

**REPORT ON THE DEVELOPMENT PLAN**

**FOR THE**

**CLACKAMAS TOWN CENTER AREA**

Prepared by

**DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT  
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## INTRODUCTION

The Clackamas Town Center Development Plan will pay for public improvements to encourage private investors to build approximately 6,400 dwelling units to house a population of 12,400. In addition, private developers will construct 4 million square feet of office space, 4 million square feet of retail space, and 2 million square feet of industrial space, which together are expected to accommodate 11,300 new jobs. This level of increased development will be made possible by constructing public improvements to reverse and prevent the effects of urban blight. A wide range of projects including new and improved streets, transit facilities, pedestrian paths, parks, storm drainage, fire, sewer, water, and community facilities are needed to support redevelopment.

The primary method of paying for the public improvements will be tax increment financing. Briefly, the increased taxes derived from increased construction will be used to pay for public facilities to support the increased construction. This program need only operate until the public facilities are paid for, then the renewal area will be able to carry a larger proportional share of the tax burden of agencies that depend upon property taxes.

This report will review existing conditions and propose public improvements designed to pave the way to renewal. In some cases, financing of public improvements will be shared between the Development Agency and special service districts, while operation and maintenance of facilities will be the responsibility of the service districts or the County. Such cooperation can remove blighting influences, instill public confidence to invest in the area, and thus restore the area to economic health.

This report, in addition to informing the public, is designed to comply with recent amendments to the State Urban Renewal Law (ORS 457), which requires that a report on the urban renewal plan be prepared. The report is required to address the following subjects:

1. A description of physical, social, and economic conditions in the urban renewal areas of the plan and the expected impact, including fiscal impact, of the plan in light of services or increased population.
2. Reasons for selection of each urban renewal area in the plan.
3. The relationship between each project to be undertaken under the plan and the existing conditions in the urban renewal area.
4. The estimated total cost of each project and the sources of monies to pay such costs.
5. The anticipated completion date for each project.
6. The estimated amount of tax increment money required in each urban renewal area and the anticipated year in which indebtedness will be retired.
7. A financial analysis of the plan with sufficient information to determine feasibility, and
8. A relocation report which shall include:
  - a. Analysis of residents and businesses to be relocated permanently or temporarily;
  - b. Methods to be used to relocate them, and

- c. An enumeration, by cost range, of the existing housing units to be destroyed or altered and new units to be added.

This document constitutes the required report and shall be known as the "Report on the Development Plan for the Clackamas Town Center Area."

For the purpose of clarification of terms used in the recent amendment to ORS 457 as it affects this report, the Clackamas Town Center Development Area is a single, contiguous, urban renewal area, and the Clackamas Town Center Development Plan contains many individual urban renewal projects. The Clackamas County Department of Environmental Services retained the services of Patterson and Stewart, Planning and Urban Renewal consultants, to prepare an analysis of economic feasibility and fiscal impacts of the development projects. Their efforts resulted in a report, "Tax Increment Financing - Analysis," and, by reference, is made a part of this report.

Because of the extensive physical, social, economic, and environmental analysis prepared for the development plan, the thrust of this report is to summarize this information to meet the requirements of the amended State Urban Renewal Law.

## **SECTION 100 - EXISTING CONDITIONS**

- A. **LOCATION:** The development area is located in the northwest part of Clackamas County between the cities of Milwaukie and Happy Valley—although no part of the development area is in a city. Major landmarks bisecting the area are 82<sup>nd</sup> Avenue, 1-205, and Sunnyside Road. The Clackamas Town Center shopping center is approximately in the middle of the development area.
- B. **EXISTING PHYSICAL, SOCIAL, AND ECONOMIC CONDITIONS:** The development area contains 913 acres of land which was mostly developed in the 1940s and 1950s as a suburban area lacking many basic urban services. Streets were of oil mat construction. Many were dead ends, resulting in poor circulation. Sewage disposal was by septic tanks or cesspools. Storm drainage was by roadside ditches. Housing was single family at low density. Most residents commuted elsewhere to work. Eighty-second Avenue, leading south from Portland, became a commercial strip characterized by mobile home and auto sales lots.

The area is now on the verge of transition. The major stimulus comes from the location of 1-205, which gives increased regional access to this area which was once on the periphery of the metropolitan region. County Service District No. 1, founded in 1974, provides public sewers to this and a much broader area. Recent and current building activity is strong within a three-mile radius of the development area, particularly on vacant land. However, the once developed land within the development area is slow to redevelop, because of blight and inadequate public facilities.

In 1975, the County approved plans for a 1.3 million square foot shopping center next to the strategic Sunnyside interchange on 1-205. Construction is nearing completion and the Town Center is scheduled to be fully open in the spring of 1981.

No longer on the fringe of urban development, the development area is now a distinct hub of Clackamas County's northwest urban area. Although challenged by redevelopment, the area remains unincorporated and looks to the County for local governmental services.

## 1. EXISTING LAND USES

The principal existing land uses are residential, community service, and commercial. Approximately 46 percent is vacant. There are currently 493 dwelling units, including 200 houses, 143 mobile homes, and 150 apartments. The current assessed value of the development area is \$47,201,140, of which \$4,387,530 (9.3 percent) is classified as homestead.

In 1984, 58.7 acres comprising Subarea 7 on the following table, were added to the development area. This is primarily existing freeway and streets rights-of-way. Approximately five acres of private ownership are included which will be future rights-of-way in the I-205 Lester Interchange build option. Battin School accounts for approximately 3.5 acres of the expansion. Further detail is found in the Lester Avenue/I-205 Interchange Draft Environmental Impact Statement 1984.

In 1986, 1.2 acres located at 92<sup>nd</sup> and Idleman Road, also included in Subarea 7 on the following table, were added to the development area. The parcel is owned by Clackamas Water District and supports a water reservoir. The storage/distribution system must be improved to adequately serve the growing Clackamas Town Center area with adequate domestic and fire protection water services.

Two areas are to be withdrawn from the Clackamas Town Center area Development Plan, and the tax increment financing process will be terminated in these areas. Approximately \$86,100,000.00 of "incremental assessed value" will be returned to the affected taxing bodies. This amount is estimated from the 1986 Clackamas County's Assessor rolls, and is comprised of both real and personal property values. Since the 1987 rolls will not be finalized until late 1987, 1986 values must be used.

The larger of the two areas to be Town Center Mall proper, portions of parking lots serving the Town Center Mall and properties owned by three of the major department stores in Clackamas Town Center. The southerly area is owned by Precision Castparts Corporation and includes the Precision Castparts production facility and associated parking lot.

These two areas were either vacant or underdeveloped at the time the town Center Development Area Plan and Report were originally adopted.

A summary of existing land uses by subarea and percent of total area is shown on the following page. A few categories on the chart require explanation.

"Auto/Mobile Home Sales" includes businesses of that nature which were still in operation as of October 1, 1980. The subcategory "unused," as part of the vacant tabulation, includes mobile home sales lots which had gone out of business by that date.

The "Community Service" category includes the Kaiser Hospital, fire station, schools, and a cemetery.

"Nursery" is listed separately from retail commercial because of its land-extensive nature. Two nurseries in Subarea I supply bedding plants and horticultural stock to a garden supply shop also located in Subarea I.

LAND USE IN DEVELOPMENT AREA  
SUBAREAS

	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	Sub- total	% of Total
Single Family	19.50	5.50	43.25	11.00	-	-	1.4	80.65	
Multifamily	-	14.00	5.25	5.00	-	-	4.6	28.85	
RESIDENTIAL	19.50	19.50	48.50	16.00	-	-	6.10	109.30	12.1
Auto/MH Sales	5.00	13.25	.25	-	-	-	-	18.50	
Retail	2.50	6.50	2.25	-	-	15.00	-	26.25	
Service Comm.	.25	-	.50	-	-	.25	-	1.00	
Rest./Tavern/Motel	-	4.75	.50	1.00	4.75	1.00	-	12.00	
COMMERCIAL	7.75	24.50	3.50	1.00	4.75	16.25	-	57.75	6.8
Manufacturing	2.75	.75	22.50	-	-	-	-	26.00	
Contractors	6.50	-	-	.75	-	-	-	7.25	
INDUSTRIAL	9.25	.75	22.50	.75	-	-	-	33.25	3.9
COMMUNITY SERVICE	-	16.75	1.75	7.00	38.75	-	1.2	65.45	7.5
STREAM CORRIDORS	.75	3.75	10.25	-	2.25	-	-	17.00	2.0
NURSERIES	13.75	-	-	-	-	-	-	13.75	1.6
Public Roads	9.75	17.25	25.50	5.50	3.75	8.25	12.0	82.00	
Freeways	50.25	-	11.75	20.50	10.00	8.75	38.0	139.25	
RIGHTS-OF-WAY	60.0	17.25	37.25	26.00	13.75	17.00	-	221.25	20.1
Unused	9.00	11.00	-	-	-	-	-	20.00	
Open Land	57.75	24.25	70.50	44.50	14.50	102.00	2.7	316.20	
Wooded Land	7.50	6.25	16.75	3.75	24.50	-	-	58.75	
VACANT	74.25	41.50	87.25	48.25	39.00	102.00	-	394.95	46.0
COLUMN TOTALS	185.25	124.00	211.00	99.00	98.50	135.25	59.9	912.90	100.0

One may note the high proportion of land in rights-of-way. This is due to the design of the development area boundary to include rights-of-way of inadequate streets so that projects to improve the conditions of those streets and highways can be built.

