



AMENDED - CITY COUNCIL AGENDA

October 21, 2024 at 7:30 PM

Wilsonville City Hall & Remote Video Conferencing

PARTICIPANTS MAY ATTEND THE MEETING AT:

City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon

YouTube: <https://youtube.com/c/cityofwilsonvilleor>

Zoom: <https://us02web.zoom.us/j/81536056468>

TO PARTICIPATE REMOTELY OR PROVIDE PUBLIC COMMENT:

Register with the City Recorder:

CityRecorder@ci.wilsonville.or.us or 503-570-1506

Individuals may submit comments online at: <https://www.ci.wilsonville.or.us/SpeakerCard>,

via email to the address above, or may mail written comments to:

City Recorder - Wilsonville City Hall

29799 SW Town Center Loop East, Wilsonville, OR 97070

CITY COUNCIL MISSION STATEMENT

To protect and enhance Wilsonville's livability by providing quality service to ensure a safe, attractive, economically vital community while preserving our natural environment and heritage.

REVIEW OF AGENDA AND ITEMS ON CONSENT [5:00 PM]

COUNCILORS' CONCERNS [5:05 PM]

PRE-COUNCIL WORK SESSION [5:10 PM]

- A. [Wilsonville Industrial Land Readiness – Basalt Creek \(Luxhoj/Pauly\) \[40 min\]](#)
- B. [Frog Pond East and South Infrastructure Funding Plan \(Pauly/Pepper\) \[60 min\]](#)
- C. I-5 Boone Bridge Project CFEC Compliance Findings Adoption (Ottenad/Weigel) [15 min]
- D. [Review of the 2024 Draft Solid Waste Collection Rate Report \(Ottenad/Bell\) \[25 min\]](#)

ADJOURN [7:30 PM]

CITY COUNCIL MEETING

The following is a summary of the legislative and other matters to come before the Wilsonville City Council a regular session to be held, October 21, 2024 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10:00 a.m. on October 8, 2024. Remonstrances and other

documents pertaining to any matters listed in said summary filed at or prior to the time of the meeting may be considered there with except where a time limit for filing has been fixed.

CALL TO ORDER [7:30 PM]

1. Roll Call
2. Pledge of Allegiance
3. Motion to approve the following order of the agenda.

MAYOR'S BUSINESS [7:35 PM]

4. [Upcoming Meetings](#)

COMMUNICATIONS [7:45 PM]

CITIZEN INPUT AND COMMUNITY ANNOUNCEMENTS [7:45 PM]

This is an opportunity for visitors to address the City Council on any matter concerning City's Business or any matter over which the Council has control. It is also the time to address items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizen input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

COUNCILOR COMMENTS, LIAISON REPORTS AND MEETING ANNOUNCEMENTS [8:00 PM]

5. Council President Akervall
6. Councilor Linville
7. Councilor Berry
8. [Councilor Dunwell](#)

CONSENT AGENDA [8:20 PM]

NEW BUSINESS [8:20 PM]

9. [Resolution No. 3169](#)

[A Resolution Of The City Of Wilsonville Approving The I-5 Boone Bridge Replacement Project Climate-Friendly And Equitable Communities \(CFEC\) Enhanced Investment Scenario Review Report And Requesting Advancement Of The Authorization Report Supporting An I-5 Southbound Auxiliary Lane. \(Ottenad\)](#)

CONTINUING BUSINESS [8:35 PM]

10. [Ordinance No. 894 2nd Reading \(Quasi-Judicial Land Use\)](#)

[An Ordinance Of The City Of Wilsonville Declaring And Authorizing The Vacation Of Approximately 0.35 Acre \(15,275 Square Feet\) Of Public Right-Of-Way That Is No Longer Needed For Westward Extension of SW Bailey Street from Old Town Wilsonville To SW Kinsman Road In The Central Part Of The OrePac Property.\(Luxhoj\)](#)

11. [Ordinance No. 895 2nd Reading \(Quasi-Judicial Land Use \)](#)

[An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The City Of Wilsonville Future Development Agricultural-Holding \(FDA-H\) Zone To The Planned Development Industrial \(PDI\) Zone On Approximately 8.66 Acres At The OrePac Properties Located At 9655 SW 5th Street.\(Luxhoj\)](#)

PUBLIC HEARING [8:45 PM]

CITY MANAGER’S BUSINESS [8:45 PM]

LEGAL BUSINESS [8:50 PM]

12. [Public Contracts Quarterly Report](#)

ADJOURN [8:55 PM]

INFORMATIONAL ITEMS – No Council Action Necessary

[City Manager Reports](#)

**AN EXECUTIVE SESSION WILL
IMMEDIATELY FOLLOW THE CITY COUNCIL MEETING**

Time frames for agenda items are not time certain (i.e. agenda items may be considered earlier than indicated). The City will endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting by contacting the City Recorder at 503-570-1506 or CityRecorder@ci.wilsonville.or.us: assistive listening devices (ALD), sign language interpreter, and/or bilingual interpreter. Those who need accessibility assistance can contact the City by phone through the Federal Information Relay Service at 1-800-877-8339 for TTY/Voice communication.

Habr  interpretes disponibles para aqu llas personas que no hablan Ingl s, previo acuerdo. Comun quese al 503-570-1506.

EXECUTIVE SESSION

ORS 192.660(2)(h) Legal Counsel/Litigation



**CITY COUNCIL MEETING
STAFF REPORT**

| | | | |
|---|---|---|--|
| Meeting Date: October 21, 2024 | | Subject: Wilsonville Industrial Land Readiness – Basalt Creek | |
| | | Staff Members: Cindy Luxhoj AICP, Associate Planner, and Dan Pauly AICP, Planning Manager | |
| | | Department: Community Development | |
| Action Required | | Advisory Board/Commission Recommendation | |
| <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda | | <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable | |
| | | Comments: N/A | |
| Staff Recommendation: Staff recommends Council provide requested input in response to information provided about the Wilsonville Industrial Land Readiness project. | | | |
| Recommended Language for Motion: N/A | | | |
| Project / Issue Relates To: | | | |
| <input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and support economic opportunity for all in Wilsonville | <input checked="" type="checkbox"/> Adopted Master Plan(s): Basalt Creek Concept Plan | <input type="checkbox"/> Not Applicable | |

ISSUE BEFORE COUNCIL:

Staff is seeking input from the City Council on the draft Economic Inventory and Land Use Analysis for the first phase of the Wilsonville Industrial Land Readiness (WILR) project.

EXECUTIVE SUMMARY:

The Wilsonville Industrial Land Readiness (WILR) project has two phases, which together will support attracting high-quality industry and economic opportunity to Wilsonville.

The first phase of the project, currently underway, is focused on the Basalt Creek and West Railroad planning areas located north and west of current City limits (Attachment 1). These two future industrial areas are the subject of the Basalt Creek Concept Plan, jointly prepared with the City of Tualatin and adopted by the City of Wilsonville in 2018. This first phase of the WILR project lays the foundation for moving the Concept Plan area to a development ready status, thus enabling the City to accept development applications for industrial projects and realizing the area's economic development potential.

The first phase includes conducting a focused economic inventory and market analysis to inform the drafting of zoning standards and creating an infrastructure funding plan. Zoning Code amendments will focus on refinements to the City's Planned Development Industrial (PDI) zone, as well as evaluate whether to incorporate design elements of the Coffee Creek Industrial Design Overlay District and, if so, how it could best be applied to the area, to enable implementation of the High Tech Employment, Light Industrial, and Craft Industrial land use categories envisioned in the Concept Plan (Attachment 2).

ECONorthwest has prepared a draft Economic Inventory and Land Use Analysis that provides area-specific foundational information about economic activities in the Concept Plan area in the context of local and regional markets and what industries may be expected to locate in the planning area in the future. Preliminary key findings of the analysis are listed below and the draft report is included as Attachment 3.

Key Findings of Economic Inventory/Land Use Analysis include:

- Basalt Creek is strategically positioned for industrial development, with the potential to attract a variety of users. Industries that may be particularly attracted to Basalt Creek include:
 - Semiconductor supply chain businesses
 - Clean tech, including those involved in battery storage
 - Alternative energy technologies
- Realizing this potential, however, presents several challenges, particularly related to contractor establishments, which can hinder or complicate redevelopment efforts, availability of infrastructure, lot sizes and property aggregation, natural features including the Basalt Creek canyon, and growing power demands for industrial users.
- The City must navigate these challenges while working towards its vision for Basalt Creek: a diverse mix of industrial uses, higher employment density, high-wage jobs, an enhanced tax base, and increased community prosperity.

The analysis and related findings are preliminary and will be refined through further analysis, stakeholder engagement, and additional discussion with the Planning Commission and City

Council. Upcoming tasks include completing a buildable lands inventory, conducting site suitability analyses for key locations, and assessing the feasibility of redeveloping properties occupied by contractor establishments. All these elements will ultimately be synthesized into a comprehensive final report outlining key findings and recommendations.

The Planning Commission was briefed at their September 11, 2024 meeting and provided input on the draft Economic Inventory and Land Use Analysis at their October 9, 2024 meeting. Feedback provided by Planning Commission will be summarized in staff's presentation to City Council at the October 21 Work Session.

The second phase of the WILR project is an update to the City's Economic Opportunities Analysis (EOA), which will expand the project's scope citywide to include such actions as reviewing market trends, inventorying and developing an economic strategy for all of Wilsonville's industrial lands over a 20-year planning horizon, and recommending citywide Development Code refinements to support anticipated economic activity in industrial areas throughout the City. This will serve as the companion to the City's Housing Capacity Analysis to help inform both future residential and job growth decisions. A Request for Proposals for the second phase of the project was issued in mid-September and work is expected to begin this fall, continuing to the end of 2025.

Following presentation by staff, input is requested from the City Council in response to the questions below:

- What questions or comments does the City Council have about the Economic Inventory and Land Use Analysis report and related preliminary findings?
- Is there anything about the information presented that the City Council finds surprising or that changes your view of how the City should be thinking of the Basalt Creek planning area and implementation of the Concept Plan?

EXPECTED RESULTS:

Feedback from City Council about this first phase of the WILR project will guide completion of the implementation items in the Concept Plan for the Basalt Creek and West Railroad planning areas, including drafting a package of proposed Code amendments, developing economic development strategies, and preparing an infrastructure funding plan. In addition, work products from this first phase of the project will help inform the citywide EOA and economic development strategy in the second project phase.

TIMELINE:

Additional work sessions with the City Council and Planning Commission are anticipated in November and December this year. Public hearings on Code amendments are expected in early to mid-2025 with the infrastructure funding plan work occurring throughout 2025. Work on the second citywide phase of the WILR project is expected to begin this fall and continue to the end of 2025.

CURRENT YEAR BUDGET IMPACTS:

Funding for the first phase of the WILR project is allocated in the fiscal year (FY) 2024-2025 and for the second phase will be allocated in the FY 2025-2026 Planning Division budget. The first phase is primarily funded by a \$100,000 grant from Business Oregon, with additional funding available, if needed, from a \$290,000 Metro grant, which also will fund the second project phase.

COMMUNITY INVOLVEMENT PROCESS:

The Basalt Creek Concept Plan review process included comprehensive community involvement to gather input. For the first phase of the WILR project, ECONorthwest has focused on gathering input from Business Oregon, Greater Portland Inc., property owners, and developers, to understand demand for industrial land in Wilsonville as well as property owners' current and future plans for their property, to inform the market and site suitability analyses. This information also will be considered in determining appropriate zoning standards to apply and preparing needed Code amendments. The second phase of the WILR project will engage similar stakeholders but will extend the information gathering citywide.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Adoption of appropriate zoning standards, creating an infrastructure funding plan, and identifying and pursuing economic development strategies will remove barriers to development and enable implementation of the Basalt Creek Concept Plan. When developed, the Basalt Creek and West Railroad areas will create jobs, thus contributing to the income and property tax base, support economic mobility for residents through family-wage employment in a highly livable, full-service City, and enable this industrial area to reach its full economic potential, resulting in positive impacts on the greater Wilsonville community.

ALTERNATIVES:

As zoning standards and an infrastructure funding plan are developed, a number of alternatives will be explored and developed with the City Council and Planning Commission.

CITY MANAGER COMMENT:

N/A

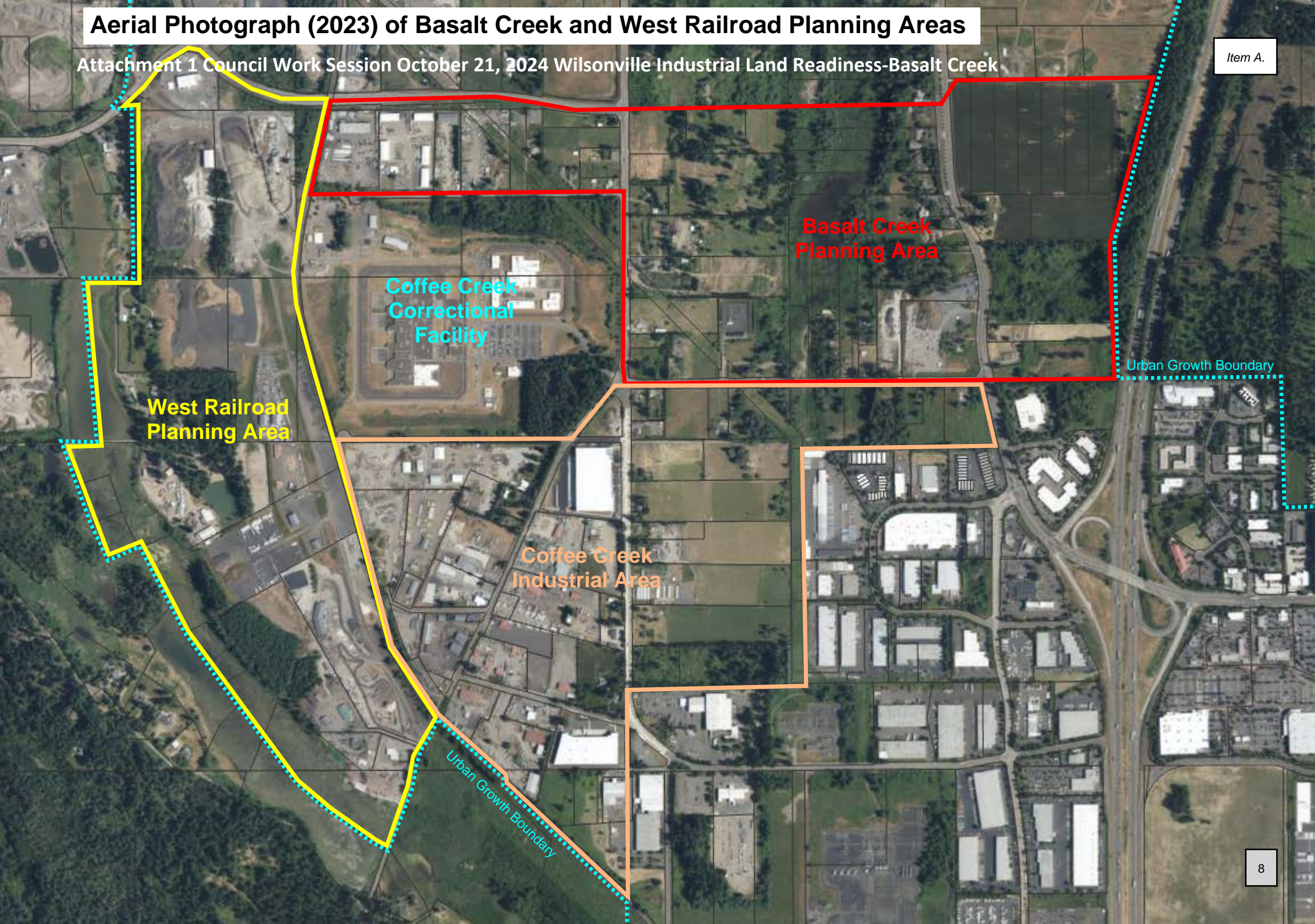
ATTACHMENTS:

1. Aerial Photograph (2023) of Basalt Creek and West Railroad Planning Areas
2. Basalt Creek Concept Plan Area Map
3. Draft Economic Inventory and Land Use Analysis (September 26, 2024)

Aerial Photograph (2023) of Basalt Creek and West Railroad Planning Areas

Attachment 1 Council Work Session October 21, 2024 Wilsonville Industrial Land Readiness-Basalt Creek

Item A.



West Railroad
Planning Area

Coffee Creek
Correctional
Facility

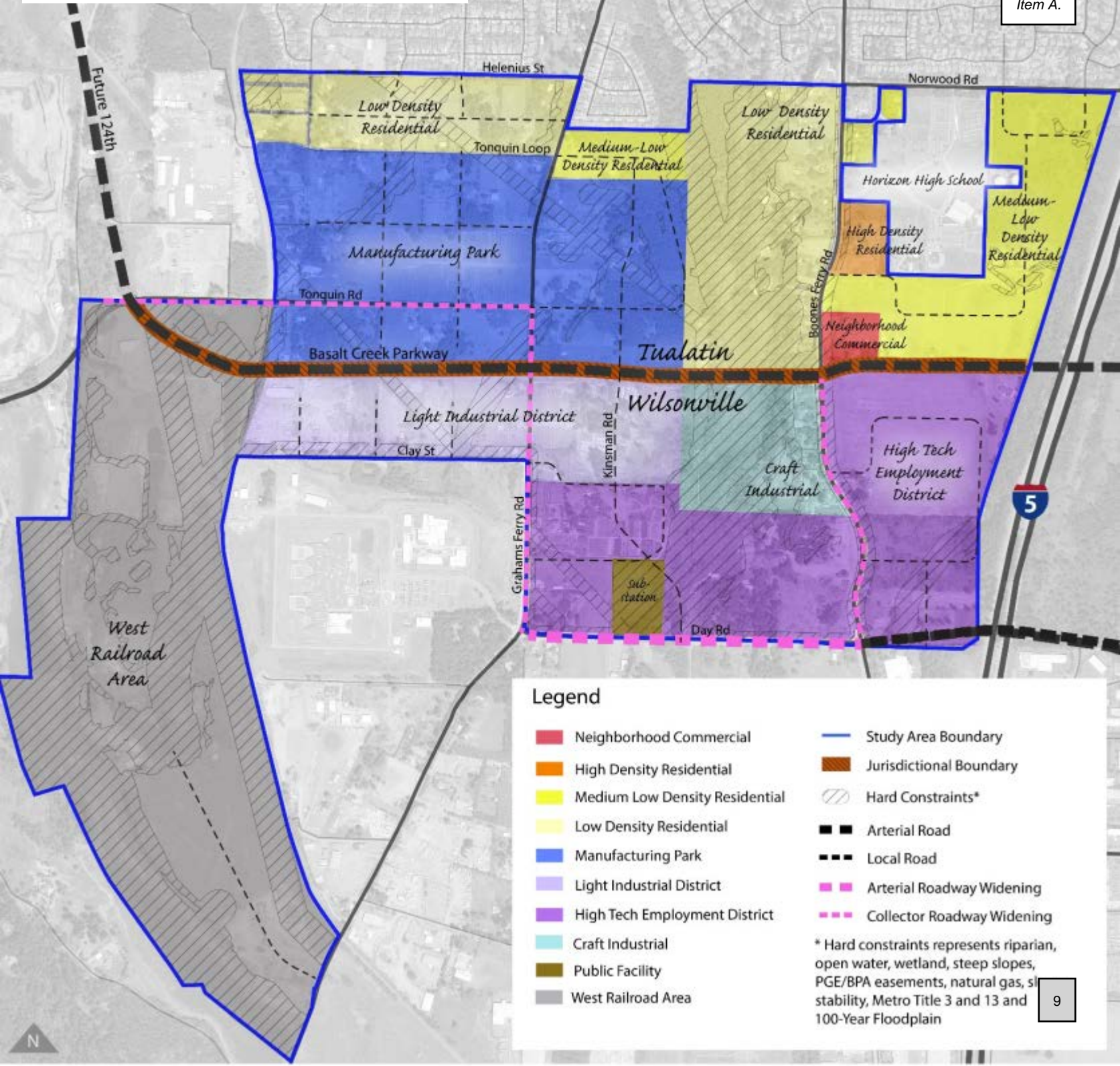
Basalt Creek
Planning Area

Coffee Creek
Industrial Area

Urban Growth Boundary

Urban Growth Boundary

Basalt Creek Concept Plan Map



Legend

- | | |
|---|--|
| Neighborhood Commercial | Study Area Boundary |
| High Density Residential | Jurisdictional Boundary |
| Medium Low Density Residential | Hard Constraints* |
| Low Density Residential | Arterial Road |
| Manufacturing Park | Local Road |
| Light Industrial District | Arterial Roadway Widening |
| High Tech Employment District | Collector Roadway Widening |
| Craft Industrial | |
| Public Facility | |
| West Railroad Area | |
- * Hard constraints represents riparian, open water, wetland, steep slopes, PGE/BPA easements, natural gas, stability, Metro Title 3 and 13 and 100-Year Floodplain



September 2024

Industrial Land Readiness: Economic Inventory and Basalt Creek Concept Plan Land Use Analysis - **DRAFT**

Prepared for: City of Wilsonville

ECOnorthwest

222 SW Columbia Street • Suite 1600 • Portland, OR 97201 • 503-222-6060



Acknowledgments

ECOnorthwest prepared this report with support from the guidance and input of several partners, including members, staff, and leadership of the *City of Wilsonville*. Most notably we are appreciative of the involvement and input of *Cindy Luxhoj, Daniel Pauly, Miranda Bateschell, and Matt Lorenzen*. This work was financially supported by grants from *Business Oregon and Metro*.

That assistance notwithstanding, ECOnorthwest is responsible for the content of this report. The staff at ECOnorthwest prepared this report based on their general knowledge of the economics of recreation, amenities, and regional economies. ECOnorthwest staff contributing to this study included *Bob Parker, Nicole Underwood, Barrett Lewis, and Mackenzie Visser*. ECOnorthwest also relied on information derived from government agencies, private statistical services, the reports of others, interviews of individuals, or other sources believed to be reliable. ECOnorthwest has not independently verified the accuracy of all such information and makes no representation regarding its accuracy or completeness. Any statements nonfactual in nature constitute the authors' current opinions, which may change as more information becomes available.

For more information about this report please contact:

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1. Introduction

Purpose and Background

After a multi-year planning process, Wilsonville, in partnership with Tualatin, developed and adopted the Basalt Creek Concept Plan (BCCP) in 2018. The BCCP established a framework for development in the area over the next twenty years. Wilsonville is planning for the development of its portion of the Basalt Creek Planning Area (BCPA), located in unincorporated Washington County.

The City adopted the BCCP in anticipation of future industrial development. However, at the time of adoption a number of implementation steps remained. In the years following the adoption of the BCCP, Washington County has approved development consistent with County zoning. The BCPA now hosts several contractor establishments that, while providing jobs and economic activity, are not the type of development or commerce envisioned in the Concept Plan.

The City is currently working on the final implementation steps to make the BCPA development ready. These steps include designating the zoning to be used in the area as well as refining infrastructure funding plans. Since adoption of the BCCP in 2018, significant economic shifts have occurred at national, state, regional, and local levels to be considered during the current implementation steps. Given these economic shifts, reassessing Basalt Creek's market conditions is crucial for Wilsonville's implementation process. This reassessment will help ensure that development plans align with current economic realities and future projections.

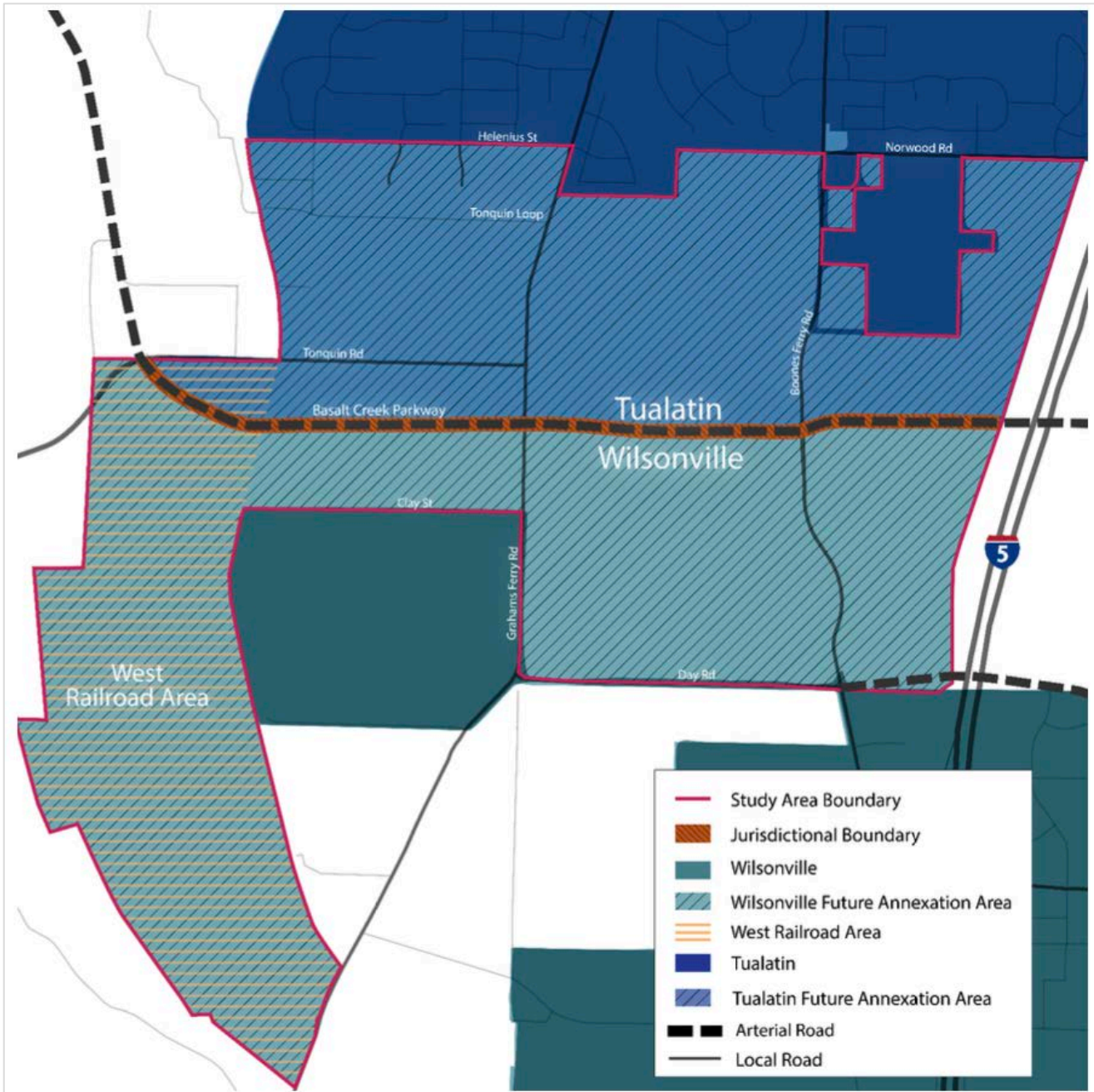
To understand the changing market conditions, Wilsonville engaged ECONorthwest to conduct an updated market assessment and industrial lands study for Wilsonville's portion of Basalt Creek. This Economic Inventory report is a key component of that study, providing an overview of the current economic conditions and trends affecting the BCPA. The findings from this analysis will inform recommendations on how to translate the BCCP's land use concepts into zoning designations and inform infrastructure planning to support economic development opportunities in the area.

Basalt Creek Planning Area Overview

The Basalt Creek Planning Area (BCPA) is an 847-acre area located in unincorporated Washington County between the southern border of incorporated Tualatin and the northern border of incorporated Wilsonville. This report focuses on the Wilsonville section, which includes 480 acres within the designated Wilsonville Future Annexation Area and West Railroad Area (as depicted in Figure 1). The BCPA is centrally located in the southern portion of the Portland Metro, easily accessible and connected to other growing industrial areas, including Sherwood and Tualatin. It has access to the Portland Metro and Mid-Valley labor sheds, making it well-positioned to attract various types of industry.

Currently, the Wilsonville portion of the BCPA falls under Washington County's Future Development, 20-acre District (FD-20) zoning, which allows a variety of low-intensity uses. The area has limited development, with much of the developed land used for contractor establishments, including storage of equipment and vehicles. A contractor establishment is a facility where contractors and/or subcontractors store and organize their tools, equipment, supplies, and materials. These facilities can include buildings, grounds, or structures, and often have outdoor storage and assembly areas. While important uses, these lands host limited employment and assessed property value, much less than the employment densities and development typologies envisioned in the BCCP and typical of land within the Metro Urban Growth Boundary (UGB) and incorporated City limits.

Figure 1: Basalt Creek Planning Area



Source: Basalt Creek Concept Plan, 2018 Note: Wilsonville's portion of the Basalt Creek Planning Area (BCPA) is inclusive of the Wilsonville Future Annexation Area and West Railroad Area.

How does the Basalt Creek Concept Plan guide development?

After a multi-year planning process, Wilsonville, in partnership with Tualatin, developed and adopted the Basalt Creek Concept Plan (BCCP) in 2018. The BCCP established a framework for development in the area over the next 20 years. The BCCP identifies preferred land uses across the area and strives to coordinate future land use, transportation, and infrastructure investments between Tualatin, Wilsonville, and Washington County. In particular, the BCCP:

- ◆ Established a vision for urbanization of the Basalt Creek Planning Area
- ◆ Established a new jurisdictional boundary between Tualatin and Wilsonville (to determine which parts of the Planning Area may be annexed into and served by each City)
- ◆ Identified conceptual land uses across the area
- ◆ Recommended high-level designs for transportation and infrastructure systems to support future development
- ◆ Set specific action items and implementation measures

GUIDING PRINCIPLES

Guiding Principles represent the collective interests and goals for the Basalt Creek Planning Area as agreed to and established by the Joint Councils of Tualatin and Wilsonville.

- » **Maintain and complement the Cities' unique identities.**
- » **Capitalize on the area's unique assets and natural location.**
- » **Explore creative approaches to integrate jobs and housing.**
- » **Create a uniquely attractive business community unmatched in the metropolitan region.**
- » **Ensure appropriate transitions between land uses.**
- » **Meet region responsibility for jobs and housing.**
- » **Design cohesive and efficient transportation and utility systems**
- » **Maximize assessed property value**
- » **Incorporate natural resource areas and provide recreational opportunities as community amenities and assets**

Land Use Designations

The BCCP identified a mix of land use designations for the area based on its land suitability analysis and adjacent land uses. For Wilsonville, the BCCP proposed four main land use designations. However, West Railroad did not include a specific concept because it was viewed as having lower development potential and was slated for future study and consideration. These designations, as defined in the BCCP, are:

HIGH-TECH EMPLOYMENT DISTRICT

Most of the buildable acres in the Planning Area south of the proposed Basalt Creek Parkway are devoted to a mix of higher-density employment land. The High-Tech Employment District is expected to accommodate the largest number of jobs (1,916) with a mix of warehousing, manufacturing, and office buildings. This land use is in the southern and eastern sections of the Planning Area, covering all Wilsonville land east of SW Boones Ferry Road and most of the land south of SW Clay Street extending to SW Day Road and bordered to the west by Coffee Creek Correctional Facility.

The BCCP assumed the following breakdown of uses for the High-Tech Employment District which helped estimate the amount of traffic the development would generate.

Table 1. BCCP Assumed Breakdown of Uses for the High-Tech Employment District

| USE | SHARE |
|--------------|-------------|
| Retail | 1% |
| Office | 45% |
| Industrial | 38% |
| Warehousing | 15% |
| TOTAL | 100% |

Source: Basalt Creek Concept Plan, 2018 Note: Share may not equal 100% due to rounding.

CRAFT INDUSTRIAL

The southwest corner of the intersection of SW Boones Ferry Road and the new Basalt Creek Parkway is planned as Craft Industrial, which allows for a mix of smaller-scale commercial uses, which may include live-work units. These envisioned development types respond to the topography on those parcels and their location directly south across the Parkway from residential land and southwest of the neighborhood commercial node across the Parkway in Tualatin. Craft Industrial is a better fit with those surrounding uses, providing a transition to the higher intensity employment uses to the south. This area allows less than 20 percent residential use and is expected to accommodate 27 new jobs and 6 new housing units in the form of live-work units.

The BCCP assumed the following breakdown of uses for the Craft Industrial District which helped estimate the amount of traffic the development would generate.

Table 2. BCCP Assumed Breakdown of Uses for the Craft Industrial District

| USE | SHARE |
|--------------|-------------|
| Retail | 24% |
| Office | 31% |
| Industrial | 44% |
| Warehousing | 1% |
| TOTAL | 100% |

Source: Basalt Creek Concept Plan, 2018 Note: Share may not equal 100% due to rounding.

LIGHT INDUSTRIAL DISTRICT

This land is located across the southern edge of the existing and future extension of Basalt Creek Parkway just north of Coffee Creek Correctional Facility and will be able to accommodate 581 new jobs primarily in warehousing and light manufacturing.

The BCCP assumed the following breakdown of uses for the Light Industrial District which helped estimate the amount of traffic the development would generate.

Table 3. BCCP Assumed Breakdown of Uses for the Light Industrial District

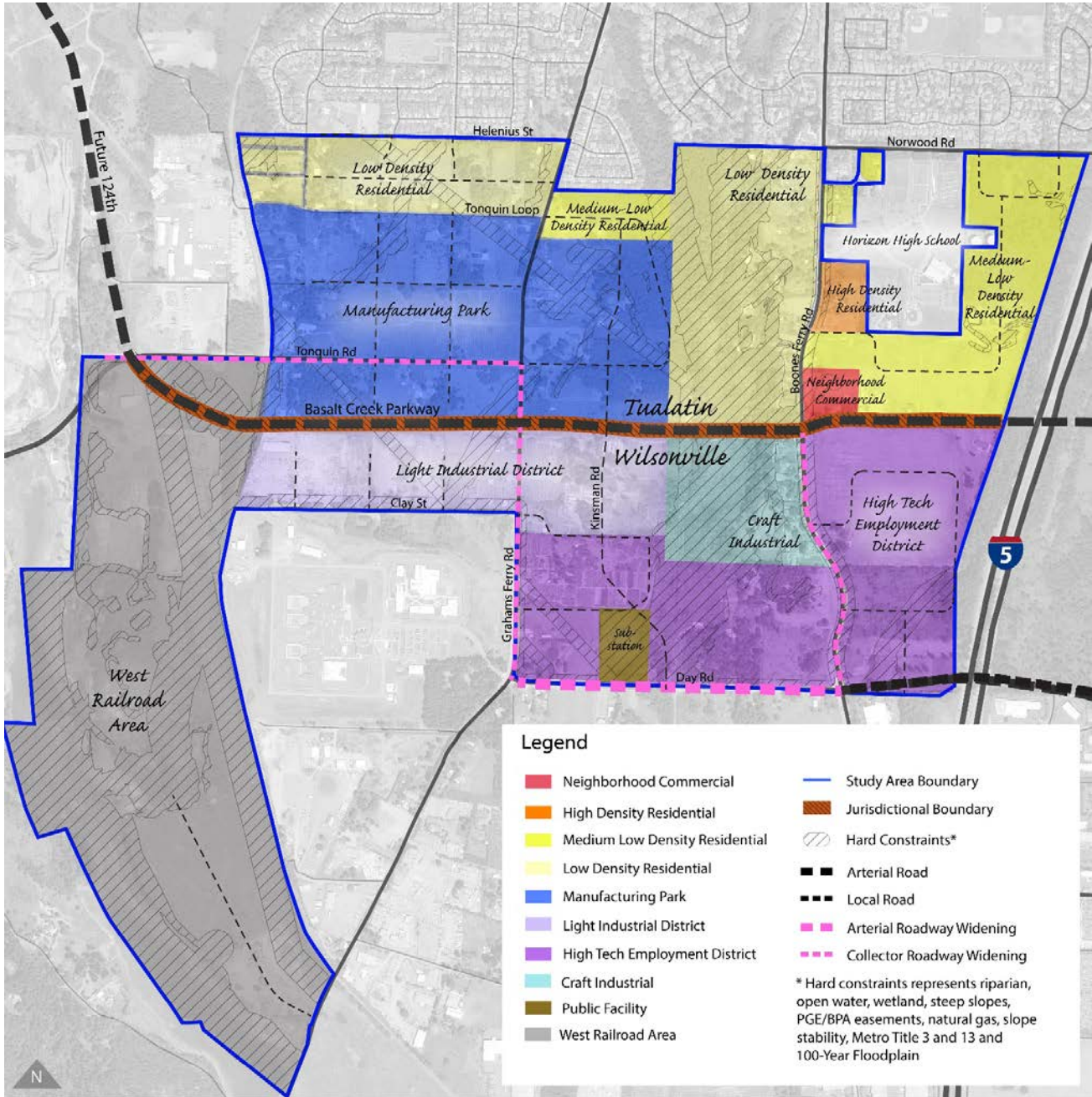
| USE | SHARE |
|--------------|-------------|
| Retail | 1% |
| Office | 19% |
| Industrial | 69% |
| Warehousing | 11% |
| TOTAL | 100% |

Source: Basalt Creek Concept Plan, 2018 Note: Share may not equal 100% due to rounding.

WEST RAILROAD AREA

The West Railroad Area is divided from the rest of the Planning Area by the Portland and Western Railroad (PNWR) and the Coffee Creek Correctional Facility. When the BCCP was adopted, the area was heavily constrained by wetlands habitat, steep slopes, and fragmented property ownership. Initial estimates indicated that it would be costly to serve this area with adequate infrastructure due to its location. However, it was identified as having potential for resource conservation, future public access to nature, and possibly additional land uses. Because it was considered to have much lower development potential than the rest of the Planning Area, a future land use scenario was not created. Additional analysis on infrastructure funding and appropriate land uses was recommended once development and extension of infrastructure occurred in the rest of Basalt Creek.

Figure 2. Basalt Creek Land Use Concept Map



Source: Basalt Creek Concept Plan, 2018

Note: West Railroad did not include a specific concept because it was viewed as having lower development potential and was slated for future study and consideration.

Implementation Measures

The BCCP also outlined the following implementation measures for the Cities:

1. **Update Urban Planning Area Agreements (UPAAs)** to acknowledge the future jurisdictional boundary and outline what areas may be annexed by each City, as well as transfer planning authority to the Cities.
2. **Amend Comprehensive Plans** to include the adoption of the Concept Plan.
3. **Assess zoning** and make sure it is compatible with anticipated land uses in the area and special design elements in the Concept Plan. The Concept Plan suggested Wilsonville consider applying the Coffee Creek Industrial Design Overlay District (form-based code) in the area.
4. **Annex as demand occurs** based on the pace of development and begin to make utility improvements adjacent to existing City services.
5. **Consider capital improvements** to spur development, either via financing the infrastructure themselves for reimbursement, creating a cooperative financing district, or developing the infrastructure to induce desired development.
6. **Consider master planning** in the area.

Wilsonville updated its UPAA in 2019 and amended its Comprehensive Plan after the Concept Plan was adopted. The City is now working on developing zoning and evaluating infrastructure needs as a part of this project.

Basalt Creek Concept Plan Proposed Employment Densities

The BCCP assigned employment densities to each land use designation to align with the regional employment capacity and traffic counts. According to the Concept Plan, the Wilsonville portion of the BCPA could support 2,524 jobs across 136.6 buildable acres, for an average employment density of 18.5 employees per gross buildable acre. The specific land use designations and respective employment densities are shown below. Note: West Railroad did not include a specific concept because it was viewed as having lower development potential in the near term and was slated for future study and consideration.

Table 4: Basalt Creek Concept Plan Land Use Designations

| LAND USE DESIGNATION | BUILDABLE ACRES | TOTAL JOBS | JOBS PER GROSS BUILDABLE ACRE |
|-------------------------------|-----------------|--------------|-------------------------------|
| Craft Industrial | 1.3 | 27 | 21.7 |
| Light Industrial District | 35.3 | 581 | 16.5 |
| High Tech Employment District | 94.5 | 1,916 | 20.3 |
| Functionally Unbuildable | 5.6 | 0 | 0 |
| TOTAL | 136.6 | 2,524 | 18.5 |

Source: Basalt Creek Concept Plan

Other Guiding Plans and Documents

WILSONVILLE COMPREHENSIVE PLAN

Wilsonville's Comprehensive Plan, updated in 2024, designates Basalt Creek and West Railroad as areas of special concern (M and N), and describes special considerations that must be addressed in development of these areas. Design objectives established for Area of Special Concern M, Basalt Creek, include:

- ◆ Consider adopting a form-based code similar to that adopted in the Coffee Creek Industrial Area for new industrial development in Basalt Creek.
- ◆ Protect key natural resources and sensitive areas while making recreational opportunities accessible by integrating the new parkland, open spaces, natural areas and trails in Basalt Creek into existing regional networks. Development should protect, enhance, and provide access to these natural resources.
- ◆ Locate north to south trails near the Basalt Creek Canyon and provide bicycle connections that would connect to other cities and trail systems, serving as an asset for both residents and employees in the area.
- ◆ Provide strong transit access to support employment within Basalt Creek. Integrate transit access with the bike, pedestrian, and trail services at key access points along SW Grahams Ferry Road, SW Boones Ferry Road, SW Day Road, SMART Central, and the Coffee Creek Correctional Facility.

No design objectives were included for Area of Special Concern N, West Railroad, however, it is noted that the area will require additional planning before any development occurs.

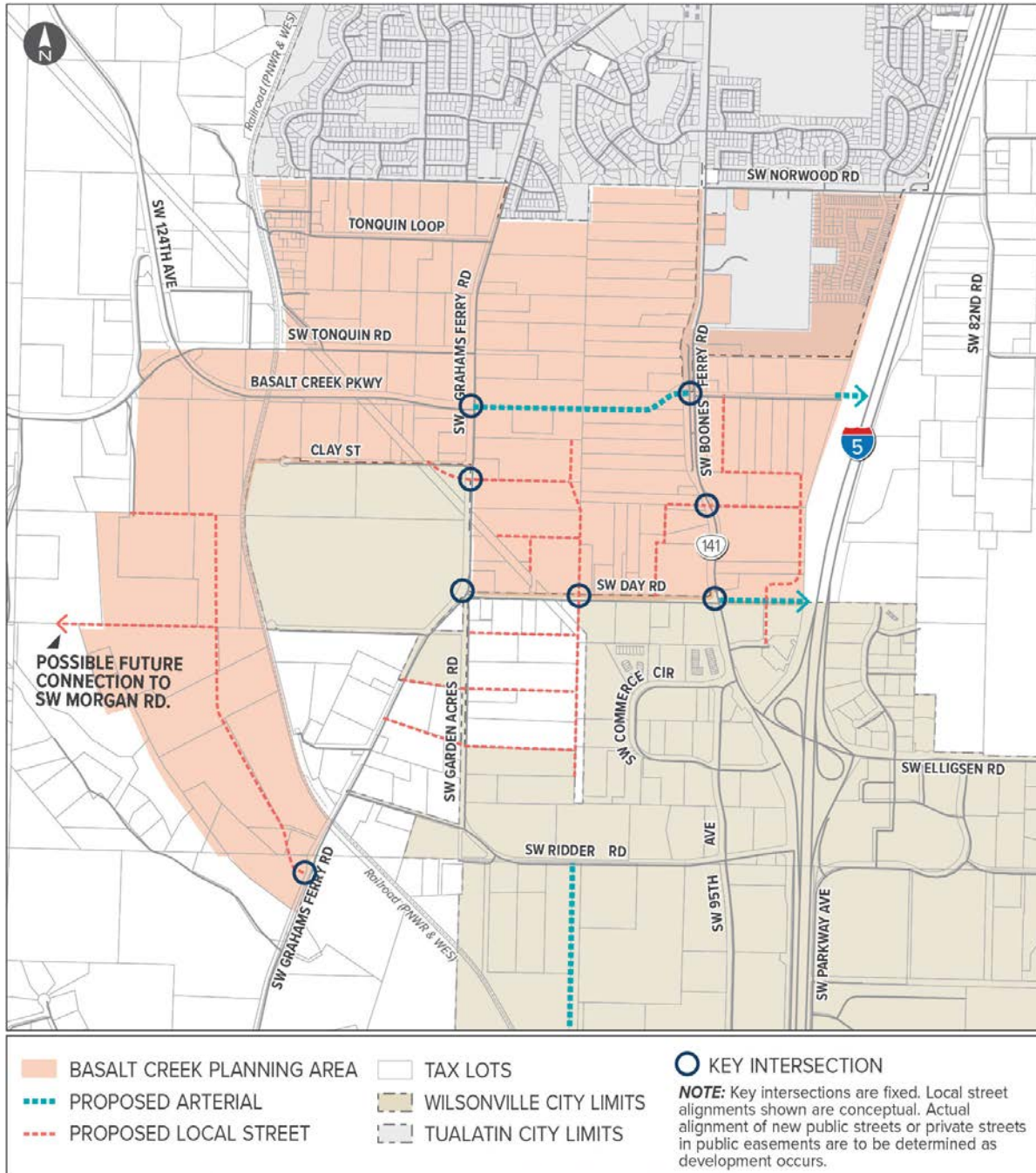
BASALT CREEK TRANSPORTATION REFINEMENT PLAN

The 2013 Basalt Creek Transportation Refinement Plan (TRP) set the layout of major new roads and improvements for the area, including enhanced bike and pedestrian facilities and connections to the future SMART transit system. The TRP included an Action Plan that consisted of 18 transportation investments that were prioritized according to short-term, medium-term and long-term projects.

ONGOING INFRASTRUCTURE AND NATURAL RESOURCE PLANNING

The City is currently collaborating with several consultants to update its understanding of infrastructure needs, natural resources, and hazards in the BCPA. The City is working with DKS Associates to refine the street alignment in the BCPA. A preliminary street alignment, provided below, may undergo further changes in future iterations.

Figure 3. Proposed BCPA Street Plan



Source: DKS Associates

Simultaneously, Pacific Habitat Services is assisting the City in updating and refining natural hazard and resource maps of the area. For utility infrastructure, the City has engaged Consor to assist in assessing water, wastewater, and stormwater needs, as well as determining the costs of necessary upgrades. These collaborative efforts aim to provide a comprehensive and up-to-date overview of the area's development requirements and environmental considerations. These simultaneous projects will be incorporated and inform this planning process as information becomes available.

What has happened since the Basalt Creek Concept Plan was adopted?

Since adoption of the BCCP, significant shifts have occurred in the office and industrial real estate markets. The pandemic accelerated the trend toward remote work, leading to higher office vacancy rates and a redefinition of office space needs. Conversely, the industrial sector experienced strong growth driven in part by the federal Creating Helpful Incentives to Produce Semiconductors (CHIPS) and Science Act and characterized by high demand, rising rents, and robust development. National trends in these industries are detailed in Section 2, while regional and Wilsonville-specific trends are covered in Section 3.

The City of Wilsonville has not annexed any of Basalt Creek since the BCCP was adopted in 2018. As a result, the BCPA has remained under Washington County's jurisdiction and zoning. Some development has occurred, but at much lower densities than envisioned in the BCCP, which is allowed under the more permissive County zoning code. Many existing businesses, including contractor establishments, have few employees and are using large areas of land for equipment storage, which conflicts with the City's vision for higher employment density. These uses are permitted under Washington County zoning, but do not align with Wilsonville's goals for the area, or with the goals, priorities, and industrial land needs within the greater Portland Metro area. Wilsonville's portion of the BCPA consisted of 90 tax lots in 2022. Some areas have a high degree of parcelization, while others are less fragmented. There are a handful of large contiguous land holdings by single ownership. While there has been growth in contractor establishments, many of them existed before the BCCP was in place. These trends are discussed in more detail in Section 3.

The City is interested in future development in Basalt Creek that better aligns with its vision for higher industrial employment density. To make meaningful progress, the City must first establish appropriate zoning designations and plan for necessary infrastructure—key objectives of this project.

2. Changes in Market Conditions

Following the COVID-19 pandemic, office and industrial real estate markets faced challenging development conditions, particularly due to high interest rates, significantly slowing commercial real estate development activity. The increased cost of capital has made many projects economically unfeasible, especially speculative projects that rely on debt financing and those with longer loan payback periods.¹ Higher interest rates have also reduced property valuations, complicating the ability of developers to secure construction financing and attract equity investments.² Additionally, rising construction costs—driven by inflation and supply chain disruptions—have further complicated development efforts across these sectors.

This section examines national trends that have shaped office and industrial real estate markets in recent years. It compares these trends to projections from the 2014 Market Analysis by Leland Consulting Group, which informed the BCCP. Understanding the broader national context is crucial for several reasons. It provides a benchmark for comparing local performance. National trends often influence regional and local markets, albeit sometimes with a delay. This understanding helps identify potential opportunities or challenges that may affect Wilsonville and Basalt Creek in the future. It also allows for more informed decision-making and strategic planning at the local level.

Regional and Wilsonville-specific trends are addressed separately in Section 3, building upon this national overview.

National and State Employment Trends

National Employment

The United States has seen robust employment growth since the COVID-19 pandemic. National employment increased by 21 percent between April 2020 and April 2024, surpassing pre-pandemic levels. The most recent year (April 2023 to April 2024) saw total non-farm employment grow by 1.8 percent.³

Oregon Employment

Oregon's employment recovery, while positive overall since 2020, has fallen behind the national trend. From April 2020 to April 2024, the state's employment grew by 17 percent.

¹ If developers take on debt to finance a project, the longer they take to repay the loan the more interest will accrue.

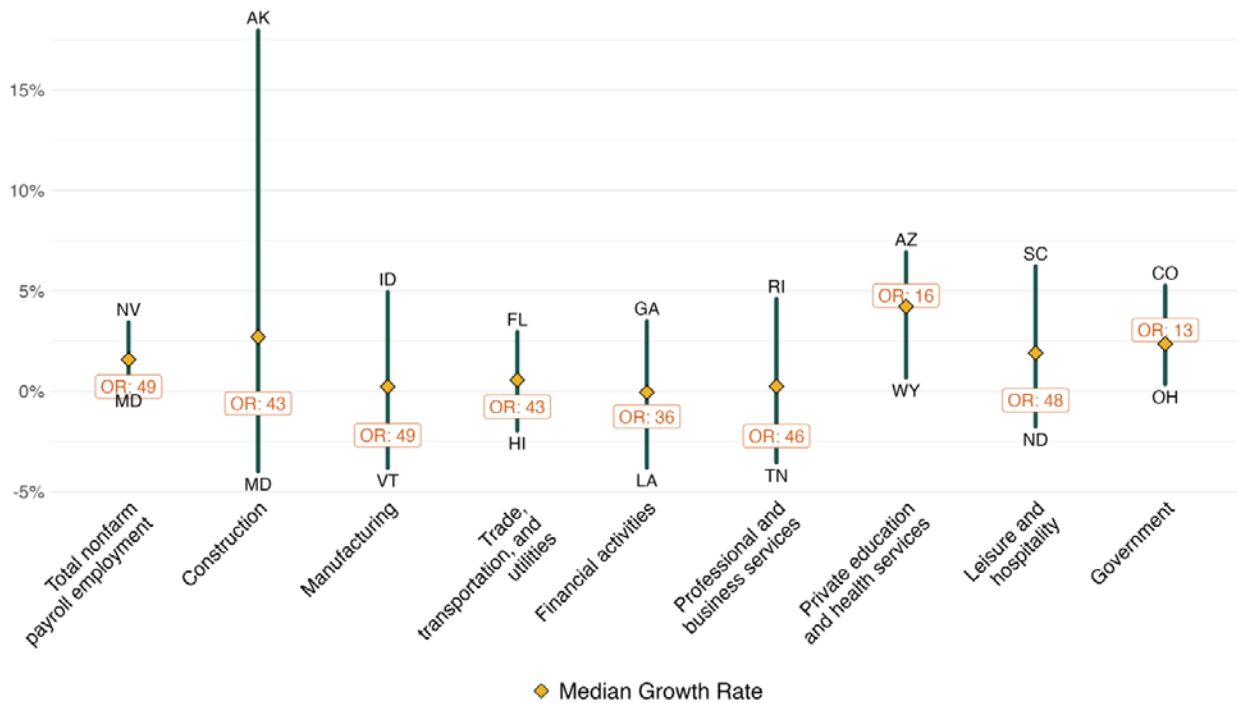
² In addition to loans, developers will typically finance projects in part with equity investments, in which investors become shareholders in the project.

³ U.S. Bureau of Labor Statistics, Total Nonfarm Employment (not seasonally adjusted), 2020-2024

However, in contrast to national growth, Oregon experienced a slight decline of 0.1 percent in employment between April 2023 and April 2024.⁴

The state’s recent economic performance is concerning across multiple sectors. Oregon ranked 49th out of all states in nonfarm employment growth rate between April 2023 and April 2024. During this period, the state was among the bottom ten for employment growth (losing jobs while other states saw gains) in manufacturing, construction, trade, transportation and utilities, professional and business services, and leisure and hospitality.

Figure 4. Employment Growth Rates for All States by Sector (April 2023 to April 2024)



Source: U.S. Bureau of Labor Statistics Current Employment Survey, April 2024 Note: This figure compares Oregon's employment growth rate to all other states. For example, "OR: 49" for total nonfarm payroll employment means Oregon ranked 49th out of all states in employment growth rate between April 2023 and April 2024.

⁴ U.S. Bureau of Labor Statistics, Total Nonfarm Employment (not seasonally adjusted), 2020-2024

National Office Trends

This section describes national trends for office space, not including industrial, manufacturing, or flex space, which is discussed in the following subsection. The 2014 Market Analysis, which informed the Basalt Creek concept planning process, highlighted a reduced demand for office space and a less robust market, predicting a slower pace for office development. This outlook was based on the fact that regional employment levels in Portland had only recently returned to their pre-recession levels of 2008.

These trends have been further exacerbated by the COVID-19 pandemic and resulting market shifts toward remote work. According to the Bureau of Labor Statistics' American Time Use Survey, the share of employees working from home rose from 24 percent in 2019 to 34 percent in 2022.⁵ Nationally, the office market as a whole is declining, although high-quality office space remains in relatively strong demand. Key findings include:

- ◆ **Negative net absorption:** National net absorption for office space came in negative (at negative 18.2 million square feet) for the tenth quarter in a row.⁶ However, this trend is not uniform across U.S. markets, with a third of U.S. office markets having positive net absorption. JLL, a global commercial real estate and investment management company that tracks and reports on commercial real estate dynamics, noted that many properties and markets with high negative net absorption are earmarked for conversion to other uses.⁷
- ◆ **Shrinking inventory:** The construction pipeline has decreased by 67 percent since early 2020. As of Q2, 2024 office deliveries (referring to new construction added to the market) were 27 percent below the average since 2020, and the current pipeline is at its lowest point in a decade.⁸ As office inventory removals outpace market deliveries, overall office market inventory has declined.⁹
- ◆ **Favored product types:** Certain types of office space are outperforming others, with tenants favoring high-quality buildings, such as those in attractive locations or featuring additional amenities. With new construction slowing down, existing high-quality assets will likely continue to see demand as competition decreases. In contrast, older and obsolete spaces may require investment or conversion, and the performance of middle-market spaces will vary depending on factors like location, space type, and submarket.¹⁰

Looking ahead, the office sector is expected to adjust to a hybrid work model, with peak attendance levels stabilizing at around 60 to 70 percent. This shift will set a new baseline for office space requirements. Cushman & Wakefield predicts that office occupancy will start to stabilize in the latter half of 2025, as the pace of adjustments to hybrid spaces

⁵ BLS, [American Time Use Survey](#), 2023; does not differentiate between part- and full-time workers

⁶ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)

⁷ JLL, [JLL U.S. Office Outlook Q1 2024](#)

⁸ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)

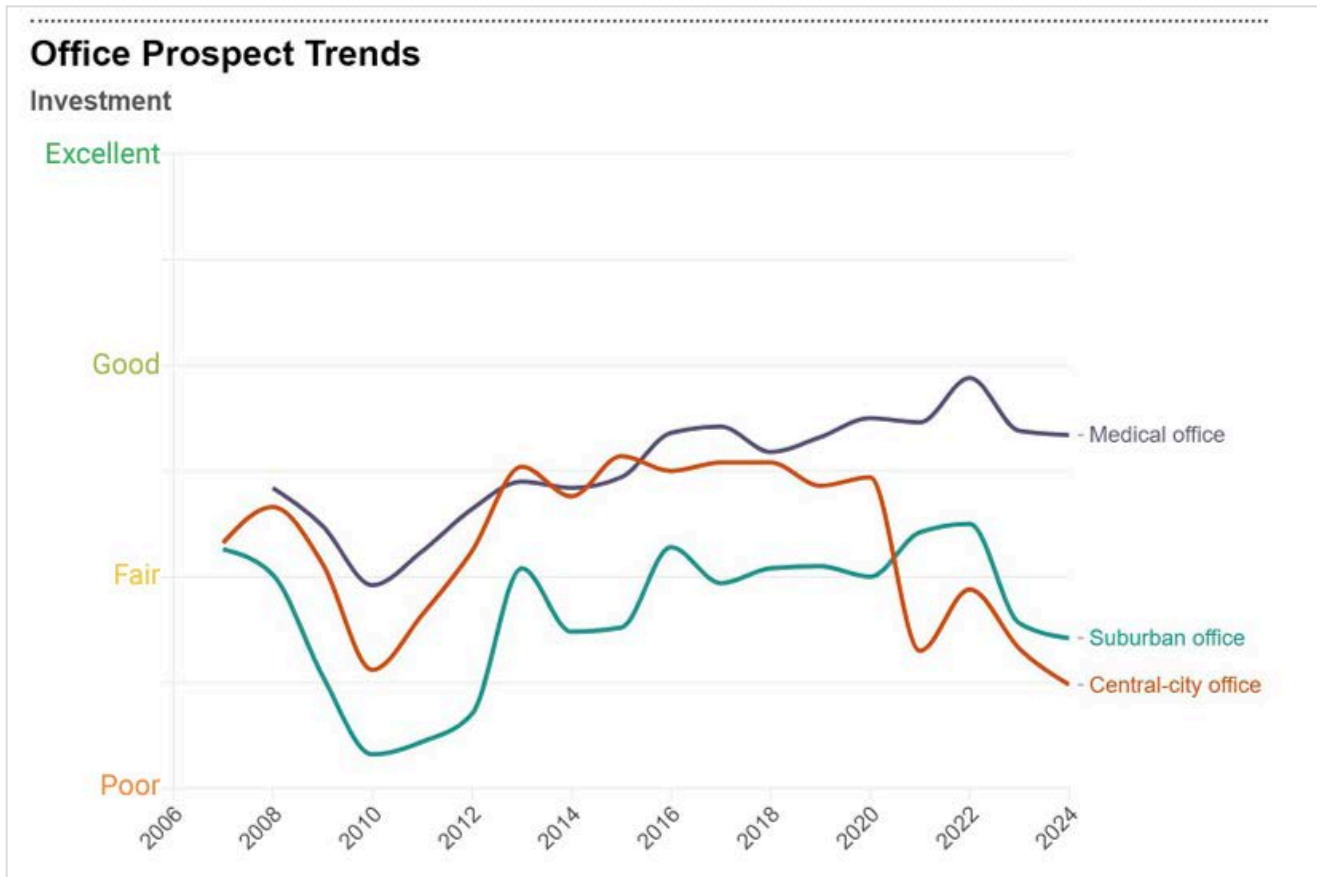
⁹ JLL, [JLL U.S. Office Outlook Q1 2024](#)

¹⁰ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)

slows down and growth in both employees and new businesses generate demand for office space.¹¹

Figure 5 shows the Urban Land Institute’s national office market investment prospect trends by secondary market type. While the investment prospect for suburban and central city office space has fallen between “poor” and “fair” in recent years, the investment prospect for medical office space has risen relatively steadily and is rated just below “good”.

Figure 5: Urban Land Institute National Office Investment Prospect Trends



Source: Urban Land Institute [2024 Emerging Trends in Real Estate, United States and Canada](#)

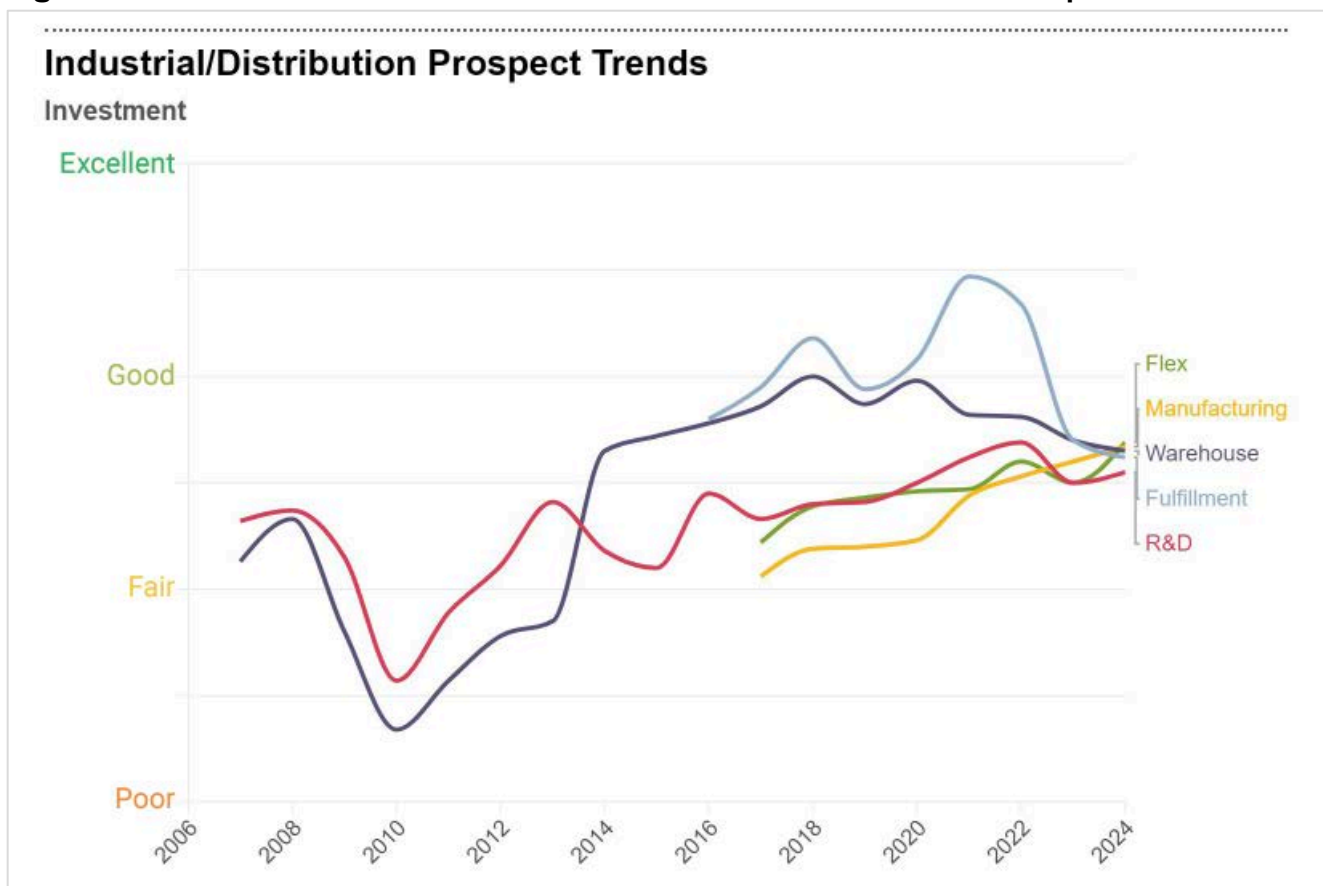
¹¹ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)

National Industrial Trends

The 2014 Market Analysis, which informed the Basalt Creek concept planning process, reported that industrial space demand was likely to surge as the economy continued to recover from the 2008 recession, citing significant industrial space in the Portland region’s development pipeline. It also highlighted that the I-5 South submarket would see some of the greatest demand, predicting that industrial development would continue to outpace office development—an accurate forecast.

The 2014 Market Analysis also correctly predicted stronger markets for research and development, advanced manufacturing, general manufacturing, and warehousing space. Figure 6 shows the Urban Land Institute’s trends in investment prospects for industrial and distribution space nationally, showing increased development prospects for these space types from 2014 to around 2021. Historically, fulfillment and warehouse space were rated as better investment prospects than research and development, manufacturing, and flex space. However, in recent years the investment prospects for the various secondary market types have coalesced toward a similar prospect rating, just below “good”.

Figure 6: Urban Land Institute National Industrial and Distribution Prospect Trends



Source: Urban Land Institute 2024 Emerging Trends in Real Estate, United States and Canada

In recent years, the industrial real estate market has shown strong performance, particularly in 2022 and 2023, though growth has started to slow in 2024. Despite this slowdown, the national industrial market remains relatively robust overall. Key trends include:¹²

- ◆ **Stabilizing vacancy rates:** Since mid-2022, vacancy rates have been rising, but the pace of increase has slowed. As of Q2 2024, the national vacancy rate stands at 6.1 percent and is expected to continue increasing. However, it remains below the 10-year pre-pandemic average (2010-2019) of 7 percent.
- ◆ **Positive net absorption:** Industrial market demand remains strong, with positive net absorption and rising rents. However, the rate of change has slowed compared to previous years. For instance, rents rose by 3.7 percent year-over-year since 2023 Q2, marking the slowest growth rate since 2020.
- ◆ **Slowing construction:** One reason for rising vacancy rates is the influx of new supply, with over 1.2 billion square feet delivered nationally in 2022 and 2023. However, the construction of new industrial projects has slowed significantly, decreasing by 46 percent from Q2 2023, reaching its lowest point in four years.

Nationally, the market is expected to stabilize over the next year as the shrinking construction pipeline and positive net absorption limit the available supply of industrial space. However, Cushman & Wakefield report that “the tailwinds of e-commerce growth, onshoring and nearshoring, and a resilient consumer all set the stage for fundamentals to trend positively going forward, albeit at a pace below 2021 and 2022 highs.”¹³¹⁴ Key forecasted trends include:

- ◆ **Decreasing vacancy rates:** While vacancy rates are expected to continue to rise until early 2025, they are expected to peak at around 6.7 percent and then begin to decrease in the second half of 2025. In conjunction with this trend, annual net absorption is expected to increase through 2025.¹⁵
- ◆ **Increasing rents:** Although the rate of rent increase is expected to slow, asking rents for industrial space are anticipated to continue growing through 2025.¹⁶
- ◆ **Manufacturing growth:** According to JLL, the sustained growth in manufacturing due to reshoring trends (returning production to the United States) will likely continue to drive industrial demand nationally. Supply chains will seek strategically located facilities that can accommodate localized manufacturing, efficient distribution, and resilient inventory management systems.¹⁷

¹² Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

¹³ Onshoring and nearshoring refers to the trend of businesses sourcing production within the United States as opposed to outside the United States.

¹⁴ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

¹⁵ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

¹⁶ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

¹⁷ JLL, [Q1 2024 Industrial Outlook](#)

3. Wilsonville Basalt Creek Updated Market Assessment

The Basalt Creek Concept Plan (BCCP) was based on a market assessment conducted in 2014. In the decade since, significant changes have occurred in employment patterns and market conditions. This section provides an updated analysis of regional and Wilsonville-specific employment trends, current forecasts, and present market dynamics, building on the national overview in Section 2.

This updated information establishes a new baseline for understanding Basalt Creek's current market context. Additionally, this section evaluates Basalt Creek's competitive strengths and weaknesses and identifies industries most likely to establish a presence in the area.

Employment Trends and Forecast

In 2022, Wilsonville's employment landscape was characterized by a strong concentration in industrial sectors, with manufacturing, wholesale trade, and construction making up 43 percent of the City's total employment—a much higher share compared to the broader tri-county region. This focus on industrial jobs sets Wilsonville apart, highlighting its distinct role in the regional economy.

Employment Trends

In 2022, Wilsonville had 21,383 covered employees, representing 2.2 percent of the region’s covered employment.¹⁸ The City's top three sectors are manufacturing (17.8 percent, 3,796 jobs), wholesale trade (14.4 percent, 3,083 jobs), and construction (10.5 percent, 2,248 jobs). These three industries combined represent 43 percent of Wilsonville's total employment, nearly double the 22 percent share these sectors hold in the broader tri-county region (Clackamas, Multnomah, and Washington Counties).

This concentration in industrial jobs sets Wilsonville apart from the surrounding area. While Wilsonville's top sectors are manufacturing, wholesale trade, and construction, the tri-county region's largest employers are in health care and social assistance, government, and manufacturing.

Table 5: Industry Distribution, Wilsonville and Tri-County Region, 2022

| SECTOR | WILSONVILLE | | TRI-COUNTY | |
|--|-------------------------|---------------------|-------------------------|---------------------|
| | 2022 COVERED EMPLOYMENT | SHARE OF EMPLOYMENT | 2022 COVERED EMPLOYMENT | SHARE OF EMPLOYMENT |
| Agriculture, Forestry, Fishing and Hunting | 41 | 0.2% | 9,532 | 1.0% |
| Utilities, Mining, Quarrying, Oil and Gas Extraction | 101 | 0.5% | 2,552 | 0.3% |
| Construction | 2,248 | 10.5% | 58,672 | 6.1% |
| Manufacturing | 3,796 | 17.8% | 102,378 | 10.6% |
| Wholesale Trade | 3,083 | 14.4% | 46,341 | 4.8% |
| Retail Trade | 2,078 | 9.7% | 90,895 | 9.4% |
| Transportation and Warehousing | 748 | 3.5% | 43,835 | 4.5% |
| Information | 121 | 0.6% | 21,957 | 2.3% |
| Finance and Insurance | 231 | 1.1% | 31,171 | 3.2% |
| Real Estate and Rental and Leasing | 219 | 1.0% | 16,947 | 1.8% |
| Professional, Scientific, and Technical Services | 1,974 | 9.2% | 69,299 | 7.2% |
| Management of Companies and Enterprises | 555 | 2.6% | 36,951 | 3.8% |
| Admin., Waste Mgmt, and Remediation | 1,655 | 7.7% | 58,605 | 6.1% |
| Private Education | 90 | 0.4% | 18,213 | 1.9% |
| Health Care and Social Assistance | 1,007 | 4.7% | 122,197 | 12.7% |
| Arts, Entertainment, and Recreation | 193 | 0.9% | 13,631 | 1.4% |
| Accommodation and Food Services | 1,356 | 6.3% | 77,278 | 8.0% |
| Other Services (except Public Administration) | 454 | 2.1% | 34,720 | 3.6% |
| Other (nonclassifiable) | 28 | 0.1% | 1,927 | 0.2% |
| Government | 1,405 | 6.6% | 107,431 | 11.1% |
| Total: | 21,383 | 100% | 964,532 | 100% |

Source: QCEW

¹⁸ **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as “1099 employees”), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Over the past decade, Wilsonville's employment grew slightly faster than that of the tri-county region. This growth was largely driven by an increase in construction jobs, which more than tripled during this period. Although the tri-county region also experienced growth in construction jobs, Wilsonville's rate of growth was considerably higher. Wilsonville also had strong employment growth in wholesale trade. Notably, while wholesale employment rose in Wilsonville, it declined across the broader tri-county region.

In contrast, Wilsonville experienced a decline in manufacturing employment, even as the region saw growth in this sector. Wilsonville maintained stable employment in the transportation and warehousing sector while the tri-county region grew substantially.

Table 6: Change in Employment, Wilsonville and Tri-County Region (2012 to 2022)

| SECTOR | CHANGE 2012-2022 | | | |
|--|------------------|----------------|-------------|------------|
| | NUMBER | | PERCENT | |
| | WILSONVILLE | TRI-COUNTY | WILSONVILLE | TRI-COUNTY |
| Agriculture, Forestry, Fishing and Hunting | (2) | 810 | -5% | 9% |
| Utilities, Mining, Quarrying, Oil and Gas Extraction | (5) | 263 | -5% | 11% |
| Construction | 1,505 | 20,584 | 203% | 54% |
| Manufacturing | (549) | 8,332 | -13% | 9% |
| Wholesale Trade | 703 | (2,409) | 30% | -5% |
| Retail Trade | 81 | 6,254 | 4% | 7% |
| Transportation and Warehousing | 1 | 17,473 | 0% | 66% |
| Information | (34) | 1,946 | -22% | 10% |
| Finance and Insurance | (16) | (3,904) | -6% | -11% |
| Real Estate and Rental and Leasing | (31) | 3,678 | -12% | 28% |
| Professional, Scientific, and Technical Services | 452 | 19,014 | 30% | 38% |
| Management of Companies and Enterprises | 293 | 15,121 | 112% | 69% |
| Admin., Waste Mgmt, and Remediation | 780 | 9,821 | 89% | 20% |
| Private Education | (87) | (617) | -49% | -3% |
| Health Care and Social Assistance | (435) | 26,457 | -30% | 28% |
| Arts, Entertainment, and Recreation | 33 | 2,277 | 21% | 20% |
| Accommodation and Food Services | 291 | 5,588 | 27% | 8% |
| Other Services (except Public Administration) | 51 | 1,062 | 13% | 3% |
| Other (nonclassifiable) | 15 | 1,627 | 115% | 542% |
| Government | 289 | 4,210 | 26% | 4% |
| Total: | 3,335 | 137,587 | 18% | 17% |

Source: QCEW

BASALT CREEK PLANNING AREA EMPLOYMENT

The BCPA (Wilsonville portion only) grew in employment from 2012 to 2022, with 275 covered employees reported as of 2022. The average wage in the BCPA was \$85,863, which is higher than both the tri-county (\$73,995) and City average wages (\$74,252), suggesting these are relatively well-paying jobs.

Table 7. Change in Employment and Wage, BCPA 2012-2022

| YEAR | TAX LOTS | ESTABLISHMENTS | EMPLOYMENT | TOTAL PAY* | AVERAGE WAGE* |
|---------------|-----------|----------------|------------|---------------------|-----------------|
| 2012 | 80 | 11.0 | 194 | \$9,593,330 | \$49,450 |
| 2022 | 90 | 10.0 | 275 | \$23,612,269 | \$85,863 |
| CHANGE | 10 | -1 | 81 | \$14,018,939 | \$36,413 |

Source: QCEW

*not inflation adjusted

Wilsonville’s portion of the BCPA consisted of 80 tax lots in 2012 and 90 tax lots in 2022. Some areas in the BCPA have a high degree of parcelization, while others are less fragmented. There are a handful of large contiguous land holdings by single ownership. In 2012, 8 tax lots had businesses with covered employment, increasing slightly to 10 tax lots in 2022. Employment density on lots with covered employment remains low at 4.4 employees per acre as of 2022, with most tax lots having no covered employment at all.

Table 8. Lots With and Without Covered Employment in the BCPA, 2012-2022

| | 2012 | | | 2022 | | |
|--------------------|-----------|------------|--------------------|-----------|------------|--------------------|
| | TAX LOTS | ACRES | EMPLOYMENT DENSITY | TAX LOTS | ACRES | EMPLOYMENT DENSITY |
| With Employment | 8 | 62 | 3.1 | 10 | 63 | 4.4 |
| Without Employment | 72 | 410 | n/a | 80 | 406 | n/a |
| Total | 80 | 472 | 0.4 | 90 | 469 | 0.6 |

Source: QCEW Note: The minor change in acreage from 2012 to 2022 resulted from constructing of the Basalt Creek Parkway and small adjustments in the recording of tax lots over that period.

It is important to note that these figures only account for covered employees.¹⁹ Some of the land in the BCPA is actively used despite minimal reported employment. The area is primarily used for contractor establishments, including storage yards for various businesses, which typically require fewer employees. It is likely that additional workers are present but not included in the covered employment estimates, such as sole proprietors or other types of uncovered contractors. Due to the prevalence of storage-focused contractor establishments, many lots have minimal building improvements. The improvement-to-land value ratio is low and has changed little over the past decade.

Table 9. Improvement to Land Value, BCPA, 2012-2022

| | LAND VALUE | BUILDING VALUE | IMPROVEMENT TO LAND VALUE |
|------|--------------|----------------|---------------------------|
| 2012 | \$16,577,800 | \$6,738,020 | 0.41 |
| 2022 | \$32,892,790 | \$16,996,440 | 0.52 |

Source: Regional Land Information System (RLIS)

¹⁹ **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as “1099 employees”), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Employment Forecast

Between 2020 to 2045, the City is projected to grow by 3,471 employees at an average annual growth rate of 0.7 percent. This rate is faster than Tualatin but slightly slower than Sherwood and the region overall. Washington County is projected to grow the fastest of the three counties in the region.

Table 10: Metro Employment Forecast, 2020 to 2045

| | 2020 | 2045 | CHANGE 2020-2045 | | |
|---------------------------|------------------|------------------|------------------|--------------|-------------|
| | | | NUMBER | PERCENT | AAGR |
| Tualatin | 34,115 | 36,792 | 2,677 | 8% | 0.3% |
| Wilsonville | 20,539 | 24,010 | 3,471 | 17% | 0.7% |
| Sherwood | 6,646 | 8,013 | 1,367 | 21% | 0.8% |
| Clackamas County | 173,891 | 212,341 | 38,450 | 22% | 0.9% |
| Multnomah County | 538,628 | 651,090 | 112,462 | 21% | 0.8% |
| Washington County | 313,513 | 391,712 | 78,199 | 25% | 1.0% |
| THREE COUNTY TOTAL | 1,026,032 | 1,255,143 | 229,111 | 22.3% | 0.9% |

Source: Oregon Metro, [2045 Distributed Forecast](#)

AAGR = Annual Average Growth Rate

The Oregon Employment Department (OED) forecasts the strongest growth for the Portland tri-county region in commercial sectors from 2022 to 2032 led by information, leisure and hospitality, and private education and health services. However, OED also predicts growth in industrial sectors, with the strongest relative growth in the construction industry followed by transportation, warehousing and utilities.

Table 11: Portland Tri-County Industry Projections, 2022 to 2032

| INDUSTRY | EMPLOYMENT | | CHANGE | |
|--|------------------|------------------|----------------|--------------|
| | 2022 | 2032 | NUMBER | PERCENT |
| Natural resources and mining | 10,100 | 10,600 | 500 | 5.0% |
| Construction | 59,100 | 67,800 | 8,700 | 14.7% |
| Manufacturing | 101,300 | 109,800 | 8,500 | 8.4% |
| Wholesale trade | 47,300 | 51,900 | 4,600 | 9.7% |
| Retail trade | 90,000 | 93,500 | 3,500 | 3.9% |
| Transportation, warehousing, and utilities | 46,500 | 52,500 | 6,000 | 12.9% |
| Information | 23,400 | 28,700 | 5,300 | 22.6% |
| Financial activities | 60,600 | 62,500 | 1,900 | 3.1% |
| Professional and business services | 167,600 | 191,000 | 23,400 | 14.0% |
| Private educational and health services | 143,400 | 168,700 | 25,300 | 17.6% |
| Leisure and hospitality | 90,700 | 109,400 | 18,700 | 20.6% |
| Other services | 38,200 | 43,100 | 4,900 | 12.8% |
| Government | 114,200 | 123,500 | 9,300 | 8.1% |
| Self-employment | 62,700 | 69,600 | 6,900 | 11.0% |
| Total | 1,055,100 | 1,182,600 | 127,500 | 12.1% |

Source: Oregon Employment Department [Employment Projections](#)

Real Estate Market Trends

The real estate market trends in Wilsonville and the Portland region generally align with the national trends outlined in Section 2. While Wilsonville's office market typically has a lower vacancy rate compared to the broader region, it has had consistently negative net absorption and recent spikes in the vacancy rate, reaching over 12 percent in 2024.

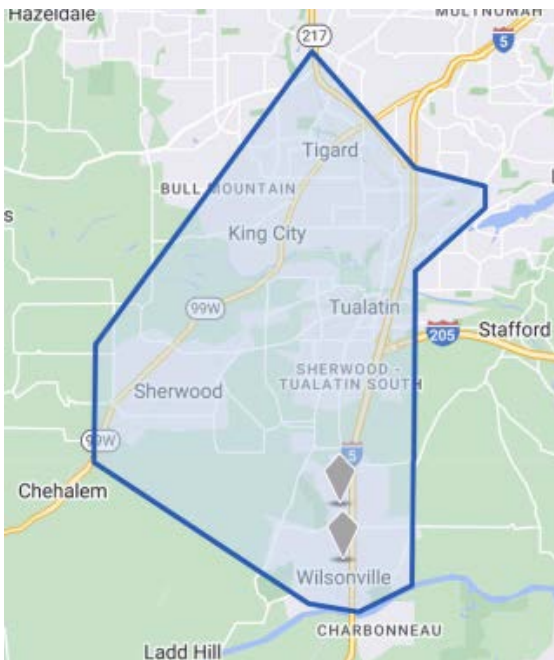
More positively, Wilsonville's industrial market has a relatively low vacancy rate, large average building sizes, and a variety of industrial space types that could appeal to a mix of tenants. Wilsonville is also well-positioned to benefit from promising industrial trends in the broader region, including investments in semiconductor manufacturing and market growth that could attract tenants to the area. However, industrial development in Wilsonville has been limited over the past decade. Only 1.7 percent of its total industrial space has been built in the last 10 years, compared to 11 percent in the broader Portland metro area. According to CoStar, in the past five years three buildings have been under construction in Wilsonville: one completed in 2022 and two slated to be completed in 2025.

NOTE ON COSTAR DATA

While CoStar data provides valuable, up-to-date data across a wide range of metrics, data quality is more limited in smaller markets and at the property level. The data here should be read as an indication of overall market statistics and trends, rather than an exact reflection of all properties in a given market.

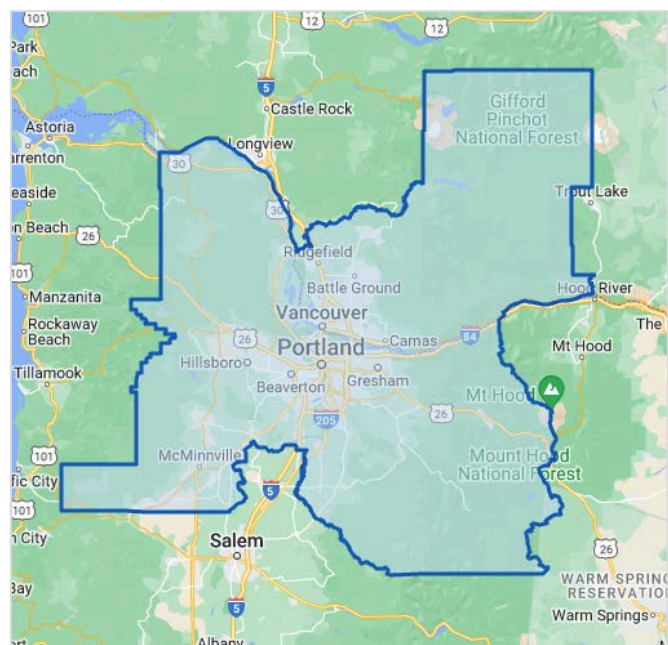
This section analyzes real estate market trends for various submarkets encompassing the BCPA, including the I-5 South submarket (Figure 7) and the Portland Metro area (Figure 8).

Figure 7: I-5 South Submarket Boundary



Source: CoStar

Figure 8: Portland Metro CoStar Boundary



Source: CoStar

Office Market Trends

Portland Metro Regional Trends

Like the national office space market, office spaces in the Portland Metro are experiencing high vacancy rates and lower leasing activity. Work-from-home policies have decreased the demand for office space. Consequently, tenants have increased bargaining leverage; they are pressuring landlords to reduce rates, increase lease concessions, and raise tenant improvement budgets. Despite these adjustments, an increase in vacancies is expected, with interest rates and economic uncertainty adding volatility to the office market.²⁰ Other key findings include:

- ◆ **Record high vacancy rates:** High vacancy rates have continued to climb, reaching a record high of 13.3 percent vacant office space in 2024 Q2.²¹
- ◆ **Continued negative net absorption:** Net absorption in the Portland market was just over negative 500,000 square feet in 2024 Q2, the fourth quarter in a row of negative net absorption. Since the beginning of 2020, the Portland office market has only had positive net absorption for five quarters.²²
- ◆ **Leasing activity:** Leasing and sales activity are on par with 2023, indicating that the vacancy and absorption trends are due to companies exiting the marketplace or downsizing at a higher rate, likely due to continued work-from-home policies.²³

However, the Portland office market is not uniform, with the suburban office market performing better than the downtown and regional office markets. The Portland suburbs' office vacancy rates are 8.6 percent, compared to 23.9 percent downtown.²⁴

Wilsonville Office Market

Wilsonville currently has roughly 1.4 million square feet of office space, representing roughly 18 percent of office space in the I-5 South submarket and 1 percent in the broader Portland Metro region. According to CoStar, over the past decade, one office building was added to Wilsonville's market in 2020, located at 29250 Southwest Town Center Loop West. This office building was about 30,000 square feet or roughly 2 percent of Wilsonville's total office space. Over the same time period, the Portland Metro added a greater share (9 percent) of space to its office market. These projects, on average, have been significantly

²⁰ Cushman & Wakefield, [Office Marketbeat Q2 2024 Portland Office Report](#)

²¹ Cushman & Wakefield, [Office Marketbeat Q2 2024 Portland Office Report](#)

²² Kidder Matthews, [Portland Office Market Report Q2 2024](#)

²³ Kidder Matthews, [Portland Office Market Report Q2 2024](#)

²⁴ Cushman & Wakefield, [Office Marketbeat Q2 2024 Portland Office Report](#)

larger than usual office buildings, with a few very large projects surpassing 100,000 square feet.

Table 12: Office Space Development Trends, 2014 to 2024

| GEOGRAPHY | TOTAL BUILDINGS | TOTAL SQUARE FEET | AVERAGE BUILDING SIZE |
|-----------------------------------|-----------------|-------------------|-----------------------|
| ALL OFFICE DEVELOPMENT | | | |
| Portland Metro | 6,217 | 118,809,170 | 19,110 |
| I-5 South Submarket | 431 | 7,533,437 | 17,479 |
| Wilsonville | 62 | 1,358,335 | 21,909 |
| BUILT IN THE LAST 10 YEARS | | | |
| Portland Metro | 66 | 10,354,342 | 156,884 |
| I-5 South Submarket | 4 | 80,976 | 20,244 |
| Wilsonville | 1 | 30,000 | 30,000 |

Source: CoStar, pulled August 2024

Per Costar, the I-5 South submarket office vacancy rates have been higher than the Portland Metro’s vacancy rates since 2014 although vacancy rates have been much more similar since 2022. Both have vacancy rates above 13 percent as of July 2024. While Wilsonville office vacancy rates have remained much lower, the end of a few leases are reflected in vacancy rate spikes in 2020, 2022, and 2024, when the vacancy rate spiked closer to the Portland metro average.

Figure 9: Office Vacancy Rate Trends, 2014-2024

Source: CoStar, pulled August 2024

Office rents have increased in the I-5 South submarket despite high vacancies, and they remain substantially above the Portland Metro region's average, according to Costar. Historically, office rents in Wilsonville have been lower than in the Portland Metro area. However, since an initial decline in 2020, rents in Wilsonville have risen steadily, reaching over \$26 per square foot, now equal to the Portland Metro average for the first time in a decade.

Figure 10: Office Lease Rate Trends, 2014-2024

Source: CoStar, pulled August 2024

Net absorption and delivery trends also indicate a relatively slow office market. From 2019 to 2024 Q3, net absorption was negative in all three areas. Over the same time period, net absorption in the Portland metro area was negative 4.6 million square feet, negative 387,000 square feet in the I-5 South submarket, and negative 122,000 square feet in Wilsonville.

Industrial Market

Portland Metro Regional Trends

Like the national industrial market overall, the Portland Metro area industrial market has been strong in recent years, particularly from 2021 to 2023. However, similar to national trends, a few metrics indicate that demand for industrial space is decelerating in the region:²⁵

- ◆ **Increasing vacancy rates:** Vacancy for industrial space in the Portland Metro region has risen steadily since early 2023, and net absorption was negative in both Q1 and Q2 of 2024. While overall leasing activity for industrial space in the area remained higher than the area's 10-year average, a few large companies downsizing or exiting the market contributed to negative net absorption and vacancy trends.
- ◆ **Slow lease-up for new construction:** The delivery of 1.2 million square feet to the market in early 2024 also contributed to the region's supply of vacant industrial space. However, newly constructed industrial space has been slow to lease up, with 93 percent of recent leasing activity in buildings built before 2010.
- ◆ **Rising unemployment rates:** In early 2024, Portland's unemployment rate (4.1 percent) surpassed the national average (3.8 percent) amid layoffs, including the shutdown of a large UPS location in North Portland, which impacted 300 sorting and distribution jobs.

However, investors and leasing professionals are confident in the regional market's long-term health, particularly due to significant investments in the region's semiconductor manufacturing sector.²⁶ Market strengths include:

- ◆ **CHIPS Act:** In 2022, the federal government allocated \$50 billion as a part of the CHIPS Act to bolster U.S. semiconductor manufacturing, which is expected to create thousands of regional manufacturing and construction jobs.²⁷ The expansion of the semiconductor industry could also have a ripple effect, creating demand for industrial space for equipment suppliers, supply chain materials manufacturers, and testing facilities.
- ◆ **Strong submarkets:** According to market reports from Cushman & Wakefield and CBRE, other strong industrial submarkets include food and beverage warehousing, tech warehousing, and auto part manufacturing.²⁸ These are some of the most common types of tenants seeking space in the market, although deals are taking longer on average to reach completion.²⁹

²⁵ CBRE, [Q2 2024 Portland Industrial Market Update](#)

²⁶ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

²⁷ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

²⁸ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

²⁹ CBRE, [Q2 2024 Portland Industrial Market Update](#)

- ◆ **Market growth:** Current forecasts estimate that 2.4 million square feet will be delivered to the market in 2024, roughly 1 percent of the current Portland industrial space inventory. As reported by CBRE, investors and leasing professionals are confident that the Portland market has additional room for growth.

Wilsonville Industrial Market

Wilsonville has about 8.6 million square feet of industrial and flex space, representing roughly 24 percent of the I-5 South submarket and 3 percent of the Portland metro region's industrial space. The average size of Wilsonville's industrial building is roughly 63,000 square feet, almost twice as large as the average industrial building in the broader Portland metro (34,000 square feet).

Wilsonville has had limited industrial development in the past decade. Only 1.7 percent of Wilsonville's total industrial space was built in the last 10 years, compared to roughly 11 percent of the I-5 South submarket and Portland metro industrial space. This slow pace of development makes sense given the limited supply of developable industrial land in the City, and more precisely, the development constraints that exist on those lands.

Table 13: Industrial & Flex Space Development Trends, 2014 to 2024

| GEOGRAPHY | TOTAL BUILDINGS | TOTAL SQUARE FEET | AVERAGE BUILDING SIZE |
|-----------------------------------|-----------------|-------------------|-----------------------|
| ALL INDUSTRIAL DEVELOPMENT | | | |
| Portland Metro | 7,535 | 257,487,989 | 34,172 |
| I-5 South Submarket | 900 | 35,089,559 | 38,988 |
| Wilsonville | 137 | 8,605,081 | 62,811 |
| BUILT IN THE LAST 10 YEARS | | | |
| Portland Metro | 278 | 30,328,230 | 109,094 |
| I-5 South Submarket | 50 | 3,848,383 | 76,968 |
| Wilsonville | 2 ³⁰ | 145,611 | 72,806 |

Source: CoStar, pulled August 2024

³⁰ The two buildings listed in CoStar are located at 96500 SW Parkway Ave (2025) and 10680 SW Clutter Road (2022). However, city staff noted three others, the Black Creek development in the Coffee Creek industrial area and two SSI Shredding facilities.

Wilsonville's industrial vacancy rate has remained below 6 percent for most of the past decade. In 2020 and 2021 Wilsonville saw a brief spike in vacancy, likely driven by the COVID-19 pandemic, which quickly dropped to just over 1 percent in 2022. As of July 2024, Wilsonville's combined industrial and flex space vacancy rate was 2.6 percent (Figure 12). Wilsonville's industrial vacancy rate has been below the Portland Metro since 2021. As of July 2024, the Portland Metro had a vacancy rate of 5.9 percent and I-5 South submarket had a vacancy rate of 4.5 percent.

Figure 11: Industrial & Flex Vacancy Rate Trends, 2014-2024

Source: CoStar, pulled August 2024

Triple net industrial rents in Wilsonville increased from 2014 to 2020 and were generally higher than the Portland Metro Region over the period.³¹ Wilsonville shows a large drop in lease rates between 2020 and 2021, likely due to COVID-19 impacts. However, rates rebounded in 2022, reaching \$15.35 per square foot in July 2024, higher than the Portland Metro (\$12.03) and I-5 South submarket (\$12.99). The combination of rising rents and very low vacancy rates suggests a robust industrial market in Wilsonville, potentially attracting new development, especially speculative development.

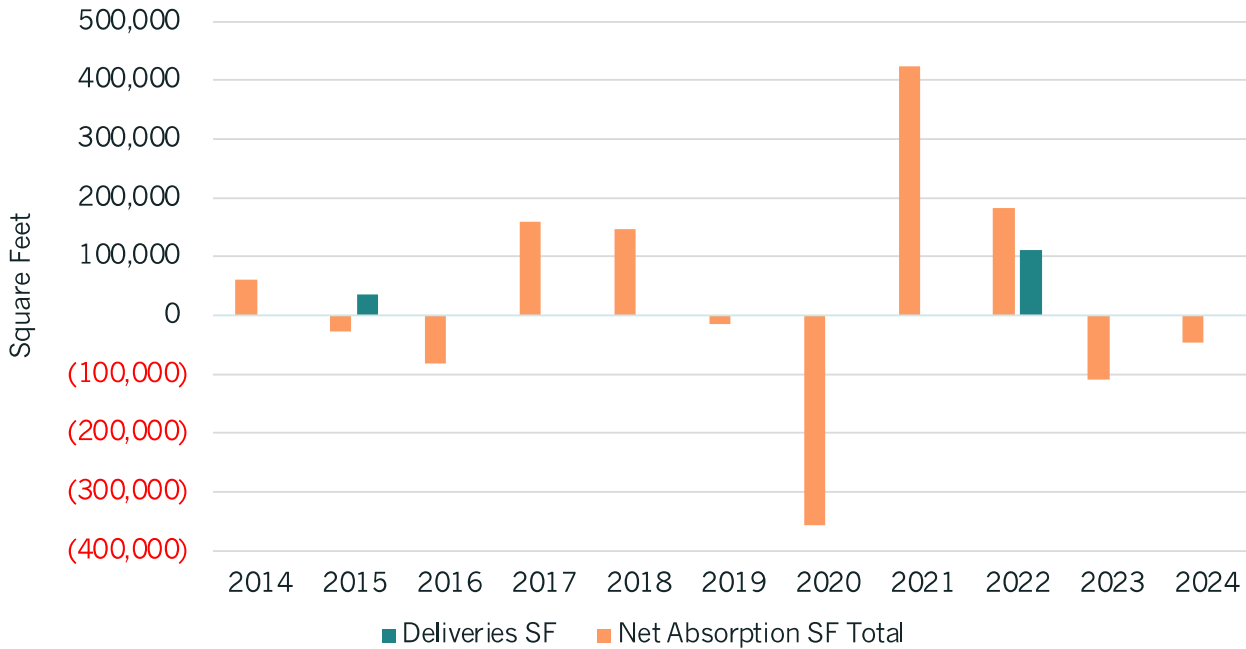
Figure 12: Industrial & Flex Rents Trends, 2014-2024

Source: CoStar, pulled August 2024

³¹ Triple-Net (NNN) rents are annual rents on a per square foot basis not including any pass-through expenses such as taxes, insurance, and any utilities or maintenance costs, which are passed on to the tenant and paid separately.

Net absorption has been generally positive for industrial properties over the past decade, with a large vacancy in 2020; however, it was followed by high positive net absorption the following year. Net absorption was negative in 2023 and through August 2024 (when data was pulled), but at a smaller magnitude than in 2020.

Figure 13: Net Absorption for Industrial & Flex Space in Wilsonville, 2014 to 2024



Source: CoStar, pulled August 2024

TYPE OF INDUSTRIAL PRODUCT BUILT SINCE 2014

Within the industrial product type, CoStar delineates the properties into a secondary type based on their use, size, and amenities to industrial users. CoStar utilizes the following definitions for the secondary types of industrial space:

- ◆ **Distribution:** Spaces used for warehousing and distribution of inventory, that are typically 200,000 square feet or more, have clear heights of 28 feet, are less than 5 percent office space, and have site coverage that can be up to 40 percent.
- ◆ **Warehouse:** Buildings that are 25,000 square feet or greater, are up to 20 percent office area, have clear heights of 22 feet or greater, and have site coverage up to 50 percent.
- ◆ **Manufacturing:** Buildings that are typically 300,000 square feet or greater with an office area up to 50 percent.
- ◆ **R&D:** Flex space specifically used for research and development.
- ◆ **Flex/Other/Misc.:** A versatile building that may be used with office (corporate headquarters), research and development, mixed-use industrial and retail sales, and includes but is not limited to industrial, warehouse, and distribution uses. At least half of the rentable area of the building must be used as office space. Flex buildings typically have ceiling heights under 18 feet, with light industrial zoning. Flex buildings have also been called Incubator, Tech and Showroom buildings in markets nationwide.

Table 14 shows industrial development by submarket, or secondary market, types. Over the past 10 years, the I-5 South submarket has captured a slightly smaller share of the total market at 8.7 percent compared to its total share of 10.2 percent. The secondary market type distribution has also changed. While the I-5 South submarket contains roughly 27 percent of the total market space for R&D and warehouse space, it has captured about 35 percent of the space built in the last 10 years. Meanwhile it captured a smaller share of manufacturing and distribution development (19 percent in past 10 years compared to 27 percent of total market share).

Table 14: Industrial Development Trends by Secondary Market Type, Portland Metro and I-5 South Submarket, 2014 to 2024

| | ALL DEVELOPMENT | | PAST 10 YEARS | | I-5 CAPTURE RATES | |
|------------------------|--------------------|-------------------|-------------------|------------------|-------------------|-------------|
| | METRO | I-5 | METRO | I-5 | ALL DEV'T | 2014-2024 |
| Distribution | 49,002,646 | 5,677,113 | 16,716,663 | 1,222,159 | 11.6% | 7.3% |
| Manufacturing | 43,382,806 | 6,661,789 | 5,802,456 | 700,301 | 15.4% | 12.1% |
| R&D | 4,036,770 | 409,055 | 514,319 | 87,476 | 10.1% | 17.0% |
| Warehouse | 116,255,396 | 19,920,386 | 11,999,179 | 2,178,085 | 17.1% | 18.2% |
| Flex/Other/Misc | 156,220,367 | 4,831,339 | 24,957,511 | 1,053,586 | 3.1% | 4.2% |
| Total | 368,897,985 | 37,499,682 | 59,990,128 | 5,241,607 | 10.2% | 8.7% |

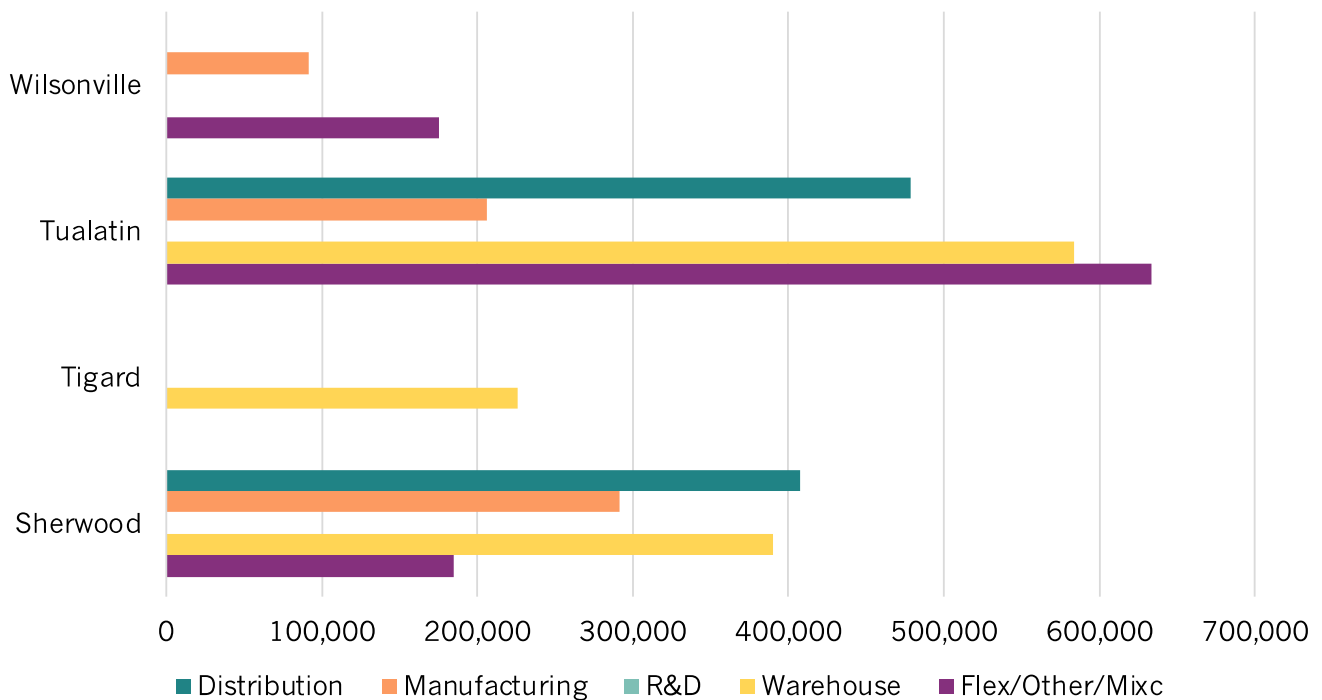
Source: CoStar, pulled August 2024

Industrial development along the I-5 South submarket has recently concentrated in Tualatin and Sherwood, with Wilsonville falling behind. This trend is likely due to Wilsonville's shortage of development-ready industrial land and large parcels, a view supported by interviews with local developers, brokers, and economic development organizations.

Many speculative industrial developers are seeking large sites, as demonstrated by recent developments in Sherwood and Tualatin on parcels exceeding 10 acres. Notable examples include the recently completed Sherwood Commerce Center on a 30+ acre site and the proposed Rock Creek industrial site development on 25 acres in Sherwood. In Tualatin, the Tualatin Sherwood Corporate Park was completed in 2022 on over 40 acres, while the Hedges Creek Industrial Park is expected to be completed in 2025 on a 20-acre site.

Local developers report that most of the industrial demand is coming from existing regional businesses rather than out-of-state companies. These local industrial users are primarily looking to expand or upgrade their current facilities within the area. Many express a desire to be outside the City of Portland and Multnomah County, citing concerns about public safety and higher rates of taxation.

Figure 14. Secondary Industrial Space Recently Built or Proposed in I-5 South Submarket by City, 2019-2026



Source: CoStar, pulled August 2024

Target Industry Assessment

Wilsonville is well positioned within the region to capture industrial growth. It has access to a strong base of employment, proximity to I-5, and connections to other growing industrial areas in Sherwood and Tualatin. This section examines industries likely to be drawn to Wilsonville, considering its strengths and competitive edge. The analysis begins by identifying common barriers to industrial development, based on local stakeholder interviews. It then reassesses strengths and weaknesses outlined in the Basalt Creek Concept Plan (BCCP), updating these factors to reflect market and employment trends over the past decade. The section concludes by summarizing how these market trends will shape Basalt Creek's development.

Barriers to Industrial Development

Stakeholders identified a number of key barriers for industrial users that prevent development. While some of these challenges are more directly applicable to Basalt Creek than others, they all represent important considerations for the City as it prepares the area for development:

- ◆ **Site Readiness:** Many sites lack the necessary transportation and utility infrastructure and preparations to immediately accommodate industrial users.
- ◆ **Power Availability:** Immediate or quick access to heavy power is currently the most significant barrier for many industrial businesses. The increasing power demands of modern industrial operations make this a crucial factor.
- ◆ **Outdated Existing Buildings:** Many existing structures do not meet the needs of modern industrial users, requiring significant renovations or complete rebuilds.
- ◆ **Lack of Intermediate Industrial Spaces:** Medium sized industrial users (users that require 20,000 to 40,000 square feet) have limited spaces to choose from.
- ◆ **Misaligned Visions and Overly Prescriptive Zoning:** Sometimes, the landowners' or city's vision for an area does not align with the diverse needs of potential users. Discussions with local developers and brokers highlight the importance of allowing a mix of uses for better financing opportunities. This is particularly relevant for speculative development, where end-users are not known at the time of entitlement and construction. Overly prescriptive zoning that designates specific uses, such as manufacturing, can be more challenging to finance because banks see risk and concern if they perceive the list of potential tenants is too small or narrow. Additionally, various types of uses tend to cluster together due to supply chain benefits. For example, manufacturers often have suppliers located nearby. Overly prescriptive zoning can disrupt this natural ecosystem by preventing clustering.
- ◆ **Fragmented Land Ownership:** Areas with multiple small parcels under different ownership can make it difficult to assemble larger sites needed for significant industrial development.

- ◆ **Incompatible Neighboring Uses:** The presence of non-industrial uses in close proximity can preclude development out of concern for potential or future conflicts that have the potential to limit or complicate the operations of industrial businesses.
- ◆ **Requirements for Connectivity:** In some cases, required access roads can deter large industrial developers because the roads may decrease the area of developable land while adding significant cost to a speculative project. Additionally, some industrial users who prioritize confidentiality and security may be less attracted to areas with public access requirements.

Comparative & Competitive Advantage

The BCCP outlined the Basalt Creek area’s advantages and challenges, many of which are still relevant. The following includes Basalt Creeks’ advantages and challenges drawing from the BCCP and updating based on new information gathered as a part of this report.

STRENGTHS AND COMPETITIVE ADVANTAGES

- ◆ Centrally located in the south Metro, within the Urban Growth Boundary, and designated in the City’s comprehensive plan for industrial uses.
- ◆ Large contiguous cluster of existing and planned industrial employment areas, including Wilsonville’s Coffee Creek Industrial Area, and adjacent employment lands in Tualatin and Sherwood.
- ◆ Large areas of contiguous land ownership with property owners who are interested in developing or selling for redevelopment
- ◆ Long-term growth projections for employment and population in the southwest Portland metro area.
- ◆ Excellent access to I-5, as well as I-205 and Highway 217. Additional transportation strengths include existing and planned arterial roads, and local and regional transit service provided by TriMet, WES Commuter Rail, and SMART.³²
- ◆ Access to an educated workforce as part of the Metro labor shed and Mid-Valley labor shed
- ◆ Easily accessible to other growing industrial areas, particularly in Tualatin and Sherwood
- ◆ Planned substation development

CHALLENGES

- ◆ Zoning needs to be in place prior to development.
- ◆ Planning, financing, and construction of new infrastructure.

