



**Report Accompanying
Recommended Troutdale
Riverfront Renewal Plan**

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TABLE OF CONTENTS

I.	Introduction	1
II.	Existing Physical and Economic conditions and Impact on Municipal Services	2
	A. Physical Conditions	2
	B. Infrastructure.....	4
	C. Social Conditions.....	7
	D. Economic Conditions	7
	E. Impact on Municipal Services	8
III.	Reasons for Selection of Each Urban Renewal Area in the Plan.....	9
IV.	Compliance with Statutory Limits on Assessed Value and Size of Urban Renewal Area.....	9
V.	The Relationship between Urban Renewal Projects and the Existing Conditions in the Urban Renewal Area	10
	A. Access Improvements to NE 257th Street and the Historic Columbia River Highway 10	
	B. Pedestrian Crossing over Union Pacific Railroad Tracks.....	10
	C. Utility Improvements	10
	D. Sandy Riverfront Park	11
	E. Public Plaza and Public Spaces	11
	F. Public Parking Facilities	11
	G. Site Preparation and Relocation of Parks Department Facilities.....	12
VI.	The Estimated Total Cost of Each Project and the Sources of Moneys to Pay Such Costs.....	13
VII.	The Anticipated Completion Date for Each Project	18
VIII.	The Estimated Amount of Tax Increment Revenues Required and the Anticipated Year in which Indebtedness will be Retired	18
IX.	Financial Analysis of the Plan	18
X.	Impact of the Tax Increment Financing, both until and after the Indebtedness is Repaid, upon All Entities Levying Taxes upon Property in the Urban Renewal Area.....	19
XI.	Relocation Methods.....	20

I. INTRODUCTION

The Troutdale Riverfront Renewal Report (the “Report”) contains background information and project details for the Troutdale Riverfront Renewal Plan (the “Plan”). The Report is not a legal part of the Plan but is intended to provide public information that will guide the City Council as part of its approval of the Plan.

The Report provides the information required in ORS 457.085(3). The format of the Report is based on this statute.

II. EXISTING PHYSICAL AND ECONOMIC CONDITIONS AND IMPACT ON MUNICIPAL SERVICES

This section of the Report describes existing conditions within the Troutdale Riverfront Renewal Area (the “Area”), documenting the occurrence of “blighted areas” as defined by ORS 457.010(1).

A. Physical Conditions

1. Land Use and Zoning

The Area, shown in Figure 1 below, contains approximately 45 acres, including an estimated 5.9 acres of public right-of-way (ROW). It includes 13 individual properties, all of which are within the City’s Town Center Plan area.



Figure 1: Riverfront Renewal Area

Under existing conditions, the Area consists primarily of redevelopable commercial property under public and private ownership. The City of Troutdale owns three properties concentrated in the eastern half of the Area, including the 12.34-acre former sewage treatment plant (STP) site and two smaller properties totaling 2.55 acres. Adjacent to the STP site and the Union Pacific Railroad tracks, the Yoshida Group owns two properties totaling 7.28 acres. The Columbia Gorge Premium Outlets is the Area's only active commercial use. The Outlets occupy seven properties totaling 14.38 acres, much of which has been developed as surface parking facilities.

The Sandy River, which demarcates the Area's eastern boundary, is a significant natural resource and recreational amenity, but access to the Riverfront is hindered by lack of a developed trail as well as general lack of access to the Area. The Plan includes projects that will capitalize on the Area's proximity to the Sandy River by increasing pedestrian access to the riverfront and strengthening linkages between the river and key locations in and around the Area, including the STP site, the downtown/Central Business District and the open space area south of the Historic Columbia River Highway.

Table 1, "Zoning Districts (2004-05)," shows the distribution of the Area's lands by zoning district.

Table 1: Zoning Districts (2005-06)

Zoning District	Acres	% of Total
Commercial Zoning Districts		
General Commercial	27.32	70.4%
Mixed Office/Housing	8.97	23.1%
Central Business District ^{1/}	0.64	1.6%
<i>SUBTOTAL</i>	<i>36.93</i>	<i>95.1%</i>
Open Space	1.91	4.9%
TOTAL	38.83^{2/}	100.0%

Source: Multnomah County, OR 2005-06 Assessment and Taxation Database

^{1/} A 2.3-acre City property south of the Historic Columbia River Highway is within the Central Business District and the Open Space zoning districts.

