

**Testimony by Wilsonville Mayor Tim Knapp
in Opposition to SB 534:
Contrary to Oregon Land-Use Law Requiring
Municipal Governance for Urban Services**



For Public Hearing Scheduled on May 12, 2015, Before the
House Committee on Rural Communities, Land Use, and Water

To Chair Clem, Vice-Chairs Helm and Post, and Members of the Committee:

The City of Wilsonville opposes SB 534 as proposed for several reasons. SB 534 presents a host of potential problems for area local governments, state agencies and private-sector interests that are key to the regional and state economy.

1. SB 534 Is Unnecessary Legislation

Oregon law currently allows for the provision of municipal water and sewer service outside of cities to an airport — so long as an agreement is reached that provides for eventual annexation of the airport into the municipality. Municipal governance with urban services is a key precept of Oregon land-use law.

2. SB 534 Is Contrary to Oregon Land-Use Law

Oregon land-use law is predicated on the principal that cities are to be centers of urban-level development and that prime farmland is to be protected from urban encroachment. The proposed legislation violates this key tenet of Oregon land-use law by allowing the extension of city water and sewer service to areas outside a city without the concurrent requirement for municipal governance.

3. SB 534 Can Precipitate Negative, Unintended Consequences

By usurping the key principle of Oregon land-use law that cities are to be centers of urban-level development, the proposed legislation has the potential to produce a number of negative, unintended consequences as follows.

a. Unfunded Impacts to Public Surface Transportation Facilities

While city or an airport or private-property interests may benefit financially from the extension of urban services outside a city, the net result over time becomes costs that are externalized to others. That is, the provision of city water and sewer services facilitate activity and development at the airport and adjacent private-property.

The increase in activity produces increased traffic congestion on unimproved, farm-to-market county roads for which no new revenues are available to improve surface streets. Hence, Oregon law wisely calls for municipal governance for areas of

economic activity so that mechanisms are available to capture revenue needed to fund the necessary infrastructure to accommodate the urban-scale development.

b. Inability to Fund Necessary Infrastructure to Accommodate Urban-Level Activity

By allowing a situation where only the core essence of urban services—water and sewer—can be provided to an airport in an unincorporated county EFU zone, additional city mechanisms are unavailable to provide the total necessary “infrastructure package” to accommodate new development and business operations in a rural ag area. That is, a city provides other necessary components of urban-level development in addition to water and sewer such as adequate roads and sidewalks, transit service, stormwater management, and a host of other city-provided services.

c. Unfair Competition Harms Public and Private Real-Estate Interests

The provision of urban services without municipal governance creates an unfair and unlevel playing field for real-estate investment by the public-sector distorting the market. **That is, government creates a situation whereby businesses located at an airport may operate at an artificially lower rate due to a lack of charging these businesses the full infrastructure costs of allowing their operation.**

The full costs of operating a business in a city include helping to pay for infrastructure capacity improvements that facilitate economic activity such as road and street/sidewalk improvements, water and sewer service, stormwater management and other urban services. Thus, when government allows inappropriately sited development in an EFU zone, government is in effect providing a public subsidy to those businesses by allowing them to avoid paying for the full impact of their operations on local streets, impervious surface-area stormwater generation, and the like.

Allowing businesses in one area to operate with a public subsidy while other businesses nearby are paying regular “full-freight” to a city that accommodates the impact of their operations on transportation-water/wastewater-stormwater infrastructure creates an unfair playing field for both the private- and public-sectors. **The subsidy by one public entity harms other nearby cities and property owners whose commercial and industrial properties are undercut by unfair competition from subsidized airport development.**

d. SB 534 Harms Existing and Planned Public/Private Investments by Local Governments and State Agencies to Develop Industrial Lands

Many local jurisdictions have been working for years with state agencies and private developers to bring to market over 5,600 acres of vacant industrial employment lands awaiting development in the three-county metro region.

An additional 3,200-plus acres of redevelopable “brownfield” sites, often with easy access to urban services, also sit idle awaiting investment.

In total, the greater three-county region is awash in over 8,800 acres of vacant “greenfield” and redevelopable “brownfield” industrial lands languishing and awaiting capital investment. *See Exhibits A and B.*

Adding more industrial acreage diminishes the value of existing acreage and diverts private and public capital from existing and planned developments, thereby diluting the market’s capacity to develop designated industrial lands for employment.

Within the immediate area of the Aurora State Airport, located adjacent to the three-county Metro region, many local jurisdictions have been working for years with state agencies and private developers to advance industrial development. Following are a few examples:

- The City of Wilsonville, which has invested over \$5 million of the ultimate \$60 million needed in planning and infrastructure for the 215-acre Coffee Creek Regionally Significant Industrial Area (RSIA), is working with developers to advance new employment opportunities. *See Exhibits C and D.*
- The Cities of Tualatin and Wilsonville with Washington County and Metro are actively planning development of the 800-acre greenfield Basalt Creek Employment Area located next to Coffee Creek RSIA in the Metro UGB.
- The City of Canby has devoted considerable resources in conjunction with Business Oregon (\$2 million loan) and ODOT (\$1.2 million transportation grant) to develop the 225-acre Canby Pioneer Industrial Park that is now partially built-out.

THREE-COUNTY METRO REGION GREENFIELD VACANT INDUSTRIAL LANDS INVENTORY	
Jurisdiction	Acres
Clackamas County	
Cities	1,133
Unincorporated County	603
TOTAL	1,736
Multnomah County	
Cities	1,367
Unincorporated County	140
TOTAL	1,507
Washington County	
Cities	1,056
Unincorporated County	831
HB 4078 (2014)	550
TOTAL	2,437
GRAND TOTAL	5,680

EXCLUDES over 3,200 acres of redevelopable or brownfield industrial sites.
 SOURCES: Metro 2015 UGR, App 3 Buildable Land Inventory; Clackamas County Employment Land Inventory, 2010.

- The City of Woodburn has advanced a range of commercial and industrial developments, including the projected \$75 million renovation of the I-5/Hwy 214 Woodburn Interchange & Transit Facility that is designed to facilitate commerce for the community. Major public investments in the transportation infrastructure project include a \$43 million 2009 JTA award by the Legislature, \$7.1 million ODOT STIP grant and \$8 million of City funding.

Adding more cheap, publicly-subsidized industrial sites near the Aurora State Airport has the potential to undercut and directly harm past, existing and planned investments by local governments, state agencies and private-sector developers to bring to market vacant industrial sites with new development.

e. Potential Damage to Agricultural Cluster and Regional Economy

The State's \$5.5 billion (2012) agricultural economy operates in various regional clusters where a sufficient number of farm operations, food processors and their service-providers are in business that work together to sustain the regional rural economy. Urban-level activities on farmlands increase speculative price pressures on land and create traffic congestion that together increase the difficulty to farm economically. Gradual loss of suppliers and producers can harm a regional ag cluster by reducing the vibrancy and transactional capacity that generate economic activity.

Located in Oregon's breadbasket of the French Prairie region, the Aurora State Airport is situated in the center of Oregon's top ag-producing counties with a combined value of \$1.5 billion or 28% of the state total, including:

- #1: Marion County — \$639 million
- #5: Clackamas County — \$344 million
- #7: Washington County — \$292 million
- #9: Yamhill County — \$270 million

4. Specific Examples of Problematic Issues at the Aurora State Airport

The Aurora State Airport, which is located adjacent to a proposed Metro Rural Reserve of prime undeveloped Willamette Valley EFU "Foundation Farmland" in Clackamas County, is illustrative of the many problems associated with SB 534.

a. No Nearby City Urban-Services Provider Wants This Legislation

Both cities closest to the Aurora State Airport—the City of Aurora and the City of Wilsonville—have indicated in explicit terms that neither seeks to provide urban services without governance controls that annexation provides. Both cities' leadership reject the premise of the legislation and oppose SB 534. *See Exhibit E.*

b. State Agencies Identify A Host of Expensive Transportation and Development Problems in Vicinity of Aurora State Airport

During the intensive Metro Urban/Rural Reserves process over the period of 2009-10 that included extensive public engagement, local-area governments and state agencies undertook detailed analysis of areas for potential urbanization.

In Joint State Agency Comments on the Metro Urban and Rural Reserves process in 2010 and 2009, seven state agencies unanimously found that urbanization immediately south of the Willamette River and Wilsonville was detrimental public policy.

“South Wilsonville

“ODOT, ODA, DLCD, OWRD, DEQ, ODFW, and DSL support the preliminary recommendation from Clackamas County to designate lands south of the Willamette River (French Prairie) as a rural reserve. The reasons for a rural reserve designation include: threat of urbanization, high suitability for agriculture, very significant transportation limitations (Boone Bridge capacity and no alternate river crossing, poor multimodal connectivity), poor suitability for urbanization (services and distance to existing population), and concerns about encouraging urban development moving south along I-5 into prime agricultural lands.”

See Exhibit F.

“Huge > \$500 Million” Transportation Costs: In an April 2009, joint state agencies’ (ODOT, ODA, DLCD, ODFW, and ODF) letter to the Metro Reserves Steering Committee, ODOT indicated that the South Metro I-5 corridor and Boone Bridge were at maximum traffic-handling capacity, and that the cost to increase capacity was “huge,” or “over \$500 million.” *See Exhibit G.*

ODOT states in this letter (page 3) that: “The analysis shows that the highways least suitable to accommodate additional trips and most expensive to improve, are... I-5, especially the segment from Or 217 to south of the Willamette River.”

ODOT further states in “Attachment 1, Oregon Department of Transportation Comments on Candidate Urban and Rural Reserves” (page 2):

“Highway Section: Inside UGB and from Wilsonville SCL [southern city limits] to Marion County line

“Potential to accommodate additional traffic: Very Low - FC 2035 RTP identified severe capacity problems on I-5 within and south of existing UGB and at Wilsonville

Interchanges. Congestion is especially high in the segment between I-217 and I-205. Widening of I-5 including Boones Bridge will be very expensive.

“Relative Cost to Improve: > \$ 500 M = Huge”

Commuter and Freight Traffic Overload: The I-5 Boone Bridge over the Willamette River at Wilsonville reaches peak traffic-carrying capacity during normal commute times and on many other occasions; adding new traffic generators on a congested highway furthers harms the movement of freight and conduct of commerce in the metro region and to areas further east and south, including Canby, Woodburn, Salem/Keizer and Albany areas.

No Alternate River Crossing: The I-5 Boone Bridge is the only crossing over the Willamette River for a 28-mile span between Oregon City and St. Paul, resulting in a highway bottleneck without alternate routes. Placing additional traffic generators in the vicinity of the bridge increases reliance on the bridge for short, local trips, further restraining traffic flow and mobility while increasing the likelihood of freeway incidents that can result in major traffic tie-ups.

I-5 Boone Bridge Carries More Freight than “CRC”: ODOT reports that the I-5 Boone Bridge carries nearly as much traffic as the well-known I-5 “CRC” Interstate Bridge (only 4% less), but one-third (33%) more freight trucks, making this bridge a critical transportation link for commerce. Freight traffic that is split between the I-5 CRC and the I-205 Glenn Jackson bridges converges at the I-5 Boone Bridge.

Poor Multimodal Connectivity: The French Prairie region around the Aurora State Airport is composed primarily of narrow, farm-to-market county roads not designed for traffic circulation common to urban areas. The area around the Airport is not served by transit services and is not bike or pedestrian friendly, lacking urban-type infrastructure for multi-modal connectivity.

c. Poor Suitability for Urbanization: Absence of Costly Urban Infrastructure

Distance from Population Centers Forces Commuting: The French Prairie area lacks urban services and is distant from population centers and standard private commercial and public urban services. Urbanization would result in significant trip generation with long distances and considerable increasing congestion detrimental to the timely movement of freight. Delivering and maintaining infrastructure services would be costly, inefficient and impractical.

Lack of Available Water: The City of Wilsonville’s water capacity south of the river is fully used by Charbonneau. ODOT has prohibited any additional conveyance devices on the I-5 Boone Bridge. The City’s water distribution and storage system has been master-planned to serve the City’s Metro UGB and urban reserve areas. These include the Coffee Creek Correctional Institution, the Coffee Creek and Basalt Creek industrial/employment areas, and our Villebois North, West Wilsonville, Frog Pond, and Advance Road residential concept areas.

Neither the Oregon Water Resources Department nor Marion County are permitting new groundwater wells that further draw-down the aquifer that is used primarily to support the region’s agricultural industry.

Lack of Wastewater Treatment Capacity: The City of Wilsonville’s \$45 million wastewater treatment capacity expansion is already allocated to existing and planned new developments, including the 1,000-acre Coffee Creek and Basalt Creek industrial areas, and the 500-acre Frog Pond/Advance residential areas, and an additional 500 acres of adjacent urban reserves. There is no surplus capacity available.

The City of Aurora is under DEQ orders and a settlement with Willamette River Keeper regarding wastewater treatment discharge into the Pudding River.

Expensive, Difficult Area to Provide Wastewater Treatment Services: A “Sewer Serviceability” study conducted in 2009 by Clackamas County and Metro during the Urban and Rural Reserves process found that the French Prairie area would be “difficult” and very expensive to provide waste-water treatment services. *See Exhibit H.*

No New Wastewater Outfalls: DEQ is not permitting any new outfalls on the Willamette River creating a barrier to a new treatment plant with few, if any, cost-effective solutions. Pursuing such a notion is in effect expensive and impractical.

c. Lack of Transportation Infrastructure and Funding Resources Creates Travel Safety Hazards, Hurts Ag Operators

The Aurora State Airport is essentially a publicly-owned State runway bordered by private property. Even without city water and sewer service, the county has gradually allowed the conversion of adjacent EFU lands to other uses, which has facilitated an increase in activity at the airport — for which insufficient revenues are available to improve adjacent streets and sidewalks, provide transit services to commuting employees, appropriately manage stormwater runoff or provide other urban services common to industrial developments.

Development over time in proximity to the airport has greatly increased the amount of automobile traffic on narrow, unimproved farm-to-market county roads with deep ditches and no shoulders and lacking sidewalks or bike-lanes — producing a dangerous situation for both drivers and pedestrians. Additionally, no public transit services are available to the airport, further increasing traffic on nearby streets.

Farmers near the Aurora Airport have complained about both an increase in traffic that negatively impacts operations and safety and escalating land-lease costs that appear due to land speculation for potential development. Encouraging urban-level development in EFU areas invites land speculation on farm and forest lands in anticipation of government permitting of further urbanization. Land speculation harms the agricultural industry by artificially driving-up the cost of farmland, and correspondingly the cost of doing business, which can make these businesses uncompetitive in a global economy.

d. Urban-Level Development in Rural EFU Area Exacerbates Unresolved Governance Conflicts Over Land Use and Local Impacts

Unfortunately, as recently as 2010 when the Oregon Department of Aviation, which operates the Aurora State Airport, and Marion County together with the City of Aurora executed an *Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues*, the City of Wilsonville and Clackamas County were not included in the process, and thereby the true spirit of intergovernmental coordination among the affected jurisdictions was lost. *See Exhibit I.*

Similarly, unless amended, SB 534 could allow for urban development in key rural EFU agricultural land, which could cause conflicts with nearby local governments without appropriate coordination.

The City of Wilsonville is a well-known, interested stakeholder in area land-use and transportation matters and hosts the largest population of residents and businesses in proximity to the airport. In a similar fashion, other nearby cities within three miles of the Aurora State Airport—including the cities of Barlow, Donald and Canby—can be impacted by urban-level development at the Airport. Issues of concern to neighboring cities include for example transportation infrastructure impacts around traffic congestion and road wear, public transit-service provision, inequitable industrial lands competition, and economic impacts on area agricultural operations. *See Exhibit J.*

5. Proposed Legislation Advances Urban Sprawl Detrimental to French Prairie Ag Economy That Is Key to Willamette Valley and Oregon

The City of Wilsonville shares concerns with agricultural interests and food processors about encouraging urban development moving south along I-5 into prime agricultural lands of the French Prairie Region, which contains Oregon's finest soils.

While State and Local government efforts have focused on encouraging "traded-sector" economic development and job creation, the proposed legislation poses potential negative, unintended consequences for important Oregon industries and jobs. The high-value farmlands of French Prairie in northern Marion County are a major powerhouse for the Oregon's agricultural industry.

These "Foundation" farmlands, as rated by the Oregon Department of Agriculture, form the key inputs for the traded-sector "ag" industry where a majority of products are destined for export out of Oregon. During the Great Recession, agriculture was the one Oregon economic sector to weather the storm better than other sectors and it is enjoying a speedier recovery.

One of the largest employers in the Tualatin/Wilsonville workshed with over 400 employees is Pacific Natural Foods, a locally-based national firm that farms over 1,000 acres around Aurora and contracts with farmers in the North Willamette Valley for organic produce and animal stock. Urbanization of EFU lands around the Aurora Airport harms the operations and competitive position of this major growing, traded-sector employer.

In a nutshell, encouraging economic activity in EFU areas without municipal governance may have the unintended consequence of severely interfering with ag operations, encouraging urban sprawl and land speculation that is detrimental to the rural ag industry, and harming the ag cluster of businesses and jobs on French Prairie.

a. Lack of Natural Barriers Would Allow Urban Sprawl

The Willamette River acts as natural barrier to Portland metro area urban expansion into the prime ag lands of the Willamette Valley. "Jumping" the river would remove the last remaining barrier to urban sprawl along I-5, further harming the ag industry cluster and mobility along I-5 in the North Willamette Valley. The overall effect would be detrimental not only to long-planned industrial economic development efforts in areas already approved through appropriate processes, but also to public investments already on the ground and under way in Wilsonville,

Woodburn, Salem/Keizer and Albany. Because of the high cost of urban infrastructure, many hundreds or thousands of acres of development would be the only way to make it pencil. So more than just *allowing* urban sprawl, sprawl would essentially be *required*.

b. High Suitability For Agriculture: Oregon’s Best “Foundation” Farmland

French Prairie soils in the vicinity of the Aurora State Airport are some of the best in Oregon and the world and should be conserved for domestic food security and economic diversification purposes. French Prairie soils were formed over millennia by major Ice Age “Missoula Floods” that inundated the Willamette Valley, depositing multiple layers of organically rich silt on the lower watershed regions of the North Willamette Valley. The Oregon Department of Agriculture classifies these lands as “Foundation Farmland” — the best of the best — and encourages their conservation for long-term productivity.

Potential Amendments to Reduce Negative Impact of SB 534

The City of Wilsonville understands that a municipality in Central Oregon is interested in providing water or sewer service to an airport without eventual annexation, as required by current Oregon law. While the City of Wilsonville supports current Oregon law, if the Committee seeks to advance this legislation, then Wilsonville respectfully requests consideration of amendatory language to SB 534 that addresses the key issues of concern raised by our testimony.

Amendments that the City could support are focused on three goals:

1. **Financial Responsibility and Transparency:** Providing sewer and water services to an airport without annexation is in the city’s discretion in a financially responsible manner — meaning that the full, true costs (including capital and operational) of these public services are transparent to and fully paid by the airport and that costs of provision of these services are not shifted to the city’s taxpayers or ratepayers;
2. **Protection of Prime Ag Land:** Expansion of the airport does not result in the loss of high-value farmland of the Willamette Valley as defined by existing Oregon law (OAR 660-33-0010);
3. **Area Cities’ Concurrence:** Municipalities within three miles of the airport must agree to the extension of these services so as not to adversely impact any development or expansion of operations that might result from extending these services.

Based on the potential risky, unintended consequences that may flow from the proposed legislation, a host of identified infrastructure and governance problems, and the lack of need for the legislation, the City of Wilsonville respectfully urges a DO NOT PASS vote by the committee on SB 534 as proposed.

The City of Wilsonville's opposition to SB 534 would be ameliorated by the addition of amendments responsive to the three primary issues of concern as noted previously.

We thank you for your time and consideration.

Sincerely,



Tim Knapp, Mayor
City of Wilsonville

Exhibits to Testimony

- Exhibit A: Metro, 2014 Draft Urban Growth Report (UGR), Appendix 3, Buildable Land Inventory and Maps, Extracted pages with data tables and maps pertaining to Employment Lands, both industrial and commercial.
- Exhibit B: Clackamas County 2010 Employment Lands Survey Map
- Exhibit C: City Wilsonville, Coffee Creek Industrial Area Master Plan, 2007
- Exhibit D: City Wilsonville, Coffee Creek Industrial Area Development Overview, 2010
- Exhibit E: City of Aurora, Letter to Honorable Rep. Brian Clem, Re: Senate Bill 534, April 2, 2015
- Exhibit F: Joint State Agencies Comments on the Metro Urban and Rural Reserves, October 14, 2009
- Exhibit G: Joint State Agencies Letter to the Metro Reserves Steering Committee, April 6, 2009; "Attachment 1, Oregon Department of Transportation Comments on Candidate Urban and Rural Reserves"
- Exhibit H: Clackamas County, "Sewer Serviceability for the Reserves Study Area, Including areas that might be served by neighboring cities," Feb. 2009
- Exhibit I: Intergovernmental Agreement on the Coordination of Growth Management and Transportation Issues Between City of Aurora, Marion County and Oregon Department of Aviation, June 2010; Map of the "Aurora Airport Impact Area"
- Exhibit J: Map of Aurora Airport Region Population in 3-Mile Radius, 2010 US Census

