

EXECUTIVE SUMMARY

KING CITY URBAN RESERVE AREA 6D CONCEPT PLAN

MAY 2018



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Planning Context

King City is a small, but growing city. The population of King City grew by 96 percent between 2000 and 2017,¹ and the city anticipates continued population growth in the coming years. To accommodate this growth, King City is proposing to expand its Urban Growth Boundary to include the Urban Reserve Area 6D, which lies immediately west of the current city boundary. The King City Urban Reserve Area Concept Plan serves as the guiding document in King City's request to Metro for urban growth boundary expansion.

The Plan Area

The King City Urban Reserve Area 6D Concept Plan serves as a guide for the future development of the 528-acre Urban Reserve Area that King City is seeking to include in the Urban Growth Boundary in 2018. This Urban Reserve Area (URA) lies immediately to the west of the existing King City city limits, bounded by SW Beef Bend Road to the north, SW Roy Rogers Road to the west, and the Tualatin River and SW Elsner Road to the south. The URA includes several north-south drainage ravines as well as floodplain areas adjacent to the Tualatin River. The current land uses in the URA area are predominantly agriculture and rural residential properties.



¹ US Decennial Census 2000 and U.S. Census Annual Estimates of the Resident Population Estimate as of July 1, 2016.

Housing Needs

To support the city's concept planning effort, King City initiated a Housing Needs Analysis (HNA), completed by EcoNorthwest and dated February 2018. King City has a growing population and currently has very little buildable land within its current city limits to accommodate this growth. As identified in the HNA, King City is projected to grow by 980 housing units from 2018 to 2038. Based on the city's emergency contact system, there are 2,437 dwelling units in the city, which consist of approximately 68 percent single-family detached homes and 25 percent single-family attached or multifamily units.² The HNA identifies that King City has 3.8 acres of vacant, unconstrained buildable land. Of this, 2.3 acres is in the Limited Commercial Plan Designation which is predominantly intended for commercial uses but includes allowances for multi-family housing. The remaining 1.5 acres is designated for residential use. Per the HNA, this land has capacity for a total of 40 new dwelling units. As described in the HNA, there is a deficit of capacity within the city of approximately 217 single-family detached units, 252 attached single-family dwelling units, and 471 multi-family units. Given

the limited amount of land currently available in King City, only about 4 percent of the city's 20-year forecasted housing demand can be accommodated.

Historical Context

King City began in 1964 as a planned retirement community for residents 55 and older, governed by the rules of the King City Civic Association. The King City development was later incorporated in 1966.³ Within 15 years of its inception, the city was nearly fully built out and growth stalled for a period. Growth picked up again in the 1990s and 2000s, when the city began annexing land that was not part of the age-restricted retirement community.⁴ In recent years, King City has grown into a more diverse and developed city. The expansion of the city into the URA represents a significant step in the evolution of the King City from its planned development roots to a city with a diversity of housing that is integrated with commercial, parks and educational opportunities that are accessible to current and future residents.



Example from Orenco Station of 4-5-story mixed use building with retail on the ground floor and residential units above.

2 Household type provided by U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

3 <http://www.mykingcity.com/history.htm>

4 http://www.oregonlive.com/front-porch/index.ssf/2017/12/king_city_onetime_retirement_c.html