Wooded areas are tabulated separately from open vacant land. Including brushy areas, some of this land may become sites for urban parks or left as buffers for the freeway or along creeks.

## 2. BUILDING CONDITIONS

The Clackamas County Assessor's office evaluates the housing stock based on criteria published in the State Department of Revenue's manual, "Cost Factors for Residential Buildings." This system contains eight categories of quality of construction, ranging from Type 1, a cabin which lacks running water, foundation, etc., up to Type 8, a custom-built home with extra features. Types 3 and below generally do not meet building code, Types 4 and above generally do. The Assessor's office also records date of construction.

The condition and age of buildings in the entire area and each subarea are shown in the tables below.

### Buildings in Entire Development Area

Commercial 40  
 Industrial 8  
 Individual Mobile Homes 3  
 Mobile Home Parks 4, containing 140 mobile homes  
 Apartment Complexes 3, containing 150 units

### Houses by Condition

Decade	1	2	3	4	5	6	7	8	Unclassified Condition	Row Total
70s					1					1
60s	1	1	11	13					1	27
50s	1	23	69	12	1					104
40s	4	16	16	5					1	42
30s			3	5						8
20s				1	1					2
10s				1	1					2
Date Unknown			1		2				3	6
Totals	0	6	48	105	35	1	0	0	5	200

Buildings in Subarea 1

Commercial 10  
 Industrial 1  
 Individual Mobile Homes 2

Houses by Condition

Decade	1	2	3	4	5	6	7	8	Unclassified Condition	Row Total
70s										0
60s				2						2
50s			2	15	1	1				19
40s		3	6	5	1					15
30s				2						2
20s		1	1							2
10s										0
Date Unknown			1		2				1	4
Totals	0	3	10	25	4	1	0	0	1	44

Buildings in Subarea 2

Commercial 20  
 Industrial 6  
 Mobile Home Parks 3, containing 91 mobile homes  
 Apartment Complexes 2, containing 78 units

Houses by Condition

Decade	1	2	3	4	5	6	7	8	Unclassified Condition	Row Total
70s										0
60s					2				1	3
50s			3	3						6
40s			3	3					1	7
30s										0
20s				2						2
10s										0
Date Unknown										0
Totals	0	0	6	8	2	0	0	0	2	18



Buildings in Subarea 3

Commercial 5  
 Industrial 1  
 Mobile Homes Parks 1, containing 49 mobile homes

Houses by Condition

Decade	1	2	3	4	5	6	7	8	Unclassified Condition	Row Total
70s					1					1
60s		1	1	7	3					12
50s			2	18	48	11				78
40s		1	6	6	3					16
30s			2	3						5
20s			2	2						4
10s										0
Date Unknown									2	2
Totals	0	3	29	66	18	0	0	0	2	118

Buildings in Subarea 4

Apartment Complexes 1, containing 72 units  
 Individual Mobile Homes 1

Houses by Condition

Decade	1	2	3	4	5	6	7	8	Unclassified Condition	Row Total
70s										0
60s			2	8						10
50s			1							1
40s			1	2	1					4
30s			1							1
20s			1		1					2
10s				1	1					2
Date Unknown										0
Totals	0	0	3	6	11	0	0	0	0	20

### Buildings in Subarea 5

Commercial Complexes 2, a motel and the Kaiser Hospital complex.

### Buildings in Subarea 6

Commercial 4, including Meier & Frank in the unfinished shopping center and 1 temporary commercial structure.

One important observation from the above tables is that only one house was built in the development area during the 70s. Home construction had essentially stopped five years before the approval of the Town center shopping center. Not shown on the above tables is the removal of 70 single-family dwellings between 1975 and 1979 to make way for the shopping center. In contrast, all of the 150 apartment units were built since 1977; these are all in good condition.

Another important point is that 55 units are classified as Type 3 or lower. No evaluation has been made by building inspectors; however, the assessor's system allows the estimate to be made that 25 percent of the houses probably do not meet building code, and 105 units, or 50 percent, just barely do.

The conditions of mobile homes in the area are highly variable, ranging from nicely landscaped, modern double-wides to aging travel trailers placed on blocks.

Likewise, commercial buildings range from totally dilapidated to new. One of the major enterprises on 82<sup>nd</sup> Avenue was selling mobile homes. These former sales lots are mostly vacant of structures but contain paving and incidental lot improvements. For a map of housing conditions, see the following page.

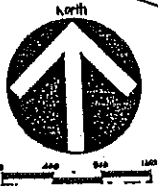
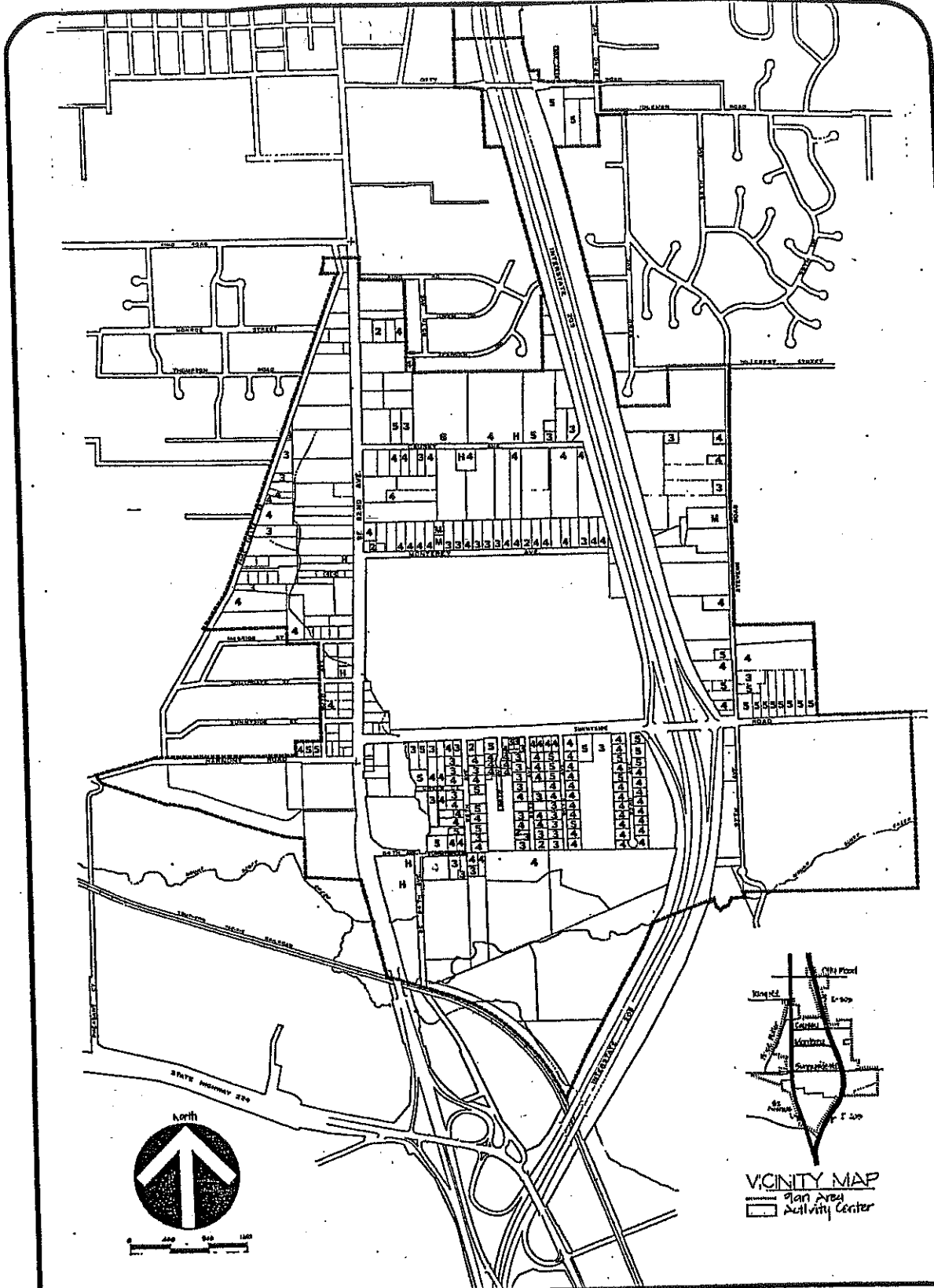
### 3. TOPOGRAPHY AND SOILS

The development area lies in the Willamette Valley, three miles east of the Willamette River, two to three miles north of the Clackamas River, and immediately west of Mt. Scott and Mt. Talbert.

