,510

VII. ANTICIPATED PROJECT SCHEDULE

Schedules for the projects are given below in terms of the fiscal years ending June 30.

Personal Services	FY 2005 – 2023
Materials and Services	FY 2005 – 2023
Reimbursement to City for Planning Costs	FY 2005 – 2015
Street and Streetscape Improvements	FY 2005 – 2015
Utilities	FY 2007 – 2015
Parks, Trails and Plazas	FY 2007 – 2016
Off Street Parking	FY 2009 – 2018
Transit Improvements	FY 2009 – 2015
Grants and Loans	FY 2005 – 2023
Land Acquisition	FY 2011 – 2019
Relocation	FY 2009 – 2019
Public Facilities	FY 2007 – FY 2020

VIII. TAX INCREMENT FUNDS REQUIRED AND ANTICIPATED DATE OF RETIREMENT OF INDEBTEDNESS

A total of \$119,792,568 in tax increment funds will be required to support principal and interest payments on the maximum indebtedness of \$92,000,000. The anticipated date of retirement of indebtedness is June 30, 2023.

IX. FINANCIAL ANALYSIS OF PLAN

The financial analysis of the Plan consists of an analysis of anticipated tax increment revenues and an analysis of the indebtedness capacity of those revenues showing that (1) the anticipated tax increment revenues are based on reasonable projections of new development and appreciation in existing property values and (2) the projected tax increment revenues support payments of principal and interest on the maximum indebtedness to be issued under the Plan.

A. Anticipated Tax Increment Revenues

Tax increment revenues are the annual revenues produced by the application of the consolidated billing rate to the growth in assessed value in the Area over the amount certified by the Assessor as the certified base. The consolidated billing rate will not include tax rates calculated for local option levies or bond levies approved by voters

after October 6, 2001, but does include rates calculated for bonds or local option levies in effect that were approved prior to October 6, 2001.

The projected growth in assessed value is a result of increases in the assessed value of existing property (limited to a maximum of 3% per year) and the increases in assessed value that are “excepted” from the 3% limit, including the value of new development or rehabilitation, subdivision and rezoning and use of property in under new zoning. These latter values are called “exception values.”

Table A1 in Appendix A shows the projected consolidated billing rates, projected incremental assessed value and the resulting projected tax increment revenues. Projected billing rates were based on the continuance of permanent rates and the calculation of bond rates based on published debt service schedules. Though tax increment revenues are subject to Measure 5 “compression” – that is no tax payer can pay more than \$10.00 per \$1,000 of real market value for general government taxes, including tax increment revenues, projections indicate that no compression losses would result from the projected growth within the Area.

The exception values were projected based on an analysis of vacant and redevelopable property within each land use district in the Area, projections of how much of that property would develop or redevelop (the “absorption” rate), the value in 2002 dollars of the projected development and the projected relationship between real market values and assessed values. Absorption rates were projected based on a reasonable assessment of future economic conditions given the public investments to be made under the Plan. For example, absorption of industrial lands was projected at a higher rate than absorption of commercial and mixed use lands, reflecting the shortage of serviced industrial land in the region. Exception values were inflated at 3% annually to calculate the yearly assessed value increases. Existing property was projected to increase in value at a rate of 2.25%, reflecting the fact that many types of property do not automatically increase 3% in assessed value each year.

B. Anticipated Bonding Capacity

Table A2 in Appendix A shows the annual stream of tax increment revenues and how they are used to support debt service payments on long and short term bonds. The par amount of the bonds was calculated based on an annual interest rate of 5.0% and the duration of the bonds were established so that no bonded indebtedness extended beyond June 30, 2023.

C. Conclusion

The annual tax increment revenues shown in Table A2 in Appendix A are sufficient to support payments of principal and interest on indebtedness of \$92,000,000. The \$92,000,000 in proceeds of indebtedness, along with other sources of revenues for the Plan and other sources of revenue for projects authorized by the Plan are sufficient to cover the projected project costs.

X. FISCAL IMPACTS OF TAX INCREMENT FINANCING

Tax increment financing impacts taxing districts that levy taxes within the Area (“overlapping taxing districts”). While tax increment financing is in use, overlapping taxing districts forego additional revenues. After the tax increment financing is terminated, overlapping taxing districts gain additional revenues. These impacts are discussed below.

A. During the Use of Tax Increment Financing

Fiscal impacts of tax increment financing on overlapping taxing districts result from the fact that taxes equal to the amount of taxes generated by growth in assessed value within the Area are allocated to the Commission, and not to the taxing districts. Though it could be argued that the fiscal impact each year equals the taxes lost on the full growth within the Area, it is reasonable to conclude that the impacts equal only those taxes lost on growth that would have occurred with no urban renewal investment. The growth that would occur without urban renewal can be reasonably projected to be substantially less than the growth that is projected to occur with the Plan.

Table A3 in Appendix A shows the annual impacts to overlapping taxing districts. It includes the assumptions about how much growth in assessed value would occur without the Plan. Appreciation in existing property is projected at 2% per year, rather than the 2.25% projected with the Plan. Each year a percentage (lower than 100%) of the projected exception value with the Plan is projected to occur if the Plan were not in place.

In the earlier years, the percentage is high, reflecting that most growth that does occur in early years of the Plan cannot be attributed to the influence of the Plan. Over time this percentage drops, as the level and importance of the urban renewal investments increase.

The table below shows the present value (value in 2002 dollars) of the revenues foregone by each taxing district from FY 04/05 through FY 22/23.

Present Value (2002\$) of Revenues Foregone, FY's 05-23	
Port of Portland Permanent	159,281
City of Gresham Permanent	8,209,240
Metro Permanent	219,495
Multnomah County Permanent	9,869,084
Rockwood PUD Permanent	206,325
Multco ESD Permanent	1,039,760
Mt. Hood Permanent	1,041,123
Under Current Law, Revenues for K-12 School Districts Are Not Directly Affected	
Reynolds SD Permanent	10,018,251
Centennial SD Permanent	129,374

B. After Termination of Tax Increment Financing

After the termination of tax increment financing, the taxes on all of the growth in assessed value over the certified base are allocated to the taxing districts, as opposed to the urban renewal agency. The fiscal impacts at this point in time become positive – the revenues resulting from growth in the Area that would not have occurred without urban renewal.

Table A4 in Appendix A shows the annual revenues gained from FY 23/24 through FY 38/39. Over this period of time the present value of the revenues gained will exceed the present value of the revenues foregone during the use of tax increment financing.

The table below shows the present value of the gains in revenue that accrue to each taxing district from FY 23/24 through FY 38/39.

Present Value	
Revenues Gained FY's 24-39	
Port of Portland Permanent	164,748
City of Gresham	8,490,966
Metro Permanent	227,027
Multnomah County	10,207,773
Rockwood PUD	227,027
Multco ESD Permanent	1,075,442
Mt. Hood Permanent	1,076,853

XI. RELOCATION REPORT

The Plan does not authorize use of eminent domain by the Commission. Because the Commission will not be using the power of eminent domain to condemn property, no persons or businesses will be “displaced” as defined under Oregon law and no relocation obligations will be incurred. No relocation report is therefore provided in the Report.