Land Use Plan

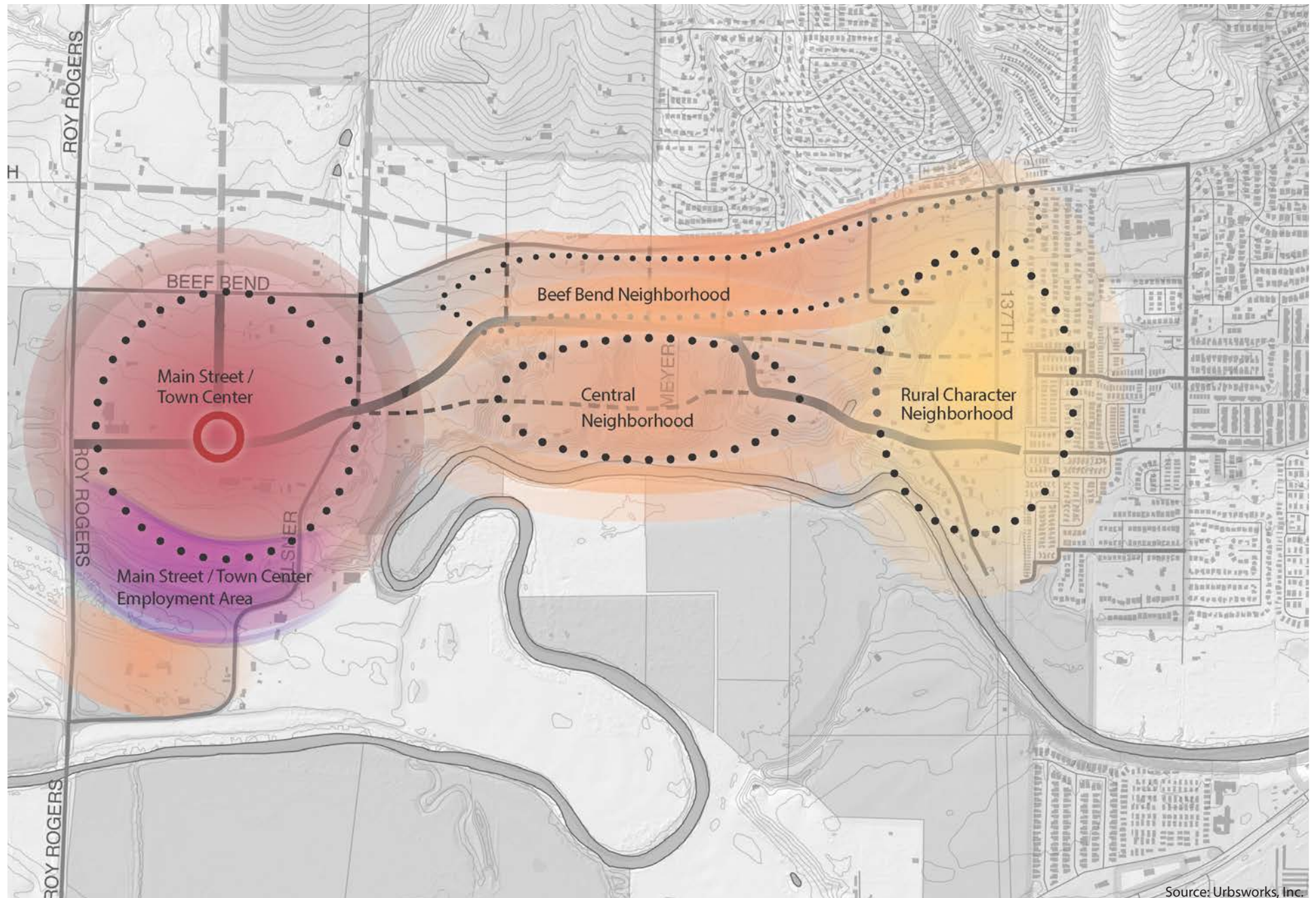
The King City Urban Reserve Area 6D Concept Plan illustrates and describes how the city will accommodate anticipated growth and guide efficient urbanization. The plan is an outgrowth of community outreach during the planning process and reflects the community's vision to blend housing types, neighborhood commercial, institutional and civic uses with regional amenities that include schools, parks and recreational spaces. This vision reflects a new direction for King City and will allow the city to address current growth pressures by providing housing diversity in a well-planned community while also addressing the sensitive transition between rural and urban areas. The URA will have a gradient of density, with the densest development occurring in the northwest portion of the URA, near SW Beef Bend and SW Roy Rogers Roads. Moving east, neighborhoods transition to primarily residential uses and are defined by the natural edges of the ravines. The least dense areas would be farthest to the east, near existing rural residential lands, and along the Tualatin River. A series of neighborhood types and general locations have been identified, each with their own mix of uses and specific contexts. The Concept Plan calls for a variety of housing types and densities, commensurate with the needs and financial

capabilities of Oregon households, and identifies strategies to increase the variety and affordability of market rate housing and to incentivize the development of affordable housing.