The highest elevation is 270 feet above mean sea level in the northeast corner of the development area where Otty Road descends the west flank of Mt. Scott. The development area gently slopes downhill to the west and south where the lowest elevation of 94 feet is found on Mt. Scott Creek. The elevations of the Willamette and Clackamas Rivers range from sea level to 20 feet.

Slopes are gentle throughout the area except for the rear portion of the Kaiser Hospital property where Mt. Scott Creek has incised a 70-foot canyon on the north side of Mt. Talbert. This portion of Kaiser's site is not intended for development. The remainder of the development area is free of slope hazard.

The geologic unit known as the Boring Lavas forms the bedrock of the development area. Mt. Scott and Mt. Talbert are composed of this basaltic material. The surface of the basalt is weathered and, in places, is covered with the Cascade soil formation, a reddish silt loam which tends to be poorly drained due to an impermeable layer which typically



VICINITY MAP  
 Plan Area  
 Activity Center

# CLACKAMAS TOWN CENTER AREA DEVELOPMENT PLAN

## HOUSING CONDITION - LEGEND -

\*single family residences  
 classification is based on  
 county assessor's records.

1	2	3	4	5	6	7	8	H	M
---	---	---	---	---	---	---	---	---	---

worst  
 condition

approximate  
 building code  
 threshold

best  
 condition

condition unclassified

individual mobile home

forms 20 to 30 inches under the surface. The weathered Boring Lava with Cascade soil mantle is the material through which the road-cuts for 1-205 were carved. The area east of the freeway has these materials exposed.

The area west of the freeway flattens out and is covered with more recent alluvial material. Two geologic units are found here. Most of the western area is underlain by loose sand and silt with occasional patches of pebbles and gravel stratified and cross-bedded due to deposition from the Willamette River in earlier geologic time. The soil formed at the surface of this unit is typically the Powell silt loam, a dark brown soil which also is poorly drained due to an impermeable layer 15 to 24 inches beneath the surface. In the southern part of the development area, there is a geologic unit made up of recent alluvium deposited in the flood plain of Mt. Scott Creek. It is sandy silt up to 10 feet thick overlying beds of gravel. The soil here is called Cove silt clay loam. It is very dark gray, fine in texture, and poorly drained due to a high water table.

Two small streams drain the development area. Phillips Creek drains in a southward direction between 82<sup>nd</sup> Avenue and Price Fuller Road to empty into Mt. Scott Creek. Mt. Scott Creek drains from east to west between Mt. Scott and Mt. Talbert and through the southern part of the development area. The confluence of the two creeks is just outside the development area to the southwest.

A high water table perched on impermeable layers in the soil causes moderate drainage problems as groundwater flows westward toward Phillips Creek. The creek intercepts the problem, allowing land west of the creek to be better drained. Minor flooding of Mt. Scott Creek continues in the extreme southern part of the development area, but this can be controlled by fill and channelization of the creek between 1-205 and 82<sup>nd</sup> Avenue. Soils in the floodplain of Mt. Scott Creek also have a high shrink-swell problem. This can be solved with special foundation work and need not prevent industrial development. The shrink-swell problem is confined to only the floodplain.

There are no known faults in the area. The basalt bedrock provides a stable base for construction of large buildings. The most significant engineering problem is poor surface drainage east of Phillips Creek.

#### 4. SEWER, WATER, STORM DRAINAGE FACILITIES

County Service District No. 1, formed in 1975, provides sewer service to the development area. Existing lines are new and are effectively solving the problems caused by initial development on septic tanks or cesspools. Sewer line improvements will be necessary where new development is planned. No significant problems have been identified with existing interceptor line sizes or with service to previously developed areas. New lines are needed to serve the high intensity housing north of Monterey Avenue and across from Kaiser Hospital.

Water service is the responsibility of independent water districts. The Clackamas Water District contains most of the development area, with a small area near Otty Road being in the Barwell Park Water District and some of the area east of 1-205 being in the Mt. Scott Water District. Water line improvements have already been initiated to serve the development area. Additional improvements will be necessary for certain locations, including an intertie line with a pump station connecting the industrial area in the Mt. Scott Creek floodplain with the campus industrial area immediately south of Sunnyside

Road. The location of new fire hydrants to protect new mid- and high-rise residential construction needs to be determined at the time of construction.

Storm drainage is the responsibility of the County. However, lack of funds and low density of development have resulted in very little being done. The work on Phillips Creek as it passes under 82<sup>nd</sup> Avenue, a state highway, was done by the state. The developers of the Town Center shopping center installed a storm water detention pond to regulate the rate at which runoff from their project enters Phillips Creek. The design of the Precision Castparts industrial development in the Mt. Scott Creek floodplain includes channelization, dikes, and a storm water detention area. For these large projects, each developer paid for the solution for its contribution to the problem. As redevelopment of smaller properties occurs, the cumulative runoff of many small projects will need to be controlled by a coordinated system of drainage control measures.

5. PUBLIC SAFETY AND UTILITIES

Fire District No. 1 is responsible for fire protection in most of the development area and operates a fire station on Price Fuller Road near King Road within the development area. Fire District No. 71 is responsible for five acres at the extreme southern tip of the development area and covers that area from a station about a mile further south in the community of Clackamas. Happy Valley Fire District No. 65 is responsible for the eastern one-third of the Kaiser Hospital complex. Fire District No. 1 indicates its future needs to be a good system of fire hydrants, traffic signal preemption capability, additional equipment, and an expanded fire station. Other improvements also may be needed within the water system to assure that adequate water pressure and supply are maintained.

The County Sheriff's Department is responsible for law enforcement within the development area. They will need to increase their commitment of personnel and equipment to the area within the next few years.

There do not appear to be any significant problems in the area with respect to utility services. Electricity, telephone, natural gas, and other services can be provided to the area to meet the needs generated.

6. STREETS

Inadequately constructed streets are a major problem in the development area. Most local streets, originally constructed for low density residential use, are only oil mat roads. An oil mat surface is basically a gravel road, periodically sprayed with oil and sometimes topped with a layer of loose gravel. These streets have a rapid rate of deterioration and are expensive to maintain when subjected to heavy traffic. The following oil mat streets are not structurally able to withstand anticipated traffic:

Causey Avenue	Sunnyside Drive	89 <sup>th</sup> Avenue
Monterey Avenue	84 <sup>th</sup> Avenue	90 <sup>th</sup> Avenue
McBride Street	86 <sup>th</sup> Avenue	93 <sup>rd</sup> Avenue
Southgate Street	88 <sup>th</sup> Avenue	Sunnybrook Street
	80 <sup>th</sup> Avenue	Creek Court

7. TRAFFIC CIRCULATION

The existing transportation system is inadequate to handle anticipated growth. The

County's transportation needs analysis shows that traffic in the future, if limited to existing roads, would exceed their capacity.

Roads Where Traffic Forecast Exceeds Existing Capacity \*

<u>Roads</u>	<u>Forecast</u>	<u>Capacity</u>	<u>% Over Capacity</u>
82 <sup>nd</sup> from Harmony to Count Line	26.5-38.0	25.0-29.6	6-28%
Sunnyside from 82 <sup>nd</sup> to Stevens	34.0-39.4	32.0	6-23%
Harmony/Lake from 82 <sup>nd</sup> to 224	1.3-18.8	9.5-14.0	34-82%
Johnson Creek Boulevard	14.4-14.8	13.9-14.3	3-4%
Linwood from King to Harmony	9.6	9.2	4%
Stevens near Sunnyside	13.9	11.0	26%
North I-205 ramps at Sunnyside	31.3	22.0	42%

\*Numbers are in thousands of vehicle trips.

To solve the above capacity problems, some existing streets will need to be widened, some new streets will be needed, some alignment problems need to be corrected, and facilities for alternative modes of transportation need to be developed.

