

CITY OF BOARDMAN

WEST BOARDMAN

URBAN RENEWAL PLAN

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Prepared For:
CITY OF BOARDMAN, OREGON

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I. INTRODUCTION

The City of Boardman has recently completed a feasibility study for establishing an Urban Renewal Area on the City’s western side. The following Urban Renewal Plan (the Plan) and accompanying Report have been prepared to implement the desires of the community to establish the West Boardman Urban Renewal Area (Area). The boundaries of the Area illustrated in Figure 1 (Section II) was selected to achieve the following purpose.

A. Statement of Purpose

This Plan has been prepared to establish an Urban Renewal Area within the City. The purpose of the Plan is to:

- Revitalize the West Boardman Urban Renewal Area, by alleviating conditions of blight and underinvestment;
- Create public improvements including street improvements;
- Encourage new public and private investment;
- Increase the taxable value of property in the City; and
- Improve the utilization of land within specific areas of the community.

The Plan is designed to be consistent with the Comprehensive Plan and Zoning Regulations adopted by the Boardman City Council. The Plan is intended to guide the provision of public facilities and activities necessary for the orderly and proper improvement and redevelopment of the Area. Through implementation of the Plan, economic development will be stimulated by the elimination of blighting conditions, provision of supporting public facilities, and general improvements in the overall appearance, condition, and function of the Area in its entirety.

The Plan presented in this document meets the requirements of Chapter 457, Oregon Revised Statutes. The Plan also complies with other state and local laws pertaining to Urban Renewal plans.

B. Goals and Objectives

The following Goals and Objectives are envisioned for improving the economic health, residential character, transportation functioning, and aesthetic appearance of the Area.

Goal 1: Provide opportunities for public participation in the preparation and adoption of Urban Renewal plans, plan amendments and policies.

Goal 2: Adopt a prudent annual budget to minimize financial risk to the Urban Renewal Agency and the City of Boardman.

Objective 2.1: Establish Urban Renewal Agency policies to guide strategic financial investments in the Area based on public benefit, documented financial need, scale of the project and accepted underwriting principles.

Objective 2.2: Evaluate tax increment revenue collections annually to minimize long term impacts to overlapping taxing districts.

Objective 2.3: Secure grant funding from regional, state, federal agencies, and private organizations to implement the Plan and supplement tax increment revenue.

Goal 3: Encourage private investment, development and redevelopment within the Area.

Goal 4: Promote a diversity of housing types and price levels to meet the needs of the entire Boardman community through strategic Urban Renewal investments.

Goal 5: Facilitate the disposition and reuse of publically owned lands in the Area.

C. Plan Administration

The Plan consists of the text and exhibits contained in this document and the attached Report. The Plan applies to the specific area outlined in Exhibit 1 and further described in Section II. The Boardman Urban Renewal Agency shall administer the Plan in accordance with ORS Chapter 457, the Oregon Constitution, and all other applicable laws and ordinances, whether or not specifically referenced in this document.

D. Plan Duration

The Plan projects will be completed in twenty years from the date the Plan becomes effective after approval by the City Council (Project Period). The Plan allows the Agency to issue debt to be repaid with Tax Increment Financing (TIF) revenue up to the end of the Project Period. At no time during the Project Period will the Agency issue debt which would require repayment using TIF revenue collected after the end of the Project Period. If the projects in this Plan, and any additional projects added to the Plan, are completed earlier, and all indebtedness is paid, the Urban Renewal Agency and the City Council may take action to terminate the Plan at that time.

E. Definitions

1. **Agency** means the Urban Renewal Agency of the City of Boardman.
2. **Area** means the West Boardman Urban Renewal Area.
3. **Blighted Areas** are areas which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these factors, are detrimental to the health, safety or welfare of the community. **Blight** shall have the same meaning in this Plan as defined in ORS 457.010.
4. **Boundary** means the geographic and legal limits which encompass the Area.
5. **City** means the City of Boardman Oregon.
6. **City Council** means the Boardman City Council.
7. **County** means Morrow County, Oregon.
8. **Lot** means a unit of land that is created by a subdivision or platting of land and recorded in the land records of Morrow County
9. **Public Improvement Plan** means drawings, development standards and/or objectives designed to guide the improvement of public facilities and services in the Area.

10. **ORS** means the Oregon Revised Statutes.
11. **Persons** means any individual, family, business, firm association, or corporate entity.
12. **Plan** means this West Boardman Urban Renewal Plan consisting of the text and accompanying exhibits.
13. **Project or Activity** means any work or undertaking carried out under ORS 457.170 in an Area and specifically the development or improvement projects described in Section III of this Plan.
14. **Property Owner** means any person who owns property within the Boardman Area.
15. **Report** means the report accompanying this Plan prepared pursuant to ORS 457.085(3).
15. **State** means the State of Oregon.
16. **Text** means the Plan text.