The Concept Plan identifies four neighborhoods within the URA, each of which will have unique development forms and densities suitable for that area:

- » The **Main Street/ Town Center** will include mixed use residential and town center commercial uses. This area will be the densest development in the URA, with the highest degree of mixed-use development, and would include possible civic uses such as a new city hall, school and library, to be further defined in the Master Plan process.
- » The **Beef Bend Neighborhood** will lie along the southern side of SW Beef Bend Road, between 137th and SW Elsner Road, north of a potential east/west street. This area will have the second highest density, with both attached and detached residential development, most likely in medium density residential zones. There is potential for this area to support a small amount of neighborhood-scale commercial uses in conjunction with housing.
- » The **Central Neighborhood** is envisioned as a low density residential area in the center of the URA. The form of this neighborhood will be partially defined by the drainage ravines that run north to south through the area. This neighborhood will have attached and detached dwellings, ample neighborhood parks, and plenty of wild natural areas along the ravine and river edges.
- » The **Rural Character Neighborhood** is the eastern-most section of the planning area. It connects to SW 137th Avenue and includes the established Rivermeade neighborhood. This area will have lower density residential uses and opportunities for modest redevelopment. Generally, streets will have a residential character and carry low to moderate-volumes of traffic shared by all modes. Natural areas are prominent both on the edges of development and within neighborhoods.

Figure 1: Neighborhood Map



Source: Urbsworks, Inc.

Estimated Buildout Program

The amount of housing within the URA, at full build out, is estimated to be approximately 3,576 housing units, with 1,222 multi-family dwelling units, 560 single family attached units, and 1,794 single-family detached units. The URA has been designed to include multiple neighborhoods with estimate build-outs as follows:

Table 1. Summary of Dwelling Unit Type by Neighborhood

Dwelling Unit Type	Main Street/ Town Center	Beef Bend	Central Neighborhood	Rural Character	Totals
Multidwelling	1,000	222	0	0	1,222
Single dwelling, attached	500	0	60	0	560
Single dwelling, detached	620	444	498	232	1,794
Totals	2,120	666	558	232	3,576

The Main Street/ Town Center neighborhood will have the greatest density, with approximately 1,000 multi-family units, 500 single-family attached units and 620 single-family detached units. Beef Bend neighborhood will have approximately 222 multi-family units and 444 single-family detached units. The Central Neighborhood will have approximately 60 attached and 498 detached single-family units. The Rural Character neighborhood is expected to have around 232 single-family detached units. Land use scenarios at this stage are conceptual but provide the level of detail needed to evaluate the impacts of growth on local and regional infrastructure. It is anticipated, however, that the precise quantities and locations of housing and site improvements will be refined during a master planning phase and development review.

Figure 2 on the following page illustrates a refined concept land use plan that would accommodate this estimated buildout.

Legend

- URA 6D
- Proposed ROW
- Proposed River Trail
- Proposed Roadway
- Potential Community Park
- Potential Neighborhood Park
- Potential Regional Stormwater Facility

Land Use Designation

- Mixed Use/Town Center (MU-TC)
- Neighborhood Mixed Used (NMU)
- Medium Density Residential (MDR)
- Medium Density Residential - Institutional (MDR-INST)
- Medium Density Res.-Low Density Res. (MDR-LDR)
- Low Density Residential (LDR)
- Open Space (OS)

Scale

1 in = 300 ft

0 150 300 600 900 Feet

Map Labels

SW LASCH LN
SW BEECHER DR
SW 10TH AVE
SW 11TH AVE
SW 12TH AVE
SW 13TH AVE
SW 14TH AVE
SW 15TH AVE
SW 16TH AVE
SW 17TH AVE
SW 18TH AVE
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SW 22ND AVE
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Pedestrian, Bicycle, and Vehicle Connectivity

The URA is located south of SW Beef Bend Road between SW Roy Rogers Road and the current western boundary of King City. The site is bounded by the Tualatin River and SW Elsner Road to the south. The plan will create an internal system of streets and paths that offer internal neighborhood mobility and provide relief for east-west trips that would otherwise require SW Beef Bend Road.