^{2/} Total acreage does not include an estimated 5.44 acres of ROW.

The Area is zoned predominantly for commercial use, with 70.4% of its total acreage in the General Commercial district, 23.1% in the Mixed Office/Housing district and 0.64% in the Central Business District. As noted in Table 1, the City of Troutdale owns a 2.3-acre property south of the Historic Columbia River Highway with split zoning. An estimated 0.64 acres of the property is within the Central Business District and the remaining 1.91 acres is within the Open Space district.

In addition to the base zoning districts identified above, the Area is within the Town Center zoning district overlay (the "TC district"), which permits most uses allowed in the underlying commercial districts and prescribes similar development and density standards. The purpose of the TC district is to provide use limitations and design standards for buildings, streetscapes and parking within the Town Center area to promote development that is consistent with Town Center Plan design concepts.

B. Infrastructure

1. Transportation

The Area is bounded by three major physical barriers, Interstate 84 (I-84), the Sandy River and the Union Pacific Railroad, which restrict vehicular access from the north, south and east. Two existing roadways, 257th Avenue and 257th Way, serve the western half of the Area. An arterial roadway that parallels the Area's western boundary, 257th Avenue is the only external access route to the Area from I-84 and neighboring areas. A local road, 257th Way provides access to the Columbia Gorge Premium Outlets from 257th Avenue but does not extend to the eastern half of the Area.

As described above, access constraints and the lack of a comprehensive network of local streets limit the Area's economic vitality and its capacity to attract high quality retail, office and residential development. To address these transportation deficiencies, the Town Center Plan identifies the following planning needs:

1. Develop a new east-west accessway from 257th Avenue to the eastern part of the Area (through the Columbia Gorge Premium Outlets).
2. Develop a new north-south accessway in the southeast portion of the Area that connects the Area to the Historic Columbia River Highway (south of the Union Pacific Railroad Tracks).

REPORT ON RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN

3. Develop a pedestrian crossing over the Union Pacific Railroad to provide an additional pedestrian connection between the Historic Columbia River Highway and the Area.

2. Public Utilities

The Area's existing water, sanitary sewer and surface water management facilities were developed primarily to serve the Columbia Gorge Premium Outlets. The remainder of the Area lacks the public facilities needed to support higher-intensity commercial, office and residential uses and new development that is consistent with the goals and objectives of the Town Center Plan, Development Code and Comprehensive Plan.

3. Parks

There are no public parks in the Area at this time.

4. Public Spaces

There are no public spaces in the Area at this time. Public spaces improvements are needed to further the goals of the Town Center Plan to attract a diverse mix of high quality commercial and residential development, define focal points within the community, and promote the Town Center's role as a community gathering place and unique destination for shopping, entertainment and recreation.

5. Public Parking

Currently, there are no public parking facilities in the Area. With the exception of the Columbia Gorge Premium Outlets, which provides private surface parking for patrons, existing uses within the Area do not necessitate public parking. However, as the Area redevelops, attracting new commercial development and public uses, the provision of public parking facilities that are centrally located, visually appealing and built to minimize impacts to the environment will be necessary.

6. Public Facilities

Public facilities within the Area include the City of Troutdale's Parks Department facilities and the former STP. These facilities, which were developed prior to the adoption of the Town Center Plan, support low-intensity uses that are not consistent with long range planning and development priorities identified for the Troutdale Town Center in the Comprehensive Plan, Town Center Plan and Development Code.

C. Social Conditions

According to local land use data and the U.S. Census, the Area is unpopulated at this time. For this reason, a summary of existing social conditions is not provided in this Report.

D. Economic Conditions

1. Taxable Value of Property Within the Area

The estimated total assessed value of the Area, including all real, personal, personal manufactured and utility properties, is \$19,541,906 or 2.24% of the City of Troutdale's total assessed value.

