

A large, white, sans-serif letter 'E' is centered in the upper right quadrant of a green background. The background features a grid of thin, light green lines. The 'E' is composed of three horizontal bars and a vertical stem on the left side.

E

EXISTING CONDITIONS



WILSONVILLE TOWN CENTER PLAN

existing conditions





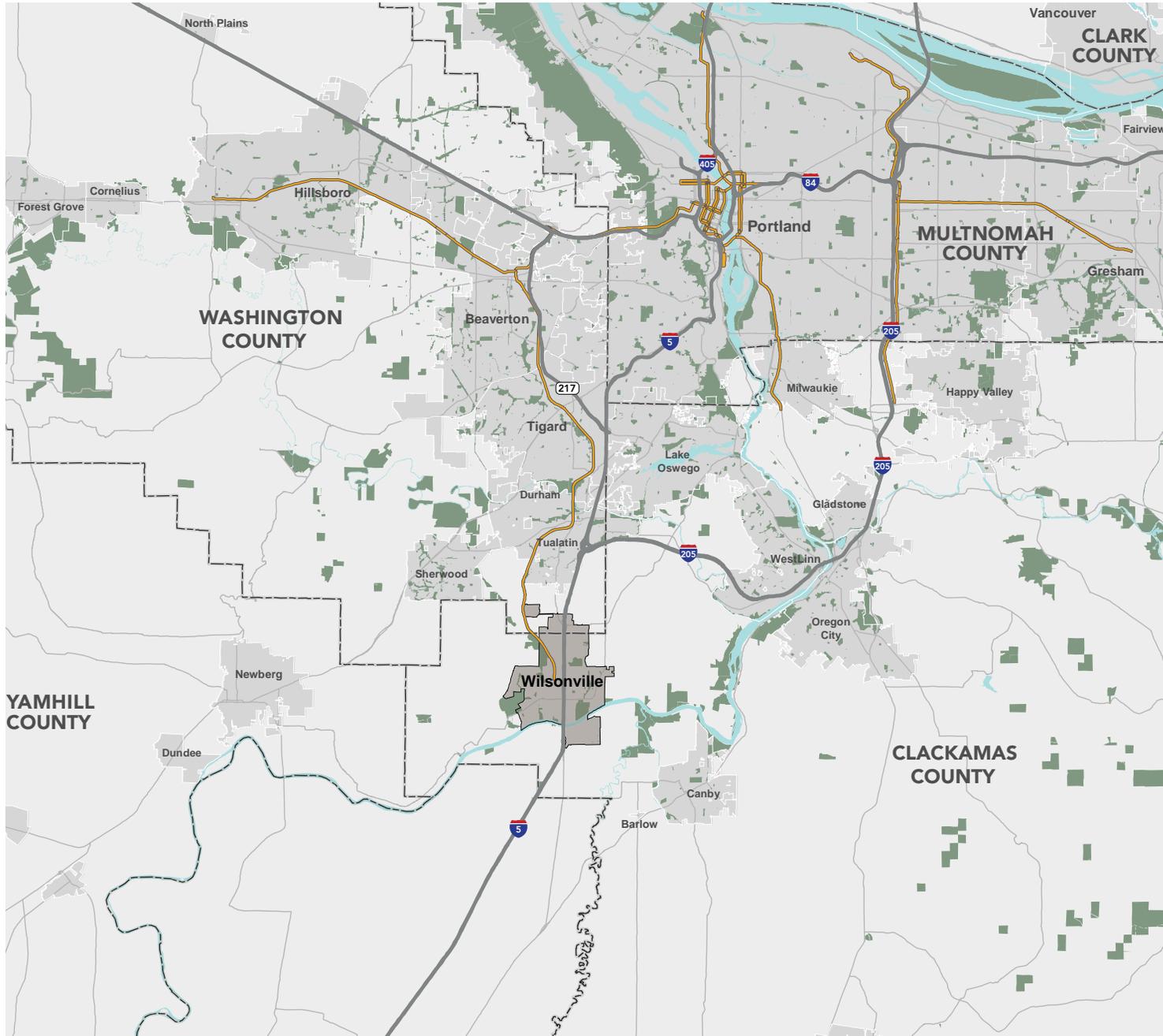
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Appendices

Appendix I	City Center Plan Map
Appendix II	Development Code Review Notes
Appendix III	Transportation Analysis
Appendix IV	Market Analysis

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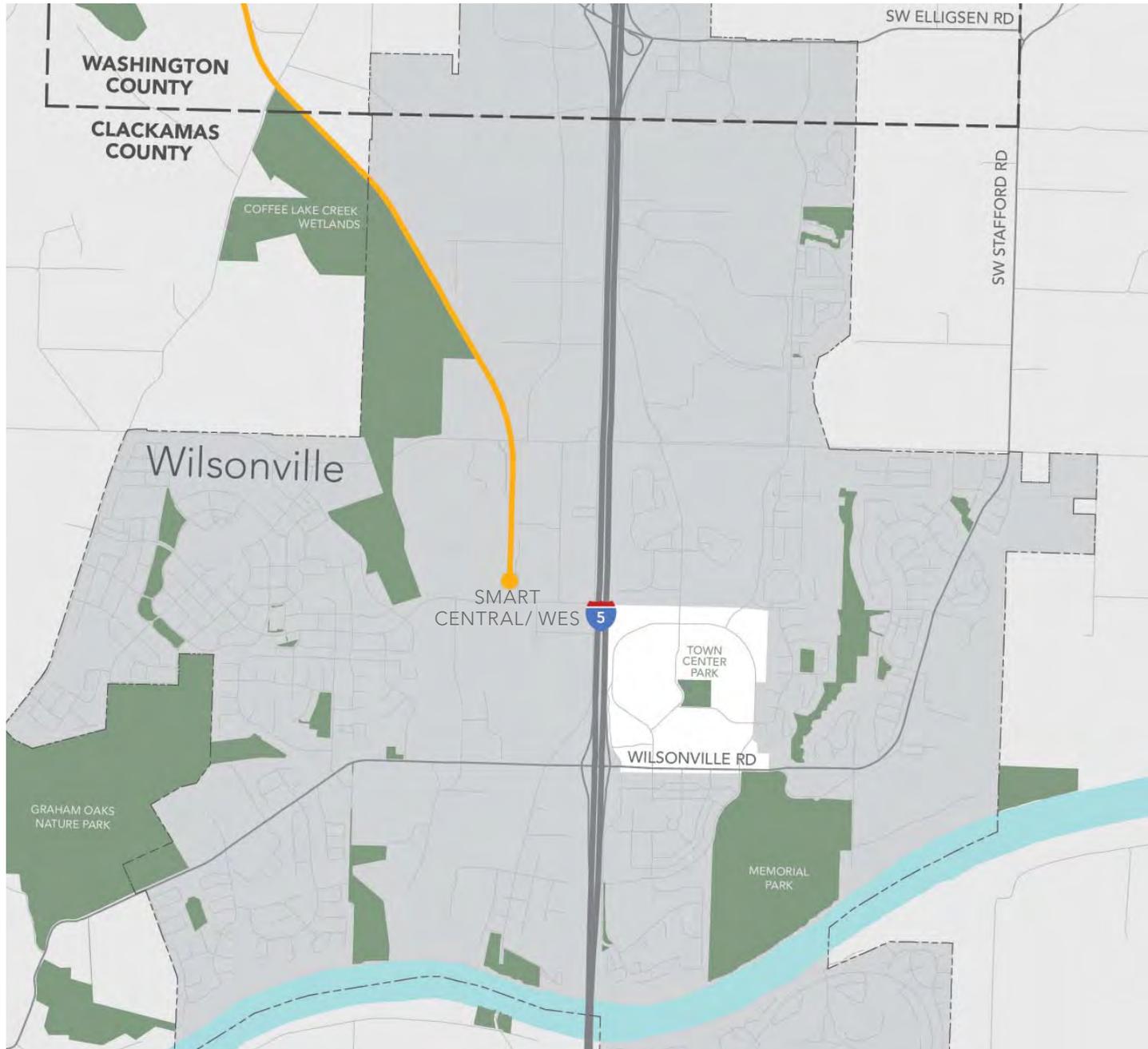
LEGEND

-  County
-  City
-  Wilsonville
-  Freeways
-  Major Roads
-  Rail Transit
-  Parks and Open Space
-  Rivers and Streams

SCALE: 1" = 5 MILES



REGIONAL CONTEXT



LEGEND

- County
- Wilsonville
- Project Area
- Freeways
- Roads
- Commuter Rail
- Public Parks and Open Space
- Rivers and Streams

SCALE: 1" = 2500'



SURROUNDING AREA

SECTION 1 INTRODUCTION

This Existing Conditions Report summarizes the key considerations that impact existing and future development in the Town Center and is the first in a series of studies that will inform the strategies and actions recommended by the Town Center Plan.