II. GENERAL DESCRIPTION OF WEST BOARDMAN URBAN RENEWAL AREA

A. Boundary

The Area includes land within the City of Boardman, only. A legal description is included in Appendix 1.

The Area encompasses 166 tax lots and a total of 169.7 acres including existing public street rights of way.

The Area is an irregularly-shaped area located on the western side of the city, south of the I-84 freeway. It is bordered roughly by SW Wilson Road to the south, Paul Smith Road to the west, and irregular undeveloped parcels to the north and east.

FIGURE 1: WEST BOARDMAN URBAN RENEWAL AREA



Source: Morrow County GIS, Johnson Reid LLC

B. Land Use, Zoning, Development Standards

The Land Use Plan for the Area is based on the City of Boardman Comprehensive Plan Map and Zoning Map. (See Figure 2). The proposed land uses, maximum densities and building requirements within the Area are consistent with the City's Zoning Maps.

FIGURE 2: ZONING MAP, WEST BOARDMAN URBAN RENEWAL AREA



Source: Morrow County GIS, City of Boardman

The use and development of the land within the Area shall be governed by the City of Boardman Comprehensive Plan and Municipal Code. No changes to zoning or zoning standards are anticipated as part of the Plan, or in response to its approval.

The following text provides a brief overview of the included zones and their purpose. The source for complete details on zoning designations within the City and Area shall be the Boardman Development Code, Chapter 2.1.

The land within the Area boundary is covered by three different zoning designations. The Army Corp of Engineers land does not have a designated zone on the City zoning map. The purpose of each zone and a summary of the existing development standards follows:

1. Residential District (R)

The Residential District is the City’s base residential zone. The purpose of the Residential District is to promote the livability, stability and improvement of the City of Boardman’s neighborhoods, including to make efficient use of land and public services, accommodate a range of housing needs, and reduce the reliance on the automobile for travel. This zone is designed primarily for single-family detached housing. Buildings are generally restricted to 35 feet in height, and a 15-foot setback from the street, and 6 to 7 feet for non-street lot lines.

2. Residential: Multi-Family Sub District (MF)

The Multi Family Sub District is designed to provide land for larger multiple family housing developments. Multi-Family Housing is housing that provides 4 or more dwellings on an individual lot. Buildings are generally restricted to 30 feet or 3 stories in height, and 20% of the site is required to be usable common space, including setbacks.

3. Residential: Manufactured Home Sub District (MF)

This zone allows single-family dwellings as permitted in the general Residential District, as well as manufactured home parks on sites of 1 acre or larger. Within the park, manufactured homes must be on lots of at least 2,500 square feet, and 30 feet wide by 40 feet long. Dwellings must be set back 15 feet from public right of way, and at least 10 feet between dwellings.

C. Relationship to Local Objectives

The Plan is supportive of the public goals and objectives of the City of Boardman and supports the general community vision for the Area. The primary source of public policy addressed by this Plan is the City’s Comprehensive Plan, as described below:

Comprehensive Plan Policies

This Plan is supportive of the City of Boardman Comprehensive Plan, addressing the following adopted policies:

CHAPTER 1: CITIZEN INVOLVEMENT

- The City shall strive to provide for widespread citizen involvement, especially in its land use planning process.
- The City shall strive to assure effective two-way communication with its citizens.
- The City shall endeavor to provide technical information in an available and understandable form.

CHAPTER 2: LAND USE PLANNING POLICIES

2. The City encourages the development of infill and redevelopment of existing land in order to balance the need to expand the Urban Growth Boundary (UGB)

CHAPTER 10: HOUSING

1. The City shall provide a variety of living environments to meet regional housing needs for those of different family size and income.
3. Encourage new development concepts to meet changing housing demands and to provide self-contained recreation facilities.
5. Encourage planned unit developments while maintaining an overall low-density profile by incorporation of more open space in the development.
7. Provide infill opportunities for attached rowhouse development, duplex and triplex development in residential neighborhoods.
8. The City shall promote where possible, the evolution of safe and aesthetically pleasing residential neighborhoods that are efficiently integrated with business and commercial property, schools, parks, public facilities and other urban development.
11. The City shall encourage residential development within the city limits in areas which are appropriate for urban development.