Inadequate Rights-Of-way of Existing Streets

	<u>Existing</u>	<u>Needed</u>
Causey within 600' of 82 <sup>nd</sup>	6'	80'
Harmony within 50 of 82 <sup>nd</sup>	60'	realigned 80'
82nd Avenue (three segments)		
82nd Avenue 600' of length	95'	120'
82nd Avenue 1,040' length	97'	120'
82nd Avenue 1,000' length	95-100'	120'

Rights-of-way Needed to Build New Streets

<u>Street</u>	<u>Length</u>	<u>Width</u>
Two Monterey-Causey Connections (Each)	1,100'	50'
Causey From 82nd to Price Fuller	800'	60/80'
82nd-93rd Connection	2,400'	50'
Ambler-Lawnfield Connection	5,200'	60'

Stevens Road Realignment	1,200'	60/80'
Freeway Ramps at Otty Road or Lester Street Overpass	Determine through detailed engineering	

8. PUBLIC TRANSIT

Only one local bus route operates on 82<sup>nd</sup> Avenue. There is currently no express service in the development area. Most of the planned development is east of 82<sup>nd</sup>, where there are no facilities for local north/south circulation. Neither are there facilities for accessory transit, such as shelters, benches, or park-and-ride lots. If left unimproved, redevelopment of the area will be inhibited due to poor transit service. What is needed is a 30-foot-wide north/south right-of-way, approximately 12,500 feet long connecting 1-205, in the vicinity of Otty Road, with 82<sup>nd</sup> Drive or the Southern Pacific right-of-way south of the area. This right-of-way should be improved for bus service in the short-run, with the option of converting to light rail in the future.

9. PEDESTRIAN AND BICYCLE RIGHTS-OF-WAY

There are very few sidewalks in the area. Higher densities, emphasis on local convenience shopping and recreation, and an expected increase in the population of elderly residents, all indicate that a good system of sidewalks is essential. Places where sidewalks are needed include:

Otty Road	86 <sup>th</sup>	Avenue
82 <sup>nd</sup> Avenue	88 <sup>th</sup>	Avenue
Causey Avenue	89 <sup>th</sup>	Avenue
Monterey Avenue	90 <sup>th</sup>	Avenue
Price Fuller Road	93rd	Avenue
Harmony Road	Sunnybrook Street	
Causey-Monterey Connection	Creek Court	
Sunnyside Road	Stevens Road	

Note: Small segments of sidewalks do exist on a few of these streets; however, they are generally deficient. In addition to sidewalks along streets, pedestrian rights-of-way, separate from streets, will be needed between major developments.

Except for the bikeway adjacent to 1-205, this area is devoid of bicycle paths. Currently, bicycle traffic must mix with motorized traffic, creating a safety hazard. To make things even more hazardous, the roads lack adequate shoulders and often have open ditches. Circuitous routing provided by the sparse roadway system does not efficiently link points to which a bicyclist may wish to travel. What is needed is approximately 7,000 feet of bikeways and pedestrian ways, separate from roadways and strategically located, to form a safe and convenient system.

10. SOCIAL CONDITIONS AND CRIME

The demographic history of the development area is best put into perspective when related to the history of housing. In 1970, the area contained approximately 1,140 people living in 400 dwellings, two-thirds of which were conventional homes and one-third mobile homes. The 1970 census tells us that the average value of owner-occupied units

was \$16,138 compared to \$19,000 in the County as a whole. The average number of rooms per dwelling was 4.9 compared to 5.4 in the whole County. Direct demographic information was found to be unreliable; however, it can be inferred from what is known about housing that this area was economically depressed.

The population declined by about 230 people between 1970 and 1977, as housing was razed to build the shopping center. Since 1977, the population has rebounded by about 300 people as new apartment construction began. A marked trend away from home ownership has paralleled the population changes. The 1970 census reports that 80.4 percent of dwellings were owner-occupied. In 1980, the tax rolls indicate that only 24 percent were owner-occupied. This transition includes many homes which have been bought as income properties from speculative purposes. The effect has been accentuated by the removal of 70 houses, mostly owner-occupied, to make way for the shopping center and the addition of 150 apartments built since 1977.

The incidence of crime is one measure of social conditions. The County sheriff's office indicates that during the first eight months of 1980, the development area experienced 71 major crimes of the following types:

35 burglaries	3 robberies
25 first-degree thefts	1 rape
1 molestation	6 auto thefts

It is important to note that persons and property in the development area were victims of the above crimes. The largest concentration of criminal acts were targeted against businesses on 82<sup>nd</sup> Avenue; however, no area was unaffected. Historical records do not exist to allow comparison with earlier times.

#### 11. LOTTING PATTERN

The original pattern of ownerships was designed for single family homes at low density. Those lots are now mostly too small for efficient apartment, office, or industrial construction. In fact, a minimum lot size of three acres was adopted for the Special High Density zone to encourage assembly of property into more efficient parcels for development. Of the 71.3 acres zoned SHD, only six lots, comprising 27 acres, meet the minimum lot size. A total of 47 lots, comprising 44.3 acres (62 percent of the area), are below the minimum.

The 115-acre area zoned for Campus Industrial use is faced with a similar plight. The minimum lot size for industrial uses is two acres. The minimum for mixed uses, which are expected to command a higher price, is three acres. This land is now divided into 141 lots, 94 percent of which are smaller than the two-acre minimum; 95 percent are smaller than the three-acre minimum. Considering the type of uses planned, it would be advantageous for projects to be considerably larger than the required minimums. Assembly of property to accommodate large projects yields greater flexibility of design and more easily coordinated public facilities.

#### 12. LACK OF OPEN SPACE AND RECREATIONAL FACILITIES

The pattern established during the 40s and 50s, when most of the development area first developed, was for each family to have its own yard as a private patch of open space. No



public open space was reserved or protected—or needed—at the time. However, high-rise residential structures, as planned for the area now, create a strong need for public open space. The County estimates that 96 acres need to be reserved for open space to approach regional and national averages. This is not to diminish the capacity of the area to accommodate a large number of people. On the contrary, it is to enhance it. In order to make the area attractive so that the redevelopment potential may be realized, amenities such as opens space must be created and improved.

The development area currently has minimal recreational facilities. It needs approximately 47 acres of public and private recreation facilities to serve the number of people expected to live there. Only 30.6 acres need to be public if the remainder is provided by private enterprise. These recreational lands may be located on part of the 96 acres needed for open space.

### 13. INSUFFICIENT TAX RECEIPTS TO SOLVE PROBLEMS

The County has a serious problem with financing improvements for the development area. Due to the large amount of underused land and low value of existing buildings, the area contributed in 1979 only about \$48,600 in property tax for use by the County. Additional money was collected to pay for services provided by other agencies; however, the County is responsible for sheriff protection, courts, tax collection, planning, and administration, as well as for (and there is not much money left) roads, storm drainage, parks, transit, and pedestrian ways. The County estimates that facilities necessary to serve the development area will cost in excess of \$17 million. Therefore, yearly revenue is about one quarter of one percent of the cost of facilities. A portion of project costs can be paid for by other means if matching funds for state and federal sources are available. Without tax increment financing, no feasible method exists for generating the money to provide needed facilities.

## SUMMARY OF CONDITIONS

The area included in the development plan is characterized by the existence of the following conditions as outlined in this section:

1. Vacant, underutilized, and inappropriately utilized land.
2. Structures in poor condition.
3. Poor drainage conditions in the soil, hindering proper development without adequate storm drainage facilities.
4. Incomplete and inadequate sewer, water, storm drainage, and fire-fighting facilities.
5. Poorly constructed, aligned, and connected streets.
6. Serious projected capacity problems of streets.
7. Shortage of public transit, pedestrian, and bicycle facilities.
8. Neighborhood transition, home ownership turning over to rentals, targets of crime.
9. Inefficient lotting pattern.

10. Lack of open space and recreational facilities.
11. Lack of revenue to solve problems.

Based on these conditions, the following conclusions can be reached regarding the development area:

1. The area meets the statutory definition of a blighted area under ORS 457.010.
2. Substantial public projects necessitating acquisition, clearance, and redevelopment are necessary to eliminate the blighting conditions and create an attractive, productive, and safe area.

## **SECTION 200 - REASONS FOR SELECTING THE DEVELOPMENT AREA**

The development area was chosen on the basis of criteria suitable for choosing an urban renewal area, pursuant to provisions of ORS 457. The subject of blight in the Town Center Development Area is reviewed in Section 100.

Considering all of urbanized Clackamas County, the Town Center Development Area is:

1. One of the most blighted areas;
2. An area with great potential for redevelopment; and
3. An area which includes land where public facilities should be built to remove blight and prevent future blight.

The need for additional public facilities to support redevelopment has been recognized since the County's approval of the Town Center shopping center. In 1975, the developer's original documentation supporting the rationale for his project addressed the potential for increased density around the shopping center and recognized that need for public facilities which the peripheral development would create. Tax increment financing was suggested as a suitable means for helping to pay for these facilities.