The Wilsonville Town Center is located in the heart of Wilsonville, a rapidly growing city of 23,740 residents and more than 17,000¹ employees that serves as a gateway between the Portland metropolitan area and the Willamette Valley’s agricultural lands. The Town Center planning area, encompassing approximately 100 acres within and adjacent to Town Center Loop, is an important economic

1 Wilsonville Residential Land Study. May 2014.

and cultural center for the Wilsonville community and the region at large.

Metro’s 2040 Growth Concept identifies the Wilsonville Town Center as a 2040 town center. Metro defines a Town Center as a focal area for growth that provides services to tens of thousands within a two- to three-mile radius and typically includes one- to three-story buildings for employment and housing. Metro also identifies the Wilsonville Town Center as a Regional Pedestrian District and Bicycle District in the 2014 Regional Active Transportation Plan. As a Regional Pedestrian and Bicycle District, it is envisioned to have an interconnected network of pedestrian and bicycle routes that links other regional centers and also provides direct and easy-to-use access to destinations (such as transit, schools, jobs, services, shopping areas, parks and natural areas) within a three-mile radius. People of all ages and abilities walking or biking should feel welcomed and prioritized.

The Town Center’s proximity to I-5 and I-205, and the Willamette River, provide the district with a strategic advantage for growth and development. The Town Center’s transit access and a few recently developed on-street bicycle facilities, among other multimodal amenities, are building blocks for a quality multimodal network. City parks and open spaces within and adjacent to the Town Center preserve and honor the area’s natural resources and agricultural legacy, attracting visitors from across Wilsonville and beyond.

Currently, the Town Center is a hub of shopping, recreation, education, transit, and civic activity. The Town Center and adjacent areas are home to city hall and other City offices (police, public works, parks and recreation), Town Center Park and the Oregon Korean War Memorial, the Wilsonville Library, the Community Center, post office, Clackamas Community College, and a diversity of other businesses, services, offices, and



residences. This mix of uses, activities, and built environments is essential for a successful Town Center. Yet, the Town Center is also characterized by several challenges. These include underutilized land, abundant single-use surface parking lots, a disconnected street and path network, few public gathering spaces, and poor visibility for many businesses (especially storefronts separated from the street by large parking lots or that face internal roads).

PROJECT PURPOSE

The Town Center Plan (the Plan) will guide development in Town Center to create a cohesive, unified district within Wilsonville's growing community. The Plan will provide a community-driven vision for Town Center and strategic actions that create a clear path to advancing the vision. These actions may include new projects, programs, partnerships, or policies that will guide future development and investments, leverage the area's many



assets, and identify opportunities to address existing barriers to achieve the community's vision for the future of Town Center. The Plan will support the development of Town Center as an attractive and accessible place for visitors and residents of all ages to shop, eat, live, work, learn, and play.

TOWN CENTER HISTORY

Wilsonville Town Center was established in the early 1970s. Payless Drugs (now Rite Aid) expressed interest in locating its warehouse and headquarters in Wilsonville. The proposed development location, north of Wilsonville Road and west side of Interstate 5 (I-5), was land designated for Town Center use on the Wilsonville General Plan. In response, the City amended its Comprehensive Plan and moved Wilsonville's Town Center from its original location to its current location on the east side of I-5. At the time, the population of Wilsonville was 1,000 and the Town Center



area was mostly fields, owned by 25 different land owners. A group of landowners in the new Town Center convened and hired architect Mel Kroker to prepare a Town Center Master Plan. Kroker's Wilsonville City Center Plan (1973) recommended a suburban village approach to development with a mix of housing and commercial uses lining a loop road, with a park or lake in the center. Kroker envisioned that one day the land would be in high demand and new development would fill in the center of the loop. The City Council amended the City's Comprehensive Plan in 1978 to reflect the adopted Wilsonville City Center Plan.

Little additional development occurred until the 1980s, when population growth increased demand for commercial buildings. Initial development included small offices and a retail center in the southwest corner of Town Center that currently has some local restaurants and businesses. In the mid-1980s, the City

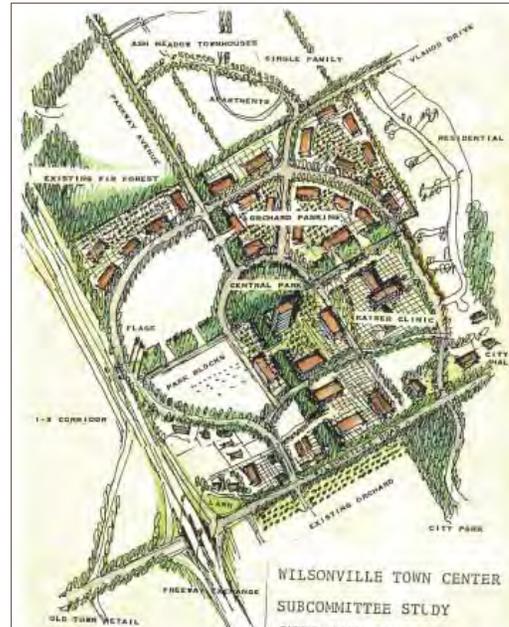


considered a grid street plan for the Town Center. The community had little interest in a street grid and retained the loop plan. There was significant development in the Wilsonville Town Center during the 1990s which brought major retail and office development to the Town Center including Safeway, Fry's, Clackamas Community College and the Family Fun Center.

Activity continued in, and adjacent to, the Town Center into the 2000's. In 2002, Town Center Park was developed in partnership with Capital Realty who dedicated the land to the city. Shortly after the completion of the park, the property located directly across Park Place, developed providing nearly 15,000 square feet of new commercial retail space for small businesses.

Starting in 2012, the area north of the Town Center, began to develop with new residential opportunities (almost 60 acres were developed into 700 homes), bringing more residents within walking distance of the Wilsonville Town Center. Within the Town Center, incremental redevelopment of existing commercial buildings has continued, most prominently on the corner of Town Center Loop West and Wilsonville Road.

After three decades of development and a lot of change, the City recognized the need for a new vision for the Town Center and began the Wilsonville Town Center Plan process.



PUBLIC INVOLVEMENT

The Wilsonville Town Center Plan process will include a diverse range of voices and perspectives. The input gathered through public outreach will build on this Existing Conditions report, other studies and analyses to inform the recommendations in the Final Plan. Specific opportunities for community input and engagement include:

- Project Task Force
- Interviews with businesses and community groups
- Community workshops
- Online and in-person surveys
- Idea centers located in key community spaces like the Library, and Parks Building
- Pop-up events around town



SECTION 2

LAND USE AND REGULATORY ANALYSIS

EXISTING LAND USES

Currently, there is a mix of land uses in Town Center including commercial, civic, educational, and multi-family residential. These uses are distributed across Town Center in primarily one and two-story single-use buildings interspersed with large parking lots.

EXISTING REGULATORY CONDITIONS

The City of Wilsonville Comprehensive Plan (updated in 2013) provides policy and development guidance for the Town Center. The Comprehensive Plan includes goals, policies and implementation measures to shape the development within the entire city, including specific policies for Town Center. The Town Center Plan process may identify new Town Center goals, land use and transportation concepts, and recommendations for inclusion in the Comprehensive Plan.