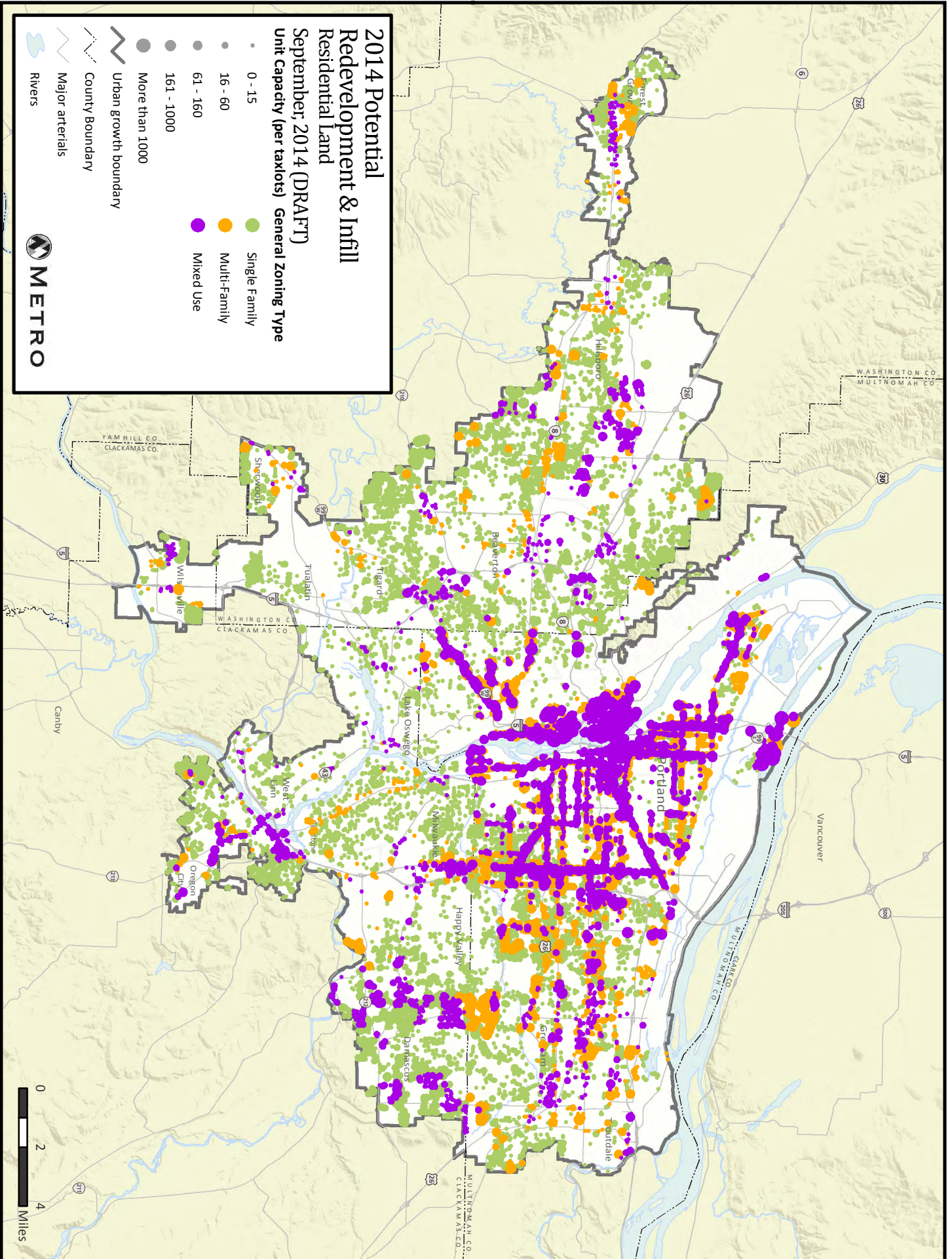
Appendix 3

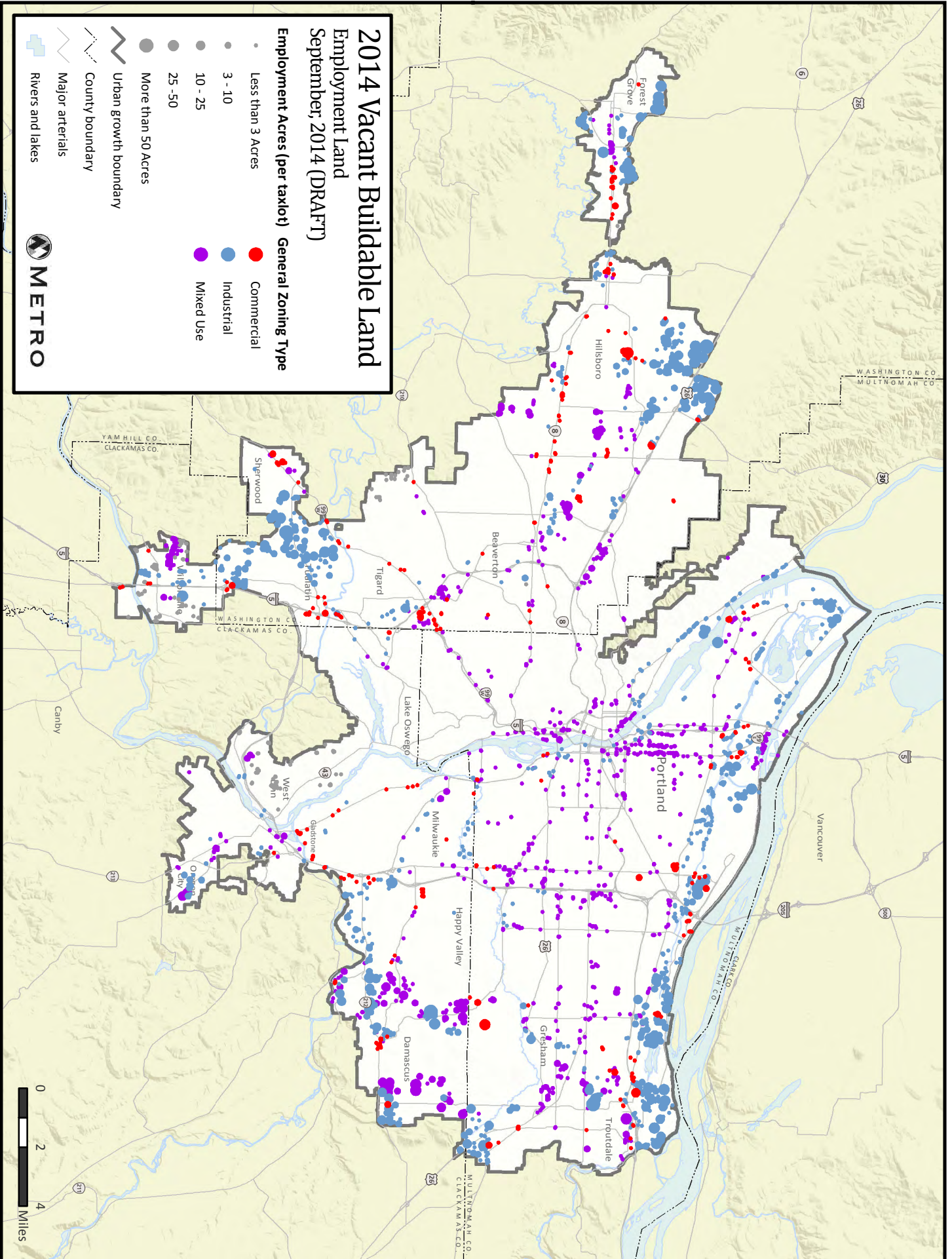
Buildable land inventory results (revised as of 9/23/14)

This appendix describes the results of the buildable land inventory methods described in Appendix 2. All cities and counties in the region were given over two months to review a preliminary inventory in the fall of 2013. This inventory incorporates edits submitted by local jurisdictions. This buildable land inventory should be understood as a first cut at understanding the growth capacity of the Metro UGB. As described in the 2014 UGR summary and appendices 4 (Housing Needs Analysis) and 6 (Employment Demand Analysis), not all of this inventory may be feasible in the 20-year planning horizon. Additional market feasibility considerations are incorporated into the analyses found in those documents.

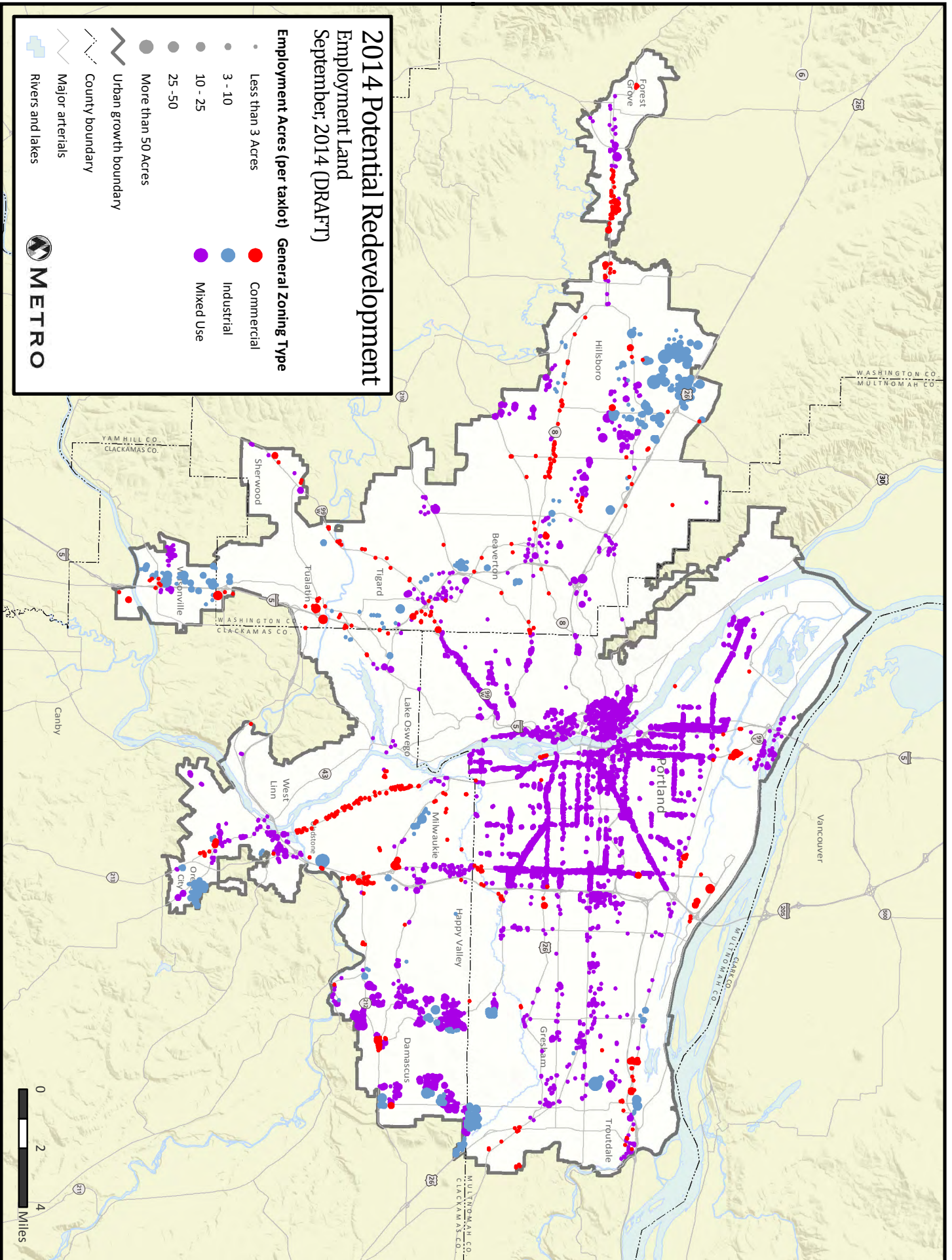
This revised draft incorporates a correction. This correction relates to lands added to the urban growth boundary by the Oregon Legislature in March 2014 under House Bill 4078. At the request of city of Forest Grove staff, this revised report counts lands added near Forest Grove as industrial rather than residential with a small amount of commercial. When the revised regional numbers are rounded at regional scale, this amounts to 200 additional acres of industrial land and 100 fewer acres of commercial land in the employment buildable land inventory. A second, minor correction affects only the detailed maps and tables in this appendix, but had already been incorporated into the remainder of the draft Urban Growth Report's analysis. This second correction does not change the report's analysis or conclusions.

Extracted pages pertaining to
Employment Lands, industrial
and commercial.





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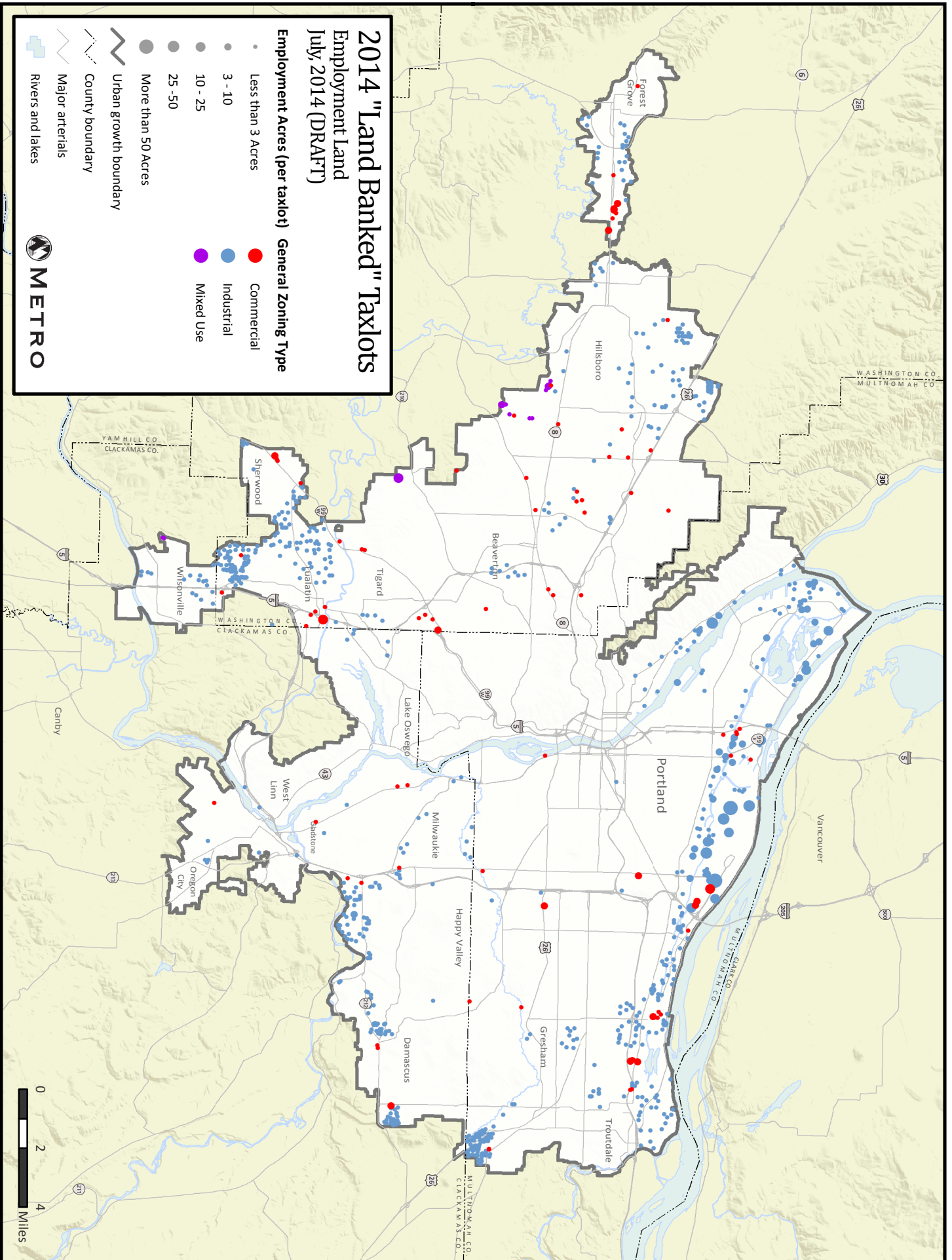


Exhibit A - p. 6

2014 Buildable Land Inventory (BLI) -- Employment Capacity Assumption (Reviewed by Local Jurisdictions)
 Capacity Summary by City, Source, and Type
 Metro West of Center DRAFT 5/23/2014

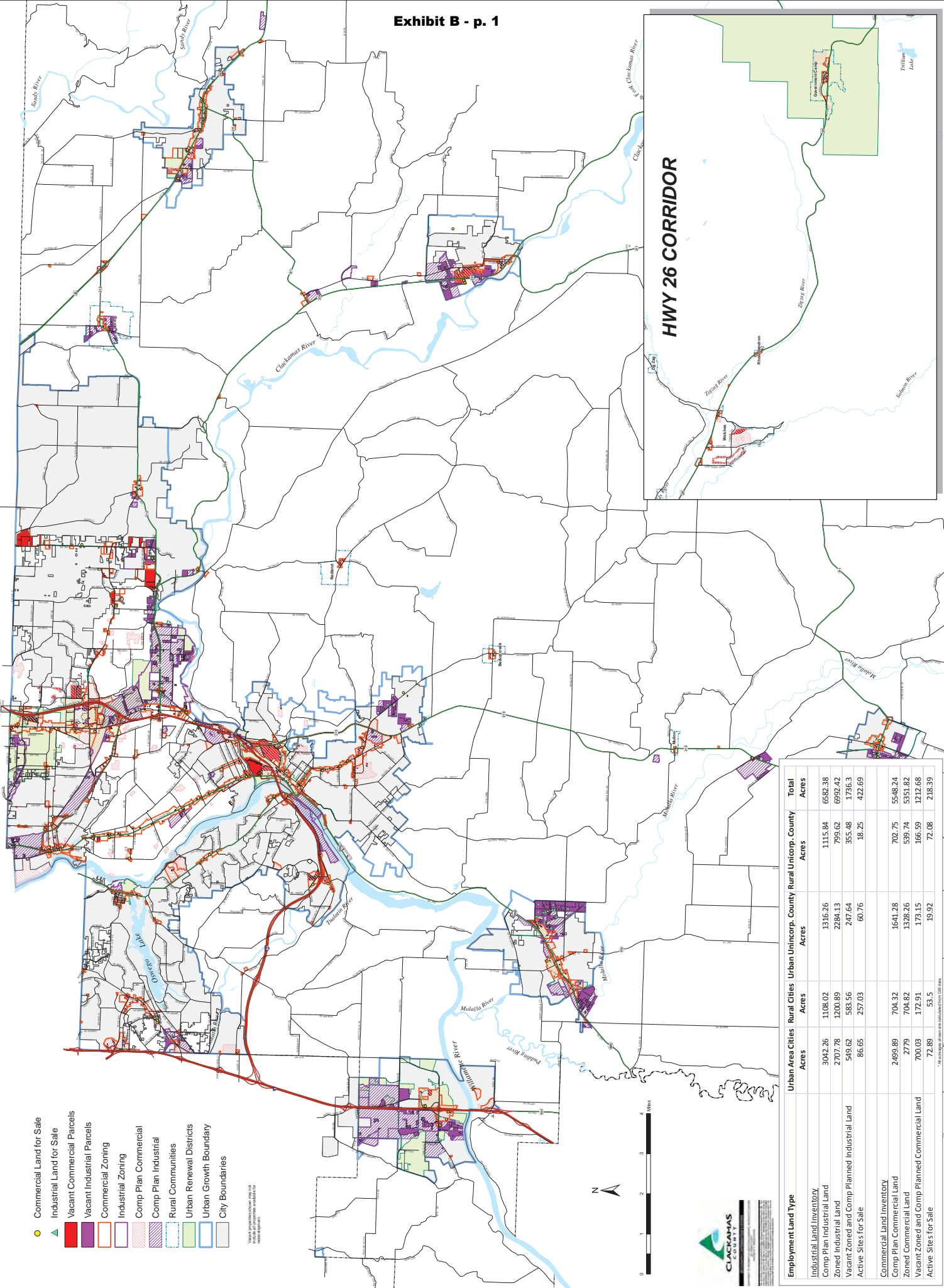
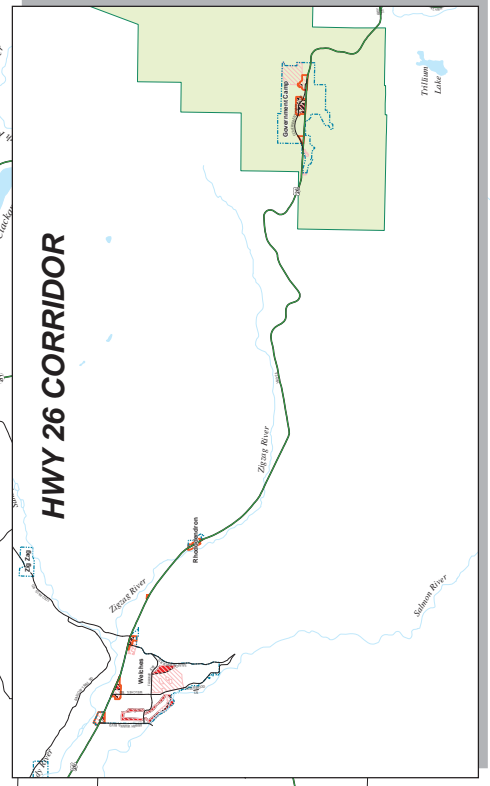
Does not include the Hillsboro industrial land added to the UGB by HB 4078
 COM capacity includes capacity in COM and MUR zone classes
 *Unincorp = unincorporated areas inside Metro UGB

Local Government	TOTAL ACRES	Industrial		Commercial		Commercial on COM		Commercial on MUR		Total Capacity by Land Type			Percent of Capacity by Land Type						
		Vacant	Redev	Vacant	Redev	Vacant	Redev	Vacant	Redev	IND	COM	MUR	% IND	% COM	% MUR	Vacant Total	Redev Total	% Vacant	% Redev
Clarkamas Total	3,060	666	737	566	1,091	53	188	513	903	1,403	241	1,416	46%	8%	46%	1,232	1,828	40%	60%
DAMASCUS	1,375	340	200	305	531	15	29	290	502	539	44	792	39%	3%	58%	645	730	47%	53%
GLADSTONE	68	1	57	3	7	3	7	0	0	58	10	0	85%	15%	0%	4	64	5%	95%
HAPPY VALLEY	489	127	16	154	191	15	0	140	191	143	15	331	29%	3%	68%	281	207	58%	42%
JOHNSON CITY	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%	0%	0	0	0%	0%
LAKE OSWEGO	28	2	9	4	13	0	0	4	13	10	1	17	37%	3%	60%	6	22	21%	79%
MILWAUKEE	60	1	42	8	9	0	6	8	2	43	7	10	72%	11%	17%	10	50	16%	84%
OREGON CITY	308	43	101	50	113	0	19	50	94	145	19	144	47%	6%	47%	93	215	30%	70%
RIVERGROVE	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%	0%	0	0	0%	0%
WEST LINN	14	1	0	9	4	0	1	9	3	1	1	12	6%	8%	87%	10	4	68%	32%
WILSONVILLE	279	57	171	18	33	11	26	7	8	228	36	15	82%	13%	5%	75	204	27%	73%
UNINCORP-CLACK	441	95	142	15	189	9	100	6	90	237	108	96	54%	25%	22%	110	331	25%	75%
Multnomah Total	4,315	1,507	1,362	329	1,137	132	212	197	925	2,849	344	1,122	66%	8%	26%	1,837	2,479	43%	57%
FARVIEW	165	102	0	32	32	21	28	11	4	102	49	15	62%	29%	9%	134	32	81%	19%
GRESHAM	666	364	97	96	108	32	7	65	101	462	39	166	69%	6%	25%	461	205	69%	31%
MAWWOOD PARK	0	0	0	0	0	0	0	0	0	0	0	0	0%	0%	0%	0	0	0%	0%
PORTLAND	2,434	649	753	131	901	64	161	67	740	1,402	225	807	58%	9%	33%	780	1,655	32%	68%
TROUTDALE	328	247	6	42	32	4	6	38	26	253	11	64	77%	3%	20%	290	38	88%	12%
WOOD VILLAGE	69	5	31	8	25	1	3	7	22	35	4	29	51%	7%	42%	13	56	19%	81%
UNINCORP-MULT	653	140	454	20	39	10	7	10	32	594	17	42	91%	3%	6%	160	493	24%	76%
Washington Total	4,139	1,887	1,132	448	672	157	219	290	453	3,019	376	743	73%	9%	18%	2,335	1,803	56%	44%
BEAVERTON	335	32	72	121	109	3	12	119	98	105	14	216	31%	4%	64%	154	182	46%	54%
CORNELIUS	109	35	1	18	54	18	54	0	0	36	72	0	33%	66%	0%	54	55	49%	51%
DURHAM	6	5	1	0	0	0	0	0	0	6	0	0	100%	0%	0%	5	1	84%	16%
FOREST GROVE	163	95	0	14	53	1	4	14	49	95	5	63	59%	3%	38%	110	53	67%	33%
HILLSBORO	1,623	570	887	107	98	72	31	35	67	1,417	103	102	87%	6%	6%	677	945	42%	58%
KING CITY	4	0	0	0	4	0	4	0	0	0	4	0	0%	0%	0%	0	4	0%	0%
SHERWOOD	121	83	0	19	19	11	9	8	10	83	20	18	68%	17%	15%	102	19	84%	16%
TIGARD	178	25	28	40	84	18	25	22	50	54	44	80	30%	25%	45%	66	112	37%	63%
TUALATIN	272	210	7	15	40	15	40	0	0	216	56	0	79%	21%	0%	225	47	83%	17%
UNINCORP-WASH	1,328	831	176	112	209	19	39	93	170	1,007	58	263	76%	4%	20%	943	385	71%	29%
UGB TOTAL	11,514	4,061	3,210	1,343	2,900	343	619	1,000	2,281	7,271	961	3,282	63%	8%	29%	5,404	6,110	47%	53%

This table reflects a necessary correction identified by Metro staff in September 2014. The correction relates to lands added to the urban growth boundary by the Oregon legislature in March 2014 under House Bill 4078. At the request of the City of Forest Grove, this revised report counts lands added near Forest Grove as industrial, rather than residential with a small amount of commercial. Since these lands are not yet annexed to the city, they appear as unincorporated Washington County.