In spite of concern for a broader area, the application for the zone change was limited to the 104 acres under control of the applicant. The Board, upon approval, attached conditions to the shopping center to require the developer to build the public facilities to serve the site. Due to projected impact on Sunnyside Road and 82<sup>nd</sup> Avenue, the developer dedicated land and paid for roadway improvements in front of his site. A storm drainage detention pond was required to mitigate the increased runoff of storm water from the parking lot into Phillips Creek.

Five years later, after the shopping center was under construction, County officials undertook major changes in the Comprehensive Plan guided by a major change in philosophy about growth in the County. It became evident that growth at the urban fringe would be very expensive and, in many places, politically unpopular. It also appeared that the vicinity around the Town Center had been overlooked in terms of its potential for intensification. It had centrality; it also had inadequate public facilities, particularly the transportation system. However, in January 1980, the Board approved Comprehensive Plan changes to establish greatly increased density of housing, intensity of commercial uses, and mixture of compatible residential, commercial, industrial, and institutional uses. The activity center overlay zone was placed over the land having the most potential for redevelopment to allow unprecedented flexibility and bonus density, as well as requiring pedestrian and transit-oriented design.

These Plan changes were approved with the provision in the activity center section of the Plan that a design plan would be developed to provide guidance for financing public improvements and integrating various land uses. On October 22, 1980, the County adopted a design plan for the Town Center area containing plans for improvements to automobile, transit, pedestrian and bicycle circulation, open spaces,

recreation, storm drainage, water, sewer, fire, and community facilities. The design plan also contained several minor amendments to the Comprehensive Plan and the Zoning and Development Ordinance to liberalize further the provisions within the Town Center area. The design plan also included a financial strategy, the recommendations of which are reproduced below, although the entire design plan by reference is made a part of this report:

1. Use federal, state, and regional revenue sources, particularly in the area of transportation, to the fullest extent possible.
2. Continue the current use of service fees and LID's to provide various utilities where practical.
3. Encourage local property owners to be responsible for outright dedication of needed public right-of-way.
4. New development continues to be responsible for on-site public improvements and connections to the main systems specified in the design plan.
5. Use Tax Increment Financing (TIF) as the predominate method of raising the local share of revenue needed to complete projects listed in the design plan, with the County proceeding immediately after adoption of the Design Plan with the steps necessary for district formation and project implementation.
6. During the process of establishing a TIF district, contract for an independent financial analysis which will include assessed value projections and a revenue forecast. Should a TIF district not be feasible, the County will propose an alternative financial program, recognizing that such a program could have the effect of retarding and/or restructuring recommended projects.
7. Establish a service district(s), or some other appropriate agency, to provide for continuous maintenance and operation of the storm drainage, parks, and bike/pedestrian systems.

It is consistent with that adopted financial strategy to include the area covered by the design plan within an urban renewal area as defined by ORS 457.

Impacts caused by development within the design plan area will adversely affect several adjacent areas, particularly along major arterials. Thus, additional land is included in the development area so that projects can be constructed to solve problems of congestion, storm drainage, fire safety, or other blighting factors in the Town Center area. It is necessary to include all of the chosen land within the development area to allow improvements to the urban infrastructure so that those systems can function well.

When the outstanding bonded indebtedness existing on the effective date of this Amendment is retired, it is the intent of the Clackamas County Development Agency to terminate the Urban Renewal process including the collection of Tax Increment Proceeds in that portion of the development area in and adjacent to the Clackamas Town Center Mall. The increase in true cash value generated since the inception of the Urban Renewal Program will be returned to the County's tax roll. This action is expected to occur on or about July 1, 1988, in time for such increased true cash value to be included as part of the taxable -true cash value for fiscal year 1988-1989 against which all affected taxing bodies may levy taxes.

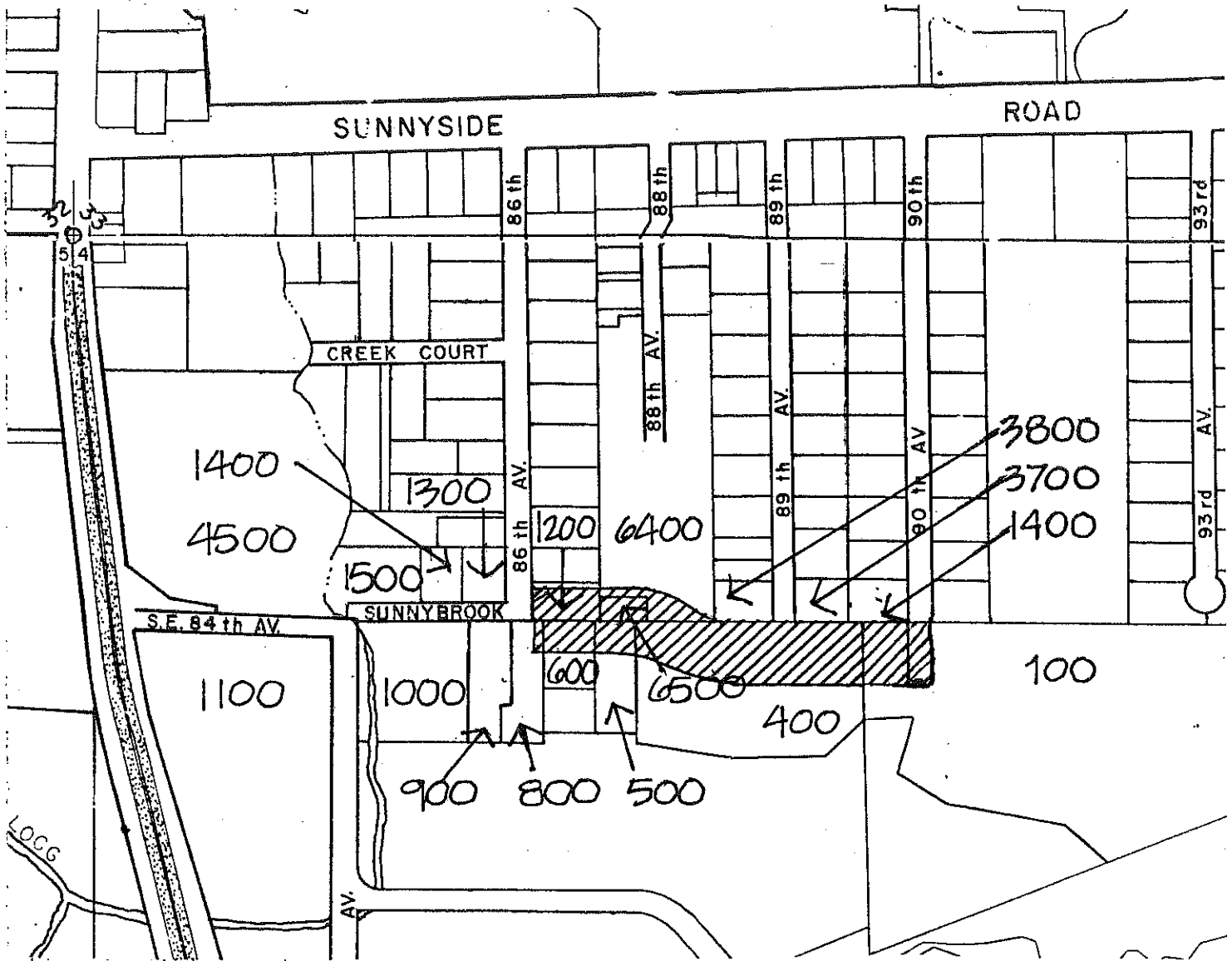
The County, in cooperation with the school district and other taxing districts, shall evaluate assessed value growth in the Urban Renewal Area in fiscal years 1990, 1993, and 1996, and return assessed value to taxing districts, if practical.

**SECTION 300 - THE RELATIONSHIP BETWEEN EACH PROJECT TO BE UNDERTAKEN UNDER THE PLAN AND THE EXISTING CONDITIONS IN THE DEVELOPMENT AREA**

Each project is interpreted to mean each urban renewal activity or action to be undertaken under the plan. See Section 600 of the Clackamas Town Center Area Development Plan.

- A. **REAL PROPERTY TO BE ACQUIRED:** The Clackamas County Development Agency will acquire property for streets, including both developed and vacant land. In addition, the Agency may acquire property to build other public facilities, remove blighting conditions, and achieve the objectives of the Clackamas Town Center Area Development Plan. The authority to acquire land for future sale to redevelopers allows the Agency to facilitate development in large blocks. Such activity pays for itself in increased increment to the District, with a favorable impact on all taxing districts.
  - 1. Pursuant to the provisions of Section 605A and Exhibit 5 and 6 of the Clackamas Town Center Area Development Plan, the property to be acquired for public improvement projects is shown in the exhibit on the following page, and is scheduled to be acquired according to the Project Implementation Schedule contained in this report. Acquisition may involve all or a portion of each of the parcels listed.
  