The Planning and Land Development Ordinance (Development Code), Chapter 4 of the Wilsonville Municipal Code, implements the goals and policies contained



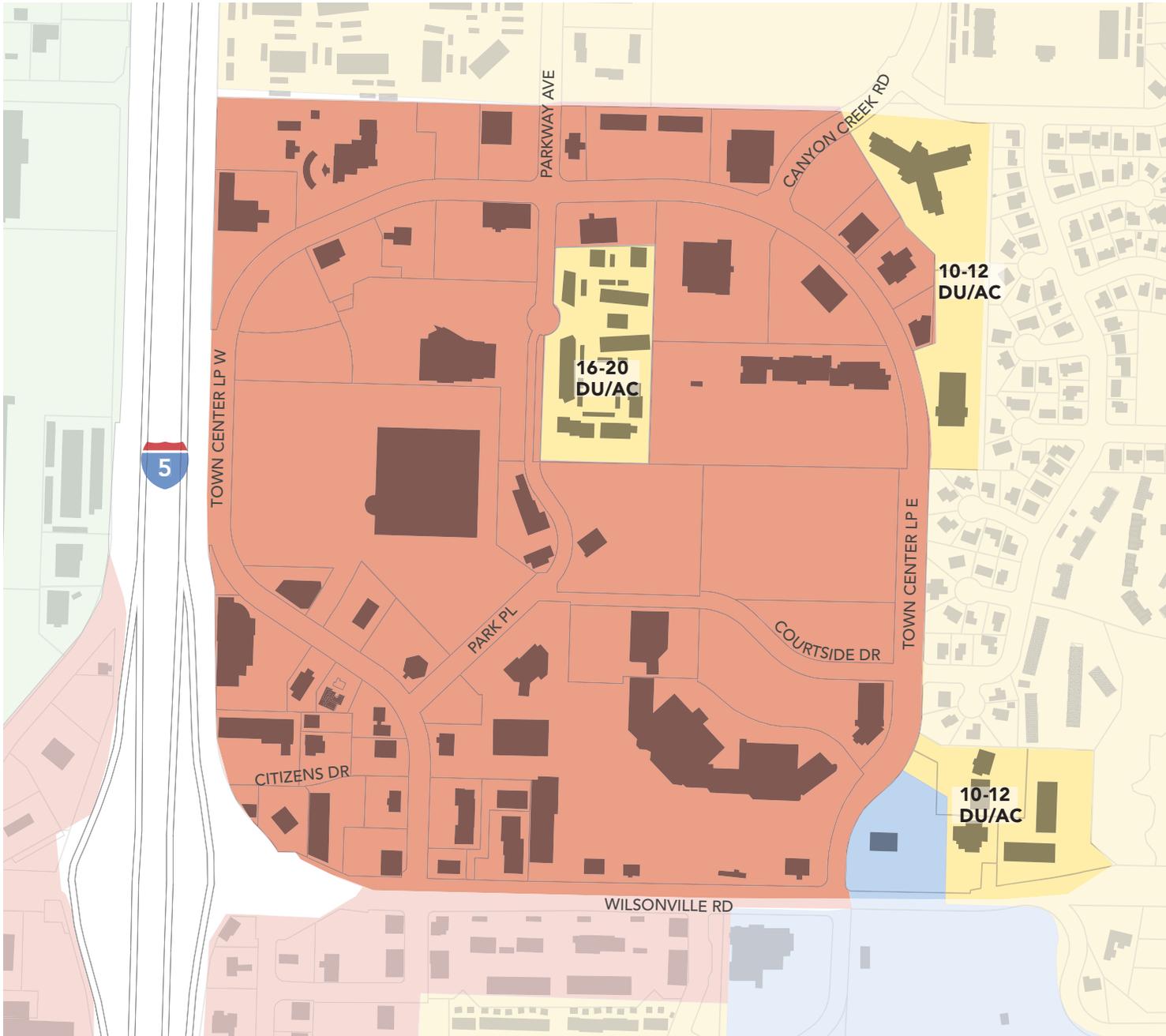
in the Comprehensive Plan by providing specific procedural standards, land use, development guidelines and/or requirements for development in Wilsonville. Outcomes of the Town Center planning process may also include changes to the municipal code (zoning and design requirements) that are necessary to implement the public's vision.

The Comprehensive Plan and Development Code were reviewed with the assumption that improved walkability and bicycle and pedestrian safety should be part of an overall vision for the Town Center.



These documents will continue to be part of the planning process during development of ideas and recommendations.

Appendix II includes complete review notes that identify where development policies and requirements may need to be addressed as the project team develops land use alternatives and implementation strategies later in the Town Center planning process.



LEGEND

- Building Footprints
 - Parcels
 - Highways
- COMPREHENSIVE PLAN Within Town Center**
- Commercial
 - Residential
 - Public Lands
- Adjacent**
- Commercial
 - Residential
 - Public Lands
 - Industrial

SCALE: 1" = 400'



COMPREHENSIVE PLAN DESIGNATIONS LAND USE AND REGULATORY CONDITIONS

Relevant sections of the Development Code addressed to date include:

- Section 4.113. Standards Applying to Residential Developments in Any Zone
- Section 4.116. Standards Applying to Commercial Developments in Any Zone
- Section 4.118. Standards Applying to All Planned Development Zones
- Section 4.124. Standards Applying to All Planned Development Residential Zones
- Section 4.131. PDC – Planned Development Commercial Zone
- Section 4.131.05. PDC-TC (Town Center Commercial) Zone
- Section 4.133. Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone
- Section 4.136. Public Facility Zone
- Section 4.154. On-site Pedestrian Access and Circulation
- Section 4.155. Parking, Loading and Bicycle Parking

Wilsonville adopts subarea and public facility plans as “supporting documents” of the Comprehensive Plan. Two types of supporting documents exist: regulatory supporting documents adopted “as part of the Comprehensive Plan” and guiding supporting documents which do not legally regulate land use decisions. If the Town Center

plan is adopted as a regulatory document, it is legally equivalent to the policies in the Comprehensive Plan and will apply as criteria in land use reviews. It will describe the “intent” of the plan in the full text and include graphics that were prepared during the process.

If the Town Center Plan is approved as a guiding document, it will serve as a background document and is not legally applicable in land use reviews. Instead, the intent, standards, and criteria of the plan would be fully described in Comprehensive Plan policies and code text.

COMPREHENSIVE PLAN

The policy framework for the Town Center is general in nature and reflects development concepts and market conditions of the 1980s and 1990s. Implementing the new vision that emerges from the Town Center planning process will likely require adopting new Comprehensive Plan text and policies. These additions to the Comprehensive Plan will clearly describe the vision for and purpose of the Town Center. The new policies would include implementation measures that capture the redevelopment strategies and new zoning regulations that support a built environment that is consistent with the community’s vision. The Comprehensive Plan states:

“The Town Center or City Center is intended to be the major commercial district. It should be anchored by a few major department stores

and a grocery store. It should be interspersed with smaller shops, offering a wide variety of merchandise for comparative shopping. In addition to retail shops, complementary uses such as offices, theaters, restaurants, and civic activities should be provided. As defined by Metro, the Town Center area is expected to have a fairly high population density, and compact development with good quality transit service.”

This purpose statement does not mention the Town Center as a high-quality pedestrian environment, which is a defining attribute of active and economically successful Town Centers. Wilsonville’s Town Center has performed relatively well as a “major commercial district.” An updated intent statement for Town Center should reflect the community’s vision developed during the Town Center planning process.

The Comprehensive Plan references the Town Center several times:

- **The Comprehensive Plan incorporates Metro’s Town Center definition.** The Comprehensive Plan incorporates Metro’s design types and description of a Town Center: “local retail and services will be provided within this area, with compact development and transit service.” The Comprehensive Plan and Development Code define Wilsonville Town Center