CHAPTER 11: PUBLIC FACILITIES

1. The City shall assure urban services (water, sewer, and storm drainage services and transportation infrastructure) to residential, commercial and industrial lands within the City's Urban Growth Area as these lands are urbanized.
2. To minimize the cost of providing public services and infrastructure, the City shall discourage inefficient development without adequate public services and promote efficient use of urban and urbanizable land within the City's urban growth boundary, including requiring all urban development to be serviced by full urban services.
6. The City shall prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB.
11. The City shall establish and maintain a range of funding mechanisms for building new water, sewer, storm drainage and transportation infrastructure and maintaining existing infrastructure.

CHAPTER 12: TRANSPORTATION

1. The Transportation System Plan is an element of the Boardman Comprehensive Plan (as a Technical Appendix).

[The adopted TSP and Proposed Transportation Connectivity Map include proposed improvements within the Area, including the extension of Oregon Trail Boulevard.]

CHAPTER 14: URBANIZATION

2. To manage growth so that urban areas are developed when urban services (water and sewer) are available.
3. Avoid sprawl and leap-frog development by encouraging infill and compact redevelopment in appropriate areas of the city.

Boardman Urban Renewal Goals

This Plan is supportive of the following stated goals of the Boardman Urban Renewal Agency:

- Encourage private investment;
- Increase the taxable value of property in the City;
- Improve the utilization of land within specific areas of the community; and
- Eliminate blight and blighting influences.

The goals listed above support the creation of the Area and this Plan. The Plan shall facilitate the extension of public services, orderly urbanization of the land, development of diverse housing types, and private investment.

III. OUTLINE OF PROJECTS & REDEVELOPMENT ACTIVITIES

A. General Redevelopment Outline

The City of Boardman has activated an urban renewal agency and the Agency has prepared this Plan. The Area is focused on the west side of the City, south of the I84 freeway. Urban Renewal has been an effective tool for stimulating public and private investment in areas in need of revitalization throughout Oregon. The most effective urban renewal plans are focused with clearly defined goals, objectives and project outcomes.

The Plan outlines a series of public realm investments including transportation, utilities, streetscape and other improvements.

The most substantial physical improvements planned are the construction of new public infrastructure, including streets and utilities. One or more projects may call for the acquisition of properties in the Area to obtain public right of way, but there is no anticipated demolition or relocation of households or businesses.

The following is a description of each of the possible projects.

B. Urban Renewal Projects

1. Extension of Oregon Trail Boulevard w/ Infrastructure

Construction and improvement of the planned Oregon Trail Boulevard alignment from S Main Street to the east to SW Faler Road to the west to increase access and improve service to the Area. The westernmost 2,640 feet (estimated) of this planned street lies within the West Boardman Urban Renewal Area. (The eastern portion of an estimated 1,250 lies within the Central Boardman Urban Renewal Area.) Improvement might include new road construction, widening, paving, brick or decorative paving, striping, bike lanes, sidewalks, curbs, plantings, or any other improvement to public right of way to improve functionality, multi-modal access, marking, parking or aesthetics. Construction may include the construction of all underground and/or above ground utilities to accompany the new street. Construction of this street might also entail the acquisition of private property for use as public right of way.

2. Improvements to SW Faler Road

Improvements to SW Faler Road to improve functionality and improve service to the Area. Improvement might include new street construction, widening, paving, brick or decorative paving, striping, bike lanes, sidewalks, curbs, plantings, or any other improvement to public right

of way to improve functionality, multi-modal access, marking, parking or aesthetics. Improvement may include the construction or improvement of all underground and/or above ground utilities in or along the right of way. Improvement of this street might also entail the acquisition of private property for use as public right of way.

3. Extension of One or More Local Connector Streets

Construction and improvement of one or more local streets running through the Urban Renewal Area in order to complete the internal street system. Improvement might include new street construction, widening, paving, brick or decorative paving, striping, bike lanes, sidewalks, curbs, plantings, or any other improvement to public right of way to improve functionality, multi-modal access, marking, parking or aesthetics. Construction may include the construction of all underground and/or above ground utilities to accompany the new street. Construction of this street might also entail the acquisition of private property for use as public right of way. While included as a potential project in the Plan, the construction or extension of local streets may also be completed wholly by or in partnership with, private entities, as condition for development.

4. Improvements to SW Wilson Road

Improvements to SW Wilson Road to improve functionality and improve service to the Area. Improvement might include new street construction, widening, paving, brick or decorative paving, striping, bike lanes, sidewalks, curbs, plantings, or any other improvement to public right of way to improve functionality, multi-modal access, marking, parking or aesthetics. Improvement may include the construction or improvement of all underground and/or above ground utilities in or along the right of way. Improvement of this street might also entail the acquisition of private property for use as public right of way.

