

# Wilsonville Town Center Urban Renewal Feasibility Study



**TIBERIUS**  
SOLUTIONS



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Dear Chris and Matt:

The Wilsonville Town Center Urban Renewal Feasibility Study is attached. The study was completed by Elaine Howard Consulting, LLC and Tiberius Solutions LLC. It shows that a new urban renewal area could be adopted and comply with both the statutory acreage and assessed value limitations. It identifies blighting conditions that will allow for formation of an urban renewal area. It identifies the potential amount of tax increment revenues that could be received and the resulting dollars available for projects in the urban renewal area over an approximate 30-year duration.

Thank you to your staff who helped to provide the information for this study and to the Wilsonville Urban Renewal Task Force members who guided this study. The teamwork by these participants is a true example of providing valuable information and gaining meaningful input.

The next steps to consider, should the city council decide to proceed, are identified in the study.

Sincerely,

A handwritten signature in blue ink that reads 'Elaine Howard'.

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## SUMMARY

### Background

The City of Wilsonville (City) adopted the Wilsonville Town Center Plan (Town Center Plan) in 2019 after a robust, two-year public engagement process. The Town Center Plan, both a visionary document and an actionable development master plan, calls for the transformation of a roughly 150-acre commercial district, with shopping, restaurants, services, educational institutions, parks, civic uses, and multifamily housing, into a vibrant mixed-use district with a decidedly urban flavor.

To support this redevelopment plan, significant infrastructure investments are required. In 2022, the City adopted the Town Center Infrastructure Funding Plan (Infrastructure Funding Plan), which uses the land use assumptions and redevelopment scenarios from the Town Center Plan to identify and assess costs and funding options for critical transportation and infrastructure projects identified in the Town Center Plan.

The Town Center Plan, Infrastructure Funding Plan, and the 2022 Urban Renewal Strategic Plan recommend the City explore and assess the feasibility of urban renewal as a public finance tool to help fund the transportation and infrastructure projects in the Town Center Plan, in addition to other programs to support businesses and property owners through the transition and transformation of the area.

The City of Wilsonville conducted a Town Center Urban Renewal Feasibility Study (Feasibility Study) to determine whether urban renewal is a tool that could effectively be used to help implement the Town Center Plan. Through the Town Center Plan engagement process, community members created a strong vision for the Town Center. They expressed their desire for a dynamic, thriving community hub with walkable and engaging public spaces, great parks and destinations, places and spaces that connect people to one another and the environment, and year-round activities.

The Feasibility Study Scope of Work was to:

- Assess existing conditions and blight
- Identify projects and programs
- Determine the study area boundary and that it meets the limitations imposed under ORS 457 on citywide acreage and assessed value within an urban renewal area
- Conduct a financial analysis of the feasibility of urban renewal in the study area
- Evaluate impacts to overlapping taxing districts
- Address the political feasibility and other considerations

The Feasibility Study was guided by the Wilsonville Urban Renewal Task Force (Task Force), comprised of taxing districts, business representatives, and community members, and chaired by Council President Kristin Akervall. The Task Force met five times to review the Town Center Plan, proposed Feasibility Study boundary, financial capacity analysis, blight findings, proposed projects, project costs, allocations/sharing of those costs, forecasted impacts on

taxing districts, communications and draft ballot language for an advisory vote on the May 2024 ballot, and potential next steps. Their robust input considered the pros and cons of all aspects of the Feasibility Study.

The Feasibility Study provides the City of Wilsonville with baseline data to understand the financial capacity of a new urban renewal area to help fund improvements to implement the Town Center Plan. The analysis assumes all debt would be paid off over an approximate 30-year time period. These assumptions were informed by conversations with City staff and input from the Task Force.

Wilsonville staff worked closely with the consultant team to identify development potential within the proposed Town Center Area (Area) boundary based on land use type, product types, and anticipated density, detailed in Appendix A. The Area is estimated to generate \$211.4 million of cumulative net tax increment finance revenue, which could support a maximum indebtedness of \$181.0 million, equivalent to \$101.1 million in capacity for projects, adjusted for inflation and presented in constant 2023 dollars. Exhibit 13 shows the capacity analysis over five-year increments.

### **Implications and Next Steps**

The results of the feasibility study have the following key implications:

- Tax Increment Financing established as a financing tool through the use of urban renewal could generate significant financial capacity for the City to use in the Town Center Area.
- Tax Increment Financing should be paired with other funding sources to lessen the burden on the taxing jurisdictions.

If the City decides to move forward with an urban renewal plan, it would lead to the following next steps:

- Determine whether to put the question to the voters in the May 2024 election.
- Prepare the required Urban Renewal Plan and Report
- If approved by the voters:
  - Present the draft Urban Renewal Plan to the Task Force
  - Present the draft Urban Renewal plan to the Agency
  - If approved by the Agency, conduct outreach to affected taxing districts
  - Keep the public informed of the status of the Plan
  - Conduct the formal public review process of urban renewal plans including review by the planning commission, consult and confer with the impacted taxing districts and a public hearing and vote by the City Council

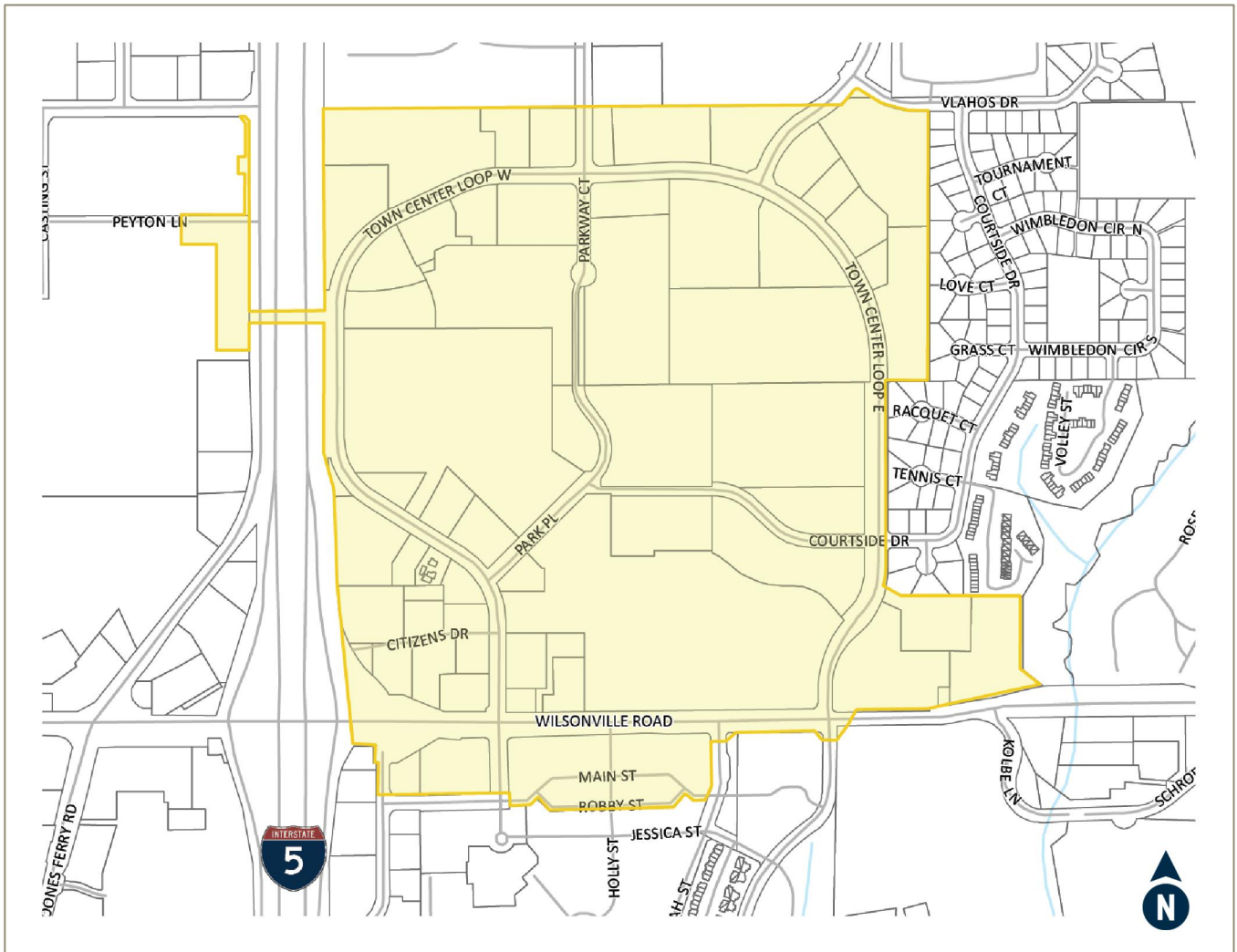
Appendix B provides a summary of how tax increment financing works.



## AREA BOUNDARY

The City of Wilsonville defined the feasibility study area boundary, shown in Exhibit 1. It covers the area defined in the Wilsonville Town Center Plan, plus properties to the south of Wilsonville Road to allow for a new intersection and improvements to three existing intersections on Wilsonville Road, plus portions of properties to the west of I-5 to allow for the landing of the I-5 pedestrian and bicycle overpass. It encompasses 171 acres including 146.45 acres in tax lots and includes a projected \$194,239,498 in assessed value for fiscal year end (FYE) 2024 using FYE 2023 data from the Clackamas County Assessor.

**Exhibit 1. Town Center Urban Renewal Feasibility Study Boundary**



Source: City of Wilsonville

ORS 457 limits the total amount of assessed value and acreage that can be included in urban renewal districts. In a city the size of Wilsonville, this limit is 25% of the City's acreage and 25% of the City's assessed value. This potential Area and the existing Wilsonville urban renewal areas do not exceed the assessed value and acreage statutory authority for urban renewal in Wilsonville, as shown in

Exhibit 2.

**Exhibit 2. Statutory Limitation on Assessed Value and Acreage**

	<b>Acres</b>
A. City of Wilsonville	4,956
B. Existing URAs	
West Side (set to close in FYE 2025)	411
Coffee Creek	258
Twist Bioscience WIN Zone	4.4
Total	673
C. Proposed Town Center Area	171.5
<b>Percent of City AV = (B+C)/A</b>	<b>17.04%</b>
<i>Remaining Capacity</i>	394.5

	<b>Assessed Value</b>
A. City of Wilsonville	\$4,166,774,082
B. Excess Value, Existing URAs	\$908,866,116
C. Frozen Base, Existing URAs	
West Side	\$18,017,272
Coffee Creek	\$83,801,230
Twist Bioscience WIN Zone	\$3,661,005
Total	\$105,479,507
D. Proposed Town Center Area	\$194,239,498
<b>Percent of City AV = (C+D)/(A-B)</b>	<b>9.20%</b>

Sources:

URA Acreage and Assessed Value: Tiberius Solutions using data from Clackamas County Assessor, FYE 2023

City Acreage and Assessed Value: City of Wilsonville and Clackamas County Assessor SAL 4a, FYE 2023



## EXISTING CONDITIONS ASSESSMENT OF BLIGHT

### Statutory Blight Findings

ORS 457.010 defines blight and states that “a blighted area is characterized by the existence of one or more of the following conditions”. The blight conditions that exist in the Area include: the existence of structures that exhibit obsolescence, deterioration, dilapidation, and a prevalence of depreciated values, and impaired investments. There are 10.84 acres of undeveloped properties and an additional 15 acres of properties where the value of the improvement is less than the value of the land, shown in Exhibit 11. In addition, there is a prevalence of surface parking that, if developed, would increase the livability of the Area and would significantly increase the assessed value in the Area.

These conditions constitute blight as defined by ORS 457.010. The official blight findings would be made in a future ordinance that adopts the urban renewal plan. However, these blight findings are sufficient to allow for development of an urban renewal plan.

Blight is specifically defined in ORS 457.010 and the blighting conditions are outlined below according to the specific definitions in the statute.

### ORS 457.010 Definitions.

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**ORS 457.010(1)(a)** includes five subcategories (A-E) for evaluation if a building is “unfit” or “unsafe” to occupy or for living, commercial, industrial or other purposes.

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### ORS 457.010(1)(a)(A-E)

The statute describes buildings that are “unfit” or “unsafe to occupy” for a variety of reasons.

This definition of blight will not be used in the determination of blight in the Town Center.

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**ORS 457.010(1)(b)**: An economic dislocation, deterioration or disuse of property resulting from faulty planning.

*As stated in the Town Center Plan,*

*“Much of Town Center’s current road infrastructure, urban form, parks, and land uses originated in that (the 1973 Town Center Master Plan) plan. The original plan made way for many of the valuable community assets in Town Center, such as Town Center Park. However, the plan also allowed for an auto-oriented urban form and land uses. Large parking lots and disconnected streets, sidewalks, and bicycle facilities are barriers to Town Center becoming the vibrant community desired by residents and businesses.”*

The planning resulting from the 2019 Town Center Plan will transform the area into a vibrant central meeting place for Wilsonville residents and will include alternative forms of transportation, more dense development, mixed use development and more public open spaces. The recent planning for the Area will help address economic dislocation, deterioration or disuse of property.

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**ORS 457.010(1)(c):** The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development.

There are properties within the Area that are too large for the development that is planned in the Town Center. To be able to properly develop these areas, there needs to be infrastructure improvements to provide utilities to the parcels, to provide better access to parcels, better delineation of parcels in a grid layout and improved development opportunities. Exhibit 3 shows the abundance of surface parking within the Area, which is of no taxable value.

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**ORS 457.010(1)(d):** The laying out of property or lots in disregard of contours, drainage and other physical characteristics of the terrain and surrounding conditions

This blight definition will not be used in the determination of blight in the Town Center.

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**ORS 457.010(1)(e):** The existence of inadequate streets and other rights of way, open spaces and utilities.

The Town Center Plan adopted in October of 2019 identified significant instances of inadequate streets, other rights of way, open spaces and utilities. This is the major blight finding for the Area. The instances identified in the Town Center Plan will be specifically identified in the final feasibility study and if the city desires to move forward with an urban renewal plan for the Area, in the Report Accompanying any future urban renewal plan.

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**ORS 457.010(1)(f):** The existence of property or lots or other areas that are subject to inundation by water.

This blight definition will not be used in the determination of blight in the Town Center.

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**ORS 457.010(1)(g):** A prevalence of depreciated values, impaired investments and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered.

An investment to land ratio was compiled for each tax lot within the Area. Fifty percent of the tax lots have an investment to land ratio of under 2:1. Land use plans for the area call for new development of four-and five-story buildings, which would be expected to have an I:L ratio of



4.0 or more. Only 6 of the 67 tax lots in the Area, representing 11% of the acreage, had I:L ratios of 4.0 or more in FYE 2023. In summary, the Area is underdeveloped.

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**ORS 457.010(1)(h):** A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare.

There are properties within the Area that are vacant, stagnant and unproductive and could potentially be useful and valuable for contributing to the public health, safety and welfare.

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**ORS 457.010(1)(i):** A loss of population and reduction of proper utilization of the area, resulting in its further deterioration and added costs to the taxpayer for the creation of new public facilities and services elsewhere.

This blight definition will not be used in the determination of blight in the Town Center.

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## Land Use

The land uses in the Area are primarily commercial uses. There is one garden-style apartment complex, two senior living complexes, one church and one improved industrial property in the Area.

## Zoning

The zoning designation in the Area is primarily Town Center, except for the properties south of Wilsonville Road (Planned Development Commercial) and the landing spot on the west side of I-5 for the overcrossing (Planned Development Industrial).

## Comprehensive Plan

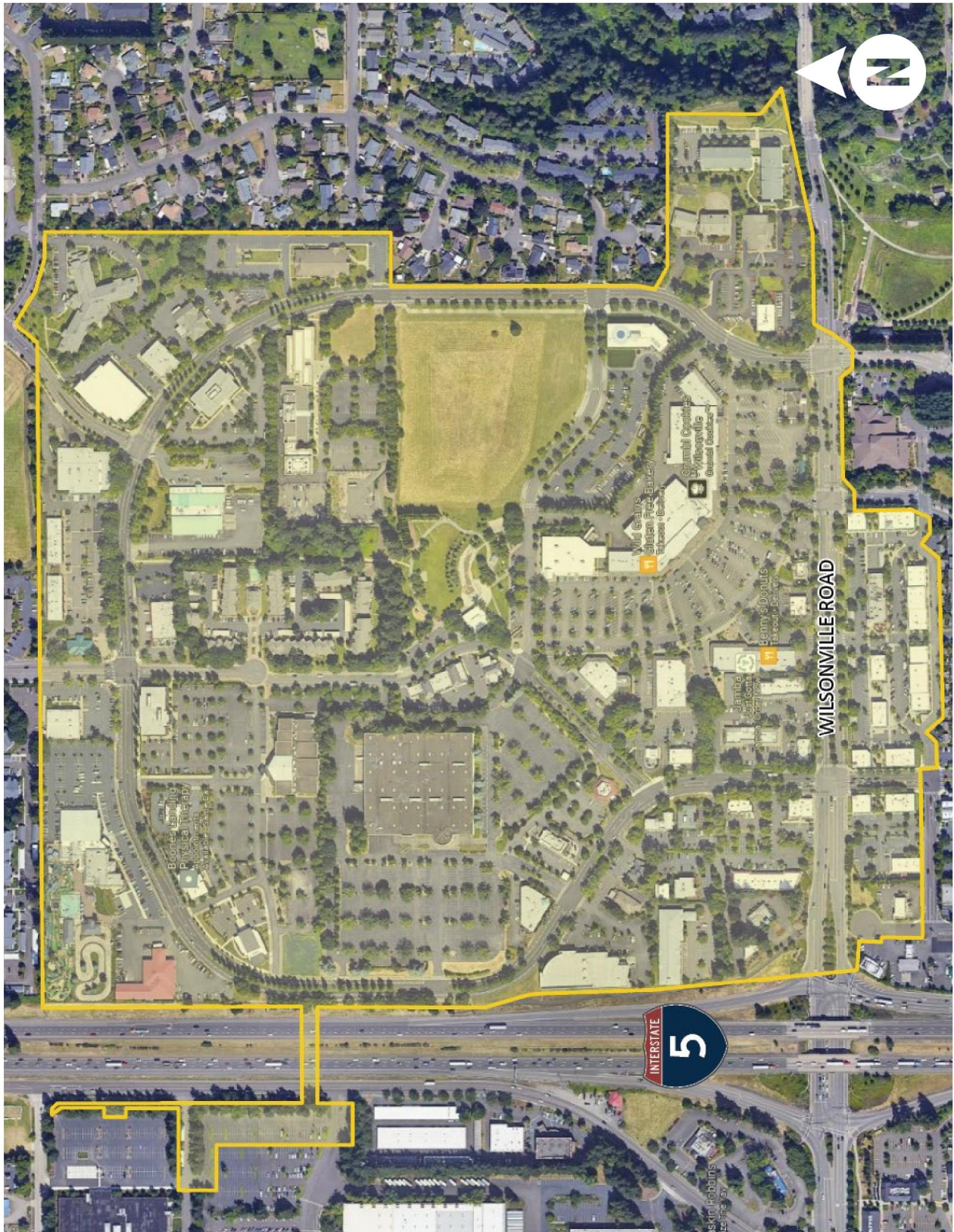
The Comprehensive Plan designation in the Area is primarily Town Center, except for the properties south of Wilsonville Road (Commercial) and the landing spot on the west side of I-5 for the overcrossing (Industrial.)

## Infrastructure Needs

The existing infrastructure system is shown in Exhibit 4. There are many segments of the infrastructure network that are not in existing rights-of-way and do not connect to other segments of the infrastructure, described in greater detail for each utility below. Infrastructure descriptions are from the Town Center Plan, Chapter 04, and are noted in italics with the page numbers cited. The anticipated infrastructure project locations are shown in Exhibit 5.



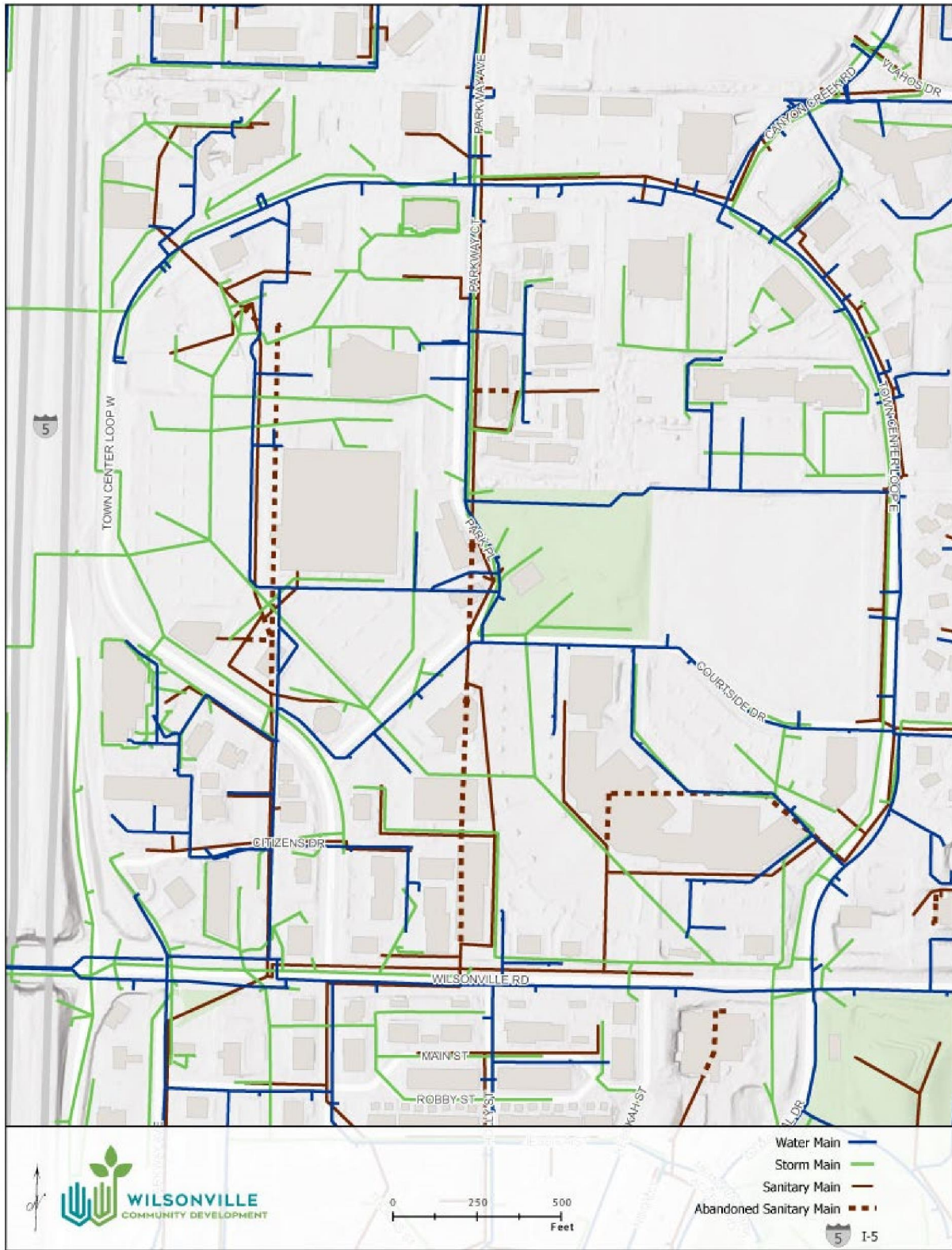
Exhibit 3. Existing Conditions Showing Surface Parking



Source: City of Wilsonville



### Exhibit 4. Existing Conditions of Infrastructure



Source: City of Wilsonville, GIS

# Exhibit 5. Infrastructure Project Locations

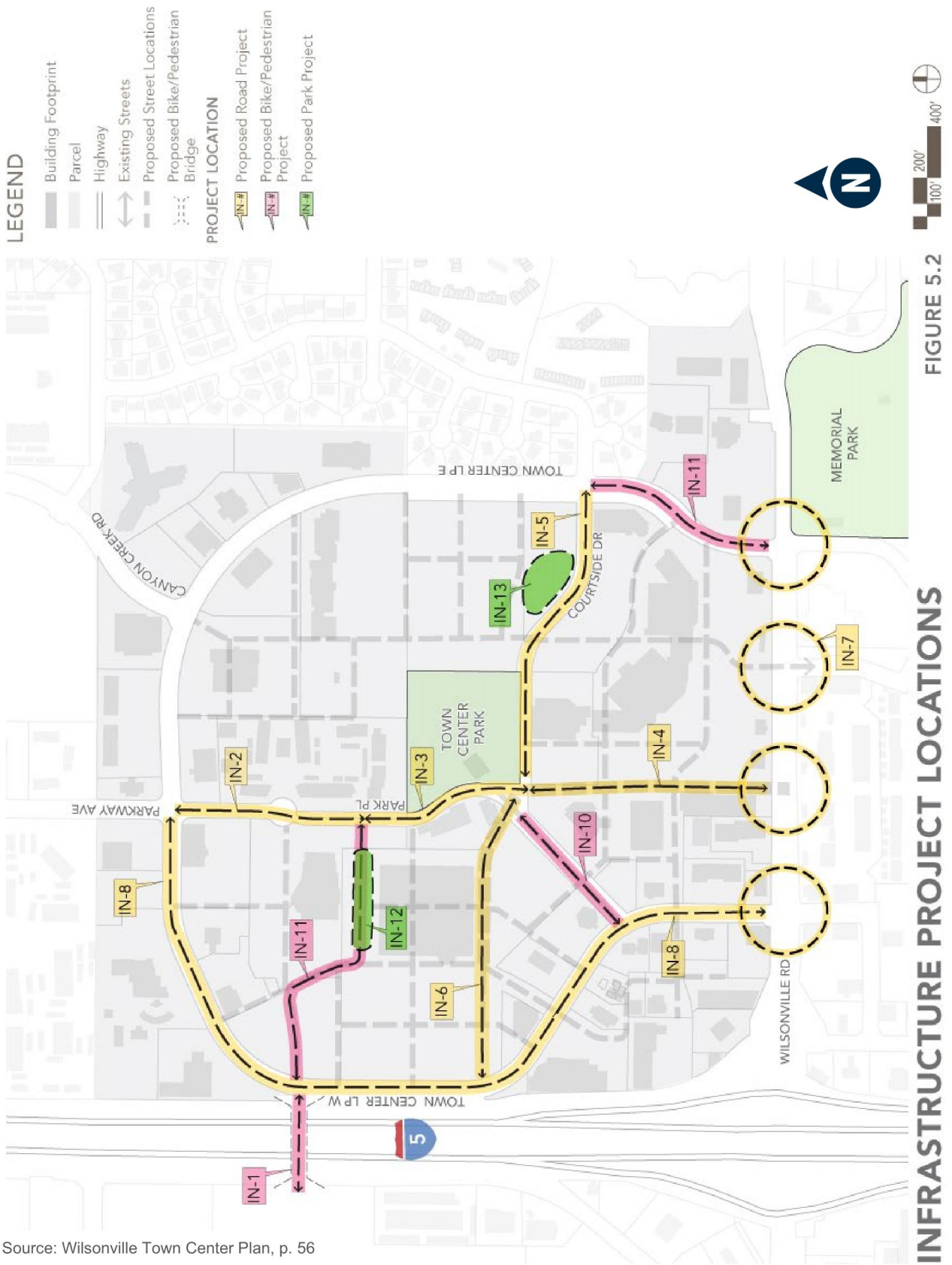


FIGURE 5.2

Source: Wilsonville Town Center Plan, p. 56



## Stormwater Infrastructure

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

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

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

(Town Center Plan pg. 42, 44)

Exhibit 6 (next page) illustrates the recommended stormwater infrastructure system for Town Center. The goal of the stormwater system recommendations is to reduce the amount of stormwater detained and treated at the regional treatment facility in Memorial Park and to avoid any additional expansions of that facility. By managing stormwater on-site and reducing the amount of impervious surface in Town Center, more costly expansions to the Memorial Park Pond can be avoided. As development occurs in Town Center, localized flooding at the 18-inch pipe crossing I-5 (identified as problem area P8 per the City's 2012 Stormwater Master Plan) may also be mitigated as a result of additional on-site infiltration facilities being constructed. These facilities could be developed within existing or new right-of-way and adjacent development, which will reduce stormwater flows through the pipe. In the meantime, temporary flooding control measures such as infiltration facilities could be deployed.