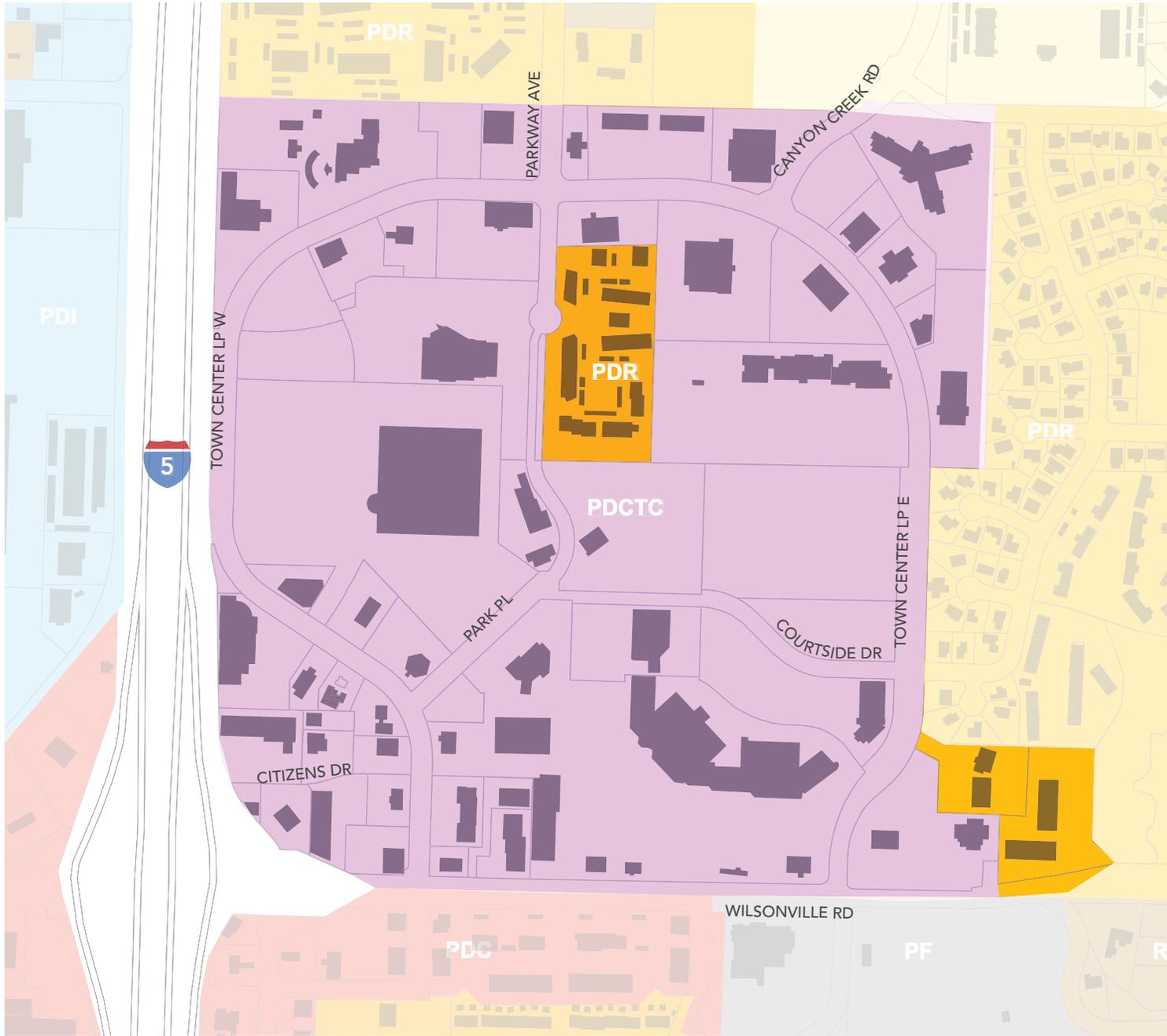
more specifically than the Town Center designation illustrated on Metro’s 2040 Growth Concept by defining it as a “major commercial center”.

- **Most of the planning area is designated Commercial** (with a Town Center annotation) on the City’s Comprehensive Plan Map, with the exception of the parcels noted below:
 1. The parcel comprising the Town Center Park Apartments, located just north of Town Center Park, is designated as Residential with a density of 16-20 dwelling units per acre (du/ac).
 2. The northeast corner and southeast corner of the planning area are designated as Residential (10-12 du/ac).
 3. The parcels comprising some of the City offices are designated Public Lands.
- **The Comprehensive Plan sets the framework for future infrastructure funding strategies.** Policy 3.1.3 states that, “The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services, or those benefiting from such facilities and services, pay for them.” The City also has concurrency policies which require infrastructure improvements to be provided concurrent with development.



- **Landscape requirements are a minimum of 15 percent of gross area in landscaping for all development.** The updated Town Center Plan may need to amend and tailor this policy to implement the new urban design vision for the Town Center.
- **The Wilsonville Road Interchange Area Management Plan (IAMP) is an important part of the Town Center Plan, because it effectively places limits on the amount of (traffic generating) development that can occur in the Town Center.** The IAMP includes provisions for

access management, traffic impact analysis, land use review coordination with the Oregon Department of Transportation, and procedures for various types of land use reviews, including Comprehensive Plan amendments around the Wilsonville Road interchange. The Comprehensive Plan policies are explicit about the limited capacity at the Wilsonville Road interchange. Compliance with or amendments to these IAMP policies, including using transit and improving bicycle and pedestrian access, will be important when evaluating development potential in the Town Center.



LEGEND

- Building Footprints
- Parcels
- Highways

ZONING CODE

- Within Town Center**
- Planned Development Commercial Town Center (PDCTC)
 - Planned Development Residential (PDR)
- Adjacent**
- Planned Development Residential (PDR)
 - Planned Development Commercial (PDC)
 - Public Facilities (PF)
 - Planned Development Industrial (PDI)

SCALE: 1" = 400'



**ZONING
LAND USE AND REGULATORY CONDITIONS**

DEVELOPMENT CODE

Section 4.131.05. PDC-TC (Town Center Commercial) Zone includes the following purpose statement:

“...to permit and encourage a Town Center, adhering to planned commercial and planned development concepts, including provision for commercial services, sales of goods and wares, business and professional offices, department stores, shopping centers and other customer-oriented uses to meet the needs of the Wilsonville community as well as to meet the general shopping and service needs on an area-wide basis, together with such multiple

family residential facilities, open space, recreational and park areas, and public uses facilities as may be approved as part of the Town Center compatible with the Comprehensive Plan of the City.”

The Development Code Purpose Statement (above), similar to the Comprehensive Plan, does not mention mixed-use, a high-quality pedestrian and bicycle environment, quality public gathering spaces, or Town Center as the civic center of the community.

PERMITTED LAND USES

The Planned Development Commercial-Town Center zoning regulations use a system of

“example” and “typical” uses, with long lists of the permitted uses in Section 4.131. The Development Review Board is listed as the review body for determining uses and the Planning Director has some authority for interpretations.

Within the Town Center, there are permitted land uses that are auto-oriented. These uses can make developing pedestrian-focused, walkable places difficult. Land uses will need to be evaluated further with the public to identify future development patterns as we move further along the planning process.

The City Center Plan Map (Appendix I) served as the original blue print for development in the Town Center. Current land uses are often different than the City Center Plan Map as subsequent land use approvals, over the past thirty years have repeatedly updated the map. The gradual changes from the original master plan underlines the need for an update to the Town Center Plan to provide a clear vision for land uses in the future. If the City updates the Town Center regulations as part of the vision, currently approved, will remain legal conforming uses regardless of changes to code.

The IAMP Overlay Zone applies to a large area around the Wilsonville Road interchange, including the entire Town Center planning area. The purpose of the IAMP Overlay Zone “is the long-range preservation of operational



efficiency and safety of the Wilsonville Road Interchange, which provides access from and to Interstate 5 for residents and businesses in south Wilsonville.” Assuming the Town Center Plan is adopted as a Comprehensive Plan amendment, the traffic analysis prepared as part of the project will need to serve as the traffic impact analysis required by the Overlay, with findings addressing both the Overlay and Transportation Planning Rule regulations.

RESIDENTIAL AND COMMERCIAL DESIGN REQUIREMENTS

Sections 4.113 (residential) and 4.116 (commercial) as well as block and access standards in Section 4.131 (PDC-Planned Development Commercial Zone) of the Development Code identify development standards that apply to development in the Town Center. Based on current trends in development patterns of 21st Century Town Centers, the following list has been identified as a starting point for potential modifications to development standards within the Wilsonville Town Center:

- Parks and open spaces for outdoor recreation within mixed-use projects require 15-25 percent dedications (depending on use). This standard may not be possible on a site by site basis if the desired outcome is a mixed-use, urban development pattern. Rather, consider identifying through the visioning process specific locations

for parks and open space, with limited requirements for it elsewhere.

- Setbacks for residential buildings restrict building placement at the street, requiring minimum 15 to 20-foot front setbacks (depending on the size of the parcel). Minimum side yard setbacks would also restrict building placement, creating gaps between buildings. Commercial buildings can be built at the street, which may be desirable for some street corridors or locations in the Town Center. This would provide a more continuous building façade.
- The maximum 35-foot building height within the TC may limit some development types. Varied building heights may be appropriate for edge conditions where the Town Center transitions to a lower-density area, but more flexible height standards could be considered where multiple uses are proposed. The Development Code identifies fire apparatus as the determining factor for height. This requirement is antiquated and needs to be evaluated further.
- Existing maximum spacing between local access streets is 530 feet and 330 feet for blocks without pedestrian crossings within the Town Center. These block lengths are too long for a walkable town center district where

pedestrian and bicycle access is desired. Pedestrian and bicycle access, and road spacing should complement anticipated development types.