5. Retirement and/or Senior Housing

Fund senior housing within the Area through Agency action or partnership with private entities. Funds may be used for site acquisition and disposition, subsidizing or financing development through loans, grants or any other financing mechanism allowed to an urban renewal agency under state law. The senior housing funded may be affordable or market rate.

6. Parks and Trails

Provide parks, trails and/or other open space as necessary to serve households in the Area. This may include acquisition of lands for parks or rights of way, soft and hard costs of construction of all park, trail and other open space improvements including landscaping, paving, play equipment, lighting, seating, planters, fencing, restrooms, shelters, tables and other appropriate improvements.

7. Strategy for Subdivision and/or Disposition of Public Lands

Create a strategy for marketing and disposition of public lands within the Area which the City may seek to return to private ownership in order to increase tax base and meet the City's housing goals. Such a strategy might include feasibility analysis, development opportunity study, recommendations on preparatory work, marketing and negotiation with potential buyer/developers. It might also include the expenses of legally subdividing City-owned property.

8. Administrative Costs

This project includes funding for administration of the Urban Renewal program. Administration includes project management, regulatory compliance, and consultant and legal expenses.

IV. PROPERTY ACQUISITION AND RELOCATION PLAN

In order to accomplish the extension of Oregon Trail Boulevard, it is anticipated that some private property may need to be acquired to accommodate public right of way. Such property would be retained for public use and might be purchased at any time during the 20-year life of the Plan. It is anticipated that all or some portion of the following parcels, located in the northern part of the Area may be subject to acquisition:

<u>TAXID</u>	<u>ACRES</u>
04N2517-00100	39.4
04N2517A-00101	3.96
04N2517A-00102	5.59
04N2516B-00401	2.19

Prior to any acquisition of any other parcel, not identified here, the Agency shall have approved a Minor Amendment to the Plan to identify the real property to be acquired.

There are no anticipated relocation activities required by the projects as outlined in this Plan. If such necessity arises during the execution of this Plan, all relocation activities will be undertaken and payments made in accordance with the requirements specified in the ORS 35.500 et seq. Prior to any acquisition activity which may require displacement, the Agency will establish a Relocation Policy which will call for the Agency's assistance to those residents and businesses displaced. Such assistance may include providing information regarding suitable locations, payments of moving expenses and other reimbursements, as deemed necessary.

V. METHODS OF FINANCING

A. General Description of Financing Methods

The Agency may borrow money and accept advances, loans, grants and any other form of financial assistance from the federal government, the state, the county or other public body, or from any source, public or private, for the purposes of undertaking and carrying out the projects and intents of this Plan. This Plan also authorizes any other financing methods, public or private, allowed to an Urban Renewal Agency under ORS Chapter 457.

The primary anticipated source of funding for carrying out this Plan and its projects, in part or in whole, is Tax Increment Financing as authorized in Section 1c, Article IX of the Oregon Constitution and ORS Chapter 457. This Plan allows for a division of ad valorem taxes under ORS Chapter 457.420 to .470.

Revenues obtained by the Agency will be used to pay or repay costs, expenses, advancements and indebtedness incurred in planning or undertaking project activities or otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the implementation of this Plan.

B. Maximum Indebtedness

The limit on maximum indebtedness allowed to the Area by the calculation method described in ORS 457.190(4)(a) is \$50 million.

The maximum indebtedness as set in this Plan shall be \$5,000,000 which is below the maximum limit described above. This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness. This amount is based upon the cost of planned projects, plus contingency.

C. Prior Indebtedness

Any indebtedness permitted by law and incurred by the City or the Urban Renewal Agency in connection with planning and preparation of this Plan may be repaid from tax increment revenues from the Area when and if such funds are available.

VI. URBAN RENEWAL PLAN AMENDMENTS

The Plan anticipates the possibility of both substantial and minor amendments becoming necessary in response to future changes in economic conditions, land use, and other factors. In accordance with ORS 457.220, any substantial amendment to the Plan shall, before being carried out, be approved and recorded in the same manner as called for in the original plans adopted under the requirements of ORS 457.085.