³² Existing major arterials include SW Grahams Ferry Road, SW Boones Ferry Road, and SW Day Road; The City is also planning the extension of Basalt Creek Parkway.

- ◆ Existing low employment density uses (contractor establishments and storage uses) that generate income for property owners may reduce appetite to sell for redevelopment
- ◆ Lot sizes and property aggregation. There is a mix of large and small lots throughout Basalt Creek. The time and cost required to secure properties from multiple parties to aggregate developable industrial properties of adequate size can be a significant deterrent to developers.
- ◆ Natural features including wetlands and slopes. Basalt Creek and its surrounding slopes and wetland areas run north-south through the study area and divide the area into east and west sections.
- ◆ Growing power demands from industrial users and uncertainty on timing and capacity of additional service³³

Which industries may be attracted to Basalt Creek?

Basalt Creek's longstanding vision as an industrial area aligns well with current market trends, which show strong demand for industrial space both nationally and in the Portland metro region. Stakeholders point to Wilsonville's potential to attract a diverse range of industrial businesses, including those in the semiconductor supply chain, clean tech, advanced manufacturing, and data centers.

Wilsonville's appeal to these sectors stems from its strategic location in the south Metro area, access to a skilled labor force, and proximity to related industries. The semiconductor sector in particular is poised for expansion due to recent CHIPS Act investments. Similarly, clean tech industries are anticipated to see growth within the Portland Metro region. The availability of large areas of contiguous land ownership in the Basalt Creek Planning Area further enhances its attractiveness to major industrial users who seek large lots for development.

It is worth noting that while the Basalt Creek Concept Plan (BCCP) originally envisioned a mix of uses including office space associated with industrial operations, primarily in the High-Tech Employment district, current market conditions suggest that office use will likely play a smaller role than initially planned. Instead, the focus is expected to shift more towards industrial and tech-oriented developments to capitalize on emerging economic opportunities. Below are details about the potential sectors and industries that may be particularly attracted to Wilsonville:

- ◆ **Semiconductor Sector Supply Chain:** This sector includes companies involved in the design, manufacturing, and testing of semiconductor chips, as well as those providing materials, equipment, and services to chip manufacturers. Wilsonville is attractive for this industry due to its proximity to existing semiconductor clusters in

³³ EConorthwest has reached out to PG&E understand how much of a challenge access to adequate power may be and is waiting to hear back. This statement may be updated after that conversation.

the Portland metro area, access to a skilled workforce, and potential for large industrial sites. Basalt Creek would likely host businesses that support the supply chain rather than producing the chips themselves.

- ◆ **Clean Tech, including Battery Technology:** Clean tech encompasses renewable energy technologies, energy efficiency solutions, and sustainable manufacturing processes. Businesses in this sector include energy storage and related sustainable material technologies, and a variety of alternative energy technologies and production. Battery technology, crucial for electric vehicles and energy storage, is a growing subsector which is already present in Wilsonville. Wilsonville's strategic location and potential for large industrial sites make it suitable for clean tech manufacturing and R&D facilities.
- ◆ **Advanced Manufacturing:** This sector involves the use of innovative technologies to create products. It includes robotics, 3D printing, and smart manufacturing systems. Wilsonville's access to a skilled workforce and its location near tech hubs make it attractive for advanced manufacturing operations.
- ◆ **Distribution and Logistics:** This sector involves the storage, transportation, and delivery of goods. Wilsonville's location near major transportation routes (I-5 and I-205) and its proximity to Portland make it an ideal location for distribution centers and logistics hubs.
- ◆ **Data Centers:** Data centers are facilities used to house computer systems and associated components. Wilsonville's access to available land and the potential access to reliable power sources could make it attractive for data center development.³⁴ The proximity to tech companies in the Portland metro area is an additional advantage.

This diverse range of potential industries positions Wilsonville to capitalize on various economic opportunities, creating a resilient industrial base in Basalt Creek.

³⁴ Interviews with stakeholders have suggested that Wilsonville may be attractive to data centers. ECONorthwest has reached out to PG&E understand if Basalt Creek has/will have access to the power necessary for this type of use and is waiting to hear back.

4. Conclusion

The Basalt Creek area in Wilsonville is strategically positioned for industrial development, with the potential to attract a variety of users, from manufacturing and logistics to data centers. The area's suitability for supporting the semiconductor supply chain is underscored by recent expansions of semiconductor suppliers in nearby Sherwood. Additionally, the area could be attractive to clean-tech businesses, including those involved in battery storage and alternative energy technologies.

However, realizing this potential presents several challenges. Existing contractor establishments generate sufficient income for some property owners, reducing their incentive to sell or redevelop the land for higher-intensity industrial uses. Furthermore, relocation options for these businesses may be limited, complicating redevelopment efforts. (The feasibility of redevelopment will be further explored in a subsequent separate study).

Conversely, some developers have already assembled land, and they are ready for immediate development, eager to capitalize on the strong industrial demand seen in nearby Coffee Creek, Tualatin, and Sherwood. Stakeholders emphasized the importance of large parcels in facilitating area redevelopment, with many developers willing to fund necessary infrastructure improvements if given access to such lots. For example, Schnitzer Properties owns property east of Grahams Ferry Road, south of Basalt Creek Parkway, and north of Day Road and eagerly awaits the adoption of zoning and policy to enable industrial development in this area. They intend to submit development and annexation applications as soon as zoning and policy is in place. Their recent development in Sherwood, known as the Sherwood Commerce Center, is an example of the type of development they are envisioning for their Basalt Creek property, offering flexible spaces for various industrial users.

It is crucial for Wilsonville to carefully balance its development goals for Basalt Creek with market realities. While the City may have preferences for certain types of businesses, being overly selective could deter development altogether. This is especially significant given the current economic climate. The BCCP originally envisioned office space within each district with the highest share in its High-Tech Employment District and anticipated that this office space would be in connection with industrial users. However, nationally and regionally demand for office space has been in decline with remote and hybrid work trends continuing to impact the need for office space. While office will likely still be a part of the BCPA, it may occupy a smaller share than originally envisioned.

Nationally, there's strong demand for industrial space, but Oregon's employment growth which has been lagged national trends since 2020 may moderate this trend locally. Developers have stated that current industrial demand in the Metro area is largely driven by regional businesses seeking to expand or upgrade their facilities. If Wilsonville imposes overly burdensome or restrictive requirements on the types of industrial users it allows (such as requiring a high share of manufacturing space), it risks limiting development feasibility and driving developers and industrial users to more accommodating locations.

The City must navigate these challenges while working towards its vision for Basalt Creek: a diverse mix of industrial uses, higher employment density, high-wage jobs, an enhanced tax base, and increased community prosperity

Next Steps

These findings are preliminary and will be refined through further analysis, stakeholder engagement, and discussions with the Planning Commission and City Council. Upcoming tasks include completing the buildable lands inventory, conducting site suitability analyses for key locations, and assessing the feasibility of redeveloping contractor establishments. All these elements will ultimately be synthesized into a comprehensive final report outlining key findings and recommendations.



**CITY COUNCIL MEETING
STAFF REPORT**

| | | | |
|---|---|---|--|
| Meeting Date: October 21, 2024 | | Subject: Frog Pond East and South Infrastructure Funding Plan | |
| | | Staff Member: Daniel Pauly, Planning Manager; Amy Pepper, Development Engineering Manager | |
| | | Department: Community Development | |
| Action Required | | Advisory Board/Commission Recommendation | |
| <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda | | <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable Comments: N/A | |
| Staff Recommendation: N/A | | | |
| Recommended Language for Motion: N/A | | | |
| Project / Issue Relates To: | | | |
| <input checked="" type="checkbox"/> Council Goals/Priorities: Expand home ownership | <input checked="" type="checkbox"/> Adopted Master Plan(s): Frog Pond East and South Master Plan | <input type="checkbox"/> Not Applicable | |

ISSUE BEFORE COUNCIL:

An important implementation step in realizing the vision of the Frog Pond East and South Master Plan, adopted in December 2022, is to adopt an Infrastructure Funding Plan. The Funding Plan will guide creation of more detailed financing plans and development agreements for individual infrastructure projects and developments as the Frog Pond East and South neighborhoods develop. This work session will present to the City Council the draft Funding Plan (see Attachment 1) and gather feedback prior to a planned adoption by resolution on November 18.

EXECUTIVE SUMMARY:

The Frog Pond East and South Master Plan, adopted by City Council in December 2022, provides clear policy direction and guidance for future development in Frog Pond East and South. An important implementation step is to develop an Infrastructure Funding Plan to guide how the needed road, sewer, storm, water, park, and trail projects, previously adopted in the Frog Pond East and South Master Plan and incorporated into respective infrastructure Master Plans, will be funded to serve the future development. The Funding Plan will be the guide to more detailed finance plans and development agreements for individual infrastructure projects and developments as they get planned, designed, and built over the next couple of decades.

Attached the Council will find three documents for their review. First is the draft Infrastructure Funding Plan (Attachment 1). Second, is a draft Technical Attachment (Attachment 2) showing analysis supporting the Infrastructure Funding Plan, and third is draft methodology explanation of the technical analysis (Attachment 3). Also attached for reference are the prior Frog Pond Area Plan and Frog Pond West Master Plan Infrastructure Fundings Plans (Attachments 4 and 5).

Background

On November 15, 2015, the City Council adopted the Frog Pond Area Plan, which includes an Infrastructure Funding Plan (Appendix H of the Area Plan, see Attachment 4). The funding plan adopted with the Area Plan evaluates the infrastructure needs for the entire 500-acre Frog Pond area and offers strategies of how to fund those infrastructure improvements. As part of the Frog Pond West Master Plan, adopted by Council in July 2017, the Infrastructure Funding Plan was updated with revised infrastructure projects, associated costs, and more detailed and refined funding mechanisms necessary to implement the Frog Pond West Master Plan (see Attachment 5). In December 2022, Council adopted the Frog Pond East and South Master Plan which further refined identified infrastructure necessary to serve the Frog Pond East and South planning area. However, the Frog Pond East and South Master Plan deferred an update to the Infrastructure Funding Plan, allowing staff, consultants, and stakeholders additional time to work through the necessary details to ensure efficient, cost effective, and equitable implementation of the infrastructure necessary to realize the Frog Pond East and South Master Plan.

Nature and Intention of the Funding Plan

Both infrastructure funding plans in the Area Plan and Frog Pond West Master Plan rely on and reflect the general citywide policies and practices regarding provision of infrastructure improvements as part of development. These previously adopted City policies and practices will continue to establish the baseline assumptions for the Frog Pond East and South Infrastructure Funding Plan and are discussed in detail in **Attachment 1**.

As such, the Frog Pond East and South Infrastructure Funding Plan intends to provide an overarching strategy for future financing tools or strategies that may be used to support specific development projects and related infrastructure needs but is not intended to limit or to define the specific financial package that may be needed to support those particular developments and

projects. Additional details will be worked out as specific development projects are proposed and necessary infrastructure needs identified to serve those specific development projects. This Funding Plan does not provide details of financing of individual projects or developments, as those details cannot be known until individual projects or developments are reviewed by the City.

Frog Pond East and South Infrastructure Summary

Consistent with the approach in the Frog Pond West Funding Plan, and as further explained below, the infrastructure needed to serve the Frog Pond East and South area has been grouped into three different categories: off-site infrastructure, on-site infrastructure and “Framework” or “Master Plan” infrastructure. The Framework or Master Plan infrastructure projects are the primary focus of this Funding Plan. The Frog Pond East and South Infrastructure Funding Plan uses the term “framework projects” or “framework infrastructure” to refer to these projects.

Off-site Infrastructure includes large projects that serve the broader Wilsonville community, are funded through System Development Charges (SDCs) generated by development throughout the City and through other City resources, and are generally located outside of the Frog Pond East/South area. Examples include:

- Water line crossing Boeckman Creek at the west end of Frog Pond Lane
- Water line crossing of Meridian Creek south of Meridian Creek Middle School
- Boeckman Creek sanitary sewer trunk line
- West side water reservoir
- Boeckman “Dip” Bridge
- Stafford-65th-Elligsen Roundabout
- Advance Road Community Park

On-site Infrastructure includes local projects which serve development of individual properties. Individual developers are responsible for construction and costs of construction of these projects. Examples include:

- Local streets and sidewalks
- Sanitary sewer mains
- Water mains
- Stormwater management
- Neighborhood parks

“Framework” or “Master Plan” Infrastructure includes projects that do not fall within the previously described off-site or on-site infrastructure categories due to one or more of the following factors:

- The project includes an “oversize” component that provides capacity beyond the City’s minimum standard to serve future development in Frog Pond East and South or other offsite areas.
- The project crosses multiple property ownerships not expected to develop concurrently.

- The project may be too large and expensive for any single developer to complete.
- The project may have geographically concentrated costs, but benefits all of Frog Pond East, South, or both.

The Frog Pond East and South Infrastructure Funding Plan focuses on funding policy and funding options for the following Framework Infrastructure projects:

- SW Stafford Road, including sanitary sewer and water
- SW Advance Road, including sanitary sewer and water
- Frog Pond East Neighborhood Park
- Frog Pond East BPA Easement Trail
- Frog Pond South Neighborhood Trail
- SW 60th Avenue, including water and storm
- Frog Pond East - Kahle East sanitary lift stations and force main
- Frog Pond East - Advance East sanitary lift station and force main
- Frog Pond South sanitary lift station and force main

Recommended Baseline Funding Strategy

As documented in the Frog Pond East and South Infrastructure Funding Plan Technical Appendix (Attachment 2), based on the anticipated development phasing it is projected that there will be sufficient SDC revenue generated from development within Frog Pond East and South planning area to account for both City SDC infrastructure funding responsibilities and SDC credits issued to developers for the “oversized” portion of developer-constructed infrastructure, in accordance with existing City policies and practices for development. Having no other identified funding sources, the City staff recommends an Infrastructure Funding Strategy for Frog Pond East and South focusing on this well-established methodology whereby the developer constructs the required infrastructure and is issued SDC credits for the “oversized” portion. Staff further recommends utilizing development agreements to fund developer construction of the City’s identified infrastructure responsibilities where efficiencies, minimized neighborhood impacts, and cost savings can be realized through such an agreement.

It should be noted that if the Frog Pond East & South development and/or infrastructure phasing assumptions change, the City’s required SDC cash flow may be affected and should be reassessed to ensure City SDC commitments can be met as development occurs over time. Consideration of additional funding strategies may be necessary to finance specific projects and ensure adequate funding.

As staff met with housing development stakeholders regarding the Funding Plan, concerns were raised regarding private development carrying more than its proportionate share of the infrastructure costs for the identified projects. However, as noted above, the Funding Plan does not and cannot analyze unknown, individual future developments. Rather, it documents the recommended options available to fund infrastructure in Frog Pond East and South. Financing of public infrastructure for each private development is determined when the private development

application is submitted to, and reviewed by, the City. The Wilsonville Code and state and federal case law already state that private development can only be responsible to fund public infrastructure in rough proportionality to its impact to and benefit from the public infrastructure.

Additional Alternative Funding Strategies for Consideration

As discussed above, the default and anticipated primary funding strategy in Frog Pond East and South is issuing SDC credits for developer-built infrastructure that is the City's responsibility. However, Staff recommends the Council approve a menu of alternative strategies for potential use. These strategies would be approved by Council on a case-by-case basis through future development agreements or detailed project-specific financing plans. Use of the alternative strategies would be most relevant with large capital costs early in the Frog Pond East and South development phases, when additional infrastructure funding support is desired by the City, or if there are changes to infrastructure phasing assumptions that affect SDC cash flow as development occurs over time.

The following are funding strategies that have been assessed as part of this analysis and are recommended as potential alternative strategies. The Funding Plan contains further detail of each of these strategies as well examples of framework projects they may be well suited to.

- Supplemental Infrastructure Fee
- Reimbursement District
- Local Improvement District (LID)
- Direct CIP Investment Using Citywide SDCs
- Localized Utility Rate Surcharge
- Urban Renewal District
- Grants and Investments by Other Governments

If any of these alternative fundings strategies are utilized in Frog Pond East and South, they may include funding for one or more Off-Site Infrastructure and/or Framework Infrastructure projects. For explanatory purposes only, and not as an indication of any future action, a supplemental infrastructure fee could be recommended to recover costs for certain Stafford Road improvements as well as the Boeckman Bridge project.

Conclusion

The exact timing and costs of Frog Pond East and South infrastructure is still unknown, despite the City gathering the best information available to date. The proposed Funding Plan finds that building out the infrastructure can primarily rely on existing policies revolving around SDC credits, but also provides a menu of optional strategies for use, in partnership with developers, as needed and desired. As land use entitlements are pursued the City will partner with developer(s) to establish specific financing plans and agreements for the subject development(s) using the framework established in the proposed Funding Plan.

Discussion Questions

The following would be helpful feedback from the City Council at this work session:

- What questions or comments does City Council have about the draft Frog Pond East and South Infrastructure Funding Plan?
- Does City Council concur with the primary funding strategy and the other potential alternative funding strategies?

EXPECTED RESULTS:

Feedback from the meeting will guide completion of a package of the Infrastructure Funding Plan for adoption in November.

TIMELINE:

Following feedback in the work session, adoption of the funding plan is anticipated in November.

CURRENT YEAR BUDGET IMPACTS:

The infrastructure funding work is funded by remaining funds from the \$350,000 Metro grant for the Frog Pond East and South Master Plan and matching City funds in the form of staff time.

COMMUNITY INVOLVEMENT PROCESS:

During this implementation phase the primary focus is on honoring past input. However, the project team continues to engage key stakeholders for input on the Infrastructure Funding Plan, particularly developers.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Realization of the policy objectives set out in the Frog Pond East and South Master Plan to create Wilsonville's next great neighborhoods. This includes furthering of the City's Equitable Housing Strategic Plan and Council's goal of affordable home ownership.

ALTERNATIVES:

The project team is preparing an Infrastructure Funding Plan to help implement the Frog Pond East and South Master Plan. Several alternatives can be considered to meet the same intent.

CITY MANAGER COMMENTS:

N/A

ATTACHMENTS:

1. Draft Frog Pond East and South Master Plan Infrastructure Funding Plan
2. Draft Technical Attachment
3. Technical Attachment Support Information
4. Appendix H of Frog Pond Area Plan-Infrastructure Funding Plan (for reference)
5. Frog Pond West Infrastructure Funding Plan (for reference)



FROG POND EAST AND SOUTH INFRASTRUCTURE FUNDING PLAN

On November 15, 2015, the Wilsonville City Council (Council) adopted the Frog Pond Area Plan, which includes an Infrastructure Funding Plan (Appendix H of the Frog Pond Area Plan). The funding plan evaluates the infrastructure needs for the entire 500-acre Frog Pond area and offers strategies of how to fund those infrastructure improvements. As part of the Frog Pond West Master Plan, adopted by Council in July 2017, the Infrastructure Funding Plan was updated with revised infrastructure projects, associated costs, and more detailed and refined funding mechanisms necessary to implement the Frog Pond West Master Plan. In December 2022, Council approved the Frog Pond East and South (“FPE/S”) Master Plan (“Master Plan”). However, the FPE/S update to the Infrastructure Funding Plan was deferred, allowing staff, consultants, and stakeholders additional time to work through the necessary details to ensure efficient, cost effective, and equitable implementation of the infrastructure necessary to realize the FPE/S Master Plan vision.

This FPE/S Infrastructure Funding Plan (“Funding Plan”) memorializes the analysis done for the FPE/S infrastructure identified in the Master Plan and how this Funding Plan relates to, refines or changes the information available and assumptions made as part of the Frog Pond Area Plan, Appendix H: Infrastructure Funding Plan (Attachment A) and Frog Pond West Infrastructure Funding Plan update (Attachment B). Both infrastructure funding plans in the Area Plan and Frog Pond West Master Plan rely on and reflect general citywide policy and practice regarding provision of infrastructure improvements as part of development. These previously adopted City policies and practices will continue to establish the baseline assumptions for the FPE/S Funding Plan.

In addition, review of the previous Frog Pond funding plan assumptions is intended to provide the foundation for developing the FPE/S Funding Plan, helping to inform and to establish funding needs and assess potential funding mechanisms needed to support implementation of the FPE/S Master Plan. This analysis is based on work by City staff from the Community Development Department, including Engineering and Planning, the Community Development Director, City Attorney, and Finance Director. City staff was supported by experts on municipal finance from FCS Group. Infrastructure costs were prepared as part of the FPE/S Master Plan by DKS Associates and Consor. Together this group is referred to in the memo as the “Project Team.” This Funding Plan is intended to provide an overarching strategy for future financing tools that may be used to support specific development projects and related infrastructure needs but is not intended to limit the specific financial package that may be needed to support those particular developments and projects.

Summary of Frog Pond East and South

The Frog Pond East and South planning area, as shown in Figure 1 below is approximately 300 acres in size with approximately 176 acres gross development area, which excludes known development constraints including natural resource and the extensive Bonneville Power Administration (BPA) easement areas. The Master Plan area includes the following general attributes, which influence the



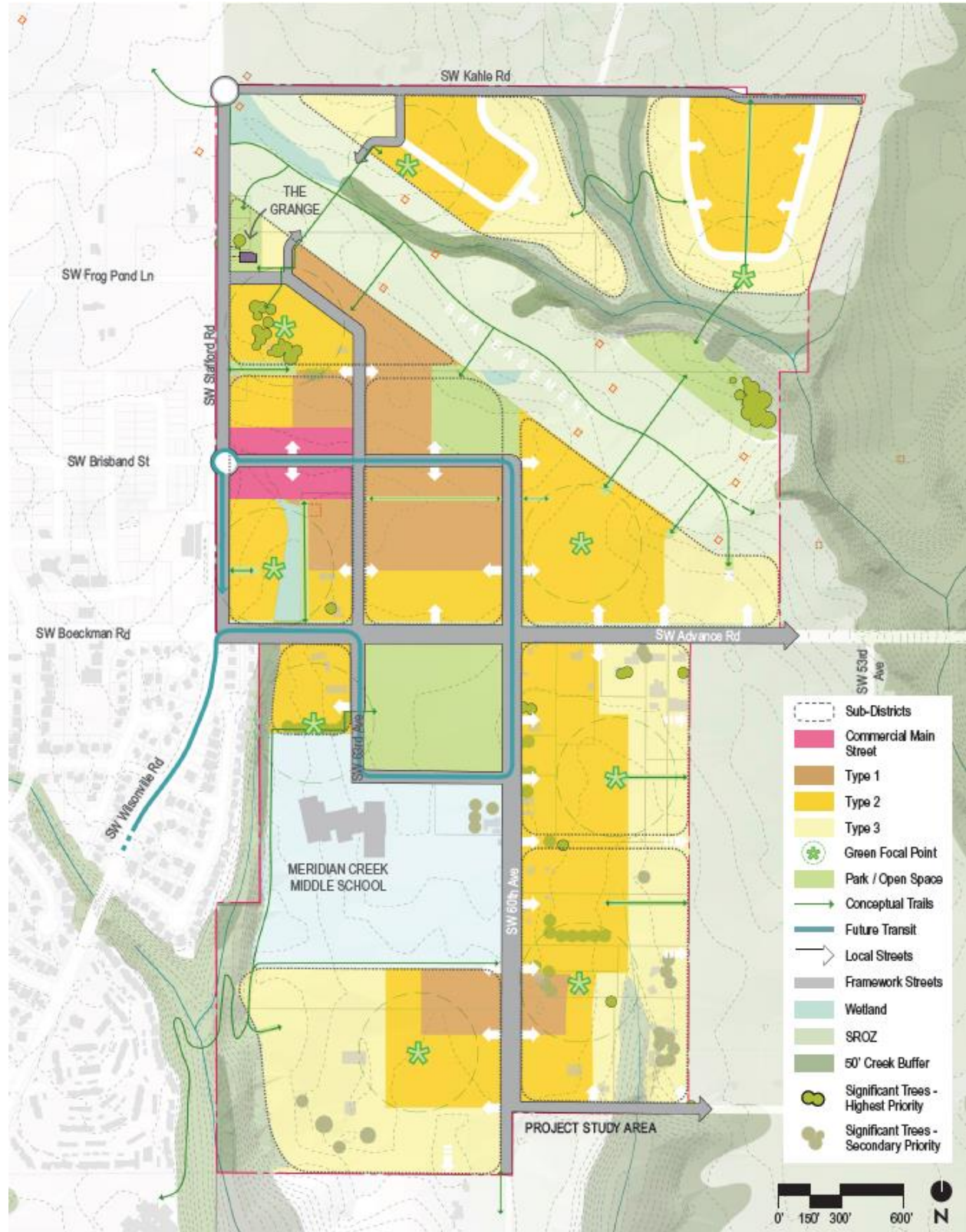
Funding Plan. More information about development assumptions can be found in Section 1 of Attachment C. Here are some highlights of the Master Plan area:

- A minimum of 1325 housing units are required to be built under the Master Plan pursuant to a Condition of Approval in Metro Ordinance No. 18-1427. The assumed split is 926 within the Frog Pond East area and 399 within the Frog Pond South area.
- The housing units are anticipated to include a wide variety of types including apartments, middle-housing, detached homes, cottages and accessory dwelling units (ADUs), resulting in more housing variety than Frog Pond West.
- A vertical mixed-use development is planned on Brisband Street at the intersection with Stafford Road, estimated to have up to 22,000 square feet of ground floor commercial space with up to four floors of residential above. This is identified in Figure 1 as “commercial main street.”
- There are 8 different property owners (as of 2024) in Frog Pond East and 31 property owners in Frog Pond South. Parcels range in size from just over an acre to 94 acres.
- The West-Linn Wilsonville School District owns a 27-acre site within Frog Pond South, which is home to Meridian Creek Middle School and a 2-acre land banked parcel e adjacent to the middle school site.
- The City owns a 10-acre site in Frog Pond South at the corner of Boeckman Road and 65th Avenue, which is planned as a future park site.
- Most of the Frog Pond East and South area is currently outside the city limits, with the exception of the middle school site.
- The entirety of the Frog Pond East and South area is within the Urban Growth Boundary.
- Property owners, particularly in the Frog Pond East area, have expressed an interest in development of their properties in the near term.

This information provides the basis for the development phasing schedule included in the FPE/S Funding Plan, informing the location and pace of development and helping determine when and where infrastructure will be needed first.



Figure 1. Frog Pond East and South Land Use Plan





Frog Pond East and South Infrastructure Summary

Consistent with the approach in the Frog Pond West Funding Plan, the infrastructure needed to serve the Frog Pond East/South area has been grouped into three different categories, as described below. “Off-site” and “Framework” or “Master Plan” infrastructure projects have been previously identified and adopted in the City’s infrastructure master plan documents for Transportation, Water, Sanitary Sewer, and Stormwater.

- **Off-site Infrastructure** includes large projects that serve the broader Wilsonville community, are funded through System Development Charges (SDCs) generated by development throughout the City and through other City resources, and are generally located outside of the Frog Pond East/South area. While these projects serve a broader area than Frog Pond East/South, development within Frog Pond East/South will utilize this infrastructure as well and does have a responsibility to contribute to this infrastructure. Examples include:
 - Water line crossing Boeckman Creek at the west end of Frog Pond Lane
 - Water line crossing of Meridian Creek south of Meridian Creek Middle School
 - Boeckman Creek sanitary sewer trunk line
 - West side water reservoir
 - Boeckman “Dip” Bridge
 - Stafford-65th-Elligsen Roundabout
 - Advance Road Community Park
- **On-site Infrastructure** includes local projects which serve development of individual properties. Individual developers are responsible for construction and costs of construction of these projects. Examples include:
 - Local streets and sidewalks
 - Sanitary sewer mains
 - Water mains
 - Stormwater management
 - Neighborhood parks
- **“Framework” or “Master Plan” Infrastructure** is the primary focus of this FPE/S Funding Plan. These are called “Framework Projects” in the Area Plan Funding Strategy and “Master Plan Infrastructure” in the Frog Pond West Funding Plan. For this memo and the FPE/S Funding Plan the term “framework projects” or “framework infrastructure” will be used. These projects differ from off-site and on-site infrastructure due to the following factors:
 - Serves the Frog Pond East/South development and includes an “oversize” component that provides capacity beyond the City’s minimum standard to serve future development in FPE/S or other offsite areas.
 - Crosses multiple property ownerships
 - May be too large and expensive for any single developer to complete
 - May have geographically concentrated costs (sanitary lift station), but benefits all of Frog Pond East, South, or both.

The emphasis of the FPE/S Funding Plan is to identify strategies and tools appropriate to fund Framework Infrastructure. While discussed briefly below, Section 1 of Attachment C includes a list of needed FPE/S



Framework Infrastructure projects and estimated costs. Funding for off-site and on-site infrastructure is addressed through the City's existing policies.

Frog Pond East and South Framework Infrastructure Projects

The FPE/S Funding Plan focuses on funding options for the following key framework infrastructure projects. Infrastructure Funding Strategy framework projects within the FPE/S area:

1. Stafford Road, including sanitary sewer and water
2. Advance Road, including sanitary sewer and water
3. Frog Pond East Neighborhood Park
4. Frog Pond East BPA Easement Trail
5. Frog Pond South Neighborhood Trail

Additional framework infrastructure projects not part of the Frog Pond Area Plan added as part of the FPE/S Master Plan include:

6. 60th Avenue, including water and storm
7. Frog Pond East - Kahle East sanitary lift stations and force main
8. Frog Pond East - Advance East sanitary lift station and force main
9. Frog Pond South sanitary lift station and force main

Citywide Policies and Practices Related to Infrastructure Funding

Consistent with the Frog Pond Area Plan Infrastructure Funding Strategy and Frog Pond West Funding Plan, the Frog Pond East/South Funding Plan uses the City's existing policies and practices as a basis for planning, as summarized below:

- Developers pay for and construct the "local portion" of infrastructure required to serve their developments, as explained in adopted City policies (Wilsonville Code, Transportation System Plan, and Public Works Standards).
- Developers also initially pay for and construct the "oversize portion" (infrastructure that exceeds the minimum required), and then receive credits against System Development Charges (SDC) due at the time of each building permit ("SDC credits").
- When necessary, the City may pay for infrastructure elements that are:
 - Identified by existing adopted citywide infrastructure master plans (e.g. Water Distribution Master Plan or the Transportation System Plan) and included in the City's five-year Capital Improvement Program (CIP); or
 - Abutting already-developed areas, city-owned land, or land not expected to develop/redevelop by 2045.
- The City may implement a variety of tools to facilitate and coordinate infrastructure delivery, including SDCs and SDC credits, a supplemental fee, reimbursement districts/agreements, Local Improvement Districts (LID), and development agreements.



Frog Pond East and South Framework Infrastructure Cost Allocation – Current City Policy

The total cost of the nine FPE/S framework infrastructure projects is allocated to different parties under current City policy. The FPE/S Infrastructure Funding Plan Technical Attachment (Attachment C) details estimated costs, allocates those costs, and includes a revenue analysis based on anticipated development to inform the FPE/S infrastructure funding plan. Each FPE/S framework infrastructure project is described below with relevant cost allocation information. The following funding allocation, per current City policy, does not preclude the City from considering additional funding strategies to assist developers with construction of needed framework infrastructure as detailed in “Additional Funding Sources for Consideration” section of this Plan.

1. Stafford Road (including sanitary sewer and water). Stafford Road includes a local portion attributable to Frog Pond East and a local portion attributable to Frog Pond West. In addition, there is an oversized portion in excess of the local portion for both East and West. Stafford Road improvements also include two roundabouts at SW Kahle Road and SW Brisband Street, as well as intersection improvements at SW Frog Pond Lane.
 - a. West Portion of Stafford Road
 - i. The Frog Pond West Infrastructure Funding Plan implemented a supplemental fee assessed for each equivalent dwelling unit built within the Frog Pond West neighborhood. This supplemental fee will pay for the construction of the western “local portion” of Stafford Road, including a water and sewer pipeline from Kahle Rd. to Boeckman Rd.
 - ii. City will provide an SDC contribution for the west portion of Stafford Road that exceeds the “local portion” of the road and any oversized portion of the water and sewer pipeline.
 - iii. The west portion of Stafford Road, including the water and sewer pipeline, could be built by the City as a standalone phase of the planned Stafford Road improvements or funded by the City and constructed with the east portion of Stafford Road and/or intersection improvements as part of an agreement with FPE/S local development.
 - b. East Portion of Stafford Road
 - i. Current City policy states developers along Stafford Road are responsible to develop their “local portion” of Stafford Road. Since the relevant Stafford Road frontage serves Frog Pond East, developing the “local portion” of the east side of Stafford Road is the responsibility of the adjacent developers.
 - ii. Also, under current City policy, developers may receive SDC credits for constructing the remainder of the east side of Stafford Road, which exceeds the “local portion” of the road.
 - iii. Establishment of a Frog Pond East per door infrastructure fee to pay for the east portion of Stafford Road, like was implemented in Frog Pond West to pay for the west portion of Stafford Road, is not recommended for the following reasons:



- a) Frog Pond West consisted of many smaller development lots, many internal to the area without direct frontage on the higher classified roadways, such as Boeckman Road and Stafford Road, but such internal developments utilize the facilities and should be responsible for contributing to the “local portion” cost of the western portion of Stafford Road. The Frog Pond West supplemental infrastructure fee allowed for roadway improvements to occur in less phases and an equitable distribution of costs across the entire area. Frog Pond East is dominated by two large development properties with no internal lots without major roadway frontage. As a result, the phasing and equitable distribution of costs issues of Frog Pond West are not present in Frog Pond East and do not necessitate creation of a supplemental infrastructure fee.
 - b) A supplemental infrastructure fee results in major roadway improvements being constructed after development has already occurred. As experienced with Frog Pond West, the City receives numerous complaints from the new residents regarding vehicle speeding, poor neighborhood access, lack of safe pedestrian and bike facilities, and impacts of major road construction when roadway improvements are made after development has occurred. Construction of major roadway improvements as part of development is desirable in order to prevent these types of post-development safety, level of service (LOS), and livability issues.
 - c) As experienced with Frog Pond West, construction cost inflation that occurs between the time the supplemental infrastructure fee is collected and the time the infrastructure improvement is constructed creates a significant funding gap that must be backfilled with other City funds in order to complete the infrastructure project. This results in current City residents and businesses subsidizing the cost responsibilities of private development, which is not in line with City policy that “growth pays for growth.”
 - d) Analysis shown and documented in Attachment C finds that there is sufficient SDC revenue generated through development within Frog Pond East and South to pay for both City SDC infrastructure funding responsibilities and SDC credits issued to developers for the “oversized” portion of developer-constructed infrastructure. As a result, a supplemental infrastructure fee is not necessary to assist with funding FPE/S framework projects, including the east portion of Stafford Road.
- c. Stafford/Kahle Roundabout
- i. Current City policy states development along Stafford Road are responsible to ensure the City Level of Service (LOS) standard of LOS D is met for all intersections impacted by the development.
 - ii. Also, under current City policy, developments are responsible for providing mitigation for intersections not meeting LOS D proportional to the impact of the development.



- iii. According to the FPE/S Master Plan, any development in Frog Pond East taking access from Kahle Road will cause the intersection of Stafford Road and Kahle Road to fall below LOS D.
 - iv. The mitigation needed at the Stafford Road and Kahle Road intersection is due to development within Frog Pond West and Frog Pond East, not due to existing or future traffic conditions on Stafford Road. If not for the Frog Pond development, mitigation at this intersection would not be needed and is therefore the responsibility of development within Frog Pond to provide mitigation.
 - v. LOS mitigation at the Stafford Road and Kahle Road intersection is a single-lane roundabout per the FPE/S Master Plan and Wilsonville Transportation System Plan.
 - vi. Based on traffic impacts at this intersection documented in the FPE/S Master Plan, Frog Pond West is responsible for 40% of the project cost and Frog Pond East is responsible for 60% of the project cost.
 - vii. Frog Pond West share of mitigation costs may be provided as SDC credits issued to Frog Pond East developer(s) that build the roundabout project as part of the adjacent development.
 - viii. The roundabout could instead be built by the City pursuant to City CIP prioritization and fund availability. However, in this scenario, development failing to meet LOS standards at the intersection could not occur unless the roundabout is scheduled for completion within two years of certificates of occupancy for homes in the development. In such a scenario, Frog Pond East development will be responsible for contributing to Frog Pond East development's financial responsibility for this roundabout.
- d. Stafford/Brisband Roundabout
- i. According to the FPE/S Master Plan, any development taking access from Brisband Street will cause the intersection of Stafford Road and Brisband Street to fall below LOS D.
 - ii. As with the Stafford/Kahle Roundabout, the mitigation needed at the Stafford Road and Brisband Street intersection is due to development within Frog Pond West and Frog Pond East, not due to existing or future traffic conditions on Stafford Road.
 - iii. LOS mitigation at the Stafford Road and Brisband intersection is a single-lane roundabout per the FPE/S Master Plan and Wilsonville Transportation System Plan.
 - iv. Based on traffic impacts at this intersection documented in the FPE/S Master Plan, Frog Pond West is responsible for 35% of the project cost and Frog Pond East is responsible for 65% of the project cost.
 - v. As with the Stafford/Kahle Roundabout, the Frog Pond West share of mitigation costs may be provided as SDC credits issued to the Frog Pond East developer(s) that build the roundabout project as part of the adjacent development.
 - vi. Also similar to the Stafford/Kahle Roundabout instead of developer(s) building the roundabout, it could be built by the City pursuant to City CIP prioritization and fund availability. However, in this scenario, development failing to meet LOS standards at the intersection could not occur unless the roundabout is scheduled for completion within two years of certificates of occupancy for homes in the development. In such a scenario, Frog Pond East development will be responsible



for contributing to Frog Pond East development’s financial responsibility for this roundabout.

2. Advance Road (including sanitary sewer and water). Advance Road includes a local portion attributable to Frog Pond East and a local portion attributable to Frog Pond South. In addition, there is an oversized portion in excess of the local portion for both East and South. Advance Road improvements also include a roundabout at 60th Avenue.
 - a. North Portion of Advance Road
 - i. As with the eastern portion of Stafford Road, developers in Frog Pond East developing adjacent to Advance Road are responsible for the “local portion” of Advance Road, including sanitary sewer and water.
 - ii. Developers may receive SDC credits for constructing the remainder (“oversize portion”) of the north side of Advance Road, which exceeds the “local portion” of the road.
 - iii. Any oversizing of sanitary sewer and water installed by the developers along Advance Road may also be subject to SDC credits.
 - b. South Portion of Advance Road
 - i. The south portion of Advance Road between Wilsonville Road and 63rd Avenue was constructed with development of Meridian Creek Middle School. Since that time, the Advance Road roadway cross-section has been modified as part of the FPE/S Master Plan to better match the Boeckman Road roadway cross-section to the west of Stafford Road.
 - ii. Developers in Frog Pond South developing adjacent to Advance Road between Wilsonville Road and 63rd Avenue may be required to make improvements to Advance Road consistent with the Advance Road cross-section requirements per the FPE/S Master Plan. Any oversizing would be compensated through SDC credits.
 - iii. The south portion of Advance Road between 63rd Avenue and 60th Avenue is adjacent to City-owned property planned for a community park. The City, as owner and developer of the property adjacent to Advance Road, is responsible for this section of the south portion of Advance Road as part of the park development.
 - iv. It is preferable to build the south portion of Advance Road between 63rd Avenue and 60th Avenue concurrent with the developer-funded and constructed north portion of Advance Road. An agreement between the developer and City outlining compensation through City contribution (using available SDC funds) or issuance of SDC credits may be necessary for developer construction of this south portion of Advance Road. Should the City and developer not reach agreement regarding joint construction of both the north and south portions of Advance Road, the south portion can be constructed as a separate, standalone project.
 - v. The properties fronting the south portion of Advance Road between 60th Avenue and the east limits of Frog Pond South are largely built out with little opportunity to redevelop in the near future. However, should redevelopment of these properties occur, developers) in Frog Pond South are responsible for the “local portion” of Advance Road. Any oversizing can be compensated through SDC credits. If redevelopment does not occur over time, the City could construct this south



portion of Advance Road utilizing Transportation SDC funds as budget and demand allows.

- c. Advance/60th Roundabout
 - i. The FPE/S Master Plan and Wilsonville Transportation System Plan identify a single-lane roundabout at the intersection of Advance Road and 60th Avenue, necessary to provide slower speed and improved neighborhood access and visibility.
 - ii. Local development in Frog Pond East or South are responsible for providing the roundabout at the Advance Road and 60th Avenue intersection as part of any development that accesses 60th Avenue.
 - iii. According to the FPE/S Master Plan, the intersection of Advance Road and 60th Avenue is not anticipated to fall below LOS D at full build out.
 - iv. The Advance Road and 60th Avenue roundabout is not needed to address level of service performance standards and therefore does not solely address impacts related to development within Frog Pond East and Frog Pond South. As a result, developers may receive SDC credits for constructing the roundabout based on the volume of traffic moving through the intersection not associated with development within Frog Pond East and Frog Pond South.
 - v. Based on traffic impacts at this intersection documented in the FPE/S Master Plan, Frog Pond East is responsible for 27.5% of the project cost, Frog Pond South is responsible for 27.5% of the project cost, and 45% eligible for SDC credit.
 - vi. An agreement between the City and the developer that constructs the roundabout may be necessary to compensate for the proportional project costs from the remaining FPE/S development areas. Formation of a reimbursement district or supplemental infrastructure fee, as discussed later, are potential tools to recoup these costs from future Frog Pond developments accessing 60th Avenue.

3. Frog Pond East Neighborhood Park

- a. In accordance with the City’s Comprehensive Plan, Parks and Recreation Master Plan, and Parks SDC methodology, neighborhood parks are provided by local development to serve the immediate neighboring area and are most often owned and maintained by a nearby neighborhood homeowner’s association. Community and regional parks that serve the Wilsonville community as a whole are built/funded and maintained by the City.
- b. The FPE/S Master Plan identifies a neighborhood park near the intersection of 60th Avenue and Brisband Street in Frog Pond East.
- c. The developer of the large parcel south of the BPA easement and north of Advance Road, referred to as the “Azar Property”, is responsible for providing the planned neighborhood park.
- d. As with the east portion of Stafford Road, establishment of a Frog Pond East per door infrastructure fee to pay for the neighborhood park like was implemented in Frog Pond West is not recommended for the same reasons as stated previously, including less parcelized development area, avoiding delayed infrastructure construction, and reducing construction inflation factors.

4. Frog Pond East BPA Easement Trail



- a. The Frog Pond East BPA Easement Trail is included in the Parks SDC methodology at 100% funding and is included in the FPE/S Master Plan. As a result, the trail does not require any contribution from developers beyond the standard Park SDC.
 - b. Under current City policy, developers may receive SDC credits for constructing portions of the BPA Easement Trail adjacent to the development. Local development is responsible for funding and building the trail connections between the development and the BPA Easement Trail in accordance with the FPE/S Master Plan.
5. Frog Pond South Neighborhood Trail
- a. As with the Frog Pond East BPA Easement Trail, the Frog Pond South Neighborhood Trail (Meridian Creek crossing) is included in the Parks SDC methodology at 100% funding and is included in the FPE/S Master Plan. As a result, the trail does not require any contribution from developers beyond the standard Park SDC.
 - b. Developers may receive SDC credits for constructing portions of the South Neighborhood Trail crossing of Meridian Creek adjacent to the development.
6. 60th Avenue (including water and storm drainage). 60th Avenue includes a local portion attributable to Frog Pond East and a local portion attributable to Frog Pond South. In addition, there is an oversized portion in excess of the local portion for both East and South.
- a. Portion of 60th Avenue, North of Advance Road
 - i. As with the eastern portion of Stafford Road, developments in Frog Pond East constructed adjacent to 60th Avenue are responsible for the “local portion” of 60th Avenue, including water.
 - ii. Developers may receive SDC credits for constructing the remainder (“oversize portion”) of 60th Avenue, which exceeds the “local portion” of the road.
 - iii. Any oversizing of water installed by the developers along 60th Avenue may also be subject to SDC credits.
 - b. Portion of 60th Avenue, South of Advance Road.
 - i. The west portion of 60th Avenue between Advance Road and Hazel Street is adjacent to City-owned property for a planned community park. The City is responsible for this section of the west portion of 60th Avenue as part of the park development.
 - ii. The west portion of 60th Avenue from Hazel Street to the south property boundary, approximately 960 feet south of Hazel Street, fronts property owned by the West Linn-Wilsonville School District (School District). The School District is responsible for the “local portion” of 60th Avenue, including water, with any future development on the school-owned property adjacent to 60th Avenue.
 - iii. The School District may receive SDC credits for constructing the remainder (“oversize portion”) of the west side of 60th Avenue, which exceeds the “local portion” of the road.
 - iv. Currently, the School District does not have plans to further develop the property adjacent to 60th Avenue. The City may construct this portion of 60th Avenue utilizing Transportation SDCs as funding is available and demand for the project is



- met. Formation of a reimbursement district or supplemental infrastructure fee, as discussed later, are potential tools to recoup the “local portion” of 60th Avenue costs from future Frog Pond South developments accessing 60th Avenue.
- v. The west portion of 60th Avenue, south of the School District property boundary does not exceed the “local portion” of roadway and is the responsibility of adjacent developer(s) to fund and build.
 - vi. As with the north portion of 60th Avenue, developments in Frog Pond South constructed adjacent to the east portion of 60th Avenue, south of Advance Road, are responsible for the “local portion” of 60th Avenue.
 - vii. The properties fronting the east portion of 60th Avenue between Advance Road and Hazel Street are largely built out with little opportunity to redevelopment within the near future. However, should redevelopment of these properties occur, developments in Frog Pond South are responsible for the “local portion” of 60th Avenue. If redevelopment does not occur over time, the City could construct this east portion of 60th Avenue utilizing Transportation SDC funds as budget and demand allows. Formation of a reimbursement district or supplemental infrastructure fee, as discussed later, are potential tools to recoup the “local portion” of 60th Avenue costs from future Frog Pond South developments accessing 60th Avenue.
 - viii. Developers may receive SDC credits for constructing the remainder (“oversize portion”) of 60th Avenue, which exceeds the “local portion” of the road.
 - ix. Any oversizing of water installed by the developers along 60th Avenue may also be subject to SDC credits.
- c. 60th Avenue Stormwater Pipeline
- i. Under current City policy, stormwater infrastructure within a development area, such as Frog Pond East and South, that serves the development is the responsibility of the local development and is not considered “oversized” unless the infrastructure provides a basin-wide benefit outside the development area, such as a regional stormwater facility.
 - ii. The Kruse Creek drainage basin (Basin K1 in Figure 3 below) south of Advance Road encompasses 60th Avenue and areas to east, incorporating only the City-owned property planned for a future community park, west of 60th Avenue. The Kruse Creek drainage basin extends north of Advance Road, encompassing a small area centered on 60th Avenue. A storm drainage pipeline is envisioned along 60th Avenue, serving development within the Kruse Creek drainage basin.
 - iii. The 60th Avenue storm drainage pipeline only serves development within Frog Pond East and South and is therefore not considered “oversized”. As a result, a developer is not eligible to receive Storm SDC credits for construction of the 60th Avenue storm drainage pipeline.
 - iv. Per the anticipated construction phasing outlined in the FPE/S Infrastructure Funding Plan Technical Appendix (Appendix C), it is likely development will occur within the upper Kruse Creek basin (Basin K1 in Figure 3) in Frog Pond East (north of Advance Road) before Frog Pond South, requiring the developer to construct the offsite portion of the 60th Avenue storm drainage pipeline between Advance Road

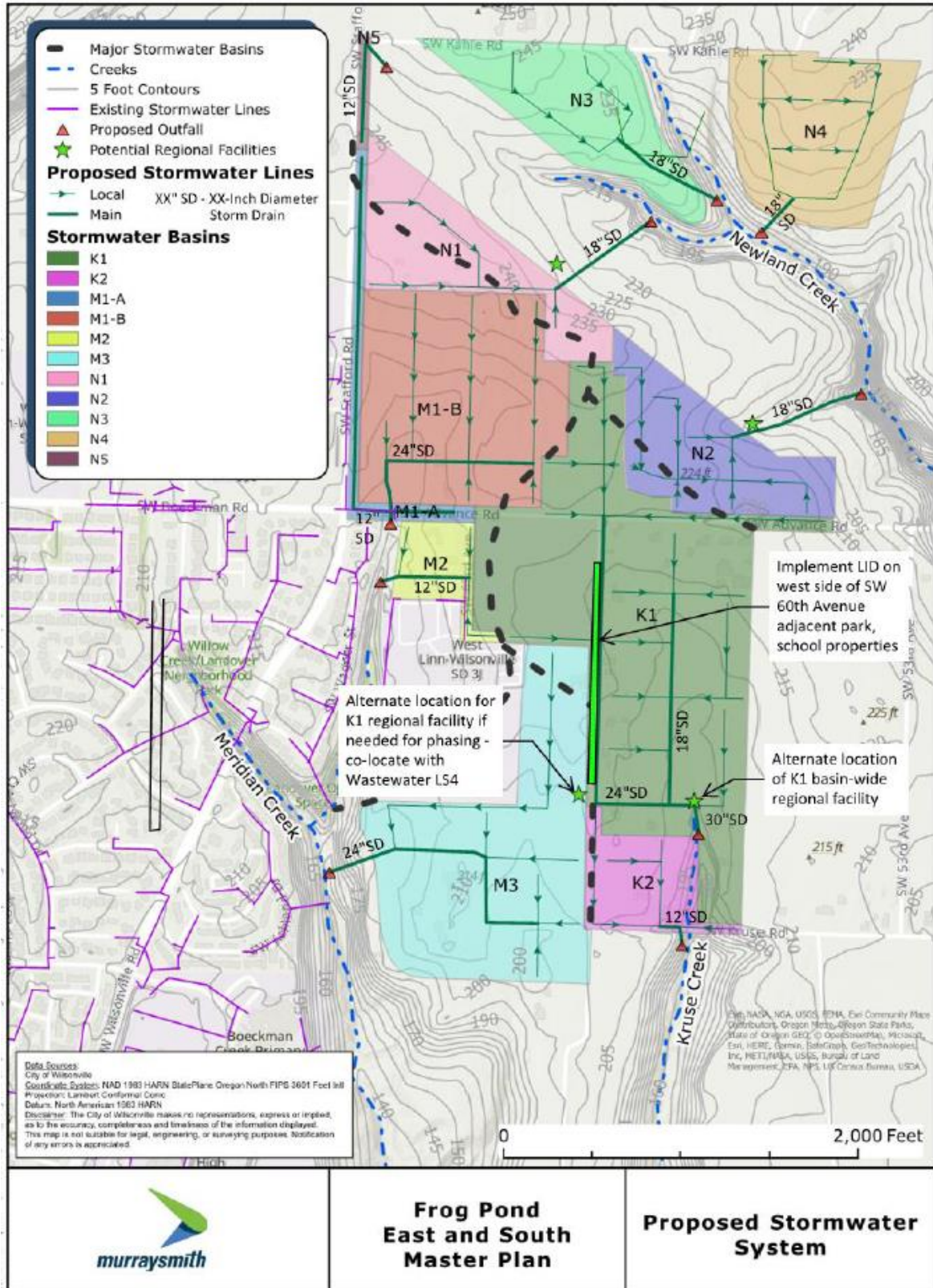


and the Kruse Creek outfall. Formation of a reimbursement district by the developer or creation of a supplemental infrastructure fee for Frog Pond South by the City, as discussed later, are potential tools to reimburse a developer (reimbursement fee) or City (supplemental infrastructure fee) for offsite construction of the 60th Avenue storm drainage pipeline should the Kruse Creek basin (Basin K1 in Figure 3) in Frog Pond East develop before Frog Pond South.

- v. The 60th Avenue Stormwater Pipeline project is identified as a needed project in the Stormwater Master Plan and is eligible to be added to the Stormwater SDC project list and methodology. If the project is incorporated into the Stormwater SDC project list and methodology prior to installation, the City may construct the stormwater pipeline utilizing Stormwater SDC funds as budget and demand allows, enter into a development agreement to compensate a developer with SDC funds for the portion of the project serving an area larger than the development site, or issue SDC credits to the developer for construction of the oversized portion of the stormwater pipeline as part of a development project.



Figure 3. Proposed Stormwater System, Figure 35 of the Master Plan





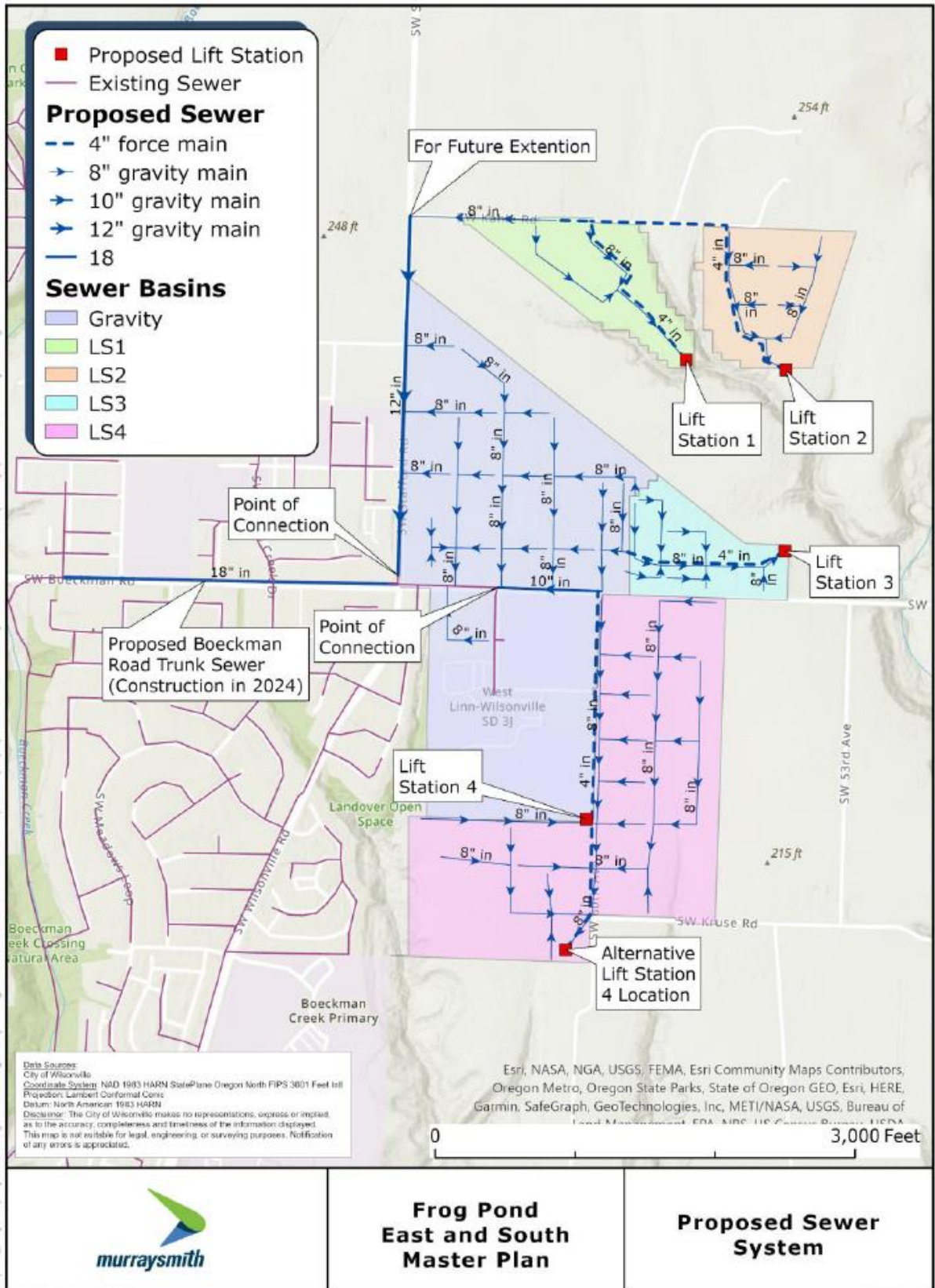
7. Frog Pond East - Kahle East Sanitary Lift Stations (Lift Stations 1 and 2 in Figure 4 below) and Force Main
 - a. The FPE/S Master Plan identifies the need for two sanitary lift stations (Lift Stations 1 and 2 in Figure 4) and 4-inch force main to serve development within Frog Pond East, north of Newland Creek.
 - b. The two sanitary lift stations and force main serve a single, developable property with no potential for an expanded service area in the future. As a result, Frog Pond East development is responsible for providing the two sanitary lift stations and force main and is not eligible to receive Wastewater SDC credits for its construction.

8. Frog Pond East - Advance East Sanitary Lift Station (Lift Station 3 in Figure 4 below) and Force Main
 - a. The FPE/S Master Plan identifies the need for a sanitary lift station (Lift Station 3 in Figure 4) and 4-inch force main to serve development at the east end of Frog Pond East, between Newland Creek and Advance Road.
 - b. As with the Kahle East Sanitary Lift Stations (Lift Stations 1 and 2), the Advance East Sanitary Lift Station (Lift Station 3) and force main serve a single, developable property with no potential for an expanded service area in the future and is therefore the Frog Pond East development responsibility and is not eligible to receive Wastewater SDC credits.

9. Frog Pond South Sanitary Lift Station (Lift Station 4 in Figure 4 below) and Force Main
 - a. The FPE/S Master Plan identifies the need for a sanitary lift station (Lift Station 4 in Figure 4) and 4-inch force main to serve all development within Frog Pond South, east of 60th Avenue and south of the West Linn-Wilsonville School District property.
 - b. The Frog Pond South Sanitary Lift Station (Lift Station 4) and Force Main only serves development within Frog Pond South and is fully the responsibility of development within Frog Pond South to fund the necessary sanitary lift station and force main.
 - c. Any development within Frog Pond South, with the exception of the property west of 63rd Avenue, will require the sanitary lift station to provide wastewater service to the area.
 - d. Current City policy would allow the Frog Pond South Sanitary Lift Station (Lift Station 4) and Force Main to be included on the Wastewater SDC project list. If included, the City may construct the lift station and force main utilizing Wastewater SDC funds as budget and demand allows, enter into a development agreement to compensate a developer for the portion of the project serving an area larger than the development site, or issue SDC credits to the developer that constructs the lift station as part of a development project.
 - e. Alternatively, the Frog Pond South sanitary lift station (Lift Station 4) could be omitted from the Wastewater SDC project list. Under this scenario, formation of a reimbursement district by the developer or creation of a supplemental infrastructure fee for Frog Pond South by the City, as discussed later, are potential tools to reimburse a developer (reimbursement district) or City (supplemental infrastructure fee) for construction of the lift station and force main beyond the developer's responsibility for capacity needs to serve their development.



Figure 4. Frog Pond East and South Proposed Sewer System, Figure 34 of the Master Plan





Recommended Funding Strategy

As documented in the FPE/S Infrastructure Funding Plan Technical Appendix (Attachment C), there is sufficient SDC revenue generated through development within Frog Pond East and South to account for both City SDC infrastructure funding responsibilities and SDC credits issued to developers for the “oversized” portion of developer-constructed infrastructure, in accordance with existing City policies and practices for development. Having no other identified funding sources, the City recommends an infrastructure funding strategy for Frog Pond East and South utilizing the traditional methodology whereby the developer constructs the required infrastructure and is issued SDC credits for the “oversized” portion consistent with current City policy. The City further recommends utilizing development agreements to fund developer construction of the City’s identified infrastructure responsibilities where efficiencies, minimized neighborhood impacts, and cost savings can be realized through such an agreement.

It should be noted that if the Frog Pond East & South development and/or infrastructure phasing assumptions change, the City’s required SDC cash flow may be affected and should be reassessed to ensure City SDC commitments can be met as development occurs over time. Consideration of additional funding strategies may be necessary to finance specific projects and ensure adequate funding.

Additional Funding Sources for Consideration

Although the FPE/S Infrastructure Funding Plan Technical Attachment (Attachment C) determined there is sufficient SDC revenue generated in Frog Pond East and South to fund the required infrastructure projects, additional funding strategies may be further considered by the City to assist developers. Use of these strategies would be most relevant with large capital costs early in the Frog Pond East and South development phases, when additional infrastructure funding support is desired by the City, or if there are changes to infrastructure phasing assumptions that affect SDC cash flow as development occurs over time. The following are a number of infrastructure funding strategies that have been assessed as part of this analysis and can be re-examined in the future for implementation within the Frog Pond East and South area as necessary.

1. Supplemental Infrastructure Fee

This funding tool was utilized in Frog Pond West and included assessment of a supplemental fee per equivalent dwelling unit (EDU), collected by the City with each building permit and used to build City-led framework infrastructure projects including Boeckman Road, a neighborhood park, and the west side of Stafford Road. This supplemental fee was in lieu of the Frog Pond West developments constructing the “local portion” of these infrastructure improvements as otherwise required.

Frog Pond West consisted of many small parcel ownerships making “framework project” construction by a private developer infeasible and necessitating an alternative to the traditional developer build/SDC credit methodology to provide the needed infrastructure. Also, the City determined that the “framework projects” were not essential to support initial development of Frog Pond West and could be deferred, allowing time for a supplemental fee to accrue until a sufficient fund balance was accumulated to construct the needed infrastructure at a later date. The Frog Pond West Infrastructure Funding Plan, including the supplemental fee determination, is included as Attachment B.



In practice, construction of deferred “framework projects” through collection of a supplemental fee has not been successful, resulting in a substantial increase in the permit fee package for each new housing unit, rising infrastructure costs over time due to inflation, and under collection of the supplemental fee leading to City subsidy of the Frog Pond West developments’ “local portion” responsibility. As a result, a supplemental infrastructure fee, as implemented in Frog Pond West, is not recommended as a primary tool to assist in construction of infrastructure needed for Frog Pond East and South.

However, should the City be able to identify a sufficient source of funds and there is enough demand for a specific infrastructure project(s), a supplemental infrastructure fee could be established to help reimburse the City’s infrastructure expenditures. Once the infrastructure project is constructed, the supplemental infrastructure fee could be established based on the actual project costs and applied over the area that would benefit or be served by the infrastructure. As development occurs within the designated area, the City’s infrastructure costs could be reimbursed through collection of the fee with each building permit.

This practice would resolve the delayed infrastructure construction, inflation pressures, and revenue under-collection associated with the supplemental fee as implemented in Frog Pond West. However, the City would have to identify a sufficient source of funds to construct the initial infrastructure project to establish the supplemental fee. Consideration of the timing of development and the potential payback period is recommended prior to implementing such a strategy.

Examples where this funding tool could be implemented include:

- Stafford and Brisband Roundabout – Frog Pond East Fee
- Frog Pond South share of Advance/65th Roundabout – Frog Pond South Fee
- 60th Ave. Roadway (Advance Rd. – South WLWSD Prop. Boundary) – Frog Pond South Fee
- 60th Ave. Storm Pipe (Advance Rd. – Kruse Creek Outfall) – Frog Pond South Fee
- Frog Pond South Sanitary Lift Station & Force Main – Frog Pond South Fee

Notably all these examples are primarily in Frog Pond South. Frog Pond South has some similar conditions as Frog Pond West that make supplemental infrastructure fees a potential option. A primary one is that, unlike Frog Pond East that is mostly in two ownerships, Frog Pond South has many smaller ownerships leading to anticipated incremental development similar to Frog Pond West. This makes the ability for an individual developer to pay for a large infrastructure project that serves a larger area difficult. In addition, some of the Frog Pond South projects, particularly the lift station and force main, need to occur prior to most development, and the likelihood that a single developer would tie up sufficient land for it to make financial sense for the developer to pay for the entire lift station prior to development is low.

2. Reimbursement District

A reimbursement district is an area where one party, typically a developer or a City, fronts capital improvements/investment within a designated Zone of Benefit District (ZBD). The party that establishes the reimbursement district, the developer or City, is then partially reimbursed as new land use development approvals are granted within the ZBD over a period that extends up to 10 years from the date of construction of the improvement (see Wilsonville Code 3.116). While ZBDs have been successfully utilized in Wilsonville in the past, the developer or City would want to



assess timing of development within the ZBD and the potential payback period within the reimbursement district period, as there is no guarantee that future revenues will be steady and reliable. For this reason, establishment of a supplemental infrastructure fee would be preferable to a City initiated reimbursement district.

Examples where a developer-initiated reimbursement district could be implemented include:

- Frog Pond South share of Advance/65th Roundabout – Frog Pond South ZBD
- 60th Ave. Roadway (Advance Rd. – South WLWSD Prop. Boundary) – Frog Pond South ZBD
- 60th Ave. Storm Pipe (Advance Rd. – Kruse Creek Outfall) – Frog Pond South ZBD
- Frog Pond South Sanitary Lift Station & Force Main – Frog Pond South ZBD

3. Local Improvement District (LID)

Cities in Oregon have the statutory authority to establish local improvement districts within city limits and levy special assessments on the benefited property to pay for improvements. These are payable in annual installments for up to 30 years. LIDs are generally used for capital improvement projects that involve numerous large tenants and/or private property owners.

The advantage of LIDs is the ability to attain a consistent level of revenue generation early in the development process. Financial intermediaries, such as banks, now view LIDs as a more reliable funding source than some funding sources (such as SDCs) and therefore are more apt to provide loans based on future LID revenue streams. LIDs also allow a developer to spread the infrastructure cost over the development period with the ability to pay the balance at the time the profits are realized from the development, avoiding high upfront capital expenditures at the start of a development project.

LID assessments become a lien on real property until they are paid in full at the time of property transaction, development, or final installation payment. LIDs cannot be established outside jurisdictional boundaries, so annexation and developer agreements may be necessary to implement LIDs in expansion areas. Additionally, Oregon law (ORS 223) and Wilsonville Code require several procedural steps, including notice and public hearing, prior to establishing a LID. Thus, developer and property owner support is key for successful LID implementation. Furthermore, any lending obtained for City projects within a LID will likely require full faith and credit of the City, and so City liabilities have to be evaluated before obtaining financing backed by a LID.

While not a necessary tool to implement in Frog Pond East and South, local improvement districts could be utilized to build the framework infrastructure for larger construction projects instead of a phased approach with each development. This would result in potentially more efficient, less costly infrastructure construction, with reduced impacts to traffic and neighboring residents. These projects include:

- Stafford Road
- Advance Road (including sanitary sewer and water)
- 60th Avenue (including water and storm drainage)
- Frog Pond South Sanitary Lift Station & Force Main

4. Direct CIP Investment Using Citywide SDCs



Under this scenario, the City constructs “framework projects” utilizing SDCs collected from development across the City. Many of the framework projects are included within the City’s Capital Improvement Program and are eligible to be funded with SDCs. While the City does utilize SDC funds on eligible projects as the funds accrue over time, the SDC funds cannot typically supplant infrastructure funding that is the responsibility of the developer. Because SDCs are used to fund needed capacity improvement projects across the City, the Frog Pond infrastructure projects need to be prioritized and balanced with other infrastructure needs throughout the City. SDC funds collected from development in Frog Pond East and South will not necessarily go to fund area-specific projects, just as not all SDC funds that will pay for Frog Pond East and South projects will come from development within Frog Pond East and South.

This tool is challenging to implement in Frog Pond East and South as many of the “framework projects” are needed to be in place prior to or as development occurs. This means the City would need to have enough SDC funds on hand to construct the needed infrastructure with development. SDC fees are typically collected at the time of building permit, after infrastructure is already in place, meaning the SDCs needed to construct the “framework projects” would be solely limited to fees collected from development in other parts of the City. In addition, the Frog Pond “framework projects” may not have a higher priority than needed infrastructure in other parts of the City, placing further demand on available SDC funds.

5. Localized Supplemental SDCs

In addition to citywide SDCs specific to each infrastructure system, a special district or overlay supplemental SDC for each relevant infrastructure system may be considered in the area. Like citywide SDCs, the supplemental SDC can only be used to fund the “oversize” portion of the constructed infrastructure. Typically, a supplemental SDC is considered for implementation when there is not enough SDC revenue within a district to fund the needed infrastructure to serve the development area. Per the analysis in Appendix C, FPE/S generates sufficient SDC revenue and a supplemental SDC is not necessary to fund the needed infrastructure.

6. Localized Utility Rate Surcharge

Though not previously used in Wilsonville, area-specific supplemental utility rates for water, sewer, storm, parks and/or transportation facilities are a way to raise local revenues to pay for infrastructure capital costs or operations within a defined district. Rate surcharges require approval and adoption by the City Council and must meet state and local regulations.

There is a heightened administrative cost to collect the surcharge over time and the higher rates increase monthly costs for residents of the defined district over an extended period. Any added monthly costs for future rate payers in the area would need to not be unreasonably high and burdensome, otherwise default rates and costs for collections would increase beyond the relative reduction of housing affordability for residents.

While not a necessary tool to implement in Frog Pond East and South, a utility rate surcharge could be utilized to reimburse the cost of framework infrastructure projects. Careful consideration prior to implementation is needed as the utility rate surcharge cannot be assessed outside of jurisdictional boundaries and shifts the infrastructure funding responsibility from the developer to the future homeowner. However, a utility rate surcharge does provide a more stable, predictable source of revenue than other infrastructure funding tools, such as a reimbursement district. Examples where a localized utility rate surcharge could be used are:



- 60th Ave. Water line – Frog Pond South
- Frog Pond South Sanitary Lift Station & Force Main – Frog Pond South

7. Urban Renewal District

There may be opportunities to utilize funding from the creation of a new Frog Pond Area Urban Renewal District (URD). A key advantage of URD funding is that it is less restrictive than SDCs with respect to the uses of funds. As such, URDs can be used to fund almost any form of capital investment that is authorized by the adopted URD plan. City of Wilsonville urban renewal funding for Frog Pond is not likely, due to the City's urban renewal task force identifying investments elsewhere in the City as higher priority. This tool should be re-evaluated for use in FPE/S if the other infrastructure funding tools are not resulting in the development envisioned for this area or is not generating sufficient infrastructure funding.

8. Grants and Investments by Other Governments

To the extent available, grants should be continuously evaluated and where applicable, aggressively pursued for use within FPE/S. There is a great need for infrastructure funding across the region, resulting in grant opportunities that are highly competitive and currently, have a low chance of award. As a result, the FPE/S infrastructure funding does not include any grant funding as part of the financial analysis. However, the City will continue to partner with the development community to pursue grants or other funding opportunities in the coming years to help offset the infrastructure costs needed to support development within FPE/S.

Conclusion and Next Steps

With exact timing and costs of infrastructure development still unknown, the FPE/S Funding Plan to be adopted by Council will rely primarily on existing policies and provide a menu of options for use, in partnership with developers, to fund framework infrastructure over time. As land use entitlements are pursued the City will partner with developer(s) to establish specific financing plans and agreements for the subject development(s) using the framework established in this Funding Plan.

Attachments:

Attachment A: Frog Pond Area Plan Funding Strategy

Attachment B: Frog Pond West Infrastructure Funding Plan

Attachment C: Frog Pond East and South Infrastructure Funding Plan Technical Attachment



ATTACHMENT C

TECHNICAL INFORMATION SUPPORTING FROG POND EAST AND SOUTH INFRASTRUCTURE FUNDING PLAN

This document details the Frog Pond East and South infrastructure estimated costs, assesses the amount of revenue generated by anticipated development, and includes the technical analysis necessary to inform the Frog Pond East and South Funding Plan. This analysis is representative of the City’s existing policies and practices for development where developers construct the improvements and pay for the “local portion” of infrastructure required to serve their development and receive credits against future system development charges (SDCs) for the “oversized” portion of the constructed infrastructure. Care was taken by consultants and staff to be as accurate as reasonable in developing the assumptions and calculations used to inform this technical analysis. However, these assumptions are based on the most accurate information available at the time of this analysis and may not reflect the actual magnitude of development, cost of infrastructure, or timing of construction. Calculations and analysis were performed by FCS Group with input from City staff and are summarized as follows.

Section 1 Assumptions and Inputs

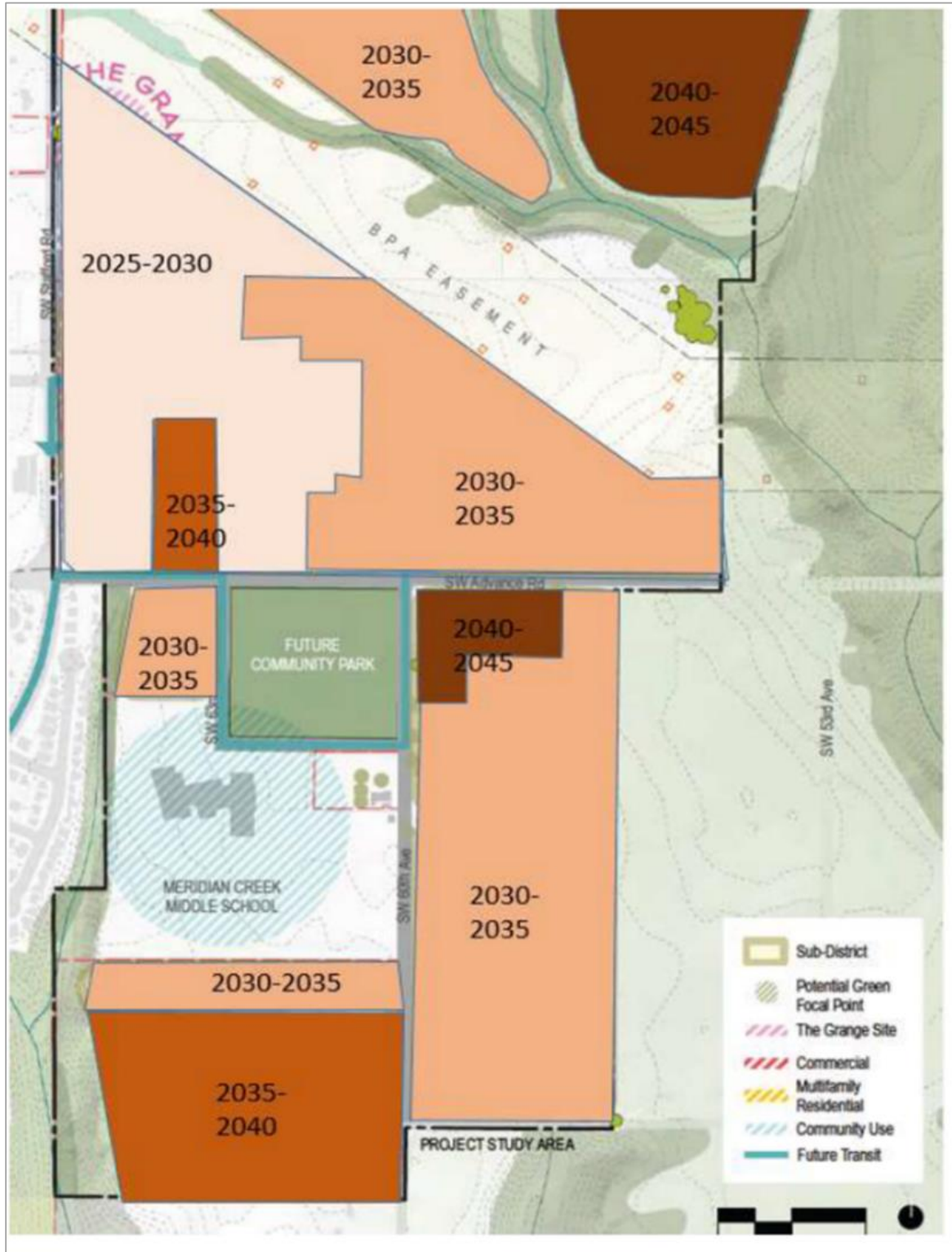
The Frog Pond East and South Infrastructure Funding Plan include assumptions, such as timing of development and type of private development, that are based on a “reasonable worst case” development scenario. The analysis assumes that the least amount of development will occur over the longest timeframe. However, it is likely that a greater amount of development will occur over a shorter period of time, resulting in greater revenue generation to support infrastructure construction on an earlier timeframe.

Timing of Development

The Project Team assigned each area of development a five-year time increment representing when development is most likely to occur between 2025 and 2045 (see **Figure 1: Anticipated Construction Phasing for Infrastructure Planning**). This development timing is based upon the availability of infrastructure necessary to serve the development area, as well as discussions with developers and property owners regarding the level of interest in property development and where interest exists, the desired timeframe for development to occur.



Figure 1. Anticipated Construction Phasing for Infrastructure Planning





Amount and Type of Development

The Frog Pond East and South Master Plan (Master Plan) adopted by Wilsonville City Council in December 2022 contemplates the addition of at least 1,325 housing units and 22,000 square feet of commercial development at ultimate buildout. While development of Frog Pond East and South will likely result in a greater number of housing units (1800 units) and commercial floor area (44,000 square feet), these minimum values provide the basis for the infrastructure funding plan technical analysis, representing the most conservative revenue generation to construct needed infrastructure projects.

The 1325 housing units represent the minimum number of units required by Metro as a condition of approval for the addition of the Frog Pond East and South area to the Urban Growth Boundary in 2018. The 22,000 square feet of commercial area represents half of the 44,000 square feet of retail estimated in the Master Plan.

Table 1 below further refines the anticipated development by mix of residential unit types per the Master Plan. Each development is then categorized into the 5-year phasing timeline sub-areas as shown in Figure 1. The total number of housing units for each 5-year increment is provided in Table 2. The assumption for the minimum build-out scenario is developers would prefer to construct detached single-family and this unit type would be maximized (at 60% net area development). The analysis assumes that the developer's second preferred housing type to build in this area is townhouses and that other unit types (including multi-family, ADUs, cottage clusters, and plexes) would be added as required or where site geometry, site access, or utility constraints (i.e. the need for a private sewer pump station) makes sense for their development.



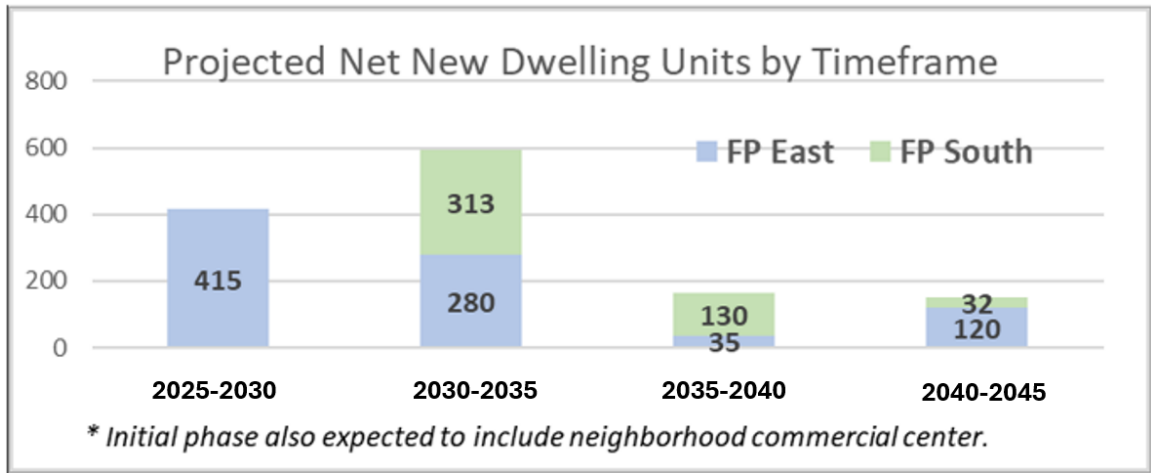
Table 1: Projected Minimum Net New Development by Timeframe

| Timing | Single Family Homes | Townhomes | Apartments | Small Lot (Cottages) | Subtotal (for SDCs) | ADUs | Total Housing | Commercial |
|--------------------------|---------------------|----------------|----------------|----------------------|---------------------|----------------|------------------|------------------|
| Phase 2025-2030 | | | | | | | | |
| Frog Pond East | 137 DUs | 92 DUs | 181 DUs | 1 DUs | 411 DUs | 4 DUs | 415 DUs | 22,000 SF |
| Frog Pond South | 0 DUs | 0 DUs | 0 DUs | 0 DUs | 0 DUs | 0 DUs | 0 DUs | |
| Phase 2030-2035 | | | | | | | | |
| Frog Pond East | 122 DUs | 104 DUs | 23 DUs | 6 DUs | 255 DUs | 25 DUs | 280 DUs | |
| Frog Pond South | 130 DUs | 121 DUs | 22 DUs | 8 DUs | 281 DUs | 32 DUs | 313 DUs | |
| Phase 2035-2040 | | | | | | | | |
| Frog Pond East | 16 DUs | 11 DUs | 7 DUs | 0 DUs | 34 DUs | 1 DUs | 35 DUs | |
| Frog Pond South | 55 DUs | 43 DUs | 0 DUs | 6 DUs | 104 DUs | 26 DUs | 130 DUs | |
| Phase 2040 - 2045 | | | | | | | | |
| Frog Pond East | 50 DUs | 47 DUs | 2 DUs | 4 DUs | 103 DUs | 17 DUs | 120 DUs | |
| Frog Pond South | 12 DUs | 12 DUs | 4 DUs | 1 DUs | 29 DUs | 3 DUs | 32 DUs | |
| Total | | | | | | | | |
| Frog Pond East | 325 DUs | 254 DUs | 213 DUs | 11 DUs | 803 DUs | 47 DUs | 850 DUs | 22,000 SF |
| Frog Pond South | 197 DUs | 176 DUs | 26 DUs | 15 DUs | 414 DUs | 61 DUs | 475 DUs | |
| GRAND TOTAL | 522 DUs | 430 DUs | 239 DUs | 26 DUs | 1,217 DUs | 108 DUs | 1,325 DUs | 22,000 SF |

* Source: Wilsonville planning staff, November 20, 2023. ADUs = accessory dwelling units. DU = dwelling units.



Figure 2. Bar Chart of Projected New Dwellings



Planned Infrastructure

The Master Plan identifies all public infrastructure that is necessary to support development of the Frog Pond East and South area. The following figures document these needs by infrastructure type, including transportation, parks and trails, sewer, water, and stormwater. Each figure is followed by a table summarizing the assumed year of construction, estimated infrastructure costs prepared by DKS Associates and Consor Engineers, LLC, and the responsible share of infrastructure costs between the City and the developer.

The assumed year of infrastructure construction is based on the construction of infrastructure necessary to serve the development sub-areas at the anticipated development timeframe identified in Figure 1. Detailed infrastructure cost estimates and cost share calculations and assumptions are provided in the Supporting Documents section below.



Transportation

Figure 3. Transportation Layout from Frog Pond East and South Master Plan

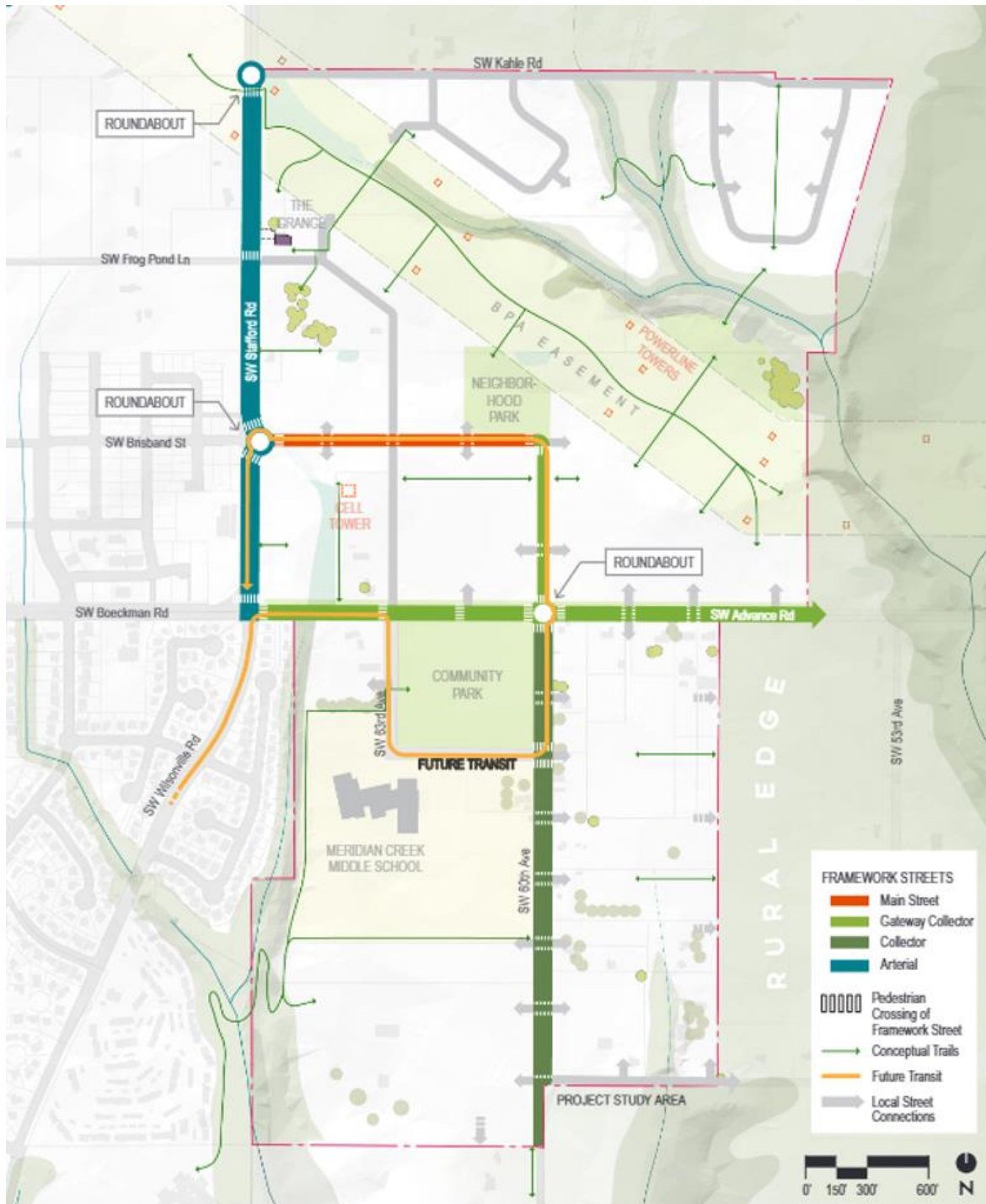




Table 2. Frog Pond East and South Transportation Project List with Timing and Costs

| Timing | Project Name | Project Type | Builder | Total Cost Estimate | City Costs | | Developer Costs | | Notes |
|---|-------------------------------------|------------------------|-----------|----------------------|---------------------|---------------------|----------------------|---------------------|-------|
| | | | | | CIP or Other Funds | SDC Credits | FP East | FP South | |
| 2025-2030 | Stafford Road | Urban Upgrade | Developer | \$ 3,421,575 | \$ - | \$ 585,089 | \$ 2,836,486 | \$ - | |
| 2030-2035 | Stafford Road / Kahle | Roundabout | Developer | \$ 4,500,000 | \$ - | \$ 1,800,000 | \$ 2,700,000 | \$ - | |
| 2025-2030 | Stafford Road / Brisband | Roundabout | Developer | \$ 4,500,000 | \$ - | \$ 1,575,000 | \$ 2,925,000 | \$ - | |
| 2025-2030 | Advance Road (North Side - 800 ft) | Urban Upgrade | Developer | \$ 1,252,695 | \$ - | \$ 261,813 | \$ 990,882 | \$ - | |
| 2030-2035 | Advance road (North Side - 1700 ft) | Urban Upgrade | Developer | \$ 2,661,978 | \$ - | \$ 556,353 | \$ 2,105,625 | \$ - | |
| 2035-2040 | Advance road (North Side - 250 ft) | Urban Upgrade | Developer | \$ 391,467 | \$ - | \$ 81,817 | \$ 309,650 | \$ - | |
| 2030-2035 | Advance road (South Side - 850 ft) | Urban Upgrade | Developer | \$ 1,534,651 | \$ - | \$ 425,098 | \$ - | \$ 1,109,553 | |
| 2030-2035 | Advance road (South Side - 750 ft) | Urban Upgrade | City | \$ 1,354,103 | \$ 1,354,103 | \$ - | \$ - | \$ - | 1 |
| 2040-2045 | Advance road (South Side - 500 ft) | Urban Upgrade | Developer | \$ 902,735 | \$ - | \$ - | \$ - | \$ 902,735 | |
| 2030-2035 | Advance Road/60th Avenue | Roundabout | Developer | \$ 2,900,000 | \$ - | \$ 1,305,000 | \$ 797,500 | \$ 797,500 | 2 |
| 2030-2035 | 60th Avenue (South of Advance) | Neighborhood Collector | City | \$ 6,839,040 | \$ 3,419,520 | \$ 382,986 | \$ - | \$ 3,036,534 | 3 |
| 2030-2035 | 60th Avenue (North of Advance) | Neighborhood Collector | Developer | \$ 2,235,840 | \$ - | \$ 382,329 | \$ 1,853,511 | \$ - | |
| Totals | | | | \$ 32,494,084 | \$ 4,773,623 | \$ 7,355,486 | \$ 14,518,654 | \$ 5,846,321 | |
| <i>Notes:</i> | | | | | | | | | |
| 1. ROW adjacent to City Park Property | | | | | | | | | |
| 2. Developer constructs roundabout with Frog Pond East. | | | | | | | | | |
| 3. ROW adjacent to City Park and School District Property | | | | | | | | | |
| Source: City of Wilsonville Engineering Division. | | | | | | | | | |



Parks/Trails

Figure 4. Park Layout from Frog Pond East and South Master Plan





Table 3. Frog Pond East and South Trails Project List with Timing and Costs

| Timing | Project Name | Project Type | Builder | Total Cost Estimate | City Costs | | Developer Costs | | Notes |
|--|-----------------|--------------|-----------|---------------------|--------------------|---------------------|-----------------|-------------|-------|
| | | | | | CIP or Other Funds | SDC Credits | FP East | FP South | |
| 2030-2035 | Frog Pond East | Trails | Developer | \$ 2,373,525 | \$ - | \$ 2,373,525 | \$ - | \$ - | 1 |
| 2030-2035 | Frog Pond South | Trails | Developer | \$ 2,244,060 | \$ - | \$ 2,244,060 | \$ - | \$ - | 1 |
| Totals | | | | \$ 4,617,585 | \$ - | \$ 4,617,585 | \$ - | \$ - | |
| <i>Notes:</i> | | | | | | | | | |
| 1. Trail neighborhood connection costs not included and are responsibility of developer to fund and construct. | | | | | | | | | |
| Source: City of Wilsonville Engineering Division. | | | | | | | | | |



Sanitary Sewer

Figure 5. Sanitary Sewer Layout from Frog Pond East and South Master Plan

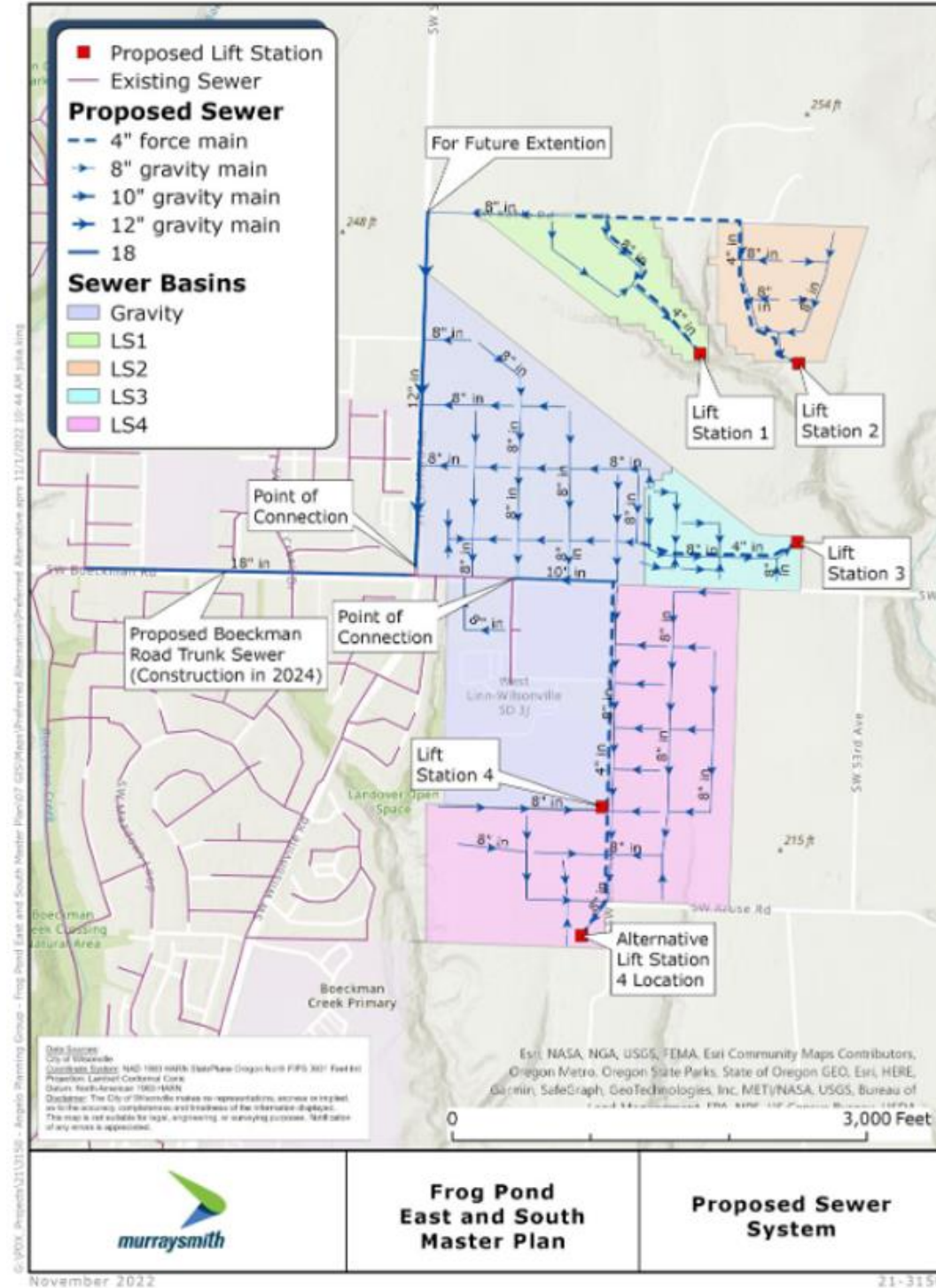




Table 4. Frog Pond East and South Sanitary Sewer Project List with Timing and Costs

| Timing | Project Name | Project Type | Builder | Total Cost Estimate | City Costs | | Developer Costs | | Notes |
|--|---------------------------|---------------------------|-----------|----------------------|--------------------|-------------------|---------------------|---------------------|-------|
| | | | | | CIP or Other Funds | SDC Credits | FP East | FP South | |
| 2025-2030 | Advance Road | 10" Sewer Main | Developer | \$ 492,230 | \$ - | \$ 46,171 | \$ 446,059 | \$ - | |
| 2025-2030 | Stafford Road | 12" Sewer Main | Developer | \$ 1,447,380 | \$ - | \$ 212,910 | \$ 1,234,470 | \$ - | |
| 2030-2035 | Kahle West Neighborhood | Lift Station & Force Main | Developer | \$ 3,178,660 | \$ - | \$ - | \$ 3,178,660 | \$ - | |
| 2040-2045 | Kahle East Neighborhood | Lift Station & Force Main | Developer | \$ 2,485,400 | \$ - | \$ - | \$ 2,485,400 | \$ - | |
| 2030-2035 | Advance East Neighborhood | Lift Station & Force Main | Developer | \$ 2,485,400 | \$ - | \$ - | \$ 2,485,400 | \$ - | |
| 2030-2035 | South Neighborhood | Lift Station & Force Main | City | \$ 2,764,064 | \$ - | \$ - | \$ - | \$ 2,764,064 | 1 |
| Totals | | | | \$ 12,853,134 | \$ - | \$ 259,081 | \$ 9,829,989 | \$ 2,764,064 | |
| <i>Notes:</i> | | | | | | | | | |
| 1. Project needed in advance to serve entirety of Frog Pond South development area | | | | | | | | | |
| Source: City of Wilsonville Engineering Division. | | | | | | | | | |



Water

Figure 6. Water Layout from Frog Pond East and South Master Plan

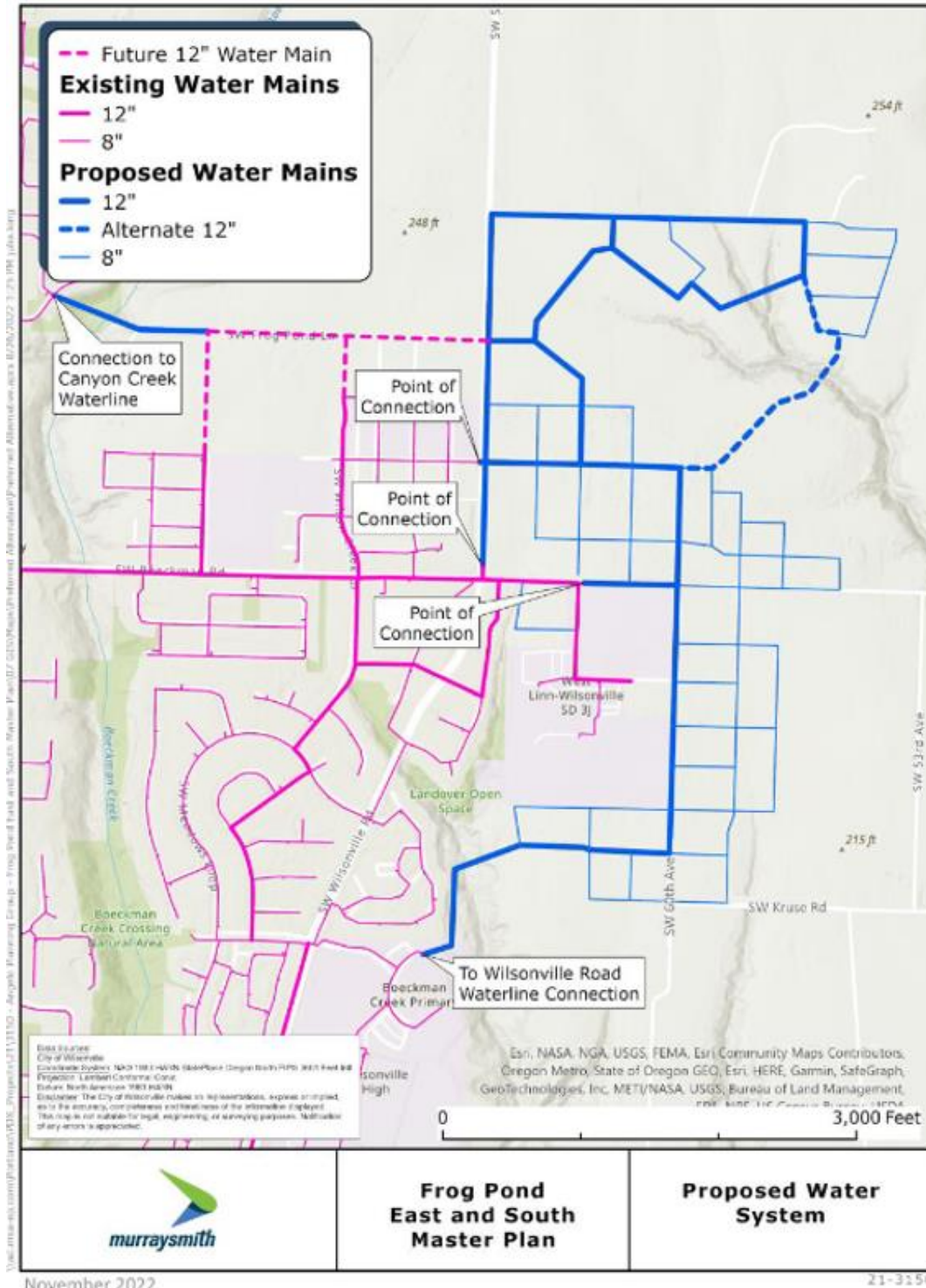




Table 5. Frog Pond East and South Water Project List with Timing and Costs

| Timing | Project Name | Project Type | Builder | Total Cost Estimate | City Costs | | Developer Costs | | Notes |
|--|---------------------------------------|-----------------------|-----------|---------------------|---------------------|---------------------|---------------------|---------------------|-------|
| | | | | | CIP or Other Funds | SDC Credits | FP East | FP South | |
| 2025-2030 | Stafford Road | 12" main | Developer | \$ 1,170,620 | \$ - | \$ 386,305 | \$ 784,315 | \$ - | |
| 2030-2035 | Advance Road | 12" main | Developer | \$ 425,680 | \$ - | \$ 140,474 | \$ 285,206 | \$ - | |
| 2030-2035 | Kahle West Neighborhood | 12" main - Kahle Road | Developer | \$ 585,310 | \$ - | \$ 193,152 | \$ 392,158 | \$ - | |
| 2030-2035 | Kahle West Neighborhood | 12" main - Interior | Developer | \$ 601,800 | \$ - | \$ 198,594 | \$ 403,206 | \$ - | |
| 2040-2045 | Kahle East Neighborhood | 12" main | Developer | \$ 1,311,720 | \$ - | \$ 432,868 | \$ 878,852 | \$ - | |
| 2030-2035 | SW 60th Avenue, Brisband | 12" main | Developer | \$ 1,504,500 | \$ - | \$ 496,485 | \$ 1,008,015 | \$ - | |
| 2030-2035 | Frog Pond West Extension | 12" main | Developer | \$ 372,470 | \$ - | \$ 122,915 | \$ 249,555 | \$ - | |
| 2030-2035 | Boeckman Creek X-ing (Frog Pond Lane) | 12" main | City | \$ 1,360,000 | \$ 1,360,000 | \$ - | \$ - | \$ - | |
| 2030-2035 | 60th Avenue (South of Advance) | 12" main | City | \$ 1,755,250 | \$ - | \$ 579,233 | \$ - | \$ 1,176,018 | 1 |
| 2030-2035 | Meridian Creek X-ing | 12" main | City | \$ 340,000 | \$ - | \$ 112,200 | \$ - | \$ 227,800 | 1 |
| Totals | | | | \$ 9,427,350 | \$ 1,360,000 | \$ 2,662,226 | \$ 4,001,307 | \$ 1,403,818 | |
| <i>Notes:</i> | | | | | | | | | |
| 1. Project needed in advance to serve entirety of Frog Pond South development area | | | | | | | | | |
| Source: City of Wilsonville Engineering Division. | | | | | | | | | |



Stormwater

Figure 7. Stormwater Layout from Frog Pond East and South Master Plan

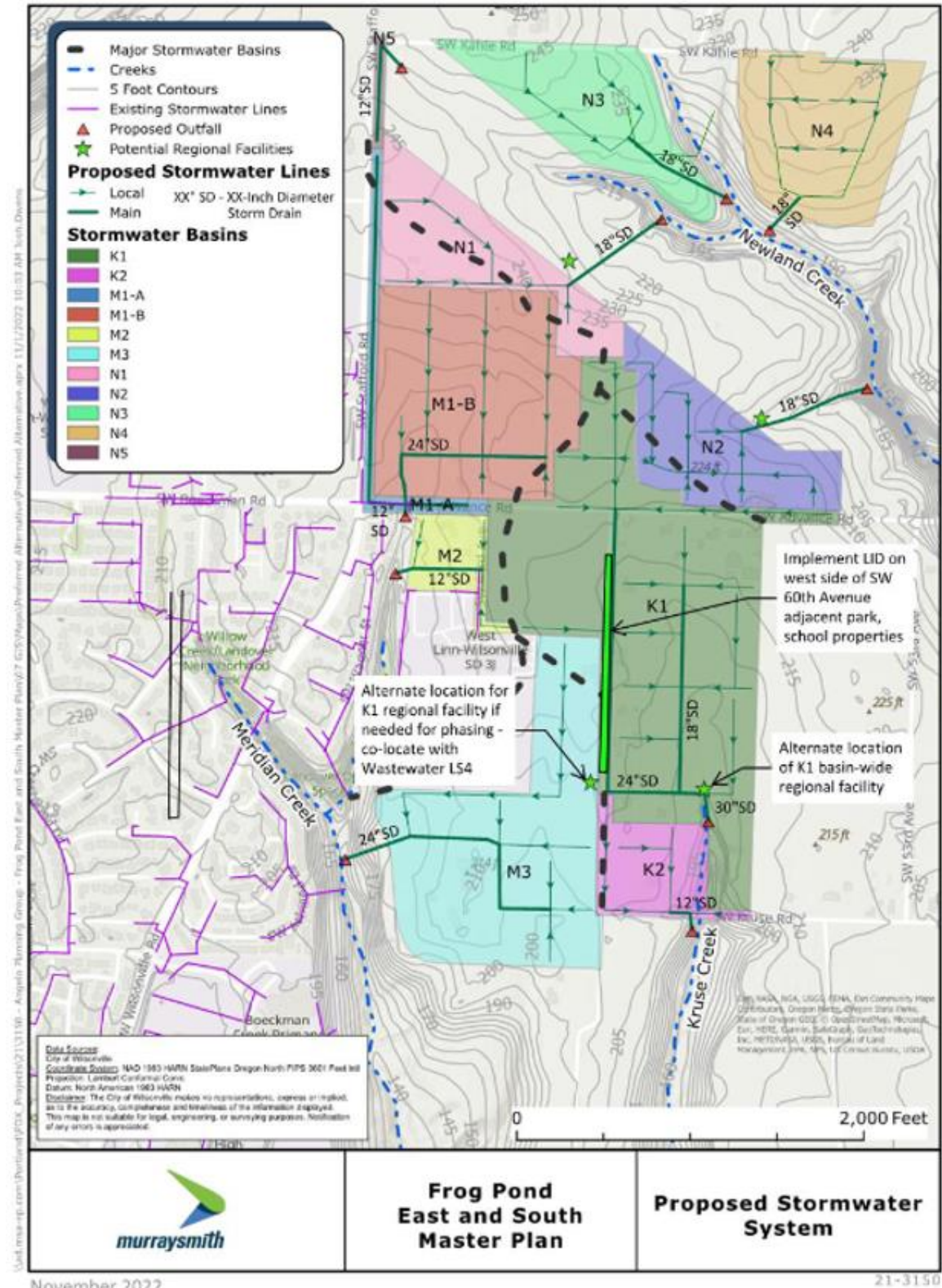




Table 6. Frog Pond East and South Stormwater Project List with Timing and Costs

| Timing | Basin / Project Name | Project Type | Builder | Total Cost Estimate | City Costs | | Developer Costs | | Notes |
|--|-------------------------------------|---|-----------|----------------------|--------------|-------------|----------------------|----------------------|-------|
| | | | | | CIP or Other | | FP East | FP South | |
| | | | | | Funds | SDC Credits | | | |
| 2025-2030 | K1 / Advance/60th | 30" Storm Main | City | \$ 249,008 | \$ - | \$ - | \$ 62,252 | \$ 186,756 | 1 |
| 2025-2030 | K1 / Advance/60th | 24" Storm Main | City | \$ 1,359,925 | \$ - | \$ - | \$ 339,981 | \$ 1,019,944 | 1 |
| 2030-2035 | K1 / Advance/60th | 18" Storm Main | Developer | \$ 837,795 | \$ - | \$ - | \$ - | \$ 837,795 | |
| 2025-2030 | K1 / East of 60th, South of Advance | 24" Storm Main | City | \$ 796,670 | \$ - | \$ - | \$ 199,168 | \$ 597,503 | 1 |
| 2025-2030 | K1 / East of 60th, South of Advance | 18" Storm Main | Developer | \$ 2,903,600 | \$ - | \$ - | \$ - | \$ 2,903,600 | |
| 2030-2035 | K1 / East of 60th, South of Advance | Regional Facility | City | \$ 475,125 | \$ - | \$ - | \$ - | \$ 475,125 | |
| 2025-2030 | K1 | 30" Outfall | City | \$ 131,250 | \$ - | \$ - | \$ 32,813 | \$ 98,438 | 1 |
| 2030-2035 | K2 | Storm Mains | Developer | \$ 1,304,256 | \$ - | \$ - | \$ - | \$ 1,304,256 | |
| 2025-2030 | M1 | Storm Mains, Outfall | Developer | \$ 4,021,918 | \$ - | \$ - | \$ 4,021,918 | \$ - | |
| 2030-2035 | M2 | Storm Mains, Outfall | Developer | \$ 767,575 | \$ - | \$ - | \$ - | \$ 767,575 | |
| 2035-2040 | M3 | 24" Storm Main | Developer | \$ 609,140 | \$ - | \$ - | \$ - | \$ 609,140 | |
| 2035-2040 | M3 | 18" Storm Main | Developer | \$ 369,600 | \$ - | \$ - | \$ - | \$ 369,600 | |
| 2030-2035 | M3 | 18" Storm Main | Developer | \$ 1,924,808 | \$ - | \$ - | \$ - | \$ 1,924,808 | |
| 2025-2030 | M3 | 24" Outfall | Developer | \$ 131,250 | \$ - | \$ - | \$ - | \$ 131,250 | |
| 2025-2030 | N1 | Storm Mains, Regional Facility, Outfall | Developer | \$ 659,225 | \$ - | \$ - | \$ 659,225 | \$ - | |
| 2025-2030 | N1 | 18" Storm Main | Developer | \$ 1,924,808 | \$ - | \$ - | \$ 1,924,808 | \$ - | |
| 2030-2035 | N2 | Storm Mains, Regional Facility, Outfall | Developer | \$ 2,485,196 | \$ - | \$ - | \$ 2,485,196 | \$ - | |
| 2030-2035 | N3 | Storm Mains, Outfall | Developer | \$ 2,279,571 | \$ - | \$ - | \$ 2,279,571 | \$ - | |
| 2040-2045 | N4 | Storm Mains, Outfall | Developer | \$ 2,127,148 | \$ - | \$ - | \$ 2,127,148 | \$ - | |
| 2030-2035 | N5 | Storm Mains, Outfall | Developer | \$ 350,259 | \$ - | \$ - | \$ 350,259 | \$ - | |
| Totals | | | | \$ 25,708,127 | \$ - | \$ - | \$ 14,482,338 | \$ 11,225,789 | |
| <i>Notes:</i> | | | | | | | | | |
| 1. Project needed in advance to serve a portion of Frog Pond East development area | | | | | | | | | |
| Source: City of Wilsonville Engineering Division. | | | | | | | | | |



Table 7 summarizes the previously detailed transportation, parks and trails, sewer, water, and storm water infrastructure timing and cost estimate tables, and totals the complete infrastructure costs to serve Frog Pond East and South for both the City and developer responsibilities by 5-year increment of development phasing.