ON-SITE PEDESTRIAN ACCESS AND PARKING

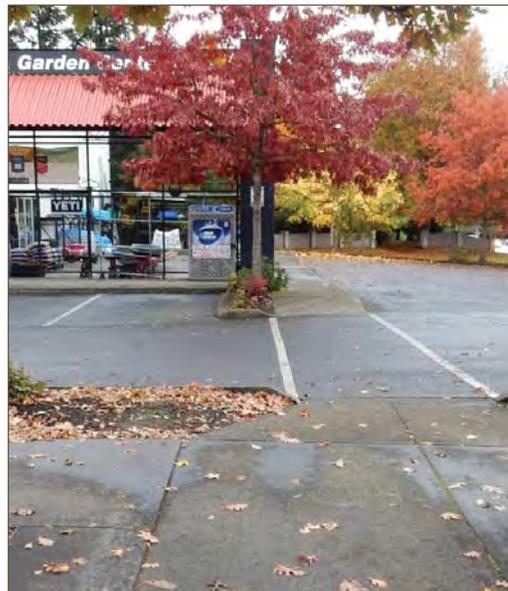
Sections 4.154., On-site Pedestrian Access and Circulation, and 4.155., Parking, Loading and Bicycle Parking, provide guidance for access and circulation, including parking ratios for development in the Town Center. On-site pedestrian access is required and should provide “safe, reasonably direct, and convenient connections between primary building entrances and all adjacent parking areas, recreational areas/playgrounds, and public rights-of-way and crosswalks.” However, the Development Code does not identify specific spacing standards or “through access,” where on-site circulation can connect to the larger Town Center pedestrian and bicycle circulation system. Multimodal and urban design alternatives that incorporate Americans with Disabilities Act requirements and provide connectivity should be considered when circulation alternatives are developed for the plan.

Existing on-site parking requirements make developing a walkable district challenging given the amount of land required for parking. The current landscaping standards help reduce the visual impact of parking. The project will need to consider how parking is provided in the Town Center, including:

- Evaluate the requirement where all uses within a building must meet parking ratios. This requirement can be challenging for mixed-use projects. It can also lead to oversupplying parking for mixed-use areas where trips can be linked.
- Reconsider when shared parking is permitted. Currently, shared parking is only permitted when peak hours do not conflict. The current standards would not support uses typical of a mixed-use area. Reconsidering shared parking is also an opportunity to encourage access for all modes between parking lots without using the public road network.
- Off-site parking is permitted if the space is within 500 feet of the structure. This may be an opportunity to expand to district-wide parking where centralized parking replaces some other off-site parking. District-wide parking should be well connected to transit, and bicycle and pedestrian infrastructure, and exceed the 500-foot requirement.

The Development Code includes an extensive list of parking ratios by development types that does not account for mixed-use development. This planning process may develop mixed-use parking standards for the Town Center. Additionally, setting maximum parking requirements for residential uses and

increasing the use of shared or district-wide parking should all be considerations during the alternative development process. Managing parking (in addition to increasing transit, bicycle and pedestrian use) will be key to achieving a walkable district and in determining whether a Multimodal Mixed-Use Area designation is possible for the Town Center. A Multimodal Mixed-Use Area designation is awarded to allow a local jurisdiction more flexibility in regulating traffic congestion but requires parking management planning and transit access to reduce automobile use.



SECTION 3 INFRASTRUCTURE ANALYSIS

This section reviews three infrastructure topic areas, including:

- stormwater infrastructure,
- sewer infrastructure,
- and water infrastructure.

STORMWATER INFRASTRUCTURE

The project area drains to three watersheds including Coffee Lake Creek Basin in the



northwest; the Willamette River in the southwest (via a piped outfall); and the Boeckman Creek Basin. The project area is served by a separated storm sewer system. The Boeckman Creek sub-basin flows through a regional flow control facility in Memorial Park.

The Willamette River has Total Maximum Daily Load (TMDL) allocations for mercury, bacteria and temperature that have been developed by the Oregon Department of Environmental Quality (DEQ) to meet the Federal Clean Water Act (TMDL Implementation Plan, 2014). To meet the TMDL and other stormwater permit obligations (e.g. NPDES), new development and redevelopment, city-wide, must provide



stormwater management facilities, also known as best management practices (BMPs) on-site. Low Impact Development (LID) facilities must be used to the maximum extent practicable. LID facilities are stormwater BMPs, such as porous pavement and stormwater planters that mimic the pre-development natural stormwater runoff conditions and recharge the groundwater.¹ New development and redevelopment within the project area must provide on-site BMPs meeting current standards. Existing on-site BMPs must be evaluated and may need to be retrofitted to meet current standards as part of redevelopment. Stormwater management BMPs are typically required to be provided on-site unless special conditions exist, such as when the subbasin has a more effective, existing regional site designed to incorporate the development or which has the capacity to treat the site's stormwater. As the scope of the Town Center planning process is refined, the project team will need to determine if the Memorial Park regional flow control facility may be retrofitted or if flow control must be provided on-site for all development.

A capital improvement plan (CIP) project was recently completed southwest of the Town Center Park Apartments. No other CIP projects have been identified (2012-2021 planning horizon) within the project area although some known issues exist, including the area

¹ Public Works Stormwater Standards, 2015



northwest of Town Center Loop (Stormwater Master Plan, 2012). At this location, capacity restriction exists at the outfall to the Oregon Department of Transportation (ODOT) right-of-way causing a minor flooding at Town Center Loop West near 29175 SW Town Center Loop W, (in front of Fry’s Electronics).

SEWER INFRASTRUCTURE

The project area is divided into two sewer basins and served by a separated sanitary sewer system. The majority of the project area is within the Canyon Creek/Town Center Basin. A portion of the project area north and west of Town Center Loop is within the Coffee Creek Basin. Both basins drain to the Wilsonville Wastewater Treatment Plant.

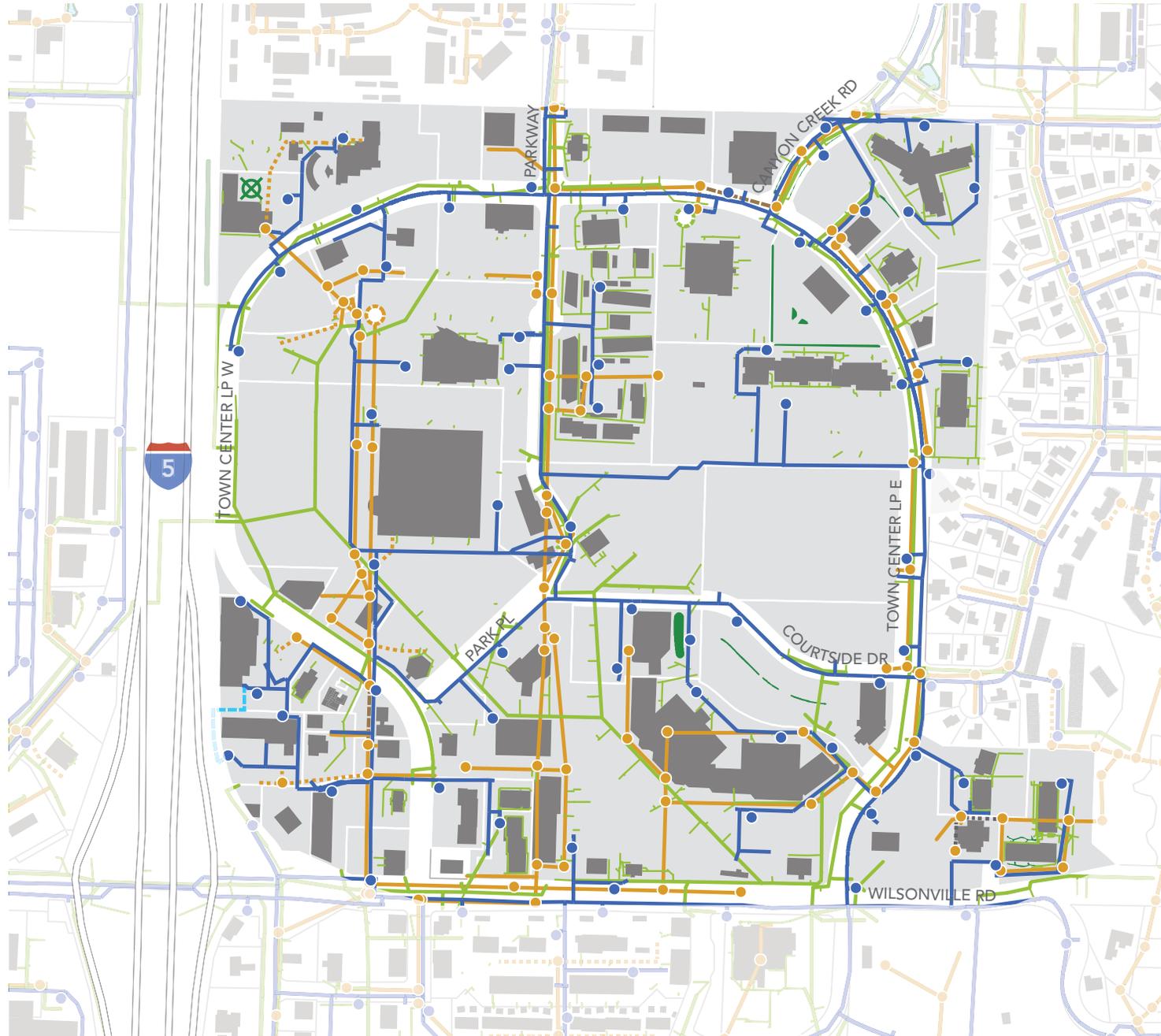
The pipes within the project area are generally between 25-50 years old. The sanitary sewer master plan identifies several pipes within the project area for replacement due to a variety of factors including pipe age, root intrusion, and grade issues.² Trenchless pipe rehabilitation technologies as described in the sanitary sewer master plan should be evaluated to reduce construction costs and extend pipe life. Estimated cost of replacement is based on an annual program of \$360,000 for 930 feet of pipe.