# Exhibit 6. Stormwater Infrastructure



Source: Wilsonville Town Center Plan, p. 45



## Sewer Infrastructure

*The majority of Town Center is within the Canyon Creek/Town Center Basin although a portion of Town Center (north and west of Town Center Loop) is within the Coffee Creek Basin. Both basins drain to the Wilsonville Wastewater Treatment Plant. The sanitary and stormwater systems are separate systems. The wastewater pipes within Town Center are generally between 25-50 years old, and while the system functions well, the City's 2014 Waste Water Collection Master Plan identifies several pipes that should be replaced due to age, root intrusion, and/or grade issues. There are no capacity-related projects in Town Center identified in the current capital improvement plan through 2025, although the Town Center Pump Station that serves a portion of Town Center has a higher rate of pump failure than other City-owned pump stations and has been identified for replacement. Peak flow projections for the Canyon Creek/Town Center are expected to increase from a current flow of 1.26 (millions of gallons per day (MGD)) to 1.85 MGD within the Urban Growth Boundary (UGB) by 2045 per the City's 2014 Waste Water Collection Master Plan. The total peak flow projections for the UGB and Urban Reserve Area, if it is added to the UGB and develops, are expected to increase to 3.14 MGD per the City's 2014 Waste Water Collection Master Plan.*

*Future development envisioned in the Town Center Plan will have little increase in wastewater compared to what is already projected for Town Center in the future, with sewer flows likely to increase by 0.69 MGD, for a total flow of 3.83 MGD at buildout with the urban reserve area. Additional capacity is not required for Town Center-related growth. System-wide modeling showed that the existing system can accommodate future growth. While there may be a possibility of surcharging downstream at Memorial Drive, crossing I-5 to the wastewater treatment plant, potential surcharge is within acceptable limits and overflow risk is minimal. Town Center is a very small portion of the basin and the additional projected growth is not a significant increase to the total projected flows of the basin. Additional growth from Town Center would not likely have an impact on the existing 220 gallons per minute (gpm) capacity of the existing Town Center waste water pump, but as stated, Town Center is only a small portion of the basin and the pump should be evaluated as part of the larger Canyon Creek/Town Center service area (Town Center Plan pg. 44, 45, 46).*

Exhibit 7 illustrates the recommended sewer infrastructure system for Town Center. Much of the existing system has already been developed, although the anticipated development pattern and street grid will require a portion of the system to be relocated into public right-of-way.

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

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

- Upgrade the wastewater system when constructing new roads, or when significant upgrades occur to existing roads, to reduce the need for future capacity upgrades that would require reconstructing the road.

(Town Center Plan p. 47).

### Exhibit 7. Sewer Infrastructure



Source: Wilsonville Town Center Plan, p. 47

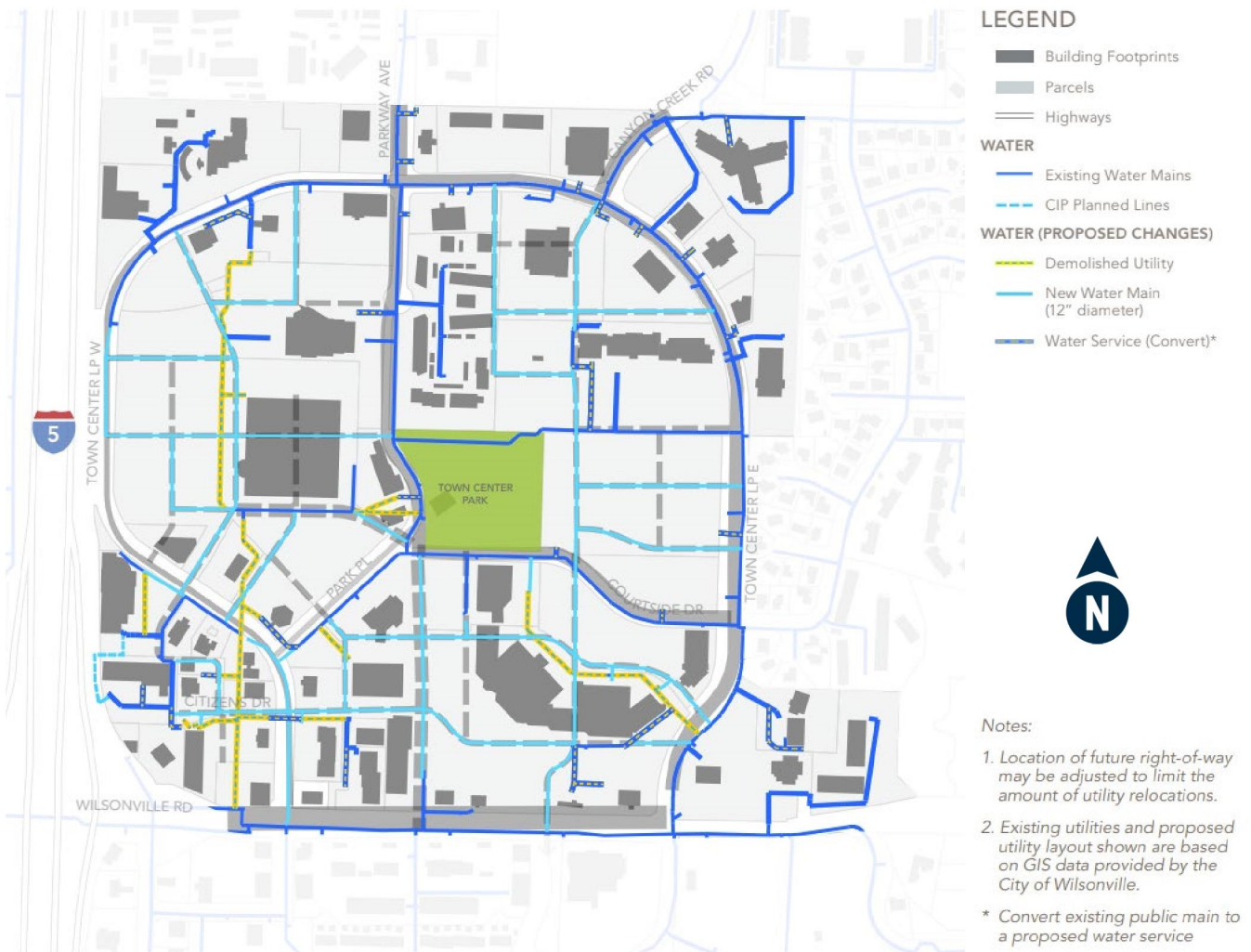


## Water Infrastructure

The Willamette River Water Treatment Plant supplies potable water to the project area. The City has not identified any fire flow deficiencies within the project area. The majority of distribution mains within the project area are constructed of 12-inch ductile iron pipe. The 2012 Water Distribution Master Plan only identifies one capital improvement project within the project area, consisting of an 8-inch line extension along Park Place and SW Citizens Drive. No changes are recommended to this project. The existing 12-inch water main infrastructure is capable of accommodating future growth within the Town Center, although some water mains would need to be relocated into new right-of-way to accommodate future development. The proposed water main system is shown in (Town Center Plan p. 48, 49).

Exhibit 8. All new or relocated water mains would be 12-inch water lines, reflecting the 12-inch water system that exists today (Town Center Plan p. 48, 49).

### Exhibit 8. Water Infrastructure



Source: Wilsonville Town Center Plan, p 49

## Transportation

The Town Center Plan calls for vast improvements to the transportation infrastructure within the Area to make lots developable and to create a multi-modal transportation network. *“The foundation of the Town Center Plan is the community’s desire for a walkable and engaging pedestrian experience. The Plan’s multimodal network applies a variety of streetscape designs for new and proposed streets in Town Center, ranging from festival streets with curbsless sidewalks near Town Center Park, local streets with wide sidewalks, and a main street with on-street parking and active storefronts.*

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

- *Increases the number of route options that also distribute traffic more effectively than today’s system; and*
- *Provides safer pedestrian crossings and connections throughout Town Center with the new street grid, bicycle and pedestrian path system, and improvements for pedestrians and cyclists at busy intersections on Wilsonville Road. Safe, inviting pedestrian-oriented streetscapes for all ages and abilities, multi-use paths and on-street bikeways are essential to get to, through, and around Town Center without needing a car (Town Center Plan, p. 28).”*

The DKS memorandum documenting Multimodal Transportation Conditions and Analysis (April 28, 2017) documented the following existing conditions of the transportation system in the Town Center. Excerpted text is shown below in italics. The full analysis is available at <https://www.ci.wilsonville.or.us/planning/page/town-center-plan>

### ***Multimodal facilities exist and there are opportunities for additional improvements***

- ***Some pleasant pedestrian and bicycle facilities exist in Town Center.*** *Town Center Loop East includes buffered bike lanes and a separated path, while Wilsonville Road under I-5 includes a comfortable elevated pathway with art. Additional public and private pathways provide some linkage within Town Center land uses.*
- ***Poor sidewalk and pathway conditions also exist in Town Center.*** *Field observations identified cracked sidewalks, narrow sidewalks and pathways, debris on sidewalks, pathways that are difficult to find, gaps within the system, and a lack of curb ramps that comply with the most current version of the Americans with Disabilities (ADA) Act standards.*
- ***Town Center Loop West is difficult to cross.*** *With four travel lanes and a posted speed of 35 MPH, Town Center Loop West is difficult for pedestrians and bicycles to cross. At stop-controlled intersections, pedestrians must cross five travel lanes due to the existing left-turn pockets.*
- ***Walking and biking along most of Town Center’s roadways is uncomfortable.*** *With the exception of Town Center Loop East, a section of Park Place, and a section of Courtside Drive, the analysis indicated that most adults would not feel comfortable walking or biking in Town Center. Factors include traffic speeds, number of travel lanes,*



turning vehicles at intersections, lack of motor vehicle buffers, presence and width of bike lanes, and roadway lighting. In addition, people may be deterred from walking and biking to Town Center because of high traffic volumes and speeds on Wilsonville Road that make crossing at the intersections difficult. Lower speed limits, wider sidewalks, buffered bike lanes, and landscaped buffers improve conditions for walking and biking on streets in Town Center where they exist.

- **Some private businesses are auto oriented.** Many of the existing private developments are auto oriented and do not provide safe and convenient connections between buildings for biking and walking.
- **Transit service in Town Center connects to key regional transit destinations.** Two South Metro Area Regional Transit (SMART) transit routes serve the study area, Route 2x-Barbur and Route 4-Wilsonville Road, and provide service to the Tualatin Park and Ride and Barber Transit Center to connect to TriMet's regional transit system.

Exhibit 9. Existing Roadway Characteristics



Source: DKS Memorandum April, 2017 p. 4

*The perimeter of Town Center is bounded by three major arterial streets – Wilsonville Road, Town Center Loop West and Town Center Loop East – that provide access to the district. Several minor arterials and collectors provide access into the district and are complemented by three local service streets that provide additional connections to destinations in the district.*

*Town Center Loop West is more auto-centric with four vehicle travel lanes and lack of bike lanes. Town Center Loop East is a more multi-modal street with a three-lane cross-section, sidewalks, multi-use path, and buffered bike lanes, which makes walking and cycling attractive and comfortable. Wilsonville Road is a major east-west bike connection with striped bike lanes that connects neighborhoods beyond Town Center to the district. Although the posted speed adjacent to Town Center near the Town Center Loop West intersection is 25 mph, it increases to 35 mph east of Holly Street, which may deter all but the most confident cyclists from accessing the Town Center by bike.*

### *Multimodal Facilities Inventory and Analysis*

*In order to create a vibrant pedestrian and transit-supportive Town Center district, facilities that promote walking, biking, and transit are essential. Understanding the conditions of existing infrastructure that support active transportation modes, as shown in Figure 4, as well as the benefits of future planned projects, is an important step to developing a plan for future investment in Town Center.*

### **Bicycle Facilities**

*Bicycle lanes exist along Wilsonville Road, Park Place (from Town Center Loop West to Courtside Drive), Courtside Drive (for approximately 800 feet at its eastern end), Memorial Drive, and Town Center Loop East (from Canyon Creek Road to Wilsonville Road). The bicycle lanes on Town Center Loop East have a five foot wide striped buffer separating the bicycles from the vehicles.*

*Overall, the bicycle facilities along the roads in the study area were in good condition with little to no debris and adequate widths for bicycle lanes as per ODOT's guidelines.<sup>10</sup> However, along Town Center Loop West there are no bicycle lanes and the higher speeds of 35 mph decrease the safety for bicyclists using this facility. Additionally, the lack of facilities along Town Center Loop West disconnects the west side of Wilsonville Town Center from the rest of the area.*

### **Pedestrian Facilities**

*Sidewalks exist along all of the public roadways in the Town Center with the exception of approximately 400 feet of Town Center Loop West from the north edge of NW Rugs and Furniture property to the multi-use path and the north side of Park Place from Town Center Loop West to Courtside Drive. The existing sidewalks are in fair to good condition (minor to no cracking, patching, raveling, or faulting and the surface are generally smooth) and the majority of the crossing locations have sidewalk ramps, but do not meet current ADA standards. The sidewalk conditions along Citizen Drive, a private street, are in poor condition (sidewalks cracking, debris, narrow, and lack of ADA ramps) and end abruptly. There is a pedestrian*



*activated beacon at the Town Center Loop East/Courtside Drive intersection. Additionally, many of the internal roadways (including both site access and major drive aisles) have existing sidewalks and provide connectivity from the loop system to internal land uses.*

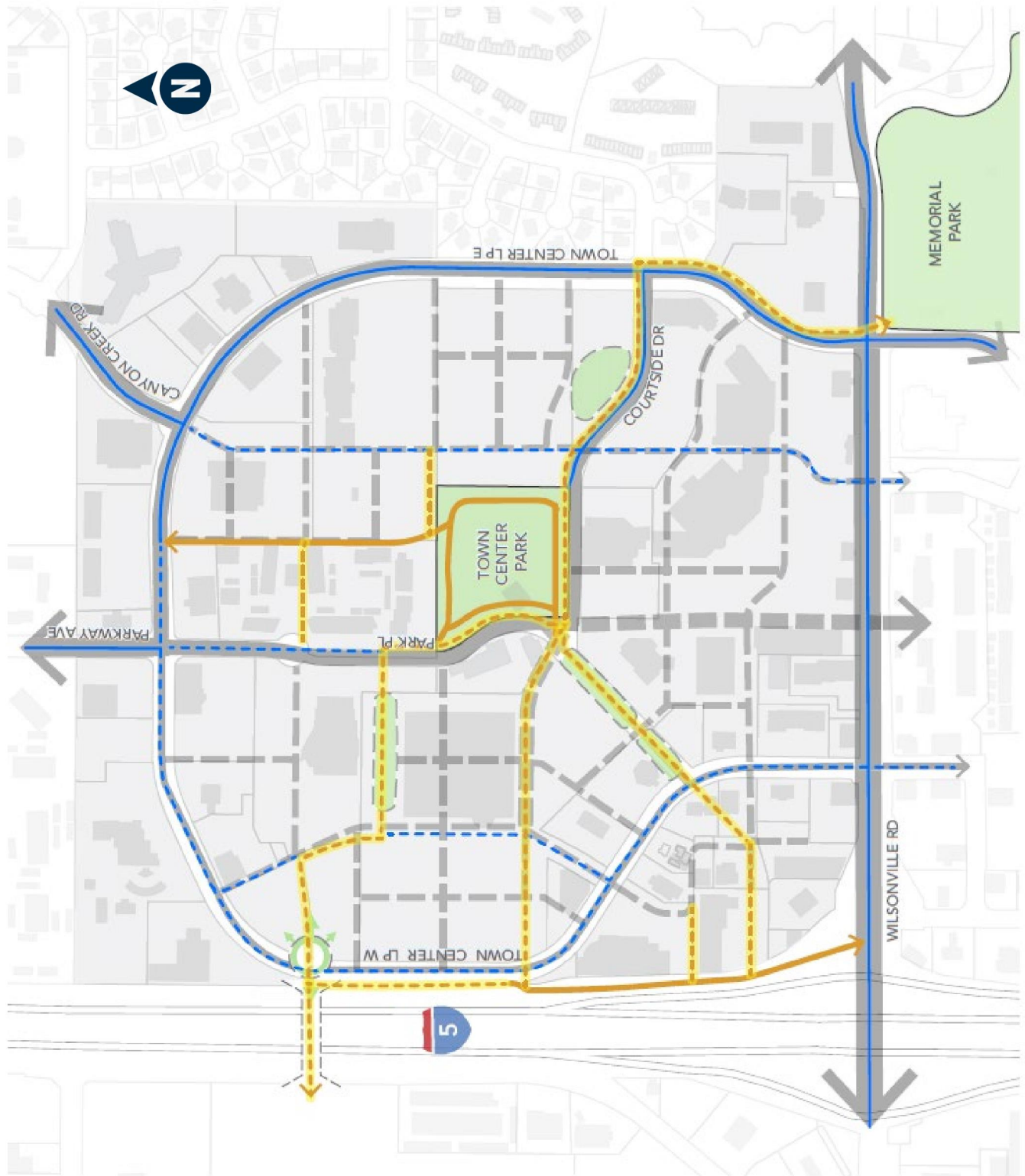
*Other crossing facilities include midblock crossings (one north of Wilsonville Road along Town Center Loop East and two along Courtside Drive near Town center Loop E), striped crossings on all legs of each signalized intersection (except the west leg at the Wilsonville Road/Town Center Loop West intersection): and two striped crossings at both the Park Place/Courtside Drive intersection and the Town Center Loop West/Citizen Drive intersection, which also includes advanced warning signs that alert drivers of the crossing location.*

*The main shopping center north of Wilsonville Road is bounded by Town Center Loop East and West and has a well-connected internal pedestrian system that includes a wide-arc pedestrian pathway and an east/west pathway that connects the arc pathway to the Safeway development. Furthermore, sidewalks connect pedestrians from the shopping center to Town Center Loop West and East, Park Place, Courtside Drive, and Wilsonville Road. However, there are no sidewalks on the west side of Rebekah Street north of Wilsonville Road leading into the shopping center so eastbound pedestrians are required to cross Rebekah Street to enter the shopping center.*

### **Transit Facilities**

*Two South Metro Area Regional Transit (SMART) routes serve the study area, Route 2x-Barbur and Route 4-Wilsonville Road. Both routes operate with headways around 30 minutes to an hour. Route 2x-Barbur travels along Wilsonville Road to Town Center Loop E, then to Courtside Drive, Park Place, and continues north along Parkway Avenue. This route begins at the SMART Central at Wilsonville Station and connects to key destinations in Wilsonville such as City Hall, the Civic Center, Parkway Woods Business Park, and Argyle Square, as well as to key regional destinations such as the Tualatin Park and Ride and the Barber Transit Center. Route 4-Wilsonville Road travels along Wilsonville Road to Town Center Loop W, Park Place, Town Center Loop E, and continues east along Wilsonville Road. This route begins at the SMART Central at Wilsonville Station, traveling to key destinations in Wilsonville including Inza Wood Middle School/Boones Ferry Primary school, Graham Oaks Nature Park (limited service), Town Center Park, the Civic Center, and Wilsonville High School/Boeckman Primary School.*

# Exhibit 10. Town Center Plan Multi-modal Network



Source: Town Center Plan, pg. 26

### Improvement to Land Ratio:

Exhibit 11 shows the improvement to land value ratios (I:L) for properties in the Area. In the Area, seventeen tax lots, representing 18% of the Area’s acreage, have I:L ratios less than 1.0. This means that the improvements on these properties are worth less than the land they sit on. Land use plans for the area call for new development of four-and five-story buildings, which would be expected to have an I:L ratio of 4.0 or more. Only 6 of the 67 tax lots in the Area, representing 11% of the acreage, had I:L ratios of 4.0 or more in FYE 2023. In summary, the Area is underdeveloped.

### Exhibit 11 -Improvement to Land Ratios in the Area

Improvement to Land Value Ratio	Parcels	Acres	Percent of Acres
No Improvement Value	11	10.84	7.40%
0.01-0.50	3	6.57	4.49%
0.51-1.00	3	8.61	5.88%
1.01-1.50	10	19.12	13.06%
1.51-2.00	12	29.73	20.30%
2.01-2.50	10	38.98	26.62%
2.51-3.00	5	3.55	2.43%
3.01-4.00	7	12.85	8.78%
> 4.00	6	16.17	11.04%
<b>Total</b>	<b>67</b>	<b>146.45</b>	<b>100.00%</b>

Source: Compiled by Elaine Howard Consulting with data from the Clackamas County Department of Assessment and Taxation (FYE 2023)

### Social Conditions

There are currently three residential uses in the Area.

There is one development associated with a senior living use, the 82-unit Creekside Woods Senior Apartments, where eligibility is based on annual income and is for seniors age 62 and over. Another development, Brookdale Wilsonville, is an independent and assisted living community for seniors age 55 and over, with 32 licensed beds.

There is one planned mixed-use project on the former Shari’s site at 29690 Town Center Loop W that will add 114 units of housing and approximately 3,700 square feet of ground floor commercial. This project is expected to begin construction in early 2024.

The Town Center Park Apartments has 111 units in three story structures with one and two bedroom units.

The Wilsonville Town Center Plan “*focuses on attracting and retaining local businesses, employment opportunities, housing choices, and cultural and educational institutions. The Plan puts people first with walkable streetscapes and places to gather, shop, work, eat and recreate*” (p.4). This vision for the Town Center intends to dramatically change Town Center’s focus by making it more people-centric and creating an inviting, vibrant hub for the rest of the community.



## COMPREHENSIVE PLAN CONFORMANCE

An urban renewal plan must be found to be in conformance with the comprehensive plan. The following sections of the Comprehensive Plan, along with the Planning Commission findings for the adoption of the Town Center Plan, were reviewed for conformance of a proposed Town Center Urban Renewal Plan to the Comprehensive Plan. The proposed activities in the Area are in conformance with the Wilsonville Comprehensive Plan and the Town Center Plan from which the projects are specifically taken. The Planning Commission's full finding of consistency between the Town Center Plan and the Comprehensive Plan is attached in Appendix C.

Goal 1, Citizen Involvement

Goal 2, Land Use Planning

Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces.

Goal 6, Air, Water, and Land Resources Quality

Goal 7, Areas Subject to Natural Hazards

Goal 8, Recreational Needs

Goal 9, Economic Development

Goal 10, Housing

Goal 11, Public Facilities and Services

Goal 12, Transportation

Goal 13, Energy Conservation

Goal 14, Urbanization



## FINANCING RECOMMENDATIONS OF THE WILSONVILLE TOWN CENTER PLAN, TOWN CENTER INFRASTRUCTURE FUNDING PLAN AND URBAN RENEWAL STRATEGIC PLAN

The Wilsonville Town Center Plan, the Town Center Infrastructure Funding Plan, and the Urban Renewal Strategic Plan all recommended the study of the feasibility of urban renewal to allow for an additional funding source to implement the Town Center Plan. Below are selected excerpts from each plan, shown in *italics*.

### Wilsonville Town Center Plan

Tax Increment Financing is identified as a funding tool in Chapter 05 Implementing the Town Center Plan, p. 89 recommending the preparation of an Urban Renewal Feasibility Study and Plan and Table 5.1 Implementation Matrix, p. 99 of the Wilsonville Town Center Plan. The full plan is available at <https://www.ci.wilsonville.or.us/planning/page/town-center-plan>.

### Wilsonville Town Center Infrastructure Funding Plan

The implementation chapter of the Town Center Plan calls for a study of how to fund the infrastructure projects identified in the Town Center Plan, which funding tools are most appropriate to support development, and an assessment of the feasibility of urban renewal (also known as tax increment financing) as a tool to provide some of this funding. In early 2022, the City contracted with FCS Group, a firm with experience in developing funding strategies for targeted areas like Town Center, to lead development of the Town Center Infrastructure Funding Plan.