Table 7: Summary of Estimated Infrastructure Cost by 5-Year Phase and Type

| Timing | Total Cost Estimate | City Costs | | Developer Costs | |
|------------------------|----------------------|---------------------|----------------------|----------------------|----------------------|
| | | CIP or Other Funds | SDC Credits | FP East | FP South |
| Phase 2025-2030 | \$ 24,462,154 | \$ - | \$ 3,067,288 | \$ 16,457,376 | \$ 4,937,490 |
| Transportation | \$ 9,174,270 | \$ - | \$ 2,421,903 | \$ 6,752,367 | \$ - |
| Trails | \$ - | \$ - | \$ - | \$ - | \$ - |
| Sanitary Sewer | \$ 1,939,610 | \$ - | \$ 259,081 | \$ 1,680,529 | \$ - |
| Water | \$ 1,170,620 | \$ - | \$ 386,305 | \$ 784,315 | \$ - |
| Stormwater | \$ 12,177,654 | \$ - | \$ - | \$ 7,240,164 | \$ 4,937,490 |
| Phase 2030-2035 | \$ 52,440,916 | \$ 6,133,623 | \$ 11,312,405 | \$ 20,573,861 | \$ 14,421,027 |
| Transportation | \$ 22,025,612 | \$ 4,773,623 | \$ 4,851,767 | \$ 7,456,636 | \$ 4,943,586 |
| Trails | \$ 4,617,585 | \$ - | \$ 4,617,585 | \$ - | \$ - |
| Sanitary Sewer | \$ 8,428,124 | \$ - | \$ - | \$ 5,664,060 | \$ 2,764,064 |
| Water | \$ 6,945,010 | \$ 1,360,000 | \$ 1,843,053 | \$ 2,338,139 | \$ 1,403,818 |
| Stormwater | \$ 10,424,585 | \$ - | \$ - | \$ 5,115,026 | \$ 5,309,559 |
| Phase 2035-2040 | \$ 1,370,207 | \$ - | \$ 81,817 | \$ 309,650 | \$ 978,740 |
| Transportation | \$ 391,467 | \$ - | \$ 81,817 | \$ 309,650 | \$ - |
| Trails | \$ - | \$ - | \$ - | \$ - | \$ - |
| Sanitary Sewer | \$ - | \$ - | \$ - | \$ - | \$ - |
| Water | \$ - | \$ - | \$ - | \$ - | \$ - |
| Stormwater | \$ 978,740 | \$ - | \$ - | \$ - | \$ 978,740 |
| Phase 2040-2045 | \$ 6,827,003 | \$ - | \$ 432,868 | \$ 5,491,400 | \$ 902,735 |
| Transportation | \$ 902,735 | \$ - | \$ - | \$ - | \$ 902,735 |
| Trails | \$ - | \$ - | \$ - | \$ - | \$ - |
| Sanitary Sewer | \$ 2,485,400 | \$ - | \$ - | \$ 2,485,400 | \$ - |
| Water | \$ 1,311,720 | \$ - | \$ 432,868 | \$ 878,852 | \$ - |
| Stormwater | \$ 2,127,148 | \$ - | \$ - | \$ 2,127,148 | \$ - |
| Totals | \$ 85,100,280 | \$ 6,133,623 | \$ 14,894,377 | \$ 42,832,288 | \$ 21,239,992 |

Source: City of Wilsonville Engineering Division.



Section 2 System Development Charge Revenue Analysis

Development within the Frog Pond East and South area will generate revenue in the form of System Development Charges (SDC) to fund citywide infrastructure capacity improvements across all of the City’s public infrastructure systems, including transportation, parks, water, sewer, and storm water. Table 8 below summarizes the anticipated SDC revenue to be generated by each residential unit type and commercial floor area within Frog Pond East and South. These revenues are based on current SDC methodology and rates structure in place at the time of this analysis and do not reflect potential SDC fee updates in the future, including annual inflation corrections. Actual SDC revenue generated within Frog Pond East and South will be based on the SDC methodology and rates in place at the time building permits for approved development projects are issued. The purpose of this analysis is to compare anticipated SDC revenue at current rates against the present day cost of planned infrastructure.

Table 8 Current System Development Charges by Development Type

| Public Facility Type | Single Family Detached | Townhome or Small Lot | Apartment Unit | Commerical (1000 SF)* | Notes |
|--|---|-----------------------|----------------|-----------------------|-------|
| Transportation | \$16,099 | \$9,630 | \$11,076 | \$36,484 | 1 |
| Parks | \$14,000 | \$14,000 | \$9,404 | \$583.96 | 2 |
| Sanitary Sewer | \$6,631 | \$6,631 | \$4,975 | \$19,235 | 3 |
| Water | \$11,492 | \$11,492 | \$7,309 | \$8,358 | 4 |
| Stormwater | \$2,227 | \$1,485 | \$742 | \$1,245 | 5 |
| ISA per unit | 1,500 SF | 1,000 SF | 500 SF | 1,500 SF | |
| <i>Acronyms: kSF = 1,000 square feet of building floor area, ISA = impervious surface area</i> | | | | | |
| Notes: | *commerical based on 1,000 SF of retail commerical. | | | | |
| | 1 Charge per EDU for non res. And per dwelling unit for res. | | | | |
| | 2 Charge per 1000 SF for non res. And per dwelling unit for res. | | | | |
| | 3 Single family charge assumes 5/8" x 3/4" meter size | | | | |
| | 4 Water SDC for SFD with 5/8" x 3/4" meter, assumes 2" meter for Apt. & Com. Bldgs. | | | | |
| | 5 Charge per SF of impervious surface area (ISA) | | | | |
| Source: Adopted Wilsonvilled Charges. | | | | | |

Based on the number and type of residential dwelling units and anticipated commercial floor space within Frog Pond East and South as identified in Table 1, the total estimated SDC revenue for each type of infrastructure on 5-year increments of development phasing is provided in Table 9.



Table 9. Estimated Frog Pond East and South SDC Revenue

| | Single Family Homes | Town- homes | Apartments | Small Lot (Cottages) | Total Residential | Commerical | Total |
|--------------------------|----------------------|----------------------|---------------------|----------------------|----------------------|---------------------|----------------------|
| Phase 2025-2030 | | | | | | | |
| Transportation | \$ 2,205,563 | \$ 885,960 | \$ 2,004,756 | \$ 9,630 | \$ 5,105,909 | \$ 802,648 | \$ 5,908,557 |
| Parks | \$ 1,918,000 | \$ 1,288,000 | \$ 1,702,124 | \$ 14,000 | \$ 4,922,124 | \$ 12,847 | \$ 4,934,971 |
| Santiary Sewer | \$ 908,447 | \$ 610,052 | \$ 900,475 | \$ 6,631 | \$ 2,425,605 | \$ 423,170 | \$ 2,848,775 |
| Water | \$ 1,574,404 | \$ 1,057,264 | \$ 1,322,929 | \$ 11,492 | \$ 3,966,089 | \$ 183,876 | \$ 4,149,965 |
| Stormwater | \$ 305,099 | \$ 136,620 | \$ 134,302 | \$ 1,485 | \$ 577,506 | \$ 27,390 | \$ 604,896 |
| Phase 2030-2035 | | | | | | | |
| Transportation | \$ 4,056,948 | \$ 2,166,750 | \$ 498,420 | \$ 134,820 | \$ 6,856,938 | \$ - | \$ 6,856,938 |
| Parks | \$ 3,528,000 | \$ 3,150,000 | \$ 423,180 | \$ 196,000 | \$ 7,297,180 | \$ - | \$ 7,297,180 |
| Santiary Sewer | \$ 1,671,012 | \$ 1,491,975 | \$ 223,875 | \$ 92,834 | \$ 3,479,696 | \$ - | \$ 3,479,696 |
| Water | \$ 2,895,984 | \$ 2,585,700 | \$ 328,905 | \$ 160,888 | \$ 5,971,477 | \$ - | \$ 5,971,477 |
| Stormwater | \$ 561,204 | \$ 334,125 | \$ 33,390 | \$ 20,790 | \$ 949,509 | \$ - | \$ 949,509 |
| Phase 2035-2040 | | | | | | | |
| Transportation | \$ 1,143,029 | \$ 520,020 | \$ 77,532 | \$ 57,780 | \$ 1,798,361 | \$ - | \$ 1,798,361 |
| Parks | \$ 994,000 | \$ 756,000 | \$ 65,828 | \$ 84,000 | \$ 1,899,828 | \$ - | \$ 1,899,828 |
| Santiary Sewer | \$ 470,801 | \$ 358,074 | \$ 34,825 | \$ 39,786 | \$ 903,486 | \$ - | \$ 903,486 |
| Water | \$ 815,932 | \$ 620,568 | \$ 51,163 | \$ 68,952 | \$ 1,556,615 | \$ - | \$ 1,556,615 |
| Stormwater | \$ 158,117 | \$ 80,190 | \$ 5,194 | \$ 8,910 | \$ 252,411 | \$ - | \$ 252,411 |
| Phase 2040 - 2045 | | | | | | | |
| Transportation | \$ 998,138 | \$ 568,170 | \$ 66,456 | \$ 48,150 | \$ 1,680,914 | \$ - | \$ 1,680,914 |
| Parks | \$ 868,000 | \$ 826,000 | \$ 56,424 | \$ 70,000 | \$ 1,820,424 | \$ - | \$ 1,820,424 |
| Santiary Sewer | \$ 411,122 | \$ 391,229 | \$ 29,850 | \$ 33,155 | \$ 865,356 | \$ - | \$ 865,356 |
| Water | \$ 712,504 | \$ 678,028 | \$ 43,854 | \$ 57,460 | \$ 1,491,846 | \$ - | \$ 1,491,846 |
| Stormwater | \$ 138,074 | \$ 87,615 | \$ 4,452 | \$ 7,425 | \$ 237,566 | \$ - | \$ 237,566 |
| Total | | | | | | | |
| Transportation | \$ 8,403,678 | \$ 4,140,900 | \$ 2,647,164 | \$ 250,380 | \$ 15,442,122 | \$ 802,648 | \$ 16,244,770 |
| Parks | \$ 7,308,000 | \$ 6,020,000 | \$ 2,247,556 | \$ 364,000 | \$ 15,939,556 | \$ 12,847 | \$ 15,952,403 |
| Santiary Sewer | \$ 3,461,382 | \$ 2,851,330 | \$ 1,189,025 | \$ 172,406 | \$ 7,674,143 | \$ 423,170 | \$ 8,097,313 |
| Water | \$ 5,998,824 | \$ 4,941,560 | \$ 1,746,851 | \$ 298,792 | \$ 12,986,027 | \$ 183,876 | \$ 13,169,903 |
| Stormwater | \$ 1,162,494 | \$ 638,550 | \$ 177,338 | \$ 38,610 | \$ 2,016,992 | \$ 27,390 | \$ 2,044,382 |
| GRAND TOTAL | \$ 26,334,378 | \$ 18,592,340 | \$ 8,007,934 | \$ 1,124,188 | \$ 54,058,840 | \$ 1,449,931 | \$ 55,508,771 |

Source: City of Wilsonville SDC rates as of 12/1/2023.

Table 10 below compares the SDC revenue generated over the estimated construction timeframe for Frog Pond East and South against the SDC credits due to the developer for infrastructure “oversizing” as shown in Table 7. The analysis indicates that sufficient SDC revenue is generated within Frog Pond East and South to cover the SDC credits due to the developer for each 5 year increment of development phasing.



Table 10 Summary of SDC Revenue and Credits by 5-year Phasing and Infrastructure Type

| | Gross SDC Revenue | Less Developer SDC Credits | Net SDC Revenue |
|--------------------------|---------------------|----------------------------|---------------------|
| Phase 2025-2030 | | | |
| Transportation | \$5,908,557 | (\$2,421,903) | \$3,486,654 |
| Parks | \$4,934,971 | \$0 | \$4,934,971 |
| Santiary Sewer | \$2,848,775 | (\$259,081) | \$2,589,694 |
| Water | \$4,149,965 | (\$386,305) | \$3,763,660 |
| Stormwater | \$604,896 | \$0 | \$604,896 |
| Phase 2030-2035 | | | |
| Transportation | \$6,856,938 | (\$4,851,767) | \$2,005,171 |
| Parks | \$7,297,180 | (\$4,617,585) | \$2,679,595 |
| Santiary Sewer | \$3,479,696 | \$0 | \$3,479,696 |
| Water | \$5,971,477 | (\$1,843,053) | \$4,128,424 |
| Stormwater | \$949,509 | \$0 | \$949,509 |
| Phase 2035-2040 | | | |
| Transportation | \$1,798,361 | (\$81,817) | \$1,716,544 |
| Parks | \$1,899,828 | \$0 | \$1,899,828 |
| Santiary Sewer | \$903,486 | \$0 | \$903,486 |
| Water | \$1,556,615 | \$0 | \$1,556,615 |
| Stormwater | \$252,411 | \$0 | \$252,411 |
| Phase 2040 - 2045 | | | |
| Transportation | \$1,680,914 | \$0 | \$1,680,914 |
| Parks | \$1,820,424 | \$0 | \$1,820,424 |
| Santiary Sewer | \$865,356 | \$0 | \$865,356 |
| Water | \$1,491,846 | (\$432,868) | \$1,058,978 |
| Stormwater | \$237,566 | \$0 | \$237,566 |
| Total | | | |
| Transportation | \$16,244,770 | (\$7,355,486) | \$8,889,284 |
| Parks | \$15,952,403 | (\$4,617,585) | \$11,334,818 |
| Santiary Sewer | \$8,097,313 | (\$259,081) | \$7,838,232 |
| Water | \$13,169,903 | (\$2,662,226) | \$10,507,678 |
| Stormwater | \$2,044,382 | \$0 | \$2,044,382 |
| GRAND TOTAL | \$55,508,771 | (\$14,894,377) | \$40,614,394 |



Table 11 below compares the net SDC revenue generated in Frog Pond East and South after developer credits are issued against the City’s SDC contribution to Frog Pond East and South infrastructure projects as provided in Table 7. Generally, the SDC revenue collected within Frog Pond East and South is adequate to cover the City’s responsibility for capital outlay of all infrastructure types and all 5-year increments of development phasing with the exception of Transportation improvements between the 2030-35 timeframe. During this development phase, the City’s SDC funding responsibility for transportation infrastructure projects exceeds the estimated SDC revenue to be collected. However, the prior development phase timeframe, 2025-30, generates sufficient SDC revenue to account for City infrastructure responsibilities during this earlier timeframe and the projected shortage in the 2030-35 timeframe.



Table 11 Summary of SDC Revenue by Frog Pond East & South Capital Outlay

| | Net SDC Revenue | Less Frog Pond Capital Outlay | SDC Revenue for Citywide CIP |
|--------------------------|---------------------|-------------------------------|------------------------------|
| Phase 2025-2030 | | | |
| Transportation | \$3,486,654 | \$0 | \$3,486,654 |
| Parks | \$4,934,971 | \$0 | \$4,934,971 |
| Santiary Sewer | \$2,589,694 | \$0 | \$2,589,694 |
| Water | \$3,763,660 | \$0 | \$3,763,660 |
| Stormwater | \$604,896 | \$0 | \$604,896 |
| Phase 2030-2035 | | | |
| Transportation | \$2,005,171 | (\$4,773,623) | (\$2,768,452) |
| Parks | \$2,679,595 | \$0 | \$2,679,595 |
| Santiary Sewer | \$3,479,696 | \$0 | \$3,479,696 |
| Water | \$4,128,424 | (\$1,360,000) | \$2,768,424 |
| Stormwater | \$949,509 | \$0 | \$949,509 |
| Phase 2035-2040 | | | |
| Transportation | \$1,716,544 | \$0 | \$1,716,544 |
| Parks | \$1,899,828 | \$0 | \$1,899,828 |
| Santiary Sewer | \$903,486 | \$0 | \$903,486 |
| Water | \$1,556,615 | \$0 | \$1,556,615 |
| Stormwater | \$252,411 | \$0 | \$252,411 |
| Phase 2040 - 2045 | | | |
| Transportation | \$1,680,914 | \$0 | \$1,680,914 |
| Parks | \$1,820,424 | \$0 | \$1,820,424 |
| Santiary Sewer | \$865,356 | \$0 | \$865,356 |
| Water | \$1,058,978 | \$0 | \$1,058,978 |
| Stormwater | \$237,566 | \$0 | \$237,566 |
| Total | | | |
| Transportation | \$8,889,284 | (\$4,773,623) | \$4,115,661 |
| Parks | \$11,334,818 | \$0 | \$11,334,818 |
| Santiary Sewer | \$7,838,232 | \$0 | \$7,838,232 |
| Water | \$10,507,678 | (\$1,360,000) | \$9,147,678 |
| Stormwater | \$2,044,382 | \$0 | \$2,044,382 |
| GRAND TOTAL | \$40,614,394 | (\$6,133,623) | \$34,480,771 |



Section 3 Summary of Findings

Under the City’s existing policies and practices for development, there is sufficient SDC revenue generated through development within Frog Pond East and South to account for both City SDC infrastructure funding responsibilities and SDC credits issued to developers for the “oversized” portion of developer constructed infrastructure. As a result, consideration of additional infrastructure funding options is not required under current City policy and practice, but may be further considered by the City to assist developers with potentially large capital costs early in the Frog Pond East and South development phases and when additional support is desired by the City. It should be noted that if the Frog Pond East & South development and/or infrastructure phasing assumption made as part of this analysis change, the City’s required SDC cash flow may be affected and should be reassessed to ensure City SDC commitments can be met as development occurs overtime.

SUPPORTING DOCUMENTATION FOR ATTACHMENT C

Transportation

Transportation Improvements Funding

| Facility Name | Project | Total Capital Cost (2023\$) | Local Elements (non creditable) % | TSDC Credit % | CIP Funds % | Developer Cost \$ | TSDC Credit \$ | City Cost \$ | Total Cost \$ |
|--------------------------------|----------------------|-----------------------------|-----------------------------------|---------------|-------------|---------------------|---------------------|---------------------|---------------------|
| STAFFORD ROAD (East Side) | Urban Upgrade | \$ 3,421,575 | 82.9% | 17.1% | 0.0% | \$ 2,836,486 | \$ 585,089 | \$ - | \$ 3,421,575 |
| STAFFORD ROAD/ KAHLE ROAD | Roundabout | \$ 4,500,000 | 60.0% | 40.0% | 0.0% | \$ 2,700,000 | \$ 1,800,000 | \$ - | \$ 4,500,000 |
| STAFFORD ROAD/ BRISBAND STREET | Roundabout | \$ 4,500,000 | 65.0% | 35.0% | 0.0% | \$ 2,925,000 | \$ 1,575,000 | \$ - | \$ 4,500,000 |
| ADVANCE ROAD/60TH AVENUE | Roundabout | \$ 2,900,000 | 55.0% | 45.0% | 0.0% | \$ 1,595,000 | \$ 1,305,000 | \$ - | \$ 2,900,000 |
| ADVANCE ROAD (North Side) | Urban Upgrade | \$ 4,306,140 | 79.1% | 20.9% | 0.0% | \$ 3,406,157 | \$ 899,983 | \$ - | \$ 4,306,140 |
| ADVANCE ROAD (South Side) | Urban Upgrade | \$ 3,791,489 | 53.1% | 11.2% | 35.7% | \$ 2,012,287 | \$ 425,098 | \$ 1,354,104 | \$ 3,791,489 |
| 60th AVENUE (North Side) | Neighborhood Collect | \$ 2,235,840 | 82.9% | 17.1% | 0.0% | \$ 1,853,511 | \$ 382,329 | \$ - | \$ 2,235,840 |
| 60th AVENUE (South Side) | Neighborhood Collect | \$ 6,839,040 | 44.4% | 5.6% | 50.0% | \$ 3,036,534 | \$ 382,986 | \$ 3,419,520 | \$ 6,839,040 |
| TOTAL COST | | \$32,494,084 | | | | \$20,364,975 | \$ 7,355,485 | \$ 4,773,624 | \$32,494,084 |

Transportation Improvements Funding Assumptions:

STAFFORD ROAD (EAST SIDE)



Total Right of Way Width (East Side) = 41 feet

Developer Responsibility (Local Portion)

- 20 feet of Pavement
 - Travel Lane = 11 feet
 - Bike Lane = 7 feet
 - Median = 2 feet
- 9 feet of Planter
- 5 feet of Sidewalk

Total = 34 feet (82.9%)

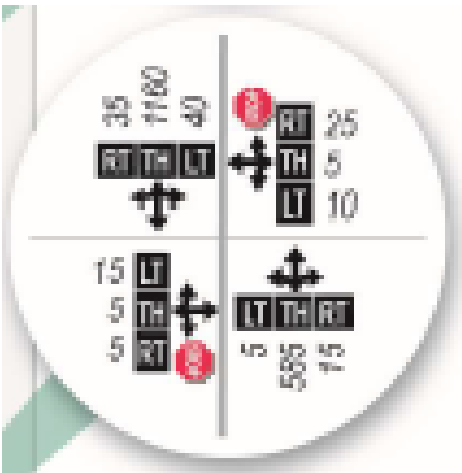
Oversized Portion (SDC Credit Eligible)

- 4 feet of Median
- 3 feet of Sidewalk

Total = 7 feet (17.1%)

STAFFORD/KAHLE ROUNDABOUT

| | | | | |
|----------------------|-------|------|------|-----|
| STAFFORD RD/KAHLE RD | LOS D | 0.65 | >120 | B/F |
|----------------------|-------|------|------|-----|



Kahle West Traffic = 65 trips
 Kahle East Traffic = 95 trips
 Total Traffic = 160

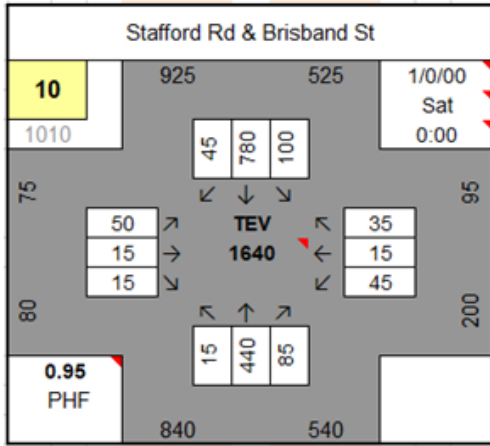
Frog Pond East Developer Responsibility = 95/160 (60%)

Frog Pond West Responsibility = 65/160 (40%)

Note: Not included in Frog Pond West Infrastructure Fee, so eligible for TSDC Credit.

STAFFORD/BRISBAND ROUNDABOUT

| | | | | |
|-------------------------|-------|------|------|-----|
| STAFFORD RD/BRISBAND ST | LOS D | 0.85 | >120 | A/F |
|-------------------------|-------|------|------|-----|



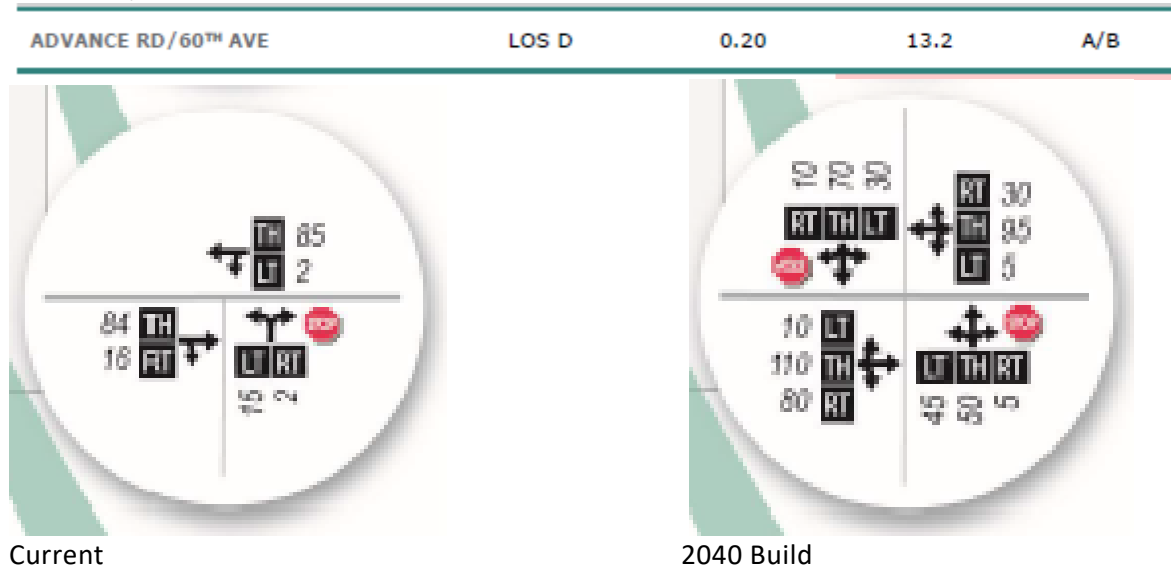
Brisband West Traffic = 140 trips
 Brisband East Traffic = 260 trips
 Total Traffic = 400 trips

Frog Pond East Developer Responsibility 260/400 (65%)

Frog Pond West Responsibility 140/400 (35%)

Note: Not included in Frog Pond West Infrastructure Fee, so eligible for TSDC Credit.

ADVANCE/60TH ROUNDABOUT



Frog Pond East New Development Traffic = 150 trips
 Frog Pond South New Development Traffic = 150 trips
 Frog Pond South Existing Traffic = 35 trips
 Advance Road Through Traffic = 205 trips

Roundabout is for safety and circulation, not for capacity. As a result, the portion of the roundabout serving existing traffic unrelated to development can be eligible for TSDC Credit.

Frog Pond East Developer Responsibility 150/540 (27.5%)
 Frog Pond South Developer Responsibility 150/540 (27.5%)
 Frog Pond Developer Responsibility Total 300/540 (55.0%)

TSDC Credit Eligible 240/540 (45.0%)

ADVANCE ROAD (NORTH SIDE)

Figure 22. Cross Section of SW Advance Road

*A protected bike lane adjacent to the sidewalk is an option to be determined by City Engineer at the time of design.



Total Right of Way Width (North Side) = 43 feet

Developer Responsibility (Local Portion)

20 feet of Pavement
 Travel Lane = 11 feet
 Bike Lane = 9 feet
 9 feet of Planter
 5 feet of Sidewalk

Total = 34 feet (79.1%)

Oversized Portion (SDC Credit Eligible)

6 feet of Median
 3 feet of Sidewalk

Total = 9 feet (20.9%)

ADVANCE ROAD (SOUTH SIDE)

Figure 22. Cross Section of SW Advance Road

*A protected bike lane adjacent to the sidewalk is an option to be determined by City Engineer at the time of design.



Total Right of Way Width (South Side) = 47 feet

Developer Responsibility (Local Portion)

- 20 feet of Pavement
 - Travel Lane = 11 feet
 - Bike Lane = 9 feet
- 9 feet of Planter
- 5 feet of Sidewalk

Total = 34 feet (72.3%)

Oversized Portion (SDC Credit Eligible)

- 6 feet of Median
- 7 feet of Sidewalk

Total = 13 feet (27.7%)

Undeveloped Property West of 63rd Avenue – Advance Road Frontage = 500 feet
 Frontage already improved with Meridian Creek Middle School Construction
 However, Advance Road Crosssection Modified with Frog Pond East and South Master Plan
 Advance Road Frontage Modifications are Anticipated with Development, but not oversized.
 Developer responsible for 100% of Advance Road Frontage

Planned Frog Pond Park – Advance Road Frontage = 750 feet
 City responsible for 100% of Advance Road Frontage

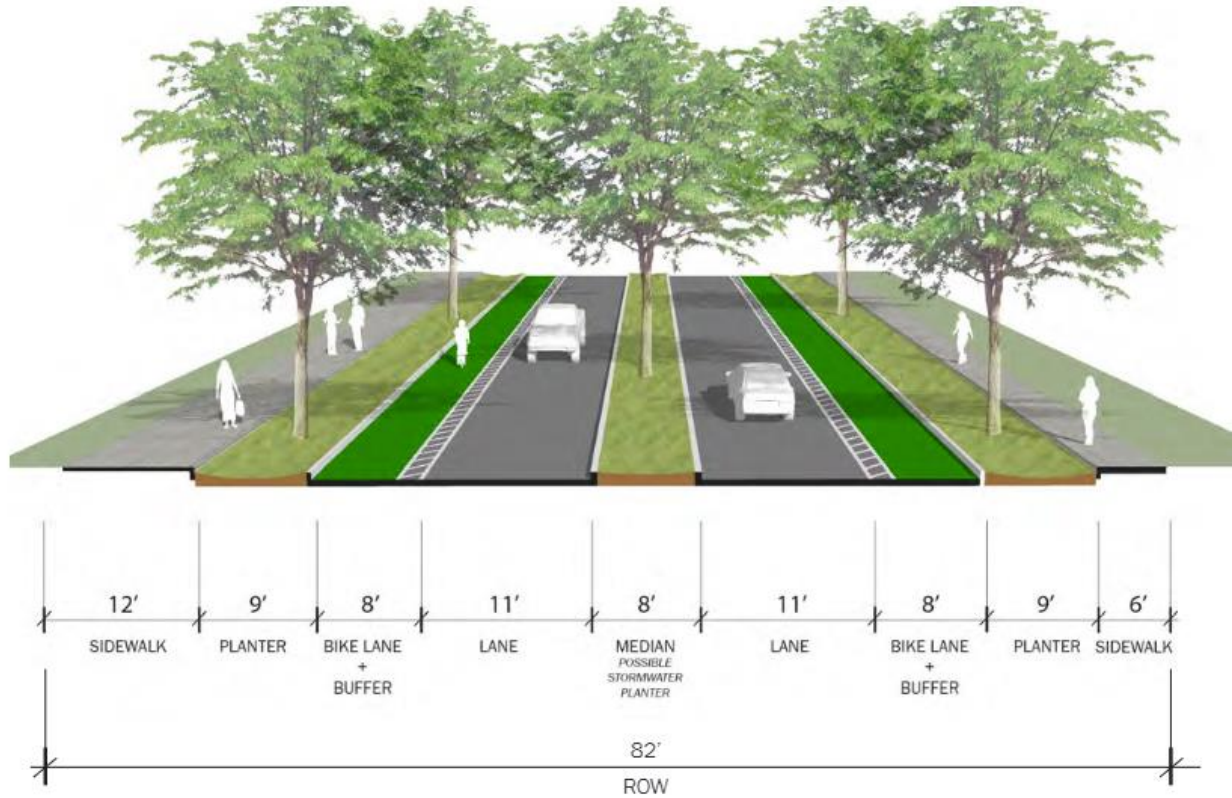
Remainder of Advance Road Frontage = 850 feet
 Developer responsible for Local Portion, with Oversized Portion Eligible for SDC Credit

City Transportation CIP = 750/2100 (35.7143%)

Developer Responsibility = $(500/2100) * 100\% + (850/2100) * 72.3\% = (53.07381\%)$
 Oversized Portion (SDC Credit Eligible) = $(850/2100) * 27.7\% = (11.2119\%)$

60TH AVENUE (NORTH OF ADVANCE ROAD)

Figure 23. Cross Section of SW 60th Avenue North of SW Advance Road



SW 60TH AVENUE

Total Right of Way Width (West Side) = 44 feet

Developer Responsibility (Local Portion)

- 20 feet of Pavement
 - Travel Lane = 11 feet
 - Bike Lane = 8 feet
 - Median = 1 feet

9 feet of Planter
 5 feet of Sidewalk

Total = 34 feet (77.3%)

Oversized Portion (SDC Credit Eligible)

- 3 feet of Median
- 7 feet of Sidewalk

Total = 10 feet (22.7%)

Total Right of Way Width (East Side) = 38 feet

Developer Responsibility (Local Portion)

- 20 feet of Pavement
 - Travel Lane = 11 feet
 - Bike Lane = 8 feet
 - Median = 1 feet
- 9 feet of Planter
- 5 feet of Sidewalk

Total = 34 feet (89.5%)

Oversized Portion (SDC Credit Eligible)

- 3 feet of Median
- 1 feet of Sidewalk

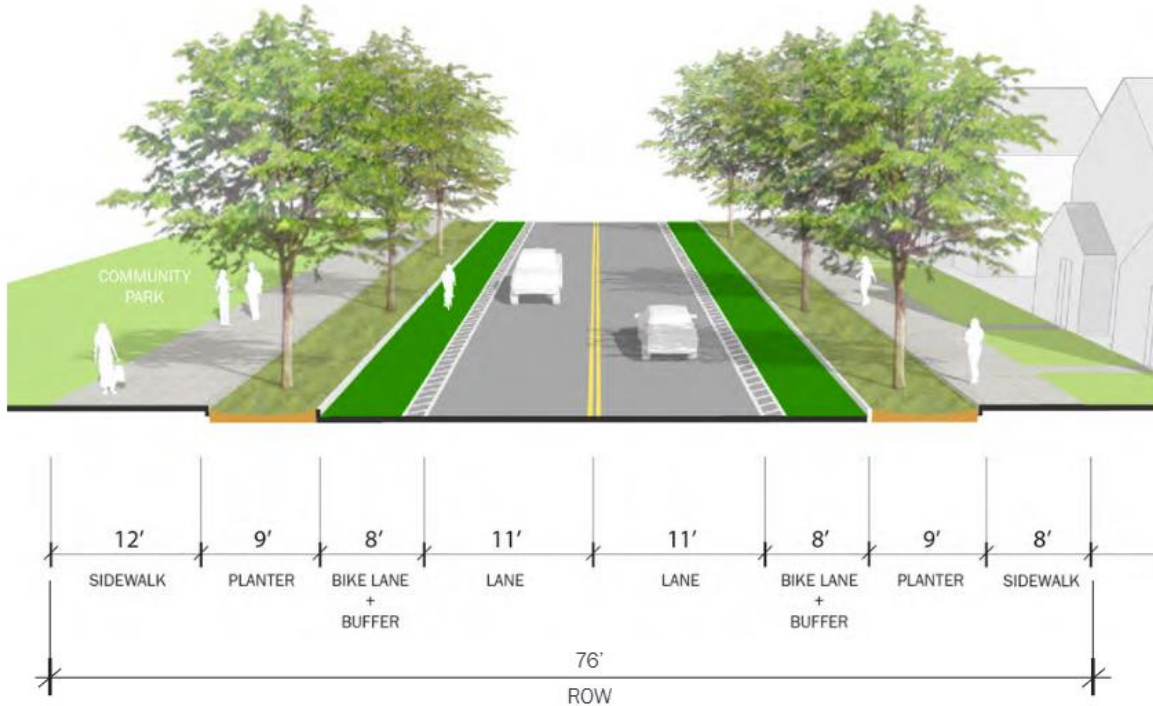
Total = 4 feet (10.5%)

Total Developer Responsibility (Local Portion) = 68/82 (82.9%)

Total Oversized Portion (SDC Credit Eligible) = 14/82 (17.1%)

60TH AVENUE (SOUTH OF ADVANCE ROAD)

Figure 24. Cross Section of SW 60th Avenue Collector



SW 60TH AVENUE COLLECTOR

The entirety of the west half of the 60th Avenue fronts the Planned Frog Pond Park owned by the City of Wilsonville and the already developed Meridian Creek Middle School property owned by the

West Linn-Wilsonville School District. For the purposes of this analysis, it is assumed that the City will be 100% responsible of the 60th Avenue Road Frontage.

Total Right of Way Width (East Side) = 36 feet

Developer Responsibility (Local Portion)

- 20 feet of Pavement
 - Travel Lane = 11 feet
 - Bike Lane = 8 feet
 - Sidewalk = 1 feet
- 9 feet of Planter
- 5 feet of Sidewalk

Total = 34 feet (94.4%)

Oversized Portion (SDC Credit Eligible)

- 2 feet of Sidewalk

Total = 2 feet (5.6%)

Total
 City Transportation CIP = 50%
 Developer Responsibility = 44.4%
 Oversized Portion (SDC Credit Eligible = 5.6%

Parks

Parks Improvements Funding

| Facility Name | Project | Total Capital Cost (2023\$) | Local Elements (non creditable) % | Parks SDC Credit % | CIP Funds % | Developer Cost \$ | Parks SDC Credit \$ | City Cost \$ | Total Cost \$ |
|------------------------------|---------|-----------------------------|-----------------------------------|--------------------|-------------|-------------------|---------------------|--------------|---------------------|
| FROG POND EAST NEIGHBORHOOD | Trails | \$ 2,373,525 | 0.0% | 100.0% | 0.0% | \$ - | \$ 2,373,525 | \$ - | \$ 2,373,525 |
| FROG POND SOUTH NEIGHBORHOOD | Trails | \$ 2,244,060 | 0.0% | 100.0% | 0.0% | \$ - | \$ 2,244,060 | \$ - | \$ 2,244,060 |
| TOTAL COST | | \$ 4,617,585 | | | | \$ - | \$ 4,617,585 | \$ - | \$ 4,617,585 |

Parks Improvements Funding Assumptions:

FROG POND EAST NEIGHBORHOOD TRAILS
 BPA Trail is 100% Parks SDC Credit Eligible.
 Connections between the BPA Trail and neighborhood is 100% developer responsibility.

FROG POND SOUTH NEIGHBORHOOD TRAILS
 Main Trail is 100% Parks SDC Credit Eligible.
 Connections between the Main Trail and neighborhood is 100% developer responsibility.

Sanitary Sewer

Sanitary Sewer Improvements Funding

| Facility Name | Project | Total Capital Cost (2023\$) | Local Elements (non creditable) % | Sewer SDC Credit % | CIP Funds % | Developer Cost \$ | Sewer SDC Credit \$ | City Cost \$ | Total Cost \$ |
|---------------------------|------------------------|-----------------------------|-----------------------------------|--------------------|-------------|---------------------|---------------------|--------------|---------------------|
| ADVANCE ROAD | 10" Sewer Main | \$ 492,230 | 90.62% | 9.38% | 0.00% | \$ 446,059 | \$ 46,171 | \$ - | \$ 492,230 |
| STAFFORD ROAD | 12" Sewer Main | \$ 1,447,380 | 85.29% | 14.71% | 0.00% | \$ 1,234,470 | \$ 212,910 | \$ - | \$ 1,447,380 |
| KAHLE WEST NEIGHBORHOOD | Lift Station & Force M | \$ 3,178,660 | 100.00% | 0.00% | 0.00% | \$ 3,178,660 | \$ - | \$ - | \$ 3,178,660 |
| KAHLE EAST NEIGHBORHOOD | Lift Station & Force M | \$ 2,485,400 | 100.00% | 0.00% | 0.00% | \$ 2,485,400 | \$ - | \$ - | \$ 2,485,400 |
| ADVANCE EAST NEIGHBORHOOD | Lift Station & Force M | \$ 2,485,400 | 100.00% | 0.00% | 0.00% | \$ 2,485,400 | \$ - | \$ - | \$ 2,485,400 |
| SOUTH NEIGHBORHOOD | Lift Station & Force M | \$ 2,764,064 | 100.00% | 0.00% | 0.00% | \$ 2,764,064 | \$ - | \$ - | \$ 2,764,064 |
| TOTAL COST | | \$12,853,134 | | | | \$12,594,053 | \$ 259,081 | \$ - | \$12,853,134 |

Sanitary Sewer Improvements Funding Assumptions:

The oversize portion of a pipeline that is eligible for Sewer SDC Credit for the purposes of this analysis is based on the linear foot cost difference for different sizes of sewer pipe according 2022 Oregon Department of Transportation average construction bid pricing as follows. Sewer SDC Credits will be based on actual oversize costs at the time of construction.

- 8" Sanitary Sewer Pipe - \$145.00 per linear foot (Developer Responsibility – Local Portion)
- 10" Sanitary Sewer Pipe - \$160.00 per linear foot (9.38% Oversize)
- 12" Sanitary Sewer Pipe - \$170.00 per linear foot (14.71% Oversize)

Water

Water Improvements Funding

| Facility Name | Project | Total Capital Cost (2023\$) | Local Elements (non creditable) % | Water SDC Credit % | CIP Funds % | Developer Cost \$ | Water SDC Credit \$ | City Cost \$ | Total Cost \$ |
|-------------------------------------|----------------------|-----------------------------|-----------------------------------|--------------------|-------------|---------------------|---------------------|---------------------|---------------------|
| STAFFORD ROAD | 12" main | \$ 1,170,620 | 67.0% | 33.0% | 0.0% | \$ 784,315 | \$ 386,305 | \$ - | \$ 1,170,620 |
| ADVANCE ROAD | 12" main | \$ 425,680 | 67.0% | 33.0% | 0.0% | \$ 285,206 | \$ 140,474 | \$ - | \$ 425,680 |
| KAHLE WEST NEIGHBORHOOD | 12" main - Kahle Roa | \$ 585,310 | 67.0% | 33.0% | 0.0% | \$ 392,158 | \$ 193,152 | \$ - | \$ 585,310 |
| KAHLE WEST NEIGHBORHOOD | 12" main - Interior | \$ 601,800 | 67.0% | 33.0% | 0.0% | \$ 403,206 | \$ 198,594 | \$ - | \$ 601,800 |
| KAHLE EAST NEIGHBORHOOD | 12" main | \$ 1,311,720 | 67.0% | 33.0% | 0.0% | \$ 878,852 | \$ 432,868 | \$ - | \$ 1,311,720 |
| 60th AVENUE, BRISBAND | 12" main | \$ 1,504,500 | 67.0% | 33.0% | 0.0% | \$ 1,008,015 | \$ 496,485 | \$ - | \$ 1,504,500 |
| FROG POND WEST EXTENSION | 12" main | \$ 372,470 | 67.0% | 33.0% | 0.0% | \$ 249,555 | \$ 122,915 | \$ - | \$ 372,470 |
| BOECKMAN CREEK X-ING (Frog Pond Ln) | 12" main | \$ 1,360,000 | 0.0% | 0.0% | 100.0% | \$ - | \$ - | \$ 1,360,000 | \$ 1,360,000 |
| 60th AVENUE (South of Advance) | 12" main | \$ 1,755,250 | 67.0% | 33.0% | 0.0% | \$ 1,176,018 | \$ 579,233 | \$ - | \$ 1,755,250 |
| MERIDIAN CREEK X-ING | 12" main | \$ 340,000 | 67.0% | 33.0% | 0.0% | \$ 227,800 | \$ 112,200 | \$ - | \$ 340,000 |
| TOTAL COST | | \$ 9,427,350 | | | | \$ 5,405,125 | \$ 2,662,226 | \$ 1,360,000 | \$ 9,427,350 |

Water Improvements Funding Assumptions:

The oversize portion of a pipeline that is eligible for Water SDC Credit for the purposes of this analysis is based on the linear foot cost difference for different sizes of water pipe according 2022 Oregon Department of Transportation average construction bid pricing as follows. Water SDC Credits will be based on actual oversize costs at the time of construction.

- 8" Water Pipe - \$146.41 per linear foot (Developer Responsibility – Local Portion)

12" Water Pipe - \$218.52 per linear foot (67% Oversize)

Storm Drainage

Storm Drainage Improvements Funding

| Facility Name | Project | Total Capital Cost (2023\$) | Local Elements (non creditable) % | Storm SDC Credit % | CIP Funds % | Developer Cost \$ | Storm SDC Credit \$ | City Cost \$ | Total Cost \$ |
|-------------------------------------|--------------------------|-----------------------------|-----------------------------------|--------------------|-------------|---------------------|---------------------|--------------|---------------------|
| K1 / Advance/60th | 30" Storm Main | \$ 249,008 | 100.0% | 0.0% | 0.0% | \$ 249,008 | \$ - | \$ - | \$ 249,008 |
| K1 / Advance/60th | 24" Storm Main | \$ 1,359,925 | 100.0% | 0.0% | 0.0% | \$ 1,359,925 | \$ - | \$ - | \$ 1,359,925 |
| K1 / Advance/60th | 18" Storm Main | \$ 837,795 | 100.0% | 0.0% | 0.0% | \$ 837,795 | \$ - | \$ - | \$ 837,795 |
| K1 / East of 60th, South of Advance | 24" Storm Main | \$ 796,670 | 100.0% | 0.0% | 0.0% | \$ 796,670 | \$ - | \$ - | \$ 796,670 |
| K1 / East of 60th, South of Advance | 18" Storm Main | \$ 2,903,600 | 100.0% | 0.0% | 0.0% | \$ 2,903,600 | \$ - | \$ - | \$ 2,903,600 |
| K1 / East of 60th, South of Advance | Regional Facility | \$ 475,125 | 100.0% | 0.0% | 0.0% | \$ 475,125 | \$ - | \$ - | \$ 475,125 |
| K1 | 30" Outfall | \$ 131,250 | 100.0% | 0.0% | 0.0% | \$ 131,250 | \$ - | \$ - | \$ 131,250 |
| K2 | Storm Mains | \$ 1,304,256 | 100.0% | 0.0% | 0.0% | \$ 1,304,256 | \$ - | \$ - | \$ 1,304,256 |
| M1 | Storm Mains, Outfall | \$ 4,021,918 | 100.0% | 0.0% | 0.0% | \$ 4,021,918 | \$ - | \$ - | \$ 4,021,918 |
| M2 | Storm Mains, Outfall | \$ 767,575 | 100.0% | 0.0% | 0.0% | \$ 767,575 | \$ - | \$ - | \$ 767,575 |
| M3 | 24" Storm Main | \$ 609,140 | 100.0% | 0.0% | 0.0% | \$ 609,140 | \$ - | \$ - | \$ 609,140 |
| M3 | 18" Storm Main | \$ 369,600 | 100.0% | 0.0% | 0.0% | \$ 369,600 | \$ - | \$ - | \$ 369,600 |
| M3 | 18" Storm Main | \$ 1,924,808 | 100.0% | 0.0% | 0.0% | \$ 1,924,808 | \$ - | \$ - | \$ 1,924,808 |
| M3 | 24" Outfall | \$ 131,250 | 100.0% | 0.0% | 0.0% | \$ 131,250 | \$ - | \$ - | \$ 131,250 |
| N1 | St. Mains, Reg. Facility | \$ 659,225 | 100.0% | 0.0% | 0.0% | \$ 659,225 | \$ - | \$ - | \$ 659,225 |
| N1 | 18" Storm Main | \$ 1,924,808 | 100.0% | 0.0% | 0.0% | \$ 1,924,808 | \$ - | \$ - | \$ 1,924,808 |
| N2 | St. Mains, Reg. Facility | \$ 2,485,196 | 100.0% | 0.0% | 0.0% | \$ 2,485,196 | \$ - | \$ - | \$ 2,485,196 |
| N3 | Storm Mains, Outfall | \$ 2,279,571 | 100.0% | 0.0% | 0.0% | \$ 2,279,571 | \$ - | \$ - | \$ 2,279,571 |
| N4 | Storm Mains, Outfall | \$ 2,127,148 | 100.0% | 0.0% | 0.0% | \$ 2,127,148 | \$ - | \$ - | \$ 2,127,148 |
| N5 | Storm Mains, Outfall | \$ 350,259 | 100.0% | 0.0% | 0.0% | \$ 350,259 | \$ - | \$ - | \$ 350,259 |
| TOTAL COST | | \$25,708,127 | | | | \$25,708,127 | \$ - | \$ - | \$25,708,127 |

Storm Drainage Improvements Funding Assumptions:

All identified storm drainage facilities do not provide additional capacity and only serve the Frog Pond East and South development areas. As a result, the identified storm drainage facilities are 100% developer responsibility.



Appendix H. Infrastructure Funding Plan



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Memorandum

Date 3 June 2015
To Chris Neamtzu, City of Wilsonville
From Brian Vanneman, Leland Consulting Group
CC Joe Dills, Angelo Planning Group
Subject **Frog Pond Area Plan: Infrastructure Funding Strategy**
Project 5462 Frog Pond

INTRODUCTION AND EXECUTIVE SUMMARY

The Frog Pond Area Plan, led by the City of Wilsonville, will establish a vision for the 500-acre Frog Pond area and define expectations for the type of community it will be in the future. This memorandum is a part of the Frog Pond Area Plan and summarizes Leland Consulting Group's (LCG) infrastructure funding analysis and proposed strategy, which has been developed in collaboration with City of Wilsonville Community Development, Public Works, and Economic Development staff, and the Angelo Planning Group (APG) team. The types of infrastructure evaluated in this memorandum are transportation, sanitary sewer, water, stormwater, and parks.

Key findings and recommendations of this funding strategy include:

- **Funding strategies vary depending on the category and scale of infrastructure.** *“Local”* infrastructure will be paid for by developers, *“framework”* infrastructure such as Frog Pond arterial roads will be shared between developers and the City when oversizing is involved, and *“major off-site”* infrastructure will be built and paid for by the City through the Capital Improvement Projects (CIP) program. Descriptions of these three infrastructure categories and who pays for what infrastructure begins on page 4.
- **There are more than 40 different infrastructure projects proposed for the 500-acre Frog Pond Area.** The costs of these facilities have been estimated by DKS Associates (DKS), Murray, Smith & Associates, Inc. (MSA), and the City. Each of these facilities falls into one of the three categories listed above. A complete list of the infrastructure facilities and the recommended funding strategy for each begins on page 10.
- **This funding strategy defines two “reimbursement areas”—one for the West (“RA-W”) and East and South (“RA-E”) Neighborhoods—along with several infrastructure funding strategies that could be used in these areas.** In each reimbursement area, a number of framework infrastructure projects will benefit properties throughout the area. Therefore, the costs of these projects should be equitably distributed among multiple property owners, since there is currently no major, well-capitalized master developer capable of undertaking major infrastructure improvements within Frog Pond. For example, upgrades to Boeckman and Stafford Roads, and two new Neighborhood Parks, will benefit the entire West Neighborhood (and the City as a whole), and their cost cannot be carried by any single property owner.
- **The primary tools by which framework projects in the RA are likely to be funded are developer-initiated reimbursement districts, local improvement districts (LID), and city-initiated reimbursement districts.** These options can also be mixed and matched—both reimbursement districts and LIDs could be implemented to fund different projects in RA-W and –E. Both reimbursement districts and LIDs are tools whereby infrastructure is built upfront by a developer or the City, and the developer is then reimbursed for cost via fees or assessments from property

owners over time. A description of framework infrastructure and potential funding strategies begins on page 5.

- **The total cost of framework projects proposed to be paid for through reimbursement districts or LIDs is estimated to be \$10.6 and \$11.0 million respectively in the RA-W and RA-E, so these projects will therefore be a significant funding obligation for the developer or City.** However, these investments will be phased; while the RA-W improvements could be needed within the next few years, the RA-E may not be needed for some time.
- **Development in the Frog Pond area will generate significant SDC revenues, ranging from \$46.8 to \$55.4 million depending on which land use option is selected.** Several different variations of CIP-related revenues and costs are evaluated beginning on page 14. In this context, “revenues” are Systems Development Charges (SDCs, fees paid by developers when applying for building permits) and “costs” are infrastructure paid for by the CIP fund. (Costs associated with reimbursement districts or LIDs are not considered in this calculation since they will be financed and reimbursed separately.) If projected revenues from all three Frog Pond neighborhoods (West, East, and South) are taken into account, SDC revenues should exceed allocated CIP costs. If only the West Neighborhood is considered, then there is a funding gap for transportation, of \$1 million for Option D and \$1.95 million for Option E, due to CIP contributions to the Boeckman Road Bridge, and Boeckman and Stafford Road Urban Upgrade projects. There is a small sanitary sewer surplus (just under \$160,000 for Option E). Water, Stormwater, and Parks SDCs show a surplus.
- **The proposed reimbursement areas will likely pass on most of the framework infrastructure costs to the developers and homebuilders who invest in Frog Pond via a cost allocation (fee or assessment) for each unit of housing.** Because different costs will be passed on to the West and East/South Neighborhoods, and there are different land use options (D and E), this per-unit cost allocation can vary. In the West Neighborhood, this reimbursement district fee is likely to be between \$14,100 (Option D) and \$17,000 (Option E), for the East and South Neighborhoods, it is likely to be between (\$7,500 and \$9,100), since more homes and commercial development are planned East of Stafford Road, but comparatively less infrastructure costs. This calculation is shown on page 18. It should be noted that there are different approaches (i.e., per acre) to calculating proportionate shares for reimbursement districts. For purposes of this memo, a per-door cost has been used.

TYPES OF INFRASTRUCTURE

This memorandum proposes a funding strategy for the following five types of infrastructure: transportation, sanitary sewer, water, stormwater, and parks. These are the types of infrastructure that are essential to new residential communities, and the City will play some role in the provision of this infrastructure. Collectively, this infrastructure includes arterial and collector roads, sanitary sewer pipes and pump stations, water pipes and reservoirs, stormwater detention ponds and detention basins, and trails and parks. Other types of infrastructure—particularly utilities such as power and cable—will be needed for Frog Pond, but are not paid for in whole or part by the City of Wilsonville and are therefore not considered here.

Infrastructure cost estimates for Frog Pond were completed by DKS Associates (transportation), Murray, Smith & Associates, Inc. (sanitary sewer, water, and stormwater), and the City of Wilsonville (parks). The City of Wilsonville’s Engineering Division provided actual costs (engineering estimates or contractor bids) for more than 20 completed residential subdivision projects that were built in the city between 2005 and 2014. The primary sources for the cost estimates used here are listed below. Additional supplementary sources used can be found in the Appendices.

- *Frog Pond Area Plan – Future Transportation Analysis*, September 24, 2014, DKS Associates, and subsequent refinements to cost estimates (received May 27, 2015).
- *Frog Pond Area Plan – Concept Plan Infrastructure Analysis*, Murray, Smith & Associates, Inc., March 18, 2015.

Figures 1 and 2 below are representative images from the analysis prepared by DKS and MSA that show the location and types of infrastructure planned for Frog Pond. They are intended to be illustrative rather than a complete catalog of infrastructure. Figure 1 shows transportation infrastructure such as streets and trails. Figure 2 shows the sanitary sewer, water, and stormwater infrastructure proposed for the Frog Pond West Neighborhood (as red, blue, and green lines, respectively).

This memorandum does not contain detailed descriptions or specifications about the infrastructure to be funded. For example, DKS' recommendation is that the Advance Road Urban Upgrade project would upgrade "the existing road to a 3-lane cross section with sidewalks and bike lanes, which would be similar for either a Collector or Minor Arterial..." For such detailed descriptions of Frog Pond infrastructure, please consult the work prepared by DKS, MSA, and Angelo Planning Group (APG).

Figure 1. Auto, Bicycle and Pedestrian Transportation Infrastructure Diagram (DKS)

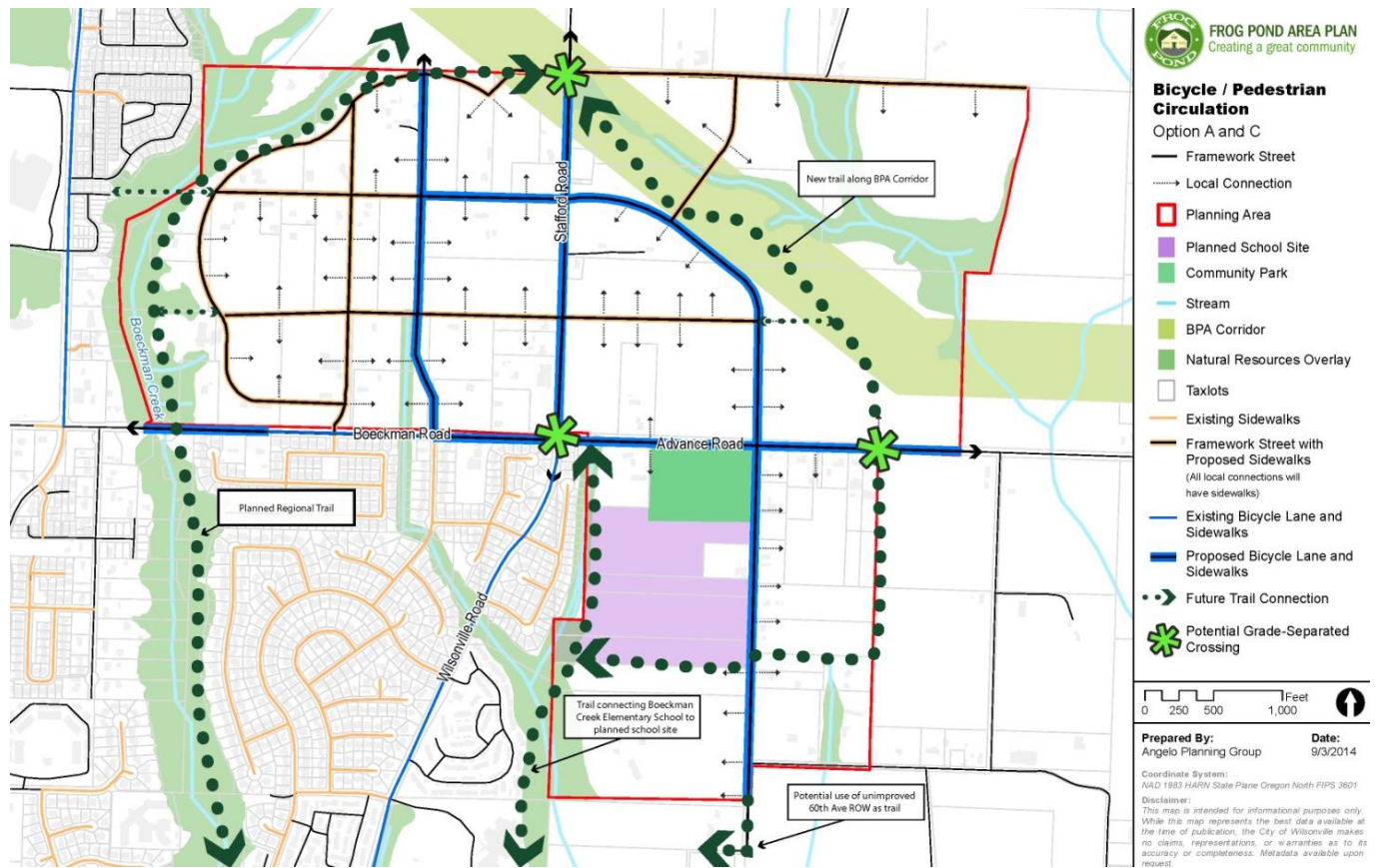
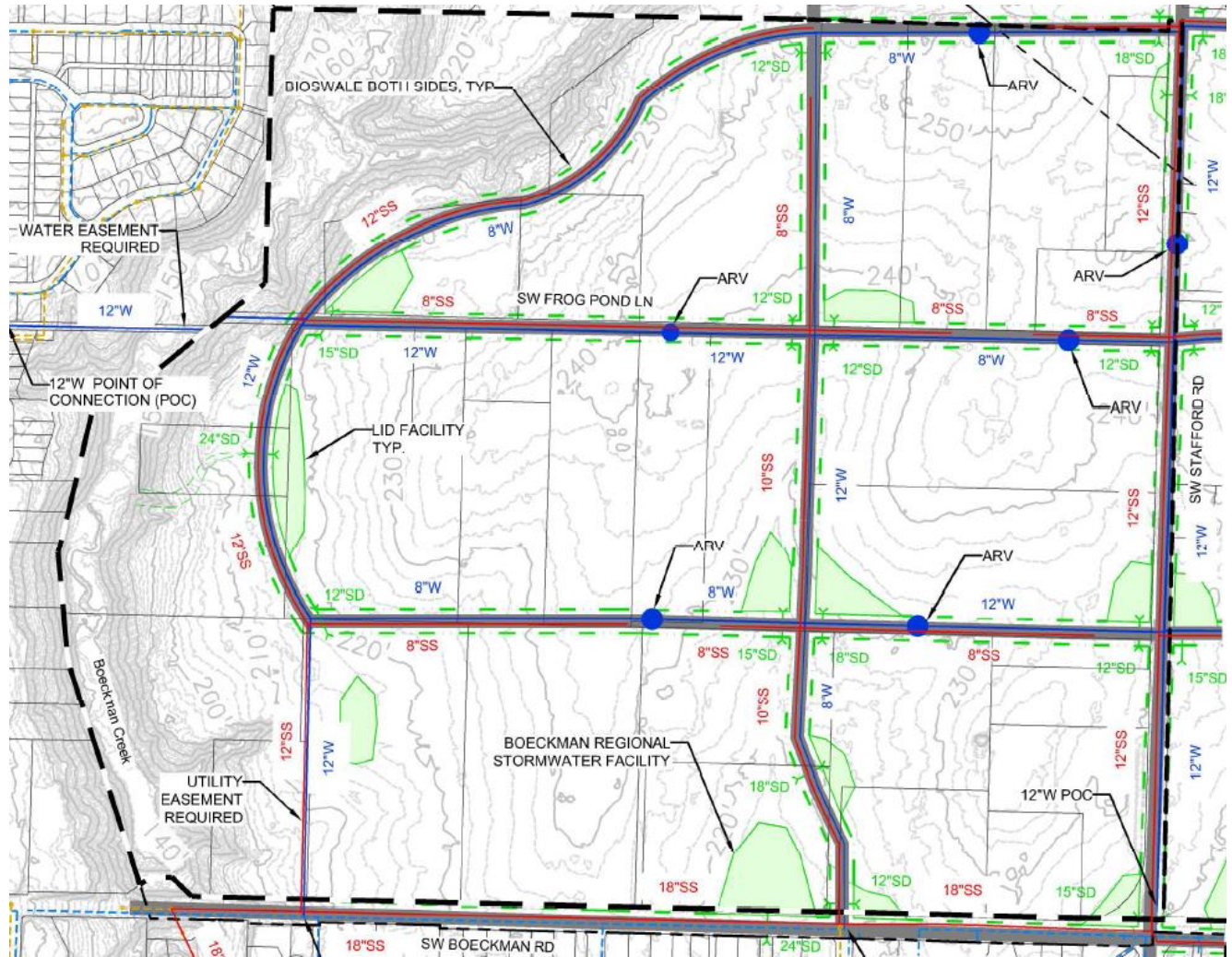


Figure 2. Frog Pond Composite Utility Plan – West Neighborhood (MSA)



INFRASTRUCTURE CATEGORIES AND FUNDING APPROACHES

There are three different categories or scales of infrastructure, which are listed below. It is important to distinguish between each of these infrastructure categories because different approaches to and sources of funding (e.g., City or developer) are typically used for each of the different categories. This funding strategy also recommends different approaches for each of these infrastructure categories.

- “Local” or “on-site” infrastructure;
- “Major off-site” infrastructure; and
- “Framework” or “major framework” infrastructure.

Local or On-Site Infrastructure

- “Local” or “on-site” infrastructure is located on or adjacent to a development property and largely serves the development (residential or commercial) that is on the site. This infrastructure may be of any type—transportation, sanitary sewer, water, stormwater, or parks.

- The City’s policy is that this infrastructure is built and largely paid for by developers. The City may participate via SDC credits for oversized components (explained in the Framework Infrastructure section below).
- An example of local infrastructure is a local street 8-inch water line or sewer line that will serve a development site.
- The costs of the most local level of on-site infrastructure (with no oversized component) are not considered in this funding strategy since these are the responsibility of individual developers. These developer costs, are however, considered separately, in the Land Development Financial Analysis memorandum.
- This funding strategy recommends that developers continue to pay for local infrastructure up front, while receiving SDC credits for oversized components, in keeping with the City’s policies.

Major Off-Site Infrastructure

- Major off-site infrastructure is infrastructure that is located outside of the 500-acre Frog Pond concept plan boundary.
- Examples include the West Side (water) Reservoir, Boeckman Trunk Sewer Line, Memorial Park Pump Station (MPPS), Boeckman Road Bridge, and Stafford Road—65th Ave Intersection Improvements.
- One reason this infrastructure is different from framework infrastructure is that a greater share of its capacity is needed to serve other parts of the City. Put another way, these are projects of citywide importance. For example, MSA has estimated that 25 percent of the capacity of the West Side Reservoir is needed for Frog Pond; the other 75 percent is needed to support growth in other parts of the City.
- For this reason, major off-site infrastructure is built and paid for by the City of Wilsonville through the CIP. SDCs are the primary source of funding for CIP facilities intended to provide capacity for growth; additional funding may come from utility rate funds, general fund reserves, transfers from other government agencies, and urban renewal funds (within urban renewal areas).
- Information on the City’s capital projects program can be found at:
<http://www.ci.wilsonville.or.us/DocumentCenter/View/7317>

Framework Infrastructure

- “Framework” or “major framework” infrastructure is larger than local infrastructure, serves many properties within Frog Pond, and is located within or adjacent to the Frog Pond boundary.
- Examples include upgrades to Boeckman and Stafford Roads, which will serve all of the homes planned for Frog Pond, as well as (to some degree) residents and businesses elsewhere in the City. Another example is the “oversized” water line in Stafford Road.
- In terms of scale and location, framework infrastructure is between local and major off-site infrastructure. However, there are likely to be more policy and logistical choices associated with framework than local or major off-site infrastructure.
- There is a developer and City share of most framework infrastructure, meaning that some part of the costs is paid for by both parties. This is in recognition that this larger infrastructure serves both the immediately surrounding development, as well as current and future residents and businesses. The developer share is the minimum size of the facility that is required by the City to serve the proposed development. For roads, the minimum required size is 24 feet from face of curb, or 48 feet if developers control both sides of the road. For sewer and water pipes, the minimum required pipe size

is 8 inches. The size of the facility beyond this minimum required size is the “oversize” amount, which is the City’s responsibility.

- These facilities may be built and paid for by developers, or by the City. If developers build the facility, they typically pay directly for the entire facility; the City contributes its (oversize) share via SDC credits, which developers can count against the SDC fees they owe at the time of building permit issuance. Several additional framework infrastructure funding strategies are described in the section below.
- This funding strategy recommends that the City consider taking an assertive and creative approach to coordinate the building of framework infrastructure and consider the tools described below, such as developer- and City-initiated reimbursement districts, and local improvement districts (LIDs). This is in part because there is at present no master developer at Frog Pond, and thus no known, well-capitalized party capable of financing major framework infrastructure.

FRAMEWORK INFRASTRUCTURE FUNDING STRATEGIES

While the appropriate funding strategy for local and major off-site improvements is relatively straightforward (developer and CIP funding, respectively), funding for framework infrastructure requires more careful consideration for several reasons:

- Framework infrastructure costs are significant—greater than local infrastructure—and must be paid for early in the development process, while the revenues that offset those costs (such as fees, lot or home sales) come later and may take place over many years, inferring that a financing mechanism or other approach is needed.
- The infrastructure will benefit multiple properties. The costs and benefits of infrastructure are not necessarily evenly divided among parties. For example, a 2.5-acre neighborhood park could theoretically be sited on a 5-acre property. While the land and construction cost for this park would typically fall to the developer, property owners and future residents throughout the West Neighborhood will benefit from the park. Thus, the cost would be concentrated and the benefit widespread. A mechanism that can distribute the costs among multiple parties is therefore needed.
- At this time, the City cannot rely on a “master developer” who would fund major projects as part of developing a significant part of Frog Pond West. As stated above, there is as yet no master developer or major land owners in the Frog Pond Area and thus no known, well-capitalized party capable of financing such major framework infrastructure. Currently, property is divided amongst many land owners. There are 26 property owners in the West Neighborhood, and the average property size is 5 acres. The largest ownership is 25 acres and the smallest is 0.9 acres.
- City action that helps to implement framework infrastructure will show momentum and public commitment to moving Frog Pond forward in a phased and logical manner. Cities often use their ability to invest in infrastructure to strategically advance the development of employment, residential, and mixed use areas.
- Without a larger funding strategy, small early developers in Frog Pond could struggle to make the infrastructure improvements necessary to develop their sites.

Reimbursement Areas

Given this context for framework infrastructure, an important component of this funding strategy is two “reimbursement areas”—one that encompasses infrastructure related to the West Neighborhood (RA-W), and one that encompasses infrastructure related to the East and South Neighborhoods (RA-E).

These reimbursement areas could incorporate some or all of the following specific funding tools, several of which are described in greater detail below:

- Reimbursement districts (RD), either developer or city initiated. Within each reimbursement *area* (West and East), numerous individual reimbursement *districts* could exist.
- LID, either developer or city initiated; or Advance Finance Districts (AFD), a variation on LID.
- Supplemental SDC.
- Expansion of the types of facilities that are considered SDC creditable by the City.
- Direct CIP investments.

The basic principles behind RD, LID, and supplemental SDCs are relatively similar: infrastructure is built and paid for in advance, and fees paid by property owners or developers over time serve to pay the principal, interest, and administrative costs associated with funding the original infrastructure.

There are approximately \$10.6 million of major framework project costs within the RA-W, associated with the projects listed below. A detailed list of all projects, and the portion that RA-W would pay, is included in Tables 1 through 3, which begin on page 11.

- Two Neighborhood Parks in the West Neighborhood;
- Boeckman Road Urban Upgrade, including associated sewer and water lines in the right of way;
- Stafford Road Urban Upgrade, including associated sewer and water lines in the right of way; and
- Boeckman/Stafford Traffic Signal.

There are approximately \$11.0 million of major framework project costs within the RA-E, as shown in Tables 1 through 3.

Improvements and funding mechanisms for the RA-W are likely to be needed before RA-E. Improvements and funding mechanisms for RA-W could be initiated following the adoption of the Frog Pond Area Plan and subsequent West Neighborhood Master Plan (Phase 2 of this project). The RA-E would only be initiated when the East and South Neighborhoods are brought into the Urban Growth Boundary and ready for development, which could be many years.

Reimbursement Districts

A reimbursement district is an area within which one party (a developer or the City) builds infrastructure that benefits multiple property owners. The other benefiting property owners pay a reimbursement fee—a pro rata share of the infrastructure costs (determined on a per-unit, lineal foot, or per-acre basis)—to the original developer or City, typically at the time when property owners seek public works permits for development. A single reimbursement district could cover all of the infrastructure in RA-W, or there could be numerous districts to cover different pieces of road, park, sewer, and water infrastructure. Reimbursement district fees are in addition to SDCs.

The City has used reimbursement districts in the past, for example, the City formed the Coffee Lake Drive Sewer Improvements Reimbursement District in 2012. The City's Reimbursement District policies are set forth in section 3.116 of the City Code.

LCG recommends that the following approaches and mechanisms be included in reimbursement districts, which should help to mitigate the costs and risk to the City:

- Developers should be encouraged to form and provide funding for reimbursement district improvements.
- RA-W improvements can be phased. For example, Boeckman Road might be improved before Stafford Road, which would enable developers or the City to stagger or phase its investments and take on smaller amounts of debt at any one time.

- Include an inflationary factor in the calculation of the reimbursement fee, which can help cover the developers or the City's interest carrying costs over time.
- Be prepared to extend the "sunset" time period for the reimbursement district, so that developers or the City can recapture all costs. The sunset time period is pre-set at ten years currently, and can be extended by the City Council for "good cause."

In a developer-initiated reimbursement district, a developer pays directly for the entire facility; the City contributes its (oversize) share via Systems Development Charge (SDC) credits, which developers can count against the SDC fees they owe at the time of building permit issuance.

In a city-initiated reimbursement district, the City would build and pay for the entire facility upfront. The developer (non-oversized) portion would then be charged back to developers via a reimbursement district.

In either case, the upfront capital that pays for reimbursement district improvements must be advanced by developers (from private sources) or the City (from the CIP fund, general fund, or other source), without a secure form of repayment. Therefore, there is financial risk to the party that initiates the district and developers may avoid initiating large-scale reimbursement districts. If development is slower than expected, the developer or City will have to carry the cost of debt service payments for a longer period of time. Fee revenue will also be lower if the amount of development is less than expected (for example, if a property owner is permitted to build 100 homes but only chooses to build 50). However, this particular issue could be addressed by different methodologies, including calculating costs on a per acre basis.

Local Improvement Districts

An LID is similar to a reimbursement district in that the cost of infrastructure that benefits multiple property owners is divided among those property owners in an equitable manner, and paid by an assessment. Like reimbursement districts, LIDs may be initiated by property owners or the City. One or more LIDs could be used in RA-W and RA-E, in conjunction with or in place of reimbursement districts.

LIDs differ from reimbursement districts in the following important ways:

- Typically, a majority (50% plus one) of property owners (weighted by the amount of area they own) must sign a petition in support of initiating the district. (The establishment of a reimbursement district is a discretionary decision made by the city council.) Naturally, this requires the support of property owners, and outreach and discussion among property owners may require considerable time.
- Assessments may be paid in a lump sum or financed over time at the property owner's discretion. Assessments are due upon allocation of costs. As noted above, fees are typically due later in a reimbursement district, when property owners seek public works permits.
- The LID creates a lien against each individual's property until all assessments are paid in full. This is seen as a negative by lenders, whose strong preference is that there be no other claims on the property on which they are making a loan, and often by property owners. This is a positive since the lien creates a secure income stream against which the City can issue bond debt. Whether an LID is initiated by property owners or the City, LID debt is always issued by a government agency, and thus takes advantage of low interest rates.

Thus, LIDs are a financing mechanism that can create capital for construction. By contrast, the capital for a reimbursement district must be advanced by the City (from the City's various infrastructure-related funds and may or may not include issuance of City debt) or developers (from private sources).

Additional details regarding LIDs can be found in Oregon Revised Statutes (ORS) Chapter 223: Local Improvements and Works.

Other Approaches to Framework Infrastructure

In addition to the reimbursement district and LID funding tools described above, the following tools help with the funding of framework infrastructure in the two reimbursement areas:

- *Supplemental SDC.* The City could establish an additional, supplemental SDC specific to Frog Pond. Functionally, this would be similar to a reimbursement district that covered all of the major framework costs associated with the entire RA-W or RA-E—a new fee would be put in place to help pay for these costs.
- *Expansion of the types of facilities that are considered SDC creditable by the City.* For example, certain park improvements could be considered SDC creditable, which would provide an extra incentive for developers to make those improvements. Such an approach was taken in Villebois, where certain park improvements were creditable. This could reduce SDC receipts which would be used to help fund CIP projects elsewhere.
- *Direct CIP investments.* As described elsewhere, the City could potentially fund additional projects or portions of projects, such as the Boeckman or Stafford Road upgrades, through the CIP. An analysis of each infrastructure component may be appropriate to determine if doing so would require deferring or reprioritizing other projects already on the list.

OTHER FUNDING SOURCES

In a small number of cases, there are additional funding sources that are expected to supplement those described above. These additional funding sources are:

- *West Linn - Wilsonville School District.* Two schools will be built within Frog Pond, and the school district is anticipated to pay for some infrastructure needed to serve these schools, such as improvements to Advance Road, Boeckman-Stafford traffic signal, South Neighborhood Collector roads, 12" water main extension, and a pump station and force main. It is important to note that what infrastructure the District will build is subject to the school project's plans and phasing, and the City's review of impacts—all of which are in the pre-application stages. All citations of costs and revenues related to the schools are preliminary and subject to change.
- *Clackamas County.* The County has identified the Stafford Road—65th Avenue Improvements in the agency's transportation system plan. While this project is not likely to be built in the short or medium term (before 10 years), it is included in the list of relevant (off-site) projects in this strategy, and this strategy assumes that the County will take a major role in funding and building the project, with some participation from the City. The cost estimate used in this plan was developed by the County.
- *Urban Renewal.* No City of Wilsonville urban renewal funding for Frog Pond has been assumed as a part of this funding strategy. Conversations with City staff indicate that the City's urban renewal task force has identified investments elsewhere in the City that are likely to be higher priorities.
- *Grants and investments by other government agencies.* Grants are a potential funding source. However, no specific grants have yet been identified that the planning team believes will provide significant infrastructure funding for Frog Pond. Metro's Metropolitan Transportation Improvement Program (MTIP) is one such grant program, which guides how a range of federal and local transportation funds are invested in the region. MTIP funds could be used for major projects associated with Frog Pond, such as the Boeckman Road Bridge, but the collective judgment of City staff and the planning team is that it will be difficult to secure such funds since demand for MTIP funds typically outstrips availability. Nonetheless, it may be worthwhile for project stakeholders to continue to pursue grants and investments by other government agencies.

LIST OF FROG POND INFRASTRUCTURE PROJECTS

Tables 1 through 3 below contain a list of all the infrastructure projects associated with Frog Pond. Projects are grouped by type—transportation, sanitary sewer, water, stormwater, and parks—and then by category—local, framework, and major off-sites.

The “Funding Approach and Notes” column describes LCG’s recommended approach to funding each project, which has been developed in collaboration with the City’s Community Development and Public Works staff and APG team. Much of the information in this column is a recap of the Infrastructure Categories section above. An important premise is that the funding strategy for area within the UGB (the West Neighborhood, Schools, and community park) must stand on its own. The timing of development of the urban reserve areas is too uncertain to rely on for funding of projects that are needed for development of the area within the UGB.

The “Estimates” column shows who produced the cost estimate; in some cases, two cost estimates were completed. The costs columns show what entity or fund is expected to pay for the project.

Total estimated developer costs for RA-W and RA-E are highlighted in yellow at the bottom of Table 3.

Table 1. Frog Pond Infrastructure Cost Summary - Transportation

| Project Category and Name | | Who Builds? | Timing Facility Built with: | Funding Approach and Notes | Estimates by | | Total Cost Est | City Costs | | Developer Costs | | | Other Costs | | City Cost Attributable to FP |
|---------------------------|--|-------------|-----------------------------|--|--------------|-------|---------------------|---------------------|--------------------|---------------------|--------------------|--------------------|--------------------|-----------|------------------------------|
| | | | | | Est 1 | Est 2 | | CIP or Other Fund | SDC Credits | Collectors Locals | RA West (RA-W) | RA East (RA-E) | Amount | Source | |
| Transportation | | | | | | | | | | | | | | | |
| Local | West Neighborhood Collectors | Developer | West | Developers build and receive SDC credits for oversize (generally, roadway > 24' or 48', and bike lanes). | DKS | City | \$9,510,000 | | \$1,585,000 | \$7,925,000 | | | | | \$0 |
| | East Neighborhood Collectors | Developer | East | | DKS | City | \$8,160,000 | | \$1,360,000 | \$6,800,000 | | | | | \$0 |
| | South Neighborhood Collectors | Developer | South | As above; school also pays for proportionate share. | DKS | City | \$3,900,000 | | \$450,000 | \$2,650,000 | | | \$800,000 | School D. | \$0 |
| | Local roads | Developer | Varies | Developers build. No city costs, so costs are not included here. | | City | - | | | | | | | | - |
| Framework | Boeckman Road Urban Upgrade UU-02 (Part 1) | City | West | City builds. South side is city responsibility, north side is developers responsibility and is charged to RDW. | DKS | | \$3,700,000 | \$1,850,000 | | | \$1,850,000 | | | | \$1,850,000 |
| | Boeckman/Stafford Traffic Signal UU-02 (Part 2) | City | West | City builds, charges proportionate shares to RDW, RDE, and school district; city pays for remainder of project via CIP. This could be a gateway treatment than a roundabout. | DKS | | \$500,000 | | | | \$70,000 | \$305,000 | \$125,000 | School D. | \$0 |
| | Stafford Road Urban Upgrade UU-06 Phase 1 | City | West | City builds with West Neighborhood; places reimbursement district on RDW, City (CIP) pays for 14' of 38'. | DKS | | \$3,000,000 | \$1,000,000 | | | \$2,000,000 | | | | \$1,000,000 |
| | Advance Road Urban Upgrade UU-P1 Phase 1A and 1B | City | School | Phase 1A and 1B is the facilities on the south side of Advance that are west of 60th. City builds, school district pays pro rata share. | DKS | | \$1,087,500 | \$543,750 | | | | | \$543,750 | School D. | \$0 |
| | Stafford Road Urban Upgrade UU-06 Phase 2 | City | East | City builds with East Neighborhood, places reimbursement district on RDE, developers pays for all additional roadway. | DKS | City | \$2,000,000 | | | | | \$2,000,000 | | | \$0 |
| | Potential Single-Lane Roundabout or Gateway Treatment on Stafford Road | City | East | Project is only built when E neighborhood develops. City builds, charges proportionate share to RDE. This could be more of a gateway treatment than a roundabout. | DKS | | \$600,000 | \$600,000 | | | | | | | \$0 |
| | Advance Road Urban Upgrade UU-P1 Phase 2 | City | East | Phase 2 is the facilities on the north side of Advance, and all facilities (north and south) east of 60th. City builds, pays for portion outside of FP (south side), charges developer costs to RDE. | DKS | | \$3,262,500 | \$543,750 | | | | \$2,718,750 | | | \$0 |
| Major Off Site | Boeckman Road Bridge Improvements UU-01 | City | TBD | City builds via CIP. This project is of citywide importance and addresses safety issues. | OBEC | | \$12,200,000 | \$12,200,000 | | | | | | | \$4,270,000 |
| | Stafford Rd./65th Ave Improvements SI-03 | County | TBD | Future project; not directly associated with FP. 10% attributable to FP. | County | | \$5,500,000 | \$1,000,000 | | \$0 | | | \$4,500,000 | County | \$100,000 |
| Subtotal | | | | | | | \$53,420,000 | \$17,737,500 | \$3,395,000 | \$17,375,000 | \$3,920,000 | \$5,023,750 | \$5,968,750 | | \$8,907,500 |

Source for all subsequent tables and figures: Leland Consulting Group, based on cost estimates provided by DKS, MSA, and City of Wilsonville.

All figures and funding strategies are preliminary and subject to change.

Table 2. Frog Pond Infrastructure Cost Summary – Sanitary Sewer and Water

| Project Category and Name | | Who Builds? | Timing Facility Built with: | Funding Approach and Notes | Estimates by | | Total Cost Est | City Costs | | | Developer Costs | | | Other Costs | | City Cost Attributable to FP |
|---------------------------|------------------------------|-------------|-----------------------------|--|--------------|-------|---------------------|---------------------|--------------------|--------------------|------------------|--------------------|--------------------|-------------|--|------------------------------|
| | | | | | Est 1 | Est 2 | | CIP or Other Fund | SDC Credits | Collectors Locals | RA West (RA-W) | RA East (RA-E) | Amount | Source | | |
| Sanitary Sewer | | | | | | | | | | | | | | | | \$0 |
| Local | Major Sanitary Lines: West | Developer | West | Developers build, receive SDC credits for oversized components (>8") | MSA | City | \$1,370,000 | | \$80,000 | \$1,290,000 | | | | | | \$0 |
| | Major Sanitary Lines: East | Developer | East | " | MSA | City | \$630,000 | | \$40,000 | \$590,000 | | | | | | \$0 |
| | Major Sanitary Lines: South | Developer | South | " | MSA | City | \$660,000 | | \$35,000 | \$625,000 | | | | | | \$0 |
| | Local SS (8" and smaller) | Developer | Varies | Developers build. No city costs, so costs are not included here. | MSA | City | - | | | | | | | | | - |
| Framework | Boeckman Road SS | City | West | City builds as part of road rebuild, charges developer (non-oversize) portion to RDW. | MSA | | \$680,000 | \$120,000 | | | \$560,000 | | | | | \$120,000 |
| | Stafford Road SS | City | West | City builds with Stafford Road Phase 1, charges developer (non-oversize) costs to RDW and RDE. Rough proportionality of 1/3 demand in West, and 2/3 in East assumed here. | MSA | | \$640,000 | \$50,000 | | | \$196,667 | \$393,333 | | | | \$50,000 |
| | Advance Road SS | City | School | City builds, charges developer (non-oversize) portion to RDE. This project only extends to 60th Ave; SS to the east is not oversized. | MSA | | \$780,000 | \$40,000 | | | | \$740,000 | | | | \$40,000 |
| | Pump station and force main | School | School | School builds, serves school properties. | MSA | | \$1,290,000 | | | | | | \$1,290,000 | School D. | | \$0 |
| Major Off Site | Boeckman Trunk Sewer | City | East | Major off site project, paid by City via CIP. 52% attributable to FP. Likely does not need to be built for the West Neighborhood, Schools, and Parks alone; can be built with East and South Neighborhoods. | MSA | | \$8,000,000 | \$8,000,000 | | \$0 | | | | | | \$4,160,000 |
| | Memorial Park Pump Station | City | West | Major off site project, paid by City via CIP. 48% attributable to FP; however project is not growth related per se; it is in the flood plain and should be upgraded. Does not need to be in place until 40% of West Neighborhood and School is in place. | MSA | | \$5,200,000 | \$5,200,000 | | \$0 | | | | | | \$2,496,000 |
| | Subtotal | | | | | | \$19,250,000 | \$13,410,000 | \$155,000 | \$2,505,000 | \$756,667 | \$1,133,333 | \$1,290,000 | | | \$6,866,000 |
| Water | | | | | | | | | | | | | | | | \$0 |
| Local | Major Water Lines: West | Developer | West | Developers build, receive SDC credits for oversized components (>8" pipe size). | MSA | City | \$2,580,000 | | \$460,000 | \$2,120,000 | | | | | | \$0 |
| | Major Water Lines: East | Developer | East | | MSA | City | \$2,580,000 | | \$470,000 | \$2,110,000 | | | | | | \$0 |
| | Major Water Lines: South | Developer | South | | MSA | City | \$1,860,000 | | \$330,000 | \$1,530,000 | | | | | | \$0 |
| | Local Water (8" and smaller) | Developer | Varies | Developers build. No city costs, so not included here. | MSA | City | \$0 | | | | | | | | | \$0 |
| Framework | Boeckman Road W | City | NA | NA. Water line in Boeckman already exists. | MSA | | \$0 | | | | | | | | | \$0 |
| | Stafford Road W | City | West | Same as Stafford SS. City builds with Stafford Road Phase 1, charges developer (non-oversize) costs to RDW and RDE. Rough proportionality of 1/3 demand in West, and 2/3 in East assumed here. | MSA | | \$1,080,000 | \$200,000 | | | \$293,333 | \$586,667 | | | | \$200,000 |
| | Advance Road W | Shared | School | City builds, charges developer (non-oversize) portion to RDE. | MSA | | \$890,000 | \$160,000 | | | | \$730,000 | | | | \$160,000 |
| Major Off Site | West Side Reservoir | City | West | Major off site project, paid by City via CIP. 25% attributable to FP. | MSA | | \$5,800,000 | \$5,800,000 | | | | | | | | \$1,450,000 |
| | Subtotal | | | | | | \$14,790,000 | \$6,160,000 | \$1,260,000 | \$5,760,000 | \$293,333 | \$1,316,667 | \$0 | | | \$1,810,000 |

Source for all subsequent tables and figures: Leland Consulting Group, based on cost estimates provided by DKS, MSA, and City of Wilsonville. All figures and funding strategies are preliminary and subject to change.

Table 3. Frog Pond Infrastructure Cost Summary – Stormwater and Parks

| Project Category and Name | Who Builds? | Timing Facility Built with: | Funding Approach and Notes | Estimates by | | Total Cost Est | City Costs | | | Developer Costs | | | Other Costs | | City Cost Attributable to FP |
|---------------------------|--|-----------------------------|----------------------------|---|--------|----------------|----------------------|---------------------|--------------------|---------------------|---------------------|---------------------|--------------------|-----------|------------------------------|
| | | | | Est. 1 | Est. 2 | | CIP or Other Fund | SDC Credits | Collectors Locals | RA West (RA-W) | RA East (RA-E) | Amount | Source | | |
| Stormwater | | | | | | | | | | | | | | | \$0 |
| Local | Local storm detention, on development sites. | Developer | Varies | Developers build. No city costs, so not included here. | MSA | City | \$0 | | | \$0 | | | | | \$0 |
| Major | Boeckman Road regional stormwater facility | NA | NA | Included in DKS' roadway cost estimates | MSA | DKS | \$0 | | | | | | | | \$0 |
| Framework | Stafford Road regional stormwater facility | NA | NA | " | MSA | DKS | \$0 | | | | | | | | \$0 |
| | Subtotal | | | | | | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | | \$0 |
| Parks | | | | | | | | | | | | | | | \$0 |
| Local | Frog Pond Neighborhood Park, P16, West | City | West | City acquires land, pays for construction, charges cost to RDW. Cost estimates include land and construction costs. | City | | \$3,375,900 | | | | \$3,375,900 | | | | \$0 |
| | Frog Pond Neighborhood Park, P17, West | City | West | As above. Linear park with fewer built amenities, adjacent or connected to the Boeckman Creek Trail. | City | | \$2,286,900 | | | | \$2,286,900 | | | | \$0 |
| | Frog Pond East Neighborhood Park | City | East | As above, city charges cost to RDE. | City | | \$3,375,900 | | | | | \$3,375,900 | | | \$0 |
| | Boeckman Creek Trail, RT-01A | City | West | Developer builds, receives City share (2/3) from either SDC credits (assumed here) or CIP. | DKS | | \$850,000 | | \$570,000 | \$280,000 | | | | | \$0 |
| | South Neighborhood Trail | City | East | | DKS | | \$700,000 | | \$460,000 | \$240,000 | | | | | \$0 |
| | BPA Easement Trail | City | East | City builds since trail is in BPA right of way, charges developer portion (1/3) to RDE. | DKS | | \$670,000 | \$450,000 | | | | \$220,000 | | | \$450,000 |
| | LT-P5 New School Site Trail | City | School | School builds and pays for this trail. | DKS | | \$700,000 | | | | | | \$700,000 | School D. | \$0 |
| Framework | Advance Rd. School Community Park, P18 | City | West | Major project, paid via City CIP. 25% attributable to FP. | City | | \$5,410,000 | \$5,410,000 | | | | | | | \$1,352,500 |
| | Subtotal | | | | | | \$17,368,700 | \$5,860,000 | \$1,030,000 | \$520,000 | \$5,662,800 | \$3,595,900 | \$700,000 | | \$1,802,500 |
| Total Costs | | | | | | | \$104,828,700 | \$43,167,500 | \$5,840,000 | \$26,160,000 | \$10,632,800 | \$11,069,650 | \$7,958,750 | | \$19,386,000 |

Source for all subsequent tables and figures: Leland Consulting Group, based on cost estimates provided by DKS, MSA, and City of Wilsonville.
All figures and funding strategies are preliminary and subject to change.

CIP COSTS AND REVENUES

This section compares estimates of the System Development Charge (SDC) revenues that would be generated by development in Frog Pond, with the Capital Improvement Projects (CIP) costs associated with Frog Pond, in order to estimate a funding surplus or gap for the City.

Since the primary revenue source for Capital Improvements Projects is SDCs—paid when building permits are obtained—these estimates depend in part on the land use density option selected. The estimates also depend on whether we consider the entire Frog Pond Area, or just the West Neighborhood. Note that in cases where current SDCs do not meet CIP needs, SDCs can be increased, or supplemental SDCs or reimbursement fees can be assigned to particular areas.

Table 4 below shows the two most recent land use options prepared by Angelo Planning Group, Options D and E. Option D is the working draft Concept Plan that was shared at the recent Open House. Option E is a lower density option that has been prepared for Planning Commission review. The primary difference in the two options, from an infrastructure funding point of view, is the amount of single family housing—Option D has approximately 21 percent more dwelling units, and therefore, significantly more SDC revenue.

Table 4. Land Use Options D and E

| | D | E | |
|--------------------------------------|--------------|--------------|------------|
| Frog Pond - All Neighborhoods | | | |
| Single Family (units) | 2,078 | 1,716 | dus |
| Multifamily (units) | - | - | dus |
| Commercial Area (sf) | 69,150 | 69,150 | SF |
| Elementary School (sf) | 67,000 | 67,000 | SF |
| Middle School (sf) | 92,500 | 92,500 | SF |
| Community Parks | 10.0 | 10.0 | acres |
| Neighborhood Parks | 7.5 | 7.5 | acres |
| | | | |
| West Neighborhood | 754 | 625 | dus |
| South and East Neighborhoods | 1,324 | 1,091 | dus |

Source: Angelo Planning Group, Leland Consulting Group

Table 5 shows the current SDC fees paid by one single family home in Wilsonville, as well as the SDC revenues projected for Frog Pond under both land use options. Total SDC revenues are \$56.0 and \$47.3 million for Options D and E respectively.

Table 5. SDC Revenues - Options D and E

| Plan and Area | Transp. | Sewer | Water | Storm | Parks | Total |
|----------------------------|---------------------|---------------------|---------------------|--------------------|---------------------|---------------------|
| Single Family Home | \$7,381 | \$4,647 | \$5,300 | \$1,458 | \$5,150 | \$23,936 |
| Option D | | | | | | |
| West Neighborhood | \$5,568,594 | \$3,503,838 | \$4,079,178 | \$1,129,280 | \$3,883,100 | \$18,163,990 |
| East & South Neighborhoods | \$13,766,649 | \$6,701,320 | \$7,542,193 | \$2,357,992 | \$6,910,522 | \$37,278,676 |
| Total | \$19,335,243 | \$10,205,158 | \$11,621,371 | \$3,487,272 | \$10,793,622 | \$55,442,665 |
| Option E | | | | | | |
| West Neighborhood | \$4,616,445 | \$2,904,375 | \$3,395,478 | \$941,198 | \$3,218,750 | \$15,076,246 |
| East & South Neighborhoods | \$12,046,876 | \$5,618,569 | \$6,307,293 | \$2,018,278 | \$5,710,572 | \$31,701,588 |
| Total | \$16,663,321 | \$8,522,944 | \$9,702,771 | \$2,959,476 | \$8,929,322 | \$46,777,833 |

Source: City of Wilsonville, Leland Consulting Group

Note that not all SDC revenue comes from single family home development. About 10 percent of the total revenue comes from other types of development, including commercial and schools.

Tables 6 through 9 below compare SDC revenue (from Table 5) to the City’s CIP costs (see “City Cost Attributable to FP” column at far right of infrastructure cost summary tables).

Note that not all City costs are considered to be attributable to Frog Pond. Rather, a percentage of the demand for *major off site* projects has been allocated to Frog Pond; notes are shown in the Funding Approach and Notes column of the infrastructure cost summary tables. For example, as mentioned above, only 25 percent of the West Side Reservoir is estimated to be attributable to new demand from Frog Pond, and thus, only 25 percent of the cost has been attributed to Frog Pond. Other examples include: 52 percent of the flow managed by the Boeckman Trunk Sewer, and 48 percent of the flow managed by the Memorial Park Pump Station, is attributable to Frog Pond, per MSA’s analysis. The City has estimated that 35 percent of the PM peak hour traffic on the Boeckman Road Bridge is attributable to Frog Pond.

100 percent of the City’s CIP costs associated with Framework and local infrastructure is considered to be attributable to Frog Pond, since this infrastructure likely would not be built if the area were not developed.

Tables 6 and 7 show that, when the entire Frog Pond area (all three neighborhoods) is taken into account, there is a funding surplus in each of the infrastructure types. Note that this funding surplus will be directed to the CIP, and thereby to other projects of citywide importance from which Frog Pond residents and businesses will benefit.

Table 6. Revenues and Costs – Option D, All Neighborhoods

| | Transportation | Sewer | Water | Stormwater | Parks | Total |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| Sources | | | | | | |
| SDCs Generated within FP Area | \$19,335,243 | \$10,205,158 | \$11,621,371 | \$3,487,272 | \$10,793,622 | \$55,442,665 |
| - SDCs credited to developers | \$3,395,000 | \$155,000 | \$1,260,000 | \$0 | \$1,030,000 | \$5,840,000 |
| Net Sources | \$15,940,243 | \$10,050,158 | \$10,361,371 | \$3,487,272 | \$9,763,622 | \$49,602,665 |
| Uses (CIP Costs Attributable to Frog Pond) | \$8,907,500 | \$6,866,000 | \$1,810,000 | \$0 | \$1,802,500 | \$19,386,000 |
| Funding Surplus or (Gap) | \$7,032,743 | \$3,184,158 | \$8,551,371 | \$3,487,272 | \$7,961,122 | \$30,216,665 |

Source: City of Wilsonville, Leland Consulting Group

Table 7. Revenues and Costs – Option E, All Neighborhoods

| | Transportation | Sewer | Water | Stormwater | Parks | Total |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| Sources | | | | | | |
| SDCs Generated within FP Area | \$16,663,321 | \$8,522,944 | \$9,702,771 | \$2,959,476 | \$8,929,322 | \$46,777,833 |
| - SDCs credited to developers | \$3,395,000 | \$155,000 | \$1,260,000 | \$0 | \$1,030,000 | \$5,840,000 |
| Net Sources | \$13,268,321 | \$8,367,944 | \$8,442,771 | \$2,959,476 | \$7,899,322 | \$40,937,833 |
| Uses (CIP Costs Attributable to Frog Pond) | \$8,907,500 | \$6,866,000 | \$1,810,000 | \$0 | \$1,802,500 | \$19,386,000 |
| Funding Surplus or (Gap) | \$4,360,821 | \$1,501,944 | \$6,632,771 | \$2,959,476 | \$6,096,822 | \$21,551,833 |

Source: City of Wilsonville, Leland Consulting Group

Tables 8 and 9 show that, when just the West Neighborhood is considered, there is a funding surplus in most of the infrastructure types. The exception is transportation, in which there is a \$1 million gap for Option D, and a \$1.95 million gap for Option E due to CIP contributions to the Boeckman Road Bridge, and Boeckman and Stafford Road Urban Upgrade projects (\$4.95 million in Frog Pond West attributable costs). There are funding surpluses, sometimes slight, in the other infrastructure categories.

The sanitary sewer infrastructure surplus is very small—just under \$160,000 for Option E. This is because the Memorial Park Pump Station and framework sewer lines in Boeckman and Stafford Roads (\$2.66 million in Frog Pond West attributable costs) would need to be built along with the West Neighborhood.

Table 8. Revenues and Costs – Option D, West Neighborhood

| | Transportation | Sewer | Water | Stormwater | Parks | Total |
|---|----------------------|------------------|--------------------|--------------------|--------------------|--------------------|
| Sources | | | | | | |
| SDCs Generated within FP Area | \$5,568,594 | \$3,503,838 | \$4,079,178 | \$1,129,280 | \$3,883,100 | \$18,163,990 |
| - SDCs credited to developers | \$1,585,000 | \$80,000 | \$460,000 | \$0 | \$570,000 | \$2,695,000 |
| Net Sources | \$3,983,594 | \$3,423,838 | \$3,619,178 | \$1,129,280 | \$3,313,100 | \$15,468,990 |
| Uses (CIP Costs Attributable to Frog Pond) | \$4,985,000 | \$2,666,000 | \$1,650,000 | \$0 | \$1,352,500 | \$10,653,500 |
| Funding Surplus or (Gap) | (\$1,001,406) | \$757,838 | \$1,969,178 | \$1,129,280 | \$1,960,600 | \$4,815,490 |

Table 9. Revenues and Costs – Option E, West Neighborhood

| | Transportation | Sewer | Water | Stormwater | Parks | Total |
|---|----------------------|------------------|--------------------|------------------|--------------------|--------------------|
| Sources | | | | | | |
| SDCs Generated within FP Area | \$4,616,445 | \$2,904,375 | \$3,395,478 | \$941,198 | \$3,218,750 | \$15,076,246 |
| - SDCs credited to developers | \$1,585,000 | \$80,000 | \$460,000 | \$0 | \$570,000 | \$2,695,000 |
| Net Sources | \$3,031,445 | \$2,824,375 | \$2,935,478 | \$941,198 | \$2,648,750 | \$12,381,246 |
| Uses (CIP Costs Attributable to Frog Pond) | \$4,985,000 | \$2,666,000 | \$1,650,000 | \$0 | \$1,352,500 | \$10,653,500 |
| Funding Surplus or (Gap) | (\$1,953,555) | \$158,375 | \$1,285,478 | \$941,198 | \$1,296,250 | \$1,727,746 |

REIMBURSEMENT DISTRICT COST ALLOCATION

An important issue for developers considering building in Frog Pond is the allocated cost of the reimbursement districts that they will need to pay in addition to SDCs and the other costs associated with land development. Developers must pay for infrastructure costs somehow, and developers' likely responses to higher-than-typical infrastructure costs will be to try to negotiate a lower cost for land, pass higher costs on through a higher home sale price (if possible), or look for other places where they can find buildable residential land. The impact of infrastructure costs on development feasibility is further explored in the Frog Pond Land Development Financial Analysis memorandum.

Table 10 shows the total cost of projects proposed to be paid for by RA-W and RA-E, and the "residential allocation." These figures come from the last row in Table 3. For RA-W, all costs paid for by the district are allocated to residential development. In RA-E, some costs (about 10 percent) are paid by commercial development, schools, and parks. The cost per unit is significantly higher in the West than East, since a smaller residential cost allocation is divided among many more units.

The reimbursement district cost per dwelling unit varies depending on the land use option. Because there are more housing units in Option D, the cost of all infrastructure projects is divided among more units, and the "cost allocation per unit" is lower. This allocation is the approximate reimbursement fee that a developer would have to pay for each housing unit.

Table 10. Reimbursement District Costs

| | RA West | RA East |
|------------------------------------|--------------|--------------|
| Cost of Projects Paid for by RD | \$10,632,800 | \$11,069,650 |
| - Commercial and School Allocation | \$0 | \$1,138,789 |
| = Residential Allocation | \$10,632,800 | \$9,930,861 |
| Option D | | |
| Dwelling Units | 754 | 1,324 |
| RD Cost Allocation per Unit | \$14,102 | \$7,501 |
| Option E | | |
| Dwelling Units | 625 | 1,091 |
| RD Cost Allocation per Unit | \$17,012 | \$9,103 |

APPENDICES AND INFORMATION SOURCES

The following source documents were used in the preparation of this memorandum and are cited throughout when appropriate:

- Frog Pond Area Plan web site: <http://www.ci.wilsonville.or.us/628/Frog-Pond-Area-Plan>
- City of Wilsonville Capital Improvement Projects program, <http://www.ci.wilsonville.or.us/150/Capital-Projects>
- City of Wilsonville City Code, Section 3.116 Reimbursement for Extensions of Streets, Water, Storm Drainage and Sewer Lines or Other Utility Services. <http://www.ci.wilsonville.or.us/DocumentCenter/View/34>
- Adopted Budget, FY 2013-14, Capital Improvement Projects (CIP) section, pages 165 – 218.
- *Transportation Infrastructure – Street Credits/Reimbursements*, Steve R. Adams, P.E., Development Engineering Manager, City of Wilsonville, September 5, 2014.
- *Frog Pond Area Plan – Concept Plan Infrastructure Analysis*, Murray, Smith & Associates, Inc., March 18, 2015.
- *Wilsonville Transportation System Plan (TSP)*, adopted June 17, 2013.
- *Wilsonville Parks & Recreation Master Plan*, adopted September 17, 2007.
- *Market Analysis*, Frog Pond Area Plan, Leland Consulting Group, August 2014.
- Land use plans, Angelo Planning Group.
- Discussions with City staff and Frog Pond consultant team members regarding required infrastructure and associated costs.