Within Town Center, pipe materials vary and pipes range from 6 inches to 15 inches in diameter. The sanitary sewer master plan does not identify any capacity projects within the project area (2015-2025 planning horizon).

² Wastewater Collection System Master Plan, 2014

Table 1: Pipes Identified for Replacement/Rehabilitation (Wastewater Collection System Master Plan, 2014).

APPROXIMATE LENGTH	DIAMETER	AGE	MATERIAL	APPROXIMATE LOCATION	ESTIMATED COST
150'	8"	40-50 years	Concrete	29781 SW Town Center Loop W	\$58,000
160'	8"	30-40 years	Concrete	7965 SW Wilsonville Road	\$62,000
210'	12"	20-30 years	Concrete	29040 SW Town Center Loop E	\$81,000



LEGEND

- Building Footprints
- Parcels
- Highways

WATER

- Lines
- Hydrants
- CIP Planned Lines

STORMWATER

- Lines
- Lateral Lines
- Swales
- Detention Ponds
- Problem Areas
- Vaults

SEWER

- Lines (City)
- Lines (Private)
- Manholes
- Pump Stations
- Planned Replacement Lines

SCALE: 1" = 400'



INFRASTRUCTURE

The assumptions for dry weather sewer flow contributions from land uses within the project area are included in Table 2.

During the Town Center planning process proposed changes to build-out land use will be compared to the existing build-out projections. It is recommended that replacement/rehabilitation of pipes within the project area should be delayed until the Town Center planning process is completed.

The Town Center Pump Station serves a portion of the project area. Installed in 1996, the pump station has a capacity of 220 gallons per minute. The Town Center Pump Station has a higher rate of pump failure than other City owned pump stations and as such, has been identified for replacement. It is recommended that the replacement of the Town Center Pump Station should be delayed until the Town Center planning process is completed to ensure that it is sized correctly.

WATER INFRASTRUCTURE

The Willamette River Water Treatment Plant supplies potable water to the project area. The City of Wilsonville and the Tualatin Valley Water District jointly own the treatment plant. Potable water is provided to the site for domestic, irrigation and fire suppression uses. The majority of distribution mains within the project area are constructed of 12-inch ductile iron pipe. The City has not identified any fire flow deficiencies within the project area. The Water Distribution Master Plan only identifies one capital improvement project within the project area, consisting of an 8-inch line extension along SW Parkway Ave at 8855 SW Citizens Dr (Water System Master Plan, 2012). The need for this CIP project is dependent upon future development and would be determined as the development plan is refined.

The water system master plan capacity analysis assumed an average demand of 162 gallons per day per multifamily household (2010) with an annual 2.9% growth rate. Commercial use was assumed to be 850 gallons per day per acre (2010) with an annual 3.5% growth rate. Fire flow capacity was determined based on 1,500 gallons per minute for residential areas and 3,000 gallons per minute for commercial areas. During the Town Center planning process proposed changes to build-out land use will be compared to the existing build-out projections.

Table 2: Build-out Dry Weather Sewer Flow Projections (Wastewater Collection System Master Plan, 2014)

CITY ZONING	DESCRIPTION	BUILD-OUT SEWER LOADING (GALLONS-PER-DAY-PER-ACRE)
PDCTC	Planned Development Commercial Town Center	40-50 years (1000 gpad)
PDR6	Multi-family High Density	30-40 years (2958 gpad)

SECTION 4

NATURAL SYSTEMS AND RESOURCES ANALYSIS

Natural systems and resources within and adjacent to the project area will play an important role in shaping future development patterns in Town Center. This section discusses four natural resource systems:

- slope or grade,
- tree canopy density,
- wetland areas,
- and streams, rivers and waterways.



These systems have implications for the livability, infrastructure and natural resource management in Town Center.

SLOPE/GRADE

The slope is gentle throughout the plan area. The most prominent slope gradually declines over the length of a third of mile from approximately 205 feet above sea level at Canyon Creek Road and Town Center Loop East to 180' to 175' near Town Center Park. To the southeast of the project area, a significant slope exists into Boeckman Creek. Group C soils cover most of the plan area— sandy clay loam with low infiltration rates— which, in addition to the flat grade, provide desirable development conditions.



TREE CANOPY

The tree canopy in the Town Center study area is a combination of planted ornamental trees and native forest remnants. Some trees are in decline, such as the cherry trees in the median along Parkway Center between Courtside and Town Center Loop West. Within the plan area, the greatest density of tree canopy is located along the northern edge of Town Center Park and the southern edge of the Town Center Park apartments. The trees are largely native Douglas-fir and cottonwood. That concentration extends northward, along the pedestrian path bounded by the Town Center Park apartments to the west, and Clackamas Community College and the United States Postal Service Post Office to the east. These pockets of dense vegetation create unique locations for habitat for wildlife.

There are dispersed clusters of trees throughout the project area, including within the West Professional Plaza and along some of the larger roads, the northern edge of Town Center Loop East at the Marketplace Shopping Center, and in the Wilsonville Town Center Shopping Center. These trees are valuable for placemaking and design. Other tree canopies throughout the plan area are distributed in a standard mosaic within rigid surface parking lot alignments (as per the municipal code requirements based on the size of the parking lot or number of parking spaces), and along other roadways.

WETLANDS

No designated locally significant wetland areas exist within the project area boundary. The nearest designated wetland area is located in the Boeckman Creek corridor to the east of the plan area.

STREAMS, RIVERS AND WATERWAYS

Three distinct waterways are adjacent to the project area, one of which enters the project area. This unmanned waterway is part of the underground stormwater transfer system extending from the stormwater detention basin at Murase Plaza Park to the south, running along the western edge of Memorial Drive, and terminating at the northwest corner of Wilsonville Road and Town Center Loop East. A second waterway is located on the west side of I-5, aligned with the southern edge of the Fry's Electronics building, and terminates prior to crossing the interstate and entering the project area. It is also managed underground. The third adjacent waterway is Boeckman Creek to the east of the project area. The successful use of water features both at Town Center Park and Murase Plaza Park points to a community enthusiasm for incorporating water into the built landscape.

ADJACENT / INFLUENCE AREAS AND FEATURES

Adjacent to the project area boundary, there are numerous natural features that impact and are impacted by development and activities in Town Center. Boeckman Creek is located east of Town Center and flows as close as one-eighth of a mile from the project area boundary. The creek is an environmentally rich landscape that serves as an ecological and scenic asset for the area. Memorial Park, located immediately to the southeast of the project area, provides various high-quality park and recreation amenities as well as stormwater management, air quality

and habitat benefits. Town Center is also adjacent to several smaller parks including Courtside and Hathaway Park located due east of the project area. Additionally, there are a handful of existing master-planned communities and apartment complexes that include amenities and numerous park-like gathering spaces at the Village at Main. These features provide opportunities for enhanced greenway connections and the integration of natural features between Town Center and surrounding areas and will be further considered during the Town Center design development process.





LEGEND

- Building Footprints
- Parcels
- Highways
- NATURAL SYSTEMS**
- Tree Canopy (Density)
- 5' Contours
- Streams/Waterbodies
- Wetlands
- Parks and Open Space

SCALE: 1" = 400'



NATURAL SYSTEMS

SECTION 5

MULTIMODAL TRANSPORTATION CONDITIONS AND ANALYSIS

This section documents and evaluates existing conditions of the transit, bicycle, and pedestrian network in Wilsonville Town Center to inform key transportation opportunities and needs that will be referenced through the development of the Town Center Plan. A detailed analysis focused on the nine intersections most likely to be impacted by the Plan is attached as Appendix III.