- B. **REAL PROPERTY NOT TO BE ACQUIRED:** Most properties do not need to be acquired if not needed for the construction of public facilities included in the plan, or if voluntary dedication of rights-of-way or suitable easements are sufficient to allow the planned facilities to be built.
  
- C. **RELOCATION OF RESIDENTS AND BUSINESSES:** Since occupied residential, commercial, and industrial properties may be acquired, relocation activities will be undertaken by the Clackamas County Development Agency—see Section 700 of this report.
  
- D. **DEMOLITION AND SITE CLEARANCE:** Developed properties to be acquired by the Clackamas County Development Agency will, if acquired, be demolished and cleared from their respective sites to make possible the construction of public facilities, redevelopment of the area, and implementation of the development plan.
  
- E. **PUBLIC IMPROVEMENTS:** New streets and street realignments including travel surface, curbs, sidewalks, gutters, and storm drains; all utilities including street lights, sewers, storm drainage facilities, water lines, fire hydrants, and traffic signals; and such improvements as street trees, landscaping, parks, recreation facilities, walkways, bicycle paths, parking, transit, day care, and housing and related facilities will be built in the development area. Privately owned utilities—gas, electric, telephone, cable TV—will be provided by the respective utility companies.
  
- F. **REHABILITATION AND CONSERVATION:** Properties which will not be acquired by the Agency are expected to be rehabilitated or redeveloped by their owners. It is expected that systematic provision of public facilities and the incentives provided by greatly increased permissible land use density will provide sufficient economic incentive to redevelop or rehabilitate property.
  
- G. **REAL PROPERTY DISPOSITION:** The real property which may be acquired by the Clackamas

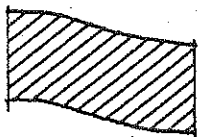
# SUNNYBROOK AVE. EXTENSION



## PROPERTY TO BE ACQUIRED

3800

PROPERTY AFFECTED  
TAX LOT NO



PROBABLE ACQUISITION AREA  
SHOWN SHADED

County Development Agency, except for that retained for public streets and other public uses, may be disposed of to public agencies or private developers for redevelopment in accordance with all of the terms and conditions set forth in the development plan.

- H. **REDEVELOPER OBLIGATIONS:** The Clackamas County Development Agency may sell excess property at fair market value to qualified redevelopers (developers) to develop the land in conformity with the development plan. Redevelopers, or owner participants, will be required to consummate and comply with appropriately prepared agreements to assure proper redevelopment and rehabilitation in accordance with the plan.
- I. **COOPERATION WITH PUBLIC BODIES:** The involvement and cooperation of special districts and other public agencies may be required to carry out the development plan and maintain facilities after they are constructed.
- J. **PROPERTY MANAGEMENT:** During the period of time between acquisition and disposition, the Clackamas County Development Agency will provide property management services for the property which may be acquired.

**SECTION 400 - THE ESTIMATED TOTAL COST OF EACH PROJECT, THE SOURCES OF MONEY TO PAY FOR SUCH COSTS, AND ANTICIPATED TAX INCREMENT REQUIREMENTS**

- A. The following cost estimates have been developed by the County and its consultants:

ROW COST (1980 Dollars) IMPROVEMENT COST

PROJECT <sup>1</sup>	Total Cost	Total	Federal/State	Dedicated	Development Agency	Total	Federal/State	Development Agency	Dev-ment Payback Agency	Total Dev. Agency Cost
I. TRANSPORTATION										
1. Stevens Rd. Realign-ment	450,000	250,000	0	0	250,000	200,000	0	0	200,000	450,000
2. Harmony Rd. Realign-ment	760,000	360,000	306,000	0	54,000	400,000	170,000	0	230,000	284,000
3. Causey Ave.										
a. West of 82nd & Intersection	1,000,000	600,000	0	0	600,000	400,000	0	0	400,000	1,000,000
b. East of 82nd	400,000	0	0	0	0	400,000	0	200,000	200,000	200,000
4. Monterey and Monterey Causey Connections	950,000	550,000	0	400,000	150,000	400,000	0	200,000	200,000	350,000
5. I-205 Interchange	1,180,000	280,000	0	0	280,000	900,000	0	0	900,000	1,180,000
6. 84th - 90th	1,225,000	275,000	0	0	275,000	950,000	0	100,000	850,000	1,125,000
7. 86th & 90th	300,000	0	0	0	0	300,000	0	0	300,000	300,000
8. 82nd Ave. Improvements	1,800,000	300,000	0	300,000	0	1,500,000	0	0	1,500,000	1,500,000
9. I-205 Transitway	1,200,000	100,000	0	0	100,000	1,100,000	0	0	1,100,000	1,200,000
10. Pedestrian-Bikeways	250,000	75,000	0	75,000	0	175,000	0	0	175,000	175,000
11. I-205, Ped/Bike Overpass	300,000	0	0	0	0	300,000	0	0	300,000	300,000
12. Sunnyside Ped. Bike Overpass	250,000	0	0	0	0	250,000	212,500	0	37,500	37,500
II. COMMUNITY SERVICES										
1. School Noise Protection	400,000	0	0	0	0	400,000	0	0	400,000	400,000
2. Park, Comm. College, ESD, County Site	700,000	700,000	0	0	700,000	0	0	0	0	700,000
3. Stevens Rd. park site	975,000	0	0	0	0	975,000	0	0	975,000	975,000
4. Fire/Police Site Dev.	375,000	-	0	0	0	375,000	0	0	375,000	375,000
5. Day Care Sites	450,000	450,000	0	0	450,000	0	0	0	0	450,000
6. Water-pump and mainline	300,000	0	0	0	0	300,000	0	0	300,000	300,000
7. Park Site Dev. & Acq.	1,700,000	0	0	0	0	1,700,000	0	0	1,700,000	1,700,000
8. Storm Drainage	500,000	0	0	0	0	500,000	0	0	500,000	500,000
9. Library	50,000	0	0	0	0	50,000	0	33,300	16,700	16,700
TOTAL PROJECTS	15,515,000	3,490,000	306,000	775,000	2,409,000	12,025,000	382,500	533,300	11,109,200	13,518,200
ADMINISTRATION-ENGINEERING	1,940,000									1,940,000
TOTAL	17,355,000								TOTAL	15,358,200

1 Projects 1-9 and 11-12 are numbered to key with Exhibit 5 in the Development Plan  
 2 Includes improved bus loading & parking areas at Ickes-Harmony Schools (200,000) - \$54,000 represents 15% match on \$360,000 Harmony Road Realignment

B. The manner in which costs will be borne is shown on the preceding chart and explained below:

1. Federal Share: The list of projects includes only those to be partially or completely funded with tax increment financing revenue; projects fully funded by federal, state, and regional dollars were not included. The Harmony Road realignment project qualifies for a special account of federal dollars established by Metro for projects that are supportive of an overall southern corridor improvement strategy. The improvement of Railroad and Harmony Roads to make transit trunk service operational from downtown Milwaukie to the Town Center is an important part of the southern corridor strategy.

The pedestrian overpass over Sunnyside Road is anticipated to be needed when a regional transit route is implemented through the area south of Sunnyside and a new transit station is constructed adjacent to the route near Sunnyside Road. The pedestrian overpass would qualify as a portion of the overall transit capital improvement.

2. Dedication: Many of the improvement projects can be accomplished within existing public rights-of-way. However, several important projects will require additional rights-of-way before they can be built. The additional rights-of-way will be obtained either by purchase by the Agency or by dedication of right-of-way by property owners.

In general, it is expected that those properties that are severely impacted by right-of-way needs will be purchased, and those benefiting from the improvement will dedicate the needed right-of-way. County ordinances allow residential density to be calculated based upon gross site area prior to dedication. This provision reduces the financial impact to the property owner for the loss of dedicated right-of-way.

Right-of-way costs listed on the preceding table are general estimates. Detailed information will not be available until project engineering is complete.

3. Development Payback: The projects included on the preceding table represent the minimum public improvements necessary for the orderly development of private property. A partial payback of the improvement cost will be required for those projects that perform a local property access function. No payback is required for projects having a broad public benefit. The "Development Payback" column on the preceding table is the approximate amount the Agency will charge to benefiting property owners at the time of property development. The payback is calculated at 50 percent of construction cost, in recognition of partial public benefit and partial property owner benefit. This provision makes possible a cost effective and orderly public improvement program with reduced cost to the public. (These projects were completed several years ago; the development pay back provision is no longer applicable and has been deleted as a heading.)

The Agency will set up an equitable formula for determining the relative payback liability of properties benefiting from a given improvement. This will be accomplished after consulting with affected property owners. It is likely that payback will be achieved through shared improvement responsibility or through the use of local improvement districts.