The vision for the urban reserve area's perimeter arterial streets, SW Roy Rogers and SW Beef Bend Roads, is that these roads will transition to urban cross sections where they abut the concept plan development area. As the plan area develops, SW Beef Bend and SW Roy Rogers will be improved into urban boulevards with significant capacity for traffic but with additional improvements to provide a pleasant and safe walking and bicycling environment. Improvements would include a planted median, bike lanes, street trees, and separated sidewalks or multi-use paths.

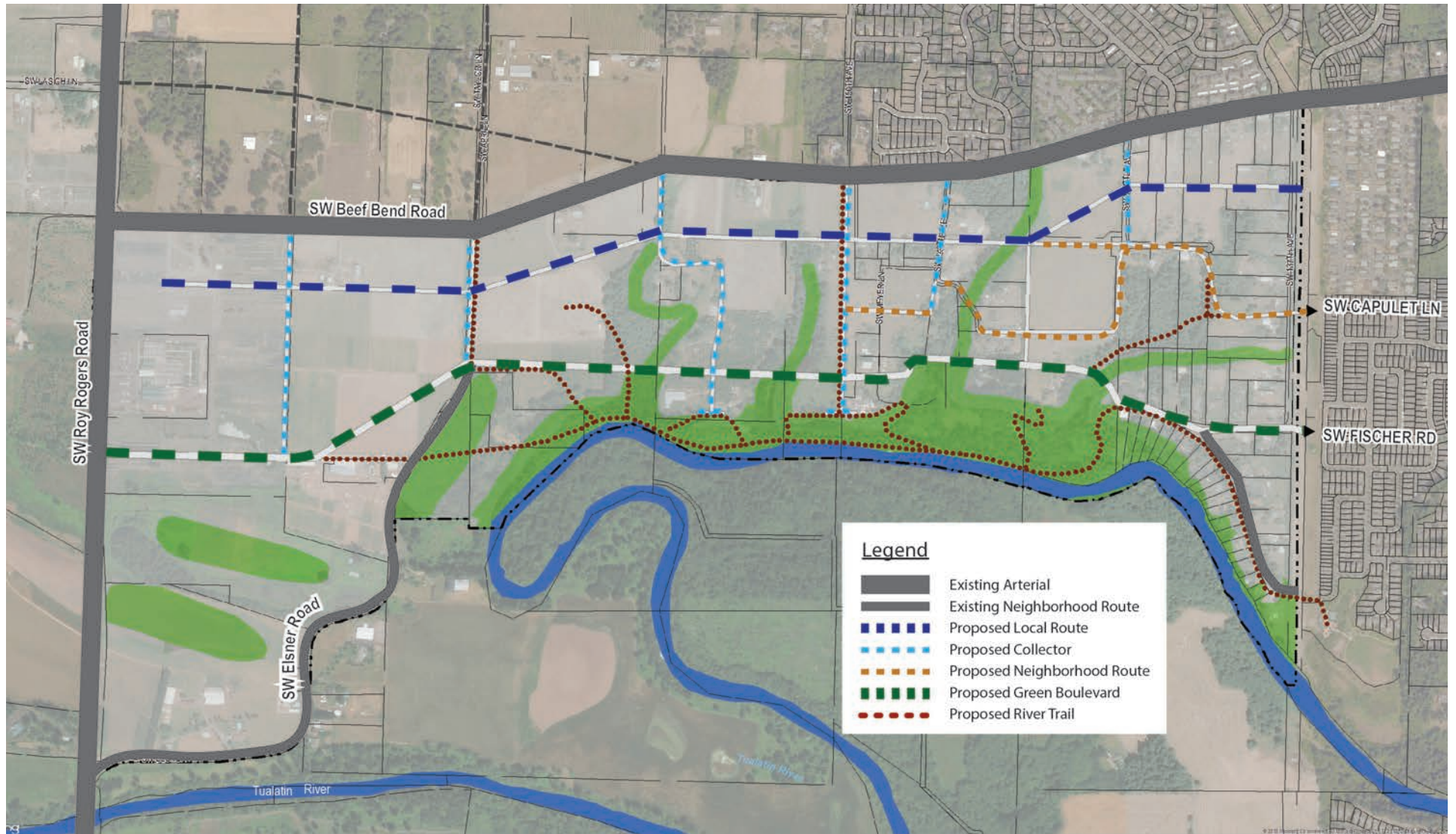
A "Green Boulevard" collector street is planned to run east west through the site connecting to SW Fisher Road to the east and intersecting with SW Roy Rogers Road to the west. In some places, the Green Boulevard may have a planted median and a separate multi-use path. In other areas it will provide a more natural frontage design that includes a planted area between the sidewalk and