2. Building to Land Value Ratio

An analysis of property values can be used to evaluate the economic condition of real estate investments in a given area. The relationship of a property's improvement value (the value of buildings and other improvements to the property) to its land value is generally an accurate indicator of the condition of real estate investments. This relationship is referred to as the "Improvement to Land Ratio" or "I:L". The values used are real market values. In urban renewal areas, the I:L may be used to gauge the intensity of development or the extent to which an area has achieved its development objectives.

I:L ratios for healthy properties within the Area could range between 7.0 - 10.0 or more. For instance, a property on a 20,000 square foot lot in the Mixed Office/Housing district would have a land value of \$260,000, at \$13.00 per square foot. A three-story mixed use development with apartments in conjunction with a commercial use containing 28,000 square feet valued at \$75.00 per square foot would have an improvement value of \$2,100,000. The I:L ratio for this property would be 8.1.

Based on real market land and improvement values from the Multnomah County FY 2005-06 Assessment and Taxation database, the only existing development in the Area with a high improvement to land ratio is the Columbia Gorge Premium Outlets, which has an I:L of 7.5. The I:L for all other property within the Area is low, a direct reflection of the lack of newer, higher quality development in the Area and the need for public improvements that will pave the way for private investment.

E. Impact on Municipal Services

The fiscal impact of tax increment financing on taxing districts that levy taxes within the Area (“affected taxing districts”) is described in section X of this Report. This subsection discusses the fiscal impacts resulting from potential increases in demand for municipal services.

Increases in commercial and residential occupancies within the Area will generally result in higher demand for fire, life safety and public safety services. However, transportation improvements identified in the Plan will make the Area safer and more accessible to fire and emergency services vehicles.

New roads, public utilities and public spaces improvements within the Area will increase the need for maintenance. As noted above, however, these improvements will increase access to the area and make it a more attractive destination for new businesses and residential development.

Population growth resulting from new residential development within the Area will increase the demand for municipal and social services.

III. REASONS FOR SELECTION OF EACH URBAN RENEWAL AREA IN THE PLAN

There is one urban renewal area in the Plan and it was selected to improve and prevent the future occurrence of blighted areas as defined in ORS 457.010(1).

IV. COMPLIANCE WITH STATUTORY LIMITS ON ASSESSED VALUE AND SIZE OF URBAN RENEWAL AREA

State law limits the percentage of a municipality's total assessed value and area that can be contained in an urban renewal area at the time of its establishment to 25% for municipalities under 50,000 in population. As noted above, the estimated total assessed value of the Area, including all real, personal, personal manufactured and utility properties, is \$19,541,906 or 2.24% of the City of Troutdale's total assessed value. The estimated total acreage of the Area, including 5.82 acres of ROW, is 44.65 acres or 1.4% of the City's total land area. Accordingly, the Area is well within the 25% assessed value and area limit contained in Chapter 457 of Oregon Revised Statutes.

V. THE RELATIONSHIP BETWEEN URBAN RENEWAL PROJECTS AND THE EXISTING CONDITIONS IN THE URBAN RENEWAL AREA

This section describes the relationship between the urban renewal projects called for in the Plan and conditions generally described in Section II of this Report and more particularly described below.

A. Access Improvements to NE 257th Street and the Historic Columbia River Highway

The development of access improvements between the Area and NE 257th Street and the Area and between the Area and the Historic Columbia River Highway is a project under the Plan.

Relationship to Existing Conditions

Under existing conditions, access constraints and weak connections between the Area and nearby transportation corridors and activity centers limits its capacity to attract and support new development that is consistent with the goals and objectives of the Town Center Plan. The construction of access improvements, including the proposed extension of a new east-west street through the Columbia Gorge Premium Outlets, will increase access to redevelopable commercial property in the eastern portion of the Area and generally improve connections between the Area and neighboring commercial and public recreational areas.

B. Pedestrian Crossing over Union Pacific Railroad Tracks

The provision of a new pedestrian crossing over the Union Pacific Railroad Tracks is a project under the Plan.

Relationship to Existing Conditions

Access between the Area and the Historic Columbia Highway is constrained by the Union Pacific Railroad tracks that parallel the southern edge of the Area. Developing a pedestrian crossing over the Railroad tracks will improve pedestrian access to the historic downtown/Central Business District and the Area and strengthen linkages between the Area and the broader town center area.