4. Development Agency: Expenses listed under "Development Agency" represent the total amount of money needed from tax increment proceeds. The Development Agency also will have the responsibility of managing all sources of money and dedications needed to implement the projects.



**SECTION 500 - THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT**

It is estimated that the completion date for each major project will be as follows:

EXHIBIT B

A	CLACKAMAS TOWN CENTER PROGRAM FORECAST (000's)													R			
	B	C	D	E	F	G	H	I	J	K	L	M	N		O	P	Q
	EST. COST	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	TOTAL
	6/30/2005	2005-06	2006-07	2007-08	2008-2009	2009-2010	2010-11	2011-12	2012-13								
1																	
2																	
3																	
4	PROJECTS																
5	CORE-COMMITTED &/or UNDER CONS.																
6	Transitways	\$36,333.0		\$35,333.0													\$35,333.0
7	Sunnyside Road Improvements																\$0.0
8	Sunnybrook Widening (West of I-205)																\$0.0
9	Sunnybrook Ext. E. Mitigation	\$400.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0								\$400.0
10	I-205 Frontage Road/Monterey Overpass																\$0.0
11	GROUP ONE																
12	Monterey W to Price-Fuller	\$2,100.0				\$318.3	\$1,966.9										\$2,285.2
13	Pedestrian/Bikeways	\$410.0					\$461.5										\$461.5
14	Phillips Creek Cleaning																\$0.0
15	Parks and Plazas																\$0.0
16	82 <sup>nd</sup> Ave Improvements (Phase I)	\$300.0							\$378.0								\$378.0
17	Multi-Use Development Programs	\$10,500.0						\$4,955.9	\$5,154.1	\$2,456.8							\$12,566.8
18	Low/moderate Income Housing Subsidy																\$0.0
19	Mall Development	\$23,735.0	\$6,600.0	\$17,135.0													\$23,735.0
20	GROUP TWO																
21	80th - CTC Entry	\$9,800.0	\$1,400.0	\$7,004.0	\$1,178.2												\$9,582.2
22	Monterey Widening 82nd to 90th	\$300.0	\$300.0														\$300.0
23	Causeway Extension East/205	\$630.0		\$648.9													\$648.9
24	OIT/CCC	\$7,500.0		\$206.0	\$3,713.2	\$4,152.4											\$8,071.5
25	Sunnybrook West to Harmony																\$0.0
26	Harmony Rd Widening																\$0.0
27	52nd Avenue Blvd. (Phase II)																\$0.0
28	Johnson Creek Blvd Interchange																\$0.0
29																	\$0.0
30	COMPOUND INFLATION FACTOR - 3.6%		103%	106%	109%	113%	116%	121%	125%	132%							
31	PROJECT COSTS	\$92,008.0	\$8,350.0	\$60,376.9	\$4,941.4	\$4,520.6	\$2,478.4	\$5,005.9	\$5,204.1	\$2,684.8							\$93,762.1
32	CONTINGENCY COSTS	\$9,200.8	\$895.0	\$6,037.7	\$484.1	\$482.1	\$247.8	\$500.6	\$520.4	\$288.5							\$9,376.2
33	Total Project Costs	\$101,208.8	\$9,185.0	\$66,414.6	\$5,425.5	\$4,972.7	\$2,726.2	\$5,506.5	\$5,724.5	\$3,173.3							\$103,138.3
34																	
35																	
36	MATERIALS AND SERVICES																
37	Materials and Services generally		\$1,350.0	\$1,417.5	\$1,488.4	\$1,562.8	\$1,640.9	\$1,723.0	\$1,809.1	\$1,899.6							\$12,891.3
38	Total Materials and Service Costs		\$1,350.0	\$1,417.5	\$1,488.4	\$1,562.8	\$1,640.9	\$1,723.0	\$1,809.1	\$1,899.6							\$12,891.3
39																	

EXHIBIT B

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	
	6/30/2005	2005-06	2006-07	2007-08	2008-2009	2009-2010	2010-11	2011-12	2012-13									TOTAL	
<b>CLACKAMAS TOWN CENTER PROGRAM FORECAST (000's)</b>																			
42																			
43																			
44																			
45				\$5,070.0	\$5,224.0	\$5,386.0	\$5,555.0	\$5,732.0	\$5,919.0	\$4,114.0								\$25,000.0	
46				\$1,250.0	\$1,096.0	\$936.0	\$766.0	\$588.0	\$402.0	\$206.0								\$5,244.0	
47				\$200.0														\$200.0	
48				\$20.0														\$20.0	
49																		\$0.0	
50																		\$0.0	
51																		\$0.0	
52			\$0.0	\$4,540.0	\$4,320.0	\$4,322.0	\$4,321.0	\$4,320.0	\$4,321.0	\$4,320.0								\$30,464.0	
53																			
54			\$10,535.0	\$72,372.1	\$11,243.9	\$10,857.5	\$8,688.1	\$11,549.5	\$11,854.7	\$9,392.8									
55																			
56																			
57																			
58																			
59			\$6,111.3	\$6,294.6	\$6,667.7	\$7,052.0	\$7,447.7	\$7,855.4	\$8,275.3	\$8,707.8								\$58,411.8	
60			\$2,137.2	\$2,201.3	\$2,362.3	\$2,528.0	\$2,698.8	\$2,874.6	\$3,055.8	\$3,242.4								\$21,100.4	
61				\$271.0	\$271.0	\$271.0	\$271.0	\$271.0	\$271.0	\$271.0								\$1,897.0	
62			\$8,207.3	\$8,723.1	\$9,254.5	\$9,801.7	\$10,365.4	\$10,946.0	\$11,544.1	\$12,160.0								\$81,002.2	
63																			
64																			
65				\$25,000.0														\$25,000.0	
66			\$1,000.0	\$502.0		\$566.8	\$500.0			\$500.0								\$3,071.8	
67																			
68			\$9,207.3	\$34,225.1	\$9,254.5	\$10,371.5	\$10,865.4	\$10,946.0	\$11,544.1	\$12,660.0									
69			\$38,445.0	\$38,270.6	\$709.0	(\$515.0)	(\$983.3)	\$1,178.6	\$540.7	\$277.3								\$78,499.5	
70			\$576.7	\$595.3	\$765.4	\$17.7	(\$15.5)	(\$34.4)	\$47.1	\$21.6								\$1,964.0	
71			\$39,021.7	\$48,805.6	\$73,081.1	\$10,728.8	\$9,874.2	\$9,866.7	\$12,090.2	\$12,131.9									
72																			
73			\$39,021.7	\$48,805.6	\$73,081.1	\$10,728.8	\$9,874.2	\$9,866.7	\$12,090.2	\$12,131.9									
74			\$10,535.0	\$72,372.1	\$11,243.9	\$10,857.5	\$8,688.1	\$11,549.5	\$11,854.7	\$9,392.8									
75			\$39,021.7	\$38,270.6	\$709.0	(\$515.0)	(\$983.3)	\$1,178.6	\$540.7	\$277.3									
76																			
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**SECTION 600 - A FINANCIAL ANALYSIS OF THE PLAN WITH SUFFICIENT INFORMATION TO DETERMINE FEASIBILITY**

The planning firm of Patterson and Stewart was retained to provide estimates of the annual dollar volume of tax increment proceeds which could be expected and the effect on the tax rates of the 14 taxing agencies which are included within the boundaries of the Clackamas Town Center Area Development Plan. Excerpts of the Patterson and Stewart report titled, "Tax Increment Financing Analysis" are included below, and the entire report by reference is made a part of this Report on the Development Plan.

It should be clearly understood that the tax increment proceeds which, annually, would be provided the Clackamas County Development Agency, will not be taken from the several taxing agencies. This is popularly held to be the case.

The process has no effect whatsoever on the normal flow of tax proceeds to the several taxing agencies. The tax increment funds which are transmitted to the Development Agency are derived by adding a modest amount to the tax rates of the several taxing agencies. The amount so added is substantially in proportion to the total amount of taxes allocated to those same taxing agencies from the Development Area.

In the mid range analysis, the increase in tax rates within the Development Area range from a low \$0.63 to a high \$1.59 per \$1000 assessed value.

To translate this into meaningful terms, a homestead property with an assessed value of \$50,000 and a \$0.63 tax rate would yield an annual tax of \$32. The same \$50,000 property with a \$1.59 tax rate would cost, annually, \$80 in taxes.

This money would become revenue for the Development Agency. Projects to be accomplished by the Agency were prioritized and scheduled to be paid for in sixteen (16) years within the limits of projected revenue.