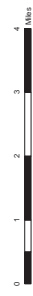
2010 CLACKAMAS COUNTY EMPLOYMENT LAND INVENTORY

Exhibit B - p. 1



- Commercial Land for Sale
- Industrial Land for Sale
- Vacant Commercial Parcels
- Vacant Industrial Parcels
- Commercial Zoning
- Industrial Zoning
- Comp Plan Commercial
- Comp Plan Industrial
- Rural Communities
- Urban Renewal Districts
- Urban Growth Boundary
- City Boundaries

Map prepared by the
Clackamas County Planning
Department



Employment Land Type	Urban Area Cities Acres	Rural Cities Acres	Urban Unincorp. Acres	County Acres	Rural Unincorp. Acres	County Acres	Total Acres
Industrial Land Inventory							
Comp Plan Industrial Land	3042.26	1108.02	1316.26	1115.84	6582.38	6582.38	6582.38
Zoned Industrial Land	2707.78	1200.89	2284.13	799.62	6992.42	6992.42	6992.42
Vacant Zoned and Comp Planned Industrial Land	549.62	589.56	247.64	355.48	1736.3	1736.3	1736.3
Active Sites for Sale	86.65	257.03	60.76	18.25	422.69	422.69	422.69
Commercial Land Inventory							
Comp Plan Commercial Land	2499.89	704.32	1641.28	702.75	5548.24	5548.24	5548.24
Zoned Commercial Land	2779	704.82	1328.26	539.74	5351.82	5351.82	5351.82
Vacant Zoned and Comp Planned Commercial Land	700.03	172.91	173.15	166.59	1212.68	1212.68	1212.68
Active Sites for Sale	72.89	53.5	19.92	72.08	218.39	218.39	218.39

Map prepared by the Clackamas County Planning Department

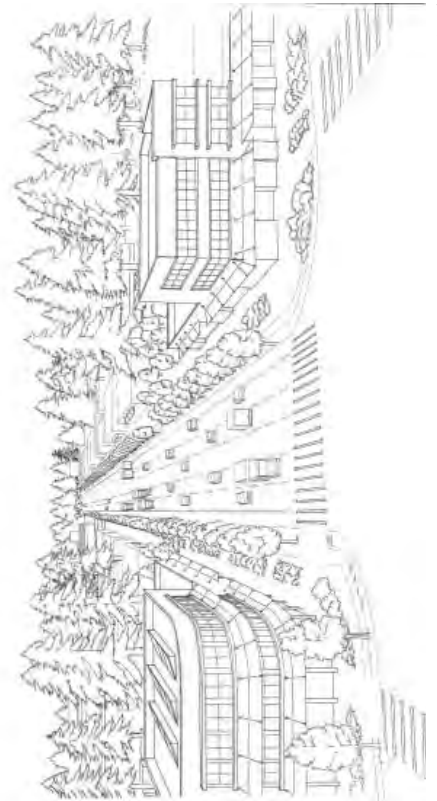
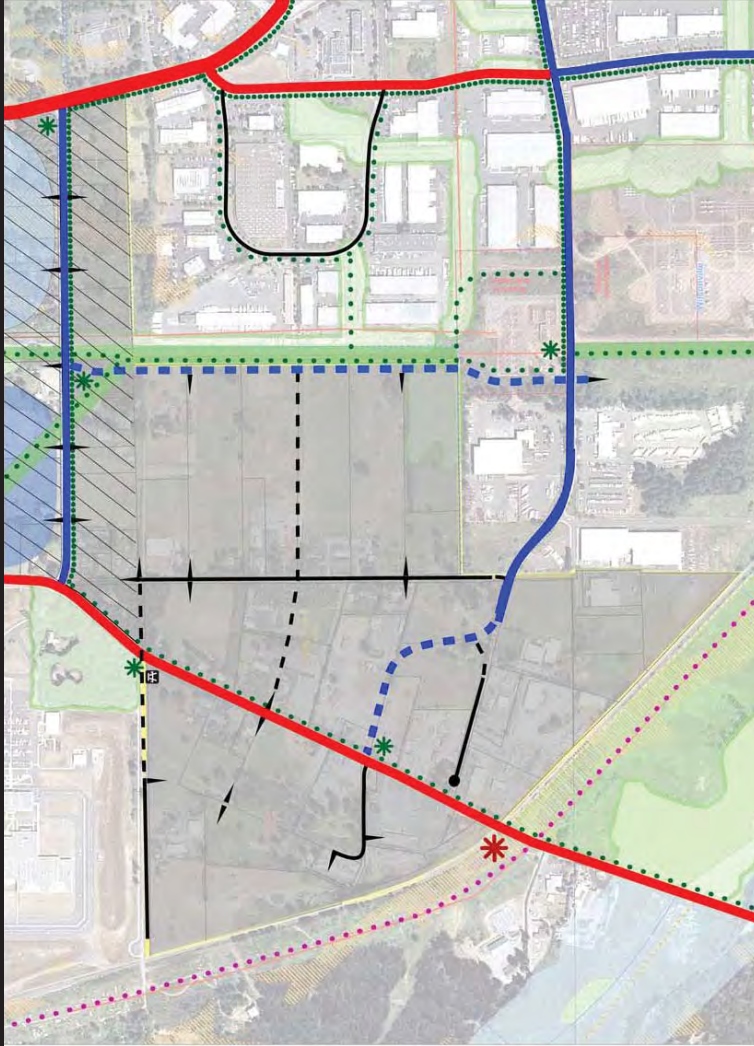
COFFEE CREEK MASTER PLAN

Exhibit C - p. 1

Prepared for:



Prepared by:
Otak, Inc.
DKS Associates, Inc.



Adopted October 15, 2007

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The City of Wilsonville Industrial Lands Master Planning Project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development.

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1 INTRODUCTION

The Coffee Creek planning effort is being conducted to create a detailed transportation and land use plan for the area located near northwest Wilsonville in unincorporated Washington and Clackamas Counties (see Figure 1). The Coffee Creek Industrial Area is being planned in two parts, including a Master Plan (this document) with a detailed strategy for urbanizing the area South of Day Road, and a separate Concept Plan north of Day Road for long-range planning.

An Urban Reserve Plan was prepared by Otak, Inc. in 1998 as a Concept Plan for the area south of Day Road. Metro followed up with a 2002 decision to include Area 49 into the Metro Urban Growth Boundary (UGB) to allow urban services to extend to the Coffee Creek Correctional Facility, and set the stage for additional industrial development south of Day Road.

In 2004, Metro added additional land to the Metro UGB north of Day Road and east of the Portland and Western Railroad, but conditioned future annexation north of Day Road on the decision regarding a preferred location for the future I-5/Highway 99W Connector route.¹ Hence this Master Plan focuses only on the area south of Day Road.

¹ When Metro adopted the 2004 UGB expansion, they included conditions (Ordinance #04-104B, Exhibit F) that only pertain to the UGB expansion area north of Day Road. Those conditions require the area north of Day Road to complete Title 11 planning within 2 years from decision of a connector ROW location. Also, those conditions indicate that Title 11 planning can occur North of Day Road as long as it incorporates the general location of the Connector and the Tonquin Trail per Metro 2004 RTP.

Purpose and Objectives

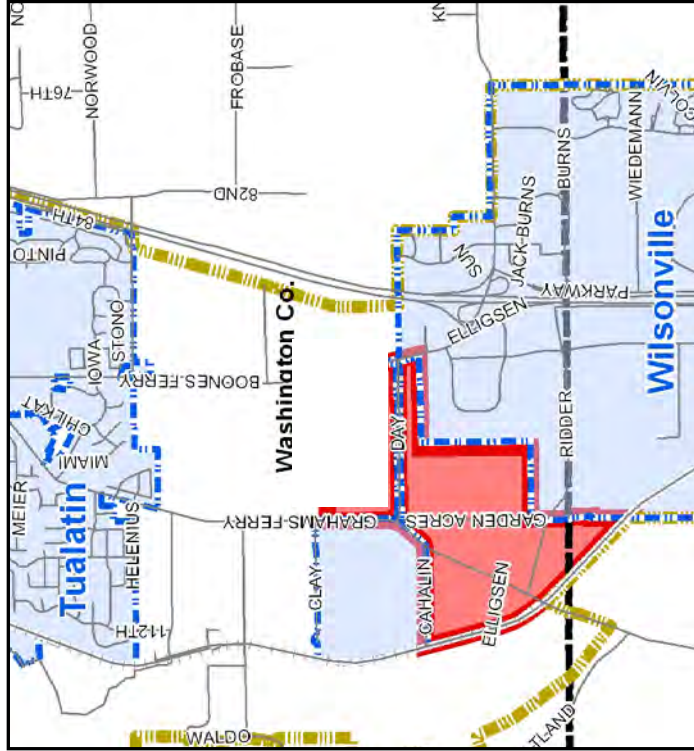
The south Metro region has experienced rapid growth over the past two decades. The Cities of Wilsonville, Tualatin and Sherwood have undergone significant increases in population, households and employment. As future growth continues, these cities need to carefully consider the affects of new development on existing and planned public facilities, including roads, transit, sewer, water, and parks facilities. Coordinated planning also needs to continue on the potential I-5/99W Connector, Kinsman Road, and larger transportation planning efforts in the Metro Region.

The Objectives for the Coffee Creek Industrial Area planning project include:

- Conducting an effective public involvement program.
- Creating a detailed transportation and land use Master Plan for the area South of Day Road consistent with the Concept Plan that was completed in 1998.
- Continuing to work with involved public and private stakeholder on the potential I-5/99W Connector.
- Identifying infrastructure improvements needed to mitigate future development.
- Analyzing the costs, funding sources, and phasing options for infrastructure improvements.
- Allowing efficient and cost-effective industrial development to proceed south of Day Road, with local adoption of the Master Plan and necessary changes to the City's Comprehensive Plan, Development Code and Transportation System Plan.

Context and Setting

The Coffee Creek Industrial Area includes a Master Plan for 216 +/- gross acres south of Day Road. The Master Plan area is “sandwiched” between City of Wilsonville municipal boundaries. It is primarily located in unincorporated Washington County, with a small triangle (south of Clutter Road) located in unincorporated Clackamas County. The Master Plan area is generally bounded by the Coffee Creek Correctional Facility and Day Road on the north, the Portland and Western Railroad to the west and south, and the existing city limits to the east. Please refer to Figure 1.



Plan Summary

Key features of the Master Plan for the area south of Day Road are summarized in Table 1.

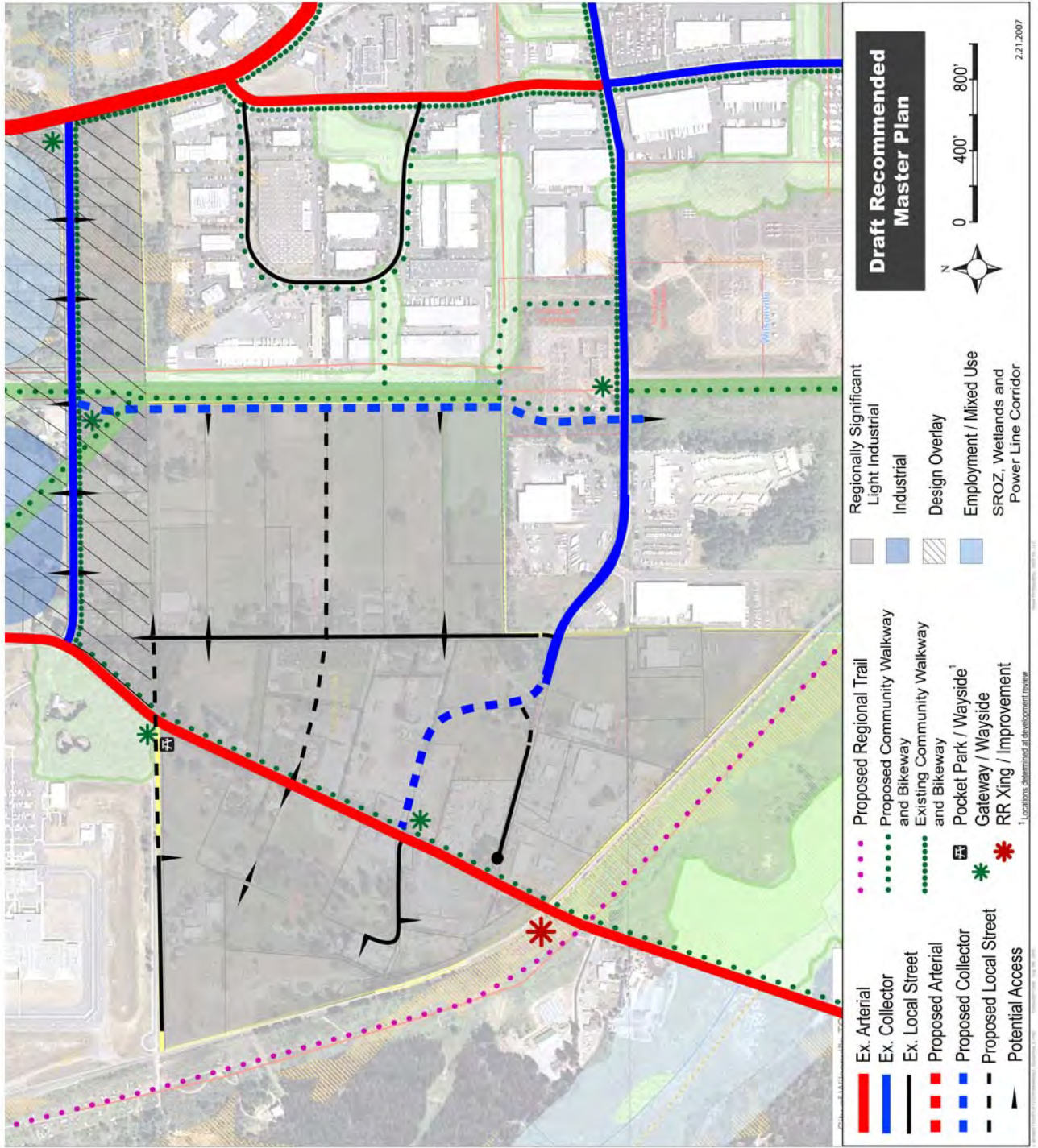
TABLE 1
Master Plan Summary

Element	Description
Land Use	Regionally Significant Industrial Area; allows light industrial with strict limits on non-industrial uses.
Transportation	Primary access is planned from I-5/Elligsen Road via SW Boones Ferry Road and Day Road. Access will also be provided via Grahams Ferry Road, Ridder Road, and the planned Kinsman Road. Transit routes are located within a 1/2 mile walk of the Master plan area, with bus stops located near Commerce Circle/95 th Avenue.
Water	The City operated Willamette River Water Treatment Plant provides the City’s water needs, with its main transmission line that runs up Kinsman Road (south of the Master Plan area). The City’s Water Master Plan includes a capital improvement phasing plan that serves the Coffee Creek Industrial Master Plan area.
Sewer	The Coffee Creek Master Plan area is to be served with sanitary sewer by the City of Wilsonville and is reflected as Urban Planning Area 4 (UPA-4) in the City’s Sewer Master Plan. This area was assumed to include the Coffee Creek Correctional Institution (on 113-acres) and Master Plan area. Future unit flow assumptions for industrial uses were forecasted to be 2,000 gallons/day/acre. After considering factors for average daily flows, the industrial portion of UPA-4 is assumed to generate 626,000 gallons per day (gpd) of sewer flow at build-out.

TABLE 1
Master Plan Summary

Element	Description
Storm Drainage	<p>The Coffee Creek Planning Area is located within the Coffee Creek Basin. The north tributary to Basalt Creek is located south of Day Road. Basalt Creek drains into Coffee Creek Lake and extends north of Day Road into the City of Tualatin UGB. The Wilsonville Storm Water Master Plan and the Coffee Creek Master Plan identifies potential regional detention facilities in the Coffee Creek Planning Area as effective pollution reduction facilities. In addition, all surface water generated by private development would be handled and treated on site, and with subdistrict facilities, such as detention swales and ponds. The Master Plan also supports construction of "green street design standards" for collector street improvements including Kinsman Road and Grahams Ferry Road.</p>
Parks and Recreation	<p>The Master Plan minimizes potential adverse effects on resources, by identifying and protecting areas within the Significant Resource Overlay Zone, and promotes a variety of open spaces, parks, waysides, and linear pathways for employees and residents.</p>

FIGURE 1. COFFEE CREEK RECOMMENDED MASTER PLAN



2 PLANNING PROCESS

What is a Master Plan?

A Master Plan guides how land newly added to the UGB will be used, provided with urban services, and developed in the context of existing adjacent communities. Master Plans typically focus on issues of land use, transportation, public infrastructure, and natural resources, are defined in Statewide Land Use Planning Goal 14: Urbanization, and Metro Title 11. The basic parts of a master plan are listed below, with those relevant to the scope for the Coffee Creek Master Plan document shown in italics.

1. *Orderly, economic provision for public facilities and services;*
2. *Availability of sufficient land for the various uses to insure choices in the market place;*
3. LCDC goals or the acknowledged comprehensive plan;
4. Encouragement of the development within urban areas before conversion of urbanizable areas.

How Was the Plan Developed?

The planning process consisted of four key components:

- Input from the Plan Advisory Committee
- Involvement of stakeholders and the public
- Establishment of Master Plan goals and objectives
- Review of existing conditions and development alternatives

INPUT FROM TECHNICAL ADVISORY COMMITTEE

Development of the Master Plan was guided by input from a multi-agency Planning Advisory Committee that met four times during the

planning process. This Committee included representatives from the City of Wilsonville, City of Tualatin, City of Sherwood, Washington County, Oregon Department of Transportation (ODOT), Oregon Department of Land Conservation and Development (DLCD), Wilsonville Chamber of Commerce, local property owners, and industrial real estate brokers. Documentation of the Planning Advisory Committee meetings is provided in Appendix A.

INVOLVEMENT OF STAKEHOLDERS AND THE PUBLIC

The broader community was involved in the Master Plan process through public invitation to the Planning Advisory Committee Meetings, and a public open house event. Documentation of the public open house is provided in Appendix B.

ESTABLISHMENT OF MASTER PLAN EVALUATION CRITERIA

Evaluation criteria for the Master Plan alternatives were established early in the planning process by the Planning Advisory Committee. The evaluation criteria included general goals and more specific objectives which were reviewed and affirmed by the Planning Advisory Committee. Table 2 provides a listing of the evaluation criteria.

**Table 2
Master Plan Land Use and Transportation Alternatives
Evaluation Goals**

1	Local, Regional and State Plans (consistency)
2	Adequate Transportation (multimodal facilities and connections)
3	Adequate Public Facilities (public/private cost sharing)
4	Citizen/Stakeholder Participation and Property Owner Support
5	Maintain High Quality Industrial Development

These goals were used to prepare detailed plan evaluation objectives and review criteria which are summarized in Appendix D.

REVIEW OF EXISTING CONDITIONS

The first portion of the technical work for the Master Plan focused on the review and analysis of existing conditions. This included a document review, site visit, and an analysis of land use policies, and transportation and infrastructure conditions. Figure 2 reflects existing tax lots, slopes, and Significant Resource Overlay Zone.

Existing conditions documentation, including a summary of land use and infrastructure policies and plans are included in Appendix C, and a traffic impact assessment (Appendix D). Maps illustrating key existing public facilities are included in Appendix E.

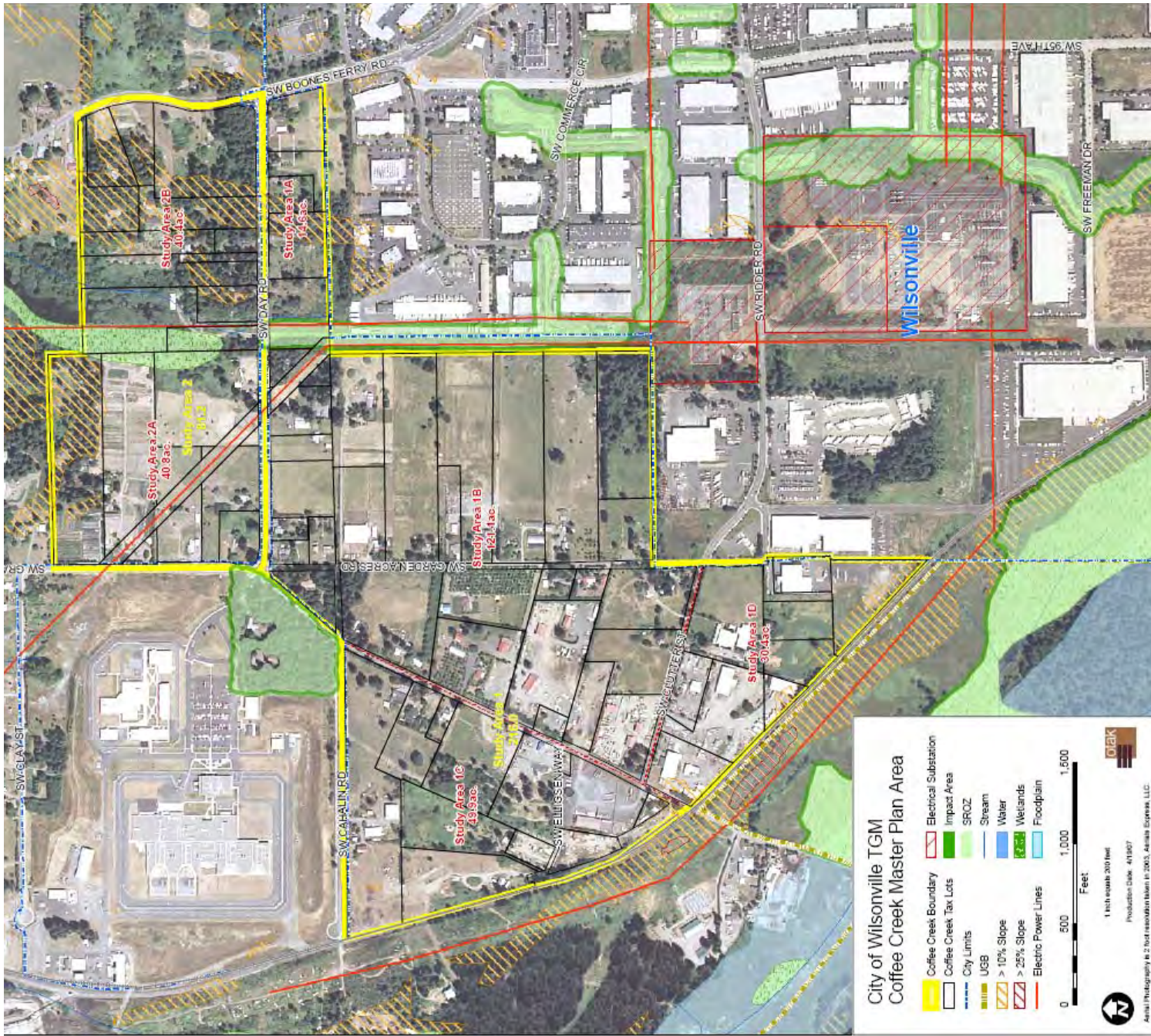


FIGURE 2. EXISTING CONDITIONS

3 MASTER PLAN

The Master Plan is described in the text below and illustrated in Figure 2. The Master Plan was selected following the development and evaluation of two land use/transportation alternatives. Please refer to Appendix D for a summary of the evaluation results.

Land Use and Development Plan

ZONING

In adding the Master Plan area to the UGB, Metro required the City to agree to plan the land to be used for Regionally Significant Industrial purposes: which allow large lot and standard industrial users; and limit non-industrial uses. When land in the Master Plan area is annexed to the City of Wilsonville, the land shall be zoned Planned Development Industrial – Regionally Significant Industrial (PDI-RSIA).

Planned Development Industrial – Regionally Significant

Industrial Area (PDI-RSIA) is the City’s newest industrial zone district. This zone designation currently applies to the Coffee Creek Master Plan area and two others in the city. It is appropriate for most light manufacturing, warehousing, distribution, and flex uses. Corporate headquarters and technology campuses are also allowed. Retail and service uses are allowed as long as their uses are limited in floor area as to not exceed 3,000 square feet per use in one building, and not more than 20,000 square feet in multiple buildings. Office uses must not exceed 20% of total floor area within a site. Prohibited uses include any use that violates performance standards regarding: screening of outdoor storage; vibration; emission of odorous gases; night time operations; heat and glare; dangerous substances; liquid and solid wastes; noise; electrical disturbances; discharge standards; open burning; and unscreened outdoor storage.

The PDI-RSIA designation will help meet the Region’s documented needs for high wage light industrial development, and provide a land use type that is compatible with surrounding industrial uses, and the Coffee Creek Correctional Facility.

Key development assumptions associated with the PDI-RSIA planning designation are shown on Tables 3 and 4.