APPENDIX D - INFRASTRUCTURE FUNDING PLAN

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Frog Pond West: Infrastructure Funding Plan

Date July 19, 2017
To Chris Neamtzu, City of Wilsonville
From Andy Parks, GEL Oregon
Brian Vanneman, Leland Consulting Group
Joe Dills, Angelo Planning Group



Introduction

The City of Wilsonville has engaged GEL Oregon, Leland Consulting Group, and Angelo Planning Group to prepare an infrastructure funding plan for the Frog Pond West Master Plan ("Master Plan"). The purposes of the Frog Pond West Infrastructure Funding Plan ("Funding Plan") are to:

- Describe strategies and options that provide adequate funding to complete infrastructure (transportation, water, sewer, parks, and storm water) requirements identified in the Master Plan in a timely manner;
- Increase confidence for all parties regarding the projects, costs, resources, and timing required to make Frog Pond West a success;
- Provide flexibility by identifying both primary strategies and tools for funding, as well as additional alternatives, tools, and approaches that could be implemented over time; and
- Provide an equitable distribution throughout Frog Pond West of the costs and benefits of Master Plan infrastructure.

This plan is based on analysis of funding options and discussions with developers and property owners, and is intended to be adopted as part of the final Frog Pond West Master Plan.

Project Summary

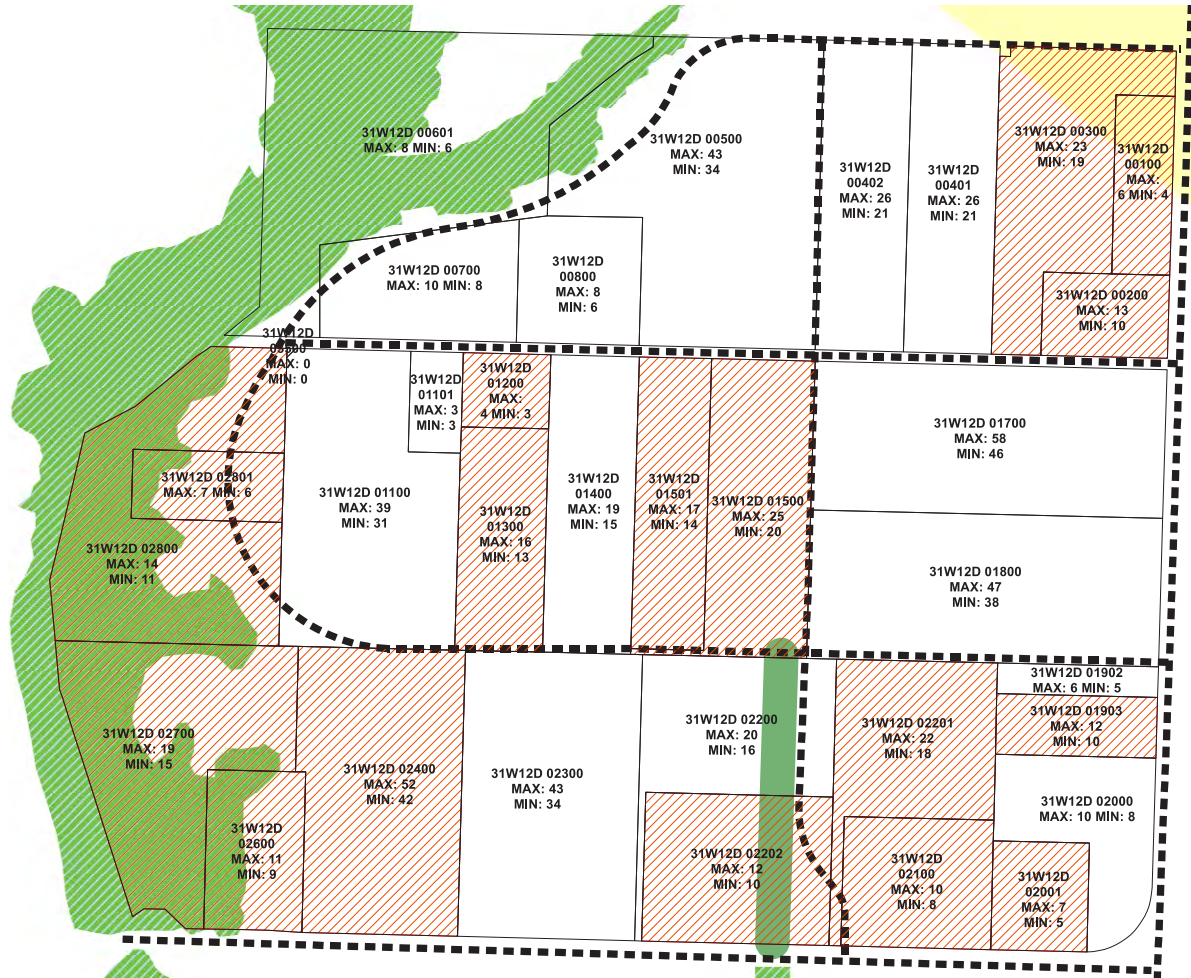
The Frog Pond West planning area, shown in Figure 1 below, is approximately 180 acres in total, with approximately 150 acres outside of the natural resource areas shown in green. The Master Plan area includes the following general attributes, which influence this funding plan:

- 571 housing lots would be allowed to be built under the Master Plan.
- The site is currently outside the city limits, but within the Urban Growth Boundary.
- 26 different property owners (as of 2015) control properties that vary widely in size. The largest single ownership is 25 acres (school district) and the smallest is 0.9 acres.
- The School District owns 25 acres, including a 10-acre future school site adjacent to Boeckman Road, a 5-acre land banked site adjacent to the future school site, and a 10-acre land banked site adjacent to Stafford Road.¹
- Owners of the parcels highlighted in Figure 1 have shown an interest in development. Property owner intent to develop has been taken into account in this Funding Plan since it is likely to drive the location and pace of development and the locations where infrastructure will be needed first.

¹ In this Funding Plan, a portion of the 5-acre land banked site is assumed to be used for a future neighborhood park and the 10-acre land banked site is assumed for future residential development. These assumptions are subject to change based on future decisions by the West Linn-Wilsonville School District and the City of Wilsonville.

Figure 1. Frog Pond West

This map shows the maximum and minimum number of housing units that can be built on each property, pursuant to the Frog Pond West Master Plan. Properties shaded in orange indicate that owners have contacted the City to express an interest in development.



Infrastructure Summary

For purposes of this Funding Plan, the infrastructure necessary to serve Frog Pond West has been put into three different categories, shown below. The emphasis of this Funding Plan is to identify strategies and tools appropriate to fund “Master Plan” infrastructure (the third bullet point below); the strategies and tools necessary to fund the other infrastructure categories are adequately addressed through the City’s existing methods.

- **Off-site Infrastructure** includes large projects that serve the broader community, are funded through Systems Development Charges (SDCs) generated by development throughout the City and through other City resources, and are generally located outside of the 180-acre boundary of Frog Pond West. Examples include:
 - Memorial Park pump station
 - Boeckman Creek sanitary sewer trunk line
 - West side water reservoir (funding pending)
 - Boeckman Bridge (the potential Frog Pond West contribution is summarized below)

- **On-site Infrastructure** includes local projects which serve individual properties. The costs of these projects are funded by individual developers. Examples include:
 - Local streets and sidewalks
 - Sanitary sewer lines
 - Water lines
 - Stormwater management
- **Master Plan Infrastructure** is the focus of this Funding Plan. Master Plan infrastructure differs from the above because it typically:
 - Crosses multiple property ownerships
 - May be too large and expensive for any single developer to complete
 - May have geographically concentrated costs (e.g. a park on a single property), but benefits all of Frog Pond West
 - May be adjacent to or within Frog Pond West development parcels

As stated, the focus of this Funding Plan is to identify the Master Plan infrastructure projects and to provide strategies and options for funding those Master Plan infrastructure projects that currently do not have any identified funding source or are not fully funded.

Master Plan Projects

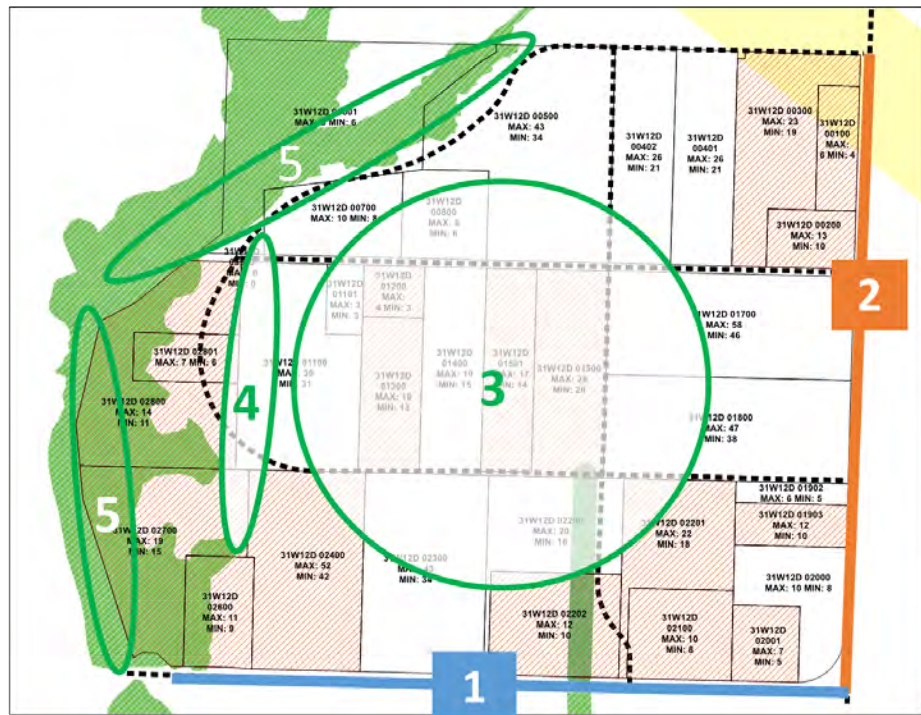
This Funding Plan focuses on funding strategies for the following five key Master Plan projects, which are conceptually represented in the adjacent figure:

1. Boeckman Road, including sanitary sewer
2. Stafford Road, including sanitary sewer and water
3. Neighborhood Park
4. Trailhead Park
5. Boeckman Trail

In addition, this Funding Plan specifically addresses one off-site infrastructure facility, due to its location adjacent to Frog Pond West:

- Boeckman Bridge

Figure 2. Map of Master Plan Projects



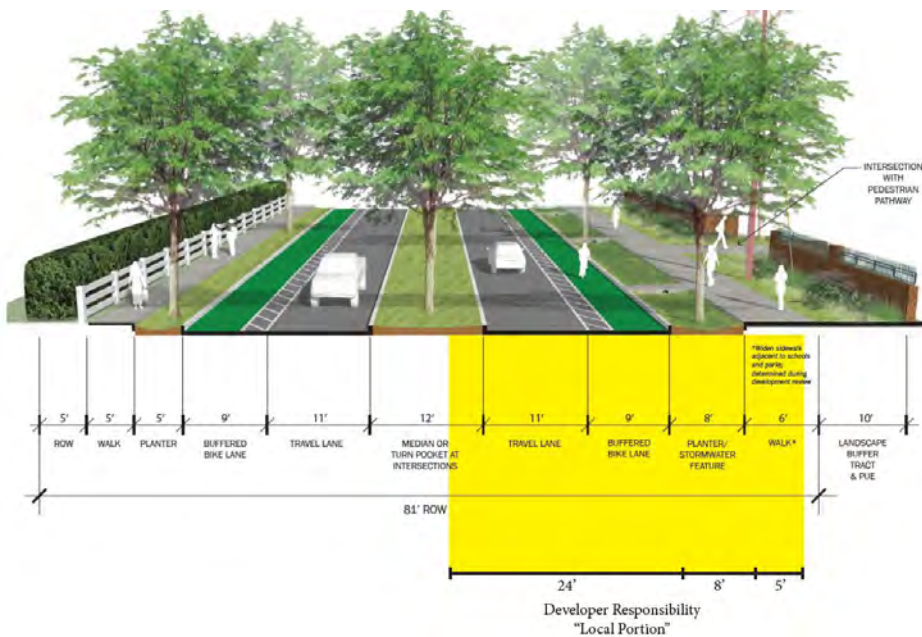
Current City Policy

This Funding Plan uses the City’s existing policy and practices as a starting point, summarized below:

- Developers pay for the “local portion” of infrastructure required to serve their developments. For example, the local portion of Boeckman Road is shown below in Figure 3 as the yellow highlighted portion of the road. Typically, this is the first 24 feet of roadway from face of curb, plus planter strips and sidewalks, and including the pavement and road base associated with the local street standard, and water and sewer lines up to 8” in size.
- Developers also pay for the “oversize portion” (infrastructure that exceeds the minimum required), and then receive credits against SDCs due (“SDC credits”).
- Where necessary, the City may pay for infrastructure elements that are:
 - Identified by existing adopted citywide infrastructure master plans (e.g. the Transportation System Plan or Parks and Recreation Master Plan) and included in the City’s five-year Capital Improvement Program (CIP); and
 - Abutting already-developed areas (e.g. the component of Boeckman Road that fronts the Arbor Crossing neighborhood to the south) and therefore not the responsibility of Frog Pond developers.
- The City may implement a variety of tools to facilitate and coordinate infrastructure delivery including SDCs and SDC credits, a supplemental fee, reimbursement districts/agreements, Local Improvement Districts (LIDs), development agreements, etc.

In addition to SDCs and SDC credits, a supplemental fee is the primary funding tool recommended for Frog Pond West and is described further below.

Figure 3. Boeckman Road, including developer responsibility/local portion



Note: Roadway may include other “oversize” elements that are not shown (e.g. additional structural section).

Infrastructure Cost Allocation-Current City Policy

The total cost of the five Master Plan infrastructure projects and the Boeckman Bridge is allocated to different parties under *current* City policy as follows. Recommendations for how these current policies should be adjusted to fit specific conditions in Frog Pond begin on page 6.

1. Boeckman Road (including sanitary sewer)
 - a. Southern Portion of Boeckman Road
 - i. The City will pay for the construction of the southern portion of Boeckman Road, which is identified in the City’s Transportation System Plan (TSP) as a “higher priority project.”
 - b. Northern Portion of Boeckman Road
 - i. Current City policy states developers along Boeckman Road are responsible to develop their “local portion” of Boeckman Road (see Figure 3 above). Since most of the relevant Boeckman Road frontage and in-street utilities serve Frog Pond West, developing the “local portion” of the north side of Boeckman Road is the responsibility of the adjacent developers.
 - ii. Also under current City policy, developers may receive SDC credits for constructing the remainder of the north side of Boeckman Road, which exceeds the “local portion” of the road.
 - iii. Any oversizing of sanitary sewers installed by the developers along the northern portion of Boeckman Road is also subject to SDC credits.
 - c. Alternative strategies for funding Boeckman Road are outlined on page 6.
2. Stafford Road (including sanitary sewer and water)
 - a. Western Portion of Stafford Road
 - i. As with the northern portion of Boeckman Road, developers in Frog Pond West developing adjacent to Stafford Road are responsible for the “local portion” of Stafford Road, including sanitary sewer and water. Any oversizing can be compensated through SDC credits.
 - b. Eastern Portion of Stafford Road
 - i. Under current City policy, the “local portion” of the east side of Stafford Road will be the responsibility of the developers of Frog Pond East adjacent to Stafford Road.
 - c. Alternative strategies for funding Stafford Road are outlined on page 10.
3. Neighborhood Park
 - a. The cost of the Neighborhood Park is the responsibility of developers within Frog Pond West because the City’s Comprehensive Plan, the Parks and Recreation Master Plan, and the Parks SDC methodology require the cost of neighborhood parks to be the responsibility of the local neighborhood, and not borne by the entire City. Strategies for funding the Neighborhood Park Road are outlined on page 11.
4. Trailhead Park
 - a. The cost of the Trailhead Park is accounted for in the Parks SDC and is included in the Parks and Recreation Master Plan, and so does not require any contribution from developers beyond the standard Parks SDC.

5. Boeckman Trail
 - a. Along with the Trailhead Park, the Boeckman Trail is accounted for in the Parks SDC and is included in the Parks and Recreation Master Plan, and so does not require any contribution from developers beyond the standard Parks SDC.
6. Boeckman Bridge
 - a. Frog Pond West's costs for Boeckman Bridge are allocated based on the neighborhood's traffic demand (average daily trips or ADT). Strategies for funding Boeckman Bridge are outlined on page 12.

Master Plan Infrastructure Funding Strategies

Master Plan infrastructure such as Boeckman and Stafford Roads will need to be improved across many properties, and are likely too large and expensive for any single developer to complete alone. Therefore, in order to realize the goals of the Frog Pond Area Plan and the Master Plan, the City has a role to play in coordinating the provision and funding of that infrastructure. The sections below describe strategies for funding the four projects that either exceed the ability of an individual developer to fund, do not have any identified funding source, or would be only partially funded by known sources. Those four projects are: (1) the northern portion of Boeckman Road; (2) the western portion of Stafford Road; (3) the Neighborhood Park; and (4) Boeckman Bridge.

Overall Preferred Strategy: Establish a Supplemental Fee to Distribute Costs Equitably

As described above, existing City policy would require funding for Master Plan infrastructure to generally be borne by developers. This Funding Plan proposes a variation on that policy in which the funding for specified projects would be: (1) borne by all new development in Frog Pond West through an equitable distribution of the costs on an equivalent dwelling unit (EDU) basis; and (2) collected through a supplemental fee that applies to new development. The supplemental fee will generate funds for three projects: Boeckman Road (including sanitary sewer improvements); Stafford Road (including water and sanitary sewer improvements); and the Neighborhood Park. (The funding for Boeckman Bridge is described further below, and includes a separate, dedicated supplemental fee for the bridge.)

The supplemental fee will create revenue that is fungible for use across different Master Plan infrastructure projects so that the timing of project construction would be as flexible as possible. The supplemental fee is a different funding instrument than a supplemental SDC or reimbursement district fee; however, the City retains the option of using those tools if desired.

Figure 4 below summarizes the Frog Pond West supplemental fee, including associated projects, preliminary cost estimates, and allocation per equivalent dwelling unit (EDU). The City reserves the right to complete additional infrastructure design and engineering analysis, which may result in changes to the cost estimates below.

Figure 4. Frog Pond West Estimated Supplemental Fee: Preliminary Cost Estimates and Allocation

All costs shown assume that projects will be built by the City, and therefore public-sector construction cost estimates are used. Additional notes regarding EDUs and costs are below.

| Projects | Total Project Cost Public Sector Construction | Oversize Components (City CIP) | City Share | Net Project Cost to Recover (rounded) | Number of EDUs | Allocation per EDU | Admin Overhead 12.0% | Total Allocation per EDU |
|----------------------------|---|--------------------------------|------------------|---------------------------------------|----------------|--------------------|----------------------|--------------------------|
| Boeckman Rd | 3,747,161 | 122,986 | 2,026,941 | 1,597,000 | 538 | 2,970 | 356 | 3,326 |
| Boeckman Rd sanitary sewer | 690,625 | 265,756 | - | 425,000 | 490 | 870 | 104 | 974 |
| Stafford Rd | 2,585,548 | 439,544 | - | 2,146,000 | 538 | 3,990 | 479 | 4,469 |
| Stafford Rd sanitary sewer | 213,281 | 20,312 | - | 193,000 | 490 | 390 | 47 | 437 |
| Stafford Rd water | 365,625 | 71,094 | - | 295,000 | 472 | 630 | 76 | 706 |
| Neighborhood parks | 2,407,221 | - | - | 2,407,000 | 457 | 5,270 | 632 | 5,902 |
| Total | 10,009,461 | 919,692 | 2,026,941 | 7,063,000 | | 14,120 | 1,694 | 15,814 |

EDUs. An EDU is an approximation of the infrastructure demand generated by one dwelling unit, and is useful since EDUs can also be estimated for non-residential (e.g. school, commercial, or industrial) development. In the case of the Neighborhood Park, costs are allocated across 457 EDUs in Frog Pond West, which is 80 percent of the 571 total homes allowed in the Master Plan, and accounts for a potential 20 percent “underbuild.” Assuming that 80 percent or more of the allowed homes in Frog Pond West are built, they will generate adequate supplemental fees for the Neighborhood Park, along with the other Master Plan infrastructure projects. In the case of other infrastructure elements (roads, sewer, water), the proposed school will generate infrastructure demand in addition to demand from residential development. For that infrastructure, the City and project team have estimated school demand (in EDUs) based on comparable past projects, and added this to the housing demand. Therefore, the road, sanitary sewer, and water projects are allocated across a greater number of EDUs.

Notes regarding costs. The cost estimates in Figure 4 assume that projects will be funded via the supplemental fee and built by the City, in the year 2019. These fees may adjust for the time cost of money or other inflationary factors if the projects are built beyond that time horizon. Based on input from third-party engineers and City staff, public-sector construction costs are assumed to be approximately 25 percent higher than private-sector construction costs, and therefore, if any components were to be built by the private sector, it is possible that the costs and the associated fees could be reduced. Cost estimates in Figure 4 include hard (construction) costs, plus external engineering (25 percent of hard costs), contingency (30 percent of hard costs), and city overhead (12 percent of all costs, to account for internal City engineering, finance, and related services). The City’s review indicates that total Frog Pond West development fees (the above supplemental fees plus base City SDCs) are comparable to the total fees that developers are paying in comparable master-planned development areas such as South Cooper Mountain

in Beaverton, and River Terrace in Tigard. The City's current SDCs are \$25,388² for a single-family home (EDU), including streets, sanitary sewer, water, stormwater, and parks, and adjust each year to account for inflation.

Boeckman Road Preferred Funding Strategy

The following strategies were prepared after analysis of various options and coordination meetings with the three major property owners/developers on the north side of Boeckman Road. During these meetings, the City explored multiple options and strategies for funding Boeckman Road, working from the foundation of existing City policy and applying the principle of equitable distribution of costs. The Boeckman Road strategies are:

- The City will lead the construction of the Boeckman Road improvements. This strategy evolved out of meetings with property owners/developers during which they stated the following concerns and challenges about the private sector leading construction of Boeckman Road: (1) existing properties are small, so infrastructure costs (even if reimbursed over time) cannot be easily carried or offset against revenues; (2) borrowing money without certainty of repayment is not possible; and (3) they do not have experience working jointly with adjacent developers, which makes coordination difficult. The property owners/developers stated a preference to pay a higher fee and have the City build the improvements, as opposed to a lower fee and private sector construction.

From the City's perspective, a benefit of City-led construction is that the phasing and timing of the improvements can be determined by the City and is flexible. The City would also retain more control over the project to ensure it complies with the Frog Pond West Master Plan and City standards. In addition, City-led construction translates into greater risk for the City. If development does not take place at the pace expected and therefore revenue from the supplemental fee is less than the amount necessary to construct the projects, the City will carry the cost of construction and financing.

In summary, the preferred strategy is for the City to lead the Boeckman Road improvements. The City retains the option for a private sector lead if circumstances are conducive to it in the future. The additional strategies listed below reflect the City's consideration of the trade-offs described above and the crafting of an approach that will, on balance, work for all parties.

- A preference for fewer phases; the preferred approach is two phases; with options for how phasing occurs. The City prefers that Boeckman Road be built in as few phases as possible. This will minimize disruption and reduce costs. The City's specific preference is for a two-phase approach where two of the three major frontages are built simultaneously. The City realizes that individual projects may need to move ahead, and is open to proposals to improve a single frontage. The City will work with the School District to try to coordinate its frontage improvement with either of the adjacent frontages. The City will also work with the owner/developer of the western-most frontage to coordinate its improvements with the Boeckman Bridge replacement.

² Reflects adopted SDCs as of June 4, 2017. On June 5, 2017, the City Council adopted an updated Transportation SDC of \$11,772 per Single Family home (an increase of \$4077 above the previous SDC).

- City funding for the southern part of Boeckman Road. The City will contribute funds for completion of the southern portion of Boeckman Road, which abuts the Arbor Crossing neighborhood and, under current City policy, would not be the responsibility of Frog Pond West developers. An estimate of this cost is shown as the “City share” of Boeckman Road in Figure 4.
- Equitable distribution and reimbursement of costs. Boeckman Road costs will be distributed equitably to all development in Frog Pond West, as described above.
- Coordination of the western portion of Boeckman Road with the Boeckman Bridge replacement. When the Boeckman Bridge is replaced, the project will extend east to include part of the western-most frontage. The City will strive to coordinate the design for the bridge and the road improvement by whichever project is designed first.
- Funds may be sourced from all applicable fees. For City (or private sector) construction of Boeckman Road, funding will be available from supplemental fee revenue, plus applicable SDCs collected or credited. This will help reduce or eliminate carrying costs associated with the construction of Boeckman Road and sanitary sewer facilities.
- Phase 1 construction may be deferred to a time-certain date. At the discretion of the City, the construction of Boeckman Road may be deferred to a time-certain date or number of completed lots in order to accumulate supplemental fees needed to build the project. For the purposes of this Funding Plan, construction is preliminarily set for 2019. Developers will be required to construct interim improvements necessary to support safe pedestrian, bicycle, and motor vehicle movement prior to the full improvements being completed.
- Development agreements will be the implementing instruments and will be established at the time of annexation. The City plans to create an infrastructure supplemental fee, which will require developers to enter into development agreements as a condition of annexation. These development agreements will require developers to pay the supplemental fee at the time of issuance of a building permit. The development agreement template and infrastructure supplemental fee resolution should be approved by the City Council prior to processing any annexation applications.
- Options for Council Consideration. Based on discussions with the three major property owners on the north side of Boeckman Road and analysis by the City team, the strategies listed above are recommended. The key issues for which there are options are:
 - Option A – City leads construction, with improvements deferred to 2019 or a defined number of lots in order to build up funds. The project team estimates that an issuance of permits of 142 EDUs will be required in order to receive sufficient supplemental fees to cover the City’s costs associated with the north side of Boeckman Road.
 - Option B – City leads construction, with improvements not deferred; Boeckman Road would be constructed early and concurrent with development. This option is not recommended due to the risk of delayed pay-back to the City.

- Option C – Private sector leads construction, with improvements deferred to 2019 or a defined number of lots in order to build up funds. This option is not recommended, but is available to the Council for consideration.

Stafford Road Preferred Funding Strategy

There are several challenges associated with the construction of Stafford Road. There is no certainty that Frog Pond East will develop in the near future, and the road is currently under county jurisdiction. Frog Pond East is outside the Urban Growth Boundary and is designated “urban reserve,” defined by Metro as land that is suitable for development in the next 50 years. The developer’s portion of Stafford Road infrastructure on the east side would not be required until annexation and development. Likewise, Frog Pond West developers/property owners along Stafford Road are not as advanced in their planning for development as those along Boeckman Road; therefore, this funding strategy cannot be as specific in its recommendations for Stafford Road.

This Funding Plan recommends that Stafford Road be built and funded via a strategy similar to Boeckman Road:

- Preference for the fewest number of phases that are practicable, with interim improvements to be considered at the discretion of the City. Phasing may be tailored to improve the west side of the road prior to the east side. The specific timing of improvements and phasing is to be determined. The City generally intends to build up funds through the collection of the supplemental fee prior to making improvements to Stafford Road.
- Equitable distribution of costs: Stafford Road improvement costs will be included in the Frog Pond West supplemental fee, and supplemental fee revenues will be used to pay for Stafford Road improvements (roadway, sanitary sewer, water).
- Options for the construction of Stafford Road improvements by either the private sector or the City. Private developers who build segments of the road will be reimbursed via the supplemental fee and SDC credits.
- Development agreements will be the implementing instruments and executed at the time of annexation.

Timing of Stafford Road Improvements

Given that the east side of Stafford Road is not within the Urban Growth Boundary (UGB) it is challenging to provide a time certain, or even a target “threshold” of the number of equivalent dwelling units (EDUs) for required permanent improvements to Stafford Road. Decisions by the City that will impact the timing of Stafford Road improvements include but are not limited to the following:

- Completing Boeckman Road in its entirety prior to Stafford Road improvements.
- Acquiring park land for the Neighborhood Park prior to Stafford Road improvements.
- The timing of improvements to the Neighborhood Park.
- Completing Stafford Road improvements in one or possibly two phases.
- The availability of Transportation System Development Charges for the “oversize” portion of Stafford Road.

Decisions by others that will impact the timing and availability of funding for Stafford Road improvements include but are not limited to the following:

- School District siting and timing decision for a school, including the size and equivalent dwelling units determined.
- Location of and timing of development by property owners.
- Pace of development.
- Inclusion of Stafford Road along with the East and South Neighborhoods into the UGB.

Per the estimated development pace shown below, which reflects feedback received from property owners and developers, development of eighty percent (457 EDUs) of Frog Pond West’s homes plus development of a primary school (43 EDUs) is anticipated by year fifteen. The number of EDUs estimated to fully fund the west side of Stafford Road is 186, or 93 EDUs for two separate phases.

Figure 5. Projected number of Equivalent Dwelling Units to Fund Projects and Project Timing

| | Estimated Total Project Cost (000s) | Less: City Portion (000s) | Net Project Cost paid with Supplemental Fee (000s) | Number of EDUs to Fully Fund | Cumulative EDUs to Fully Fund | Estimated Year to Construct |
|------------------------------------|-------------------------------------|---------------------------|--|------------------------------|-------------------------------|-----------------------------|
| Boeckman Road/sewer | 4,438 | 2,416 | 2,022 | 143 | 143 | 2-5 |
| Neighborhood Park - land | 980 | - | 980 | 69 | 212 | 2-5 |
| Neighborhood Park – improvements | 1,427 | - | 1,427 | 101 | 313 | 6-10 |
| Stafford Road/water/sewer-phase I | 1,582 | 265 | 1,317 | 93 | 406 | 11-15 |
| Stafford Road/water/sewer-phase II | 1,582 | 265 | 1,317 | 93 | 499 | 11-15 |
| | 10,009 | 2,946 | 7,063 | 499 | | |

Figure 6. Estimated Development Pace

| Years | Boeckman Rd frontage | Other | Total | Cumulative |
|-------|----------------------|-------|-------|------------|
| 0-5 | 138 | 36 | 174 | 174 |
| 6-10 | 43 | 150 | 193 | 367 |
| 11-15 | 0 | 135 | 135 | 502 |
| 16-20 | 0 | 0 | 0 | 502* |

* Total lots on the two tables above vary due to rounding.

The City could choose to move forward sooner with Stafford Road improvements (west side) under various scenarios, for example: the project is funded from sources other than the infrastructure supplemental fee; the east side is brought within the UGB before year 15; the project is split into more than one phase; or, the Neighborhood Park improvements are deferred or phased.

Neighborhood Park Preferred Funding Strategies

As stated above, both the Trailhead Park and Boeckman Trail are eligible to use Park SDC funding, including SDC credits, because they are considered to be “regional” park facilities pursuant to the City’s

Parks & Recreation Master Plan and SDC methodology. However, the Neighborhood Park is not eligible to use Park SDCs or Park SDC credits as a funding resource.

It is very unlikely that any single developer or group of developers/property owners will have the financial wherewithal to complete the Neighborhood Park project. Moreover, without a funding strategy, the costs of this park—which would be located on one or several properties—would be concentrated, while the benefits would be throughout Frog Pond West. Therefore, as shown in Figure 4, this Funding Plan recommends including the Neighborhood Park acquisition and improvement costs in the Frog Pond West supplemental fee. This will enable the project to move forward while minimizing the impact on funding for parks projects elsewhere in the City. The priorities of acquisition and construction would be as follows:

- Acquire needed land first. Work proactively with the School District (and/or property owners as necessary) to acquire the land. This may require negotiations with the School District to secure the site via a memorandum of understanding (MOU), intergovernmental agreement (IGA), or other agreement.
- Design and complete park improvements next. Consider building the Neighborhood Park when residential build-out reaches a target, such as 50 percent. Work proactively with the School District, developers, and property owners willing and able to make park improvements in exchange for supplemental fee credits.

Development agreements addressing the supplemental fee (including a Neighborhood Park component) would be signed with each property owner at the time of annexation, as described above. Additional development agreements may be necessary in the event that property owners deed land for or make improvements to the Neighborhood Park that would be creditable against supplemental fee payments, or make other contributions to the Neighborhood Park.

Boeckman Bridge Preferred Funding Options

The proposed Boeckman Bridge is a major piece of transportation infrastructure—significantly greater in cost than the other elements discussed above. Frog Pond West should contribute a modest share of funding for the bridge, consistent with the fact that it is expected to generate a small percentage (less than 15 percent) of the transportation demand for the bridge, with the remainder of the demand generated by existing and new development elsewhere in the City. The majority of funding will be generated by citywide sources, possibly urban renewal funds or other sources.

This Frog Pond West share should be generated by a supplemental fee that would be similar to the fee described above, but likely separate and dedicated to the Boeckman Bridge only. The fee associated with Boeckman Bridge is recommended to be separate from the Frog Pond West supplemental fee (for Boeckman and Stafford Roads, and Neighborhood Park) because a funding strategy for Boeckman Bridge has not been finalized. The selected funding for Boeckman Bridge (e.g. Urban Renewal or CIP) may be comingled in ways that are different from the other Master Plan infrastructure, causing potential accounting challenges if there is just one supplemental fee. Citywide and local (Frog Pond West) funding recommendations are described below.

Citywide Funding Share

While the City's funding strategy for Boeckman Bridge is still being refined, the City is currently considering funding a significant share of Boeckman Bridge via urban renewal funds (tax increment financing), that

would be generated by substantially amending the Year 2000 urban renewal area plan (Year 2000 URA) to include the cost of Boeckman Bridge. The City estimates that the Year 2000 URA could generate enough funds to pay for either the entire cost of Boeckman Bridge, or that cost less the cost associated with Frog Pond West. Other funding mechanisms—primarily SDCs/CIP—could be used to supplement URA funds. The City recently updated the Transportation SDC (TSDC) methodology and rate and elected to exclude Boeckman Bridge from the TSDC project list at this time. While the City is pursuing the citywide component of Boeckman Bridge funds through the Year 2000 URA, the funding specifics will continue to be refined for this major piece of transportation infrastructure. This Funding Plan estimates a supplemental fee based on the portion of the cost to construct Boeckman Bridge that is not funded through other revenue sources (the “Unfunded Portion”).

Frog Pond West Share of Unfunded Portion: Boeckman Bridge Supplemental Fee Estimate

Traffic generated by Frog Pond West is expected to make up a modest portion of the total traffic carried by Boeckman Bridge. The average daily trips (ADT) forecast for Boeckman Bridge in 2035 is 12,750. Frog Pond West’s 571 housing units are expected to generate 1,170 ADT over Boeckman Bridge, or 9.2 percent of the total forecast ADT. At 80 percent development, or 457 units, the ADT is expected to amount to 7.3 percent of the total. The school is estimated to generate 645 ADT, or 5.0 percent of the total. In all, the estimated ADT generated by Frog Pond West, at full build out, is 1,815, or 14.3 percent of total forecasted trips.

The current cost estimate for Boeckman Bridge is \$14.0 million. If the City captures a proportional share of bridge funding from Frog Pond West, a separate supplemental fee appears to be the most appropriate tool. The amount to be raised by housing development in Frog Pond West would be 9.2 percent of the total Unfunded Portion, divided equally between 571 units.³ For each \$1 million of “net unfunded” bridge cost (not covered by URA or other citywide sources), the fee would be \$161 (9.2 percent times \$1,000,000 divided by 571 housing units). The actual fee will depend on the Unfunded Portion of Boeckman Bridge, for example:

- If \$2 million unfunded, the fee per EDU would be \$322
- If \$10 million unfunded, the fee per EDU would be \$1,610
- If \$14 million unfunded, the fee per EDU would be \$2,254

The estimated contribution by the School District is approximately five percent of the Unfunded Portion; however, details regarding the District’s precise share have yet to be worked out.

Summary of Strategies and Recommendations

As described above, this Funding Plan provides the following findings and recommendations:

- Frog Pond West will require that a variety of infrastructure—including transportation, sanitary sewer, water, and parks—be built at the local, Master Plan, and off-site levels. Master Plan improvements are the primary focus of this Funding Plan, as they affect multiple property ownerships, are costly, and require a coordinated plan. Such a coordinated strategy will increase all parties’ confidence that the

³ These calculations, including supplemental fee amount, are the same if both development and ADT are reduced to 80 percent of the full build-out values (i.e., 457 units and 7.3 percent of ADT) since a smaller share of traffic impact would be divided among a proportionately smaller number of units. Since transportation analysis was completed assuming full build out, the figure 571 housing units is used here.

Master Plan will be implemented in a timely manner, and equitably allocate major costs across numerous different development sites.

- The primary funding tool recommended for three key Master Plan infrastructure elements—Boeckman Road (including sanitary sewer improvements), Stafford Road (including sanitary sewer and water improvements), and the Neighborhood Park—is a supplemental fee. This fee would be equitably distributed across all residential and school development in Frog Pond West, commensurate with each development’s demand for the infrastructure. The total costs are allocated on the basis of equivalent dwelling units (EDUs) and summarized in Figure 4 above.
- This Funding Plan recommends and assumes that the City will collect supplemental fees and lead the construction of the Boeckman Road and Stafford Road projects. However, it is also possible that developers could build those projects in exchange for credits against supplemental fees and City SDCs; this would also likely result in lower construction costs.
- Boeckman Bridge is considered to be an “off-site” infrastructure element. Frog Pond West will generate a modest share of demand (15 percent or less) for Boeckman Bridge, with other demand coming from elsewhere in the City, and it is costlier than the Master Plan transportation infrastructure described above. The City is continuing to refine the design and funding strategy for Boeckman Bridge, with most of the funding expected to come from a substantial amendment to the Year 2000 URA. The City is also considering other funding mechanisms (primarily SDCs/CIP). This Funding Plan recommends that an additional and separate supplemental fee be charged to Frog Pond West development for the Boeckman Bridge. This supplemental fee amount will depend on the final design and cost of the bridge, and the amount generated by the URA and/or other sources. Based on Frog Pond West’s transportation demand, the estimated supplemental fee is approximately \$161 per \$1 million of cost that is not provided by the URA and/or other sources.



**CITY COUNCIL MEETING
STAFF REPORT**

| | | | |
|---|--|--|--|
| Meeting Date: Oct. 21, 2024 | | <p>Subject: Adoption of Resolution No. 3162, “A Resolution of the City of Wilsonville Adopting the Findings and Recommendations of the <i>Solid Waste Collection Rate Report, October 2024</i>, and Modifying the Republic Services Rate Schedule for Collection and Disposal of Solid Waste, Recyclables, Organic Materials and Other Materials, Effective January 1, 2025.”</p> <p>Staff Member: Mark Ottenad, Public/Government Affairs Director</p> <p>Department: Administration</p> | |
| Action Required | | Advisory Board/Commission Recommendation | |
| <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda | | <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable <p>Comments: City Council work session to review Draft 2024 Solid Waste Collection Rate Report.</p> | |
| Staff Recommendation: NA | | | |
| Recommended Language for Motion: NA | | | |
| Project / Issue Relates To: | | | |
| <input type="checkbox"/> Council Goals/Priorities: | <input checked="" type="checkbox"/> Adopted Master Plan(s): Solid-Waste Franchise Ordinance No. 883 (2024) | <input type="checkbox"/> Not Applicable | |

ISSUE BEFORE COUNCIL:

City Council review of the results of the *Draft Solid Waste Collection Rate Report, October 2024*, (“Report”) that discusses modifying the Republic Services Rate Schedule for Collection and Disposal of Solid Waste, Recyclables, Organic Materials and Other Materials, Effective January 1, 2025. Proposed rate changes are shown in Appendix 3 of the Report.

EXECUTIVE SUMMARY:

Solid-Waste Franchise Ordinance No. 883, effective Jan. 1, 2024 (“Franchise Agreement”), provides that collection rates are established to generate for franchisee Republic Services an operating margin of 10% on allowable expenses; however, rates are recalibrated by the City if the margin falls below 8% or above 12%. Article VIII of Ordinance No. 883 provides that if the operating margin, or Rate of Return (“ROR”), is 8% up to, but not including, 10%, then 100% of the CPI will be applied to the service rates.

The applicable CPI is 2.6%. As detailed in the Report, the projected ROR is 9.7%, which would justify applying 100% of the CPI (2.6%) to the service rates, pursuant to the terms of the Franchise Agreement. As explained more fully herein, the Report further examines significantly increasing disposal costs (Metro tipping fee, travel costs to Coffin Butte Landfill, and landfill disposal costs) to evaluate whether, in addition to the standard CPI, the City should consider factoring the projected impact of those increases into the service rate review. For further information comparing the standard CPI increase to the increases in the Report, see “Service Rate Comparison” herein. Staff seeks direction from Council whether the standard CPI should be applied to current service rates or if the service rates should be further adjusted to account for increased disposal costs.

Overview of Solid Waste Collection Rate Report

In addition to analyzing franchisee Republic Services’ financial data, consultant Bell & Associates and city staff conducted an on-site review of accounting practices.

Specific line item expenses from the adjusted 2023 report were escalated to project the results for 2024-25 using assumptions based on the February 2024 adopted rate increase, increased disposal, labor agreement between Republic and the union drivers, administrative wages, health insurance, and estimated inflation rate.

Table 2 on page 2 summarizes the key expense assumptions for 2024:

- Union Driver Wages: 1.70% increase
- Health Insurance: 4.00% increase
- Waste Disposal: 6.02% increase
- CPI Inflation Rate: 2.60% increase
- Yard Debris Disposal: 2.60% increase

Table 3 on page 2, “Projected 2024 Financial Performance for Wilsonville,” illustrates adjusted and projected changes in revenue and expenses.

Composite revenue ROR is the combined ROR of Republic Services’ three lines or classes of business:

1. Roll Cart: Residential
2. Container: Commercial
3. Drop Box: Industrial

The Report finds that solid waste franchisee Republic Services operating margin adjusted for projected 2024 financial performance had a composite ROR of 9.7%, which is below the allowable range of 8% to 12%, with a target of 10% ROR; see Report page 3, Table 4, “Estimated 2024 Financial Results for Collection Services in Wilsonville.” Specifically, two of three lines or classes of business — Roll Cart Residential and Industrial Drop Box — fall below the 10% ROR target. Thus a general rate increase of 2.6% CPI is calculated into proposed 2025 rates in the Report; some rates that are more impacted by increased disposal costs increase at a greater rate, and so the Report accounts for those variances in the proposed rates as well.

Table 5 on page 3 compares the disposal costs at Willamette Resources, Inc. (WRI), a wholly-owned subsidiary of Republic Services, to the Metro disposal fee over the last three years.

Table 6 on page 4, “Proposed Rate Increase for Residential Collection Service” proposes rate increases that range from 3.4% for the smallest 20 gallon cart to 6.3% for the largest 95 gallon cart.

Table 7 on page 4, “Proposed Rate Increases for Commercial Container Service,” proposes rate increases that range from 4.34% for the 2 yard dumpster weekly pickup to 5.39% for the 8 yard dumpster. Commercial collection requires only an increase for disposal costs.

Two new cost-recovery fees are proposed that require City Council approval:

- A Drop Box Distance Fee is proposed to supplement the Haul Fee on page 5. When collected waste material requires disposal at distant locations, such as Coffin Butte Landfill near Corvallis or the Hillsboro Landfill, the drive time exceeds the allotted time embedded in the haul fee. For 2025, the proposed mileage fee for Wilsonville is \$4.70 (after the first 12 miles). The fee would be assessed for drop box/compactor hauls exceeding 12 miles from the point of collection to the disposal facility.
- Similarly, a Landfill Fee is proposed on page 5 when disposal is required at a landfill, the time expended on-site ranges from 20 to 30 minutes compared to an average dump time at WRI of 10 minutes. Because the drop box rate is calculated on average times, the cost of the additional time expended on site at the landfill over the average time at WRI is to be recovered by assessing a Landfill Fee of \$48.00.

In the past, franchisee Republic Services had not segregated these additional expenses of Drop Box Distance Fee and Landfill Fee, and therefore was in effect subsidizing these costs. An increase in distance hauls for industrial customers triggered additional review. As a result of the review, City staff and Republic Services recommend adding a separate fee to the service rate chart.

Table 8 on page 5, "Proposed Rate Increase for Drop Box / Roll-Off Compactor," proposes a \$5.00 to the Haul Rate to accommodate a projected \$5.14 increase in the cost per haul.

In summary, the Report recommends modifying the current rates for all three classes of solid-waste customers, including residential, commercial and industrial customers; see Report pages 4-5:

- Table 6: Proposed Rate Increase for Residential Collection Service:
 - 20 gallon cart: 3.4% increase
 - 35 gallon cart: 3.7% increase
 - 65 gallon cart: 5.0% increase
 - 95 gallon cart: 6.3% increase

- Table 7: Proposed Rate Increases for Commercial Container Service
 - 2 yd. weekly dumpster: 4.34% increase
 - 4 yd. weekly dumpster: 4.93% increase
 - 6 yd. weekly dumpster: 5.32% increase
 - 8 yd. weekly dumpster: 5.39% increase

- Table 8: Proposed Rate Increase for Industrial Drop Box / Roll-Off Compactor
 - \$5.00 per haul rate increase

Service Rate Comparison

While the Report analyzes the impacts of significantly increasing disposal costs, Republic Services has **not** requested an extraordinary rate increase review under the Franchise Agreement. Rather, Republic Services has requested the standard CPI increase of 2.6% and adding the new service fees to the service rate chart, as mentioned in the Report. Below is an example comparing some of the service rates if the 2.6% CPI is applied to the variances in the Report.

| Service | Current Monthly Rate | Current Rate + CPI ("CPI Rate") | Proposed Rate in Report | Difference b/t Rate in Report and CPI Rate |
|---------------------------|----------------------|---------------------------------|-------------------------|--|
| Residential 20 gallon | \$23.20 | \$23.80 | \$24.00 | \$0.20 |
| Residential 35 gallon | \$30.56 | \$31.35 | \$31.70 | \$0.35 |
| Residential 65 gallon | \$39.75 | \$40.78 | \$41.75 | \$0.97 |
| Commercial 1-yard, 1-day | \$116.26 | \$119.28 | \$120.55 | \$1.27 |
| Commercial 1-yard, 2-days | \$226.31 | \$232.19 | \$234.88 | \$2.69 |
| Commercial 2-yard, 3-days | \$555.86 | \$570.31 | \$581.58 | \$11.27 |

Staff seeks Council direction whether to move forward with the standard CPI rate increase or the rates discussed in the Report.

Recent Prior Results of Solid Waste Collection Rate Reviews

Since adoption of a modern Solid Waste Franchise in 2019 as Ordinance No. 814, and modified effective Jan. 1, 2024, as Ordinance No. 883, the City has conducted five prior rate reviews (2019, 2020, 2021, 2022 and 2023).

In December 2023, City Council adoption of Resolution No. 3091 for the 2023 solid waste rate review report resulted in an extraordinary rate increase with residential rates increasing an average 9.2% (range of 8.8% to 9.5%, depending on size of the cart), commercial rates increasing an average of 7.5% (range of 6.7% to 8.0%, depending on size of the container), and industrial drop-box rates increasing an average of 5.0%, effective Feb. 1, 2024. Subsequently, City Council adoption of Resolution No. 3124 corrected a scrivener's error to the solid waste rate review report rates appendix that had the effect of reducing certain commercial rates, as amended on Feb. 22, 2024.

In November 2022, City Council adoption of Resolution No. 3004 for the 2022 solid waste rate review report resulted in no modification of rates – all rates maintained the same as the prior year.

In November 2021, City Council adoption of Resolution No. 2931 for the 2021 solid waste rate review report resulted in elimination of the temporary recycling surcharge and across-the-board rate reductions for all classes of customers, with Residential Roll Cart service rates decreased an average of 4.7%, Commercial Container service rates reduced an average of 7.6%, and Industrial Roll Off / Drop Box service rates lowered an average of 10.1%, effective Jan. 1, 2022.

In December 2020, City Council adoption of Resolution No. 2865 for the 2020 solid waste rate review report resulted in no modification of rates – all rates maintained the same as the prior year.

In December 2019, City Council adoption of Resolution No. 2775 for the 2019 solid waste rate review report resulted in a 50% reduction of a temporary recycling surcharge, introduction of new recycling services, and no modification of rates – all rates maintained the same as the prior year.

EXPECTED RESULTS:

Prospective adoption on Nov. 18, 2024, of Resolution No. 3162 has the effect of modifying current solid waste collection and disposal rates for all classes of customers effective Jan. 1, 2025.

TIMELINE:

- Oct. 21, 2024: City Council reviews *Draft Solid Waste Collection Rate Report, October 2024*
- Nov. 18, 2024: Prospective Council adoption of Resolution No. 3162, which adopts the *Solid Waste Collection Rate Report, October 2024*, and modifies the current "Republic Services Rate Schedule for Collection and Disposal of Solid Waste, Recyclables, Organic Materials and Other Materials," effective January 1, 2025.
- Jan. 1, 2025: New rates become effective.

CURRENT YEAR BUDGET IMPACTS:

The Report, Attachment B – Projected 2024 Results, page 7, projects City solid waste franchisee revenue (at 5% of franchisee revenue) for calendar year 2024 of \$431,003.

COMMUNITY INVOLVEMENT PROCESS:

Adoption of the Solid-Waste Franchise Ordinance No. 883 in 2023 and prior Ordinance No. 814 in 2018 followed standard City public-outreach practices of public notices for an ordinance adoption. The 2024 Report is a by-product of the solid-waste franchise Ordinance No. 883, effective Jan. 1, 2024.

City information on solid waste matters may be found online at www.ci.wilsonville.or.us/garbage or www.ci.wilsonville.or.us/recycling, including information about recycling services, the current rate sheet and a customer service complaint/issue form.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

The community benefits by continuing to receive Republic Services solid waste collection and disposal services. The City benefits with a standard 5% franchise fee to account for administration expenses of the franchise.

ALTERNATIVES:

City Council could provide questions regarding the Draft Solid Waste Collection Rate Report.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Draft Solid Waste Collection Rate Report, October 2024



City of Wilsonville

Draft 2024 Solid Waste Collection Rate Report

Bell & Associates / October 2024



City of Wilsonville

Draft 2024 Solid Waste Collection Rate Report

Bell & Associates / October 2024

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Background of Solid Waste Review

The City of Wilsonville (City) contracted with Bell & Associates, a consulting firm with expertise in solid waste collection operations, to provide the City with solid waste and recycling consulting services. Republic Services (Republic) submitted the annual detailed cost report to their franchised jurisdictions, including Wilsonville.

Annual Cost Report

Waste and recycling collection within Wilsonville is accomplished under an exclusive franchise agreement between Republic and the City. An annual cost report is submitted to City managers by Republic to account for the adequacy of the collection rates. Collection rates are established to generate an operating margin of 10% on allowable expenses; however, rates are recalibrated by the City if the margin falls below 8% or above 12%. The annual report provides line-item costs and revenues associated with providing service within the City and financial information for their non-Wilsonville operations. The format of the report furnishes the capacity to calculate the cost of service for each line of business (cart, container, and drop box). Cart collection is primarily for residential customers, whereas business customers are serviced with a container. Reported results were analyzed by Bell & Associates, and the following tasks were completed:

- a. Analyze reported route collection hours to the reported customer counts for each line of business.
- b. Using a predictive test of revenue for each line of business, ensure the reported revenues are reasonable for the number of reported customers.
- c. By thoroughly reviewing the reported direct cost line items, determine if the expense is reasonable in relation to the customer and operational data entered from the detailed cost report.
- d. Utilize a predictive test of disposal to determine if the reported disposal expense is reasonable.
- e. Using the reported administrative line items, determine if the expense is reasonable compared to the operational data entered from the detailed cost report.
- f. Review the costs between Wilsonville and Republic's other franchised collection operations to determine reasonable allocations.
- g. Compare reported revenues and expenses to results from previous years' review.

Report adjustments were made to the submission by Republic from the application of the tasks above that reduced the reported costs and increased the profitability of services provided to Wilsonville customers.

Adjusted Report for 2023

Table 1 details the return for each collection service provided within the Wilsonville franchise collection system.

Table 1: Adjusted 2023 Wilsonville Results

| Description | Roll Cart | Container | Drop Box | Composite |
|----------------------------------|-------------|-------------|-------------|-------------|
| Revenues | \$2,175,941 | \$2,825,024 | \$3,095,244 | \$8,096,209 |
| Allowable Costs for Rates | \$2,151,671 | \$2,350,075 | \$2,988,418 | \$7,490,164 |
| Franchise Income | \$24,270 | \$474,949 | \$106,826 | \$606,045 |
| Margin (Income / Revenue) | 1.1% | 16.8% | 3.5% | 7.5% |

Projected Results for 2024

Specific line item expenses from the adjusted 2023 report were escalated to project the results for 2024-25 using assumptions based on the February rate increase, increased disposal, labor agreement between Republic and the union drivers, administrative wages, health insurance, and estimated inflation. Table 2 summarizes the assumptions.

The assumptions used for the 2024 projection include:

- Two unions represent Republic drivers. The Teamsters represent Keller Drop Box, the union operating in Wilsonville. Keller's contract was renewed in 2024. Hourly wages increased from \$29.29 in December 2023 to \$30.29 in June 2024 and another increase to \$31.54 in December 2024.
- Union Health insurance will increase by 4%.
- The disposal fee for Republic will increase on January 1, 2025, due to contractual increases. Additionally, fees and taxes assessed by Metro increased by \$2.88 per ton on July 1, 2024. The total increase for disposal is calculated at 6.02% for 2024.
- CPI Inflation increased by 2.60% during the first eight months of 2024. Management and administrative labor costs are projected to grow at the CPI inflation rate.
- Yard debris expense was increased by the CPI rate of inflation, which is 2.60%.

| Expense | Change |
|----------------------|--------|
| Union Driver Wages | 1.70% |
| Health Insurance | 4.00% |
| Waste Disposal | 6.02% |
| CPI Inflation | 2.60% |
| Yard Debris Disposal | 2.60% |

Projected 2024 Expenses

The estimated increases noted above were applied to the 2023 expenses and summarized in Table 3 for all operations. Table 4 on the next page summarizes the impact of the increased expenses.

Table 3: Projected 2024 Financial Performance for Wilsonville

| Revenue / Expense Description | Adjusted | Projected | \$ ▲ | % ▲ |
|-------------------------------|-------------|-------------|-----------|-------|
| Collection Revenue | \$8,096,209 | \$8,622,813 | \$526,604 | 6.5% |
| SW and Yard Debris Disposal | \$3,583,676 | \$3,763,462 | \$179,786 | 5.0% |
| Recycling Processing | \$323,763 | \$323,763 | \$0 | 0.0% |
| Labor Expenses | \$1,540,865 | \$1,574,910 | \$34,045 | 2.2% |
| Truck, Fuel, and Repair | \$783,609 | \$794,596 | \$10,987 | 1.4% |
| Equipment and Containers | \$115,409 | \$126,536 | \$11,127 | 9.6% |
| Franchise Fees | \$379,529 | \$431,141 | \$51,612 | 13.6% |
| Other Direct Expense | \$148,890 | \$149,847 | \$957 | 0.6% |
| Management & Administration | \$614,423 | \$623,604 | \$9,181 | 1.5% |
| Total | \$7,490,164 | \$7,787,859 | \$297,695 | 4.0% |
| Franchise Income | \$606,045 | \$834,954 | \$228,909 | 37.8% |
| Margin | 7.5% | 9.7% | | 2.2% |

Table 4: Estimated 2024 Financial Results for Collection Services in Wilsonville

| Description | Roll Cart | Container | Drop Box | Composite |
|---------------------------|-------------|-------------|-------------|-------------|
| Revenues | \$2,361,114 | \$3,015,996 | \$3,245,703 | \$8,622,813 |
| Allowable Costs for Rates | \$2,231,678 | \$2,438,754 | \$3,117,427 | \$7,787,859 |
| Franchise Income | \$129,436 | \$577,242 | \$128,276 | \$834,954 |
| Return on Revenues | 5.5% | 19.1% | 4.0% | 9.7% |

Solid Waste Disposal Cost

The Metro regional government controls the flow and cost of disposal within the Portland metropolitan service area. Metro has increased the disposal cost by \$55.32 per ton from \$98.35 per ton in 2020 to \$153.67 on July 1. The 56.2% increase has averaged 14.5% annually. The rise in waste disposal for customers with a 35 gallon is an additional \$3.10 to their monthly invoice since July 2020. The total cost of garbage disposal for a 35 gallon customer is \$8.61 per month at \$153.67. Unfortunately, Metro leadership has not provided accountability to local jurisdictions to explain the reasons for the increases.

Disposal in the current rates was calculated with a disposal cost of \$137.69 per ton. The estimated disposal cost in January 2025 will be the same as the Metro disposal fee at \$153.67 plus the transaction fee. Table 5 compares the disposal costs at WRI to the Metro disposal fee over the last three years.

Table 5: Metro Disposal Fee Compared to WRI Disposal Fee

| Disposal Facility | Metro South | | | WRI Wilsonville | | |
|----------------------|-------------|----------|----------|-----------------|----------|----------|
| | FY23 | FY24 | FY25 | CY23 | CY24 | Jan 2025 |
| Tonnage Fee | \$78.39 | \$89.72 | \$104.37 | \$91.63 | \$98.04 | \$104.37 |
| RSF | \$29.37 | \$31.41 | \$31.72 | \$30.39 | \$31.57 | \$31.72 |
| Excise Tax | \$12.80 | \$13.28 | \$14.69 | \$13.04 | \$13.99 | \$14.69 |
| Host Fee | \$1.00 | \$1.00 | \$1.00 | \$1.00 | \$1.00 | \$1.00 |
| DEQ Fees | \$1.89 | \$1.89 | \$1.89 | \$1.89 | \$1.89 | \$1.89 |
| Disposal Fee | \$123.45 | \$137.30 | \$153.67 | \$137.95 | \$146.49 | \$153.67 |
| Scale house Fee | \$4.25 | \$6.75 | \$7.25 | \$3.00 | \$3.00 | \$3.00 |
| Per Ton (7 ton load) | \$0.61 | \$0.96 | \$1.04 | \$0.43 | \$0.43 | \$0.43 |
| Total \$ per Ton | \$124.06 | \$138.26 | \$154.71 | \$138.38 | \$146.92 | \$154.10 |

Rate Recommendations

Residents are the primary customers with a roll cart for waste, recycling, and yard debris collection services. The proposed rates in Table 6 incorporate the increased cost of disposal plus the increased cost of the union labor contract for the four sizes of garbage carts in Wilsonville.

Table 6: Proposed Rate Increase for Residential Collection Service

| Garbage Cart Volume | 20 gallon | 35 gallon | 65 gallon | 95 gallon |
|-------------------------|----------------|----------------|----------------|----------------|
| Waste Disposal Increase | \$0.48 | \$0.77 | \$1.50 | \$2.22 |
| Labor Increase | \$0.20 | \$0.20 | \$0.20 | \$0.20 |
| Margin & Franchise Fee | \$0.12 | \$0.17 | \$0.30 | \$0.43 |
| Subtotal | \$0.80 | \$1.14 | \$2.00 | \$2.85 |
| Current Rate | \$23.20 | \$30.56 | \$39.75 | \$44.90 |
| Increase | \$0.80 | \$1.14 | \$2.00 | \$2.85 |
| Proposed Rate | \$24.00 | \$31.70 | \$41.75 | \$47.75 |
| % Increase | 3.4% | 3.7% | 5.0% | 6.3% |

Commercial collection requires only an increase in disposal. Table 7 summarizes the increase for some of Wilsonville's most popular service levels.

Table 7: Proposed Rate Increases for Commercial Container Service

| | Cost per Yd. | 2 yd. weekly | 4 yd. weekly | 6 yd. weekly | 8 yd. weekly |
|-------------------|--------------|--------------|--------------|--------------|--------------|
| Current Rate | | \$196.96 | \$347.36 | \$482.51 | \$635.55 |
| Disposal | \$0.84 | \$7.27 | \$14.55 | \$21.82 | \$29.10 |
| Margin & FF | \$0.15 | \$1.28 | \$2.57 | \$3.85 | \$5.14 |
| Total Increase | \$0.99 | \$8.55 | \$17.12 | \$25.67 | \$34.24 |
| Proposed Rates | | \$205.51 | \$364.48 | \$508.18 | \$669.79 |
| % Increase | | 4.34% | 4.93% | 5.32% | 5.39% |

Drop Box and Roll Off Compactor Service

Drop Box Distance Fee

The current and proposed fees for drop box service were set assuming that waste would be disposed of at Willamette Resources on Ridder Road in Wilsonville. When the collected waste material requires disposal at distant locations, such as Coffin Butte Landfill near Corvallis or the Hillsboro Landfill, the drive time exceeds the allotted time embedded in the haul fee.

Therefore, many local jurisdictions, such as Clackamas County, have a mileage charge to supplement the haul fee. For 2025, the proposed mileage fee for Wilsonville is **\$4.70**. The fee would be assessed for drop box / compactor hauls exceeding 12 miles from the point of collection to the disposal facility. For example, a customer requiring disposal at Coffin Butte Landfill would be assessed a mileage fee of \$206.80, which the calculation is detailed as follows:

| | |
|--|-----------------|
| Miles from Wilsonville to Coffin Butte - One-way miles | 56 |
| Less the 12 base miles in the rate: | 12 |
| Net Miles for Mileage Fee | 44 |
| Mileage Calculation – 44 miles x \$4.70 | \$206.80 |

Landfill Fee

When disposal is required at a landfill, the time expended on-site ranges from 20 to 30 minutes compared to an average dump time at WRI of 10 minutes. Because the drop box rate is calculated on average times, the cost of the additional time expended on site at the landfill over the average time at WRI will be recovered by assessing a Landfill Fee of \$48.00.

Drop Box Haul Costs

Drop box and roll off compactor rates used primarily by industrial firms are established on the average time expended hauling the drop box or compactor. The net increased collection cost for service is \$31,930. Table 8 details the rate calculation and the 30 yard drop box haul rate increase.

Table 8: Proposed Rate Increase for Drop Box / Roll-Off Compactor

| Description | Adjusted | Projected |
|---------------------------------------|-----------|-----------|
| Collection Cost | \$886,127 | \$925,263 |
| Increased Collection Cost | | \$39,136 |
| Less Mileage and Landfill Fee Revenue | | \$(7,206) |
| Net Cost for Rates | | \$31,930 |
| Annual Hauls | 6,212 | 6,212 |
| Increased Cost per Haul | | \$5.14 |
| Proposed Increase to the Haul Rates | | \$5.00 |
| 30-Yard Haul Fee | \$147.00 | \$152.00 |

Attachment A – Adjusted 2023 Results

**Adjusted
Return on Revenues
City of Wilsonville January 1 to December 31, 2023**

| | Residential Service | | | Commercial Service | | | Drop Box | Grand Totals | | | | | |
|--|---------------------|-------------------------|----------------|-------------------------|------------------|-------------------------|------------------|---------------------|------------------|---------------------|------------------|-------------|------------------|
| | Solid Waste | Recycling | Yard Debris | Solid Waste | Recycling | | | | | | | | |
| Collection & Service Revenues | 2,175,941 | | | 2,825,024 | | | 3,095,244 | 8,096,209 | | | | | |
| Direct Costs of Operations | 1,119,537 | Monthly \$ per Can/Cart | 434,312 | Monthly \$ per Can/Cart | 429,815 | Monthly \$ per Can/Cart | 1,608,218 | Monthly \$ per Yard | 451,673 | Monthly \$ per Yard | 2,832,186 | \$ per pull | 6,875,741 |
| Disposal Expense | 485,622 | 6.84 | 146,297 | 2.06 | 186,878 | 3.56 | 965,117 | 6.82 | 177,466 | 1.25 | 1,946,059 | 313.27 | 3,907,439 |
| Labor Expense | 320,860 | 4.52 | 175,065 | 2.47 | 163,259 | 3.11 | 300,139 | 2.12 | 160,111 | 1.13 | 421,431 | 67.84 | 1,540,865 |
| Truck Expense | 163,091 | 2.30 | 88,983 | 1.25 | 62,694 | 1.19 | 151,427 | 1.07 | 90,168 | 0.64 | 227,246 | 36.58 | 783,609 |
| Equipment Expense | 22,278 | 0.31 | 12,155 | 0.17 | 5,970 | 0.11 | 23,172 | 0.16 | 14,922 | 0.11 | 36,912 | 5.94 | 115,409 |
| Franchise Fees | 95,294 | 1.34 | 0 | - | 0 | - | 137,655 | 0.97 | 0 | - | 146,580 | 23.60 | 379,529 |
| Other Direct Expense | 32,392 | 0.46 | 11,812 | 0.17 | 11,014 | 0.21 | 30,708 | 0.22 | 9,006 | 0.06 | 53,958 | 8.69 | 148,890 |
| Indirect Costs of Operations | 168,753 | | | | | | 291,147 | | | | 156,791 | | 616,691 |
| Management Expense | 15,872 | 0.22 | 7.8% | | | | 14,076 | 0.10 | 10.3% | | 10,250 | 1.65 | 40,198 |
| Administrative Expense | 74,201 | 1.05 | | | | | 65,808 | 0.47 | | | 47,925 | 7.71 | 187,934 |
| Other Overhead Expenses | 78,680 | 1.11 | | \$ 789.00 | | | 211,263 | 1.49 | | | 98,616 | 15.88 | 388,559 |
| Total Cost | 2,152,417 | | | | | | 2,351,038 | | | | 2,988,977 | | 7,492,432 |
| Less Unallowable Costs | 746 | (0.01) | | | | | 963 | | | | 559 | | 2,268 |
| Allowable Costs | 2,151,671 | | | | | | 2,350,075 | | | | 2,988,418 | | 7,490,164 |
| Franchise Income | 24,270 | | | | | | 474,949 | | | | 106,826 | | 606,045 |
| Carts/ Yards/ Drop Box Pulls | 5,917 | | 4,372 | | 141,492 | | 129,584 | | 6,212 | | | | |
| Revenues | 2,175,941 | % of revenue | | | 2,825,024 | % of revenue | | | 3,095,244 | | | | 8,096,209 |
| Direct Costs of Operations | 1,983,664 | 91% | | | 2,059,891 | 73% | | | 2,832,186 | | | | 6,875,741 |
| Indirect Costs of Operations | 168,753 | 8% | | | 291,147 | 10% | | | 156,791 | | | | 616,691 |
| Total Cost | 2,152,417 | | | | 2,351,038 | | | | 2,988,977 | | | | 7,492,432 |
| Less Unallowable Costs | 746 | 0% | | | 963 | 0% | | | 559 | | | | 2,268 |
| Allowable Costs | 2,151,671 | | | | 2,350,075 | | | | 2,988,418 | | | | 7,490,164 |
| Franchise Income | 24,270 | | | | 474,949 | | | | 106,826 | | | | 606,045 |
| Return on revenues | 1.12% | | | | 16.81% | | | | 3.45% | | | | 7.49% |

Attachment B – Projected 2024

**Projected 2024 Results
Return on Revenues
City of Wilsonville**

| | Residential Service | | | Commercial Service | | | Drop Box | Grand Totals | | | |
|--|---------------------|---------------------|----------------|--------------------|---------------------|---------------------|---------------------|------------------|-----------|------------------|-----------|
| | Solid Waste | Recycling | Yard Debris | Solid Waste | Recycling | | | | | | |
| | | % ▲ from prior year | | | % ▲ from prior year | | % ▲ from prior year | | | | |
| Collection & Service Revenues | 2,361,114 | 8.5% | 0 | 0 | 3,015,996 | 6.8% | 0 | 3,242,947 | 4.8% | 8,620,057 | |
| Surcharge Overage | | | | | | | | | | | |
| Direct Costs of Operations | 1,180,286 | | 439,539 | 439,547 | 1,686,987 | | 456,564 | 2,955,972 | | 7,158,895 | |
| Disposal / Processing Expense | 514,031 | 5.9% | 146,297 | 0.0% | 191,737 | 2.6% | 177,466 | 0.0% | 2,030,896 | 4.4% | 4,082,003 |
| Labor Expense | 327,956 | 2.2% | 178,938 | 2.2% | 166,869 | 2.2% | 163,650 | 2.2% | 430,723 | 2.2% | 1,574,910 |
| Truck Expense | 165,285 | 1.3% | 90,180 | 1.3% | 63,811 | 1.8% | 91,351 | 1.3% | 230,325 | 1.4% | 794,596 |
| Equipment Expense | 22,331 | 0.2% | 12,184 | 0.2% | 5,997 | 0.5% | 14,995 | 0.5% | 47,724 | 29.3% | 126,536 |
| Franchise Fees | 118,056 | 23.9% | 0 | 0 | 150,800 | 9.5% | 0 | 162,147 | 10.6% | 431,003 | |
| Other Direct Expense | 32,627 | 0.7% | 11,940 | 1.1% | 11,133 | 1.1% | 9,102 | 1.1% | 54,157 | 0.4% | 149,847 |
| Indirect Costs of Operations | 172,227 | | | | 294,525 | | | 159,120 | | 625,872 | |
| Management Expense | 16,285 | 2.6% | | | 14,442 | 2.6% | | 10,517 | 2.6% | 41,244 | |
| Administrative Expense | 76,173 | 2.7% | | | 67,557 | 2.7% | | 49,198 | 2.7% | 192,928 | |
| Other Overhead Expenses | 79,769 | 1.4% | | | 212,526 | 0.6% | | 99,405 | 0.8% | 391,700 | |
| Less Unallowable Costs | 746 | | | | 963 | | | 559 | | 2,268 | |
| Revenues | 2,361,114 | | | | 3,015,996 | | | 3,242,947 | | 8,620,057 | |
| | | % ▲ from prior year | | | | % ▲ from prior year | | | | | |
| Direct Costs of Operations | 2,059,372 | 3.8% | | | 2,143,551 | 4.1% | | 2,955,972 | | 7,158,895 | |
| Indirect Costs of Operations | 172,227 | 2.1% | | | 294,525 | 1.2% | | 159,120 | | 625,872 | |
| Total Cost | 2,231,599 | 3.7% | | | 2,438,076 | 3.7% | | 3,115,092 | | 7,784,767 | |
| Less Unallowable Costs | 746 | | | | 963 | | | 559 | | 2,268 | |
| Allowable Costs | 2,230,853 | | | | 2,437,113 | | | 3,114,533 | | 7,782,499 | |
| Franchise Income | 130,261 | | | | 578,883 | | | 128,414 | | 837,558 | |
| Projected Return on Revenues | 5.52% | | | | 19.19% | | | 3.96% | | 9.72% | |
| 2023 Return on Revenues | 1.12% | | | | 16.81% | | | 3.45% | | 7.49% | |

Attachment C – Rate Sheet Comparison of Current Rates and Proposed New Rates

ROLL CART SERVICE RATES

Residential Single-Family Dwellings and Condominium Communities

| | Current Rate | % Variance | \$ Variance | New Rate |
|--|-----------------|------------|-------------|----------|
| Residential Single-Family Dwelling Garbage Cart | Rate per | | | |
| Includes 65 gallon recycling cart, 18 gallon glass recycling bin, and 65 gallon yard debris/organics cart service | Month | | | |
| 20 gallon | \$23.20 | 3.45% | \$0.80 | \$ 24.00 |
| 35 gallon | \$30.56 | 3.73% | \$1.14 | \$ 31.70 |
| 65 gallon | \$39.75 | 5.03% | \$2.00 | \$ 41.75 |
| Charbonneau Garbage Cart | Rate per | | | |
| Charbonneau District only is yard debris/organics exempt due to privately-paid district-wide landscaping debris removal service | Month | | | |
| Includes optional 65 gallon recycling cart and 18 gallon glass recycling bin service | | | | |
| 20 gallon | \$20.21 | 3.41% | \$0.69 | \$ 20.90 |
| 35 gallon | \$23.95 | 3.76% | \$0.90 | \$ 24.85 |
| 65 gallon | \$33.67 | 4.99% | \$1.68 | \$ 35.35 |
| Add Optional 65 gallon yard debris/organics cart service | \$8.52 | 5.05% | \$0.43 | \$ 8.95 |
| Condominium Garbage Cart | Rate per | | | |
| Includes 65 gallon recycling cart, 18 gallon glass recycling bin, and 65 gallon yard debris/organics cart service | Month | | | |
| 20 gallon | \$23.20 | 3.45% | \$0.80 | \$ 24.00 |
| 35 gallon cart | \$30.56 | 3.73% | \$1.14 | \$ 31.70 |
| 65 gallon cart | \$39.75 | 5.03% | \$2.00 | \$ 41.75 |
| Recycle+ Opt-In Additional Recycling Collection Service | Rate | | | |
| Base Charge * (billed monthly) | \$2.50 | 2.00% | \$0.05 | \$ 2.55 |
| Curbside Collection placed within 3 feet of street (each time/occurrence) | \$9.25 | 2.70% | \$0.25 | \$ 9.50 |
| Non-Curbside Collection* placed 5-150 feet from street (each time/occurrence) | \$11.70 | 2.56% | \$0.30 | \$ 12.00 |
| Non-Curbside Collection * placed over 150 feet from street (each time/occurrence) | \$13.00 | 2.31% | \$0.30 | \$ 13.30 |
| <i>* Non-Curbside Collection Receptacle is placed in mutually agreed-upon location, such as the door step next to the garage, on the front porch by door, etc.</i> | | | | |
| Alternative and Special Collection Services | Rate | | | |
| On Call (per each pick-up/service) | \$12.87 | 3.73% | \$0.48 | \$ 13.35 |
| Recycling Only (monthly fee; 1-month minimum service) | \$11.53 | 3.64% | \$0.42 | \$ 11.95 |
| Yard Debris/Organics Only (monthly fee; 1 month minimum service) | \$8.52 | 3.87% | \$0.33 | \$ 8.85 |
| Recycling & Yard Debris/Organics Only (monthly fee; 1-month minimum service) | \$17.58 | 3.81% | \$0.67 | \$ 18.25 |

Residential Single-Family Dwellings and Condominium Communities
Continued from Prior Page

| | Current Rate | % Variance | \$ Variance | New Rate |
|--|--------------|------------|-------------|----------|
| Additional / Extra Service | Rate | | | |
| Lost or damaged garbage cart (new replacement cart) | \$72.53 | 2.51% | \$ 1.82 | \$ 74.35 |
| Lost or damaged yard debris cart (new replacement cart) | \$76.01 | 2.49% | \$ 1.89 | \$ 77.90 |
| Lost or damaged recycling cart (new replacement cart) | \$76.01 | 2.49% | \$ 1.89 | \$ 77.90 |
| Lost or damaged recycling bin (new replacement cart) | \$12.32 | 2.68% | \$ 0.33 | \$ 12.65 |
| Return-trip fee outside of normally scheduled route | \$24.30 | 2.47% | \$ 0.60 | \$ 24.90 |
| All occasional extras (extra box/bag/can per extra item per service/occasion) | \$6.72 | 2.68% | \$ 0.18 | \$ 6.90 |
| Over-full can/cart charge (per can/cart per service/occasion) | \$6.72 | 2.68% | \$ 0.18 | \$ 6.90 |
| Yard debris/organics contaminated with garbage (per can/cart per service/occasion) | \$14.55 | 2.41% | \$ 0.35 | \$ 14.90 |
| Gate opening/roll-out container (monthly) | \$18.13 | 2.59% | \$ 0.47 | \$ 18.60 |
| Special container (medical waste; per month fee) | \$18.13 | 2.59% | \$ 0.47 | \$ 18.60 |
| Temporary Clean-Up Container | Rate | | | |
| • 3 Yards Maximum Volume for 4 Days of Use | | | | |
| Delivery & Removal of Container | \$133.32 | 2.50% | \$ 3.33 | \$136.65 |
| Extra Dump | \$95.94 | 2.51% | \$ 2.41 | \$ 98.35 |
| Daily Container Rental Charge Past 4 Days (per day fee) | \$6.49 | 2.47% | \$ 0.16 | \$ 6.65 |

COMMERCIAL RATES

Commercial Container Services – Rate per Month

| Container Size | January 1, 2025 effective date | | | | | |
|----------------|--------------------------------|----------|----------|----------|----------|----------|
| | 1 | 2 | 3 | 4 | 5 | 6 |
| 1 yard | 120.55 | 234.88 | 340.14 | | | |
| multiple | 120.55 | 234.88 | 340.14 | | | |
| 1-1/2 yard | 159.06 | 304.30 | 447.88 | | | |
| multiple | 159.06 | 304.30 | 447.88 | | | |
| 2 yard | 205.53 | 393.75 | 581.58 | 779.83 | 976.32 | 1,175.96 |
| multiple | 205.53 | 393.75 | 581.58 | 779.83 | 976.32 | 1,175.96 |
| 3 yard | 280.75 | 543.45 | 807.59 | 1,091.97 | 1,373.91 | 1,655.31 |
| multiple | 280.75 | 543.45 | 807.59 | 1,091.97 | 1,373.91 | 1,655.31 |
| 4 yard | 364.51 | 714.34 | 1,063.34 | 1,439.52 | 1,812.37 | 2,184.47 |
| multiple | 364.51 | 714.34 | 1,063.34 | 1,439.52 | 1,812.37 | 2,184.47 |
| 5 yard | 443.16 | 860.75 | 1,289.65 | 1,746.80 | 2,200.33 | 2,652.24 |
| multiple | 443.16 | 860.75 | 1,289.65 | 1,746.80 | 2,200.33 | 2,652.24 |
| 6 yard | 508.23 | 992.77 | 1,496.61 | 2,028.41 | 2,555.42 | 3,081.56 |
| multiple | 508.23 | 992.77 | 1,496.61 | 2,028.41 | 2,555.42 | 3,081.56 |
| 8 yard | 669.84 | 1,310.26 | 1,976.69 | 2,682.29 | 3,380.91 | 4,078.14 |
| multiple | 669.84 | 1,310.26 | 1,976.69 | 2,682.29 | 3,380.91 | 4,078.14 |

COMMERCIAL RATES

Commercial Container Services – Rate per Month

| Container Size | Current | | | | Current | | | |
|----------------|------------------------|------------|-------------|-----------|-------------------------|------------|-------------|-------------|
| | Rate | % Variance | \$ Variance | New Rate | Rate | % Variance | \$ Variance | New Rate |
| | Rate - 1 stop per week | | | | Rate - 2 stops per week | | | |
| 1 yard | \$116.26 | 3.69% | \$ 4.29 | \$ 120.55 | \$226.31 | 3.79% | \$ 8.57 | \$ 234.88 |
| 1.5 yard | \$152.63 | 4.21% | \$ 6.43 | \$ 159.06 | \$291.44 | 4.41% | \$ 12.86 | \$ 304.30 |
| 2 yard | \$196.96 | 4.35% | \$ 8.57 | \$ 205.53 | \$376.60 | 4.55% | \$ 17.15 | \$ 393.75 |
| 3 yard | \$267.89 | 4.80% | \$ 12.86 | \$ 280.75 | \$517.73 | 4.97% | \$ 25.72 | \$ 543.45 |
| 4 yard | \$347.36 | 4.94% | \$ 17.15 | \$ 364.51 | \$680.05 | 5.04% | \$ 34.29 | \$ 714.34 |
| 5 yard | \$421.73 | 5.08% | \$ 21.43 | \$ 443.16 | \$817.88 | 5.24% | \$ 42.87 | \$ 860.75 |
| 6 yard | \$482.51 | 5.33% | \$ 25.72 | \$ 508.23 | \$941.33 | 5.46% | \$ 51.44 | \$ 992.77 |
| 8 yard | \$635.55 | 5.40% | \$ 34.29 | \$ 669.84 | \$1,241.67 | 5.52% | \$ 68.59 | \$ 1,310.26 |

| Container Size | Current | | | | Current | | | |
|----------------|-------------------------|------------|-------------|-------------|-------------------------|------------|-------------|-------------|
| | Rate | % Variance | \$ Variance | New Rate | Rate | % Variance | \$ Variance | New Rate |
| | Rate - 3 stops per week | | | | Rate - 4 stops per week | | | |
| 1 yard | \$327.28 | 3.93% | \$ 12.86 | \$ 340.14 | | | | |
| 1.5 yard | \$428.59 | 4.50% | \$ 19.29 | \$ 447.88 | | | | |
| 2 yard | \$555.86 | 4.63% | \$ 25.72 | \$ 581.58 | \$745.54 | 4.60% | \$ 34.29 | \$ 779.83 |
| 3 yard | \$769.01 | 5.02% | \$ 38.58 | \$ 807.59 | \$1,040.53 | 4.94% | \$ 51.44 | \$ 1,091.97 |
| 4 yard | \$1,011.90 | 5.08% | \$ 51.44 | \$ 1,063.34 | \$1,370.93 | 5.00% | \$ 68.59 | \$ 1,439.52 |
| 5 yard | \$1,225.35 | 5.25% | \$ 64.30 | \$ 1,289.65 | \$1,661.07 | 5.16% | \$ 85.73 | \$ 1,746.80 |
| 6 yard | \$1,419.45 | 5.44% | \$ 77.16 | \$ 1,496.61 | \$1,925.53 | 5.34% | \$ 102.88 | \$ 2,028.41 |
| 8 yard | \$1,873.81 | 5.49% | \$ 102.88 | \$ 1,976.69 | \$2,545.12 | 5.39% | \$ 137.17 | \$ 2,682.29 |

| Container Size | Current | | | | Current | | | |
|----------------|-------------------------|------------|-------------|-------------|-------------------------|------------|-------------|-------------|
| | Rate | % Variance | \$ Variance | New Rate | Rate | % Variance | \$ Variance | New Rate |
| | Rate - 5 stops per week | | | | Rate - 6 stops per week | | | |
| 1 yard | | | | | | | | |
| 1.5 yard | | | | | | | | |
| 2 yard | \$933.45 | 4.59% | \$ 42.87 | \$ 976.32 | \$1,124.52 | 4.57% | \$ 51.44 | \$ 1,175.96 |
| 3 yard | \$1,309.61 | 4.91% | \$ 64.30 | \$ 1,373.91 | \$1,578.15 | 4.89% | \$ 77.16 | \$ 1,655.31 |
| 4 yard | \$1,726.64 | 4.97% | \$ 85.73 | \$ 1,812.37 | \$2,081.59 | 4.94% | \$ 102.88 | \$ 2,184.47 |
| 5 yard | \$2,093.16 | 5.12% | \$ 107.17 | \$ 2,200.33 | \$2,523.64 | 5.10% | \$ 128.60 | \$ 2,652.24 |
| 6 yard | \$2,426.82 | 5.30% | \$ 128.60 | \$ 2,555.42 | \$2,927.24 | 5.27% | \$ 154.32 | \$ 3,081.56 |
| 8 yard | \$3,209.44 | 5.34% | \$ 171.47 | \$ 3,380.91 | \$3,872.38 | 5.31% | \$ 205.76 | \$ 4,078.14 |

Extra Commercial Pick-Up Rates

| | | Current Rate | % Variance | \$ Variance | New Rate |
|----------------|------------------|--------------|------------|-------------|----------|
| Container Size | Rate per Pick-up | | | | |
| 1 yard | \$25.05 | | 3.69% | \$ 0.92 | \$ 25.97 |
| 1.5 yard | \$35.07 | | 4.21% | \$ 1.48 | \$ 36.55 |
| 2 yard | \$45.84 | | 4.35% | \$ 2.00 | \$ 47.84 |
| 3 yard | \$66.52 | | 4.80% | \$ 3.19 | \$ 69.71 |
| 4 yard | \$87.31 | | 4.94% | \$ 4.31 | \$ 91.62 |
| 5 yard | \$108.10 | | 5.08% | \$ 5.49 | \$113.59 |
| 6 yard | \$128.78 | | 5.33% | \$ 6.86 | \$135.64 |
| 8 yard | \$169.19 | | 5.40% | \$ 9.13 | \$178.32 |

Extra Commercial Pick-Up Rates for additional container dumps (return trips).

Container Compactor rate is 2.2 times the regular rate.

Customers subject to Metro Ordinance No. 18-1418 Business Food Waste Requirement contact Republic Services.

Extra material beyond the capacity of the container is charged \$28.28 per yard. Contamination fee of \$14.55 is assessed for recycling contamination.

Multi-Family Communities / Commercial Cart Service

Includes collection of mixed recyclables and glass; by special arrangement may include collection of yard debris/organics.

| | | Current Rate | % Variance | \$ Variance | New Rate |
|----------------|----------------|--------------|------------|-------------|----------|
| Size | Rate per Month | | | | |
| 35 gallon cart | \$23.15 | | 3.46% | \$ 0.80 | \$ 23.95 |
| 65 gallon cart | \$35.80 | | 3.77% | \$ 1.35 | \$ 37.15 |
| 90 gallon cart | \$44.90 | | 5.01% | \$ 2.25 | \$ 47.15 |

Recycling Rates for Multi-Family Communities with Compactors or Train Systems

| Number of Units | Rate per Month | | | | |
|------------------------|----------------|--|-------|---------|----------|
| 1 to 99 (minimum fee) | \$146.18 | | 2.61% | \$ 3.82 | \$150.00 |
| 100 to 199 (per unit) | \$2.26 | | 2.50% | \$ 0.06 | \$ 2.32 |
| 200 to 299 (per unit) | \$2.02 | | 2.50% | \$ 0.05 | \$ 2.07 |
| 300 to 399 (per unit) | \$1.77 | | 2.50% | \$ 0.04 | \$ 1.81 |
| 400 or more (per unit) | \$1.73 | | 2.50% | \$ 0.04 | \$ 1.77 |

Additional Recycling Services – Drop Box and Commercial Customers

| | | Current | % | \$ | New |
|--|-------------------------------------|----------------|-----------------|-----------------|-------------|
| | | Rate | Variance | Variance | Rate |
| Container Size | Rate per Month Per Container | | | | |
| 65 gallon * | \$16.90 | 2.37% | \$ 0.40 | \$ 17.30 | |
| 90 gallon * | \$20.50 | 2.44% | \$ 0.50 | \$ 21.00 | |
| Metal Tote ** | \$26.53 | 2.53% | \$ 0.67 | \$ 27.20 | |
| Cardboard Container for customers that have less than 4 cubic yards of flattened cardboard per month | \$26.53 | 2.53% | \$ 0.67 | \$ 27.20 | |

* includes pick up

** plus hourly rate

Miscellaneous Service Rates – Hourly Hauling Rate

| | | Current | % | \$ | New |
|-------------------------------|----------------------|----------------|-----------------|-----------------|-------------|
| | | Rate | Variance | Variance | Rate |
| Service | Rate per Hour | | | | |
| 1 truck + 1 driver | \$111.15 | 2.52% | \$ 2.80 | \$113.95 | |
| 1 truck + 1 driver + 1 helper | \$140.37 | 2.51% | \$ 3.53 | \$143.90 | |

INDUSTRIAL DROP BOX AND ROLL OFF COMPACTOR SERVICE RATES

| Current Rate | % Variance | \$ Variance | New Rate |
|-----------------|---------------|----------------|-------------|
|-----------------|---------------|----------------|-------------|

Drop Box / Compactor Rates Haul Rates

| Container Size | Haul Rate | | | | |
|----------------------|-----------|-------|---------|----------|--|
| 10-29 yard drop box | \$131.00 | 3.82% | \$ 5.00 | \$136.00 | |
| 30 yard drop box | \$147.00 | 3.40% | \$ 5.00 | \$152.00 | |
| 40 yard drop box | \$166.00 | 3.01% | \$ 5.00 | \$171.00 | |
| 10-19 yard compactor | \$131.00 | 3.82% | \$ 5.00 | \$136.00 | |
| 20-29 yard compactor | \$147.00 | 3.40% | \$ 5.00 | \$152.00 | |
| 30-39 yard compactor | \$204.00 | 2.45% | \$ 5.00 | \$209.00 | |
| 40+ yard compactor | \$271.00 | 1.85% | \$ 5.00 | \$276.00 | |

Additional Drop Box Fees

| Service | Rate | | | | |
|------------------------------------|---------|-------|---------|----------|--|
| Drop Box Delivery Fee | \$59.50 | 4.20% | \$ 2.50 | \$ 62.00 | |
| Fee for less than 1 haul per month | \$22.00 | 2.50% | \$ 0.55 | \$ 22.55 | |
| Round-trip box (per haul) | \$39.50 | 2.53% | \$ 1.00 | \$ 40.50 | |

Drop Box Rental Fees

| Drop Box Size | Rate/Day | | | | |
|--------------------------|----------|-------|---------|----------|--|
| 10 yard - After 48 hours | \$9.50 | 2.63% | \$ 0.25 | \$ 9.75 | |
| 20 yard - After 48 hours | \$9.50 | 2.63% | \$ 0.25 | \$ 9.75 | |
| 30 yard - After 48 hours | \$10.45 | 2.39% | \$ 0.25 | \$ 10.70 | |
| 40 yard - After 48 hours | \$12.50 | 2.40% | \$ 0.30 | \$ 12.80 | |

| Drop Box Size | Rate/ Month | | | | |
|-------------------|----------------|-------|---------|----------|--|
| 10 yard - Monthly | \$89.00 | 2.25% | \$ 2.00 | \$ 91.00 | |
| 20 yard - Monthly | \$89.00 | 2.25% | \$ 2.00 | \$ 91.00 | |
| 30 yard - Monthly | \$94.00 | 2.13% | \$ 2.00 | \$ 96.00 | |
| 40 yard - Monthly | \$99.00 | 2.02% | \$ 2.00 | \$101.00 | |

Rent charged is the lesser of the daily or monthly rent total.

| | | |
|------------------------------|-----|---------|
| Mileage Fee (after 12 miles) | N/A | \$4.70 |
| Landfill Surcharge | N/A | \$48.00 |

Mileage Fee is assessed for drop box / compactor hauls exceeding 12 miles from the point of collection to the disposal facility.

Landfill Surcharge is assessed when disposal is required at a landfill. The fee is to offset the additional time expended on-site.

SUPPLEMENTAL SERVICES RATES

| | Current Rate | % Variance | \$ Variance | New Rate |
|--|------------------------------|------------|-------------|----------|
| Type of Service | Rate | | | |
| Special Services Not Listed: Hauler will charge the reasonable cost of collection and disposal; charge to be related to a similar schedule fee where possible. | Cost of Collection/ Disposal | | | |
| Appliances: | | | | |
| Large appliances that contain Freon (accessible at curb) | \$52.60 | 2.47% | \$ 1.30 | \$ 53.90 |
| Large appliances without Freon (accessible at curb, Freon removal certificate required for pick up) | \$30.20 | 2.48% | \$ 0.75 | \$ 30.95 |
| Bathtub / Sink / Toilet: | | | | |
| Fiberglass tub/shower | \$46.75 | 2.46% | \$ 1.15 | \$ 47.90 |
| Sinks without cabinet | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| Toilet | \$23.40 | 2.56% | \$ 0.60 | \$ 24.00 |
| Carpets: | | | | |
| Rug | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| E-Waste (Electronic Devices) Removal: | | | | |
| TV under 25", PC monitor, laptop | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| TV over 25" | \$35.10 | 2.56% | \$ 0.90 | \$ 36.00 |
| TV console, TV projector, copiers | \$46.75 | 2.46% | \$ 1.15 | \$ 47.90 |
| Furniture: | | | | |
| Hide-a-bed | \$46.75 | 2.46% | \$ 1.15 | \$ 47.90 |
| Small furniture – recliner chair, office chair, crib, coffee table, patio table, cabinets, etc. | \$23.40 | 2.56% | \$ 0.60 | \$ 24.00 |
| Large furniture – full sized couch, dining table, dresser, etc. | \$35.10 | 2.56% | \$ 0.90 | \$ 36.00 |
| Mattresses: | | | | |
| Twin mattress/box spring (set) | \$23.40 | 2.56% | \$ 0.60 | \$ 24.00 |
| Double/queen mattress/box spring (set) | \$35.10 | 2.56% | \$ 0.90 | \$ 36.00 |
| King mattress/box spring (set) | \$41.00 | 2.44% | \$ 1.00 | \$ 42.00 |
| Miscellaneous / Other: | | | | |
| Basketball hoop | \$46.75 | 2.46% | \$ 1.15 | \$ 47.90 |
| Bicycle | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| Christmas tree | \$11.20 | 2.68% | \$ 0.30 | \$ 11.50 |
| Entertainment center | \$58.20 | 2.49% | \$ 1.45 | \$ 59.65 |
| Hot tub cover | \$58.20 | 2.49% | \$ 1.45 | \$ 59.65 |
| Hot water heater | \$46.75 | 2.46% | \$ 1.15 | \$ 47.90 |
| Treadmill, door, furnace, barbeque, satellite dish, lawnmower | \$29.25 | 2.56% | \$ 0.75 | \$ 30.00 |
| Waterbed bag | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| Windows (per window) | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| Tires: | | | | |
| Tires with rims – Passenger or light truck | \$23.40 | 2.56% | \$ 0.60 | \$ 24.00 |
| Tires without rims – Passenger or light truck | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |
| Tires – Heavy equipment, semi, etc. charged per ton at current disposal facility gate rate | Gate Rate | | | |
| Return Trip Fee: | \$23.40 | 2.56% | \$ 0.60 | \$ 24.00 |
| Minimum Charge: | \$17.55 | 2.56% | \$ 0.45 | \$ 18.00 |

CITY COUNCIL ROLLING SCHEDULE
Board and Commission Meetings
Items known as of 10/08/24

Item 4.

October

| | | | | |
|-------|-----------|---------|-------------------|------------------|
| 10/22 | Tuesday | 6:00 pm | Metro-CEC | Council Chambers |
| 10/23 | Wednesday | 6:30 pm | Library Board | Library |
| 10/28 | Monday | 6:30 pm | DRB B - CANCELLED | Council Chambers |

Community Events:

OCTOBER

Disability Heritage Month
Hispanic Heritage Month

- 10/22 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Piecemakers Quilters, 9:00 am, Tauchman House
 Ukulele Jam, 9:00 am, Parks & Rec
 Intermediate English Class, 10:00 am, Library
 ODHS Drop-In Assistance 10:00 am, Library
 Baby & Toddler Time, 10:30 am, Library
 Baby & Toddler Time, 11:15 am, Library
 Lunch at the Community Center, 12:00 pm, Community Center
 Partners Bridge, 12:30 pm, Community Center
 ODHS Drop-In Assistance, 1:00 pm, Library
 Virtual Reality Fitness, 1:00 pm, Community Center
 Beginning Tai Chi-Season 1, 2:00 pm, Community Center
 Tai Chi Continuing-Season 1, 3:00 pm, Community
 Soccer Shots Fall Season, 3:30 pm, Memorial Park
 Barre Tone-Season 1, 5:45 pm, Community Center
 Soul Flow Yoga-Season 1, 7:15 pm, Community Center
- 10/23 Core, Floor & More + Stretch, 5:45 a.m., Community Center
 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Healthy Bones and Balance, 8:30 am, Community Center
 Advanced Healthy Bones and Balance, 9:30 am, Community Center
 Digital Photography Club, 10:00 am, Community Center
 Family Storytime, 10:30 am, Community Center
 Conversational Spanish Group, 10:30 am, Community Center
 Sit and Be Fit, 11:00 am, Community Center
 Lunch at the Community Center, 12:00 pm, Community Center
 Pinochle/Cribbage, 1:00 pm, Community Center
 Teen Afterschool Drop-In Activities, 3:00 p.m., Library
 KidoKinetics-Sports Play, 3:15 pm, Community Center

All dates and times are tentative; check the City’s online calendar for schedule changes at www.ci.wilsonville.or.us.

- 10/24 Body Renew-Session 1, 7:15 am, Community Center
 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 I-5 Connection Chorus Group, 10:00 am, Community Center
 Bridge for Beginners Lessons, 10:00 am, Community Center
 Family Storytime, 10:30 am, Library
 Ladies Afternoon Out, 1:00 pm, Community Center
 Grief Support Group, 1:00 pm, Community Center
 Beginning Tai Chi-Season 1, 2:00 pm, Community Center
 Tai Chi Continuing-Season 1, 3:00 pm, Community
 Parenting the Love and Logic Way, 6:00 pm, Parks & Rec Admin Bldg
- 10/25 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Healthy Bones and Balance, 8:30 am, Community Center
 Advanced Healthy Bones and Balance, 9:30 am, Community Center
 WIC Pop-Up Clinic, 10:00 am, Library
 Play Group, 10:30 am, Library
 Sit, Stand and Be Fit, 11:00 am, Community Center
 Bridge Group Play, 11:30 am, Community Center
 Lunch at the Community Center, 12:00 pm, Community Center
 Mexican Train Dominoes, 1:00 pm, Community Center
 WIC Pop-Up Clinic, 1:00 pm, Library
 Adult Murder Mystery Event, 7:00 pm, Library
- 10/26 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Soccer Shots-Saturdays (Fall/Winter Season), 9:00 am, Memorial Park or Comm Ctr
- 10/27 Midlife Movement-Session 1, 4:30 pm, Community Center
- 10/28 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Healthy Bones and Balance, 8:30 am, Community Center
 Advanced Healthy Bones and Balance, 9:30 am, Community Center
 Long Term Care, 10:30 am, Community Center
 Beginning English Class, 11:00 am, Library
 Sit, Stand and Be Fit, 11:00 am, Community Center
 Lunch at the Community Center, 12:00 pm, Community Center
 Weight Loss Support Group, 12:30 pm, Community Center
 Mexican Train Dominoes, 1:00 pm, Community Center
 Bridge Group Play, 1:00 pm, Community Center
 Teen Advisory Board Meeting, 4:15 pm, Library
 Body Sculpt, 6:00 pm, Community Center

All dates and times are tentative; check the City's online calendar for schedule changes at www.ci.wilsonville.or.us.

- 10/29 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Piecemakers Quilters, 9:00 am, Tauchman House
 Ukulele Jam, 9:00 am, Parks & Rec
 Intermediate English Class, 10:00 am, Library
 ODHS Drop-In Assistance 10:00 am, Library
 Baby & Toddler Time, 10:30 am, Library
 Baby & Toddler Time, 11:15 am, Library
 Lunch at the Community Center, 12:00 pm, Community Center
 Partners Bridge, 12:30 pm, Community Center
 ODHS Drop-In Assistance, 1:00 pm, Library
 Virtual Reality Fitness, 1:00 pm, Community Center
 Soccer Shots, 3:30 pm, Palermo Park
 Barre Tone-Season 1, 5:45 pm, Community Center
 DEI Speaker Series, 6:00 pm, Library
 Soul Flow Yoga-Season 1, 7:15 pm, Community Center
- 10/30 Core, Floor & More + Stretch, 5:45 a.m., Community Center
 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 Healthy Bones and Balance, 8:30 am, Community Center
 Advanced Healthy Bones and Balance, 9:30 am, Community Center
 Digital Photography Club, 10:00 am, Community Center
 Family Storytime, 10:30 am, Community Center
 Conversational Spanish Group, 10:30 am, Community Center
 Sit and Be Fit, 11:00 am, Community Center
 Lunch at the Community Center, 12:00 pm, Community Center
 Pinochle/Cribbage, 1:00 pm, Community Center
 Teen Afterschool Drop-In Activities, 3:00 p.m., Library
 KidoKinetics-Sports Play, 3:15 pm, Community Center
 “The Year of Magical Thinking” theatre production, 6:00 pm, Library
- 10/31 Mini Hoopers, 8:00 am, Boones Ferry & Boeckman Creek Primary Schools
 I-5 Connection Chorus Group, 10:00 am, Community Center
 Bridge for Beginners Lessons, 10:00 am, Community Center
 Family Storytime, 10:30 am, Library
 Ladies Afternoon Out, 1:00 pm, Community Center
 Grief Support Group, 1:00 pm, Community Center
 Beginning Tai Chi-Season 1, 2:00 pm, Community Center
 Tai Chi Continuing-Season 1, 3:00 pm, Community
 Parenting the Love and Logic Way, 6:00 pm, Parks & Rec Admin Bldg

All dates and times are tentative; check the City’s online calendar for schedule changes at www.ci.wilsonville.or.us.





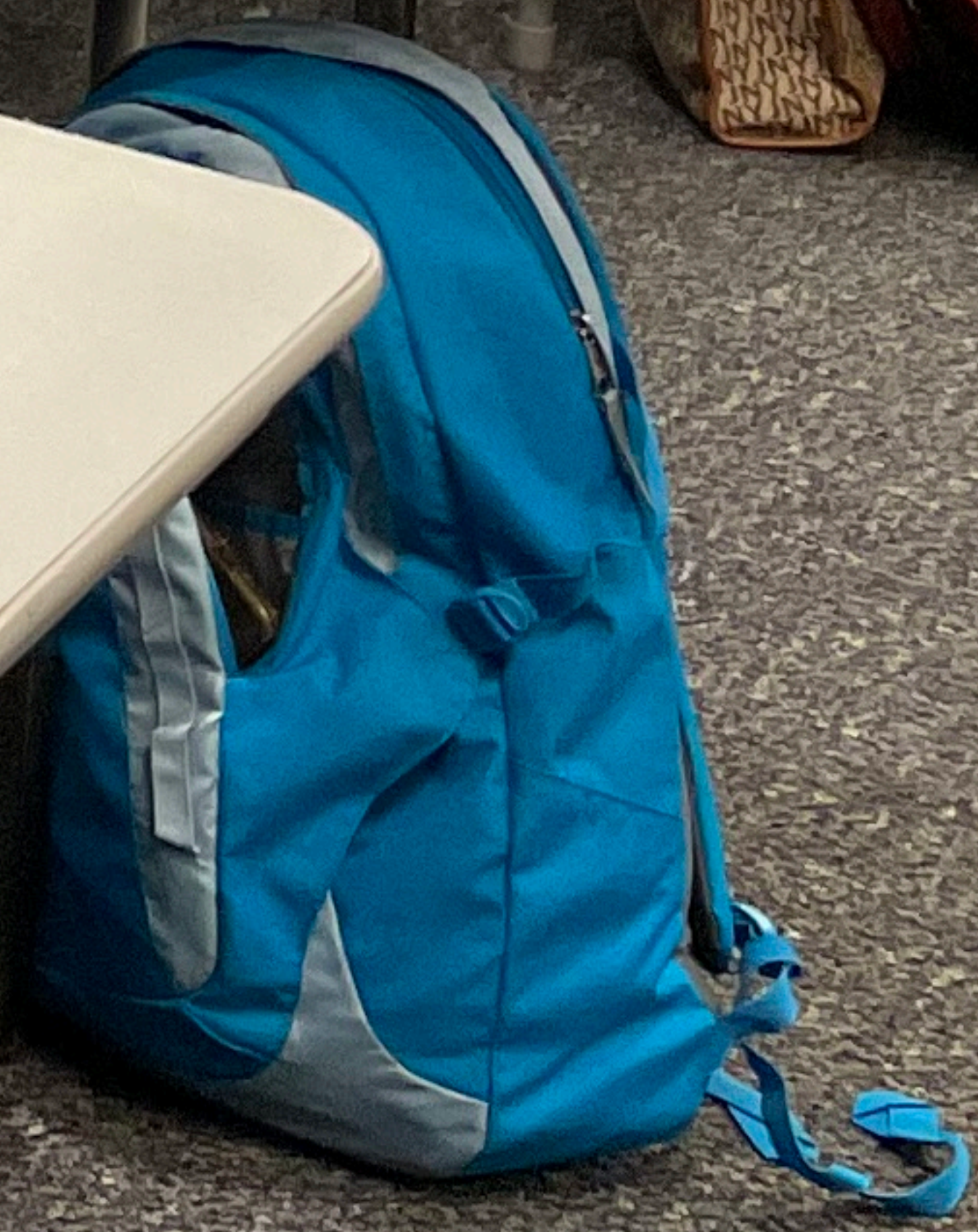








TVF&R 101
Fire Chief Deric Weiss





**CITY COUNCIL MEETING
STAFF REPORT**

| | | | |
|--|--|---|---|
| Meeting Date: October 21, 2024 | | Subject: Adoption of Resolution No. 3169, “A Resolution of the City of Wilsonville Approving the I-5 Boone Bridge Replacement Project Climate-Friendly and Equitable Communities (CFEC) Enhanced Investment Scenario Review Report and Requesting Advancement of the Authorization Report Supporting an I-5 Southbound Auxiliary Lane” | |
| | | Staff Member: Mark Ottenad, Public/Government Affairs Director | |
| | | Department: Administration | |
| Action Required | | Advisory Board/Commission Recommendation | |
| <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda | | <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable | |
| | | Comments: | |
| Staff Recommendation: Council adopt Resolution No. 3169. | | | |
| Recommended Language for Motion: I move to adopt Resolution No. 3169. | | | |
| Project / Issue Relates To: | | | |
| <input checked="" type="checkbox"/> Council Goals/Priorities: Advance new I-5 Boone Bridge with southbound auxiliary lane | | <input type="checkbox"/> Adopted Master Plan(s): | <input type="checkbox"/> Not Applicable |

ISSUE BEFORE COUNCIL

Does the City Council seek to advance the I-5 Boone Bridge Replacement Project’s proposed southbound auxiliary lane alternative?

EXECUTIVE SUMMARY:

The I-5 Boone Bridge Replacement Project (“Project”) is exploring solutions to provide a seismically resilient bridge crossing of the Willamette River on I-5 to support current and future vehicle, transit, pedestrian and bicycle traffic needs and safety.

As part of the project, a southbound auxiliary lane greater than one-half mile is proposed between the I-5: Wilsonville Road Interchange entrance ramp and the I-5: OR 551 Interchange exit ramp. Additionally, the project is located within a Metropolitan Planning Organization (MPO) boundary with a population greater than 50,000, *i.e.*, *Portland Metro*. As such, Oregon Administrative Rule (OAR) 660-012-0830, a component of Oregon’s Climate-Friendly and Equitable Communities (CFEC) program for Enhanced Review of Select Roadway Projects, applies to this Project.

The Draft Enhanced Investment Scenario Review Report (“Report”), also known as an “Alternatives Review Report,” attached to Resolution No. 3169 is the first CFEC report produced in Oregon. The Oregon Department of Transportation (ODOT), as the owner/operator of I-5, has produced the Report on behalf of the City of Wilsonville in conjunction with Clackamas County.

The Report’s recommendation is to proceed with the next step, called an “Authorization Report.” “Authorization” in this context means that the City of Wilsonville has approved the southbound auxiliary lane project to move forward, which will eventually need to be incorporated into the City’s Transportation System Plan (TSP).

ODOT is conducting in parallel two separate but related processes: The state’s CFEC analysis and the federal Planning and Environmental Linkages (PEL) analysis, which is a pre-NEPA (National Environmental Policy Act) required process to review alternatives as part of making the Project a federally funded project.