Town Center roads are safe and keep cars moving. While not a traditional grid system, intersections operate smoothly during the evening rush hour and meet operating standards, although traffic congestion on I-5 impacts traffic circulation within Town Center. Additionally, Town Center’s roadways are relatively safe and a review of crashes in the City’s Transportation System Plan (TSP)¹ did not identify any safety deficiencies in Town Center.

Future traffic growth can be accommodated through planned projects. Traffic forecasts for 2035 indicate that implementation of High Priority Projects in the TSP will generally address future mobility needs and increased travel demand on Town Center roadways. Navigating Town Center may be difficult for

¹ Wilsonville Transportation System Plan, Amended 2016.

motorists. Although wayfinding signs exist, due to the many driveways and access points, finding one’s way can be confusing.

Multimodal facilities exist and there are opportunities for additional improvements. Some pleasant pedestrian and bicycle facilities exist in Town Center. Town Center Loop East includes buffered bike lanes and a separated path, while Wilsonville Road under I-5 includes a comfortable elevated pathway with art. Additional public and private pathways provide some linkage within Town Center land uses.

Poor sidewalk and pathway conditions also exist in Town Center. Field observations identified cracked sidewalks, narrow sidewalks and pathways, debris on sidewalks, pathways that are difficult to find or end abruptly with no connection, and a lack of curb ramps that comply with current standards such as the Americans with Disabilities (ADA) Act.



Many of the existing private developments are auto-oriented and do not provide safe and convenient connections between buildings for biking and walking. Also, walking and biking along some of Town Center's roadways is uncomfortable. Factors include traffic speeds, number of travel lanes, turning vehicles at intersections, lack of motor vehicles buffers, presence and width of bike lanes, and roadway lighting. In addition, people may be deterred from walking and biking to Town Center because of high traffic volumes and speeds on Wilsonville Road that make crossing at the intersections difficult. Lower speed limits, wider sidewalks, buffered bike lanes, curb extensions and landscaped buffers improve conditions for walking and biking on streets in Town Center where they exist.

With the exception of Town Center Loop East, a section of Park Place, and a section of Courtside Drive, the analysis indicated that most adults would not feel comfortable walking or biking in Town Center. As an example, with four travel lanes and a posted speed of 35 MPH, Town Center Loop West is difficult for pedestrians and bicyclists to cross. At stop-controlled intersections, pedestrians must cross five travel lanes due to the existing left-turn pockets.

Transit service in Town Center serves the district and connects to key regional transit destinations. Two South Metro Area Regional Transit (SMART) transit routes serve the study area. Route 2x-Barbur and Route 4-Wilsonville Road provide service (20 to 60 minute headway, Monday to Saturday) to the Tualatin Park and Ride and Barbur Transit Center to connect to TriMet's regional transit system. While some residents use this service, it is geared more towards commuters. Some of the transit stops in the Town Center have poor access, are unimproved or don't meet the ADA standards.



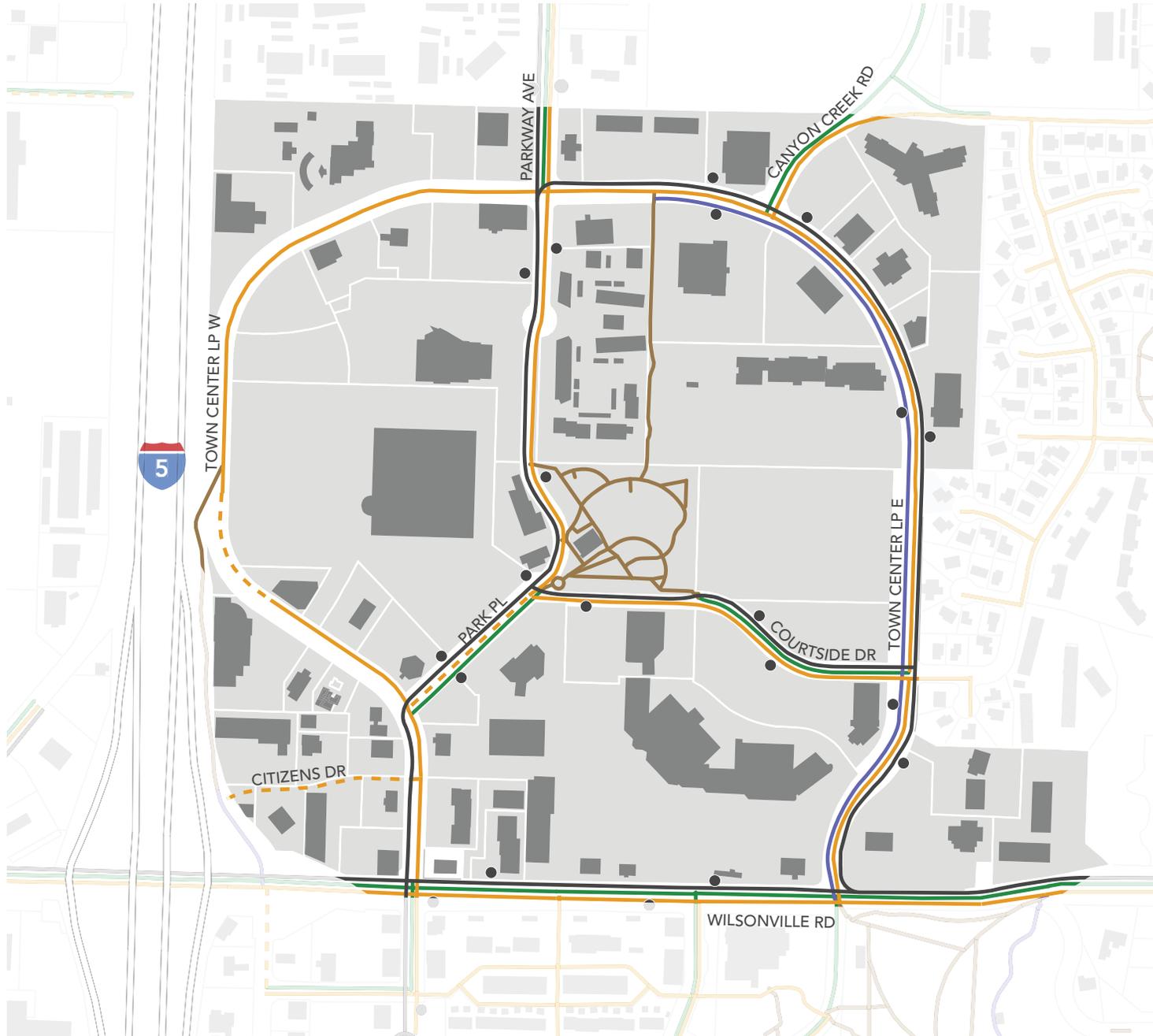
LEGEND

-  Building Footprints
-  Parcels
-  Highways
-  Major Arterial
-  Minor Arterial
-  Collector
-  Local Street

SCALE: 1" = 400'



STREET CLASSIFICATIONS



LEGEND

- Building Footprints
- Parcels
- Highways
- BIKE FACILITIES**
- Established Bikeway
- Dedicated Bike Lanes
- Local Trail
- SIDEWALK PRESENCE**
- Full Sidewalk
- Partial Sidewalk
- TRANSIT**
- Transit Route*
- Transit Stop

* Route 2X and Route 4
(20 to 60 minute headway,
Monday to Saturday)

SCALE: 1" = 400'



BICYCLE, TRANSIT AND PEDESTRIAN CIRCULATION

SECTION 6

MARKET ANALYSIS

This section provides an overview of market conditions facing Wilsonville, and implications for the Town Center. Appendix IV provides a complete market analysis.

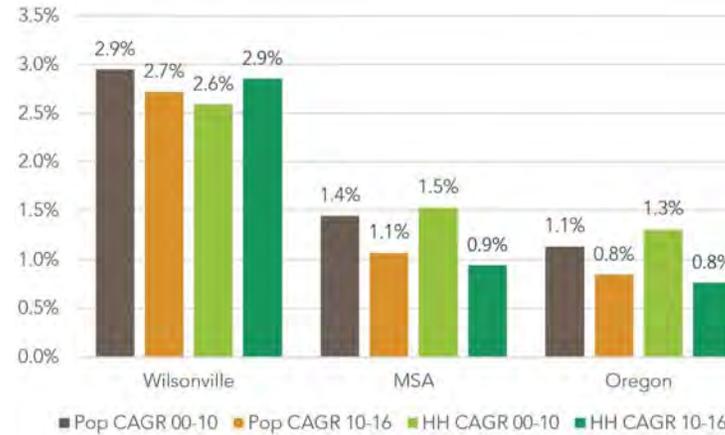
POPULATION GROWTH

Wilsonville currently has approximately 23,000 residents living in just over 9,300 households. For context, the population of Wilsonville has grown about three times as fast as that of Oregon (which grew at a similar rate to the USA), and over twice as fast the greater metro region in the past 16 years (Figure 1).