vehicle travel lanes. Where crossing through the town center area at the western portion of the URA, this east-west road will take on the pedestrian and bicyclist-friendly Main Street character, with slow traffic speeds and wide sidewalks.

A local neighborhood route is envisioned through the northern portion of the site, running east-west roughly parallel to and approximately 400 feet to the south of SW Beef Bend Road, and serving to connect neighborhoods to one another. Local queuing streets, with sidewalks and shared bike facilities, will run through the site to connect neighborhoods to main travel routes at various places throughout the site. Additionally, a series of trails will run through the site to enhance pedestrian connectivity throughout the area.



Figure 4: Planned Transportation Routes*



*This transportation plan is a conceptual representation of the streets and trails generally described on in the Mobility Framework section of the Concept Plan document. It is expected that transportation routes will be refined after further community input and engagement through the community planning process.

Parks and Open Space

» **Natural Resources**

The 528-acre planning area includes floodplains, riparian areas, and other sensitive lands. Potential developable areas are generally separated into subareas by ravines, riparian areas, and similar natural features. The Tualatin River, which forms the southern border of the URA, is the single most defining feature of the area; giving the plan area a unique character and emphasizing the need for sensitive development practices with future development.

Future development will be buffered from the Tualatin River and Wildlife Refuge to the south by designated natural areas along the southern edge of the plan area. The other edges of the plan area will include lower densities and buffers between developed and undeveloped areas.

» **Parks**

A variety of parks are planned throughout the URA, which will be accessible from neighborhood streets and trails, as shown on the Concept Land Use Designations Map, Figure 2. Several small

neighborhood parks, of approximately one and a half acres, will be accessible from neighborhoods east of SW Elsner Road. A community park, approximately three to four acres, will be accessible from the Town Center/ Main Street area at the west. Three larger open space areas will be preserved at the southwest portion of the site. Additional parks to be located within in the URA may include: small pocket parks, private parks, urban parks, a linear park along the BPA corridor, and community agriculture space. Location, size, and programming for park types will be developed during the community planning phase of the URA. The natural area north of the Tualatin River will be preserved and will be visible and accessible from a proposed nature trail.

» **Trails**

Two regional trails will serve to connect the URA to outside neighborhoods. The Metro Westside Trail will run along the eastern boundary of the site through the BPA Corridor. The Tualatin River Greenway will run along the north side of the Tualatin River through the southern end of the site. The proposed on-site trail system will connect to these regional trails as well as the River Terrace trail system to the north, and the Tonquin Trail to the south.



Public Facilities

The URA is not currently served by public utilities. Rural residences within the plan area are served by on-site private septic systems, and on-site private domestic and/or irrigation wells. Development within the URA will require additional coordination with service providers and facility upgrades.

» Sewer

Sanitary Sewer infrastructure will be in place and available to serve the site before development occurs. Clean Water Services (CWS) is in the preliminary planning stage of installing a sanitary sewer pump station adjacent to Roy Rogers Road to serve development in this region. In addition to the pump station, CWS is planning installation of a force main and gravity conveyance system improvements in the project vicinity. This future pump station will also have the capacity to serve the western portion of the URA planning area.