*The Town Center Infrastructure Funding Plan includes a summary of the work undertaken to develop a strategy for the funding of the Town Center Plan's infrastructure projects. Based on an assessment of project costs, development scenarios, and existing funding tools, significant funding gaps are expected for transportation, sanitary sewer and stormwater facilities. These funding gaps would be particularly acute during the first 25 years as new development begins to occur within Town Center. Some form of advance financing is likely required because public facility investments would be needed in the short term, before System Development Charge (SDC) fund balances accumulate.*

*To address this, the project team reviewed a variety of funding tools to determine which are best suited to close these gaps. As part of this review, the project team completed a preliminary and hypothetical forecast of tax increment revenue to determine the suitability of urban renewal as a tool to fund infrastructure improvements in Town Center. The review considered factors such as the amount of potential funds raised, flexibility of the funding source, ease of implementation, administration cost, market acceptance, and impact on housing costs.*

(partial excerpt)

## Urban Renewal

*The City can create an Urban Renewal District (URD) within the Town Center area that generates Tax Increment Financing (TIF) revenue derived from net new assessed property value that occurs over time. TIF revenue can be utilized for public facility capital improvements identified as Projects in an adopted Urban Renewal Plan. Based on the preliminary revenue forecast, it appears this tool could fill the majority of the anticipated funding gaps. It is important to note that adoption of this tool requires additional work, including a more detailed Feasibility Analysis, the subsequent development of an Urban Renewal Plan and Report coordinated with affected taxing districts, and adoption of the Plan and Report through a public hearing process. Creation of a new Urban Renewal District cannot occur until two existing districts (Year 2000 and West Side) are closed out, which is anticipated to occur over the next two fiscal years. Construction of the planned Town Center infrastructure projects without adoption of an Urban Renewal District is unlikely. The flexibility and power of tax increment financing is unmatched by other options. The tool can efficiently generate more funding to support necessary infrastructure improvements than anything else. It is the primary funding mechanism recommended in the Funding Plan. (Staff Report to Resolution No. 3013)*

### *Funding Evaluation Summary*

*A total score was computed for each funding technique based on the sum of the score in each criterion. The cumulative total score was then used to rank each funding option.*

Of all funding techniques and tools studied, Urban Renewal scored highest, as the most powerful, substantive and flexible source of funding.

### *Urban Renewal District*

*The City can create an URD within the Town Center area that generates Tax Increment Financing (TIF) revenue derived from net new assessed property value that occurs over time. TIF revenue can be utilized for public facility capital improvements identified in an adopted Urban Renewal Plan (pg. 11).*

The full plan is available at <https://www.ci.wilsonville.or.us/planning/page/town-center-plan>.

## **Wilsonville Urban Renewal Strategic Plan**

The Urban Renewal Strategic Plan was adopted in November of 2022. The Plan contains the following recommendations for the Town Center area.

*Is urban renewal an appropriate tool in Town Center to achieve the vision of the community?  
Task Force Recommendation:*

*The Task Force supports the City's ongoing work to develop a Town Center Infrastructure Funding Plan and recommends the City pursue a full urban renewal feasibility study for the Town Center area to include timing, duration, eligible projects, anticipated private development, private contribution, and impact on taxing districts for future Task Force consideration. Upon review of the draft Town Center Infrastructure Funding Plan, the City Council also recommends a parking structure be studied and considered as a potential project*



*if warranted and feasible, funded in whole or in part by urban renewal, as a potential project under a new urban renewal plan in Town Center.*

*The Task Force especially supports infrastructure projects that support private development, but further recommends the exploration of additional tools in a potential Urban Renewal Plan to include programs that support legacy businesses facing displacement pressures, such as tenant improvement grants or loans. The Task Force prefers to limit eligibility for such incentives to those businesses that are not part of a national chain or franchise model, and wishes to ensure eligibility for local legacy businesses and childcare service providers that will support the employers, employees, and residents of the Town Center area, and Wilsonville more broadly.*

*Rationale: The City of Wilsonville has used tax increment financing as an important part of paying for needed infrastructure in helping to facilitate growth in the city. This tool can be useful in paying for a portion of the infrastructure, which will be required to complete the Town Center vision and support desired uses within the area.*

*Should this question be presented to the community for an advisory vote?*

*Task Force Recommendation: Yes, once a feasibility study has been completed and if the Task Force recommends pursuing urban renewal/TIF at that time.*

The full plan is available at <https://www.ci.wilsonville.or.us/renewal/page/urban-renewal-strategic-plan>

## **PRELIMINARY PROJECTS AND PROGRAMS**

The projects and programs that were identified and vetted with the Task Force were previously outlined in the Town Center Plan and further analyzed in the Town Center Infrastructure Funding Plan. The projects shown in Exhibit 12 are listed by the order as they are found in the Town Center Plan.

What Exhibit 12 is:

- *A good faith demonstration* that between 3 main funding sources— 1) City system development charges funds 2) private development exactions and dedications, and 3) urban renewal/tax increment—the projects identified in the Town Center Plan can be completed, provided all forecasting assumptions become future reality.

Because it is a near certainty that all forecasting assumptions will not become reality, Exhibit 12 is NOT a hard and fast commitment to:

- precise project costs
- exact cost-sharing allocations; other funding sources and alternative allocations may be pursued and utilized (e.g. grants)
- the completion of the entire slate of projects throughout the duration of any Town Center urban renewal plan



## Exhibit 12. Town Center Projects



### WILSONVILLE TOWN CENTER PLAN

	Current 2023 Estimate	City Contributions		Private Contributions		Urban Renewal		Note
		Transp. SDC	Parks SDC	Developer	URA (Gap Funding)			
	\$	%	\$	\$	%	\$	%	
<b>Infrastructure Projects</b>								
I-5 Bike/Pedestrian Bridge & Gateway Plaza "Main Street"	\$24,000,000	50%	\$10,000,000	\$2,000,000	0%	\$0	50%	\$12,000,000 A*
"Main Street" North	\$7,200,000	14%	\$1,000,000	\$0	25%	\$1,800,000	61%	\$4,400,000 *
"Main Street" Central	\$4,400,000	23%	\$1,000,000	\$0	15%	\$660,000	62%	\$2,740,000 B*
"Main Street" South	\$8,700,000	23%	\$2,000,000	\$0	50%	\$4,350,000	27%	\$2,350,000 *
Courtside Drive								*
Courtside Drive, East	\$6,000,000	25%	\$1,500,000	\$0	25%	\$1,500,000	50%	\$3,000,000
Courtside Drive, West	\$7,100,000	0%	\$0	\$0	50%	\$3,550,000	50%	\$3,550,000 *
Wilsonville Road Intersection Improvements	\$3,600,000	28%	\$1,000,000	\$0	0%	\$0	72%	\$2,600,000 B*
Town Center Loop W Modifications	\$3,300,000	30%	\$1,000,000	\$0	0%	\$0	70%	\$2,300,000 C
Local Street Network	\$36,000,000	0%	\$0	\$0	75%	\$27,000,000	25%	\$9,000,000
Bicycle and Pedestrian Infrastructure	\$7,900,000	34%	\$1,500,000	\$1,200,000	15%	\$1,200,000	51%	\$4,000,000
Underground Utility Relocation	\$42,000,000	0%	\$0	\$0	50%	\$21,050,000	50%	\$20,950,000
Parking "Solution(s)" - City Built or Developer Incentives	\$12,000,000	0%	\$0	\$0	50%	\$6,000,000	50%	\$6,000,000
<b>Infrastructure Subtotal</b>	<b>\$162,200,000</b>	<b>14%</b>	<b>\$19,000,000</b>	<b>\$3,200,000</b>	<b>41%</b>	<b>\$67,110,000</b>	<b>45%</b>	<b>\$72,890,000</b>
<b>Economic Development Programs &amp; Projects</b>								
Real Estate activities	\$19,000,000						100%	\$19,000,000 D
Site Preparation	\$2,080,000						100%	\$2,080,000 E
Development & Tenanting Incentives - grants/loans	\$2,080,000						100%	\$2,080,000
<b>Ec Dev Subtotal</b>	<b>\$23,160,000</b>							<b>\$23,160,000</b>
<b>Administration</b>								
Administration	\$5,050,000							\$5,050,000 F
<b>Grand Total</b>	<b>\$190,410,000</b>	<b>12%</b>	<b>\$19,000,000</b>	<b>\$3,200,000</b>	<b>35%</b>	<b>\$67,110,000</b>	<b>53%</b>	<b>\$101,100,000</b>

#### Notes

- A Design Complete, Construction Ready; Other grant sources will be pursued, where applicable
- B Required with "Main Street" South
- C Occur after "Main Street" South
- D Includes property acquisition & disposition, purchase options, and associated costs, e.g. brokerage fees, closing costs, legal services
- E E.g. Demolition, grading, land-use applications, professional services (RFP prep, etc.)
- F 5% of Maximum Indebtedness
- \* indicates "Framework" project, as identified in Town Center Plan



The narrative descriptions of these projects are shown below. These narratives are from the Town Center Plan. They are listed in the order identified in Exhibit 12.

## **I-5 Bike/Pedestrian Bridge & Gateway Plaza**

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

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

#### **“Main Street”**

##### **“Main Street” North**

### **IN.2 Park Place Redesign (Town Center Loop to Northern Edge of Town Center Park)**

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

##### **“Main Street” Central**

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

*This section of Park Place becomes an extension of Town Center Park. Constructed as a curbless street that can be closed during events in Town Center Park, a farmers market, or other civic use. This section of roadway is a critical transition between the northern and southern portions of the main street and a core component of the Town Center vision. This section of Park Place includes two travel lanes, on street parking, and a protected two-way cycle track, providing an important multimodal connection between the I-5 bike/pedestrian bridge, Promenade, and the two-way cycle track proposed on the north side of Courtside Drive to Memorial Park (see IN.5 for a project description).*

##### **“Main Street South”**

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

*Creating a modern main street in Town Center is a signature element of the Plan. Extending Park Place provides opportunities to create a walking retail corridor, gathering spaces, and placemaking programs for Town Center. It will offer more opportunities and better visibility for small, independent businesses, keeping local dollars in Wilsonville. This extension of Park*



*Place is a future roadway located within an existing parking lot. The extension would create a new signalized intersection at Wilsonville Road. The recommended design for this new segment of Park Place includes two travel lanes, on-street parking, and wide sidewalks to create a strong pedestrian-oriented landscape. The street would be marked as a shared facility, where bicycles and automobiles share the same travel lane. Shared lanes, as opposed to dedicated bicycle lanes, are recommended for this section because of the expected slow vehicle speeds, proposed dedicated bicycle lanes on adjacent roads, and the limited amount of right-of-way available to construct the new connection. With the proposed design, no business displacements are anticipated with the construction of this segment, but during construction, it will be important to coordinate with existing businesses to minimize impacts to their operations.*

## **Courtside Drive**

### **Courtside Drive, East**

#### **IN.5 Courtside Drive**

*Improvements (Park Place to Town Center Loop E)*

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

### **Courtside Drive, West**

#### **IN.6 Courtside Drive Extension (Park Place East to Town Center Loop W, Framework Project)**

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

## **Wilsonville Road Intersection Improvements**

#### **IN.7 Wilsonville Road Intersection Modifications**

*Wilsonville Road is the most important arterial connection to Town Center and also provides access to one of two I-5 interchanges in Wilsonville. Wilsonville Road experiences congestion at peak hours due to existing capacity issues on I-5 at Boone Bridge, affecting the Wilsonville Road/ Town Center Loop W intersection where traffic can back up on both roadways.*

*Recommended improvements along Wilsonville Road are designed to improve traffic distribution through Town Center and better accommodate anticipated traffic growth. The*



*Wilsonville Road improvements allow for and implementation of the desired multimodal form as recommended in this plan changes to Wilsonville Road include:*

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

## **Town Center Loop W Modifications**

### **IN.8 Town Center Loop W Modifications**

*Town Center Loop W is a wide street with five lanes in many locations and without bicycle lanes or complete sidewalks. The focus of this project is to make Town Center Loop W more pedestrian and bicycle friendly, help redistribute through traffic, and reduce congestion at the Wilsonville Road/Town Center Loop W intersection. As development occurs adjacent to Town Center Loop W, the roadway could transition to a local road that provides access to businesses as well as multimodal access from the bike/pedestrian bridge and western portions of Town Center. In the event a parallel road is constructed and can accommodate the traffic, Town Center Loop W could also be vacated and the right-of-way used for development. If it remains in place, Town Center Loop W would be reduced from five to three lanes (two travel lanes with left turn pockets) in conjunction with intersection improvements for Town Center Loop E to accommodate the anticipated shift in traffic patterns. Surplus right-of-way will be used for on-site stormwater treatment, addressing an ongoing stormwater issue in the vicinity of I-5. This is assumed to occur with adjacent development that would pay for the street improvements. In the interim, improvements could include reducing the number of lanes through temporary placement of traffic controls using concrete planters or bollards to reduce road width, and restriping for bicycle lanes in the outside travel lane.*

*Full buildout is expected to be in conjunction with private development.*

## Local Street Network

### IN.9 Local Road Network

*Creating a more walkable and accessible Town Center will also require constructing new local roads. These connections would be constructed as part of a development in which the private developer assumes the cost of these local roads. Exhibit 9 identifies the proposed local road network in Town Center, which uses the existing road network as the foundation of the multimodal system. The location of these local connections is approximate and based on the desired block lengths of 400 feet. Precise locations will be determined during site planning and review. These extensions would require new right-of-way and would generally include two travel lanes, parallel parking on both sides of the street, sidewalks, and street trees, although some connections may use a “woonerf” style design, or pedestrian-only connections. Some streets would also include fiber conduit, new sewer and water infrastructure while all streets would have stormwater pipes that are assumed to be constructed by private development.*

*Local roads and associated communications, sewer, water and stormwater infrastructure identified as part of the Plan are assumed to be constructed by private development.*

## Bicycle and Pedestrian Infrastructure

### IN.10 Park Place Promenade Redesign

*The Park Place Promenade redesigns Park Place between Town Center Loop W and Courtside Drive to eliminate it as a vehicular route and create a linear park feature that provides bicycle and pedestrian access and a location for future temporary events such as festivals or a farmers market. The final design of this area will be determined as part of the design of future adjacent development expected to front the promenade. Essential components should include provisions for temporary events, public gathering spaces with shade and/or weather covering, bicycle and pedestrian connectivity and transit vehicle access. The design would be similar to the woonerf-style local street cross section that is designed to be closable to through traffic. Depending on the final design, vehicle charging, car share and bus stops could also be incorporated into the design.*

### IN.11 Cycle Tracks

*There are several sections of two-way cycle tracks identified in the Plan. These provide essential connectivity elements both within Town Center and to the surrounding bicycle and trail network. There are four primary cycle tracks proposed in Town Center that together create a continuous cycle track between the I-5 bike/pedestrian bridge and Memorial Park. The type of bicycle facility to be located within the Park Place Promenade will be determined as part of the Park Place Promenade design process (see Project IN.10). Prior to development of the project, or as portions are constructed, the City could place placards, signage or other information to describe the entire project and how it will function when completed.*



## CYCLE TRACK VERSUS BUFFERED BICYCLE LANES

A CYCLE TRACK is an exclusive bike facility that is separated from motor vehicle traffic, parking lanes and sidewalks through the use of bollards, medians, or raised curbs. Cycle tracks can be designed in a variety of ways, but all are intended to be primarily used for bicycles, and are separated from motor vehicle travel lanes, parking lanes, and sidewalks. In situations where on-street parking is allowed, cycle tracks are located to the curb-side of the parking (in contrast to bike lanes). BUFFERED BIKE LANES are conventional bicycle lanes paired with a designated buffer space (usually painted) separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane. Buffered bike lanes can be used anywhere a traditional bike lane is proposed and provides more space for bikes without making the bike lane appear so wide that it might be mistaken for a travel or parking lane.

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

**Segment 2:** *Town Center Park to Courtside Drive. This segment would be constructed as part of the Park Place Redesign (Project IN.3) because it will require reconfiguring the corner of Town Center Park and potentially the western parking area for Town Center Park to accommodate the future main street extension south to Wilsonville Road. A quick win project could be to restripe the existing roadway as a two-way buffered bike lane, similar to what was completed during the Town Center Main Street Popup event at the 2018 Wilsonville Community Block Party during the planning process for the Plan. The two-way buffered bike lane would then be replaced with a permanent two-way cycle track.*

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

**Segment 4:** *Town Center Loop E to Wilsonville Road. This segment would be located on the east side of Town Center Loop E This section of cycle track would connect the central portion of Town Center to Memorial Park south of Wilsonville Road. This project would not likely be implemented until the modifications to the Wilsonville Road/Town Center Loop E intersection are completed as there are already buffered bicycle lanes on Town Center Loop E The cycle*



*track improvements would increase safety by crossing to the east side on Town Center Loop E at Courtside Avenue, not at Wilsonville Road, to remove the potential conflicts with the additional left turn movements from Wilsonville Road to Town Center Loop E. The two-way cycle track and vehicular lanes, as proposed, will fit within existing right-of-way.*

### **IN.12 Promenade (Framework Project)**

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

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

## **Underground Utility Relocation**

### **IN.14a, b and c Water, Sewer and Stormwater System Upgrades**

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

## **Parking Solution(s) – City Built or Developer Incentives**

### **PARKING STRATEGIES**

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

*The parking analysis completed for the Plan showed that parking usage varies considerably by location, time of day, weekdays and weekends in Town Center. Future development will require parking, likely a combination of surface and structured facilities. As Town Center*

*develops over time, a variety of parking management techniques and incentives could be implemented to achieve the goals for parking in the Town Center.*

*Structured parking can be provided by public or private organizations, or a combination of both. Although the current market makes it challenging to construct a fully privately funded garage (given that each parking stall can cost between five and ten times as much as one built on a surface lot), in the future, structured parking might be possible. For development over five acres in size, structured parking, even if phased, should be incorporated into the development plan. Rents and lease rates will likely increase over time, making structured parking, either stand-alone or as part of a larger development, possible. Ideally, structured parking would be developed as part of a larger development project that includes the types of land uses the Wilsonville community desires.*

## FINANCIAL ANALYSIS

Tiberius Solutions calculated the projected amount of tax increment revenue for the Feasibility Study Area over an approximate 30-year time frame. The financial projections assume 3% growth in assessed value from appreciation of real property accounts and no change in assessed value for existing personal property and utility accounts. The analysis of assessed value growth also included a set of detailed assumptions for future development in the Area. The future development assumptions were developed in coordination with Wilsonville staff, and are detailed in Appendix A.

Tax increment revenues would begin in FYE 2026, assuming the Area is adopted by the Wilsonville City Council before October 1, 2024.<sup>1</sup> If the Area is approved after October 1, 2024, the frozen base value would increase, because a new tax roll would be certified. If the Area is adopted after December 31, 2024, the first year of tax increment would be delayed.

Exhibit 13 summarizes the financial capacity of the Area. Total net tax increment finance (TIF) revenues is the cumulative amount of TIF revenue that would be received by the Area over its duration. Maximum indebtedness (a term defined in Oregon Statutes related to TIF) is the total principal amount of indebtedness that could be incurred by the Area. Maximum indebtedness is stated in nominal (i.e., “year of expenditure”) dollars. The capacity in 2023 dollars shows the maximum indebtedness figure adjusted for inflation and presented in “real” dollars. This is the most useful measure of financial capacity. The capacity in 2023 dollars is also shown in five-year periods to provide a sense of when funding would become available over time.

The URA is forecast to generate \$211.4 million of cumulative net TIF revenue, which could support a maximum indebtedness of \$181.0 million, equivalent to \$101.1 million in capacity for projects, adjusted for inflation and presented in constant 2023 dollars.

### Exhibit 13. Financial Capacity Over Time

<b>Net TIF (30 years)</b>	<b>\$211,400,000</b>
<b>Maximum Indebtedness</b>	<b>\$181,000,000</b>
<b>Capacity (2023\$)</b>	<b>\$101,100,000</b>
Years 1-5	\$3,600,000
Years 6-10	\$9,800,000
Years 11-15	\$19,300,000
Years 16-20	\$24,700,000
Years 21-25	\$25,700,000
Years 26-30	\$17,900,000

Source: Tiberius Solutions

Note: Total TIF and Maximum Indebtedness are stated in year-of-expenditure (i.e., “nominal”) dollars. Capacity has been adjusted for inflation and shown in constant 2023 dollars.

<sup>1</sup> An urban renewal area is adopted through a non-emergency ordinance which does not go into effect for thirty days after adoption.



## IMPACTS ON TAXING DISTRICTS

Tax increment financing through adopting an urban renewal plan is not a new tax. These tax revenues are generated from the existing property tax rates of other taxing districts that overlap the Area. The Area would impact these affected taxing districts by redirecting a portion of these property tax revenues to the Area. The impact to other taxing districts is measured in terms of “foregone revenue”. Exhibit 15 and Exhibit 16 summarize the amount of foregone revenue that would be caused by the proposed Area.

The foregone revenue for the West Linn-Wilsonville School District and Clackamas Education Service District does not have a direct impact on school funding, as funding is equalized at the State level. Local school districts are funded on a per-pupil basis and that per-pupil amount is not directly impacted by urban renewal.

The amount of foregone revenues is equal to the amount of TIF needed to pay debt service on the maximum indebtedness.

In general, these impacts start off very small, and grow over time as the assessed value of the urban renewal area grows. For example, in Exhibit 15, the City of Wilsonville is estimated to experience a total impact of \$36,390 in FY 2025/26 (the first year in which tax increment would be collected), and an impact of \$3,056,006 in FY 2052/53 (the 29<sup>th</sup> year TIF would be collected).<sup>2</sup>

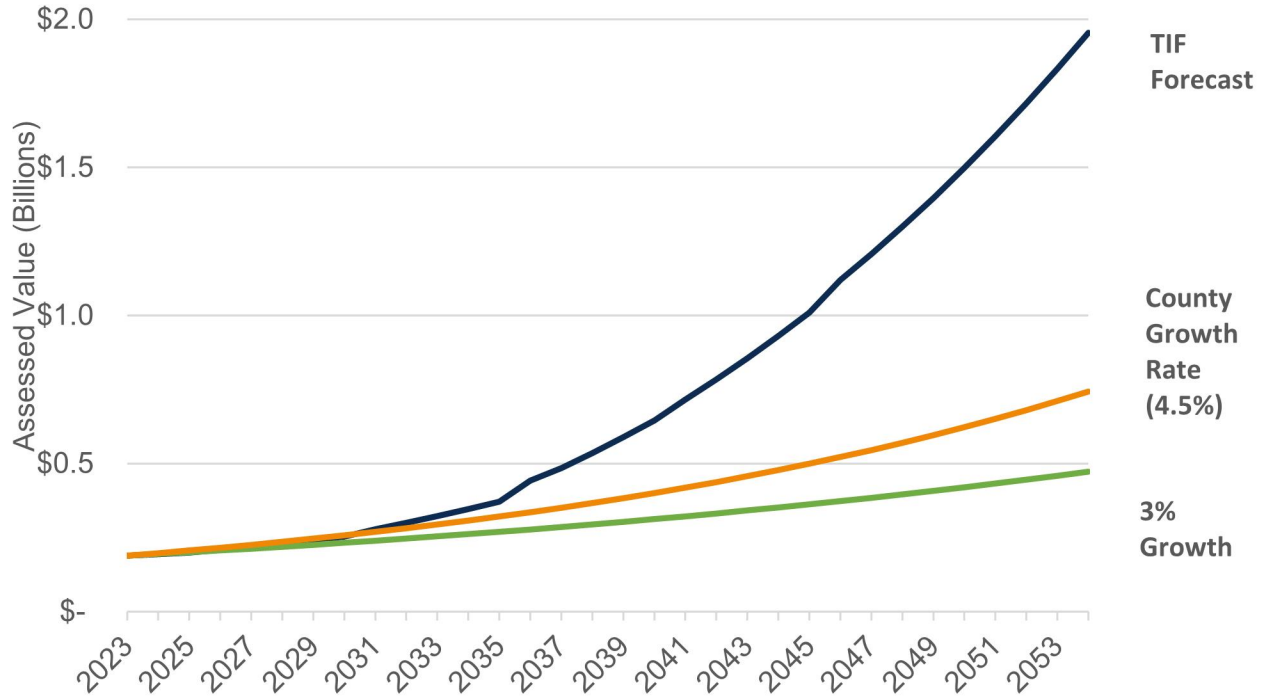
To the extent that urban renewal investment is successful in stimulating new taxable development, not all of the foregone revenues should truly be categorized as impacts to taxing districts. Successful urban renewal areas cause new development to occur, above and beyond the level that would have occurred without urban renewal. In these situations, the property taxes would not have existed but for the urban renewal area’s targeted investments. So, even though these tax revenues show up as TIF, and as foregone revenues, they may not be negative impacts to taxing districts.

Exhibit 14 shows the difference in tax revenues for the Area based on: (1) a 3% assessed value growth rate, the rate allowed by Oregon property tax law, (2) a 4.5% assessed value growth rate, the average growth rate in the county in the last 10 years, and (3) the projected assessed value growth rate in this Feasibility Study. The growth projected as a result of the infrastructure investments from the establishment of an urban renewal area significantly increase the amount of tax revenue that would be generated over the next 30 years in the Area.