**Table 3
Permitted Uses within PDI-RSIA Zone District**

Industrial Uses		
Warehousing & distribution		P
Outdoor Storage (with proper screening)		P
Product assembly and packing		P
Light manufacturing and processing		P
Motor vehicle services (ancillary only)		P
Fabrication		P
Office complexes- technology or corporate headquarters		P
Call Centers		P
Research & Development, laboratories		P
Industrial Services		P
Product repair, finishing and testing		P
Residential Uses		
Residential Uses (not to exceed 10% of total floor area)		P

TABLE 3 (continued)

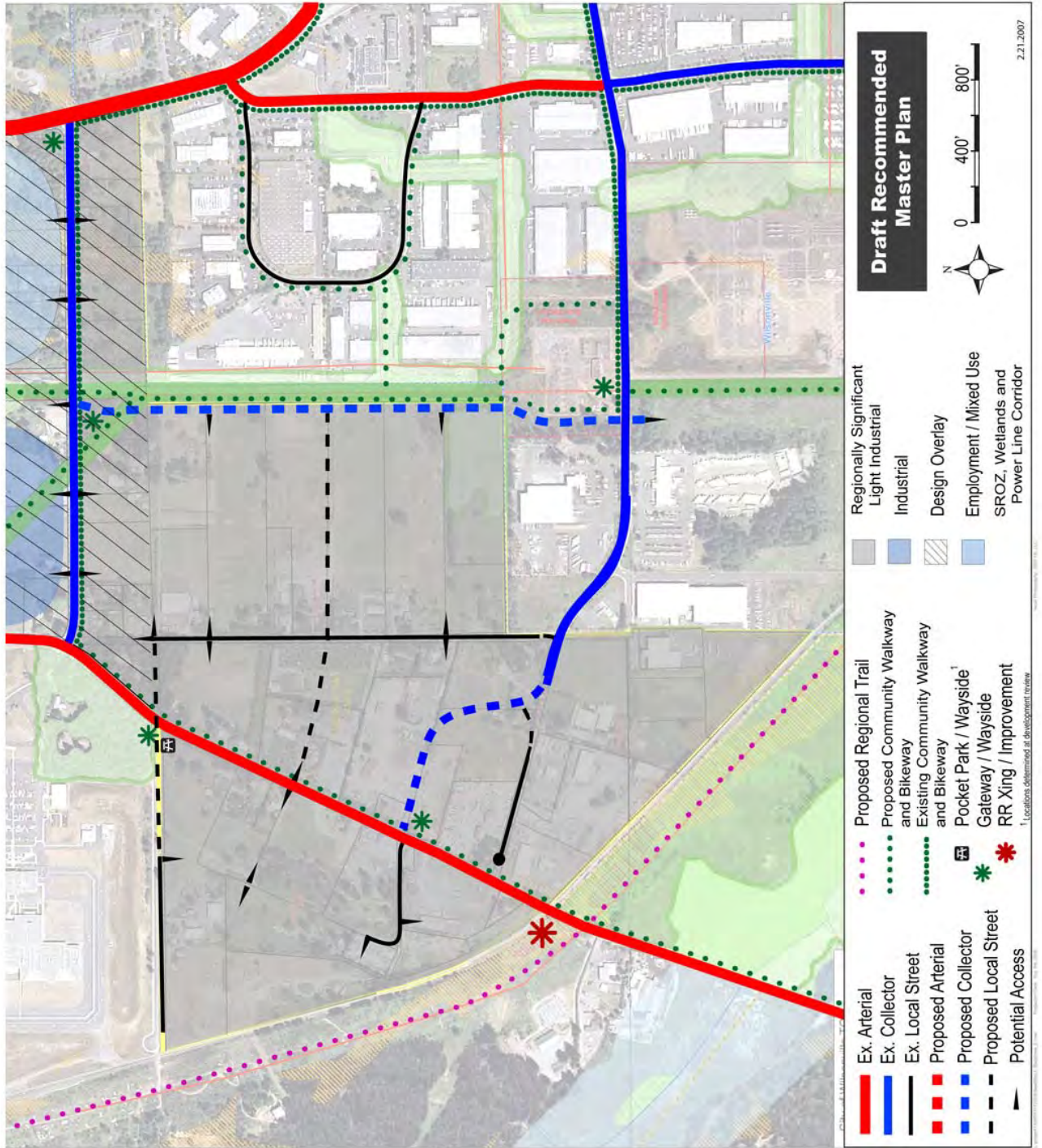
Commercial Uses	
Service or retail uses (not to exceed 3,000 s.f. in floor area in single building or 20,000 s.f. within multiple buildings.	P
Office complexes (not to exceed 20% of total floor area within a site)	P
Training facilities with primary purpose to meet industrial needs	P
Temporary buildings or structures (removed within 30 days)	P
Public and Other Uses	
Public facilities (e.g., utilities, school district bus facilities, public works yards, vehicle storage)	P
Accessory Uses, incidental to permitted uses	P
Expansion of buildings or uses approved prior to Oct. 25, 2004 of up to 20% of added floor area and/or 10% of added land area	P
Other uses, per judgment of Planning Director to be consistent with purpose of PDC Zone	P
Public park and recreation facility and open space	P

TABLE 4
Development Assumptions for PDI-RSIA Zone District

Parking	0.3 spaces/1,000 square feet of building area for storage, warehouse, wholesale, rail or truck freight operations. Maximum of 0.5/1,000 sq.ft. 1.6 spaces/1,000 minimum for manufacturing establishments. No maximum limit.
Setbacks	Front: 30 feet Side/back: 30 feet
Landscaping and Open Space	At least 15% of the site must be landscaped. Parking lots with more than 200 cars require additional tree planting, and pedestrian paths.
Design Review and Performance Standards	New Design Overlay Zone recommended for properties fronting Day Road. Additional performance standards apply to: screening of outdoor storage; vibration; emission of odorous gases; night time operations; heat and glare; dangerous substances; liquid and solid wastes; noise; electrical disturbances; discharge standards; open burning; open storage; light pollution and inadequate landscaping.
Minimum Lot Size	There are no tax lots greater than 50 acres in the Master Plan area. Parcels less than 50 acres are allowed land divisions in conformance with an approved site master plan. Minimum lot size dimensions are 160 feet by 160 feet.
Maximum Structure Height	No set minimum or maximum.

Notes: P = Permitted Use. Source: Wilsonville Development Code, Chapter 4, Section 4.135.5.

FIGURE 3 RECOMMENDED MASTER PLAN PHASE 1



DEVELOPABLE AREA

Of the approximately 216 acres in the Master Plan area, the actual developable area is reduced by the following factors shown in Table 5, including:

- Approximately 2.4 acres are within Significant Resource Overlay Zone (SROZ) protection areas. This estimate of SROZ land area assumes a 3.6 acre reduction in SROZ mapped land within the Master Plan area is approved by the City Council this year.
- Approximately 12.9 acres within the Master Plan area are considered to be within un-developable easements or public right-of-ways controlled by the City of Wilsonville, Portland and Western Railroad, Portland General Electric, and Bonneville Power Administration.
- Approximately 4.4 acres are within areas that include slopes greater than 10%, which may be considered too steep for certain types of industrial uses.

Table 5 Master Plan Area, Existing Land Use Constraints

	Acres
SROZ*	2.4
Easements & R.O.W.	12.9
Slopes > 10%	4.4
Unconstrained Area	196.3
Total Gross Acres (approximate)	216.0

**Significant Resource Overlay Zone per City of Wilsonville ordinance. Includes 3.6 acre SROZ reduction amendment that is pending Council approval as of May 2007.*

FUTURE URBAN EXPANSION

When the Master Plan area is annexed into the City of Wilsonville, it will form the northwestern city limits. The land to the north and west of

the Master Plan area is designated by Metro for industrial development. The Master Plan for the area south of Day Road was prepared with a simultaneous analysis of development alternatives for an area north of Day Road as part of a separate Concept Planning effort by the City of Wilsonville. The City wanted to conduct the Concept Plan north of Day Road to better understand development opportunities and constraints north of Day Road, and to evaluate potential traffic impacts of additional development in the vicinity of the Coffee Creek Master Plan area.

Traffic Analysis

BACKGROUND

As part of the traffic analysis for the Coffee Creek Master Plan, DKS Associates performed an evaluation of existing conditions of the following intersections:

- I-5 Northbound Ramp @ Boones Ferry Road-Elligsen Road;
- I-5 Southbound Ramp @ Boones Ferry Road-Elligsen Road;
- Boones Ferry Road @ Day Road
- Boones Ferry Road @ Commerce Circle/95th Avenue
- Grahams Ferry Road @ Clutter/Ridder
- Grahams Ferry Road @ Day Road
- Grahams Ferry Road @ Tonquin Road
- Day Road @ Kinsman Road (future)
- Ridder Road @ Kinsman Road (future)

The traffic impact analysis was conducted for the City and ODOT to ascertain the specific capacity and multimodal improvements needed

to accommodate planned development, and to recommend appropriate amendments to the City and County Transportation System Plans.

RECOMMENDED MITIGATION MEASURES

To maintain adequate traffic performance standards within the study area during the PM peak period, mitigation measures are necessary to reduce the negative transportation impacts of future traffic growth.

NON-PROJECT ORIENTED TRANSPORTATION MITIGATION (NO BUILD AND SAFETY)

The following measures are related to estimated traffic growth on study area roadways. These mitigations would be necessary whether or not the Coffee Creek industrial area was developed. Additional safety related mitigations have been identified as well. Non-project oriented mitigations are summarized in Table 6.

Table 6: 2030 No Build and Safety Related Mitigations (PM Peak Hour)

Intersection	Recommended Mitigation
Tonquin/SW Grahams Ferry Road	<ul style="list-style-type: none"> • Install eastbound left turn lane • Install northbound left turn lane • Install traffic signal
Day Road/Boones Ferry Road	<ul style="list-style-type: none"> • Construct a four-lane roadway on Boones Ferry Road north of Day Road.
Kinsman Rd. Extension	<ul style="list-style-type: none"> • Construct two-lane extension of Kinsman Road from RxR tracks to Day Road. • Construct traffic signals at Kinsman Road/Day Road and Kinsman Road/Ridder Road intersections. • Construct left turn pockets on all approaches at the Kinsman Road/Ridder Road intersection.

<ul style="list-style-type: none"> Construct an eastbound right turn lane on 95th Avenue. The eastbound approach would consist of a shared through-left turn lane and dual right turn lanes. Stripe a westbound separate left turn pocket on the private industrial park approach Install median on 95th Avenue to modify the Commerce Circle north approach to 95th Avenue to right in and right out movements only. The median would provide for improved operation of the intersection and increased storage with the existing center turn lane being available for left and through movements. Construct a second northbound left turn pocket on Boones Ferry Road at 95th Avenue. Additional widening for two southbound through lanes (a minimum of 500' plus taper) would be required on 95th Avenue to facilitate the dual left turns. 	<p>Boones Ferry Road/95th Avenue</p>
---	---

<ul style="list-style-type: none"> Construct a westbound left turn pocket on Clutter Road Construct a southbound left turn pocket on Grahams Ferry Road Construct a traffic signal 	<p>Grahams Ferry Road/Clutter Road</p>
<p>Safety Improvement</p> <p>Recommendation</p> <ul style="list-style-type: none"> Reconstruct Grade Separated Railroad Crossing to City of Wilsonville Minor Arterial standards. 	<p>Grahams Ferry Road Grade Separated Railroad Crossing</p>
<ul style="list-style-type: none"> Realign Clutter Road to the North as shown in Alternative 2. 	<p>Clutter Road/Grahams Ferry Road Intersection Sight Distance</p>
<ul style="list-style-type: none"> As part of the Boones Ferry Road widening, bring horizontal curve up to current standards. 	<p>Boones Ferry Road Horizontal Curve</p>

As new industrial development is added in the Coffee Creek Master Plan area south of Day Road, additional transportation improvements would be required. The following measures as shown in Table 7 are related to the impacts of the proposed Coffee Creek Master Plan area south of Day Road. The mitigations as shown are in addition to the improvements identified for the 2030 No build scenario.

Table 7: Coffee Creek Master Plan Area South of Day Road Mitigations

Intersection/ Roadway	Recommended Mitigation
Day Road/Kinsman Road	<ul style="list-style-type: none"> Construct northbound left turn pocket
Grahams Ferry Road/Day Road	<ul style="list-style-type: none"> Construct dual southbound left turn lanes
Boones Ferry Road	<ul style="list-style-type: none"> Construct a third southbound through lane on Boones Ferry Road from Day Road that would drop at the I-5 southbound on-ramp. The existing southbound right turn lane on Boones Ferry Road at 95th Avenue could be removed at the time the third through lane is constructed.

pathways can be constructed within existing power line easement corridors and should connect with Metro's planned regional trail that will parallel the Portland and Western Railroad. Please refer to Appendix F for a map of existing and planned parks and natural areas and trails.

A pedestrian/bicycle trail connection is recommended between the planned Kinsman Road and Commerce Circle to provide more direct, safe and convenient access to existing SMART bus service. Future transit service routes and bus stops are recommended as the Master Plan area develops over time with new uses and additional employment.

Existing Conditions: Existing bicycle and pedestrian facilities are limited to Day Road and portions of Ridder Road. SMART bus transit stops are located approximately ½ mile east of the Master Plan area along 95th Avenue and Commerce Circle.

Development Issues: Future development has the opportunity to provide adequate setbacks from roadways and property boundaries to allow public access easements for development of future pedestrian and bicycle trails in accordance with the Master Plan. Funding for additional transit service within the Master Plan area will be supported, in part, through increased transit tax revenues that result from the additional employment/payroll that is attracted to the Master Plan area over time.

Please refer to Appendix G Traffic Impact Analysis; and Appendix H Fiscal Impact/Annexation Analysis for added information.

Transit, Bicycle and Pedestrian Facilities

There are currently few existing bicycle and pedestrian facilities and no transit service within the Coffee Creek Master Plan area today. The closest transit stop is located nearby with a SMART bus line that provides stops along 95th Avenue and Commerce Circle (within ½ mile of the Master Plan area).

In addition to providing bike lanes and sidewalks or pathways along planned collectors and arterial roadways, the Master Plan supports local and regional pedestrian and bicycle trail connections that are consistent with the City's Parks and Open Space Plan. These future

Infrastructure Needs

WATER SYSTEM

Prior to the construction of the City of Wilsonville's Willamette River Water Treatment Plant in 2002, the City relied on eight underground wells in the Troutdale Aquifer to serve its needs. The Willamette River Water Treatment Plant now provides for the City's water needs, with its main transmission line that runs up Kinsman Road. The Water Master Plan provides a plan for evaluating future water system needs to meet anticipated growth.

The Water Master Plan assumes current water usage rates of 44-gallons per day for industrial (average) and 176-gallons per day (peak) per user. The City's Community Development Department has also assumed that two 1.0 mgd average daily demand (ADD) industrial users will locate in the City by 2020 that will also need to be accommodated. The resulting analysis of water demand indicates that average peak day demand for industrial uses will increase from 1.25 mgd (2000) to 8.35 mgd (2020). Total water demand for the city is forecasted to increase from 6.8 mgd (2000) to 20.02 mgd (2020).

The existing Willamette Treatment Plant combined with existing wells has the capacity to handle approximately 10 mgd of total water demand. Future capacity expansion is planned to include 5 mgd through reservoirs (using aquifer storage and recovery wells) and another 5 mgd through expansion at the Willamette Treatment Plant.

The Water Master Plan includes a capital improvement phasing plan that identifies the need to add 4,220 linear feet of 12-inch water line between Grahams Ferry to Ridder Road and Ridder Road to Garden Acres. A preliminary list of recommended water system improvements for the Coffee Creek Industrial Area is provided in Appendix E, and Tables 3-4.

It is important to note, that all identified projects and cost estimates are made for preliminary planning purposes. Site survey work will need to occur and the City will need to update its water system model to determine more accurate on and off-site water system improvements and trunk line size, location and cost. Hence, additional water system

improvements could include a pro rata share of off-site improvements for the new reservoir and pump stations. The City operates Willamette Water Treatment Plant, which provides the majority of the City's water needs, with its main transmission line that runs up Kinsman Road (south of the Master Plan area).

The City's Water Master Plan includes a capital improvement phasing plan that serves the Coffee Creek Industrial Master Plan area.

Development Issues: Water main transmission supply lines exist through the central and southern portions of the Master Plan area.

Infrastructure Needs: The water master plan needs to be updated to reflect more accurate site topography and current long-range demand levels. An additional reservoir would be needed at some point to provide adequate peak capacity prior to build out of the Master Plan area. Once the water master plan has been updated, more specific estimates of future infrastructure needs can be made.

SEWER SYSTEM

The Coffee Creek Master Plan Area is located in the City of Wilsonville's United Disposal Interceptor sewer trunk line basin subarea. The majority of the Coffee Creek Urban Planning Area was included as Urban Planning Area 4 (UPA-4) in the Sewer Master Plan. This area was assumed to include the Coffee Creek Correctional Institution (on 113-acres) and 313-acres of future industrial land. Future unit flow assumptions for industrial uses were forecasted to be 2,000 gallons/day/acre. After considering factors for average daily flows, the industrial portion of UPA-4 is assumed to generate 626,000 gallons per day (gpd) of sewer flow at build-out.

It should also be noted that the assumptions included in the Preliminary Urban Reserve Plan for Coffee Creek Area 42 (prepared in 1998), calculated sewer flows at 3.0 mgd for the prison and industrial sites that can serve between 12 and 21 persons per acre. The current sewer master plan assumes 0.8 mgd of average flows from this area, which is consistent with the lower end of the range in employment (12 jobs/acre).

The master plan for Coffee Creek Industrial Area (south of Day Road) estimates potential employment to be 9 jobs/gross buildable acre for each Alternative. Hence, the sewer capacity assumptions appear to be in line with current sewer master plan assumptions.

The sewer master plan identifies two specific capital improvements that would be required to adequately serve the majority of the Coffee Creek Planning Area. These include:

- United Disposal Parallel Pipe (CIP-UD1 and listed as SS-1 in Appendix C). Includes construction of a 12-inch line from SMH3503 to SMH0269 to convey peak wastewater flows over a distance of 5,315 feet. The project includes an 8-foot diameter manhole with a diversion weir. Rail-crossing will require trenchless technology. Alternative alignments should be investigated to minimize impacts to wetland and natural areas. This project should coordinate with Kinsman Road extension where possible. Estimated cost for the Kinsman segment of this pipe is \$680,000. Additional off-site costs were estimated by the City in 2001 to be approximately \$1,105,704. After adjusting for cost escalation, the current cost for off-site construction for this project is likely to be approximately \$1.47 million.
- Garden Acres Road New Trunk Sewer (CIP-UD3 and SS-3 in Appendix C). Includes a new 12-inch trunk service extension along Garden Acres Road between Day Road and SW Ridder Road to serve future development. A portion of this project was constructed a few years ago to accommodate the prison demand. Remaining cost for the Garden Acres extension segment of this pipe is approximately \$200,000.

Additional sewer line improvements that are recommended for the Planning Area are reflected in the sewer facility maps in Appendix F. It is important to note, that all identified projects and cost estimates are made for preliminary planning purposes.

Development Issues: Sewer Main trunk links are located within the central portion of the Coffee Creek Master Plan area.

Infrastructure Needs: The sewer master plan includes the Master Plan area in the hydraulic modeling and long range capital improvement program. Site survey work will need to occur and the City will need to update its sewer system model to determine more accurate on and off-site sewer system improvements and trunk line size/location, pump station requirements, and cost.

STORM DRAINAGE

The Coffee Creek Master Plan area is located within the Coffee Lake Creek Basin. The north tributary to Basalt Creek is located south of Day Road. Basalt Creek drains into Coffee Creek Lake and extends north of Day Road into the City of Tualatin UGB. The master plan area is relatively flat with topography that varies 1-5 feet in elevation, and gently slopes from north to south.

The Storm Water Master Plan identifies potential regional detention facilities in the Coffee Creek area as effective pollution reduction facilities. Planned facilities in the Planning Area include:

- North Wilsonville Planning Area comprehensive storm drainage system. The former Urban Reserve Area 42 (portion of Coffee Creek Planning Area) requires a system of storm drainage improvements in addition to on-site storm water detention and treatment provided by developers.

The City requires each new development within the Coffee Creek Industrial Master Plan area to detain and treat any projected runoff per existing City Code, it is recommended that the planned Kinsman Road and Grahams Ferry Road improvements be constructed as "green streets." Green streets will require a variance from existing City Street Standards to allow bio-swales and pervious surfaces to be used in lieu of curb and gutter to help convey storm water runoff.

Another recommendation of the Coffee Creek Master Plan is for the City to conduct a Basalt Creek and Coffee Creek sub-basin analysis to better define existing storm water events and flooding-related issues. Future development within the sub-basin should be modeled to

ascertain likely impacts of urban development, and to identify impacts of beneficial storm water design standards. The possibility for a new regional storm water detention pond within the Coffee Creek Planning Area should be assessed. Please refer to Appendix F for a map of existing and planned storm water facilities.

Development Issues: Storm Water facilities are an important element of the Coffee Creek Master Plan area given the site's proximity to the Coffee Creek Lake wetlands area, and its tributaries.

Infrastructure Needs: Runoff from future streets or access roads and development will need to meet City design criteria for storm water quality and quantity control, by handling potential runoff with on-site detention and treatment facilities. A new conveyance system can be installed along the roadways. Site development runoff will need to be treated and detained, if necessary, before being discharged to the public drainage systems.

OTHER UTILITIES

Northwest Natural Gas currently serves the master plan area.

Portland General Electric provides local power distribution and has a high power transmission main running parallel to the east side of the master plan area.

Communications, internet, and television services are provided by a variety of service providers within close proximity.

Parks and Recreation

Protecting natural resources is a hallmark of the Wilsonville Comprehensive Plan and the Parks and Recreation Master Plan. Natural resource protection and opportunities to partner with private land owners, as has historically been the case in Wilsonville, should be considered during the planning process for the Coffee Creek Area. Focus is placed on creating an interconnected park system including

greenways and trails, but also connections for bike, pedestrian, and transit transportation choices.

The recommended plan for the Coffee Creek Master Plan area includes at least four new waysides which can function as strategic "gateway" design features with informational displays that depict area site/building configurations. These waysides should also function as "pocket parks" for local employees and residents with picnic tables and benches.

There are also local and regional pedestrian and bicycle trail connections that are included in the Coffee Creek Industrial Area plan. These pathways can be constructed within existing power line easement corridors and should connect with Metro's planned regional trail that will parallel the Portland and Western Railroad. Please refer to Appendix F for a map of existing and planned parks and natural areas and trails.

Existing Conditions: No existing parks facilities exist within the Master Plan area.

Development Issues: Future development has the opportunity to incorporate pocket parks/wayside facilities into the Master Plan area. In addition to providing facilities along roadways, pedestrian and bicycle paths can be provided as linear parks along existing power line easements, and adjacent to SROZ areas.

4 IMPLEMENTATION

This section addresses four key considerations for Master Plan implementation: provision of urban services, costs, funding options, and consistency with City plans and policies.

Provision of Urban Services

The Coffee Creek Industrial Master Plan will provide a framework to guide the development of public facilities and private uses.

Developers will be responsible for providing local streets and utility connections to trunk line systems. However, to maintain flexibility, the plan focuses primarily on collector and arterial roadway improvements, and water and sewer trunk lines and does not identify specific locations or configurations for local connections. Assumptions are that the best configuration of development would be determined by market opportunities and constraints at the time of development, allowed uses, and other Wilsonville Development Code requirements.

Cost Estimates

Total capital costs for major roads, sewer, water, and stormwater systems have been estimated for buildout of the Master Plan area. (See Table 8) Unit costs were prepared based on local and regional experience with a variety of roadway and pathway projects.

The preliminary capital cost estimates do not include extraordinary cost for right-of-way acquisition, permitting or geotechnical soils work. Extraordinary costs may include special environmental mitigation, subsurface soil enhancements, structural engineering systems, and business/residential relocation assistance.

The preliminary cost estimates also assume “green street” design standards for Kinsman Road and Grahams Ferry Road which are

assumed to consist of 2-lanes with landscaped medians, buffer strips, bike lanes, sidewalks, underground utilities and street illumination. Pathways are assumed to be a mix of pervious and paved surfaces.