C. Utility Improvements

The extension of public infrastructure and utility lines throughout the Area is a project under the Plan.

Relationship to Existing Conditions

The Area's existing water, sanitary sewer and stormwater management facilities will not support anticipated long-term growth in housing and employment densities. Extending new facilities to locations that are not currently served and

upgrading existing facilities as necessary will ensure that the Area develops in a manner that is sustainable and efficient.

D. Sandy Riverfront Park

The development of the Sandy Riverfront Park and multiuse pathway is a project under the Plan.

Relationship to Existing Conditions

The Sandy River is the Area's most significant natural resource. Concurrent with new housing, office, retail and commercial development, the development of the Sandy Riverfront Park and multiuse pathway will promote high standards of community livability, provide new opportunities for recreational activities and improve pedestrian connections to the riverfront while preserving the Area's natural amenities.

E. Public Plaza and Public Spaces

The development of a public plaza, town center, or other similar public spaces is a project under the Plan.

Relationship to Existing Conditions

As described in the Physical Conditions section, the Area consists primarily of redevelopable land and lacks the type of active commercial, residential and public recreational uses suitable for the Town Center area. The public plaza and public spaces improvements identified in the Plan will serve as a catalyst for high quality development and will strengthen pedestrian linkages between key locations within the Area.

F. Public Parking Facilities

The development of public parking facilities in the Area is a project under the Plan.

Relationship to Existing Conditions

The demand for public parking facilities is anticipated to increase as the Area redevelops and attracts new commercial and public uses. Providing public parking facilities that offer safe and convenient access to retail shops, entertainment and recreational activities will draw residents and visitors to the Area and benefit local businesses.

G. Site Preparation and Relocation of Parks Department Facilities

The demolition of the STP and the relocation of the City of Troutdale's Parks Department is a project under the Plan.

Relationship to Existing Conditions

The City of Troutdale owns property in the eastern part of the Area with facilities and uses that are no longer the highest and best use for property in the Town Center area. The City's active participation in site preparation, environmental assessments and remediation, if necessary, will serve as an impetus for the redevelopment of the Area and will attract private investment.

VI. THE ESTIMATED TOTAL COST OF EACH PROJECT AND THE SOURCES OF MONEYS TO PAY SUCH COSTS

Table 3 below shows the estimated total cost of each project and the estimated sources of funds to address such costs, with capital costs in both current dollars and year-of-expenditure dollars (which take into account inflation). Table 4 provides a summary of total revenues by source.

REPORT ON RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN

Table 3: Estimated Costs

Expenditures	Total Costs, 2006 Dollars	Total Costs, Year of Expenditure Dollars
Administration		2,153,853
Materials & Services		265,457
Debt Issuance Costs		139,197
Capital Projects		
Streets - 257th Way and Southern Access	950,000	969,950
Utilities	200,000	204,200
Sandy Riverfront Park	3,500,000	3,570,561
Public Plaza and Public Spaces	500,000	530,450
Parking Facilities	5,000,000	5,384,068
Pedestrian Overcrossing	2,500,000	2,772,795
Site Preparation of STP site	900,000	927,000
		0
Total Capital Projects	13,550,000	14,359,023
		0
Partial Reimbursement of SDC's and Property Owner Contributions		1,574,500
Contingency		1,435,902
Total Expenditures		19,927,932
Ending Balance		232
Total		19,928,164

Table 4: Estimated Revenues

	Amount	Percent of Total
Tax Increment Debt Proceeds	6,618,898	33%
Other Funds	13,309,266	67%
Ending Balance		
Total Revenues	19,928,164	100%

REPORT ON RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN

Table 5 shows costs, revenues and schedule of urban renewal projects throughout the duration of the Plan.