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<sup>2</sup> See Exhibit 15, “City of Wilsonville” column

### Exhibit 14. Projected Tax Increment Revenues Over Time



Source: Tiberius Solutions

**Exhibit 15. Impacts to Taxing Districts, General Government**

<b>FYE</b>	<b>City of Wilsonville</b>	<b>Clackamas County City</b>	<b>County Extension &amp; 4H</b>	<b>County Library</b>	<b>County Soil Conservation</b>	<b>TVF&amp;R</b>	<b>Port of Portland</b>	<b>Metro</b>	<b>Vector Control</b>	<b>Subtotal</b>
2026	(36,390)	(34,710)	(722)	(5,737)	(722)	(22,020)	(1,012)	(1,395)	(94)	(102,802)
2027	(61,454)	(58,616)	(1,219)	(9,689)	(1,219)	(37,185)	(1,709)	(2,355)	(158)	(173,605)
2028	(87,391)	(83,355)	(1,734)	(13,778)	(1,734)	(52,880)	(2,430)	(3,349)	(225)	(246,877)
2029	(114,437)	(109,152)	(2,270)	(18,042)	(2,270)	(69,245)	(3,183)	(4,386)	(295)	(323,280)
2030	(142,634)	(136,048)	(2,829)	(22,488)	(2,829)	(86,307)	(3,967)	(5,466)	(368)	(402,937)
2031	(204,188)	(194,759)	(4,050)	(32,192)	(4,050)	(123,553)	(5,679)	(7,825)	(527)	(576,823)
2032	(256,380)	(244,541)	(5,086)	(40,421)	(5,086)	(155,134)	(7,130)	(9,826)	(661)	(724,265)
2033	(310,933)	(296,574)	(6,168)	(49,022)	(6,168)	(188,144)	(8,647)	(11,916)	(802)	(878,374)
2034	(368,136)	(351,135)	(7,303)	(58,041)	(7,303)	(222,757)	(10,238)	(14,109)	(949)	(1,039,970)
2035	(428,098)	(408,329)	(8,492)	(67,494)	(8,492)	(259,040)	(11,906)	(16,407)	(1,104)	(1,209,362)
2036	(600,721)	(572,980)	(11,916)	(94,710)	(11,916)	(363,493)	(16,707)	(23,022)	(1,549)	(1,697,014)
2037	(704,106)	(671,591)	(13,967)	(111,010)	(13,967)	(426,050)	(19,582)	(26,984)	(1,816)	(1,989,074)
2038	(828,117)	(789,875)	(16,427)	(130,562)	(16,427)	(501,089)	(23,031)	(31,737)	(2,136)	(2,339,400)
2039	(958,792)	(914,515)	(19,019)	(151,164)	(19,019)	(580,159)	(26,665)	(36,745)	(2,472)	(2,708,550)
2040	(1,096,169)	(1,045,548)	(21,744)	(172,823)	(21,744)	(663,285)	(30,485)	(42,010)	(2,827)	(3,096,635)
2041	(1,264,075)	(1,205,701)	(25,075)	(199,295)	(25,075)	(764,884)	(35,155)	(48,445)	(3,260)	(3,570,964)
2042	(1,430,294)	(1,364,244)	(28,372)	(225,501)	(28,372)	(865,462)	(39,778)	(54,815)	(3,688)	(4,040,526)
2043	(1,604,795)	(1,530,686)	(31,834)	(253,013)	(31,834)	(971,052)	(44,631)	(61,502)	(4,138)	(4,533,484)
2044	(1,788,086)	(1,705,513)	(35,469)	(281,911)	(35,469)	(1,081,960)	(49,728)	(68,527)	(4,611)	(5,051,275)
2045	(1,980,538)	(1,889,078)	(39,287)	(312,253)	(39,287)	(1,198,412)	(55,080)	(75,903)	(5,107)	(5,594,945)
2046	(2,245,560)	(2,141,861)	(44,544)	(354,037)	(44,544)	(1,358,775)	(62,451)	(86,059)	(5,791)	(6,343,622)
2047	(2,460,339)	(2,346,721)	(48,805)	(387,899)	(48,805)	(1,488,736)	(68,424)	(94,291)	(6,345)	(6,950,364)
2048	(2,684,617)	(2,560,643)	(53,254)	(423,259)	(53,254)	(1,624,446)	(74,661)	(102,886)	(6,923)	(7,583,942)
2049	(2,919,745)	(2,784,913)	(57,918)	(460,330)	(57,918)	(1,766,720)	(81,201)	(111,897)	(7,529)	(8,248,170)
2050	(3,166,173)	(3,019,961)	(62,806)	(499,182)	(62,806)	(1,915,832)	(88,054)	(121,341)	(8,165)	(8,944,319)
2051	(3,424,366)	(3,266,231)	(67,928)	(539,889)	(67,928)	(2,072,063)	(95,234)	(131,236)	(8,831)	(9,673,705)
2052	(3,483,131)	(3,322,281)	(69,093)	(549,153)	(69,093)	(2,107,622)	(96,869)	(133,488)	(8,982)	(9,839,713)
2053	(3,553,631)	(3,389,526)	(70,492)	(560,269)	(70,492)	(2,150,281)	(98,829)	(136,190)	(9,164)	(10,038,874)
2054	(3,056,005)	(2,914,880)	(60,621)	(481,812)	(60,621)	(1,849,170)	(84,990)	(117,119)	(7,881)	(8,633,099)
<b>TOTAL:</b>	<b>(41,259,301)</b>	<b>(39,353,967)</b>	<b>(818,440)</b>	<b>(6,504,976)</b>	<b>(818,444)</b>	<b>(24,965,756)</b>	<b>(1,147,456)</b>	<b>(1,581,231)</b>	<b>(106,398)</b>	<b>(116,555,970)</b>

Source: Tiberius Solutions



**Exhibit 16. Impacts to Taxing Districts, Education**

<b>FYE</b>	<b>Clackamas Community College</b>	<b>Clackamas ESD</b>	<b>West Linn-Wilsonville School District</b>	<b>Subtotal</b>	<b>Total</b>
2026	(8,059)	(5,323)	(70,286)	(83,668)	(186,470)
2027	(13,609)	(8,989)	(118,695)	(141,293)	(314,899)
2028	(19,353)	(12,783)	(168,791)	(200,928)	(447,804)
2029	(25,343)	(16,739)	(221,029)	(263,111)	(586,391)
2030	(31,587)	(20,864)	(275,491)	(327,942)	(730,879)
2031	(45,218)	(29,868)	(394,378)	(469,464)	(1,046,287)
2032	(56,777)	(37,502)	(495,185)	(589,463)	(1,313,728)
2033	(68,858)	(45,482)	(600,550)	(714,889)	(1,593,263)
2034	(81,526)	(53,849)	(711,034)	(846,408)	(1,886,378)
2035	(94,805)	(62,620)	(826,848)	(984,273)	(2,193,635)
2036	(133,033)	(87,870)	(1,160,260)	(1,381,163)	(3,078,177)
2037	(155,928)	(102,993)	(1,359,942)	(1,618,863)	(3,607,937)
2038	(183,391)	(121,133)	(1,599,463)	(1,903,987)	(4,243,387)
2039	(212,329)	(140,247)	(1,851,853)	(2,204,430)	(4,912,980)
2040	(242,752)	(160,342)	(2,117,190)	(2,520,284)	(5,616,919)
2041	(279,936)	(184,902)	(2,441,491)	(2,906,330)	(6,477,294)
2042	(316,746)	(209,216)	(2,762,534)	(3,288,495)	(7,329,022)
2043	(355,390)	(234,741)	(3,099,572)	(3,689,703)	(8,223,188)
2044	(395,981)	(261,552)	(3,453,589)	(4,111,122)	(9,162,397)
2045	(438,600)	(289,703)	(3,825,300)	(4,553,603)	(10,148,548)
2046	(497,291)	(328,469)	(4,337,175)	(5,162,935)	(11,506,557)
2047	(544,855)	(359,885)	(4,752,009)	(5,656,749)	(12,607,113)
2048	(594,522)	(392,692)	(5,185,190)	(6,172,404)	(13,756,345)
2049	(646,593)	(427,085)	(5,639,327)	(6,713,005)	(14,961,175)
2050	(701,165)	(463,131)	(6,115,288)	(7,279,585)	(16,223,904)
2051	(758,344)	(500,898)	(6,613,974)	(7,873,216)	(17,546,921)
2052	(771,357)	(509,494)	(6,727,475)	(8,008,326)	(17,848,039)
2053	(786,970)	(519,806)	(6,863,643)	(8,170,419)	(18,209,294)
2054	(676,768)	(447,016)	(5,902,505)	(7,026,290)	(15,659,389)
<b>TOTAL:</b>	<b>(9,137,086)</b>	<b>(6,035,194)</b>	<b>(79,690,067)</b>	<b>(94,862,348)</b>	<b>(211,418,320)</b>

Source: Tiberius Solutions

## POLITICAL FEASIBILITY & OTHER CONSIDERATIONS

### Residents

The Town Center Plan was vetted thoroughly with the residents of Wilsonville. There has been tremendous support throughout the planning and adoption process. An excerpt from the Planning Commission findings for the adoption of the Town Center Plan identifying public input is shown below:

*The Town Center Plan, which established the land use, transportation, park and open space, and infrastructure frameworks, began in Fall 2016. The community engagement was divided into three phases. The first phase of the project established the community's vision and goals for the future of Town Center and identified existing issues and priority improvements. During the second phase of the project, community members and stakeholders defined how they want the "building blocks" of Town Center to look and function in the future. These building blocks include land use, open spaces and parks, and the multimodal transportation network. Based on community and stakeholder ideas and feedback, the project team drafted and then refined the building blocks. This process resulted in a Draft Community Design Concept that was supported by the community and will be implemented through the Town Center Plan. Public input continued through the end of the project.*

*Multiple work sessions were held with the Planning Commission and City Council, including three joint Planning Commission and City Council meetings. Public comment opportunities were available at every meeting. The Planning Commission had extensive and productive informal discussions with the participating public, technical partners and the project taskforce. Community design workshops, open houses, and surveys were held throughout the project. Other citizen involvement included individual and small group stakeholder meetings, a public kickoff event, two community design workshops, a citywide barbeque, an interactive pop-up event, neighborhood "idea centers", neighborhood pop-ups, targeted engagement activities, and an ongoing map-based and visual preference online surveys.*

*In addition to the major engagement activities listed above, the City went to a variety of established community events, referred to as Community Out-and-Abouts, and neighborhood meetings, which provided community members with convenient opportunities to participate in the Town Center Plan. The input received at these events is incorporated in the Question of the Month results and Community Design Survey feedback summary (see Attachment C of the staff report). Community members were provided with ongoing project updates and opportunities for input.*

The adoption of an urban renewal plan is one of the significant implementation tools for the Town Center Plan. We anticipate residents' support of the financing tool that will provide the transformation of downtown Wilsonville.

## Taxing Districts

As noted previously, the impact of urban renewal is on the overlapping taxing districts. The City has taken recent actions to reduce that impact on the taxing districts. The City closed down the Year 2000 Urban Renewal Plan prior to FY 2023/24 and intends to close down the West Side Urban Renewal Plan prior to FY 2024/25. Combined, these plans were previously collecting \$9 million of TIF revenue each year. Thus, the termination of these plans results in a \$9 million per year increase in tax revenue to the overlapping taxing districts. The projected impacts on the taxing districts from the proposed Town Center Plan are shown in Exhibit 15 and Exhibit 16. The annual impact of the proposed Town Center Plan is not forecast to equal or exceed \$9 million (the amount of tax revenue previously foregone from the two closing URAs) until FY 2043/44.<sup>3</sup>

Tualatin Valley Fire and Rescue (TVF&R) was a member of the Task Force and made the following recommendations for consideration in the future review of the urban renewal area.

- A time certain end date of the urban renewal area
- Performance metrics and expectations
- Encourages the city to pursue grants or other funding opportunities that may be pursued in order to minimize the public sector financial burden of the proposed projects.

## Year 2000 Plan Assessed Value Background

When the Year 2000 Urban Renewal Area was established in 1992, it had an assessed value (frozen tax base) of \$44 million. The City voluntarily established a \$4 million dollar limit of the tax increment revenues in FY 2018/19. Prior to this, the City had been returning tax revenue to overlapping taxing districts by removing property from the Year 2000 Urban Renewal Area. When the Plan terminated taking division of tax revenues in FY 2023/24, it had an incremental assessed value (assessed value above the frozen base) of \$517,924,458. The termination of the Year 2000 Urban Renewal Area permanently added the approximate \$518 million in assessed value back to the tax rolls on which taxes are distributed to all overlapping taxing districts. Appendix D provides a summary of the overall impact of the Year 2000 Plan.

## West Side Plan Assessed Value Background

The West Side Plan was created in 2003. The City voluntarily established a \$5 million dollar limit of the tax increment revenues<sup>4</sup> in FY 2018/19. The City intends to terminate taking division of tax revenues for the West Side Urban Renewal Plan after FY 2023/24. Overlapping

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<sup>3</sup> This is projected using the incremental assessed values of the Y2000 and West Side Plans after the voluntary underlevy and comparing the total assessed value to the projections for the proposed Town Center Plan.

<sup>4</sup> Taking division of taxes is the distribution of tax increment revenue from the increased assessed value in an urban renewal area to the urban renewal agency instead of to the overlapping taxing districts.



taxing districts will receive those increased tax revenues in FY 2024/25. The City projects an additional \$1,136,640,917 of assessed value to be placed back on the tax rolls as a result of the closure of the West Side Urban Renewal Area.

**Exhibit 17. Summary of Impacts on Closing and New Urban Renewal Plans**

	<b>Year 2000</b>	<b>West Side</b>	<b>Town Center (Projected)</b>
Amount of Assessed Value returned to be Tax rolls	\$561,924,458 (FY 2023/24)	\$1,136,640,917 (FY 2023/24)	
Original Frozen Base	\$44,000,000	\$16,500,000	\$194,239,498
Incremental Value in FY 2023/24	Not applicable	\$1,136,640,917	Not applicable
Termination	End of FY 2022/23 (terminated)	End of FY 2023/24 (projected)	(projected in 2053/54)
Projected future assessed Value			\$1,954,732,089

Source: Data from Clackamas County Assessor's SAL reports, FY 2023/24 and FY 2022/23

## NEXT STEPS

The Town Center Urban Renewal Feasibility Study will be presented to the Wilsonville City Council. If they direct staff to pursue the development of an urban renewal plan, the following steps must be completed:

1. City Council to decide whether to place the question of forming an urban renewal area to help fund infrastructure improvements for the Wilsonville Town Center on the ballot.
2. City Council to adopt a ballot title for the formation of an urban renewal area for the Wilsonville Town Center.
3. Determine whether to hire a consultant to assist in the urban renewal plan preparation and adoption process.
4. Prepare an Urban Renewal Plan (Plan) pursuant to ORS 457.085 including goals and objectives and projects to pursue.
5. Complete the Report that Accompanies the Plan (Report). The Report must comply with ORS 457.087, both identifying existing conditions and establishing financial feasibility. There is generally a large amount of city staff input in this document, as existing conditions must be identified and projects must be defined.
6. Consider the voters' input on a ballot measure.
7. If the vote is positive and City Council so directs, present the draft Plan and Report to the Urban Renewal Task Force for their input and review.
8. Present the draft Plan and Report to the Agency.
9. Complete a legal description of the urban renewal area that is typically done outside of the urban renewal plan consultant's contract. This legal description must be complete by the final action in front of City Council.
10. Agency, if desired, to pass a motion to start the public review process.
11. Transmit the Plan and Report to all impacted taxing districts.
12. Present the Plan and Report to the Wilsonville Planning Commission for their finding of conformance of the Wilsonville Urban Renewal Plan with the Wilsonville Comprehensive Plan.
13. Present the Plan and Report to the Clackamas County Commission. No action on their behalf is required.
14. Conduct a public hearing in front of Wilsonville City Council, advertised to a specific group as identified in 457.120. Review a non-emergency ordinance.
15. Publish notice if the ordinance for the Plan is adopted.

The process of formally adopting an urban renewal plan typically takes three to four months once the Plan is prepared.

## TASK FORCE OVERVIEW

The Wilsonville Urban Renewal Task Force (Task Force) is comprised of a broad group of stakeholders and provides recommendations to the Wilsonville City Council on the use of urban renewal, also called tax increment financing (TIF). The Task Force was originally convened in September 2013 and has convened as needed over the past decade to review decisions and provide advice regarding existing urban renewal areas and potential new urban renewal areas. The Task Force has provided input on numerous topics, including but not limited to: amendments to the existing Year 2000 and West Side plans, the preparation and adoption of the Coffee Creek Plan, the expiration of the “TIF Zones” program, and the establishment of the reengineered Wilsonville Investment Now (WIN) program.

### Meeting 1

Wilsonville staff and the consultant team provided the basic context for the Town Center Urban Renewal Feasibility Study. The review covered urban renewal basics, the Town Center Plan, the Town Center Infrastructure Funding Plan, and the Urban Renewal Strategic Plan. The purpose of the Feasibility Study was described, including the components of establishing a boundary, providing financial analysis of that boundary, establishing blight, and reviewing potential projects.

Main Question:

There was a question about the I-5 bike pedestrian bridge and how it would entice developers to invest in the Area.

Responses:

- The project is about connecting and completing the bike-pedestrian infrastructure loop in the City. The bridge connects the Transit Center, west-side businesses, and residents with Town Center and provides the possibility for cyclists and pedestrians to access Town Center from the west side without having to use the Wilsonville Road access.
- Developers would want to know there was a safe connection between the Transit Center and Town Center for future employees.
- Transit Oriented development will soon be constructed at the Transit Center which includes over 100 apartments. A bridge crossing will enable greater connectivity between those residents and Town Center.
- The bridge crossing will bolster market feasibility for development as it connects customers to Town Center who would be otherwise cut off.

Other questions related to establishing the boundary. A suggested boundary was approved, which incorporated the boundary in the Town Center Plan plus properties on the west side of I-5 for the pedestrian/bike bridge landing and south of Wilsonville Road to incorporate all of Wilsonville Road for the future intersection improvements.



## Meeting 2

The consultant team presented the preliminary financial analysis of the boundary chosen in meeting one. The analysis covered two time frames (25 and 30 years) and low, medium, and high growth scenarios to provide bookends for reviewing financial feasibility. The capacity of the potential amount of funds for projects ranged from \$18,450,000 to \$79,050,000, depending on the time frame and the projected assessed value growth in the Area.

Main Questions:

With the real estate market in its present condition, what is it that will attract developers?

Responses:

- This area has a lot of things going for it, including proximity to I-5 and the fact that much of the Area is planned for multifamily construction, which is in demand. Office construction is slower right now. There is retail space already in the area.
- This area is ready to be redeveloped and the product type needs to be improved from big box/ neighborhood shopping center feel to an area that is more of the heart of the town. To do that, we need to increase the density, remove excess parking, discourage big box, and focus on redevelopment. Would like something in line with what Lake Oswego and Bridgeport did, with a healthier mix. Having the freeway helps, but when you draw demographic circles to assess development feasibility, the highway is a barrier to customers, so a connection like the proposed bridge is needed. To attract new development in line with the Town Center Plan, the City's involvement is needed. It will not happen on its own. The traffic pattern needs to be more Main Street instead of circular, tying things in a more connected way, connected parks, and more pedestrian and bike friendly. The City needs to partner with some development to make it happen. Without the urban renewal area, this won't happen, you will just have a nice plan. The freeway is helpful, but it also divides the town into two parts. The parts need to be connected.
- It is hard to get retail without the demographics to support it. Make it a place of energy where people want to live.
- The Town Center Plan is a community development exercise and also an economic development exercise. The tax revenue potential under the Town Center Plan is so much greater than what now exists.

Main Comments:

Structured parking: This may need to be moved up in the priority list, and may need to happen when Fry's develops because if you want to eliminate all of that parking, you will need structured parking. These costs, plus the utility systems relocation costs, may kill redevelopment of this site in the way that is envisioned in the Town Center Plan.

I-5 Pedestrian Bridge: The TVF&R point of view would be that the I-5 pedestrian bridge should not be the number one project. Streets, infrastructure, parking structure would be more important. TIF funds should be spent where they spur development that would not otherwise

occur. Have you considered asking the voters to approve a bond for the pedestrian bridge project?

- The I-5 pedestrian bridge will impact the traffic studies of businesses that want to develop. The bridge will be important for the feasibility.
- The bridge is critical to the implementation of the Town Center Plan in getting private investment by getting people between Villebois and the Transit Center into Town Center.
- If the feel is to have a lively walk and play area, but we don't have the ability to get people there, how do we sell this vision? What are the methods to bring people to the Town Center? Nobody wants to walk through large parking lots. At some point we need to make the switch to make the area walkable.
- We have a need for our employees to get from the transit center to their buildings, including businesses like Mentor Graphics (now Siemens EDA). It makes sense for the employers. Many multifamily residents want the option to not have a car and use transit instead. The I-5 ped/bike bridge makes that possible.

### Meeting 3

The consultant team presented an updated financial analysis that included significant input from City staff on the development potential in the Area. The consultant team also presented the preliminary blight findings for the Area with the conclusion that the Area meets the statutory definition of blight.

### Meeting 4

Staff presented the proposed project list and the sources and uses of potential funding mechanisms including tax increment financing, system development charges, and developer contributions. The proposed projects are identified earlier in this Feasibility Study.

Comment:

TVF& R requested the following to be incorporated into any future Town Center Urban Renewal Plan:

- A time certain end date of the urban renewal area
- Performance metrics and expectations
- Encourages the city to pursue grants or other funding opportunities that may be pursued in order to minimize the public sector financial burden of the proposed projects.

Response:

The City values the partnership with TVF&R and will consider their requests.

## Meeting 5

Staff presented the draft ballot measure Caption, Question and Summary.

Caption: There was a consensus recommendation to use the terminology “urban renewal” instead of “tax increment financing”. Urban renewal has been very successful in Wilsonville and the electorate is familiar with this term. The word “tax” makes people think it is a new tax and, therefore, can be confusing.

Summary: It was recommended that paragraph 2 of the summary be rewritten in clearer language. Elaine offered to provide alternate language for consideration. Recommended that the statement that the development in the Town Center would not happen but for the ability to fund projects with urban renewal. It was also recommended to move the project list to earlier in the summary and to make sure to state that the projects are not limited to this list.

Explanatory Statement: The Task Force did not have a lot of time to review the Explanatory Statement. They provided the following input:

- Make sure that the language about private development was clear that the city would not be subsidizing developers.
- The \$190 million in funding was available over a period of time, not at the beginning of the urban renewal area.
- The information talks about the life of the district - be more clear about what that is.

Staff presented the Communication Plan for the ballot measure. They provided the following input:

- Will the information on social media be interactive: will someone be responding to posts?
- Make sure everything you say has been cleared by the Secretary of State.
- The timeline for Secretary of State review is fairly lengthy, so make sure to give yourselves enough time.

Consultant team presented the Feasibility Study. There were no questions nor comments. The Task Force voted a consensus vote in favor of the body of work found in the Feasibility Study and attachments and to send it on to the City Council with one abstention (TVF&R) and the remainder affirmative votes.



**Appendix A. Tiberius Solutions Financial Feasibility Memorandum**  
**Appendix B. How Tax Increment Financing Works, Tiberius Solutions**  
**Appendix C. Comprehensive Plan Findings for Adoption of the Town Center Plan**  
**Appendix D. Year 2000 Urban Renewal Fact Sheet**



## Appendix B: Tiberius Solutions Financial Feasibility Memorandum

DATE: November 3, 2023  
TO: Elaine Howard, Elaine Howard Consulting  
FROM: Nick Popenuk and Ali Danko  
SUBJECT: FEASIBILITY STUDY RESULTS: WILSONVILLE TOWN CENTER AREA

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For the City of Wilsonville (City), Tiberius Solutions, in collaboration with Elaine Howard Consulting, conducted a feasibility study for the Wilsonville Town Center Area (Area). One element of the feasibility study is estimating the financial capacity of the potential new Area. This memorandum summarizes the results of the financial analysis.

This memorandum is organized according to the steps in the technical analysis:

- Determining the applicable consolidated tax rate
- Forecasting future growth in assessed value
- Calculating tax increment financing revenues
- Estimating financial capacity

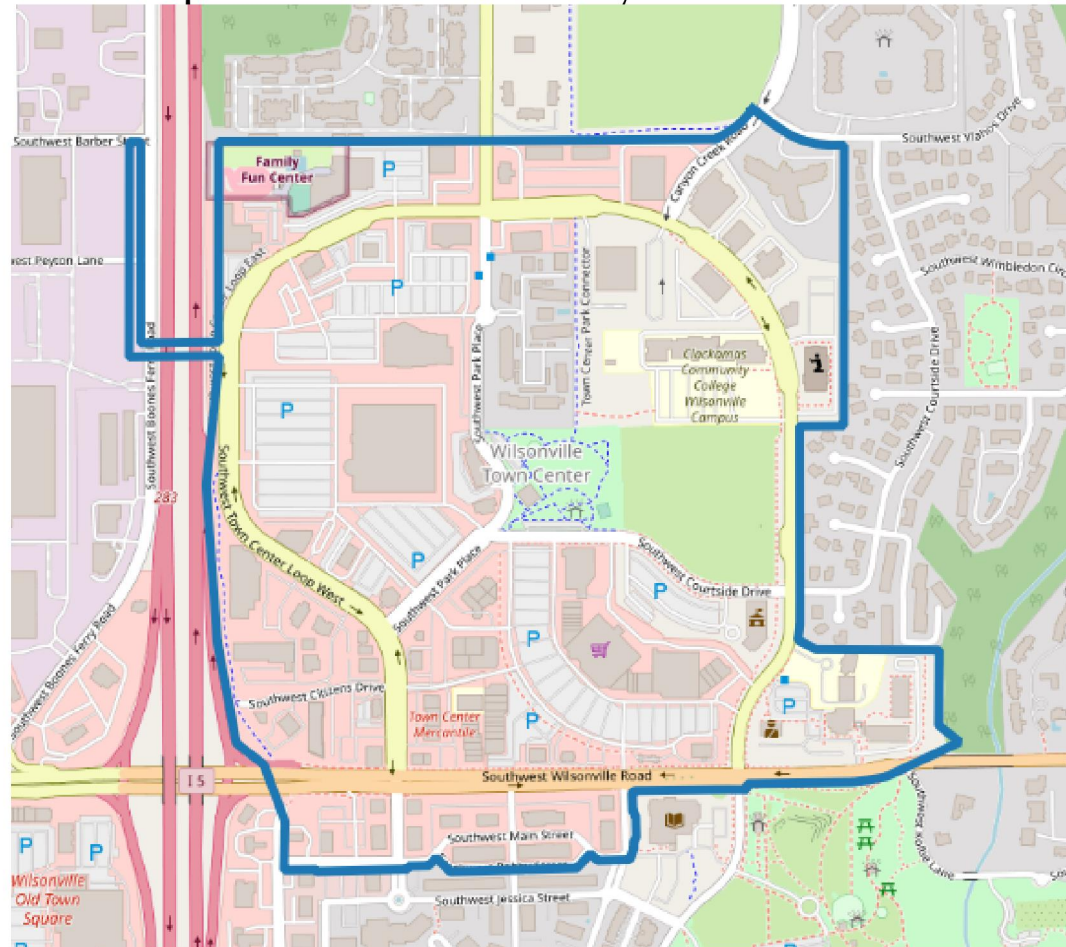
This technical analysis relies on assumptions about future economic and financial conditions. These assumptions were developed in collaboration with City staff and members of the Wilsonville Urban Renewal Task Force.

This memorandum includes two attachments:

- Attachment A: Detailed Assumptions for New Construction
- Attachment B: How Tax Increment Financing Works

Exhibit 1 shows the proposed Area boundary that was analyzed in this feasibility study.

## Exhibit 1. Proposed Town Center Area Boundary



Source: Tiberius Solutions with boundary provided by the City of Wilsonville

## Consolidated Tax Rate

All new urban renewal plans are “permanent rate” plans, as defined by Oregon Revised Statutes (ORS) 457.010. The consolidated tax rate is equal to the sum of all permanent tax levy rates. Local option levies and general obligation bond levies are not impacted by new urban renewal plans. The Area would be located in four tax code areas (TCAs) of Clackamas County, TCA 003-027, TCA 003-023, TCA 003-042, and TCA 03-053. Exhibit 2 shows the consolidated tax rate for these TCAs in fiscal year ending (FYE) 2023. All TCAs overlap the same taxing districts and have the same consolidated tax rate.