There are two potential options for serving development in the planning area with sanitary sewer. One option would involve gravity trunk service through the URA to connect to CWS's

planned pump station at the west of the site. Option two would consist of small subdistrict pump stations. It is expected that the southern half of the King City URA will require the installation of small developer pump stations as development occurs. The design of the sanitary/sewer system including pipe locations and configurations will be determined during the community planning process, in coordination with CWS. Pipe conveyance or future pump stations will be analyzed and coordinated with transportation projects.

» Water

Future service to the planning area will require updated water system planning by the City of Tigard, which is currently underway. Additionally, an extension of the 16-inch transmission line currently located at the intersection of 150th and Beef Bend and possible development of additional storage facilities will likely be necessary to service the entire urban reserve area at full capacity. Water system infrastructure will likely consist of 8-inch, 12-inch, and 16-inch diameter distribution mains for local domestic, irrigation and fire suppression service. This infrastructure will typically be located

in existing and proposed rights-of-way and will be designed and constructed according to Tigard standards. Additional 410-foot pressure zone storage and the extension of transmission piping west along SW Beef Bend Road and south on SW Roy Rogers Road are anticipated. King City is working with the City of Tigard to determine the timing and costs of these improvements; a letter from Tigard Water that ensures service to the area has been included with Concept Plan materials.

» Stormwater

Stormwater will follow the existing gradient and drainageways to ultimately reach the Tualatin River. Several stormwater facilities are envisioned at the existing drainage ways as shown on the Concept Land Use Designations Map, Figure 2, which will be designed to meet CWS requirements. Additional on-site stormwater management should be expected if the proposed development has the potential to adversely affect upstream and/or downstream properties; this may include Low Impact Development Approaches (LIDA) such as grey infrastructure, green infrastructure and natural resource enhancements.

Transportation

Road connectivity through the site is currently limited. The URA is characterized by higher speed county arterial roads on its perimeter and narrow, rural roads in its interior. The only road that currently runs through the site is SW Elsner Road, which connects to SW Roy Rogers Road and SW Beef Bend Road. The plan areas' perimeter arterials, SW Roy Rogers and SW Beef Bend Roads, will require improvements to accommodate anticipated vehicle travel and establish a walkable, bikeable, and transit-friendly environment. Development of the URA will require the construction of two east-west through streets (the Green Boulevard and Neighborhood Route) and several local roads to connect to the neighborhoods.

In addition, it is anticipated that the proposed buildout will necessitate some off-site improvements on the regional transportation system. These improvements will likely include:

Table 2. Anticipated Improvements Needed with URA 6D 2035 Buildout

No.	Location	Limits	Anticipated Improvements
1	Beef Bend Road	Roy Rogers Road to 150 th Avenue	Widen to 3-lane urban minor arterial cross-section with sidewalks and bike lanes
2	Roy Rogers Road	At Fischer Road Extension	Install traffic signal and southbound left turn lane
3	Beef Bend Road	At 150 th Avenue	Install traffic signal and separate northbound left and through/right lanes
4	Fischer Road	At 131 st Avenue	Install traffic signal
5	Highway 99W	At Fischer Road	Add second eastbound right turn lane and second northbound left turn lane with an additional receiving lane on Fischer Road for approximately 300-350 feet.

Infrastructure Finance

For the purpose of identifying and categorizing the costs of infrastructure necessary to serve the plan area, the planning effort grouped infrastructure types into four categories. These categories are noted below:

- » **Major off-site:** Most often located outside of the planning area boundary and, while it might bring some benefit to the plan area, it primarily serves a larger area and is likely to be funded by a city, county or other regional capital improvement program.
- » **Framework or district:** Serves residents and businesses in the entire plan area and is fundamental to achieving the plan vision. Framework infrastructure is usually larger scale and more expensive than Subdistrict or Local infrastructure. The cost for these projects will be shared throughout the district.
- » **Subdistrict:** Larger than one property but doesn't necessarily benefit the entire plan area. Subdistrict infrastructure might serve a 50 – 100-acre area, such as a neighborhood.