TABLE 8 ESTIMATED CAPITAL COSTS FOR COFFEE CREEK MASTER PLAN

Public Facility System	Years 1-5	Years 6+	Total
Water (mainline system)	\$420,000	\$720,000	\$1,140,000
Sanitary Sewer (trunk system)	\$680,000	\$850,000	\$1,530,000
Surface water	*	\$300,000	\$300,000
Transportation			
Collector & Arterial Streets**	\$6,280,000	\$19,840,000	\$26,120,000
Local Streets***	—	—	—
RR-xing	—	\$4,000,000	\$4,000,000
Parks and Waysides	—	\$570,000	\$570,000
Other (planning/permitting/legal)	\$200,000	\$300,000	\$450,000
Total	\$7,630,000	\$26,580,000	\$34,210,000

*Source: Otak, Inc. All costs are stated in 2007 dollar amounts for public facilities within Master Plan area. Additional off-site costs may be required. * Storm water improvements also include benefits derived from construction of green streets for Kinsman Road. ** These transportation projects include \$16.7 million for roads and \$4.0 million for the railroad crossing that is recommended under the “no build” scenario. *** Local street costs are not estimated and will be incurred by developers.*

Major public infrastructure items including roads, trails, water, sewer, and storm water facilities are estimated to cost approximately \$7.6 million over the initial five years, as indicated in Table 8. Additional capital costs are expected to require another \$26.6 million for on-site public facility investments (excluding local streets, which are assumed to be paid and constructed by private developer(s)). It should be noted that

ECONOMIC AND FISCAL IMPACTS

If we assume the Master Plan area is fully built out by year 2030, the general conclusions that can be reached by this analysis include:

- Total assessed value of development would increase from approximately \$16 million today to \$258 million per year.
 - At current property tax rates, the increase in local assessed value would generate about \$1.4 million in new annual property tax revenues for the City, and \$6.5 million in new annual property tax revenues for Washington County.
 - Annual net city revenue collections (revenues from fees less governmental service costs for water, sewer, police, planning, etc.) are expected to yield a net annual fiscal benefit to the City of Wilsonville of approximately \$325,000 per year (before any additional debt service).
 - Significant positive economic impacts are anticipated from the more than hundreds of construction jobs and 1,470 permanent jobs.
 - The added permanent income of \$55 million in direct payroll to the site's 1,470 employees is expected to generate an total direct/indirect regional economic impact of approximately \$135 million per year.
 - The direct payroll is expected to support over \$4.0 million in annual state income tax revenues at buildout.
 - Additional transit tax revenues will be realized by SMART (local transit provider) as new payroll is added within their service district.
- Please refer to Appendix H for a detailed analysis of economic and fiscal impacts.

approximately \$16.7 million in road costs and the \$4.0 million rail road crossing improvement are recommended even without annexation and development in Coffee Creek.

Funding Strategies

As with most successful large master planned developments, the Coffee Creek Industrial Area will require a mix of public and private funding and financing for on- and off-site improvements.

The first step in the funding process entails amendments to local (City of Wilsonville and Washington County) Transportation System Plans to identify the facilities identified in Appendices F and G. After the TSP amendment processes occur (assuming there is support from ODOT and other state, Metro and local agencies/stakeholders), the county and/or city can work with ODOT and local stakeholders to update local ordinances (such as the Wilsonville and Washington County Systems Development Charge Methodology), capital improvement programs, and the ODOT State Transportation Improvement Program (STIP) to designate appropriate improvements for funding.

As local plan amendments are adopted, funding sources should be identified. Potential local funding sources may include the following:

- Local Systems Development Charges (City and County)*
- Local Improvement District (LID)*
- Developer Dedications*
- Wilsonville Urban Renewal Program*
- Metro Transportation Improvement Program*
- Oregon Statewide Transportation Improvement Program*
- Oregon Immediate Opportunity Program*
- Oregon Community Development Block Grant Program*
- Oregon Industrial Development Revenue Bond Program (financing)*
- Oregon Infrastructure Bank (financing)*
- OECD Special Public Works Fund (financing)*

Consistency with City Plans and Policies

The Coffee Creek Industrial Master Plan will provide a framework to guide the development of public facilities and private uses. This means that the policies, zoning, and codes must be consistent with the Master Plan to support the long-term vision. Implementation is strengthened by the supportive City policies including:

- Establish new design overlay zone for properties along Day Road that are achievable and flexible yet focused on building forms, site layout, landscaping, and transit/pedestrian connectivity.
- Ensure that existing remaining SROZ areas are protected with natural landscaping, vegetation, and mature trees “incorporated” into future site development plans and projects.
- Adopt new code language that requires coordinated annexation requests for a stated minimum threshold of land area not less than 50 acres at a time, unless this condition cannot be met.
- Explore ways to limit storm water run-off impacts caused by increases in impervious surface areas (e.g., building rooftops, parking areas, streets, etc.) by conducting a sub-regional storm water basis analysis and action strategy. This storm water analysis should consider impacts of various public and private improvements, such as green streets, sub-regional detention/treatment ponds, bio swales, filtration devices, and eco-roofs.

- Allow green street design standards as a potential variation to the City’s current roadway design standards within the Master Plan area.

- Explore and quantify potential local funding sources that can be used to pay for new collector and arterial roads, transit service, bicycle/pedestrian facilities, storm water mitigation, water, and sewer improvements. This additional analysis should include but not be limited to the formation of a new System Development Charge overlay district, Local Improvement Districts, and/or an Urban Renewal District.

Draft development code amendments are included in Appendix I. In addition to the development code amendments, the City of Wilsonville and Washington County may be required to adopt additional

amendments to Comprehensive Plans, Public Facility Plans, Transportation System Plans, and Capital Improvement Programs to implement the Master Plan. The City of Wilsonville and Washington County should also review and update their intergovernmental agreement for planning and providing urban services for areas north of Day Road and west of the Portland and Western Railroad.

Washington County Transportation System Plan

Amendments may be required to the County TSP pending the outcome of the Traffic Impact work. Potential TSP amendments may include:

- Identification of planned improvements to widen Lower Boones Ferry Road north of Day Road to four lanes.

Wilsonville Transportation System Plan

Amendments will be required to the Wilsonville TSP to address adequate public facility requirements in accordance with Oregon Land Use Planning Goal 12 Transportation and Metro Title 11 requirements. Recommended TSP amendments include amending Chapter 5 of the 2003 TSP by adding the projects listed in Table 9.

Table 9 City of Wilsonville Draft TSP Amendments

ID #	Project Name	Prelim. Cost Estimate (millions)	Priority
C-24	Kinsman Road (Day Road to Ridder Road)	\$6.00	Years 1-5
T-4	Boones Ferry Road/95 th Avenue northbound turn lane	\$0.20	Years 6+
T-5	Clutter Road/Grahams Ferry Road westbound left turn lane	\$0.85	Years 6+
T-6	Grahams Ferry Road/Clutter Road southbound turn lane	\$0.30	Years 6+

Table 9 (continued)

T-7	Grahams Ferry Road/Clutter Road signal	\$0.28	Years 6+
T-8	Grahams Ferry Road Railroad Crossing	\$4.00	Years 6+
T-9	Boones Ferry Road widen four-lane section north of Day Road	\$2.49	Years 6+
T-10	Tonquin/SW Grahams Ferry Road westbound turn lane	\$0.30	Years 6+
T-11	Tonquin/SW Grahams Ferry Road northbound turn lane	\$0.30	Years 6+
T-12	Tonquin/SW Grahams Ferry Road signal	\$0.28	Years 6+

Source: *Otak and DKS Associates.*

Wilsonville Capital Improvement Program

Additional projects that are recommended for inclusion in the City's CIP include:

- Kinsman Road Engineering and Permitting (with \$500,000 to identify corridor issues, traffic conditions, right-of-way requirements, design sections, land use forecasts, improvement alternatives analysis, capital costs, environmental impacts, and recommendations regarding design sections, alignment, improvement, and phasing/funding);

- Coffee Creek I water transmission line extension along Kinsman Road with approximately \$420,000 for planning, design, and capacity improvements;
- Coffee Creek I sanitary sewer transmission line extension along Kinsman Road with approximately \$680,000 for planning, design, and capacity improvements;
- Coffee Creek Industrial Area SDC Overlay and Urban Renewal Study, with an approximately \$60,000 in funding to be scheduled in 2007/08.
- Coffee Creek I survey work and update of the City's water and sewer capacity models, with approximately \$40,000 in funding, to be schedule in 2007/08.
- Coffee Creek area storm water sub basin analysis, with approximately \$100,000 in funding, to be scheduled in 2008/09.

Note, that all of these recommended CIP improvements would likely require funding that exceeds existing local SDC funding commitments. Hence, the city should work closely with ODOT and other state and local entities to leverage non-city public and private funding resources.

The city should adopt the Master Plan, and then subsequently complete updates to the City Water and Wastewater Master Plans. There are several preliminary water and sewer improvements identified in the Master Plan that can be incorporated into annual updates of the City's Water and Wastewater Improvement Programs.

OTHER

To codify the Master Plan, a number of refinements to public facility plans and the draft code amendments for the Master Plan may need updating with map changes and additional text. Recommended code amendments include a new design overlay district for Day Road (Figure

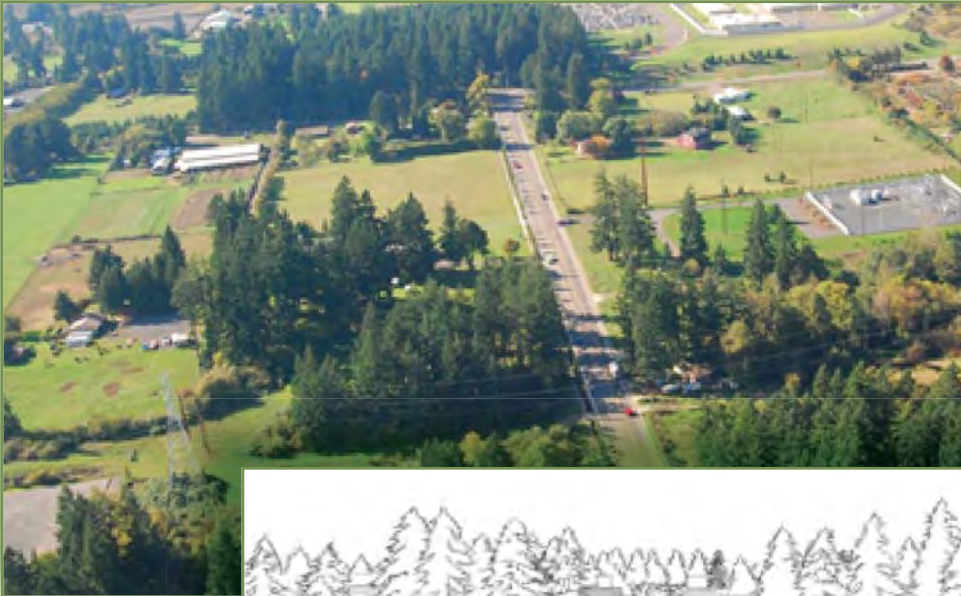
4) and Green Street roadway standards (Figure 5). Additional amendments will be identified by City of Wilsonville planning staff as part of the adoption process.

The Coffee Creek Master Plan recommends adoption of green street design standards (example shown in Figure 5) within the Master Plan area. Green streets can be an element of an overall storm water control plan and Action Strategy for the Basalt Creek/ Coffee Lake sub-basin to mitigate storm water run-off impacts caused by increases in impervious surface areas (e.g., building rooftops, parking areas, streets, etc.), and to alleviate impacts that would be caused during peak flood events.

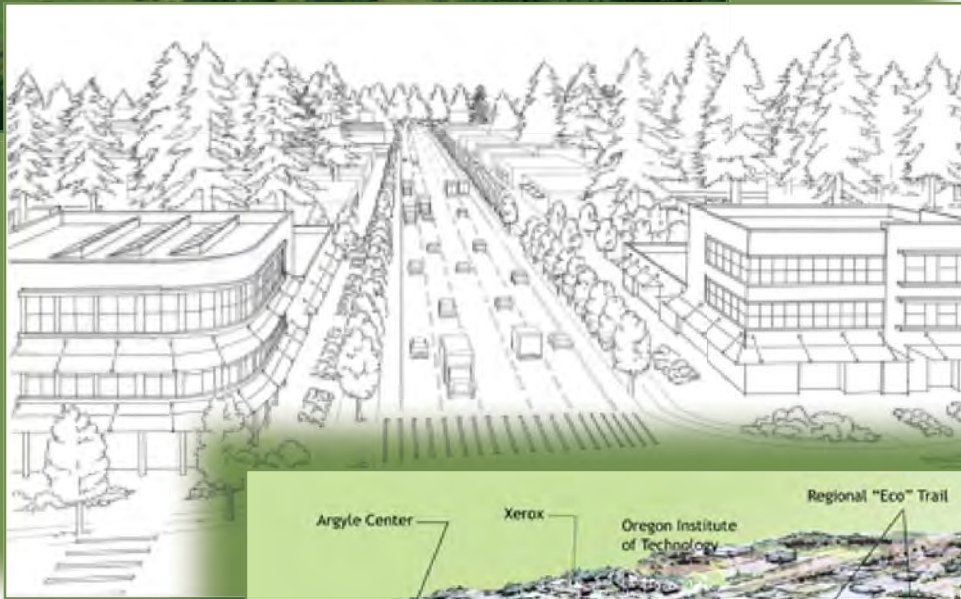


City of Wilsonville

Coffee Creek Industrial Area



Development Overview



City of Wilsonville
29799 SW Town Center Loop East
Wilsonville, Oregon 97070
503-682-1011
www.ci.wilsonville.or.us



This brochure was made possible in part by financial assistance provided by the Oregon Department of Land Conservation and Development Technical Assistance Grant Program.

The south Metro region has experienced rapid growth over the past two decades. The cities of Wilsonville, Tualatin and Sherwood have undergone significant increases in population, households and employment. In 2002, Metro added the Coffee Creek Industrial Area into the Urban Growth Boundary with the designation as a Regionally Significant Industrial Area (RSIA), which protects the area from competing commercial or residential development.

The Coffee Creek Industrial Area is located in an area of unincorporated Washington County that is within the City of Wilsonville's designated urban growth boundary. Washington County is currently the governing jurisdiction for activities in the area; however, future development of this area requires annexation into the City of Wilsonville. The City's Planned Development – Industrial Zone (PDI-RSIA) complies with the Metro RSIA designation.



Bing Maps



The Coffee Creek Industrial Area is free of commercial and residential encroachment.

A master plan for the Coffee Creek Industrial Area was completed by the city of Wilsonville in 2007. The master planned area includes 216 acres south of Day Road which provides a framework to guide the development of public facilities and private uses. A detailed infrastructure study was completed in 2011.

The Coffee Creek Master Plan envisions development of a new employment center in North Wilsonville for approximately 1,800 jobs. The Coffee Creek Master Plan features design standards that support multi-level industrial-office buildings along Day Road and a pedestrian/bicycle network that creates a transit and pedestrian-oriented "Class A" employment center. Green street design standards with a passive-solar building orientation/street grid are also incorporated into the employment center. New development is expected to serve general industrial, warehouse, flex, and research and development (R&D) functions. Pedestrian and bicycle facilities are to be provided along all collector and arterial streets for convenient and safe access to all modes of travel.

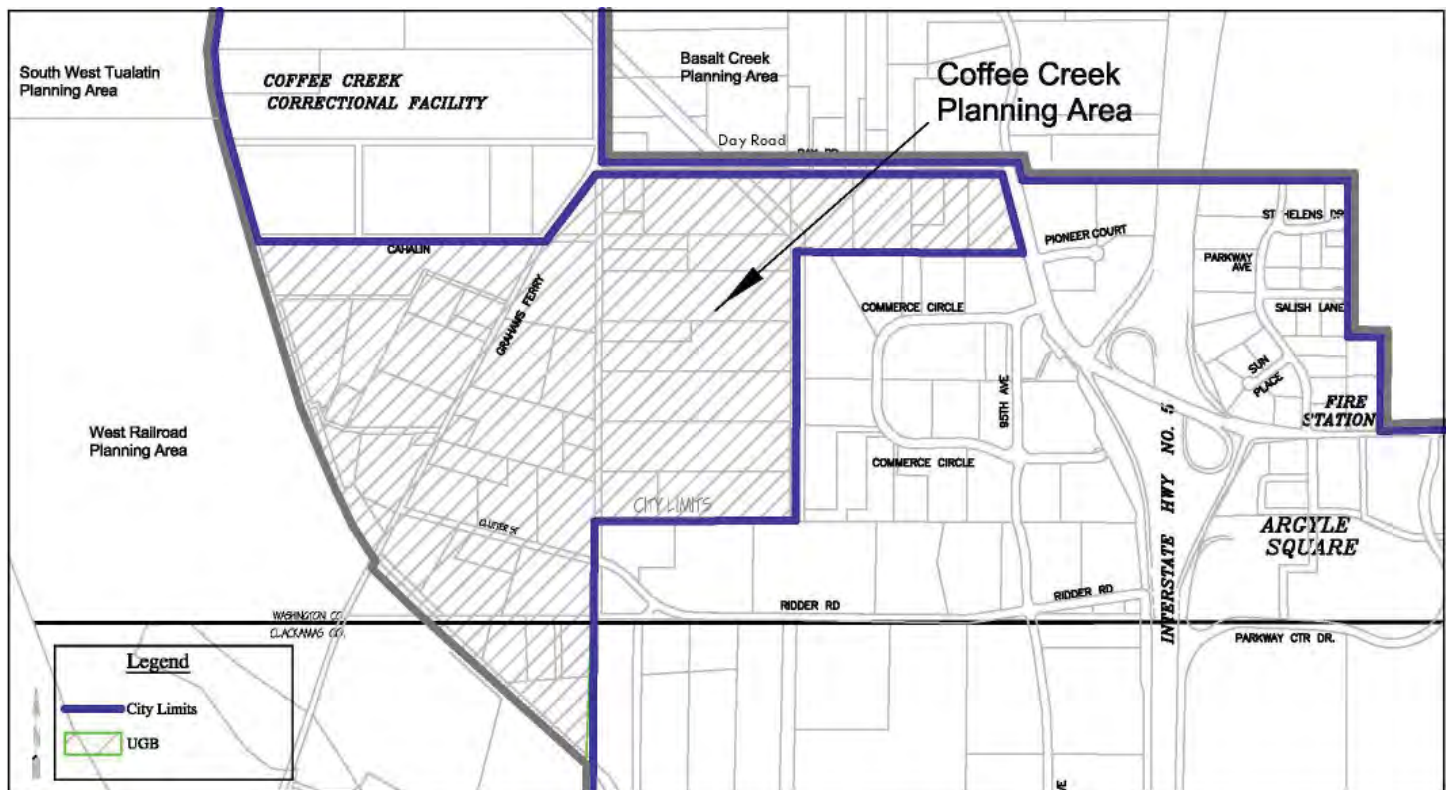
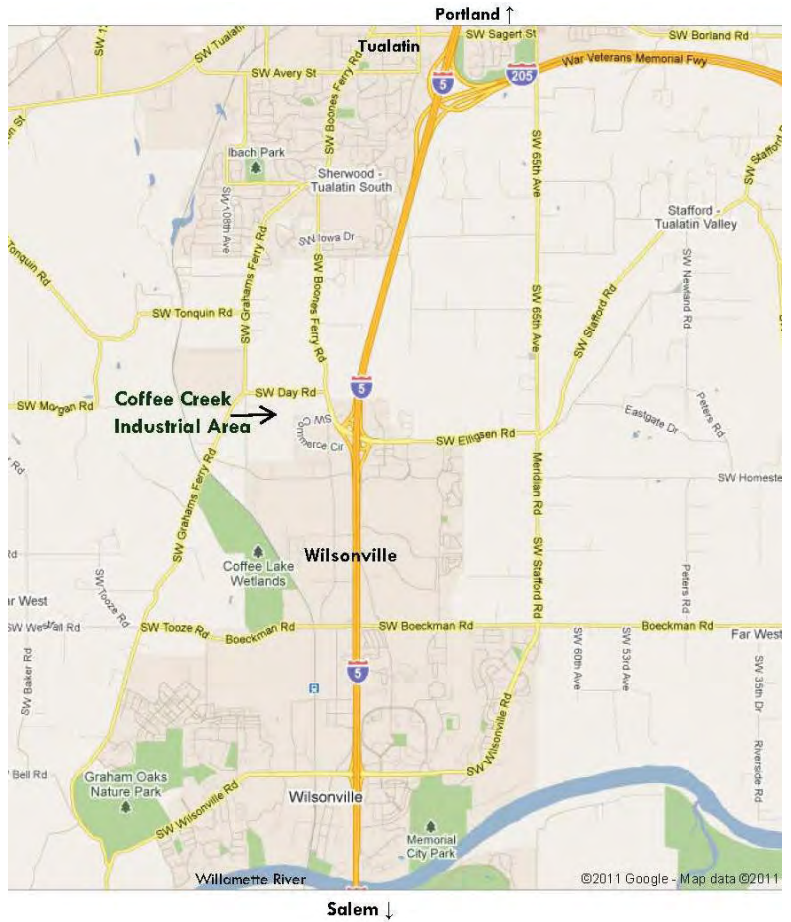
The Coffee Creek Master Plan allows for fast-track permitting and application processing from City departments that understand business needs for industrial development. One "pre-application" meeting with all of the key departments highlights any issues and provides a map forward.



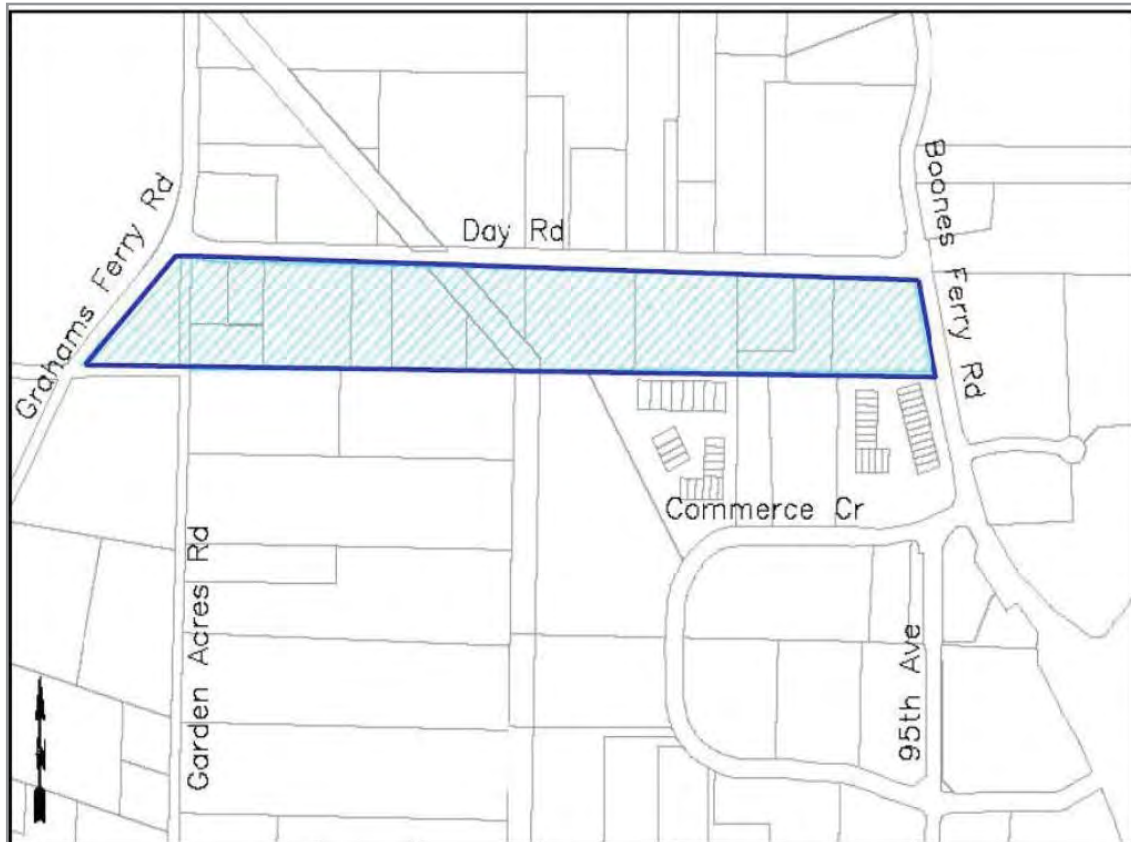
Ideal location for business. Located along Interstate-5, the West Coast commerce corridor, Wilsonville is situated as a strategic 'dual gateway' between the southern edge of Portland metropolitan area and Salem (the state capitol).