**Exhibit 2. Consolidated Tax Rate**

Taxing District	Tax Code Area
	<b>003-027, 003-023, 003-042, 003-053</b>
<b>General Government</b>	
City of Wilsonville	\$ 2.5206
Clackamas County City	\$ 2.4042
County Extension & 4H	\$ 0.0500
County Library	\$ 0.3974
County Soil Conservation	\$ 0.0500
TVF&R	\$ 1.5252
Port of Portland	\$ 0.0701
Road District 15 Wilsonville	\$ -
Metro	\$ 0.0966
Vector Control	\$ 0.0065
<i>Subtotal</i>	<i>\$ 7.1206</i>
<b>Education</b>	
Clackamas Community College	\$ 0.5582
Clackamas ESD	\$ 0.3687
West Linn-Wilsonville School District	\$ 4.8684
<i>Subtotal</i>	<i>\$ 5.7953</i>
<b>Total</b>	<b>\$ 12.9159</b>

Source: Clackamas County Assessor, SAL Table 4a and Rate Book, FYE 2023

**Assessed Value Growth**

The forecast of assessed value within the Area includes increases from appreciation of existing real property value (limited by the Oregon Constitution to a maximum of 3% annually)<sup>1</sup>, and from new construction (not subject to the 3% limit). City staff and members of the Wilsonville Urban Renewal Task Force provided input on key assumptions for the type, value, timing and amount of development expected to occur in the Area. Based on these assumptions, we forecast future increases in assessed value from new construction, as shown in Exhibit 3. New development in the area through FYE 2054 is forecast to total \$602 million in constant 2023 dollars, or \$1.1 billion in nominal dollars. The underlying assumptions are detailed in Attachment A. The amount and timing of new construction forecast to occur in the Area is predicated on the assumption that the City will actively be funding infrastructure and economic development projects in the Area through urban renewal. Without these public investments, it is expected that new construction activity would be significantly lower than forecast.

<sup>1</sup> This forecast conservatively assumes existing personal property and utility accounts experience a 0% growth rate.

### Exhibit 3. Assessed Value from New Construction

FYE	Assessed Value	
	2023 \$	Nominal \$
2023	\$ -	\$ -
2024	\$ -	\$ -
2025	\$ -	\$ -
2026	\$ 3,911,174	\$ 4,273,846
2027	\$ 3,911,174	\$ 4,402,061
2028	\$ 3,911,174	\$ 4,534,123
2029	\$ 3,911,174	\$ 4,670,146
2030	\$ 3,911,174	\$ 4,810,251
2031	\$ 14,513,038	\$ 18,384,682
2032	\$ 10,347,127	\$ 13,500,654
2033	\$ 10,347,127	\$ 13,905,674
2034	\$ 10,347,127	\$ 14,322,844
2035	\$ 10,347,127	\$ 14,752,529
2036	\$ 41,567,275	\$ 61,042,945
2037	\$ 19,351,941	\$ 29,271,547
2038	\$ 23,791,597	\$ 37,066,533
2039	\$ 23,791,597	\$ 38,178,529
2040	\$ 23,791,597	\$ 39,323,885
2041	\$ 29,566,496	\$ 50,334,980
2042	\$ 27,009,574	\$ 47,361,451
2043	\$ 27,009,574	\$ 48,782,294
2044	\$ 27,009,574	\$ 50,245,763
2045	\$ 27,009,574	\$ 51,753,136
2046	\$ 40,345,596	\$ 79,625,524
2047	\$ 27,009,574	\$ 54,904,902
2048	\$ 27,009,574	\$ 56,552,049
2049	\$ 27,009,574	\$ 58,248,610
2050	\$ 27,009,574	\$ 59,996,069
2051	\$ 27,009,574	\$ 61,795,951
2052	\$ 27,009,574	\$ 63,649,829
2053	\$ 27,009,574	\$ 65,559,324
2054	\$ 27,009,574	\$ 67,526,104
<b>Total</b>	<b>\$ 601,778,398</b>	<b>\$ 1,118,776,235</b>

Source: Tiberius Solutions with input from City of Wilsonville and the Wilsonville Urban Renewal Task Force

Exhibit 4 combines the forecast growth in assessed value from new construction with anticipated growth from appreciation to show the total forecast growth in assessed value in the Area. Total assessed value in the area is expected to grow from \$194 million in FYE 2024 when the frozen base is established to \$1.95 billion in FYE 2054 when the Area closes down. This represents a 1,000% increase in assessed value over the 30-year period.

## Exhibit 4. Assessed Value Growth

FYE	Assessed Value			
	Prior Year	Plus: Increase from Appreciation	Plus: Increase from New Construction	Total
2023	\$ -		\$ -	\$ 189,015,329
2024	\$ 189,015,329	\$ 5,224,168	\$ -	\$ 194,239,497
2025	\$ 194,239,497	\$ 5,380,893	\$ -	\$ 199,620,391
2026	\$ 199,620,391	\$ 5,542,320	\$ 4,273,846	\$ 209,436,557
2027	\$ 209,436,557	\$ 5,836,805	\$ 4,402,061	\$ 219,675,423
2028	\$ 219,675,423	\$ 6,143,971	\$ 4,534,123	\$ 230,353,517
2029	\$ 230,353,517	\$ 6,464,314	\$ 4,670,146	\$ 241,487,977
2030	\$ 241,487,977	\$ 6,798,348	\$ 4,810,251	\$ 253,096,576
2031	\$ 253,096,576	\$ 7,146,606	\$ 18,384,682	\$ 278,627,864
2032	\$ 278,627,864	\$ 7,912,544	\$ 13,500,654	\$ 300,041,062
2033	\$ 300,041,062	\$ 8,554,940	\$ 13,905,674	\$ 322,501,677
2034	\$ 322,501,677	\$ 9,228,759	\$ 14,322,844	\$ 346,053,279
2035	\$ 346,053,279	\$ 9,935,307	\$ 14,752,529	\$ 370,741,115
2036	\$ 370,741,115	\$ 10,675,942	\$ 61,042,945	\$ 442,460,002
2037	\$ 442,460,002	\$ 12,827,509	\$ 29,271,547	\$ 484,559,058
2038	\$ 484,559,058	\$ 14,090,480	\$ 37,066,533	\$ 535,716,071
2039	\$ 535,716,071	\$ 15,625,191	\$ 38,178,529	\$ 589,519,791
2040	\$ 589,519,791	\$ 17,239,302	\$ 39,323,885	\$ 646,082,978
2041	\$ 646,082,978	\$ 18,936,198	\$ 50,334,980	\$ 715,354,156
2042	\$ 715,354,156	\$ 21,014,333	\$ 47,361,451	\$ 783,729,940
2043	\$ 783,729,940	\$ 23,065,607	\$ 48,782,294	\$ 855,577,840
2044	\$ 855,577,840	\$ 25,221,044	\$ 50,245,763	\$ 931,044,647
2045	\$ 931,044,647	\$ 27,485,048	\$ 51,753,136	\$ 1,010,282,831
2046	\$ 1,010,282,831	\$ 29,862,193	\$ 79,625,524	\$ 1,119,770,548
2047	\$ 1,119,770,548	\$ 33,146,825	\$ 54,904,902	\$ 1,207,822,275
2048	\$ 1,207,822,275	\$ 35,788,377	\$ 56,552,049	\$ 1,300,162,701
2049	\$ 1,300,162,701	\$ 38,558,590	\$ 58,248,610	\$ 1,396,969,901
2050	\$ 1,396,969,901	\$ 41,462,805	\$ 59,996,069	\$ 1,498,428,775
2051	\$ 1,498,428,775	\$ 44,506,572	\$ 61,795,951	\$ 1,604,731,298
2052	\$ 1,604,731,298	\$ 47,695,647	\$ 63,649,829	\$ 1,716,076,774
2053	\$ 1,716,076,774	\$ 51,036,012	\$ 65,559,324	\$ 1,832,672,110
2054	\$ 1,832,672,110	\$ 54,533,872	\$ 67,526,104	\$ 1,954,732,086

Source: Tiberius Solutions

Note: Dollar values in this summary exhibit differs from values reported in Exhibit 5 due to rounding

## Tax Increment Financing Revenue

Exhibit 5 and Exhibit 6 show the forecast of tax increment financing (TIF) revenues for the Area. The analysis assumes the effective date of the proposed Area would be between January 1, 2024 and October 1, 2024. Therefore, the frozen base would be calculated using the FYE 2024 tax roll, and the first year that the Area would collect TIF would be FYE 2026.

The frozen base of the proposed Area is estimated to be \$194 million. ORS 457.190 establishes upper limits on the maximum indebtedness of a Area based upon its frozen base value. Thus, based upon the estimated frozen base of the proposed Area, it cannot exceed a maximum indebtedness of \$181 million. Exhibit 5 shows projected annual TIF revenue through FYE 2054, which we estimate to be the final year the Area would need to collect TIF revenues to repay the \$181 million maximum indebtedness. Total TIF



over this 29-year period is estimated to be \$211.4 million. The forecast anticipates the Area would not collect the full amount of TIF revenue in its final year, as it is not needed to reach its maximum indebtedness. Total TIF revenue is forecast to exceed the amount of maximum indebtedness, due to the estimated cost of interest on debt incurred by the Area.

ORS 457.470 requires urban renewal areas to “share” a portion of the increment value with overlapping taxing districts once annual TIF revenues exceed certain thresholds. For the proposed Area, revenue sharing would first occur when annual TIF revenue exceeds ten percent of the maximum indebtedness of the plan (\$18.1 million per year). At this threshold, the Area receives TIF equal to ten percent of the maximum indebtedness plus 25 percent of the remaining tax revenue generated by the increment value of the Area. We forecast the Area would reach the threshold required to initiate revenue sharing in FYE 2051, and revenue sharing would begin the following year, in FYE 2052.

### Exhibit 5. TIF Revenue Forecast

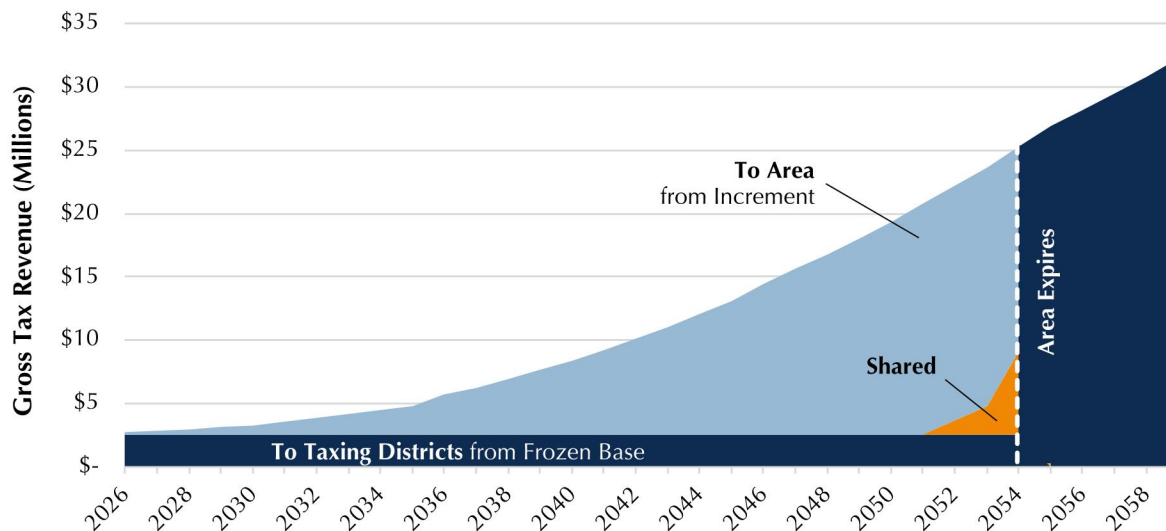
FYE	Assessed Value				Tax Rate	TIF Revenue		
	Total	Frozen Base	Increment (Used)	Increment (Not Used)		Gross	Adjustments	Net
2023	\$ 189,015,329	\$ -	\$ -	\$ -	\$ 12.9159	\$ -	\$ -	\$ -
2024	\$ 194,239,498	\$ 194,239,498	\$ -	\$ -	\$ 12.9159	\$ -	\$ -	\$ -
2025	\$ 199,620,391	\$ 194,239,498	\$ -	\$ 5,380,893	\$ 12.9159	\$ -	\$ -	\$ -
2026	\$ 209,436,557	\$ 194,239,498	\$ 15,197,059	\$ -	\$ 12.9159	\$ 196,284	\$ (9,814)	\$ 186,470
2027	\$ 219,675,423	\$ 194,239,498	\$ 25,435,925	\$ -	\$ 12.9159	\$ 328,528	\$ (13,629)	\$ 314,899
2028	\$ 230,353,518	\$ 194,239,498	\$ 36,114,020	\$ -	\$ 12.9159	\$ 466,445	\$ (18,641)	\$ 447,804
2029	\$ 241,487,978	\$ 194,239,498	\$ 47,248,480	\$ -	\$ 12.9159	\$ 610,257	\$ (23,866)	\$ 586,391
2030	\$ 253,096,577	\$ 194,239,498	\$ 58,857,079	\$ -	\$ 12.9159	\$ 760,192	\$ (29,313)	\$ 730,879
2031	\$ 278,627,865	\$ 194,239,498	\$ 84,388,367	\$ -	\$ 12.9159	\$ 1,089,952	\$ (43,665)	\$ 1,046,287
2032	\$ 300,041,063	\$ 194,239,498	\$ 105,801,565	\$ -	\$ 12.9159	\$ 1,366,522	\$ (52,794)	\$ 1,313,728
2033	\$ 322,501,678	\$ 194,239,498	\$ 128,262,180	\$ -	\$ 12.9159	\$ 1,656,621	\$ (63,358)	\$ 1,593,263
2034	\$ 346,053,280	\$ 194,239,498	\$ 151,813,782	\$ -	\$ 12.9159	\$ 1,960,812	\$ (74,434)	\$ 1,886,378
2035	\$ 370,741,116	\$ 194,239,498	\$ 176,501,618	\$ -	\$ 12.9159	\$ 2,279,677	\$ (86,042)	\$ 2,193,635
2036	\$ 442,460,003	\$ 194,239,498	\$ 248,220,505	\$ -	\$ 12.9159	\$ 3,205,991	\$ (127,814)	\$ 3,078,177
2037	\$ 484,559,058	\$ 194,239,498	\$ 290,319,560	\$ -	\$ 12.9159	\$ 3,749,738	\$ (141,802)	\$ 3,607,937
2038	\$ 535,716,071	\$ 194,239,498	\$ 341,476,573	\$ -	\$ 12.9159	\$ 4,410,477	\$ (167,090)	\$ 4,243,387
2039	\$ 589,519,791	\$ 194,239,498	\$ 395,280,293	\$ -	\$ 12.9159	\$ 5,105,401	\$ (192,421)	\$ 4,912,980
2040	\$ 646,082,979	\$ 194,239,498	\$ 451,843,481	\$ -	\$ 12.9159	\$ 5,835,965	\$ (219,046)	\$ 5,616,919
2041	\$ 715,354,157	\$ 194,239,498	\$ 521,114,659	\$ -	\$ 12.9159	\$ 6,730,665	\$ (253,371)	\$ 6,477,294
2042	\$ 783,729,941	\$ 194,239,498	\$ 589,490,443	\$ -	\$ 12.9159	\$ 7,613,800	\$ (284,778)	\$ 7,329,022
2043	\$ 855,577,842	\$ 194,239,498	\$ 661,338,344	\$ -	\$ 12.9159	\$ 8,541,780	\$ (318,592)	\$ 8,223,188
2044	\$ 931,044,649	\$ 194,239,498	\$ 736,805,151	\$ -	\$ 12.9159	\$ 9,516,502	\$ (354,105)	\$ 9,162,397
2045	\$ 1,010,282,833	\$ 194,239,498	\$ 816,043,335	\$ -	\$ 12.9159	\$ 10,539,934	\$ (391,387)	\$ 10,148,548
2046	\$ 1,119,770,551	\$ 194,239,498	\$ 925,531,053	\$ -	\$ 12.9159	\$ 11,954,067	\$ (447,509)	\$ 11,506,557
2047	\$ 1,207,822,278	\$ 194,239,498	\$ 1,013,582,780	\$ -	\$ 12.9159	\$ 13,091,334	\$ (484,221)	\$ 12,607,113
2048	\$ 1,300,162,704	\$ 194,239,498	\$ 1,105,923,206	\$ -	\$ 12.9159	\$ 14,283,994	\$ (527,648)	\$ 13,756,345
2049	\$ 1,396,969,903	\$ 194,239,498	\$ 1,202,730,405	\$ -	\$ 12.9159	\$ 15,534,346	\$ (573,170)	\$ 14,961,175
2050	\$ 1,498,428,778	\$ 194,239,498	\$ 1,304,189,280	\$ -	\$ 12.9159	\$ 16,844,778	\$ (620,874)	\$ 16,223,904
2051	\$ 1,604,731,301	\$ 194,239,498	\$ 1,410,491,803	\$ -	\$ 12.9159	\$ 18,217,771	\$ (670,850)	\$ 17,546,921
2052	\$ 1,716,076,777	\$ 194,239,498	\$ 1,433,438,058	\$ 88,399,221	\$ 12.9159	\$ 18,514,143	\$ (666,104)	\$ 17,848,039
2053	\$ 1,832,672,113	\$ 194,239,498	\$ 1,462,535,753	\$ 175,896,862	\$ 12.9159	\$ 18,889,966	\$ (680,672)	\$ 18,209,294
2054	\$ 1,954,732,089	\$ 194,239,498	\$ 1,254,284,856	\$ 506,207,735	\$ 12.9159	\$ 16,200,218	\$ (540,829)	\$ 15,659,389
<b>Total</b>						<b>\$ 219,496,158</b>	<b>\$ (8,077,841)</b>	<b>\$ 211,418,317</b>

Source: Tiberius Solutions

Notes:

Adjustments include prior year taxes and losses from delinquent taxes, discounts from early payment, compression, and truncation  
All increment is not used in FYE 2025, as the Area could not begin collecting TIF until FYE 2026

## Exhibit 6. Net TIF Revenue Forecast



Source: Tiberius Solutions

## Financial Capacity

Net TIF revenue gives a general idea of the financial capacity of the Area each year but is insufficient to understand the total funding available for projects over the life of the Area. Most urban renewal areas will typically use financing (incurring debt through bonds, loans, or other financial instruments) to accelerate the timing of available funding at the expense of future interest payments. To estimate borrowing capacity, we created a hypothetical finance plan, showing how much funding could become available for projects over time, based on generic assumptions for debt. For this analysis, we assumed a series of loans would be incurred over the 29-year life of the Area with 9- to 20-year amortization periods, a 5% interest rate, and a 1.5 minimum debt service coverage ratio.

Exhibit 7 summarizes the financial capacity of the Area. Total net TIF is the cumulative amount of TIF revenue that would be received by the Area over its duration. Maximum indebtedness is the total principal amount of indebtedness that could be incurred by the Area. Maximum indebtedness is stated in nominal (i.e., “year of expenditure”) dollars. The capacity in 2023 dollars shows the maximum indebtedness figure adjusted for inflation and presented in “real” dollars. This is the most useful measure of financial capacity. The capacity in 2023 dollars is also shown in five-year periods to provide a sense of when funding would become available over time.

The Area is forecast to generate \$211.4 million of cumulative net TIF revenue, which could support a maximum indebtedness of \$181.0 million, equivalent to \$101.1 million in capacity for projects, adjusted for inflation and presented in constant 2023 dollars.

**Exhibit 7. Financial Capacity**

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<b>Net TIF</b>	<b>\$ 211,400,000</b>
<b>Maximum Indebtedness</b>	<b>\$ 181,000,000</b>
<b>Capacity (2023\$)</b>	<b>\$ 101,100,000</b>
Years 1-5	\$ 3,600,000
Years 6-10	\$ 9,800,000
Years 11-15	\$ 19,300,000
Years 16-20	\$ 24,700,000
Years 21-25	\$ 25,700,000
Years 26-30	\$ 17,900,000

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Source: Tiberius Solutions



# Attachment A: Detailed Assumptions for New Development<sup>2</sup>

**Exhibit A 1. Summary of Land Use (Acres)**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Rights of Way	5.65	8.52	4.42	2.03	0.00	20.61
Parks/Open Space	5.41	0.75	2.21	0.00	0.00	8.37
Retain Existing Uses	9.60	14.31	7.33	14.30	6.18	51.72
Redevelopment	16.94	25.55	13.26	6.08	2.11	63.94
<b>Total</b>	<b>37.61</b>	<b>49.13</b>	<b>27.22</b>	<b>22.40</b>	<b>8.29</b>	<b>144.65</b>

**Exhibit A 2. Summary of Land Use (Percent)**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Rights of Way	4%	6%	3%	1%	0%	14%
Parks/Open Space	4%	1%	2%	0%	0%	6%
Retain Existing Uses	7%	10%	5%	10%	4%	36%
Redevelopment	12%	18%	9%	4%	1%	44%
<b>Total</b>	<b>26%</b>	<b>34%</b>	<b>19%</b>	<b>15%</b>	<b>6%</b>	<b>100%</b>

**Exhibit A 3. Development Assumptions (Acres)**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Apartments	1.62	9.18		0.81		11.61
Condos	0.13	0.74				0.88
Townhomes				1.71		1.71
Mixed Use	13.84	8.79	6.50			29.13
Employment	1.36	6.85	6.76	1.13	2.11	18.20
Exempt				2.44		2.44
<b>Total</b>	<b>16.95</b>	<b>25.56</b>	<b>13.26</b>	<b>6.08</b>	<b>2.11</b>	<b>63.96</b>

<sup>2</sup> All tables were prepared jointly by Tiberius Solutions and the City of Wilsonville, with input from the Wilsonville Urban Renewal Task Force.

**Exhibit A 4. Floor Area Ratio**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Apartments	2.00	1.75	1.75	1.50		7.00
Condos	2.00	1.75	1.75	1.50		7.00
Townhomes	1.50	1.50	1.50	1.50		6.00
Mixed Use	2.50	2.25	2.25	2.00		9.00
Employment	2.00	1.50	2.00	0.50	1.00	7.00
Exempt	1.50	1.50	2.00	1.00		6.00
<b>Total</b>	<b>11.50</b>	<b>10.25</b>	<b>11.25</b>	<b>8.00</b>	<b>1.00</b>	<b>42.00</b>

**Exhibit A 5. Mixed Use Proportional Split (Residential/Commercial)**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road
Percent Residential	90%	90%	90%	90%	0%
Percent Commercial	10%	10%	10%	10%	100%

**Exhibit A 6. Summary of Square feet of New Construction**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Apartments	141,428	699,663	0	52,925	0	894,017
Condos	11,467	56,729	0	0	0	68,197
Townhomes	0	0	0	111,731	0	111,731
Mixed Use - Res	1,356,213	775,357	573,579	0	0	2,705,150
Mixed Use - Com	150,690	86,151	63,731	0	0	300,572
Employment	118,265	447,416	588,713	24,503	91,912	1,270,809
Exempt	0	0	0	106,178	0	106,178
<b>Total</b>	<b>1,778,065</b>	<b>2,065,316</b>	<b>1,226,023</b>	<b>295,337</b>	<b>91,912</b>	<b>5,456,652</b>

**Exhibit A 7. Residential Unit Size Assumptions**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road
Apartments	900	900	900	900	900
Condos	1,000	1,000	1,000	1,000	1,000
Townhomes	1,000	1,000	1,000	1,000	1,000
Mixed Use	900	900	900	900	900

**Exhibit A 8. Summary of Units of New Residential Construction**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Apartments	157.00	777.00	-	59.00	-	993.00
Condos	11.00	57.00	-	-	-	68.00
Townhomes	-	-	-	112.00	-	112.00
Mixed Use	1,507.00	862.00	637.00	-	-	3,006.00
<b>Total</b>	<b>1,675.00</b>	<b>1,696.00</b>	<b>637.00</b>	<b>171.00</b>	<b>-</b>	<b>4,179.00</b>

**Exhibit A 9. Absorption Schedule**

	Residential				Total	Employment		
	Apartments	Condos	Townhomes	Mixed Use		Employment	Mixed Use	Total
2024	33			100	133		10,000	10,000
2025	33			100	133		10,000	10,000
2026	33			100	133		10,000	10,000
2027	33			100	133		10,000	10,000
2028	33			100	133		10,000	10,000
2029	33		28	100	161	30,000	10,000	40,000
2030	33			100	133	40,000	10,000	50,000
2031	33			100	133	40,000	10,000	50,000
2032	33			100	133	40,000	10,000	50,000
2033	33			100	133	40,000	10,000	50,000
2034	33	34	28	100	195	40,000	10,000	50,000
2035	33			100	133	40,000	10,000	50,000
2036	33			100	133	40,000	10,000	50,000
2037	33			100	133	40,000	10,000	50,000
2038	33			100	133	40,000	10,000	50,000
2039	33		28	100	161	40,000	10,000	50,000
2040	33			100	133	60,000	10,000	70,000
2041	33			100	133	60,000	10,000	70,000
2042	33			100	133	60,000	10,000	70,000
2043	33			100	133	60,000	10,000	70,000
2044	33	34	28	100	195	60,000	10,000	70,000
2045	33			100	133	60,000	10,000	70,000
2046	33			100	133	60,000	10,000	70,000
2047	33			100	133	60,000	10,000	70,000
2048	33			100	133	60,000	10,000	70,000
2049	33			100	133	60,000	10,000	70,000
2050	33			100	133	60,000	10,000	70,000
2051	33			100	133	60,000	10,000	70,000
2052	33			100	133	60,000	10,000	70,000
2053	36			106	142	60,809	10,572	71,381
<b>Total</b>	<b>993</b>	<b>68</b>	<b>112</b>	<b>3,006</b>	<b>4,179</b>	<b>1,270,809</b>	<b>300,572</b>	<b>1,571,381</b>



### Exhibit A 10. Vertical Housing Tax Zone Assumptions

	MSD	MU	C-MU	N-MU	South of Wilsonville Road
Percent of Projects Qualifying for VHDZ	100%	50%	100%	0%	0%
Exempt Value as Percent of Total	80%	80%	80%	0%	0%