<u>Year Cost</u>	<u>Tax Increment Proceeds</u>	<u>Annual Project</u>
1981-82	\$ 2,865,790	\$ 2,850,000
1982-83	3,401,950	3,373,500
1983-84	3,710,970	3,673,600
1984-85	4,072,820	4,035,000
1985-86	4,241,740	4,188,000
1986-87	3,328,500	4,379,000
1987-88	3,443,400	5,270,100
1988-89	2,049,500	1,950,000
1989-90	2,399,300	2,508,800
1990-91	2,438,200	994,400
1991-92	2,521,500	2,169,500
1992-93	2,573,000	1,420,400
1993-94	2,607,000	937,400
1994-95	2,862,800	1,328,800
1995-96	2,906,300	907,700
1996-97	3,021,700	3,091,200
1997-98	3,112,200	1,821,400
<b>TOTALS</b>	<b>\$51,556,670</b>	<b>\$44,898,800</b>

When used efficiently for a short period of time, as is possible in this application, it can provide the context in which sound economic reuse of private property can be developed to provide a broadened assessed value base. Such broadened assessed value base, when returned to the general tax roll, will reduce the tax rates of all taxpayers in the 14 included taxing agencies.

The analysis as included herein points out, in quantified dollar terms, the efficiency of using tax increment as a method of financing the public improvements.

## **SECTION 700 - A RELOCATION REPORT**

A. In this Report on the Development Plan, an estimate of relocations for each project will be made in amendments to this report as preliminary engineering is accomplished for each project to determine the project location and property to be acquired. The following exhibit lists property to be acquired for public improvement projects as they become identified in preliminary engineering studies. Acquisition may involve all or a portion of each of the properties listed.

B. Description of the Relocation Methods to be Used:

1. The following minimum standards will be followed when referring replacement housing to displacees:

Note: None of the activities are expected to be carried out until the Plan and this report are amended to describe which properties need to be acquired.

- a. Physical and Occupancy Standards: Displacees will be referred to housing which is comparable, decent, safe and sanitary, and adequate in size to meet the needs of each family and individual being displaced.
- b. Ability to Pay Standards: Displacees will be referred to housing which is within the family's or individual's ability to pay. Families and individuals shall not be expected to pay more than 25 percent of their adjusted gross income for housing expense. Adjusted gross income is projected annual income from all sources of each member of the family who is at least 18 years of age residing in the household, except that the income of a head of household or his/her spouse who is under 18 shall be included.
- c. Environmental Standards: No displacee shall be referred to a replacement dwelling unit which is in a location subject to unreasonably adverse environmental conditions, natural or man-made, or which is generally less desirable than the location of the acquired dwelling with respect to public utilities and other public and commercial facilities. Consideration also will be given to the proximity of the dwelling unit to the displaced person's place of employment.
- d. Equal Opportunity Standards: The Agency will not list or refer any property which is not open to all persons without regard to race, color, religion, or national origin, in a manner consistent with Title VIII of the Civil Rights Act of 1968, or available without discrimination based on sex or source of income. All cases of unlawful discrimination will be turned over to the Civil Rights Division of the Department of Labor, State of Oregon, and/or filed with the Department of Housing and Urban Development (HUD).

The Agency shall take affirmative actions to provide displaced families and individuals maximum opportunities for selection of replacement housing within the

community's total housing supply and to lessen racial, ethnic, and economic concentrations. The following are examples of affirmative actions that the Agency may take:

Make full use of HUD-acquired properties, multiple listing services, and normal real estate management and brokerage services.

Inform members of minority groups of housing opportunities in nontraditional neighborhoods and provide services to familiarize them with such neighborhoods.

Provide escort service to brokers' offices.

Cooperate fully with fair housing groups, human relations bodies, and other social, civic, and religious groups interested in facilitating freedom of choice of residence.

## 2. RELOCATION ASSISTANCE ADVISORY SERVICES

a. General: The Agency will conduct a relocation assistance advisory services program in order to provide the maximum assistance possible to eligible persons required to relocate. The services will be provided by personal contact whenever possible.

b. Eligibility: Relocation assistance advisory service shall be offered to:

All persons occupying property to be acquired.

All persons occupying property immediately adjacent to the real property acquired when the Agency determines that such person or persons are caused substantial economic injury because of the acquisition.

All persons who, because of the acquisition of real property used for a business operation, moves from other real property used for a dwelling, or moves his personal property from such other real property.

c. Minimum Advisory Service: The Relocation Assistance Advisory Services program shall include as a minimum such measures, facilities, or services as may be necessary or appropriate to:

Discuss and explain the services available, relocation payments, and eligibility requirements, and assist in completing any applications or other forms required.

Determine the need of displaced persons for relocation assistance.

d. Information on Available Housing: The Agency will:

Provide information as needed on the availability, prices, and rentals of comparable sales and rental housing and of comparable commercial properties. Information will be compiled from all available sources, such as multiple listing services, newspaper advertisements, private listings, builders, etc.

Supply information concerning federal and state housing programs, disaster loan programs, and other federal or state programs offering assistance to displaced persons.

- e. Assistance to Prospective Homeowners: The Agency will provide assistance to prospective homeowners in obtaining mortgage financing, including help in the preparation and submission of purchase offers, obtaining credit reports, verification of employment, and making any other arrangements with lending institutions.
- f. Home Ownership Counseling: The Agency will provide or have provided home ownership counseling to prospective homeowners as needed.
- g. Other Assistance: The Agency will provide other assistance in obtaining housing as needed, such as assistance in obtaining priority for admission to public housing and federally assisted low- and moderate-income housing.
- h. Housing Discrimination Complaint: If a family or individual is unable to purchase or rent a replacement dwelling because of discrimination based on race, color, creed, source of income, or national origin, the family or individual shall be assisted in filing a complaint with the appropriate agencies.
- i. Social Services: All families and individuals will be provided with access to needed social services and counseling, both prior to and subsequent to relocation. Necessary services and counseling also shall be made available, whenever the need exists, to those residents who do not move. The Agency also will provide or have provided necessary job, financial, educational, health, and other services and counseling as needed, and will follow up to determine that the service has been provided.

### 3. ACTIONS TO ENSURE NONDISCRIMINATION IN HOUSING REFERRALS

The Agency will take all available legal action to ensure that housing listings and referrals will be in keeping with the requirements of Title VIII of the Civil Rights Act of 1968.

### 4. ASSISTANCE TO BUSINESS CONCERNS AND NONPROFIT ORGANIZATIONS

The Agency will provide relocation advisory assistance to all business concerns and nonprofit organizations to be displaced by a project or program. The Agency also will provide advisory services and assistance to any business concern or nonprofit organization occupying property which is immediately adjacent to the project area or real property acquired for purpose of the project or program when the business is determined by the Agency to have suffered substantial economic injury as a result of project activities. Examples of the services to be provided are as follows:

- a. Consultation. The Agency will consult with the owner or operator of a business to determine the need for relocation assistance. Among the items to be considered are space, traffic patterns, markets, licensing, and permit requirements.
- b. Availability of Relocation Sites. The Agency will provide current and continuing information on the availability, cost, and square footage of comparable commercial or industrial locations, and obtain referrals from real estate brokers who may be able

to assist in obtaining suitable accommodations.

- c. Economic Information. The Agency will assist in obtaining information relative to property values, growth potentials in various areas, zoning ordinances, and other general and economic information which may assist the business in site selection.

5. GRIEVANCE PROCEDURE

If a person disagrees with the amount of the relocation payment, he is entitled to a hearing. The hearing will be substantially of the character required in ORS 183.415, 183.425, 183.470, and 183.480.

6. PROCEDURE FOR MAKING RELOCATION PAYMENTS

a. Notification to Persons in Area:

Information About Relocation Payments. At the earliest possible date, the Agency will notify all persons who may be displaced or otherwise affected by project activities of the availability of relocation payments, the office where detailed information about the payments may be obtained, and the dates governing eligibility for payments.

Assistance. The Agency will provide all displacees eligible to receive a payment with the property claim forms, and upon request of a claimant, will provide assistance in the preparation of claims for relocation payments.

Time Limit for Submission. A claim for a relocation payment shall be submitted to the Agency within a period of 18 months after displacement of claimant. The 18-month provision may be waived by the Agency for good cause on a case-by-case basis.

- b. Payment of Claims. Payments will be made as promptly as possible after a person's eligibility has been determined. Limited advance payments may be made in hardship cases if the Agency determines such advances to be appropriate.

7. EVICTION POLICY

Except as required by emergency, no one will be required to move without having received at least 90 days prior written notice. Eviction will be used only as a last resort. It shall only be undertaken for one or more of the following reasons:

- a. The failure to pay rent, except in those cases where the failure to pay is based upon the Agency's failure to keep the premises in habitable condition.
- b. Maintenance of a nuisance or use of the premises for illegal purposes.
- c. A material breach of the rental agreement.
- d. Refusal to accept one of a reasonable number of offers of accommodations meeting the standards of this report.
- e. The eviction is required by state or local law and cannot be prevented by the Agency.