COMMUTE PATTERNS

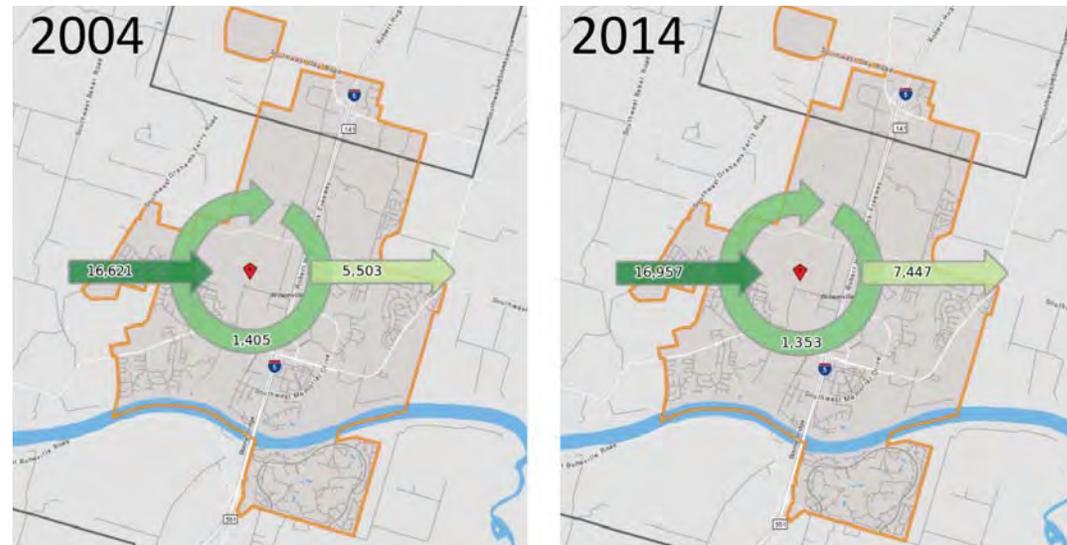
Wilsonville has decreased the number of residents who hold in-town jobs by about 50 people between 2004 and 2014 (Figure 2). By bringing more jobs to Wilsonville, and the right type of housing for the future employment base, there is an opportunity to reverse negative commute patterns for the city. This means that most of these new Wilsonville workers live elsewhere, and most residents commute out of the city to work.

Figure 1: Population and Household Compound Annual Growth Rates (CAGR).



Source: ESRI (based on U.S. Census data) and Leland Consulting Group

Figure 2: Wilsonville Worker/Household Flows, 2004 to 2014.



Source: U.S. Census 2014 Longitudinal Employment-Household Dynamics (LEHD) dataset and Leland Consulting Group

RETAIL

The Town Center currently consists of 146,515 square feet (sf) of retail. According to Gibbs Planning Group, Wilsonville Town Center can presently support up to 116,300 sf of additional retail and restaurant development, generating up to \$39 million in sales. By 2022, the area will likely be able to support an additional 23,600 sf for as much as 139,900 sf total commercial development, producing up to \$48.4 million in gross sales. Gibbs estimates that future retail could consist of approximately 9 – 14 additional restaurants and 17 – 26 more retailers. The reasons for this demand include:

- **Underserving existing retail centers:** Retailers in the Wilsonville primary trade area are currently underserving the potential demographic base represented by a considerable amount of sales leakage among local employees and residents that could be captured by existing businesses and/or with the opening of 25 to 40 additional restaurants and stores.
- **Strong demographic characteristics and anticipated growth:** Average and median household incomes in the primary trade, \$80,200 and \$59,200 respectively, are desirable for retail growth. Home construction is on the rise in the surrounding area and home values have nearly recovered from the recession. The annual population and income growth rates, 1.84 and 1.11 percent, respectively, demonstrate a stable and increasing consumer base that will favorably affect new retail development.
- **Gap in regional retail market:** Wilsonville is devoid of a significant amount of large-scale (i.e. big box) retail found north of I-205. This could translate to a captive audience of nearby consumers who would rather shop closer to home than drive more than five miles for other shopping experiences.
- **Favorable Location:** Located at the intersection of I-5 and Wilsonville Road in an already established retail location, new commercial development, particularly in a mixed-use walkable town center configuration¹, could capture considerable expenditure from the trade area and beyond.

OFFICE

Nationally approximately 1,170 office properties, totaling 95.2 million square feet, are likely obsolete due to location and physical deficiencies that do not meet the current demand of walkable, “urban” office space. The first priority for determining if office space is viable is an acceptable location, which is defined as within a half-mile of mass transit or

¹ Several new retail projects including Avalon, Georgia; North Hills, North Carolina; and Station Park, Utah all include a highly programmed central “third place” which is a central park surrounded by retail. All developers have indicated that this third place now draws the customers who then happen to shop at the surrounding retail locations.

within premier highway access². The Wilsonville Town Center’s current location, next to I-5 and with access to transit already positions the area well for office uses. If it transitions into a walkable “urban” environment intermixed with office, residential and retail, it can counter negative trends in the suburban office market. The Market Analysis determined that there will be the greatest office demand within the Town Center in the following areas:

- Professional, scientific and technical services
- Health care and social assistance
- Administrative and support services
- Management of companies and enterprises

RESIDENTIAL

Demand for residential units remains strong across the entire market area, which for residential and office developments, includes the three-city area of Tualatin, Sherwood, and Wilsonville. Wilsonville could capture a large portion of new households, especially considering the high number of non-city residents working in Wilsonville’s employment clusters. A growing senior population will drive demand for accessible senior housing, stacked flats, and multifamily housing. With amenities within walking distance and public transit options, the Town Center seems poised to capture some of this demand.

² Suburban Office Obsolescence, Newmark Grubb Knight Frank, September 2015.

Town Center Park Apartments are the only apartments situated in Town Center. Asking rents at Town Center Park Apartments are significantly higher than average, at \$1.54 per square foot per month. In fact, Town Center Park Apartments, per Costar data, have the third-highest apartment rents in the city despite being almost three decades old. It is outperforming all new apartment construction throughout the city, with exception of the Bell Tower at Old Town Square, a 51-unit luxury apartment structure located just across the freeway from Town Center that rents for \$1.76 per square foot per month.

The performance of Town Center Park Apartments is indicative of nationwide trends where most generations (all except Gen X) are paying higher rents for walkable and amenity-rich locations. Around 80 percent of Millennials indicate a preference for walking rather than driving (America in 2015, ULI).

MARKET DEMAND

The market analysis determined the following demand (Table 3) for the Wilsonville Town Center by 2026 based on the projected growth and demand trends for the area.

Table 3: Potential market demand for Wilsonville Town Center by 2026.

PRODUCT TYPE	DEMAND (CONSERVATIVE)	DEMAND (ATTAINABLE)	NOTES
Residential			
Ownership Attached	40 units	80 units	Condo, townhomes, rowhomes, or stacked flats. Consider three-or four-stories to help define compact, walkable downtown streetscape.
Apartments	190 units	280 units	Three-to five-story apartments, stacked-flat rentals, and mixed use developments. Strongest apartment market likely over next 1-5 years, but continued moderate demand in years 6-10.
Single Family Detached (SFD)	*	*	SFD is poor fit for infill in the Town Center. Typical town centers consist of higher density development patterns and a greater mix of uses.
Non-Residential			
Professional Office	45,000 s.f	90,000 s.f	Demand for professional/technical services and health/medical clinics (including dental, chiropractic, physical therapy, etc.) could support a smaller office building, but more likely to be part of storefront-type space in a mixed use development.
Retailers	17	26	This includes one grocery, one furniture, and specialty food and gift stores.
Restaurants	9	14	This includes a range of full and limited service as well as breweries and pubs.

APPENDICES

Appendix I City Center Plan Map

Appendix II Development Code Review
Notes

Appendix III Transportation Analysis

Appendix IV Market Analysis





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