Wilsonville has excellent I-5 freeway access to I-205 / I-84 and west to Oregon Highways 217 / 26 that make Wilsonville a transportation hub for interstate transport. Wilsonville's industrial zones are located immediately adjacent to I-5, helping to minimize truck and automobile traffic interaction on city streets and speed the delivery of freight.

New economic opportunities with Coffee Creek Industrial Area: The proposed Coffee Creek Industrial Area will be the City's next area of major business development that is projected to host over 1,800 family-wage jobs with an annual payroll of \$55 million at build-out. The City has conducted additional studies and undertaking planning efforts for infrastructure requirements, which are estimated at \$34 million, with the majority of costs for roads at \$26 million.



The Coffee Creek Industrial Area includes approximately 216 acres south of Day Road. It is primarily located in unincorporated Washington County, with a small triangle (south of Clutter Road) located in unincorporated Clackamas County. The area is generally bounded by the Coffee Creek Correctional Facility and Day Road on the north, the Portland and Western Railroad to the west and south, and the existing Wilsonville city limits to the east.



The Day Road Design Overlay District is a special design zone for a portion of the Coffee Creek Industrial Area. The purpose of the Day Road Design Overlay District (Wilsonville Code Section 4.134) is to establish standards for site design and exterior architecture of all structures located along Day Road (also known as Day Street).

Buildings constructed in this area on the map, above, will have to comply with specific design standards. These standards are intended to ensure high-quality design of development and redevelopment at the Day Road gateway to the city of Wilsonville including:

- Coordinated design of building exteriors, additions and accessory structure exteriors.
- Preservation of trees and natural features.
- Minimization of adverse impacts on adjacent properties from development that detracts from the character and appearance of the area.
- Integration of the design of signage into architectural and site design.
- Minimization of the visibility of vehicular parking, circulation and loading areas.
- Improved pedestrian linkages and to provide for public transit.
- Encourage architectural design in relationship to the proposed land use, site characteristics, and interior building layout.



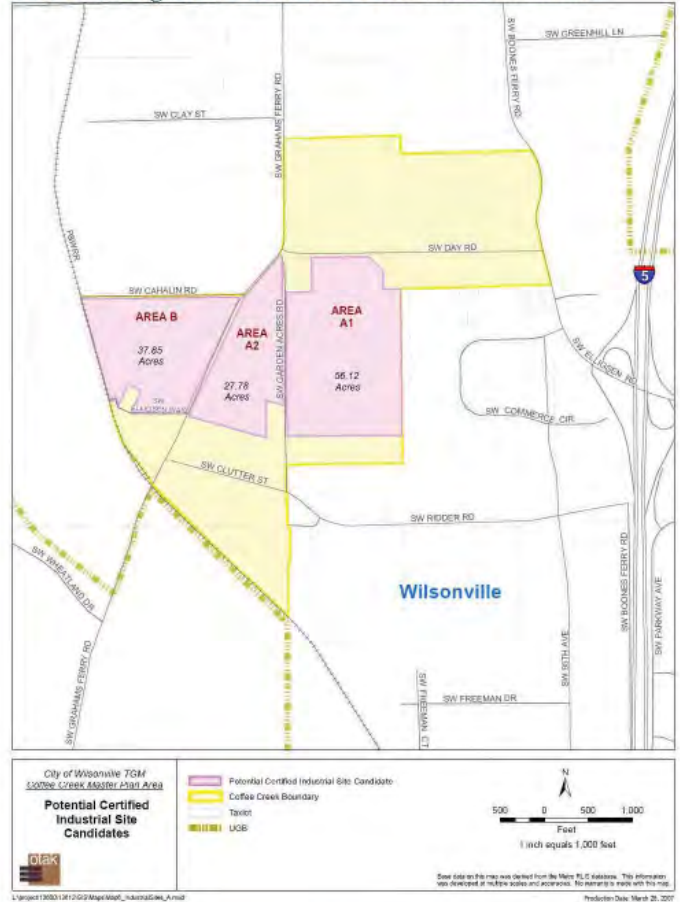
Day Road looking west from Boones Ferry Road intersection.

Statewide Planning Goal 9 Economic Opportunities Analysis (EOA)

The City of Wilsonville completed a Statewide Planning Goal 9 Economic Opportunities Analysis (EOA) in accordance with Oregon Department of Land Conservation and Development (DLCD) requirements in January 2008.

Areas within Coffee Creek Industrial Area have been identified as “potential industrial site certification candidates” under the Oregon Business Development Department’s Industrial Site Certification Program.

Given Wilsonville’s strong existing cluster of industrial businesses, Wilsonville is competitive with the region and the state for expansion and attraction of industrial development. The potential availability of land, access to well-educated labor force, and relatively high-quality of life in Wilsonville, help retain and attract growing manufacturing and industry sectors.



City of Wilsonville Economic Opportunity Analysis



Wilsonville locational advantages coupled with incentives are intended to “level the playing field” as a great place to do business.

- **For Developed Industrial Properties:**
 - * Most SDCs Already Paid: A majority of systems development charges (SDCs) associated with most existing industrial facilities in Wilsonville have been paid in the construction process.
- **For Undeveloped “Greenfield” Properties**
 - * Development Agreements between the City and businesses can provide companies with credits against SDCs when a newly developed site expands public infrastructure.
 - * Financing Agreements can lock-in current rates to prevent escalators (i.e., phased SDC rate increases) from kicking-in for a period of time as a company completes build-out.
- **Reduced Taxation**
 - * Transit Tax Savings: Wilsonville has lower payrolls-tax costs due to reduced Wilsonville SMART transit tax when compared to all Portland-area cities Tri-Met payroll tax. Wilsonville’s employer-paid payroll tax to subsidize public transit operations is one-third less (0.50% vs. 0.6818%) than that for businesses located in all other areas of Portland served by Tri-Met; for higher-wage or larger employers, this differential can produce considerable savings.
 - On \$10 million in annual wages, a business would save over \$18,000 in payroll tax by being located in Wilsonville.
 - * No Business Income Tax: Unlike some jurisdictions, Wilsonville has no business income tax.
- **Relocation Assistance**
 - * Wilsonville can work with the company and the Wilsonville Chamber of Commerce to create customized relocation packets for employees.

Wilsonville is a city well-accustomed to working with industrial firms in manufacturing and wholesale distribution. Over half of the 15,000 full-time employees who work in Wilsonville are employed in industrial occupations - principally in high-tech, healthcare products and distribution logistics.



City of Wilsonville Coffee Creek Industrial Area - Potential Development Scenario (Artist's Concept)



Coffee Creek Concept Rendering (view looking southeast from corner of Day Road)

The Planned Development Industrial – Regionally Significant Industrial Area (PDI-RSIA) is Wilsonville's newest industrial development in the Coffee Creek Industrial Area and is appropriate for most light manufacturing, warehousing, distribution, and flex uses. Commercial development is also appropriate for the PDI-RSIA. The PDI-RSIA designation will help meet the Region's documented needs for high-wage employment type that is compatible with surrounding industrial uses, and the Coffee Creek Correctional Facility.

The City has worked with Metro, the State and others to plan for a regionally significant 200-acre industrial development in Washington County near the Oregon Coffee Creek Correctional Facility. The proposed Coffee Creek Industrial Area will be a development that is projected to host over 1,800 family-wage jobs with an annual payroll of \$55 million at build-out. The City is currently undertaking planning efforts for infrastructure requirements, which are estimated at \$34 million, with the majority of



The artist's rendering on the left depicts what the area might look like at buildout.

Target Development:

A mix of general industrial/flex and R&D/tech buildings totaling approximately 2.1 million square feet of industrial development floor area at build-out:

- Two-thirds general industrial/flex with floor-to-area (FAR) ratio of 0.30
- One-third Research & Development/Technology building types with a FAR ratio of 0.25

Wilsonville is a city well accustomed to working with industrial firms in manufacturing and wholesale distribution. Approximately two-thirds of the 15,000 full-time employees who work in Wilsonville are employed in industrial occupations — principally in manufacturing and distribution logistics.

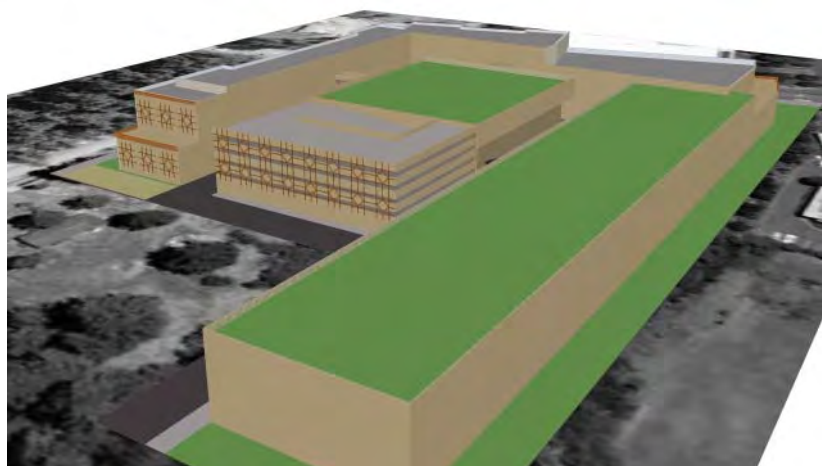
The city's leading industrial firms include Xerox, Mentor Graphics, Tyco Electronics, FLIR Systems, Rockwell Collins, SYSCO Food Services, Rite Aid Distribution, Coca-Cola Bottling and OrePac Building Products Inc.

Sustainable development practices (green streets, eco-roofs, eco-efficient employment techniques, low-impact developments, sustainable energy) are encouraged in the Coffee Creek Industrial Area, and will help to give the area a market edge over traditional industrial development.

(and Grahams Ferry Road)

Industrial zone district. This zone designation applies to the corporate headquarters and technology campuses are, light-industrial development, and provide a land-use

Development area in the northwest quadrant of Wilsonville in the City's next areas of major business and economic development. The City is in the process of conducting additional studies for roads at \$26 million.



Courtesy of Nathaniel Rotta



Employment: Family-wage industrial jobs.

Wilsonville's 800-plus businesses provide 15,000 full-time jobs (FTE), with over half of these positions in high-wage industrial occupations of manufacturing or wholesale distribution.

Total annual private-sector payroll in Wilsonville is approximately \$800 million annually, a 63% increase since 2000 that generates a total direct/indirect regional economic impact of over \$1.9 billion per year.



Top-30 Wilsonville Employers

Business	Type	FTE	Business	Type	FTE
Xerox Corporation	M	1,500	Vision Plastics Inc	M	130
Mentor Graphics Corporation	M	1,100	S S I Shredding Systems Inc	M	125
Tyco Electronics—Medical Prods.	M	550	Hartung/Oregon Glass Co.	M	120
Sysco Food Services of Portland	D	520	Costco Wholesale, Wilsonville	R	115
Oregon Dept. of Corrections	G	450	Coherent, Inc	M	105
FLIR Systems	M	440	Prograss, Inc	S	105
Rockwell Collins	M	430	Crimson Trace Corp.	M	100
Rite Aid Distribution Center	D	240	McKesson Drug Co.	D	100
Fry's Electronics, Inc	R	230	N T P Distribution Inc	D	100
Coca-Cola Bottling of the NW	M/D	170	Precision Countertops Inc	M	95
City of Wilsonville/SMART	G	160	Target Store, Wilsonville	R	95
Adecco USA Inc	S	155	Portland General Electric Co.	U	85
Houston's Inc	D	145	West Coast Bank Service Ctr	S	90
Kinetics Climax Inc	M	135	bioMérieux, Inc.	M	80
OrePac Building Products Inc.	D	135	Wilsonville Toyota/Scion	R	80

Business Type: D=Distribution; G=Government; M=Manufacturing; R=Retail; S=Service; U=Utility



Wilsonville-based businesses workforce composition by:

- Occupation (job type)

Occupation	# Jobs	% Jobs
Admin Support	2800	18%
Pro Specialty	2300	14%
Exec/Mgrs/Admin	2200	13%
Sales / Clerks	2100	13%
Other Services *	1700	11%
Precision/Craft*	1500	9%

* employment site-based workers

- Economic sector (business type)

Economic sector	# Jobs	% Jobs
Manufacturing	4200	26%
Wholesale Trade	3600	23%
Services	3200	20%
Retail Trade	3200	20%
Construction	500	3%



Wilsonville businesses continue job growth in Great Recession

Despite the high-profile closure of businesses like Hollywood Video/Movie Gallery and Joe's Sporting Goods—each of which had both corporate offices and warehouses in Wilsonville—that resulted in the loss of nearly 1,000 jobs, a number of other businesses have either expanded or announced plans to increase employment. Some job gains in the past year and upcoming include:

- Coca-Cola Bottling of the Northwest: consolidated operations, going from 60 to over 170 jobs
- Rockwell Collins expanding employment from 250 to nearly 450 high-wage jobs
- Fred Meyer Stores constructed a 195,000 square-foot shopping center with about 450 positions



City of Wilsonville, Oregon





Water Treatment Plant

Water: Long-term supply of high-quality water

The city of Wilsonville enjoys high-quality, reliable water supplies with a stable rate structure due to major City investment of nearly \$50 million in the Willamette River Water Treatment Plant, which began operation in 2002. The plant is capable of processing 15 million gallons per day (mgd).

Water tests show that the treated water is of some of the highest quality municipal water in the US. In 2010, Coca-Cola Bottling of the Northwest consolidated bottling of Coke-products, including Dasani-branded water, for distribution in Oregon and Washington to an expanded facility in Wilsonville.

Wastewater Treatment: Commitment for sustained growth

The City has begun to undertake a major, \$45 million capital investment to upgrade and expand the capacity of the wastewater treatment facility. This project will replace aged equipment and structures to handle the community's current needs and address future growth of residents and jobs over the next 20 years.

The plant expansion and rehabilitation project is expected to start in 2011 and be completed by January 2014.



Wastewater Treatment Plant

Transportation & Transit: Timely and reliable movement of freight and commuting workers

The City works with partners at county governments, Metro, Oregon Department of Transportation and federal officials to acquire funds that improve the area's transportation and transit infrastructure. Over the 2009-10 period, over \$68 million was invested in major infrastructure projects in and near Wilsonville, of which \$53+ million was for road-related projects.



Excellent Public Transit Service. Wilsonville's efficient transit system facilitates employee recruitment from the greater Portland and North Willamette Valley labor-sheds. In order to provide our industrial employers with the most responsive transit service feasible, the City operates its own agency—SMART, South Metro Area Regional Transit—providing bus and commuter rail connections to Portland's TriMet, Canby Area Transit (CAT) and Salem Area Transit (Cherriots).

TriMet's Westside Express Service (WES) Commuter Rail, co-operated with SMART, provides train service to five stations from Beaverton to Wilsonville. North of Wilsonville, connections from the Commuter Rail stations are provided by TriMet serving Beaverton, Hillsboro, downtown Portland and the Portland International Airport. SMART's popular 10-minute "employee-delivery" service guarantees that commuting employees who use WES commuter train service are shuttled to Wilsonville worksites within 10 minutes of arrival of each WES train run.



Heavy-gauge Rail Access: Short-line Portland and Western Railroad, which runs along the western edge of Wilsonville, over the same tracks as WES, is a possible option for spur-line development.

Airport Access

Portland International Airport (PDX) is located 25 miles northeast of Wilsonville and offers commercial freight and passenger air service daily with direct flights to Europe, Asia, Mexico and cities throughout the United States.



Limited freight and charter passenger air service is available at Aurora State Airport located south of the beautifully planned community of Charbonneau on Airport Road.



Outstanding Power Reliability

A BPA transmission line corridor crosses Wilsonville with two major Portland General Electric substations; one is just across the road from Coffee Creek Industrial Area. Additionally, a PGE line service center and a PGE/PacifiCorp Western US linemen training center with Clackamas Community College are both located in Wilsonville

High Quality of Life for Wilsonville Residents

Wilsonville is a relatively young city that is a clean, uncluttered municipality with an attractive, upscale feel.



Residential living opportunities include private homes, townhomes, affordable housing, apartments, assisted living facilities, and condominiums in planned neighborhoods like the award-winning Villebois community. Named the 2010 Community of the Year by the National Association of

Home Builders, Villebois feels like a classic village with timeless European-inspired architecture and 160 acres of parks and beautiful landscaping.

The Charbonneau community is a planned community nestled amid the beautifully maintained landscape of a 27-hole public golf course. This community includes ten swimming pools, indoor & outdoor lighted tennis courts, miles of walking and jogging trails, and a boat marina on the Willamette River.



Other neighborhood communities include Wilsonville Meadows, Canyon Creek North, Morey's Landing, Town Center, River Green and Old Town.

Higher Education with a Focus on In-Demand, Market-Ready Skills

Oregon Institute of Technology (OIT), the state's premier university of applied engineering and advanced technology studies, has recently announced their intent to consolidate four Portland area campuses to one campus in Wilsonville in 2012.



Graduates of the program are prepared for graduate study or for immediate employment as field engineers, energy auditors, renewable energy system integrators for homes and businesses, manufacturing engineers for component and subsystem manufacturers, designers for components and subsystems, local and state government renewable-energy inspectors, planners and other positions in the energy field. OIT already has relationships with a cluster of high-tech firms through internship programs.

Clackamas Community College (CCC) has a Wilsonville campus focused on electrical utility training in conjunction with Portland General Electric and PacifiCorp. CCC works closely with the Workforce Investment Council of Clackamas County (WICCO) to develop vocational education and other technical training programs for specific industries and trades. Customized training classes for area businesses can be provided at the Wilsonville campus or at an employer's industrial site.



Pioneer Pacific College is a private vocational-education institution with two Wilsonville campuses, including one dedicated to healthcare-related training.

Oregon University System Four of the seven universities in the Oregon University System's main campuses are within an hour's driving time from Wilsonville. **Portland State University (PSU)** and extension campuses for **University of Oregon** and Oregon State University are located in downtown Portland and offer an array of advanced, university-level educational opportunities. OIT is consolidating its Portland campuses area to one campus in Wilsonville that is scheduled to open in 2012.

Strong Community Support for K-12 Education

West Linn-Wilsonville School District, one of Oregon's top-ranked school districts, serves Wilsonville with two elementary schools, a middle school, high school, special charter high school and an environmental studies center. The schools within this school district consistently achieve test-scores as one of the best-performing public school systems in Oregon.



Canby School District **Canby School District** serves the Charbonneau area south of the Willamette River.

Wilsonville offers businesses and residents many amenities, including nearby shopping for all retail goods and services, wonderful city parks and recreation programs, an excellent public library, and a range of community events.



The provision of quality parks and recreation amenities are the centerpiece of a high-quality of life and community livability in Wilsonville. The residents of Wilsonville are active in a variety of sports and recreational activities, organized and offered through the City, schools and community organizations. Public and private golf courses are located in and near Wilsonville.



Wilsonville has been recognized as a Tree City, USA for over a decade. The community strives to maintain its natural beauty while accommodating new residents and businesses. For instance, the city has the good fortune of being home to three beautiful water features designed by the late Bob Murase, a world renowned landscape architect.



Relatively easy access to cultural events in Downtown Portland, the wine country of Oregon's Willamette Valley, many golf-course options, skiing and hiking in the Cascades mountain range, and beach play at the Oregon Coast.

Excellent schools, hundreds of acres of parks and hiking trails, sustainable communities with healthy neighborhoods and quality jobs make Wilsonville a desirable place to live and work. We look forward to talking with you about the City of Wilsonville.

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City of Aurora

FOUNDED 1856
"National Historic Site"

April 2, 2015

Honorable Rep. Brian Clem
Chair, House Committee on Rural Communities, Land Use, and Water
900 Court St. NE, H-284
Salem, Oregon 97301

Re: Senate Bill 534

Dear. Rep. Clem:

The City Council of the City of Aurora would like to be on record opposing SB 534 which is now in your committee. The bill would allow any city to sell water or sewer services to an airport without the provision for at least eventual annexation. The Council does not fully understand the implications of this bill and how it would fit within existing land use processes.

We believe that this proposal lacks transparency and is aimed primarily at the Aurora Airport. We also understand that this proposal comes to you as a result of the advocacy of the Wilsonville Chamber of Commerce. Proper open public discussions with the City of Aurora would need to take place before any consideration for annexation and offering of public services could be made. Our rural lands are not well served by allowing airports to become mini-urbanized areas without proper land use planning and jurisdictional oversight.

We urge you to not approve the bill. Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "J. Sahlin".

Jason Sahlin
City Council President
City of Aurora



Oregon
Department
of Agriculture



Oregon Land Conservation
and Development



Excerpts from joint state agencies letter to Metro regional government, re Comments on Urban and Rural Reserves Process

October 14, 2009

Metro Regional Reserves Steering Committee
Core Four
600 NE Grand Avenue
Portland, OR 97232

Re: State Agency Comments on Urban and Rural Reserves

Dear Reserves Steering Committee and Core Four Members:

The Oregon Departments of Agriculture, Forestry, Transportation, Business Development, Fish and Wildlife, Environmental Quality, Water Resources, State Lands, and Land Conservation and Development are pleased to provide the Reserves Steering Committee and the Core Four with our collective comments on the region's tentative proposals for urban and rural reserve designations. The region's ground-breaking effort to envision its long-term future management of urban and rural lands is an exciting experiment that is illustrating new ways to build great communities and lay the foundation for sustainable agriculture, forest management and natural resources protection.

In developing these comments, it is important to note that we are responding to preliminary recommendations from each of the three counties and from Metro staff. The counties and Metro have yet to make final decisions concerning either the amount or location of urban or rural reserves. We all appreciate the substantial work that has gone into this important effort, including countless hours of public involvement, and we recognize that the final product will continue to be refined and to evolve over the next few months.

The state agency comments focus on *state-level* interests in how the Portland Metro region will accommodate the projected 1.3 to 2.1 million additional people that will live and work in this area over the next fifty years. Other members of the Steering Committee, appropriately, will focus on regional and local considerations. Metro and the three counties will need to consider all three levels of interests in reaching their final decisions about urban and rural reserves.

Finally, each of the nine state agencies represented in the Reserves Steering Committee has a particular set of responsibilities and duties. These collective comments were not arrived at lightly, and reflect significant discussion and work to resolve competing policy interests and to provide Metro and the counties with clear, consistent recommendations. We have appreciated the opportunity to participate with others from the outset as you work to guide the region's long-term future.

I. General Comments

This section of the agencies' collective comments contains two parts: (A) our suggestions for key additional information or interim decisions that should be developed before final decisions are made; and (B) our high-level, policy-oriented comments that are not related to specific areas or locations.

A. Additional Information

The reserves effort has generated a substantial amount of analysis and information for decision-makers. Nevertheless, the agencies recommend that Metro and the counties develop or clarify the answers to certain key questions before making final decisions regarding urban and rural reserves.

1. Clarify What Period of Time Reserves Are Being Established For

Urban reserves must be designed to provide a supply of land needed for population and employment over a forty to fifty-year period. Rural reserves are protected from urban development for a period equal to the period used for urban reserves. Metro and the counties need to clarify what period they are planning for. There are important policy questions associated with this choice, and the agencies' recommendation on this question is provided below at page 3.

2. Identify the Major Variables that Lead to Differing Estimates of Urban Land Need

Metro and Washington County each have produced different estimates of urban land need over the next fifty years. Although we believe that the Metro COO and

7. Measures to Implement Urban Reserves

The agencies appreciate Metro's formulation of clear "Strategies for a Sustainable and Prosperous Region." We strongly support the concepts of "making the most of what we have" and setting higher thresholds for serviceability of lands prior to their inclusion within the Urban Growth Boundary (UGB). ODOT requests that preparation of Interchange Area Management Plans (IAMP) be an integral part of any Concept Plans for Urban Reserve areas that encompass existing rural interchanges (or that generate a need for a new interchange). ODEQ urges municipalities to consider adopting or expanding current regional watershed plans to guide development in environmentally sustainable ways, and minimize impacts on streams and rivers.

8. Minimizing the Transportation-Related Costs of Growth

The Regional Transportation Planning process has shown that even within the current Metro UGB, transportation needs far outweigh ODOT's and local jurisdictions' ability to fund them. It is important that the amount of urban reserves be limited to only the amount that is necessary, and that these lands be located strategically so as to:

- a. Maximize efficient use of existing and planned state and local transportation facilities,
- b. Reduce reliance on state highways by maximizing the ability to provide for a well-connected multi-modal local transportation network, and
- c. Minimize the need for additional highway improvements.