At this time, while ODOT has indicated that neither the exact cost of the I-5 Boone Bridge Replacement Project nor potential funding sources are known, the media reported in June 2024 that the “the Interstate 5 Bridge Replacement across the Columbia River is expected to cost around \$6 billion – paid in part by tolls, Washington state and the feds – and up to \$800 million for the I-5 Boone Bridge at Wilsonville.” (*Oregon Capital Insider*, by Dick Hughes, June 6, 2024.)

Background Information

In March of 2020, Governor Kate Brown issued an executive order directing state agencies to take actions to reduce and regulate greenhouse gas emissions and mitigate the impacts of climate change while also centering the needs of Oregon’s most vulnerable communities. In response, the Oregon Land Conservation and Development Commission developed new requirements, the Climate-Friendly and Equitable Communities (CFEC) rules, for cities to help meet these goals through changes to local transportation and housing planning systems.

The CFEC program aims to reduce climate pollution, provide more transportation and housing choices, and promote more equitable land use planning outcomes. The program impacts the state's transportation and housing planning in regions with populations over 50,000 people (Albany, Bend, Corvallis, Eugene/Springfield, Grants Pass, Medford/Ashland, Portland Metro, and Salem/Keizer).

EXPECTED RESULTS

Adoption of Resolution No. 3169 has the effect of advancing ODOT's I-5 Boone Bridge Replacement Project and authorizing the Project to proceed with a southbound auxiliary lane.

TIMELINE

The CFEC process for the I-5 Boone Bridge Replacement Project began in spring 2024 and has reached a milestone in October 2024 for Council adoption of the Report and requesting that ODOT advance to the next step of authorizing the southbound auxiliary lane. The remainder of 2024 and first part of 2025 advances the next step of the CFEC process to proceed with the Authorization Report.

CURRENT YEAR BUDGET IMPACTS

No current year budget impacts other than staff time.

COMMUNITY INVOLVEMENT PROCESS

ODOT engaged with the City in a robust public-engagement process that included a series of articles during 2024 appearing in The Boone Ferry Messenger, an ODOT I-5 Boone Bridge Replacement Project newsletter, hosting two open-house events in 2023 and 2024, and developing and meeting with focus groups composed of both English and non-English-speaking members of the community.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY

Rebuilding the I-5 Boone Bridge to be seismically resilient to withstand the projected 9.0 Cascadia Subduction Zone earthquake coupled with a southbound auxiliary lane.

ALTERNATIVES:

City Council could reject the recommendation and place the I-5 Boone Bridge Replacement Project in limbo, as the required jurisdictional concurrence by City Council for the CFEC process would not materialize and the southbound auxiliary lane would not go forward.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Resolution No. 3169, "A Resolution of the City of Wilsonville Approving the I-5 Boone Bridge Replacement Project Climate-Friendly and Equitable Communities (CFEC) Enhanced Investment Scenario Review Report and Requesting Advancement of the Authorization Report Supporting an I-5 Southbound Auxiliary Lane"
Exhibit A: ODOT I-5 Boone Bridge Replacement Project Draft Enhanced Investment Scenario Review Report, October 2024

2. ODOT Memo: I-5 Boone Bridge Project – Facility Impact Area and Affected Jurisdictions, April 2024
3. ODOT Report: I-5 Boone Bridge and Seismic Improvement Project Summary Report to the Oregon State Legislature, January 2021
4. ODOT Report: I-5 Boone Bridge and Seismic Improvement Project: Evaluation of Travel Demand and Land Use Impacts, December 2020
5. City flyer: I-5 Wilsonville Facility Plan Boone Bridge Southbound Auxiliary Lane and Seismic Resilience Retrofit Project, July 2018
6. Executive Summary: I-5 Wilsonville Facility Plan, July 2018

RESOLUTION NO. 3169

A RESOLUTION OF THE CITY OF WILSONVILLE APPROVING THE I-5 BOONE BRIDGE REPLACEMENT PROJECT CLIMATE-FRIENDLY AND EQUITABLE COMMUNITIES (CFEC) ENHANCED INVESTMENT SCENARIO REVIEW REPORT AND REQUESTING ADVANCEMENT OF THE AUTHORIZATION REPORT SUPPORTING AN I-5 SOUTHBOUND AUXILIARY LANE.

WHEREAS, The City of Wilsonville has a long history of working with the Oregon Department of Transportation (ODOT) to advance projects that improve traffic flow and safety while reducing traffic congestion and accidents along Interstate Five (I-5), which slices through the middle of Wilsonville and crosses the Willamette River; and

WHEREAS, The City of Wilsonville sponsored in conjunction with ODOT during 2019 the first engineering study, called the I-5 Wilsonville Facility Plan, of problems related to the I-5 Boone Bridge “bottleneck” that found:

- The one-mile section of I-5 between Wilsonville Road and State Highway 551 interchanges that crosses the Willamette River over the Boone Bridge is a major regional choke point.
- Daily heavy, peak-hour congestion is becoming longer in duration as traffic volumes on I-5 continue to increase along with population growth.
- Three closely-space highway interchanges within one mile on both ends of the Boone Bridge induce traffic weaving that contributes to safety, mobility and reliability concerns.
- Highway design flaws—building three interchanges within a one-mile span on a highway that is no longer permitted—are exacerbated by existing high traffic volumes.
- Congestion on the Boone Bridge results in spillback, with traffic often backing-up for six miles towards the I-205 interchange.
- Nearly one-third (31%) of all southbound I-5 traffic departs the freeway at Exits 282A and B, and 60% of the traffic that enters I-5 from Wilsonville Road departs the freeway at next two exits.
- The Boone Bridge—the only Willamette River crossing for a 28-mile stretch—is seismically vulnerable in the event of a catastrophic earthquake; and

WHEREAS, the I-5 Wilsonville Facility Plan found that potential solutions to eliminate or reduce the impacts of the Boone Bridge bottleneck on traffic congestion included:

- Adding a ramp-to-ramp southbound auxiliary lane from the Wilsonville Road I-5 on-ramp across the I-5 Boone Bridge south to Charbonneau/Miley Road Exit 282BA and continuing to Aurora/Canby/Hubbard Hwy 551 Exit 282A, with a second I-5 turn-lane added onto Exit 282A.

- ODOT analyzed three alternative auxiliary ramp-to-ramp lane options; each option improved mobility. The longer the auxiliary lane, the greater the benefits. The proposed second exit lane resolves weaving conflicts by allowing I-5 mainline vehicles to take this exit without merging into the ramp-to-ramp lane first, thereby improving safety and traffic flow.
- Of solutions studied, the proposed plan for a one-mile-long auxiliary lane offers the greatest operational benefits to I-5 with speeds staying above 50 mph and resolves weaving conflicts by providing an additional on/off highway merge lane for safer travel.
- Seismic strengthening of the Boone Bridge allows ODOT to ensure this crucial I-5 bridge remains functional after a catastrophic earthquake.

WHEREAS, the City of Wilsonville lobbied from 2019 through 2021 the Oregon Transportation Commission and the Oregon Legislative Assembly to fund a more detailed engineering analysis of the I-5 Boone Bridge, resulting in House Bill 5050 of 2019 providing \$300,00 in study money for ODOT, and House Bill 3055 of 2021 adding the I-5 Boone Bridge to the set of Portland metro-area “mega highway” projects originally named in House Bill 2017 of 2017; and

WHEREAS, in 2021 ODOT released the I-5 Boone Bridge and Seismic Improvement Project Report, which found that it was more cost effective to replace the bridge than to retrofit and widen the existing bridge and a southbound auxiliary lane connecting south Wilsonville and OR 551, including a two-lane exit to OR 551, is critical to facilitating operational and safety benefits; and

WHEREAS, the City of Wilsonville and Clackamas County have worked with ODOT and other agencies from 2022 to 2024 to advance in parallel both required federal Planning and Environmental (PEL) process and state Climate-Friendly and Equitable Communities (CFEC) process for the I-5 Boone Bridge Replacement Project; and

WHEREAS, the City of Wilsonville has worked with ODOT engage in a vigorous public-outreach effort, including printing a series of articles in the all-city newsletter *The Boones Ferry Messenger*, and hosting both in-person and online focus groups and public open-house events that included an extended online component at City Hall on Nov. 16, 2023, with 120 attendees and on Sept. 16, 2024, with 70 attendees in order to provide information updates and gather feedback on proposals; and

WHEREAS, during 2024 ODOT coordinated a multi-agency panel including local governments and state agencies to advance the Climate-Friendly Equitable Communities (CFEC) process as required by ORS 660-012-0830 *et seq*; and

WHEREAS, the Enhanced Investment Scenario Review Report, also known as the Alternatives Review Report, released in October 2024 found that of five alternatives considered, only two—both of which add a southbound auxiliary lane and a bike/ped facility as required by law—would provide the required traffic congestion and safety improvements needed for the replacement of the I-5 Boone Bridge; and

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

Section 1: The City approves the Enhanced Investment Scenario Review Report for the I-5 Boone Bridge Replacement Project, attached hereto as Exhibit Aw, as presented by ODOT; and

Section 2: The City requests ODOT to advance the Authorization Report for the I-5 Boone Bridge Replacement Project to specifically include the proposed I-5 Boone Bridge ramp-to-ramp southbound auxiliary lane from the Wilsonville Road I-5 on-ramp across the I-5 Boone Bridge south to Charbonneau/Miley Road Exit 282BA and continuing to Aurora/Canby/Hubbard Hwy 551 Exit 282A, with a second I-5 turn-lane added onto Exit 282A; and

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 21st day of October, 2024, and filed with the Wilsonville City Recorder this date.

JULIE FITZGERALD, MAYOR

ATTEST:

Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Linville

Councilor Berry

Councilor Dunwell

EXHIBIT:

- A. ODOT I-5 Boone Bridge Replacement Project Draft Enhanced Investment Scenario Review Report, October 2024

I-5 BOONE BRIDGE REPLACEMENT PROJECT

DRAFT Enhanced Investment Scenario Review Report
OAR 660-012-0830

October 2024

K21541

PREPARED FOR:

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- A: Facility Impact Area and Affected Jurisdictions Memorandum
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 - C: Traffic Methodology and Assumptions Memorandum
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0 EXECUTIVE SUMMARY

0.1 Enhanced Review of Select Roadway Projects

The I-5 Boone Bridge Replacement Project (“Project”) is exploring solutions to provide a new seismically resilient bridge crossing of the Willamette River on I-5 to support current and future vehicle, transit, pedestrian and bicycle traffic needs and safety. The Oregon Department of Transportation (ODOT) initiated a Planning and Environmental Linkages (PEL) study to begin early consultation and collaboration with the Federal Highway Administration (FHWA), other Agency partners, Tribes, and the public to improve planning process efficiencies and position the project for the next phases of development under the National Environmental Policy Act process.

As part of the Project, an earthquake-ready bridge would be constructed, bicycle and pedestrian facilities would be added, and a southbound auxiliary lane greater than one-half mile is proposed between the I-5: Wilsonville Road Interchange entrance ramp at MP 283 and the I-5: OR 551 Interchange exit ramp at MP 282. The location of the Project is within a Metropolitan Planning Organization (MPO) boundary with a population greater than 50,000. Because of the location and inclusion of the auxiliary lane, Oregon Administrative Rule (OAR) 660-012-0830 (Enhanced Review of Select Roadway Projects) applies.

The enhanced review process described in OAR 660-012-0830 requires Cities and/or Counties to review certain proposed facilities (in this case, the facility referenced below is only the southbound auxiliary lane) before authorizing them as a planned project or unconstrained project in their Transportation System Plan (TSP). Part of this review includes an analysis exploring enhanced alternative investments in bicycle and pedestrian systems, the public transportation system, transportation options programs, and system pricing, as summarized in this report.

0.1.1 Process

The enhanced review process and how it was completed for this project are summarized in the table below.

| | STEP | PROCESS |
|-----------------------|--|--|
| | 1. Initiate the enhanced review process | Boone Bridge project management team initiated process in Spring 2024. |
| | 2. Designate the project limits and characteristics of the proposed facility | Established in the PEL study. |
| | 3. Designate a facility impact area and determine affected jurisdictions | Determined at a meeting with City of Wilsonville, Clackamas County and ODOT on March 15, 2024. |
| | 4. Conduct an engagement-focused equity analysis | Initiated with Step 1 and informs steps 3 - 6. |
| | 5. Develop a public involvement strategy | In coordination with PEL study and augmented to support the enhanced review process. |
| | 6. Conduct alternatives review and provide to governing bodies | Documented with this <i>Enhanced Investment Scenario Review Report</i> |
| Still to be completed | 7. Select an alternative or set of alternatives OR choose to complete an authorization report for the project. | Planned Wilsonville City Council meeting October 21, 2024 |
| | 8. Publish the authorization report and provide to governing bodies and the public | To be determined. |
| | 9. Add the proposed project to the list of street and highway system projects in the TSP. | To be determined. |

0.2 Recommendations

The intent of the enhanced review process is to provide the City of Wilsonville and Clackamas County with essential information to guide decision-making as it relates to aligning transportation investments with Statewide goals to reduce climate pollution, provide more transportation and housing choices, and promote more equitable land use planning outcomes.

The findings of the enhanced review found that the addition of a southbound auxiliary lane is not expected to result in changes in land use and the cumulative increase in induced vehicle miles travel (VMT) per capita over the first 20 years of service, is approximately 0.05%. This level of increase is so small it may be considered negligible.

The enhanced investment scenario review also analyzed potential investments in the following areas as required by OAR 660-012-0830:

- Pedestrian and Bicycle System: Connection across the Willamette River (e.g., French Prairie Pedestrian/Bicyclist Bridge facility or a protected, multi-use facility on the Boone Bridge)
- Public Transportation: Bus service between Wilsonville and Woodburn and Bus on Shoulder
- Transportation Demand Management: Additional park-and-ride locations and enhanced carpool/vanpool
- System Pricing: Highway facility pricing and Wilsonville parking pricing

The findings of the analysis indicate investments in alternatives to the southbound auxiliary lane are not able to substantially meet the need of the southbound auxiliary lane to address safety and improve congestion.

The recommendation is to proceed with an authorization report. "Authorization" in this context means that the City of Wilsonville has approved the southbound auxiliary lane facility to move forward, which will eventually culminate with the inclusion of the southbound auxiliary lane as a project in the unconstrained and/or financially constrained project list of the updated TSP. The timing of the TSP update is at the discretion of the City of Wilsonville.

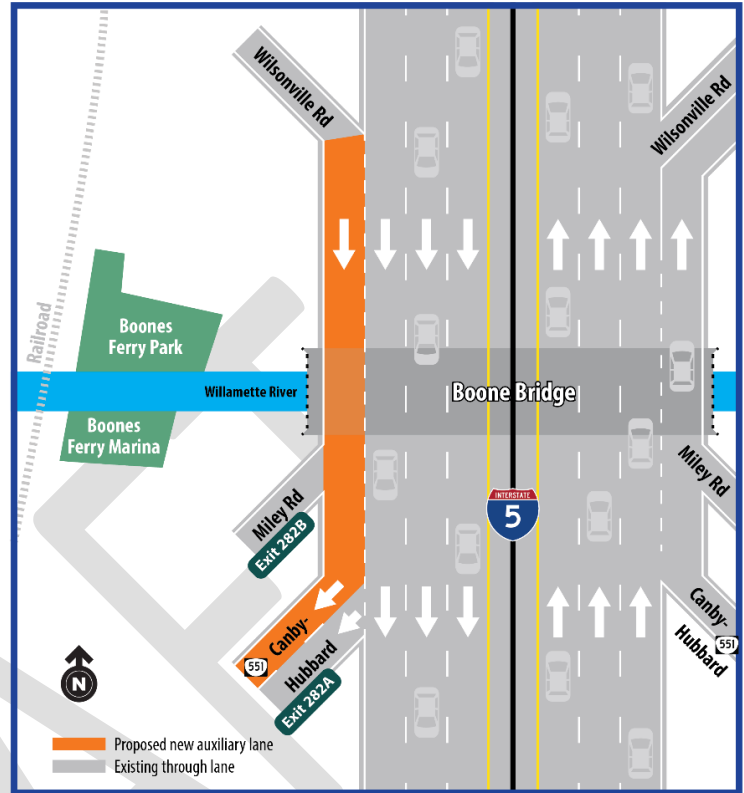


Figure 1. Proposed Facility: Southbound Auxiliary Lane

1 CONTEXT

1.1 Background

The I-5 Boone Bridge Replacement Project (“Project”) is exploring solutions to provide a new seismically resilient bridge crossing of the Willamette River on I-5 to support current and future vehicle, transit, pedestrian and bicycle traffic needs and safety. The Oregon Department of Transportation (ODOT) initiated a Planning and Environmental Linkages (PEL) study to begin early consultation and collaboration with the Federal Highway Administration (FHWA), other Agency partners, Tribes and the public to improve planning process efficiencies and position the project for the next phases of development under the National Environmental Policy Act process. The Oregon Department of Land Conservation and Development (DLCD) implemented the Climate-Friendly and Equitable Communities program (CFEC) rulemaking in November 2023 after the PEL study had commenced. CFEC aims to reduce climate pollution, provide more transportation and housing choices, and promote more equitable land use planning outcomes. For facilities owned by ODOT and to help local governments implement the program, ODOT is providing support to communities via direct staff-to-staff assistance, funding, advice and guidance. As it relates to this project, technical and communications support was made available to leverage the applicable public engagement and analysis work of the PEL process to satisfy the requirements of the Oregon Administrative Rules (OAR), as summarized in the following section.

1.2 Enhanced Review of Select Roadway Projects

As part of the Project, a southbound auxiliary lane greater than one-half mile is proposed between the I-5: Wilsonville Road Interchange entrance ramp at mile post (MP) 283 and the I-5: OR 551 Interchange exit ramp at MP 282. The location of the Project is within a Metropolitan Planning Organization (MPO) boundary with a population greater than 50,000. As such, Oregon Administrative Rule (OAR) 660-012-0830 (Enhanced Review of Select Roadway Projects) applies.



Figure 2. Enhanced Review Process

The enhanced review process (see Figure 2) requires Cities and/or Counties to review certain proposed facilities (in this case, the southbound auxiliary lane) before authorizing them as a planned or unconstrained project in their Transportation System Plan (TSP). Part of this review includes an alternatives analysis that includes exploring enhanced investments in bicycle and pedestrian systems, the public transportation system, transportation options programs and system pricing. This report summarizes the method and findings for steps 1 through 6 of the review process shown in Figure 2.

1.3 Problem Statement

The Project is exploring solutions to provide a new seismically resilient bridge crossing of the Willamette River on I-5 to support current and future vehicle, transit, pedestrian and bicycle traffic needs, and safety. The following purpose, needs, and goals were developed in coordination with area government agencies, Tribes, and the general public as part of the PEL study.

1.3.1 Purpose

The purpose of the I-5 Boone Bridge Replacement project is to:

- Provide a seismically resilient interstate bridge across the Willamette River in Wilsonville, Oregon;
- address safety and operational issues and manage traffic congestion; and
- improve connections for movement of all modes: bicycles, pedestrians and vehicles (including transit and freight).

1.3.2 Needs

The I-5 Boone Bridge project is needed because:

- **The I-5 Boone Bridge is not earthquake-ready: it will not withstand a major earthquake.**
ODOT identified I-5 in the Wilsonville area as a critical lifeline route, which means it must be operational quickly after an earthquake to support emergency response and access to services. [Oregon Seismic Lifelines Identification Project (2012)] Keeping the Maritime Transportation System open for the movement of goods and services would also be important after an earthquake.
- **Traffic congestion on and approaching Boone Bridge adversely affect traveler safety, travel time reliability, freight movement, and the economy.**
The I-5 Boone Bridge, and interchanges to the north and south of it, are a traffic bottleneck. Closely-spaced on/off ramps cause drivers to merge and weave resulting in congestion and crashes that reduce travel speeds and travel-time reliability for people travelling by car and transit, or moving freight by truck. [I-5 Boone Bridge and Seismic Improvement Project (2021)] Buses on and approaching the bridge also often get stuck in traffic, reducing on-time performance.
- **Pedestrian and bicyclist travel options across the Willamette River are limited and can be uncomfortable for people to use.**
The I-5 Boone Bridge is the only Willamette River bridge crossing for over 10 miles in either direction. Pedestrians and bicyclists using the bridge must use the shoulders, and are not separated from high-speed traffic, which poses a safety concern and negatively affects the quality of the biking or walking experience [ODOT Highway Design Manual, Appendix L, Bicycle & Pedestrian Design Guide (2023), ODOT Blueprint for Urban Design (2020)].

1.3.3 Goals

The following goals are desirable outcomes of the I-5 Boone Bridge project:

- Provide an earthquake-resilient bridge that can withstand a Cascadia-level event.
- Improve driver safety, travel times, and freight movement with reduced congestion and fewer crashes.
- Increase travel options with improved transit reliability and access for people walking, bicycling, and rolling across the Willamette River.

- Manage traffic and transportation demand with improved system operations.
- Follow an equitable process for meaningful public input in project decision making.
- Support climate resiliency and the greenhouse gas emissions reduction goals of the Oregon Statewide Transportation Strategy.
- Support state, regional, and local transportation and land use planning efforts.
- Avoid and minimize environmental and cultural impacts and, as funding allows and in partnership with the appropriate agency and tribal partner(s), consider potential opportunities for enhancement or restoration of previously affected resources.

1.4 Regional Coordination

The requirements outlined in OAR 660-012-0830(3) stipulate that as part of the enhanced review, a facility impact area and affected jurisdictions be defined through coordination with all cities and counties with planning jurisdictions within two miles of the limits of the proposed facility. The limits of the proposed facility extend between the I-5: Wilsonville Road entrance ramp and the I-5: OR 551 – Canby Hubbard exit ramp, and the local agencies within two miles of those limits are the City of Wilsonville and Clackamas County.

An initial coordination meeting to confirm the facility impact area and the affected jurisdictions took place with representatives from the Oregon Department of Transportation (ODOT) and its consultant team, City of Wilsonville and Clackamas County on March 15, 2024. The outcome of the meeting was agreement of the facility impact area and affected jurisdictions, as described in the following sections. Additional coordination meetings were held at key process milestones (as summarized in Table 1), as well as ongoing email and phone communications.

1.4.1 Facility Impact Area and Affected Jurisdictions

The facility impact area was initially drafted as a one-mile buffer from the proposed facility. Through review of underserved populations and discussion at the coordination meeting, the one-mile buffer was uniformly expanded approximately 0.2 miles to include all of the Charbonneau neighborhood, a community composed primarily of older, retired residents. The proposed facility and the facility impact area are shown in Figure 3.

The affected jurisdictions include all cities and counties with planning jurisdictions in the designated facility impact area (OAR 660-012-0830(3)(e)). These include the City of Wilsonville, Clackamas County, South Metro Area Regional Transit (SMART) (operated by City of Wilsonville), and ODOT as the preparer of the documentation and road authority for the proposed facility.

1.4.2 Collaboration

The project team included the affected jurisdictions, ODOT and the consultant team and they met regularly to review project progress at key milestones and collaborate on next steps. These meetings were separate from the PEL process and allowed more focused discussion with the affected jurisdictions related to CFEC, as summarized in Table 1.

Table 1. Affected Jurisdictions Coordination Meetings

| DATE | MEETING PURPOSE | OUTCOME |
|-------------------|--|---|
| 3/15/2024 | Review Climate-Friendly and Equitable Communities (CFEC) requirements (OAR 660-012-0830), draft Facility Impact Area and anticipated affected jurisdictions. | <ul style="list-style-type: none"> Expand Facility Impact Area boundary Establish affected jurisdictions (add SMART) |
| 6/4/2024 | <ul style="list-style-type: none"> Review revised investment package Coordinate with Wilsonville on local engagement (focus group questions) Coordinate previous planning efforts/analysis related to proposed investment scenarios | <ul style="list-style-type: none"> Publish Boones Ferry Messenger Article Set date for City Council meeting Review options for focus groups and tabling events |
| Week of 8/19/2024 | Review analysis results of <i>Enhanced Investment Scenario Review Report</i> . | Feedback to inform recommendations included in the <i>Enhanced Investment Scenario Review Report</i> |

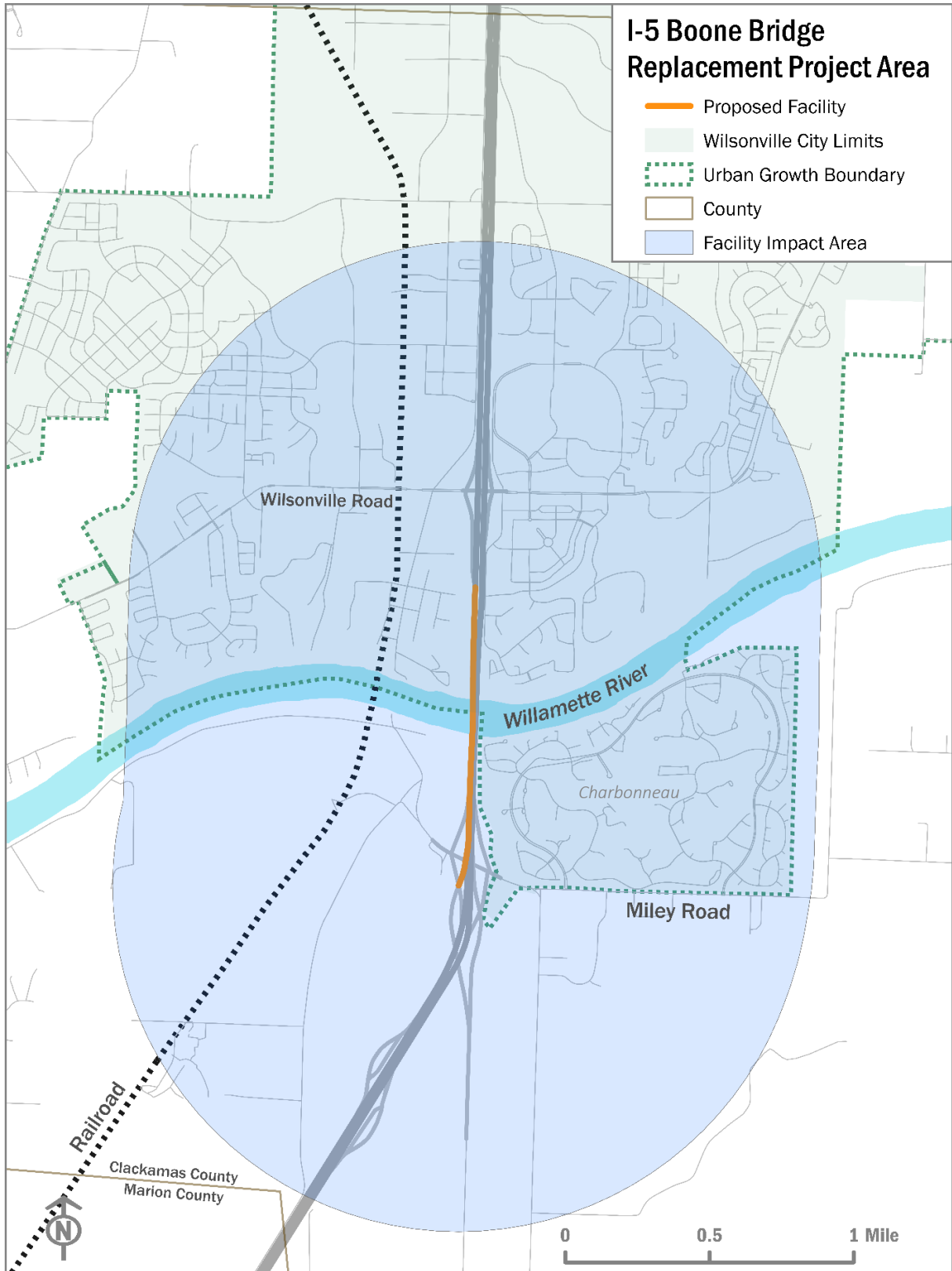
1.4.3 Engagement

The following engagement methods were utilized throughout both the PEL and CFEC process.

Table 2. Public Engagement

| METHOD (DATE) | DESCRIPTION |
|--|--|
| Project Website | Share project information (key messages, schedule, and contact information) and updates: https://www.oregon.gov/odot/projects/pages/project-details.aspx?project=i5-Boone-Bridge-Study |
| Project Handouts | Available on the project website and for use at in-person engagement events. |
| Boones Ferry Messenger | Monthly March 2024 – July 2024 |
| Urban Mobility Strategy (UMS) Newsletter | <ul style="list-style-type: none"> December 2023 February 2024 March 2024 May 2024 June 2024 September 2024 |
| Bicyclist and Pedestrian Bridge Use Survey | Online survey available during the Fall 2023 online open house and in-person open house to identify bicyclists' and pedestrians' needs in the project area. |
| In-Person Open Houses | <ul style="list-style-type: none"> November 16, 2023 September 18, 2024 |
| Online Open Houses | <ul style="list-style-type: none"> November 6, 2023 – December 1, 2023 September 11 – 25, 2024 |
| Wilsonville City Council | <i>Planned: October 21, 2024 to review the findings of the Enhanced Investment Scenario Analysis and determine if the City will pursue an Authorization Report.</i> |
| Focus Groups (CFEC-focused) | July 17, 2024: Seniors and low-income residents July 19, 2024: Latinx residents |
| Community Tabling Events | <ul style="list-style-type: none"> Charbonneau Newcomers Event: August 14, 2024 Canby Farmer's Market: August 24, 2024 Wilsonville Farmers Market: September 5, 2024 – Event Cancelled due to Heat |

Figure 3. Facility Impact Area



2 DOCUMENTED NEEDS AND ISSUES

facility impact area This section provides baseline information needed to understand the potential impacts of the proposed facility (southbound auxiliary lane) on underserved populations and investigate alternative investments that could be made instead to meet the project need. A summary is provided documenting the underserved populations within the as well as a summary of relevant gaps and deficiencies identified in the Wilsonville TSP.

2.1 Underserved Populations

Census data was reviewed to inform both the public involvement strategy and the summary of expected impacts on underserved populations. The data indicates that there are underserved populations found within the facility impact area, which intersects 15 U.S. Census Block Groups (BG), as shown in Figure 4. This figure summarizes information within the facility impact area for four socioeconomic indicators: people of color, low-income populations (below 200% of the federal poverty level), seniors (age 65 and over) and limited English-speaking households. The data is from the U.S. Census Bureau’s American Community Survey 5-year estimates for 2018 – 2022. For comparison, Table 3 provides aggregated data for the facility impact area, data for the state of Oregon and the nation as a whole.

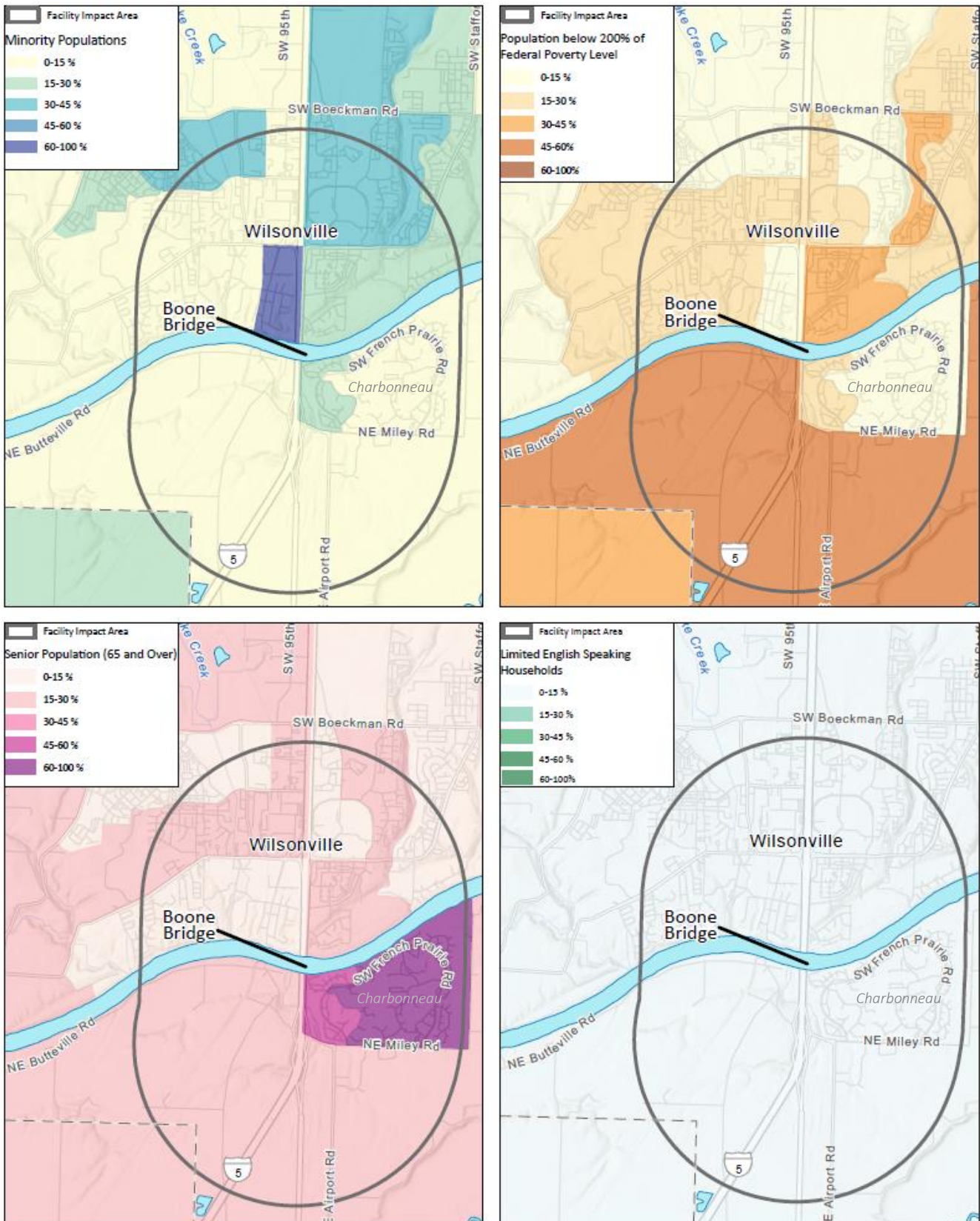
Table 3. Underserved Populations Summary

| GEOGRAPHY | PEOPLE OF COLOR (%) | LOW INCOME (%) | SENIORS (% AGE 65 AND OVER) | LIMITED ENGLISH-SPEAKING HOUSEHOLDS (%) |
|-------------------------------------|---------------------|----------------|-----------------------------|---|
| Facility Impact Area (Combined BGs) | 26% | 21% | 19% | 2% |
| State of Oregon | 27% | 28% | 18% | 2% |
| United States | 42% | 28% | 17% | 4% |

Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

Within the facility impact area, the block group west of I-5 and north of the Willamette River has 69% people of color, which is a much higher percentage than in the Facility Impact Area, the state, or the United States as a whole. On the south side of the Willamette River (outside of Charbonneau), there is a high percentage of low-income population at 54%, almost double the state and national percentages. 72% of the block group containing the Charbonneau community is aged 65 and over. The percentages of households of limited English proficiency are lower than those in the United States overall and lower or on par with the percentages in the state.

Figure 4. Underserved Populations



2.2 Existing Transportation Deficiencies

The Wilsonville TSP was reviewed in order to identify gaps and deficiencies in the pedestrian, bicycle and public transportation facilities and the needed transportation demand management services within the facility impact area. This will aide in the identification and evaluation of alternatives. The findings are summarized in Table 4.

Table 4. Summary of Facility Impact Area Gaps and Deficiencies

| TYPE OF FACILITY | DESCRIPTION OF GAP/DEFICIENCY |
|---|---|
| Pedestrian & Bicycle | <ul style="list-style-type: none"> • Lack of bike/pedestrian facilities on French Prairie Rd • Lack of bike/pedestrian crossings over I-5 • Deficiencies in trail connections between Boones Ferry Park and Memorial Park (a project was completed in 2021 but there are still small gaps in trail connectivity through Boones Ferry Park and on the Ice Age Tonquin Trail at 5th Street) • Lack of connectivity between Wilsonville and communities south of the Willamette River • Gap in facilities between industrial campuses and Elligsen Road • Lack of crossings along Canyon Creek Road (Project completed in 2016 to address this gap) • Lack of connectivity between the Wilsonville Transit Center (SMART/WES stations) and the Town Center • Lack of connectivity across Town Center loop limiting access to the Town Center area • Lack of connectivity between Wilsonville Road and Boeckman Road; lack of connectivity between Willamette River and Wilsonville Road (southwest Wilsonville) • Lack of connectivity between the Villebois development and the WES station (Project completed to address this gap) • Lack of connectivity between Boeckman Road and Town Center Loop and between Canyon Creek Road and Meadows Loop (southeast Wilsonville) • Bicycle facilities south of Willamette River (Clackamas County TSP) |
| Public Transportation | <ul style="list-style-type: none"> • Improved regional transit connections (e.g., expanded service hours and express service to downtown Portland) • ¼-mile coverage radius in Charbonneau and along the Willamette River • Low transit frequency in West Wilsonville • Rider education and outreach • Maintain quality transit fleet / new buses • WES Commuter Rail (Near-Term Regional Priority) for high capacity transit (Clackamas County TSP) |
| Transportation Demand Management | <ul style="list-style-type: none"> • Support SMART Options Program (works with Wilsonville area employers and residents to promote transit and other transportation options) • Mode choice surveys • Car sharing demand monitoring • Off-peak shift change policies and practices • Town Center Parking Management Plan • WES Station Parking Management Plan |

Source: City of Wilsonville Transportation System Plan (Amended May 1, 2023)

Although not specifically mentioned in the Wilsonville TSP, there is a lack of fixed route public transportation service between Charbonneau and Wilsonville and between Legacy Meridian Park Medical Plaza and the Wilsonville Community Center.

2.2.1 Transportation Demand Management Services

Transportation Demand Management (TDM) refers to measures aimed at altering travel behavior to enhance the efficiency of transportation infrastructure and decrease the requirement for expanding road capacity. Various approaches may be used to employ these measures, such as promoting alternative modes of transportation, implementing ridesharing and vanpool initiatives, enacting trip-reduction regulations or incentives, encouraging travel during off-peak hours, and implementing reduced or paid parking schemes.

The following section provides a brief description of existing TDM programming in the facility impact area. Although not a specific TDM program, it should be noted that SMART is a free service (with the exception of the 1x to Salem route).

Table 5. Transportation Demand Management Programs

| TDM PROGRAM | DESCRIPTION OF PROGRAMMING | RELEVANCE TO FACILITY IMPACT AREA |
|--|--|---|
| Get There Oregon | Ride-matching program that connects travelers to information on transit, biking, carpooling and vanpooling. | SMART offers a \$500 monthly discount to encourage commuter vanpools. |
| Metro's Regional Travel Options (RTO) | Provides grants and assistance to organizations that increase walking, biking, ride sharing, telecommuting and public transit use. | SMART Options commuter program assists commuters in finding the best way to get to work by connecting employees to alternative modes of transportation. |

3 PROPOSED FACILITY AND ENHANCED INVESTMENT SCENARIO

This section provides a review of the proposed facility (southbound auxiliary lane) and alternative investments that were evaluated in pedestrian and bicycle systems, public transportation, transportation options programs and/or system pricing. The alternative investments are collectively referred to as the enhanced investment scenario. The level of analysis conducted for this planning effort relies on existing plans and studies as much as practical, as supported by the guidance in OAR 660-012-0830(5)(d).

3.1 Proposed Facility

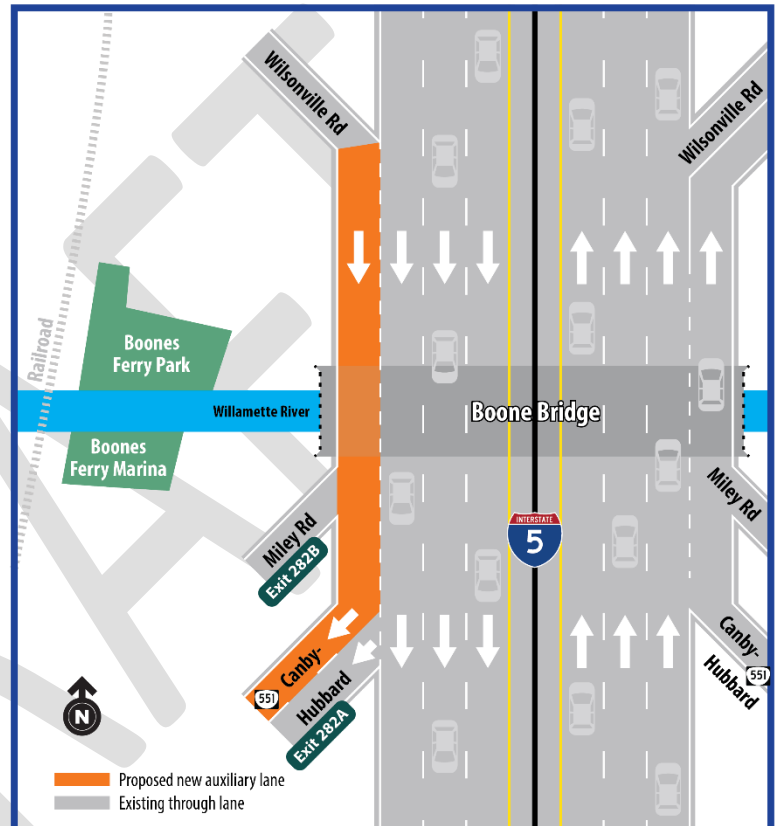
As previously described, the Project includes alternatives with a southbound auxiliary lane between the I-5: Wilsonville Road Interchange entrance ramp and the I-5: OR 551 Interchange exit ramp. A conceptual drawing is shown in Figure 5. For the purposes of the enhanced review process, the proposed facility is the southbound auxiliary lane. **The southbound auxiliary lane is one component of the overall Boone Bridge Replacement Project** and is included to help address safety issues, manage traffic congestion, and improve connections for movement of vehicles (including transit and freight). The larger Project would address the movement of bicycles and pedestrians as well, however that is not the specific need for the auxiliary lane, which is the focus of the requirements outlined in OAR 660-012-0830.

3.1.1 Impacts to Vehicle Travel

The potential impacts to vehicle travel were evaluated to understand the forecasted, latent and induced demand both with and without the proposed southbound auxiliary lane. Induced demand is considered new travel demand that does not exist prior to building a proposed facility, which is above and beyond forecasted and latent demand associated with planned background growth.

3.1.1.1 Changes in Motor Vehicle Travel

Metro's travel demand model was used to forecast future background traffic growth and the estimated additional motor vehicle travel resulting from the proposed southbound auxiliary lane. The analysis relied on the traffic analysis from the PEL study to understand forecasted and latent demand through the year 2045. The 2045 future year volumes are based on the post-processed 2023 peak period hourly traffic volumes grown to year 2045 using growth from the 2023 Metro Regional Transportation Plan (RTP) financially constrained travel demand model.



Map is not to scale

Figure 5. Proposed Facility: Southbound Auxiliary Lane

The model uses a 2020 base year model, a 2045 future year model to forecast traffic volumes in the Portland Metro Area.

Overall, the forecasts suggest traffic volumes in the region are expected to grow between 13 and 25 percent from 2023 to 2045. Comparing the 2045 No Build peak period volumes to the 2045 traffic forecasts with the southbound auxiliary lane on Boone Bridge, the overall change in volumes is minor. The largest increase in volumes in the project area is southbound I-5 between the Wilsonville Road entrance ramp and OR 551 – Canby Hubbard exit ramp, which sees a daily increase in volume of approximately 440 vehicles per day (less than 0.5% of the daily traffic crossing the bridge), with a peak hourly increase of 125 vehicles during the 6 PM hour.

The regional VMT calculated from the travel demand models is effectively the same for No Build (without proposed facility) and with the proposed facility (southbound auxiliary lane), as shown in Table 6. The results are rounded to the nearest 100,000 miles. These relatively small increases in volume southbound across the Boone Bridge and no change to the regional VMT indicates that the auxiliary lane would have negligible impact on travel demand.

Table 6. Metro Travel Demand Model Regional VMT

| SCENARIO | AM PEAK PERIOD (6:00 AM – 9:00 AM) | PM PEAK PERIOD (2:00 PM – 7:00 PM) | DAILY |
|-----------------------------|---------------------------------------|---------------------------------------|------------------|
| 2020 Base | 9.1 million VMT | 14.9 million VMT | 45.4 million VMT |
| 2045 No Build | 11.5 million VMT | 19.0 million VMT | 58.5 million VMT |
| 2045 With Proposed Facility | 11.5 million VMT | 19.0 million VMT | 58.5 million VMT |

3.1.1.2 Induced Demand and Land Use

The enhanced review requires estimating the additional motor vehicle travel per capita that is expected to be induced by the implementation of the proposed facility over the first 20 years of service (2031 to 2050). The induced demand is new demand for travel that did not exist prior to the build scenario. This is above and beyond forecasted and latent demand associated with planned land use; it is demand that is the result of changes in land use (zone changes) or economic conditions that create new trips. This is different than the data summarized above from the Metro Travel Demand Model.

The Statewide Integrated Model (SWIM) was used to evaluate cumulative induced demand. A previous evaluation published in December 2020¹ found negligible (<1%) change to population and employment in the five counties around the project (Clackamas, Marion, Yamhill, Multnomah and Washington counties), between the No Build and Build scenarios. ODOT completed an update to the evaluation using the current SWIM model for the first 20 years of service for this project (2031 to 2050) and again found similar negligible impacts. The new results show a smaller impact than the 2020 analysis, with approximately 0.1% change in population and employment and a cumulative change in VMT per capita over the first 20 years of service of approximately 0.05%. This level of increase is so small it may be considered negligible.

¹ I-5 Boone Bridge and Seismic Improvement Project: Evaluation of Travel Demand and Land Use Impacts, ODOT, December 2020

3.1.2 Impacts on the Underserved Populations

In order to understand how the proposed southbound auxiliary is expected to impact the underserved populations, an engagement-focused analysis was completed. The analysis considered how the proposed southbound auxiliary lane could impact household costs, changes in the ability to access jobs and services without the use of a motor vehicle and a review of lived experiences. As part of that effort, ODOT and the consultant team conducted two focus groups.

3.1.2.1 Focus Groups

In July 2024, ODOT and the consultant team conducted two focus groups with underrepresented communities. These groups, one in English and one in Spanish, involved seniors, low-income residents and Spanish-speaking individuals discussing travel patterns, concerns and preferences. The consultant team included community engagement liaisons to recruit diverse participants who were compensated for their input under ODOT's Equitable Engagement Compensation Policy.

Eleven participants attended the English focus group held on July 17, 2024. Participants included seniors and those experiencing low incomes who live in or near Wilsonville and use the bridge frequently. Seven participated in the Spanish focus group held on July 19, 2024. The majority of participants experience low incomes, live in Canby or surrounding areas and use the bridge frequently.

Common themes emerged from both discussions including the heavy personal impact of traffic congestion on daily activities and a general preference for improvements that would enhance safety and travel reliability. Participants primarily use the highway for commuting to work, family visits, grocery shopping and accessing other essential services. Participants expressed support for a southbound auxiliary lane and emphasized the importance of any improvements that could lead to more predictable travel times and reduce traffic congestion. None of the respondents indicated the southbound auxiliary lane would negatively impact household costs.

Additionally, there was some interest in better options for walking, bicycling and transit, though this was stronger in the English-speaking focus group than the Spanish-speaking focus group. Neither focus group was interested in prioritizing new carpool options or park and ride facilities. The detailed summary from the focus groups is available in the Appendix.

3.2 Enhanced Investment Scenario

The affected jurisdictions, in consultation with ODOT and the consultant team, developed a package of investments that could address the gaps and deficiencies in Table 4 that were found to be related to the need for the southbound auxiliary lane. The investments in the package outlined in Table 7 represent options that are reasonably likely to be implemented and that could contribute to meeting the need for the southbound auxiliary lane.

This section (starting on page 13) provides a more detailed description of the components of the enhanced investment scenario and evaluation. This includes an assessment of the effectiveness of the identified investments to substantially meet the need for the proposed southbound auxiliary lane (as described in 1.3 of this report) and considers adopted state, regional, and local targets for reduction of vehicle miles traveled to reduce climate pollution.

Table 7. Enhanced Investment Scenario

| TYPE OF FACILITY | OAR 660-012-0830 GUIDANCE | ENHANCED INVESTMENT(S) |
|---|---|--|
| Pedestrian & Bicycle | Could contribute to meeting the identified need which do not require implementation of the proposed facility, or which may be implemented without the proposed facility, and may be retained if the proposed facility is implemented. | Connection across the Willamette River. Examples: <ul style="list-style-type: none"> • New separate French Prairie Pedestrian/Bicyclist Bridge • New separate facility on Boone Bridge |
| Public Transportation | Identify opportunities for providing additional transit service within or to the facility impact area; and identify potential transit facility and service investments that contribute to meeting the identified need which may be implemented without the proposed facility. | <ul style="list-style-type: none"> • Bus service between Wilsonville and Woodburn • Bus on shoulder |
| Transportation Demand Management | Identify opportunities for providing transportation demand management services in and around the facility impact area; and identify potential transportation options program investments that contribute to meeting the identified need which may be implemented without the proposed facility. | <ul style="list-style-type: none"> • Additional park and ride • Enhanced carpool and vanpool |
| System Pricing | Pricing methods identified should be reasonably expected to meet the identified need for the Project auxiliary lanes, may reasonably be implemented, and can be expected to generate sufficient revenue to cover the costs of operating the collection apparatus. | <ul style="list-style-type: none"> • Highway facility pricing using assumptions based in RMPP • Wilsonville parking pricing |

3.2.1 Investments in Bicycle and Pedestrian Facilities

A review of the Wilsonville TSP identified several gaps in bicycle and pedestrian connectivity, including lack of connectivity between Wilsonville and communities south of the Willamette River. The enhanced investment scenario includes a protected bicycle and pedestrian facility across the Willamette River, either in the form of a separated pedestrian/bicyclist facility on Boone Bridge or via a separate French Prairie Bridge. From a capacity standpoint, both options are equivalent. These projects were selected for their ability to provide an alternative crossing of the Boone bridge that does not require the use of a motor vehicle and align with the alternatives developed for the PEL study. The investment would include one of the options described below:

- **Bike/Ped Facility on Boone Bridge:** Construct a new multi-use path on the new freeway bridge
- **Bike/Ped Facility on French Prairie Bridge:** Construct a new multi-use path river crossing west of I-5 near Boones Ferry Park

Forecasting models for bicycle and pedestrian demand are limited; the analysis must rely on local data and engineering judgement to estimate the anticipated benefit as it relates to reducing VMT and climate pollution.

3.2.2 Investments in Public Transportation

The project team coordinated with SMART to develop the investments in public transportation that are most likely to serve local and regional traffic across the Boone Bridge. The investments are described below:

- **Bus on Shoulder:** Allow Bus on Shoulder on I-5 across the Boone Bridge
- **Bus Service between Wilsonville and Woodburn:** Provide weekday transit service between Wilsonville and Woodburn, which is scheduled to commence during 2025.

3.2.3 Investments in Transportation Options

The project team coordinated with SMART to develop the investments in public transportation that are most likely to serve local and regional traffic across the Boone Bridge. The investments are described below:

- **Park and Ride:** Provide additional park and ride locations in Wilsonville.
- **Enhanced carpool and vanpool:** Provide enhanced carpool and vanpool through SMART.

3.2.4 Investments in System Pricing

System pricing methods may include, but are not limited to parking pricing, tolling, facility pricing, cordon pricing, or congestion pricing. The project team reviewed previous studies on system pricing within the facility impact area and determined two methods that could be considered as alternatives to the southbound auxiliary lane:

- **Highway facility pricing/tolling:** Use modeling assumptions from the Regional Mobility Pricing Project (RMPP) to act as a proxy for tolling.
- **Parking Pricing:** Enact parking pricing for commercial centers.

The analysis of the system pricing utilizes the 2023 RTP which includes the RMPP. The traffic analysis conducted as part of the PEL process reviewed the traffic operations and changes in traffic demand. In the case of CFEC, the RMPP modeling assumptions act as a proxy for tolling in general. It does not require RMPP as a basis for future work.

4 EVALUATION SUMMARY AND RESULTS

4.1 Evaluation Criteria

The evaluation criteria and performance measures are shown in Table 8. Unless noted, all criteria/performance measures utilized the future horizon year of 2045. Consistent with the conceptual level of design and the PEL and CFEC guidelines, the screening results are based on readily-available data and information from previous studies. The anticipated benefits and impacts were evaluated for the southbound auxiliary lane and each component of the enhanced investment scenario.

Table 8. Enhanced Investment Scenario

| CRITERIA | PERFORMANCE MEASURE / CONSIDERATIONS |
|--|--|
| Impacts to Underserved Populations: Ability to access jobs/services without motor vehicle | Multimodal connectivity How well does the alternative improve multimodal access to jobs/services when compared to the proposed project? |
| Impacts to Underserved Populations: Changes in household cost | Hard and soft costs (e.g. fees and value of road user's time) Does the alternative increase household cost? |
| Impacts to Underserved Populations: Feedback on lived experience | Lived experience (community feedback) Does the community think the investment provides a measurable benefit when compared to the proposed project? |
| Estimated additional motor vehicle traffic induced by project | Estimated additional motor vehicle travel per capita How well does the alternative offset or reduce the proposed project's induced demand? |
| Purpose and Need: Improve safety | Crash reduction factors How well does the alternative reduce crashes when compared to the proposed project? |
| Purpose and Need: Congestion Relief | Traffic operations from simulation model outputs How well does the alternative improve traffic operations when compared to the proposed project? |

4.2 Evaluation Summary Matrix

The screening matrix in Table 9 summarizes the evaluation results for each alternative. The symbols shown with each performance measure in the screening matrix provide a visual indication of the comparative performance of each alternative and are not intended to indicate a decision about an alternative's reasonableness. The purpose of this evaluation is to determine whether alternative investments could replace the need for the southbound auxiliary lane, and thus the analysis is primarily focused to the vicinity of I-5 between the Wilsonville entrance ramp and the exits ramps at Miley Road and OR 551 – Canby Hubbard. The design details such as location and scheduling would be refined during future project development.

Table 9. Summary of Alternatives

| FACTOR | SOUTHBOUND AUXILIARY LANE | BICYCLE AND PEDESTRIAN FACILITIES | | PUBLIC TRANSPORTATION | | TRANSPORTATION OPTIONS | | SYSTEM PRICING | |
|--|---|-----------------------------------|--|--|--|--|--|---|--|
| | | BOONE BRIDGE | FRENCH PRAIRIE BRIDGE | BUS ON SHOULDER | WILSONVILLE TO WOODBURN BUS SERVICE | PARK AND RIDE | ENHANCED CARPOOL AND VANPOOL | HIGHWAY FACILITY PRICING/TOLLING | PARKING PRICING |
| Impacts to Underserved Populations: Ability to access jobs/services without motor vehicle | Improves travel time reliability for transit and transportation options. | | Adds improved connection across the Willamette River, connecting planned trails and Charbonneau to City commercial uses. | Improves connection and travel time reliability. | Adds improved connection between Wilsonville and regional job center. | Currently underutilized, but provides options for accessing jobs/services without a motor vehicle. | Currently underutilized, but provides options for accessing jobs/services without a motor vehicle. | Improves travel time reliability for transit and transportation options. | Does not benefit multimodal travel. |
| Impacts to Underserved Populations: Changes in household cost | Negligible | | Negligible | Negligible | Negligible | Negligible; current park and ride lots are underutilized. | Negligible | Results in an increased hard cost and soft costs may be reduced through reduced congestion. Underserved population discount may be available. | Results in an increased hard cost. |
| Impacts to Underserved Populations: Feedback on lived experience | Support for improved capacity and connections on I-5. | | Support for improved bicycle and pedestrian connections. | Support for improved travel time reliability. | Support for expanded transit options to the region. | Negligible; skepticism on ability to address I-5 congestion. | Negligible; skepticism on ability to address I-5 congestion. | <i>Not supported.</i> | <i>Not supported.</i> |
| Induced demand | Estimated motor vehicle travel per capita: <0.05% increase / day. | | Some ability to shift local trips but limited in ability to address regional interstate trips. | Some ability to shift local trips but limited in ability to address regional interstate trips. | Some ability to shift local trips but limited in ability to address regional interstate trips. | Not currently effective; current park and ride lots are underutilized. | Some ability to shift local trips but limited in ability to address regional interstate trips. | Certain price thresholds have been shown to slow growth in estimated motor vehicle travel per capita. | Some ability to shift local trips but limited in ability to address regional interstate trips. |
| Purpose and Need: Improve safety | Reduces crashes of all crash severity. Does not benefit documented bicycle and pedestrian crash history | | Reduces freeway conflicts with bicycles and pedestrians. Does not benefit documented motor vehicle crash history | Negligible Does not benefit documented motor vehicle crash history | Negligible Does not benefit documented motor vehicle crash history | Negligible Does not benefit documented motor vehicle crash history | Negligible Does not benefit documented motor vehicle crash history | Negligible May improve safety on the mainline, however impacts to local system are not yet documented. | Negligible Does not benefit documented motor vehicle crash history |
| Purpose and Need: Congestion Relief | Improves traffic operations, travel time reliability and duration of congestion. | | Not effective in interstate congestion relief. | Some ability to reduce interstate congestion. | Some ability to reduce interstate congestion. | Not effective in interstate congestion relief. | Negligible. | Slows interstate traffic volume growth. Potential diversion depends on pricing details.. | Not effective in interstate congestion relief. |

Comparatively positive, moderate or major benefits and/or minor impacts Comparatively neutral, minor benefits, and/or moderate impacts Comparatively negative

5 FINDINGS AND RECOMMENDATIONS

The intent of the enhanced review process is to provide the City of Wilsonville and Clackamas County with essential information to guide decision-making as it relates to aligning transportation investments with Statewide goals to reduce climate pollution, provide more transportation and housing choices, and promote more equitable land use planning outcomes.

5.1 Findings

The analysis of potential impacts of the proposed facility indicate the addition of a southbound auxiliary lane is not expected to result in changes in land use and the increase in VMT per capita from induced demand effects would be approximately 0.05% (for the area bounded by Clackamas, Marion, Yamhill, Multnomah and Washington counties). This suggests negligible impacts to VMT per capita due to the southbound auxiliary lane.

The enhanced investment scenario review also analyzed potential investments in the following areas as required by OAR 660-012-0830:

- Pedestrian and Bicycle System: Connection across the Willamette River (e.g., French Prairie Pedestrian/Bicyclist Bridge facility or a protected, multi-use facility on the Boone Bridge)
- Public Transportation: Bus service between Wilsonville and Woodburn and Bus on Shoulder
- Transportation Demand Management: Additional park-and-ride locations and enhanced carpool/vanpool
- System Pricing: Highway facility pricing and Wilsonville parking pricing

The findings of the analysis indicate investments in alternatives to the southbound auxiliary lane are not able to substantially meet the need of the southbound auxiliary lane to address safety and improve congestion, even as a combined set of investments. However, because the auxiliary lane alone does not provide significant benefit to populations that rely on walking or bicycling as their primary mode of transportation, the City recognizes the benefit of providing a protected bicycle and pedestrian crossing of the Willamette River and investments in improved transit. These projects do not require their own authorization report for inclusion in the City's TSP project list and may be pursued with or without authorization of the proposed southbound auxiliary lane.

5.2 Recommendations

The recommendation is to proceed with an authorization report. "Authorization" in this context means that the City of Wilsonville has approved the southbound auxiliary lane project to move forward, which will eventually culminate with the inclusion of the project in the unconstrained and/or financially constrained project list of the updated TSP. The timing of the TSP update is at the discretion of the City.

MEMORANDUM

DRAFT – FACILITY IMPACT AREA AND AFFECTED JURISDICTIONS

Date: April 18, 2024

To: Oregon Department of Transportation (ODOT)

From: Angela Rogge, PE, David Evans and Associates, Inc.
Sara Pimentel, David Evans and Associates, Inc.

Subject: K21541: I-5 Boone Bridge Project – Facility Impact Area and Affected Jurisdictions

1 BACKGROUND AND PURPOSE

The I-5 Boone Bridge Project (“Project”) is exploring solutions to provide a seismically resilient bridge crossing of the Willamette River on I-5 to support current and future vehicle, transit, pedestrian and bicycle traffic needs and safety. As part of the project, a southbound auxiliary lane greater than one-half mile is proposed between the I-5: Wilsonville Road Interchange entrance ramp and the I-5: OR 551 Interchange exit ramp. As such, Oregon Administrative Rule (OAR) 660-012-0830 (Enhanced Review of Select Roadway Projects) applies.

The purpose of this memorandum is to satisfy the requirements outlined in OAR 660-012-0830(3) to define a facility impact area and the affected jurisdictions. This memorandum also identifies the underserved populations and summarizes documented gaps and deficiencies in multimodal, public transportation and demand management services within the facility impact area.

2 FACILITY IMPACT AREA AND AFFECTED JURISDICTIONS

2.1 PROCESS

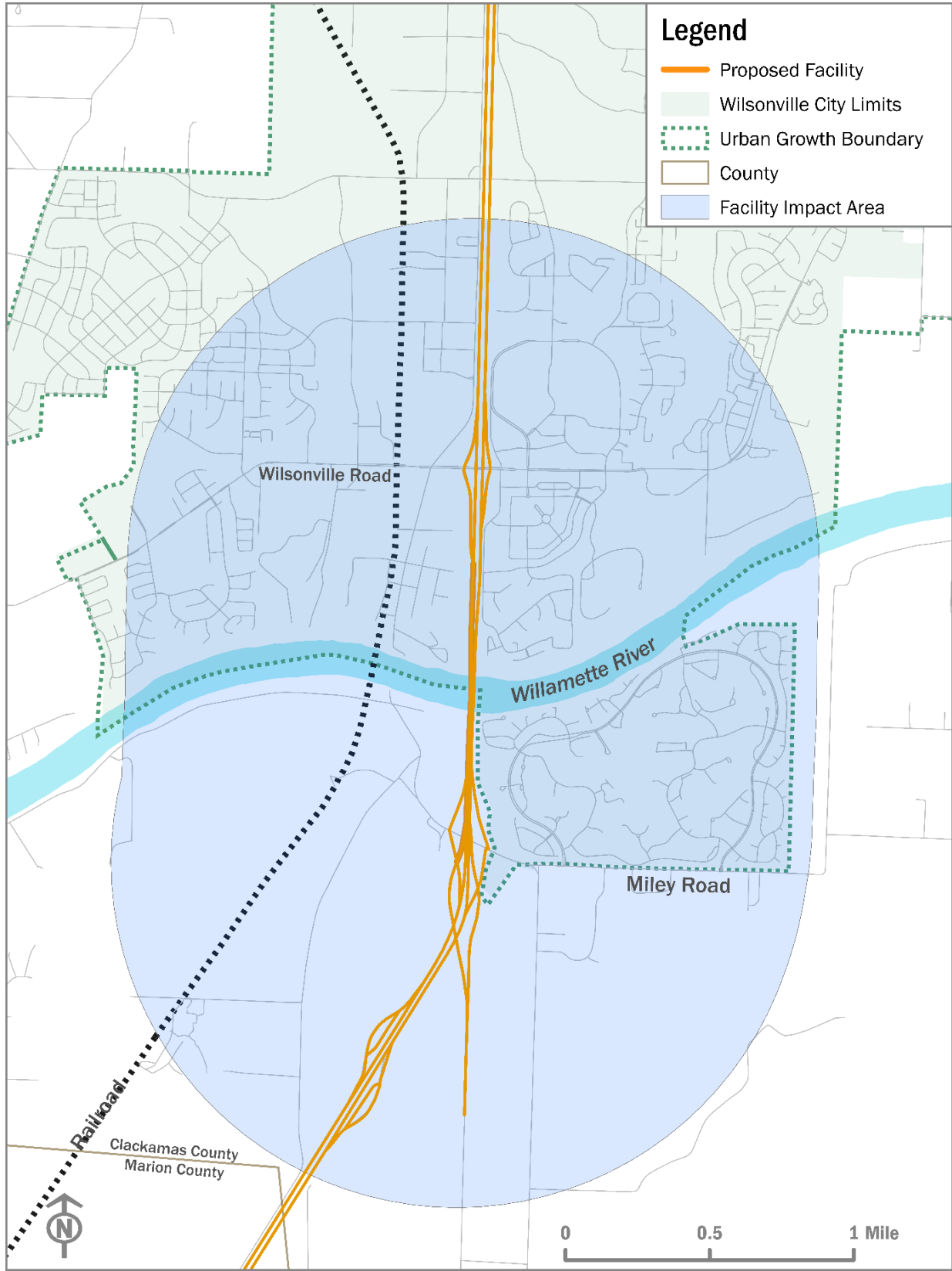
To establish a facility impact area and affected jurisdictions, the OAR requires coordination with all cities and counties with planning jurisdictions within two miles of the limits of the proposed facility. These local agencies are the City of Wilsonville and Clackamas County.

A coordination meeting took place with representatives from the Oregon Department of Transportation (ODOT), City of Wilsonville, Clackamas County and the Consultant team on March 15, 2024. The outcome of the meeting was agreement of the facility impact area and affected jurisdictions, as described in the following sections.

2.2 FACILITY IMPACT AREA

The facility impact area was initially drafted as a one-mile buffer from the proposed facility. Through review of underserved populations and discussion at the coordination meeting, it was uniformly expanded to include all of the Charbonneau community. The proposed facility and the facility impact area are shown in Figure 1.

FIGURE 1. FACILITY IMPACT AREA



2.3 AFFECTED JURISDICTIONS

The affected jurisdictions include all cities and counties with planning jurisdictions in the designated facility impact area (OAR 660-012-0830(3)(e)). These include the City of Wilsonville, Clackamas County, South Metro Area Regional Transit (SMART) (operated by City of Wilsonville), and ODOT as the preparer of the documentation and road authority for the proposed facility.

3 UNDERSERVED POPULATIONS

Census data indicates that there are underserved populations found within the facility impact area. The facility impact area intersects 15 U.S. Census Block Groups, as shown in Figure 2. This figure summarizes information within the facility impact area for four socioeconomic indicators: people of color, low-income populations (below 200% of the federal poverty level), seniors (age 65 and over) and limited English-speaking households. The data is from the U.S. Census Bureau's American Community Survey 5-year estimates for 2018 – 2022. For comparison, Table 1 provides aggregated data for the facility impact area, data for the state of Oregon and the nation as a whole.

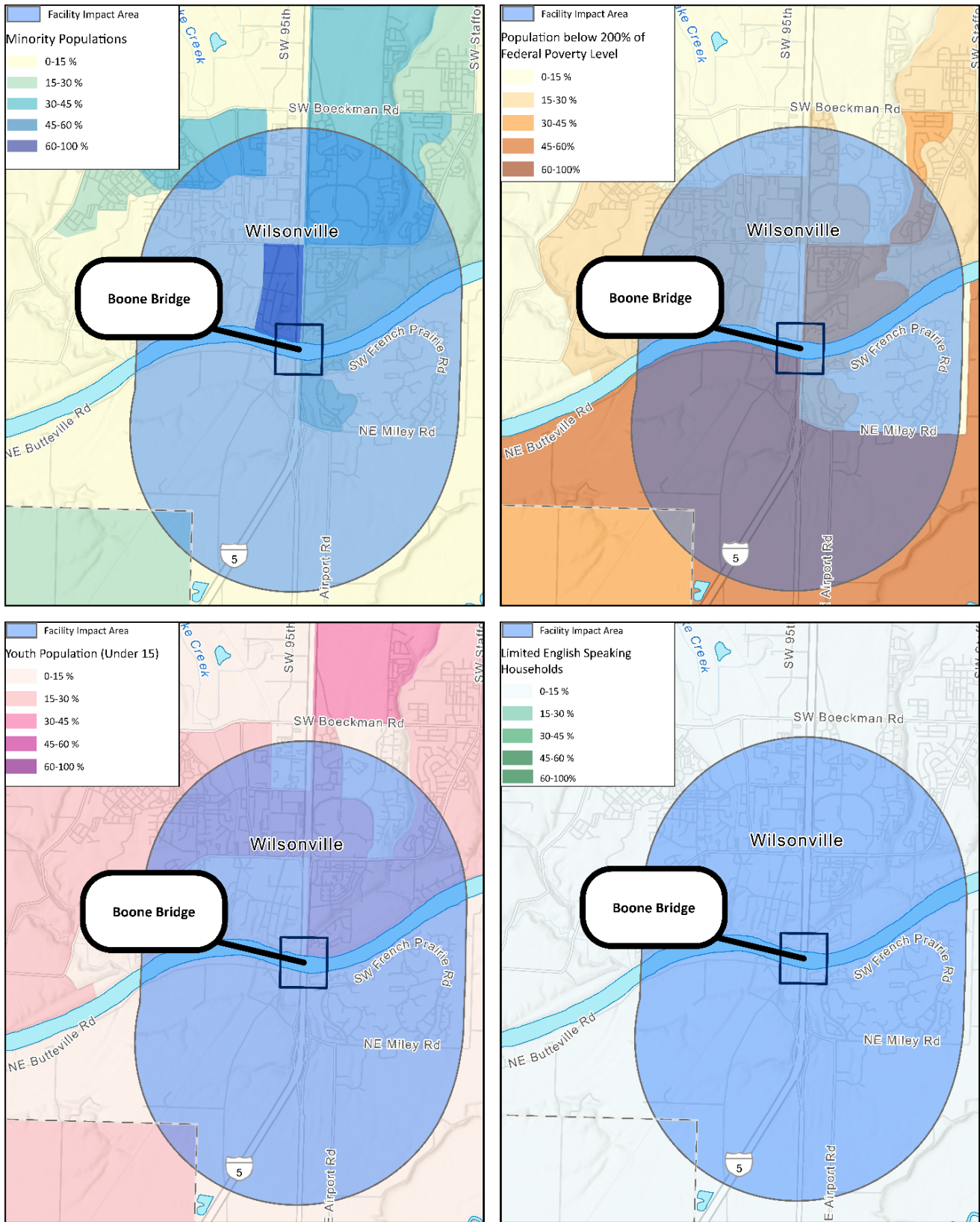
Table 1. Underserved Populations Summary

| Geography | People of Color (%) | Low Income (%) | Seniors (% Age 65 and Over) | Limited English-Speaking Households (%) |
|-------------------------------------|---------------------|----------------|-----------------------------|---|
| Facility Impact Area (Combined BGs) | 26% | 21% | 19% | 2% |
| State of Oregon | 27% | 28% | 18% | 2% |
| United States | 42% | 28% | 17% | 4% |

Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

Within the facility impact area, the block group west of I-5 and north of the Willamette River has 69% people of color, which is a much higher percentage than in the state or the United States as a whole. On the south side of the Willamette River (outside of Charbonneau), there is a high percentage of low-income population at 54%, almost double the state and national percentages. 72% of the block group containing the Charbonneau community is aged 65 and over. The percentages of households of limited English proficiency are lower than those in the United States overall and lower or on par with the percentages in the state.

FIGURE 2. UNDERSERVED POPULATIONS



4 DOCUMENTED GAPS AND DEFICIENCIES

The Wilsonville Transportation System Plan (TSP) was reviewed in order to identify gaps and deficiencies in the pedestrian, bicycle and public transportation facilities and the needed transportation demand management services within the facility impact area. This will aide in the identification and evaluation of alternatives in future phases of the project. The findings are summarized in Table 2.

TABLE 2. SUMMARY OF FACILITY IMPACT AREA GAPS AND DEFICIENCIES

| Type of Facility | Description of Gap/Deficiency |
|----------------------------------|---|
| Pedestrian & Bicycle | <ul style="list-style-type: none"> • Lack of bike/pedestrian facilities on French Prairie Rd • Lack of bike/pedestrian crossings over I-5 • Deficiencies in trail between Boones Ferry Park and Memorial Park • Lack of connectivity between Wilsonville and communities south of the Willamette River • Gap in facilities between industrial campuses and Elligsen Road • Lack of crossings along Canyon Creek Road • Lack of connectivity between SMART/WES stations and Town Center Loop • Lack of connectivity across Town Center loop limiting access to the Town Center area • Bicycle facilities south of Willamette River (Clackamas County TSP) |
| Public Transportation | <ul style="list-style-type: none"> • Improved regional transit connections (e.g. expanded service hours and express service to downtown Portland) • ¼-mile coverage radius in Charbonneau and along the Willamette River • Low transit frequency in West Wilsonville • Rider education and outreach • Maintain quality transit fleet / new buses • WES Light Rail (Near-Term Regional Priority) for high capacity transit (Clackamas County TSP) |
| Transportation Demand Management | <ul style="list-style-type: none"> • Support SMART Options Program (works with Wilsonville area employers and residents to promote transit and other transportation options) • Mode choice surveys • Car sharing demand monitoring • Off-peak shift change policies and practices • Town Center Parking Management Plan • WES Station Parking Management Plan |

Source: City of Wilsonville Transportation System Plan (Amended May 1, 2023)

Although not specifically mentioned in the Wilsonville TSP, there is suspended public transportation service that creates a gap in service between Charbonneau and Wilsonville and between Legacy Meridian Park Medical Plaza and the Wilsonville Community Center.

4.1.1 Transportation Demand Management Services

Transportation Demand Management (TDM) refers to measures aimed at altering travel behavior to enhance the efficiency of transportation infrastructure and decrease the requirement for expanding road capacity. Various approaches may be used to employ these measures, such as promoting alternative modes of transportation,

implementing ridesharing and vanpool initiatives, enacting trip-reduction regulations, encouraging travel during off-peak hours, and implementing reduced or paid parking schemes.

The following section provides a brief description of existing TDM programming in the facility impact area. Although not a specific TDM program, it should be noted that SMART is a free service (with the exception of the 1x to Salem route).

TABLE 3. TRANSPORTATION DEMAND MANAGEMENT PROGRAMS

| TDM Program | Description of Programming | Relevance to Facility Impact Area |
|--|--|---|
| Get There Oregon | Ride-matching program that connects commuters for carpooling and vanpooling. | SMART offers a \$500 monthly subsidy for commuter vanpools. |
| Metro's Regional Travel Options (RTO) | Provides grants and assistance to organizations that increase walking, biking, ride sharing, telecommuting and public transit use. | SMART Options commuter program assists commuters in finding the best way to get to work by connecting employees to alternative modes of transportation. |

5 NEXT STEPS

The information in this memorandum is the first step toward meeting the requirements in 660-012-0830 for authorization of the proposed southbound auxiliary lane on I-5 between Wilsonville Road entrance ramp and the OR 551 exit ramp. The public involvement strategy, equity analysis and alternatives review will utilize and build upon the information outlined in this memorandum.

I-5 Boone Bridge and Seismic Improvement Project

Item 9.



Summary Report to the Oregon State Legislature January 2021

Acknowledgements

Oregon Department of Transportation

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Links to Supporting Documents

This document is supported by the **I-5 Boone Bridge and Seismic Improvement Project Technical Report**, which was completed and submitted to the Oregon Legislature in January 2021. To read the full technical report, click **here**.

To read ODOT's response to requests for further analysis of the project related to travel demand, land use, access management and active traffic management, visit the study website by clicking **here**.

There are also links throughout this executive summary for other plans, project websites or reports that have informed the I-5 Boone Bridge and Seismic Improvement Project Technical Report. See these links in one place below:

2018 I-5 Wilsonville Facility Plan

2018 Regional Transportation Plan for the greater Portland region

House Bill (HB) 5050 Budget Note

2006 Wilsonville Bicycle and Pedestrian Master Plan

City of Wilsonville's French Prairie Bridge Project

City of Wilsonville's Transportation System Plan

City of Wilsonville's Parks & Recreation Master Plan

Oregon Bike Bill (ORS 366.514)

Accommodations

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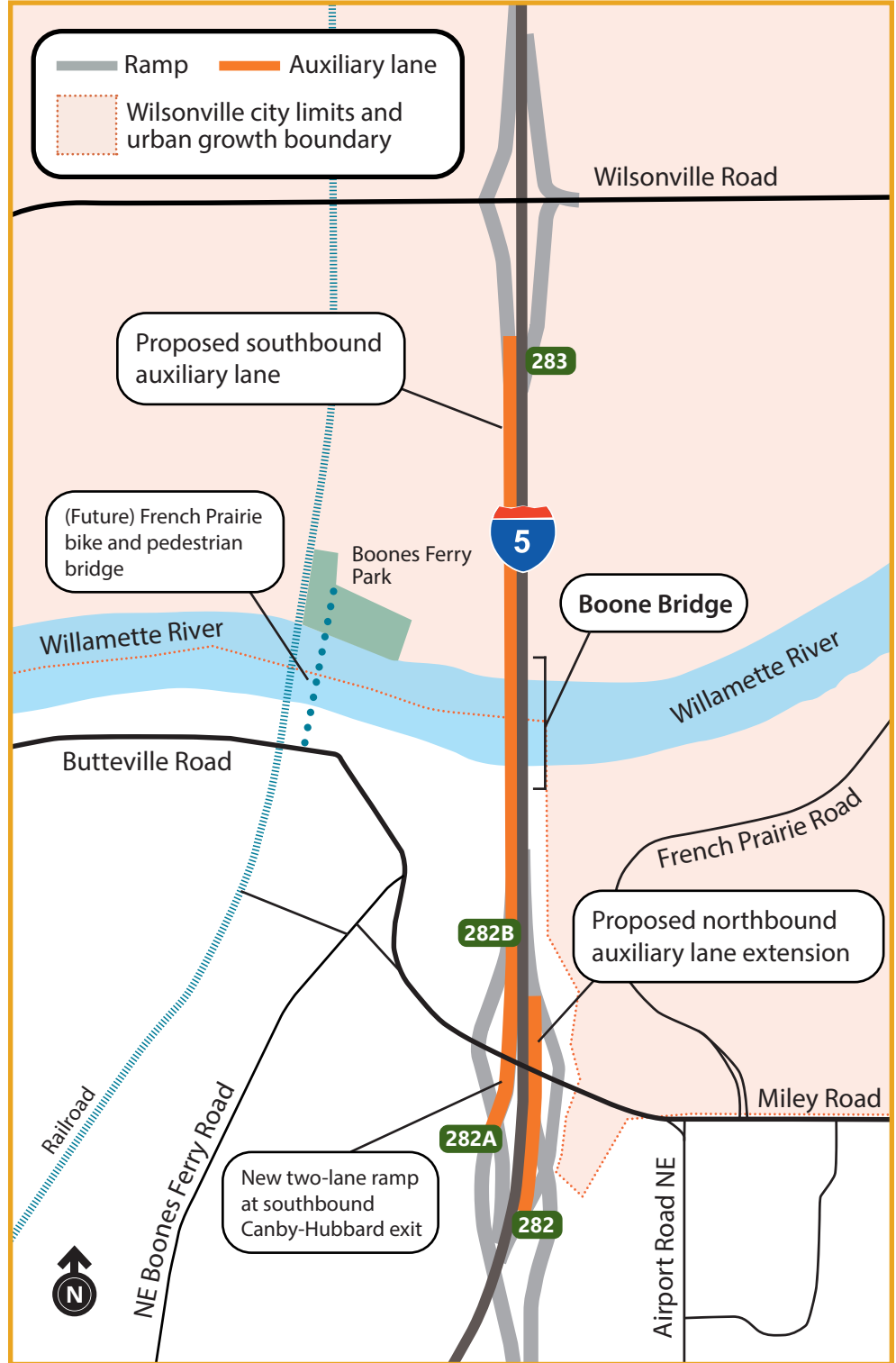


Purpose of this report

The purpose of this study is to determine the best approach for addressing congestion, safety and the seismic resiliency of Interstate 5 in the vicinity of the Boone Bridge.

The I-5 Boone Bridge is located over the Willamette River south of Portland and north of Salem within Clackamas County. A portion of the project area is within the City of Wilsonville and spans the southern Urban Growth Boundary of the Portland Metropolitan Area.

This section of I-5 serves intercity, regional, statewide, interstate and international mobility. I-5 is the key freight corridor for the west coast of the United States, stretching from Canada to Mexico, and has been recognized as a federally designated "corridor of the future." As such, I-5 – especially in the vicinity of the Boone Bridge – is an important Oregon Seismic Lifeline Route for destinations up and down the West Coast. Thus, providing adjacent interchange improvements to improve traffic operations and safety along with a wider, seismically-resilient Boone Bridge is of local, regional, statewide, national and international significance.

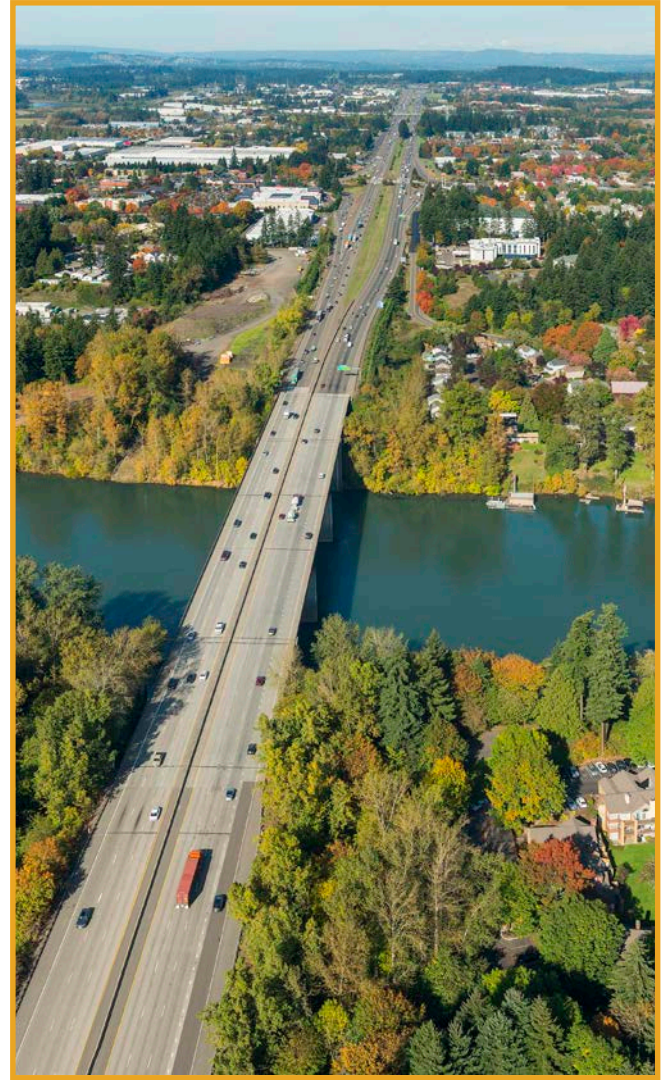


The project area in Clackamas County. ODOT is proposing changes to the Boone Bridge and adjacent freeway interchanges that would improve traffic operations, safety and seismic resiliency. Proposed improvements include a new, widened bridge, a northbound auxiliary lane extension, a new southbound auxiliary lane, and an additional exit ramp lane at the southbound Canby-Hubbard exit (282A).

Sections of the Boone Bridge are over 60 years old. The bridge has been widened (with minor retrofitting) piecemeal over time.

Improving traffic operations and safety

Oregonians in every part of the state rely on getting through and to the Metro region. Today, the Boone Bridge and interchanges to the north and south of the bridge are a traffic bottleneck. Inefficient merging and weaving caused by short merging areas results in congestion and crashes that reduce travel speeds and travel-time reliability for people travelling by car and transit, or moving freight by truck. Without improvement, this bottleneck will continue to deteriorate, leading to slower travel, more costly freight movement and higher safety risks for those who use I-5 and the surrounding transportation network. Now is the time to modernize our regional transportation system and the way we use it. The **2018 I-5 Wilsonville Facility Plan** and **Regional Transportation Plan** (financially constrained) provide a solution to address these issues. The construction of a southbound auxiliary lane on I-5 between the Wilsonville Road entrance ramp and the Canby-Hubbard exit ramp (OR 551), which would become a two-lane exit ramp, addresses the bottleneck in this area. This feasibility study also considers safety issues and congestion on I-5 northbound and associated interchange improvements, specifically a concept to connect the OR 551 entrance ramp to the existing northbound auxiliary lane across the Boone Bridge to improve safety in this section of I-5.



Above: The I-5 Boone Bridge over the Willamette River.

Left: The north end of the Boone Bridge viewed from the multi-use path underneath it.

Seismic lifeline

This segment of I-5, particularly the Boone Bridge over the Willamette River, represents a crucial link on one of Oregon's critical seismic lifeline routes that connects the Portland metro area to the Mid-Willamette Valley and areas to the south. The Boone Bridge, which is over 60 years old and has been widened and modified over time, will require significant upgrades to withstand a major Cascadia Subduction Zone quake and enable I-5 to continue to serve as a primary West Coast route for passenger and freight movement. The Boone Bridge is the only crossing of the Willamette River within 15 miles of the Wilsonville town center for motor vehicles or anyone walking or rolling.

Due to the design and construction of the existing bridge, in the event of a Cascadia Subduction Zone earthquake, the existing bridge will be compromised, impacting an important lifeline route.

Oregon Legislature Directs ODOT to Consider Improvements to the Boone Bridge

In **House Bill (HB) 5050**, specifically in the budget note to HB 5050, the 2019 Oregon Legislature directed the Oregon Department of Transportation (ODOT) to determine the best way to widen and seismically retrofit the I-5 Boone Bridge over the Willamette River, and to provide a programming/funding estimate report back to the Legislature by February 1, 2021.

In spring 2020, using the funding allocated by the OTC, ODOT moved forward with the following tasks, in collaboration with Quincy Engineering, Inc. (Quincy) to resolve the question of structural retrofit vs. structure replacement, defining the necessary next steps and a cost range and delivery schedule:

- We assessed approaches for achieving a seismically resilient I-5 Boone Bridge with a southbound auxiliary lane, including analyses of both Phase 2 seismic retrofit and bridge replacement options. We identified risks associated with each option and recommended an approach.
- We assessed operational and safety improvements for I-5 northbound at the Charbonneau Miley Road/OR 551 Portland-Hubbard Highway interchange in coordination with the Boone Bridge improvements.
- We analyzed potential land use and related travel demand impacts associated with the project, per Metro's request for analysis.
- We developed a planning-level cost range for the recommended bridge replacement and other I-5 improvements assuming planning and environmental work commence in 2022 and construction begins in 2027.
- We developed a scope of work including additional field investigations, analyses, environmental-related tasks, and design work necessary to deliver the 15% design milestone for the recommended Boone Bridge and I-5 interchange improvements.
- We developed a cost estimate to advance the project to the 15% design milestone and further inform a financial programming report to deliver the recommended Boone Bridge Replacement and I-5 interchange improvements through construction.



Right: I-5 northbound mile marker 283 on the south end of the Boone Bridge.

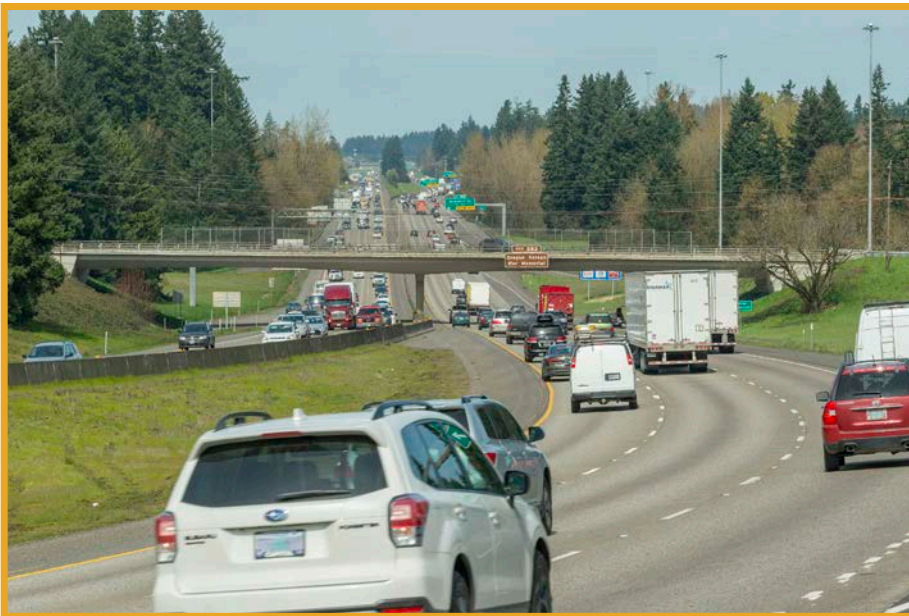
Assessing the Boone Bridge

To assess the existing bridge structure, the ODOT and the consultant team completed the following tasks during the bridge assessment:

- Summarized the existing conditions associated with I-5 southbound, with particular attention to the Boone Bridge and adjacent interchanges.
- Explored the site and prepared preliminary geotechnical analysis, including two cone penetrometer tests completed in June 2020 – one on the north side of the river and one on the south side of the river. Combined with past investigations, these tests furthered our understanding of the soil conditions beneath the Boone Bridge.
- Completed preliminary seismic analysis to identify seismic design criteria and ground motion parameters.
- Identified geologic hazards at the site, including liquefaction and related effects.
- Developed preliminary geotechnical parameters for bridge retrofit and replacement designs.
- Prepared conceptual-level recommendations for seismic mitigation strategies.
- Developed conceptual design, structural analysis, construction staging concept development, and construction access considerations for the retrofit/widening option vs. the full bridge replacement option.
- Identified project constraints and risks associated with each option.
- Developed environmental project prospectus in preparation for NEPA.

The bridge improvements were assessed based on the following assumptions for constructability:

- Maintain three lanes of traffic in each direction during construction.
- Maintain existing horizontal clearance and vertical clearance below the deck to avoid impacts to the navigable waterway of the Willamette River.
- Maximize the use of existing ODOT right-of-way.
- Maintain existing roadway alignment to the extent possible to minimize impacts to existing interchanges.



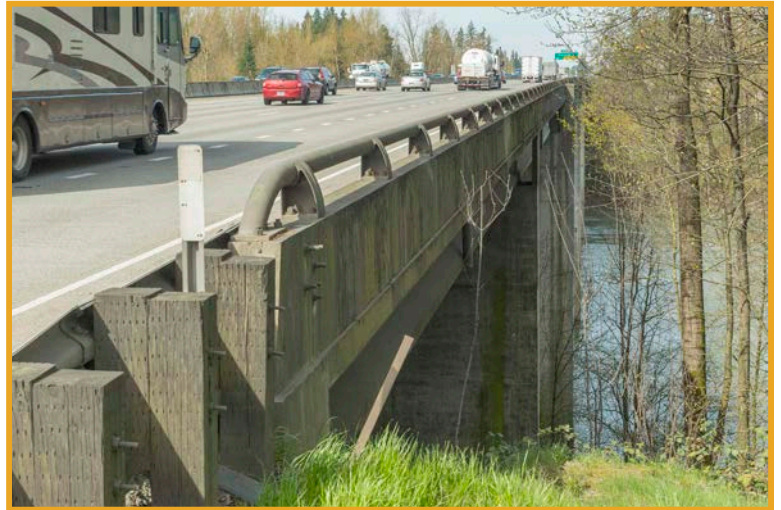
Left: I-5 northbound at the Miley Road exit ramp to the south of the Boone Bridge.

Retrofit vs. Replacement

The bridge assessment work revealed that the benefits associated with a full bridge replacement outweigh the minimal construction cost savings associated with a retrofit of the existing bridge. Critically, the feasibility assessment found that the entire substructure of the Boone Bridge, including pier supports and foundations, must be replaced in the retrofit option to achieve seismic resiliency. Since the main spans of the bridge are supported by timber pile foundations, this means the substructure for this portion of the bridge is not functional in an earthquake unless these piles can be replaced or an alternate support system is provided. In addition, the foundation soils on both riverbanks consist of soils above the river bottom that will liquefy in an earthquake and flow into the river. These two significant issues associated with the retrofit option will necessitate the replacement of the bridge's entire substructure. Furthermore, a retrofitted and widened Boone Bridge would have substantial ongoing costs to monitor structural deficiencies and require the future replacement of the original bridge superstructure, representing an additional future major capital expense.

In accordance with ODOT Bridge Section guidelines, typically, it is advisable to consider a replacement structure if the cost of the retrofit is greater than one half of the cost of the replacement structure. An order of magnitude comparison for this structure indicates the retrofit and widening option would be over 85% of the cost to replace the Boone Bridge. When combined with additional future maintenance and known capital costs needed to maintain the structure over time, this study indicates the cost to retrofit and widen the bridge may exceed the cost to replace the bridge. Based on these findings, and in collaboration with the ODOT Bridge Section, ODOT recommends proceeding with the bridge replacement option to achieve the planned operational and seismic upgrades to ensure the bridge and this section of I-5 will continue to serve as a critical lifeline and recovery route after a seismic event.

The bridge assessment conducted in this feasibility study recommends replacement of the existing Boone Bridge. It is more cost effective to replace the bridge than to retrofit and widen the existing bridge.



Above: Existing railing and pier supports of the Boone Bridge.

Below: Steel girders that support the weight of the Boone Bridge.

Traffic Operations and Safety Improvements at Interchanges

To address traffic operations and safety impacts within the corridor this project includes both southbound and northbound interchange improvements.

I-5 southbound

This project includes the addition of a southbound auxiliary lane connecting south Wilsonville and OR 551, including a two-lane exit to OR 551. This interchange improvement is critical to facilitating the operational and safety benefits from adding the southbound auxiliary lane between the Wilsonville Road entrance and the exit to OR 551, as it reduces merging conflicts between exiting traffic and mainline traffic consistent with the **I-5 Wilsonville Facility Plan** and **Regional Transportation Plan**. In addition, bus on shoulder will be possible with these improvements to I-5.

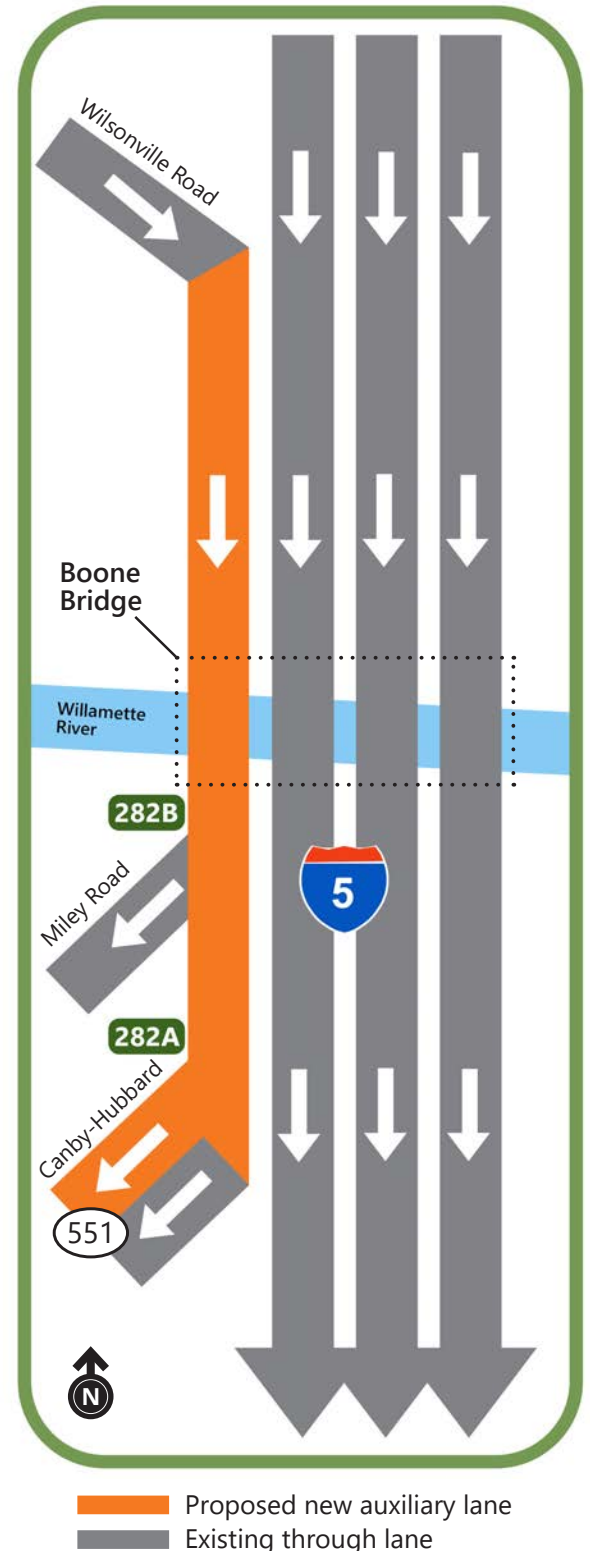
Auxiliary lanes in both the northbound and southbound directions and associated interchange improvements will alleviate traffic bottlenecks, improve travel time reliability and enhance safety on I-5.

Right: Graphic showing the future southbound auxiliary lane on I-5 between the Wilsonville Road entrance and Exit 282A to OR 551 and two-lane southbound exit to OR 551. Proposed additions are shown in orange.

Below: The northbound OR 551 (Canby-Hubbard Highway) on-ramp to I-5, where a proposed auxiliary lane would increase safety by reducing merging crashes.



Proposed auxiliary lane on I-5 south



Traffic Operations and Safety Improvements, Continued

I-5 northbound

To the immediate south of the Boone Bridge, at the intersection of I-5 and OR 551, high volumes of free-flow traffic, including a large number of trucks, are forced to merge immediately onto I-5 without enough space to zipper merge safely. This segment of I-5, from the Charbonneau entrance ramp to the southern end of the Boone Bridge, is a top 10% Safety Priority Index System (SPIS) location due to short merging distances, closely spaced interchanges and frequently congested conditions both on and just south of the Boone Bridge. This issue is exacerbated by I-5 traffic positioning in the outside lane to take the next northbound exit at Wilsonville Road.

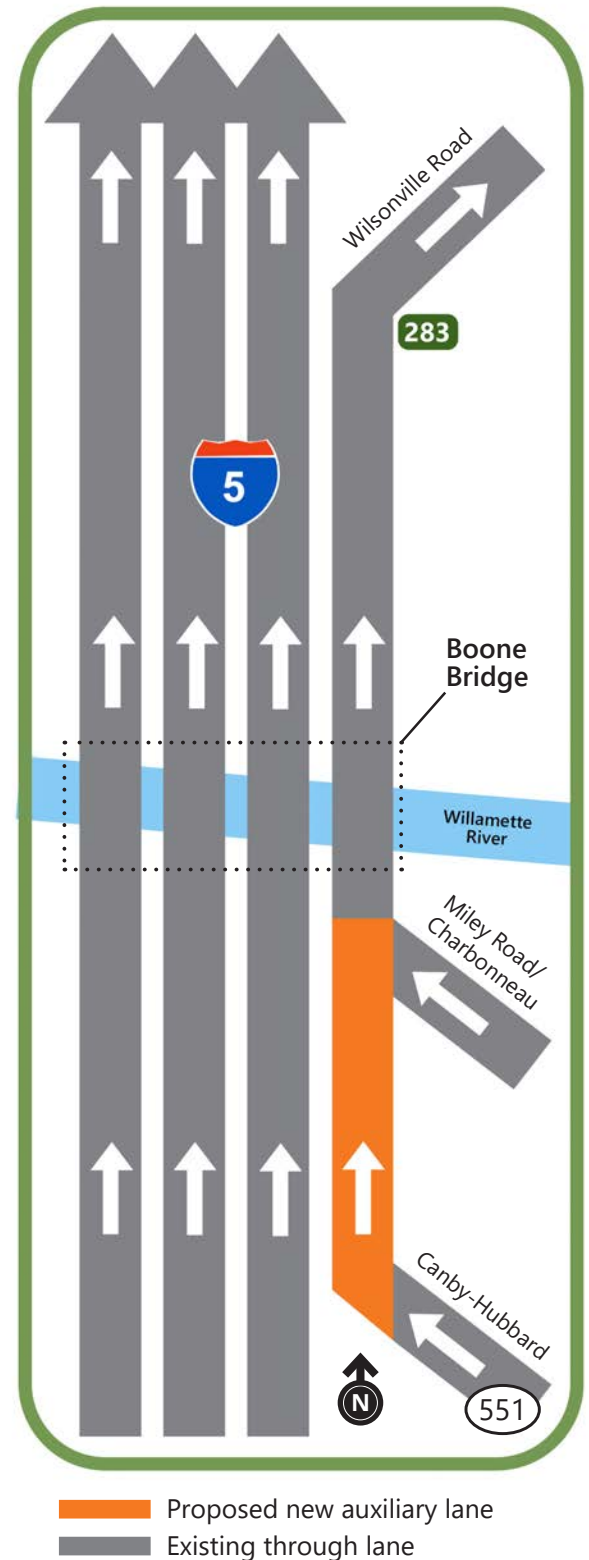
To improve safety in this section of I-5, we recommend extending an auxiliary lane from the northbound OR 551 Canby-Hubbard entrance ramp to the existing northbound auxiliary lane across the bridge. This safety improvement must be incorporated into the design of the Boone Bridge replacement, either as a consideration for implementation at the same time as the Boone Bridge (to realize efficiencies of scale) or as an improvement to be accommodated by the bridge replacement design in the event this safety improvement is built prior to the bridge work.



Above: Short merging distance between the OR 551 Canby-Hubbard entrance ramp and Charbonneau entrance ramp and heavy freight use cause safety conflicts resulting in a top 10% SPIS site.

Photo credit: Google, May 2019.

Proposed auxiliary lane on I-5 north



Consideration for a Parallel Route for Pedestrians and Bicycles: French Prairie Bridge

In 2019, the City of Wilsonville engaged in a planning effort to identify a parallel bicycle and pedestrian bridge over the Willamette River in the vicinity of the Boone Bridge. The City's preferred alignment from this effort is a proposed bridge located approximately 1,400 feet to the west of the I-5 Boone Bridge, adjacent to the existing railroad bridge.

In the **2006 Wilsonville Bicycle and Pedestrian Master Plan**, the City considered an option to add a cantilevered facility to the west side of the Boone Bridge. The City identified challenges with the cantilevered option such as safety from falling debris, as the proposed path would be below the vehicular deck for vertical separation, maintenance, and the need for improved connections to access the bridge on the north and south side of the Willamette River. Ultimately, the Master Plan recommended the construction of a standalone bicycle and pedestrian bridge, which the City has pursued since.

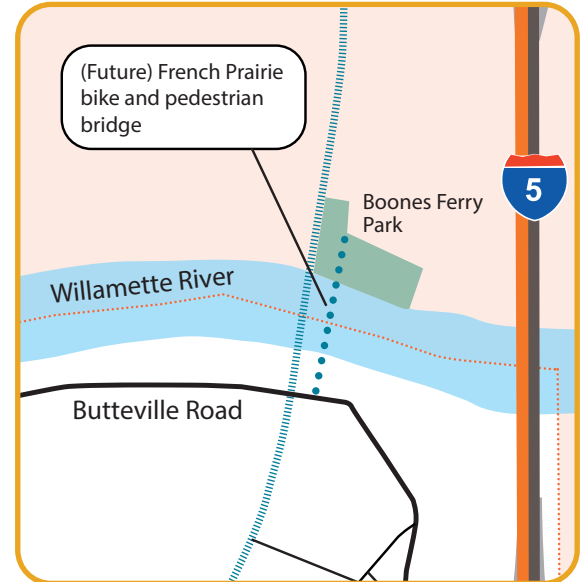
In 2015, the City considered the feasibility of a number of alternatives for their standalone bridge, including a separate bike and pedestrian facility immediately adjacent to the Boone Bridge. The adjacent to I-5 alternative was not selected as the preferred alternative due to challenges such as high cost retaining walls, below average user experience, no direct connection under I-5 to the regional trail, path and walls near a neighborhood, no direct connection between Charbonneau and Memorial Park, farther from Wilsonville Town Center and a lack of supporting bike and pedestrian facilities on Parkway Avenue.

The City's recent study identified a preferred alignment and a high-level cost estimate of roughly \$36 million to \$47 million (2019\$) for the suspension bridge alternative for the **French Prairie Bridge**. No further funding has been identified for project development or construction, however, if constructed, this bridge would provide a parallel dedicated bicycle/pedestrian facility to I-5 over the Willamette River in the vicinity of the Boone Bridge. The French Prairie Bridge alignment has since been adopted into the **City of Wilsonville's Transportation System Plan** and **Parks & Recreation Master Plan**. Wilsonville is currently working on a funding strategy to complete design and construction of the project and has developed a list of environmental and cultural analyses that would support the City's progression into a NEPA phase. ODOT has and will continue to participate and offer technical expertise to inform project development moving forward.

A parallel bicycle and pedestrian bridge (French Prairie Bridge) is planned in the vicinity by the City of Wilsonville. Pedestrians and bicycles could be accommodated on a replaced I-5 Boone Bridge, but the preferred local option is the separate parallel bicycle and pedestrian bridge.

Presently, pedestrians and cyclists use the shoulder of Interstate 5 in the vicinity of the Boone Bridge. The current bridge replacement estimate assumes the shoulder of I-5 would continue to serve bikes and pedestrians on the new bridge to meet **Oregon Bike Bill (ORS 366.514)** obligations. However, understanding the use of I-5 in this area is not the preferred option if the French Prairie Bridge could be constructed prior to, or concurrently with the I-5 Boone Bridge replacement it would provide an enhanced user experience with regional connections to the existing and planned bicycle and pedestrian trail system that users, the local community and ODOT would prefer.

French Prairie Bridge preferred alignment



Minimal Impact on Travel Demand, Land Use

Using the Oregon Statewide Integrated Model (SWIM), ODOT prepared model simulations of travel demand and land use with and without the addition of a southbound auxiliary lane on I-5 between the Wilsonville Road entrance ramp and the Canby-Hubbard exit ramp. The project was added to the SWIM road network to evaluate a ten-year period of 2030 to 2040. The results of the build scenario were compared to a no-build reference scenario in order to identify impacts of the project on travel demand and land use.

The analysis found the change in Annual Average Daily Traffic volumes (AADT) attributed to the southbound auxiliary lane is relatively modest. Growth in AADT is expected to be about 3% higher over the ten-year period (2030-2040) forecast after the project is built compared to the no-build scenario. This is consistent with the expectations for a project intended to address a congestion bottleneck by improving traffic flow and reliability and reducing crash rates. In addition, the analysis found only a negligible difference between the two forecast scenarios in terms of regional population, employment growth and vehicle miles traveled. The analysis likewise indicated no land use changes are expected to occur in the area evaluated due to the project.