### Exhibit A 11. Real Market Value Assumptions

	Improvement RMV per Unit	Improvement RMV per SF	RMV per Unit	RMV per SF
Apartments	\$ 350,677	\$ 390	\$ 360,000	\$ 400
Condos	\$ 439,736	\$ 440	\$ 450,000	\$ 450
Townhomes	\$ 412,826	\$ 413	\$ 425,000	\$ 425
Employment	N/A	\$ 289	N/A	\$ 300
Mixed Use - Apartments	\$ 353,045	\$ 392	\$ 360,000	\$ 400
Mixed Use - Employment	N/A	\$ 292	N/A	\$ 300

### Exhibit A 12. Land RMV Total

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Apartments	\$ 1,294,398	\$ 7,318,325	\$ -	\$ 645,853	\$ -	\$ 9,258,576
Condos	\$ 104,951	\$ 593,378	\$ -	\$ -	\$ -	\$ 698,329
Townhomes	\$ -	\$ -	\$ -	\$ 1,363,468	\$ -	\$ 1,363,468
Mixed Use	\$ 11,033,326	\$ 7,008,704	\$ 5,184,766	\$ -	\$ -	\$ 23,226,797
Employment	\$ 1,082,402	\$ 5,459,852	\$ 5,388,091	\$ 897,018	\$ 1,682,408	\$ 14,509,771
Exempt	\$ -	\$ -	\$ -	\$ 1,943,540	\$ -	\$ 1,943,540
<b>Total</b>	<b>\$ 13,515,077</b>	<b>\$ 20,380,258</b>	<b>\$ 10,572,857</b>	<b>\$ 4,849,880</b>	<b>\$ 1,682,408</b>	<b>\$ 51,000,480</b>

### Exhibit A 13. Land RMV per Unit/SF

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Average
Apartments - Unit	\$ 8,245	\$ 9,419		\$ 10,947		\$ 9,323
Condos - Unit	\$ 9,541	\$ 10,410				\$ 10,264
Townhomes - Unit				\$ 12,174		\$ 12,174
Mixed Use - SF	\$ 7	\$ 8	\$ 8			\$ 8
Employment - SF	\$ 9	\$ 12	\$ 9	\$ 37	\$ 18	\$ 11
Exempt						
<b>Mixed Use - Per Unit</b>	<b>\$ 6,590</b>	<b>\$ 7,322</b>	<b>\$ 7,322</b>			<b>\$ 6,955</b>

**Exhibit A 14. Improvement AV Total (Proportional Share)**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Total
Apartments	\$ 1,290,660	\$ 7,297,192	\$ -	\$ 643,988	\$ -	\$ 9,231,840
Condos	\$ 104,648	\$ 591,664	\$ -	\$ -	\$ -	\$ 696,312
Townhomes	\$ -	\$ -	\$ -	\$ 1,359,531	\$ -	\$ 1,359,531
Mixed Use	\$ 11,001,466	\$ 6,988,465	\$ 5,169,795	\$ -	\$ -	\$ 23,159,725
Employment	\$ 1,079,277	\$ 5,444,086	\$ 5,372,532	\$ 894,428	\$ 1,677,550	\$ 14,467,872
Exempt	\$ -	\$ -	\$ -	\$ 1,937,928	\$ -	\$ 1,937,928
<b>Total</b>	<b>\$ 13,476,050</b>	<b>\$ 20,321,407</b>	<b>\$ 10,542,326</b>	<b>\$ 4,835,875</b>	<b>\$ 1,677,550</b>	<b>\$ 50,853,208</b>

**Exhibit A 15. Improvement AV Per Unit (Proportional Share)**

	MSD	MU	C-MU	N-MU	South of Wilsonville Road	Average
Apartments - Unit	\$ 8,221	\$ 9,391		\$ 10,915		\$ 9,296
Condos - Unit	\$ 9,513	\$ 10,380				\$ 10,234
Townhomes - Unit				\$ 12,139		\$ 12,139
Mixed Use - SF	\$ 7	\$ 8	\$ 8			\$ 8
Employment - SF	\$ 9	\$ 12	\$ 9	\$ 37	\$ 18	\$ 11
Exempt						
<b>Mixed Use - Per Unit</b>	<b>\$ 6,571</b>	<b>\$ 7,301</b>	<b>\$ 7,301</b>			<b>\$ 6,935</b>

**Exhibit A 16. Area Value Figures**

Total Acres	146.45
Total Land RMV	\$ 116,768,765
Total Improvement RMV	\$ 235,595,067
Total RMV	\$ 352,363,832
Total AV - Real	\$ 174,138,945
Proportional Land AV	\$ 57,707,369
Proportional Improvement AV	\$ 116,431,576
Per Acre	
Proportional Land AV	\$ 394,052
Proportional Improvement AV	\$ 795,047
Land RMV Per Acre	\$ 797,350

## Appendix B: How Tax Increment Financing Works

Urban renewal/Tax Increment Financing (TIF) is an economic and redevelopment financing tool permitted by Oregon Revised Statute (ORS) chapter 457. Urban Renewal allows municipalities (cities and counties) across Oregon to collect the incremental property tax revenues in an Urban Renewal Area (URA) and spend that revenue on infrastructure and economic development projects and programs within the URA.

### Overview

#### Urban Renewal Plans

To establish a URA, a municipality must adopt an Urban Renewal Plan. ORS 457 defines the specific requirements of Urban Renewal Plans. Key elements of Urban Renewal Plans include:

- Boundary of the URA, including a map and legal description
- Goals and objectives for the URA
- Eligible projects to be funded in the URA
- Findings of “Blight” within the URA as defined in ORS 457.010
- The dollar limit on the cumulative amount of indebtedness that the URA may incur, known as “Maximum Indebtedness”

#### Tax Increment Financing

Urban renewal allows municipalities to use TIF revenue to fund projects and programs within a URA. When a URA is established, the existing assessed value in the URA is certified as the “Frozen Base” value. As assessed value in the URA increases over time, the difference between the total assessed value and the frozen base is considered “Increment” assessed value. Each year, property tax revenue generated by the frozen base of the URA is distributed normally to all overlapping taxing districts, and the URA receives all the property tax revenue generated from the increment, called TIF revenue.

#### Maximum Indebtedness

Once a URA has incurred the full amount of maximum indebtedness, it cannot incur additional debt, and once a URA has collected sufficient TIF revenue to fully repay the maximum indebtedness, the URA loses its ability to collect TIF revenue, effectively resulting in the termination of the URA.

#### Consolidated Tax Rate

Oregon statutes governing TIF have been amended over time, resulting in different types of Urban Renewal Plans. A key difference is the determination of which tax rates are included in the calculation of TIF revenue. All new Urban Renewal Plans are “permanent rate” plans. The consolidated tax rate is equal to the sum of all permanent tax rates. Local option levies and general obligation bond levies are not impacted by new Urban Renewal Plans.

#### Tax Increment Financing

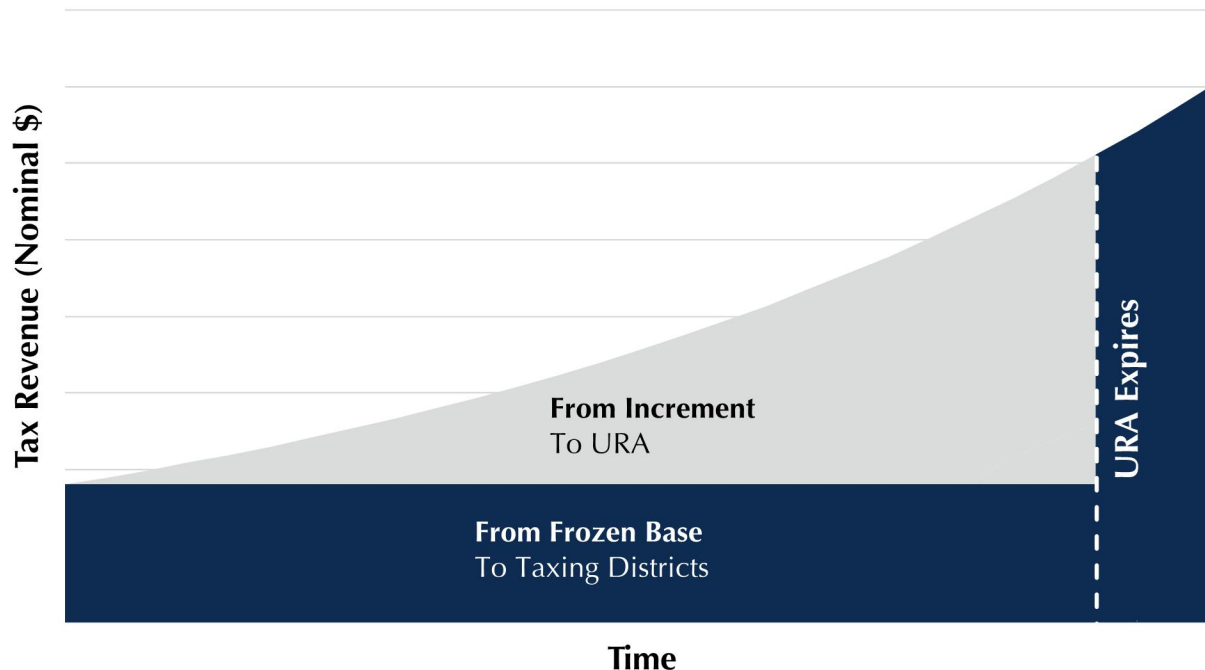
When a URA is established, the assessed value of all property within the URA boundary establishes the frozen base value. When assessed value in the URA grows over time, the difference between the total assessed value and the frozen base is considered increment assessed value. Each year, property tax



revenue from the frozen base in the URA is distributed normally to all overlapping taxing districts, and the URA receives all the property tax revenue generated from the increment, called TIF revenue.

TIF revenue can only be spent to repay indebtedness incurred on behalf of the URA, and the proceeds from that indebtedness can only be spent on capital projects located within the URA that are identified in the corresponding Urban Renewal Plan. Once all indebtedness for a URA has been repaid, the Urban Renewal Plan may be terminated, which results in all future tax revenue being returned to the overlapping taxing districts. Exhibit B-1 illustrates the general tax revenue distribution within a URA boundary over the life of the URA.

### Exhibit B-1. Example Tax Revenue Distribution in a URA



Source: Tiberius Solutions

The local county assessor calculates total TIF Revenue to be generated by a URA by multiplying the increment assessed value of a URA by the applicable consolidated tax rate. Although the amount of tax revenue to be raised is calculated based on the assessed value of properties within a URA, that tax is actually imposed upon all properties citywide. The local county assessor divides the total tax revenue to be raised for a URA by the aggregate assessed value of all property citywide, which results in an URA tax rate. This rate is then extended to all properties citywide. All other component property tax rates that were included in the consolidated tax rate are reduced proportionally, so that the imposition of the URA tax rate does not result in any net increase to the total tax rate. In short, URA tax revenues are calculated based on property values within the URA, but are paid by all properties citywide.

### Maximum Indebtedness

Urban Renewal Plans are required to include a maximum indebtedness limit. As stated earlier, URAs are only allowed to spend TIF revenue on debt service. Thus, the maximum indebtedness functions as a limit on the cumulative amount of TIF revenue that can be spent on projects in a URA. Note that maximum indebtedness does not function as a revolving credit limit. In other words, paying off previous debt for a URA does not free up maximum indebtedness capacity to be used on future indebtedness. Once a URA incurs the full amount of maximum indebtedness, it cannot incur additional debt to fund additional projects.

## Consolidated Tax Rate

Oregon statutes governing TIF have been amended over time, resulting in different types of Urban Renewal Plans that are subject to different provisions. Oregon statutes establish three major classifications of Urban Renewal Plans: permanent rate plans, reduced rate plans, and standard rate plans. The determination of each of these plan types is primarily dependent upon the effective date of the plan, or the effective dates of certain subsequent substantial amendments to a plan. A fundamental difference among these types of Urban Renewal Plans is the method for determining the consolidated tax rate as described below.

- “Permanent Rate Plans” have a consolidated tax rate equal to the total of all permanent property tax rates for overlapping taxing districts.
- “Reduced Rate Plans” have a consolidated tax rate equal to the total of all tax rates for overlapping taxing districts except for the following:
  - URA special levies
  - Local option levies approved by voters on or after October 6, 2001
  - General obligation bond levies approved by voters on or after October 6, 2001
- “Standard Rate Plans” have a consolidated tax rate equal to the total of all tax rates for overlapping taxing districts except for the following:
  - URA special levies
  - Local option levies approved by voters on or after January 1, 2013

## Revenue Sharing

Plans initially approved or substantially amended to increase maximum indebtedness on or after January 1, 2010 are subject to additional provisions in ORS regarding revenue sharing. For such plans, revenue sharing occurs when a plan achieves certain thresholds of annual TIF revenue, relative to the maximum indebtedness of the plan.<sup>3</sup>

## Overview of Oregon’s Property Tax System

### Property Tax Ballot Measures

Oregon’s property tax system is largely defined by two property-tax-related ballot measures that were approved by voters in the 1990s: Measure 5 passed in 1990 and Measure 50 passed in 1997.

Prior to the passage of Measures 5 and 50, Oregon had a levy-based property tax system. This meant that each taxing district would decide the dollar amount to levy each year based on budget requirements, and that levy amount would be converted into a levy by dividing the total levy amount by the total value of property district-wide. This system resulted in annual variations in the effective tax rates for individual properties each year.

Measure 5 limited the property taxes paid by individual property owners to \$10 per \$1,000 of real market value for general government taxes and \$5 per \$1,000 of real market value for education taxes. Levies passed by voters to repay general obligation bonds were excluded from these limits.

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<sup>3</sup>Formulas for calculating required Revenue Sharing are defined in ORS 457.470. For most Urban Renewal Plans in Oregon, the formulas refer to the initial Maximum Indebtedness of a Plan.

Measure 50, passed in 1997, was a further overhaul of Oregon's property tax system, including the following key elements:

- Switching from a levy-based system to a rate-based system, including the establishment of permanent tax rates for each taxing district instead of variable levies. Note that in addition to permanent tax rates, taxing districts may also impose local option levies and levies for general obligation bonds, both of which are temporary in nature and are subject to voter approval.
- Reducing assessed value. Assessed value is no longer equal to real market value. In fiscal year 1997-98, a maximum assessed value for each property was established, which was equal to 90% of its assessed value from two years prior (fiscal year 1995-96).
- Limiting assessed value growth. Growth in maximum assessed value was limited to three percent annually. The actual assessed value used to calculate a property's tax bill is equal to the lesser of the property's maximum assessed value and real market value.

There are some exceptions to the three percent limit in maximum assessed value growth. The most common exceptions are new construction and significant improvements that did not exist in 1995-96 when the maximum assessed value was established. To determine the exception value in these situations a changed property ratio is used to establish the initial maximum assessed value. The changed property ratio is calculated annually as the ratio between aggregate assessed value and aggregate real market value for each property class (residential, multifamily, commercial/industrial, etc.) in each county. The changed property ratio is applied to the real market value of all new development to determine initial maximum assessed value, after which time, it grows at three percent per year like all other existing property.<sup>4</sup>

### **Illustration of Assessed Value Calculation**

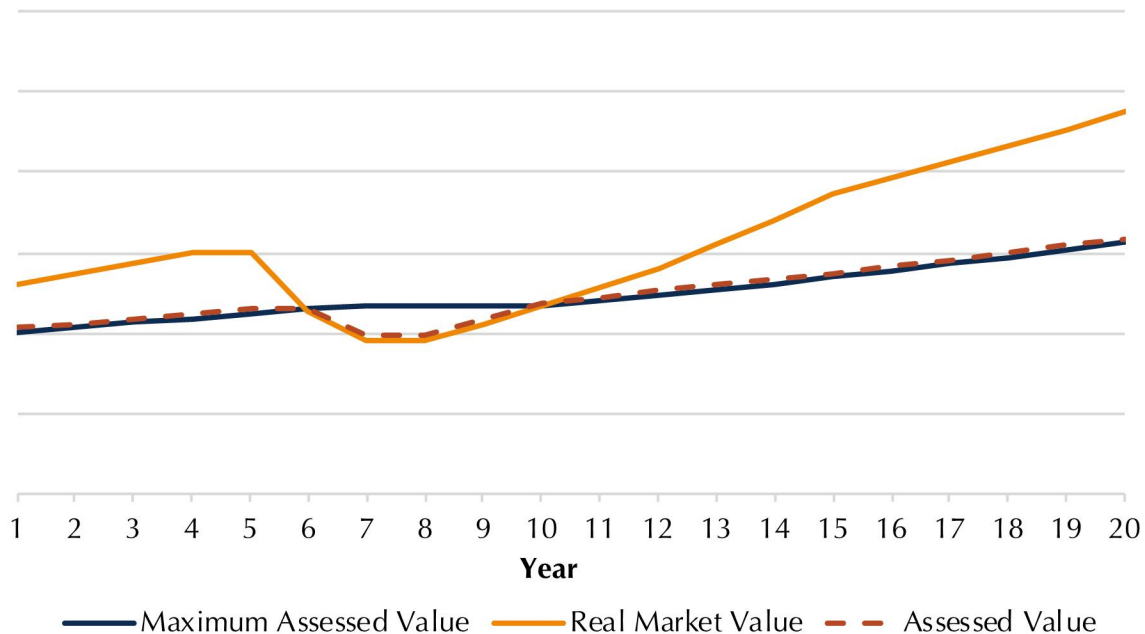
Exhibit B-2 shows the relationship between maximum assessed value, real market value, and assessed value for a hypothetical property. Real market value fluctuates based on market conditions. For all years where real market value is greater than maximum assessed value, maximum assessed value grows at three percent. From year one through year six, the property's real market value is greater than the property's maximum assessed value. The property's assessed value must be the lower of the two, and is therefore equal to the maximum assessed value. In years six through ten, the property's real market value dips below the property's maximum assessed value. In these years, the assessed value is equal to the real market value and maximum assessed value remains constant. When real market value grows past maximum assessed value beginning in year ten, assessed value is once again equal to maximum assessed value, and the maximum assessed value resumes annual growth of three percent per year.

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<sup>4</sup> Other exceptions include: partitioning or subdividing a property, rezoning a property and change of use consistent with that zone, and the disqualification or termination of property tax exemptions (e.g., property transferring from public to private ownership).



## Exhibit B-2. Maximum Assessed Value, Real Market Value, and Assessed Value for a Hypothetical Property

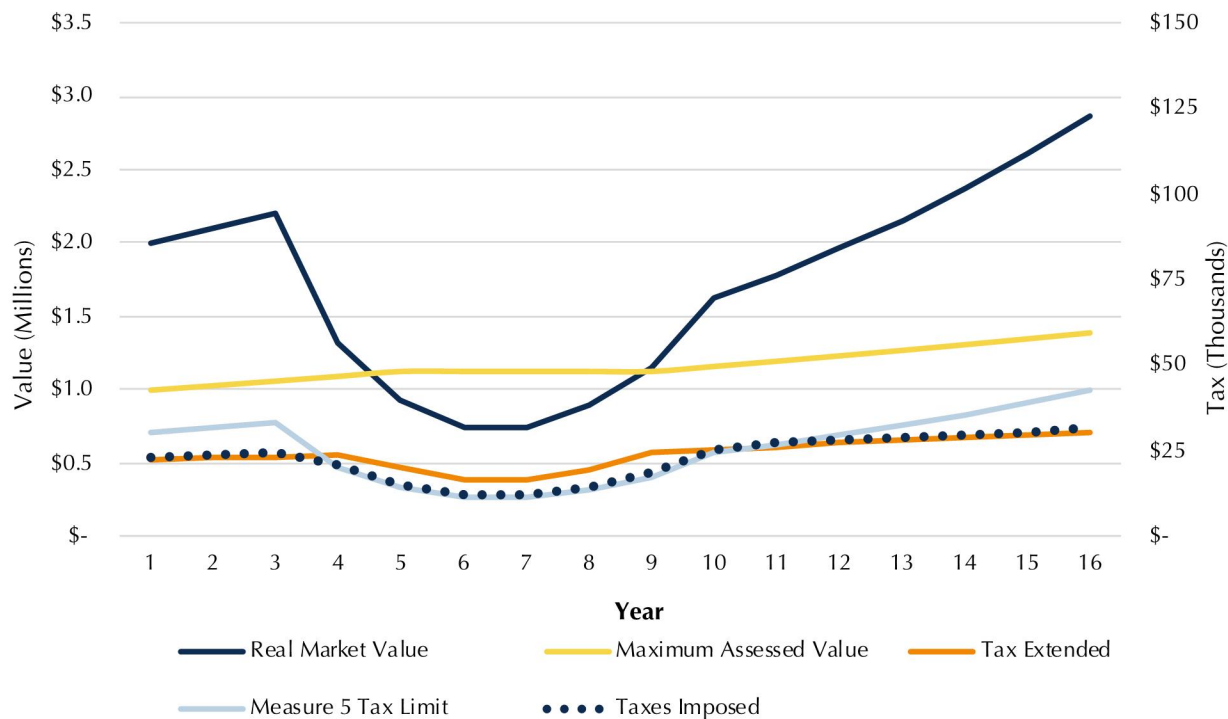


### Measure 5 Compression

As stated earlier, Measure 5 limits the property taxes paid by individual property owners to \$10 per \$1,000 of real market value for general government taxes and \$5 per \$1,000 of real market value for education taxes. If either of these limits are exceeded by the taxes extended on an individual property, the taxes imposed are reduced proportionally until the Measure 5 limits are met. Local option levies are reduced first. If local option levies are reduced to zero and a property is still exceeding its Measure 5 limits, then permanent rate levies are reduced proportionally until the limits are no longer exceeded. General obligation bonds are never reduced, as they are not subject to Measure 5 limits.

Exhibit B-3 shows the effect of Measure 5 compression on a hypothetical property. In years one through three, the Measure 5 tax limits for the property are higher than the taxes extended to the property. Therefore, the property pays the total tax extended. Beginning in year four, declining real market value results in a corresponding decrease in the maximum allowable tax bill, and the property finds itself in “compression” due to Measure 5. Therefore, the taxes extended are proportionally reduced until they conform to Measure 5 limits. The compression loss is the difference between tax extended and tax imposed. By year 12, real market value has grown enough so that the taxes extended are once again below the Measure 5 limits, and the property no longer experiences compression.

### Exhibit B-3. Compression of Hypothetical Property



### Property Types

The State of Oregon classifies all taxable property into one of four types: real, personal, manufactured, and utility. Below, we describe these property types and highlight considerations for forecasting future changes in assessed value.

- Real** property includes land, buildings, structures, and improvements. Real property typically makes up the majority of property value in an area. Real property is typically the most reliable property type to forecast. Changes in real market value of real property are tied to broader market trends. At this time, most real property accounts in Oregon have a significant gap between real market value and maximum assessed value, which means that the assessed value is equal to maximum assessed value, which experiences three percent growth each year from appreciation. Factors that can cause a real property account to experience a change in maximum assessed value other than three percent appreciation include: construction of new property, demolition of an existing structure, establishment or expiration of tax exemptions (such as a transfer of ownership from public to private use, or vice versa), and rezoning with a corresponding change in use.
- Personal** property includes all property that “enhances or promotes” a business.<sup>5</sup> This includes machinery, equipment, and décor/office furniture. Personal property for personal use (e.g., home furniture and appliances) are exempt. The Department of Revenue maintains multiple schedules for depreciation of value, based on the specific type of personal property. Personal property tends to depreciate relatively rapidly, but these losses in value are generally offset by further reinvestment in new personal property accounts.

<sup>5</sup> Oregon Department of Revenue, Methods for Valuing Personal Property, 2020

- **Manufactured** property includes all manufactured structures (i.e., mobile homes). Unlike other types of housing, the real market value of mobile homes depreciate over time. In the early years after construction, a manufactured property account may experience modest growth in assessed value based on the maximum allowed three percent growth in maximum assessed value. However, over time the real market value of the property will likely drop below the maximum assessed value, leading to a sustained decrease in assessed value from manufactured property in future years.
- **Utility** property include the value of any privately-owned utility provider, including: communication, electric, gas, water, pipelines, air transportation, private railcars, railroads, heating, toll bridges, and small electrics.<sup>6</sup> The Oregon Department of Revenue assesses the value of these properties annually, based on reports submitted by the owners. The value is not explicitly based on geography, but the State apportions assessed value to each tax code area each year based on factors, including the physical location of utility assets. Because utility value is calculated by the State each year, based on reports of value provided by the utilities themselves, the assessed value of utility accounts can be volatile, and difficult to forecast.

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<sup>6</sup> Oregon Department of Revenue, Centrally Assessed Companies





## WILSONVILLE TOWN CENTER PLAN

### Wilsonville Town Center Plan Findings of Consistency:

### Statewide Planning Goals, Metro's Urban Growth Management Functional Plan, Comprehensive Plan Amendment Criteria, and Zone Text Amendments Criteria

#### INTRODUCTION

This Findings Report provides findings supporting the City of Wilsonville's adoption of amendments related to the Town Center Plan – Case File LP19-0003 (the proposal). The proposal includes the following:

- a. Amendments to the Wilsonville Comprehensive Plan Text;
- b. Amendment to the Wilsonville Comprehensive Plan Map;
- c. Adoption of the Town Center Plan as a supporting document of the Comprehensive Plan that is as part of the Comprehensive Plan;
- d. Amendments to the Wilsonville Development Code Text; and
- e. Amendment to the Wilsonville Zoning Map.

#### COMPLIANCE WITH STATEWIDE PLANNING GOALS

ORS 197.175(2)(a) requires that cities and counties amend and revise comprehensive plans in compliance with the goals approved by the Commission. The following findings address the proposal's compliance with the applicable statewide planning goals. The City Council finds that the following Statewide Planning Goals are not applicable because the proposal is entirely within the Urban Growth Boundary or outside of the boundaries of the referenced goal (e.g. Willamette River Greenway):

- Goal 3: Agricultural Lands;
- Goal 4: Forest Lands;
- Goal 15: Willamette River Greenway;
- Goals 16-18: coastal goals.

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#### GOAL 1, CITIZEN INVOLVEMENT

***To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.***

**FINDINGS:** The proposal meets Goal 1 because the City followed its Citizen Involvement Program, adopted as Section A of the Wilsonville Comprehensive Plan. The Comprehensive Plan states that the City will use the following methods to involve citizens in land use decisions:

- Providing opportunity for citizens to see draft materials

- Conduct regular, open, public meetings of the Planning Commission
- Use task forces as needed for special projects
- Publicize opportunities to engage in land use decisions
- Coordinate with other agencies involved with Wilsonville’s planning programs and policies

The public engagement plan (see Appendix I) aligned with the Citizen Involvement policies of the Comprehensive Plan, and the approach identified the following goals:

1. Build relationships in Wilsonville. Create opportunities for stakeholders and the public to meet and engage with others interested in the future of Town Center.
2. Create opportunities for inclusive participation. Provide multiple and varied opportunities for a wide range of community members and stakeholders to provide meaningful input.
3. Balance the diverse interests of the community. Work with community members across Wilsonville, including employees, patrons, residents, and business and property owners, to meet current and future needs and facilitate future uses. Participants’ demographics and areas of interest will be tracked throughout the process to ensure that a diversity of community members are being heard.
4. Generate excitement and community ownership. Tell a story that captures Town Center as a geographic, economic, and cultural hub in Wilsonville and that carries forward the city’s unique history, character, and role in the region. The Town Center Plan will support Wilsonville’s evolving identity and sense of place.