9. Assuring that New Development Will Support State and Local Transportation Systems

Metro, the cities and the counties should assure that they collectively have mechanisms in place to assure that new development will contribute to local systems and state highway improvements that are needed to serve the new development. This includes bringing the existing highways up to urban standards, adding bike lanes and sidewalks, improving geometric and safety deficiencies, grade-separating intersections on expressways, widening arterials to 4 lanes plus turn lanes, and widening freeways to 6 lanes plus auxiliary lanes.

10. The Cost of Redevelopment and Infill

High density urban redevelopment and infill will not be inexpensive. Public infrastructure and development costs for South Waterfront's first phase totaled \$195 million with an estimated price tag of another \$145 million for its second phase. Metro has indicated that urban renewal and other funding mechanisms (TIF's, assessments) will be needed to meet objectives for accommodating growth within the existing UGB. Brownfield redevelopment funding and related partnerships are also available resources to communities. The agencies are supportive of redevelopment and infill, but the costs

taken for granted because they are not generally traded in markets. As such, they have no "price" and are therefore seemingly provided for free. Caution is needed in the Metro reserves process not to overlook or underestimate forest ecosystem service values.

As urban growth boundaries move closer to wildland forests and mixed forest and agricultural lands, there may be accelerated pressure outside the UGB for the in-filling of structures. Such outcomes can result in disincentives for continued investments in forest management and should be minimized whenever possible. Dividing the forest into smaller parcels and adding dwellings (with or without urbanization) can displace wildlife through habitat fragmentation, increase conflicts between residential and commercial forestry uses, decrease incentives to encourage forest land retention (such as forest land tax status), increase the cost of fire protection, incentivize further development pressure by an increasing disparity between forest land development property values versus timber values, and reduce the economic benefits of commercial timber production. Rural reserves should be considered as a tool to avoid this type of "halo" effect.³

II. Comments on the Location of Urban and Rural Reserves

The Metro Chief Operating officer's recommendations on urban reserves divided the region into 14 geographic areas. After providing general comments about the location of urban and rural reserves, the agencies are providing area-specific comments organized to correspond to those 14 areas. In a final section, the agencies also provide comments concerning lands that should remain with their existing rural designations (and not be designated as either an urban or a rural reserve).

A. General Comments on the Location of Urban Reserves

1. General Comments on the Location of Urban Reserves: Transportation Issues

It is important to designate urban reserves that can be designed to provide a complete local/regional multimodal transportation system and where the state highways either have the capacity to serve additional trips, are already planned to be improved, and/or are not excessively expensive to upgrade to urban standards in a manner consistent with the RTP Systems Development and Systems Design Concepts.

³ ODF encourages Metro and the counties to more carefully consider the economic contributions of the forest products sector to the region's economy and the potential effects of future development and urbanization on the viability of the forest products sector.

ODOT's analysis shows that the highways least suitable to accommodate additional trips and most expensive to improve, are I-5 South, especially the segment from OR 217 to south of the Willamette River, and I-205, especially the segment from the Stafford Interchange to the Sunrise/OR 212/OR 224. Both I-5 and I-205 require corridor refinement plans to identify feasible solutions. Because of the presence of the Willamette River and the lack of bridge connections other than the I-5 Boone Bridge, it would be extremely difficult and expensive to provide a network of local multimodal transportation system connections between areas south of the Willamette River and the rest of the urban area.

A significant difference between I-5 and I-205 is that I-5 is already 6 lanes and thus is considered "complete" by RTP standards, whereas I-205 South is 4 lanes and hence the planned (but not funded) facility calls for widening to 6 lanes.

US 26 West is constrained by congestion at the I-405 tunnel and the limited opportunities and large potential costs to improve that segment, but the costs of widening US 26 to 6 lanes and reconstructing a number of interchanges and overpasses at the edge of the current UGB are smaller than the costs of improving I-5 and I-205.

TV Highway is already at 5 lanes and congested. Access management has proven to be difficult to implement, and opportunities to build a local network to reduce reliance on the highway are limited due to the presence of the railroad in close proximity.

OR 213 and OR 212 are both forecast to fail to meet the Oregon Highway Plan mobility standards even when widened to 5-lanes. Topography and the presence of natural resources limit opportunities to build a complete local transportation network in the area served by OR 213. The City of Damascus is in the process of developing a complete multimodal transportation system plan for the area now served primarily by OR 212.

2. General Comments on the Location of Urban Reserves: Floodplains and Stream Corridors

One significant locational issue for the counties and Metro is whether urban reserves should include floodplain areas and larger stream corridors. Some of the proposed urban reserves in Washington County include relatively large floodplain areas (e.g. along the Tualatin River, lower Dairy Creek, etc.). Clackamas County generally has worked to place larger stream corridors within rural reserves.

As a general matter, the state agencies believe that larger floodplain areas that are on the periphery of the urban area should *not* be included in urban reserves and that, instead, they should be used as a natural boundary between urban and rural areas to the extent possible. Although some development in floodplains may be possible, the overall amount of development likely to occur in floodplains does not justify their inclusion in urban reserves.

or Station Community designations consider the barrier effect of the freeway itself, and reduce reliance on the freeway and the freeway interchange for internal circulation and short trips. Concept Plan(s) should provide for internal multimodal circulation and connectivity within the concept plan area, within any proposed new mixed use centers, and to the existing Town Centers of Wilsonville, Tualatin, West Linn, and Lake Oswego.

5. East Wilsonville

The state agencies support the recommendations of the Metro COO regarding urban reserves and rural reserves in this area.

6. South and West Wilsonville/South Sherwood

South Wilsonville

ODOT, ODA, DLCD, OWRD, DEQ, ODFW, and DSL support the preliminary recommendation from Clackamas County to designate lands south of the Willamette River (French Prairie) as a rural reserve. The reasons for a rural reserve designation include: threat of urbanization, high suitability for agriculture, very significant transportation limitations (Boone Bridge capacity and no alternate river crossing, poor multimodal connectivity), poor suitability for urbanization (services and distance to existing population), and concerns about encouraging urban development moving south along I-5 into prime agricultural lands.

Oregon Business Development Department supports leaving the portion of the French Prairie area along I-5 and Highway 99 undesignated, to provide more flexibility in the event that additional large employment sites are needed in the region over the long term.

West Wilsonville/South Sherwood (Clackamas County)

The agencies support the COO recommendations for this area (both for urban and rural reserves).

West Wilsonville/South Sherwood (Washington County)

The agencies support the COO recommendations for this area (urban reserves). There are significant transportation issues associated with this area over the long term (Highway 99W and Tualatin-Sherwood Road) that will limit its ability to provide significant employment opportunities until resolved.

7. West Sherwood

Generally, the state agencies do not support including the areas due west of King City suggested as urban reserves in the COO and Washington County recommendations.



Oregon
Department
of Agriculture



Department of Land Conservation and Development

April 6, 2009

Metro Reserves Steering Committee
600 NE Grand Avenue
Portland, OR 97232-2736

Dear Fellow Reserves Steering Committee Members:

On behalf of the Oregon Departments of Agriculture, Forestry, Transportation, Economic and Community Development, Fish and Wildlife, and Land Conservation and Development we are submitting the following preliminary comments on the counties' initial identification of candidate urban and rural reserve areas. As you know, the state agencies have been meeting regularly for the past several months to coordinate our work on this important effort. The other state agencies participating in the Steering Committee may have verbal comments on the candidate areas, and not all agencies have had time to prepare written remarks.

The agencies also have met with each county to review the county's work on candidate areas. We appreciate the time and effort of county staff in working with us to provide information about how preliminary decisions are being made. We look forward to continuing to work with each county, and with Metro staff and the Core 4 as this process progresses.

General Comments

Metro and the counties generally have not excluded lands as candidate urban or rural reserves at this point in the process if there is a significant likelihood that the lands may be suitable for either category. As a result, there do not appear to be any major issues with the preliminary decisions on candidate areas. At the same time, however, the inclusiveness of this first round will put significant time pressure on the reserves process as it moves forward to the next stages.

Metro has just released an executive summary of its fifty-year range forecast for population and employment for the seven-county statistical area. It also has just released its preliminary urban growth report for residential lands, and expects to soon release a preliminary report on employment lands. OAR 660-027-0040 requires Metro to specify the number of years that urban reserves provide a land supply for, based on the land supply necessary for urban population and employment growth in the Metro area. To get to a final decision, therefore, Metro will need to analyze the housing and employment land needs that result from its projections. It also will need to analyze the extent to which these needs will be met within the Metro urban growth boundary by redevelopment and infill (as well as what proportion of growth will occur outside of the Metro area). At this point in time, it is not clear how these decisions will be made in the reserves process (as opposed to the process for the urban growth report). The next round of decisions regarding how much land to designate as urban reserves will need to include this aspect of planning for the region's future.

Transportation

The Oregon Department of Transportation (ODOT) has some suggestions for evaluating the candidate urban reserve areas for compliance with urban reserve factors (3) and (4). ODOT has applied the proposed method to do an initial draft assessment of the capability of state highways to accommodate additional urban growth, and has assessed the relative cost of overcoming existing deficiencies in the state highway system and of bringing rural highways up to urban standards.

Ideally, Metro would do transportation modeling to analyze the performance of existing state highways and county and city transportation facilities, both within the existing UGB and outside the UGB in the urban reserve study areas, assuming urban-level development in the reserve study areas. Metro has indicated they will not be doing any transportation modeling for the reserves exercise. Metro and the reserves transportation working group have already performed an analysis of the feasibility and relative cost of developing a complete urban transportation system in the various candidate urban reserve areas, but this analysis did not consider the capacity of existing rural facilities, nor the impact of additional growth on facilities within the current UGB.

To substitute for transportation modeling, ODOT is proposing a simplified method to first identify which facilities, both outside and inside the current UGB, are already experiencing and/or are forecast to experience capacity, safety, and/or geometric problems without any additional growth. Second, ODOT would identify order of magnitude relative costs and feasibility of overcoming those existing problems. Presumably, if a transportation facility is already forecast to have capacity deficiencies, then plan amendments allowing additional urban growth relying on that facility would not be able to meet the Oregon Highway Plan mobility standards without significant mitigation and thus cost.

The assumption should be that transportation needs will be met in a manner consistent with RTP Policy. That means that deficiencies would not necessarily be met by widening existing state highways, but rather by developing a complete local and regional multi-modal circulation system in accordance with the RTP Regional Streets and Throughways System Concept, Regional Transit System Concept, Regional Freight System Concept, Regional Bicycle and Pedestrian System Concept, and Regional System Design Concept.

Specifically, that means all major arterials (state and local) should be assumed to be four lanes plus turn lanes, and should be upgraded to include regional transit, sidewalks, and bikelanes. The arterial and local street network should meet the RTP connectivity or spacing standards. All freeways should be improved to six lanes. Moreover, any existing expressway designations would be extended into the new urban reserve areas, and all expressways should be improved with grade-separated interchanges.

The table attached as Appendix A shows ODOT's initial assessment. It is organized by highway since there was no way to organize it by urban reserve study area. Cost estimates are based on ODOT engineers' judgment, but could be refined based on the unit cost approach Metro used for the initial transportation suitability analysis.

→ The analysis shows that the highways least suitable to accommodate additional trips and most expensive to improve, are I-205, especially the segment from I-5 to the Sunrise/Or 212/OR 224, and I-5, especially the segment from Or 217 to south of the Willamette River. US 26 West is constrained by severe congestion at the tunnel and the limited opportunities and huge costs to improve that segment, in addition to the costs of likely needed highway widening and reconstruction of a number of interchanges and overpasses. TV highway is already at 5 lanes, access management has proven to be difficult to implement, and opportunities to build a local network to reduce reliance on the highway are limited due to the presence of the railroad in close proximity. OR 213 and OR 212 are both forecast to fail to meet mobility standards even when widened to 5-lanes, and topography and the presence of natural resources limit opportunities to build a complete local transportation network. US 26 West has some potential to accommodate additional growth. However, areas around US 26 were not identified as either Urban or Rural Reserve Study Areas. ODOT recommends that they be included as both Urban and Rural Reserve study areas to allow for further analysis. ←

It is critical that the cost and feasibility of bringing state highways up to urban standards be considered as one factor in the urban reserves suitability analysis. It is well known from the development of the Federal RTP that ODOT does not have sufficient funds to maintain mobility and design standards on state highways within the current UGB. Therefore, once urban reserves are designated, it is critical that as part of concept planning, funding strategies are identified to pay for those needed improvements.

ODOT welcomes an opportunity to work with Metro and with each of the counties to review and refine this assessment, and to identify next steps.

Forestry

The Oregon Department of Forestry (ODF) would like to thank the planning departments of Clackamas, Multnomah, and Washington Counties and the Metro staff for their tireless work on the reserves process and recent efforts to inform affected state agencies about this work. ODF also thanks the planners for considering our technical input and spatial analyses in the development of the initial rural and urban reserve candidate areas.

The Oregon Board of Forestry's and Department of Forestry's policy goals with regard to land use planning are to:

1. Maintain the state's total forest land base to provide for a multitude of forest benefits – social, environmental, and economic – desired by Oregonians;
2. Maintain the productivity of the forest land base with the continuous growing and harvesting of forest tree species as the leading use on private lands subject to the protection of soil, air, water, and fish and wildlife values;
3. Promote active management of Oregon's forests by limiting conflicts to the commercial management of forestland for forest uses created by the siting of dwellings, related improvements and non-forest uses on forest land;
4. Reduce the costs and conflicts related to fire prevention and suppression caused by siting dwellings and related improvements on forest lands;
5. Encourage thoughtful planning and oversight of development activities that convert forestlands to non-forest uses.

The Department's highest priority in the Metro Reserves process is promoting recognition by all parties of the importance of retaining forestlands in forest use so future Oregonians, including urban residents, will continue to benefit from the wide range of environmental, economic, and social values forests provide.

ODF's spatial analyses focused on identifying forest lands within the reserves scoping area and highlighting forested areas still retaining "wildland" forest character (defined as forestlands with fewer than five existing structures per square mile) and "mixed forest and agricultural" lands (defined as intermixed forest and agricultural lands with fewer than nine existing structures per square mile). Long term retention of these two classes of forest land are viewed by the Department of Forestry as critical to maintaining forest environmental benefits such as wildlife habitat, water quality, and carbon sequestration and to maintain economically viable private ownership of productive commercial forest lands.

ODF has studied the March 16 candidate area maps and is generally comfortable with the way forest lands within the Reserves scoping area are addressed by the counties. Almost all of the significant blocks of wildland forest and many areas of mixed forest and agricultural land have been designated as rural reserve candidate areas or left undesignated with a preliminary determination they will not be under threat of urbanization over the next 40-50 years. Possible exceptions where further analyses is encouraged include the Gales Creek Canyon area northwest of Forest Grove, the Chehalem Mountain area, and the area northwest of Forest Park where some wildland forest lands have been designated as urban reserve candidate areas. Urban expansion into these areas could create environmental and economic conflicts. The Department of Forestry would like to continue working with Washington and Multnomah Counties to hopefully resolve these site-specific conflicts in a manner that best preserves forestland values.

Some specific concerns and potential conflicts between forest land and urban development in these areas include:

1. The community of Gales Creek has been identified as a “Washington County Community at Risk”. It has been registered on both the State and Federal lists as being at high risk from wildfires. See Washington County, Oregon, Community Wildfire Protection Plan, August 6, 2007.

Some other outlying communities at risk and close to forestland include: Banks, Buxton, Cherry Grove, Dilley, Farmington, Forest Grove, Gaston, Glenwood, Laurel, Laurelwood, Manning, Midway, Mountindale, North Plains, Sherwood.

2. Commercial forest management activities occur on a regular basis in Gales Creek Canyon as well as on Chehalem Mountain. These activities require heavy truck and equipment traffic on primary and secondary transportation routes like Hwy 8 and Hwy 47 and most secondary roads. These activities create noise and dust that are not conducive to urban settings.
3. The slopes along Gales Creek Canyon have an inherent landslide risk that exists. Several areas have been identified and it is likely that more exist. The placement of structures on and/or at the base of these slopes could create potential public safety risks.
4. Family forest lands are the only remaining habitat links remaining between Forest Park and larger blocks of wildland forest to the northwest. It is in the best interests of the State of Oregon, Metro, the affected counties and urban residents to provide these landowners with economic incentives to continue investing in forest management rather than converting these lands to non-forest uses.

As the Reserves process continues and as Metro makes decisions in the future regarding Urban Growth Boundary (UGB) expansion, the Department of Forestry would also like to reemphasize the need to closely evaluate the "halo effect" of UGB expansion. The Department of Forestry is

guided by a policy objective of retaining forest land in forest uses and maintaining intact, large blocks of forest lands to allow continued viable timber management and the maintenance of important environmental values. The Department of Forestry recognizes UGB expansion may not directly involve forest lands and land use requirements outside of the UGB may remain the same. However, as UGBs move closer to wildland forests and mixed forest and agricultural lands, there may be accelerated pressure outside the UGB for the in-filling of structures. Such outcomes can result in disincentives for continued investments in forest management and should be minimized whenever possible.

Dividing the forest into smaller parcels and adding dwellings (with or without urbanization) can displace wildlife through habitat fragmentation, increase conflicts between residential and commercial forestry uses, decrease incentives to encourage forest land retention (such as forest land tax status), increase the cost of fire protection, incentivize further development pressure by an increasing disparity between forest land development property values versus timber values, and reduce the economic benefits of commercial timber production.

Agriculture

The comments of the Oregon Department of Agriculture (ODA) at this stage are relatively short, and relate to areas that have been excluded from being considered as candidates for rural reserve designation. The following areas that are not identified as candidate rural reserve areas should be included as candidate areas due to the threat of urbanization and the fact that they are Foundation Agricultural Lands:

1. The lands in Clackamas County located northeast of Boring and east of 282nd Avenue.
2. The lands in Clackamas County adjacent to the cities of Canby and Barlow that are proposed for no further study. It is our understanding that these lands have been excluded simply because the cities wish to consider them for future growth. If the lands are being considered for urbanization, then they should be analyzed as potential rural reserves under the factors in the LCDC rules.

Wildlife

The Oregon Department of Fish and Wildlife (ODFW) comments echo the comments of ODA regarding areas excluded by Clackamas County from consideration as candidates for Rural Reserve designation. It is unclear why these areas have been excluded, or whether the rationale for excluding them was valid at this time (i.e. to address local aspirations). ODFW completed a cursory review of the excluded areas (based on the Natural Features Inventory and aerial photos in Google Map) and identified the following that may warrant further consideration as possible Rural Reserve:

1. The Canemah Bluffs/Willamette Narrows area west of Oregon City;
2. The area south of Damascus – includes Clackamas Bluffs/Clackamas Greenway on the Natural Features Inventory;
3. The Borland Road area south of the Stafford Triangle

And possibly the following area:

4. The area SE of Boring (extends from the south portion of Boring east to Hwy 26); Primary habitat features may not be in the excluded area (i.e. they may exist in the surrounding area shown as possible Rural Candidate) but I'm not certain.

Economic and Community Development

Oregon Economic and Community Development Department's (OECDD) highest priority in the Metro Reserves process is to provide adequate industrial land now, and in the future, to ensure ongoing opportunities throughout the region. This includes opportunities for both urban and rural residents.

Based on the work presented at the March 16th meeting, OECDD has reviewed the work plans put forth by the respective county planning staff. OECDD reviewed these comments with the following priorities in mind:

1. This as an informed process to attempt to balance the health and sustainability of the region for all;
2. The need to provide adequate employment land to support the economic growth and well being of the state and the region;
3. The need to allow for development possibilities that will allow Oregon to provide living wage jobs for all Oregonians in the region; and
4. The need to provide employment lands opportunities where most feasible due to environmental, transportation and infrastructure constraints, in a manner that will allow for new, and existing industries.

Candidate maps that address issues related to the suitability of developable lands are of critical importance in helping to determine what lands should be included in the urban reserves area for employment purposes. Multnomah and Washington counties' candidate maps factor these considerations into their analysis on an appreciable scale, despite varying differences in the amount of recommended lands to be included in the candidate areas.

Metro Reserves Steering Committee
Page 8

Clackamas County appears to have applied the factors to narrow candidate urban reserves areas to a somewhat greater extent than the other counties. OECDD is not fully comfortable with limiting candidate urban reserve areas at this point in the process to the degree Clackamas County is proposing. OECDD supports the County's recommendation to include the Stafford basin and lands surrounding Wilsonville for consideration as candidate areas. OECDD also believes that other locations, including the area south of the Boone's Ferry Bridge, should not be excluded at this point from the candidate areas, although OECDD understands that there are severe costs and constraints with regard to providing transportation to this area (see Transportation comments), and that this area also raises long term concerns about further development along I-5.

OECDD is planning to undertake a more thorough review of all the county maps in the coming weeks with the recent hire of an industrial lands specialist so will have additional comments as this process moves forward.