FY Ending June 30	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Revenues										
Tax Increment Debt Proceeds	0	3,772,449	5,037,371	1,473,941	56,500	57,106	175,831	24,728	2,131	1,680
Other Funds	4,305,000	3,806,238	1,767,888	1,591,061	1,795,686	4,289	23,774	4,808	194,630	222,448
Ending Balance									4,919	5,603
Total Revenues	4,305,000	9,455,744	7,883,417	5,233,504	1,873,133	175,831	974,728	197,131	201,680	229,732
Expenditures										
Administration	51,750	520,520	755,891	614,659	211,033	0	0	0	0	0
Materials & Services	50,000	51,500	53,045	54,636	56,275					
Debt Issuance Costs	51,301	29,204	57,338	209	1,144					
		1	2	3	4	5	6	7	8	9
Capital Projects										
Streets - 257th Way and Southern Access	285,000	684,950								
Utilities	60,000	144,200								
Sandy Riverfront Park		1,713,986	1,856,575							
Public Plaza and Public Spaces			530,450							
Parking Facilities			2,652,250	2,731,818						
Pedestrian Overcrossing				1,365,909	1,406,886					
Site Preparation of STP site		927,000								
Total Capital Projects	345,000	3,470,136	5,039,275	4,097,726	1,406,886	0	0	0	0	0
Partial Reimbursement of SDC's and Property Owner Contributions							950,000	195,000	200,000	229,500
Contingency	34,500	347,014	503,928	409,773	140,689	0	0	0	0	0
Total Expenditures	532,551	4,418,373	6,409,476	5,177,004	1,816,027	0	950,000	195,000	200,000	229,500
Ending Balance	3,772,449	5,037,371	1,473,941	56,500	57,106	175,831	24,728	2,131	1,680	232

REPORT ON RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN

Table 6: Tax Increment Revenues, Debt Service and Debt Service Reserves

	FY Ending	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Revenues														
Beginning Balance		0	199,119	378,419	563,874	631,204	631,204	698,920	698,920	698,920	698,920	949,994	1,235,544	1,557,115
Tax Increment Revenues		217,470	387,804	572,638	596,279	620,605	645,636	671,394	697,898	725,171	753,235	782,113	811,828	842,405
Interest		4,349	11,738	19,021	23,203	25,036	25,537	27,406	27,936	28,482	29,043	34,642	40,947	47,990
From Bond Proceeds		175,000	90,000	125,000										
Total Revenues		396,819	688,662	1,095,078	1,183,355	1,276,845	1,302,377	1,397,720	1,424,755	1,452,573	1,481,198	1,766,749	2,088,320	2,447,510
Expenditures														
Long Term Debt														
Bond 1		197,700	197,700	197,700	197,700	197,700	197,700	197,700	197,700	197,700	197,700	197,700	197,700	197,700
Bond 2			112,543	112,543	112,543	112,543	112,543	112,543	112,543	112,543	112,543	112,543	112,543	112,543
Bond 3				220,961	220,961	220,961	220,961	220,961	220,961	220,961	220,961	220,961	220,961	220,961
Bond 4							67,716	67,716	67,716	67,716	67,716	67,716	67,716	67,716
Short Term Debt														
Reserve for Long Term Debt		197,700	310,243	531,204	531,204	531,204	598,920	598,920	598,920	598,920	598,920	598,920	598,920	598,920
Total Expenditures		395,400	620,486	1,062,408	1,083,355	1,176,845	1,202,377	1,297,720	1,324,755	1,352,573	1,130,125	1,130,125	1,130,125	1,130,125
Ending Balance		1,419	68,176	32,669	100,000	100,000	100,000	100,000	100,000	100,000	351,074	636,624	958,195	1,317,386

REPORT ON RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN

Table 7: Projected Incremental Assessed Value and Tax Rates

FY Ending	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Prior Total	18,522,000	34,138,771	46,779,499	60,496,337	62,250,731	64,056,002	65,913,626	67,825,121	69,792,050	71,816,019	73,898,684	76,041,746	78,246,956
Appreciation	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%	2.90%
Assessed Value of New Development	15,079,633	11,650,704	12,360,232	0	0	0	0	0	0	0	0	0	0
Total	34,138,771	46,779,499	60,496,337	62,250,731	64,056,002	65,913,626	67,825,121	69,792,050	71,816,019	73,898,684	76,041,746	78,246,956	80,516,118
Base	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000	18,000,000
Incremental Assessed Value	16,138,771	28,779,499	42,496,337	44,250,731	46,056,002	47,913,626	49,825,121	51,792,050	53,816,019	55,898,684	58,041,746	60,246,956	62,516,118
Tax Rate Per Thousand	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500	13.7500
Tax Increment Revenues	221,908	395,718	584,325	608,448	633,270	658,812	685,095	712,141	739,970	768,607	798,074	828,396	859,597

VII. THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT

Table 5 shows the anticipated completion dates of the urban renewal projects.