Above: The I-5 north Charbonneau exit ramp south of the Boone Bridge.

I-5 traffic can be maintained during construction of the new Boone Bridge.

The 2018 Regional Transportation Plan lists the I-5 Wilsonville Facility Plan project in the financially constrained project list. Inclusion of the southbound auxiliary lane on a replaced Boone Bridge will not impact the growth of neighboring communities and has minimal impact on travel demand as shown in ODOT's analysis of 2040 build and no-build scenarios.

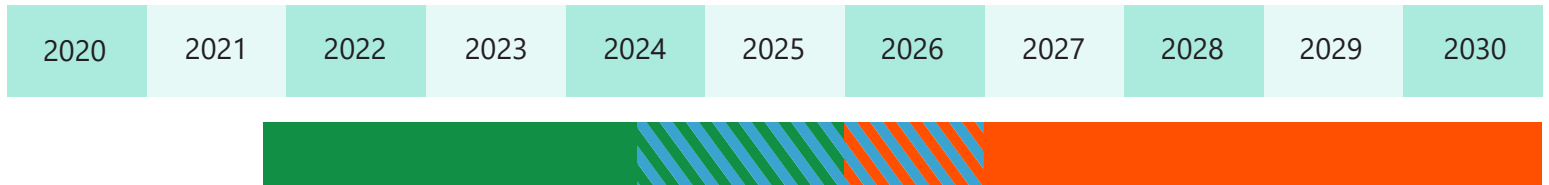
\$450 Million to \$550 Million Investment Required

Based on preliminary studies and less than 3% design, the estimated cost range to deliver this project is \$450 million to \$550 million. This cost range reflects a conceptual planning level estimate to be refined after geotechnical/seismic investigations, environmental review and design work is completed. This cost range incorporates all phases of project delivery, including planning, preliminary and final design and construction resulting in the following improvements:

- Seismically resilient Boone Bridge.
- Southbound auxiliary lane between the Wilsonville Road entrance and the OR 551 exit.
- Two-lane southbound exit to OR 551.
- Northbound auxiliary lane extension from OR 551 to the Boone Bridge.

This preliminary estimate range assumes environmental analysis and NEPA will begin in 2022 and construction beginning in 2027. The cost range provides for consideration of alternative project delivery methods and the additional analysis required to address project risks. Please note, this estimate range does not include the \$36 million to \$47 million the City of Wilsonville estimates the French Prairie Bridge Project would cost that would provide the preferred pedestrian and bicycle route for crossing the Willamette River in the vicinity of the Boone Bridge, which ODOT supports.

I-5 Boone Bridge Seismic Improvement Project Investment and Implementation Strategy



- Planning Phase
- Planning/Design Phase
- Design/Construction Phase (Alternative Delivery)
- Construction Phase

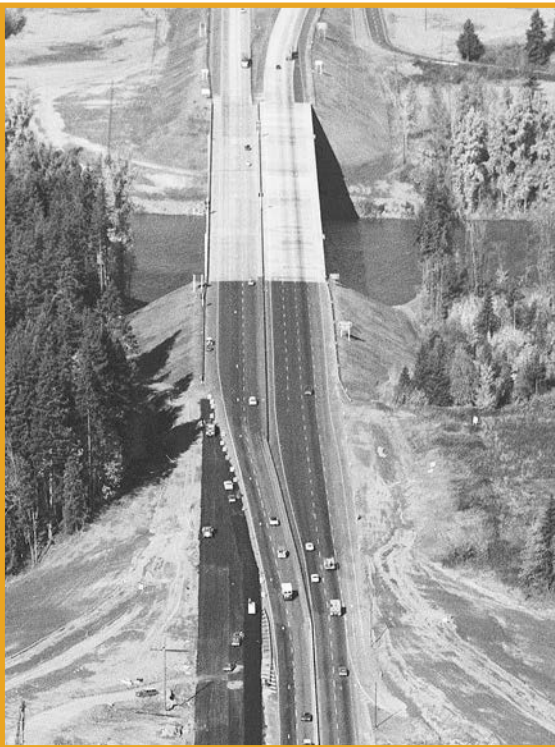
Note: This phased delivery schedule is not financially constrained and it is subject to funding.



Above: The I-5 Boone Bridge.

Key Takeaways

- 1 Sections of the existing Boone Bridge are over 60 years old. The bridge has been widened (with minor retrofitting) piecemeal over time.
- 2 Auxiliary lanes in both the northbound and southbound directions and associated interchange improvements will alleviate traffic bottlenecks, improve travel time reliability and enhance safety on I-5.
- 3 Due to the design and construction of the existing bridge, in the event of a Cascadia Subduction Zone earthquake, the existing bridge will be compromised, impacting an important lifeline route.
- 4 The bridge assessment conducted in this feasibility study recommends replacement of the existing Boone Bridge. It is more cost effective to replace the bridge than to retrofit and widen the existing bridge.
- 5 I-5 traffic can be maintained during construction of the new Boone Bridge.
- 6 A parallel bicycle and pedestrian bridge (**French Prairie Bridge**) is planned in the vicinity by the City of Wilsonville. Pedestrians and bicycles could be accommodated on a replaced I-5 Boone Bridge, but the preferred local option is the separate parallel bicycle and pedestrian bridge.
- 7 The **2018 Regional Transportation Plan** lists the **I-5 Wilsonville Facility Plan** project in the financially constrained project list and the project is currently in Metro's land use and transportation model. Inclusion of the southbound auxiliary lane on a replaced Boone Bridge will not impact the growth of neighboring communities and has minimal impact on travel demand as shown in ODOT's analysis of 2040 build and no-build scenarios.
- 8 Cost range for the project is \$450 million to \$550 million, assuming construction in 2027.



The Boone Bridge, November 1970.

The high-level estimated cost to replace the Boone Bridge with a widened and seismically resilient bridge ranges from \$450M to \$550M with construction beginning in 2027.

I-5 Wilsonville Facility Plan recommended improvements: Add a southbound auxiliary lane to I-5 between the Wilsonville Road entrance ramp and the Canby-Hubbard exit ramp (OR 551), with a two-lane exit.

Analysis request

Recognizing ODOT's intent to study the feasibility to provide a widened and seismically resilient I-5 Boone Bridge between the Wilsonville Road and OR 551 interchanges, Metro asked that the agency also consider the potential for increased travel demand to statewide routes and facilities inside the Metro region due to such improvements. Specifically, Metro requested ODOT to consider impacts to travel demand from both rural and urban areas located in northern Marion County and rural Clackamas County on I-5, OR 99E and OR 551, including the cities of Canby, Barlow, Aurora, Donald, Hubbard and Woodburn and the intervening rural areas due to implementation of the I-5 Wilsonville Facility Plan. As part of Metro's request, ODOT also considered the potential for increased urban development from demand on the areas mentioned above and potential pressure for UGB expansion. Lastly, ODOT considered potential impacts of the proposed improvements to I-5 southbound in generating non-farm rural uses outside of existing UGBs, especially along OR 551 in the vicinity of the Aurora Airport.

ODOT analysis approach and methodology

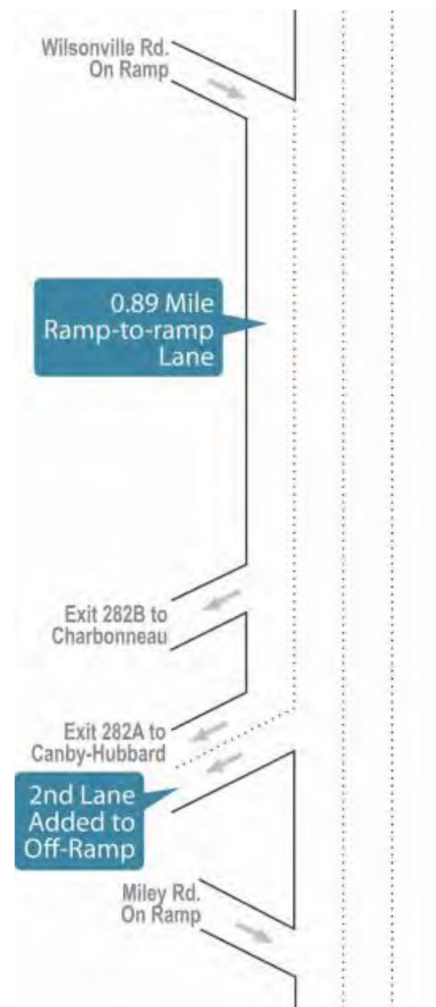
Given the geographic boundary constraints of the Metro travel demand model, staff employed the Oregon Statewide Integrated Model (SWIM)¹ to prepare model simulations of travel demand and land use with and without the I-5 Wilsonville Facility Plan implementation, specifically focused on estimating the impact of the Boone Bridge auxiliary lane project. This project was added to the SWIM road network in approximately analysis year 2030 and run out to year 2040. The results of the Boone Bridge scenario are compared to a no-build reference scenario in order to identify impacts of an auxiliary lane on I-5 southbound from the Wilsonville Road entrance to the Canby-Hubbard Highway exit, with a two lane exit. This project is designed to alleviate a bottleneck on I-5, improving reliability and safety.

SWIM is an integrated land use transport model covering the entire State of Oregon and surrounding counties in neighboring states. It is designed to help inform how regionally significant transportation projects, such as reconfigurations of key river crossings, impact both travel demand and land use development patterns.

In terms of analyzing the potential impacts of the project on non-farm rural land use, it is important to consider existing factors that contribute to the development pattern including local policy, regional housing costs, fuel price, demographics (e.g. car ownership), etc. regardless of whether the I-5 Wilsonville Facility Plan is ultimately implemented.



Figure 1: I-5 Facility Plan Recommended Improvements



¹ Documentation of SWIM is available online:

<https://www.oregon.gov/odot/Planning/Documents/Statewide-Integrated-Model-Vers2-5.pdf>

Findings

Table 1 reports the annual average daily traffic (AADT) volumes on the Boone Bridge and nearby roads where impacts of the project might be anticipated to occur. Volumes are reported for the most recent year published for Oregon roadways (2018 data per [ODOT TransGIS](#)), as well as the forecast volumes in 2040 for the no-build and build scenario. The change in AADT attributed to the additional auxiliary lane is relatively modest. Growth in AADT is expected to be about 3% higher over the ten-year period (2030-2040) forecast after the project is built. Such results are consistent with expectations for a project such as this, which is designed to help alleviate a congestion bottleneck, improve traffic flow and reliability for a location with multiple points of traffic weaving.



Table 1: 2018 AADT and 2040 Forecast AADT for No-Build and Build Scenarios for Roadways on or near Boone Bridge

| Roadway | 2018 AADT | 2040 Forecast AADT No-Build Scenario | 2040 Forecast AADT Build Scenario | Build Scenario Difference in AADT |
|---------------------------------|-----------|--------------------------------------|-----------------------------------|-----------------------------------|
| I-5 SB at Boone Bridge | 63,216 | 76,407 | 78,549 | 2,142 |
| I-5 NB at Boone Bridge | 68,484 | 82,625 | 84,100 | 1,475 |
| I-5 SB to Woodburn | 46,848 | 60,146 | 61,252 | 1,106 |
| I-5 NB to Woodburn | 50,752 | 63,864 | 64,670 | 806 |
| SB Off-Ramp to Miley Rd | 4,700 | 5,371 | 5,501 | 130 |
| SB On-Ramp from Miley Rd | 380 | 478 | 496 | 18 |
| NB Off-Ramp to Miley Rd | 560 | 951 | 1,034 | 83 |
| NB On-Ramp from Miley Rd | 5,400 | 6,272 | 6,475 | 203 |
| Miley Rd East of the Interstate | 9,400 | 10,747 | 11,041 | 294 |
| OR 551 SB Off-Ramp | 12,250 | 13,148 | 13,616 | 468 |
| OR 551 NB On-Ramp | 10,850 | 11,726 | 11,954 | 228 |
| OR 551 From Arndt To Ehlen | 12,500 | 13,459 | 13,838 | 379 |
| OR 551 From Ehlen To 99E | 9,500 | 10,962 | 11,559 | 597 |
| 99E Canby to Aurora | 23,100 | 31,382 | 31,666 | 284 |
| 99E Aurora to Woodburn | 16,500 | 20,689 | 21,431 | 742 |

The model considered regional impacts to county-level vehicle miles traveled (VMT) for five counties neighboring the project area (Clackamas, Washington, Marion, Yamhill and Multnomah counties). Comparing the two 2040 forecasts reveals negligible change in regional VMT between the build and no-build scenarios.

The model evaluated forecast population and employment growth for the 2040 build and no-build scenarios. Comparing the two forecast scenarios indicates negligible differences (<1%) in population and employment in the five counties included in the analysis. Population and employment trends relate to the potential for land development impacts, attributable to the project, which were considered for the area south of the Willamette River near Miley Road in Marion County and in communities along OR 99E and OR 551 between Canby and Woodburn. **Comparison of the two forecast scenarios side-by-side**

reveals no land use changes are expected to occur due to the I-5 Wilsonville Facility Plan project.

Project Benefits:

The I-5 Wilsonville Facility Plan identifies the following benefits from the recommended project combined with the associated seismic upgrade of the Boone Bridge:

- Improve performance of I-5 compared to no-build
- Reduce congestion on I-5 to below state mobility targets
- Improve travel time reliability
- Improve I-5 speeds during the evening peak hour
- Expect reduced crash rates due to greater separation of traffic entering I-5 from mainline traffic
- Provide critical link to I-5 seismic lifeline route, connecting the Willamette Valley to the Portland metro area

Metro asked ODOT to consider conducting additional analysis - beyond the evaluation of travel demand and land use impacts described above - related to managed lanes, active traffic management and access management. A summary of the Metro analysis requests and agency response is provided below, grouped by issue area.

Managed Lanes

Analysis request: Consider managed-lane strategies that improve the use of each lane, such as a barrier-separated auxiliary lane from Wilsonville Road entrance ramp to the Charbonneau exit. This would be a separate entrance to Boone Bridge only from Wilsonville Road and other on-ramp lanes would be used for I-5 southbound traffic. This lane would be assessed for improving local connectivity for the Wilsonville and Charbonneau communities and improving related transit operations. Consider making the barrier separated auxiliary lane to create a bike/pedestrian and emergency vehicle path.

Agency response: Traffic analysis conducted in support of the I-5 Wilsonville Facility Plan indicates that local trips on I-5 southbound between the Wilsonville Road entrance and Charbonneau/Miley Road exit account for roughly 5% of vehicles using the Boone Bridge during the PM peak. ODOT anticipates the investment associated with building a new structure that would serve southbound trips to be significant. A barrier-separated auxiliary lane would likely require additional widening and investment without providing additional benefit towards local connectivity beyond those provided by a non-barrier-separated auxiliary lane.

The City of Wilsonville has previously completed substantial evaluation of alternatives for a bike/pedestrian and emergency vehicle crossing of the Willamette River in the vicinity of the Boone Bridge and has identified a preferred alignment for the French Prairie Bridge adjacent to the existing railroad bridge to the west of the Boone Bridge. ODOT will evaluate if there is a need for an additional bike/pedestrian facility following the French Prairie Bridge facility. Shoulders on a replaced Boone Bridge will be able to accommodate emergency vehicles and allow disabled vehicles a place to pull out of traffic.

Figure 2: Preferred French Prairie Bridge alignment



Source: [City of Wilsonville](#)

Analysis request: Evaluate 2+ or 3+ person carpool lane options and High Occupancy Toll lane options to understand related reductions in vehicle demand.

Agency response: ODOT's Toll Program, through its environmental review process, is evaluating tolling options on I-5 from the Boone Bridge to just south of the Interstate Bridge and may consider High Occupancy Toll lane options and carpool lane options in the area of the Boone Bridge. When evaluating such managed lane strategies, criteria ODOT would consider include the length and feasibility of such facilities and expected effect on safety, reliability and congestion management. If a corridor carpool lane study is desired, ODOT would partner with Metro in the future to accomplish this evaluation.

Analysis request: Consider transit reliability issues that reduce on-time performance and ridership. Consider appropriate options for integrating freeway operations with transit such as bus-on-shoulder on the approaches to and crossing the Boone Bridge to serve transit providers Wilsonville SMART, ODOT's Point Service, etc.

Agency response: A widened Boone Bridge, per the I-5 Wilsonville Facility Plan, will have shoulders sufficient to accommodate bus-on-shoulder operations. ODOT is currently working with TriMet and SMART to plan pilot bus-on-shoulder projects for 2020-2021 and will conduct a study to determine other viable locations in the region.

Analysis request: Study time of day demands for northbound and southbound traffic to consider a movable "zipper" barrier to change the number of lanes by time of day. Traffic on the I-5 bridge is similar to the Golden Gate Bridge in San Francisco where a "zipper" barrier is used.

Agency response: ODOT can consider the feasibility of the "zipper" barrier concept and has considered such technology in the past as it relates to work-zone safety, recently employing this strategy during the I-5 Interstate Bridge Trunnion Replacement Project. ODOT would need to understand the extent of expected impacts to both directions of travel resulting from the movable barrier application. For reference, the Golden Gate Bridge system is 13,340 feet, whereas the area between the Wilsonville Road and Canby-Hubbard interchanges that could possibly accommodate such a movable barrier is about 3,600 feet. The Golden Gate Bridge system cost \$30 million in 2015. If deemed physically feasible on I-5, operational and maintenance costs would need to be evaluated.

Active Traffic Management (ATM)

Analysis request: Consider non-technology “nudge” treatments for reducing weaving with lane markings, reducing unnecessary slowing with visual barriers to oncoming traffic and reducing speeding with behavioral cues. In addition, assess toolkit elements from the existing ODOT RealTime strategies or recommend ATM tools that are improvements to the state of the art for use on I-5 from I-205 southbound.

Agency response: ODOT will develop an ATM strategy to accompany the proposed improvements to I-5 in the vicinity of the Boone Bridge. ODOT Region 1 currently has an ATM strategy for I-5 southbound from I-205 to the Wilsonville Road interchange, which includes a proposed queue warning sign between the I-205 entrance and the SW Elligsen Road exit. The ATM strategy emphasizes opportunities and potential benefits of implementing traveler information, queue warning and variable speed signs in specific locations. In addition, ODOT will install ramp meters at both southbound on-ramps from Elligsen Road as part of an upcoming I-5 paving project scheduled for construction in 2021.

Access Management

Analysis request: Interchange Area Management Plans should be reassessed for the 20-year horizon of the Boone Bridge Seismic Upgrade project. Consider solutions that improve the operations and management at the I-5 interchange at SW Elligsen Road. Currently, the facility plan focuses on southbound demand from Wilsonville Road only – it should also assess demand at the I-5 interchange at SW Elligsen Road on the north end of Wilsonville. In addition, access management plans should be developed where they do not already exist for approaching highways in northern Marion County and rural Clackamas County as part of the Boone Bridge replacement project, including Interchange Area Management Plans at the Charbonneau/Aurora, Donald and Woodburn interchanges on I-5 and access management plans on OR 551 from I-5 to OR 99E and on rural portions of OR 99E from Canby to Woodburn.

Agency response: ODOT will have an opportunity to analyze the demand at the I-5 interchange at SW Elligsen Road by incorporating this work into previously programmed analysis through the Corridor Bottleneck Operations Study. Regarding Interchange Area Management Plans for the segment of I-5 south of the Boone Bridge, ODOT has recently completed the I-5: Aurora-Donald Interchange (Exit 278) Interchange Area Management Plan, which establishes a phased interchange improvement program, access management plan and mobility targets. As discussed above, the slight increase in 2040 AADT in the interchange areas and negligible difference in 2040 VMT

population and employment growth and land use impacts between the build and no-build scenarios does not indicate a need for new access management plans to mitigate the proposed improvements to the Boone Bridge.

Note: Interchange Area Management Plans are not intended to minimize demand to or from a particular location. Rather they help ODOT and local jurisdictions manage transportation and land use in interchange areas. The basic purpose of such plans includes the following:

- Establish agreement with a local government about what, if any, transportation solutions or land use/policy actions are needed in an interchange area and how best to balance and manage transportation and land use issues over time.
- Protect the function and operations of the state highway interchanges and supporting local street network.
- Ensure local plans and zoning and planned local street network are consistent with and complement the function of the interchange.

Agency request: In consultation with Metro Planning and Development staff, model the accessibility impacts of the proposed I-5 project in the vicinity, including the following in order to inform development of an access management plan – effects on accessibility for neighboring cities and potential growth in need for increased freeway access (including potential changes in trip time, trip length, trip frequency, vehicle miles traveled and mode split); effects of a planned long-term strategy for managing increasing travel along the I-5/Wilsonville corridor, particularly for OR 551 and the ability of inter-city transit service to/from neighboring cities to slow traffic growth along the corridor.

Agency response: In relation to access management on rural highways and the potential for increasing demand for freeway access, consideration of vehicle miles traveled (VMT) and trip frequency, ODOT conducted analysis of project impacts to travel demand and land use as discussed above. The results indicate a slight growth in AADT and a negligible difference in VMT between the 2040 build and no-build scenarios, which indicates the project will not increase demand for freeway access.



I-5 WILSONVILLE FACILITY PLAN

Boone Bridge Southbound Auxiliary Lane and Seismic Resilience Retrofit Project



Proposed Ramp-to-Ramp Auxiliary Lane to Reduce Congestion, Increase Through-put at SB I-5 Wilsonville/Boone Bridge Bottleneck

PROBLEM

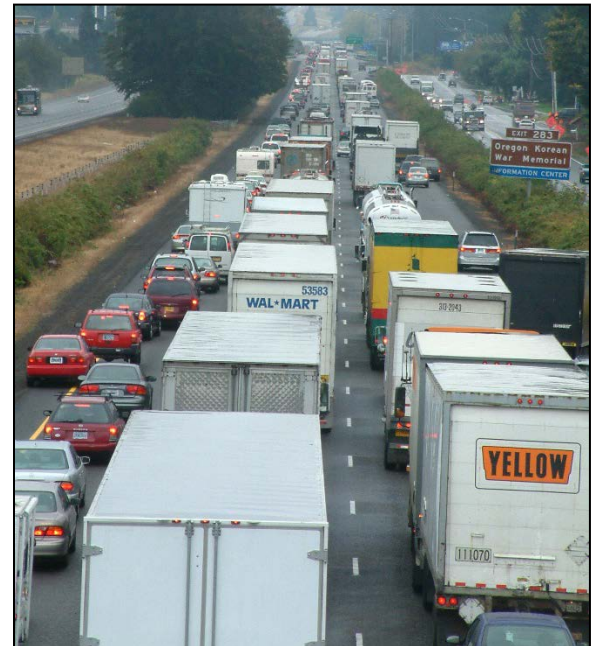
- The one-mile section of I-5 between Wilsonville Road and Highway 551 that crosses the Willamette River over the Boone Bridge is a major regional choke point.
- Daily heavy, peak-hour congestion is becoming longer in duration as traffic volumes on I-5 continue to increase along with population growth.
- Three closely-space highway interchanges within one mile on both ends of the Boone Bridge induce traffic weaving that contributes to safety, mobility and reliability concerns.
- Highway design flaws—building three interchanges within a one-mile span of highway that is no longer permitted—are exacerbated by existing high traffic volumes.
- Congestion on the Boone Bridge results in spillback, with traffic often backing-up for six miles towards the I-205 interchange.
- The Boone Bridge—the only Willamette River crossing for a 28-mile stretch—is seismically vulnerable in the event of a catastrophic earthquake.

SOLUTION

- Add a ramp-to-ramp auxiliary lane from the Wilsonville Road on-ramp across the Boone Bridge south to Charbonneau/Miley Road Exit 282BA and continuing to Aurora/Canby/Hubbard Hwy 551 Exit 282A, with a second I-5 turn-lane added onto Exit 282A.
- Of solutions studied, the proposed plan offers the greatest operational benefits to I-5 with speeds staying above 50 mph and resolves weaving conflicts by providing an additional on/off highway merge lane for safer travel.
- Seismic strengthening of the Boone Bridge allows ODOT to ensure this crucial I-5 bridge remains functional after a catastrophic earthquake.
- The project seeks a “Fit It” solution to the highway design flaw of too many closely space interchanges, rather than being a Modernization project to enhance new capacity.

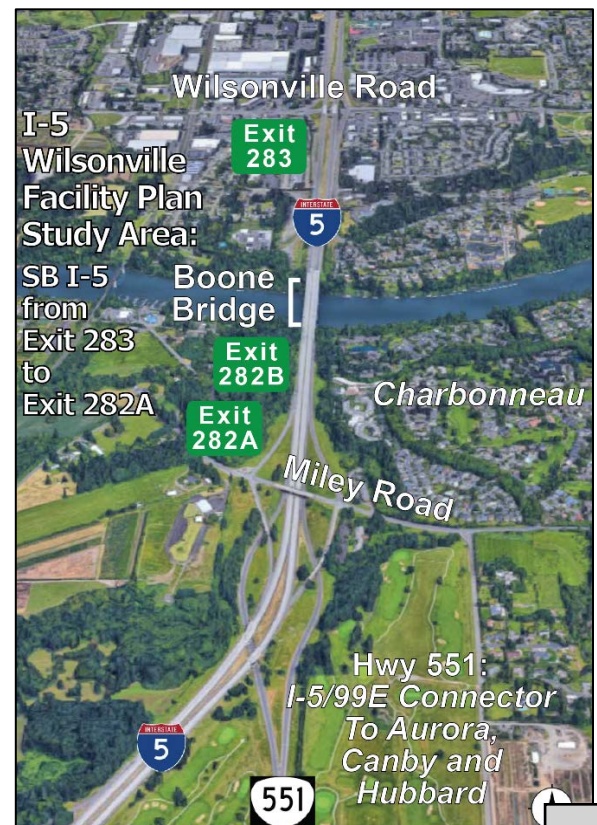
PROJECT DATA

Metro 2018 RTP No. 11990, Financially Constrained List Oregon Highway Plan, July 2018
 Metro 2018-2021 Metropolitan Transportation Improvement Program (MTIP), ODOT Key Number 21541
 Metro FY 2019-20 Unified Planning Work Program (UPWP)



Traffic congestion “spill-back” from the Boone Bridge on southbound I-5 at Wilsonville can back-up traffic north to the I-205 interchange.

The Boone Bridge section of I-5 carries over 100,000 vehicles per day—nearly the same traffic volume as the “CRC” Interstate Bridge—but with one-third more semi-truck traffic.

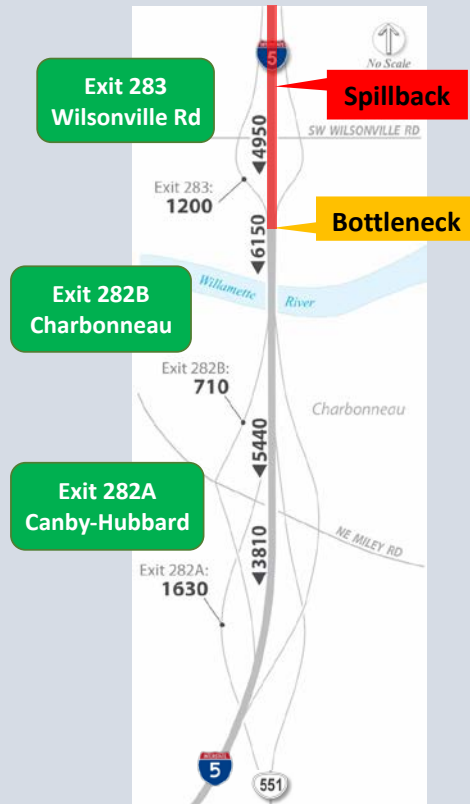


I-5 WILSONVILLE FACILITY PLAN Boone Bridge Southbound Auxiliary Lane and Seismic Resilience Retrofit Project



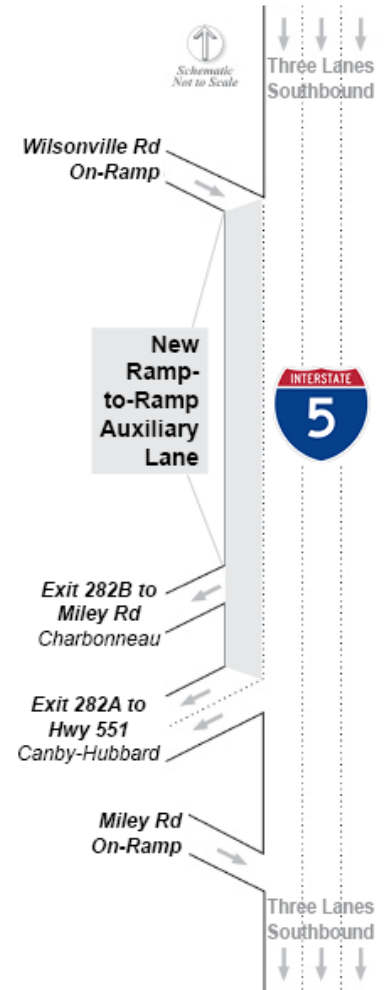
I-5 Boone Bridge area with Three Interchanges within One-Mile Segment of I-5 Slows Traffic

- Heavy traffic volumes with multiple freeway exits in a short distance creates weaving that results in slower traffic and congestion, generating a bottleneck with traffic spillback north towards I-205 interchange.
- Nearly one-third (31%) of I-5 traffic departs freeway at Exits 282A and B.
- 60% of the traffic that enters I-5 from Wilsonville Road departs freeway at next two exits.



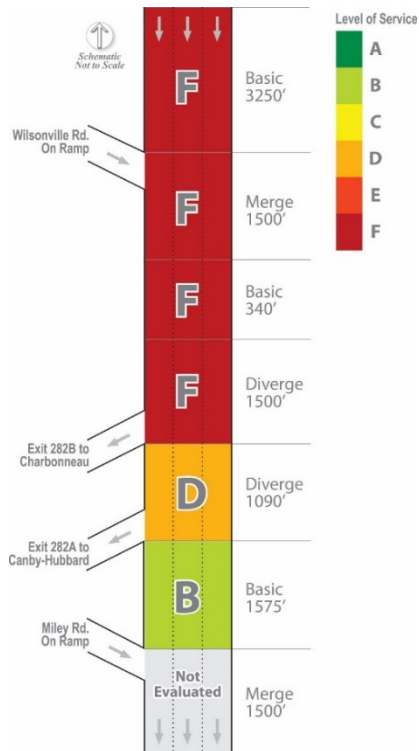
Proposed Ramp-to-Ramp Auxiliary Lane Greatly Improves Traffic Flow

- ODOT analyzed three alternative auxiliary ramp-to-ramp lane options; each option improved mobility. The longer the auxiliary lane, the greater the benefits.
- The proposed second exit lane resolves weaving conflicts by allowing I-5 mainline vehicles to take this exit without merging into the ramp-to-ramp lane first, improving safety and traffic flow.



- Project costs and potential environmental impacts come mostly from the Boone Bridge seismic improvements.

Future Conditions in 2040 Continue to Worsen Without Improvements Being Made Now



- By 2040, I-5 traffic volumes increase 15% or more; current volume-to-capacity ("v/c") ratio of .98 is reaching maximum acceptable congestion.
- I-5 fails to meet performance benchmarks from north of Wilsonville Road through to Exit 282B off-ramp.
- Reliability and safety expected to worsen.
- 40% more drivers will want to get on I-5 at Wilsonville Rd than will be able to get through ramp meter.

Projected 2040 peak-hour performance of I-5 greatly improves with proposed project:

| Performance Measures | Baseline (No Build) | Proposed Project |
|--------------------------------------|---------------------|------------------|
| Worst speed observed | 22 mph | 52 mph |
| Performance compared to benchmark * | 1.09 | 0.88 |
| Number of vehicles per lane per mile | 79.3 | 35.0 |
| Worst level of service ** | F | D |

* Maximum v/c ratio of 0.99; values over 1 indicate gridlock traffic conditions.

** Level of service gauge: A is great, F is terrible

I-5 WILSONVILLE FACILITY PLAN

ADOPTED JULY 2018



I-5 WILSONVILLE FACILITY PLAN

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- B — Synthesis of public input
- C — Consistency with adopted state, regional, and local plans



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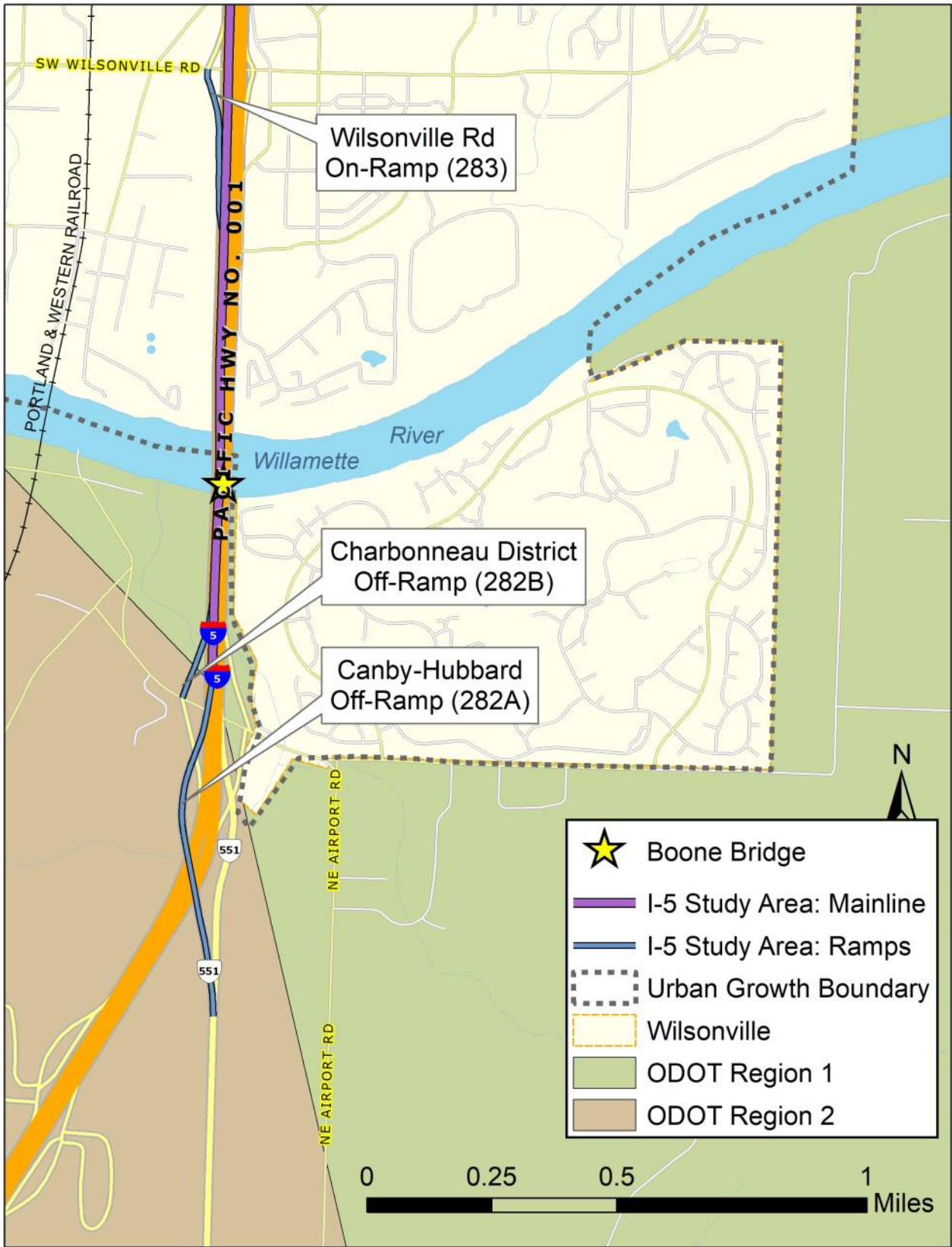


FIGURE 1. Study area map.

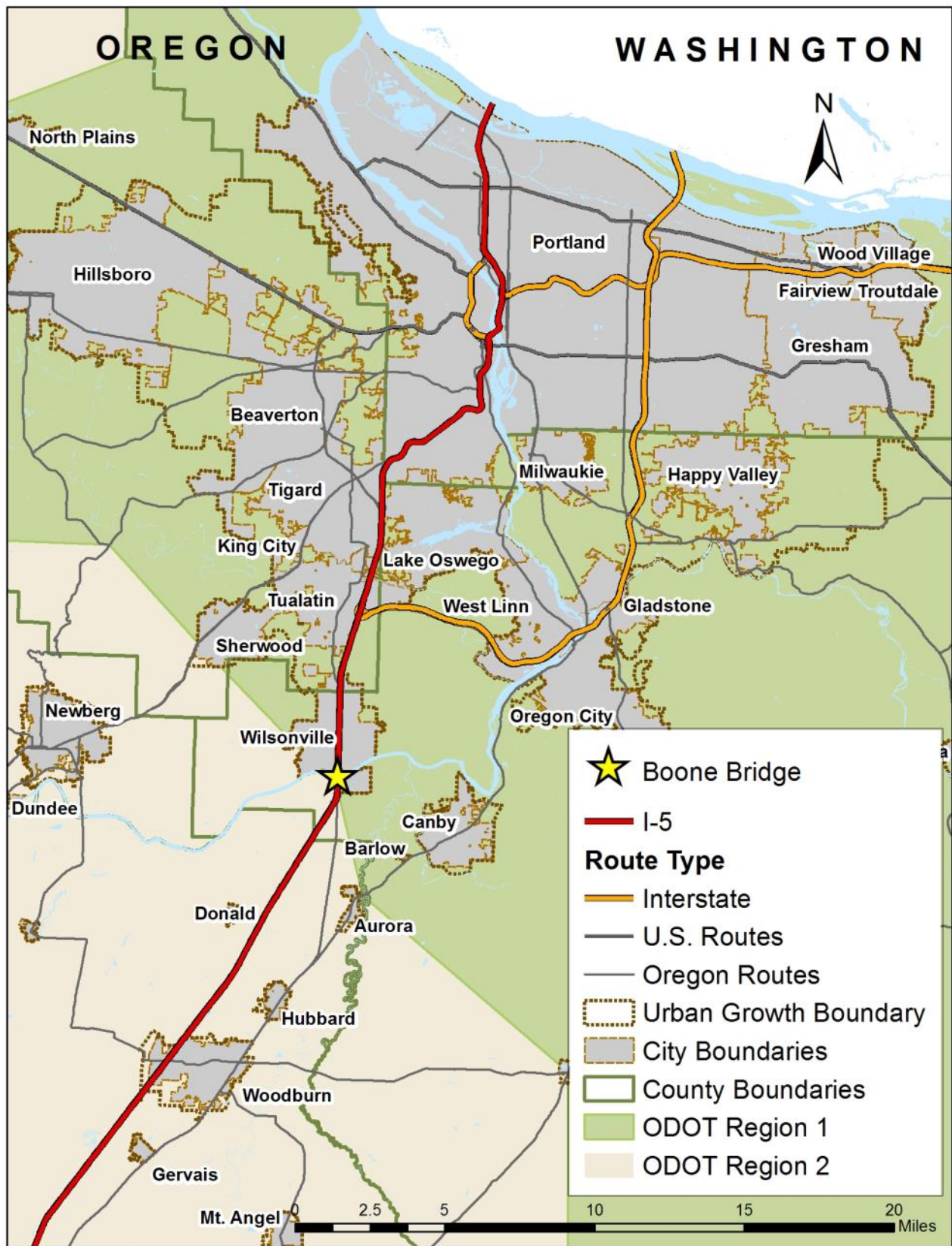


FIGURE 2. Vicinity map.

INTRODUCTION

The I-5 Wilsonville Facility Plan evaluates and addresses operational problems on southbound Interstate 5 from the Wilsonville Road on-ramp (Exit 283) to the Canby-Hubbard off-ramp (Exit 282A) (FIGURE 1). A bottleneck on I-5 southbound in the City of Wilsonville slows speeds and reduces travel reliability for people travelling by car, by transit, or moving freight by truck. Failure to address this bottleneck will lead to slower travel, more costly freight movement, reduced livability, and higher safety risks for those who use I-5 and the surrounding local transportation network.

The I-5 Wilsonville Facility Plan evaluates existing and future conditions on southbound I-5, and proposes a solution for the bottleneck. This is a mode-specific facility plan for motor vehicle, freight truck, and transit users of the interstate. It implements the Oregon Highway Plan without amending the highway's classifications or changing the alignment of I-5.



FIGURE 3. Aerial photo of the study area, as viewed from above the I-5: Wilsonville Road interchange looking south along I-5.

Background

This segment of I-5 is the gateway between the Portland metro area and the rest of the state (FIGURE 2) and is a key segment on the primary west coast route for regional, interstate, and international freight movement by truck. I-5 is one of the state's critical seismic lifeline routes, and the Boone Bridge (which is part of the study area) will require upgrades to withstand a major Cascadia Subduction Zone quake. This bridge is the only motor vehicle crossing of the Willamette River within 15 miles of Wilsonville's town center.

This plan represents the Oregon Department of Transportation's latest effort to manage safety and mobility on I-5 in the Wilsonville area, building on several recent successful projects. In 2009, ODOT and the City collaborated to plan the reconstruction of the I-5: Wilsonville Road interchange, including infrastructure improvements and management

strategies to better serve planned growth in the area. Nine years have passed since the adoption of the interchange area management plan. In that time ODOT completed interchange reconstruction, and ODOT and the City implemented the bulk of the management plan's recommendations. More recent projects include the City's addition of a third lane to the Wilsonville Road southbound on-ramp and improvements at the Elligsen Road northbound on-ramp. These projects have improved conditions on Wilsonville Road and I-5 northbound, but most were conceived before growing traffic volumes led to the emergence of the southbound bottleneck. If congestion at this bottleneck continues to increase, southbound I-5 will soon fail to meet the mobility targets the state has set to define whether the highway is performing acceptably.

POLICY CONTEXT

The function of I-5 in the study area

The Federal Highway Administration classifies I-5 in the study area as an urban interstate on the National Highway System, and as part of the national freight network. The [Oregon Highway Plan](#), which establishes the function each highway serves in the state-owned transportation network, affirms these classifications. It also adds I-5's function as a Tier I seismic lifeline, a high clearance route that serves large freight vehicles, and a reduction review route that requires a formal process before ODOT may construct projects that reduce overhead clearance or roadway width.

Together, these classifications define I-5 as a facility of national significance that provides connections to major cities, interregional, and interstate destinations. Its primary function is to provide safe, reliable, higher-speed operations for longer distance travel and freight movement, as well as emergency services. To fill this function, I-5 needs limited, well-spaced connections to the local system, sufficient clearance for over-dimensional freight, higher travel speeds, reliable travel times, and the structural stability to remain functional after a major quake or other disaster.

Guiding statewide goals and policies.

The Oregon Highway Plan supplies the major goals and policies that will guide decisions ODOT makes in this plan. The goals that most closely relate to the purpose of this facility plan are:

Goal 1. System Definition: To maintain and improve the safe and efficient movement of people and freight, and contribute to the health of Oregon's local, regional, and statewide economies and livability of its communities.

To meet this goal, this plan will need to:

- Remain consistent with I-5's functional classifications (Policy 1A).
- Support freight movement by improving I-5's performance and balancing the needs of freight users with other travelers (1C).
- Maintain or improve the ability of this section of I-5 to serve as a secure lifeline route for emergency services and recovery efforts after a disaster (1E).
- Maintain or improve I-5's performance relative to state mobility targets (1F).
- Maintain highway performance and improve safety by protecting the existing system and making minor improvements before considering expanding road capacity (1G).

Goal 2. System Management: To work with local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of the highway and road system that:

*Safeguards the state highway system by maintaining functionality and integrity;
Ensures that local mobility and accessibility needs are met; and
Enhances system efficiency and safety.*

To meet this goal, this plan will need to:

- Balance state, regional, and local needs, drawing on partnerships with the City of Wilsonville, Clackamas County, and Washington County (2A).
- Ensure that residents, businesses, regional and local governments, state agencies, and tribal governments have opportunities to participate in the planning process (2D).
- Manage and operate I-5 efficiently through the use of strategies such as transportation system management and operations, intelligent transportation systems, and transportation demand management (2E).
- Maintain or improve safe travel in the study area, with a focus on preventing fatal and severe crashes (2F).

In the past two acts authorizing federal funding for ground transportation needs, Congress emphasized the importance of bottleneck identification and addressing bottlenecks on the multimodal transportation system. To respond to this topic of national concern, ODOT completed a 2017 [study of freight delay areas](#). The final report identified this segment of southbound I-5 as part of a Tier 2 Freight Delay Corridor (I-5 from the Columbia River to Interstate 205 is the state's only Tier 1 Corridor). The plan area's inclusion in Tier 2 indicates it is a critical location for investment if the state wishes to reduce the high costs of freight delay and unreliability to Oregon's economy.

Regional plans, policies, and regulations.

The most recent [Regional Transportation Plan](#) was adopted in 2014. It provides guidance for managing transportation in the Portland metropolitan region to best serve planned growth. Its goals and objectives are consistent with statewide policy. The Regional Transportation Plan classifies I-5 as a throughway, a mobility route with little or no property access and an emphasis with connecting major destinations across the region. Throughways are planned as six lane facilities, with on-ramp, off-ramp, and auxiliary lanes where needed. The Regional Transportation Plan recognizes that the Tigard to Wilsonville mobility corridor (including I-5 in the study area) is a critical gateway for regional travel and commerce, where transportation decisions carry statewide significance.

This facility plan seeks to move our region closer to attaining 2014 Regional Transportation Plan performance targets, which include reducing severe and fatal crashes, and reducing vehicle hours of delay per person and per truck trip. It responds to the Regional Transportation Plan's concern with how peak period congestion in this corridor impacts regional freight reliability, mobility, and travel patterns. In addition, it follows the Regional

Transportation Plan recommendation to consider providing auxiliary lanes between Wilsonville’s on- and off-ramps.

The Regional Transportation Plan identifies the need for a broader multimodal study of the I-5 South Corridor, including parallel facilities. This facility plan addresses one small segment of the I-5 corridor and focuses on motorized travel. It does not preclude the broader multimodal I-5 South Corridor Refinement Plan, address the need for that broader regional study, or preclude any potential multimodal transportation solutions that could be studied as part of a refinement plan.

Local plans, policies, and regulations

The City of Wilsonville’s [Comprehensive Plan](#) (2013) and [Transportation System Plan](#) (2016) set the local policy context for the urban locations within the study area. Relevant goals and policies seek to:

- Increase safe and reliable multimodal access and circulation;
- Reduce reliance on single occupancy vehicles;
- Work with ODOT and regional partners to maintain I-5’s capacity using techniques including auxiliary lanes and targeted interchange improvements; and
- Ensure that development proceeds in balance with the transportation capacity and services needed to accommodate additional trips.

Taken together, these policies work to serve transportation needs on the local system, reduce the burden of single occupancy vehicle travel on I-5, ensure the transportation system can accommodate travel demands of new development, and support ODOT’s efforts to maintain I-5’s capacity.

These two local plans create strong links between transportation planning and development. The Comprehensive Plan directs the City to reduce or delay the level of development if the transportation system will be inadequate to support additional trips (Policy 3.2.3). These documents define the Regional Transportation Plan’s Financially Constrained List and the city’s Capital Improvement Plan as the only sources of improvements that can be considered in determining the transportation system’s planned capacity, function and level of service.

This facility plan also considers the influence that operational improvements would have on the intersection of southbound I-5 and Wilsonville Road, a key link in the local transportation network. The City has designated this segment of Wilsonville Road as a major arterial, freight route and transit route.

Clackamas County’s [Comprehensive Plan](#) (2017) and [Transportation System Plan](#) (2017) set the local policy context for the rural locations within the study area, south of the Willamette River and the Metro Urban Growth Boundary. Relevant goals and policies seek to:

- Enhance and maintain the function of state highways and county arterials in various ways, including with roadway improvements;
- Protect agriculture, forest, and open space uses in rural areas;
- Recognize the need to maintain a transportation system that provides opportunities to harvest agricultural and forest products and deliver them to market;
- Emphasize roadway improvements that help ensure reliable and on-time transit service in the county; and
- Improve and maintain state, regional, and county truck freight routes.

These policies recognize the importance of protecting the rural context while ensuring that highways, county arterials, transit routes, and freight routes function well and meet the needs of Clackamas County. This facility plan seeks to identify operational improvements to existing routes that meet the needs of motorized travelers, without interfering with the rural character or the farm and forest land uses near I-5.

PURPOSE STATEMENT

The purpose of this facility plan is to identify a long-term operational concept for southbound I-5 in the south Wilsonville area. The plan identifies and evaluates alternatives for addressing a bottleneck that forms in the evening peak on this section of I-5, which reduces efficiency and reliability for people traveling by private vehicle, by bus, and by shuttle; and for freight haulers moving goods by truck.

An appropriate operational concept will meet all of the following criteria as of the year 2040:

- Enables southbound I-5 in the south Wilsonville area to meet state mobility targets
- Enables I-5 to meet local performance benchmarks in the evening peak period
- Improves travel time reliability during the evening peak
- Reduces the risk of fatal or severe crashes
- Reduces the impacts of I-5 evening peak period congestion on Wilsonville Road
- Considers the need for local travel across the Willamette River
- Minimizes the potential for property and environmental impacts
- Can be designed and constructed in combination with the Boone Bridge seismic retrofit project

The location of this bottleneck creates an unusual land use context for this plan. ODOT and the City of Wilsonville have undertaken this planning effort with the purpose of resolving an urban transportation problem, which arises from and impacts travel within the Metro urban growth boundary. Because the causes of this bottleneck involve traffic patterns on the Boone Bridge, which crosses the urban growth boundary, this plan evaluates project alternatives that extend a short distance (approximately 0.7 miles) into Clackamas County rural reserves. This plan is not intended to support or create a basis for urbanization of these rural reserves. ODOT and the City recognize the need to protect the agricultural and forest land uses within the rural portions of the study area.

In addition to the above criteria, this plan will focus on operational concepts that:

- Can likely be constructed within ODOT's existing right-of-way
- Do not create, close, or alter highway access points from rural roads or private properties
- Do not add travel capacity to OR-551 beyond the I-5: OR-551 (Exit 282A) interchange area.

EXISTING CONDITIONS, NEEDS, AND DEFICIENCIES



FIGURE 4. I-5 and the Wilsonville Road (Exit 283) south-bound on-ramp.



FIGURE 5. I-5 Boone Bridge over the Willamette River.

Description of the study area

The facility plan encompasses 0.9 miles of the I-5 southbound mainline (milepost 283.54-282.64), a three-lane section of the highway from the Wilsonville Road on-ramp to the Canby-Hubbard off-ramp. The two-lane Wilsonville Road on-ramp begins at a four-way signalized intersection on Wilsonville Road, merges into one lane at a ramp meter, and is 0.3 miles long (FIGURE 4). There is a project underway to add a third lane to the on-ramp to provide additional vehicle storage when the ramp meter is operating. After the ramp reaches the mainline, a 100-foot long merge lane extends to the south of the ramp’s gore point (the triangular shape formed where the on-ramp lane meets the mainline).

The Boone Bridge is made of two adjacent steel structures that support one bridge surface, which forms a 0.2 mile crossing of the Willamette River (FIGURE 5). The bridge was constructed in 1953

and widened in 1967. The bridge serves as the primary link between the Portland metro area and Marion County, as well as between Wilsonville and the communities of Aurora, Canby, Donald, Hubbard, Molalla, and Woodburn. The nearest alternate motor vehicle crossings over the river are Oregon 219 south of

Newberg and Oregon 43 between West Linn and Oregon City, with a minimum detour length of nearly 13 miles. It has a sufficiency rating of 80.1, indicating it meets desirable criteria. However, its construction took place before modern seismic standards and the bridge has been found to be seismically vulnerable (see the 2016 Oregon Bridge Conditions Report).

The Charbonneau District off-ramp exits the highway 0.7 miles south of the Wilsonville Road on-ramp (FIGURE 6). Its single lane extends a quarter mile before coming to a stop-controlled intersection with NE Miley Road.

The Canby-Hubbard off-ramp begins 0.2 miles south of the Charbonneau off-ramp and merges with Oregon 551 (Wilsonville-Hubbard Highway). The study area includes the first 0.2 miles of the off-ramp, a one-lane section that becomes two lanes at the edge of the study area.

I-5 traffic patterns and operations

Technical memoranda developed during the planning process can be found in Appendix A.

For analysis purposes, 4-5 p.m. is the peak hour when the greatest volumes move through the study area. On a typical day, I-5 southbound across the Boone Bridge experiences congested conditions from 3-7 p.m.

The annual average daily southbound traffic on the Boone Bridge is 63,590 vehicles. Freight trucks (vehicles with three or more axels and/or six or more tires) represent approximately 14 percent of daily volumes, higher than is typical for Portland metro area freeway segments. Multiple transit agencies route buses along this segment of I-5, including Amtrak (6 southbound buses per weekday), Greyhound (4 southbound buses per weekday), POINT Intercity Transit, (7 southbound buses per weekday),



FIGURE 6. I-5 and the Charbonneau District (Exit 282B) and Canby-Hubbard (Exit 282A) interchanges.

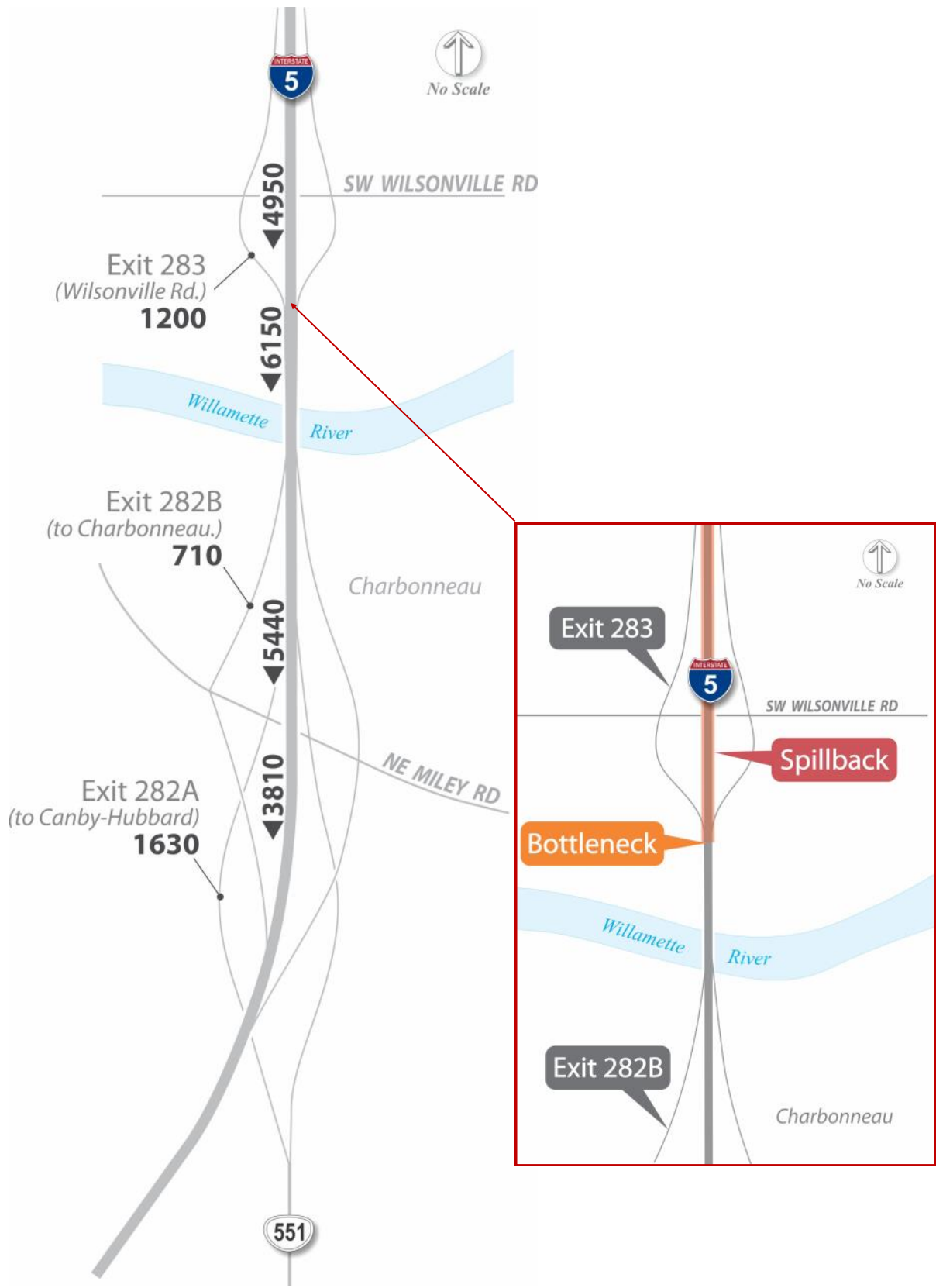


FIGURE 7. 2017 southbound I-5 traffic volumes during the evening peak hour.

and Wilsonville SMART (14 southbound buses per weekday, some jointly operated with Salem Cherriots). A variety of organizations and operators also route airport and commuter shuttles through the study area.

During the evening peak hour, approximately 6,150 vehicles cross the Boone Bridge heading south (FIGURE 7). Twenty percent of those vehicles enter at the Wilsonville Road on-ramp. Twelve percent of all southbound vehicles crossing the bridge exit at the Charbonneau off-ramp, 26 percent exit at Canby-Hubbard, and the remaining 52 percent continue south on I-5.

Average travel speeds slow considerably over the course of the extended peak period and do not increase until after 6 p.m. The slowest speeds and greatest unreliability occur at I-5 southbound over Wilsonville Road, just north of the merge with the Wilsonville Road on-ramp. Average speeds at this bottleneck location drop to a low of 30 mph for close to an hour during the peak, and have been gradually decreasing for at least three years (FIGURE 8).

This bottleneck is part of a freight delay area on southbound I-5 that extends from the Boone Bridge to I-205. ODOT’s study of freight delay areas determined that delays in this segment result in an annual economic cost of \$746,000 per mile of I-5.

As FIGURE 9 shows, travel through the bottleneck area (the I-5 mainline north of the Wilsonville Road on-ramp) is highly unreliable as well as highly congested during the evening peak. On the most congested days each month, travel through the bottleneck area will take

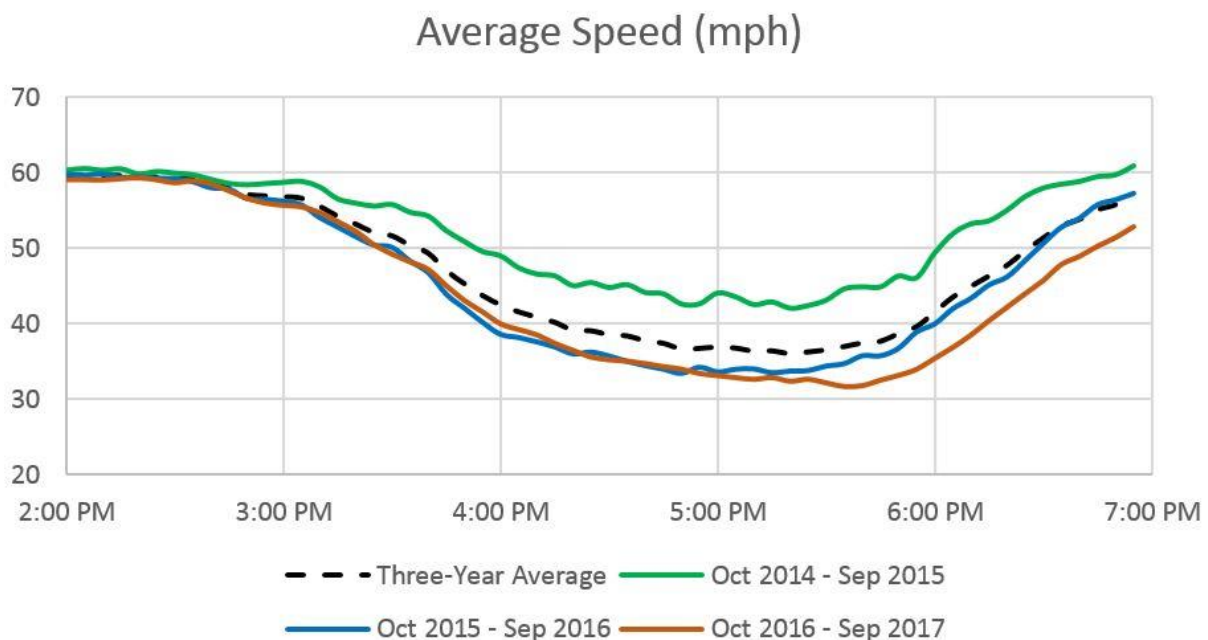


FIGURE 8. Change in average evening peak travel speeds on southbound I-5 from 2014-2017.

three times as long as it does on the least congested days. Travelers and freight movers making regular trips in the corridor must plan extra time for their trip to ensure they will not be late. This unpredictability can be more frustrating and costly for users than consistent and predictable congestion.

The bottleneck begins to form where the Wilsonville Road on-ramp merges onto the I-5 mainline. With no local access bridge and no nearby alternatives for crossing the Willamette River, local travelers use the Wilsonville Road on-ramp to cross the river via the Boone Bridge. Six out of 10 vehicles entering at the Wilsonville Road on-ramp use the first two exits south of the river (FIGURE 10). They are joined on these exits by 3 out of 10 vehicles that entered the study area on I-5 while making longer-distance regional trips. Meanwhile, the other vehicles entering at Wilsonville Road attempt to merge left to reach a less congested lane, and the

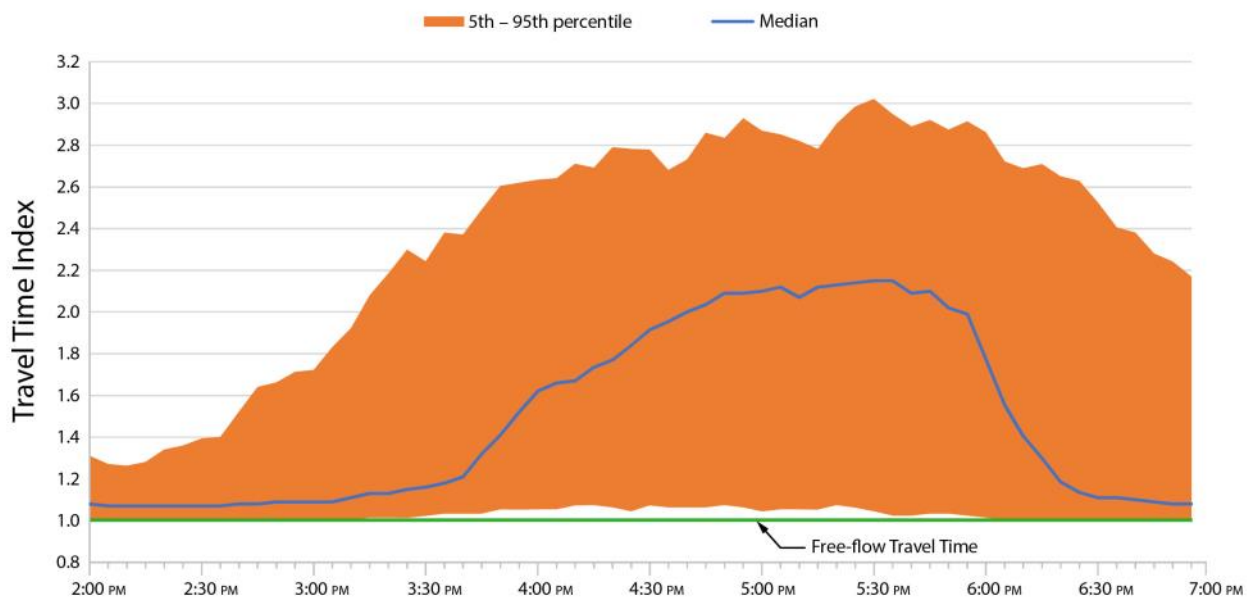


FIGURE 9. Evening peak travel time reliability in the bottleneck area on the southbound I-5 mainline.

The free-flow travel time is how long it takes to drive this segment when there is no congestion. The median travel time is how long it takes to drive this segment at a particular time on a day with average congestion. For this section of I-5, the median travel time is twice the free-flow travel time during the peak hour (4-5 p.m.). The orange area represents the variation in travel times that are observed in the bottleneck area (equivalent to the difference between the second-best travel day each month and the second worst).

through travelers also merge left to avoid the slowest conditions. These movements lead to much higher vehicle volumes in the right-hand lane than in the inner lanes as traffic moves across the Boone Bridge. This imbalance in vehicle volumes across lanes contributes to slow and unreliable travel conditions on the I-5 mainline that extend north toward the Elligsen exit.

ODOT measures highway mobility using the volume-to-capacity or v/c ratio, which assesses theoretical demand to use the facility compared to the actual vehicle capacity (based on number of lanes, road geometry, traffic control and travel speeds). Higher v/c ratios indicate greater levels of congestion, The bottleneck area has a v/c ratio of 0.98. The statewide



FIGURE 10. Destinations for southbound vehicles on I-5 in the study area.

Left: vehicles entering at the Wilsonville Road on-ramp. Middle: vehicles traveling into the study area on the I-5 mainline. Right: all southbound vehicles crossing the Boone Bridge.

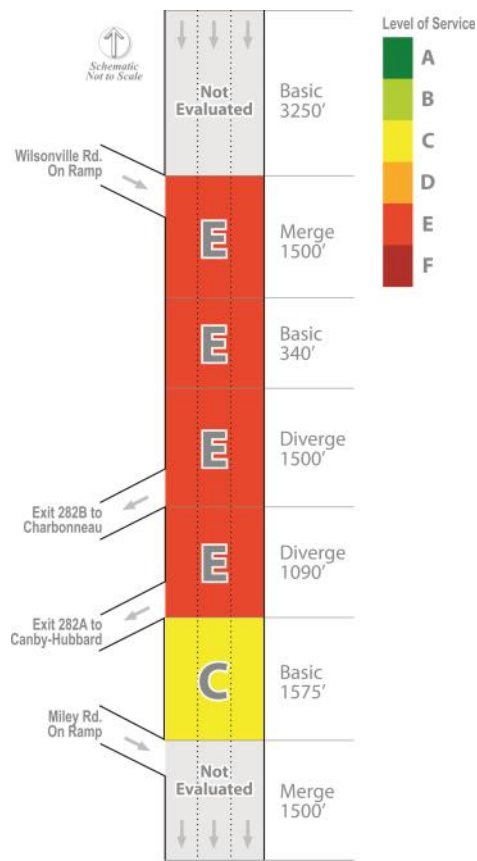


FIGURE 11. 2017 level of service grades for southbound I-5 in the study area.

mobility target of 0.99 represents the point where there is no available capacity on the roadway.

The City of Wilsonville uses level of service, another mobility measure that assesses operational efficiency and delay, then assigns an “A-F” grade. This measure shows level of service grade “E” (the City’s benchmark for minimum acceptable operations) through most of the study area and confirms that the congested conditions in the study area do not fully clear until after the Canby-Hubbard off-ramp (FIGURE 11).

Crash history

Analysis of the most recent available crash data (2011-2015) found above-average crash rates on the I-5 southbound mainline between the Wilsonville Road off-ramp and on-ramp, with rear-end and sideswipe crashes indicating that the collisions are due to speed differences by lane and merging attempts taking place in congested conditions. Sections of the study area south of the bottleneck location had crash rates at or below average rates. No fatal or severe injury crashes occurred during the five years analyzed. The study area does not contain any locations that ODOT’s Safety Priority Index System ranks in the top 10 percent (the locations with the most and most severe crashes statewide).

Land use context and local traffic conditions

Wilsonville is a regional employment destination with more than 20,000 workers and I-5 provides critical access to area employers. The majority of the city’s large employers are industrial businesses, with commercial development as a secondary sector. The area along Wilsonville Road to the west of I-5 is zoned commercial with surrounding industrial development, and to the east of I-5 is zoned commercial with surrounding residential development and public park lands (FIGURE 12). The Wilsonville Town Center sits in the northeast quadrant of the I-5 Wilsonville Road interchange and is planned for commercial development. This zoning was established to allow businesses to take advantage of direct freight access to and from the freeway interchanges, avoiding undesirable truck traffic in residential neighborhoods.

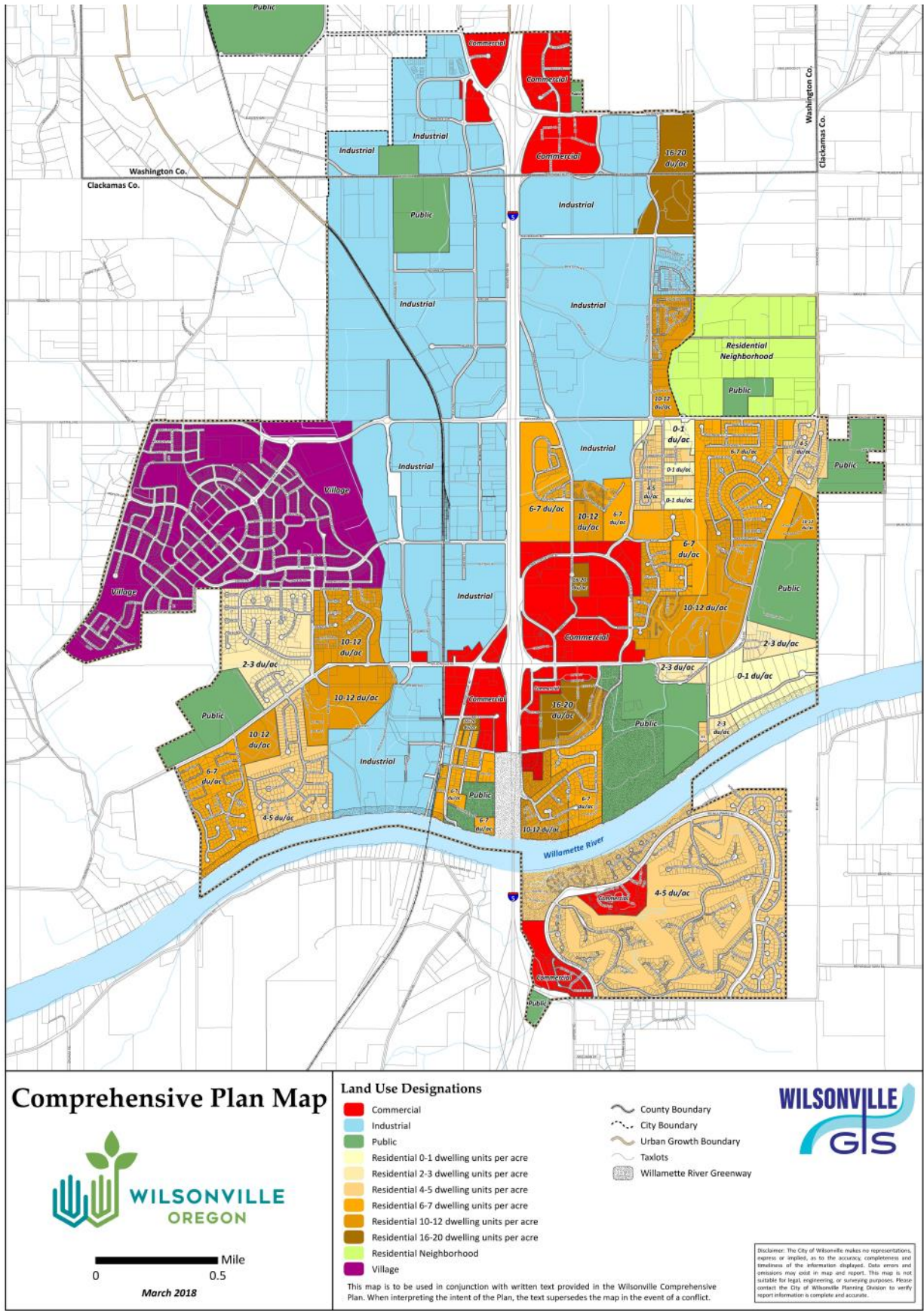


FIGURE 12. City of Wilsonville comprehensive plan map (2018).



The City of Wilsonville has data showing that upwards of 90 percent of Wilsonville employees come from outside the city limits, with significant draw from the satellite communities to the south, such as Canby, Woodburn and Salem. For these commuters, the Boone Bridge provides the only direct crossing of the Willamette River. Since the early 2000s, the region has added several hundred future employment acres to the Urban Growth Boundary on the north end of the city, such as the Coffee Creek Industrial Area and Basalt Creek Employment Area. Wilsonville has adopted the Concept Plan and Master Plan for Coffee Creek and is developing the Concept Plan for Basalt Creek.

I-5 bisects Wilsonville, with only three east-west crossings of the highway within city limits. Wilsonville Road, the southernmost of these crossings, supports multimodal accessibility with pedestrian and bicycle pathways on both sides of the street and an eight lane cross-section underneath I-5. Despite recent improvements to the interchange area and on-ramps, Wilsonville Road experiences peak period congestion, delays and unreliability due to high demand at the Wilsonville Road southbound on-ramp. Conditions at the on-ramp vary greatly from day to day. Three consecutive days of video data showed one day when the ramp meter never activated, one day when moderate queues at the ramp meter formed on the on-ramp, and one day when long queues spilled back from the on-ramp onto Wilsonville Road (FIGURE 13). Comparisons with traffic data confirmed that these three days reflect a typical range of different conditions that occur at this on-ramp.

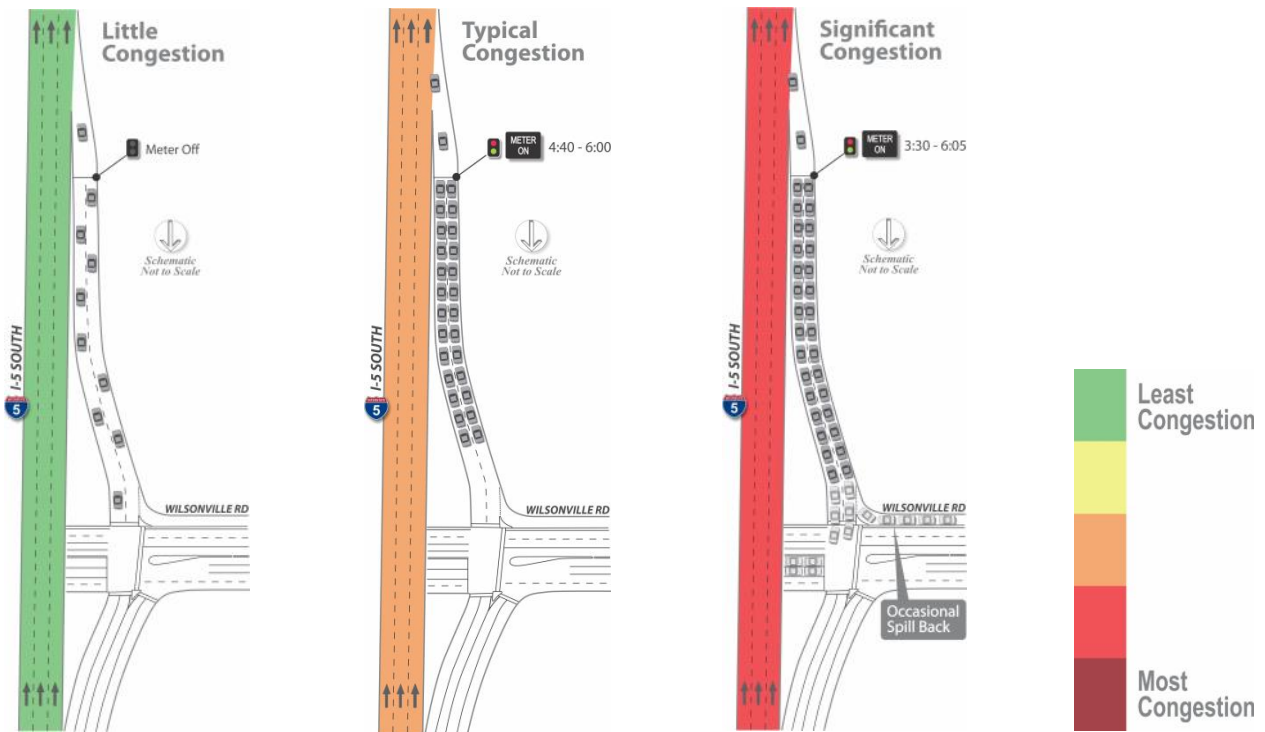


FIGURE 13. Ramp meter operations and queuing observed on the Wilsonville Road on-ramp on three consecutive days in 2018.

City staff and stakeholders report that during the extended evening peak when the ramp meter is in operation, queues from cars waiting to turn onto the on-ramp can disrupt the flow of through traffic in both directions on Wilsonville Road. These severe queues are more likely to occur during seasonal peak travel periods in the summer months. Local travelers may take a variety of detours to avoid this intersection, creating congestion on other local roads and increasing demand at the city’s other two I-5 crossings and at upstream I-5 interchanges. These delayed and unreliable conditions have led to Planning Commission and City Council concerns regarding how the planned transportation system will perform as traffic increases on I-5 and the Wilsonville community grows.

Charbonneau, a neighborhood within the Wilsonville city limits, is located south of the Willamette River and east of I-5. This neighborhood is zoned primarily residential with some commercial uses. I-5 provides the only direct access between Charbonneau and the rest of Wilsonville.

South of the Wilsonville city limits and the Metro Urban Growth Boundary, the Clackamas County lands adjacent to I-5 are zoned Rural Residential Farm Forest 5-Acre (RRFF-5) and Exclusive Farm Use (EFU) (FIGURE 14). The primary allowed uses in RRFF-5 lands are farm activities, low-density residential dwellings, conservation efforts, fish and wildlife management programs, government-owned recreational facilities, and essential utilities. Existing land uses in these lands appear to be mostly residential neighborhoods. In EFU lands, the primary allowed uses are forestry and farming, with other uses allowed or conditionally approved if they do not force changes in or increase the costs of accepted farm or forest uses nearby. Near the study area, existing land uses include forested areas, several farms, some private buildings, a church, and a golf club. The areas adjacent to southbound I-5 and the 282B/282A off-ramps are mostly forested, with no buildings directly along the highway.



FIGURE 14. Clackamas County zoning for the lands adjacent to I-5 south of the Wilsonville city limits.

Seismic concerns

I-5 is in the seismic hazard area of the Cascadia Subduction Zone, which has historically experienced earthquakes of magnitude 9.0 or greater every 400-600 years. Many of I-5's 348 bridges were built before modern seismic design specifications. In the event of a Cascadia Subduction Zone earthquake, which based on the historical record is expected in the next 50 years, five I-5 bridges across the state would be expected to collapse and 19 more to suffer heavy damage.

I-5 is a Tier 1 Seismic Lifeline route, and is one of the most critical routes for Oregon's emergency response and recovery efforts. In 1998, ODOT performed a Phase I retrofit to prevent the bridge's superstructure from falling off the piers in an earthquake. The Boone Bridge will require a Phase II seismic retrofit to meet modern seismic standards and remain serviceable in the event of a severe earthquake.

Environmental resources

The Willamette River introduces a range of environmental resources to the study area. Impacts to these resources would need to be avoided, minimized, or mitigated when a capital project moves forward. Chinook salmon and steelhead fish species rely on the Willamette River for habit, and are subject to Endangered Species Act regulations. Locations along rivers and streams are typically areas where there may be a high probability for encountering archaeological resources and where wetlands may be found. The banks of the river in both the City of Wilsonville and Clackamas County are part of the Willamette River Greenway, and may be subject to Section 4(f) restrictions on the use of public parks and recreational lands for transportation projects. The areas south and west of the Willamette River are adjacent to land designated as rural reserve lands in Clackamas County; these reserves may contain farmland, forests, natural preserves, or streamside lands beyond the Urban Growth Boundary where development is prohibited. Noise impacts and impacts to human health must also be studied during project development.

FUTURE CONDITIONS

Methodology for future forecasting

The Metro Travel Demand Model predicts future travel volumes and patterns based on anticipated growth in population and jobs; planned land use changes; and planned transportation projects in the Portland metro area. This model is the most-commonly used tool for analysis of planning alternatives in this region of Oregon. Its forecasts provide a useful perspective on the direction future trends are likely to take, and how different project alternatives could affect transportation performance. Its results are best interpreted as showing order-of-magnitude differences between options or scenarios, rather than exact predictions of the future.

The Travel Demand Model’s outputs have been analyzed in more detail using technical procedures from the Highway Capacity Manual, which sets out widely used and industry-standard approaches to modeling traffic operations at specific roadway segments or intersections.

The project team used existing conditions data to calibrate the model’s outputs, in order to better reflect what current travel patterns suggest may occur in the future.

Anticipated traffic volumes and operations in 2040

The model predicts a 15 percent increase in evening peak hour traffic volumes on I-5 southbound over the Boone Bridge, from 6,150 vehicles in 2017 to 7,055 in 2040 (FIGURE 15). Modeled origin and destination patterns for the

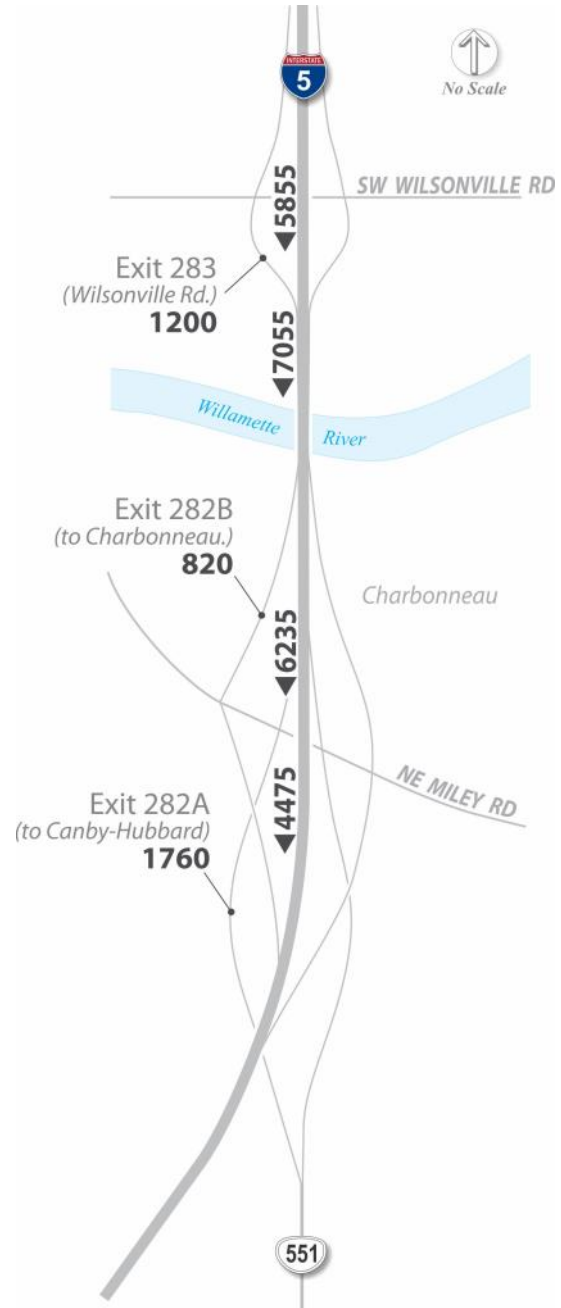


FIGURE 15. Southbound I-5 traffic volumes forecast for the year 2040 during the evening peak hour.

future are similar to those gathered via GPS data from 2017, with some minor variations. When considered together, the two sources suggest that in the future roughly 60-70 percent of vehicles entering on the Wilsonville on-ramp and 35 percent of vehicles coming from farther north on the I-5 mainline will take one of the first two off-ramps south of the Willamette River. For every 10 vehicles heading south over the Boone Bridge, one will be expected to take the Charbonneau exit and two to three will be expected to take the Canby-Hubbard exit.

If no improvements or operational changes are made to this study area, traffic congestion will worsen significantly on I-5 in this segment (Table 1). From the Wilsonville on-ramp to the Charbonneau off-ramp, the highway will fail to meet state mobility standards with v/c ratios above 0.99. Speeds in these segments drop as low as 22 mph during the average evening peak. These conditions will make travel through this section on I-5 significantly less reliable and increase the hours per day that travelers would experience congested conditions. Such degradation in performance would be expected to lead to more frequent rear-end and sideswipe collisions.

TABLE 1. Southbound I-5 levels of service forecast for the year 2040 during the evening peak hour.

| | Segment | Volume/ Capacity | LOS |
|---|---|---------------------------|-----|
| 1 | North of Wilsonville Road On-Ramp (Basic) | 0.88 | F |
| 2 | Wilsonville Road On-Ramp (Merge) | 1.09 (Fwy) 0.61 (Ramp) | F |
| 3 | Boone Bridge (Basic) | 1.06 | F |
| 4 | Charbonneau Off-Ramp (Diverge) | 1.08 (Fwy) 0.42 (Ramp) | F |
| 5 | Canby/Hubbard Off-Ramp (Diverge) | 0.95 (Fwy) 0.89 (Ramp) | D |
| 6 | South of Canby/Hubbard Off-Ramp (Basic) | 0.67 | B |

Forecasts suggest a 40 percent increase in the number of vehicles seeking to enter I-5 southbound from Wilsonville Road, some coming from nearby locations, others from areas further east, west, or north. With increased congestion on the I-5 mainline, ODOT might need to decrease the ramp meter rate and/or increase the hours it operates to protect the freeway’s operations. During the peak hour, queues waiting at the ramp meter would fill the on-ramp and spill back onto Wilsonville Road (FIGURE 16). Vehicles would wait more than 80 seconds to move through the intersection of I-5’s southbound ramps and Wilsonville Road . Of the 1,700 drivers who would prefer to use this on-ramp



during the peak hour, 30 percent would not be able to enter if ramp meter rates remain the same. (More would not be able to enter if ODOT needed to reduce the meter rate to protect operations on I-5 during heavy congestion.) These travelers who could not enter the on-ramp would have to choose other routes, shift trips to other times, choose other modes, or not make their trip. Travel along Wilsonville Road would become more challenging in the afternoon and evening. Overall, the local system will experience more hours of congestion on more routes as these vehicles seek alternate ways to make their trips.

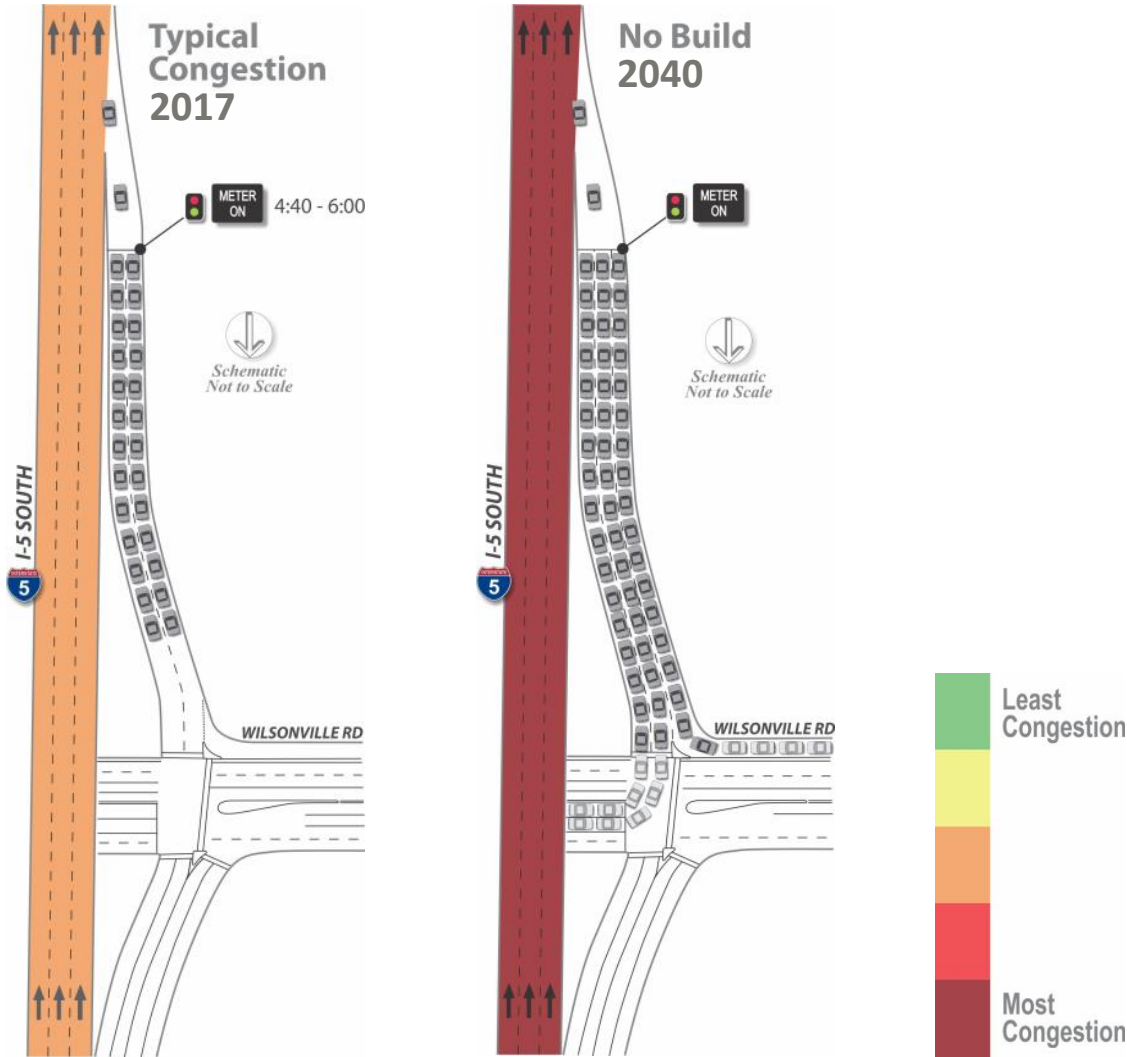


FIGURE 16. Ramp meter operations and queuing on the Wilsonville Road southbound on-ramp, as observed during typical evening peak hour congestion in 2017 (left) and as projected for 2040 (right).

PLAN ALTERNATIVES AND COMPARISON OF LONG-TERM OPERATIONS

Conceptual design of plan alternatives

ODOT and the City of Wilsonville have identified three alternatives for study, each of which adds a ramp-to-ramp lane from the Wilsonville Road on-ramp across the Boone Bridge. As ODOT’s 2012 Highway Design Manual explains, ramp-to-ramp (or auxiliary) lanes “are introduced adjacent to through lanes for limited distances for specific operational or capacity reasons. They are used to provide lane balance, facilitate weaving maneuvers, and help smooth out flow in through lanes. A typical application is to provide [a ramp-to-ramp] lane on the mainline between closely spaced interchanges” (p. 9-18). **FIGURE 17** provides an example of a ramp-to-ramp lane on I-5 northbound in North Portland. In the study area, there are three



FIGURE 17. A ramp-to-ramp lane on I-5 northbound between the N Rosa Parks Way on-ramp (304) and the N Lombard St East off-ramp (305A).

This ramp to ramp lane is 0.2 miles long, comparable to the distance between the Charbonneau and Canby-Hubbard off-ramps.

interchanges in a one mile segment of I-5. ODOT has established spacing standards of three miles between interchanges for interstates in urban areas.

The operational problems in the study area stem from the lack of capacity in the right-hand lane to accommodate the volume of vehicles using the closely-spaced interchanges. A ramp-to-ramp lane is a targeted, lower-cost improvement that may improve traffic flow and add safe merging and weaving space. Use of ramp-to-ramp lanes alongside through lanes is consistent with Regional Transportation Plan policy establishing interstate cross-sections of three travel lanes per direction, plus ramp-to-ramp lanes where needed.

In all three build alternatives, the ramp-to-ramp lane could be constructed with the Boone Bridge seismic retrofit as one project.

Option A (FIGURE 18) adds a ramp-to-ramp lane at the Wilsonville Road on-ramp merge that

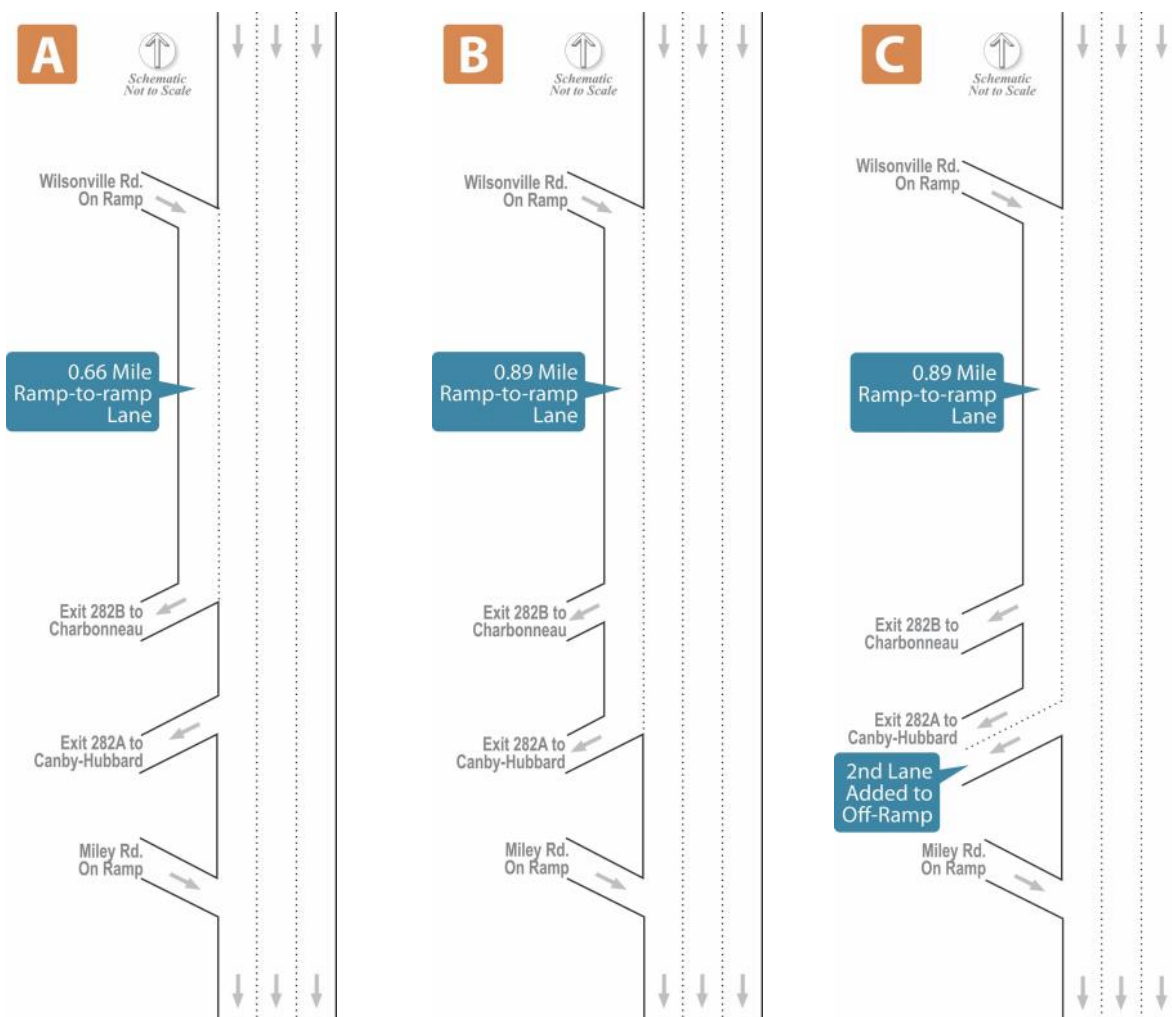


FIGURE 18. The three ramp-to-ramp lane options studied.

drops at an exit-only lane to the Charbonneau off-ramp.

Option B extends the ramp-to-ramp lane to terminate as an exit-only lane at the Canby-Hubbard off-ramp.

Option C is similar to Option B but expands the Canby-Hubbard off-ramp to become a two-lane exit, until it joins the existing two-lane section of the ramp. Travelers may access the exit either from the ramp-to-ramp lane, which departs the highway as the outer off-ramp lane, or from the right-hand through lane, which offers an optional exit to the inner off-ramp lane.

In all of the build alternatives, the three-lane Wilsonville Road on-ramp merges into one lane as it passes the ramp meter, before vehicles enter the ramp-to-ramp lane. This is due to safety concerns with multi-lane merges onto the highway, which have led ODOT to stop using those designs for new projects.

All three of these options meet the expectations laid out in the purpose statement for minimizing potential impacts within the rural reserves. Based on the data available, it appears that ODOT owns the right-of-way needed for any of the three options. None of the three options create, add, or alter highway access from either private properties or rural roads. None of the options add travel capacity to OR-551 beyond the interchange area.

Elimination of a local bridge operational concept

ODOT and the City of Wilsonville screened out a local bridge option as a potential operational concept, as it did not fit the criteria laid out in the plan purpose. Siting a new structure and building local road connections to it would have the potential for significant property and environmental impacts. In previous Transportation System Plan efforts, the City of Wilsonville determined that there is no promising alignment for a new bridge within the city limits north of the Willamette River. Most potential locations would have significant impacts to existing residential neighborhoods, public parks, or local schools. Several existing arterials that might serve as potential bridge connections are too close to the I-5: Wilsonville Road interchange, and the traffic impacts would create unacceptable safety and operational problems in the interchange area. In the Willamette River, a new bridge would require adding piers in the river or on the natural areas along the river, as well as in-water construction work. This creates the potential for substantial environmental impacts to natural resources, habitat, and fish passage. South of the river, a new bridge structure and new local road connections would have the potential to directly impact protected farm and forest lands by requiring the purchase of new right-of-way. They could also indirectly impact rural land uses by creating new access points to adjacent properties, influencing property values, or impacting the operating costs for farm and forest uses. Construction of a local bridge also could not be combined with the Boone Bridge seismic retrofit project.

The City and ODOT agreed that build alternatives on I-5 would have comparatively lower impacts to the built, rural, and natural environments in the study area. The City is leading a separate project to plan and design the French Prairie Bridge, which would provide a new bicycle and pedestrian crossing of the Willamette River that could accommodate emergency vehicles as well.

Performance, benefits, impacts, and planning-level costs of build alternatives

The project team used Highway Capacity Manual methodologies to compare how the three build alternatives would operate in 2040, and contrasted their performance with the no-build (existing) configuration of I-5.

To assess how each option compared to the no-build during the evening peak hour, the project team analyzed them using four performance measures:

- Volume-to-capacity ratios, benchmarked against the state mobility target of v/c at or below 0.99.
- Level of service, benchmarked against the City of Wilsonville target of grade “E” or above.
- Worst observed speed under typical peak hour congestion.
- Vehicle density, which evaluates how many vehicles are in each lane per mile.

The methodologies for predicting future safety outcomes are limited without more engineering detail than is available at this stage of planning. However, the measures above can provide indirect information about potential changes in crash risk, which are discussed below.

TABLE 2. 2040 performance of the southbound I-5 mainline: no build scenario compared to ramp-to-ramp lane options

| Performance measures (2040 Evening peak hour) | Baseline (No Build) | Option A | Option B | Option C |
|---|---------------------|----------|----------|----------|
| Worst volume-to-capacity ratio | 1.09 | 0.95 | 0.89 | 0.88 |
| Worst level of service | F | E | E | D |
| Lowest speed | 22 | 45 | 44 | 52 |
| Highest vehicle density | 79 | 40 | 37 | 35 |



All three options:

- Improve I-5's performance compared to the no-build (TABLE 2).
- Reduce congestion on I-5 to below state mobility targets and achieve level of service grade "E" or better on all segments of I-5 within the project area.
- Offer sufficient congestion reductions that they could be expected to improve travel time reliability.
- Improve I-5 speeds during the evening peak hour so that they remain at or above 44 mph on the typical weekday, compared to no-build speeds of below 25 mph.
- Provide more space between vehicles, which allows drivers more time to react to changing conditions and reduces the risk of crashes.
- Are expected to reduce crash rates, due to reductions in congestion and separation of weaving and merging movements from through traffic. Preventing crashes also contributes to improvements in reliability (by reducing the frequency of incidents that create unexpected delays).
- Improve local travel that uses I-5 to cross the river, by reducing congestion at the Wilsonville Road on-ramp merge point and providing separation from through traffic on the I-5 mainline.
- Present little potential for private property impacts. While right-of-way needs cannot be identified in detail until additional project design has taken plan, ODOT appears to own sufficient right-of-way to accommodate a ramp-to-ramp lane. No structures have been identified in the area where a ramp-to-ramp lane would be built.
- Present similar potential for environmental impacts. The greatest potential impacts come from the modification to the Boone Bridge itself, because the Willamette River contains the most significant cultural and natural resources in the project area. The ramp-to-ramp lane is the same over the Boone Bridge structure in all three options, so the three options would have substantially similar potential impacts to the river and its banks. The nature of these impacts will depend on how the ramp-to-ramp lane and seismic retrofit are designed, and will be assessed during project development.
- Are similar in planning-level cost estimates, with less than a 10 percent cost difference estimated between Options A (the least expensive) and C (the most expensive). The majority of the project costs stem from modifying the Boone Bridge to accommodate an additional lane, which would require the same improvements in all options. Costs of extending the lane south of the structure to Exit 282A and adding a second lane to the Canby-Hubbard off-ramp appear relatively low. Current planning-level cost estimates for the ramp-to-ramp lane project (not including the seismic work) are in the \$80 million

range.

- Could be combined with design and construction of the Boone Bridge Seismic retrofit project.

Impacts of a ramp-to-ramp lane on Wilsonville Road and local system operations

Any ramp-to-ramp lane option would benefit local system performance (FIGURE 19). The Wilsonville Road on-ramp meter activates in response to congestion on the I-5 mainline. With all ramp-to-ramp options reducing congestion on I-5, the ramp meter would likely be on for fewer hours per day. This would increase the total period of time when vehicles would be able to flow freely onto I-5 from the Wilsonville Road on-ramp, and reduce the amount of time when queues could build up at the ramp meter, making it less likely they would spill back onto the local system.

Improved operations on the mainline might also allow the ramp meter to operate at a faster rate, in which case any queues that formed would clear faster. (ODOT does not determine ramp meter rates in

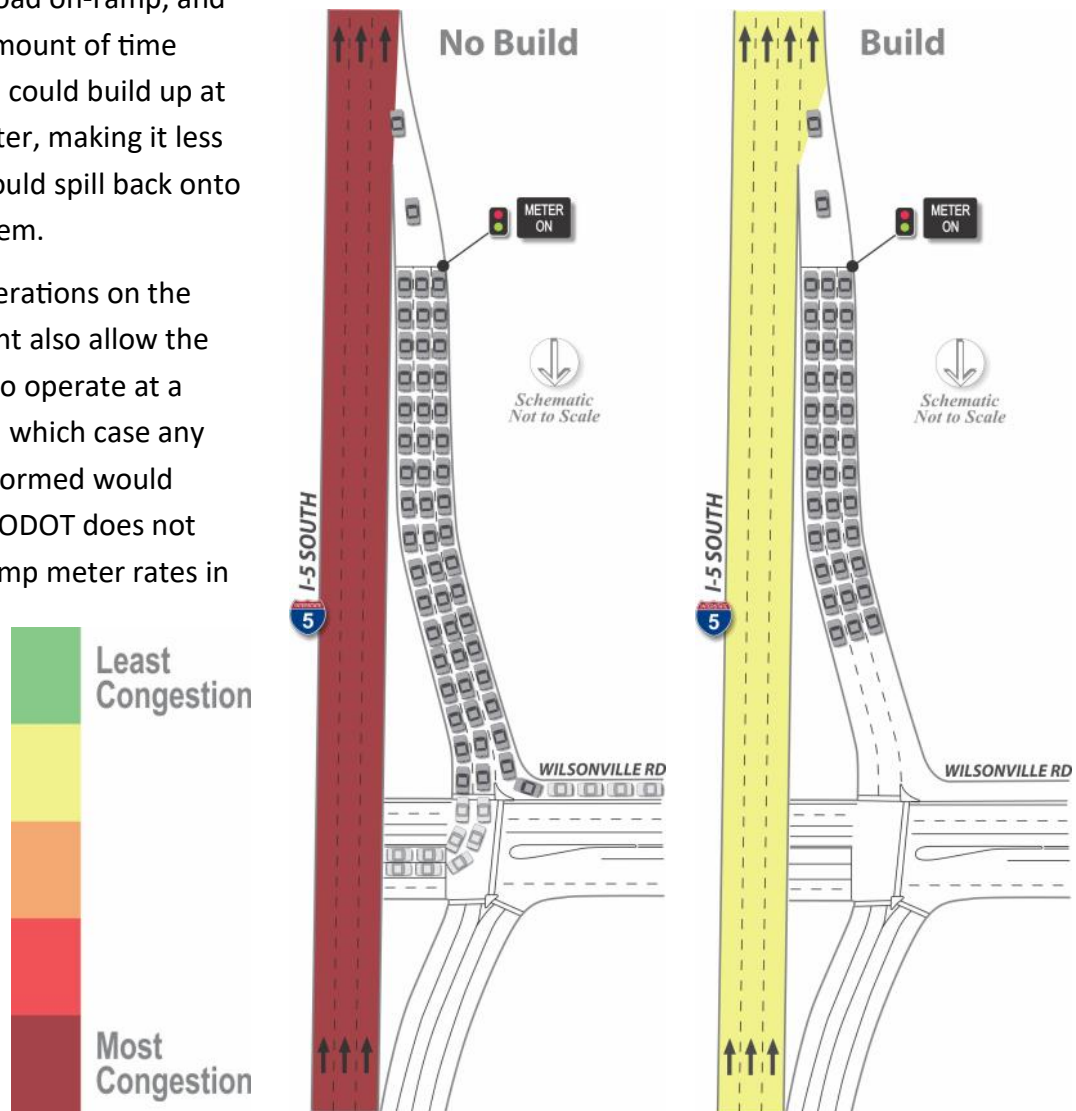


FIGURE 20. Comparison of ramp meter operations and queuing forecast for the year 2040 on the Wilsonville Road on-ramp , if no changes were made (*left*) or if a ramp-to-ramp lane were constructed (*right*).

long range plans. Traffic engineers assess meter rates after a project is constructed and ODOT has collected data on how conditions on the freeway change as a result.)

Comparison of alternatives

Of the three build alternatives, Option C provides the greatest improvements to I-5's performance.

- This alternative would reduce congestion well below the levels experienced today and increase peak hour speeds to above 50 mph throughout the project area.
- The addition of a second off-ramp lane at Canby-Hubbard (the busier of the study area's two exits) creates greater separation of the traffic entering I-5 at Wilsonville Road from the traffic already on the mainline. Vehicles on I-5 could merge directly into the second exit lane from the outer I-5 travel lane, without merging into the ramp-to-ramp lane first.
- Because of the improved traffic flow and increased separation of merging/weaving from through traffic, Option C would be expected to offer the greatest reduction in crash rates for the longest period of time.