For the purposes of the document, “substantial amendment” means:

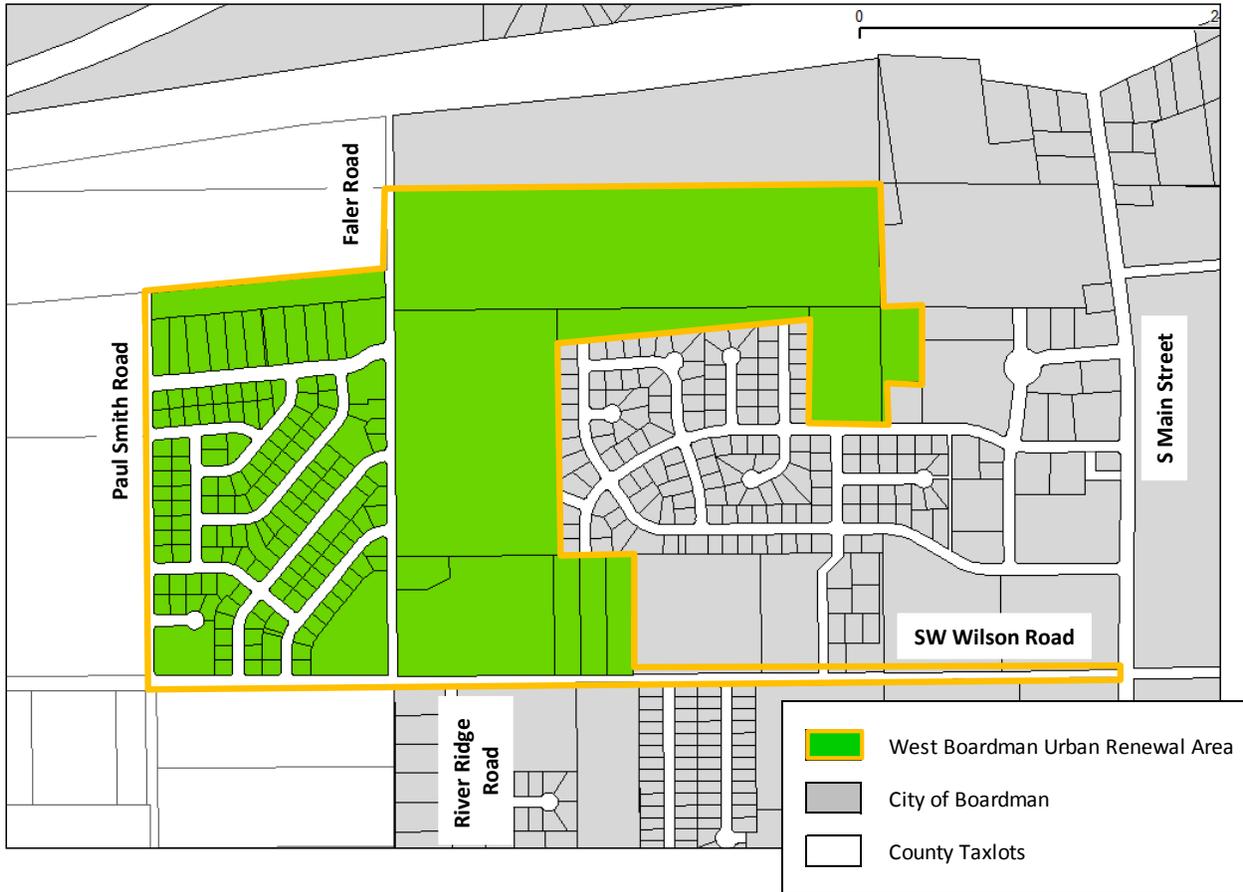
- Adding land to the Area, except for an addition of land that totals not more than one (1) percent of the existing area of the Boardman Area.
- Increasing the maximum amount of indebtedness that can be issued or incurred under the Plan.
- Extending the Project Period (initially 20 years) of the Plan. This refers to the period in which new projects are initiated by the Agency. Debt service resulting from such projects or other authorized Agency activities which requires collection of Tax Increment revenue may not extend beyond the 20-year Project Period without an amendment.

All amendments or changes in this Plan which are not Substantial Amendments, as specified above, shall be considered Minor Amendments. Minor amendments to the Plan shall be approved by Resolution of the Agency.

Presentation of any amendment to the Urban Renewal Agency or City Council shall be accompanied by the recommendations of staff and/or an advisory group.

Any amendments to planned uses which result from amendment of the underlying Comprehensive Plan designations or Zoning District standards will be considered minor amendments to the Renewal Plan. They are designated minor because the City’s process for Zoning Code and Comprehensive Plan Map amendments requires analysis, public involvement and adoption by Ordinance in a Council public hearing.

WEST BOARDMAN URBAN RENEWAL AREA MAP



SOURCE: JOHNSON REID LLC

APPENDIX 1 – LEGAL DESCRIPTION