- » **Local or on-site:** Located on or adjacent to a development property and mostly serves the development. This infrastructure could be any type including transportation, sanitary sewer, water, stormwater or parks. Developers will be required to build and pay for local infrastructure to serve their properties.

The Concept Plan's funding strategy identifies the transportation and utilities projects that are likely to fall in to each cost category. Framework infrastructure is the focus of the funding plan due to the importance of fairly and equitably allocating larger costs. The difference between the typical local infrastructure costs and the costs of larger framework infrastructure, "oversize costs", will be allocated to developers throughout the district. Framework projects include the construction of the Green Boulevard, improvements to SW Beef Bend Road, a series of culverts and a pump station/ forcemain that will be required for the URA. The funding strategy component of this plan identifies preliminary cost estimates for these framework projects as well as major off-site, subdistrict and local projects.

Appendix F of the Concept Plan includes the King City URA Funding Strategy, which describes the infrastructure projects

necessary to provide transportation, sanitary sewer, parks, stormwater, and schools to accommodate the development of the URA. Table 3 on the following page summarizes the infrastructure projects, costs, and costs allocation recommended in the Funding Strategy Report.

Table 3. Infrastructure Costs and Allocation

Infrastructure Type	Infrastructure Category	Project Name	Cost Estimate Total	Cost Allocation				
				Min.Req.	Other Parties	See text for more information.	Framework Oversize allocable to plan area	Subdistrict Allocable to subdistricts
Transportation	Framework	Beef Bend Road, Roy Rogers to 150th Road	\$17,435,000	-	\$8,717,500	Dev'ment north of BB.	\$8,717,500	
	Major Off-Site	Off-Site Intersections (SCJ)	\$6,070,000				\$6,070,000	
	Framework	Green Boulevard	\$26,140,282	\$17,437,500			\$8,702,782	
	Framework	Culverts	\$7,650,000	-			\$7,650,000	
	Local	Local Streets	Not estimated	-			-	
		Subtotal					\$31,140,282	
Framework Utilities	Framework	Utilities in Framework ROW	Incl. in above.					
Major Sanitary Sewer (SS Concept 2)	Major Off-Site	River Terrace South Pump Station/Forcemain	\$4,800,000		\$3,502,703	RT & other developers.	\$1,297,297	
	Subdistrict	Subdistrict Pump Stations/Forcemains	\$2,500,000					\$2,500,000
	Framework	Trunk Sewer (Concept 1 only)	NA				NA	
		Subtotal					\$1,297,297	
Water	Major Off-Site	Storage, Zone 410	\$2,500,000				\$2,500,000	
	Framework	Transmission: Beef Bend Road	\$3,000,000		\$1,500,000	50% allocated elsewhere.	\$1,500,000	
	Framework	Transmission: Roy Rogers Road	\$2,800,000		\$1,400,000	50% allocated elsewhere.	\$1,400,000	
		Subtotal					\$5,400,000	
Parks	Framework	Community Park (1 park)	\$5,891,340				\$5,891,340	
	Framework	Neighborhood Parks (3 to 5 parks)	\$9,314,880				\$9,314,880	
		Subtotal					\$15,206,220	
Stormwater	Subdistrict	Subdistrict Facilities (5)	Not estimated					Likely Yes, TBD.
	Local	On-site management	Not estimated					
School District	NA	Primary School	Not estimated		TBD	School District		
Total		Total	\$88,101,502	\$17,437,500	\$15,120,203		\$53,043,800	\$2,500,000

Legend:

Infrastructure Category: Major Off-Site Subdistrict Framework Local

Source: City of King City, Urbsworks, Murraysmith Engineers, Leland Consulting Group.