The Town Center Plan, which established the land use, transportation, park and open space, and infrastructure frameworks, began in Fall 2016. The community engagement was divided into three phases. The first phase of the project established the community’s vision and goals for the future of Town Center and identified existing issues and priority improvements. During the second phase of the project, community members and stakeholders defined how they want the “building blocks” of Town Center to look and function in the future. These building blocks include land use, open spaces and parks, and the multimodal transportation network. Based on community and stakeholder ideas and feedback, the project team drafted and then refined the building blocks. This process resulted in a Draft Community Design Concept that was supported by the community and will be implemented through the Town Center Plan. Public input continued through the end of the project.

Multiple work sessions were held with the Planning Commission and City Council, including three joint Planning Commission and City Council meetings. Public comment opportunities were available at every meeting. The Planning Commission had extensive and productive informal discussions with the participating public, technical partners and the project taskforce. Community design workshops, open houses, and surveys were held throughout the project. Other citizen involvement included individual and small group stakeholder meetings, a public kickoff event, two community design workshops, a citywide barbeque, an interactive pop-up event, neighborhood “idea centers”, neighborhood pop-ups, targeted engagement activities, and an ongoing map-based and visual preference online surveys.

In addition to the major engagement activities listed above, the City went to a variety of established community events, referred to as Community Out-and-Abouts, and neighborhood meetings, which provided community members with convenient opportunities to participate in the Town Center Plan. The input received at these events is incorporated in the Question of the Month results and Community Design Survey feedback summary (see Attachment C of the staff report). Community members were provided with ongoing project updates and opportunities for input.

The outreach and engagement activities summarized here solicited input and ideas from a broad range of community members and stakeholders, including but not limited to:

- City elected officials
- Wilsonville residents
- Youth and seniors
- Spanish-speakers
- Service providers in Town Center
- Town Center employees
- Town Center residents
- Town Center business and property owners
- City staff

Based on the foregoing, the City Council finds that the proposal satisfies Goal 1 with respect to citizen involvement.

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### GOAL 2, LAND USE PLANNING

***To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.***

**FINDINGS:** The proposal satisfies Goal 2 because it is supported by an adequate factual base and its development was coordinated with all affected governmental units.

#### *Adequate Factual Base*

The City has established a record that includes technical memoranda, studies, and analyses supporting each element of the Town Center Plan. The key documents that were relied upon and that form the adequate factual base for our findings are listed below:

- City of Wilsonville Comprehensive Plan, 2000, updated 2013
- Planning and Land Development Ordinance (Development Code), Chapter 4, 2015
- Wilsonville Road Interchange Area Management Plan, 2017
- The City Center Plan, 1979
- Town Center Study, 1984
- Wilsonville Water System Master Plan, 2012



- Wilsonville Storm Water Master Plan, 2012
- Wilsonville Public Works Stormwater Standards, 2015
- Wilsonville Wastewater Collection System Master Plan, 2014
- Wilsonville ADA Transition Plan, 2015
- Wilsonville TSP Amendment, 2016
- Wilsonville Public Works Standards, 2015
- Town Center Planning Commission Workshop to propose special area of concern, 1989

### *Coordination with the Plans of Affected Governmental Units*

During the Town Center planning process, the following affected governmental units participated or had the opportunity to participate via notices and project information provided to them:

- Metro
- ODOT
- TVF&R
- Clackamas County
- West Linn-Wilsonville School District
- SMART

Based on the above, the City Council finds that the proposal satisfies Goal 2 with respect to having an adequate factual base and being coordinated with all affected governmental units.

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## GOAL 5, NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

### ***To protect natural resources and conserve scenic and historic areas and open spaces.***

**FINDINGS:** The proposal satisfies Goal 5 through the first goal in the plan: Integrating nature into the design and function of infrastructure and development in Town Center to protect Wilsonville’s natural resources. The Plan’s goals for Environmental Stewardship involved the following measures of success:

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

No significant natural resources exist within the plan area. The plan proposes new park and open spaces, and links to existing parks and open spaces to enhance the urban environment and honor the area’s natural resource and agricultural legacy. Wayfinding elements are proposed to identify and connect significant open spaces and other destinations within the Town Center.

The plan includes stormwater management recommendations intended to minimize impacts to the environment. The existing storm water system in Town Center drains to three watersheds, including Coffee Lake Creek Basin in the northwest; the Willamette River in the southwest (via a piped outfall); and the Boeckman Creek Basin. The stormwater management recommendations include:

- Minimization of the amount of impervious surfaces; the proposed plan has less area devoted to surface parking.
- Implementation that will design and construct all new (or significantly modified) streets as green streets with stormwater planters or other on-site detention and treatment components.
- Encouragement, through development review, of innovative on-site stormwater detention and treatment for buildings to meet on-site stormwater detention/treatment requirements. This includes encouraging green roofs or water reuse (e.g. graywater systems) as part of initial building design.
- Using pervious paving wherever possible.
- Location of stormwater pipes in new right-of-way when constructing new streets. Stormwater pipes have been included in planning level cost estimates for major capital projects described in Chapter 5 of the Master Plan.
- Utilizing stormwater features in the proposed Promenade to help meet the City's stormwater management requirements for treatment of road facilities.
- An assumption that all road construction projects will include stormwater management and green street amenities, such as stormwater swales and landscaping treatments to reduce environmental impacts of construction and use of the facility.

Based on the above, the City finds that the proposed amendments satisfy Goal 5.

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### GOAL 6, AIR, WATER, AND LAND RESOURCES QUALITY

***To maintain and improve the quality of the air, water and land resources of the state.***

**FINDINGS:** The proposal satisfies Goal 6 because it will maintain and improve the quality of the air, water, and land resources of the state.

The proposal maintains and improves **air quality** by:

- Increasing transit availability and frequency to reduce single-occupancy vehicle traffic congestion
- Prioritizing bicycle and pedestrian travel through on-street improvements for bicycles and pedestrians, and connections to off-street trails.

The proposal maintains and improves **water quality** by:

- Encouraging the use of “low impact” stormwater treatment, such as bioswales, within street rights-of-way.
- Providing options for water treatment and flow control for developers of all sites, to reduce expanding the existing sanitary and stormwater infrastructure.

The proposal maintains and improves **land resources** by:

- Encouraging higher density housing in the city center, rather than expanding the urban growth boundary (UGB).
- Encouraging mixed uses to interconnect land uses and reduce the need for additional roadways and sprawl.
- Encouraging the retention of existing trees in site planning.

Based on the above, the City finds that the proposal satisfies Goal 6.

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#### GOAL 7, AREAS SUBJECT TO NATURAL HAZARDS

***To protect people and property from natural hazards.***

**FINDINGS:** The proposal satisfies Goal 7 because the City has considered the risks of natural hazards during the planning process. There are no identified floodplains within the planning area, and on-site systems are proposed to reduce any localized flooding at Memorial Park Pond or other stormwater facilities. Given its proposed protection, people and property will be additionally protected from natural hazards.

Based on the above, the City finds that the proposal satisfies Goal 7.

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#### GOAL 8, RECREATIONAL NEEDS

***To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.***

**FINDINGS:** The proposal satisfies Goal 8 because the Town Center neighborhood will provide ample public spaces, parks, and destinations to connect with one another and the environment to meet recreational needs. The community prioritized parks, green spaces, and public gathering spaces as important elements of the future Town Center. The existing Town Center Park is valued by many community members and is a regional destination during the summer. Additionally, Memorial Park is an important open space and recreational destination directly adjacent to Town Center. These two parks are cornerstones of the existing Town Center’s open space network.



Open space improvements in the Town Center Plan include enhancements to the existing parks and the connections the community has to these spaces. These include:

- Create an “Emerald Chain” of parks, small plazas, green streets, and trails that connect the future I-5 bike/pedestrian bridge to the Town Center Park, Memorial Park and Murase Plaza.
- A Promenade project, providing multi-modal connections between the I-5 bike/pedestrian bridge landing and the cycle track on Park Place. The Promenade will provide plaza and open space for area residents and employees and help create active space.
- Four primary cycle tracks throughout the area to provide safe connectivity to recreational facilities like parks and trails both within Town Center and throughout the surrounding area, including the Ice Age Tonquin Trail.
- A proposed skatepark to be located east of Town Center Park.

The Plan also includes implementation measures for placemaking, some of which will augment the planned open space network to meeting recreational needs, including:

- A parklet competition between local businesses within parking spaces that are temporarily or permanently repurposed to provide small seating in front of businesses.
- Developing a programming plan for year-round events and activities in the Town Center.

Based on the above, the City finds that the proposal satisfies Goal 8.

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## GOAL 9, ECONOMIC DEVELOPMENT

***To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.***

**FINDINGS:** The proposal satisfies Goal 9 because economic development and prosperity was identified within the goals for the project. Goal 6 of the Town Center Plan is to “create opportunities to support and grow existing businesses and attract new businesses that provide a diverse range of local and regional retail, entertainment, and commercial activities.” The following measures of success support this goal:

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

Implementation strategies in the Plan related to economic development include:

- Supporting a community organization for Town Center businesses.
- Creating a business improvement district or economic improvement district, where businesses and/or property owners are assessed a fee in order to generate revenue to support marketing, maintenance, security, beautification, and non-capital initiatives in the special district.
- Studying the feasibility for the Oregon Main Street Program to develop comprehensive redevelopment strategies based on a community's unique character.
- Providing business retention and location assistance for prospective tenants or re-location support to find new spaces due to redevelopment. The City may also look to implement a program that focuses on building social capital and furthering equity initiatives, similar to Prosper Portland's Affordable Commercial Tenanting Program, which provides affordable commercial spaces in the Lents Town Center.
- Creating a development opportunity study to assist property owners in evaluating redevelopment potential on their existing properties by providing technical assistance to evaluate development options.
- Entering into public-private partnerships (PPPs) with prominent property owners open to redevelopment in the Town Center to catalyze private investment and development.
- Conducting a feasibility study to determine whether and how Urban Renewal can be implemented in the Town Center.
- Creating a Local Improvement District (LID) to pay for infrastructure improvements, including streetscape improvements, new street construction, lighting, parks and open space improvements, and other capital projects.
- Conducting an Infrastructure Finance Study to determine how public projects—such as infrastructure investments—would be funded and what tools or incentives could or should be implemented.
- Offering a financial incentive to stimulate targeted construction of vertical mixed-use buildings in the Wilsonville Town Center by offering property tax exemptions to developers.
- Creating Opportunity Zones to reinvest capital gains into qualified low-income census tracts through Opportunity Funds, in exchange for a graduated series of incentives tied to long-term holdings.

Based on the above, the City finds that the proposal satisfies Goal 9.

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## GOAL 10, HOUSING

***To provide for the housing needs of citizens of the state.***

**FINDINGS:** The proposal satisfies Goal 10 because it provides needed housing for the City of Wilsonville consistent with the adopted Residential Land Study.

As part of the Town Center Plan development process, a market conditions and development feasibility analysis were conducted. These analyses identified the types of development that have market demand for locating in Town Center and that might be financially feasible. For some desired development types that are not currently feasible, the analysis identified incentives that could be used to generate a return on investment that might interest a landowner or developer in considering developing property in Town Center.

The new Town Center Zone will allow housing, except in areas directly adjacent to the freeway. This zone will allow between two- to five-story buildings, with a mixture of residential, retail, office and civic uses. This zone comprises the following sub-districts:

- Main Street District - Mixed use buildings with active ground floor uses, generally 3 to 4 stories
- Commercial - Mixed Use - Will be a mix of office, entertainment, hospitality, civic uses; generally 3 to 5 stories, with residential allowed if not adjacent to freeway
- Mixed Use - Will be a mix of residential, retail, office, services; generally 2 to 4 stories
- Neighborhood - Mixed Use will be a mix of townhomes, small-scale commercial businesses; generally 2 to 3 stories

The Plan estimates the new zones have a capacity for an estimated 1,680 dwelling units at full buildout. This is significantly more than would occur under the existing Planned Development Commercial-Town Center zoning designation. Additionally, the zoned potential for new housing in the Town Center is supported by the array of urban amenities intended to support a vital, pedestrian-oriented place.

In addition to allowing for housing in all of the new zones, implementation measures recommending adoption of vertical housing development zones (VHDZ) will offer a financial incentive to stimulate targeted construction of vertical mixed-use buildings in the Wilsonville Town Center by offering property tax exemptions to developers.

Based on the above, the City finds that the proposal satisfies Goal 10.

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### GOAL 11, PUBLIC FACILITIES AND SERVICES

***To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.***

**FINDINGS:** The proposal satisfies Goal 11 because it includes framework plans and implementation measures to develop a timely, orderly, and efficient arrangement of public facilities and services to serve future urban development. These plans are consistent with the City of Wilsonville Public Facilities Plan, Transportation System Plan, Transit Master Plan, Stormwater Master Plan, Sewer and Water Infrastructure Master Plans and the Parks and Recreation Master Plan. The Town Center Plan includes infrastructure planning for transportation, sanitary sewer, water, stormwater, and “green infrastructure.” Parks were also addressed. The Town Center Plan also includes estimated costs and funding options for these projects.



- **Transportation.** The Town Center Plan identifies existing and proposed street networks and multimodal networks. The plan identifies improvements to the pedestrian and bicycle infrastructure. Cross-sections for each street type were also provided. Improved transit connections and increased service and accessibility were also identified as a key priority for future actions.
- **Sanitary Sewer.** The Area Plan identified improvements required by the increased development in the Town Center area. As much of the area already has existing sewer infrastructure, future development envisioned in the Town Center Plan will have little increase in wastewater compared to what is already projected for Town Center in the future. Many of the projects identified are for relocation of the infrastructure into the new or existing public right-of-way. Cost estimates are provided.
- **Stormwater.** Sustainable stormwater management is a key component of the Plan. The stormwater management approach is anticipated to consist largely of a toolbox of approaches to treat, detain, and infiltrate runoff on-site. The City's Stormwater Master Plan and Public Works Standards include a variety of Low Impact Development (LID) options for stormwater management.
- **Parks.** The Master Plan provides connections between Town Center Park and Memorial Park, as well as potential programs for parklets and a skatepark.
- **Implementation and Financing.** The Town Center Plan contains a list of potential funding sources and suggests creating more studies to develop a clear financing plan.

Based on the forgoing, the City finds that the proposal satisfies Goal 11.

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### GOAL 12, TRANSPORTATION

***To provide and encourage a safe, convenient and economic transportation system.***

**FINDINGS:** The proposal satisfies Goal 12 because the foundation of the Town Center Plan is the community's desire for a walkable and engaging pedestrian experience. Wilsonville residents want options to move around safely, whether they are parking and walking to a store, riding a bike, or walking to the bus. The Plan outlines a multimodal network designed for all ages and abilities and where cars are only one of the many transportation choices. The proposed street network and connections for non-motorized modes will meet Town Center's current and projected transportation needs. The Plan's multimodal network applies a variety of streetscape designs for new and proposed streets in Town Center, ranging from festival streets with curbsless sidewalks near Town Center Park, local streets with wide sidewalks, and a main street with on-street parking and active storefronts.

Transportation is a key feature of the Town Center Plan. The goal for the plan is to provide a safe and connected area that fosters multimodal access between buildings and land uses, is connected to surrounding neighborhoods, and provides local and regional accessibility. The plan is to do this by:

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

The plan was developed with an understanding of the convergence between land use and transportation. To do this, mixed uses were allowed in every zone within the area, and streetscape designs were identified to create a highly walkable area.

For additional evidence of compliance with Goal 12, please see the findings within this attachment for the Transportation Planning Rule, which are incorporated herein by reference.

Based on the above, the City finds that the proposal satisfies Goal 12.

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### GOAL 13, ENERGY CONSERVATION

#### ***To conserve energy.***

**FINDINGS:** The proposal satisfies Goal 13 because it has been designed to maximize the conservation of energy through the creation of a highly walkable environment. The proposal achieves this because it provides for connectivity between the Town Center area and the rest of Wilsonville for pedestrians, bicyclists, and transit users. The highly-connected street grid of Town Center is designed to help residents and employees reach nearby commercial areas and recreational uses without needing to rely on automobile travel. The street-sections and design concepts within the Plan work together create a pleasant walking environment. The many tree lined streets will create shade for buildings in the warm summer months also assisting to reduce energy consumption.

Based on the above, the City finds that the proposal satisfies Goal 13.

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### GOAL 14, URBANIZATION

#### ***To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.***

**FINDINGS:** The proposal satisfies Goal 14 through making efficient use of an existing center in Wilsonville, and planning for a highly livable Town Center. Goal 14 is met.

## COMPLIANCE WITH METRO TITLE 6: CENTERS, CORRIDORS, STATION COMMUNITIES AND MAIN STREETS

## INTRODUCTION

Findings of compliance with Metro Code 3.07.610-650, Centers, Corridors, Main Streets, and Station Communities are listed below.

## COMPLIANCE WITH METRO CODE 3.07.1120 PLANNING FOR AREAS

**3.07.620      *Actions and Investments in Centers, Corridors, Station Communities and Main Streets***

*(a) In order to be eligible for a regional investment in a Center, Corridor, Station Community or Main Street, or a portion thereof, a city or county shall take the following actions:*

- (1) Establish a boundary for the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection (b);*
- (2) Perform an assessment of the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection (c); and*
- (3) Adopt a plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to sub(d).*

**Response:** The Town Center boundaries have been established and recognized by Metro’s Urban Growth Management Functional Plan Title 6 Map of Centers, Corridors, Station Communities and Main Streets, Adopted Boundaries. The Wilsonville Town Center Plan (“Plan”) is consistent with Title 6’s purpose because: (a) it is intended to revitalize Wilsonville’s Town Center as “the heart of Wilsonville” as stated in the vision statement; and (b) Metro invested regional planning resources through a Community Planning and Development grant to fund the Plan. The following findings are in support of the Plan, which included an assessment of the center and a plan of actions and investments in response to opportunities and needs found within Town Center.

- (b) The boundary of a Center, Corridor, Station Community or Main Street, or portion thereof, shall:*
- (1) Be consistent with the general location shown in the RFP except, for a proposed new Station Community, be consistent with Metro’s land use final order for a light rail transit project;*
  - (2) For a Corridor with existing high-capacity transit service, include at least those segments of the Corridor that pass through a Regional Center or Town Center;*
  - (3) For a Corridor designated for future high-capacity transit in the RTP, include the area identified during the system expansion planning process in the RTP; and*



(4) *Be adopted and may be revised by the city council or county board following notice of the proposed boundary action to the Oregon Department of Transportation and to Metro in the manner set forth in subsection (a) of section 3.07.820 of this chapter.*

**Response:** The boundaries of the Town Center were adopted by the Wilsonville City Council in Ordinance No. 55. They are consistent with, and shown on, the 2040 Growth Concept Map of Metro's Regional Framework Plan. Metro defines a Town Center as a focal area for growth that provides services to tens of thousands within a two- to three-mile radius and typically includes one- to three-story buildings for employment and housing. Wilsonville's Town Center will be focal area of a mix of uses, community destinations, and urban amenities serving Wilsonville's entire population of approximately 25,000 residents. Metro also identifies the Wilsonville Town Center as a Regional Pedestrian District and Bicycle District in the 2014 Regional Active Transportation Plan. The Plan includes map and code recommendations intended to support active transportation, including a future pedestrian bridge across I-5, the project already included in the City of Wilsonville's Transportation System Plan.

(c) *An assessment of a Center, Corridor, Station Community or Main Street, or portion thereof, shall analyze the following:*

- (1) *Physical and market conditions in the area;*
- (2) *Physical and regulatory barriers to mixed-use, pedestrian-friendly and transit-supportive development in the area;*
- (3) *The city or county development code that applies to the area to determine how the code might be revised to encourage mixed-use, pedestrian-friendly and transit-supportive development;*
- (4) *Existing and potential incentives to encourage mixed-use pedestrian friendly and transit-supportive development in the area; and*
- (5) *For Corridors and Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area under Title 4 of this chapter, barriers to a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP.*

**Response:** An assessment of the Center has been completed, including an Existing Conditions Report for the Town Center, which summarized the key considerations impacting existing and future development in the Town Center.

The Existing Conditions Report analyzed opportunities and constraints in the following sections:

- Land Use and Regulatory Conditions, including relevant sections of the Development Code and Comprehensive Plan;
- Infrastructure, including stormwater, sewer and water infrastructure;
- Natural Resources and Systems, including slope or grade, tree canopy density, wetland areas, and streams, rivers and waterways systems;

- Multimodal Transportation Conditions, including transit, bicycle, and pedestrian network in Wilsonville Town Center; and
- Market Conditions, including population growth, commute patterns, existing and potential market demand for retail, office and residential markets.

In addition to the Existing Conditions Report, a Development Feasibility Analysis was prepared by Leland Consulting Group, which assessed development options for economic feasibility and tested various development prototypes and effectiveness of different building forms, zoning codes, financial incentives, and other tools. As part of the plan, new development code and design guidelines were also completed to implement the Town Center vision as a walkable, mixed-use hub and heart of the community.

*(d) A plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street shall consider the assessment completed under subsection (c) and include at least the following elements:*

*(1) Actions to eliminate, overcome or reduce regulatory and other barriers to mixed-use, pedestrian-friendly and transit-supportive development;*

**Response:** As stated above, the Existing Conditions Report identified applicable regulatory conditions, including barriers to mixed-use, pedestrian-friendly and transit-supportive development, in Wilsonville Town Center. The Plan has an implementation plan, which includes regulatory actions and amendments to reduce and overcome regulatory barriers within the Comprehensive Plan and Development Code. Regulatory actions include a new Comprehensive Plan designation, new mixed use development code and design guidelines, new implementation and placemaking programs, and revisions to other city plans or regulations to support strategies necessary to implement the Master Plan, such as infrastructure investments, parking strategies, placemaking strategies, economic development strategies, and transit investments.

*(2) Revisions to its comprehensive plan and land use regulations, if necessary, to allow:*

*(A) In Regional Centers, Town Centers, Station Communities and Main Streets, the mix and intensity of uses specified in section 3.07.640; and*

*(B) In Corridors and those Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area in Title 4 of this chapter, a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP;*

**Response:** The Implementation Strategies section of the Plan includes amendments to the Wilsonville Comprehensive Plan to change the designation for parcels within the Plan boundary currently designated commercial, residential, and public lands to a new Comprehensive Plan designation of Town Center. The recommended designation includes a purpose statement and policies and is necessary to

implement the vision developed through this planning effort. There is currently no town center designation within the existing Comprehensive Plan.

The Plan also includes amendment to the Wilsonville Development Code to include a new Town Center (TC) zoning district and new site and building design standards. This will include changing the existing Planned Development Commercial Town Center (PDC-TC) and Planned Development Residential (PDR) zoning designations within the Town Center boundary to Town Center (TC), a new zoning district with four sub-districts – Main Street, Neighborhood-Mixed Use, Mixed Use, and Commercial Mixed Use. The new site and building design standards in the new TC zone will provide specific design requirements for each of these sub-districts related to building location, height and design, and parking provisions (surface and structured) in order to set the stage for development consistent with the community’s vision for Town Center.

*(3) Public investments and incentives to support mixed-use pedestrian friendly and transit-supportive development; and*

**Response:** The implementation strategy for the Plan identifies investments in infrastructure, including roads, sewer, water, stormwater, and parks. The parks and roads investments will aim to increase the multi-modal use of the Town Center. Infrastructure projects identified in the Plan include:

- I-5 Bike/Pedestrian Bridge Gateway: The City is in the process of designing a bike/pedestrian bridge over I-5 that will connect the northwest corner of Town Center to the existing transit center and development on the west side of I-5.
- Park Place Redesign (Town Center Loop to northern edge of Town Center Park): The recommended future design for this section of Park Place includes two travel lanes, buffered bike lanes, and wide sidewalks.
- Park Place Redesign (Town Center Park to Courtside Drive): This section of Park Place becomes an extension of Town Center Park. Constructed as a curbsless street that can be closed during events in Town Center Park, a farmers market, or other civic use.
- Park Place Extension (Courtside Drive to Wilsonville Road): Extending Park Place provides opportunities to create a walking retail corridor, gathering spaces, and placemaking programs for Town Center.
- Courtside Drive Improvements (Park Place to Town Center Loop E.): Improvements to this section of roadway are primarily striping for the cycle track and for on street parking on the south side of Courtside Drive.
- Courtside Drive Extension (Park Place East to Town Center Loop W.): This project would extend Courtside Drive to the west to Town Center Loop W., providing increased connectivity to the western portion of town center, an area envisioned to redevelop with a more diverse mix of uses.



- Wilsonville Road Intersection Modifications: Recommended improvements along Wilsonville Road are designed to address, to the greatest degree practicable, existing capacity issues and implementation of the desired multi-modal form as recommended in this plan.
- Town Center Loop W. Modifications: The focus of this project is to make Town Center Loop W. more pedestrian and bicycle friendly, help redistribute through traffic, and reduce congestion at the Wilsonville Road/Town Center Loop W. intersection.
- Local Road Network: As part of private development, additional local connections will be added to create a more walkable and accessible Town Center neighborhood.
- Park Place Promenade Redesign: The Park Place Promenade redesigns Park Place between Town Center Loop W. and Courtside Drive to eliminate it as a vehicular route and create a linear park feature that provides bicycle and pedestrian access and a location for future temporary events such as festivals or a farmers market.
- Cycle tracks: Several sections of two-way cycle tracks are identified in the Master Plan, including the Bike/Pedestrian Bridge to Town Center Park, Town Center Park to Courtside Drive, Town Center Park to Town Center Loop E. (Courtside Drive Segment), and Town Center Loop E to Wilsonville Road.
- Promenade: The Promenade is a linear park located north of the existing Fry's building, providing a multi-modal connection between the I-5 bike/pedestrian bridge landing and the two-way cycle track on Park Place.