Sincerely,



Richard Whitman
Department of Land Conservation and
Development



Katy Coba
Oregon Department of Agriculture



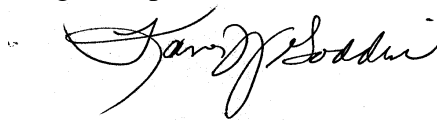
Elaine Smith
Oregon Department of Transportation



Jeff Boechler
Oregon Department of Fish and Wildlife



David Morman
Oregon Department of Forestry



Karen Wilde Goddin
Oregon Economic and Community
Development Department

Appendix A: Oregon Department of Transportation Initial Assessment

CC: William Ferber
Kirk Jarvie
Keith Johnson
Mark Ellsworth

**Attachment 1: Oregon Department of Transportation
Comments on Candidate Urban and Rural Reserves**

		UR Study Area: Yes or No?	Potential to accommodate additional traffic	Relative Cost to Improve
Highway #	Section	Small, Medium, Large UR Area?	Low, Medium or High Suitability	Low, Medium, High, Huge Cost
2W, 92	within + northwest of UGB to Columbia County Line	Not adjacent, but Sauvie Island is, and would impact US 30	Medium - 2035 Financially Constrained RTP identified capacity problems at Cornelius Pass Road and St Johns Bridge intersections. Physical constraints to building local network.	Low
47	I-405 to the Zoo	inside UGB	Low - US 26 tunnel presents constraint to additional traffic; topography offers limited options to improve; would have to build additional tunnel to separate US 26 WB to SB, WB to NB, and WB to downtown and corresponding EB movements.	Huge
47	Murray - 185th	inside UGB	Medium due to "185th - Cornell Rd." STIP project to add 3rd lane in each direction. Murray Blvd, Cornell Rd/Bethany Blvd, and 185th interchanges will have to be rebuilt; physical constraints limit potential capacity of interchanges. Cost estimate does not include rebuilding local overpasses.	Medium
47	> 185th - Cornelius Pass Road	inside UGB	Medium - May require widening highway to six lanes and improving Cornelius Pass Rd Interchange.	High
47	Cornelius Pass Rd to Shute Road / Helvetia Road Interchange	Yes, and on edge of current UGB	Medium - Need to add a WB to SB loop exit-ramp at Shute Rd IC to meet current needs; improved IC may be maxed out with existing growth, i.e. no excess capacity for additional growth.	Medium
47	at Glencoe Road Interchange	Yes, Large	Low - Need a new 5 or 6-lane Glencoe overpass structure and interchange improvements even without additional growth. Shute Rd, Jackson School Rd and Glencoe Rd interchanges would have to be upgraded.	High
47	west of Glencoe Road Interchange	Yes, up to easternmost intersection with OR 47; Large	Medium - consider impacts on weekend recreational and coastal traffic; not just pm peak .	Low
102	from Sunset Highway to NCL of Forest Grove	Yes; Large	High Nehalem Hwy/Wilson River Rd = Or 47/OR 6 interchange would have to be upgraded, and OR 47 brought up to urban arterial standards.	Medium

**Attachment 1: Oregon Department of Transportation
Comments on Candidate Urban and Rural Reserves**

29	from SW 209 th to SW 229 th , south of Hillsboro	Yes; Large area but small section of Hwy	Low 2005 and 2035 FC RTP shows existing and future capacity deficiencies, but TV Hwy is already at 5 lanes and access management is difficult to implement. Need adequate storage distance at railroad crossings; there are constraints to widening or adding railroad crossings; may need to depress RR to grade-separate.	Low
29	from WCL of Hillsboro to WCL of Cornelius	Yes; Medium, but small section of Hwy	Medium . Constrained by railroad tracks on south side, and difficult to widen or add railroad crossings; see previous section.	Low
29	south of Pacific Avenue to Yamhill County Line	Yes, Small	Medium – Existing capacity problem at the Pacific/Quince intersection; access management has been difficult to implement.	Low
140	SCL of Hillsboro to Yamhill County Line	Yes; Large	Medium - Several safety projects on this highway to realign curves to improve roadway geometry, widen shoulders, and add left turn channelization have been constructed in recent years. A few more safety projects of a similar type are needed. 2035 FC RTP shows capacity deficiencies even without Urban Reserves.	Medium
142	from SW 170 th to SW 196 th /Marlin Dr	Yes; Large area but small section of Hwy	Medium . Existing capacity problems with 3 lane section; planned for 5 lane section but no funding has been identified.	Low
1W, 91	from SCL of Sherwood to Yamhill County Line	Yes; Small	Low – FC 2035 RTP identified capacity problems. Improvements identified in I-5/99W study and Newberg – Dundee project, if constructed, will affect performance. Tualatin-Sherwood Rd, Edy Rd and Sunset Blvd intersections need to be improved to address existing capacity constraints.	Low
1	inside UGB and from Wilsonville SCL to Marion County line	No	Very Low - FC 2035 RTP identified severe capacity problems on I-5 within and south of existing UGB and at Wilsonville Interchanges. Congestion is especially high in the segment between I-217 and I-205. Widening of I-5 including Boones Bridge will be very expensive.	Huge "Huge" = over \$500 million; see next page
1E, 81	from Canemah to Canby	Yes, Small	Medium – Clackamas County Rural TSP identified geometric deficiencies. Presence of railroad and bluffs constrain ability to make improvements. Oregon City tunnel presents a pinchpoint. Capacity constraints in Canby due to railroad and existing development patterns.	Low

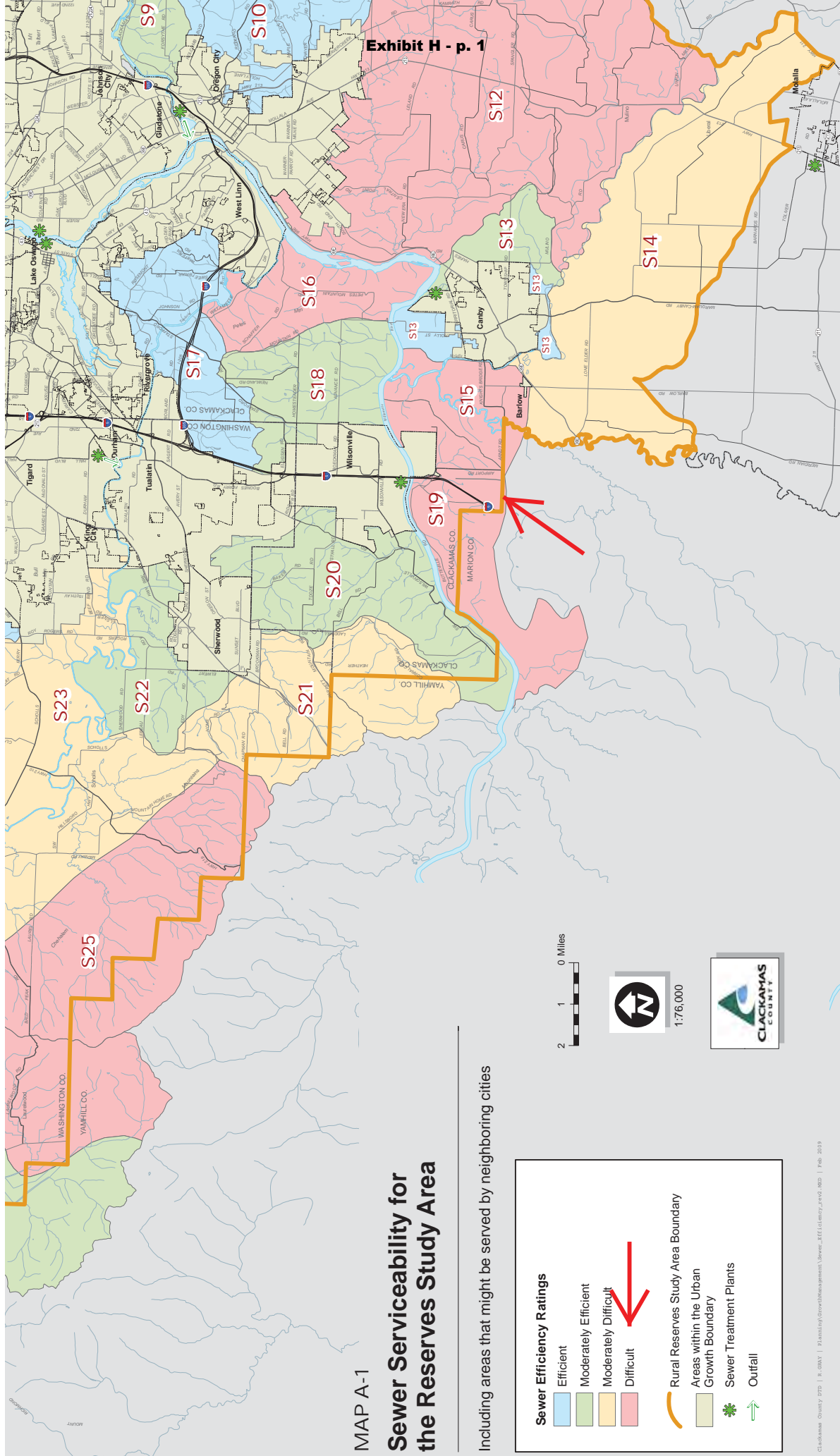
**Attachment 1: Oregon Department of Transportation
Comments on Candidate Urban and Rural Reserves**

160	within UGB and from SCL of Oregon City to Molalla	Yes, Medium	Low - Rural Clackamas County TSP (2000) and Or 213 Corridor South Study identified a need for a 5-lane section. 2035 FC RTP shows severe congestion even after improvements. A number of safety projects to add left turn channelization and widen shoulders have been constructed in recent years, and a few more similar safety projects are being developed. Growth in this area would require construction of interchanges due to expressway designation; these are expensive to build.	High
64	from I-5 to Or 212/224, within and outside UGB	Yes, E and NE of Wilsonville: Large. Stafford: Medium. East of Oregon City: Medium	Very Low - even without additional growth, need to widen I-205 to at least 6 lanes, widen the Abernethy Bridge, add truck climbing lane, and improve several interchanges including @ Or 213; very expensive	Huge
175	from ECL of Damascus to US 26	Yes; Medium	Low - 2035 FC RTP, Damascus-Boring Concept Plan, and Clackamas County Rural TSP identified capacity deficiencies, to be resolved through development of Damascus local transportation system and access management.	High
171	from Clackamas River to Estacada	Yes, Medium	Medium - 2035 FC RTP and Rural Clackamas County TSP (2000) identified some capacity as well as safety and geometric deficiencies ("Carver Curves"), with constraints to addressing these deficiencies.	Medium
26	from Multnomah County Line to Sandy	Yes, Large (in Multnomah County, plus some in Clackamas)	Medium - Urban growth in this area may require widening of US 26 to 6 lanes with construction of additional interchanges to implement expressway designation, as well as correction of safety problem at Kelso Rd; in addition, there will be increased need for the I-84 to US 26 Connector.	High
				Cost Assumptions
	ECL - eastern City limits			< \$ 100 M = Low
	SCL - southern City limits			\$ 100M - \$ 250 M = Medium
				\$ 250 M - \$ 500 M = High
	Note: map shows some undesignated area: status should be clarified			> \$ 500 M = Huge

MAP A-1

Sewer Serviceability for the Reserves Study Area

Including areas that might be served by neighboring cities



Sewer Efficiency Ratings	
	Efficient
	Moderately Efficient
	Moderately Difficult
	Difficult
	Rural Reserves Study Area Boundary
	Areas within the Urban Growth Boundary
	Sewer Treatment Plants
	Outfall



1:76,000



**INTERGOVERNMENTAL AGREEMENT ON
THE COORDINATION OF
GROWTH MANAGEMENT AND TRANSPORTATION ISSUES
BETWEEN
CITY OF AURORA, MARION COUNTY,
AND THE OREGON DEPARTMENT OF AVIATION**

This Agreement is entered into by and between the City of Aurora ("Aurora"), Marion County ("Marion County"), and the Oregon Department of Aviation ("ODA"), pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

RECITALS

WHEREAS, the Aurora Airport Impact Area ("Impact Area") – Exhibit A is expected to experience substantial population and employment growth by the year 2050; and

WHEREAS, anticipated growth within the Impact Area will affect land areas within the jurisdictional boundaries of the City of Aurora, Marion County, and the State of Oregon Department of Aviation; and

WHEREAS, Aurora, Marion County, and the ODA wish to coordinate growth management and transportation related development processes and decisions within the Impact Area to ensure an appropriate opportunity is given for affected parties to review and address anticipated impacts; and

WHEREAS, to achieve this coordination, Aurora, Marion County, and the ODA are interested in identifying the Impact Area and establishing a process for coordination and cooperation; and

WHEREAS, Statewide Planning Goal 2 - Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions, relating to land use, be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 197; and

WHEREAS, OAR 660, Division 12 requires coordination of state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, ORS Chapter 836 and OAR 660, Division 13 requires planning and coordination of local, state and federal agencies to encourage and support the

continued operation and vitality of Oregon's airports and recognizes the interdependence between transportation systems and the communities on which they depend.

NOW, THEREFORE, Aurora, Marion County, and ODA agree as follows:

AGREEMENT

I. Purpose

The parties agree that they are mutually interested in and will work together to:

- A. Establish and amend, as necessary, the Aurora Airport Impact Area ("Impact Area") as identified on Exhibit "A" attached to this Agreement.
- B. Identify and resolve issues and concerns related to transportation and growth management in and around the Impact Area for the benefit of the parties as well as affected adjacent landowners, airport users, and other interested parties.
- C. Coordinate on growth management and transportation development decisions within the Impact Area.
- D. Encourage and support the continued operation and vitality of the Aurora Airport and recognize the interdependence between air and ground transportation systems within the Impact Area and the communities on which they depend.
- E. Provide notice and an opportunity to comment on land and transportation developments within the Impact Area which may reasonably affect the parties.
- F. Nothing in this Agreement shall be construed to require the parties to exercise jurisdiction beyond that which is required by state law.

II. Definitions

"Aurora Airport" means that area of land located at what is commonly known as the Aurora Airport that is designed, used or intended for use for the landing and take-off of aircraft, and any public or privately owned appurtenant areas and structures, including open space, used for airport buildings or other airport facilities or rights-of-way or which is located on lands located within the Marion County Public Zone.

"Impact Area" means the Aurora Airport, the Aurora Airpark, and those portions of North Marion County the development of which impacts the parties to this Agreement

and existing residents and businesses within each party's jurisdiction, as shown on the Aurora Airport Impact Area Map, attached as Exhibit A.

III. Amendment of Aurora Airport Impact Area Boundaries

- A. Impact Area boundaries may be amended by Marion County upon its own initiative or upon the written request of Aurora and/or the ODA.
- B. When amending boundaries, Marion County shall give notice to and work in cooperation and coordination with Aurora and the ODA, and shall consider the following factors:
 - 1. Existing and future land development;
 - 2. Existing and future local and state transportation corridors;
 - 3. Existing and future Aurora Airport usage and flight patterns; and
 - 4. Each affected jurisdictions' Comprehensive Plan boundaries and related goals and policies.

IV. Comprehensive Planning within the Impact Area

- A. Existing Comprehensive Plan designations and zoning, as currently designated by each party to lands within its jurisdiction, shall continue to apply to those lands within the Impact Area.
- B. Any party formally considering a Comprehensive Plan Amendment for lands within Impact Area boundaries shall provide for notice and opportunity for comment to the other parties to this Agreement in a manner provided in Article VI below.
- C. Special plans and studies undertaken that involve lands within the Impact Area such as infrastructure, environmental, or economic planning shall be shared amongst the parties.

V. Land Use Development and Coordination within the Impact Area

- A. This Agreement shall have no effect on the current local and statutory zoning and regulatory authority of each jurisdiction within the Impact Area boundaries, nor any existing intergovernmental agreements between the parties.
- B. Aurora and Marion County respectively agree to provide ODA, Wilsonville, and Clackamas County, with notice and an opportunity to comment, in the same manner as currently required for affected property owners by their

respective development codes for land use applications within the Impact Area. The parties shall provide each other with requested data, maps, and other information in hard copy or digital form in a timely manner.

- C. ODA shall provide Aurora, Wilsonville, Clackamas County, and Marion County with notice and opportunity to comment for all Airport Master Plan amendments, new access agreements (through-the-fence agreements), and for proposed development or infrastructure improvements, relative to the Aurora Airport.
- D. The parties shall discuss and work cooperatively to determine whether specific uses which would otherwise be permitted within existing exception areas under County zoning should be prohibited or restricted within the Impact Area to implement the purposes of this Agreement.

VI. Notice and Coordination Responsibilities

- A. Aurora and Marion County each shall provide ODA, Wilsonville, and Clackamas County with notice and an opportunity to comment prior to the first scheduled public hearing, in the same manner provided to property owners in their applicable codes, for all of their respective legislative plan amendments, zone changes, or new land use regulations and amendments affecting property within the Impact Area.
- B. Aurora and Marion County each shall provide ODA, Wilsonville, and Clackamas County with notice and an opportunity to comment prior to all of their respective administrative or public hearing actions, in the same manner provided to property owners in their applicable codes, for any quasi-judicial development applications (including, but not limited to, plan and zoning code amendments, conditional use permits and design review) within the Impact Area.
- C. ODA shall provide reasonable notice and opportunity to comment to Aurora, Wilsonville, Clackamas County, and Marion County for all Airport Master Plan amendments, new access agreements (through-the-fence agreements), and for its proposed development or infrastructure improvements, relative to the Aurora Airport.
- D. In order to fulfill the cooperative planning provisions of this Agreement, Aurora, Marion County, and ODA shall provide each other with all requested reasonable data, maps, and other information in hard copy or digital form in a timely manner.

VII. Amendments to this Agreement

This Agreement may be amended in writing by the agreement of all parties and may be reviewed by the parties at any time.

VIII. Termination

This Agreement may be terminated by any party as to the rights and responsibilities of that party within 60 days written notice to the other parties. Termination of the rights and responsibilities of one or more parties does not affect the rights and responsibilities of the remaining parties as to each other.

IX. Reservation of Rights and Authorities

This Agreement is intended only to achieve the purposes set forth in Section I of the Agreement and is not intended to create any right or responsibility which is legally enforceable by any person or entity against any Party and creates no rights in third parties or the right to judicial review regarding the acts or omissions of any Party. Each Party reserves all rights or authorities now or hereafter existing and nothing in this Agreement waives or forecloses the exercise of any such rights or authorities.

X. Severability

If any section, clause or phrase of this Agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the Agreement shall be severed from the invalid parts and shall remain in full force and effect.

XI. Effective Date

This Agreement is effective on the date it is fully executed.

IN WITNESS THEREOF, the respective parties have caused this Agreement to be executed by their authorized officer or representative on their behalf:

CITY OF AURORA



James Meirow
Mayor, City of Aurora

6/8/10
Date

ATTEST:

By: _____
City Recorder

MARION COUNTY

Janet Carlson
Janet Carlson
Chair, Board of Commissioners

6/7/10
Date

ATTEST:

By: _____
Recording Secretary

Approved as to form:

Alonah Roy 06/07/10
Legal Counsel

APPROVED AS TO FORM:

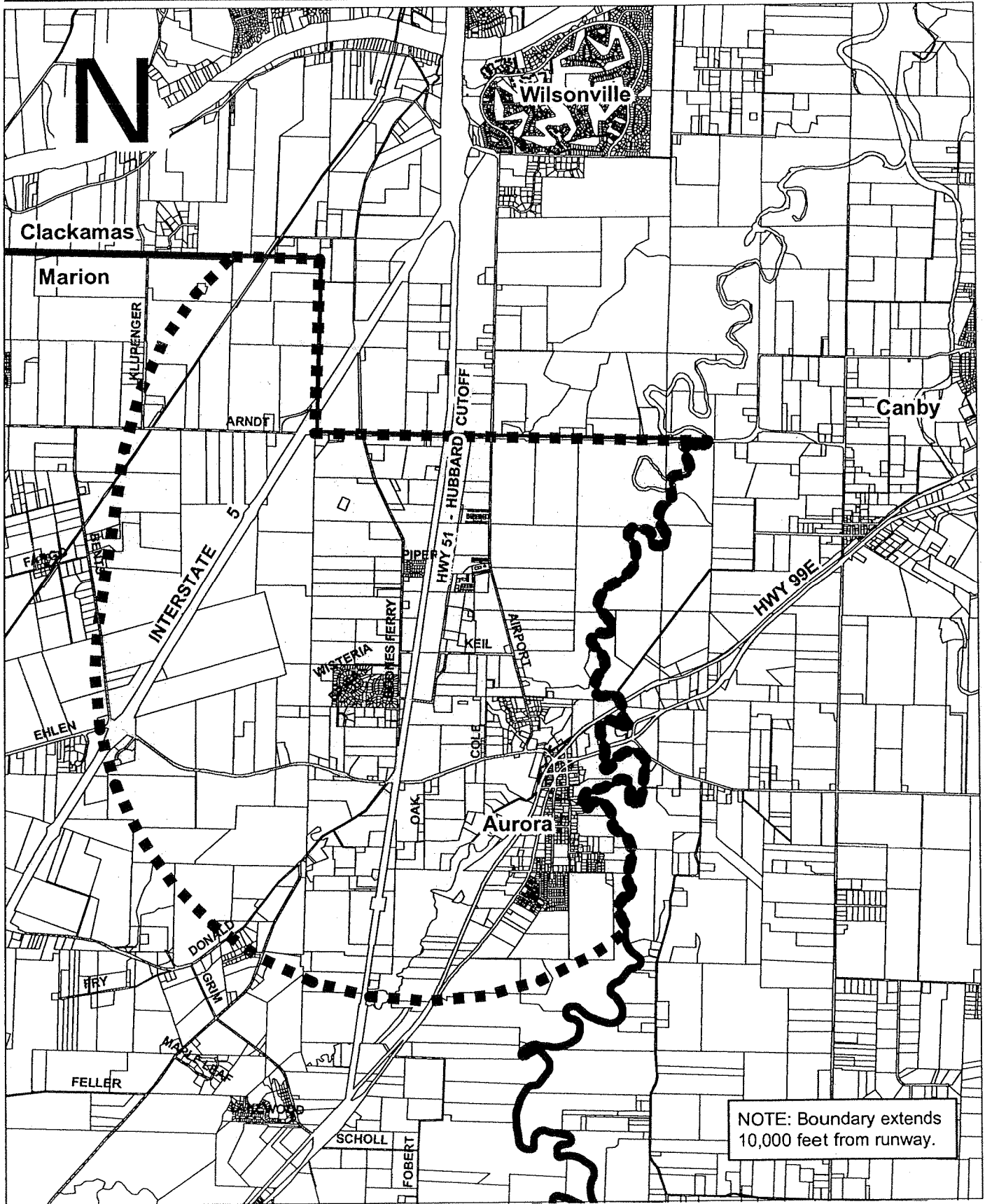
Peggy Mitchell 6/7/10
Marion County Contracts Date

OREGON DEPARTMENT OF AVIATION

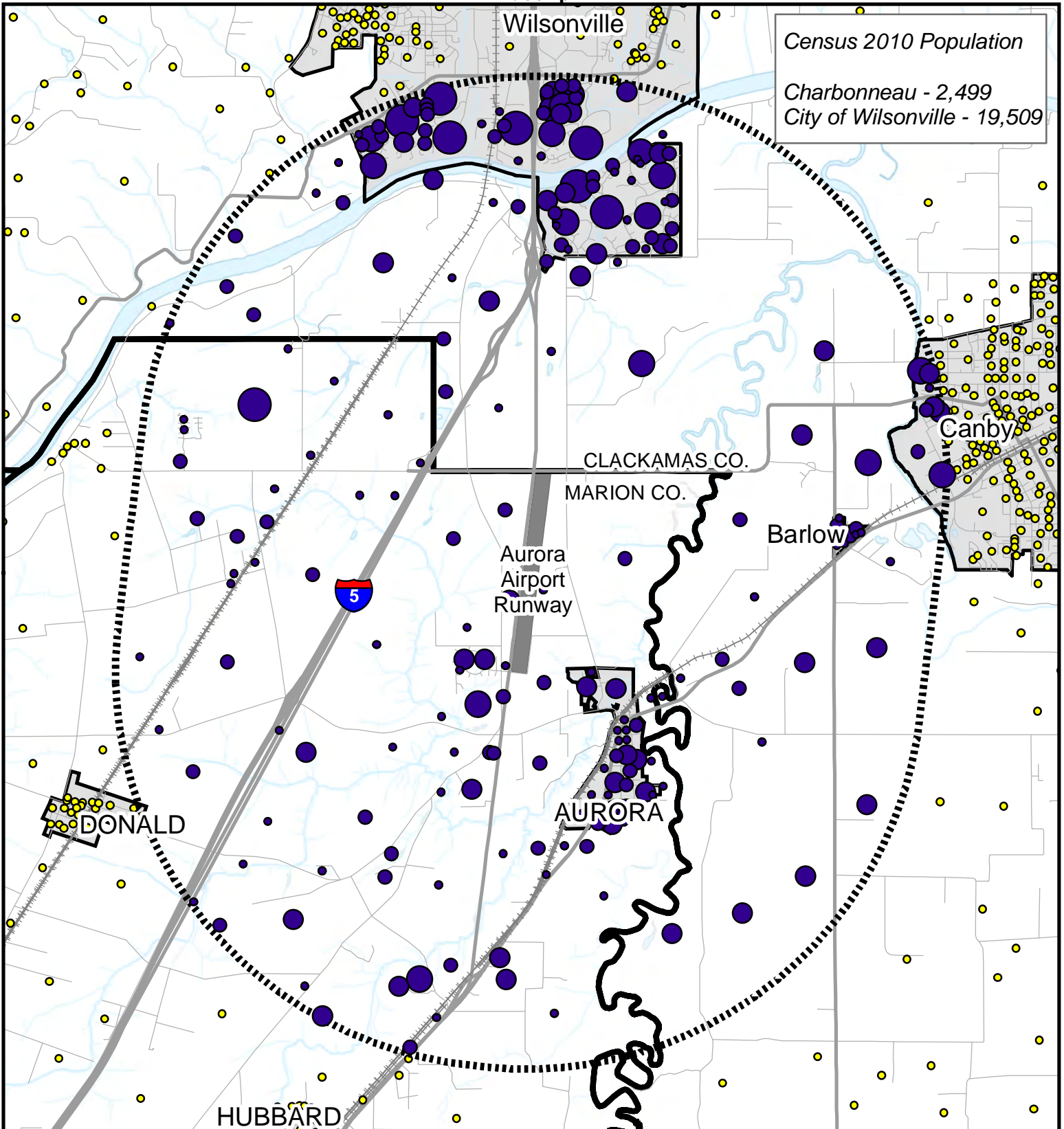
Doug Hedlund
Doug Hedlund
Director, Oregon Department of Aviation

6/8/10
Date

Aurora Airport Impact Area - Exhibit A



NOTE: Boundary extends 10,000 feet from runway.








Census 2010 Population
 Charbonneau - 2,499
 City of Wilsonville - 19,509

The City of Wilsonville, Oregon
 Clackamas and Washington Counties

-  3 Miles from Runway
-  Census Block Centers

Wilsonville 6995
 Canby 633
 Aurora 860
 Barlow 137
 Rural Clackamas County 1790
 Rural Marion County 2523

Census 2010 Population

-  0 - 15
-  16 - 51
-  52 - 127
-  128 - 292
-  293 - 631



3/17/2015



Aurora Airport
 Census 2010 Population
 3 Mile Radius = 12,938