PUBLIC INVOLVEMENT AND LOCAL GOVERNMENT PARTICIPATION

ODOT Region 1 and the City of Wilsonville partnered on the [Southbound I-5 Boone Bridge Congestion Study](#) (September 2017 through May 2018). This facility plan is the final product of that study. The Technical Advisory Committee for the study included ODOT, the City, Clackamas County, Washington County, DKS Associates, and Angelo Planning Group. (Marion County chose not to participate in the committee but received updates at project milestones.) After reviewing the technical analysis results, the committee unanimously recommended Option C as the preferred solution.

Public and stakeholder involvement activities began in December of 2017. Wilsonville area outreach efforts were led by city staff and consultants and regional outreach efforts were coordinated by ODOT. The City created a website for the congestion study, shared regular monthly articles in the [Boones Ferry Messenger](#), sent media releases to [The Wilsonville Spokesman Newspaper](#) and provided information via email. The city’s Planning Commission received five presentations from the project team between November 2017 and April 2018, including a work session in March and a public hearing on the draft facility plan in April. In



FIGURE 20. City of Wilsonville Mayor Tim Knapp introduces the project to community members attending the March 14th Open House.

June, the City Council approved a resolution of support for the I-5 Wilsonville Facility Plan.

The project team focused outreach efforts on gathering feedback about experiences with the operational problems on I-5, presenting the ramp-to-ramp options, and asking for input on the recommendation that Option C should be constructed as part of a seismic retrofit project in the future. An open house held at Wilsonville City Hall in March (FIGURE 20) drew 30-40 attendees who discussed the results of technical analysis with project team staff, received a presentation of major findings, and participated in a question and answer session. The same materials were shared in an online open house and survey hosted by the City during the second half of March. ODOT shared the draft facility plan for a 45 day public comment period beginning in April, with links to public review materials available on the city's website.

In addition, the project team met with the following stakeholder groups in March and April to share congestion study findings, answer questions, and gather input:

- Wilsonville Chamber of Commerce
- Wilsonville Rotary Club
- Charbonneau Homeowners' Association
- Washington County Coordinating Committee — Transportation Advisory Committee
- Oregon Freight Advisory Committee
- Washington County Coordinating Committee
- ODOT Region 1 Mobility Advisory Committee
- Clackamas County Coordinating Committee — C4 Metro Subcommittee
- French Prairie Forum
- Joint meeting of the Transportation Policy Alternatives Committee and Metro Technical Advisory Committee

The majority of the feedback received during the public involvement process affirmed that the project team has correctly identified the transportation problems in the study area, that the recommended operational concept was appropriate, and that ODOT should invest in building the auxiliary lane improvement as part of the seismic rehabilitation of the Boone Bridge.

A detailed synthesis of public input can be found in Appendix B.

PLANNED IMPROVEMENTS

This facility plan recommends Option C (FIGURE 21) as the best operational concept for this location for the 20-year planning horizon. This recommendation reflects the Technical Advisory Committee’s consensus that this option is the most cost-effective long-term solution for the bottleneck that forms on I-5 at the Wilsonville Road on-ramp.

Option C is consistent with the state, regional, and local policies outlined in this plan. A ramp-to-ramp lane is a targeted, lower-cost improvement that will protect I-5’s operations for decades to come, while maintaining the regionally-approved cross-section of six through lanes. It improves safety and reliability for longer-distance travel, freight movement, and emergency services. Option C responds to Regional Transportation Plan direction to address the impacts of peak period congestion on freight reliability, mobility, and travel patterns in this part of the I-5 corridor. It also supports desired development in the City of Wilsonville by managing the impacts of I-5 congestion on Wilsonville Road and the local transportation system. It meets screening criteria related to protecting farm and forest uses in rural reserves from urbanizing impacts. It presents only minor differences in costs and environmental impacts compared to Options A and B.

Financial feasibility assessment.

Based on revenue forecasts prepared for the 2018 Regional Transportation Plan, resources exist within ODOT’s financially-constrained budget for the 2028-2040 period to design and construct a southbound auxiliary lane serving I-5 southbound from exits 283 to 282A. These resources are expected to be combined with additional funding from the ODOT bridge program to complete the seismic rehabilitation

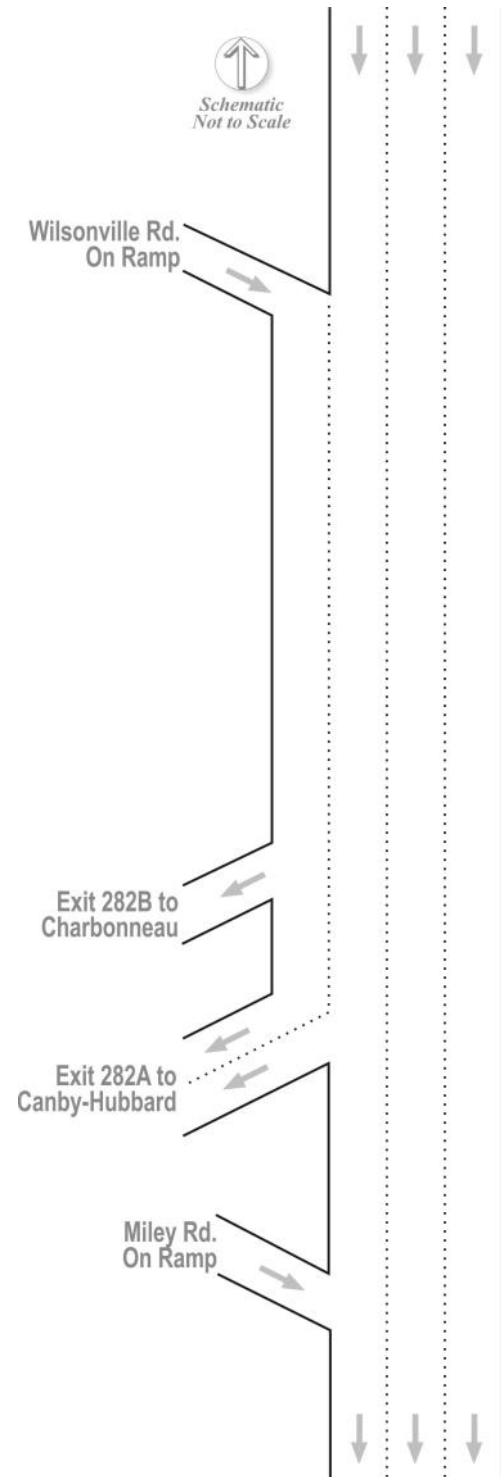


Figure 21. Option C, the recommended operational concept.

components of the Boone Bridge improvements. Completing the operation and seismic components as one project will allow ODOT to achieve economies of scale, reducing total costs.



IMPLEMENTATION RECOMMENDATIONS

Adoption of this plan is the first of several steps needed to improve the operations of southbound I-5 in the Boone Bridge area. Once this plan is adopted, ODOT will submit Option C as a project for the 2018 Regional Transportation Plan Financially Constrained Project List, for funding in the 2028-2040 time frame.

The next step will be to secure funding for project development, which will include analysis of engineering alternatives and their potential environmental impacts. ODOT's Bridge Section will analyze the Boone Bridge seismic needs to determine what improvements would ensure the structure remains standing if a major quake occurs. Once those engineering recommendations are available, the operational and seismic work will be combined into one project.

While this project development work occurs, ODOT will continue to collaborate with regional partners to increase multimodal safety, efficiency, accessibility, and reliability in the I-5 mobility corridor. ODOT fully supports the Regional Transportation Plan's recommendation of a multimodal refinement plan for the I-5 corridor from Tigard to Wilsonville. This facility plan does not preclude any transportation alternatives that could be considered as part of that broader refinement plan. Refinement plans often lead to updates to other long range plans, capital improvement plans, and transportation demand management decisions. If a refinement plan is adopted for the corridor, ODOT will review this facility plan to verify whether Option C remains an appropriate operational concept for I-5 in the Boone Bridge area.



**CITY COUNCIL MEETING
STAFF REPORT**

| | |
|--|---|
| <p>Meeting Date: October 21, 2024</p> | <p>Subject: Ordinance Nos. 894 & 895 – 2nd Reading Right-of-Way Vacation and Zone Map Amendment for OrePac Site Improvements</p> <p>Staff Member: Cindy Luxhoj AICP, Associate Planner</p> <p>Department: Community Development</p> |
| <p>Action Required</p> <p><input checked="" type="checkbox"/> Motion</p> <p><input checked="" type="checkbox"/> Public Hearing Date: October 7, 2024</p> <p><input checked="" type="checkbox"/> Ordinance 1st Reading Date: October 7, 2024</p> <p><input checked="" type="checkbox"/> Ordinance 2nd Reading Date: October 21, 2024</p> <p><input type="checkbox"/> Resolution</p> <p><input type="checkbox"/> Information or Direction</p> <p><input type="checkbox"/> Information Only</p> <p><input type="checkbox"/> Council Direction</p> <p><input type="checkbox"/> Consent Agenda</p> | <p>Advisory Board/Commission Recommendation</p> <p><input checked="" type="checkbox"/> Approval</p> <p><input type="checkbox"/> Denial</p> <p><input type="checkbox"/> None Forwarded</p> <p><input type="checkbox"/> Not Applicable</p> <p>Comments: During a public hearing on September 9, 2024, Development Review Board Panel A reviewed and recommended adoption of the Right-of-Way Vacation and Zone Map Amendment to City Council and approved the associated site improvements.</p> |
| <p>Staff Recommendation: Staff recommends Council adopt Ordinance Nos. 894 and 895 on 2nd Reading.</p> | |
| <p>Recommended Language for Motion: In two separate motions: I move to adopt Ordinance No. 894 on 2nd Reading. I move to adopt Ordinance No. 895 on 2nd Reading.</p> | |
| <p>Project / Issue Relates To:</p> | |
| <p><input type="checkbox"/> Council Goals/Priorities:</p> | <p><input type="checkbox"/> Adopted Master Plan(s):</p> |
| <p><input checked="" type="checkbox"/> Not Applicable</p> | |

ISSUE BEFORE COUNCIL:

Approve, modify, or deny Ordinance Nos. 894 and 895 to vacate approximately 0.35 acre (15,275 square feet) of right-of-way and rezone approximately 8.66 acres, enabling OrePac to gain land use approval for a previously constructed parking area and implement other site improvements.

EXECUTIVE SUMMARY:

The OrePac property, owned by Inland Pacific Properties LLC and located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5th Street, is comprised of 10 tax lots totaling 27.42 acres in southwest Wilsonville. The applicant has operated as a building products wholesale distributor at the subject site for about 40 years with the most recent expansion of the site occurring in 2005 with addition of a second building. Between 2016 and 2017, a parking area was constructed south of the approved OrePac building and storage area without required land use approvals.

The current application, reviewed by the Development Review Board at its September 9, 2024 meeting, includes a Zone Map Amendment, Stage 1 Preliminary Plan, Stage 2 Final Plan, Site Design Review, Lot Line Adjustment, Right-of-Way Vacation, and Type C Tree Plan. These actions are to bring the property into compliance with Code standards, as well as to prepare the southern part of the property, which is either vacant or in rural residential/agricultural use, for future development. Two of these actions are recommended by the Development Review Board for City Council approval as follows:

- Vacation of a portion of City right-of-way, referred to as “Tract A,” in the central portion of the property that was intended for western extension of SW Bailey Street but that is no longer needed for this road connection from Wilsonville’s Old Town area to SW Kinsman Road.
- Zone Map Amendment to rezone the southern part of the property, including Tax Lots 101 (adjusted through a separate action), 200 and 300, from Future Development Agricultural-Holding (FDA-H) to Planned Development Industrial (PDI) consistent with the Comprehensive Plan designation of Industrial and existing PDI zoning on the northern part of the site.

EXPECTED RESULTS:

Adoption of Ordinance Nos. 894 and 895.

TIMELINE:

The property transfer for the Right-of-Way Vacation can occur 30 days after the ordinance is adopted and once City conditions to provide easements are met. The Right-of-Way Vacation will take effect once the certified ordinance and associated documents are recorded with Clackamas County. The Zone Map Amendment will take effect 30 days after ordinance adoption on second reading.

CURRENT YEAR BUDGET IMPACTS:

There are no budget impacts.

COMMUNITY INVOLVEMENT PROCESS:

Staff sent the required public hearing notices and held the required public hearings. Staff made materials regarding the application readily available to the public.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

The Right-of-way Vacation will enable integration of the affected land into future development plans for the OrePac property. The Zone Map Amendment will rezone the affected portion of the OrePac site consistent with the comprehensive plan designation of Industrial and existing PDI zoning on the northern part of the site.

ALTERNATIVES:

The alternatives are to modify, approve, or deny the Right-of-Way Vacation and Zone Map Amendment requests.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Ordinance No. 894
 - A. Right-of-Way Vacation Findings
 - B. Signed Petitions
 - C. Legal Description of Area to be Vacated
 - D. Development Review Board Panel A Resolution No. 436 Recommending Approval of Right-of-Way Vacation
2. Ordinance No. 895
 - A. Zoning Order ZONE24-0001 Including Legal Description and Sketch Depicting Zone Map Amendment Area
 - B. Zone Map Amendment Findings
 - C. Development Review Board Panel A Resolution No. 436 Recommending Approval of Zone Map Amendment

ORDINANCE NO. 894**AN ORDINANCE OF THE CITY OF WILSONVILLE DECLARING AND AUTHORIZING THE VACATION OF APPROXIMATELY 0.35 ACRE (15,275 SQUARE FEET) OF PUBLIC RIGHT-OF-WAY THAT IS NO LONGER NEEDED FOR WESTWARD EXTENSION OF SW BAILEY STREET FROM OLD TOWN WILSONVILLE TO SW KINSMAN ROAD IN THE CENTRAL PART OF THE OREPAC PROPERTY.**

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Darin Coder for Inland Pacific Properties LLC – Owner/Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code; and

WHEREAS, the OrePac property is located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5th Street, on Tax Lots 600, 680, 690, 700, 701, 780, and 791, Section 23B, and Tax Lots 101, 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon; and

WHEREAS, the applicant has requested vacation of approximately 0.35 acre (15,275 square feet) of public right-of-way in the central part of the OrePac property, henceforth referred to as “Tract A” and located in the northwest quarter of Section 23, Range 1 West of the Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, to enable it to integrate the tract into future development plans; and

WHEREAS, Planning Commission Resolution No. 87PC32, at Condition of Approval 4, required dedication of a 31-foot-wide roadway right-of-way along the entire length of the southerly property line of Tax Lot 700, representing half of the 62-foot-wide right-of-way required for development of an industrial street known as SW Brown Road to provide an east-west connection to SW Boones Ferry Road; and

WHEREAS, Planning Commission Resolution No. 90PC30, at Condition of Approval 2, required dedication of said 31-foot-wide right-of-way; and

WHEREAS, Partition Plat No. 1990-92 dedicated said right-of-way as Tract “A” for the “use of the public as a public way forever”; and

WHEREAS, in 2016 the City Council in Resolution No. 2610 selected SW 5th Street, not SW Bailey Street, as the preferred final alignment of the SW Boones Ferry Road to SW Brown Road east-west connector; and

WHEREAS, as a result of adoption of Resolution No. 2610, the public right-of-way in Tract "A", which was dedicated by Partition Plat No. 1990-92, is now redundant; and

WHEREAS, staff has reviewed the submitted Right-of-Way Vacation petitions against the applicable City code and State statutory review requirements and has found the petitions to be in compliance with all the requirements as set forth in Exhibit A, Right-of-Way Vacation Findings, attached hereto and incorporated by reference as if fully set forth herein; and

WHEREAS, the vacation is conditioned on those taking title to the vacated land, concurrently with the land transfer, providing easements, private or public as appropriate, for all existing utilities including public pipelines; and

WHEREAS, the public notice has been duly published and posted on the property as required in ORS 271.110 (Notice of Public Hearing) and the requisite affidavits are on file with the office of the City Recorder; and

WHEREAS, staff has presented its City Council Meeting Staff Report, which has been made part of the record of this hearing and sets forth that the Development Review Board conducted a public hearing on September 9, 2024, affording the public an opportunity to comment on the proposed tract for right-of-way vacation, and then passed Resolution No. 436 (Exhibit D) recommending approval of the right-of-way vacation to the City Council; and

WHEREAS, on October 7, 2024, the City Council duly conducted a public hearing on the above referenced petitions for right-of-way vacation, and based on the record, the attachments and exhibits, and testimony provided, and being fully advised, the Council finds that the proposed vacation is consistent with all applicable land use regulations, the City Code requirements for right-of-way vacations, as well as the statutory requirements as set forth in Exhibits A, B, and C; and

WHEREAS, as required by ORS 271.120, the Council further finds that the public interest is not prejudiced by vacation of the public right-of-way due to the fact that a street is no longer planned at the location.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

Section 1. Findings. The City Council adopts, as its findings, determinations, and conclusions, the above Recitals and incorporates them by reference as if fully set forth herein.

Section 2. Determination. The City hereby declares vacated approximately 0.35 acre (15,275 square feet), as more fully described in Exhibit C, situated in the northwest quarter of Section 23, Township 3 South, Range 1 West of the Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, subject to those taking title to the vacated land, concurrently with the land transfer, providing easements, private or public as appropriate, for all existing utilities including public pipelines. The City Recorder is directed to certify this Ordinance and make the applicable filings in accordance with ORS 271.150.

Section 3. Effective Date. This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval, and once the certified Ordinance and associated documents are recorded with Clackamas County.

SUBMITTED by the Wilsonville City Council and read for the first time at a regular meeting thereof this 7th day of October, 2024, and scheduled the second reading on the 21st day of October, 2024, commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

Kimberly Veliz, City Recorder

ENACTED by the City Council on the 21st day of October, 2024, by the following votes:

Yes: _____ No: _____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this 21st day of October, 2024.

JULIE FITZGERALD, MAYOR

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Berry

Councilor Dunwell

Councilor Linville

EXHIBITS:

- A. Right-of-Way Vacation Findings
- B. Signed Petitions
- C. Legal Description of Area to be Vacated
- D. Development Review Board Panel A Resolution No. 436 Recommending Approval of Right-of-Way Vacation



Ordinance No. 894 Exhibit A
Right-of-Way Vacation Findings

OrePac Site Improvements

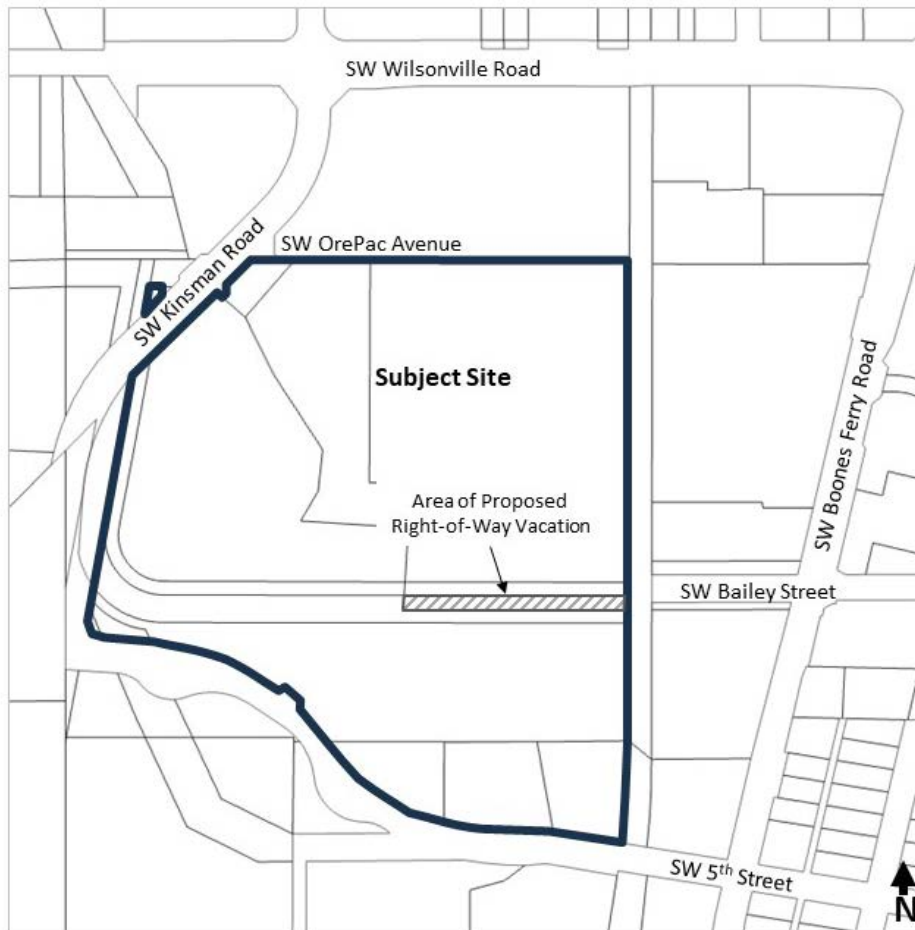
City Council
Quasi-Judicial Public Hearing

| | |
|--|--|
| Hearing Date: | October 7, 2024 |
| Date of Report: | September 17, 2024 |
| <hr/> | |
| Application No.: | DB24-0001 OrePac Site Improvements (STVC24-0001 Right-of-Way Vacation) |
| Request/Summary: | City Council approval of a request to vacate approximately 0.35 acre (15,275 square feet) of public right-of-way that is no longer needed for a road connection from Wilsonville’s Old Town area to SW Kinsman Road in the central portion of the OrePac site. |
| Location: | The OrePac properties are located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5 th Street. Tract “A”, the subject of the Right-of-Way Vacation request, as dedicated by Partition Plat No. 1990-92, is located in the northwest quarter of Section 23, Township 3 South, Range 1 West of the Willamette Meridian, City of Wilsonville, Clackamas County, Oregon. |
| Owner/Applicant: | Inland Pacific Properties LLC (Contact: Darin Coder) |
| Petitioners: | Inland Pacific Properties LLC; Oregon Electric Railroad; Oregon Charter Academy |
| Applicant’s Representative: | Mackenzie (Contact: Sid Hariharan Godt) |
| Comprehensive Plan Designation: | Industrial |
| Zone Map Classification: | Once vacated, zoning of Tract “A” is proposed to be extended from the adjoining Tax Lot 701 (Parcel 2 of Partition Plat No. 1990-92), which is zone Planned Development Industrial (PDI). |
| Staff Reviewers: | Cindy Luxhoj AICP, Associate Planner Amy Pepper, PE, Development Engineering Manager |
| Staff Recommendation: | <u>Approve</u> the requested Right-of-Way Vacation with conditions. |

Applicable Review Criteria:

| | |
|--|---|
| <u>Development Code:</u> | |
| Section 4.001 | Definitions |
| Section 4.008 | Application Procedures-In General |
| Section 4.009 | Who May Initiate Application |
| Section 4.010 | How to Apply |
| Section 4.011 | How Applications are Processed |
| Section 4.014 | Burden of Proof |
| Section 4.031 (.01) L. | Authority of the Development Review Board: Street Vacations |
| Subsection 4.032 (.01) D. | Authority of the Planning Commission: Street Vacations |
| Subsection 4.033 (.01) H. | Authority of City Council: Street Vacations |
| Section 4.034 (.07) | Application Requirements: Street Vacations |
| Subsection 4.035 (.04) | Site Development Permit Application |
| Subsection 4.035 (.05) | Complete Submittal Requirement |
| Subsection 4.111 (.03) | Zoning-Zone Boundary Lines: Street Vacations |
| <u>Other Planning Documents:</u> | |
| Wilsonville Comprehensive Plan and Transportation Systems Plan | |
| Previous Land Use Approvals | |
| <u>Oregon Revised Statutes:</u> | |
| ORS 271.080 | Vacation in incorporated cities; petition; consent of property owners |
| ORS 271.090 | Filing of petition; notice |
| ORS 271.100 | Action by city governing body |
| ORS 271.110 | Notice of hearing |
| ORS 271.120 | Hearing; determination |
| ORS 271.130 | Vacation on city governing body's own motion; appeal |
| ORS 271.140 | Title to vacated areas |
| ORS 271.150 | Vacation records to be filed; costs |
| ORS 271.190 | Consent of owners of adjoining property; other required approval |
| ORS 271.200 | Petition; notice |
| ORS 271.210 | Hearing; grant of petition |
| ORS 271.220 | Filing of objections; waiver |
| ORS 271.230 | Records of vacations; fees |

Vicinity Map



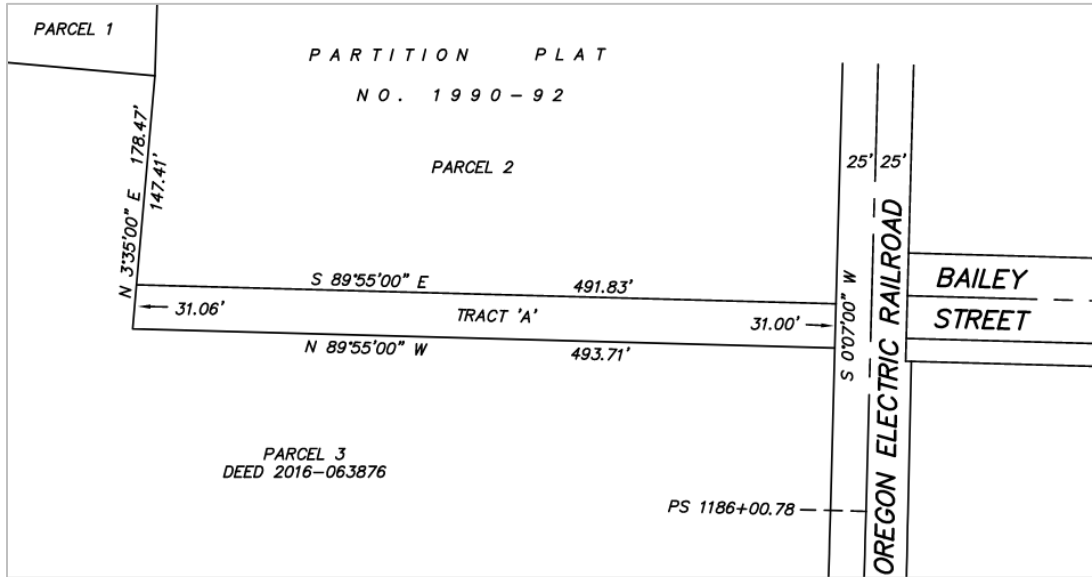
Background / Summary:

The OrePac property, owned by Inland Pacific Properties LLC, is located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5th Street, is comprised of 10 tax lots totaling 27.42 acres in southwest Wilsonville. The applicant has operated as a building products wholesale distributor at the subject site for about 40 years with the most recent expansion of the site occurring in 2005 with addition of a second building. Between 2016 and 2017, a parking area was constructed south of the approved OrePac building and storage area without required land use approvals.

The current application, reviewed by the Development Review Board at its September 9, 2024 meeting, includes a Zone Map Amendment, Stage 1 Preliminary Plan, Stage 2 Final Plan, Site Design Review, Lot Line Adjustment, Right-of-Way Vacation, and Type C Tree Plan. These actions are to bring the property into compliance with Code standards, as well as to prepare the southern part of the property, which is either vacant or in rural residential/agricultural use, for

future development. Two of these actions, the Right-of-Way Vacation and Zone Map Amendment, are recommended by the Development Review Board for City Council approval.

The vacation request is for a portion of public right-of-way south of the existing development and roughly central to the OrePac site, referred to as "Tract A", as shown in the illustration below.



Planning Commission Resolution No. 87PC32, at Condition of Approval 4, required dedication of a 31-foot-wide roadway right-of-way along the entire length of the southerly property line of Tax Lot 701 (Parcel 2 of Partition Plat No. 1990-92), representing half of the 62-foot-wide right-of-way required for development of an industrial street known as SW Brown Road to provide an east-west connection to SW Boones Ferry Road. Subsequently, Planning Commission Resolution No. 90PC30, at Condition of Approval 2, required dedication of said right-of-way, and Partition Plat No. 1990-92 dedicated the right-of-way as Tract "A" for the "use of the public as a public way forever". In 2016, by Resolution No. 2610, the City Council selected SW 5th Street, not SW Bailey Street, as the preferred final alignment of the SW Boones Ferry Road to SW Brown Road east-west connector. As a result, the existing public right-of-way dedicated in Partition Plat No. 1990-92 is now redundant. Therefore, the applicant is requesting vacation of the right-of-way, which will enable it to integrate Tract "A" into future development plans.

Conclusion and Conditions of Approval:

Staff recommends the City Council approve the requested Right-of-Way Vacation with the following conditions:

Request: Right-of-Way Vacation (STVC24-0001)

This action recommends to City Council approval of a Right-of-Way Vacation for the subject properties.

- 1. Prior to Land Transfer of the Vacated Right-of-way:** For any private utilities currently located within the proposed vacated right-of-way, and anticipated to remain in this location, applicant shall provide private utility easements on City approved forms. Private easements shall be of sufficient width as needed by the private utility and as approved by the City.

Findings of Fact:

NOTE: Pursuant to Section 4.014 the burden of proving that the necessary findings of fact can be made for approval of any land use or development application rests with the applicant in the case.

General Information

Application Procedures-In General

Section 4.008

The City's processing of the application is in accordance with the applicable general procedures of this Section.

Initiating Application

Section 4.009

The owners of all property included in the application signed the application forms and initiated the application.

Request: Right-of-Way Vacation (STVC24-0001)

As described in the Findings below, the request meets the applicable criteria or will by Conditions of Approval.

Planning and Land Development Ordinance

Authority to Review Street Vacations

Subsections 4.031 (.01) L., 4.032 (.01) D., Subsection 4.033 (.01) H.

- 2.** The applicant is requesting vacation of a portion of public right-of-way in the central part of the subject site, referred to as "Tract A", which is no longer needed for a road connection from the Old Town area of Wilsonville to SW Kinsman Road. The proposed right-of-way vacation

is subject to initial review by the Development Review Board, which will make a recommendation to the City Council. The City Council has final decision-making authority on the requested vacation.

Street Vacation Reviewed In Accordance with ORS 271.
Subsection 4.034 (.07)

3. As shown in Findings 4-7 below, the City's review of the street vacation request is in accordance with ORS 271.

Previous City Approvals

Planning Commission Resolutions No. 87PC32 and 90PC30, and City Council Resolution No. 2610

4. Planning Commission Resolution No. 87PC32, at Condition of Approval 4, required dedication of a 31-foot-wide roadway right-of-way along the entire length of the southerly property line of Tax Lot 701 (Parcel 2 of Partition Plat No. 1990-92), representing half of the 62-foot-wide right-of-way required for development of an industrial street known as SW Brown Road to provide an east-west connection to SW Boones Ferry Road. Subsequently, Planning Commission Resolution No. 90PC30, at Condition of Approval 2, required dedication of said right-of-way, and Partition Plat No. 1990-92 dedicated the right-of-way as Tract "A" for the "use of the public as a public way forever". In 2016, by Resolution No. 2610, the City Council selected SW 5th Street, not SW Bailey Street, as the preferred final alignment of the SW Boones Ferry Road to SW Brown Road east-west connector. As a result, the existing public right-of-way dedicated in Partition Plat No. 1990-92 is now redundant. As a result, the existing dedicated public right-of-way (which was dedicated by Partition Plat No. 1990-92) is now redundant. Therefore, the applicant is requesting that the right-of-way vacation, which will enable it to integrate Tract "A" into future development plans.

Oregon Revised Statutes

Petition for Street Vacation/Proposed Use of Vacated Ground/Public Hearings
ORS 271.080 (1), ORS 271.090, ORS 271.100, ORS 271.110, ORS 271.120

5. The applicant's materials contain a signed petition with attached map and list that identifies the area of the proposed right-of-way vacation, abutting property owners and real property affected by the requested vacation (Exhibits B and C). Per the applicant's response narrative, it understands the governing body will hear the petition and objections, if any, to determine whether requirements for the proposed right-of-way vacation have been satisfied. Petitioners are receiving notice of the public hearings for the requested right-of-way vacation along with all other required notices for the public hearings. A portion of the new parking area is located in the subject area, and part of the new driveway, at its northern extent, is proposed to be located in it.

Consent of All Adjoining Properties and 2/3 of Affected Properties
ORS 271.080 (2)

6. The petition has been signed by all owners of the abutting property, who are also the owners of at least two-thirds (2/3) of real property affected thereby. The total size of real property affected thereby is 548,581 square feet. The sum of the area of real property affected thereby that is also within the abutting tax lots is 446,040 square feet, or 81% of the total real property affected thereby. Given that the petition has been signed by all owners of abutting property, consent of property owners for 81% (i.e. greater than two-thirds) of the area of the real property affected has been provided on the attached petitions (Exhibit B).

Title to Vacated Area
ORS 271.140

7. The title to the vacated area will be attached to the bordering properties consistent with state statute. Per the applicant's Code response, the applicant understands that, as the right-of-way was dedicated to the City of Wilsonville as part of Partition Plat No. 1990-92, the right-of-way area referred to as Tract "A" will be returned to Parcel 2 of Partition Plat No. 1990-92.

Vacation Records to be Filed
ORS 271.150

8. The ordinance approving the right-of-way vacation will be duly recorded in the records of Clackamas County, the cost of which will be borne by the petitioners.

Street Vacation Petition

This petition must be signed by all abutting property owners, and the owners of not less than 2/3 of the area of the real property "affected thereby," as defined in ORS 271.080(2) and shown on the attached Street Vacation Map, attached hereto as Exhibit A. All signatures must be **in ink**. A listing of the names and addresses of all abutting and affected area property owners, as shown on the attached Street Vacation Map, was obtained from the Clackamas County real property tax roll records, and is attached hereto as Exhibit B.

REQUIRED SIGNATURES:

We, the owner in fee simple of the following described real properties consent to the vacation of Tract 'A', Partition Plat No. 1990-92, Clackamas County Plat Records, situated in the N.W. ¼ of Section 23, T.3S, R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon, as shown on the attached Street Vacation Map.

Property Owner:

Inland Pacific Properties, LLC

By: 

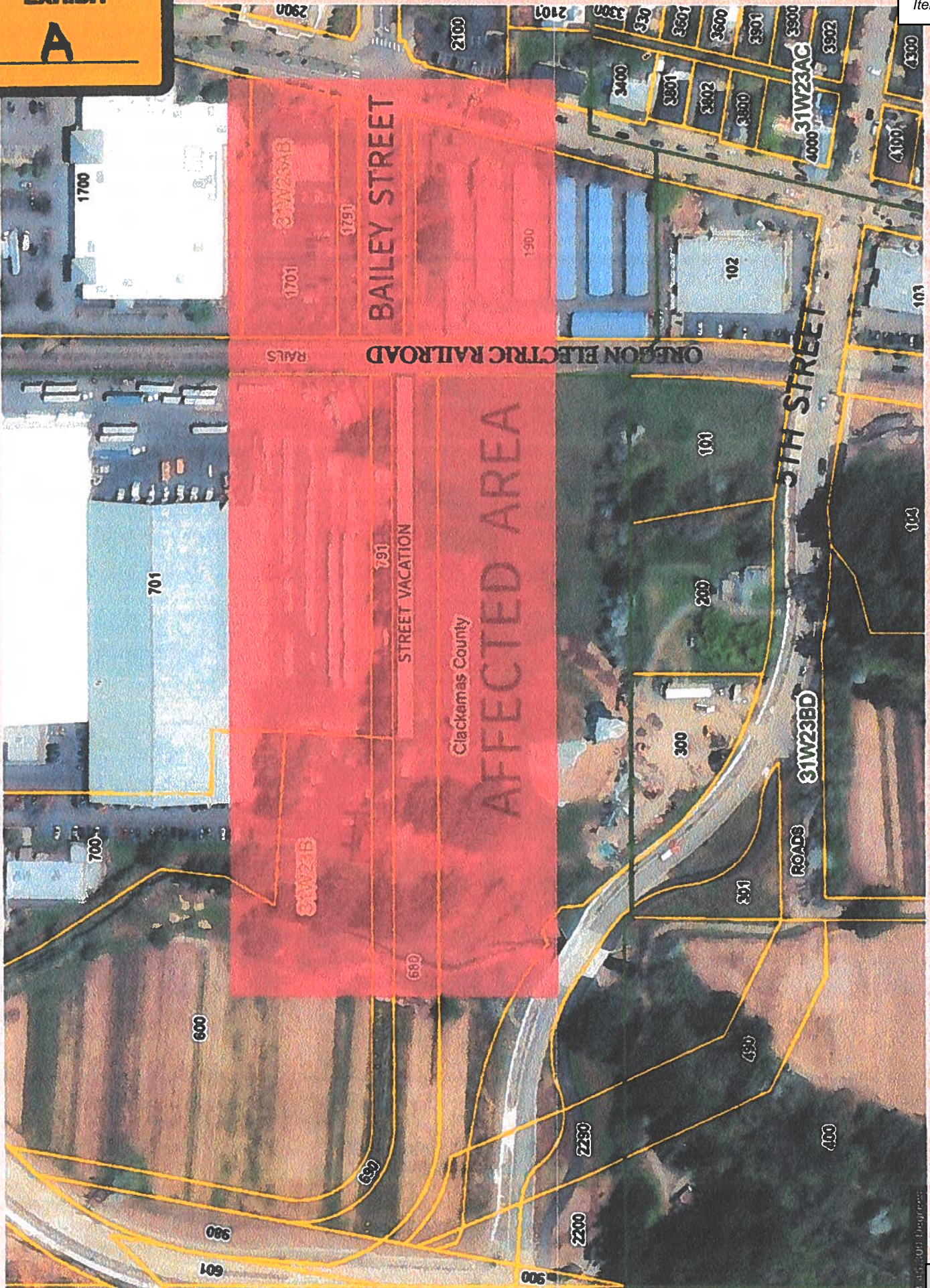
Bradley Hart, Manager

Property Street Address and Legal Description:

30445 SW Boones Ferry Road, Wilsonville, OR

Tax Account Nos: 31W23B 00600; 31W23B 00680; 31W23B 00690.

8-13-24
Date





| TaxAcctNum | ParcelId | OwnerNameLabelFormat | OwnerNmLast | SiteAddr | SiteCity | SiteState | SiteZIP | OwnerAddr | OwnerCityNm | OwnerState | OwnerZIP |
|--------------|----------|-------------------------------|-------------------------------|--------------------------|-------------|-----------|---------|----------------------------------|-------------|------------|----------|
| 31W23B 00600 | 00818762 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | 30445 SW Boonas Ferry Rd | Wilsonville | OR | 97070 | 30170 SW Orpac Ave | Wilsonville | OR | 97070 |
| 31W23B 00660 | 00631698 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | | Wilsonville | OR | 97070 | 30170 SW Orpac Ave | Wilsonville | OR | 97070 |
| 31W23B 00690 | 00631697 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | | Wilsonville | OR | 97070 | 30170 SW Orpac Ave | Wilsonville | OR | 97070 |
| 31W23B 00700 | 00818761 | Inland Empire Investments LLC | Inland Empire Investments LLC | 30160 SW Orpac Ave | Wilsonville | OR | 97070 | 30170 SW Orpac Ave | Wilsonville | OR | 97070 |
| 31W23B 00701 | 01446007 | Inland Empire Investments LLC | Inland Empire Investments LLC | 30170 SW Orpac Ave | Wilsonville | OR | 97070 | 30170 SW Orpac Ave | Wilsonville | OR | 97070 |
| 31W23AB01700 | 00818696 | Proctor Driggers LLC | Proctor Driggers LLC | 30289 SW Boonas Ferry Rd | Wilsonville | OR | 97070 | PO Box 890 | Minneapolis | MIN | 55440 |
| 31W23AB01701 | 00007200 | Oregon Charter Academy | Oregon Charter Academy | 30485 SW Boonas Ferry Rd | Wilsonville | OR | 97070 | 30485 SW Boonas Ferry Rd Ste 202 | Wilsonville | OR | 97070 |
| 31W23AB01791 | 00031694 | Oregon Charter Academy | Oregon Charter Academy | | Wilsonville | OR | 97070 | 30485 SW Boonas Ferry Rd Ste 202 | Wilsonville | OR | 97070 |
| 31W23AB01800 | 00819403 | D Young & Lahan Dorothy | Young | | Wilsonville | OR | 97070 | PO Box 7 | Wilsonville | OR | 97070 |
| 31W23AB01900 | 00818412 | Add LLC | Add LLC | 30535 SW Boonas Ferry Rd | Wilsonville | OR | 97070 | 13282 Rogers Rd | Lake Oswego | OR | 97035 |

STREET VACATION PETITION

This petition must be signed by all abutting property owners, and the owners of not less than 2/3 of the area of the real property "affected thereby," as defined in ORS 271.080(2) and shown on the attached Street Vacation Map, attached hereto as Exhibit A. All signatures must be **in ink**. A listing of the names and addresses of all abutting and affected area property owners, as shown on the attached Street Vacation Map, was obtained from the Clackamas County real property tax roll records, and is attached hereto as Exhibit B.

REQUIRED SIGNATURES:

We, the owner in fee simple of the following described real properties consent to the vacation of Tract 'A', Partition Plat No. 1990-92, Clackamas County Plat Records, situated in the N.W. ¼ of Section 23, T.3S, R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon, as shown on the attached Street Vacation Map.

Property Owner:

Inland Empire Investments, LLC

By: Bradley Hart
Bradley Hart, Manager

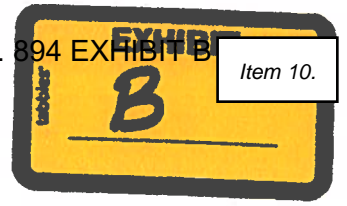
Property Street Address and Legal Description:

30160 SW Orepac Ave, Wilsonville, OR
30170 SW Orepac Ave, Wilsonville, OR
Tax Account Nos: 31W23B 00700; 31W23B 00701.
Parcel IDs: 00818761; 01449007.

8-13-24
Date

EXHIBIT
A





| TaxAcctNum | ParcelId | OwnerNameLabelFormat | OwnerNmLast | SiteAddr | SiteCity | SiteState | SiteZIP | OwnerAddr | OwnerCityNm | OwnerState | OwnerZIP |
|--------------|----------|-------------------------------|-------------------------------|--------------------------|-------------|-----------|---------|----------------------------------|-------------|------------|----------|
| 31W238 00600 | 00818792 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | 30448 SW Boones Ferry Rd | Wilsonville | OR | 97070 | 30170 SW Crepac Ave | Wilsonville | OR | 97070 |
| 31W238 00680 | 05031898 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | | Wilsonville | OR | 97070 | 30170 SW Crepac Ave | Wilsonville | OR | 97070 |
| 31W238 00690 | 05031897 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | | Wilsonville | OR | 97070 | 30170 SW Crepac Ave | Wilsonville | OR | 97070 |
| 31W238 00700 | 00818781 | Inland Empire Investments LLC | Inland Empire Investments LLC | 30180 SW Crepac Ave | Wilsonville | OR | 97070 | 30170 SW Crepac Ave | Wilsonville | OR | 97070 |
| 31W238 00701 | 01449007 | Inland Empire Investments LLC | Inland Empire Investments LLC | 30170 SW Crepac Ave | Wilsonville | OR | 97070 | 30170 SW Crepac Ave | Wilsonville | OR | 97070 |
| 31W238A01700 | 00819386 | Proctor Driggers LLC | Proctor Driggers LLC | 30298 SW Boones Ferry Rd | Wilsonville | OR | 97070 | PO Box 950 | Minneapolis | MIN | 55440 |
| 31W238A01701 | 06007300 | Oregon Charter Academy | Oregon Charter Academy | 30485 SW Boones Ferry Rd | Wilsonville | OR | 97070 | 30485 SW Boones Ferry Rd Ste 202 | Wilsonville | OR | 97070 |
| 31W238A01791 | 05031894 | Oregon Charter Academy | Oregon Charter Academy | | Wilsonville | OR | 97070 | 30485 SW Boones Ferry Rd Ste 202 | Wilsonville | OR | 97070 |
| 31W238A01800 | 00819403 | O Young & Lohan Dorothy | Young | | Wilsonville | OR | 97070 | PO Box 7 | Wilsonville | OR | 97070 |
| 31W238A01900 | 00819412 | A60 LLC | A60 LLC | 30535 SW Boones Ferry Rd | Wilsonville | OR | 97070 | 13292 Rogers Rd | Lake Oswego | OR | 97035 |

STREET VACATION PETITION

This petition must be signed by all abutting property owners, and the owners of not less than 2/3 of the area of the real property “affected thereby,” as defined in ORS 271.080(2) and shown on the attached Street Vacation Map, attached hereto as Exhibit A. All signatures must be **in ink**. A listing of the names and addresses of all abutting and affected area property owners, as shown on the attached Street Vacation Map, was obtained from the Clackamas County real property tax roll records, and is attached hereto as Exhibit B.

REQUIRED SIGNATURES:

We, the owner in fee simple of the following described real properties consent to the vacation of Tract ‘A’, Partition Plat No. 1990-92, Clackamas County Plat Records, situated in the N.W. ¼ of Section 23, T.3S, R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon, as shown on the attached Street Vacation Map.

Property Owner:

Oregon Electric Railroad

By: 
Jennifer SELLERS (Aug 15, 2024 22:46 CDT)

Print Name: Jennifer Sellers

Print Title: Multimodal and Rail Services Unit Manager - Oregon Department of Transportation

Property Address and Legal Description:

Oregon Electric Railroad

08/15/2024

Date

EXHIBIT
A



3.45.300 Degrees

| TaxAcctNum | ParcelId | OwnerNameLabelFormat | OwnerNmLast | SiteAddr | SiteCity | SiteState | SiteZIP | OwnerAddr | OwnerCityNm | OwnerState | OwnerZIP |
|--------------|----------|-------------------------------|-------------------------------|--------------------------|-------------|-----------|---------|----------------------------------|-------------|------------|----------|
| 31W23B 00600 | 00818752 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | 30445 SW Boones Ferry Rd | Wilsonville | OR | 97070 | 30170 SW Orepac Ave | Wilsonville | OR | 97070 |
| 31W23B 00680 | 05031598 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | | Wilsonville | OR | 97070 | 30170 SW Orepac Ave | Wilsonville | OR | 97070 |
| 31W23B 00690 | 05031597 | Inland Pacific Properties LLC | Inland Pacific Properties LLC | | Wilsonville | OR | 97070 | 30170 SW Orepac Ave | Wilsonville | OR | 97070 |
| 31W23B 00700 | 00818751 | Inland Empire Investments LLC | Inland Empire Investments LLC | 30160 SW Orepac Ave | Wilsonville | OR | 97070 | 30170 SW Orepac Ave | Wilsonville | OR | 97070 |
| 31W23B 00701 | 01449007 | Inland Empire Investments LLC | Inland Empire Investments LLC | 30170 SW Orepac Ave | Wilsonville | OR | 97070 | 30170 SW Orepac Ave | Wilsonville | OR | 97070 |
| 31W23AB01700 | 00819396 | Proctor Driggers LLC | Proctor Driggers LLC | 30299 SW Boones Ferry Rd | Wilsonville | OR | 97070 | PO Box 950 | Minneapolis | MN | 55440 |
| 31W23A801701 | 05007200 | Oregon Charter Academy | Oregon Charter Academy | 30485 SW Boones Ferry Rd | Wilsonville | OR | 97070 | 30485 SW Boones Ferry Rd Ste 202 | Wilsonville | OR | 97070 |
| 31W23A801791 | 05031594 | Oregon Charter Academy | Oregon Charter Academy | | Wilsonville | OR | 97070 | 30485 SW Boones Ferry Rd Ste 202 | Wilsonville | OR | 97070 |
| 31W23A801800 | 00819403 | D Young & Lehan Dorothy | Young | | Wilsonville | OR | 97070 | PO Box 7 | Wilsonville | OR | 97070 |
| 31W23A801900 | 00819412 | Ado LLC | Ado LLC | 30535 SW Boones Ferry Rd | Wilsonville | OR | 97070 | 13292 Rogers Rd | Lake Oswego | OR | 97035 |



STREET VACATION PETITION

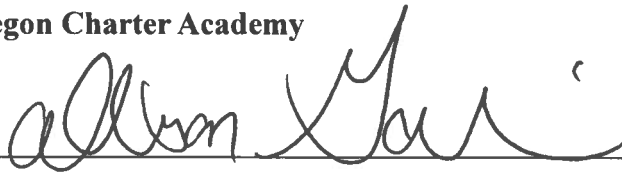
This petition must be signed by all abutting property owners, and the owners of not less than 2/3 of the area of the real property "affected thereby," as defined in ORS 271.080(2) and shown on the attached Street Vacation Map, attached hereto as Exhibit A. All signatures must be **in ink**. A listing of the names and addresses of all abutting and affected area property owners, as shown on the attached Street Vacation Map, was obtained from the Clackamas County real property tax roll records, and is attached hereto as Exhibit B.

REQUIRED SIGNATURES:

We, the owner in fee simple of the following described real properties consent to the vacation of Tract 'A', Partition Plat No. 1990-92, Clackamas County Plat Records, situated in the N.W. ¼ of Section 23, T.3S, R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon, as shown on the attached Street Vacation Map.

Property Owner:

Oregon Charter Academy

By: 

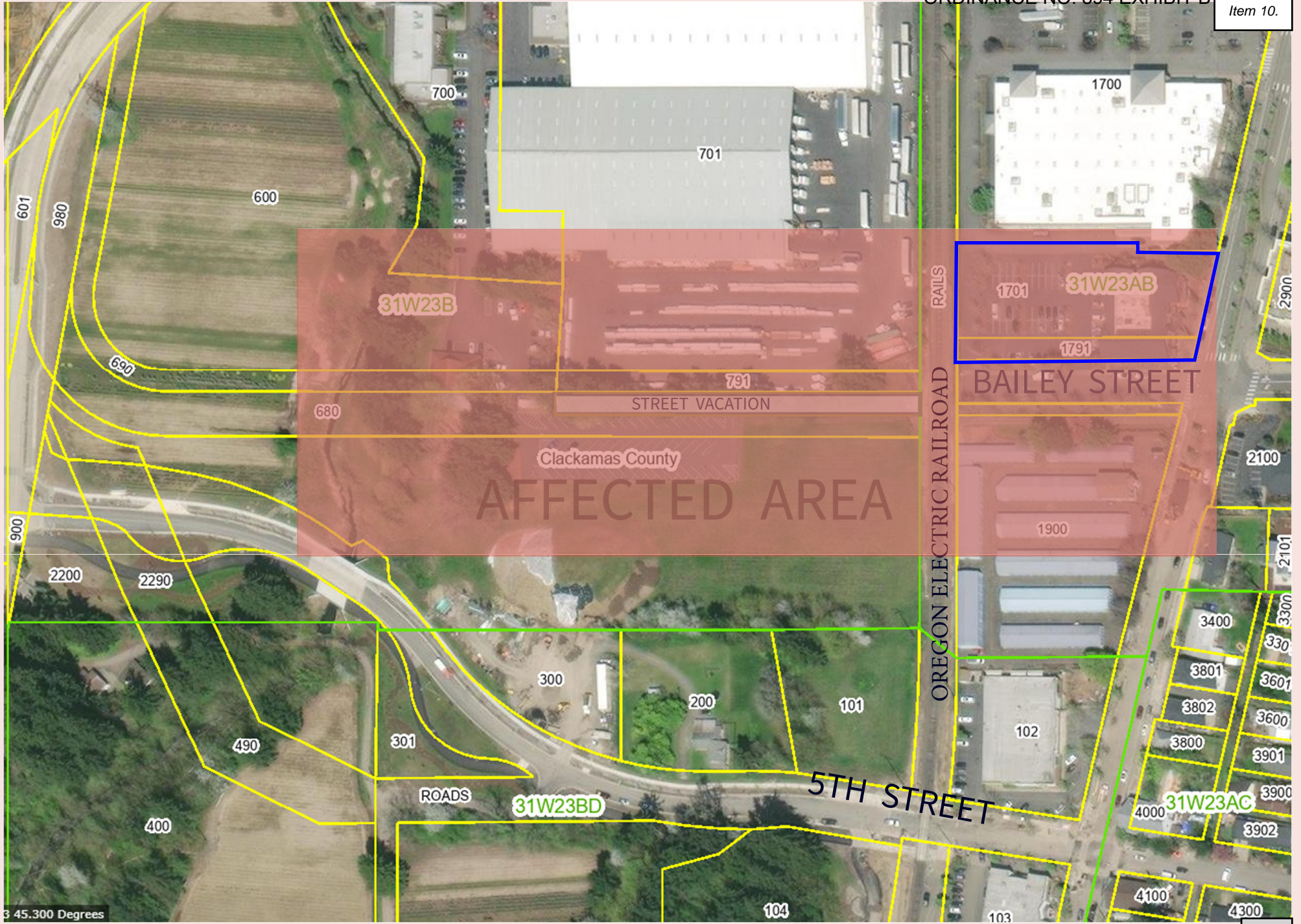
Print Name: Allison Galvin

Print Title: Executive Director

Property Street Address and Legal Description:
30485 SW Boones Ferry Rd., Wilsonville, OR

Tax Account Nos: 31W23AB01701; 31W23AB01791.
Parcel IDs: 05007200; 05031594.

9-3-2024
Date



Layout : Main Map Frame

1 Inch = 72.461 | 63% | 122.7776744°W 45.2994244°N | Selected Features: 2

TAX LOTS X

Field: Add Calculate Selection: Select By Attributes Zoom To Switch Clear Delete Copy Highlighted: Unselect Reselect Zoom To Switch Clear Delete Copy

| | OWNERADDR | OWNERCITY | OWNERSTATE | OWNERZIP | SITEADDR | SITECITY | SITEZIP | LANDVAL | BLDGVAL | TOTALVAL | BLDGSQFT | A_T_ACRES | YEARBUILT | PROP_CODE | LANDUSE | TAXCODE |
|---|-----------------------|-------------|------------|----------|-----------------------|-------------|---------|---------|---------|----------|----------|-----------|-----------|-----------|---------|---------|
| 1 | 30485 SW BOONES FE... | WILSONVILLE | OR | 97070 | 30485 SW BOONES FE... | WILSONVILLE | 97070 | 2137797 | 3726100 | 5863897 | 0 | 0.95 | 0 | 201 | COM | 003023 |
| 2 | 30485 SW BOONES FE... | WILSONVILLE | OR | 97070 | NO SITUS | ADDRESS | 97070 | 534450 | 1625720 | 2160170 | 0 | 0.22 | 0 | 201 | COM | 003053 |

Griffin Land Surveying Inc.

6107 SW Murray Blvd. #409 – Beaverton, OR. 97008

Office: (503) 201-3116

OrePac PLA
Project: 0864

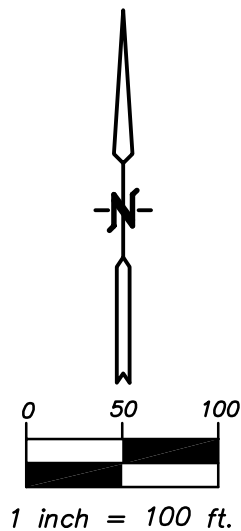
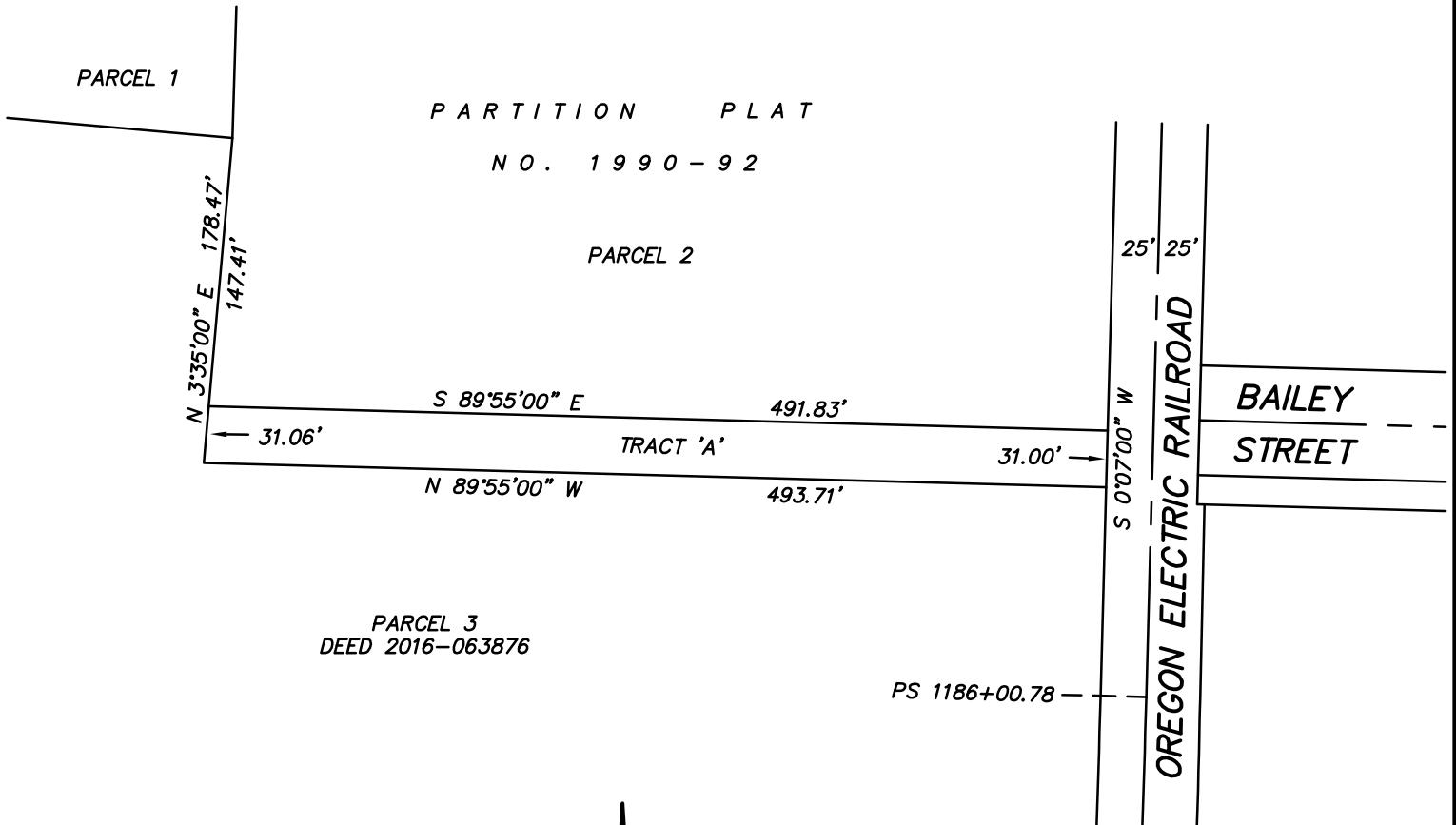
**Right of Way Vacation
Assessors Maps 31W23B
City of Wilsonville, Clackamas County, OR.**

Tract 'A', Partition Plat No. 1990-92, Clackamas County Plat Records, situated in the N.W. 1/4 of Section 23, T.3S., R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon.

Contains 15,275 square feet, more or less.



SKETCH TO ACCOMPANY LEGAL DESCRIPTION
RIGHT OF WAY VACATION
MAP 3S123B
CITY OF WILSONVILLE, CLACKAMAS COUNTY, OREGON



REGISTERED
PROFESSIONAL
LAND SURVEYOR

Kenneth D. Griffin

OREGON
JULY 26, 1985
KENNETH D. GRIFFIN
2147

RENEWS: 6/30/25
0864 OREPAC PLA

GRIFFIN LAND SURVEYING INC.
6107 SW MURRAY BLVD. #409
BEAVERTON, OR. 97008
(503) 201-3116

**DEVELOPMENT REVIEW BOARD
RESOLUTION NO. 436**

A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL TO CITY COUNCIL OF A ZONE MAP AMENDMENT FROM FUTURE DEVELOPMENT AGRICULTURAL-HOLDING (FDA-H) TO PLANNED DEVELOPMENT INDUSTRIAL (PDI) OF APPROXIMATELY 8.66 ACRES AND VACATION OF APPROXIMATELY 0.35 ACRE OF RIGHT-OF-WAY, AND ADOPTING FINDINGS AND CONDITIONS APPROVING A STAGE 1 PRELIMINARY PLAN, STAGE 2 FINAL PLAN, SITE DESIGN REVIEW, LOT LINE ADJUSTMENT, AND TYPE C TREE REMOVAL PLAN FOR SITE IMPROVEMENTS AT THE OREPAC PROPERTIES LOCATED AT 30160 AND 30170 SW OREPAC AVENUE, 30445 SW BOONES FERRY ROAD, AND 9655 SW 5TH STREET.

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Darin Coder for Inland Pacific Properties LLC – Owner/Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the subject site is located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5th Street on Tax Lots 600, 680, 690, 700, 701, 780, and 791, Section 23B, and Tax Lots 101, 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, and

WHEREAS, the Planning Staff has prepared the staff report on the above-captioned subject dated August 29, 2024, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel A at a scheduled meeting conducted on September 9, 2024, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

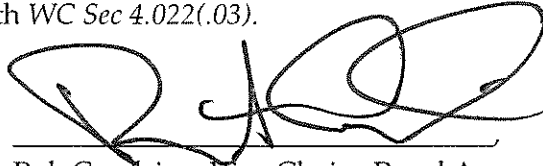
WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby incorporate as part of this resolution, as if fully set forth herein, the staff report, as adopted with any amendments and attached hereto, with findings and recommendations contained therein, and authorizes the Planning Director to issue permits consistent with said recommendations for:

DB24-0001 OrePac Site Improvements: Zone Map Amendment (ZONE24-0001), Stage 1 Preliminary Plan (STG124-0001), Stage 2 Final Plan (STG224-0001), Site Design Review (SDR24-0001), Lot Line Adjustment (ARC224-0002), Right-of-Way Vacation (STVC24-0001), and Type C Tree Removal Plan (TPLN24-0001).

ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 9th day of September, 2024, and filed with the Planning Administrative Assistant on

Sept. 10, 2024. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per *WC Sec 4.022(.09)* unless appealed per *WC Sec 4.022(.02)* or called up for review by the Council in accordance with *WC Sec 4.022(.03)*.



Rob Candrian, Vice-Chair - Panel A
Wilsonville Development Review Board

Attest:



Shelley White, Planning Administrative Assistant

ORDINANCE NO. 895**AN ORDINANCE OF THE CITY OF WILSONVILLE APPROVING A ZONE MAP AMENDMENT FROM THE CITY OF WILSONVILLE FUTURE DEVELOPMENT AGRICULTURAL-HOLDING (FDA-H) ZONE TO THE PLANNED DEVELOPMENT INDUSTRIAL (PDI) ZONE ON APPROXIMATELY 8.66 ACRES AT THE OREPAC PROPERTIES LOCATED AT 9655 SW 5TH STREET.**

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Darin Coder for Inland Pacific Properties LLC – Owner/Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code; and

WHEREAS, the property subject to the Zone Map Amendment is located at 9655 SW 5th Street, Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon; and

WHEREAS, Tax Lots 101 (adjusted), 200, and 300, in the southern part of the OrePac site are currently zoned Future Development Agricultural-Holding (FDA-H), which is inconsistent with the Comprehensive Plan designation of Industrial and the Planned Development Industrial (PDI) zoning of the northern part of the OrePac site; and

WHEREAS, the City of Wilsonville desires to have the properties zoned consistent with their Wilsonville Comprehensive Plan Map designation of Industrial rather than maintain the current FDA-H zoning designation; and

WHEREAS, the City of Wilsonville Planning Staff analyzed the Zone Map Amendment request and prepared a staff report for the Development Review Board, finding that the application met the requirements for a Zone Map Amendment and recommending approval of the Zone Map Amendment, which staff report was presented to the Development Review Board on September 9, 2024; and

WHEREAS, the Development Review Board Panel A held a duly advertised public hearing on the application for a Zone Map Amendment on September 9, 2024, and after taking public testimony and giving full consideration to the matter, adopted Resolution No. 436 which recommends City Council approval of the Zone Map Amendment request (Case File No. ZONE24-

0001; see DB24-0001), adopts the staff report with findings and recommendation, all as placed on the record at the hearing; and

WHEREAS, on October 7, 2024, the Wilsonville City Council held a public hearing regarding the above described matter, wherein the City Council considered the full public record made before the Development Review Board, including the Development Review Board and City Council staff reports; took public testimony; and, upon deliberation, concluded that the proposed Zone Map Amendment meets the applicable approval criteria under the City of Wilsonville Development Code.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

- Section 1. Findings. The City Council adopts, as findings and conclusions, the forgoing Recitals and the Zone Map Amendment Findings in Exhibit B, as if fully set forth herein.
- Section 2. Determination. The official City of Wilsonville Zone Map is hereby amended by Zoning Order ZONE24-0001, attached hereto as Exhibit A, from the City of Wilsonville Future Development Agricultural-Holding (FDA-H) Zone to the Planned Development Industrial (PDI) Zone.
- Section 3. Effective Date. This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval.

SUBMITTED by the Wilsonville City Council and read for the first time at a regular meeting thereof this 7th day of October, 2024, and scheduled the second reading on the 21st day of October, 2024, commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

Kimberly Veliz, City Recorder

ENACTED by the City Council on the 21st day of October, 2024, by the following votes:

Yes: _____ No: _____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this 21st day of October, 2024.

JULIE FITZGERALD, MAYOR

SUMMARY OF VOTES:

- Mayor Fitzgerald
- Council President Akervall
- Councilor Berry
- Councilor Dunwell
- Councilor Linville

EXHIBITS:

- A. Zoning Order ZONE24-0001 Including Legal Description and Sketch Depicting Zone Map Amendment
- B. Zone Map Amendment Findings
- C. Development Review Board Panel A Resolution No. 436 Recommending Approval of Zone Map Amendment

**BEFORE THE CITY COUNCIL OF THE CITY
OF WILSONVILLE, OREGON**

In the Matter of the Application of)
 Darin Coder for Inland Pacific Properties)
 LLC, for a Rezoning of Land and) **ZONING ORDER ZONE24-0001**
 Amendment of the City of Wilsonville)
 Zoning Incorporated in Section 4.102)
 of the Wilsonville Code.)

The above-entitled matter is before the Council to consider the application of ZONE24-0001, for a Zone Map Amendment and an Order, amending the official Zoning Map as incorporated in Section 4.102 of the Wilsonville Code.

The Council finds that the subject property (“Property”), legally described and shown on the attached legal description and sketch, has heretofore appeared on the City of Wilsonville zoning map as Future Development Agricultural-Holding (FDA-H).

The Council having heard and considered all matters relevant to the application for a Zone Map Amendment, including the Development Review Board record and recommendation, finds that the application should be approved.

THEREFORE IT IS HEREBY ORDERED that the Property, consisting of approximately 8.66 acres located at 9655 SW 5th Street and comprising Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, as more particularly shown and described in the attached legal description and sketch, is hereby rezoned to Planned Development Industrial (PDI), subject to conditions detailed in this Order’s adopting Ordinance. The foregoing rezoning is hereby declared an amendment to the Wilsonville Zoning Map (Section 4.102 WC) and shall appear as such from and after entry of this Order.

Dated: This 21st day of October, 2024.

 JULIE FITZGERALD, MAYOR

APPROVED AS TO FORM:

 Amanda Guile-Hinman, City Attorney

ATTEST:

Kimberly Veliz, City Recorder

Attachment: Legal Description and Sketch Depicting Land/Territory to be Rezoned

OrePac PLA
Project: 0864

**Zone Map Amendment Subject Area
Assessors Maps 31W23B, 31W23BD
City of Wilsonville, Clackamas County, OR.**

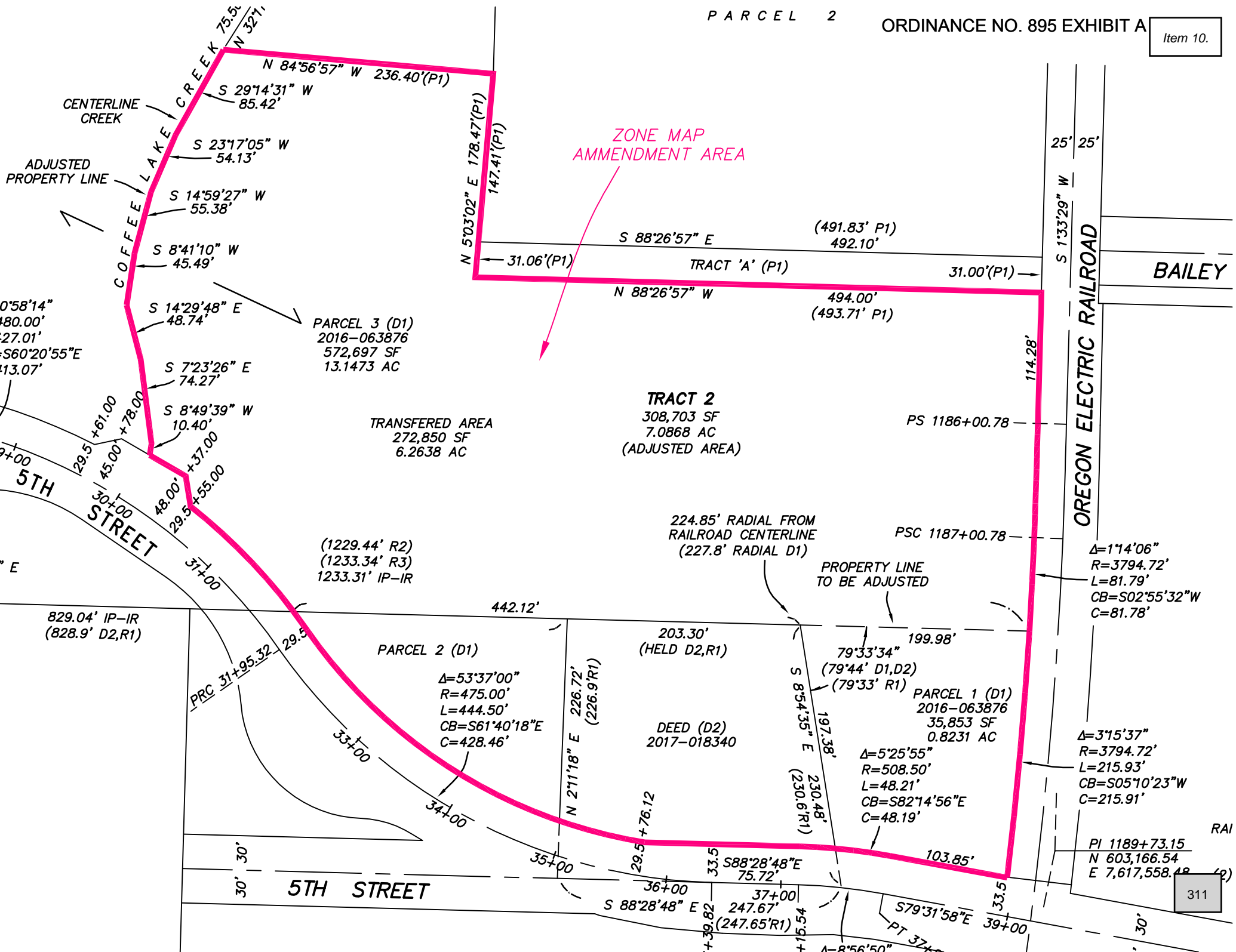
A tract of land situated in the N.W. 1/4 of Section 23, T.3S., R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon, being more particularly described as follows:

Beginning at the Southeast corner of Parcel 1, Partition Plat No. 1990-92, Clackamas County Plat Records; thence N 84°56'57" W along the South line of said Parcel 1, 236.40; thence S 29°14'31" W, 85.42 feet; thence S 23°17'05" W, 54.13 feet; thence S 14°59'27" W, 55.38 feet; thence S 8°41'10" W, 45.49 feet; thence S 14°29'48" E, 48.74 feet; thence S 7°23'26" E, 74.27 feet; thence S 8°49'39" W, 10.40 feet to the North right of way line of 5th Street; thence Easterly along said North right of way line to the West right of way line of the Oregon Electric Railroad; thence Northerly along said West right of way line to the Southeast corner of Tract 'A' of said Partition Plat No. 1990-92; thence N 88°26'57" W along the South line of said Tract 'A', 494.00 feet; thence N 5°03'02" E along the West line of said Tract 'A' and the West line of Parcel 2 of said Partition Plat No. 1990-92, 178.47 feet to the point of beginning.

Contains 8.6556 acres.

The courses above are derived from a Record of Survey by Griffin Land Surveying Inc, filed in the Clackamas County Survey Records.





CLACKAMAS COUNTY SURVEYOR

RECEIVED: _____

ACCEPTED FOR FILING: _____

SURVEY NUMBER: _____

Record of Survey

PROPERTY LINE ADJUSTMENT
WITHIN THE THOMAS BAILEY DLC 45
IN THE N.W. 1/4 OF SECTION 23, T.3S., R.1W., W.M.
CITY OF WILSONVILLE, CLACKAMAS COUNTY, OREGON,

JULY 8, 2024

FOR: INLAND PACIFIC PROPERTIES, LLLC

NARRATIVE:

THE BASIS OF BEARINGS IS THE WEST LINE OF THE THOMAS BAILEY DLC 45 PER SN 2017-241. THIS SURVEY WAS PERFORMED TO SET OUT THE BOUNDARIES OF A PROPERTY LINE ADJUSTMENT PER CITY OF WILSONVILLE PLANNING FILE NO: DB24-0001 OREPAC SITE IMPROVEMENTS.

MONUMENTS WERE HELD ALONG THE CENTERLINES OF 5TH STREET AND KINSMAN ROAD, ALONG WITH CONTROL POINTS SHOWN ON SN 2017-241 AND 2024-004 TO ESTABLISH SAID ROADS AND RIGHT OF WAY LINES. DATA WAS USED PER SAID SURVEYS, FOR THE POSITION OF MONUMENTS DESTROYED BY CONSTRUCTION.

THE SOUTH AND WEST LINES OF PARTITION PLAT NO. 1990-92 WAS ESTABLISHED BY HOLDING PLAT DATA AND THE THREE MONUMENTS ALONG SAID LINES AS SHOWN.

DATA WAS HELD PER SN 2017-241 TO ESTABLISH THE CENTERLINE AND RIGHT OF WAY LINE OF OREGON ELECTRIC RAILROAD.

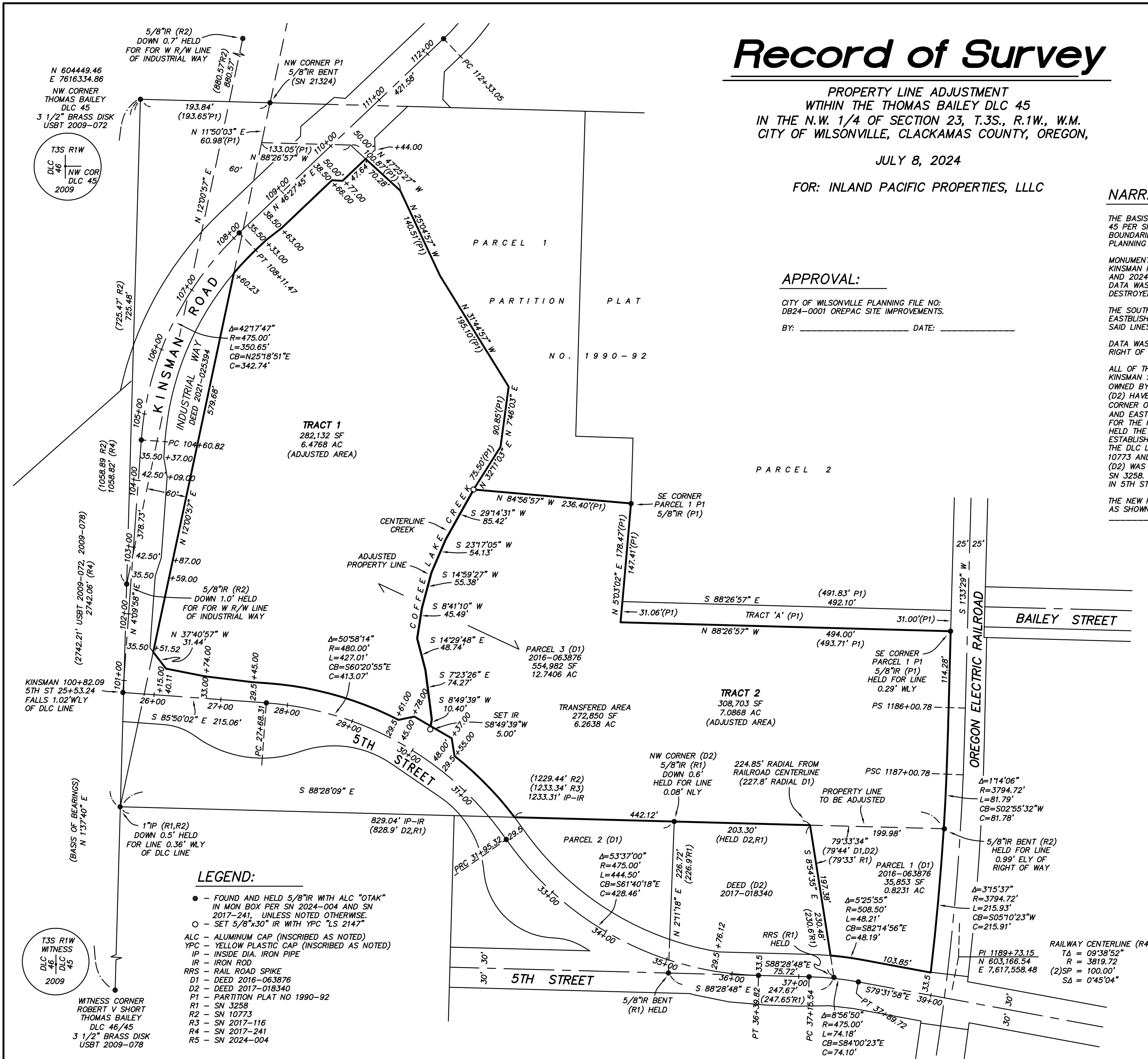
ALL OF THE PROPERTIES BOUNDED BY 5TH STREET, INDUSTRIAL WAY, KINSMAN STREET, PARTITION PLAT NO. 1990-92 AND THE RAILROAD ARE OWNED BY THE SAME ENTITY. THE LINE COMMON TO PARCEL 1 (D1) AND (D2) HAVE THE SAME DIRECTION CALL (SOUTH 10°16' EAST). THE NORTH CORNER OF THE WEST LINE OF PARCEL 1 (D1) (DESCRIBED FROM THE EAST) AND EAST LINE OF (D2) (DESCRIBED FROM THE WEST) ARE IN CONFLICT. FOR THE PURPOSE OF COMPUTING AREAS FOR THIS ADJUSTMENT I HAVE HELD THE MONUMENTS AND DATA FROM THE 1990 SURVEY SN 3258 TO ESTABLISH THE LINE. FOR THE NORTH LINE I HELD THE IRON PIPE NEAR THE DLC LINE AND THE IR NEAR THE RAILROAD RIGHT OF WAY PER SN 10773 AND THE IR NEAR THE NW CORNER OF (D2). THE NE CORNER OF (D2) WAS ESTABLISHED AT DEED DISTANCE (203.30') PER THE DEED AND SN 3258. THE EAST LINE OF (D2) WAS ESTABLISHED BY HOLDING THE RRS IN 5TH STREET PER SN 3258.

THE NEW PROPERTY LINE WAS SET OUT AT THE DIRECTION OF THE CLIENT AS SHOWN. THE ADJUSTMENT DEED IS RECORDED AS DOCUMENT NO. _____, CLACKAMAS COUNTY RECORDS.

APPROVAL:

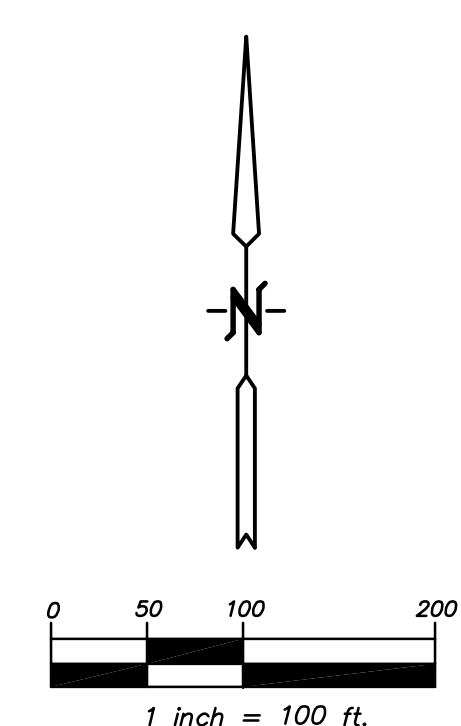
CITY OF WILSONVILLE PLANNING FILE NO:
DB24-0001 OREPAC SITE IMPROVEMENTS.

BY: _____ DATE: _____



LEGEND:

- - FOUND AND HELD 5/8" IR WITH ALC "OTAK" IN MON BOX PER SN 2024-004 AND SN 2017-241, UNLESS NOTED OTHERWISE.
- - SET 5/8"x30" IR WITH YPC "LS 2147"
- ALC - ALUMINUM CAP (INSCRIBED AS NOTED)
- YPC - YELLOW PLASTIC CAP (INSCRIBED AS NOTED)
- IP - INSIDE DIA. IRON PIPE
- IR - IRON ROD
- RRS - RAIL ROAD SPIKE
- D1 - DEED 2016-063876
- D2 - DEED 2017-018340
- P1 - PARTITION PLAT NO 1990-92
- R1 - SN 3258
- R2 - SN 10773
- R3 - SN 2017-116
- R4 - SN 2017-241
- R5 - SN 2024-004



REGISTERED
PROFESSIONAL
LAND SURVEYOR

Kenneth D. Griffin

OREGON
JULY 26, 1985
KENNETH D. GRIFFIN
2147
RENEWS: 6/30/25
0864 OREPAC PLA

GRIFFIN LAND SURVEYING INC.
6107 SW MURRAY BLVD. #409
BEAVERTON, OR. 97008
PHONE: (503)201-3116

N 604449.46
E 7616334.86
NW CORNER
THOMAS BAILEY
DLC 45
3 1/2" BRASS DISK
USBT 2009-072

T3S R1W
DLC 46
DLC 45
2009

WITNESS CORNER
ROBERT V SHORT
THOMAS BAILEY
DLC 46/45
3 1/2" BRASS DISK
USBT 2009-078



Ordinance No. 895 Exhibit B
Zone Map Amendment Findings

OrePac Site Improvements

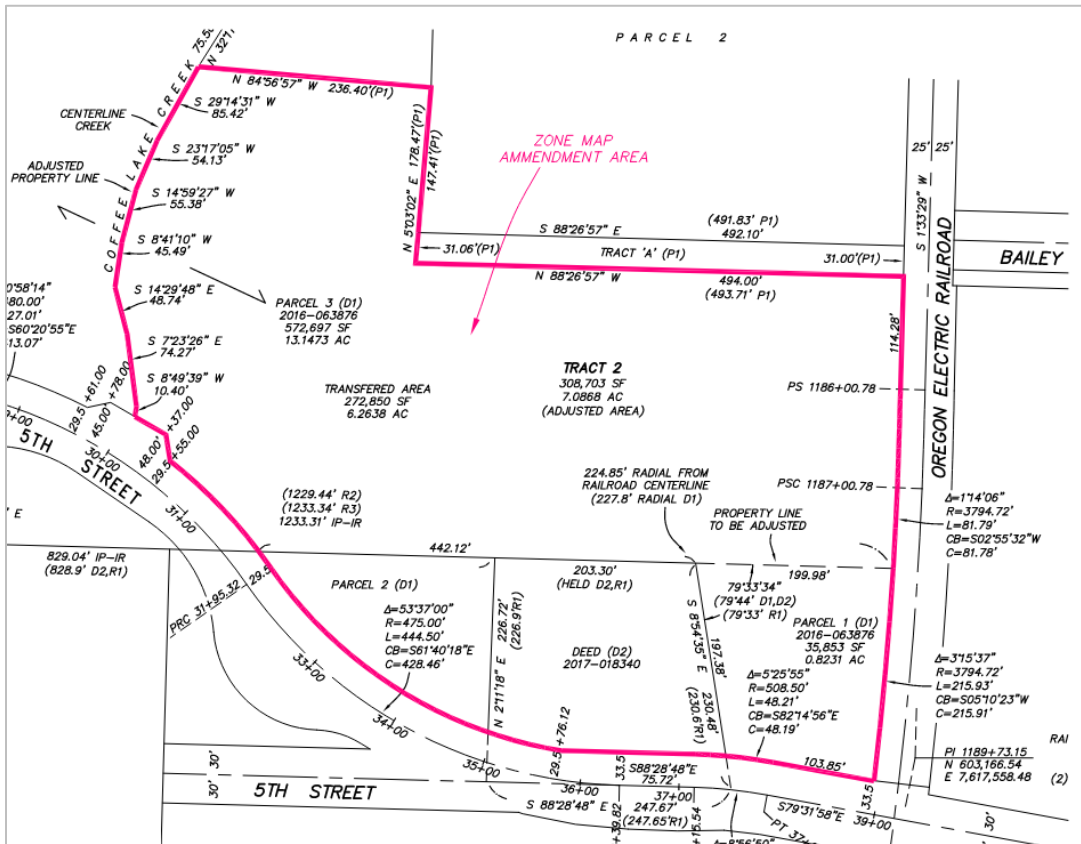
City Council
Quasi-Judicial Public Hearing

| | |
|--|---|
| Hearing Date: | October 7, 2024 |
| Date of Report: | September 17, 2024 |
| Application Nos.: | DB24-0001 OrePac Site Improvements (ZONE24-0001 Zone Map Amendment) |
| Request/Summary: | City Council approval of a quasi-judicial Zone Map Amendment of approximately 8.66 acres. |
| Location: | Property subject to the Zone Map Amendment is located at 9655 SW 5 th Street, Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon. |
| Owner/Applicant: | Inland Pacific Properties LLC (Contact: Darin Coder) |
| Applicant's Representative: | Mackenzie (Contact: Sid Hariharan Godt) |
| Comprehensive Plan Designation: | Industrial |
| Zone Map Classification: | Current/Proposed: Tax Lots 101 (adjusted), 200, 300: FDA-H (Future Development Agricultural – Holding)/PDI (Planned Development Industrial) |
| Staff Reviewer: | Cindy Luxhoj AICP, Associate Planner |
| Staff Recommendation: | <u>Adopt</u> the requested Zone Map Amendment. |

Applicable Review Criteria:

| | |
|----------------------------------|---|
| Development Code: | |
| Section 4.008 | Application Procedures-In General |
| Section 4.009 | Who May Initiate Application |
| Section 4.010 | How to Apply |
| Section 4.011 | How Applications are Processed |
| Section 4.014 | Burden of Proof |
| Section 4.031 (.01) F. | Authority of the Development Review Board: Zone Changes |
| Subsection 4.033 (.01) A. | Authority of City Council: Zone Changes |
| Section 4.110 | Zones |
| Section 4.135 | Planned Development Industrial (PDI) Zone |
| Section 4.140 | Planned Development Regulations |
| Section 4.197 | Zone Changes |
| Other Planning Documents: | |
| Wilsonville Comprehensive Plan | |
| Area of Special Concern G | |
| Previous Land Use Approvals | |

Vicinity Map



Summary:

Zone Map Amendment (ZONE24-0001)

A Zone Map Amendment is requested to change the zoning of the southern portion of the OrePac site, Tax Lots 101 (adjusted), 200, and 300, from Future Development Agricultural-Holding (FDA-H) to Planned Development Industrial (PDI) consistent with the Comprehensive Plan designation of Industrial and existing zoning on the northern part of the subject site.

Conclusion and Conditions of Approval:

Staff recommends approval with the following conditions:

Request: Zone Map Amendment (ZONE24-0001)

This action recommends to the City Council adoption of the Zone Map Amendment for the subject properties. Requests STG124-0001, STG224-0001, SDR24-0001, ARC224-0002, and TPLN24-0001 (Case File No. DB24-0001) are contingent on City Council action on the Zone Map Amendment request.

No conditions for this request.

Findings of Fact:

NOTE: Pursuant to Section 4.014 the burden of proving that the necessary findings of fact can be made for approval of any land use or development application rests with the applicant in the case.

General Information

Application Procedures-In General Section 4.008

The City's processing of the application is in accordance with the applicable general procedures of this Section.

Initiating Application Section 4.009

The owners of all property included in the application signed the application forms and initiated the application.

Request: Zone Map Amendment (ZONE24-0001)

As described in the Findings below, the request meets the applicable criteria or will by Conditions of Approval.

Comprehensive Plan

Areas of Special Concern-Area G-Summary and Special Considerations

1. The OrePac property is located in Area of Special Concern G (Area G) in the Comprehensive Plan. This area includes a concrete plant (Wilsonville Concrete), building products distribution and an office building (OrePac), rural residential/agricultural use, and Coffee Lake Creek (Seely Ditch). The summary about Area G notes that extension of SW Kinsman Road, south to SW Industrial Way, and extension of SW Bailey and/or SW 5th Streets, west at least to SW Industrial Way/SW Kinsman Road, would improve access to and from Old Town. It further notes that the extension would also provide a signalized intersection for the industrial truck traffic generated to the south. Tract A on the OrePac property was identified as a possible alignment for the SW Bailey Street extension. However, the location was subsequently changed to be an extension of SW 5th Street rather than SW Bailey Street. As a result, the existing dedicated public right-of-way is now redundant and the applicant is requesting its vacation.

Areas of Special Concern-Area G-Master Plan for Compatibility and Continuity

Design Objective 1

2. The applicant proposes a Zone Map Amendment, lot line adjustment, right-of-way vacation and other site improvements to bring the subject site into compliance with Code standards, as well as to accommodate future potential expansion of OrePac's operations. These actions are consistent with master planning (Stage I) of large areas required by this Design Objective to accommodate new compatible residential, industrial, and office development, and provide for continuity of design and coordination of uses.

Areas of Special Concern-Area G-Coordinate Access and Circulation

Design Objective 2

3. The SW 5th Street to SW Kinsman Road project, completed in 2023 and bordering the OrePac site on the south, achieves the intent of Design Objective 2 to provide coordinated access and circulation that accommodates industrial development and helps minimize congestion on SW Wilsonville Road. The applicant's proposed new driveway access for the property to SW 5th Street consistent is consistent with this Design Objective.

Areas of Special Concern-Area G-Identify Appropriate Street Alignments

Design Objective 3

4. The applicant's request to vacate a portion of SW Bailey Street right-of-way within the subject property that is no longer needed, so that the property may be used for future industrial development as part of OrePac operations, is consistent with this Design Objective's intent to

identify appropriate street alignments that provide needed access and circulation while serving adjacent properties and Old Town.

Areas of Special Concern-Area G-Provide Buffer for Residential Developments

Design Objective 4

5. This Design Objective, which requires buffering along the western perimeter of Area G for adjacent residential developments, does not apply to the current application.

Areas of Special Concern-Area G-Maintain and Enhance Natural Features

Design Objective 5

6. The applicant does not propose any site improvements that would affect the aesthetic or environmental quality of Coffee Lake Creek (Seely Ditch), which runs through the property, consistent with this Design Objective.

Areas of Special Concern-Area G-Limit Incompatible Uses

Design Objective 6

7. The applicant's current operations and proposed site improvements are consistent with Design Objective 6, which requires careful limitation of incompatible uses in Area G while minimizing noise and air quality impacts on adjacent residential neighborhoods.

Areas of Special Concern-Area G-Identify Appropriate Street Alignments

Design Objective 7

8. The site improvements proposed in the current application (DB24-0001) will not affect the viability of or result in minimization of the disruptive and incompatible nature of the railroad, which abuts the eastern side of the subject property.

Development Code

Zoning Consistent with Comprehensive Plan

Section 4.029

9. Concurrently with the Stage 1 Preliminary Plan (in DB24-0001), the applicant is applying for a Zone Map Amendment to change the zoning of Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, from Future Development Agricultural-Holding (FDA-H) to Planned Development Industrial (PDI), consistent with the Comprehensive Plan designation of Industrial.

Base Zones

Subsection 4.110 (.01)

10. The requested zoning designation of PDI is among the base zones identified in this subsection.

Standards for Planned Development Industrial Zone

Purpose of PDI

Subsection 4.135 (.01)

11. The zoning will allow a variety of industrial operations and associated uses, such as those proposed by the applicant, consistent with the purpose stated in this subsection.

Uses Typically Permitted

Subsection 4.135 (.03)

12. The proposed zoning will allow uses such as those proposed by the applicant including manufacturing and associated office use, warehousing, storage, and distribution, consistent with the list established in this subsection.

Zone Change Procedures

Subsection 4.197 (.02) B. and C. 1.

13. The request for a Zone Map Amendment has been submitted as set forth in the applicable Code sections including Section 4.008, Section 4.140, and Subsections 4.197 (.02) B. and C.

Conformance with Comprehensive Plan Map, etc.

Subsection 4.197 (.02) C. 2.

14. The proposed Zone Map Amendment is consistent with the Comprehensive Plan Map designation of Industrial with consideration given to Design Objectives for Area of Special Concern G in the Comprehensive Plan (see Findings 1 through 8).

Public Facility Concurrency

Subsection 4.197 (.02) C. 4. and C. 8.

15. Based on existing nearby utilities and utility master plans, and the Transportation System Plan, necessary facilities are or can be made available for development of the subject property consistent with the proposed zoning. A preliminary review of the application materials appears to confirm the site can be adequately served by streets and utilities. Details of required street and utility connections and improvements will be established with review of subsequent Stage 2 Final Plans.

Impact on Significant Resource Overlay Zone (SROZ) Areas

Subsection 4.197 (.02) C. 5.

16. Coffee Lake Creek (Seely Ditch), identified as SROZ and its associated Impact Area, runs north-south along the western boundary of the portion of the property that is subject to the Zone Map Amendment. No other identified natural or geologic hazards are located within the area to be rezoned. An Abbreviated SROZ Map Verification or Significant Resource Impact Report (SRIR) were not required as part of the current application, however, the City's Natural Resources Manager reviewed the application and prepared advisory findings, conditions and requirements. Briefly, the Natural Resources Manager found that the proposed stormwater facility within the SROZ qualifies as exempt development and that, due

to the current condition of the site, the placement and operation of the stormwater facility will provide water quality and habitat benefit through the planting of vegetation and the installation of soil media.

Development within 2 Years

Subsection 4.197 (.02) C. 6.

17. The applicant proposes full development in a single phase to commence within two (2) years of initial approval of the zone change. In the scenario where the applicant or their successors do not start development within two (2) years, thus allowing related land use approvals to expire, the zone change shall remain in effect.

Development Standards and Conditions of Approval

Subsection 4.197 (.02) C. 7.

18. As can be found in the findings for the accompanying request for a Stage I Preliminary Plan (Case File No. DB24-0001), the applicable development standards will be met either as proposed or as a condition of approval.

**DEVELOPMENT REVIEW BOARD
RESOLUTION NO. 436**

A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL TO CITY COUNCIL OF A ZONE MAP AMENDMENT FROM FUTURE DEVELOPMENT AGRICULTURAL-HOLDING (FDA-H) TO PLANNED DEVELOPMENT INDUSTRIAL (PDI) OF APPROXIMATELY 8.66 ACRES AND VACATION OF APPROXIMATELY 0.35 ACRE OF RIGHT-OF-WAY, AND ADOPTING FINDINGS AND CONDITIONS APPROVING A STAGE 1 PRELIMINARY PLAN, STAGE 2 FINAL PLAN, SITE DESIGN REVIEW, LOT LINE ADJUSTMENT, AND TYPE C TREE REMOVAL PLAN FOR SITE IMPROVEMENTS AT THE OREPAC PROPERTIES LOCATED AT 30160 AND 30170 SW OREPAC AVENUE, 30445 SW BOONES FERRY ROAD, AND 9655 SW 5TH STREET.

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Darin Coder for Inland Pacific Properties LLC – Owner/Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the subject site is located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5th Street on Tax Lots 600, 680, 690, 700, 701, 780, and 791, Section 23B, and Tax Lots 101, 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, and

WHEREAS, the Planning Staff has prepared the staff report on the above-captioned subject dated August 29, 2024, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel A at a scheduled meeting conducted on September 9, 2024, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

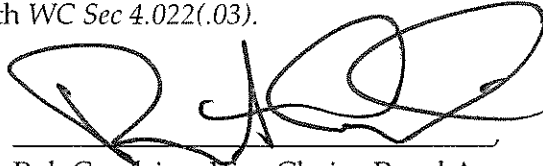
WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby incorporate as part of this resolution, as if fully set forth herein, the staff report, as adopted with any amendments and attached hereto, with findings and recommendations contained therein, and authorizes the Planning Director to issue permits consistent with said recommendations for:

DB24-0001 OrePac Site Improvements: Zone Map Amendment (ZONE24-0001), Stage 1 Preliminary Plan (STG124-0001), Stage 2 Final Plan (STG224-0001), Site Design Review (SDR24-0001), Lot Line Adjustment (ARC224-0002), Right-of-Way Vacation (STVC24-0001), and Type C Tree Removal Plan (TPLN24-0001).

ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 9th day of September, 2024, and filed with the Planning Administrative Assistant on

Sept. 10, 2024. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per *WC Sec 4.022(.09)* unless appealed per *WC Sec 4.022(.02)* or called up for review by the Council in accordance with *WC Sec 4.022(.03)*.



Rob Candrian, Vice-Chair - Panel A
Wilsonville Development Review Board

Attest:



Shelley White, Planning Administrative Assistant

ORDINANCE NO. 895**AN ORDINANCE OF THE CITY OF WILSONVILLE APPROVING A ZONE MAP AMENDMENT FROM THE CITY OF WILSONVILLE FUTURE DEVELOPMENT AGRICULTURAL-HOLDING (FDA-H) ZONE TO THE PLANNED DEVELOPMENT INDUSTRIAL (PDI) ZONE ON APPROXIMATELY 8.66 ACRES AT THE OREPAC PROPERTIES LOCATED AT 9655 SW 5TH STREET.**

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Darin Coder for Inland Pacific Properties LLC – Owner/Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code; and

WHEREAS, the property subject to the Zone Map Amendment is located at 9655 SW 5th Street, Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon; and

WHEREAS, Tax Lots 101 (adjusted), 200, and 300, in the southern part of the OrePac site are currently zoned Future Development Agricultural-Holding (FDA-H), which is inconsistent with the Comprehensive Plan designation of Industrial and the Planned Development Industrial (PDI) zoning of the northern part of the OrePac site; and

WHEREAS, the City of Wilsonville desires to have the properties zoned consistent with their Wilsonville Comprehensive Plan Map designation of Industrial rather than maintain the current FDA-H zoning designation; and

WHEREAS, the City of Wilsonville Planning Staff analyzed the Zone Map Amendment request and prepared a staff report for the Development Review Board, finding that the application met the requirements for a Zone Map Amendment and recommending approval of the Zone Map Amendment, which staff report was presented to the Development Review Board on September 9, 2024; and

WHEREAS, the Development Review Board Panel A held a duly advertised public hearing on the application for a Zone Map Amendment on September 9, 2024, and after taking public testimony and giving full consideration to the matter, adopted Resolution No. 436 which recommends City Council approval of the Zone Map Amendment request (Case File No. ZONE24-

0001; see DB24-0001), adopts the staff report with findings and recommendation, all as placed on the record at the hearing; and

WHEREAS, on October 7, 2024, the Wilsonville City Council held a public hearing regarding the above described matter, wherein the City Council considered the full public record made before the Development Review Board, including the Development Review Board and City Council staff reports; took public testimony; and, upon deliberation, concluded that the proposed Zone Map Amendment meets the applicable approval criteria under the City of Wilsonville Development Code.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

- Section 1. Findings. The City Council adopts, as findings and conclusions, the forgoing Recitals and the Zone Map Amendment Findings in Exhibit B, as if fully set forth herein.
- Section 2. Determination. The official City of Wilsonville Zone Map is hereby amended by Zoning Order ZONE24-0001, attached hereto as Exhibit A, from the City of Wilsonville Future Development Agricultural-Holding (FDA-H) Zone to the Planned Development Industrial (PDI) Zone.
- Section 3. Effective Date. This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval.

SUBMITTED by the Wilsonville City Council and read for the first time at a regular meeting thereof this 7th day of October, 2024, and scheduled the second reading on the 21st day of October, 2024, commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

Kimberly Veliz, City Recorder

ENACTED by the City Council on the 21st day of October, 2024, by the following votes:

Yes: _____ No: _____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this 21st day of October, 2024.

JULIE FITZGERALD, MAYOR

SUMMARY OF VOTES:

- Mayor Fitzgerald
- Council President Akervall
- Councilor Berry
- Councilor Dunwell
- Councilor Linville

EXHIBITS:

- A. Zoning Order ZONE24-0001 Including Legal Description and Sketch Depicting Zone Map Amendment
- B. Zone Map Amendment Findings
- C. Development Review Board Panel A Resolution No. 436 Recommending Approval of Zone Map Amendment

**BEFORE THE CITY COUNCIL OF THE CITY
OF WILSONVILLE, OREGON**

In the Matter of the Application of)
 Darin Coder for Inland Pacific Properties)
 LLC, for a Rezoning of Land and) **ZONING ORDER ZONE24-0001**
 Amendment of the City of Wilsonville)
 Zoning Incorporated in Section 4.102)
 of the Wilsonville Code.)

The above-entitled matter is before the Council to consider the application of ZONE24-0001, for a Zone Map Amendment and an Order, amending the official Zoning Map as incorporated in Section 4.102 of the Wilsonville Code.

The Council finds that the subject property (“Property”), legally described and shown on the attached legal description and sketch, has heretofore appeared on the City of Wilsonville zoning map as Future Development Agricultural-Holding (FDA-H).

The Council having heard and considered all matters relevant to the application for a Zone Map Amendment, including the Development Review Board record and recommendation, finds that the application should be approved.

THEREFORE IT IS HEREBY ORDERED that the Property, consisting of approximately 8.66 acres located at 9655 SW 5th Street and comprising Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, as more particularly shown and described in the attached legal description and sketch, is hereby rezoned to Planned Development Industrial (PDI), subject to conditions detailed in this Order’s adopting Ordinance. The foregoing rezoning is hereby declared an amendment to the Wilsonville Zoning Map (Section 4.102 WC) and shall appear as such from and after entry of this Order.

Dated: This 21st day of October, 2024.

 JULIE FITZGERALD, MAYOR

APPROVED AS TO FORM:

 Amanda Guile-Hinman, City Attorney

ATTEST:

Kimberly Veliz, City Recorder

Attachment: Legal Description and Sketch Depicting Land/Territory to be Rezoned

OrePac PLA
Project: 0864

**Zone Map Amendment Subject Area
Assessors Maps 31W23B, 31W23BD
City of Wilsonville, Clackamas County, OR.**

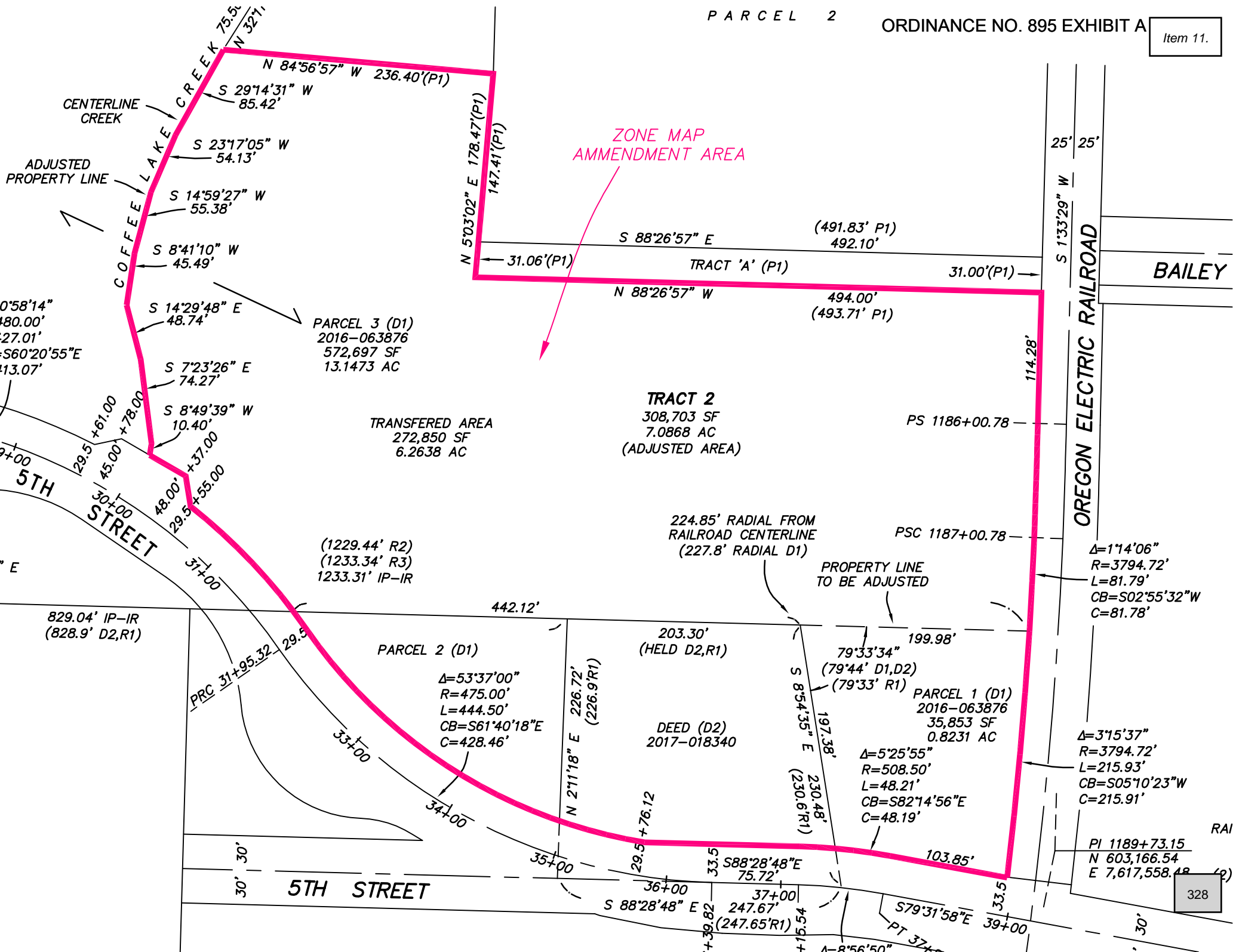
A tract of land situated in the N.W. 1/4 of Section 23, T.3S., R.1W., W.M. in the City of Wilsonville, Clackamas County, Oregon, being more particularly described as follows:

Beginning at the Southeast corner of Parcel 1, Partition Plat No. 1990-92, Clackamas County Plat Records; thence N 84°56'57" W along the South line of said Parcel 1, 236.40; thence S 29°14'31" W, 85.42 feet; thence S 23°17'05" W, 54.13 feet; thence S 14°59'27" W, 55.38 feet; thence S 8°41'10" W, 45.49 feet; thence S 14°29'48" E, 48.74 feet; thence S 7°23'26" E, 74.27 feet; thence S 8°49'39" W, 10.40 feet to the North right of way line of 5th Street; thence Easterly along said North right of way line to the West right of way line of the Oregon Electric Railroad; thence Northerly along said West right of way line to the Southeast corner of Tract 'A' of said Partition Plat No. 1990-92; thence N 88°26'57" W along the South line of said Tract 'A', 494.00 feet; thence N 5°03'02" E along the West line of said Tract 'A' and the West line of Parcel 2 of said Partition Plat No. 1990-92, 178.47 feet to the point of beginning.