In addition to the public infrastructure improvements for increased multimodal use, the Plan identified transit investments and strategies specifically to increase the use of mass transit.

- Develop a Transit Shelter Adoption Program to improve the aesthetics of the transit shelters.
- Develop a land use code in the Town Center Development Code Amendments that is focused on pedestrian and transit-oriented development.
- Improve Transit Connections: Supporting bike infrastructure near transit stops; position bus stops at popular destinations to reduce last mile travel; potentially allow buses to use the future I-5 bike/pedestrian bridge, and work with private alternative transportation companies when public transit is not an option.
- Work to develop vehicles and infrastructure for transit that has unique identifiers for the Town Center.
- Increase transit service and accessibility over time.

*(4) A plan to achieve the non-SOV mode share targets, adopted by the city or county pursuant to subsections 3.08.230(a) and (b) of the RTFP, that includes:*

(A) *The transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;*

(B) *A transportation system or demand management plan consistent with section 3.08.160 of the RTFP; and*

(C) *A parking management program for the Center, Corridor, Station Community or Main Street, or portion thereof, consistent with section 3.08.410 of the RTFP.*

**Response:** The Plan addresses single-occupancy vehicle mode share by working to increase the availability, safety, and experience of other modes of transportation, as well as discouraging the attractiveness of accessing the town center by car. Parking strategies will aim to locate parking away from the pedestrian areas and ensure off-street parking is not the driving factor in how land is used within the town center. The transportation system design includes transit investments and strategies to improve transit connections, including supporting bike infrastructure, repositioning bus stops at popular destinations, and considering allowing bus access over the I-5 bike/pedestrian bridge. Unique transit infrastructure for the Town Center and increased transit service and accessibility were also identified in the implementation plan. The Town Center Plan does not include a transportation demand management (TDM) program per se, although the Plan recommends developing a parking management plan, which could include TDM strategies. The Plan also recommends parking reductions for some types of projects described in implementation measure PA.2, including the development of a transportation management association to coordinate district-wide efforts in reducing parking demand. However, the plan and vision are intended to create much stronger identity and cohesion for the Town Center than is present today. This will help set the stage for the future, should an effort be launched to discuss TDM strategies for the Town Center.

(e) *A city or county that has completed all or some of the requirements of subsections (b), (c), and (d) may seek recognition of that compliance from Metro by written request to the COO.*

**Response:** As identified in the responses above, the City of Wilsonville has completed all of the requirements of subsections (b), (c) and (d). The City is not seeking recognition of that compliance by Metro.

(f) *Compliance with the requirements of this section is not a prerequisite to:*

(1) *Investments in Centers, Corridors, Station Communities or Main Streets that are not regional investments; or*

(2) *Investments in areas other than Centers, Corridors, Station Communities and Main Streets.*

**Response:** The City's intent is for the Plan to guide and direct investments in Town Center through local public funding, private development, and public/private partnerships to construct the desired

infrastructure investments. The City will also use the recommendations and implementation strategies identified in the Plan to pursue regional, state and federal funding for infrastructure investments. The City's investments in other areas of Wilsonville are guided by other planning documents, all under the umbrella of the Comprehensive Plan.

**3.07.630 Eligibility Actions for Lower Mobility Standards and Trip Generation Rates**

*(a) A city or county is eligible to use the higher volume-to-capacity standards in Table 7 of the 1999 Oregon Highway Plan when considering an amendment to its comprehensive plan or land use regulations in a Center, Corridor, Station Community or Main Street, or portion thereof, if it has taken the following actions:*

- (1) Established a boundary pursuant to subsection (b) of section 3.07.620; and*
- (2) Adopted land use regulations to allow the mix and intensity of uses specified in section 3.07.640.*

**Response:** The city has evaluated transportation impacts for the Town Center Plan using the mobility standards and trip generation rates that are consistent with the adopted Wilsonville Transportation System Plan. No changes for different standards are proposed This section is not applicable.

*(b) A city or county is eligible for an automatic reduction of 30 percent below the vehicular trip generation rates reported by the Institute of Traffic Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Corridor, Main Street or Station Community, or portion thereof, if it has taken the following actions:*

- (1) Established a boundary pursuant to subsection (b) of section 3.07.620;*
- (2) Revised its comprehensive plan and land use regulations, if necessary, to allow the mix and intensity of uses specified in section 3.07.640 and to prohibit new auto-dependent uses that rely principally on auto trips, such as gas stations, car washes and auto sales lots; and*
- (3) Adopted a plan to achieve the non-SOV mode share targets adopted by the city or county pursuant to subsections 3.08.230 (a) and (b) of the RTFP, that includes:*
  - (A) Transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;*
  - (B) A transportation system or demand management plan consistent with section 3.08.160 of the RTFP; and*

**Response:** This section is not applicable.



(c) A parking management program for the Center, Corridor, Station Community or Main Street, or portion thereof, consistent with section 3.08.410 of the RTP.

**Response:** The implementation section of the Plan includes a list of parking strategies to be utilized with future development in the Town Center. The Plan includes a parking analysis and direction to develop a Town Center Parking Management Plan in the future.

**3.07.640 Activity Levels for Centers, Corridors, Station Communities and Main Streets**

(a) A Centers, Corridors, Station Communities and Main Streets need a critical number of residents and workers to be vibrant and successful. The following average number of residents and workers per acre is recommended for each:

- (1) Central City - 250 persons
- (2) Regional Centers - 60 persons
- (3) Station Communities - 45 persons
- (4) Corridors - 45 persons
- (5) Town Centers - 40 persons
- (6) Main Streets - 39 persons

**Response:** The Wilsonville Town Center will have a high density of residents and workers with the new land use. Wilsonville Town Center is about 100 acres in size. As shown in the Table 1, the new persons per acre will be approximately 84.51 (8,451 people in 100 acres) at full project buildout (40-year planning horizon).

**Table 1. Potential Future Development by Land Use Type in Town Center<sup>1</sup>**

	Commercial	Retail	Office	Residential	Total
Projected People	1,000	740	2,880	1,680 units (3,831 people) <sup>2</sup>	8,451 people

(b) Centers, Corridors, Station Communities and Main Streets need a mix of uses to be vibrant and walkable. The following mix of uses is recommended for each:

- (1) The amenities identified in the most current version of the State of the Centers: Investing in Our Communities, such as grocery stores and restaurants;

<sup>1</sup> From Table 3.1 in Wilsonville Town Center Plan

<sup>2</sup> Assumes 2.28 people per household, based on 2010 US Census data for Wilsonville.

- (2) *Institutional uses, including schools, colleges, universities, hospitals, medical offices and facilities;*
- (3) *Civic uses, including government offices open to and serving the general public, libraries, city halls and public spaces.*

**Response:** The Plan creates new land use districts that establish urban form and land uses to implement the Town Center vision. Within each district, a different combination of land uses and building scales are allowed. Uses for the Main Street sub-district will include mixed-use buildings, apartments and local retail and restaurants. The commercial-mixed use district, located closest to I-5, will include a mix of office, entertainment, hospitality, civic and residential uses. The Mixed Use sub-district will have residential, retail, office and service uses. The Neighborhood-Mixed Use sub-district, along the easternmost edge of the Town Center, will be a mix of townhomes and small-scale commercial businesses. The State of our Centers identifies a number of private and public amenities for the Wilsonville Town Center. Each of these will be allowed in at least one of the districts within the Town Center zone.

(c) *Centers, Corridors, Station Communities and Main Streets need a mix of housing types to be vibrant and successful. The following mix of housing types is recommended for each:*

- (1) *The types of housing listed in the “needed housing” statute, ORS 197.303(1);*
- (2) *The types of housing identified in the city’s or county’s housing need analysis done pursuant to ORS 197.296 or statewide planning Goal 10 (Housing); and*
- (3) *Accessory dwellings pursuant to section 3.07.120 of this chapter.*

**Response:** Housing, especially medium and high-density housing, will be allowed within all the districts within the new Town Center zone. The Neighborhood-Mixed Use sub-district on the east side of the Town Center will provide a mix of housing types which will help transition to the single-family housing which exists just east of the Town Center. The potential future development for the Town center is estimated to be about 1,680 residential units within the next 40 years, with about 881 residential units provided in the next 20 years. Currently, 79 units exist within the Town Center. This will provide a strong response to the needed housing for the area, which was identified in the Existing Conditions Report.

**3.07.650      *Centers, Corridors, Station Communities and Main Streets Map***

(a) *The Centers, Corridors, Station Communities and Main Streets Map is incorporated in this title and is Metro’s official depiction of their boundaries. The map shows the boundaries established pursuant to this title.*

**Response:** The Wilsonville Town Center boundaries are identified in the current Centers, Corridors, Station Communities and Main Streets Map.

*(b) A city or county may revise the boundary of a Center, Corridor, Station Community or Main Street so long as the boundary is consistent with the general location on the 2040 Growth Concept Map in the RFP. The city or county shall provide notice of its proposed revision as prescribed in subsection (b) of section 3.07.620.*

**Response:** The City is not requesting a revision of the boundary of the Wilsonville Town Center; therefore, this requirement does not apply.

*(c) The COO shall revise the Centers, Corridors, Station Communities and Main Streets Map by order to conform the map to establishment or revision of a boundary under this title.*

**Response:** This section is not applicable.



COMPLIANCE WITH WILSONVILLE COMPREHENSIVE PLAN AMENDMENT STANDARDS

INTRODUCTION

The Wilsonville Comprehensive Plan establishes how Plan amendments may be initiated and reviewed by the City. The guiding text is in the Introduction section, pages Intro 7-8. The standards for amendments are listed below in bold, italic type, followed by findings.

PLAN POLICY REVIEW

**Standards for approval of Plan Amendments**

**In order to grant a Plan amendment, the City Council shall, after considering the recommendation of the Development Review Board (quasi-judicial) or Planning Commission (legislative), find that:**

- a. **The proposed amendment is in conformance with those portions of the Plan that are not being considered for amendment.**

Applicable Policies and Implementation Measures	Compliance Findings
<b>Citizen Involvement</b>	
<p><b>Policy 1.1.1</b> The City of Wilsonville shall provide opportunities for a wide range of public involvement in City planning programs and processes.</p> <p><b>Policy 1.2.1</b> The City of Wilsonville shall provide user-friendly information to assist the public in participating in City planning programs and processes.</p> <p><b>Policy 1.3</b> The City of Wilsonville shall coordinate with other agencies and organizations involved with Wilsonville’s planning programs and policies.</p>	<p>Please see the public information tools and processes listed under Findings for Statewide Planning Goal 1, Citizen Involvement.</p> <p>Two informational sessions and six work sessions were held with the Planning Commission. Six work sessions were held with the City Council. Two join work sessions were held with the Planning Commission and City Council. Public comment opportunities were available at every meeting. The Planning Commission had extensive and productive informal discussions with the participating public.</p> <p>Through the work session, public notification, website and public hearing schedule, the City has encouraged the participation of a wide variety of individuals</p>

	<p>representing the groups listed above. Meeting notices were sent to 62 property owners in and within 250 feet of Town Center. Additional notice was posted in the Library, Community Center and City Hall and was published in the Wilsonville Spokesman.</p>
<p><b>Urban Growth Management</b></p>	
<p><b>Policy 2.1.1.</b> The City of Wilsonville shall support the development of all land within the City, other than designated open space lands, consistent with the land use designations of the Comprehensive Plan.</p> <p><b>Policy 2.2.1.</b> The City of Wilsonville shall plan for the eventual urbanization of land within the local planning area, beginning with land within the Urban Growth Boundary.</p>	<p>The Town Center Plan is a key step toward fulfillment of these policies for the Town Center.</p>
<p><b>Public Facilities and Services</b></p>	
<p><b>Policy 3.1.1</b> The City of Wilsonville shall provide public facilities to enhance the health, safety, educational, and recreational aspects of urban living.</p> <p><b>Policy 3.1.2</b> The City of Wilsonville shall provide, or coordinate the provision of, facilities and services concurrent with need (created by new development, redevelopment, or upgrades of aging infrastructure).</p> <p><b>Policy 3.1.3</b> The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services, or those benefiting from such facilities and services, pay for them.</p> <p><b>Policy 3.1.4</b> The City of Wilsonville shall continue to operate and maintain the wastewater treatment plant and system in conformance with federal, state, and regional water quality standards.</p> <p><b>Policy 3.1.6</b> The City of Wilsonville shall continue a comprehensive water conservation program to make effective use of the water infrastructure, source water supply and treatment processes.</p> <p><b>Policy 3.1.7</b> The City of Wilsonville shall maintain an accurate user demand profile to account for actual and anticipated demand conditions in order to assure an adequately sized water system.</p> <p><b>Policy 3.1.8</b> The City of Wilsonville shall coordinate distribution system improvements with other CIP projects, such as roads, wastewater, and storm water, to save construction costs and minimize public impacts during construction.</p>	<p>Please see the public information tools and processes listed under Findings for Statewide Planning Goal 8, Recreational Needs and Goal 11, Public Facilities and Services.</p>

<p><b>Policy 3.1.7</b> The City of Wilsonville shall develop and maintain an adequate storm drainage system. However, where the need for new facilities is the result of new development, the financial burden for drainage system improvements shall remain primarily the responsibility of developers. The City will use systems development charges, user fees, and/or other funding sources to construct facilities to improve storm water quality and control the volume of runoff.</p> <p><b>Policy 3.1.8</b> The City of Wilsonville shall continue to coordinate planning for fire safety with the Tualatin Valley Fire and Rescue District.</p> <p><b>Policy 3.1.11</b> The City of Wilsonville shall conserve and create open space throughout the City for specified objectives including park lands.</p>	
<p><b>Transportation</b></p>	
<p><b>Policy 3.2.1</b> To provide for safe and efficient vehicular, transit, pedestrian and bicycle access and circulation.</p> <p><b>Policy 3.2.2</b> To provide for a mix of planned transportation facilities and services that are sufficient to ensure economical, sustainable and environmentally sound mobility and accessibility for all residents and employees in the city.</p> <p><b>Policy 3.2.3</b> If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.</p> <p><b>Policy 3.3.1</b> The City shall provide facilities that allow people to reduce reliance on single occupant automobile use, particularly during peak periods.</p> <p><b>Policy 3.3.2</b> The City shall work to improve accessibility for all citizens to all modes of transportation.</p> <p><b>Policy 3.4.2</b> The City will work with ODOT, Metro and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, continued development of a local street network within and connecting cities along I-5, access management, and completion of targeted improvements on I-5 such as auxiliary lanes, improvements at interchanges, etc.</p> <p><b>Policy 3.5.1</b> Develop and maintain a transportation system that balances land use and transportation needs in a manner that enhances the livability and economic vitality of the city.</p>	<p>The Transportation section of the Town Center Plan provides a highly-connected network of streets, pedestrian ways, and bicycle circulation.</p> <p>SMART service is planned to expand and intensify in the Town Center area.</p> <p>Street design and residential design standards will support active and comfortable walking routes in the Town Center, and reduced parking will be balanced by an increased multimodal network and transit options.</p> <p>Together, these measures cited above are expected to reduce reliance on automobile use, promote livability, and balance land use and transportation needs.</p> <p>The transportation analysis completed for the Plan (Appendix B of the Plan) showed that there would be no adverse impacts to I-5. See also findings for Statewide Planning Goal 12, Transportation within this document.</p>



<p><b>Policy 3.5.2</b> Review all land use/development proposals with regards to consistency with the TSP transportation impacts.</p> <p><b>Policy 3.5.3</b> Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas that minimize local traffic through the interchanges and on the interchange cross roads.</p>	
<p><b>Land Use and Development</b></p>	
<p><b>Policy 4.1.1</b> The City of Wilsonville shall make land use and planning decisions to achieve Goal 4.1.</p> <p><b>Policy 4.1.4</b> The City of Wilsonville shall provide opportunities for a wide range of housing types, sizes, and densities at prices and rent levels to accommodate people who are employed in Wilsonville.</p>	<p>Please see Findings for Statewide Goal 10 Housing. The Town Center fulfills, in part, the denser housing component of the City’s overall diversity of housing opportunities by adding up to 1,680 dwelling units at full buildout.</p> <p>The Town Center Plan includes provisions for public and private open space. Design standards are included to protect the character and ensure cohesion within the area.</p>

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OTHER STANDARDS RELATED TO COMPREHENSIVE PLAN COMPLIANCE

**b. The granting of the amendment is in the public interest.**

**FINDINGS:** The Plan has been developed with extensive public outreach throughout the process. The process was guided by a Task Force that included representation from Wilsonville’s residents, community advocates, small and large businesses, land owners, and neighborhood groups. The Planning Commission and City Council were also involved at key points throughout the planning process.

**c. The public interest is best served by granting the amendment at this time.**

**FINDINGS:** The public engagement process encouraged community members to identify their priorities for Town Center. Several prominent themes emerged during from the community kickoff, stakeholder meetings, and online outreach. Using these priorities as foundational elements, the Wilsonville community, Town Center Task Force, Planning Commission and City Council developed the Town Center Vision, Goals and Measures of Success to guide future development concepts for Town Center and the implementation strategies in the Plan. The strong consensus developed during the Town Center planning process is best served by adopted the proposed plan and moving forward to implementation.

**d. The following factors have been adequately addressed in the proposed amendment:**

- the suitability of the various areas for particular land uses and improvements;
- the land uses and improvements in the area;
- trends in land improvement;
- density of development;
- property values;
- the needs of economic enterprises in the future development of the area;
- transportation access;
- natural resources; and
- the public need for healthful, safe and aesthetic surroundings and conditions.

**FINDINGS:** The Plan was developed after a thorough identification of existing issues and needs were identified. The Existing Conditions Report (see Appendix F) identified land uses, regulatory conditions, transportation needs, economic development potential, and existing natural resources. The Development Feasibility Analysis (see Appendix C of the Plan) examined a number of different inputs to test the financial feasibility of various types of real estate development in the Town Center, including program (site size, number of units, etc.), timing, hard and soft costs, operating revenue and expenses, and return on investment. In addition, the analysis studies existing multifamily and mixed use projects in Wilsonville and nearby cities to understand the performance of the projects, including what assistance the jurisdictions gave to increase development feasibility.

**e. Proposed changes or amendments to the Comprehensive Plan do not result in conflicts with applicable Metro requirements.**

**FINDINGS:** Please see findings regarding compliance with Metro Title 6.

## COMPLIANCE WITH ZONE TEXT AMENDMENT CRITERIA

Section 4.197 of the Wilsonville zoning code establishes the criteria for amendment of the zoning text. Those criteria are:

- 1. That the application was submitted in compliance with the procedures set forth in Section 4.008; and**
- 2. The amendment substantially complies with all applicable goals, policies and objectives set forth in the Comprehensive Plan; and**
- 3. The amendment does not materially conflict with, nor endanger, other provisions of the text of the Code; and**
- 4. If applicable, the amendment is in compliance with Statewide Land Use Planning Goals and related administrative rules; and**

***5. If applicable, the amendment is necessary to ensure that the City's Land Use and Development Ordinance complies with mandated requirements of State or Federal laws and/or statutes.***

**FINDINGS:** All procedures required by the code have been followed. The compliance with the Comprehensive Plan is documented in this Findings Report. A comprehensive review of the Wilsonville text has been conducted and there are no conflicts; minor codification amendments have been proposed to ensure consistency. The proposal's compliance with the Statewide Planning Goals is also documented in this Findings Report. Other than Oregon's land use statutes, no other State or Federal laws or statutes have been identified as applicable.

The criteria for a zone text amendment are met.



# The Year 2000 Plan

an Urban Renewal Plan & Program of the City of Wilsonville, Oregon

(Appendix D)



Plan Duration

**1990-2023**

Creekside Woods Senior Housing



Fountain @ Murase Plaza

## Major Projects Completed

### Streets & Streetscapes

- ✓ Wilsonville Road Improvements including undergrounding utilities
- ✓ Boones Ferry Road
- ✓ Memorial Drive
- ✓ Canyon Creek Road North
- ✓ Courtside Drive
- ✓ 5<sup>th</sup> to Kinsman
- ✓ Boeckman Road Corridor Project
- ✓ Boeckman Bike/Ped Imprvmts.
- ✓ Misc. Streetscape, Signals

### Parks & Recreation

- ✓ Boozier/Murase Land Acquisition
- ✓ Stein-Boozier Barn Imprvmts.
- ✓ City Hall Site Acquisition
- ✓ Town Center Park
- ✓ Murase Plaza

### School Partnerships

- ✓ Wilsonville HS Gymnasium
- ✓ High School Public Facilities
- ✓ High School Girls' Field Imprvmts.
- ✓ I-5 Underpass Enhancements

### Facilities & Planning

- ✓ City Hall
- ✓ Creekside Woods Senior Housing
- ✓ Sewer Plant Upgrade
- ✓ Town Center Concept Planning

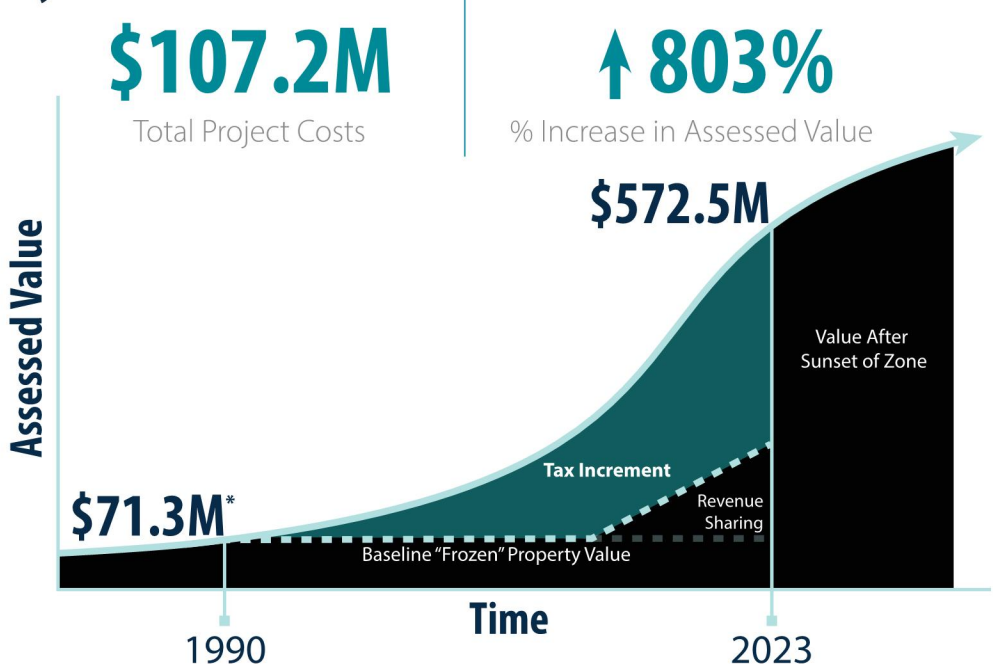
## Mission Accomplished

According to the Year 2000 Urban Renewal Plan document from 1990,

*"The most critical conditions of blight ... [were] related to long-term water supply, waste water treatment capacity, water delivery system, lack of a comprehensive storm drainage system, and the existence of an inadequate and substandard street and transportation system. [Such blight] inhibit[ed] and in some cases prohibit[ed] the timely development of tax-paying property by the private sector."*

Over 33 years, strategic investments made under the Plan addressed these blighted conditions, buoying property values and livability while supporting new industrial, commercial, and residential development.

## By The Numbers



\* The "frozen" base of \$71.3M is inflation-adjusted using CPI. The original "True Cash Value," the basis for Oregon property taxation in 1989-90, for the plan Area was \$30.3M.





Town Center Park



Canyon Creek Road



Wilsonville Road



5th to Kinsman



I-5 Underpass Enhancement



Wastewater Treatment Plant



Stein-Boozier Barn

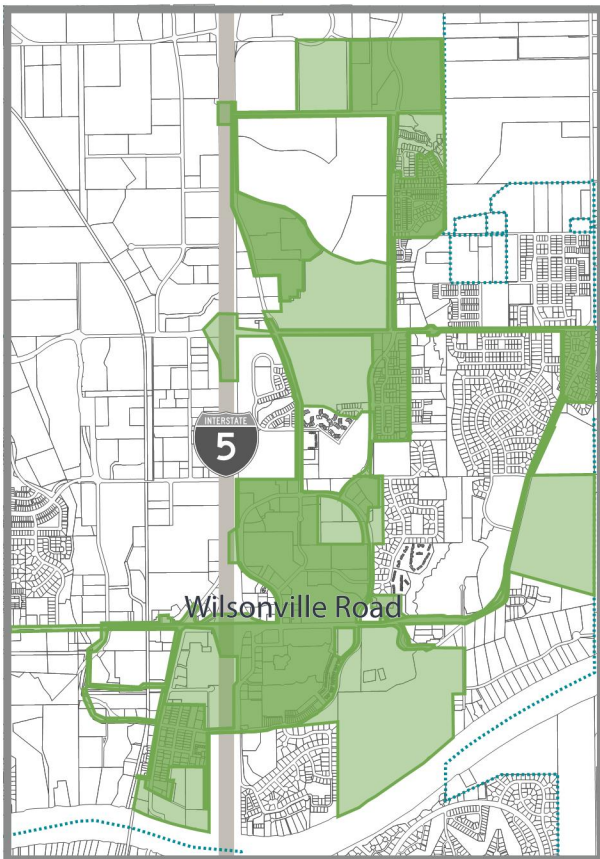


Wilsonville HS Gymnasium



Boeckman Road Corridor Project

## Area Boundary\*



## Tools for Success

### Revenue Sharing

Beginning in 2003 the City began removing parcels from the district in order to limit tax increment collections to approximately \$4 million per year. After FY 2010 the law changed and allowed the City to certify less than 100% of the available taxes and has limited tax increment to \$4 million ever since. This allows taxing districts to enjoy the benefits of urban renewal before the plan sunsets.

### Partnerships with Taxing Districts

The City adopted the practice of “consult and confer” before it was written into statute. Affected taxing districts are partners and collaborators. As noted on the project list, several projects were completed in partnership with the School District to enhance livability and support development and student population growth.

### Public Engagement

Wilsonville’s use of urban renewal is guided by the Urban Renewal Task force, comprised of residents, affected taxing districts, land owners, developers, and area businesses.

Wilsonville has also adopted the practice of consulting the electorate through an advisory vote before the adoption of any new urban renewal plan in the City.

\* The entire shaded area in the map represents the original area boundary. The lighter areas are those that were “released” over the life of the plan in order to share tax increment revenue with overlapping taxing districts.

## For Additional Information:

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