Leland Consulting Group, which prepared the Funding Strategy, recommends that a supplemental fee be imposed to generate funds to pay for key elements of framework infrastructure. Alternatively, two separate area-specific SDCs could be imposed, for transportation and sanitary sewer. This supplemental fee would be modeled after reimbursement fees/districts; the Cities of Tigard (Municipal Code Chapter 13.09, Reimbursement Districts) and West Linn (Advance Financing of Public Improvements) provide potential implementation models. Based on an estimated and conservative residential and commercial land use program (of approximately 3,000 housing units and 50,000 square feet of commercial space), the supplemental fee was estimated at \$19,655 for a single-family home, and \$48,437 for each 1,000 square feet of commercial space. This is comparable to the supplemental fees/area-specific SDCs being assessed in other urban reserve areas. For example, the Funding Strategy estimates that homebuilders in King City URA 6D would pay \$33,905 per single family home, compared to \$31,221 in the Tigard River Terrace area, as shown below in Table 4.

Table 4. Single Family Infrastructure Fee Comparisons

Fee	King City URA 6D	Tigard River Terrace
WA County TDT	\$8,458	\$8,458
City Transportation SDC	-	\$8,501
Parks SDC	-	\$8,470
Sewer (Clean Water Services)	\$5,500	\$5,500
Water Quality Fee (Clean Water Services)	\$292	\$292
Supplemental Fee (URA 6D)	\$19,655	-
Total	\$33,905	\$31,221

Source: Leland Consulting Group.

Note: The King City Parks SDC is not citywide; it only applies to the West King City Planning Area between SW 131st and the western city limit.

Governance

The planning and development of URA 6D will require a coordinated effort with a number of partner agencies and jurisdictions. The major partners and their roles are summarized below:

» **Planning – King City**

King City and Washington County have adopted an intergovernmental agreement, which establishes King City as the responsible party for the overall planning, public involvement, development review and annexation of URA 6D.

» **Planning & Transportation Coordination- Washington County**

Planning and development of URA 6D will involve a coordinated effort with Washington County, particularly with regard to transportation planning. Major roads adjacent to and serving the URA are owned and operated by the County, including Roy Rogers Road, Beef Bend Roads, Elsner Road, Fischer Road and 137th Avenue.

» **Water- City of Tigard**

The public drinking water provider for King City, including future development areas and the URA, is the Intergovernmental Water Board administered by and through the City of Tigard Water District. Development will be coordinated with the City of Tigard as the water service provider within King City and future expansion areas.

» **Sewer- CWS**

Clean Water Services (CWS) is the service provider for sanitary service within the City of King City and future development in the URA. CWS is planning a new pump station near Roy Rogers on the west side of the plan area, to serve URA 6D and the River Terrace development. Specific development within the URA will be coordinated with CWS to identify system needs and connections to this planned system, based on the specific new development proposals.

» **Fire - Tualatin Valley Fire and Rescue**

Tualatin Valley Fire & Rescue (TVF&R) serves the King City Urban Reserve area. Planning for development of the area will consider transportation and water infrastructure to support emergency response needs.

» **Schools – Tigard – Tualatin School District**

The URA lies within the service area of the Tigard-Tualatin School District. The school district was represented on the Technical Advisory Committee and was directly involved in discussions regarding the changes in demographics that may result from the development of the plan area. Based on the feedback received from the school district in these advisory meetings, it is understood that a primary school may be necessary to accommodate growth from the development of the URA; this school has been included in the planning for the institutional/park mix of the Main Street/Town Center neighborhood. King City and the Tigard-Tualatin School District will continue to coordinate school siting needs during the master planning process.

Conclusion

King City is rapidly growing and is in need of additional residential land to meet the needs of a growing population. The King City URA 6D Concept Plan will guide King City in efficiently urbanizing the urban reserve area to accommodate this future growth. The mix of proposed uses will not only help to close King City's housing land deficit, it will also create a mix of amenities, employment, and educational opportunities to serve the developing area. The Concept Plan will create a well-connected and efficient system of streets, trails, and parks that connect to surrounding neighborhoods and existing infrastructure. The plan has been coordinated with all relevant agencies and service providers to ensure that this vision may be implemented in a cost-effective and orderly manner. The resulting area will be a walkable, bikeable, mixed-use, transit-friendly community, interlaced with parks and natural areas, to serve King City as it develops in to a more diverse and developed city.