VIII. THE ESTIMATED AMOUNT OF TAX INCREMENT REVENUES REQUIRED AND THE ANTICIPATED YEAR IN WHICH INDEBTEDNESS WILL BE RETIRED

Table 6 shows the yearly tax increment revenues and their allocation to debt service and debt service reserve funds. It is anticipated that all debt will be retired by the end of FY 20/21. The estimated amount of tax increment revenues required to service debt is \$9,386,063.

IX. FINANCIAL ANALYSIS OF THE PLAN

The estimated tax increment revenues of \$9,386,063 are based on projections of the assessed value of development and appreciation of existing property within the Area.

Table 7 shows the projected incremental assessed value, projected tax rates that would produce tax increment revenues, and the annual tax increment revenues. These in turn provide the basis for the projections in Table 6.

X. IMPACT OF THE TAX INCREMENT FINANCING, BOTH UNTIL AND AFTER THE INDEBTEDNESS IS REPAID, UPON ALL ENTITIES LEVYING TAXES UPON PROPERTY IN THE URBAN RENEWAL AREA

The impact of tax increment financing on overlapping taxing districts consists primarily of the property tax revenues foregone on permanent rate levies as applied to the growth in assessed value in the Area *without the Plan*. (Very small increases in property tax rates for General Obligation bonds will occur as a result of tax increment financing.) Revenues on growth in assessed value that would not occur but for the Plan cannot be considered as foregone. It is reasonable to project that development within the Area without the Plan would take much longer to occur, would be less extensive and would have lower assessed values.

Table 8 shows the property tax revenue foregone by overlapping taxing districts during the use of tax increment financing, in terms of average revenues foregone per year through FY 2020/2021 in current dollars. No impacts are shown for the K-12 School District or Educational Service District, because under the current K-12 and ESD financing system, property tax revenues foregone by the districts would be offset by additional revenues from the State School Fund.

Table 8: Revenues Foregone

Net Present Value of Taxes Foregone	Total	Per Year	Average Percent of Total Permanent Rate Levy
City of Troutdale	2,013,350	154,873	3.02%
Metro	51,655	3,973	0.03%
Multnomah County	2,322,528	178,656	0.07%
Port of Portland	37,484	2,883	0.03%
Mt. Hood Community College	262,925	20,225	0.18%
East Multnomah Soil & Water	22,084	1,699	0.10%

Table 9 shows the projected increases in property tax rates for bonds approved by voters prior to October, 2001. Table 10 shows the increases in permanent rate levy revenues that would occur in the years after termination of the tax increment financing, from FY 2021/2022 through 2028/2029, when the projected additional value in the Area would result in a “break even” point. During FY 2028/2029 the value in current dollars of the revenues foregone would be exceeded by the value in current dollars of the additional revenues gained.

REPORT ON RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN

Table 9: Bond Rate Impacts

Taxing District	Bond Rate, FYE 2006	Projected Rate Impact
Metro	0.1875	0.0001
Tri-Met	0.1191	0.0000
Reynolds	1.5525	0.0112
City of Troutdale	0.7814	0.0236
Multnomah County	0.2081	0.0001
Total		0.03508

Table 10: Revenues Gained After Termination of Tax Increment Financing, FY 2021/2022 through FY 2028/2029

Net Present Value Gains	
City of Troutdale	2,655,902
Metro	68,140
Multnomah County	3,063,753
Port of Portland	49,447
Mt. Hood Community College	346,836
East Multnomah Soil & Water	29,132

XI. RELOCATION METHODS

The Plan authorizes the acquisition of property by willing sellers only. Relocation benefits must be paid for any public acquisition, whether the acquisition is voluntary or involuntary. Therefore, before the Agency acquires any property, the Agency will adopt relocation regulations.