Contains 8.6556 acres.

The courses above are derived from a Record of Survey by Griffin Land Surveying Inc, filed in the Clackamas County Survey Records.





CLACKAMAS COUNTY SURVEYOR

RECEIVED: _____

ACCEPTED FOR FILING: _____

SURVEY NUMBER: _____

Record of Survey

PROPERTY LINE ADJUSTMENT
WITHIN THE THOMAS BAILEY DLC 45
IN THE N.W. 1/4 OF SECTION 23, T.3S., R.1W., W.M.
CITY OF WILSONVILLE, CLACKAMAS COUNTY, OREGON,

JULY 8, 2024

FOR: INLAND PACIFIC PROPERTIES, LLLC

NARRATIVE:

THE BASIS OF BEARINGS IS THE WEST LINE OF THE THOMAS BAILEY DLC 45 PER SN 2017-241. THIS SURVEY WAS PERFORMED TO SET OUT THE BOUNDARIES OF A PROPERTY LINE ADJUSTMENT PER CITY OF WILSONVILLE PLANNING FILE NO: DB24-0001 OREPAC SITE IMPROVEMENTS.

MONUMENTS WERE HELD ALONG THE CENTERLINES OF 5TH STREET AND KINSMAN ROAD, ALONG WITH CONTROL POINTS SHOWN ON SN 2017-241 AND 2024-004 TO ESTABLISH SAID ROADS AND RIGHT OF WAY LINES. DATA WAS USED PER SAID SURVEYS, FOR THE POSITION OF MONUMENTS DESTROYED BY CONSTRUCTION.

THE SOUTH AND WEST LINES OF PARTITION PLAT NO. 1990-92 WAS ESTABLISHED BY HOLDING PLAT DATA AND THE THREE MONUMENTS ALONG SAID LINES AS SHOWN.

DATA WAS HELD PER SN 2017-241 TO ESTABLISH THE CENTERLINE AND RIGHT OF WAY LINE OF OREGON ELECTRIC RAILROAD.

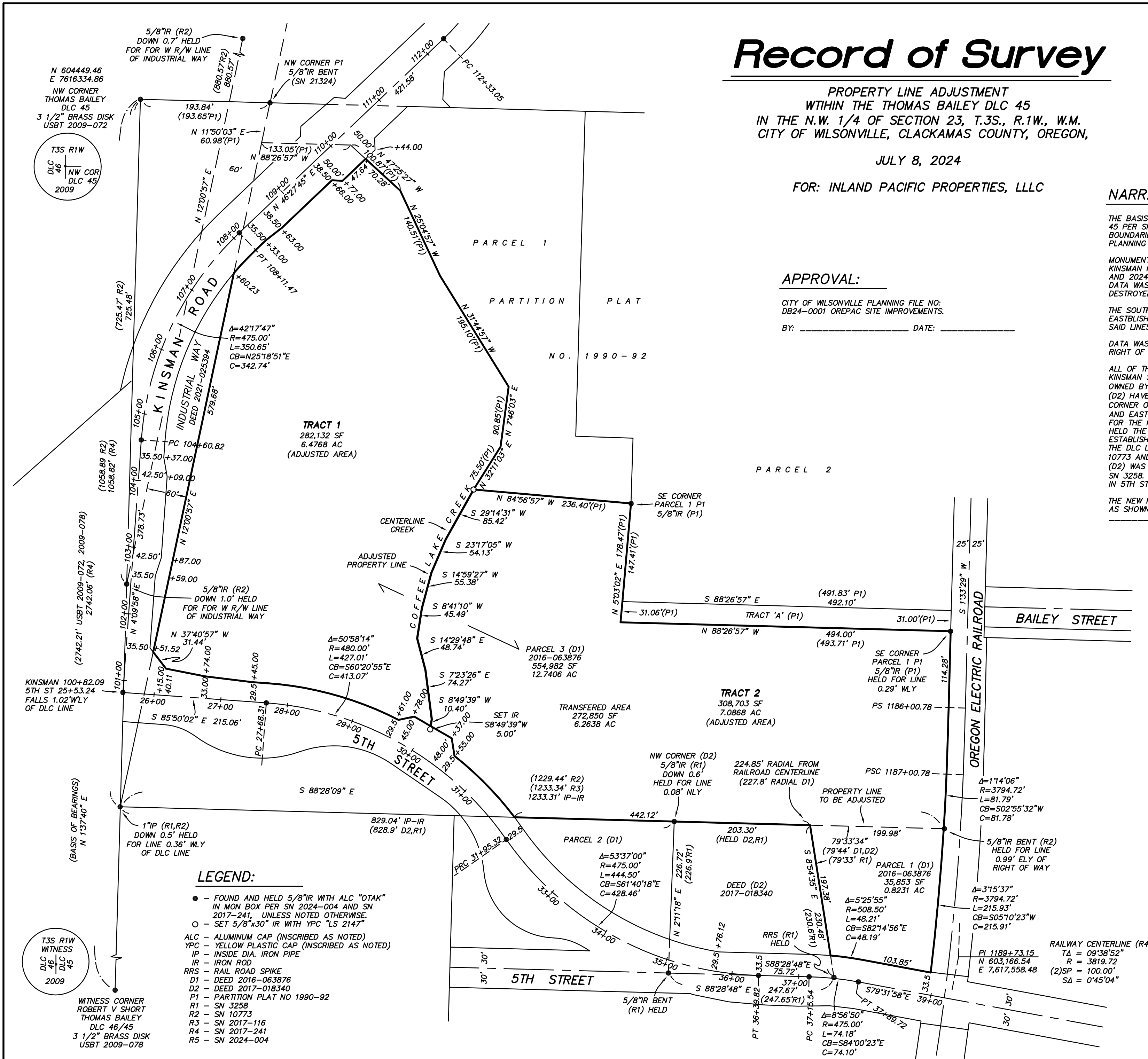
ALL OF THE PROPERTIES BOUNDED BY 5TH STREET, INDUSTRIAL WAY, KINSMAN STREET, PARTITION PLAT NO. 1990-92 AND THE RAILROAD ARE OWNED BY THE SAME ENTITY. THE LINE COMMON TO PARCEL 1 (D1) AND (D2) HAVE THE SAME DIRECTION CALL (SOUTH 10'16" EAST). THE NORTH CORNER OF THE WEST LINE OF PARCEL 1 (D1) (DESCRIBED FROM THE EAST) AND EAST LINE OF (D2) (DESCRIBED FROM THE WEST) ARE IN CONFLICT. FOR THE PURPOSE OF COMPUTING AREAS FOR THIS ADJUSTMENT I HAVE HELD THE MONUMENTS AND DATA FROM THE 1990 SURVEY SN 3258 TO ESTABLISH THE LINE. FOR THE NORTH LINE I HELD THE IRON PIPE NEAR THE DLC LINE AND THE IR NEAR THE RAILROAD RIGHT OF WAY PER SN 10773 AND THE IR NEAR THE NW CORNER OF (D2). THE NE CORNER OF (D2) WAS ESTABLISHED AT DEED DISTANCE (203.30') PER THE DEED AND SN 3258. THE EAST LINE OF (D2) WAS ESTABLISHED BY HOLDING THE RRS IN 5TH STREET PER SN 3258.

THE NEW PROPERTY LINE WAS SET OUT AT THE DIRECTION OF THE CLIENT AS SHOWN. THE ADJUSTMENT DEED IS RECORDED AS DOCUMENT NO. _____, CLACKAMAS COUNTY RECORDS.

APPROVAL:

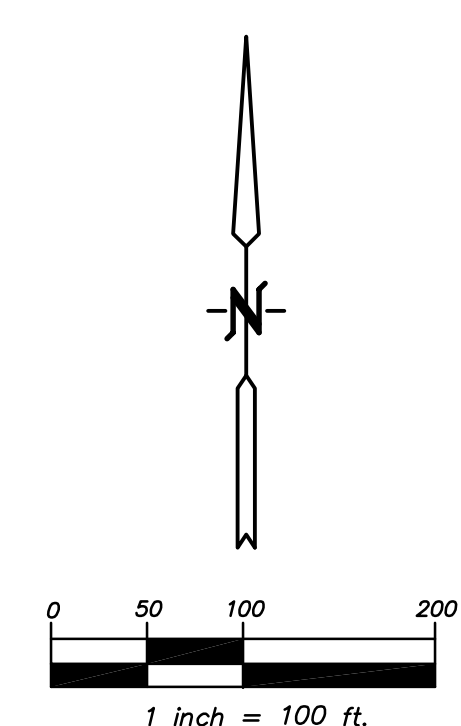
CITY OF WILSONVILLE PLANNING FILE NO:
DB24-0001 OREPAC SITE IMPROVEMENTS.

BY: _____ DATE: _____



LEGEND:

- - FOUND AND HELD 5/8" IR WITH ALC "OTAK" IN MON BOX PER SN 2024-004 AND SN 2017-241, UNLESS NOTED OTHERWISE.
- - SET 5/8"x30" IR WITH YPC "LS 2147"
- ALC - ALUMINUM CAP (INSCRIBED AS NOTED)
- YPC - YELLOW PLASTIC CAP (INSCRIBED AS NOTED)
- IP - INSIDE DIA. IRON PIPE
- IR - IRON ROD
- RRS - RAIL ROAD SPIKE
- D1 - DEED 2016-063876
- D2 - DEED 2017-018340
- P1 - PARTITION PLAT NO 1990-92
- R1 - SN 3258
- R2 - SN 10773
- R3 - SN 2017-116
- R4 - SN 2017-241
- R5 - SN 2024-004



REGISTERED
PROFESSIONAL
LAND SURVEYOR

Kenneth D. Griffin

OREGON
JULY 26, 1985
KENNETH D. GRIFFIN
2147

RENEWS: 6/30/25
0864 OREPAC PLA

GRIFFIN LAND SURVEYING INC.
6107 SW MURRAY BLVD. #409
BEAVERTON, OR. 97008
PHONE: (503)201-3116

N 604449.46
E 7616334.86
NW CORNER
THOMAS BAILEY
DLC 45
3 1/2" BRASS DISK
USBT 2009-072

T3S R1W
DLC 46
NW COR
DLC 45
2009

T3S R1W
DLC 46
DLC 45
2009

WITNESS CORNER
ROBERT V SHORT
THOMAS BAILEY
DLC 46/45
3 1/2" BRASS DISK
USBT 2009-078



Ordinance No. 895 Exhibit B
Zone Map Amendment Findings

OrePac Site Improvements

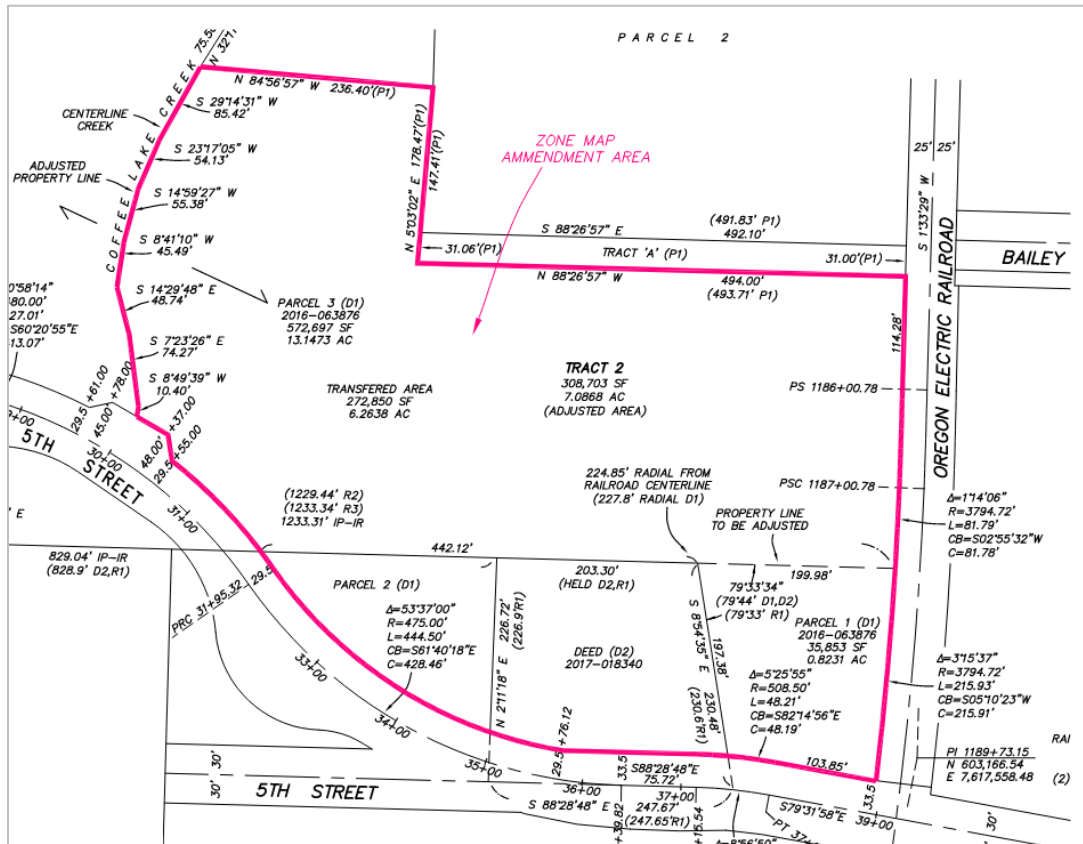
City Council
Quasi-Judicial Public Hearing

| | |
|--|---|
| Hearing Date: | October 7, 2024 |
| Date of Report: | September 17, 2024 |
| Application Nos.: | DB24-0001 OrePac Site Improvements (ZONE24-0001 Zone Map Amendment) |
| Request/Summary: | City Council approval of a quasi-judicial Zone Map Amendment of approximately 8.66 acres. |
| Location: | Property subject to the Zone Map Amendment is located at 9655 SW 5 th Street, Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon. |
| Owner/Applicant: | Inland Pacific Properties LLC (Contact: Darin Coder) |
| Applicant's Representative: | Mackenzie (Contact: Sid Hariharan Godt) |
| Comprehensive Plan Designation: | Industrial |
| Zone Map Classification: | Current/Proposed: Tax Lots 101 (adjusted), 200, 300: FDA-H (Future Development Agricultural – Holding)/PDI (Planned Development Industrial) |
| Staff Reviewer: | Cindy Luxhoj AICP, Associate Planner |
| Staff Recommendation: | <u>Adopt</u> the requested Zone Map Amendment. |

Applicable Review Criteria:

| | |
|----------------------------------|---|
| Development Code: | |
| Section 4.008 | Application Procedures-In General |
| Section 4.009 | Who May Initiate Application |
| Section 4.010 | How to Apply |
| Section 4.011 | How Applications are Processed |
| Section 4.014 | Burden of Proof |
| Section 4.031 (.01) F. | Authority of the Development Review Board: Zone Changes |
| Subsection 4.033 (.01) A. | Authority of City Council: Zone Changes |
| Section 4.110 | Zones |
| Section 4.135 | Planned Development Industrial (PDI) Zone |
| Section 4.140 | Planned Development Regulations |
| Section 4.197 | Zone Changes |
| Other Planning Documents: | |
| Wilsonville Comprehensive Plan | |
| Area of Special Concern G | |
| Previous Land Use Approvals | |

Vicinity Map



Summary:

Zone Map Amendment (ZONE24-0001)

A Zone Map Amendment is requested to change the zoning of the southern portion of the OrePac site, Tax Lots 101 (adjusted), 200, and 300, from Future Development Agricultural-Holding (FDA-H) to Planned Development Industrial (PDI) consistent with the Comprehensive Plan designation of Industrial and existing zoning on the northern part of the subject site.

Conclusion and Conditions of Approval:

Staff recommends approval with the following conditions:

Request: Zone Map Amendment (ZONE24-0001)

This action recommends to the City Council adoption of the Zone Map Amendment for the subject properties. Requests STG124-0001, STG224-0001, SDR24-0001, ARC224-0002, and TPLN24-0001 (Case File No. DB24-0001) are contingent on City Council action on the Zone Map Amendment request.

No conditions for this request.

Findings of Fact:

NOTE: Pursuant to Section 4.014 the burden of proving that the necessary findings of fact can be made for approval of any land use or development application rests with the applicant in the case.

General Information

Application Procedures-In General Section 4.008

The City's processing of the application is in accordance with the applicable general procedures of this Section.

Initiating Application Section 4.009

The owners of all property included in the application signed the application forms and initiated the application.

Request: Zone Map Amendment (ZONE24-0001)

As described in the Findings below, the request meets the applicable criteria or will by Conditions of Approval.

Comprehensive Plan

Areas of Special Concern-Area G-Summary and Special Considerations

1. The OrePac property is located in Area of Special Concern G (Area G) in the Comprehensive Plan. This area includes a concrete plant (Wilsonville Concrete), building products distribution and an office building (OrePac), rural residential/agricultural use, and Coffee Lake Creek (Seely Ditch). The summary about Area G notes that extension of SW Kinsman Road, south to SW Industrial Way, and extension of SW Bailey and/or SW 5th Streets, west at least to SW Industrial Way/SW Kinsman Road, would improve access to and from Old Town. It further notes that the extension would also provide a signalized intersection for the industrial truck traffic generated to the south. Tract A on the OrePac property was identified as a possible alignment for the SW Bailey Street extension. However, the location was subsequently changed to be an extension of SW 5th Street rather than SW Bailey Street. As a result, the existing dedicated public right-of-way is now redundant and the applicant is requesting its vacation.

Areas of Special Concern-Area G-Master Plan for Compatibility and Continuity

Design Objective 1

2. The applicant proposes a Zone Map Amendment, lot line adjustment, right-of-way vacation and other site improvements to bring the subject site into compliance with Code standards, as well as to accommodate future potential expansion of OrePac's operations. These actions are consistent with master planning (Stage I) of large areas required by this Design Objective to accommodate new compatible residential, industrial, and office development, and provide for continuity of design and coordination of uses.

Areas of Special Concern-Area G-Coordinate Access and Circulation

Design Objective 2

3. The SW 5th Street to SW Kinsman Road project, completed in 2023 and bordering the OrePac site on the south, achieves the intent of Design Objective 2 to provide coordinated access and circulation that accommodates industrial development and helps minimize congestion on SW Wilsonville Road. The applicant's proposed new driveway access for the property to SW 5th Street consistent is consistent with this Design Objective.

Areas of Special Concern-Area G-Identify Appropriate Street Alignments

Design Objective 3

4. The applicant's request to vacate a portion of SW Bailey Street right-of-way within the subject property that is no longer needed, so that the property may be used for future industrial development as part of OrePac operations, is consistent with this Design Objective's intent to

identify appropriate street alignments that provide needed access and circulation while serving adjacent properties and Old Town.

Areas of Special Concern-Area G-Provide Buffer for Residential Developments
Design Objective 4

5. This Design Objective, which requires buffering along the western perimeter of Area G for adjacent residential developments, does not apply to the current application.

Areas of Special Concern-Area G-Maintain and Enhance Natural Features
Design Objective 5

6. The applicant does not propose any site improvements that would affect the aesthetic or environmental quality of Coffee Lake Creek (Seely Ditch), which runs through the property, consistent with this Design Objective.

Areas of Special Concern-Area G-Limit Incompatible Uses
Design Objective 6

7. The applicant's current operations and proposed site improvements are consistent with Design Objective 6, which requires careful limitation of incompatible uses in Area G while minimizing noise and air quality impacts on adjacent residential neighborhoods.

Areas of Special Concern-Area G-Identify Appropriate Street Alignments
Design Objective 7

8. The site improvements proposed in the current application (DB24-0001) will not affect the viability of or result in minimization of the disruptive and incompatible nature of the railroad, which abuts the eastern side of the subject property.

Development Code

Zoning Consistent with Comprehensive Plan
Section 4.029

9. Concurrently with the Stage 1 Preliminary Plan (in DB24-0001), the applicant is applying for a Zone Map Amendment to change the zoning of Tax Lots 101 (adjusted by Lot Line Adjustment ARC224-0002; DB24-0001), 200, and 300, from Future Development Agricultural-Holding (FDA-H) to Planned Development Industrial (PDI), consistent with the Comprehensive Plan designation of Industrial.

Base Zones
Subsection 4.110 (.01)

10. The requested zoning designation of PDI is among the base zones identified in this subsection.

Standards for Planned Development Industrial Zone

Purpose of PDI

Subsection 4.135 (.01)

11. The zoning will allow a variety of industrial operations and associated uses, such as those proposed by the applicant, consistent with the purpose stated in this subsection.

Uses Typically Permitted

Subsection 4.135 (.03)

12. The proposed zoning will allow uses such as those proposed by the applicant including manufacturing and associated office use, warehousing, storage, and distribution, consistent with the list established in this subsection.

Zone Change Procedures

Subsection 4.197 (.02) B. and C. 1.

13. The request for a Zone Map Amendment has been submitted as set forth in the applicable Code sections including Section 4.008, Section 4.140, and Subsections 4.197 (.02) B. and C.

Conformance with Comprehensive Plan Map, etc.

Subsection 4.197 (.02) C. 2.

14. The proposed Zone Map Amendment is consistent with the Comprehensive Plan Map designation of Industrial with consideration given to Design Objectives for Area of Special Concern G in the Comprehensive Plan (see Findings 1 through 8).

Public Facility Concurrency

Subsection 4.197 (.02) C. 4. and C. 8.

15. Based on existing nearby utilities and utility master plans, and the Transportation System Plan, necessary facilities are or can be made available for development of the subject property consistent with the proposed zoning. A preliminary review of the application materials appears to confirm the site can be adequately served by streets and utilities. Details of required street and utility connections and improvements will be established with review of subsequent Stage 2 Final Plans.

Impact on Significant Resource Overlay Zone (SROZ) Areas

Subsection 4.197 (.02) C. 5.

16. Coffee Lake Creek (Seely Ditch), identified as SROZ and its associated Impact Area, runs north-south along the western boundary of the portion of the property that is subject to the Zone Map Amendment. No other identified natural or geologic hazards are located within the area to be rezoned. An Abbreviated SROZ Map Verification or Significant Resource Impact Report (SRIR) were not required as part of the current application, however, the City's Natural Resources Manager reviewed the application and prepared advisory findings, conditions and requirements. Briefly, the Natural Resources Manager found that the proposed stormwater facility within the SROZ qualifies as exempt development and that, due

to the current condition of the site, the placement and operation of the stormwater facility will provide water quality and habitat benefit through the planting of vegetation and the installation of soil media.

Development within 2 Years

Subsection 4.197 (.02) C. 6.

17. The applicant proposes full development in a single phase to commence within two (2) years of initial approval of the zone change. In the scenario where the applicant or their successors do not start development within two (2) years, thus allowing related land use approvals to expire, the zone change shall remain in effect.

Development Standards and Conditions of Approval

Subsection 4.197 (.02) C. 7.

18. As can be found in the findings for the accompanying request for a Stage I Preliminary Plan (Case File No. DB24-0001), the applicable development standards will be met either as proposed or as a condition of approval.

**DEVELOPMENT REVIEW BOARD
RESOLUTION NO. 436**

A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL TO CITY COUNCIL OF A ZONE MAP AMENDMENT FROM FUTURE DEVELOPMENT AGRICULTURAL-HOLDING (FDA-H) TO PLANNED DEVELOPMENT INDUSTRIAL (PDI) OF APPROXIMATELY 8.66 ACRES AND VACATION OF APPROXIMATELY 0.35 ACRE OF RIGHT-OF-WAY, AND ADOPTING FINDINGS AND CONDITIONS APPROVING A STAGE 1 PRELIMINARY PLAN, STAGE 2 FINAL PLAN, SITE DESIGN REVIEW, LOT LINE ADJUSTMENT, AND TYPE C TREE REMOVAL PLAN FOR SITE IMPROVEMENTS AT THE OREPAC PROPERTIES LOCATED AT 30160 AND 30170 SW OREPAC AVENUE, 30445 SW BOONES FERRY ROAD, AND 9655 SW 5TH STREET.

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Darin Coder for Inland Pacific Properties LLC – Owner/Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the subject site is located at 30160 and 30170 SW OrePac Avenue, 30445 SW Boones Ferry Road, and 9655 SW 5th Street on Tax Lots 600, 680, 690, 700, 701, 780, and 791, Section 23B, and Tax Lots 101, 200, and 300, Section 23BD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon, and

WHEREAS, the Planning Staff has prepared the staff report on the above-captioned subject dated August 29, 2024, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel A at a scheduled meeting conducted on September 9, 2024, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

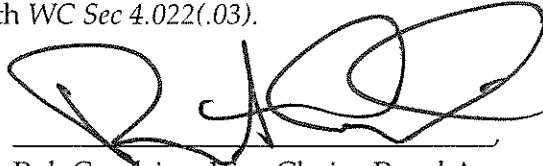
WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby incorporate as part of this resolution, as if fully set forth herein, the staff report, as adopted with any amendments and attached hereto, with findings and recommendations contained therein, and authorizes the Planning Director to issue permits consistent with said recommendations for:

DB24-0001 OrePac Site Improvements: Zone Map Amendment (ZONE24-0001), Stage 1 Preliminary Plan (STG124-0001), Stage 2 Final Plan (STG224-0001), Site Design Review (SDR24-0001), Lot Line Adjustment (ARC224-0002), Right-of-Way Vacation (STVC24-0001), and Type C Tree Removal Plan (TPLN24-0001).

ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 9th day of September, 2024, and filed with the Planning Administrative Assistant on

Sept. 10, 2024. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per *WC Sec 4.022(.09)* unless appealed per *WC Sec 4.022(.02)* or called up for review by the Council in accordance with *WC Sec 4.022(.03)*.



Rob Candrian, Vice-Chair - Panel A
Wilsonville Development Review Board

Attest:



Shelley White, Planning Administrative Assistant

QUARTERLY REPORT

Contracts Approved pursuant to WC 2.312(1)(a), (b) and (c) (Third Quarter 2024: July 1, 2024 through September 30, 2024)

A. Contracts with a value of between \$100,000 and \$250,000 (WC 2.312(1)(a))

| <i>Project Name</i> | <i>Contractor/Consultant</i> | <i>Contract Amount</i> | <i>Eff. Date</i> | <i>End Date</i> | <i>Dept.</i> | <i>CIP #</i> |
|--|--------------------------------|------------------------|------------------|-----------------|--------------|--------------|
| Wilsonville Utility Revenue Assessment/Fee Update | Financial Consulting Solutions | \$145,305 | 7/29/24 | 6/30/25 | Eng'g | 2066, 7059 |
| Boeckman Rd Corridor/Kinsman Rd Corridor Landscape Maintenance | Showplace Landscape Services | \$135,402 | 7/1/24 | 6/29/26 | PW | 0 |

B. Procurement activity that is not a Public Contract with aggregate consideration of up to \$100,000 (WC 2.312(1)(b))

ORS 279A.010(w): “Procurement” means the act of purchasing, leasing, renting or otherwise acquiring goods or services. “Procurement” includes each function and procedure undertaken or required to be undertaken by a contracting agency to enter into a public contract, administer a public contract and obtain the performance of a public contract under the Public Contracting Code.

ORS 279A.010(z): “Public contract” means a sale or other disposal, or a purchase, lease, rental or other acquisition, by a contracting agency of personal property, services, including personal services, public improvements, public works, minor alterations, or ordinary repair or maintenance necessary to preserve a public improvement. “Public contract” does not include grants.

| <i>Project Name/Document Type</i> | <i>Interagency Name</i> | <i>Grant Amount</i> | <i>Eff. Date</i> | <i>End Date</i> | <i>Dept.</i> | <i>Grant #</i> |
|--|-------------------------------------|---------------------|------------------|-----------------|--------------|----------------|
| Planning Compliance 2023-25 Climate-Friendly and Equitable Communities Grant Agreement | Dept. of Land Conservation and Dev. | \$20,000 | 7/15/24 | 5/31/25 | Planning | CFEC-25-014 |

C. Change orders or contract amendments with an aggregate value between 15 and 25% of Original Contract Value (WC 2.312(1)(c))

None.

From The Director's Office

Greetings,

On August 26, Senator Woods and Representative Neron from the State Legislature, Metro Councilor Lewis, Clackamas County Commissioner Schrader, Mayor Fitzgerald and City Councilors, along with City Staff and the developer's team from Palindrome broke ground at SMART Central on the City's new "Vuela" affordable housing project. Vuela will provide 121 housing units affordable to households making between 30% and 80% of Area Median Income, with a focus on family-sized units with convenient access to regional transit and social services, including the new home of Wilsonville Community Sharing, the local foodbank.



The project will include a coffee house/community space, outdoor plaza and play areas with mature preserved trees, sustainability features, including Energy Star appliances, rooftop solar panels and EV charging stations. The \$57M project was funded by a complex stack of public financing subsidies including:

- \$28.4 million in tax-exempt bonds issued by Oregon Housing and Community Services
- \$24.6 million in equity from federal low-income housing tax credits allocated by Oregon Housing and Community Services
- \$8 million in regional Metro Affordable Housing Bond Funds awarded by Clackamas County
- \$1.4 million City of Wilsonville system development charge (SDC) subsidy and land donations
- \$1.9 million state legislative grant
- \$250,000 Metro Transit Oriented Development grant

The addition of a high-quality project like Vuela in Wilsonville comes at a critical time when many community members need support in the form of housing that is not a cost burden on their families. Controlling rents to percentages of area median incomes provides opportunities for working families to get ahead in life and not pay disproportionate amounts of their income on housing. As housing prices have skyrocketed, cost burden has become a growing crisis for our city and region. I am very proud to be a part of the city team who supported this vision from concept to reality.

Respectfully submitted,

Chris Neamtzu, AICP

Community Development Director

Building Division

In Wilsonville, the Building Division ensures that all construction projects meet safety and code standards. While many residents are aware that large-scale residential projects like new home constructions or major renovations require permits, there are several smaller projects that also necessitate permits, often surprising homeowners.

For instance, installing or changing any part of a heating or cooling system that must be vented into a chimney requires a permit. This includes unvented decorative appliances, woodstoves, fireplace inserts, and pellet stoves. Additionally, any alterations or repairs to gas piping between the meter and an appliance, whether indoors or outdoors, also need a permit. Even installing bath fans, dryer exhausts, kitchen range exhausts, and water heaters that require venting falls under this category.

Another common project that requires a permit is the construction of accessory structures or sheds. Before adding a detached accessory structure to your property, it's essential to consult with the Planning Division to ensure the project meets the city's Development Code. Once approved, you must provide the Building Division with the dimensions, height, and proposed location of the structure to determine if a building permit is necessary. It's also important to note that even seemingly minor projects like building a deck or patio cover might need a permit. For example, enclosed or unenclosed patio covers that exceed 200 square feet or are more than 30 inches above adjacent grade require a permit. Similarly, any deck or porch that comes closer than three feet to property lines must be reviewed and approved by the Building Division.



By obtaining the necessary permits, homeowners can ensure their projects are safe, code-compliant, and legally sound. The Wilsonville Building Division is committed to helping residents navigate the permitting process, providing guidance and support every step of the way. For more information or to start your permit application, visit the city's online permitting portal or contact the Building Division directly.

City of Wilsonville Building Division FAQs

<https://www.ci.wilsonville.or.us/building/page/faqs-building>

Economic Development Division

Celebrating with Twist Bioscience

On September 6, 2024, Mayor Julie Fitzgerald and members of the City Council gathered at Twist Bioscience on Parkway with business and industry leaders, Oregon Bioscience Association and members of their board, staff and board members from Greater Portland Inc., Business Oregon, state representatives and staff from the offices of federal elected officials, to celebrate the first rebate issued under the City's WIN (Wilsonville Investment Now) economic development incentive program. The event was well-attended and well-received by those present. Attendees got to tour the impressive Twist facility, where they have invested over \$80 million in capital improvements, and hear from Mayor Fitzgerald as well as senior leaders at Twist.

City staff co-planned and executed this event together with Corporate Affairs and Communications staff from Twist to shine a light on Twist's ongoing success and the role of the WIN program. Twist has hired over 270 at their Wilsonville "Factory of the Future" and continue to grow.

Addressing Town Center Questions & Concerns

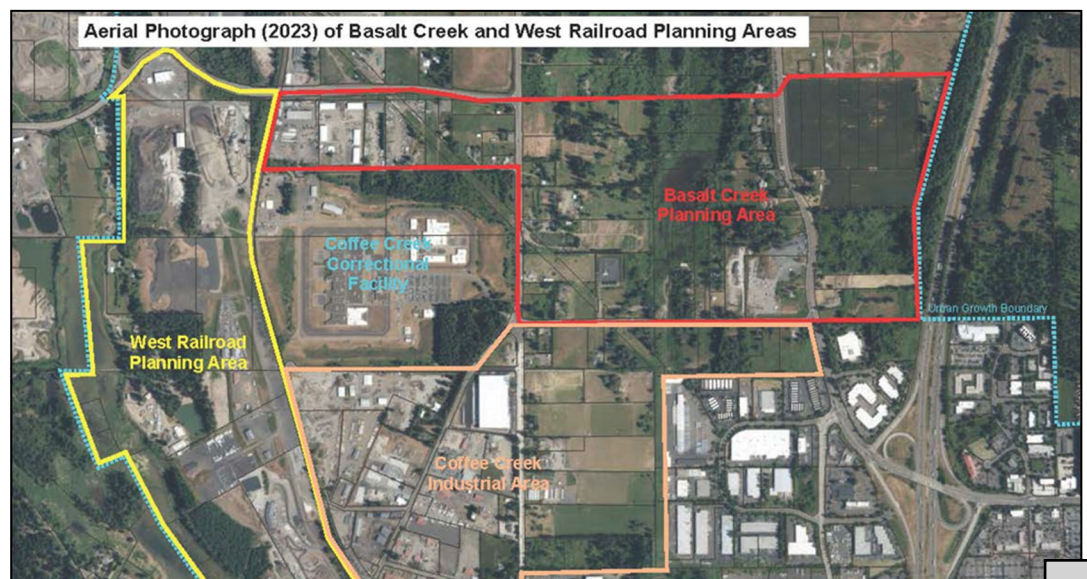
In the month of September, substantial staff time has been spent listening to concerns from several residents, researching, and preparing responses to those questions and concerns. The subject of the concerns is primarily Town Center and the long-term vision of the Town Center Plan, which allows for the construction of multifamily and mixed-use development. In general the concern is about density and traffic congestion associated with that density. More specifically, there are concerns about a discrepancy between development forecasts found in the 2019 Town Center Plan and the 2023 Town Center Urban Renewal Feasibility Study.

The 2019 Town Center Plan and the 2023 Urban Renewal Feasibility Study reflect the City of Wilsonville's ongoing commitment to thoughtful, data-driven land-use and financial planning. The two studies and forecasts serve different purposes, but both represent efforts to plan for growth responsibly, to maintain and enhance quality of life for Wilsonville's current and future residents.

Wilsonville Industrial Land Readiness + Basalt Creek

Economic Development staff has supported the Planning Division as they lead the City through the important work of establishing zoning for the Basalt Creek Industrial Area. The scope of this work includes economic inventory and market analysis, a buildable lands inventory, some site specific work that looks at suitability for certain industrial uses, and an analysis of the ongoing proliferation of so-called "contractor establishments" in the West Railroad, Coffee Creek and Basalt Creek areas.

The goal of this work will be to bring Basalt Creek into a development-ready status—meaning the City is ready to accept development applications in the area—with zoning and policies that will encourage and expedite development in the area, for the creation of high-quality jobs and new value on the tax rolls.



Economic Development Division

Greater Portland Inc (GPI) – Economic Summit

Economic Development staff attended GPI's annual economic summit on September 24, where the theme was "Playing to Win." CEO Monique Claiborne made the case for continuing increased state investment in marketing and attraction initiatives. In 2024, the Oregon Legislature allocated \$2.5M and charged GPI with the task of using those funds to reclaim the national reputation for Portland, and the state more generally. While Claiborne acknowledged and appreciated this investment, she argued that more is needed, comparing Oregon's \$2.5M investment to other states, who are spending many times that amount. She said failing to invest in this way is "like going to a poker game without any chips."

The City of Wilsonville is a long-time investor (dues-paying member) in GPI. The City was recognized, among many others as a Heritage Investor at this year's summit.



Engineering Division, Capital Projects

2024 Street Maintenance (4014/4717)

Bid opening was held on May 21 and Council awarded on June 3, this project aims to:

Boones Ferry Road (Wilsonville Road to Bailey Street)

- Reconstruction of pavement section
- Updating of all non-compliant ADA pedestrian ramps
- Pedestrian signal improvements at Boones Ferry Road at the entrance to Fred Meyer
- Updating of the mid-block pedestrian crossing near Killer Burger

Bailey Street (Boones Ferry Road to cul-de-sac near Subaru Dealership)

- Reconstruction of pavement section
- Updating of all non-compliant ADA pedestrian ramps

Boberg Road (Boeckman Road to Barber Road)

- Reconstruction of entire road section

Boberg (Sewer) Manhole Replacement (2100)

This project just completed replacement of a sewer manhole and installation of an internal diversion structure adjacent to the new Public Works campus. This diversion structure will send flows from one sewage basin that sees high stormwater flows through inflow and infiltration (I&I) during rain events, to be diverted to a lower flow sewage basin. This diversion will reduce the potential of any sewage backups in the higher flow basin.

Boeckman Creek Flow Mitigation (7068)

This project will look at storm water flows coming off the Siemens site towards Boeckman Creek. Historically, these flows were directed towards the Coffee Creek wetlands, but with development of the Siemens site, flows were altered to head towards Boeckman Creek in the 1980s. These flows are needed to return to their natural waterways with the installation of the new Boeckman bridge. Two main project sites exist, one between SW Parkway and SW Ash Meadows, and the other is on the Siemens campus. Surveying, geotechnical exploration, wetland delineations, and archeological investigations have been complete on both sites, ahead of schedule. Engineering modeling of the system is complete, the first round of deliverables have been given to the City showing promising results for amount of work needing to be reduced. The team is in discussions with property owners regarding easements and what the work will look like onsite.

Boeckman Creek Interceptor (2107)

This project will upsize the existing Boeckman Creek Interceptor sewer collection pipeline in order to support the development of the Frog Pond area. A regional trail will be installed as a part of the maintenance path from Boeckman Road to Memorial Park. Field investigations of the original area are finished, however, it was determined additional field investigations are needed to complete the routing study. CIP 7054, Gesellschaft Water Well Channel Restoration, will also be brought into this project to minimize City design and construction costs. Investigative work on the west side of the Wilsonville Bridge at Boeckman Creek is completed. Preliminary design iterations are complete, and a several workable solutions have been identified to meet all project needs. A public open house was held on September 11 to seek input on the design to refine the layout. Results of the feedback were generally positive. Staff is preparing to present to Council the results of the preliminary design and other project findings. Council input will be requested on the October 7 meeting for direction on the scope of the project.

Engineering Division, Capital Projects

Boeckman Road Corridor Project (4212/4206/4205/2102/7065)

This project involves the design and construction of the Boeckman Dip Bridge, Boeckman Road Improvements (Canyon Creek Road – Stafford Road), Canyon Creek Traffic Signal, and Boeckman Road Sanitary Sewer projects. The Tapani-Sundt Joint Venture is now complete with design. Property acquisitions are advancing, and very nearly complete. This project has been divided into several guaranteed maximum price (GMP) packages.

GMP 1: Temporary Traffic Signal at Stafford Road and 65th Avenue

Complete!

GMP 2: Meridian Creek Culverts, House Demo

Complete!

GMP 3: Bridge, Roundabout, and Road Widening

- Sewer installation is complete, marking another major milestone for this project.
- Base paving and curbs east of the bridge are complete. Sidewalks are currently being installed and are nearly complete.
- Joint utility Trench - This work includes installing conduits underground to move overhead lines underground.
 - ◊ East of the bridge – Most wires have been installed underground. The overhead wires will be removed when the bridge section is complete.
 - ◊ West of the bridge – Utility companies have started moving wires underground. The overhead wires will be removed when the bridge section is complete.
 - ◊ Under the bridge – Conduits will be installed, work will commence after the bridge structure is in place.
- Work in the roundabout (RAB) at Canyon Creek and Boeckman has started, concrete is expected to be poured in the next two weeks, with the first half of the RAB to be built.
- Trail Construction from Boeckman under the bridge is well underway and on pause until the bridge work is further along.
- **Bridge Construction**
 - ◊ Bridge Pile driving and abutment construction is complete.
 - ◊ Bridge girders were set at the beginning of the month
 - ◊ Bridge Abutments fill has been installed.
- Final asphalt surface and striping to be completed at the end of the year.

The entire project is expected to be complete in fall 2025.

Pictured: bridge girders being set



Engineering Division, Capital Projects

Charbonneau Lift Station (2106)

This project involves replacing the Charbonneau wastewater lift station with a submersible lift station and replacing the force main from the station to the I-5 bridge. The design contract was awarded to Murraysmith in December 2021, and final design was completed in October 2023. A construction contract with Tapani, Inc. was awarded by City Council in December 2023, with construction anticipated for completion in November 2024.



West Side Level B Reservoir and Transmission Main (1149)

This project includes design and construction of a new 3 million gallon water reservoir just west of City limits, along with approximately 2500 feet of 24-inch transmission main in Tooze Road connecting to the City water system. City Council awarded the construction contract to Tapani, Inc. in June 2024. Construction began in July 2024 and is scheduled for completion in fall 2025.

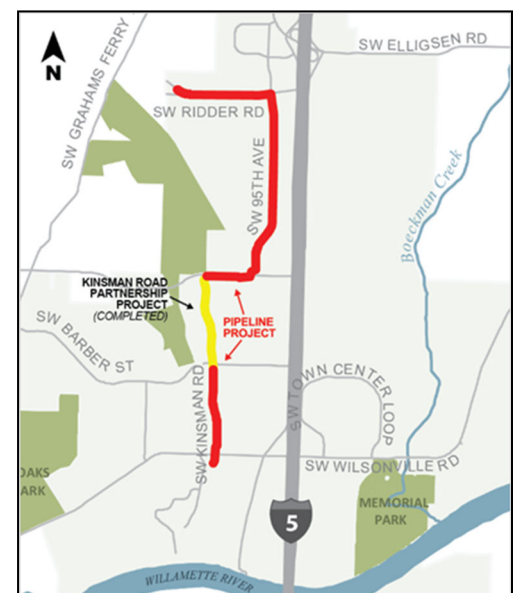
WTP Expansion to 20 MGD (1144)

This project will expand the Water Treatment Plant (WTP) capacity to 20 MGD and incorporate related WTP capital improvements. A Construction Manager/ General Contractor (CMGC) alternative contracting method was approved by City Council in March 2020. An engineering contract was awarded to Stantec in July 2020. The CMGC contract was awarded to Kiewit in August 2021. Final design was completed in coordination with the CMGC in March 2022. Construction began in June 2022, with completion expected in December 2024.

WWSP Coordination (1127)

Ongoing coordination efforts continue with the Willamette Water Supply Program (WWSP). Here are the updates on major elements within Wilsonville:

- **Phase 1, Wilsonville Road (PLM_1.1)** Arrowhead Creek Lane to Wilsonville Road—**COMPLETE**
- **Phase 2, Garden Acres Road to 124th (PLM_1.2)** Ridder Road to Day Road—**COMPLETE**
- **Phase 3, Wilsonville Road to Garden Acres Road (PLM_1.3)** The WWSP's last section of transmission pipeline to be constructed in the City of Wilsonville began in fall 2022, with completion planned for 2024. It will connect the remaining portion of the pipeline through Wilsonville and has an alignment along Kinsman Road, Boeckman Road, 95th Avenue, and Ridder Road (see image). The Engineering Division is currently in the process of reviewing final plans and coordinating construction. The trenchless crossing under Wilsonville Road and under Boeckman Road have been completed. Pipe install on the northern half of 95th Avenue to Ridder Road has been completed and restoration of the sidewalk and curb and gutter on the east side of the road is ongoing. The east side of 95th Avenue from Hillman Court to Ridder Road has been temporarily paved and is opened to two way traffic, with permanent concrete road panel restoration in summer 2024. Pipe installation and water main relocation began on 95th Avenue from Hillman Court to Boeckman Road at the end of February 2024. Pipe installation has been completed on Kinsman Road between Wilsonville Road and Barber Street and the road has been repaved and is open to two way traffic.



Engineering Division, Private Development

Residential Construction Activities

Canyon Creek South Phase 3

The contractor continues to work on punchlist items for closeout. The City continues to await submittal of construction drawings for the open space improvements.

Frog Pond West

Frog Pond West continues to see significant construction activities. Housing construction in the Frog Pond Ridge, Frog Pond Crossing, Frog Pond Estates, Frog Pond Oaks and Frog Pond Vista subdivisions is ongoing.

- Frog Pond Crossing subdivision, a 29-lot subdivision located north of Frog Pond Lane, was paved at the end of July. The contractor is working on punchlist items for project closeout. Home construction is underway.
- Frog Pond Estates subdivision, a 22-lot subdivision located south of Frog Pond Lane and west of Frog Pond Ridge, is working on final completion items. Housing construction is anticipated to begin in the fall 2024.
- Frog Pond Oaks, a 41-lot subdivision located to the west of Frog Pond Crossing, is working to complete the new neighborhood park.
- Frog Pond Overlook, a 24-lot subdivision located north of Frog Pond Lane, and west of Frog Pond Vista, is continuing to work on mass grading and installation of the water systems. Infrastructure construction is anticipated to be substantially complete by the end of 2024.
- Frog Pond Primary (pictured), the new West Linn-Wilsonville School District primary school on Boeckman Road is working primarily onsite. A portion of Sherman Drive has been paved. The remaining portions of paving along Sherman Drive is anticipated to occur in the fall.



- Frog Pond Terrace, a 19-lot subdivision located north of Morgan Farms, is continuing to work on mass grading and installing utilities including the sanitary sewer and water mains. Infrastructure construction is anticipated to be substantially complete by the end of 2024.
- Frog Pond Vista subdivision, a 44-lot subdivision to the west of Frog Pond Oaks, is continuing to work on punchlist items for project closeout. Home construction is underway.
- Frog Pond Petras, a 21-lot subdivision located on the northern corner of Frog Pond Lane and Stafford Road, has submitted plans for infrastructure construction. Staff is awaiting submittal of revised plans.

Natural Resources Division

Metro Project Update - Coffee Lake Creek Wetland Restoration

Due to permitting delays, the Metro restoration project will start construction in summer 2025. Please see the project manager's explanation below.

Greetings Mayor and Wilsonville Councilors:

You may recall a presentation before Council last winter and a spring tour for an exciting restoration project at Coffee Lake Creek Wetlands in Wilsonville. Your support has been greatly appreciated. Staff have been hard at work collaborating with partners, lining up contractors and securing permits for the work. Metro began the project this summer by staging wood at the site and continuing site preparation. Unfortunately, due to permitting delays, Metro will be delaying the project's construction phase to summer 2025. The planting we planned to do from this fall through next spring will also be shifted to fall 2025 through spring 2026. Although delayed, we are excited to move this project forward next year and see the site transform, providing improved habitat and water quality and an asset for the enjoyment of Wilsonville residents.

If you're interested in reading more about the project, there is an article about it in the fall issue of Metro's Our Big Back Yard. <https://www.oregonmetro.gov/news/restoring-coffee-lake-creek>

Thank you for your support, and please direct any questions to the project manager, Andrea Berkley, at andrea.berkley@oregonmetro.gov.



Planning Division, Current

Administrative Land Use Decisions Issued

- 3 Type A Tree Permits
- 4 Type B Tree Permits
- 2 Class 2 Administrative Reviews
- 2 Class 1 Sign Permits
- 1 Class 2 Wireless Permit

Construction Permit Review, Development Inspections, and Project Management

In September, Planning staff worked with developers and contractors to ensure construction of the following projects are consistent with Development Review Board and City Council approvals:

- CIS Office Building at Wilsonville Road and Kinsman Road
- Industrial development on Day Road and Garden Acres Road
- New PGE substation on Parkway Avenue north of Boeckman Road
- Residential subdivisions in Frog Pond West
- Transit-Oriented Development on Barber Street

Development Review Board (DRB)

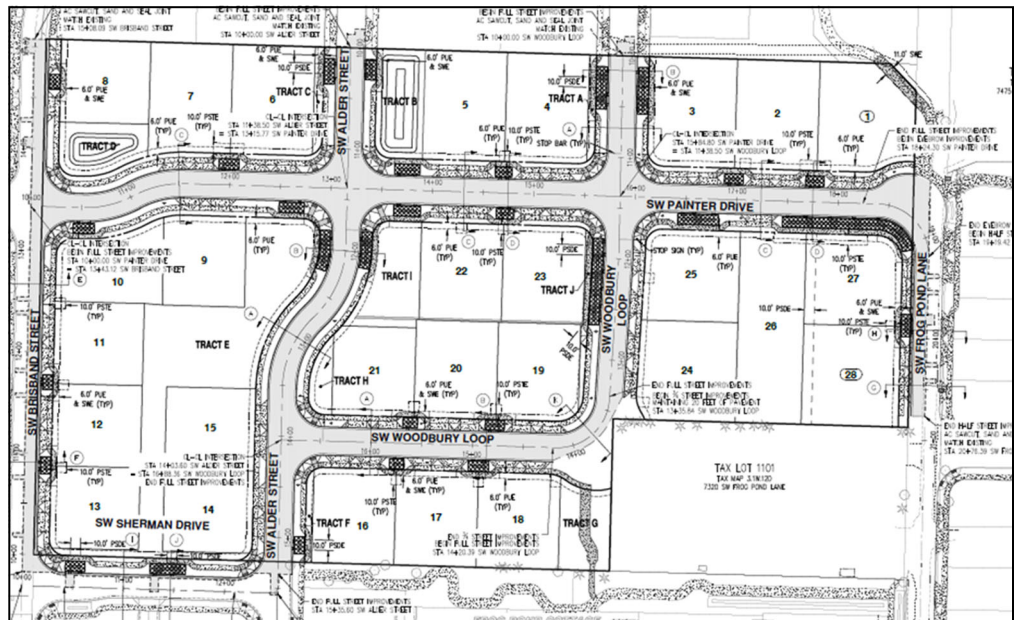
DRB Panel A met on September 9. Following a public hearing, the Board unanimously adopted Resolution No. 436, recommending City Council approval of a zone map amendment and right-of-way vacation and approving various site improvements at the OrePac properties in southwest Wilsonville.

DRB Panel B met on September 23. Following a public hearing, the Board unanimously adopted Resolution No. 437, approving the expansion of the SMART yard and a new bus wash building.

DRB Projects Under Review

During September, Planning staff actively worked on the following major projects in preparation for potential public hearings before the Development Review Board:

- Frog Pond Ridgecrest-54-home subdivision in Frog Pond West
- New bus wash and other improvements at SMART/Fleet
- Residential zone change and partition off Camelot Street
- Zone change and new parking lot for OrePac near Kinsman Road and 5th Street



Proposed Layout of Ridgecrest Subdivision in Frog Pond West

Planning Division, Long Range

Frog Pond East and South Master Plan

With the Frog Pond East and South Master Plan adopted in December 2022, the City is now focusing on implementation. Two outstanding implementation steps are in process: (1) Development Code amendments, and (2) an Infrastructure Funding Plan. During September, the project team worked to respond to outstanding questions and otherwise prepare for adoption of the Development Code and Infrastructure Funding Plan in October and November.



FROG POND EAST & SOUTH MASTER PLAN

Housing Our Future

This multi-year project will analyze Wilsonville's housing capacity and need followed by developing strategies to produce housing to meet the identified housing needs. This will build upon previous work, including the 2014 Housing Needs Analysis and 2020 Equitable Housing Strategic Plan. In September, based on input received at the August Task Force meeting, the project team began an assessment of potential strategies for further consideration by the Task Force, Planning Commission, and City Council at upcoming meetings. These meetings will provide opportunities to discuss the strategies and evaluate each strategy's potential to address the housing needs identified in the Housing Needs and Capacity Analysis.

Oregon White Oak Response Coordination and Leadership

In September, Associate Planner Georgia McAlister continued as a key member of the Mediterranean Oak Borer (MOB) task force, continuing to coordinate efforts between various City Divisions and Departments, as well as contract arborists, property owners, and others to diagnose and make a plan to address the declining health of a number of the City's Oregon White Oak trees. She presented to City Council on September 5th, to update the community on the status of MOB in Wilsonville with ODA entomologist, Max Ragozzino, and OSU Masters Student, Allison Monroe, subject matter experts.

Sarah Pearlman, Assistant Planner, worked closely with several property owners on tree removal permits for infested trees, ensuring research partners are involved and care is taken to properly dispose of trees.

Planning Commission

The Planning Commission met on September 11. The Commission held two informational sessions. First, they heard an updated on the Town Center Street Naming program which was adopted by the Diversity, Equity, and Inclusion Committee the evening before. Second, they received an updated on the ongoing Wilsonville Industrial Land Readiness project.

Wilsonville Industrial Land Readiness (WILR) Project

The Wilsonville Industrial Land Readiness project combines a focused economic and development potential analysis of the Basalt Creek Concept Plan on the northwest edge of the City with a City-wide Economic Opportunities Analysis and Economic Development Strategy to inform long-range job growth and planning efforts. The first phase of the project focuses on the Basalt Creek area, with a later second phase focusing on the entire City. During September, work continued with ECONorthwest on the economic analysis of the Basalt Creek area, including looking at available land and development potential. Transportation and natural resource evaluation work is also ongoing for the Basalt Creek area. During September, City staff also worked on getting a contract in place for the second, citywide phase of the project.

- **Awards / Special Recognition:** For the 27th consecutive year, the City has been awarded the following two awards from the Government Finance Officers Association (GFOA):
 - **Certificate of Achievement for Excellence in Financial Reporting**—the highest form of recognition in the area of governmental accounting and financial reporting, for the City’s Annual Comprehensive Financial Report, for fiscal year ending June 30, 2023.
 - **Distinguished Budget Presentation Award**—the highest form of recognition in governmental budgeting, for the City’s fiscal year 2024-25 Annual Budget Document. In order to receive this award, a governmental unit must publish a budget document that meets program criteria as a policy document, a financial plan, an operations guide, and a communications device. Further, the City’s budget received special recognition for its Performance Measures and Long Range Financial Plans.
- **Department Pride:** Each year employees have an opportunity to recognize a coworker for the work they have done that contributes to the City’s core values of Customer Service, Competence, Commitment, and Collaboration. This year, several members of the Finance Team were honored to receive this special recognition. Recipients include: Christie Dalberg, Christina Woehl, Eleesa Aguilar, Linda Loop, and Mari Mendez. Great job ladies!
- **Capital Improvement Project, Financing Options:** To fund a couple of larger capital improvement projects on the horizon, Finance is actively vetting some promising funding opportunities which we’ll bring before Council in January. In conjunction with these opportunities, there may be coinciding opportunities also for partial principal forgiveness. Further, tax-exempt and governmental entities can now benefit also from certain clean energy investment and production tax credits using options enabled by legislation enacted in 2022.
- **Wastewater and Stormwater Rates and SDCs:** Finance is also actively gathering information, along with Public Works and Community Development, in support of the System Development Charge (SDC) and Rate Study being conducted for sewer and stormwater services. This includes the compilation of Master Plans, Capital Improvement Projects, Financial/Accounting Data, and Customer Data.
- **Fiscal Year End Closing:** We’re currently wrapping up the annual, fiscal year end close process for fiscal year 2023-24, which includes drafting of the Annual Comprehensive Financial Report. As a component to this, our auditors will be on site the week of October 28.
- **Attached Financials:** Finance continues to monitor all departments for on-going budget compliance.

| | Current Year Budget | Year to Date Activity | Remaining Balance | % Used |
|---|------------------------|--------------------------|----------------------|------------|
| 110 - General Fund | | | | |
| Taxes | \$ 16,395,000 | \$ 599,188 | \$ 15,795,812 | 4% |
| Intergovernmental | 3,299,090 | 109,252 | 3,189,838 | 3% |
| Licenses and permits | 176,700 | 132,726 | 43,974 | 75% |
| Charges for services | 439,822 | 53,184 | 386,638 | 12% |
| Fines and forfeitures | 190,000 | 40,367 | 149,633 | 21% |
| Investment revenue | 620,000 | 314 | 619,686 | 0% |
| Other revenues | 704,070 | 66,085 | 637,985 | 9% |
| Transfers in | 5,576,135 | 1,139,683 | 4,436,452 | 20% |
| TOTAL REVENUES | \$ 27,400,817 | \$ 2,140,799 | \$ 25,260,018 | 8% |
| Personnel services | \$ 13,336,720 | \$ 2,469,392 | \$ 10,867,328 | 19% |
| Materials and services | 14,071,749 | 1,734,639 | 12,337,110 | 12% |
| Capital outlay | 272,828 | 84,257 | 188,571 | 31% |
| Transfers out | 11,543,193 | 604,446 | 10,938,747 | 5% |
| TOTAL EXPENDITURES | \$ 39,224,490 | \$ 4,892,734 | \$ 34,331,756 | 12% |
| 610 - Fleet Fund | | | | |
| Charges for services | \$ 1,781,890 | \$ 445,473 | \$ 1,336,417 | 25% |
| Investment revenue | 27,000 | - | 27,000 | 0% |
| TOTAL REVENUES | \$ 1,808,890 | \$ 445,473 | \$ 1,363,417 | 25% |
| Personnel services | \$ 1,059,030 | \$ 194,015 | \$ 865,015 | 18% |
| Materials and services | 823,040 | 122,461 | 700,579 | 15% |
| Capital outlay | 257,000 | - | 257,000 | 0% |
| TOTAL EXPENDITURES | \$ 2,139,070 | \$ 316,476 | \$ 1,822,594 | 15% |
| 230 - Building Inspection Fund | | | | |
| Licenses and permits | \$ 939,000 | \$ 493,240 | \$ 445,760 | 53% |
| Investment revenue | 140,000 | - | 140,000 | 0% |
| TOTAL REVENUES | \$ 1,079,000 | \$ 493,240 | \$ 585,760 | 46% |
| Personnel services | \$ 1,027,800 | \$ 186,003 | \$ 841,797 | 18% |
| Materials and services | 201,036 | 76,068 | 124,968 | 38% |
| Transfers out | 368,400 | 92,100 | 276,300 | 25% |
| TOTAL EXPENDITURES | \$ 1,597,236 | \$ 354,171 | \$ 1,243,065 | 22% |
| 231 - Community Development Fund | | | | |
| Licenses and permits | \$ 668,567 | \$ 219,375 | \$ 449,192 | 33% |
| Charges for services | 443,006 | 63,258 | 379,748 | 14% |
| Intergovernmental | 265,000 | - | 265,000 | 0% |
| Investment revenue | 70,000 | - | 70,000 | 0% |
| Transfers in | 3,805,649 | 876,953 | 2,928,696 | 23% |
| TOTAL REVENUES | \$ 5,252,222 | \$ 1,159,586 | \$ 4,092,636 | 22% |
| Personnel services | \$ 3,976,150 | \$ 714,632 | \$ 3,261,518 | 18% |
| Materials and services | 755,100 | 120,539 | 634,561 | 16% |
| Transfers out | 860,186 | 159,000 | 701,186 | 18% |
| TOTAL EXPENDITURES | \$ 5,591,436 | \$ 994,171 | \$ 4,597,265 | 18% |
| 240 - Road Operating Fund | | | | |
| Intergovernmental | \$ 2,249,000 | \$ 599 | \$ 2,248,401 | 0% |
| Investment revenue | 91,500 | - | 91,500 | 0% |
| Other revenues | - | 716 | (716) | - |
| TOTAL REVENUES | \$ 2,340,500 | \$ 1,314 | \$ 2,339,186 | 0% |
| Personnel services | \$ 590,870 | \$ 91,200 | \$ 499,670 | 15% |
| Materials and services | 641,312 | 140,397 | 500,915 | 22% |
| Capital outlay | 342,000 | 22,137 | 319,863 | 6% |
| Debt service | 360,000 | 44,596 | 315,404 | 12% |
| Transfers out | 1,578,693 | 83,777 | 1,494,916 | 5% |
| TOTAL EXPENDITURES | \$ 3,512,875 | \$ 382,107 | \$ 3,130,768 | 11% |

| | Current Year Budget | Year to Date Activity | Remaining Balance | % Used |
|--|------------------------|--------------------------|----------------------|------------|
| 241 - Road Maintenance Fund | | | | |
| Charges for services | \$ 2,585,000 | \$ 455,988 | \$ 2,129,012 | 18% |
| Investment revenue | 89,000 | - | 89,000 | 0% |
| TOTAL REVENUES | \$ 2,674,000 | \$ 455,988 | \$ 2,218,012 | 17% |
| Transfers out | \$ 2,842,830 | \$ 53,377 | \$ 2,789,453 | 2% |
| TOTAL EXPENDITURES | \$ 2,842,830 | \$ 53,377 | \$ 2,789,453 | 2% |
| 260 - Transit Fund | | | | |
| Taxes | \$ 6,200,000 | \$ 1,601,173 | \$ 4,598,827 | 26% |
| Intergovernmental | 3,683,000 | 1,054,001 | 2,628,999 | 29% |
| Charges for services | 20,000 | 4,394 | 15,606 | 22% |
| Investment revenue | 640,000 | - | 640,000 | 0% |
| Other revenues | 21,000 | 6,075 | 14,925 | 29% |
| TOTAL REVENUES | \$ 10,564,000 | \$ 2,665,643 | \$ 7,898,357 | 25% |
| Personnel services | \$ 5,611,270 | \$ 816,484 | \$ 4,794,786 | 15% |
| Materials and services | 2,909,951 | 637,825 | 2,272,126 | 22% |
| Capital outlay | 2,030,000 | - | 2,030,000 | 0% |
| Transfers out | 5,044,080 | 220,635 | 4,823,445 | 4% |
| TOTAL EXPENDITURES | \$ 15,595,301 | \$ 1,674,944 | \$ 13,920,357 | 11% |
| 510 - Water Operating Fund | | | | |
| Charges for services | \$ 10,263,900 | \$ 2,757,636 | \$ 7,506,264 | 27% |
| Investment revenue | 800,000 | - | 800,000 | 0% |
| Other revenues | 40,000 | 3,260 | 36,740 | 8% |
| TOTAL REVENUES | \$ 11,103,900 | \$ 2,760,896 | \$ 8,343,004 | 25% |
| Personnel services | \$ 716,720 | \$ 87,224 | \$ 629,496 | 12% |
| Materials and services | 5,935,766 | 814,603 | 5,121,163 | 14% |
| Capital outlay | 1,518,500 | 49,486 | 1,469,014 | 3% |
| Debt service | 375,000 | 46,387 | 328,613 | 12% |
| Transfers out | 10,711,214 | 548,973 | 10,162,241 | 5% |
| TOTAL EXPENDITURES | \$ 19,257,200 | \$ 1,546,673 | \$ 17,710,527 | 8% |
| 520 - Sewer Operating Fund | | | | |
| Charges for services | \$ 7,787,000 | \$ 1,355,875 | \$ 6,431,125 | 17% |
| Investment revenue | 420,000 | - | 420,000 | 0% |
| Other revenues | 31,500 | 8,665 | 22,835 | 28% |
| TOTAL REVENUES | \$ 8,238,500 | \$ 1,364,541 | \$ 6,873,959 | 17% |
| Personnel services | \$ 481,890 | \$ 58,365 | \$ 423,525 | 12% |
| Materials and services | 4,219,192 | 396,901 | 3,822,291 | 9% |
| Capital outlay | 230,000 | - | 230,000 | 0% |
| Debt service | 2,880,000 | 31,575 | 2,848,425 | 1% |
| Transfers out | 4,008,281 | 315,797 | 3,692,484 | 8% |
| TOTAL EXPENDITURES | \$ 11,819,363 | \$ 802,638 | \$ 11,016,725 | 7% |
| 550 - Street Lighting Fund | | | | |
| Charges for services | \$ 544,500 | \$ 94,996 | \$ 449,504 | 17% |
| Investment revenue | 30,000 | - | 30,000 | 0% |
| TOTAL REVENUES | \$ 574,500 | \$ 96,996 | \$ 477,504 | 17% |
| Materials and services | \$ 331,310 | \$ 40,891 | \$ 290,419 | 12% |
| Transfers out | 1,220,939 | 34,177 | 1,186,762 | 3% |
| TOTAL EXPENDITURES | \$ 1,552,249 | \$ 75,068 | \$ 1,477,181 | 5% |
| 570 - Stormwater Operating Fund | | | | |
| Charges for services | \$ 3,527,500 | \$ 599,719 | \$ 2,927,781 | 17% |
| Investment revenue | 230,000 | - | 230,000 | 0% |
| TOTAL REVENUES | \$ 3,757,500 | \$ 599,719 | \$ 3,157,781 | 16% |
| Personnel services | \$ 459,780 | \$ 65,104 | \$ 394,676 | 14% |
| Materials and services | 852,592 | 90,404 | 762,188 | 11% |
| Debt service | 842,000 | 40,202 | 801,798 | 5% |
| Transfers out | 2,630,119 | 244,619 | 2,385,500 | 9% |
| TOTAL EXPENDITURES | \$ 4,812,491 | \$ 455,087 | \$ 4,357,404 | 9% |

| | Current Year Budget | Year to Date Activity | Remaining Balance | % Used |
|------------------------------------|------------------------|--------------------------|-----------------------|-------------|
| 336 - Frog Pond Development | | | | |
| Licenses and permits | \$ 2,000,000 | \$ 176,315 | \$ 1,823,685 | 9% |
| Investment revenue | 93,500 | - | 93,500 | 0% |
| TOTAL REVENUES | \$ 2,093,500 | \$ 176,315 | \$ 1,917,185 | 8% |
| Materials and services | \$ 32,560 | \$ - | \$ 32,560 | 0% |
| Transfers out | 4,449,726 | 84,768 | 4,364,958 | 2% |
| TOTAL EXPENDITURES | \$ 4,482,286 | \$ 84,768 | \$ 4,397,518 | 2% |
| 348 - Washington County TDT | | | | |
| Washington County TDT | \$ - | \$ 311,156 | \$ (311,156) | - |
| Investment revenue | 34,000 | - | 34,000 | 0% |
| TOTAL REVENUES | \$ 34,000 | \$ 311,156 | \$ (277,156) | 915% |
| 346 - Roads SDC | | | | |
| System Development Charges | \$ 900,000 | \$ 4,056,580 | \$ (3,156,580) | 451% |
| Investment revenue | 242,500 | - | 242,500 | 0% |
| TOTAL REVENUES | \$ 1,142,500 | \$ 4,056,580 | \$ (2,914,080) | 355% |
| Materials and services | \$ 38,820 | \$ - | \$ 38,820 | 0% |
| Transfers out | 10,893,557 | 14,693 | 10,878,864 | 0% |
| TOTAL EXPENDITURES | \$ 10,932,377 | \$ 14,693 | \$ 10,917,684 | 0% |
| 396 - Parks SDC | | | | |
| System Development Charges | \$ 825,000 | \$ 97,586 | \$ 727,414 | 12% |
| Investment revenue | 43,500 | - | 43,500 | 0% |
| TOTAL REVENUES | \$ 868,500 | \$ 97,586 | \$ 770,914 | 11% |
| Materials and services | \$ 15,810 | \$ - | \$ 15,810 | 0% |
| Transfers out | 1,334,844 | 975 | 1,333,869 | 0% |
| TOTAL EXPENDITURES | \$ 1,350,654 | \$ 975 | \$ 1,349,679 | 0% |
| 516 - Water SDC | | | | |
| System Development Charges | \$ 1,000,000 | \$ 440,223 | \$ 559,777 | 44% |
| Investment revenue | 238,000 | - | 238,000 | 0% |
| TOTAL REVENUES | \$ 1,238,000 | \$ 440,223 | \$ 797,777 | 36% |
| Materials and services | \$ 24,280 | \$ - | \$ 24,280 | 0% |
| Debt service | 457,000 | 80,100 | 376,900 | 18% |
| Transfers out | 9,255,582 | 364,928 | 8,890,654 | 4% |
| TOTAL EXPENDITURES | \$ 9,736,862 | \$ 445,028 | \$ 9,291,834 | 5% |
| 526 - Sewer SDC | | | | |
| System Development Charges | \$ 550,000 | \$ 206,254 | \$ 343,746 | 38% |
| Investment revenue | 31,500 | - | 31,500 | 0% |
| TOTAL REVENUES | \$ 581,500 | \$ 206,254 | \$ 375,246 | 35% |
| Materials and services | \$ 20,640 | \$ - | \$ 20,640 | 0% |
| Transfers out | 1,909,921 | 9,802 | 1,900,119 | 1% |
| TOTAL EXPENDITURES | \$ 1,930,561 | \$ 9,802 | \$ 1,920,759 | 1% |
| 576 - Stormwater SDC | | | | |
| System Development Charges | \$ 200,000 | \$ 377,664 | \$ (177,664) | 189% |
| Investment revenue | 77,500 | - | 77,500 | 0% |
| TOTAL REVENUES | \$ 277,500 | \$ 377,664 | \$ (100,164) | 136% |
| Materials and services | \$ 5,380 | \$ - | \$ 5,380 | 0% |
| Transfers out | 922,104 | 28,336 | 893,768 | 3% |
| TOTAL EXPENDITURES | \$ 927,484 | \$ 28,336 | \$ 899,148 | 3% |

| | Current Year Budget | Year to Date Activity | Remaining Balance | % Used |
|---|--------------------------------|----------------------------------|------------------------------|---------------|
| 805 - Year 2000 Capital Projects | | | | |
| Capital outlay | \$ 1,454,120 | \$ 36 | \$ 1,454,084 | 0% |
| TOTAL EXPENDITURES | \$ 1,454,120 | \$ 36 | \$ 1,454,084 | 0% |
| 810 - Westside Program Income | | | | |
| Investment revenue | \$ 5,000 | \$ - | \$ 5,000 | 0% |
| TOTAL REVENUES | \$ 5,000 | \$ - | \$ 5,000 | 0% |
| 815 - Westside Capital Projects | | | | |
| Investment revenue | \$ 128,500 | \$ - | \$ 128,500 | 0% |
| TOTAL REVENUES | \$ 128,500 | \$ - | \$ 128,500 | 0% |
| Materials and services | \$ 223,808 | \$ 32,353 | \$ 191,456 | 14% |
| Capital outlay | 2,227,681 | - | 2,227,681 | 0% |
| TOTAL EXPENDITURES | \$ 2,451,489 | \$ 32,353 | \$ 2,419,137 | 1% |
| 825 - Coffee Creek Capital Projects | | | | |
| Investment revenue | \$ 2,500 | \$ - | \$ 2,500 | 0% |
| Transfers in | 500,000 | - | 500,000 | 0% |
| TOTAL REVENUES | \$ 502,500 | \$ - | \$ 502,500 | 0% |
| Materials and services | \$ 136,004 | \$ 33,501 | \$ 102,503 | 25% |
| TOTAL EXPENDITURES | \$ 136,004 | \$ 33,501 | \$ 102,503 | 25% |
| 827 - Coffee Creek Debt Service | | | | |
| Taxes | \$ 748,000 | \$ - | \$ 748,000 | 0% |
| Investment revenue | 6,000 | - | 6,000 | 0% |
| TOTAL REVENUES | \$ 754,000 | \$ - | \$ 754,000 | 0% |
| Debt service | \$ 782,000 | \$ - | \$ 782,000 | 0% |
| TOTAL EXPENDITURES | \$ 782,000 | \$ - | \$ 782,000 | 0% |
| 830 - Wilsonville Investment Now Program | | | | |
| Taxes | \$ 1,056,000 | \$ 2,586 | \$ 1,053,414 | 0% |
| TOTAL REVENUES | \$ 1,056,000 | \$ 2,586 | \$ 1,053,414 | 0% |
| Materials and services | \$ 1,056,000 | \$ 26,400 | \$ 1,029,600 | 3% |
| TOTAL EXPENDITURES | \$ 1,056,000 | \$ 26,400 | \$ 1,029,600 | 3% |



Adult Services Librarian Greg Martin explains the library's Geochron at the Wilsonville Public Library Foundation's donor appreciation event on September 14.

From the Director

Another Summer Reading Program is in the books and fall programming has begun! Our usual slate of programming has resumed including our always-popular family storytime. School is back in session and our youth and outreach librarians have been visiting schools, partnering with teacher librarians and have also restarted book pickups in the elementary schools.

We are excited to announce, in partnership with SMART, that we now offer a new book return at the transit center. Now community members can conveniently drop off library materials from any Libraries in Clackamas County (LINCC) library at the transit center.

For libraries, September brings Banned Books Week, a week that draws an awareness of book banning and censorship. A lobby display featured information from The American Library Association on banned books, including the top 10 most challenged books of 2023. An interactive book display in the library also highlighted old and new banned books and listed the reasons the books were challenged.

-Shasta Sasser, Library Director

Children's Services

Storytime with Author Sara Behrman

Author Sara Behrman joined us to read her new picture book, *The Sea Hides a Seahorse*, on Sept. 14. After the storytime, participants made seahorse-themed crafts.

Spanish Storytime

Adventures in Spanish presented stories and songs in Spanish for children and their grown-ups on Saturday, Sept. 21. The program occurs on the third Saturday of the month at 11am.

Creative Corner

Children and their grown-ups got creative with a wide variety of materials at this family program on Friday, Sept. 27.

UPCOMING:

- STEAM Stuff on Wednesday, Oct. 9, at 2:30pm.
- Kindergarten Carnival on Wednesday, Oct. 9, at 4pm.
- Pink Pig Puppet Theater on Saturday, Oct. 12, at 11am.



Youth Librarians perform a pirate-themed Storytime in honor of "Speak Like a Pirate Day" on Sept. 18.



Teens enjoying video games and movies at a Teen Afterschool Drop-in Activities day.

Teen Services

Teen Afterschool Drop-in Activities

With the school year back in session, our weekly Teen Afterschool Drop-in Activities resumed. On Wednesday afternoons from 3-6pm, teens are invited to drop-in to the library's Teen Area for video games, movies, crafts, and snacks.

UPCOMING:

- Teen Murder Mystery Event on Thursday, Oct. 10, at 9pm. It's a Totally Rad 80's Ski Lodge murder mystery. Mark your calendars for one of our most popular events! Prizes for best costumes AND most accurate murder mystery solutions.

Adult Services

Telling Family History with A/V

Steve Edwards, filmmaker and member of Personal Historians NorthWest, demonstrated how to bring family stories to life through audio and video.

Mushroom Hunting Workshop

Professional Naturalist Rebecca Lexa taught where to search for edible mushrooms and how to identify common wild mushrooms and poisonous species.

Presidential Debate Viewing

Adult Services staff showed the Harris-Trump presidential debate live on Sept. 10 in the Rose Room.

UPCOMING:

- Space Talk “Planetary Defense with DART” on Saturday, Oct. 5, at 11am.
- Book Notes concert with Aryeh Frankfurter and Lisa Lynne on Saturday, Oct. 12, at 2pm.
- Book Walk discusses *Long Bright River* by Liz Moore on Thursday, Oct. 17, at 1pm.
- Adult Murder Mystery Event on Friday, Oct. 25, at 7pm.



Twenty-five people attended the Mushroom Hunting workshop on Sept. 19.



Around the Library

Wilsonville Library staff member featured in *American Libraries* magazine

Technical Services Coordinator Angelika Heidelberg was featured in the September edition of *American Libraries* for her creation of a “ghost-hunting kit” in the Wilsonville Library’s Library of Things. The kit has become a popular item for check-out.

American Libraries is the flagship magazine of the American Library Association.

| Sunday | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday |
|--------|---|--|---|---|---|---|
| 1 | 2 Beginnning English Class 11am | 3 ODHS Drop-in 10am-12pm 1-3pm Intermediate ESL 10am | 4 Profiles Judy Garland: Over the Rainbow Zoom 11am | 5 Red Cross Blood Drive 12:30-6pm | 6 First Friday Films Fall Guy (PG-13) 3pm WIC Pop-Up Clinic 10am-12pm 1-4pm | 7 Space Talks 11am-12:30pm |
| 8 | 9 Beginnning English Class 11am | 10 ODHS Drop-in 10am-12pm 1-3pm Intermediate ESL 10am Toddler & Baby Time 10:30am & 11:15am | 11 Teen After School Drop-in 3-6pm Family Storytime 10:30am | 12 Family Storytime 10:30am | 13 Play Group 10:30am-Noon WIC Pop-Up Clinic 10am-12pm 1-4pm | 14 A Special Storytime with Author, Sara Behrman 11am Booknotes Concert Spud Spiegel 2-3pm |
| 15 | 16 Beginnning English Class 11am Genealogy Club 1pm | 17 ODHS Drop-in 10am-12pm 1-3pm Intermediate ESL 10am Toddler & Baby Time 10:30am & 11:15am | 18 Teen After School Drop-in 3-6pm Family Storytime 10:30am | 19 Family Storytime 10:30am Book Walk The Invisible Life of Addie LaRue 1pm Mushroom Hunting 6-8pm | 20 Play Group 10:30am-Noon WIC Pop-Up Clinic 10am-12pm 1-4pm | 21 Spanish Storytime 11am |
| 22 | 23 Beginnning English Class 11am Teen Advisory Board 4:15pm | 24 ODHS Drop-in 10am-12pm 1-3pm Intermediate ESL 10am Toddler & Baby Time 10:30am & 11:15am | 25 Teen After School Drop-in 3-6pm Family Storytime 10:30am | 26 Family Storytime 10:30am | 27 Play Group 10:30am-Noon WIC Pop-Up Clinic 10am-12pm 1-4pm Creative Corner 2-3:30pm | 28 |
| 29 | 30 Beginnning English Class 11am | | | | | |
| | | | | | | |

Address
8200 SW Wilsonville Rd
Wilsonville, OR 97070

Hours
Monday - Thursday 10-8
Friday - Saturday 10-6
Sunday 1-6

More Information
(503) 682-2744
wilsonvillelibrary.org
reference@wilsonvillelibrary.org





Parks and Recreation Report | September 2024

Director's Report

On Saturday, September 28 our team had the privilege of hosting the new Boones Ferry Playground Grand Opening and Ribbon Cutting. We were honored to have Mayor Fitzgerald and Councilor Linville in attendance as well as dozens of children and their families. The entire team worked very hard to bring this new playground to fruition and it was very special to be a part of the community celebration. Seeing the genuine joy that the final product brings to the community is incredibly rewarding.

The new playground is special because it was created with universal design in mind. Universal design goes beyond accessibility. It means creating a space that is truly inclusive of all people regardless of their ability. Some of the universal design elements include...

- Unitary surfacing makes the entire playground area available for all users
- Dual language English/Spanish panels
- Site fencing creates enclosed play area
- Roller slide provides static electricity free sliding experience
- Universal Whirl (accessible merry go round) provides barrier free access for all users
- Konnection swing allows child and guardian to enjoy the movement of swinging together
- Communication panel provides an opportunity to communicate with everyone

The team is very excited to be able to provide this great new amenity to the community!

~Kris Ammerman

Recreation Updates



Wilsonville Harvest Festival

September was a busy month for the planning of the annual Fall Harvest Festival, which will be held on Saturday, October 19 from 10am-1pm at the Stein Boozier Barn in Murase Plaza. The vendor application closed in mid September with over forty applications received. This year's event will include free pumpkins, grown at our very own Frog Pond Farm in Wilsonville, face painting, horse and carriage rides, vendor fair, two live music acts, a library story-time, coffee truck, baked goods, a petting zoo, balloon artist, and more! This event is free to the community and very family friendly.

Arts Update

In September a new Call for Art was released for the *HeARTs of Wilsonville: Many Cultures, One Heart Project*. This project is funded through the Wilsonville-Metro Community Enhancement Project and the Arts, Culture, and Heritage Commissioners are very excited to see it come to life. The project will consist of ten fiberglass hearts which will be installed throughout Wilsonville in front of City facilities and in Parks. Artists have until November 1 to submit their designs, which will then be reviewed by a Selection Panel.



Community Center

In September, the Community Center hosted four “Life 101” lectures as part of their ongoing lecture series. Topics included learning to ride SMART, information on funeral planning, and estate planning. The most popular lecture however was “Balance the Fall”. Local fitness instructor, Christina Lucy shared tips on increasing strength and flexibility to increase balance and how a heightened fitness level can be helpful should you fall.

Fall fitness classes also kicked off with strong interest and enrollment. The back to back, Healthy Bones and Balance classes taught by Fitness Specialist, Brad Moore are both full with 25 in each class. The drop in “Sit, Stand and Be Fit” class regularly sees 20+ students, while Tai Chi has 15 students this fall.

The nutrition program continues to be an asset for our community providing 1,475 home delivered meals and nearly 700 meals as part of the Center’s in person lunch program.



Board Highlights

Arts, Culture, and Heritage Commission (ACHC)

At the September ACHC meeting the Commission reviewed their fiscal year 2024-2025 Five-Year Action Plan and Annual One-Year Implementation Plan and recommended it get forwarded to Council. They also discussed their Speaker/Performance Series project idea for 2025. Lastly, they look at staff’s recommendations for the Harvest Fest Vendors which are all creatives and makers.

Kitakata Sister City Advisory Board (KSCAB)

The Kitakata Sister City Advisory Board Chair, Adrienne Scritsmier and Vice Chair, Sammy Scarpone presented City Council with the board’s fiscal year 2024-2025 goals on Thursday, September 3. One of the boards goals was to invite the Consul General of Japan Portland Office for a visit to Wilsonville. The board is making quick work on the completion of this goal, as Consul General Yuzo Yoshioka and guests will come for a visit on Wednesday, October 9. The visit will include several tours including City Hall, Clackamas Community College, the Hiroshima Peace Tree, and the High School auditorium. The Consul General will also make a visit to a Wilsonville High School Japanese language class.

Parks and Recreation Advisory Board

The Parks and Recreation Advisory Board did not meet in September. The boards next meeting will take place on Thursday, October 10 where members will be presented with and award grant applications for the Community Opportunity Grant.

Upcoming Events

- October 19, 10am—1pm | Wilsonville Harvest Festival, Stein-Boozier Barn
- December 5, 5:30pm | Community Tree Lighting, Town Center Park

Parks Team

In September, the Parks team worked hard to bring the final pieces of the Boones Ferry Playground project together. A new restroom, playground, trail and landscaping were completed to help make Boones Ferry Park a great place to play in Wilsonville. Inspecting the new playground, and removing the 27 year-old original playground were important parts of the work. The team also worked to bring the water feature season to a close and install our fall/winter season annuals, system wide.

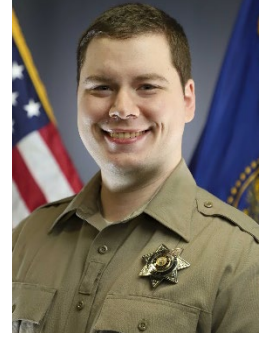
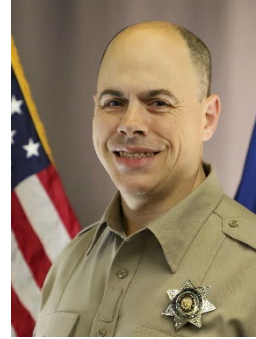




City of Wilsonville Police

SEPTEMBER 2024

City of Wilsonville Police welcomed K9 Sergeant McGlothin and Traffic Deputy McCarthy, as well deputies Hodges, Swaim, and Brill.



School is back in session! Wilsonville Police were on hand during the first few days making sure drop offs and pick ups went safely, and the transition back to school for kids went smoothly.



Deputy Bieker represented the Wilsonville Police Department in the City's annual Preparedness Fair, held September 7.



City of Wilsonville

Call Activity

10,750

Total Calls

YEAR 2024

High Priority • 969

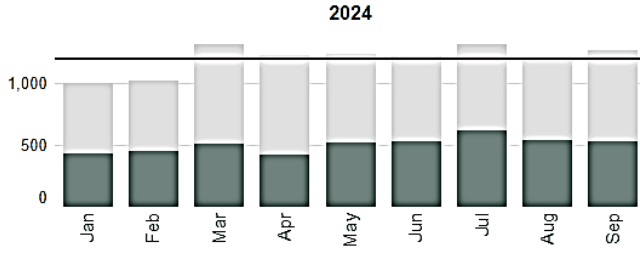
Medium Priority • 6,830

Low Priority • 2,951

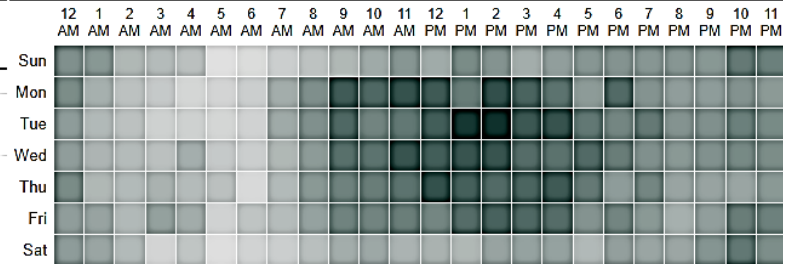
Public-Initiated • 4,534

Deputy-Initiated • 6,216

Call Activity by Month and Year



Call Activity by Day of Week and Hour of Day



*This dashboard is maintained by CCSO's Strategic Analysis Unit
Data source: Clackamas County Communication's Computer Aided Dispatch (CAD) software
Updated: 10/1/2024 9:32:12 PM (UTC)*

SEPTEMBER 2024

182

Assist

138

Crime

272

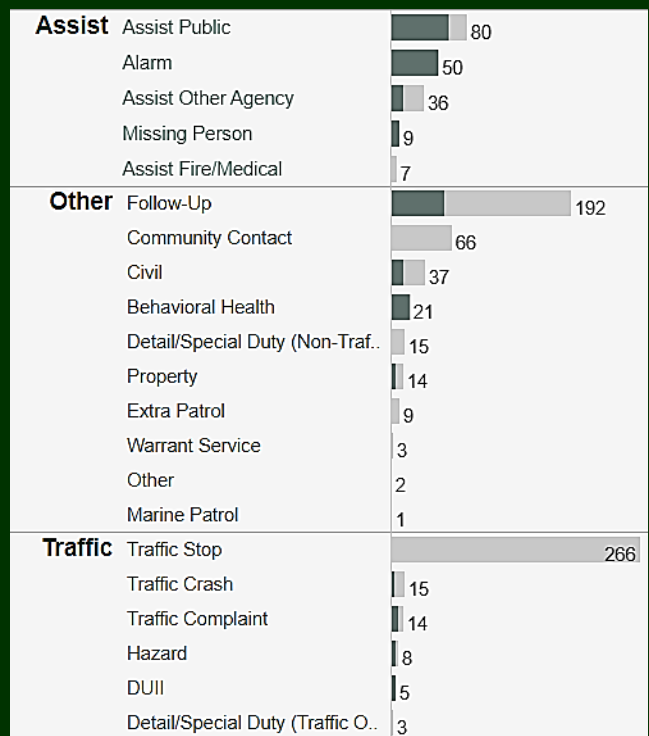
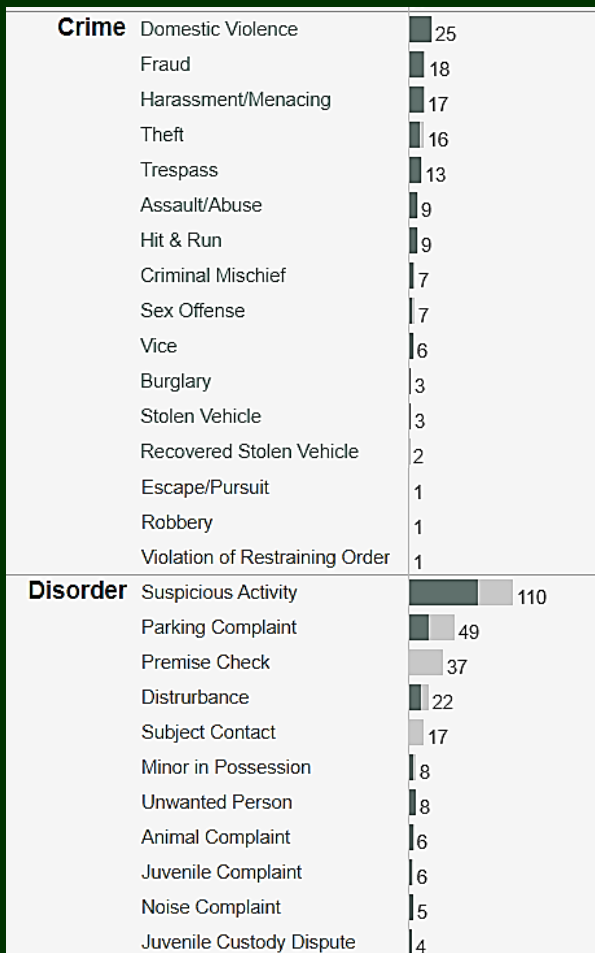
Disorder

360

Other

311

Traffic



From The Director's Office:

On September 7, 2024, approximately 200 community members attended the Third Annual Wilsonville Emergency Preparedness Fair held at the Stein-Boozier Barn. The Fair provided individuals a hands-on event where they could gather information and resources to prepare themselves and their families for an emergency or disaster. City staff presented materials related to water storage and filtration, sanitation, building a "Go Bag" and food preparation. Local partner agencies who shared their expertise, knowledge and resources included: Wilsonville Police; Tualatin Valley Fire & Rescue; Portland General Electric; Charbonneau Country Club; Greg and Rachel Leo and their canine 'Rough and Ready the Disaster Education Dog'; and the Red Cross. There was the ever popular "Wheel of Disaster" that once attendees visited all the display tables they submitted a completed passport to spin the wheel to win a prize.



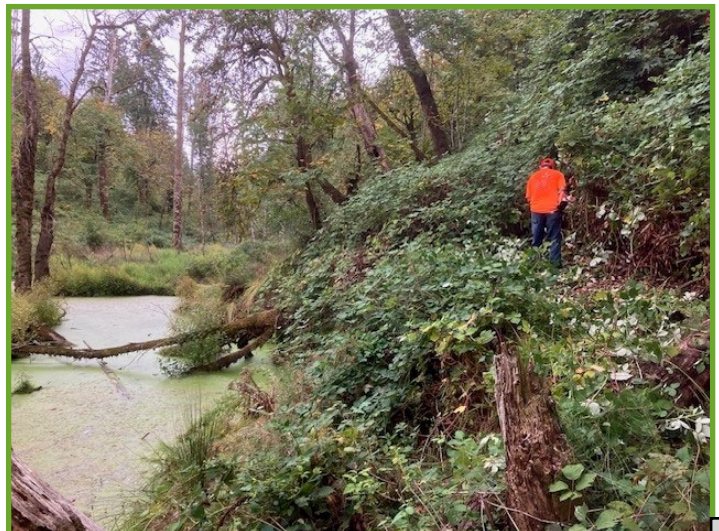
From the Director's Office, cont. 2024 Emergency Preparedness Fair



Stormwater

Preparation Is The Key To Success

Trimming and cleaning stormwater inlets and outfalls before the fall leaves and weather arrive are critical preventative maintenance tasks to prevent flooding when the rains begin.



Stormwater

Eager Beaver

The local beavers are also preparing for the upcoming winter weather; the Stormwater team made time to reinforce protections to prevent tree damage from these furry rascals.



Facilities

In A Tight Spot

Safety is at the forefront of every job and task performed by all teams at Public Works. The Facilities crew are often involved in repairs and maintenance in confined spaces, where staying vigilant and safety minded are extra important. In September all crews participated in the annual Confined Space Training to ensure skills are sharp and protocols are kept fresh in the teams minds.



Facilities

What The Heck Is A PMOB?

The Parks department will soon have a new and improved Maintenance Operations Building, or as it has been nicknamed “PMOB”. During September much of the focus for the Facilities maintenance team has been on getting this facility up and running, with one of the larger projects being installation of new parking lot lights. Old lights had to be removed before new electrical vaults were built, new bases poured and light poles installed so that the new lights can be finished.



Facilities

When One Door Closes

Restroom doors at Tracodero Park were being damaged on a regular basis. Facilities maintenance team members replaced the door gates to improve security and keep the restrooms open and operational for guests of the park.

Before:



After:



Facilities

Expect The Unexpected

One of Community Sharing's freezers stopped working, causing the contents of the freezer to spoil and leak out onto the floor. Facilities janitors worked their magic cleaning and sanitizing the area.



The backpack disinfectant sprayer made the rounds helping prevent the spread of viruses and bacteria that can often accompany the change in seasons.

Coffee spill? No problem, the janitorial crew will use the extractor to clean that right up!



Utilities

Mr. Cool

A homeowner call dispatched the Utilities Water crew, who found a residential water meter valve had been broken in the 'off' position, leaving the homeowner without water. The water line was frozen to allow replacement of the water meter valve and quickly restore service to the customer.

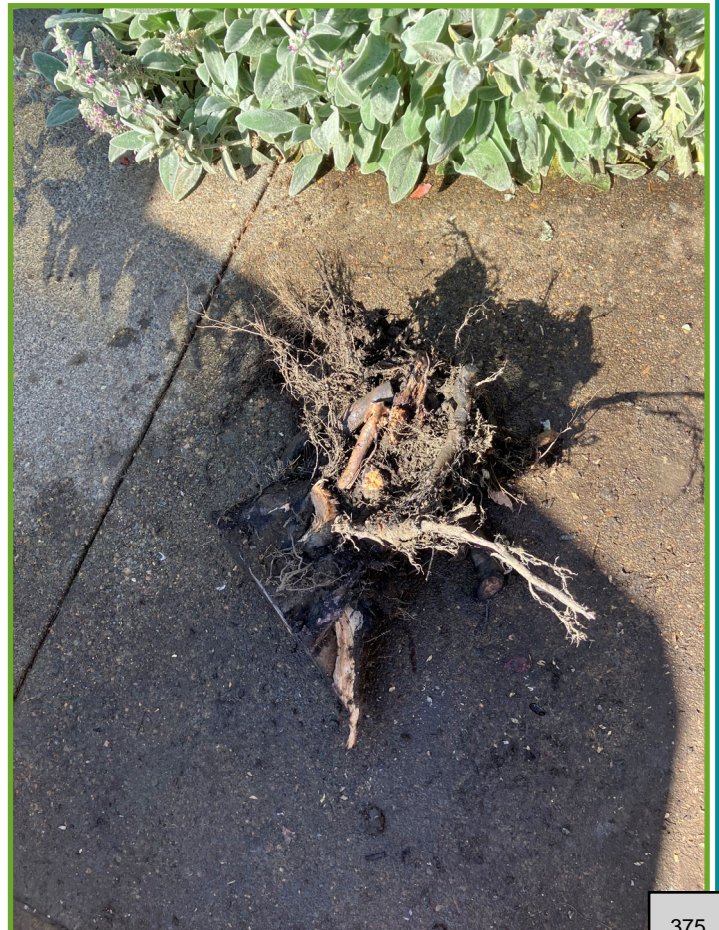
Freezing a water line involves wrapping the service line with a Kevlar bag attached to a CO2 tank, which controls a freezing process that halts the water flow temporarily so that crew can replace components quickly and safely with minimal disruption of adjacent services.



Utilities

Tree City USA

Wilsonville's beautiful trees are an asset to the City providing shade, oxygen, opportunity to host wildlife and add beauty around town. The Utilities water crew often addresses the hidden maintenance that can accompany these beautiful trees. A residential water meter leak caused by pressure from tree roots wrapped around a water meter valve and service line is one example. While the tree had been removed, the roots remained in the ground, requiring the excavation of the roots, and replacement of the water meter and water meter box. Removal of the roots reduced the pressure on the service line, halting the leak.



Utilities

Our Regularly Scheduled Programing

Utilities Sewer crew perform routine maintenance of the City sewer main lines, cleaning lines using the vacuum truck. This cleaning takes places weekly to ensure uninterrupted flow to the Waste Water Treatment Plant.



Bulk Water Meters are utilized by businesses requiring large amounts of water for a specific project. Utilities water technicians install, monitor and remove these meters on hydrants around the city to provide customers access to bulk water. Each month, the technicians visit each of these active meters to record water usage for billing and annual water use tracking reports provided to the state. Shown here is a Bulk Water Meter and backflow device installed on a hydrant.



Roads

A Hard Day's Night

Repair work on Day Road and Graham's Ferry Road required a full traffic closure and saw the Roads crew working through the night to repair potholes and preform asphalt patch work. Thorough planning goes into these repair projects ensuing minimal disruption to traffic flow and maximum efficiency of repairs.



Roads

The Race To The Finish

The Roads team used every valuable bit of late summer sunshine to finish up dry weather projects including line striping, tree trimming in preparation for LED light conversions, and pothole and sign repairs.



Roads

Adopt A Road

Working with volunteers is one way the Roads team keeps Wilsonville clean and beautiful. Each month, volunteers with the Adopt A Road program remove litter from a designated stretch of City-owned roads around town. Once a clean-up is completed, the Roads team retrieves the litter and debris and disposes of it safely. Recently, groups from AFSCME Local 7070, Audix, The Heydemann Family, Integrity Logistics, Jay Puppo State Farm, K&S Shenanigans (photo 2), OrePac, Oregon School Activities Association (photo 1), Rich Dougall Family, The UPS Store, Wastewater Treatment Plant and Wilsonville Diamond have completed their quarterly clean-up. We are grateful to have these volunteer stewards of the City, and always enjoy welcoming new groups to the Adopt A Road program!





September Report Transit/Fleet

John D. Rockefeller once said - “Don’t be afraid to give up the good to go for the great.” Jonathan Ive, of Apple Corporation, took Rockefeller’s saying and condensed a bit. He simply said - “Good is the enemy of great.” Both of these quotes on their face come across as strange statements for someone to make... but are they? I am convinced that both Rockefeller and Ive were definitely on to something.

Good, better, or best. If you could only choose one for yourself, for your children, for anyone you care deeply about, which would you choose? In 1967, while speaking to a group of middle school students in Philadelphia, Dr. Martin Luther King, Jr. put it this way: “If you can’t be a pine on the hill, be shrub in the valley. But be the best little shrub on the side of the hill. Be a bush if you can’t be a tree. If you can’t be a highway, just be a trail. If you can’t be the sun, be a star. For it isn’t by size that you win or fail. Be the BEST of whatever you are.”

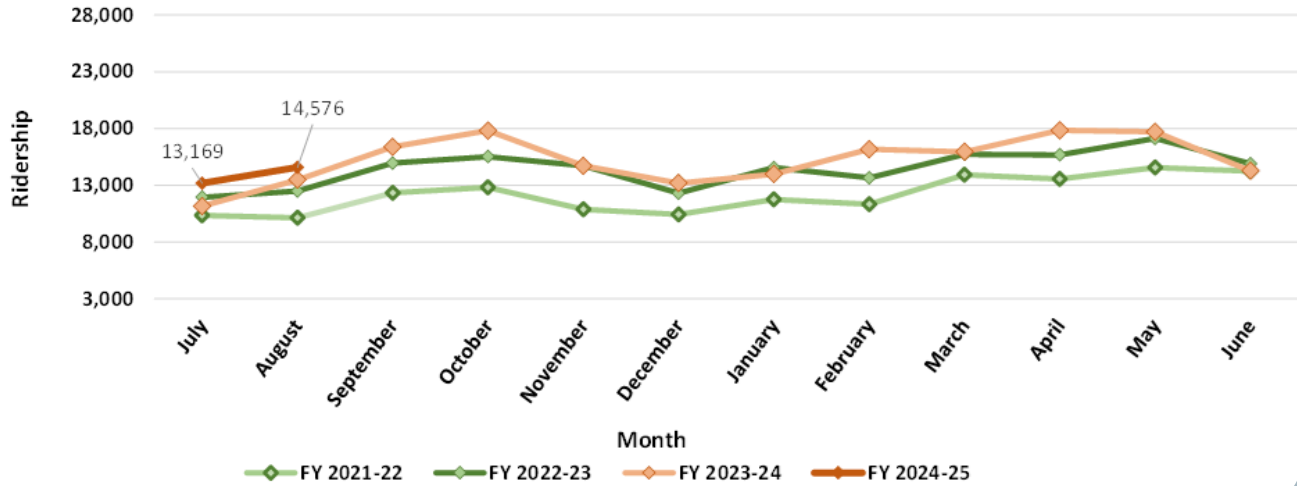
Dwight Brashear
Transit Director



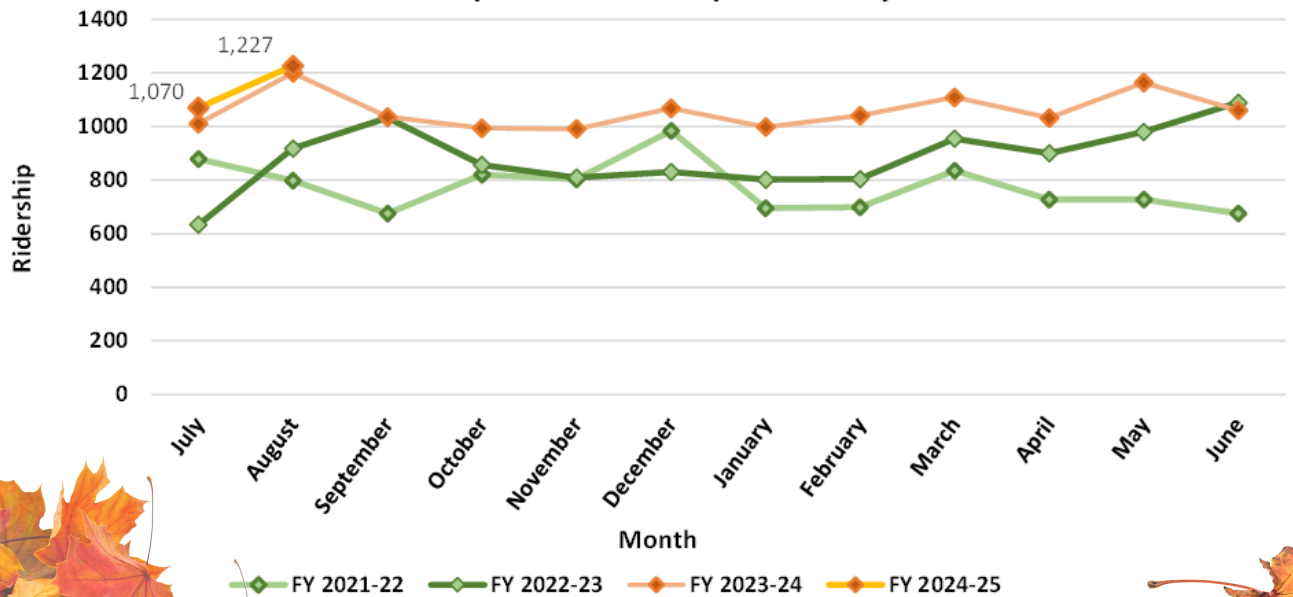
RIDERSHIP TRENDS

Anne MacCracken

Fixed Route Ridership Trends by Month



Demand Response Ridership Trends by Month



FLEET SERVICES

Scott Simonton



Villebois



On September 23, SMART reintroduced service on the Route 7, serving the Villebois neighborhood. Modifications were made to the route, requiring relocation of several bus stops. Fleet staff handled the removal and installation of several bus stop signs as part of the project.

OPERATIONS

Brad Dillingham

September was an exciting month for SMART! We brought back service to the Villebois neighborhood!

We began the new and improved Route 7 Villebois service that was discontinued during the pandemic. Prior to the pandemic, Route 7 travelled in a short loop along Costa Circle and then terminated at the Transit Center. The new service follows the same Costa Circle loop, arrives at the transit center, but then continues on to Town Center, connecting Villebois and nearby neighborhoods to City Hall, Safeway, the Library, and the rest of Town Center Shopping Center. This “figure-8” service operates every 45 minutes, connecting seamlessly with the Westside Express Service (WES) train that travels up to Tualatin, Tigard, and Beaverton.

Transit is something that people don’t often consider as an option when it comes to going to work or traveling to the grocery store. However, all it takes is one successful trip for many people to realize that transit is a stress-free and convenient way to get around. And of course, like our other routes, this new service is free to use for passengers. Wherever you live, give transit a shot! You might find your new favorite way of getting around the community.



Michelle Marston

The **Get There Car Free Challenge**
Sept. 16-22, 2024 launched during September.

The 2024 Get There Car Free Challenge was an opportunity to drive less and use transportation options more for the chance to win prizes!

Folks were encouraged to join the movement by pledging to drive less for one week and logging trips taken by transit, walking, biking, scooter, carpooling, and vanpooling. We encouraged everyone to participate for a chance to win prizes!

- ▶ **Take the pledge:** Take the pledge to drive less during the week of September 16-22.
- ▶ **Log your trips:** Log at least 2 trips in Get There taken by transit, walking, biking, scooter, carpooling, and vanpooling.

The final day of the Challenge was, Sunday, September 22, to celebrate the annual World Car Free Day event and the many benefits of driving less. More challenges are in the planning stage and coming soon!

GRANTS & PROGRAMS

Kelsey Lewis



The Vuela Transit Oriented Development (TOD) project at the Transit Center is well underway. We are planning ahead for the next phase in the construction which means we'll move about half of our bus stops at the Transit Center to the south side of the park & ride lot later this year. There is still a long way to go and each step closer is encouraging.

SMART
SOUTH METRO AREA REGIONAL TRANSIT

WE ARE HIRING

Safe Routes to School
Coordinator

JOIN OUR TEAM!

RideSMART.com/apply

Meanwhile, we continue to recruit for our new Safe Routes to School Coordinator to continue our programming with local schools and to lead biking programs.